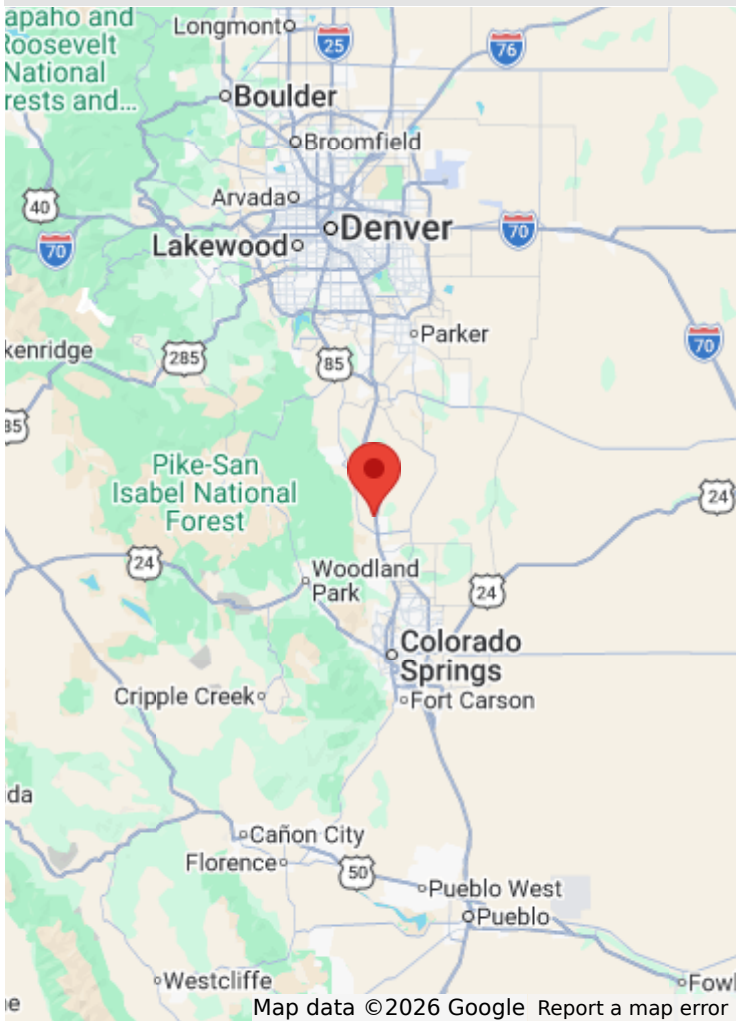


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**APP261 - Buc-ee's Appeal
Public Comments
Opposition
Received 7/8/2026 - 8/14/2026
Sent to PCD**

Map



Overview

Case Number: CCM-2622097

Case Type: Contact My Commissioner

Case Status: Submitted

Address: 20467 BEACON LITE,
MONUMENT, CO, 80132

Unit:

Priority: Normal

Category: Citizen Contact Management

Assignees:

Internal Workflow Status: Submitted

Submitted By: Anonymous

Created Date: 07/09/2026 03:51 PM

Updated Date: 07/09/2026 03:51 PM

Source: Web

Tags:

Resolution:

Details

Case Number: CCM-2622097

Case Type: Contact My Commissioner

I affirm that I am submitting my electronic email address, telephone number, and/or home address for the purpose of receiving future electronic communications from El Paso County related to this Citizen Connect request. I request that this information be kept confidential under C.R.S. § 24-72-204(2)(a)(VII).: Yes

Please note that information you submit, including your name, may be subject to release under the Colorado Open Records Act. Certain specific information may be withheld if you checked the box above. If you do not wish for your name to be potentially released, please submit your request anonymously.

Contact All Commissioners: No

Please note that anything put in these fields will be viewable by members of the public.

Type of Submission: Complaint

Subject: I am entering these specific concerns into the official record for this hearing.

Notes (Describe the issue for the Commissioner): Subject: Public Comment for July 23rd Meeting: Concerns Regarding [Location/Project Name] Dear Board of County Commissioners, My name is Janet Sellers, and I am a resident of Woodmoor/Tri-Lakes area. I am writing to formally express my strong opposition to the proposed Buc-ee's development in our community. While I understand the drive for commercial growth, this specific location is unsuitable for a facility of this magnitude. My primary concerns are: Water Security: Our community is facing critical water limitations. I am deeply concerned that this project will place an unsustainable burden on our local aquifers. Traffic and Infrastructure: The existing road infrastructure in the Tri-Lakes area is already struggling. This development will introduce a level of traffic congestion and safety hazards that our local emergency services and road systems are not equipped to handle. Community Impact: Our area is characterized by its residential nature and natural environment, forested natural soul-restorative areas, sunny days and dark night skies with stars and moonlight and peace. This project threatens the very qualities that make the Tri-Lakes area a desirable place to live. I respectfully request that the Board vote against the approval of this project, or at the very least, delay any decision until a comprehensive, independent impact study regarding water and traffic is made available for public review. I look forward to your opposing this proposed Buc-ee's development at the meeting on July 23rd at 9:00 a.m. Sincerely, Janet Sellers 1390 Catamaran Lane, Monument, CO 80132 719-488-8280

GIS Attributes

District :1

Jurisdiction :El Paso County

Contact Info

Janetlee Sellers

Individual
Constituent

Phone: (719) 488-8280

Email: nezumi@duck.com

Address: N/A

Updated by:

Anonymous

On:

07/09/2026

Comments

No details available

Images

No documents associated

Activity Logs

Set District 1 | Provider changed to CCM District 1

System | 07/09/2026 03:51 PM

Set District 1 | Case created

Anonymous | 07/09/2026 03:51 PM

DENVER CO 802

250

11 JUL 2026 PM 5 L

County Commissioners

Centennial Hall

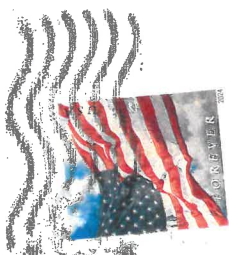
200 South Cascade Avenue

Suite 100, Colorado Springs

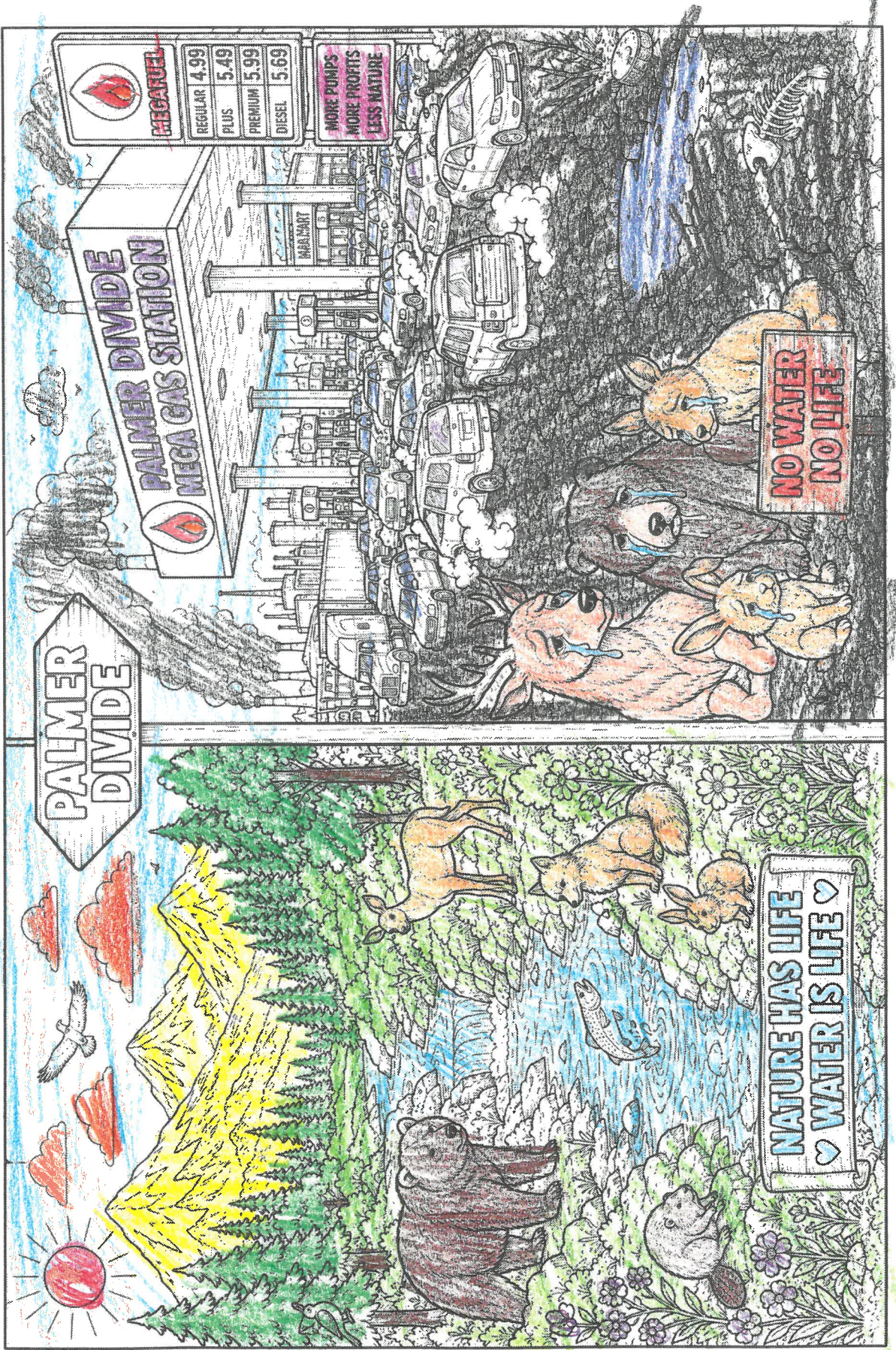
CO 80903

To:

80903-220200



No bucees

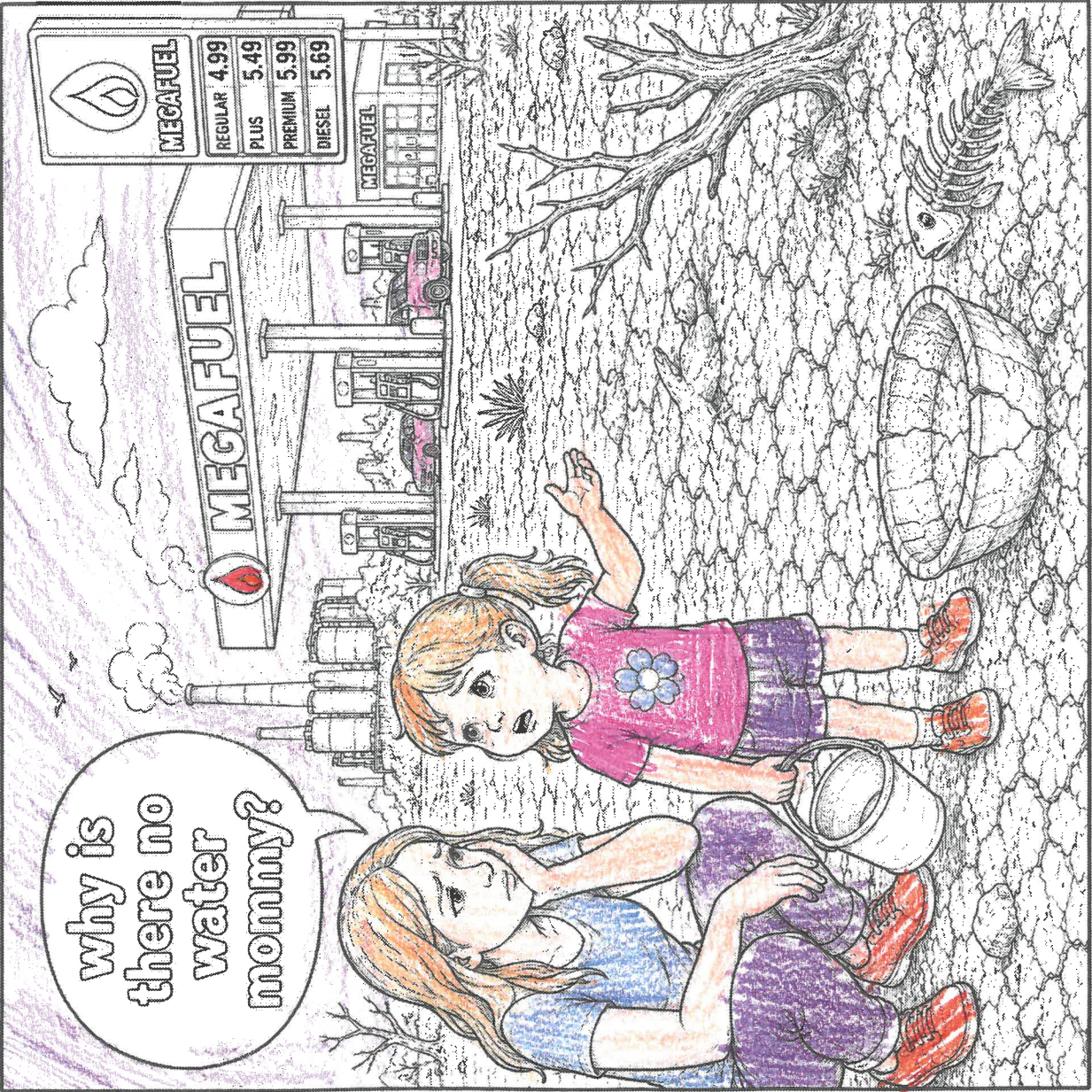


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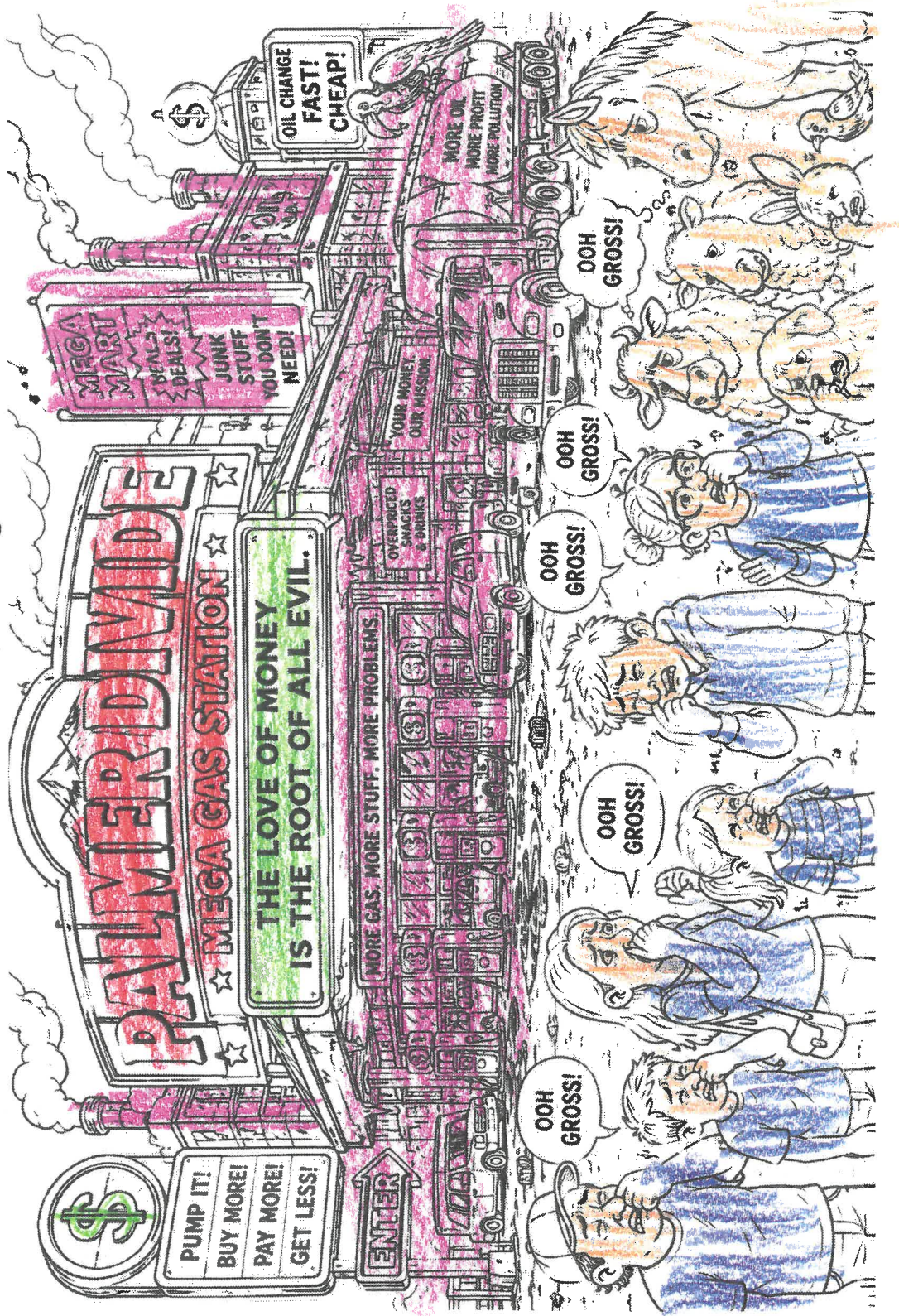


No bucces

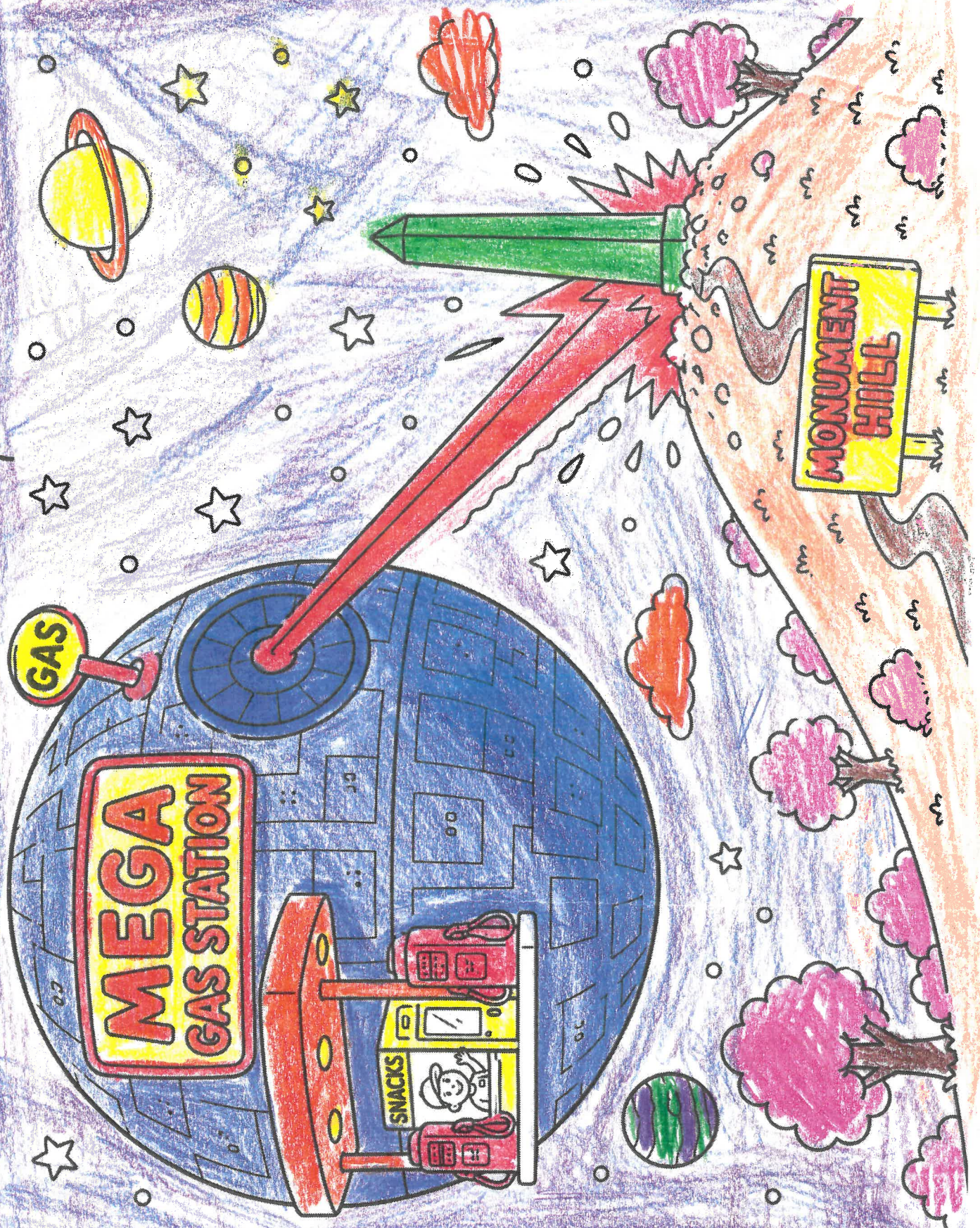




No bucees



No bucees



Jessica Merriam

From: PLNWEB
Sent: Wednesday, July 15, 2026 1:48 PM
To: Jessica Merriam
Subject: FW: Objection to the Buc-ee's Administrative Determination and Demand for a Public Hearing — C-1 Zone, I-25 & County Line Road



Gayle Jackson

Administrative Assistant

El Paso County | Planning and Community Development

2880 International Circle Suite 110

Colorado Springs, CO 80910

Phone: 719-520-6300

<https://planningdevelopment.elpasoco.com/>

www.epcdevplanreview.com

From: Angie Marie <angiemarie150@yahoo.com>
Sent: Wednesday, July 15, 2026 11:39 AM
To: PLNWEB <PLNWEB@elpasoco.com>
Subject: Fw: Objection to the Buc-ee's Administrative Determination and Demand for a Public Hearing — C-1 Zone, I-25 & County Line Road

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- This is their first email to you.

[Yahoo Mail: Search, Organize, Conquer](#)

----- Forwarded Message -----

From: "Matthew Beverly" <matt.beverly99@gmail.com>

To: "Dana Duggan" <danaannduggan@gmail.com>

Cc: "Angie Marie" <angiemarie150@yahoo.com>, "Sean Saw" <nobuccees@gmail.com>, "Daren Fike" <darenfike@gmail.com>, "Mary Scott" <tpitreasurer1@gmail.com>, "Secretary TPI" <secretary@trilakespreservation.org>

Sent: Wed, Jul 1, 2026 at 8:10 PM

Subject: Re: Objection to the Buc-ee's Administrative Determination and Demand for a Public Hearing – C-1 Zone, I-25 & County Line Road

We shall see how much of a rush they are in and whether they appeal or just go for a full package.

On Jul 1, 2026, at 21:15, Dana Duggan <danaannduggan@gmail.com> wrote:

She's sending this to everyone.

Vanderbilt, B.A.
SMU, M.B.A.
719-964-7421

On Wed, Jul 1, 2026, 7:10 PM Angie Marie <angiemarie150@yahoo.com> wrote:

This is the response I received from Holly tonight regarding my letter....

[Yahoo Mail: Search, Organize, Conquer](#)

----- Forwarded Message -----

From: "Holly Williams" <HollyWilliams@elpasoco.com>

To: "Angie Marie" <angiemarie150@yahoo.com>

Cc:

Sent: Wed, Jul 1, 2026 at 6:20 PM

Subject: Re: Objection to the Buc-ee's Administrative Determination and Demand for a Public Hearing – C-1 Zone, I-25 & County Line Road

El Paso County received a request for an administrative determination regarding whether the proposed Buc-ee's use should be classified as a "Convenience Store" under the Land Development Code.

Following review of the applicant's materials, applicable Land Development Code definitions, historical approvals, and comparative analysis, the Planning and Community Development Director was unable to make a determination. Because it is unclear whether the proposed use meets the Land Development Code definition of a "Convenience Store," the Director was

unable to determine whether the proposed use is sufficiently similar to allowed uses within the C-1 zoning district.

The administrative determination is a limited code interpretation that addresses only how the proposed use is classified under the Land Development Code.

In accordance with LDC Section 5.3.6(F), an aggrieved party may appeal an administrative determination on use within 30 days of the date of this determination. Appeals must follow the procedures adopted by the Board of County Commissioners (BoCC) or the Executive Director. The BoCC is the ultimate interpreter of the meaning and application of this Code as to the type, nature and rights of uses.

“Aggrieved” is defined in LDC Section 1.15 as the owner of the property that is the subject of the request and, when notice to adjacent property owners is required, those adjacent owners entitled to such notice.

Until the appeal period has expired, or an appeal has been filed, the County cannot determine what the next procedural step will be. At this time, the County does not know whether an appeal or another land use application will be submitted.

If an appeal or another application is submitted, it will be reviewed in accordance with the applicable provisions of the Land Development Code and the County’s established review process.

<https://planningdevelopment.elpasoco.com/buc-ees/>

Holly Williams

Commissioner District 1

719-520-6411 (office)

719-374-0856 (cell)

hollywilliams@elpasoco.com

From: Angie Marie <angiemarie150@yahoo.com>

Sent: Monday, June 29, 2026 12:26 PM

To: Meggan Herington <MegganHerington@elpasoco.com>; Holly Williams

<HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>

Cc: natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; tony.keith@koaa.com <tony.keith@koaa.com>; noah.caplan@koaa.com <noah.caplan@koaa.com>; EXTERNAL KOAA News <News@KOAA.com>; sam.page@krdo.com <sam.page@krdo.com>; asack@kxrm.com <asack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; news@7news.com <news@7news.com>; newstips@denver7.com <newstips@denver7.com>; spencer.soicher@9news.com <spencer.soicher@9news.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; EXTERNAL News TipsDenver <newstips@thedenverchannel.com>; jalarado@denverpost.com

<jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>;
oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com
<newsroom@coloradosun.com>; karin.brulliard@washpost.com <karin.brulliard@washpost.com>;
jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>;
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<mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rroseley@palmer-lake.org
<rroseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>;
mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>;
governorpoliis@state.co.us <governorpoliis@state.co.us>

Subject: Re: Objection to the Buc-ee's Administrative Determination and Demand for a Public Hearing
— C-1 Zone, I-25 & County Line Road

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TO WHOM IT MAY CONCERN:

First of all, I am requesting that this information/email and materials be added to the official ADM264 file. I would like confirmation that it has been added/submitted to said file.

I FORMALLY object to any administrative determination classifying the proposed Buc-ee's as a permitted use in the C-1 zoning district, and I ask that this matter be referred to the Board of County Commissioners for a public hearing. The application asks the County to allow, by a closed-door administrative determination, a use the Land Development Code does not permit in C-1.

1. A gas station is not a permitted use in C-1. Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but **not in C-1**. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, this use is prohibited in C-1.

The application tries to escape this prohibition by **misreading the Gas Station definition — three ways, all on page 5**. First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory

installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, **as an incidental use.**" Their absence is irrelevant. Second, the application asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15. Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.

2. The use does not meet the Code's "Convenience Store" definition. That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas." Buc-ee's represents that the store will serve the surrounding neighborhood (pages 2 and 4). It will not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself:

- At the grand opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74,000 square feet, 120 fueling positions) — Buc-ee's own store-opening manager called it "a destination," comparing it to Disney World (*Arizona Daily Star*, June 22, 2026).
- At the meeting where another identical new Buc-ee's in Manfield OH was recently approved, Angela Janik, Buc-ee's own Project Coordinator, stated, "We are not a truck stop. We like to be known as a family-friendly oriented **travel center**," Janik said when introducing the plan. Janik also said "most of Buc-ee's customers are travelers from up to 100 miles away". ([10tv.com](https://www.10tv.com), WBNS, June 3, 2026)
- The *Arizona Republic* reported that hotels nearest that store sold out for opening weekend, and the *Arizona Daily Star* documented customers driving in from Oregon, Minnesota, and other states, with Nevada and California plates filling the lot.
- According to figures Buc-ee's provided to the City of Springfield, Missouri, the company estimates roughly **six million customers a year, with 88% traveling more than 20 miles** to reach the store (*City of Springfield official website*; *Springfield Daily Citizen*).

A store the company itself markets as a multi-state destination, drawing customers who travel hundreds of miles and book hotels, does not serve "the neighborhood in which it is located." It cannot be shoehorned into the one C-1 use the application relies on.

3. This decision belongs at a public hearing, not behind closed doors.

Deciding the permitted uses of a specific parcel by applying the Code's definitions to specific facts is a discretionary judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed to a nondiscretionary review." A decision of this consequence, affecting the whole region, requires public notice and a hearing — and the County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. A no-notice administrative determination, issued with no opportunity for the public to be heard, is the wrong vehicle.

4. The application is also unreliable on its face. Beyond the violations above, it repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" (page 8) that omits Convenience Store, the very use it claims is permitted;

fuel-footprint percentages calculated on shifting denominators (pages 2 and 6); and a landscaping requirement misstated as 5% when the Code requires more (page 2). A record this flawed is one more reason the determination must be tested at a public hearing rather than accepted on paper.

I respectfully request that the County:

1. **Decline** to issue any administrative determination on the paper record;
2. **Refer** this matter to the Board of County Commissioners for a full, noticed public hearing;
3. **Recognize** that a 120-position fuel facility is a gas station, which the Code excludes from C-1; and
4. **Require** the applicant to use the proper public process — a rezoning to C-2, or special-use/PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in by administrative determination. Please make this decision in public, on the record.

Respectfully,

Angela Fike
[1222 Greenland Forest Drive](#)
[Monument, CO 80132](#)

Jessica Merriam

From: Kylie Bagley
Sent: Friday, July 10, 2026 11:17 AM
To: Jessica Merriam
Subject: Fw: Buc-ees Appeal



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Anne Johnson <annecraig76@hotmail.com>
Sent: Friday, July 10, 2026 11:02 AM
To: Meggan Herington <MegganHerington@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>
Cc: Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ees Appeal

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Good morning,

We are writing to lodge our disapproval of allowing Buc-ees to circumvent the zoning for their proposed location.

The development of a Buc-ees at the Southwest corner of I-25 and County Line road does not meet the requirements put forth in the El Paso County Plan. They are not a "small scale stand alone business serving the local neighborhood". They are a large scale travel center meant to attract tourists and highway travelers. They are not a convenience store (roughly 5,000 to 20,000 sqft). They are a 74,000 sqft mega store.

We implore you to stick to the plan. Do not allow Buc-ees to rezone.

Sincerely,
Craig and Anne Johnson
1645 Capadaro Court
Monument, CO 80132

Jessica Merriam

From: BOCCEventCalendar
Sent: Monday, July 27, 2026 2:46 PM
To: Jessica Merriam
Cc: Jackie Allred; Kassie Fisher
Subject: FW: Invocation Request

Hi Jessica,

The constituent below selected the Invocation option, but their message is regarding Buc-cees so I am passing it on to you for the record. Please let me know if I need to do something else with it.

Thank you,



Jeni Smith

Principal Executive Assistant
El Paso County | Administrative Services
Office: 719.520.6923
JeniSmith@elpasoco.com

From: citizenconnect@elpasoco.com <citizenconnect@elpasoco.com>
Sent: Saturday, July 25, 2026 10:30 PM
To: BOCCEventCalendar <BOCCEventCalendar@elpasoco.com>
Subject: Invocation Request

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Hello,

One of our citizens has submitted a invocation request. The service request information is below.

Service Request Information

Citizen Connect Request Number:	INV-2622376
Created:	07/26/2026
Name:	Barry Weinert

Additional Information:

Church or Affiliation if applicable:	
Additional Comments:	I write this note to politely ask the Commissioners to do the "right" thing re Buc-kees. Almost every individual who has voiced an opinion is STRONGLY against this. It is NOT NEEDED and NOT WANTED. The environmental issues alone should foreclose approving this monstrosity. The area is zoned C-1; the open space is a breath of fresh air!!! This use raises many valid concerns: noise and light pollution; potential danger to the ground and air CS has enough gas stations. Do your jobs for once!

Thank you,
El Paso County

- FOLLOW US ON SOCIAL -







SIGN UP HERE FOR EL PASO COUNTY UPDATES

Jessica Merriam

From: Meggan Herington
Sent: Monday, July 13, 2026 10:49 AM
To: Jessica Merriam
Subject: FW: Buc-ees Travel Center



Meggan Herington, AICP
Executive Director
El Paso County Planning and Community Development
719-520-7941
<https://planningdevelopment.elpasoco.com>

From: Ben Butler <benbutler35@gmail.com>
Sent: Monday, July 13, 2026 10:40 AM
To: Meggan Herington <MegganHerington@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>
Cc: mlakind@tomgov.org; Steve King <sking@tomgov.org>; Sana Abbott <sabbott@tomgov.org>; csmith@tomgov.org; lkronick@tomgov.org; kkimple@tomgov.org; mfiorito@tomgov.org; eharris@palmer-lake.org; rmoseley@palmer-lake.org; jmarble@palmer-lake.org; mbeeson@palmer-lake.org; ajurka@palmer-lake.org; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; savannah.eller@gazette.com; Tony.Keith@koaa.com; Noah.Caplan@koaa.com; EXTERNAL KOAA News <News@KOAA.com>; sam.page@krdo.com; ASack@kxrm.com; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTv News <news@kktv.com>; achalfin@krcc.org; EXTERNAL KRCC News <news@krcc.org>; news@7news.com; newstips@denver7.com; spencer.soicher@9news.com; newstips@9news.com; tips@kdvr.com; EXTERNAL News TipsDenver <newstips@thedenverchannel.com>; jalvarado@denverpost.com; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com; newsroom@coloradosun.com; Karin.Brulliard@washpost.com; jim.carlton@wsj.com; news-tips@nytimes.com; tips@cnn.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; tips@thefp.com; talkshow@aol.com
Subject: Buc-ees Travel Center

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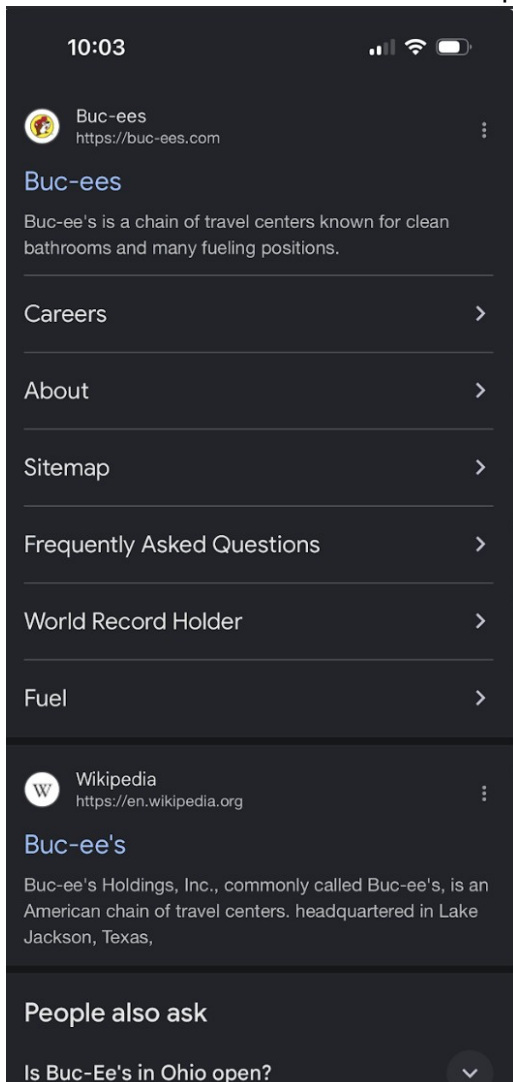
Report

El Paso County Digital, Strategy & Technology (DST)

Dear Director Herington and Commissioners:

I'm sure you are receiving several emails on the opposition to Buc-ee's. As you consider the objections around a convenience store vs. travel center, I'd like to direct you to the following:

Buc-ee's themselves state they are a travel center. This is a screenshot of a Google search for Buc-ee's:, with both Buc-ee's website and Wikipedia highlighted, both stating "Travel Center".



Buc-ee's business model is fundamentally incompatible with the character and needs of this community.

Buc-ee's is not a neighborhood convenience store. It is a regional travel destination designed to attract motorists from across Colorado and beyond. A store exceeding 70,000 square feet with well over 100 fuel pumps simply cannot survive on local patronage. Its entire business model depends on generating enormous volumes of highway traffic.

The suggestion that local residents will routinely bike to Buc-ee's is detached from reality. There is no practical or safe bicycle infrastructure serving this interchange, and expecting families or cyclists to navigate an area handling thousands of additional vehicle trips every day is neither realistic nor responsible. Buc-ee's is not designed to serve nearby neighborhoods, it is designed to attract travelers. Even Buc-ee's has compared itself to major regional destinations such as Polaris and the Ford Amphitheater, acknowledging that it functions as a destination rather than a local business.

The traffic analysis also fails to account for future growth. The Monument East development, located directly across from the proposed site, is expected to add several hundred new homes. Those residents will rely on the same interchange and surrounding roads, placing even greater strain on an area that is already expected to experience substantial congestion. Planning decisions should account for the community that is being built, not just the community that exists today.

Traffic is only one concern. This project would permanently increase noise, light pollution, air pollution, stormwater runoff, and water demand. It would introduce a high-intensity commercial use immediately adjacent to residential neighborhoods and directly across from protected conservation land. Once built, these impacts cannot simply be reversed.

Perhaps most importantly, this proposal lacks community support. Drive through Woodmoor along Doewood, Old Antlers, and neighboring streets, and the overwhelming opposition is impossible to miss. As a Woodmoor resident, I have never witnessed this level of public resistance to any proposed development. Residents have chosen Monument, Woodmoor, and Palmer Lake because these communities value open space, scenic beauty, manageable traffic, and a small-town character. Buc-ee's represents the opposite of those values.

This is not an argument against economic development. It is an argument for responsible development that complements the community rather than overwhelms it. There are countless projects that could provide jobs, tax revenue, and services while preserving the qualities that make this area desirable.

Buc-ee's is not one of them.

If approved, this development would permanently transform one of the primary gateways into Monument and Woodmoor into a high-volume interstate travel center. The increased congestion, environmental impacts, and loss of community character would be borne by local residents every day, while the primary beneficiaries would be travelers simply passing through.

Nothing about this proposal meaningfully improves the quality of life for the residents of Monument, Palmer Lake, or Woodmoor. It is simply the wrong project in the wrong location.

Respectfully.

Ben Butler
19937 Chisholm Trl, Monument CO 80132

--
Ben Butler
703.909.5999

Jessica Merriam

From: Kylie Bagley
Sent: Friday, July 10, 2026 8:51 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's is NOT a Convenience Store – Please Deny Buc-ee's Appeal of Administrative Determination ADM264



Kylie Bagley

Principal Planner

Planning and Community Development

719.520.6323

www.elpasoco.com

From: Brian Gray <solwind4@hotmail.com>

Sent: Friday, July 10, 2026 8:08 AM

To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>

Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>; Deborah Gray <debbiegray@outlook.com>

Subject: Re: Buc-ee's is NOT a Convenience Store – Please Deny Buc-ee's Appeal of Administrative Determination ADM264

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners:

I'm writing this letter as a resident of the Woodmoor neighborhood which lies approximately 1 mile east of the proposed Buc-ee's location at I-25 and County Line Road. I believe that the crux of the problem with Buc-ee's application is the fact that they are trying to classify this project as a convenience store.

The National Association of Convenience Stores (NACS) defines a convenience store as "a retail business that provides the public with a convenient location to **quickly purchase** a wide variety of consumable products and services, generally food and gasoline". (see [Issue #1 below](#)) While not fixed requirements, convenience stores have the following general characteristics:

While building size may vary significantly, **typically the size will be less than 5,000 square feet.** (see [Issue #2 below](#))

Off-street parking and/or **convenient pedestrian access.** (see [Issue #3 below](#))

Extended hours of operation, with many open 24 hours, seven days a week.

Offer at least 500 stock keeping units (SKUs).

Product mix includes grocery type items and also includes items from the following groups: beverages, snacks (including confectionery) and tobacco.

Their largest stores are designated as Hyper Convenience Stores. Per the NACS, "These large stores are 4,000 to 5,000 square feet and offer a variety of products and services by department. For example, stores may offer a bakery, a sit-down restaurant area or a pharmacy. Most of these locations sell gasoline. The number of employees per shift can be large, particularly if there is a small restaurant. The number of parking spaces is substantial and the amount of time the average customer spends in the store can be significant. Hours are extended. Families and senior citizens as well as traditional convenience store customers are patrons. **In some locations, stores are mini-truck stops.**"

The proposed Buc-ee's store does not cater to local neighborhoods, is too big to be considered a convenience store, and does not provide convenient pedestrian access. These are the three issues with Buc-ee's trying to classify themselves as a convenience store.

Issue #1: The first issue I see is that this proposed Buc-ee's location will not provide the **surrounding neighborhoods** with a convenient location to **quickly purchase** a wide variety of consumable products and services, generally food and gasoline. Buc-ee's themselves have described their stores as "a destination," comparing it to Disney World (Arizona Daily Star, June 22, 2026). They aren't set up to be convenient for local neighborhoods; they are designed to pull in traffic from hundreds of miles away. I have seen a similar billboard to the one below while traveling north on I-25 between Pueblo and Colorado Springs, encouraging people to keep driving until they get to the Buc-ee's in Johnstown, CO.



88% of their customers travel more than 20 miles to reach the store (City of Springfield official website; Springfield Daily Citizen). They do not cater to nearby residents, nor are they designed for nearby residents.

Issue #2: The second issue I see with defining Buc-ee's as a convenience store is the sheer size of the building, which is designed to be approximately 74,000 square feet, or almost **15 times larger than what the NACS defines as a Hyper Convenience Store**. This size of store is equivalent to King Soopers grocery stores, which typically range from 65,000 to 75,000 square feet. Land-use law has long held that at some point a difference in size becomes a difference in kind.

Issue #3: The third issue for me with defining Buc-ee's as a convenience store is that there won't be convenient pedestrian access for residents of the surrounding neighborhoods. There are almost no sidewalks in the area and there are currently no sidewalks or bike lanes that lead to the proposed location. To get there from the east or west requires travel along County Line Rd, and there are no bike lanes, sidewalks, or shoulders which makes riding your bike or walking along the road extremely dangerous. The only way to get there from the north would be along I-25 where no biking or walking is allowed. Access from the south would have to be on I-25 or Beacon Lite Rd, which is in the process of being redesigned. At best this would be the only street where one could eventually walk or bike to Buc-ee's.

Please use common sense when making your determination. In its own words, Buc-ee's describes its stores as "travel centers" and emphasizes their size, amenities, and 24/7 operation, rather than using the narrow definition of a convenience store. For example, the company's official site and corporate materials refer to them as "travel centers" and highlight features like oversized retail floors, extensive food and merchandise offerings, and branded merchandise. They are only trying to classify themselves now as a convenience store so they can avoid a public hearing, which they are desperate to avoid. I even saw on Facebook that they are offering free Buc-ee's t-shirts to everyone who shows up in support of their cause, and they will still be greatly outnumbered. The citizens of Palmer Lake have already voted down this project, and they deserve to be heard along with the rest of the us that live in the community. Please deny this appeal so our voices can be heard!

Respectfully,

Brian Gray
20585 Silver Horn Ln
Monument, CO 80132
Woodmoor neighborhood
El Paso County

Jessica Merriam

From: epc-tlp@use.startmail.com
Sent: Monday, July 13, 2026 12:50 PM
To: Holly Williams; Carrie Geitner; Bill Wysong; Cory Applegate; Lauren Nelson
Cc: PCD Hearings; PLNWEB; CARCTB; Meggan Herington; Kenny Hodges; Kylie Bagley; governopolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; savannah.eller@gazette.com; Tony.Keith@koa.com; Noah.Caplan@koa.com; EXTERNAL KOAA News; ASack@kxrm.com; EXTERNAL Fox News; EXTERNAL KKTU News; achalfin@krcc.org; EXTERNAL KRCC News; newstips@denver7.com; newstips@9news.com; tips@kdvr.com; jalvarado@denverpost.com; EXTERNAL Newsroom Denver; oliviaprentzel@coloradosun.com; newsroom@coloradosun.com; Karin.Brulliard@washpost.com; jim.carlton@wsj.com; news-tips@nytimes.com; tips@cnn.com; tips@nbcuni.com; news.tips@abc.com; editor@monumentindependent.com; editor@monumentindependent.com; TPI Secretary; katlaw065@gmail.com; Sean Saw; Jason.Ullmann@state.co.us; Tracy.kosloff@state.co.us; Beth Harris; ajurka@palmer-lake.org; rmoseley@palmer-lake.org; jmarble@palmer-lake.org; mbeeson@palmer-lake.org; tbeltran@palmer-lake.org
Subject: Fwd: Buc-ee's Monument Hill Appeal APP261 – Uphold the Planning Director's Decision

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Dear Commissioner Wysong and Fellow Commissioners,

I fully agree with the following letter from Diana O'Toole. I, along with thousands of Northern El Paso County residents, will be adversely affected in multiple irreparable ways. You've likely heard them all. There is not even a question of whether this out-of-state, highly leveraged corporation cares about our community or our laws. That's obvious in the sneaky, subversive ways they have been trying to push through approval of what they know is a destructive project, for their profit alone. The citizens caught them and let them know they're not wanted here. Now it's up to you to convey your neighbors' and constituents adamant opposition to Bucee's directly to the company. We are counting on you to protect the integrity of our communities, our land use codes and our property rights.

Respectfully,

Casey Gilbert

Dear Commissioner Wysong and Fellow Commissioners:

I am writing to urge you to uphold Planning Director Meggan Herington's decision denying Buc-ee's the designation of a "convenience store." Ms. Herington and her staff conducted extensive research, finding that none of the 26 convenience stores studied in unincorporated El Paso County exceed 4,800 square feet. As she noted, their size is drastically smaller than the applicant's proposed 74,000-square-foot facility.

The applicant is attempting to use the definition of a "convenience store" in Section 1.15 of the El Paso County Land Development Code as a Trojan horse to bypass the fact that high-intensity fuel centers are prohibited in the C-1 zone. It defies common sense to classify a 74,000-square-foot regional travel center with 120 fuel pumps as a "neighborhood convenience store" simply because it happens to sell gasoline as an accessory use. As the Planning Director's July 2026 determination rightly pointed out, the scale and impacts of this project are entirely incompatible with the historical intent of the C-1 zoning district, which has no record of ever hosting a development of this size and nature.

Furthermore, while Buc-ee's touts a Guinness World Record for "convenience stores" based on its size, that designation is immaterial to our region's local guidelines. The El Paso County Master Plan explicitly classifies the Monument Hill locale as "Suburban Residential," stating that commercial uses must be "small-scale, standalone businesses that serve a neighborhood population."

This discussion is fundamentally about property rights, which must include the rights of the surrounding homeowners. Tri-Lakes area homeowners purchased property in a designated "Suburban Residential" area with the expectation that the Board would abide by the Master Plan. During a Boerne, Texas Planning and Zoning Commission meeting for a proposed Buc-ee's, residents presented research on large-scale fuel centers. The data revealed that home values closer to these sites stagnate or decline by 5% to 10% compared to homes farther away. Residents noted that factors like 24/7 lighting, heavy traffic, noise, and the perception of an increased risk of crime easily outweigh any benefits.

<https://www.boernestar.com/article/11506,traffic-crime-lighting-property-values-residents-sound-off-on-buc-ee-s>). Classifying a 74,000-

square-foot facility with 120 fuel pumps as “small-scale” is fundamentally unfair to the homeowners in this region.

Private property owners in the Tri-Lakes area have rights that deserve equal consideration. For these reasons, I request that you deny the applicant’s appeal and uphold Ms. Herington’s decision.

Respectfully,

Diana O'Toole
Monument, Colorado

--

“Fight for the things that you care about, but do it in a way that will lead others to join you.” Ruth Bader Ginsburg

Jessica Merriam

From: Mindy Schulz
Sent: Wednesday, July 8, 2026 9:38 AM
To: Jessica Merriam
Subject: FW: Buc-ee



Mindy Schulz
Deputy Executive Director
Planning & Community Development
719.520.6304
<https://planningdevelopment.elpasoco.com/>

From: cvercell4 <cvercell4@comcast.net>
Sent: Wednesday, July 8, 2026 9:30 AM
To: Mindy Schulz <MindySchulz@elpasoco.com>
Subject: Buc-ee

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Report

El Paso County Digital, Strategy & Technology (DST)

Dear Ms. Schultz,

I feel the need to comment on your deliberations regarding the classification of mega store Buc-ees as a convenience store . You and I and the majority of your constituents know the difference . Show some courage and deny this request and put this sorry request behind the city where it belongs .

Christine Vercellino

Sent from my Galaxy

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 12:47 PM
To: Jessica Merriam
Subject: Fw: Objection to the Buc-ee's Appeal of Administrative Determination ADM264



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Cory Curtis <cory.curtis@blazerelectricsupply.com>
Sent: Thursday, July 9, 2026 11:57 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Objection to the Buc-ee's Appeal of Administrative Determination ADM264

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Board of County Commissioners

RE: Denial of Buc-ee's Appeal of Administrative Determination ADM264

Dear Commissioners,

I am writing to respectfully request that the Board of County Commissioners **deny Buc-ee's appeal and uphold the Director's July 1 determination** regarding Administrative Determination ADM264.

The proposal for a 120-position fueling facility at I-25 and County Line Road / Beacon Lite Road clearly constitutes a gas station. Under our current County Code, gas stations are explicitly excluded from the C-1 Commercial Zone. Approving this appeal would bypass the clear intent and text of our local zoning regulations.

To ensure fairness and transparency for all parties involved, I urge the Board to take the following actions:

- **Uphold the Code:** Recognize that a fueling facility of this scale is fundamentally a gas station, which is not a permitted use in the C-1 zone.
- **Ensure Public Transparency:** Decide this appeal in public, based on a full evidentiary record, ensuring that the impacted community has a meaningful opportunity to be heard.
- **Require Proper Process:** Direct the applicant to utilize the appropriate public planning processes already established by the county—such as a request for rezoning to C-2, or a special-use / Planned Unit Development (PUD) review. This will guarantee full public notice and comprehensive hearings.

Thank you for your time, your leadership, and your continued commitment to upholding our county's zoning standards and protecting the integrity of our community.

Respectfully submitted,

Cory Curtis

1615 Plowman Place, Monument, CO 80132

corynikkiandylan@comcast.net

719.494.7694

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 8:43 AM
To: Jessica Merriam
Subject: Fw: The National Association of Convenience Stores (NACS) says Buc-ee's is TOO LARGE to be a "Convenience Store"



Kylie Bagley

Principal Planner

Planning and Community Development

719.520.6323

www.elpasoco.com

From: Daren Fike <darenfike@gmail.com>
Sent: Wednesday, July 8, 2026 7:37 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; Integrity Matters <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony <Tony.Keith@koaa.com>; Noah.Caplan@koaa.com <Noah.Caplan@koaa.com>; EXTERNAL KOAA News <News@KOAA.com>; sam.page@krdo.com <sam.page@krdo.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTv News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; news@7news.com <news@7news.com>; newstips@denver7.com <newstips@denver7.com>; spencer.soicher@9news.com <spencer.soicher@9news.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; EXTERNAL News TipsDenver <newstips@thedenverchannel.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; Michael Beeson <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; TPI Secretary

Subject: The National Association of Convenience Stores (NACS) says Buc-ee's is TOO LARGE to be a "Convenience Store"

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

El Paso Board of County Commissioners,

As you consider the Appeal by Buc-ee's to be classified as a "Convenience Store", I believe you should be interested in what the "National Association of Convenience Stores" [NASC](#) says when defining "What is a Convenience Store?"

- While building size may vary significantly, typically the size will be **less than 5,000 square feet.**
- The NACS research report, "Convenience Store Industry Marketing Strategies and Store Formats," identifies six possible convenience store formats:
 - Kiosk [less than 800 sq feet]
 - Mini Convenience Store [800 to 1,200 sq feet]
 - Limited Selection Convenience Store [1,500 to 2,200 sq feet]
 - Traditional Convenience Store [about 2,500 sq feet]
 - Expanded Convenience Store [2,800 to 3,600 sq ft]
 - **Hyper Convenience Store [4,000 to 5,000 sq ft]**
- As you can see, the proposed 74,000 sq foot **Buc-ee's is 14.8 TIMES LARGER** than the largest possible convenience store format!!!!
- NACS also says "Decades ago, convenience stores looked about the same—2,400 square feet of packaged consumer items." That means that back when the now obsolete "C-1" zoning was ORIGINALLY ASSIGNED to the property, the meaning of "Convenience store" was meant for a building approximately 2,400 sq feet in size, not a ridiculous 74,000 sq feet!!!!
- Allowing a Buc-ee's Travel Center to be classified as a "Convenience Store" would be a complete slap in the face of every property owner who bought their homes in the vicinity of this land. We all knew that this property was zoned commercial, but it is absolutely unacceptable to allow the **abuse** of the term "Convenience Store" in this way.

I respectfully request that the Board:

1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;
2. Recognize that a 120-position fuel facility **is** a gas station, which the Code excludes from C-1;
3. Decide the appeal in public, on a full evidentiary record, with the community heard; and
4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. **Please deny the**

appeal.

Respectfully,

Daren M. Fike
1222 Greenland Forest Drive
Monument CO 80132

Jessica Merriam

From: PLNWEB
Sent: Wednesday, July 15, 2026 1:09 PM
To: Jessica Merriam
Subject: FW: Concern Regarding Active Grading at ADM264 Site Prior to Use Determination

Marcella Maes
Associate Planning Services Coordinator
E.P.C. Planning & Community Development
2880 International Circle
Colorado Springs, CO. 80910
719.520.6318
<https://planningdevelopment.elpasoco.com/>

-----Original Message-----

From: David Kern <drkern88@comcast.net>
Sent: Wednesday, July 15, 2026 12:53 PM
To: PLNWEB <PLNWEB@elpasoco.com>
Subject: Re: Concern Regarding Active Grading at ADM264 Site Prior to Use Determination

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Hello,

I am following up on my previous email. The site of the proposed Buc-ee's location has been undergoing heavy construction work including site grading. It is my understanding that this is not allowed without any permits. Has grading permits been issued? If unpermitted work is occurring I ask that the county take appropriate action.

Thank you

David Kern

Sent from my iPhone

> On Jul 2, 2026, at 12:48 PM, David Kern <drkern88@comcast.net> wrote:

>

> Dear El Paso County Planning and Community Development,

>

> I am a resident writing regarding the Buc-ee's administrative determination case ADM264, located at the southeast corner of Beacon Lite Road and County Line Road.

>

> I understand that on July 1, 2026, the PCD Director issued a determination that the proposed Buc-ee's use cannot be classified as an allowed use within the C-1 zoning district. I am concerned that significant earthwork and grading activity

appears to be substantially underway at this site — work that appears to have progressed well beyond preliminary stages.

>

> Could you please clarify whether valid grading or site disturbance permits have been issued for this property given that no use determination or site development plan approval is in place? If unpermitted work is occurring, I would ask that the County investigate and take appropriate enforcement action.

>

> Thank you for your time and for your attention to this matter.

>

> David Kern

> 1575 Longview Cir

> Monument CO 80132

>

> Sent from my iPhone

Jessica Merriam

From: Meggan Herington
Sent: Tuesday, July 14, 2026 10:56 AM
To: Jessica Merriam
Subject: FW: Appeal File number APP261



Meggan Herington, AICP
Executive Director
El Paso County Planning and Community Development
719-520-7941
<https://planningdevelopment.elpasoco.com>

From: Denise Hammond <mdenisehammond@gmail.com>
Sent: Tuesday, July 14, 2026 10:56 AM
To: Meggan Herington <MegganHerington@elpasoco.com>
Cc: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; PDChearings@elpasoco.com; PLNWEB <PLNWEB@elpasoco.com>; CARCTB <carctb@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gove; matthew.smith1@gmail.com; integritymatterscos@gmail.com; savannah.eller@gazette.com; tony.keith@koaa.com; noah.caplan@koaa.com; EXTERNAL KOAA News <News@KOAA.com>; news@fox21.com; EXTERNAL KKTv News <news@kktv.com>; EXTERNAL KRCC News <news@krcc.org>
Subject: Re: Appeal File number APP261

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Hello,

My name is Mary Hammond and I am a resident of El Paso County Colorado. I write in opposition to the appeal submitted by the Buc-ee's corporation regarding the denial of their request to be recognized as a convenience store with regards to building and zoning regulations (File APP261). I stand with the Planning Commission's findings that the designation and definition of a convenience store excludes a large travel center business meant to draw customers from far outside of the neighborhood in which it resides.

You will undoubtedly receive a plethora of impassioned pleas to turn Buc-ees away from the intended site and I will not waste your time reiterating these. I will say:

- 1) El Paso County Board of County Commissioners is in place to reflect the desires of their constituents within the legal guidelines. Clearly, the people do not want this land use to be approved as it does not fit codes.
- 2) You know that Buc-ees is not a neighborhood convenience store
- 3) The people know that Buc-ees is not a neighborhood convenience store
- 4) Buc-ee's officials know that Buc-ees is not a neighborhood convenience store

Buc-ee's does not fit the criteria and does not belong on the proposed site at County Line Road in northern El Paso County.

Do the right thing. Deny this appeal.

With hope that the elected officials will uphold their oath of office,
Mary Hammond
629 Burke Hollow Dr.
Monument, CO 80132

On Tue, Jul 14, 2026 at 10:53 AM Denise Hammond <mdenisehammond@gmail.com> wrote:

Hello,

My name is Mary Hammond and I am a resident of El Paso County Colorado. I write in opposition to the appeal submitted by the Buc-ee's corporation regarding the denial of their request to be recognized as a convenience store with regards to building and zoning regulations (File APP261). I stand with the Planning Commission's findings that the designation and definition of a convenience store excludes a large travel center business meant to draw customers from far outside of the neighborhood in which it resides.

You will undoubtedly receive a plethora of impassioned pleas to turn Buc-ees away from the intended site and I will not waste your time reiterating these. I will say:

- 1) El Paso County Board of County Commissioners is in place to reflect the desires of their constituents within the legal guidelines. Clearly, the people do not want this land use to be approved as it does not fit codes.
- 2) You know that Buc-ees is not a neighborhood convenience store
- 3) The people know that Buc-ees is not a neighborhood convenience store
- 4) Buc-ee's officials know that Buc-ees is not a neighborhood convenience store

Buc-ee's does not fit the criteria and does not belong on the proposed site at County Line Road in northern El Paso County.

Do the right thing. Deny this appeal.

With hope that the elected officials will uphold their oath of office,

Mary Hammond

629 Burke Hollow Dr.

Monument, CO 80132

Jessica Merriam

From: Diana O'Toole <otooledw@gmail.com>
Sent: Sunday, July 12, 2026 9:47 PM
To: Holly Williams; Carrie Geitner; Bill Wysong; Cory Applegate; Lauren Nelson
Cc: PCD Hearings; PLNWEB; CARCTB; Meggan Herington; Kenny Hodges; Kylie Bagley; governopolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; savannah.eller@gazette.com; Tony.Keith@koa.com; Noah.Caplan@koa.com; EXTERNAL KOAA News; ASack@kxrm.com; EXTERNAL Fox News; EXTERNAL KKTU News; achalfin@krcc.org; EXTERNAL KRCC News; newstips@denver7.com; newstips@9news.com; tips@kdvr.com; jalvarado@denverpost.com; EXTERNAL Newsroom Denver; oliviaprentzel@coloradosun.com; newsroom@coloradosun.com; Karin.Brulliard@washpost.com; jim.carlton@wsj.com; news-tips@nytimes.com; tips@cnn.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; tips@thefp.com; talkshow@aol.com
Subject: Buc-ee's Monument Hill Appeal APP261 – Uphold the Planning Director's Decision

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Report

El Paso County Digital, Strategy & Technology (DST)

Dear Commissioner Wysong and Fellow Commissioners,

I am writing to urge you to uphold Planning Director Meggan Herington's decision denying Buc-ee's the designation of a "convenience store." Ms. Herington and her staff conducted extensive research, finding that none of the 26 convenience stores studied in unincorporated El Paso County exceed 4,800 square feet. As she noted, their size is drastically smaller than the applicant's proposed 74,000-square-foot facility.

The applicant is attempting to use the definition of a "convenience store" in Section 1.15 of the El Paso County Land Development Code as a Trojan horse to bypass the fact that high-intensity fuel centers are prohibited in the C-1 zone. It defies common sense to classify a 74,000-square-foot regional travel

center with 120 fuel pumps as a “neighborhood convenience store” simply because it happens to sell gasoline as an accessory use. As the Planning Director's July 2026 determination rightly pointed out, the scale and impacts of this project are entirely incompatible with the historical intent of the C-1 zoning district, which has no record of ever hosting a development of this size and nature.

Furthermore, while Buc-ee's touts a Guinness World Record for “convenience stores” based on its size, that designation is immaterial to our region's local guidelines. The El Paso County Master Plan explicitly classifies the Monument Hill locale as “Suburban Residential,” stating that commercial uses must be “small-scale, standalone businesses that serve a neighborhood population.”

This discussion is fundamentally about property rights, which must include the rights of the surrounding homeowners. Tri-Lakes area homeowners purchased property in a designated “Suburban Residential” area with the expectation that the Board would abide by the Master Plan. During a Boerne, Texas Planning and Zoning Commission meeting for a proposed Buc-ee's, residents presented research on large-scale fuel centers. The data revealed that home values closer to these sites stagnate or decline by 5% to 10% compared to homes farther away. Residents noted that factors like 24/7 lighting, heavy traffic, noise, and the perception of an increased risk of crime easily outweigh any benefits.

(<https://www.boernestar.com/article/11506,traffic-crime-lighting-property-values-residents-sound-off-on-buc-ee-s>). Classifying a 74,000-square-foot facility with 120 fuel pumps as “small-scale” is fundamentally unfair to the homeowners in this region.

Private property owners in the Tri-Lakes area have rights that deserve equal consideration. For these reasons, I request that you deny the applicant's appeal and uphold Ms. Herington's decision.

Respectfully,

Diana O'Toole
Monument, Colorado

--

“Fight for the things that you care about, but do it in a way that will lead others to join you.” Ruth Bader Ginsburg

Jessica Merriam

From: PLNWEB
Sent: Monday, July 27, 2026 7:39 AM
To: Jessica Merriam
Subject: FW: regarding buc-ee's proposed monument location.

From: Don Drake <ddcnst@gmail.com>
Sent: Friday, July 24, 2026 1:58 PM
To: PLNWEB <PLNWEB@elpasoco.com>
Subject: regarding buc-ee's proposed monument location.

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Report

El Paso County Digital, Strategy & Technology (DST)

we have lived in the monument area for 30 years.

our experience with buc-ee's is when we travel to georgetown , tx. twice a year to visit relatives. on major highways they have large billboards on either sides of the road and at off ramps.

a very unpleasant business overall.

we believe there are various negative factors for that business to be in the monument area:

always open 7 days a week, 24 hours a day

disruption for water/sewer installation

possible on/off ramp widening

traffic signals

water usage - an analysis submitted to palmer lake estimated average day demand of 37,000 gallons, and maximum day demand

of 113,000 gallons. a major impact on existing aquifer, and how it could effect current users.

we have photos of buc-ee's fort collins location.

concerned citizen/neighbor
don drake 719 339 5506
ddcnst@gmail.com

To whom it may concern,

Did you know Colorado ranks among the top states in the U.S. for protecting its wildlife? That legacy is now under threat from a proposed Buc-ee's development. More than just a gas station, this 'mega-center' would drain 37,000 gallons of water daily, pollute our air, and put our local wildlife in the crosshairs. Here is why Buc-ee's is the wrong fit for Colorado's ecosystem.

Since Buc-ee's uses 37,300 gallons of water per day, aquifers will strain. Also Buc-ee's is known for the cleanest bathrooms, but having the cleanest bathrooms means a lot of cleaning, and a lot of cleaning means a lot of water, and a lot of water means a lot of water taken from the aquifer. "With a projected water demand of 37,300 gallons of water per day and its notoriously clean bathrooms, are estimated to increase the town's maximum daily water to 20%." -The Colorado Sun. As you can see, Buc-ee's uses a lot of water a day, this meaning Buc-ee's will cause aquifer strain no matter where they build. Recently, the state even approved well permits to pump millions of gallons from the aquifers on that land. Since it takes thousands of years for that water to replenish, families could be left without running water for generations.

As for pollution I have looked at Johnstown population before and after Buc-ee's was built there. In 1920, the year after the town was established there were about 274 people living in the town. There were about 15-20 families that owned one car each. Most of them would only drive 5-10 miles a day. Meaning that the town would only use about 5-17 gallons of gas per day. In 2022, a couple of years before Buc-ee's opened, the population had grown to 18,634, and the town used about 8,700 to 10,875 gallons of gas per day. Now, the population is over 22,000 people living there, and assuming every family owns at least two cars and drives about 40-50 miles per car, they use about 10,400 to 13,000 gallons of gas per day. That's just the cars alone. Buc-ee's uses between 25,000 and 35,000 cubic feet of gas each day to cook food and sells between 40,000 and 80,000 gallons of gas per day. That means that Buc-ee's alone uses between 40,203 and 80,284 gallons of gas each day, and that's not including the cars that come and go from Buc-ee's. Now if you take the amount of gas Buc-ee's uses and the amount of gas the people in the town use, each day you get around 50,594 and 93,273 gallons per day. That's a lot of gas.

Now imagine our beautiful area near Monument, Colorado. Putting Buc-ee's here will destroy what families have worked to keep for decades. Why do you think people like to come here? They come here because of the wildlife and the beauty of the land. Putting Buc-ee's in the middle of it might attract more people, but also destroy what people come here for.

Finally Buc-ee's will destroy wildlife. I already had you imagining what a town would look like with Buc-ee's but let me go deeper into wildlife. Right now, Buc-ee's has bought the land but still needs county approval to build. Where Buc-ee's is planning to build is one of the most considered migration routes. It is also going to kill dozens species of animals, including elk, mule deer, pronghorn, black bears, and mountain lions. Along with those animals, it will kill dozens of bird species. Migrating birds fly right through here at night, and the bright lights from a massive Buc-ee's sign will blind and confuse species such as mountain bluebirds, broad-tailed hummingbirds, and bald eagles. As you know, Colorado is known for its wildlife, and generations have been working hard to preserve it. And once again putting Buc-ee's in the middle of it will destroy most of what locals have been preserving.

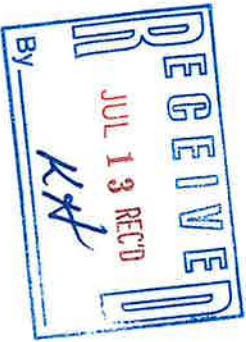
So please take this into consideration. So next time you go outside and think how lucky you are to live in such a beautiful place remember that there is something that is threatening your surroundings, and you can help stop that. Just remember to stand against Buc-ee's and save our community.

Sincerely,

-Esther Hunt

Fifth grade

Hunt Family
17665 Sierra Way
Monument, CO 80132

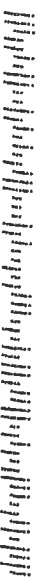


El Paso County Planning
2880 International Circle, Suite 110
Colorado Springs CO 80910

DENVER CO 802
8 JUL 2026 PM 5 L



80910-314835



Jessica Merriam

From: J D <JDug2022@outlook.com>
Sent: Saturday, July 18, 2026 12:30 PM
To: Holly Williams; Carrie Geitner; Bill Wysong; Cory Applegate; Lauren Nelson
Cc: PCD Hearings; PLNWEB; CARCTB; Meggan Herington; Kenny Hodges; Kylie Bagley; governopolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; savannah.eller@gazette.com; Tony.Keith@koa.com; Noah.Caplan@koa.com; EXTERNAL KOAA News; ASack@kxrm.com; EXTERNAL Fox News; EXTERNAL KKTU News; achalfin@krcc.org; EXTERNAL KRCC News; newstips@denver7.com; newstips@9news.com; tips@kdvr.com; jalvarado@denverpost.com; EXTERNAL Newsroom Denver; oliviaprentzel@coloradosun.com; newsroom@coloradosun.com; Karin.Brulliard@washpost.com; jim.carlton@wsj.com; news-tips@nytimes.com; tips@cnn.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; tips@thefp.com; talkshow@aol.com; 13investigates@krdo.com
Subject: Request-- File APP261

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Report

El Paso County Digital, Strategy & Technology (DST)

Ladies and gentlemen -- We live near County Line Road and I-25, Monument Hill.

In response to Bucee's appeal to obtain a "Convenience Store" status, we oppose. This entity is not a "Convenience Store" under the Land Development Code. Based on its interstate travelers' focus, square footage and more than one hundred gas pumps, Bucees defies the Code's "Convenience Store" classification.

We request the Board of County Commissioners deny Bucee's appeal and uphold the Planning and Community Development Director's administrative determination. The report defines "Convenience Store" in part as "An establishment for the purpose of offering for sale to the neighborhood in which it is located..." By its own representative's public statements, Bucees caters to thousands of interstate

travelers, not the surrounding neighborhood nor the El Paso County community as a whole; it is a destination location for cross-country/interstate travelers, which negates its claim to a "Convenience Store" classification.

Due to our perception of Bucees' consistent efforts to keep its progress on Monument Hill off the record, we further request the Board hold them to a standard of full transparency and public involvement on all future activities.

Thank you to Ms. Herington, who advised that staff is creating documents of all e-mails for this file and the BoCC.

Respectfully,
Jean and Terry Duggan

Jessica Merriam

From: PLNWEB
Sent: Monday, July 20, 2026 12:53 PM
To: Jessica Merriam
Subject: FW: Opposition to Appeal of proposed Buc-ee's site - File APP261

From: Joleen Schnake <joleen.schnake@gmail.com>
Sent: Monday, July 20, 2026 12:12 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; CARCTB <carctb@elpasoco.com>
Cc: PLNWEB <PLNWEB@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Bret Waters <BretWaters@elpasoco.com>; michaela.snow@state.co.us; cdphe.commentswqcd@state.co.us; Jason.Ullmann@state.co.us; Tracy.Kosloff@state.co.us; ColoradoES@fws.gov; mlakind@tomgov.org; Steve King <sking@tomgov.org>; sabbott@tomgov.org; csmith@tomgov.org; lkronick@tomgov.org; kkimple@tomgov.org; mfiorito@tomgov.org; Integrity Matters <integritymatterscos@gmail.com>; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; Elizabeth Harris <eharris@palmer-lake.org>; rmoseley@palmer-lake.org; jmarble@palmer-lake.org; mbeeson@palmer-lake.org; Atis Jurka <ajurka@palmer-lake.org>; savannah.eller@gazette.com; Tony.Keith@koaa.com; sam.page@krdo.com; Noah.Caplan@koaa.com; Austin Sack <ASack@kxrm.com>; Karin.Brulliard@washpost.com; Jim Carlton <jim.carlton@wsj.com>; Jessica Alvarado Gamez <jalvarado@denverpost.com>; Olivia Prentzel <oliviaprentzel@coloradosun.com>; Andrea Chalfin <achalfin@krcc.org>; talkshow@aol.com; EXTERNAL KKTV News <news@kktv.com>; spencer.soicher@9news.com; news@cpr.org; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; EXTERNAL KRCC News <news@krcc.org>; newsroom@coloradosun.com; tips@kdvr.com; tips@thefp.com; tips@cnn.com; newstips@9news.com; EXTERNAL News TipsDenver <newstips@thedenverchannel.com>; newstips@denver7.com; news-tips@nytimes.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; wia@woodmoor.org; Opinion@gazette.com; jarvis.caldwell.house@coleg.gov; Inc. <trilakespreservation@gmail.com>
Subject: Opposition to Appeal of proposed Buc-ee's site - File APP261

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners:

My name is **Joleen Schnake**. I live near the intersection of Bricker Road and Beacon Lite Road in the residential neighborhood directly across from the proposed Buc-ee's development. I respectfully oppose Buc-ee's appeal seeking to classify its proposed development as a permitted use within a C-1 zoning district. This project does not meet the definition of a neighborhood convenience store.

1. The proposed Buc-ee's does not meet the Land Development Code definition of a convenience store.

The El Paso County Land Development Code defines a convenience store as a use intended to serve the neighborhood in which it is located. The proposed Buc-ee's is not a neighborhood-serving business. It is a regional interstate travel center designed primarily to serve interstate travelers rather than nearby residents.

As a resident of the surrounding neighborhood, I am particularly concerned about the traffic plan submitted by Buc-ee's. According to its traffic studies, access to the site would rely heavily on a "right-in, right-out" design that reroutes local residents away from the business. This contradicts the 2021 El Paso County Master Plan, which states that development compatible with the area's character should provide residents with "easy access to necessary commercial goods."

Under the proposed design, residents, including those attending the church across the street, would be prohibited from making left turns onto Beacon Lite Road to their neighborhood access off County Line Road. Neighborhood residents would be forced into longer routes, increasing commute times and reducing accessibility. This is not a convenience for the surrounding community and does not provide the "easy access" envisioned by the Master Plan.

The proposal also raises serious safety concerns. In addition to an anticipated increase of approximately 20,000 vehicle trips, the traffic design could complicate emergency evacuation procedures for residents living in the forested neighborhoods along Beacon Lite Road. Many of these neighborhoods have limited access routes, and restricting connections to County Line Road from Beacon Lite could affect emergency response and evacuation options.

Furthermore, Palmer Ridge High School is located approximately 0.26 miles from the proposed site. Despite this proximity, the traffic plans appear focused almost exclusively on moving vehicles between Interstate 25 and the development. The plans provide no meaningful multimodal access for pedestrians or bicyclists. Students, cyclists, and other community members would face limited opportunities to safely cross I-25 to access the "commercial goods." The plans include no pedestrian crossings and no dedicated bike lanes, as shoulders are proposed to be used for additional traffic lanes and no further

bridge widening to accommodate the extra traffic. The proposed plans will be using the \$15 million County Line Road Bridge project to accommodate interstate travelers and not the safety and accessibility of the surrounding residential neighborhood. The 2021 El Paso County Master Plan states that development should "align with the existing character and strengthen the residential, commercial, employment, and entertainment opportunities in the adjacent communities of Monument, Palmer Lake, and Woodmoor." Increasing traffic on residential streets while reducing neighborhood accessibility does not meet that standard.

Additionally, a comprehensive traffic study evaluating impacts on the immediately surrounding neighborhoods has not been completed. Studies have focused primarily on impacts to Palmer Lake. As a resident of Beacon Lite Road, I can attest that traffic volumes are currently very low. The proposed influx of approximately 20,000 daily vehicle trips represents a dramatic and unprecedented change to the area.

According to figures Buc-ee's provided during discussions in Springfield, Missouri, and at public meetings in Palmer Lake regarding this project, the company estimates approximately six million customers annually, with roughly 88% traveling more than 20 miles to reach the store (*City of Springfield official website; Springfield Daily Citizen*). This means that out of the 20,000 daily trips, they are expecting the neighborhood, who they will serve to make up less than 15% of their business. These figures demonstrate that the facility is intended to serve regional and interstate travelers rather than the local neighborhood.

As such, Buc-ee's has failed to demonstrate that its primary purpose is to serve the surrounding community. Therefore, it does not meet the Land Development Code's definition of a convenience store and should not qualify as a permitted use in a C-1 zoning district.

2. The proposed Buc-ee's functions as a gas station, which is not a permitted use in C-1 zoning.

Buc-ee's is fundamentally a gas station and travel center. The proposed facility includes 60 fuel dispensers and approximately 120 fueling positions. This is not a small-scale neighborhood business. It is a large-scale regional fueling destination.

This scale of development conflicts with the vision outlined in the 2021 El Paso County Master Plan, which states that "seamless connection of the natural environment and small-scale, low-intensity development is critical to their identity."

The application attempts to distinguish itself from a gas station by stating that it will not provide vehicle repairs, oil changes, accessory installation, or car washes. However, these services are not what define a gas station. The defining feature of a gas station is the sale of fuel to vehicles. Fuel sales or Gas Stations of this magnitude are more related to a truck stop travel center than a convenience store, and should be labeled as such.

With 120 fueling positions, the proposed Buc-ee's dwarfs nearby fueling stations. It would have approximately thirty times as many fueling positions as some nearby convenience stores, such as the 7-Eleven on CO Highway 105 and 10 times the number of the neighborhood grocery store that is 2 miles from the proposed site, as well as the capacity of all existing gas stations serving the area. The project is

clearly designed to sell gasoline and diesel fuel on a massive scale. As such, it operates as a gas station, a use that is not permitted within a C-1 zoning district.

3. Preserving the Character of the Northern Gateway

The 2021 El Paso County Master Plan describes the “Tri-Lakes area as the northern gateway into El Paso County along Interstate 25 and Highway 83.” The Plan further identifies Pikes Peak as the area's defining visual characteristic and a major attraction for visitors.

The question before the County is what first impression visitors should receive when entering our community. Should the northern gateway showcase views of Pikes Peak, forested landscapes, and the unique character of the Tri-Lakes area, or should it be dominated by a large-scale Texas interstate travel center?

Although not classified as forested area in the Master Plan, the majority of the Tri-Lakes area is forested. Already the proposed plot has been deforested by hundreds of trees for a commercial facility in a residential area that it is not zoned for at that unprecedented scale. Beyond the traffic impacts cited, this raises concerns regarding wildlife habitat, lighting, environmental impacts, and compatibility with the “surrounding natural landscape.” They are replacing El Paso County’s northern gateway with a Texas Travel Center.

Conclusion

This decision should not be made without meaningful public input. The residents living around the proposed Buc-ee's site and in the Tri-Lakes area will experience significant and lasting impacts to their daily lives, safety, property enjoyment and value, and community character.

Those residents deserve representation. They deserve a voice in decisions that will shape the future of their neighborhoods. A development that fundamentally alters the character of the area while primarily serving out-of-state and regional travelers cannot reasonably be described as a convenience store that “strengthens the surrounding community.”

The hundreds of trees already removed from the site and the continual daily stock piling on more than an acre of the plot of land stand as visible reminders of the changes this project would bring. For many residents, those changes do not represent community enhancement. Instead, they represent the loss of the very character and environment that make this area special.

For these reasons, I respectfully urge the Commission to deny Buc-ee's appeal and uphold the intent of the C-1 zoning, as well as the goals of the 2021 El Paso County Master Plan.

Respectfully,

Joleen Schnake

5 year Resident, Beacon Lite Road Area, Monument, CO

41 year Resident of El Paso County, Colorado

Jessica Merriam

From: Meggan Herington
Sent: Wednesday, July 22, 2026 11:00 AM
To: Jessica Merriam
Subject: FW: Letter concerning the Buc-ees convenience store classification.



Meggan Herington, AICP
Executive Director
El Paso County Planning and Community Development
719-520-7941
<https://planningdevelopment.elpasoco.com>

From: Julie Smith <jcsmith5090@gmail.com>
Sent: Wednesday, July 22, 2026 10:59 AM
To: Meggan Herington <MegganHerington@elpasoco.com>
Subject: Letter concerning the Buc-ees convenience store classification.

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

Dear Ms. Herington,

I am writing to request that El Paso County deny Buc-ee's latest request to classify its proposed Monument-area project as a "convenience store." I am asking that you refer the matter to the Board

of County Commissioners for a full public process and public hearing. The people in the tri-lakes area deserve to be heard in this matter. Many of us have been working against this massive travel store build for the past 3 years and request to not have Buc-ee's go around the public hearing process.

Treating a project of this scale as an administrative convenience-store determination would avoid the level of public scrutiny this proposal clearly warrants. Residents deserve transparency, public notice, and the opportunity to be heard before any classification is made that could clear the way for this development. A decision with consequences this large should not be made through an internal administrative process alone.

Buc-ees have publicly called their business a large travel center on their own website. A convenience store is less than 5000 square feet per the NACS Website. The facts alone should be a reason to deny this request.

We have lived here in Monument for 30 years. We moved here for peace, nature and quiet away from the city as did many of our neighbors here in the Tri-Lakes area. A massive gas station on the top of Monument Hill is not a fit for this residential area in any way, nor is it a convenience store. It will deter travelers from going into Palmer Lake and Monument and hurt businesses and restaurants in the long term.

Traffic is already congested in this section of I-25 in the mornings, afternoons, summers during the Renaissance Festival, holidays and in the winter during bad weather. For those of us who have to commute to Denver for work, it will become more of a nightmare year round.

I request that El Paso County deny the requested convenience store classification and in the future to deny the build of the Buc-ees on the County Line exit in North El Paso County.

Sincerely,
Julie Smith
19150 Langtree Ct.
Monument, CO

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:29 AM
To: Jessica Merriam
Subject: Fw: Public Comment Records for ADM-264



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Karen McVay <karenmcvay65@gmail.com>
Sent: Tuesday, July 7, 2026 10:40 PM
To: TPI Secretary <secretary@trilakespreservation.org>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; Shawn Sawyer <president@trilakespreservation.org>; Mary Scott <treasurer@trilakespreservation.org>; Matt Beverly <vicepresident@trilakespreservation.org>; Angela Fike <communityoutreach@trilakespreservation.org>
Subject: Re: Public Comment Records for ADM-264

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Excellent letter, Grace!

Did Lubi send you my follow up letter asking about the "store" definition in the C-1 zoning regs?

Thank you, thank you!
Karen

On Tue, Jul 7, 2026, 9:08 PM TPI Secretary <secretary@trilakespreservation.org> wrote:

Dear Director Herington,

In response to Buc-ee's request for an administrative determination, Tri-Lakes Preservation (TPI) and Integrity Matters were copied on nearly 200 emails submitted by members of the public expressing their views on the application. However, the unofficial record available through EDARP for ADM-264 appears to contain less than half of these the number of public comments that we have been copied on. Notably, even the formal comment letter submitted by the Tri-Lakes Preservation Board does not appear to be included in the publicly available record.

Multiple community members have contacted us directly to report that they submitted comments to the County and received acknowledgement responses from Ms. Linhares and/or Commissioner Williams, yet their submissions do not appear among the documents currently available through EDARP under ADM-264.

Additionally, there appear to be communications within the ADM-264 EDARP record that relate to the separate Boundary Line Adjustment application (EXBL261) rather than the administrative use determination itself. This raises further questions regarding how documents are being categorized and maintained within the public record.

These circumstances raise important questions regarding the completeness and accuracy of the record:

- Why is there a discrepancy between the number of comments submitted and the number appearing in the EDARP file?
- Are there categories of communications that are intentionally excluded from the publicly available record?
- If comments were received by County staff or elected officials but are not visible in EDARP, where are those communications being maintained?
- Why do documents related to other applications, such as the Boundary Line Adjustment, appear to be included within the ADM-264 file while comments specifically addressing ADM-264 appear to be absent?
- What process exists to ensure that all public comments received regarding this application become part of the official record?

These questions are particularly important now that Buc-ee's has appealed the administrative determination to the Board of County Commissioners and members of the public continue to submit comments, which should officially become a part of the record, in anticipation of future proceedings. Public confidence in the process depends on confidence in the record. Community members deserve assurance that comments submitted to County staff, Planning and Community Development, and members of the Board are being properly preserved, accounted for, and made available as part of the administrative record regardless of whether those comments support or oppose the application. Accordingly, I respectfully request clarification regarding the County's procedures for collecting, maintaining, and publishing public comments associated with ADM-264 and the pending appeal, including how the public can verify that their submissions have been received and included in the record.

Thank you for your time and attention to this matter.

Very Respectfully,

Grace Foy



Tri-Lakes Preservation, Inc. (TPI)

Jessica Merriam

From: PLNWEB
Sent: Wednesday, July 22, 2026 11:29 AM
To: Jessica Merriam
Subject: FW: Fair Procedures for the Buc-ee's Appeal Hearing



Gayle Jackson

Administrative Assistant
El Paso County | Planning and Community Development
2880 International Circle Suite 110
Colorado Springs, CO 80910
Phone: 719-520-6300
<https://planningdevelopment.elpasoco.com/>
www.epcdevplanreview.com

From: Kathy Allen <kallen75@aol.com>
Sent: Monday, July 20, 2026 2:20 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; CARCTB <carctb@elpasoco.com>
Cc: PLNWEB <PLNWEB@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Bret Waters <BretWaters@elpasoco.com>; michaela.snow@state.co.us; cdphe.commentswqcd@state.co.us; Jason.Ullmann@state.co.us; Tracy.Kosloff@state.co.us; ColoradoES@fws.gov; mlakind@tomgov.org; Steve King <sking@tomgov.org>; sabbott@tomgov.org; csmith@tomgov.org; lkronick@tomgov.org; kkimple@tomgov.org; mfiorito@tomgov.org; Integrity Matters <integritymatterscos@gmail.com>; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; Elizabeth Harris <eharris@palmer-lake.org>; rmoseley@palmer-lake.org; jmarble@palmer-lake.org; mbeeson@palmer-lake.org; Atis Jurka <ajurka@palmer-lake.org>; savannah.eller@gazette.com; Tony.Keith@koa.com; sam.page@krdo.com; Noah.Caplan@koa.com; Austin Sack <ASack@kxrm.com>; Karin.Brulliard@washpost.com; Jim Carlton <jim.carlton@wsj.com>; Jessica Alvarado Gamez <jalvarado@denverpost.com>; Olivia Prentzel <oliviaprentzel@coloradosun.com>; Andrea Chalfin <achalfin@krcc.org>; talkshow@aol.com; EXTERNAL KKTv News <news@kktv.com>; spencer.soicher@9news.com; news@cpr.org; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; EXTERNAL KRCC News <news@krcc.org>; newsroom@coloradosun.com; tips@kdvr.com; tips@thefp.com; tips@cnn.com; newstips@9news.com; EXTERNAL News TipsDenver <newstips@thedenverchannel.com>; newstips@denver7.com; news-tips@nytimes.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; wia@woodmoor.org; Opinion@gazette.com; jarvis.caldwell.house@coleg.gov; trilakespreservation@gmail.com
Subject: Fair Procedures for the Buc-ee's Appeal Hearing

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Report

El Paso County Digital, Strategy & Technology (DST)

I am once again writing to you in opposition of the Buc-ee's proposal at the corner of County Line Road and I-25. There are so many valid reasons they should not be allowed to build in this location. I know that Buc-ee's has filed an appeal on the zoning question of whether or not they can be classified as a convenience store. Under their own admission they refer to themselves as a travel center and they say they are not a convenience store. The representative from Buc-ees stated this several times in his presentation to the Town of Palmer Lake. This may be the only statement they have made that I agree with. The response that Meggan Herrington provided to Buc-ee's in response to their request to be allowed to be a "convenience store" under the current zoning included many examples of true convenience stores that El Paso County has approved. It seemed clear enough to me but Buc-ee's will do anything to get this approved without the blessing of the people that live here. I followed the whole ordeal in Palmer Lake and I do not trust their representatives at all. They will tell you what you want to hear, whether it is true or not, just to get a yes. The proposed Buc-ee's cannot and should not be considered a convenience store. Look at the total SF of the project, 120 gas pumps, the restaurant/food service and merchandise store. Then refer to the El Paso County Master Plan. Buc-ee's serves highway travelers, not the neighborhood as the convenience store definition requires. Even though it is not proposed to be a truck stop, there are lots of trucks that will pull into Buc-ees. Gas, store and food deliveries, buses with full loads of travelers, large RVs and service trucks. The characteristics and community impact of a Buc-ee's would far outweigh those of a convenience store or anything else in a C-1 Zone for that matter. Buc-ee's should be required to go through the re-zoning process with all the required steps, including public input and verification of the 300 year water availability rule. Before your executive session, I respectfully ask you to establish fair procedures for the pending Buc-ee's appeal hearing. Please give an organized Tri-Lakes citizen group presentation time equal to the applicant's; allow a community closing statement after the applicant's rebuttal; enter the full relevant records from Palmer Lake and the County's administrative determination; and establish reasonable, disclosed time limits that apply equally to the applicant and the community. I also ask you to bring this hearing to us. Hold it in the Tri-Lakes, in the evening, at a time and place when our community can actually attend. The people who will live with the consequences of this decision deserve a meaningful opportunity to present their case and respond to the applicant. Respectfully,

Kathy Allen
560 Fort Collins Drive
Palmer Lake, CO 80133

Jessica Merriam

From: PLNWEB
Sent: Monday, July 27, 2026 7:39 AM
To: Jessica Merriam
Subject: FW: The True Cost of Buc-ees as written by Palmer Land Conservancy

From: Kathy Allen <kallen75@aol.com>
Sent: Sunday, July 26, 2026 12:34 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; CARCTB <carctb@elpasoco.com>
Cc: PLNWEB <PLNWEB@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Bret Waters <BretWaters@elpasoco.com>; michaela.snow@state.co.us; cdphe.commentswqcd@state.co.us; Jason.Ullmann@state.co.us; Tracy.Kosloff@state.co.us; ColoradoES@fws.gov; mlakind@tomgov.org; Steve King <sking@tomgov.org>; sabbott@tomgov.org; csmith@tomgov.org; lkronick@tomgov.org; kkimple@tomgov.org; mfiorito@tomgov.org; Integrity Matters <integritymatterscos@gmail.com>; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; Elizabeth Harris <eharris@palmer-lake.org>; rmoseley@palmer-lake.org; jmarble@palmer-lake.org; mbeeson@palmer-lake.org; Atis Jurka <ajurka@palmer-lake.org>; savannah.eller@gazette.com; Tony.Keith@koa.com; sam.page@krdo.com; Noah.Caplan@koa.com; Austin Sack <asack@kxrm.com>; Karin.Brulliard@washpost.com; Jim Carlton <jim.carlton@wsj.com>; Jessica Alvarado Gamez <jalvarado@denverpost.com>; Olivia Prentzel <oliviaprentzel@coloradosun.com>; Andrea Chalfin <achalfin@krcc.org>; talkshow@aol.com; EXTERNAL KKTv News <news@kktv.com>; spencer.soicher@9news.com; news@cpr.org; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; EXTERNAL KRCC News <news@krcc.org>; newsroom@coloradosun.com; tips@kdvr.com; tips@thefp.com; tips@cnn.com; newstips@9news.com; EXTERNAL News TipsDenver <newstips@thedenverchannel.com>; newstips@denver7.com; news-tips@nytimes.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; wia@woodmoor.org; Opinion@gazette.com; jarvis.caldwell.house@coleg.gov; trilakespreservation@gmail.com
Subject: Re: The True Cost of Buc-ees as written by Palmer Land Conservancy

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

Please take some time to read this important article entitled "The True Cost of Buc-ees"
<https://www.palmerland.org/blog/the-true-cost-of-buc-ees>

Buc-ees does not belong on the top of Monument Hill! The dirt they have piled up there is horrific! No approvals yet but they just seem to be proceeding with building up the highest point possible for their ugly, ultra mega travel center. This is the wrong place for a Buc-ees! Thank you for your consideration.

On Monday, July 20, 2026 at 02:19:58 PM MDT, Kathy Allen <kallen75@aol.com> wrote:

I am once again writing to you in opposition of the Buc-ee's proposal at the corner of County Line Road and I-25. There are so many valid reasons they should not be allowed to build in this location. I know that Buc-ee's has filed an appeal on the zoning question of whether or not they can be classified as a convenience store. Under their own admission they refer to themselves as a travel center and they say they are not a convenience store. The representative from Buc-ees stated this several times in his presentation to the Town of Palmer Lake. This may be the only statement they have made that I agree with. The response that Meggan Herrington provided to Buc-ee's in response to their request to be allowed to be a "convenience store" under the current zoning included many examples of true convenience stores that El Paso County has approved. It seemed clear enough to me but Buc-ee's will do anything to get this approved without the blessing of the people that live here. I followed the whole ordeal in Palmer Lake and I do not trust their representatives at all. They will tell you what you want to hear, whether it is true or not, just to get a yes. The proposed Buc-ee's cannot and should not be considered a convenience store. Look at the total SF of the project, 120 gas pumps, the restaurant/food service and merchandise store. Then refer to the El Paso County Master Plan. Buc-ee's serves highway travelers, not the neighborhood as the convenience store definition requires. Even though it is not proposed to be a truck stop, there are lots of trucks that will pull into Buc-ees. Gas, store and food deliveries, buses with full loads of travelers, large RVs and service trucks. The characteristics and community impact of a Buc-ee's would far outweigh those of a convenience store or anything else in a C-1 Zone for that matter. Buc-ee's should be required to go through the re-zoning process with all the required steps, including public input and verification of the 300 year water availability rule. Before your executive session, I respectfully ask you to establish fair procedures for the pending Buc-ee's appeal hearing. Please give an organized Tri-Lakes citizen group presentation time equal to the applicant's; allow a community closing statement after the applicant's rebuttal; enter the full relevant records from Palmer Lake and the County's administrative determination; and establish reasonable, disclosed time limits that apply equally to the applicant and the community. I also ask you to bring this hearing to us. Hold it in the Tri-Lakes, in the evening, at a time and place when our community can actually attend. The people who will live with the consequences of this decision deserve a meaningful opportunity to present their case and respond to the applicant. Respectfully,

Kathy Allen
560 Fort Collins Drive
Palmer Lake, CO 80133

Jessica Merriam

From: Meggan Herington
Sent: Friday, July 10, 2026 11:44 AM
To: Jessica Merriam
Subject: FW: Monument Hill ELPC side

Can you please add this to the appeal record comments.



Meggan Herington, AICP
Executive Director
El Paso County Planning and Community Development
719-520-7941
<https://planningdevelopment.elpasoco.com>

From: Kellie Currie <amothersreflection@hotmail.com>
Sent: Thursday, July 9, 2026 2:53 PM
To: Meggan Herington <MegganHerington@elpasoco.com>
Subject: Re: Monument Hill ELPC side

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> On Dec 16, 2025, at 3:08 PM, Meggan Herington <MegganHerington@elpasoco.com> wrote:

>

> Kellie, thank you for the email. Right now, no application has been submitted. Most land applications go before the Board of County Commissioners. Staff will be sure to post everything online so that the public has access to everything. You can check in periodically to determine any future land use applications in your area.

>

> Thank you again, Meggan

>

>

>

>

> Meggan Herington, AICP

> Executive Director

> El Paso County Planning and Community Development

> 719-520-7941

> <https://planningdevelopment.elpasoco.com>

>

>
> -----Original Message-----
> From: Kellie Chandler <amothersreflection@hotmail.com>
> Sent: Tuesday, December 16, 2025 1:58 PM
> To: Meggan Herington <MegganHerington@elpasoco.com>
> Cc: Kellie Chandler <amothersreflection@hotmail.com>; Grace <woodmoor.writer@gmail.com>
> Subject: Monument Hill ELPC side
>
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>
> Please please help us citizens up north in El Paso County and County Line Road area.
>
> We have land there that was zoned in the 1950s and is being drastically developed today.
>
> It's one of those situations where the owners or heirs of this land didn't care or realize Monument Hill history.
>
> The east side was proposed as high density, dime sized "open space ". An entire day was spent in County Commission live streamed, and the citizens lost too much. The developer already hasn't kept his word.
>
> Too late now- no band aide and the land owners and developers know it.
>
> Also, on the west corner, (as all of the news has broadcasted nationwide), a very unwanted Texas company has proposed a flattening of the ridge, devastation of over 300 pine trees and water usage that is beyond comprehension.
>
> I am writing to you as a citizen that has been very frightened about fire safety and evacuation routes.
>
> The roads out of Palmer Lake will be bumper to bumper.
>
> Please please use this letter and your authority to stop anymore high density and corporate takeover of our Monument Hilltop.
>
> Please.
>
> Kellie Currie
> Palmer Lake citizen
>
>
>

Jessica Merriam

From: PLNWEB
Sent: Thursday, July 16, 2026 9:59 AM
To: Jessica Merriam
Subject: FW: Deny Buc-ee's Appeal of Administrative Determination



Gayle Jackson

Administrative Assistant
El Paso County | Planning and Community Development
2880 International Circle Suite 110
Colorado Springs, CO 80910
Phone: 719-520-6300
<https://planningdevelopment.elpasoco.com/>
www.epcdevplanreview.com

From: Kimberlee Gresham <kimberlee.gresham@gmail.com>
Sent: Thursday, July 16, 2026 8:43 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; PLNWEB <PLNWEB@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; integritymatterscos@gmail.com; contact@trilakespreservation.org
Subject: Deny Buc-ee's Appeal of Administrative Determination

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners,

Buc-ee's has appealed the Planning and Community Development Director's decision of July 1, 2026 to decline classification as a permitted "Convenience Store" for the C-1 zoning district at I-25 and County Line Rd. I request that you deny the appeal and uphold the Director's determination.

While Buc-ee's claims it will serve the surrounding community, it is clear by their actions that their primary objective is to be a highway tourist destination and stop for those traveling through the area from great distances. This is especially demonstrated by the Buc-ee's billboards found on highways throughout the United States advertising their locations hundreds of miles away. For example, there is a billboard at I-25 exit 451 in New Mexico advertising the Johnstown, Colorado location 262 miles away. A store advertising at those distances clearly does not intend for its primary audience to be the local neighborhood. The use does not meet the Code's "Convenience Store" definition. That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas."

I respectfully request that the Board:

1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;
2. Decide the appeal in public, on a full evidentiary record, with the community heard; and
3. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

A project of this scale and intention does not belong in C-1 zoning and should proceed through the appropriate rezoning process.

Thank you,
Kimberlee Gresham

Jessica Merriam

From: Meggan Herington
Sent: Monday, July 13, 2026 9:33 AM
To: Jessica Merriam
Subject: FW: File #APP261- Does NOT fit under C-1



Meggan Herington, AICP
Executive Director
El Paso County Planning and Community Development
719-520-7941
<https://planningdevelopment.elpasoco.com>

From: Laura Liposky <lauraliposky@yahoo.com>

Sent: Sunday, July 12, 2026 9:40 PM

To: Meggan Herington <MegganHerington@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>

Subject: File #APP261- Does NOT fit under C-1

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Report

El Paso County Digital, Strategy & Technology (DST)

County Commissioners,

I am counting on your **denial** of labeling Buc-ee's a convenience store.

Buc-ee's is HUGE.

Buc-ee's traffic is anything but a neighborhood “stop” for necessities.

The fact it is right across from a high school seems like teenage drivers and a lot of RVs, trucks and cars would cause more accidents due to volume of vehicles getting on/off ramps, upsetting the safety of neighboring homes/people/animals.

Convenience stores do not project 11-20,000 cars daily. Even “Hyper-convenience” stores, the largest type of convenience store defined by the NACS, the leading global trade association dedicated to advancing convenience and fuel retailing, are at the most, 5000 sq feet.

Please do not allow this mega travel center to “fit” under C-1.

Our youth will want to hurry and get lunch or snacks, cross through quiet neighborhoods, over 1-25.

Normal convenience stores would NOT attract our youth during school hours.

Please don't allow the C-1 to accommodate Bucees.

Signed,

Laura McGraw

Concerned parent and Tri-Lakes resident

[Sent from Yahoo Mail for iPhone](#)

Jessica Merriam

From: PLNWEB
Sent: Wednesday, July 22, 2026 1:17 PM
To: Jessica Merriam
Subject: FW: Public Record Submission: July 21 BOCC Coordinated Public Comment and APP261-Related Materials
Attachments: BoCC_Tri-Lakes_Calls_For_Accountability_Coordinated_Public_Comment_07212026_SCHOW.pdf

From: Laurel Schow <ljschow@gmail.com>
Sent: Wednesday, July 22, 2026 1:00 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; CARCTB <carctb@elpasoco.com>
Cc: PLNWEB <PLNWEB@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Bret Waters <BretWaters@elpasoco.com>; michaela.snow@state.co.us; cdphe.commentswqcd@state.co.us; Jason.Ullmann@state.co.us; Tracy.Kosloff@state.co.us; ColoradoES@fws.gov; mlakind@tomgov.org; Steve King <sking@tomgov.org>; sabbott@tomgov.org; csmith@tomgov.org; lkronick@tomgov.org; kkimple@tomgov.org; mfiorito@tomgov.org; Integrity Matters <integritymatterscos@gmail.com>; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; Elizabeth Harris <eharris@palmer-lake.org>; rmoseley@palmer-lake.org; jmarble@palmer-lake.org; mbeeson@palmer-lake.org; Atis Jurka <ajurka@palmer-lake.org>; savannah.eller@gazette.com; Tony.Keith@koa.com; sam.page@krdo.com; Noah.Caplan@koa.com; Austin Sack <ASack@kxrm.com>; Karin.Brulliard@washpost.com; Jim Carlton <jim.carlton@wsj.com>; Jessica Alvarado Gamez <jalvarado@denverpost.com>; Olivia Prentzel <oliviaprentzel@coloradosun.com>; Andrea Chalfin <achalfin@krcc.org>; talkshow@aol.com; EXTERNAL KKTv News <news@kktv.com>; spencer.soicher@9news.com; news@cpr.org; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; EXTERNAL KRCC News <news@krcc.org>; newsroom@coloradosun.com; tips@kdvr.com; tips@thefp.com; tips@cnn.com; newstips@9news.com; EXTERNAL News TipsDenver <newstips@thedenverchannel.com>; newstips@denver7.com; news-tips@nytimes.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; wia@woodmoor.org; Opinion@gazette.com; jarvis.caldwell.house@coleg.gov; Inc. <trilakespreservation@gmail.com>; Monument Independent <editor@monumentindependent.com>; odell.isaac@gazette.com
Subject: Public Record Submission: July 21 BOCC Coordinated Public Comment and APP261-Related Materials

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Report

El Paso County Digital, Strategy & Technology (DST)

Public Record Submission: July 21 BOCC Coordinated Public Comment and APP261-Related Materials

Dear Commissioners and Clerk to the Board:

Please accept the attached "Tri-Lakes Calls for Accountability: Coordinated Public Comment" PDF package for entry into the public record of the El Paso County Board of County Commissioners regular meeting held July 21, 2026.

The package contains the complete written statements presented during public comment by five Tri-Lakes residents. It addresses El Paso County land-use review and approval practices and includes specific comments and requests concerning the pending Buc-ee's administrative appeal.

Please also add the complete PDF to EDARP project file APP261, "Appeal Buc-ee's ADM," the appeal of Determination of Use file ADM264. The sections titled "Administrative Authority and the Structure Behind It," "A Fair Hearing for the Buc-ee's Appeal," and "Process Should Answer to Residents" are directly applicable to that appeal and the Board's consideration of its hearing protocols, procedures, and presentations.

I am also including photographs and videos from the peaceful protest held along South Cascade Avenue immediately before the July 21 meeting. Please retain those materials with the public record of the meeting and add them to the APP261 project file for reference.

Please confirm receipt and confirm that the PDF, photographs, and videos have been added to the July 21 meeting record and, where applicable, the APP261 EDARP project file.

Thank you,

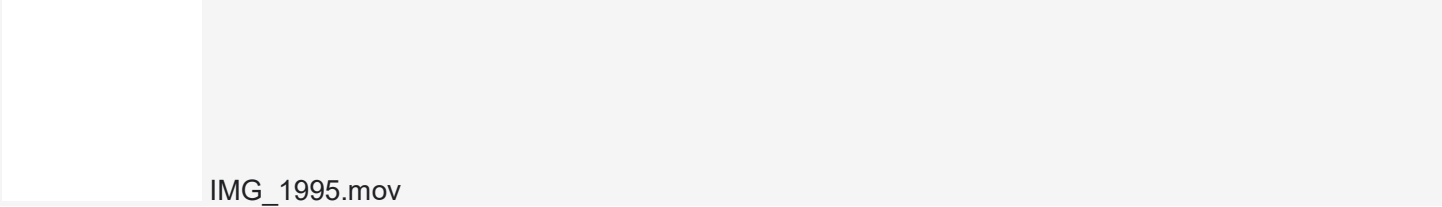
Laurel Schow
Monument, Colorado

Attachments:

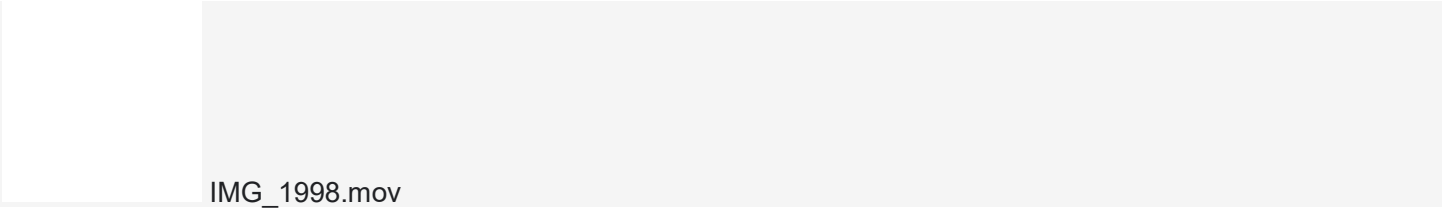
Tri-Lakes Calls for Accountability PDF package

Peaceful protest photograph

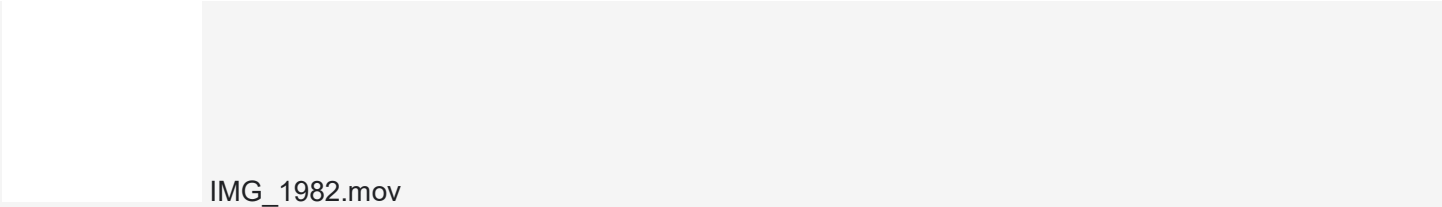
Peaceful protest video links

A video player interface showing a large gray rectangular area for the video content. The filename 'IMG_1995.mov' is displayed in the bottom left corner of the player area.

IMG_1995.mov

A video player interface showing a large gray rectangular area for the video content. The filename 'IMG_1998.mov' is displayed in the bottom left corner of the player area.

IMG_1998.mov

A video player interface showing a large gray rectangular area for the video content. The filename 'IMG_1982.mov' is displayed in the bottom left corner of the player area.

IMG_1982.mov



TRI-LAKES CALLS FOR ACCOUNTABILITY

Coordinated Public Comment

El Paso County Board of County Commissioners Regular Meeting

Tuesday, July 21, 2026

Submitted for the public record by Laurel Schow on behalf of five Tri-Lakes residents.

SPEAKER ORDER

1. Tom Robbins
2. Sherryll Robbins
3. Terre Christensen
4. Debbie Hall
5. Laurel Schow

SUBJECTS ADDRESSED:

El Paso County land-use review and approval practices

Application of the Land Development Code, zoning, and Master Plan

Planning staff recommendation policy

Administrative authority and use classifications

Compatibility findings

Public resources devoted to application review

Protocols, procedures, and presentations for the Buc-ee's administrative appeal hearing

Supporting source notes are included on the final page of this packet.

A LAND-USE PROCESS MUST BE ABLE TO SAY NO

Tom Robbins, Tri-Lakes resident.

Commissioners, a land-use review process must be capable of reaching both possible conclusions: approval when the criteria are met, and denial when they are not.

In El Paso County, Planning and Community Development staff do not state whether an application should be approved or denied. That is county policy. It is not required by the Land Development Code. Staff may identify conflicts involving the Master Plan, compatibility, traffic, water, or surrounding zoning. Yet the standard report still proceeds to proposed conditions for approval. There is no equivalent staff recommendation for denial.

The outcome at the Board level is equally one-sided. The Monument Independent reviewed 357 land-use decisions since November 2021. This Board approved 355 and denied two: a homeowner's request to split a five-acre lot and a regional power-line permit. It has not denied a subdivision, master-planned community, metropolitan district, or developer rezoning in four and a half years.

Between staff review and the final vote, each application gathers institutional momentum. County planners, engineers, attorneys, referral agencies, reports, and hearings are put into motion. Residents then contribute hundreds of unpaid hours reading those reports, researching the record, writing letters, and preparing testimony.

We do not know whether application fees recover the full public cost of reviewing major projects. This Board should disclose that information. Publish the staff hours, county costs, and fee recovery associated with major applications. More important, allow the county's planning professionals to give a clear, evidence-based recommendation when they conclude that approval criteria have or have not been met.

Paying an application fee purchases a review. It does not purchase momentum toward approval.

When neither staff nor the Board says no, review becomes processing. The Walker Road applications arrive before you Thursday with a 6-to-1 Planning Commission recommendation for denial. Your response will tell this community whether the findings can still determine the outcome.

COMPATIBILITY BEGINS WITH THE PLACE

Sherryll Robbins, Tri-Lakes resident.

The first core principle of the Your El Paso County Master Plan is to manage growth through compatible land uses that preserve the county's character areas. The plan describes the Tri-Lakes as the northern gateway to El Paso County and its most well-established northern community.

County Line Road, Highway 83, and I-25 connect our homes, schools, businesses, and neighborhoods. Many Tri-Lakes households rely upon wells and rural infrastructure. These are not lines and colors waiting to be redefined. Together, they form a place. This week alone shows how that place is being changed one parcel at a time. At Iron Ridge, five-acre zoning is proposed to become two-and-a-half-acre zoning. That item now sits on Thursday's consent calendar. At Walker Road, land zoned RR-5 since 1955 is proposed for RM-12 and RM-30 multifamily zoning. At Monument Hill, a 74,000-square-foot interstate travel center asks to be treated as a neighborhood convenience store.

Each request depends upon changing the description of the surroundings until the proposal appears to fit. A voluntary view easement is called a transition while density doubles. A school is offered as evidence that rural land has become urban. An interstate is used to recast a community connector as a regional commercial corridor. Each approval then becomes the comparison used to justify the next one.

Compatibility has no force if the field of comparison can be widened until distant development outweighs the land touching the property. Measure compatibility at the property line. Use the existing zoning, permitted uses, roads, water, infrastructure, and character in every direction.

At the November 2024 Monument Ridge East hearing, Craig Dossey defended the Master Plan designation by saying, "I don't remember one comment coming in saying this shouldn't be a priority development area."

Let today's record answer that statement. We object to using the placetype map to erase the place it is supposed to describe. We object to treating possible future development as a command to change long-standing zoning now.

Apply the Land Development Code, zoning, and Master Plan as written. Measure the proposal against the place. Do not rename the place to fit the proposal.

ADMINISTRATIVE AUTHORITY AND THE STRUCTURE BEHIND IT

Terre Christensen, Tri-Lakes resident.

In 2017, Craig Dossey led El Paso County Planning and Community Development, and Nina Ruiz served as project manager when Land Development Code amendment LDC-17-003 was presented as a broad cleanup measure. Its stated purpose ended with the words, “and allow additional administrative authority.” It expanded the director’s authority in several areas.

The director already held authority to classify unlisted uses. The amendment left that power intact while extending the office’s administrative authority.

The code says unlisted uses are classified by “character, descriptor, and intensity as determined by the PCD Director.” Those terms are not self-defining. The director decides which facts define the use and how its scale and impacts are weighed. That judgment can determine both the label and the review process.

The Buc-ee’s application shows the consequence. It asks the county to classify the entire project as a convenience store based on the products it sells. Its 74,000-square-foot scale, 120 fueling positions, approximately 800 parking spaces, 24-hour operation, and regional draw are treated as site-development questions rather than evidence of what the use actually is.

If that framing is accepted, a regional travel center becomes an allowed convenience store in C-1 zoning, and subsequent approvals can proceed administratively. The label does not merely describe the project. The label determines the process.

Mr. Dossey later led the 2021 Master Plan and left the county in April 2022. Within four months, Vertex Consulting Services was incorporated and advertised an “insider’s perspective” on the land-entitlement process. Vertex has since represented Monument Ridge East, Iron Ridge, the Walker Road rezonings, and Buc-ee’s before the county. The issue is structural. The official who oversaw this framework and the Master Plan now represents applicants seeking favorable interpretations of both. This Board must scrutinize every interpretation independently.

Use the current Land Development Code rewrite to narrow administrative authority over consequential, contested projects. Require written findings showing how an unlisted use was compared by character, descriptor, and intensity. Create a public-hearing path for determinations involving projects of regional scale. Do not allow administrative approvals to substitute for public review of the whole project.

Successive Boards have left these provisions in force. You now control the rewrite and the Buc-ee’s appeal process. Responsibility for correcting them is yours.

A FAIR HEARING FOR THE BUC-EE'S APPEAL

Debbie Hall, Tri-Lakes resident.

Following today's meeting, this Board will go into executive session for legal advice on the administrative-determination appeal process. Your agenda says you will consider "legal options for hearing protocols, procedures, and presentations."

We place these requests on the record before that discussion begins.

Prior hearings show the imbalance. At the Palmer Lake Planning Commission hearing, the Buc-ee's team presented for roughly three hours. At the June 18 El Paso County Planning Commission hearing, the applicant's presentation, expert testimony, and final response again consumed hours.

Residents receive three minutes each. They are timed, warned against repeating one another, and told the proceeding cannot become a dialogue. The applicant listens, takes notes, and then receives a rebuttal in which it can answer every citizen concern. The applicant has the final word.

For the Buc-ee's appeal hearing, we ask this Board to establish the following procedures:

1. Give an organized citizen group presentation time equal to the applicant's.
2. Allow a citizen closing statement after the applicant's rebuttal.
3. Enter the relevant Palmer Lake record and the complete county administrative-determination record into the appeal record.
4. Establish reasonable, disclosed time limits that apply to both the applicant and the organized community presentation.
5. Bring the hearing to the Tri-Lakes and hold it in the evening, at a time and place when our community can actually attend.

The county's appeal procedure does not lock this hearing into the format residents have seen before. Your agenda acknowledges that you have legal options. The allocation of time, the structure of presentations, and whether the community can answer the applicant's rebuttal are choices within this Board's authority. Our requests belong in the discussion you are about to have.

Three-minute comments can demonstrate the breadth of public concern. They cannot replace an organized presentation of the evidence or give the community a way to answer the applicant's rebuttal. Nineteen months of community research and testimony should not be reduced to three-minute fragments.

You have the authority to restore balance to this hearing. Give the community a meaningful opportunity to present its evidence in an organized form and to answer the applicant's rebuttal before you decide.

PROCESS SHOULD ANSWER TO RESIDENTS

Laurel Schow, Tri-Lakes resident.

Following this meeting, you will discuss the legal options for the protocols, procedures, and presentations in the Buc-ee's administrative appeal. The four speakers before me have placed our concerns and requests on the record. I will close by reading my letter published in The Gazette on July 2.

El Paso County's land-use process is not broken. It's working. That is the problem. Residents see the same pattern: incompatible projects enter as if approval is only a matter of procedure. Even when staff findings identify conflicts, residents must argue for the county to enforce its own plans and codes.

The MA Infrastructure, LLC rezoning at Highway 83 and Walker Road is the latest example. It would convert rural land surrounded by five-acre lots to high-density multi-dwelling zoning. The county's staff report identified an isolated suburban pocket, no meaningful transition, densities far above the area, and comparable zoning miles away.

The Planning Commission saw through it, voting 6-1 to recommend denial. It now goes to the County Commissioners at 9 a.m. July 23, a board The Monument Independent reports has not denied a subdivision, master-planned community, metropolitan district, or developer rezoning in four and a half years.

Your El Paso County Master Plan, adopted in 2021, uses placetypes to sort places by their unique identity and character. Yet the adopted map assigns pockets of higher-density placetype designations within rural and large-lot areas where the plan's own criteria do not support them.

Craig Dossey led Planning and Community Development during the 2017 code amendment and 2021 Master Plan process. He later founded Vertex Consulting, which now represents developers moving projects through the system he helped shape. Vertex represents MA Infrastructure and Buc-ee's.

This structure makes the implausible sound procedural. Buc-ee's is the visible example: a 74,000-square-foot travel center seeking administrative classification as a neighborhood convenience store.

El Paso County is now rewriting its Land Development Code, with promised public input. The rewrite will show whether the county will close these loopholes or preserve them.

Public input in land-use decisions means little when residents document incompatibility, ask for denial, and watch this Board reinterpret the record and approve

anyway. El Paso County deserves a land-use process that answers to residents. Right now, too often, it answers to the people who built it.

SOURCE NOTES FOR THE SUBMITTED RECORD

1. El Paso County Board of County Commissioners Regular Meeting Agenda, July 21, 2026, Executive Session Item 14(b).
2. El Paso County Administrative Determination and Appeal to the Board of County Commissioners procedures.
3. Your El Paso County Master Plan, Core Principle 1 and Tri-Lakes regional description.
4. El Paso County Land Development Code amendment LDC-17-003 staff report, 2017.
5. Monument Ridge East hearing transcript, November 21, 2024.
6. El Paso County Planning Commission transcript, June 18, 2026, including the Iron Ridge and MA Infrastructure hearings.
7. El Paso County Board of County Commissioners Land Use Agenda, July 23, 2026.
8. Michael Christensen, "Permission Granted: A Board That Never Says No," The Monument Independent, June 17, 2026, corrected June 19, 2026.
9. Michael Christensen, "At Highway 83 and Walker Road, a Setback for Density," The Monument Independent, June 19, 2026.
10. Laurel Schow, "Process Should Answer to Residents," The Gazette, July 2, 2026.
11. Buc-ee's Use Determination Request Letter, ADM264.
12. Tri-Lakes Preservation, Inc., "Why a Convenience Store?" and "Use Determination for Travel Center on Monument Hill: An Independent Analysis," July 2026.

Jessica Merriam

From: Jackie Allred
Sent: Monday, July 20, 2026 12:53 PM
To: Jessica Merriam
Subject: FW: Buc-ee's Travel Center (Exit 163)
Attachments: Environmental Impact Overview Buc-ee's Tri-Lakes.pdf

Jackie Allred, CMC
Clerk to the Board Manager
El Paso County - Clerk and Recorder's Office
1675 W. Garden of the Gods Road, Suite 2201 Colorado Springs, CO 80907
Office: 719.520.6432 | Cell: 719.352.9495
jackieallred@elpasoco.com

-----Original Message-----

From: ADMBOCCCom <ADMBOCCCom@elpasoco.com>
Sent: Thursday, July 2, 2026 9:36 AM
To: Jackie Allred <JackieAllred@elpasoco.com>
Subject: FW: Buc-ee's Travel Center (Exit 163)

Jeni Smith
Principal Executive Assistant
El Paso County | Administrative Services
Office: 719.520.6923
JeniSmith@elpasoco.com

-----Original Message-----

From: Liliana Reynoso <lilyrey16@icloud.com>
Sent: Thursday, July 2, 2026 8:34 AM
To: ADMBOCCCom <ADMBOCCCom@elpasoco.com>
Subject: Buc-ee's Travel Center (Exit 163)

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Good morning,
Please find my public comment and the attached Environmental Impact Overview regarding the proposed Buc-ee's Travel Center near County Line Road.
I encourage you all to review the environmental impacts that this development will cause within the Trilakes community. Johnstown ensured that there were effective environmental evaluations done before allowing the development. I have provided a document that I have written myself. I am a senior at Colorado State University studying Human Dimensions

of Natural Resources within the Warner College of Natural Resources. My parents live in this area, and I have seen the wildlife within the area flourish.

I am asking you to please consider the environmental impacts of this before allowing Buc-ee's to build on this land.

Regards,

Liliana Reynoso

Warner College of Natural Resources

ENVIRONMENTAL IMPACT OVERVIEW

PROJECT: Proposed Buc-ee's Travel Center (Tri-Lakes / El Paso County)

BY: Liliana Reynoso

June 2026

SUBJECT: Environmental Impact Overview and Mitigation Recommendations

1.0 Executive Summary

1.1 Project Overview

The proposed Buc-ee's travel center is located near County Line Road Exit 163 off I-25 in northern El Paso County, Colorado. The project involves the construction of a 74,000-square-foot facility designed to operate on a 24/7 basis. The large-scale complex features 120 vehicle fueling positions (60 total pumps), approximately 20 electric vehicle charging stations, and roughly 790 surface parking spaces (Buc-ee's EPCO, LLC, 2026).

1.2 Statement of Purpose

The purpose of this overview is to evaluate the environmental impacts and assess the impact on local natural resources of Buc-ee's proposal to build on Monument Hill.

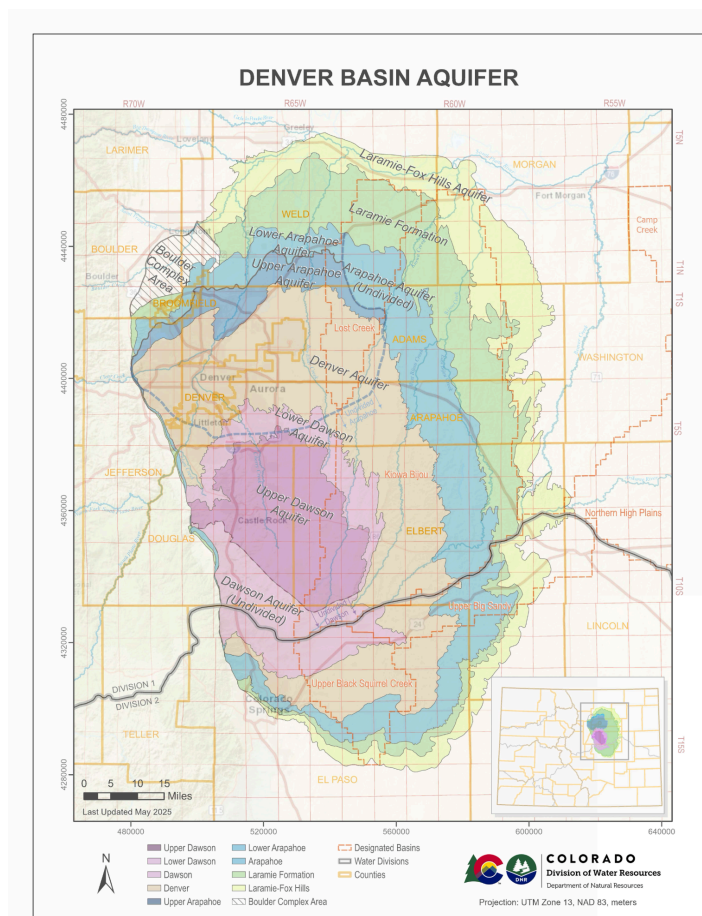
1.3 Summary of Findings

The overview has shown that this development could cause serious, permanent damage to the local water supply, nearby roads, and local plants and animals.

2.0 Project Description & Baseline Conditions

2.1 Existing Site

The project site involves a rural parcel located in northern El Paso County, located about 1.5 miles from the Greenland Ranch Conservation Area and 2 miles from the I-25 Greenland Wildlife Overpass. The property is currently being prepped for building, as trees have been cleared, sand has been hauled in, and pipes have been laid. Hydrogeologically, this parcel is directly above the Arapahoe Aquifer, a sub-basin of the heavily allocated and finite Denver Basin aquifer system (Lewis, 2026).



Map of Denver Basin Aquifer.

Colorado Division of Water Resources

2.2 Proposed Action

Buc-ee's plans to build a massive, 74,000-square-foot travel center that stays open 24/7. To handle the 10,000 vehicles expected every weekday, they will pave a parking lot with about 790 spaces and 120 fuel positions (Buc-ee's EPCO, LLC, 2026). The facility is projected to demand approximately 37,300 gallons of water daily, resulting in a cumulative consumption of over 13.6 million gallons of water annually (GMS, 2025). The additional groundwater demand could place pressure on finite groundwater resources within the Denver Basin aquifer system.

3.0 Summary Matrix of Impacts

Environmental Factor	Impact Level	Proposed Mitigation
Hydrology & Water Supply	Potentially Significant	Restrict daily groundwater pumping
Biological Resources	Unavoidable	Establish dark-sky lighting cutoffs
Geology, Soil, & Impermeable Runoff	Potentially Significant	Construct multi-level retention ponds, mandate native prairie revegetation on all unpaved slopes
Traffic & Circulation	Unavoidable	Require developer-funded expansion of County Line Road and major I-25 interchange modifications
Air Quality & Emissions	Potentially Significant	Install Stage II vapor recovery systems on all 60 dual-sided fuel dispensers (120 positions), enforce a strict anti-idling zone
Noise & Light Pollution	Significant	Enforce downward-direct light shields, construct earthen berms to buffer Greenland Ranch boundary

4.0 Detailed Environmental Impact Analysis

4.1 Biological Resources & Wildlife Corridors

The parcel is located in a critical migratory corridor, used by various species, that connects the Rocky Mountain foothills to the eastern plains (Colorado Parks and Wildlife, 2024). Building a 24/7 business here with bright lights and constant traffic could push wildlife away from the nearby I-25 Greenland Wildlife Overpass, which is located just 2 miles north. Buc-ee's could potentially reduce the effectiveness of this overpass by discouraging species from approaching the crossing. This overpass was engineered with wide, open sightlines to accommodate these skittish big game animals such as elk, mule deer, and many other species. The activity created by Buc-ee's may alter their movement patterns. This could increase the likelihood of wildlife attempting to cross at different highway segments, thus potentially reducing the effectiveness of state efforts to lower wildlife-vehicle collisions. Greenland Ranch Conservation Area, located just 1.5 miles away, is likely to experience noise and light bleed due to Buc-ee's. These factors will degrade critical habitat quality for sensitive local species like the federally threatened Preble's meadow jumping mouse, *Zapus hudsonius preblei*.

4.2 Geology, Soils, and Impermeable Runoff

The site work that is already underway has cleared native prairie species, permanently removed the local topsoil crust, and has allowed an increase in wind and water erosion within the Monument Hill corridor. If Buc-ee's is built, it will replace 30+ acres of rural, porous ground with impermeable concrete and asphalt surfaces. Thus reducing the replenishment of the Arapahoe Aquifer by limiting the infiltration of precipitation into underlying soils. Instead,

precipitation will wash over 790 parking spaces, picking up toxic motor oils, heavy metals, gasoline residues, etc. This runoff has the potential to transport these oils and residues into nearby tributaries, which could result in severe downstream water quality degradation.

4.3 Air Quality & Microclimate Alterations

With the operation of 120 vehicle fueling positions, there will be a continuous release of substantial amounts of Volatile Organic Compounds during refueling (Boynerian, 2024). This contributes to regional air emissions adjacent to the heavily restricted Denver Metro/North Front Range severe EPA non-attainment area. (U.S. Environmental Protection Agency, 2015). Additionally, replacing dark, grassy open space with extensive paved surfaces introduces a “heat island” effect (U.S. Environmental Protection Agency, 2026). The pavement will absorb heat during the day and then radiate it back into the atmosphere at night, disrupting the microclimate and altering the behavioral cycles of local nocturnal pollinators and migratory birds (Giavi et al., 2021).



Map of Migratory Bird Flyways

U.S. Fish and Wildlife Services

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Jessica Merriam

From: Kylie Bagley
Sent: Monday, July 13, 2026 9:15 AM
To: Jessica Merriam
Subject: Fw: Upholding the July 1 Buc-ee's Decision — Reject the ADM264 Appeal and Protect Our C-1 Zoning (I-25 & County Line Road)



Kylie Bagley

Principal Planner

Planning and Community Development

719.520.6323

www.elpasoco.com

From: drljubica@aol.com <drljubica@aol.com>

Sent: Sunday, July 12, 2026 5:46 PM

To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>

Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTV News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>; CARCTB <carctb@elpasoco.com>; PCD Hearings <pcdhearings@elpasoco.com>; PLNWEB <PLNWEB@elpasoco.com>

Subject: Upholding the July 1 Buc-ee's Decision — Reject the ADM264 Appeal and Protect Our C-1 Zoning (I-25 & County Line Road)

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Upholding the July 1 Buc-ee's Decision — Reject the ADM264 Appeal and Protect Our C-1 Zoning (I-25 & County Line Road)

ATTENTION EL PASO COUNTY CLERK TO THE BOARD & PLANNING DEPARTMENT: Please enter this correspondence and formal objection directly into the **Official Public Record for the Appeal of Application/File Number: ADM264.**

Dear Commissioners:

As a resident of El Paso County, I am writing to urge you to uphold the Planning Director's July 1 decision and deny Buc-ee's appeal regarding application ADM264. Director Herington made the correct, legally sound call. A 30-plus-acre interstate travel plaza simply cannot be classified as a "neighborhood convenience store" under our Land Development Code (LDC), and the rules must be enforced as written.

When you look past the applicant's paperwork, the text of the LDC makes it clear that this project is explicitly prohibited in the C-1 zone. Table 5-1 allows a "Gas Station" in multiple commercial districts (like CC, CR, CS, C-2, and M), but deliberately excludes it from C-1. Under our code's interpretation clauses (§ 1.6.6 and § 5.3.6(C)(2)), leaving a use out of a district means it is legally barred. A facility with 60 dispensers and 120 fueling positions is fundamentally a gas station, not a convenience store. While the LDC notes that a convenience store definition (§ 1.15) "may include retail sale of gasoline," this is intended for minor, incidental neighborhood fueling. It cannot be stretched to accommodate a massive regional fueling depot, especially when evaluated literally under § 1.6.1.

Buc-ee's attempts to bypass this restriction by twisting code definitions on page 5 of their request, but their logic fails under scrutiny. They claim they are not a gas station because they lack vehicle repairs or car washes, yet § 1.15 explicitly states those services are purely optional, incidental add-ons. They also invent a "primary orientation" standard that exists nowhere in the code. Under a plain reading of § 1.15, selling fuel to motor vehicles is what defines a gas station, and 120 fueling positions meet that definition entirely.

Furthermore, this massive development completely violates the "neighborhood" standard required by § 1.15, which dictates that a convenience store must serve "the neighborhood in which it is located" (defined as primarily residential areas). Buc-ee's is a massive regional tourist hub, not a neighborhood shop. The company's own actions prove this: at their identical Goodyear, Arizona opening on June 22, 2026—featuring a 74,000-square-foot store, 120 fueling positions, and an estimated 165 toilets—their own manager compared the destination to Disney World. The *Arizona Republic* and *Arizona Daily Star* documented sold-out hotels and patrons driving from states as far as Oregon and Minnesota. Data from their Springfield, Missouri location shows an estimated 6 million annual visitors, with 88% traveling over 20 miles. Redefining a major interstate corridor as a "residential neighborhood" completely contradicts the text of the Code.

The applicant's alternative argument—the "similar use" fallback under § 5.3.6.C.1—is equally invalid. Section 5.3.6(E) strictly prohibits any administrative interpretation that waives code standards or allows uses inconsistent with a district's purpose. The purpose of C-1 is low-intensity commercial activity. Forcing a regional mega-center into this zone abrogates the express exclusion of gas stations, directly violating § 5.3.6(E). The "similar use" clause is meant for unlisted uses; because "Gas Station" is already explicitly listed and excluded from C-1, this mechanism cannot be used. Traffic comparisons do not override the plain text of the code.

Beyond the zoning violations, the applicant's paperwork is riddled with basic errors that prove it cannot be trusted at face value. For instance, on page 8, their supposed 'complete list' of allowed C-1 businesses completely forgets to include 'Convenience Store'—the very classification they are begging you to give them. On pages 2 and 6, they manipulate the math by changing the total land acreage numbers just to make their massive fueling footprint look smaller on paper. They even misstate the county's landscaping rules, claiming they only need 5% green space when the Code actually mandates a much higher requirement. You cannot reverse a director's decision based on a record this deeply flawed.

Determining a use classification of this magnitude is a discretionary, quasi-judicial judgment under § 5.3.6(B) that requires a full public record, not an administrative shortcut. The County itself affirmed in February 2026 that a public hearing is required for such classifications. The complex questions regarding traffic along the I-25 corridor, water impacts, and community compatibility cannot be resolved behind closed doors on flawed paper submissions. Procedural due process demands an open, noticed public evidentiary hearing where the community can be heard. Because our code explicitly separates C-1 commercial activities (§ 4.4.1) from C-2 large commercial activities (§ 4.4.4), the lawful path for a project of this scale is a formal rezoning to C-2 or a special-use/PUD review.

For these reasons, I respectfully request that the Board:

- 1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;**
- 2. Recognize that a 120-position fueling facility constitutes a gas station, which the LDC excludes from the C-1 zone;**
- 3. Conduct any further review of this appeal in public, on a full evidentiary record, ensuring the community is heard; and**
- 4. Require the applicant to utilize the appropriate public channel—a rezoning to C-2 or a comprehensive PUD review—with full public notice and a hearing.**

As a constituent, I am asking you to stand by the County's own rules, protect the integrity of the Land Development Code, and deny this appeal. Our community has a right to transparency; please keep this process open, clear, and on the public record.

Respectfully,

Ljubica Horvat

North Woodmoor, El Paso County

(Affected Neighbor to Application ADM264)

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:25 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination AM264



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Lori Van Der Wege <lorivdw@gmail.com>
Sent: Tuesday, July 7, 2026 4:45 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; asack@kxrm.com <asack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; Holly Williams <HollyWilliams@elpasoco.com>
Cc: Lauren Nelson <LaurenNelson@elpasoco.com>
Subject: Buc-ee's Appeal of Administrative Determination AM264

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I am writing to ask that you please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road) Dear Commissioners: On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination. This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises. A gas station is not a permitted use in C-1. Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses, the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, this use is prohibited in C-1. The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request: First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services, it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant. Second, the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15. Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories, " which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1. The use does not meet the Code's "Convenience Store" definition. That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located, " and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself: At the grand opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74, 000 square feet, 120 fueling positions and an estimate 165 toilets) — Buc-ee's own store-opening manager called it "a destination, " comparing it to Disney World (Arizona Daily Star, June 22, 2026). The Arizona Republic reported that hotels nearest that store sold out for opening weekend, and the Arizona Daily Star documented customers driving in from Oregon,

Minnesota, and other states, with Nevada and California plates filling the lot. According to figures Buc-ee's provided to the City of Springfield, Missouri, the company estimates roughly six million customers a year, with 88% traveling more than 20 miles to reach the store (City of Springfield official website, Springfield Daily Citizen). A store the company itself markets as a multi-state destination, drawing customers who travel hundreds of miles and book hotels, does not serve "the neighborhood in which it is located." It cannot be shoehorned into the one C-1 use the appeal relies on. The appeal's answer — to redefine the interstate corridor itself as the "neighborhood" — is not what the Code says. The appeal's "similar use" fallback cannot rescue it either. Buc-ee's argues in the alternative that its project is a "similar" permitted use under § 5.3.6.C.1. It is not available here. Section 5.3.6(E) is explicit: no interpretation may "authorize any use in a zoning district ... unless ... substantially similar to an allowed use," none may allow a use "inconsistent with the statement of purpose" of the district, and none may "have the effect of amending, abrogating, or waiving any other standard or requirement established by Code." Reclassifying a gas station into C-1 would abrogate the Code's express exclusion of gas stations from C-1 — exactly what § 5.3.6(E) forbids. And the "similar use" mechanism exists for uses the Code has not listed, a gas station is listed, and it is excluded from C-1. The appeal's trip-generation comparisons do not change this: similar traffic does not override an express exclusion. This decision belongs on a full public record — and the right path is a rezoning, not a reclassification. Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone, it requires a noticed public evidentiary hearing at which the community can be heard. And because the Code distinguishes C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each with full notice and hearing. The application is also unreliable on its face. Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted, fuel-footprint percentages calculated on shifting denominators, and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal. I respectfully request that the Board: Deny Buc-ee's appeal and uphold the Director's July 1 determination, Recognize that a 120-position fuel facility is a gas station, which the Code excludes from C-1, Decide the appeal in public, on a full evidentiary record, with the community heard, and Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing. The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully, Lori VanDerWege 21080 Capella Dr. Monument, CO 80132, El Paso County. Colorado
Estates Lorivdw@gmail.com (719) 651-9292

Lori Van Der Wege, GRI

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Jessica Merriam

From: Kylie Bagley
Sent: Monday, July 13, 2026 9:09 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Is on a Rampage and No Mascot Is Safe - The Wall Street Journal.



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Mark Sandoval <marksdev@yahoo.com>
Sent: Friday, July 10, 2026 4:39 PM
To: Kylie Bagley <KylieBagley@elpasoco.com>
Subject: Buc-ee's Is on a Rampage and No Mascot Is Safe - The Wall Street Journal.

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I thought you would be interested in the following story from The Wall Street Journal.

[Buc-ee's Is on a Rampage and No Mascot Is Safe](#)

Download the Wall Street Journal app here: [WSJ](#).

Mark Sandoval
Mark Development Inc
PO Box 533
Monument, CO 80132

909-641-1501

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 8:42 AM
To: Jessica Merriam
Subject: Fw: Buc-ees Application



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: MELISSA RIESLING <capegrapes@msn.com>
Sent: Wednesday, July 8, 2026 3:55 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Buc-ees Application

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Dear Commissioners,

Rather than simply copying and pasting a pre-written letter, I wanted to share my own thoughts and respectfully urge you to affirm your Planning Director's finding that the proposed site at Beacon Lite Road and County Line Road is **not** suitable for the proposed Buc-ee's development.

Buc-ee's is clearly **not** a neighborhood convenience store. It is a regional travel center designed to attract millions of visitors each year—not to serve the surrounding community.

I ask you to carefully consider the following concerns:

- Traffic congestion would increase dramatically, particularly on Monument Hill, where winter weather already creates hazardous driving conditions.
- The impact on the Greenland Open Space, which has been thoughtfully preserved and protected for decades, would be significant and irreversible.
- The recently completed wildlife crossing just two miles north would be undermined by the increased traffic and development.
- Light pollution would substantially affect nearby neighborhoods and the area's rural character.
- Water demand from a facility of this size could place additional stress on local private wells and other water resources.

The bottom line is that Buc-ee's is a massive travel center expected to attract an estimated five to six million visits annually. Its size, scale, and purpose are fundamentally incompatible with the top of Monument Hill and its proximity to the Greenland Open Space.

As County Commissioners, your responsibility is to listen to your constituents, apply the law fairly, and make decisions that protect the long-term interests of this remarkable community. Approving this project would not only alter the character of the area but could also negatively affect nearby property values and the quality of life for those who call this place home.

It is not your role to bend or reinterpret the zoning regulations to accommodate a project that does not meet the established criteria. Buc-ee's purchased this property with full knowledge of the existing zoning and development standards.

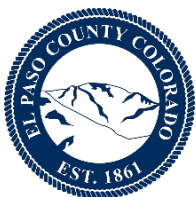
I respectfully ask you to uphold your Planning Director's recommendation and deny the application for the proposed Buc-ee's development.

Thank you for your time, your service, and your thoughtful consideration.

Melissa Riesling
N. Woodmoor
capegrapes@msn.com
c 719-359-2525

Jessica Merriam

From: Meggan Herington
Sent: Monday, July 13, 2026 12:51 PM
To: Jessica Merriam
Subject: FW: Possible Buc-ee's Travel Center in El Paso County



Meggan Herington, AICP
Executive Director
El Paso County Planning and Community Development
719-520-7941
<https://planningdevelopment.elpasoco.com>

From: Michelle Kiernan <pandmkiernan59@gmail.com>
Sent: Monday, July 13, 2026 12:48 PM
To: Meggan Herington <MegganHerington@elpasoco.com>
Subject: Fwd: Possible Buc-ee's Travel Center in El Paso County

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

Sent from my iPhone

Begin forwarded message:

From: M Kiernan <pandmkiernan59@gmail.com>

Date: July 13, 2026 at 12:40:57 PM MDT

To: meganherington@elpasoco.com, carctb@elpasocounty.com,
carriegeitner@elpasoco.com, hollywilliams@elpasoco.com, billwysong@elpasoco.com,
laurennelson@elpasoco.com, coryapplegate@elpasoco.com

Subject: Possible Buc-ee's Travel Center in El Paso County

To El Paso County Board of Commissioners:

I am sending this e-mail to express my opinion about a possible Buc-ee's Super Gas Station located at the top of Monument Hill in El Paso County.

Currently, the land located at Interstate 25 and County Line Road/Beacon Lite Road is zoned C-1 which does not allow for Gas Stations so

Buc-ee's is appealing to you that their establishment is a Convenience Store. Buc-ee's does not meet the Code's definition of a Convenience Store since it is not in business to serve the local community, Bucee's is actually a TRAVEL CENTER designed to be a DESTINATION to serve drivers from all over the state of Colorado and country.

An average convenience store is 3000 to 5000sf and uses between 200 to 600 gallons of water a day.

A Buc-ee's Travel Center will be 75,000sf and use approximately 37,500 gallons of water per day. Buc-ee's is NOT a gas station or a convenience store.

Buc-ee's will be a REGIONAL Travel Center, the amount of traffic will increase dramatically at Interstate 25 and County Line Road, causing more trouble and possible accidents on an already congested and heavily traveled section of the highway.

I am respectfully requesting the Board vote NO on approval of a Buc-ee's Regional Travel Center which they are trying to pass off as a CONVENIENCE STORE to serve our local community.

Sincerely,

Michelle Kiernan

15570 Deercross Court

Colorado Springs, CO. 80921

pandmkiernan59@gmail.com

Jessica Merriam

From: PLNWEB
Sent: Wednesday, July 15, 2026 7:20 AM
To: Jessica Merriam
Subject: FW: Bucee's hearing July 23rd
Attachments: Bucees.1docx.docx



Gayle Jackson

Administrative Assistant

El Paso County | Planning and Community Development

2880 International Circle Suite 110

Colorado Springs, CO 80910

Phone: 719-520-6300

<https://planningdevelopment.elpasoco.com/>

www.epcdevplanreview.com

From: MIKE CIMINO <macimino@comcast.net>

Sent: Tuesday, July 14, 2026 4:04 PM

To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Laura Nelson <LauraNelson@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>

Cc: PLNWEB <PLNWEB@elpasoco.com>

Subject: Bucee's hearing July 23rd

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

To: El Paso Board of County Commissioners

From: Michael Cimino

718 Lavelett Ln., Monument CO 80132

Re: July hearing concerning Bucees appeal to the ruling considering them as a convenience store.

Dear Board of County Commissioners,

I have lived in El Paso County since 1980. We moved to the Monument area in 1988 because of the scenic beauty, serenity, closeness to nature, and safety for our family. We had previously been with Woodmoor Water but as of 1999, we rely on our own well for our water supply.

Here are my main concerns and why we should not allow Bucees to build and operate on the site they have chosen on top of Monument Hill.

1. There is already a water shortage in the area. Allowing them to tap into and utilize the amount of water projected puts the entire community and surrounding area who rely on the same aquifer in jeopardy of running out.
2. Traffic on I 25 on top of Monument hill is already getting congested. County line road will not be able to handle the increased load if this project is allowed. Who pays for the huge improvement need and maintained? I also fear for our high school drivers who use County Line Road to get to any of the 3 high schools, from the West to the East, considering the increased traffic and congestion, even in good weather conditions.
3. A natural wildlife crossing was placed very close to the proposed site. This and the open space needed for our wildlife are essential for their safety. Having lights on 24/7 alters not only their natural habitat, but the serenity and beauty we have enjoyed over the years, and the ability to see the night sky.
4. To consider them as a "convenient store" is like calling Costco a Ma and Pa grocery. That idea is preposterous and insulting. I feel Bucees would be better situated in an area that is less residential and safer for everyone and the wildlife.

I strongly ask that you consider these concerns before making your decision.

Thank you for your time and attention.

Sincerely

Michael A. Cimino

Jessica Merriam

From: Kylie Bagley
Sent: Monday, July 13, 2026 9:15 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Nolene <nolenemetzger@aol.com>
Sent: Sunday, July 12, 2026 7:18 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear El Paso County Board of County Commissions Williams, Geitner, Wysong, Applegate and Nelson,

The Land Development Code defines a Convenience Store as serving the neighborhood in which it is located. This proposal is a regional interstate travel center. It does not match that use in character, descriptor, or intensity. It will not serve the local community.

Furthermore, when defining what a convenience store is, I was able to locate the following information from NACS*:

<https://www.convenience.org/stay-current/convenience-store-fast-facts-and-stats/what-is-a-convenience-store>

NACS defines a convenience store as a retail business that provides the public with a **convenient location to quickly purchase a wide variety of consumable products and services, generally food and gasoline**. While not fixed requirements, convenience stores have the following general characteristics:

1. While building size may vary significantly, **typically the size will be less than 5,000 square feet**.
2. Off-street parking and/or convenient pedestrian access.
3. Extended hours of operation, with many open 24 hours, seven days a week.
4. Offer at least 500 stock keeping units (SKUs).
5. Product mix includes grocery type items and also includes items from the following groups: beverages, snacks (including confectionery) and tobacco.

Decades ago, convenience stores looked about the same—2,400 square feet of packaged consumer items. Today, companies are approaching markets with different types of stores and different products with an extensive variety of product offerings, in-store seating and fresh-prepared foodservice.

The NACS research report, "Convenience Store Industry Marketing Strategies and Store Formats," identifies six convenience store formats:

- Kiosk
- Mini Convenience Store
- Limited Selection Convenience Store
- Traditional Convenience Store
- Expanded Convenience Store
- Hyper Convenience Store

Kiosk

This format is less than **800 square feet** and intended to provide some additional revenue beyond gasoline sales. A kiosk owner is typically an oil company or petroleum marketer. The site sells items like tobacco, beverages, snacks and confectioneries, and in-store sales are about 10% of revenues. Parking is limited to the pumps and customers are likely commuters and local residents refueling only.

Mini Convenience Store

Usually **800 to 1,200 square feet**, this format is popular with oil companies and the emphasis is on gasoline sales. Grocery selection is minimal and foodservice is typically pre-packaged sandwiches. There is no parking other than at the pumps, although some locations have modest striped parking. Customers are usually people refueling; however, there are stores in urban areas that may not have a fuel offer.

Limited Selection Convenience Store

These stores range from **1,500 to 2,200 square feet** and are often affiliated with an oil company. Both gasoline and in-store sales are important profit centers. They have a broader product mix than the mini convenience store and grocery, although limited by traditional convenience store standards. Foodservice programs are limited to roller grill. Gasoline is the main driver but traditional convenience store patrons are important. Striped parking and extended hours are common.

Traditional Convenience Store

Many convenience stores fall into this category. They are about **2,500 square feet** and offer a product mix that includes dairy, bakery, snack foods, beverages, tobacco, grocery, confectionery, prepared foods to go, fresh or frozen meats, gasoline, various services and limited produce items. Most stores have 6 to 12 striped parking spaces or some form of convenient pedestrian access. Most are open 24/7 and are owned by convenience store chains, although oil companies have also built or acquired stores of this size.

Expanded Convenience Store

These stores are **2,800 to 3,600 square feet** and can accommodate more shelving for additional grocery products, or room for significant foodservice operations and seating. These stores carry traditional convenience store items. Parking is important with most having about 10 to 20 marked spaces. Hours are extended and these locations attract the typical convenience store customer as well as families, women and seniors.

Hyper Convenience Store

These large stores are **4,000 to 5,000 square feet** and offer a variety of products and services by department. For example, stores may offer a bakery, a sit-down restaurant area or a pharmacy. Most of these locations sell gasoline. The number of employees per shift can be large, particularly if there is a small restaurant. The number of parking spaces is substantial and the amount of time the average customer spends in the store can be significant. Hours are extended. Families and senior citizens as well as traditional convenience store customers are patrons. In some locations, stores are mini-truck stops. Nothing mentioned above is anywhere near 74,000 square feet.

*NACS: <https://www.convenience.org/About-NACS>

I respectfully request that the Board:

1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;
2. Recognize that a 120-position fuel facility **is** a gas station, which the Code excludes from C-1;
3. Decide the appeal in public, on a full evidentiary record, with the community heard; and
4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully,
Nolene Metzger
Monument CO
El Paso County

Jessica Merriam

From: Jackie Allred
Sent: Friday, July 24, 2026 4:28 PM
To: Jessica Merriam
Subject: FW: Opposition to Proposed Buc-ee's Development Near Greenland Open Space

Jackie Allred, CMC
Clerk to the Board Manager
El Paso County - Clerk and Recorder's Office
1675 W. Garden of the Gods Road, Suite 2201
Colorado Springs, CO 80907
Office: 719.520.6432 | Cell: 719.352.9495
jackieallred@elpasoco.com

From: Pamela Crowley <pamela@omni-transportation.com>
Sent: Friday, July 24, 2026 3:22 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; CARCTB <carctb@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>; Joe Letke <JoeLetke@elpasoco.com>
Cc: kristin_salamack@fws.gov; lisa.schwantes@state.co.us; openspace@douglas.co.us; wildlifecrossings@dot.gov; DNR_wildlife.cpwinform@state.co.us; gabriel.cosyleon@state.co.us; info@douglaslandconservancy.org; info@goco.org; info@ccalt.org; hi@conservationfund.org; DenverRegulatoryMailbox@usace.army.mil; SPA-RD-CO@usace.army.mil; Daniel.l.delgado@usace.army.mil; lynda.zamorawilson.senate@coleg.gov; matthew.smith1@mail.house.gov; dstern@palmer-lake.org; ajurka@palmer-lake.org; eharris@palmer-lake.org; rmoseley@palmer-lake.org; tbeltran@palmer-lake.org; mlakind@tomgov.org; sking@tomgov.org; sabbott@tomgov.org; jromanello@tomgov.org; lkronick@tomgov.org; kkimple@tomgov.org; mfiorito@tomgov.org; chelsea.brentzel@krdo.com; Breeanna Jent <breeanna.jent@gazette.com>; brennen.kauffman@gazette.com; EXTERNAL Mary Shinn <Mary.shinn@gazette.com>; Tony.Keith@koa.com; asack@kxrm.com; achalfin@krcc.org; maggie.bryan@koa.com; news@krdo.com; EXTERNAL KKTv News <news@kktv.com>; EXTERNAL KOAA News <News@KOAA.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; newsroom@coloradosun.com; talkshow@aol.com; news@cpr.org; opinion@gazette.com; EXTERNAL Vince Bzdek <vince.bzdek@gazette.com>; slewis@krcc.org; EXTERNAL KRCC News <news@krcc.org>; Integrity Matters <integritymatterscos@gmail.com>
Subject: Opposition to Proposed Buc-ee's Development Near Greenland Open Space

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Report

El Paso County Digital, Strategy & Technology (DST)

Dear El Paso County Board of County Commissioners,

I am writing as a resident and business owner in unincorporated El Paso County to express my strong opposition to the proposed Buc-ee's development near Greenland Open Space and the I-25 wildlife overpass. I respectfully urge your office to take a clear and public position against this project at its proposed location.

This development is fundamentally incompatible with the character of the Tri-Lakes area, as well as its infrastructure and environmental constraints. A project of this magnitude—projected to generate approximately 20,000 vehicle trips per day—would significantly increase congestion along County Line Road, a corridor that is already capacity-constrained, designated as a high wildfire-risk area, and has limited evacuation routes. The applicant has also indicated that it does not intend to fund the necessary off-site transportation improvements, leaving local taxpayers and surrounding communities to bear those costs.

Water availability is an equally serious concern. This is not a typical gas station, but rather a 74,000-square-foot travel center with average daily water demands exceeding 37,000 gallons, with substantially higher use during peak periods. These withdrawals would come from the already stressed, nonrenewable Denver Basin aquifer, raising significant concerns about the long-term sustainability of local water supplies and the potential impacts on nearby residential wells.

I am also deeply concerned by the applicant's effort to expand the project footprint through an administrative land adjustment process that bypasses public notice and meaningful public participation. A proposed 10-acre expansion that increases development intensity and water demand should not be approved without a full public review. Circumventing the normal review process undermines transparency, limits public accountability, and erodes community trust.

Adding to these concerns is the unresolved issue of how this project is being classified under the El Paso County Land Development Code. Because the County's Code does not define "travel centers," Buc-ee's has requested that its proposed 31-acre, 120-fuel-pump facility be classified as a convenience store, allowing it to proceed under the obsolete C-1 zoning designation. However, an independent legal and land use analysis prepared by Tri-Lakes Preservation, Inc. concludes that the proposed development does not meet the County's definition of a convenience store and also fails to satisfy the criteria required to be considered "similar to" a convenience store through the County's administrative use determination process. The full report can be read and downloaded on the Tri-Lakes Preservation website here: <https://www.trilakespreservation.org/use-determination> The report found that the proposed Buc-ee's far exceeds the neighborhood-scale purpose of a convenience store, that its 120 fuel pumps and extensive restaurant operations are inconsistent with the limited and incidental services contemplated by the

Code, and that the project's size, intensity, traffic generation, and operational characteristics are incompatible with the intent of the obsolete C-1 commercial zone. The analysis further concludes that Buc-ee's own application materials demonstrate that the proposed travel center is fundamentally different from a convenience store.

Importantly, the report concludes that if the County applies its own "similar use" criteria consistently, the proposed Buc-ee's more closely resembles a truck stop than any other defined land use. Like a truck stop, the development would function as a large-scale highway-oriented facility offering extensive fuel sales, retail services, restaurants, large parking areas, significant traffic volumes, 24-hour operations, and substantial fuel storage. Unlike a convenience store, truck stops are designated as a Special Use under the County Code, requiring a much more comprehensive review of location, impacts, compatibility, and mitigation measures. Properly classifying this project would ensure that it receives the level of public scrutiny appropriate for a development of this magnitude.

Beyond its local impacts, the proposed site lies within a corridor that has benefited from substantial public investment, including the I-25 South Gap improvements and the Greenland Wildlife Overpass. Increased traffic, lighting, noise, and commercial activity in this location threaten the effectiveness of those investments and the long-term integrity of an important regional wildlife corridor. Given the federal funding associated with these projects, the cumulative impacts of this development may warrant review under applicable state and federal environmental and infrastructure requirements.

The residents of the Tri-Lakes area are not opposed to responsible growth. We support development that is compatible with our community, respects our limited infrastructure and water resources, protects wildlife habitat, and follows a transparent public process. This proposal does not meet those standards.

I respectfully urge you to:

- Publicly oppose the proposed Buc-ee's development at this location.
- Reject any administrative determination that classifies this travel center as a convenience store or otherwise allows it to circumvent the County's Land Development Code.
- Deny any administrative approvals that bypass public notice and meaningful public participation.
- Require a comprehensive review that fully evaluates transportation, water, environmental, wildlife, and land use impacts, including any applicable state and federal oversight.

Thousands of residents have already voiced their opposition to this project. I respectfully ask that you stand with your constituents and help protect our community from a development that would have significant and lasting consequences.

Thank you for your time, consideration, and public service. I appreciate your attention to this matter and look forward to your response.

Sincerely,

Pamela Crowley

Omni Transportation Services Inc

MC# 188593

(303) 799-8990 / (800) 347-8990 Work

(720) 438-5574 Mobile

pamela@omni-transportation.com

PO Box 505

Monument, CO 80132

www.omni-transportation.com

Jessica Merriam

From: PLNWEB
Sent: Wednesday, July 15, 2026 10:56 AM
To: Jessica Merriam
Subject: FW: Submission of Planning Based Review for Buc-ee's EPCO, LLC Appeal
Attachments: Entire letter.pdf



Gayle Jackson

Administrative Assistant

El Paso County | Planning and Community Development

2880 International Circle Suite 110

Colorado Springs, CO 80910

Phone: 719-520-6300

<https://planningdevelopment.elpasoco.com/>

www.epcdevplanreview.com

From: Planner Concerned Citizen <planner.concerned.citizen@gmail.com>
Sent: Wednesday, July 15, 2026 10:16 AM
To: PLNWEB <PLNWEB@elpasoco.com>
Subject: Submission of Planning Based Review for Buc-ee's EPCO, LLC Appeal

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Hello,

I am submitting a planning-based review of procedural and zoning issues related to the Buc-ee's EPCO, LLC appeal. This document focuses solely on El Paso County's administrative actions, including the Boundary Line Adjustment approval, zoning interpretation, and the designation request. It is written in a neutral, professional format grounded in adopted County documents, APA definitions, and ITE criteria.

Please include the attached document in the appropriate internal routing for staff review ahead of the scheduled public hearing.

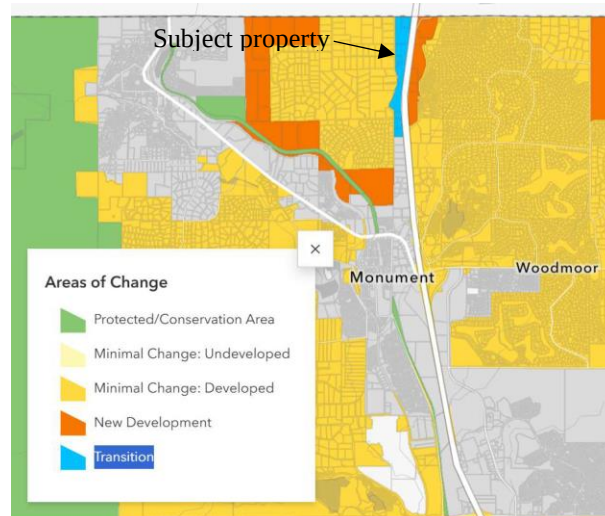
Respectfully,

A concerned citizen and land use planner

Executive Summary: **Request to Designate Buc-ee's as a Convenience Store**

The applicant has requested that Buc-ee's be designated as a convenience store to fit the C-1 zoning district, but C-1 is an obsolete commercial district that cannot legally be expanded or applied to new parcels. In a previous administrative request, Buc-ee's sought a Boundary Line Adjustment to incorporate a portion of the property zoned C-5, but the County rezoned the existing C-5 parcel to C-1—despite Section 4.4.1(I) prohibiting any rezoning to C-1 after May 1, 1991—making the administrative parcel combination procedurally improper.

This request must be evaluated using the County's adopted land use map, the Your El Paso Master Plan (<https://storymaps.arcgis.com/stories/106f5e4e02d647dbaa14e893e6db572c?utm>) A Planner's Dictionary, and established planning and transportation engineering terminology. The parcel is designated Transition, a category intended for moderate-intensity, context-sensitive uses that buffer incompatible land-use types. Buc-ee's is a high-intensity regional commercial special generator, as confirmed by Institute of Transportation Engineers (ITE) criteria and Buc-ee's own Windsor marketing, and is therefore incompatible with the Transition designation and Master Plan Goal 1.1.



Your El Paso Master Plan (Houseal Lavigne, ESRI Map Gallery, May 17, 2021)

Development Services has already issued a negative determination, concluding that the use cannot be classified as a convenience store, and professional definitions across multiple jurisdictions confirm that Buc-ee's does not meet any accepted criteria for that category.

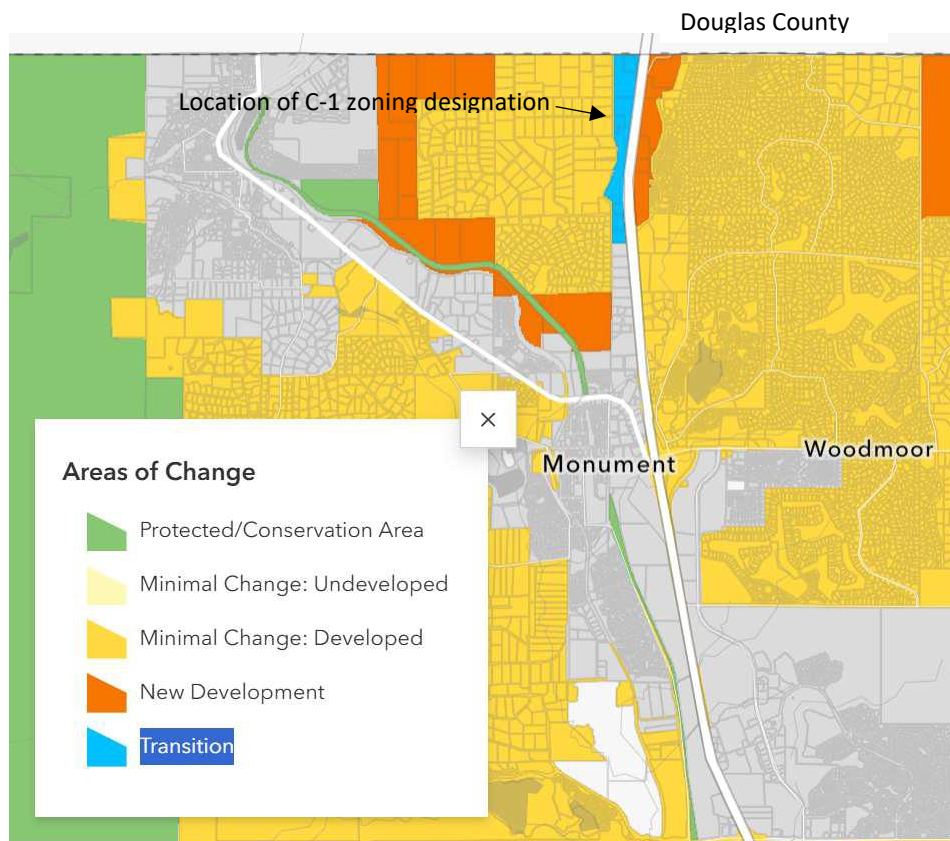
Taken together, these factors demonstrate that the request is not compatible with the County's adopted land-use framework, established planning terminology, regulatory standards governing zoning and use classification, or the character and intended function of the surrounding area.

To the El Paso County Commissioners:

I am writing to provide a policy-based perspective on the proposed designation of Buc-ee's as a convenience store. My comments rely solely on adopted County land-use documents, *A Planner's Dictionary*, and widely accepted planning definitions used across the United States.

1. County Land-Use Map: The Parcel Is Designated “Transition”

The County's land-use map identifies the Buc-ee's parcel as a Transition (blue) area. According to *A Planner's Dictionary* (American Planning Association, Planning Advisory Service Report No. 521/522), a transitional zone is defined as “land that acts as a buffer between uses of different density or intensity” and “an area in the process of change from one use to another.” Transitional areas are intended to provide moderate-intensity, context-sensitive uses that soften the edge between incompatible land-use types. They are not intended for regional commercial destinations, special generators, or high-intensity highway-oriented facilities. A Buc-ee's is not a buffer. It is not transitional. It is the incompatible use.



Your El Paso Master Plan (Houseal Lavigne, ESRI Map Gallery, May 17, 2021)

Buc-ee's is a high-intensity regional commercial use and cannot be considered a transitional buffer under the County's adopted land use map.

2. County Master Plan: Compatibility Is Required

The *Your El Paso Master Plan* (Houseal Lavigne, ESRI Map Gallery, May 17, 2021) establishes compatibility as a foundational requirement for all land-use decisions.

Goal 1.1 directs the County to:

“Ensure compatibility with established character and infrastructure capacity.”

The Buc-ee’s parcel is adjacent to rural and natural character areas and is served by rural roadways that are not planned for **high-intensity** commercial traffic. A regional travel center of this scale is incompatible with both the established character and the transportation capacity of the area, directly conflicting with Goal 1.1.

Goal 1.2 further requires **context-sensitive** growth coordination with municipalities, which is not reflected in the current proposal.

Goal 1.4 emphasizes that development must pay for its own impacts, yet a regional travel center would necessitate roadway, safety, and infrastructure improvements far beyond what is planned for this area.

The proposed Buc-ee’s directly conflicts with Master Plan Goal 1.1 and cannot be considered compatible with established character or infrastructure capacity.

3. Land-Use Classification: High-Intensity Regional Commercial & ITE Special Generator

Buc-ee’s self-identifies its facilities as “Travel Centers,” a highway-oriented regional commercial use, not a convenience store. Because “travel center” is a marketing term rather than a defined land use category in *A Planner’s Dictionary* (American Planning Association, Planning Advisory Service Report No. 521/522), the proposed Buc-ee’s must be evaluated using established planning and transportation engineering terminology. The Institute of Transportation Engineers (ITE) classifies land uses with extraordinary or atypical trip-generation characteristics as “special generators,” defined as facilities whose traffic volumes cannot be captured by standard trip-generation codes (University of Florida Transportation Research Center, Florida Department of Transportation, *Trip Generation Characteristics of Special Generators*, Report TRC-FDOT-76173-2009). Buc-ee’s own marketing for its Windsor, Colorado location describes the facility as a regional destination with a 74,000-square-foot building and extensive fueling infrastructure, confirming that it functions as a high-intensity regional commercial use and a highway-oriented special generator. These characteristics are incompatible with the County’s designated Transition area and with Goal 1.1 of the *Your El Paso Master Plan*.

ITE’s Trip Generation Manual does not classify large-format travel centers or special generators under convenience-store codes, because their trip volumes and operating characteristics are fundamentally different.

4. Development Services: The Determination Was Negative, Not Absent

There is widespread misunderstanding about the determination issued by El Paso County Development Services. Many residents interpreted the letter as stating that Development Services “could not make any kind of determination.” In reality, the letter communicated a negative determination: Development Services could **not** classify Buc-ee’s as a convenience store.

The cautious legal phrasing created room for misinterpretation, but the professional meaning is straightforward. When an agency states that a use “cannot be determined to be a convenience store,” it is concluding that the use does not meet the criteria for that category. This is a rejection of the classification, not an absence of determination.

Development Services issued a negative determination, confirming Buc-ee’s cannot be classified as a convenience store under County standards.

5. Professional Definitions: Buc-ee's Cannot Be Classified as a Convenience Store

Multiple jurisdictions define “convenience store” consistently:

Durham, NC: “A retail store with a floor area of less than 2,500 square feet...”

Boulder, CO: “A limited line of groceries and household items intended for the convenience of the neighborhood.”

Renton, WA: “A small retail establishment... offering convenience goods.”

Santa Rosa, CA: “A small-scale food store usually less than 15,000 square feet...”

Rock Hall, MD: “A retail store generally containing less than 2,500 square feet... designed to attract stop-and-go traffic.”

A Planner's Dictionary notes that convenience stores are regulated differently because their operating characteristics — traffic generation, hours, noise, litter, lighting — are intrusive to neighborhoods even at small scale.

- Across all definitions:
- small
- neighborhood-serving
- low-intensity
- limited in size (2,500–7,500 sq ft typical upper threshold)
- stop-and-go retail

A Buc-ee's is:

- 70,000+ sq ft
- regional
- highway-oriented
- a special generator

Buc-ee's does not meet any accepted definition of a convenience store in planning practice or municipal code.

6. Conclusion

Based on the County's adopted land-use map, *A Planner's Dictionary*, the *Your El Paso Master Plan*, and the professional definitions of convenience stores, the proposed Buc-ee's is an incompatible use for a designated Transition area and does not meet the criteria for the convenience-store classification.

I respectfully request that the El Paso County Commissioners evaluate the proposal using the County's adopted land-use framework, APA definitions, and the professional standards referenced above.

The Buc-ee's proposal is incompatible with the County's land use map, Master Plan, ITE classification, and professional planning definitions, and cannot be designated as a convenience store.

Thank you for your consideration.

Appendix A — Buc-ee’s Corporate Marketing & Travel Center Characteristics

Source: Buc-ee’s Corporate Website — Frequently Asked Questions

<https://buc-ees.com/about/frequently-asked-questions/>

Buc-ee’s Self-Identifies as a Travel Center

- Buc-ee’s corporate FAQ uses the term “**Travel Centers**” to describe its facilities.
- “Travel Center” is a highway-oriented, regional commercial term, not a convenience-store classification.
- This branding aligns with **ITE special generator** characteristics and contradicts convenience-store definitions.

24/7 High-Volume Food Service

Buc-ee’s advertises continuous, large-scale food operations:

- BBQ sandwiches from 11:30 AM until after midnight
- Breakfast from 4:00 AM to 10:30 AM
- Transition period between breakfast and lunch
- Available 24/7
- Fresh hot food
- Cold sandwiches
- Fruit cups, wraps, salads, protein packs
- Jerky bar
- Homemade fudge

These offerings are restaurant-scale, not convenience-store scale.

Jessica Merriam

From: PLNWEB
Sent: Monday, July 20, 2026 7:56 AM
To: Jessica Merriam
Subject: FW: I-25 Exit 163

From: Rich Klinger <rich.klinger@gmail.com>
Sent: Saturday, July 18, 2026 10:24 AM
To: PLNWEB <PLNWEB@elpasoco.com>
Subject: I-25 Exit 163

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Report

El Paso County Digital, Strategy & Technology (DST)

To Whom It May Concern,

In regard to the potential for allowing a Buc-ee's to be built at Exit 163 on I-25, this location is more valuable to the public as open space due to the nature of it being at the top of Monument Hill and within sight of the Greenland Ranch.

As you know, the next exit south from Exit 163 at County Line Rd. is the town of Monument with multiple restaurants, both fast food and sit down, also a gas station, a grocery store, etc. There's also a

better place for the Buc-ee's south of Monument next to the new putt-putt golf and entertainment site being built. Or near the Baptist Rd. exit. Buc-ee's does not want to be a truck stop, so it won't compete for that business with the other 2 truck stops there.

Best Regards,
Rich Klinger
19170 Langtree Ct, Monument, CO 80132

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:30 AM
To: Jessica Merriam
Subject: Fw: Deny Buc-ee's appeal



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Ron Baumert <rbaumert@gmail.com>
Sent: Wednesday, July 8, 2026 2:21 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Deny Buc-ee's appeal

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Dear Commissioners,

I urge you to deny Buc-ee's appeal and uphold the Planning and Community Development Director's July 1, 2026 determination.

This appeal comes down to one simple question: **Is Buc-ee's a convenience store serving the surrounding neighborhood, or is it a massive interstate travel center?**

The answer is obvious.

Buc-ee's is a 30+ acre, 74,000-square-foot destination travel center with approximately 120 fueling positions. The company itself markets these facilities as destinations, not neighborhood convenience stores. At its recent Goodyear, Arizona opening, Buc-ee's described the store as "a destination," comparing it to Disney World. Hotels sold out, and customers traveled from multiple states to visit. Buc-ee's has also stated that approximately 88% of its customers travel more than 20 miles to reach its stores.

That is not a neighborhood convenience store by any reasonable interpretation of the Land Development Code.

The Code requires a convenience store to serve "the neighborhood in which it is located." It also treats gas stations and convenience stores as separate land uses and intentionally allows gas stations in several commercial districts—but not in C-1. A facility with 120 fueling positions is plainly a gas station and an interstate travel center, regardless of whether it also sells sandwiches, souvenirs, or groceries.

Frankly, this should never have been a close call. But for some reason, the Director was unable to determine that Buc-ee's is not a convenience under LDC. The evidence overwhelmingly demonstrates that Buc-ee's is not the type of neighborhood-serving use contemplated by the C-1 district.

This is not a vote on Buc-ee's as a company. It is a vote on whether the County will apply its own Land Development Code as written. If Buc-ee's wishes to build in El Paso County, it should pursue the zoning district intended for large-scale commercial and travel-oriented uses—not attempt to fit a regional destination into a zoning category designed for neighborhood convenience stores.

For these reasons, I respectfully ask you to deny the appeal by Buc-ee's; it does NOT belong at their proposed location.

Ron Baumert

rbaumert@gmail.com

Monument CO

Jessica Merriam

From: Mindy Schulz
Sent: Tuesday, July 28, 2026 7:52 AM
To: Jessica Merriam
Subject: FW: Growing Dirt Mounds on Buc-ees Property

Please add this to the appeal file



Mindy Schulz
Deputy Executive Director
Planning & Community Development
719.520.6304
<https://planningdevelopment.elpasoco.com/>

From: Gilbert LaForce <GilbertLaForce@elpasoco.com>
Sent: Monday, July 27, 2026 4:18 PM
To: Rbaumert@gmail.com
Cc: Ben Jones <BenJones@elpasoco.com>; Daniel Torres <DanielTorres@elpasoco.com>; Christina Prete <ChristinaPrete@elpasoco.com>; Glenn Reese <GlennReese@elpasoco.com>; Mindy Schulz <MindySchulz@elpasoco.com>; Paula Linhares <PaulaLinhares3@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>
Subject: RE: Growing Dirt Mounds on Buc-ees Property

Ron,

The limits of the grading activity on the property remains in conformance with the approved plans and was verified by my inspector last Thursday. The next scheduled inspection will be this Thursday, July 30. The owner submitted and was approved to import the stockpile back in March 2026. The application and approved plans are available at <https://epcdevplanreview.com/Public/ProjectDetails/211273>.

Let me know if you have any other questions.

Respectfully,



Gilbert LaForce, P.E.
Deputy County Engineer
Department of Public Works
719.520.7945 (Office) | 719.331.7134 (Cell)
<https://publicworks.elpasoco.com/>



American Public Works Association Accredited Agency

Exciting News: El Paso County is combining the Engineering Criteria Manual and Drainage Criteria Manual into one streamlined document. We'd love your input—please complete the kickoff survey at <http://www.elpasocountyecm.com> by selecting the **Participate** tab.

From: Integrity Matters <integritymatterscos@gmail.com>
Sent: Friday, July 24, 2026 6:40 PM
To: Ron Baumert <rbaumert@gmail.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; mlakind@tomgov.org; sking@tomgov.org; sabbott@tomgov.org; csmith@tomgov.org; lkronick@tomgov.org; kkimple@tomgov.org; mfiorito@tomgov.org; eharris@palmer-lake.org; rmoseley@palmer-lake.org; jmarble@palmer-lake.org; mbeeson@palmer-lake.org; ajurka@palmer-lake.org; governorpoli@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; contact@trilakespreservation.org; savannah.eller@gazette.com; Tony.Keith@koaa.com; Noah.Caplan@koaa.com; EXTERNAL KOAA News <News@KOAA.com>; sam.page@krdo.com; ASack@kxrm.com; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com; newstips@9news.com; tips@kdvr.com; jalvarado@denverpost.com; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com; newsroom@coloradosun.com; Karin.Brulliard@washpost.com; jim.carlton@wsj.com; news-tips@nytimes.com; tips@cnn.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; tips@thefp.com; talkshow@aol.com; Kat Gayle <Trout_65@yahoo.com>; Secretary TPI <secretary@trilakespreservation.org>; Monument Independent <editor@monumentindependent.com>
Subject: Re: Growing Dirt Mounds on Buc-ees Property

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Thank you, Mr. Baumert for sharing this. We have also asked questions about activity that seems to be beyond the scope of the CDR261, grading permit. This activity includes reopening the grading permit with a request that explicitly asked to extend the permit towards the well permit coordinates and noted the building of a well drilling pad presumably at the well permit coordinates. We were informed that is beyond the scope of what they were permitted to do.

We've never seen a developer be so aggressive to begin what appears to be development of land prior to a use right being granted.

We cannot seem to get an answer to the questions below, which appear to be very similar, if not identical, to the concerns you raise.

Commissioners, please add this to the Buc-ee's administrative approval appeal record.

Thank you,

Dana Duggan
President & Co-founder
Integrity Matters

On Fri, Jul 24, 2026 at 5:48 PM Ron Baumert <rbaumert@gmail.com> wrote:

El Paso County BOCC and Planning Commission:

I would respectfully request that Buc-ees be investigated for activities outside of permitted/allowed use of their parcel.

As Buc-ee's will stop at nothing to try and get their TRAVEL CENTER (not convince store) built, I have no doubts that they will try and make the site seem "developed" (by cutting trees and putting large dirt mounds) in hopes that people won't think that putting a Buc-ees there is a big difference.

Regardless, Buc-ees does not belong at this location!



---Ron

Ron Baumert

rbaumert@gmail.com

+1 (408) 313-8562

Jessica Merriam

From: Kylie Bagley
Sent: Friday, July 10, 2026 1:04 PM
To: Jessica Merriam
Subject: Fw: Oppose bucees claim as a convenient store APP261



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Sch Na <scheri.nagaraj@gmail.com>
Sent: Friday, July 10, 2026 12:53 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>
Subject: Oppose bucees claim as a convenient store APP261

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I am writing to urge El Paso County to deny Buc-ee's request to classify its proposed Monument-area project as a "convenience store."

The proposed Buc-ee's is a travel center as described on their own website and is not appropriate for the location which is across the street from homes and conserved open space.

It will be the largest gas station in El Paso County, potentially all of Colorado, and should not be grouped as a convenience store. It is undeniable that the draw for Buc-ee's 10k plus cars per day is gasoline, with food and merchandise being secondary, thus not a convenience store.

Please deny the proposal as a convenience store because it does not adhere to the El Paso County master plan and to the property rights of those surrounding the proposed location.

Thank you,
Scheri Nagaraj

Jessica Merriam

From: PLNWEB
Sent: Monday, July 20, 2026 7:55 AM
To: Jessica Merriam
Subject: FW: Buc-ee's EPCO, LLC appeal

From: shellie mills <millssa28@yahoo.com>
Sent: Friday, July 17, 2026 6:53 PM
To: PLNWEB <PLNWEB@elpasoco.com>
Subject: Buc-ee's EPCO, LLC appeal

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

Good evening,

Since I last provided my concerns about a Buc-ee's being constructed on Monument Hill, I continue to protest this construction.

Earlier this year, Governor Polis addressed severe drought conditions and water security by escalating the state's Drought Response Plan to Phase 3 and declaring a statewide drought emergency.

I continue to be extremely concerned about the El Paso commission approving or reversing any decision on the naming convention of what Buc-ee's is when considering water along.

It is unbelievable any commission would allow this construction.

Thank for your time.

Shellie Murphy
Monument Resident

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 12:49 PM
To: Jessica Merriam
Subject: Fw: Pleas DENY Buc-ee's appeal of administrative determination!



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Sheryll Robbins <sheryll.robbs@gmail.com>
Sent: Thursday, July 9, 2026 12:19 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Pleas DENY Buc-ee's appeal of administrative determination!

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Hello El Paso County Board of Commissioners,

Let's talk about neighbors and neighborhoods. We live in the neighborhood of Woodmoor in Northern El Paso County. For the most part our neighborhood is quiet. We can hear the interstate and the train to the west of us when the wind is coming from the west. But other than that our neighborhood is ideally quiet. Also we are not overly burdened with bright lights.

Now a corporation named Buc-ee's has decided they want to become 'neighbors' with us. What do they bring to the neighborhood? Noise pollution in the form of increased traffic. Light pollution to our dark skies. Colossal water consumption when water resources are already gravely threatened by drought. Burdening the sewer system. And for what??? To attract tourist traffic to their retail space which would be bigger than our local Safeway and to their 120 gas pumps.

Tourists come to Colorado for our beautiful scenic mountains, skiing, hiking, biking, fishing, camping, and enjoying all that our great outdoors has to offer. Buc-ee's as a draw for tourists is a flash in the pan, a one and done. Once a tourist has seen one, there is no need to return.

Again I urge you to visit the Buc-ee's in Johnstown, CO. See for yourselves what a gigantic facility it is. Buc-ee's atop Monument hill would be such a grievous assault to our landscape up here with two stellar open spaces just to the north and the bucolic neighborhoods that are to the east and west of it. Ask yourselves wouldn't it be better suited to a well defined commercial area.

Which leads me to the El Paso County Master Plan. Our area is designated suburban/rural suburban development which means primarily residential or large lot residential. A Buc-ee's is not a residence nor a convenience store! It will not serve our community! It would dramatically drain business away from local businesses in the area.

This is an easy determination on your part board members! Buc-ee's does not meet the criteria for land use or zoning at their desired location. Tell them NO in no uncertain terms. Honor your commitment to the residents of Northern El Paso County and your commitment to the codes and zones of the master plan.

Sheryll Robbins

Woodmoor resident since 1998

P.S. If you haven't already read the thorough Buc-ee's Appeal Citizens Letter it follows.

Dear

Commissioners:

On

July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

- 1.
- 2.
- 3. A gas station**
- 4. is not a permitted use in C-1.**
5. Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which
6. the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline"
7. covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires,
- 8. this**
- 9. use is prohibited in C-1.**
- 10.

The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

-
-
- First, it
- argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental
- use." Their absence is irrelevant.
-
-
-
- Second,
- the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15.
-
-
-
- Third, it

- claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does,
- at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.
-

2.

3.

4. **The use**

5. **does not meet the Code's "Convenience Store" definition.**

6. That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will

7. not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself:

8.

At the grand

opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74,000 square feet, 120 fueling positions and an estimate 165 toilets) — Buc-ee's own store-opening manager called it

"a

destination," comparing it to Disney World (*Arizona Daily Star*, June 22, 2026).

The Arizona

Republic

reported that hotels nearest that store sold out for opening weekend, and the

Arizona Daily Star documented

customers driving in from Oregon, Minnesota, and other states, with Nevada and California plates filling the lot.

According

to figures Buc-ee's provided to the City of Springfield, Missouri, the company estimates

roughly

six million customers a year,

with 88% traveling more than 20 miles to reach the store (City of Springfield official website;

Springfield

Daily Citizen).

A store

the company itself markets as a multi-state destination, drawing customers who travel hundreds of miles and book hotels, does not serve "the neighborhood in which it is located." It cannot be shoehorned into the one C-1 use the appeal relies on. The appeal's answer — to redefine the interstate corridor itself as the "neighborhood" — is not what the Code says.

- 3.
- 4.
5. **The appeal's**
6. **"similar use" fallback cannot rescue it either.**
7. Buc-ee's argues in the alternative that its project is a "similar" permitted use under § 5.3.6.C.1. It is not available here. Section 5.3.6(E) is explicit: no interpretation may "authorize any use in a zoning district ... unless ... substantially similar to an
8. allowed use," none may allow a use "inconsistent with the statement of purpose" of the district, and none may "have the effect of amending, abrogating, or waiving any other standard or requirement established by Code." Reclassifying a gas station into C-1
9. would abrogate the Code's express exclusion of gas stations from C-1 — exactly what § 5.3.6(E) forbids. And the "similar use" mechanism exists for uses the Code has not listed; a gas station is listed, and it is excluded from C-1. The appeal's trip-generation
10. comparisons do not change this: similar traffic does not override an express exclusion.
- 11.

- 4.
- 5.
6. **This decision**
7. **belongs on a full public record — and the right path is a rezoning, not a reclassification.**
8. Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed
9. to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves
10. the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined
11. to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone; it requires a noticed public evidentiary hearing at which the community can be heard. And because the Code distinguishes
12. C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each
13. with full notice and hearing.
- 14.

- 5.
- 6.
7. **The application**
8. **is also unreliable on its face.**
9. Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators;

10. and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.
- 11.

I
respectfully request that the Board:

- 1.
- 2.
3. Deny Buc-ee's
4. appeal and uphold the Director's July 1 determination;
- 5.
- 6.
- 7.
8. Recognize
9. that a 120-position fuel facility **is**
10. a gas station, which the Code excludes from C-1;
- 11.
- 12.
- 13.
14. Decide the
15. appeal in public, on a full evidentiary record, with the community heard; and
- 16.
- 17.
- 18.
19. Require
20. the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.
- 21.

The
public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 3:48 PM
To: Jessica Merriam
Subject: Fw: Buc-ee's is a "Beaver Themed TRAVEL CENTER"



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Steve De Seve <desevesteve@yahoo.com>
Sent: Thursday, July 9, 2026 3:37 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koaa.com <Tony.Keith@koaa.com>; Noah.Caplan@koaa.com <Noah.Caplan@koaa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ee's is a "Beaver Themed TRAVEL CENTER"

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

THIS ARTICLE below states... BUC-EES is a "Beaver Themed TRAVEL CENTER" Not a convivence store.... El Paso Commissioners please read!

<https://www.msn.com/en-us/foodanddrink/foodnews/buc-ee-s-7-interesting-facts-about-the-beaver-themed-travel-center/ar-AA1YtQ4n?ocid=msedgntp&pc=HCTS&cvid=6a5008b526664be3b6c3cc573faff2ca&ei=20>

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 11:52 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Tammy Barber <thbarber18@gmail.com>
Sent: Thursday, July 9, 2026 11:13 AM
To: Bill Wysong <BillWysong@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; Minority Leader Jarvis Caldwell <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTv News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners,

I am writing to formally request that the Board of County Commissioners deny Buc-ee's recent appeal and uphold the July 1, 2026, administrative determination issued by the Planning and Community Development Director. The Director correctly concluded that this massive, 30-plus-acre interstate travel plaza cannot be legally categorized as a "Convenience Store" under the El Paso County Land Development Code (LDC).

This matter is not an evaluation of Buc-ee's business model or its potential benefits. Instead, it is a strict question of code compliance. According to Table 5-1 of the LDC, a "Gas Station" is explicitly permitted in heavy commercial and industrial zones—specifically CC, CR, CS, C-2, and M districts—but it is entirely omitted from the C-1 zoning district. Under sections 1.6.6 and 5.3.6(C)(2), the deliberate listing of a use in certain districts legally serves as an automatic exclusion from any district where it is not listed. A massive facility featuring 60 fuel dispensers and 120 individual fueling positions is, by any literal definition under section 1.15, a gas station.

The developer's appeal attempts to distort the LDC's definitions by introducing criteria that do not exist in our regulations. The LDC does not state that a facility must offer mechanical repairs, oil changes, or car washes to qualify as a gas station; section 1.15 merely identifies those as optional, incidental uses. Furthermore, the developer's claims that a gas station requires a "primary orientation toward fueling" or must "limit retail sales to vehicle accessories" are fabrications missing entirely from the code text. What defines a gas station under our laws is the retail sale of motor vehicle fuel—an activity Buc-ee's operates on a massive regional scale.

Additionally, the project fails to meet the foundational criteria of a "Convenience Store." Section 1.15 explicitly mandates that a convenience store must serve "the neighborhood in which it is located," which the LDC defines as a primarily residential area. Buc-ee's is a cross-country tourist attraction, not a neighborhood shop. Company metrics from locations like Springfield, Missouri, confirm that nearly 88% of their 6 million annual customers travel more than 20 miles to visit. During the recent opening of their identical Goodyear, Arizona site, company leadership publicly compared the store to Disney World, pulling in travelers from multiple states who booked out local hotels. CBS News calls it the ultimate Road not neighborhood store.⁹ <https://www.cbsnews.com/news/how-buc-ees-became-the-gateway-to-the-great-american-road-trip/>. Stretching the term "neighborhood" to include an entire interstate transit corridor is an absurd misinterpretation of the code.

The applicant's fallback argument—seeking a "similar use" interpretation under section 5.3.6.C.1—is legally unavailable here. Section 5.3.6(E) strictly prohibits any administrative interpretation that waives established standards, conflicts with a district's stated purpose, or introduces a use that the code already explicitly regulates and restricts elsewhere. The "similar use" clause is meant for unlisted business models, not to sneak an explicitly banned gas station into a neighborhood commercial zone.

An administrative appeal is the wrong mechanism for a development of this scale. The county previously noted in February 2026 that determining classifications for high-impact projects requires robust public oversight. Reversing the Director's decision based solely on the applicant's flawed paper submissions—which contain factual errors regarding C-1 allowed uses, inconsistent footprint calculations, and incorrect landscaping percentages—would violate proper procedure. If the applicant wishes to build a regional interstate hub, they must follow the appropriate public path: applying for a formal rezoning to a C-2 district or pursuing a Special Use/PUD review, complete with a noticed public evidentiary hearing where the community can be heard.

I urge the Board to protect the integrity of our zoning maps, support our planning staff's accurate reading of the law, and deny this appeal.

Respectfully submitted,

Jason and Tammy Barber

1961 Wagon Gap Trail

Monument, CO 80132

Additionally, I cannot attend the July 13th meeting because I will be out of town for work. Please document this for the record.

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:30 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 - request to deny



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: terreswim77@gmail.com <terreswim77@gmail.com>
Sent: Wednesday, July 8, 2026 7:22 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; tony.keith@koa.com <tony.keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 - request to deny

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Commissioners,

The question before you is **Does the Buc-ee's proposal comply with the Land Development Code as written?**

The answer is no.

Buc-ee's asks the Board to classify a **74,000-square-foot travel center with 120 fuel positions and nearly 800 parking spaces** as a neighborhood convenience store. That stretches the ordinary meaning of "convenience store" beyond recognition.

The county's own approval history demonstrates why. Existing convenience stores in El Paso County are a fraction of this size, with far fewer fuel pumps and parking spaces. This proposal is not simply a larger version of an allowed use—it is a fundamentally different land use in both scale and intensity.

The C-1 district was intended for neighborhood-serving commercial uses. This project is designed to attract travelers from across the region on Interstate 25, not residents of the surrounding community. Its primary purpose is serving highway traffic.

Location matters.

Monument Hill is characterized by rural residential neighborhoods, protected open space, and the Greenland wildlife corridor. The proposed site sits at the edge of a landscape where residents have deliberately chosen a different pattern of development than exists farther south along the interstate.

Approving this project as a "convenience store" would establish a precedent with no meaningful limiting principle. If this proposal qualifies, what would not? At what point does a convenience store become a regional travel center? The Land Development Code provides no indication that the Board should erase those distinctions.

If the existing code does not clearly authorize a project of this magnitude, the proper course is not to redefine the use. The proper course is the public legislative process—a rezoning, Planned Unit

Development, or other discretionary review—where the impacts can be fully evaluated and the public has meaningful participation.

No one is suggesting Buc-ee's should never build in El Paso County. The question is whether this project belongs on this site under this zoning.

The Planning Director correctly concluded that the administrative process could not resolve that question. The appropriate response is not to force a classification that the code does not support, but to require the applicant to pursue the review process intended for projects of this size and regional impact.

For these reasons, I respectfully ask the Board to deny the appeal and require any future application to proceed through the appropriate discretionary land-use process.

Sincerely,

Terre Christensen
Monument

Jessica Merriam

From: PLNWEB
Sent: Thursday, July 16, 2026 9:57 AM
To: Jessica Merriam
Subject: FW: Buc-ee's Appeal of Administrative Determination ADM264--PLEASE DENY



Gayle Jackson

Administrative Assistant
El Paso County | Planning and Community Development
2880 International Circle Suite 110
Colorado Springs, CO 80910
Phone: 719-520-6300
<https://planningdevelopment.elpasoco.com/>
www.epcdevplanreview.com

From: Terry McCarthy <terry_m_91042@hushmail.com>
Sent: Thursday, July 16, 2026 9:34 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; PLNWEB <PLNWEB@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; savannah.eller@gazette.com; tony.keith@koa.com; noah.caplan@koa.com; EXTERNAL KOAA News <News@KOAA.com>; asack@kxrm.com; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTV News <news@kktv.com>; achalfin@krcc.org; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com; newstips@9news.com; tips@kdvr.com; jalvarado@denverpost.com; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com; newsroom@coloradosun.com; karin.brulliard@washpost.com; jim.carlton@wsj.com; news-tips@nytimes.com; tips@cnn.com; tips@nbcuni.com; news.tips@abc.com; lbergman@newsnationnow.com; tips@thefp.com; talkshow@aol.com; editor@monumentindependent.com
Subject: Buc-ee's Appeal of Administrative Determination ADM264--PLEASE DENY

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

Dear El Paso Commissioners:

Please deny Buc-ee's appeal of Administrative Determination ADM264 and uphold the Director's July 1 Determination (C-1 Zone, I-25 and County Line Road / Beacon Lite Road) for the following reasons:

1. **A gas station is not a permitted use in Zone C-1.** Buc-ee's is clearly a gas station with a proposed installation of 120 fueling positions for gasoline and diesel fuel pumps.
2. **The use does not meet the Code's "Convenience Store" definition.** The proposed development is not directed primarily at residents of the Monument and Palmer Lake areas, but is instead a regional destination for commuters, tourists, and trucks passing through on I-25. The massive influx of these vehicles on small town side streets as well as I-25 on-and-off ramps that were built for local community traffic will create additional safety hazards, noise and light pollution, and rapid deterioration of the recently improved overpass infrastructure at County Line Road.
3. **The appeal should be decided in a proper public process with a full evidentiary record to determine the use classification for this project.** Buc-ee's should be required to use the proper public process with full notice and hearing. The public is entitled to be heard.

Respectfully,

Terry McCarthy
1193 Greenland Forest Drive
Monument, CO 80132

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 1:15 PM
To: Jessica Merriam
Subject: Fw: Bucees



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Thomas Janeczek <tjaneczek59@gmail.com>
Sent: Wednesday, July 8, 2026 11:40 AM
To: Kylie Bagley <KylieBagley@elpasoco.com>
Subject: Bucees

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I understand that you're the project manager for the monstrosity called bucees. Trying to be called a "convenience store" borders on the absolutely ludicrous. I am a resident of the neighborhood that will be most affected and none of my neighbors will shop at this "convenience store" if it gets built. So it kind of destroys the argument that it is there to serve the local neighborhood. A convenience store is the size of 7-11 or a maverick not the size of a Walmart super center. Since none of us that live closest to it, the only people stopping there are the people on the freeway which is what they want anyway. Not to mention the eyesore that it will be with a giant sign and lighting that will disrupt the wildlife movement in the open space just to the north. Please do not reclassify this as a convenience store as it is nothing of the sort. Thank you for your time.
Sent from outer space.

Jessica Merriam

From: PLNWEB
Sent: Monday, July 20, 2026 7:59 AM
To: Jessica Merriam
Subject: FW: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

-----Original Message-----

From: Tom Robbins <thomas.r.robbs@gmail.com>
Sent: Sunday, July 19, 2026 2:39 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; PLNWEB <PLNWEB@elpasoco.com>
Subject: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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Dear Commissioners:

It is beyond my imagination that a the commissioners could consider the proposed Buc-ee's a convenience store. All of their literature calls the stores "Travel Centers". The a proposed size of 74,000 sqft, consider Monument's current convenience stores (this data is from the El Paso County Assessor web site).

7-Eleven - Use: Convenience Store, 283 W Highway 105 - 2,400 sqft 7-Eleven - Use: Convenience Store, 990 W Baptist Rd - 3,049 sqft Cicle K - Use: Convenience Store, 1190 W Baptist Rd - 3,681 sqft Maverik - Use: Convenience Store, 17970 Knollwood Dr - 4,951 sqft

Two truck stops:

QuikTrip - Use: Convenience Store, 1525 W Baptist Rd - 7,628 sqft Pilot Travel Center - Use: Convenience Store, 15455 Terrazzo Dr - 13,479 sqft

For comparison, the local grocery store, Safeway - Use: Market, 624 W HIGHWAY 105 - 55,83 sqft

I respectfully request that the Board:

Deny Buc-ee's appeal and uphold the Director's July 1 determination; Recognize that a 120-position fuel facility is a gas station, which the Code excludes from C-1; Decide the appeal in public, on a full evidentiary record, with the community heard; and Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully

Tom Robbins
20035 Lofty Pine Ln
Monument, CO 80132

Resident of North Woodmoor since 1998

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:29 AM
To: Jessica Merriam
Subject: Fw: Public Comment Records for ADM-264



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: TPI Secretary <secretary@trilakespreservation.org>
Sent: Tuesday, July 7, 2026 9:07 PM
To: Meggan Herington <MegganHerington@elpasoco.com>
Cc: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; Shawn Sawyer <president@trilakespreservation.org>; Mary Scott <treasurer@trilakespreservation.org>; Matt Beverly <vicepresident@trilakespreservation.org>; Angela Fike <communityoutreach@trilakespreservation.org>
Subject: Public Comment Records for ADM-264

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Director Herington,

In response to Buc-ee's request for an administrative determination, Tri-Lakes Preservation (TPI) and Integrity Matters were copied on nearly 200 emails submitted by members of the public expressing their views on the application. However, the unofficial record available through EDARP for ADM-264 appears

to contain less than half of these the number of public comments that we have been copied on. Notably, even the formal comment letter submitted by the Tri-Lakes Preservation Board does not appear to be included in the publicly available record.

Multiple community members have contacted us directly to report that they submitted comments to the County and received acknowledgement responses from Ms. Linhares and/or Commissioner Williams, yet their submissions do not appear among the documents currently available through EDARP under ADM-264.

Additionally, there appear to be communications within the ADM-264 EDARP record that relate to the separate Boundary Line Adjustment application (EXBL261) rather than the administrative use determination itself. This raises further questions regarding how documents are being categorized and maintained within the public record.

These circumstances raise important questions regarding the completeness and accuracy of the record:

- Why is there a discrepancy between the number of comments submitted and the number appearing in the EDARP file?
- Are there categories of communications that are intentionally excluded from the publicly available record?
- If comments were received by County staff or elected officials but are not visible in EDARP, where are those communications being maintained?
- Why do documents related to other applications, such as the Boundary Line Adjustment, appear to be included within the ADM-264 file while comments specifically addressing ADM-264 appear to be absent?
- What process exists to ensure that all public comments received regarding this application become part of the official record?

These questions are particularly important now that Buc-ee's has appealed the administrative determination to the Board of County Commissioners and members of the public continue to submit comments, which should officially become a part of the record, in anticipation of future proceedings. Public confidence in the process depends on confidence in the record. Community members deserve assurance that comments submitted to County staff, Planning and Community Development, and members of the Board are being properly preserved, accounted for, and made available as part of the administrative record regardless of whether those comments support or oppose the application. Accordingly, I respectfully request clarification regarding the County's procedures for collecting, maintaining, and publishing public comments associated with ADM-264 and the pending appeal, including how the public can verify that their submissions have been received and included in the record. Thank you for your time and attention to this matter.

Very Respectfully,

Grace Foy



Tri-Lakes Preservation, Inc. (TPI)

Jessica Merriam

From: Jackie Allred
Sent: Monday, July 20, 2026 12:04 PM
To: Jessica Merriam
Subject: FW: Opposition to Bucees Appeal
Attachments: BOCC Public Hearing signed for 7-21-26.pdf

I sent one of these to plnweb, but I think you want me to send them directly to you? Let me know if I should do something different.

Thank you!

Jackie Allred, CMC
Clerk to the Board Manager
El Paso County - Clerk and Recorder's Office
1675 W. Garden of the Gods Road, Suite 2201
Colorado Springs, CO 80907
Office: 719.520.6432 | Cell: 719.352.9495
jackieallred@elpasoco.com

From: ADMBOCCCom <ADMBOCCCom@elpasoco.com>
Sent: Monday, July 20, 2026 10:45 AM
To: Jackie Allred <JackieAllred@elpasoco.com>
Subject: FW: Opposition to Bucees Appeal



Jeni Smith

Principal Executive Assistant
El Paso County | Administrative Services
Office: 719.520.6923
JeniSmith@elpasoco.com

From: tracy john <twonome@msn.com>
Sent: Thursday, July 16, 2026 7:12 PM
To: ADMBOCCCom <ADMBOCCCom@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>
Cc: Katherine <katlaw065@gmail.com>; Kelley Kopycinski <kkopy@comcast.net>; TPI Secretary <secretary@trilakespreservation.org>
Subject: Opposition to Bucees Appeal

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Report

El Paso County Digital, Strategy & Technology (DST)

Dear Board of County Commissioners,

Attached is a signed letter that I would like entered into the record as opposition to the appeal by Buc-ee's regarding the rezoning of a parcel of land in Monument.

I understand that the Board will be meeting to consider this matter, and I respectfully request that the attached letter be considered as part of the public record and included as opposition to the appeal.

Thank you for your time and consideration.

Sincerely,

Tracy John

Public Opposition Comment to the El Paso County Board of County Commissioners Regarding Buc-ee's

July 16, 2026

El Paso County Board of County Commissioners
200 South Cascade Avenue
Colorado Springs, CO 80903

Re: Public Comment in Opposition to Buc-ee's Applications

Dear Chair and Commissioners:

I respectfully urge you to vote no on the Buc-ee's rezoning appeal and halt this proposed development in northern El Paso County. This is not a routine zoning matter. It is a decision about whether to permit a massive, high-intensity travel center in an area already burdened by traffic congestion, unsafe road conditions, public safety demands, and limited groundwater.

At approximately 74,000 square feet with about 120 fueling positions, Buc-ee's is far beyond the scale of a neighborhood convenience store. Its size and operations would bring substantially more vehicle trips, turning conflicts, heavy traffic, noise, lighting, emergency response demands, and pressure on roads that are already inadequate. Approving this project under C-1 zoning would ignore the purpose of that zoning: to ensure commercial uses remain compatible with nearby residential areas and surrounding properties.

- **Not community-serving:** Buc-ee's is designed for regional highway traffic, not local neighborhood needs.
- **Not compatible:** Its scale, traffic, fuel operations, and round-the-clock impacts conflict with nearby land uses.

C-1 zoning should protect community character and prevent incompatible commercial impacts. A Buc-ee's Travel Center at this location would do the opposite. Its scale and intensity would harm nearby residents, strain public infrastructure, and set a troubling precedent for development that exceeds what the zoning allows.

These impacts should not be minimized or deferred. They should stop this proposal from moving forward.

The review process also raises serious concerns. The March 10, 2026 administrative boundary line adjustment appears to have enabled a project of regional scale to advance

Public Opposition Comment to the El Paso County Board of County Commissioners Regarding Buc-ee's

without the level of public scrutiny it deserves. Even if that process was technically allowed, it should not determine the outcome now. The Board has both the authority and responsibility to apply independent judgment, protect the public interest, and reject a development that is incompatible with this location.

Tri-Lakes Preservation, Inc. has also provided an independent analysis showing that Buc-ee's should not be classified as a convenience store under the El Paso County Land Development Code. The County's code does not define travel centers, and Buc-ee's is attempting to proceed by fitting a 31-acre, highway-oriented travel center into an obsolete C-1 zoning category intended for much smaller, more compatible uses.

The analysis makes clear that Buc-ee's is not a convenience store because:

- It is not neighborhood-scale.
- Its 120 fueling positions far exceed incidental fuel sales.
- Its restaurant and food preparation operations exceed convenience-store use.
- Its traffic, parking, lighting, fuel storage, and 24-hour operations create impacts far beyond C-1 zoning.
- Its function and impacts are far closer to a truck stop than a convenience store.

Buc-ee's own materials do not support treating this proposal as a convenience store. Instead, they show a large regional travel center with impacts that require a more rigorous review. Labeling it as a convenience store would sidestep the scrutiny appropriate for a project of this size and intensity.

The more accurate comparison is to a truck stop: a large-scale highway facility offering fuel, retail, food service, extensive parking, and continuous operations. That classification would require the County to evaluate the project through a more appropriate process focused on location, impacts, and mitigation.

For these reasons, I urge the Board to vote no, deny the rezoning appeal, and stop this incompatible development from moving forward. The burden should not fall on residents, local roads, emergency services, and scarce groundwater resources to absorb the impacts of a project that does not belong at this location.

Public Opposition Comment to the El Paso County Board of County Commissioners Regarding Buc-ee's

Respectfully submitted,

A handwritten signature in blue ink, appearing to read "Tracy John". The signature is stylized with a large, looped "T" and a cursive "John".

Tracy John
18810 Spring Valley Rd
Monument, CO 80132

Jessica Merriam

From: Tri-Lakes Preservation (TPI) <contact@trilakespreservation.org>
Sent: Wednesday, July 15, 2026 8:55 AM
To: Holly Williams; Carrie Geitner; Bill Wysong; Cory Applegate; Lauren Nelson; Meggan Herington; Kylie Bagley; PCD Hearings; PLNWEB
Subject: Evidence Submission for Buc-ee's Use Determination Appeal - APP261
Attachments: Use Determination - Independent Analysis_Final_07-14-2026.pdf

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

To the El Paso County Commissioners and Planning and Community Development Staff,

Please find attached the enclosed report regarding Buc-ee's appeal of the Planning and Community Development Director's July 1, 2026 determination concerning the proposed use classification for the Buc-ee's travel center project. Please include this report in APP261 and consider it as evidence when making a determination.

The purpose of this report is to provide additional analysis of the Land Development Code, the proposed project's characteristics and impacts, and the applicable standards governing use classifications and "similar use" determinations under the Code.

As outlined in the report, we believe the proposed Buc-ee's development is fundamentally inconsistent with the definition of a neighborhood-serving convenience store and with the intent and permitted uses of the C-1 zoning district. The scale, intensity, traffic generation, fuel operations, lighting, and 24-hour nature of the proposed development more closely resemble a travel center or truck stop than any use contemplated within C-1 zoning.

The report further concludes that, while a travel center does not perfectly align with the County's existing truck stop definition, it satisfies the Land Development Code's "similar use" criteria for classification as a truck stop within the Commercial Services (CS) zoning district and should therefore be subject to the public review and scrutiny associated with that process.

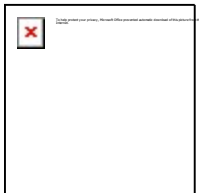
This appeal presents an important policy question extending beyond a single project: whether the County's existing zoning framework and use classifications will be applied consistently and predictably, or whether large-scale regional travel centers may be administratively classified as neighborhood convenience stores despite substantial differences in scale, impacts, and function.

We respectfully request that the Board consider the attached analysis when evaluating Buc-ee's appeal and uphold the Director's determination that the proposed development does not qualify as a permitted convenience store use within the C-1 zoning district.

Thank you for your time, consideration, and service to the residents of El Paso County.

Very Respectfully,

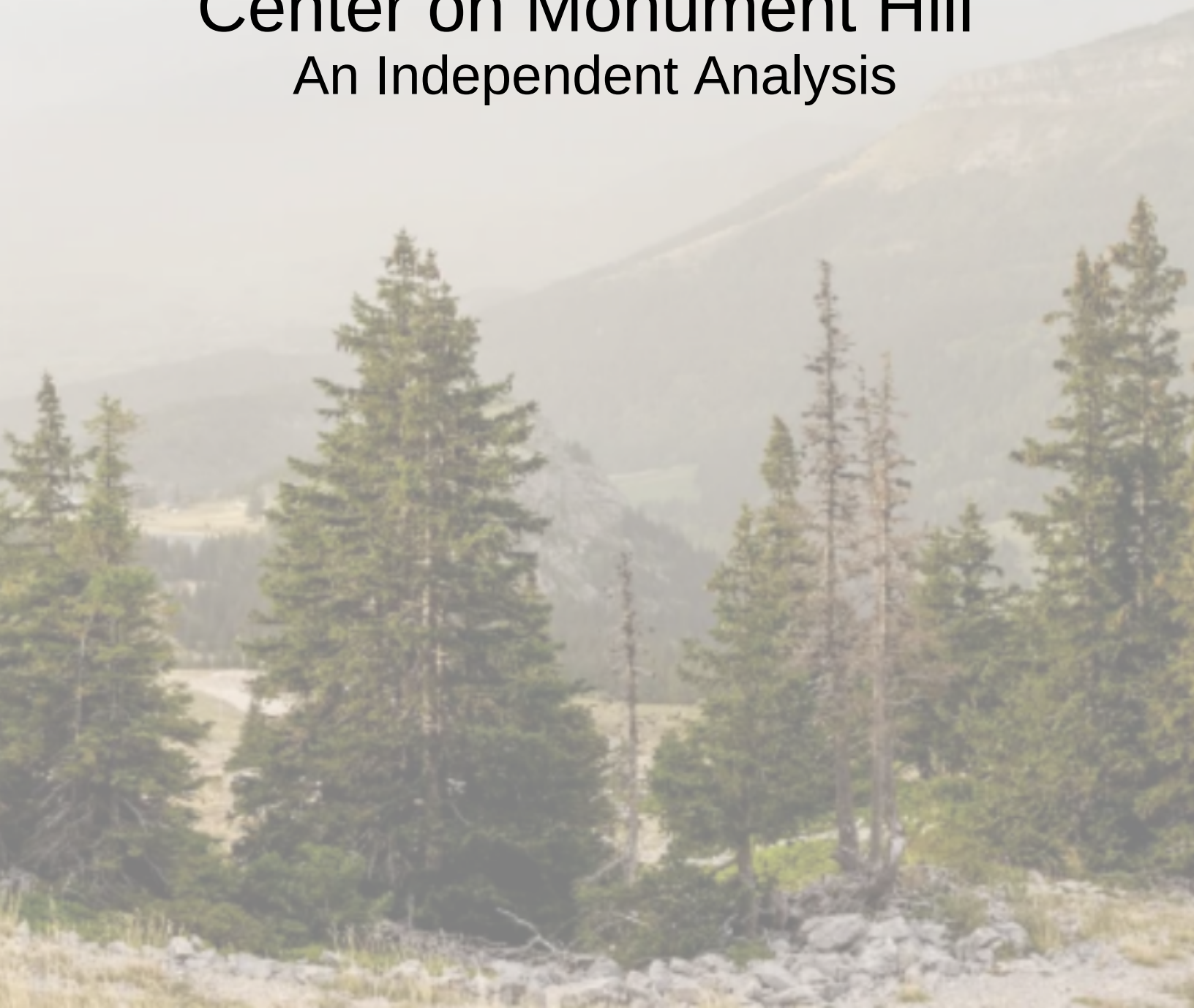
The Tri-Lakes Preservation, Inc Board



Tri-Lakes Preservation, Inc. (TPI)



Use Determination For Travel Center on Monument Hill An Independent Analysis



Executive Summary

This executive summary gives a brief, high-level overview of the main findings documented in this report. The full report begins on page three.

Determination Request Appealed After Planning Staff Declines Convenience Store Label. Buc-ee's EPCO LLC (applicant) is asking the County to classify as a convenience store a proposed 31-acre travel center, with a 74,000 square foot retail and restaurant building, 120 fuel pumps, 20 electric vehicle (EV) charging stations, and 812 parking spaces (791 standard spaces and 21 accessible spaces). Specifically, the applicant is seeking a determination on whether the travel center meets the County's definition of a convenience store or is similar to one for purposes of being allowed in the obsolete C-1 commercial zone.

The County's Planning and Community Development (PCD) Director initially evaluated this request and declined to classify the travel center as a convenience store. The response to the determination request notes that the "facility includes a combination of characteristics, impacts, and design elements that are mixed and uncommon within unincorporated El Paso County." The applicant has appealed to the Board of County Commissioners (BoCC) for the Board to make a final determination.

Buc-ee's Does Not Meet the Definition of a Convenience Store. On the question of whether the proposed travel center meets the County's definition of a convenience store, the answer is clear. The travel center does not meet the County's definition. In the Land Development Code (LDC), a convenience store is defined as having a primary purpose of serving the surrounding neighborhood. The Buc-ee's travel center on the other hand would primarily serve highway travelers. The proposed travel center also includes functions beyond the scope of a convenience store with restaurant space, food preparation, and large-scale fuel sales. The applicant's attempts to claim they intend to serve the neighborhood are flawed and contradictory and should be rejected.

Buc-ee's Does Not Meet "Similar Use" Criteria for a C-1 Zone. If the travel center does not meet the definition of a convenience store, the second question is whether it meets the criteria to be considered similar to one for purposes of being allowed in a C-1 zone. The answer to this second question is also clear. The travel center does not meet the County's criteria to be considered similar to a convenience store or allowable in a C-1 zone. The travel center is not consistent with the purpose of the C-1 zone and would have characteristics and impacts of a far greater scale than a convenience store or any other allowable uses in a C-1 zone. The applicant relies on a flawed analysis by comparing the traffic impacts of the travel center to three scenarios of high-intensity uses. However, the uses they have chosen as comparisons are not

convenience stores and are not even allowed uses in a C-1 zone. Thus, the applicant's comparison is invalid. In fact, the applicant's own information on the characteristics of the project show that the project would be a better fit in a different commercial zone that allows for large-scale, high-intensity development.

Figure 1: Truck Stop, Not Convenience Store, Meets County's "Similar Use" Determination Criteria	
Criteria 1: <u>Consistent with Purpose of Zone</u>	Criteria 2: <u>Similar Characteristics as Allowed Uses in the Zone</u>
Convenience Store in C-1 Zone	
 Fails to meet criteria. C-1 zone is the more restrictive of the obsolete zones and the original intent was to prohibit all fuel sales in C-1 zone.	 Fails to meet criteria. A travel center would have impacts such as traffic, noise, light pollution, and health impacts of a much greater scale than anything allowed in C-1 zone.
Truck Stop in CS Zone as a Special Use	
 Meets criteria. CS zone is intended for commercial retail and commercial services that serve the general public. Truck stops and other high-intensity uses are allowed.	 Meets criteria. While on the higher end of intensity for CS uses, the traffic, noise, light pollution, and health impacts are within the scope of other allowed uses, especially with a truck stop being a special use which would allow for greater evaluation of impacts to ensure consistency with the zone.

Travel Center Should be Classified as a Truck Stop. While the proposed travel center fails to meet the criteria to be considered a convenience store, it does meet the "similar use" criteria in Section 5.3.6 of the LDC to be considered a truck stop. Figure 1 summarizes the results of the analysis for a travel center as similar to either a convenience store or truck stop. As the Figure shows, a truck stop meets the County's criteria for making an administrative determination, while a convenience store fails to meet the criteria. (The detailed analysis of how each option fails or meets the criteria is provided in this report.) Accordingly, the BoCC should determine that the applicant's travel center is similar to a truck stop and should be classified as such for purposes of pursuing future development of the project.

Background

Buc-ee's EPCO LLC (applicant) has submitted a request for an administrative determination to El Paso County to have a proposed travel center classified as a convenience store for purposes of being an allowable use in the County's Land Development Code (LDC). The administrative determination request first went to the Director of the Planning and Community Development (PCD) Department. The PCD Director did not approve the request to classify the travel center as a convenience store. In response, the applicant filed an appeal of the decision and is requesting that the Board of County Commissioners (BoCC) determine how to classify the travel center.

Large Travel Center Proposed for Site in Residential Tri-Lakes Neighborhood

Buc-ee's is proposing to build a 31-acre travel center, with 74,000 square feet of retail and restaurant space, 120 fuel pumps, 20 electric vehicle (EV) charging stations, and 812 parking spaces (791 standard spaces and 21 accessible spaces).¹ (A fuel pump is counted as a single fueling position, typically there is one position on either side of a fuel dispensing unit.)

The proposed site for the project is on parcels primarily zoned C-1. The C-1 zone is obsolete, because its use was phased out in 1991, but land previously designated as C-1 retains that zoning designation until rezoned.² The LDC specifies allowable primary and accessory uses for all zones, including the obsolete ones. In addition to C-1 zoning, the applicant owns an adjacent parcel zoned commercial community (CC), which is the current zoning designation for small-scale commercial development intended to serve the surrounding neighborhood.

The proposed Buc-ee's travel center would be located on Monument Hill in the established Tri-Lakes area of northern El Paso County. The area surrounding the proposed site is primarily single-family homes on large lots along with protected open space. The area is classified as the suburban residential "placetype" in the County's Master Plan³, and is actually surrounded by even larger lot residential development and more protected open space than the placetype would suggest. The population of the three Tri-Lakes communities (Monument, Palmer Lake, and Woodmoor) totals about 22,600, which includes 8,750 households⁴.

Applicant Told in 2024 To Rezone and Adhere to 300-Year Water Rule

The applicant's team of developers first approached El Paso County in May 2024⁵ about building a large travel center on the site on Monument Hill. At that time, the applicant initiated an early assistance process with the County to discuss land use, zoning, water, traffic, and the approval process in general. As part of this process, the applicant was advised to rezone the parcels and adhere to the County's 300-year water rule—a finding that the water rights and aquifer levels could support the project for 300 years.

Ultimately, the applicant attempted a flagpole annexation with the Town of Palmer Lake a couple of miles to the west in order to get water and have the use approved through Palmer Lake instead of the County's process. However, after much controversy, the annexation request was withdrawn. After the failed annexation, and with full awareness of the zoning restrictions, Master Plan, and community opposition, the applicant purchased the parcels on Monument Hill in early 2026.

Use Determination as a Convenience Store Circumvents Original Requirements

Now that the annexation to Palmer Lake has failed, the applicant has come back to El Paso County in another attempt to have the travel center project approved at the same site on Monument Hill. However, the applicant is not proposing to rezone the site and meet the 300-year water rule, which was the process initially specified by the County. Instead, the applicant has initiated a series of piecemeal actions—also known as segmentation—in an apparent attempt to avoid the requirements initially specified by the County's PCD Department. Part of this piecemeal process relies on maintaining the parcel's obsolete C-1 zoning designation, which in turn leads to the applicant's request to have the proposed travel center classified as a convenience store.

The LDC identifies three types of developments that allow for the retail sale of fuel. These include gas stations, truck stops, and convenience stores. According to Table 5.1 in the LDC, gas stations and truck stops are not allowable uses on C-1 zoned land. As such, the applicant is asserting that the project should be classified as a convenience store. This is because that is the only type of land use that allows for any retail sale of fuel in a C-1 zone.

PCD Director Unable to Say Travel Center is Similar to a Convenience Store

In response to the request for an administrative determination, the PCD Director declined to classify the travel center as a convenience store or similar to one under the Section 5.3.6 "similar use" criteria in the LDC. The Director and PCD staff reviewed 26 existing convenience stores in El Paso County and other allowed uses in a C-1 zone as part of making this determination. The response issued states that "the proposed facility includes a combination of characteristics, impacts, and design elements that are mixed and uncommon within unincorporated El Paso County."¹

The existing convenience stores reviewed by the PCD staff range in size from 676 square feet to 5,550 square feet. Some of these stores have no retail fueling. Of the stores with retail fuel sales, the largest such gas station has 18 fuel pumps. It is noted by the PCD Director that none of these existing convenience stores are located in a C-1 zone. The PCD Director's focus on comparing the travel center primarily to existing convenience stores adheres to the language and intent of the LDC. While the "similar use" criteria, described later in this report, references

comparing an unlisted use to other allowable uses in a zone, it is reasonable for the determination to tie back to the overall form, function, and concept of a convenience store.

With the applicant's appeal of this determination, the BoCC must now consider the questions of whether the travel center meets the definition of a convenience store, meets the "similar use" criteria to be classified as a convenience store, or meets the criteria to be classified as another use type. The analysis in this report answers all three of these questions and provides the documentation to support these findings.

Does a Travel Center Fit the Definition of a Convenience Store?

The current version of the LDC does not include a definition of a travel center nor does it specify in which zone types a travel center would be an allowable use. The applicant asserts in their appeal that the proposed travel center should be classified as a convenience store. However, this analysis finds that the project does not meet the LDC's definition of a convenience store in a number of ways.

A Convenience Store Must Be a Neighborhood Market

Code Establishes Convenience Stores as Neighborhood Markets

The LDC defines a convenience store as:

"An establishment for the purpose of offering for sale to the neighborhood in which it is located such items as groceries, ready-to-eat food, over-the-counter drugs, and sundries. A convenience store may include retail sale of gasoline and other petroleum products."

A key part of the definition is that a convenience store's *purpose* must be to offer products for sale "to the neighborhood in which it is located". This definition describes a neighborhood market serving the surrounding community.

Master Plan Supports Neighborhood-Scale Definition

The County's Master Plan identifies the project site on Monument Hill as being in the "suburban residential placetype." The land uses for the suburban residential placetype are described in the plan and clearly state that single family detached homes are the primary land use. Commercial retail and commercial services are listed as supporting land uses with the plan stating these must be "less prevalent and serve to support the primary land use". Furthermore, the plan states "Few commercial uses may be appropriate in Suburban Residential. Those allowed ***must be small-scale standalone businesses that serve a neighborhood population*** (emphasis

added).”⁶ The Master Plan clearly requires commercial development in a suburban residential placetype to be small-scale, serve a neighborhood population, and be supportive of the primary land use of single-family homes. Thus, the definition of a convenience store as serving the surrounding neighborhood is not only clear in the LDC, but is specifically supported by the Master Plan for the proposed site on Monument Hill.

Applicant’s Documentation Fails to Demonstrate a Primary Intent to Serve the Neighborhood

The applicant’s request for a determination as to whether the travel center project meets the definition of a convenience store fails to demonstrate that the establishment’s purpose would be serving the neighborhood in which it is located.

Applicant Wrongly Asserts that Tying into Roadways Equates to Serving the Neighborhood.

The applicant asserts that the adjacent Interstate 25, County Line Road, and Beacon Lite Road are part of the neighborhood. Further, the applicant states that the “proposed Buc-ee’s will be physically connected to and functionally integrated with the existing roadway network and surrounding land uses...” The applicant incorrectly asserts that by virtue of connecting their project to the existing roadway network this means the project is therefore serving the neighborhood. All developments connect to the roadway network in one way or another. Connecting to roadways in general, or to the specific roadways noted by the applicant, does not define the function or characteristics of a development.

Furthermore, the applicant appears to conflate the highway itself with the people traveling on it. The highway itself would not be served by the travel center due to the increased traffic and likely congestion. The people traveling on the highway, while potentially served by the travel center, would not identify themselves as part of the neighborhood unless they happened to actually live there. Under the applicant’s faulty logic, anyone traveling through a community would be part of that neighborhood simply by virtue of driving through. This stands in contrast to the County’s definition of a neighborhood as “primarily residential areas unified by shared characteristics, functional connections, and spatial perceptions.” Highway travelers who would pass through the Tri-Lakes area are not residents, and are not unified with the community through shared characteristics or connections.

Applicant Fails to Address Other Elements of Neighborhood Definition. The County’s definition of a neighborhood specifies that neighborhoods are places with shared characteristics and spatial perceptions, as well as common design themes. The applicant does not address this part of the definition of neighborhood. In fact, the size, scope, and site plan elevating the proposed travel center 30-feet above the natural grade is inconsistent with the existing character, spatial perceptions, and design themes of the neighborhood. People who live in the community have

expressed concerns that the proposed travel center is fundamentally out of character with the neighborhood. The PCD Director's findings similarly note that the proposed travel center includes characteristics and design elements that are mixed and uncommon, not only in the surrounding neighborhood, but within unincorporated El Paso County more broadly.

Applicant Asserts that Convenience Stores Should Serve General Public in Contrast to County Definition. The applicant asserts that "the Code does not limit convenience stores to serving only immediately adjacent residences." The unrealistically strict definition (only immediately adjacent residences) used in this comparison has no basis in the LDC and appears to have been concocted by the applicant in an effort to undermine and confuse the County's actual definition of a convenience store. The applicant then makes a leap to conclude that the lack of such an unrealistically strict definition of the intended community served should be interpreted as meaning the LDC intends for convenience stores to serve "people living, working, and traveling nearby"—meaning the general public. The applicant's assertion that the general public is the target customer base is in direct conflict with the County's definition of a convenience store as an establishment for the purpose of serving the neighborhood.

Applicant Wrongly Asserts that Location by the Interstate Makes it a Convenience Store. The applicant asserts that the LDC does not prohibit convenience stores along major transportation corridors. This is correct, but is irrelevant as the County's definition of a convenience store does not include criteria on the proximity to transportation corridors. The applicant then goes on to state that because some convenience stores currently exist along major transportation corridors within the County that this establishes a siting pattern of convenience stores being located near transportation corridors. While this may be true, this fact again does not speak to how the applicant's proposed travel center meets the definition of a convenience store. Simply choosing a site along a highway does not make the travel center a convenience store and has no nexus to the County's definition. By the applicant's logic, the location of a project, rather than its function and characteristics would determine how a use is defined. This illogical conclusion would undermine the very purpose of the LDC and must not be considered relevant.

Additionally, the examples the applicant gives of convenience stores located near transportation corridors highlights the massive difference in scale and scope of the travel center with actual convenience stores. Specifically, the size of the proposed Buc-ee's is 14 to 21 times as large as the referenced convenience stores (according to the El Paso County Assessor's Office):

- Falcon Circle K is 5198 square feet. The retail portion of the proposed Buc-ee's would be more than **14 times as large**.
- Charlie's Convenience Store is 5040 square feet. The retail portion of the proposed Buc-ee's would be more that **14-and-a-half times as large**.

- Meadowbrook Parkway Circle K is 4480 square feet. The retail portion of the proposed Buc-ee's would be more than **16-and-a-half times as large**.
- Fuel B's Convenience Store is 3500 square feet. The retail portion of the proposed Buc-ee's would be more than **21 times as large**.
- Space Village Loaf N Jug is 3621 square feet. The retail portion of the proposed Buc-ee's would be more than **20 times as large**.

Applicant Wrongly Asserts that Unrelated Features Make the Travel Center a Convenience Store. The applicant claims that it intends to serve the community with certain proposed features of the travel center including: EV charging facilities, enhanced landscaping and open space, wildlife mitigation measures, 24-hour backup power, emergency response staging area, and fire-water supply improvements. However, most of these features are actually mitigation measures for negative impacts that would be caused by the project. Prior to site work, the parcels were in a natural state with old growth ponderosa pine trees and a seasonal stream. Landscaping, leaving part of the site as open space, and wildlife mitigation are all mitigation measures that will reduce the harms caused to the community rather than bring a net benefit.

Furthermore, these purported ancillary benefits of the travel center do not fall within the scope of the LDC's definition of a convenience store. Specifically, the LDC defines offerings of a convenience store as "groceries, ready-to-eat food, over-the-counter drugs, and sundries." Emergency staging, back up power supplies and the other such features do not align with the purpose and products referenced in the County's convenience store definition. In fact, these purported benefits (such as emergency staging) point to the scale of the proposed travel center as being fundamentally different than that of a convenience store.

Buc-ee's Primary Purpose is to Serve Travelers

Rather than being an establishment for the purpose of serving the surrounding neighborhood, the proposed Buc-ee's travel center has a primary business purpose of selling products and fuel to regional travelers. The applicant previously reported to the Town of Palmer Lake that 90-95 percent of their sales are to customers outside the zip code in which a travel center is located.⁷ Thus, the intent of the business is not to be a neighborhood store. The very business model of the Buc-ee's company is in conflict with the County's definition of a convenience store.

Buc-ee's even refers to itself as a travel center and touts its regional scale business model. Notable examples of this include:

- **Buc-ee's Told El Paso County in 2024 This Project Was a Travel Center.** In 2024, as part of the early assistance with El Paso County, the applicant called the proposed project on Monument Hill a "travel center".

- **Company Website Calls Larger Locations Travel Centers.** As of July 2026, the Buc-ee's official website references its supersized locations as "travel centers" contrasting these travel centers and their offerings with the older Buc-ee's locations that are more typically sized gas stations with convenience stores.
- **Buc-ee's Refers to its Locations as Travel Centers in the Press.** When speaking to the press, Buc-ee's refers to its locations as travel centers. For example, in an article dated April 3, 2026 about the first Buc-ee's to open in Ohio, company spokesman Randy Pauly said "We don't want to be just another gas station. We are a family travel center..."⁸ This quote highlights the gas station as a core part of their business and the travel center description reflects their customer base as being travelers rather than local residents.
- **Buc-ee's Refers to its Locations as Travel Centers in Planning Documents.** In planning documents and project proposals across the country, Buc-ee's refers to its locations as travel centers. For example, in the proposal submitted to Johnstown, Colorado for the state's only existing Buc-ee's, the company described the location as "a large travel center". Similarly, in North Carolina a project was called "Buc-ee's Travel Center at Effland Station" in the official documents proposed by the company.

Proposed Travel Center Too Big to Serve the Surrounding Neighborhood

Applicant Wrongly Asserts that Lack of Size Limit in Code Means Unlimited Size. The applicant asserts that the lack of specific size limits in the LDC means that a convenience store can be any size. While the applicant is correct that there is no specific size limit in the County's definition of a convenience store, that does not erase the requirement that a convenience store must intend to serve the local neighborhood. The lack of a size limit gives flexibility to have somewhat larger or smaller convenience stores based on the size and needs of individual communities, rather than unlimited size.

Size of Buc-ee's Too Big to Serve Tri-Lakes Community. The retail component of the proposed Buc-ee's travel center at 74,000 square feet would be 30 times larger than the average convenience store in the country and 15 times the maximum allowable size for a convenience store in the neighboring Town of Monument.^{9, 10} It would be roughly four times as large as all the other existing convenience stores in the Tri-Lakes area combined. In fact, it would be larger than almost all of the nearby grocery stores and drug stores in the Town of Monument and it approaches the size of nearby large-scale retail businesses. Figure 2 (next page) shows the size of the proposed Buc-ee's retail store compared to other local stores.

A 74,000 square foot convenience store could not be supported by the population in the surrounding community. As discussed later in this report, Buc-ee's expects 22,150 vehicle trips daily to this location. This is a typical level for a Buc-ee's travel center and reflects the tens of thousands of customers expected each day to support the large-scale travel center.

In order for the expected trips and customers to come from the surrounding community, each of the 8,750 households in the Tri-Lakes area would need to visit the travel center more than

two and a half times each day—an unrealistic assumption. Thus, it is clear from the large scale of the proposed Buc-ee's that it is not intended to serve the population of the surrounding residential neighborhood or even the Tri-Lakes area more generally.

Project Does Not Align with Type of Development the Community Says It Wants

Another way in which the project is not intended to serve the surrounding neighborhoods (as the definition of a convenience store requires) is because the proposed project is inconsistent with preferences and priorities for future development expressed by the community.

Monument Town Survey. In 2021, the Town of Monument conducted a survey of its citizens and found that concerns about over-development and growth at too large of a scale was a key concern. In particular, residents expressed concerns over large scale growth eroding the charm and character of their small town.¹¹

Figure 2: Size of Commercial Developments in the Tri-Lakes Area

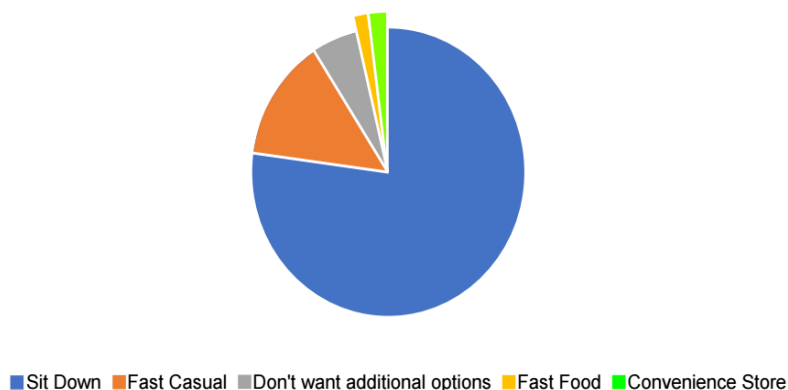
Establishment	Estimated Retail Size (Sq ft)
Gas Stations with Convenience Stores	
7-Eleven (Baptist Rd)	2,400
7-Eleven (Hwy 105)	3,049
Phillips 66 Food Mart ^a	4,300
Valero	4,099
Maverik	4,951
Travel Centers (Truck Stops)	
QuickTrip	7,628
Pilot Travel Center	13,478
Grocery and Drug Stores	
Walgreens	14,408
Goodwill	22,378
Safeway	55,183
Proposed Travel Center	
Buc-ee's	74,000
Large-Scale Retail	
Kohl's ^a	85,000
King Soopers	86,779
Home Depot ^a	110,000
Walmart	222,850
(a) All square foot amounts are from El Paso County Assessor's website, except these. These square foot amounts are estimates using measurement tools from Google Earth due to the information not being accessible on the Assessor's website.	

Dining Options Polling. In recent social media polling, residents of the Tri-Lakes area were asked what type of dining options they would like to see added in the area. The results are in Figure 3 and show that 77 percent of respondents to the poll wanted additional sit-down style

restaurants. In contrast, only 2.1 percent of respondents would like to see more convenience store foods available and 1.6 percent would like additional fast-food options.¹²

In addition, the long and contentious history of this project shows that there is significant opposition from the community. Given all this information, it is hard to argue that a community so generally opposed to this type of development, and to this project in particular, would somehow be served by it.

Figure 3: Poll of Tri-Lakes Residents Preferences for New Dining Options



Incidental Fuel Sales Do Not Allow for a Travel Center

The County's definition of a convenience store is one of a neighborhood market that *may* include the retail sale of fuel. While the definition does not specify the number of allowable fuel pumps, it must still meet the requirement of providing a service on a neighborhood scale. In fact, the definition of a convenience store before the C-1 zone was made obsolete, explicitly excluded the sale of fuel.¹³ When combined with the fact that gas stations and truck stops are not allowed in a C-1 zone, this clearly shows the intent to prohibit all fuel sales before the zone was made obsolete. Therefore, it is reasonable to interpret the inclusion of fuel sales by convenience stores in the current version of the LDC as optional and small-scale, or somewhat incidental to the overall purpose of the convenience store. This is because while no specific size limit is specified in the LDC, it is implied with the definition of a convenience store as a neighborhood market, and by the specific exclusion of gas stations and truck stops as allowable uses in a C-1 zone.

A 120-pump gas station cannot reasonably fit into the definition of a convenience store. This number of fuel pumps would nearly double the number of passenger vehicle gas pumps that currently exist in the entire Tri-Lakes area.

Figure 4 shows the proposed travel center would have 30 times the number of fuel pumps as the smallest existing facility in the area (a 7 Eleven convenience store with four gas pumps). The proposed travel center would have four times as many fuel pumps as the largest facility in the area, the Pilot Travel

Center, when accounting for both the Pilot's passenger and commercial vehicle fueling.

The scale of the proposed gas station component of the travel center can in no way be viewed as small-scale, serving the neighborhood, or incidental. The gas station part of the proposed travel center fails to meet the County's definition of a convenience store.

**Figure 4: Size of Buc-ee's Gas Station
Would Dwarf Others in Tri-Lakes**

Name	Passenger Pumps	Truck Pumps	Total Pumps	How Many Times Larger is Buc-ee's
Gas Stations				
7-Eleven (Hwy 105)	4	0	4	30
Sinclair	8	0	8	15
7-Eleven (Baptist Rd)	10	0	10	12
Circle K	12	0	12	10
Safeway	12	0	12	10
Murphy Express	16	0	16	7.5
Maverik	20	0	20	6
Phillips 66	12	10	22	5.5
Valero	8	16	24	5
Subtotal	102	26	128	
Truck Stops				
QuickTrip	11	14	25	4.8
Pilot	12	18	30	4
Subtotal	23	32	55	
Total	125	58	183	

Restaurant and Food Preparation Inconsistent with Convenience Store Definition

The proposed travel center includes food preparation services—essentially a large fast-food restaurant inside the Buc-ee's store that prepares and packages food for sale inside the store. While the applicant has not specified how much space food service comprises of the proposed project, the Johnstown, CO Buc-ee's includes an estimated 8,700 square feet of food service space.¹⁴ At roughly 8,700 square feet, the food service area would be more than twice the size of most fast-food restaurants. Buc-ee's is known for serving barbeque-style dishes that are smoked offsite, but prepared onsite. In addition, Buc-ee's serves burritos, sandwiches, baked goods and other foods, many of which are prepared onsite to some degree.

However, the County's definition of a convenience store does not include having a restaurant or onsite food preparation. Rather the definition for a convenience store only includes ready-to-eat foods. In addition, the LDC specifically identifies restaurants and food processing as separate uses. Thus, a large part of the travel center would be dedicated to uses that exceed the scope of the County's definition of a convenience store.

Is a Travel Center Similar to a Convenience Store?

The applicant's request for a use determination asks that if the project does not meet the definition of a convenience store (which this analysis finds it does not), that the BoCC consider whether the travel center is similar to a convenience store or other allowed uses in a C-1 zone. The LDC establishes criteria for making such a determination.



When evaluated against these criteria, it is clear that a travel center is not similar to a convenience store or other allowed uses in a C-1 zone. The ways in which the proposed travel center fails to meet the criteria are described in the section below. The size of the travel center underlies many of the reasons why a travel center is not similar to a convenience store as size determines many of the impacts and characteristics of a development. Figure 5 gives a visual comparison of the size

of the travel center compared to a typical convenience store using the same scale. The figure illustrates the significant differences in size between a travel center and a convenience store.

Code Specifies Process and Criteria for Classifying Unlisted Uses

Section 5.3.6 of the LDC describes the process for the County to evaluate whether a proposed development is similar to an existing defined type of development. The process requires the County to evaluate the proposed project against certain criteria to determine if (1) the function, performance, and location requirements are consistent with the purpose of the zoning district and, (2) the use is compatible with other allowed uses and similar in characteristics such as traffic, parking and noise. The LDC specifically states:

“When a use is not specifically identified as allowed in a zoning district or overlay zoning district, it shall not be allowed in the zoning district or overlay zoning district unless it meets the following criteria in determining the use is a similar use: The function, performance characteristics, and location requirements of the unlisted use shall be consistent with the purpose and description of the zoning district where it is proposed; The unlisted use is compatible with the uses specifically allowed in the district, and similar in characteristics such as traffic and parking generation, noise, glare, vibration, and dust.”

This analysis finds that the proposed Buc-ee’s travel center fails to meet both criteria established in the LDC for evaluating whether it is similar to a convenience store or other allowable uses in a C-1 zone.

Fails Criteria 1: Not Consistent with Purpose of the C-1 Zone

Purpose of C-1 District is More Restrictive and Did Not Allow Fuel Sales Before Becoming Obsolete

The first criteria considers whether the project is consistent with the purpose and description of the C-1 zone. The current version of the LDC does not contain a robust definition of the C-1 zone, because this zone has been obsolete since 1991. However, the description of the obsolete zones in the current LDC states that C-1 zoning was for providing commercial activities while another obsolete commercial zone still retained in the LDC, C-2 zoning, was for the purpose of providing for *large* commercial activities. All of the principal uses allowed in C-1 are also allowed in C-2, but there are several larger-scale and more intensive uses listed for C-2 that are not allowed in C-1 zoning. Meaning that the C-1 zone was the more restrictive commercial zoning type before coming obsolete. In terms of function, gas stations, food processing, and fuel sales and storage are not allowed in C-1 zones, but are allowed in C-2 zones. In addition, before the C-1 zone became obsolete, the County’s definition of a convenience store specifically excluded the

sale of fuel.¹³ This means that before becoming obsolete, the sale of fuel was prohibited in the C-1 zone because gas stations, truck stops, and fuel sales and storage were not allowed and convenience stores at the time also did not allow the sale of fuel.

Travel Center is Large and Would Have Significant Retail Fuel Sales

The proposed travel center is a large-scale development and would serve regional travelers, with 120 fuel pumps. Given that the C-1 zone expressly prohibited fuel sales before becoming obsolete and was the more restrictive of the obsolete commercial zones, it is clear that a travel center is not consistent with the purpose or description of the zone. In contrast, the C-2 zone allowed for large commercial development and some fuel sales.

Applicant Mischaracterizes Purpose of C-1 Zoning

The applicant relies on a single phrase that the zoning district “is established for the purpose of providing commercial activities” for determining the purpose of the C-1 zone. The applicant then incorrectly asserts that “this is a broad, unqualified statement of purpose that imposes no limitation on the scale, type, or customer base of commercial uses.” The applicant fails to acknowledge the obsolete C-1 zone’s description in relation to the obsolete C-2 zone, the latter of which is for *large* commercial activities. The parts of the LDC cannot be viewed in isolation, and the purpose of the zoning districts must be viewed in the context of the descriptions of the other zones. Thus, the applicant’s assertion that the zone imposes no limitation on scale is incorrect. The applicant also fails to acknowledge the true intent of the C-1 zone based on how it was described and what uses were allowed before the zone was made obsolete. As stated above, the C-1 zone clearly allowed only for more restrictive commercial activity (as opposed to large commercial in a C-2 zone) and expressly prohibited all fuel sales.

Fails Criteria 2: Project Not Compatible and Has Much Larger Impacts

The second criteria asks two questions, whether a proposed project “is compatible with the uses specifically allowed in the district, and similar in characteristics such as traffic and parking generation, noise, glare, vibration, and dust.” The proposed travel center fails to meet these criteria in several ways.

Travel Center Not Compatible with Allowed Uses

Applicant Fails to Demonstrate Compatibility. The applicant asserts that the proposed Buc-ee’s is compatible with a broad range of uses expressly permitted in the C-1 zoning district. However, the applicant provides no analysis or attempts to describe or quantify support for this statement.

Travel Center Incompatible with Residential Area and Certain C-1 Uses. In fact, a large travel center is not a compatible use with an established residential neighborhood. This is supported by the Master Plan's description of suburban residential neighborhoods as having a primary purpose of supporting single family homes and that commercial development in these areas must be small-scale. In addition, the proposed travel center is incompatible with some of the other allowed uses in a C-1 zone (a criteria that must be considered under Section 5.3.6). Specifically, C-1 zones allow for schools, childcare centers, and public parks. These community-oriented uses that serve children are incompatible with a large travel center. This is because the traffic, pollution, and transient nature of travel center customers pose health and safety risks to children.^{15,16, 17}

Travel Center Does Not Have Similar Characteristics to Convenience Stores or Other Allowed Uses

Applicant's Conclusions on Criteria 2 Rely on Disallowed Uses in C-1 Zone. The applicant includes a lengthy analysis in their submittal comparing the traffic characteristics of the proposed travel center with three other development scenarios they claim are allowed in a C-1 zone. However, the applicant's scenario analysis is seriously flawed because they rely on scenarios that are not actually allowed in C-1 zones, and they fail to quantify any characteristics beyond traffic impacts.

In the traffic analysis, the applicant states that the proposed Buc-ee's travel center would have 22,150 daily trips to the site. The applicant created three scenarios in an attempt to show the traffic generated by the Buc-ee's travel center would be of a similar magnitude to other developments. These scenarios are:

- **General Retail Shopping Center.** This scenario is a large shopping center with a total of 304,500 square feet of commercial space, including a 120,000 square foot super-sized grocery store, eight fast-casual and fast-food restaurants totaling 24,000 square feet, five high-turnover sit-down restaurants totaling 30,000 square feet, and 27 additional retail and/or service developments totaling 130,500 square feet. Under this large shopping center scenario, the applicant estimates 35,934 daily trips.
- **Supercenter Shopping Center.** This scenario is a large shopping center with a total of 245,000 square feet of commercial space, including a 200,000 square foot superstore, two high-turnover sit-down restaurants totaling 12,000 square feet, four fast-food restaurants totaling 12,000 square feet, a convenience store with gas station totaling 5,000 square feet and 16 fuel pumps, and an additional 16,000 square feet of strip retail space. Under this shopping center scenario, the applicant estimates 20,812 daily trips.
- **Theater/Concert Venue.** This scenario is modeled after a scaled-up version of the Ford Amphitheater in Colorado Springs. The scaled-up scenario includes a 9,000 seat, 336,000

square foot theater and concert venue. Although the applicant models this scenario after an amphitheater and shows an amphitheater in their concept drawings, the description of the scenario contains a footnote stating this scenario assumes the theater is indoors. Under this scenario, the applicant estimates 10,364 daily trips.

Shopping Centers Not Allowed in C-1. The first two scenarios are very clearly shopping centers. However, shopping centers are not an allowable use in a C-1 zone. They are not listed on the principal or accessory use tables for the C-1 zone. In contrast, shopping centers are allowed in Commercial Service (CS) and Commercial Regional (CR) zones as these zones are intended for larger scale developments. Section 5.3.6 (C)(2) of the LDC states relative to making similar use determinations that:

“The listing of any use as being allowed in any particular zoning district or overlay zoning district shall be deemed to be an exclusion of the use from any other zoning district, in which the use is not specifically listed.”

Since shopping centers are allowed in other zones, the absence of a shopping center listed as an allowed use in the C-1 zone not only means it isn’t allowed, but shopping centers are specifically excluded as a use.

The C-1 zone allows for commercial or retail *as part of* an overall shopping center, but does not allow for the development of a shopping center itself. While one specific use identified in the shopping center scenarios might be allowable in a C-1 zone (such as the 5,000 square foot convenience store), building a full shopping center, as the scenarios assume, is not allowed. Thus, the applicant’s first two scenarios must not be viewed as providing evidence of comparable characteristics to other allowed uses in a C-1 zone. Instead, the first two scenarios are merely an insightful illustration of how far outside the scope of C-1 zoning and the concept of a convenience store the applicant must reach to find uses having traffic of a comparable scale to their proposed travel center.

Concert Arena Not Allowable in C-1 Zone. The third scenario is a large indoor theater or concert arena, modeled on a larger, indoor version of the Ford Amphitheater. The applicant asserts that such a venue would be allowable under C-1 zoning as a “theater.” In addition to the Ford Amphitheater, the applicant lists the Broadmoor World Arena as an example of a theater that would be allowed in a C-1 zone. While a theater is an allowable use in C-1 zone, it does not appear that a 9,000-seat arena meets the spirit and intent of a “theater” in the LDC. Neither the Ford Amphitheater nor the Broadmoor World Arena are located in C-1 zones. Both are located in the City of Colorado Springs and neither is in a commercial zoning district. The applicant has presented no information to suggest that the large arena described in their scenario would be an allowable use in a C-1 zone.

In fact, the dimensional use standards for the C-1 zone, as specified in Table 5.4 of the LDC, limit the height of buildings to 30 feet, which is not tall enough to accommodate a 9,000-seat arena. For example, the interior height of the Broadmoor World Arena is 79 feet from floor to ceiling, with the totally building height therefore being even taller.¹⁸ The height of the Ford Amphitheater's stage canopy alone is 70 feet from the stage to the canopy.¹⁹ Thus, while a small theater, such as a small movie theater, or small community theater (with a maximum height of 30 feet) could be allowed in a C-1 zone, the applicant has presented no information on an allowable version of a theater to make the case that the characteristics and community impacts would be of a similar scale to the proposed travel center.

Applicant's Own Analysis Shows Traffic of a Much Greater Scale. The applicant estimates there would be 22,150 daily trips to the travel center. In addition, the travel center would receive frequent supply deliveries from commercial trucks. The applicant's own documents estimate a typically-sized convenience store and gas station would have 3,212 daily trips. This means that according to the applicant's traffic analysis, the travel center would have nearly seven times the amount of traffic as a convenience store with a gas station. Thus, the applicant's own traffic analysis documents how the travel center is not similar to a convenience store and would have a much higher-intensity of use and impacts.

In terms of other allowed uses in a C-1 zone, the applicant's traffic analysis finds that a fast-food restaurant with drive-thru would have 1,345 daily trips, and a high-turn-over sit-down restaurant would have 623 daily trips.

Applicant Fails to Comprehensively Quantify Other Characteristics. The information the applicant presents on criteria number two is heavily focused on the traffic scenarios described above and contains little analysis on other characteristics or impacts of the project compared to convenience stores or other allowable C-1 zone uses. The applicant mentions noise characteristics and asserts that other allowable uses are capable of generating noise equal to or greater than the proposed travel center. However, the applicant presents no data or analysis to quantify these noise levels. Similarly, the applicant asserts that the travel center will not generate excessive vibration, smoke, fumes, or dust. However, the applicant provides no quantifiable assessment of these characteristics or how they compare to allowed uses in a C-1 zone district. The burden of showing similarity of characteristics is on the applicant and they have failed to quantify these other characteristics.

Other Characteristics Would Have Impacts of a Much Greater Scale. While the applicant has failed to quantify other characteristics and community impacts, the available information points to the travel center as having much greater impacts than anything allowed in a C-1 zone. This is because convenience stores and other allowable uses would not generate traffic, noise and light

pollution anywhere close to the scale of the impacts the proposed travel center would generate based on its size, purpose of serving regional travelers, and 24/7 operations. Specifically:

- **Vehicular-Related Noise and Air Pollution.** Based on the applicant's own traffic analysis, the traffic generated by the proposed travel center would be seven times greater than an actual convenience store and gas station. This means the corresponding traffic-noise and air pollution from vehicles would also be at least seven times higher than an actual convenience store (more if the travel center results in traffic backups). In addition, the vehicular-related noise and air pollution is likely to be even higher because Buc-ee's does not provide seating in their restaurant area so customers tend to sit in their vehicles with engines idling in the parking lot while eating their purchased food items.
- **Health Risks of Much Greater Scale.** The travel center would also pose health risks not associated with other allowable uses in a C-1 zone. This is because the travel center would have 120 gas pumps and large fuel holding tanks. Small leaks and spills are common in all gas stations. In addition, gas stations are known to increase air pollution and the release of volatile organic compounds. While these health risks might be minimal from the type of small-scale fueling associated with actual convenience stores, when scaled up many times larger than a typical convenience store with a gas station, the health risks to nearby properties will be of a much greater scale. The amount of fuel spills that would wash off the site would not be incidental, and could cause significant damage to water and soil quality on surrounding properties, including neighboring wells, and nearby protected open space. No other allowable use in a C-1 zone would pose health risks associated with fuel pumps and tanks.²³
- **Light Pollution of Much Greater Scale.** The proposed travel center would have 260 exterior lights. The existing development in C-1 zones tend to be small-scale with minimal exterior lighting. Nothing comparable to a travel center has been identified in a C-1 zone by the applicant, or in this analysis. In fact, the exterior lighting for the travel center would be of a much larger scale than even the exterior lighting for a large commercial development in a CR zone. For example, the lighting plans for the King Soopers in the Falcon Marketplace (zoned CR) shows 80 exterior lights.²⁰ The proposed Buc-ee's travel center would have more than three times the number of exterior lights as the Falcon King Soopers. This indicates that not only would the light pollution from the Buc-ee's travel center be far greater than any existing C-1 uses, but it would be several times greater than large commercial developments in a CR zone.
- **Other Noise Pollution of Much Greater Scale.** Noise pollution would similarly be of a much greater scale with a travel center than a convenience store other allowable C-1 uses. One type of noise impact is reflected highway noise caused by the size of the proposed travel center. Because the site of the proposed travel center is sloped, it would

sit atop an over 30-foot-high retaining wall built to create a level construction pad. The actual building would rise another 30 feet in the air. In total, the retaining wall plus the walls of the building would create an over sixty-foot-high structure parallel to I-25. The size of this structure would bounce a significant amount of the highway noise off the retaining wall and building and over to the residential Woodmoor community on the east side of the highway. This is likely to necessitate the construction of sound walls. The applicant fails to identify this serious noise issue and includes no discussion of how it would be mitigated. It is unclear from the applicant's proposal if noise mitigation can be achieved in a reasonable way given the large -scale of the proposed project. It also appears from the lack of this issue being addressed in the application that the County would likely be required to pay for soundwalls needed to mitigate the noise. In contrast, a typically sized convenience store would not require a building site built up 30 feet above the natural grade because it would not require such a large construction pad. In addition, an actual convenience store would have a smaller building overall, thus generating much smaller-scale noise impacts and likely not requiring sound walls or other noise mitigation.

- **More Blocked Views Than a Convenience Store.** The C-1 zone limits the height of a structure to 30 feet tall. However, as described above, the proposed Buc-ee's would sit atop an over 30-foot-high retaining wall used to build up a large construction pad creating an over 60-foot-high structure. The 30-foot-high retaining wall is only necessary due to the large size of the travel center. It is unlikely that a convenience store other C-1 uses would need to build a construction pad over 30 feet high, because the other C-1 uses are not nearly as large as the proposed travel center. Thus, the Buc-ee's would block mountain views 30 feet higher than would otherwise be expected for this site. The loss of views will have serious negative impacts on property values for the homes on the east side of I-25.

How Should a Travel Center Be Classified?

This report establishes that the proposed travel center does not meet the definition of a convenience store, nor is it similar to a convenience store for purposes of being considered an allowable use for a C-1 zoned site. However, the County should still answer the question of how to define or categorize a travel center based on what type of development it is most similar to.

Closest Definition is a Truck Stop

Gas stations and truck stops are the two other uses defined in the LDC that allow for the retail sale of fuel (aside from convenience stores). The County's definition of a truck stop allows for

the sale of fuel, restaurant facilities, and other sales and services. The definition of a gas station focuses on the sale of fuel and vehicle-related services such as car washes. In comparing the proposed travel center to the definitions of a gas station and a truck stop neither definition fully meets the characteristics of a Buc-ee's. Although the definition for a truck stop comes close.

The characteristics of the proposed travel center are: being a large-scale facility, serving highway travelers, selling fuel, selling other retail items, and providing food services. Figure 6 shows the degree to which the elements of the proposed travel center aligns with the definitions and characteristics of a gas station and a truck stop.

Figure 6: Travel Center is Closest to Definition of a Truck Stop

	Large-Scale Size	Serve highway travelers	Fuel Sales Allowed	Retail Allowed	Food Services Allowed	Serve Passenger & Commercial Drivers
Truck Stop	✓	✓	✓	✓	✓	Only commercial drivers
Gas Station	Not Typical	General Public	✓	Limited	✗	✓

More than a Gas Station. The applicant asserts that the proposed travel center does not meet the County's definition of a gas station. While this is correct, it is not because the travel center does not contain a gas station, but rather because it is more than a gas station. It is a large-scale gas station combined with large-scale retail, restaurant and food services, and large bathroom facilities.

Truck Stop Definition Comes Closest. As the figure shows, truck stops, like travel centers are large-scale facilities that serve highway travelers. The County's definition of a truck stop allows for fuel sales, retail sales, and food services. The primary way in which the proposed travel center does not fit the County's definition of a truck stop is that truck stops are defined as serving commercial vehicles and their drivers. While the County's definition is narrowly focused on commercial drivers, most truck stops actually serve both commercial and passenger vehicle drivers. Similarly, the proposed Buc-ee's travel center intends to serve primarily passenger vehicle and small commercial vehicles, but not large commercial vehicles.

Buc-ee's has a company policy banning fuel sales and parking of 18-wheeler commercial trucks at most, but not all, of its locations. The large travel centers look and function similarly enough

to truck stop travel centers that the company typically needs to place signs at the entrances to its travel centers specifying certain larger commercial trucks are not allowed. Smaller commercial vehicles that can fit at a typical fuel pump—such as utility-style trucks, commercially-operated pickup trucks, and commercial vans— are typically not banned. Buc-ee’s sells diesel fuel, which supports these smaller commercial vehicles. Drivers of 18-wheeler commercial vehicles wishing to use the retail and food services offered by the travel center would be required to park offsite, but may still use the facilities and purchase items. (The County’s definition of a truck stop includes additional optional allowable features to serve commercial drivers that are not part of the proposed travel center, but these additional features are permissible and not required for a development to be considered a truck stop.)

The applicant claims they should not be considered a truck stop because the travel center will not accommodate 18-wheeler commercial vehicles, however, the applicant does not address the extent to which they plan to serve the drivers of smaller commercial vehicles. The County’s definition references commercial drivers, not 18-wheeler trucks specifically. In addition, the applicant claims the travel center should not be considered a truck stop because it will not include showers, truck washes, and other optional elements of a truck stop. The lack of these optional features does not make the proposed travel center inconsistent with the definition of a truck stop.

Is a Travel Center Similar to a Truck Stop?

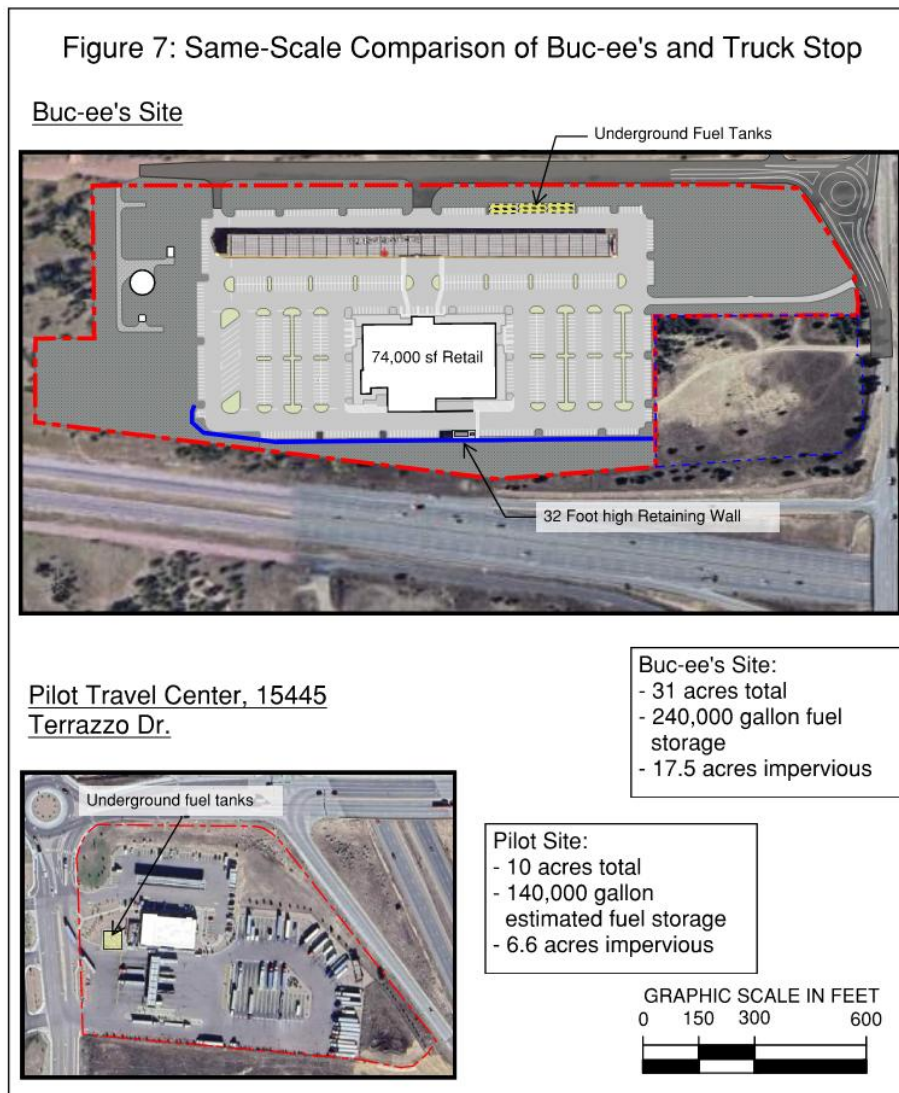
While the proposed travel center does not fully meet the definition of a truck stop, it does appear to meet the criteria in section 5.3.6 of the LDC to be considered similar to a truck stop in a Commercial Services (CS) zone.

Because the section 5.3.6 criteria requires comparing an unlisted use (in this case the travel center) to the allowable uses in a particular zone, it is necessary to determine both the potential similar use and the most relevant zone. Truck stops are allowed as a special use in three zones, one of which is the CS zone. When the proposed travel center is evaluated against the section 5.3.6 criteria to determine if it qualifies as a similar use as a truck stop in a CS zone, it meets both criteria, as described in the section below.

Figure 7 (next page) visually compares the proposed travel center with the Pilot truck stop in Monument using the same scale. As the figure shows, the Buc-ee’s travel center site would be about three times the size of the Pilot truck stop. While the Buc-ee’s is much larger than the Pilot, it is much closer in scale than when compared to a convenience store. Both the Buc-ee’s and the Pilot have 50-60 percent of the total site as impervious surfaces. Each facility also has large-scale fuel storage.

Meets Criteria 1: Consistent with Purpose of the Zone

The LDC defines the CS zoning district as intended to accommodate retail, wholesale or service commercial uses that serve the general public. A travel center contains retail and service components. In addition, a travel center is intended to serve primarily highway travelers, which would be considered part of the general public. The CS zone allows for a broad range of commercial uses, including large-scale commercial developments, such as truck stops.



Meets Criteria 2: Similar Impacts as Allowed Uses with Special Use Consideration

Consistent with Other Uses in CS Zone. The second criteria is whether the proposed use would be consistent with allowable uses in the CS zone and have similar community impacts as those allowable uses. Other allowable uses in a CS zone including a truck stop, freight terminal, heavy equipment rental, home improvement center, light industry or light manufacturing, mini

warehouse, and shopping centers, are all large-scale developments. In terms of consistency, siting a travel center in the same zone as a truck stop does not raise consistency concerns.

Similar Characteristics and Impacts as a Truck Stop. A travel center would have similar characteristics as a truck stop, including significant traffic impacts, large parking areas, significant exterior lighting, and 24-hour operations. In addition, truck stops have very large fuel

tanks and sell a high volume of fuel similar to a travel center. Other allowed uses in a CS zone, which include some large-scale developments, could also have similar characteristics or community impacts.

Special Use Designation is Important. It is likely that the Buc-ee's travel center would be on the high end of intensity compared to other truck stops or other allowable uses in a CS zone. As Figure 7 illustrates, the proposed Buc-ee's would be three times as large as the Pilot truck stop in Monument. While the Buc-ee's would be much larger and possibly a more intensive use than a typical truck stop, this difference in scale could be accounted for under the use designation as a truck stop. This is because a truck stop is considered a special use in the LDC requiring a greater level of evaluation and scrutiny of a proposed project. This additional evaluation required for special uses takes into account location and community specific issues as to whether a truck stop (or travel center) fits at any given proposed site. For example, the special use process is intended to ensure there will be no unmitigated traffic issues, the use is in harmony with the surrounding neighborhood, and would not pose health risks. This additional layer of oversight from the special use designation would be highly beneficial when applied to travel centers considering the significant traffic levels, unique community impacts, health risks, and other concerns that surround these types of developments.

Similar Use Analysis Adheres Closely to Compared Use. It is worth noting that this evaluation of the "similar use" criteria for a truck stop classification focuses on the impacts of truck stops (the similar use being compared to), rather than other potential uses allowed in the same zones as truck stops. This distinction is important. The applicant's analysis relies on high-intensity uses that are unrelated to a convenience store in the inaccurate attempt to show how a travel center meets the "similar use" criteria. Whereas the similar use analysis comparing a travel center to a truck stop does not need to reach far outside the concept of a truck stop to show the similarities.

Travel Center is a Single Integrated Use Like a Truck Stop

The applicant states that the travel center is a single principal use, not multiple principal uses. This is because the travel center functions as a single unified establishment and the various parts of the travel center operate in an integrated fashion. Viewing the travel center as a single principal use, rather than multiple principal uses, does appear to fit well with the overall characteristics and function. This is because the travel center functions as a single large-scale development and the size, scope, and impacts may not be adequately addressed if the functions of the travel center were considered as separate principal uses. For example, a separate gas station, retail store, and restaurant are unlikely to generate the same level of traffic and impacts as is seen when these functions are merged together into a large travel center.

Furthermore, the scale and operations of the travel center appear integrated and inseparable. Buc-ee's does not have large travel centers that do not include a gas station. Part of the business model of the travel center is to attract highway travelers with the large-scale gas station. The customers of the gas station part of the travel center then support the retail and restaurant operations. The business model is one of high-turnover and high-traffic that relies on the various functions of the travel center supporting each other. The applicant's own assertion that the travel center is a single, integrated, principal use further supports a travel center being similar to a truck stop. This is because a truck stop is the County's only defined use that allows for such a multi-function integrated development with gas station, retail, and restaurant components.

BoCC Should Categorize Travel Centers as Truck Stops

In order to provide clarity on the use type and associated zoning requirements, the BoCC should classify the proposed travel center as a truck stop. While the travel center does not fully meet the definition of a truck stop, it does meet the LDC's "similar use" criteria to be considered similar to a truck stop and therefore fulfills the decision-making criteria the BoCC must consider. If the BoCC chooses not to classify the travel center as a truck stop, it should initiate a process to add a definition to the LDC for travel centers. This definition should identify the appropriate large-scale commercial zoning required for travel centers, such as CS or CR zones. Given the high-intensity nature and significant impacts a travel center would have, the BoCC should make travel centers a special use in the LDC, similar to truck stops.

Conclusion

The proposed Buc-ee's travel center would be a large-scale, high-intensity development that is inconsistent with the definition of a convenience store and allowable uses in a C-1 zone in general. The applicant has failed to demonstrate that their project meets the criteria established for the BoCC to approve an administrative determination as a convenience store or other allowable use in a C-1 zone. However, analysis of the project, its impacts, and the "similar use" criteria in the LDC, point to a clear answer in terms of how to define the proposed travel center. Specifically, travel centers should be categorized as truck stops. Of the three defined uses in the LDC that allow for the sale of fuel, a travel center most closely matches the definition of a truck stop. While the definition of a truck stop is not a perfect fit, it meets the "similar use" criteria that the BoCC has been asked to evaluate for this project. This analysis finds that the BoCC should make a determination that travel centers are similar to truck stops. Doing so would provide clarity to the applicant on the zoning requirements and process for pursuing the development of a Buc-ee's travel center in El Paso County.

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Contact

General Inquiries: media@trilakespreservation.org

Address: PO Box 212, Monument, CO 80132

Website: <https://www.trilakespreservation.org>

Jessica Merriam

From: Kylie Bagley
Sent: Monday, July 13, 2026 9:14 AM
To: Jessica Merriam
Subject: Fw: Opposition to Convenient Store Classification



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: tshook17@gmail.com <tshook17@gmail.com>
Sent: Sunday, July 12, 2026 4:36 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Opposition to Convenient Store Classification

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Members of the El Paso County Board of County Commissioners, Meghan Herrington,

I respectfully submit this letter to express my continued concerns regarding the proposed Buc-ee's development at Monument Hill and the related applications currently before El Paso County.

Over the past two years, residents throughout the Tri-Lakes region have consistently voiced concerns regarding the scale, location, water demands, traffic impacts, environmental consequences, and overall compatibility of this project with the character of northern El Paso County. The materials submitted into the public record demonstrate that these concerns are neither isolated nor recent. They represent a sustained and widespread response from residents who believe this proposal is fundamentally incompatible with the Monument Hill corridor.

Buc-ee's should not be characterized as a convenience store. It is a massive interstate travel center consisting of approximately 74,000 square feet of retail and restaurant space and approximately 120 fueling positions. This scale far exceeds what most residents envision when they hear the term "convenience store."

The proposed development would function as a regional destination designed to attract thousands of vehicles daily. Its impacts would include increased traffic, noise, light pollution, fuel emissions, water consumption, and pressure on local infrastructure. Such a facility is fundamentally different from a neighborhood convenience store and should be evaluated accordingly.

While much public attention has focused on whether a formal Buc-ee's application has been filed, many residents remain concerned that related land-use actions, water-right

transfers, boundary adjustments, and well applications may facilitate the eventual development of a project that has already generated substantial public opposition. Equally concerning is the appearance of overlapping relationships among individuals involved in land-use decisions, consulting activities, and project advocacy. Whether or not any actual conflict exists, public confidence in the process depends upon transparency, disclosure, and the avoidance of circumstances that create an appearance of impropriety. Residents deserve assurance that all decisions are being evaluated solely on the merits of the application and in accordance with county regulations.

Of particular importance is the long-term protection of water resources within the Denver Basin aquifer system. Water is not merely another development consideration in northern El Paso County; it is the limiting factor that will determine the sustainability of future growth. Any proposal that could affect groundwater availability warrants the highest level of scrutiny and public review.

The Monument Hill interchange serves as more than a commercial opportunity. It is a gateway to our communities and a critical transportation corridor connecting Palmer Lake, Monument, Woodmoor, and surrounding neighborhoods. Many residents believe that introducing a development of this magnitude—including a large-scale travel center with extensive fueling operations—would permanently alter the character of the area and create impacts that far outweigh any perceived benefits.

I respectfully request that the Board ensure complete transparency throughout every stage of review, require strict compliance with all county regulations and water requirements, carefully evaluate any potential conflicts or appearances of conflicts, and give substantial weight to the concerns repeatedly expressed by residents throughout the Tri-Lakes region.

The public's trust in county government depends not only on the final decision but on the integrity, openness, and fairness of the process that leads to it.

Thank you for your consideration and for your service to the residents of El Paso County.

Respectfully,

Trina Shook

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:26 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's is NOT a convenience store!!



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Hannah Shea <goofnutball@gmail.com>
Sent: Tuesday, July 7, 2026 5:02 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ee's is NOT a convenience store!!

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners:

The question before you is not whether Buc-ee's is popular, whether it creates jobs, or whether some residents may welcome it. The question is whether the El Paso County Land Development Code permits a 31-acre interstate travel center with 120 fueling positions to operate in the obsolete C-1 zoning district.

On July 1, 2026, the Planning and Community Development Director reached that conclusion and declined to classify the proposed development as a permitted "Convenience Store." That determination was correct, and it should be upheld. This appeal asks the Board to do something much larger than approve a single project. It asks you to redefine the meaning of multiple provisions of the Land Development Code in order to fit a prohibited use into a zoning district where it does not belong. The Code expressly allows gas stations in CC, CR, CS, C-2, and M zoning districts. It does not allow them in C-1. That omission matters. The County's Code is explicit that when a use is listed in some districts and omitted from others, the omission is intentional and operates as an exclusion. If the Board overturns the Director's determination and allows this project anyway, the practical effect will be to erase the distinction between permitted and prohibited uses in C-1 zoning.

If a 120-position fuel facility is not a gas station, then what is?

The applicant argues that Buc-ee's cannot be a gas station because it does not perform oil changes, vehicle repairs, or car washes. But the Code never requires those activities. They are optional incidental uses, not defining characteristics.

The applicant further attempts to insert requirements into the Code that simply do not exist, including assertions regarding "primary orientation" toward fueling and restrictions on retail activity that appear nowhere in the adopted language. The Board should interpret the Code that was written, not the Code the applicant wishes had been written.

The facts are straightforward. Buc-ee's proposes to sell gasoline and diesel fuel to motorists from 120 fueling positions at an interstate interchange. The County has a name for that use: a gas station.

The appeal's attempt to characterize the project as a convenience store fares no better.

Convenience stores serve neighborhoods. Buc-ee's serves destinations.

The County's Code requires a convenience store to serve "the neighborhood in which it is located." The proposed facility is designed, marketed, and operated as a regional draw for interstate travelers. Buc-ee's itself describes its stores as destinations. The company's own representatives have compared new locations to tourist attractions. Hotels fill during grand openings. Customers travel from multiple states to visit. Buc-ee's own projections in other jurisdictions show that the overwhelming majority of customers travel substantial distances to reach its stores. That is not a neighborhood-serving use by any reasonable interpretation of the term.

The alternative "similar use" argument fails for an even simpler reason: the County cannot use a similar-use determination to override an express prohibition in the Code. Gas stations are not an undefined or unforeseen use. They are specifically identified, specifically regulated, and specifically excluded from C-1 zoning. A similar-use analysis cannot be used to transform an excluded use into an allowed one. If it could, no exclusion in the Code would have any meaning.

Perhaps the most important issue before the Board is fairness. Every other applicant in El Paso County is expected to follow the development process established by the Land Development Code. When projects require rezoning, applicants seek rezoning. When projects require public hearings, applicants participate in public hearings. When projects have significant impacts on traffic, water, infrastructure, and surrounding land uses, those impacts are evaluated through the public process established by the County. Buc-ee's should not be held to a different standard. The proper avenue for a regional travel center of this size is rezoning to an appropriate district such as C-2, or review through a special use or planned development process with full notice and public hearings. Those processes exist to answer the very questions this appeal attempts to avoid:

- Is the project compatible with surrounding land uses?
- Is it consistent with the Master Plan?
- Are traffic impacts acceptable?
- Is there sufficient long-term water supply?
- What are the cumulative impacts on the surrounding community?

Those are policy questions that belong in public hearings—not in an administrative reinterpretation of an obsolete zoning designation.

Finally, the Board should consider the precedent it sets today. If this appeal is granted, future applicants will rightly ask why they should pursue rezoning or special use approval when prohibited uses can instead be reclassified through creative interpretation and administrative appeal. The County's zoning system depends upon consistency, predictability, and equal application of the rules. Those principles are larger than any one applicant.

For these reasons, I respectfully request that the Board:

- Deny Buc-ee's appeal and uphold the Director's July 1, 2026 determination;
- Confirm that a 120-position interstate fuel facility constitutes a gas station use not permitted within C-1 zoning;
- Reject the use of "similar use" provisions to circumvent explicit restrictions within the Code; and
- Require the applicant to pursue the same public process required of every other large commercial development in El Paso County.

The issue before you is not whether Buc-ee's deserves approval.

The issue is whether the County's Code means what it says.

If it does, this appeal must be denied.

Respectfully,

Hannah Foy

El Paso County Unincorporated Resident

Monument, Colorado

Jessica Merriam

From: PLNWEB
Sent: Monday, July 20, 2026 7:58 AM
To: Jessica Merriam
Subject: FW: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

From: jacqueline percy <jackiepercy@hotmail.com>
Sent: Sunday, July 19, 2026 1:14 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; PLNWEB <PLNWEB@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; savannah.eller@gazette.com; Tony.Keith@koa.com; Noah.Caplan@koa.com; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTv News <news@kktv.com>; achalfin@krcc.org; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com; newstips@9news.com; tips@kdvr.com; jalvarado@denverpost.com; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com; newsroom@coloradosun.com; Karin.Brulliard@washpost.com; jim.carlton@wsj.com; news-tips@nytimes.com; tips@cnn.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; tips@thefp.com; talkshow@aol.com; editor@monumentindependent.com
Subject: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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Report

El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

A convenience store is a small retail business that stocks everyday essentials like snacks, beverages, groceries, toiletries, and over-the-counter medicines. These stores are designed for quick, "grab-and-go" shopping, typically feature extended hours (often 24/7), and are located in easily accessible, high-traffic areas. They are usually under 5000 square feet, which makes them easier to get into and out of.

A convenience store is not: a travel center, a gas station, a large shopping center. These locations are not convenient, and tend to bog down the local traffic and be more complicated to access. A convenience store is not a gas station nor a travel center. These tend to cater to those driving through the area, no living within it.

Buc-ees proposes a store in this location with up to 75,000 square feet, as well as up to 120 gas station pumps and over 800 parking spaces. This is not a convenience store, rather a large gas station or travel center. For many, this would be a destination in itself rather than a convenience store for locals.

A build of this type in this location would be, by no means, a convenience to the local community. I have owned a house in Woodmoor for nearly 20 years. Having a Buc-ees at this location would be a hindrance, a nuisance, and a disruption to traffic, causing noise, air, light, and tangible pollution. A build of this size does not belong here, nor would it be a convenience to those who live nearby.

One might argue that having gas stations closer would be more convenient. However, the current population of Monument is estimated between 11,000 and 14,500 people. A population of 11-15 thousand people generally requires 24-40 individual gas pumps split across 3 to 5 stations. This assumes an average of 6 to 8 pumps per station, balancing the national ratio of about 1 fueling station for every 2,000 to 2,500 residents. Monument currently has at least 10 gas stations with over 40 individual gas pumps. This far exceeds our local need.

Aside from my assertions that this build is not appropriate for this location, a robust independent evaluation done by TPI backs up this viewpoint. It shows that Buc-ees does not meet the neighborhood scale definition of a convenience store, the food preparation services exceed the scope of a convenience store, and 120 gas station pumps exceeds the extent of a convenience store. Its findings show that Buc-ees is inconsistent with C-1 zoning, which is an obsolete commercial zone that was intended to prohibit fuel sales.

In summary, there is no good argument to reclassify Buc-ees as a convenience store for this location. Please deny the appeal and uphold the Director's determination.

Thank you for your time.
Jacqueline Percy

Jessica Merriam

From: PLNWEB
Sent: Monday, July 27, 2026 7:39 AM
To: Jessica Merriam
Subject: FW: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

From: James Verlare <jverlare@gmail.com>
Sent: Sunday, July 26, 2026 2:45 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; PLNWEB <PLNWEB@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us; natasha_hutson@bennet.senate.gov; jess_cohen@hickenlooper.senate.gov; jarvis.caldwell.house@coleg.gov; matthew.smith1@mail.house.gov; integritymatterscos@gmail.com; contact@trilakespreservation.org; savannah.eller@gazette.com; Tony.Keith@koa.com; Noah.Caplan@koa.com; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com; newstips@9news.com; tips@kdvr.com; jalvarado@denverpost.com; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com; newsroom@coloradosun.com; Karin.Brulliard@washpost.com; jim.carlton@wsj.com; news-tips@nytimes.com; tips@cnn.com; tips@nbcuni.com; news.tips@abc.com; LBergman@newsnationnow.com; tips@thefp.com; talkshow@aol.com; editor@monumentindependent.com
Subject: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

1. **A gas station is not a permitted use in C-1.** Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, **this use is prohibited in C-1.**

The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

- First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.
- Second, the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15.
- Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.

2. **The use does not meet the Code's "Convenience Store" definition.** That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself:

At the grand opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74,000 square feet, 120 fueling positions and an estimate 165 toilets) — Buc-ee's own store-opening manager called it **"a destination," comparing it to Disney World** (*Arizona Daily Star*, June 22, 2026).

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A store the company itself markets as a multi-state destination, drawing customers who travel hundreds of miles and book hotels, does not serve "the neighborhood in which it is located." It cannot be shoehorned into the one C-1 use the appeal relies on. The appeal's answer — to redefine the interstate corridor itself as the "neighborhood" — is not what the Code says.

3. **The appeal's "similar use" fallback cannot rescue it either.** Buc-ee's argues in the alternative that its project is a "similar" permitted use under § 5.3.6.C.1. It is not available here. Section 5.3.6(E) is explicit: no interpretation may "authorize any use in a zoning district ... unless ... substantially similar to an allowed use," none may allow a use "inconsistent with the statement of purpose" of the district, and none may "have the effect of amending, abrogating, or waiving any other standard or requirement established by Code." Reclassifying a gas station into C-1 would abrogate the Code's express exclusion of gas stations from C-1 — exactly what § 5.3.6(E) forbids. And the "similar use" mechanism exists for uses the Code has not listed; a gas station is listed, and it is excluded from C-1. The appeal's trip-generation comparisons do not change this: similar traffic does not override an express exclusion.

4. **This decision belongs on a full public record — and the right path is a rezoning, not a reclassification.** Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone; it requires a noticed public evidentiary hearing at which the community can be heard. And because the Code distinguishes C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each with full notice and hearing.

5. **The application is also unreliable on its face.** Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators; and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.

I respectfully request that the Board:

1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;
2. Recognize that a 120-position fuel facility **is** a gas station, which the Code excludes from C-1;
3. Decide the appeal in public, on a full evidentiary record, with the community heard; and
4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully,

James Verlare

--

James Verlare
19280 Wakonda Way
Wakonda Hills
El Paso County
Monument, CO 80132
719-646-3390

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 1:15 PM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 - Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: janiecemurri@comcast.net <janiecemurri@comcast.net>
Sent: Wednesday, July 8, 2026 11:42 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 - Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

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2. Recognize that a 120-position fuel facility is a gas station, which the Code excludes from C-1;
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The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully,

M. Janiece Murri and Blake W. Murri
20467 Bald Mountain Court
Monument, CO 80132

Jessica Merriam

From: Kylie Bagley
Sent: Friday, July 10, 2026 2:42 PM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 - Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: janisfrazee@gmail.com <janisfrazee@gmail.com>
Sent: Friday, July 10, 2026 2:27 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 - Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

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Dear Commissioners:

First, I would like to thank you for not approving the proposed Buc-ee's as a Convenience Store. I so appreciate that.

Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

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Janis Frazee
19255 Starwood Drive
Monument, CO 80132
719-488-0611

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 8:42 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Jessica Seifert <jesnco@yahoo.com>
Sent: Wednesday, July 8, 2026 5:57 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

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This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

1. **A gas station is not a permitted use in C-1.** Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, **this use is prohibited in C-1.**

The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

- First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.
 - Second, the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15.
 - Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.
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3. **The appeal's "similar use" fallback cannot rescue it either.** Buc-ee's argues in the alternative that its project is a "similar" permitted use under § 5.3.6.C.1. It is not available here. Section 5.3.6(E) is explicit: no interpretation may "authorize any use in a zoning district ... unless ... substantially similar to an allowed use," none may allow a use "inconsistent with the statement of purpose" of the district, and none may "have the effect of amending, abrogating, or waiving any other standard or requirement established by Code." Reclassifying a gas station into C-1 would abrogate the Code's express exclusion of gas stations from C-1 — exactly what § 5.3.6(E) forbids. And the "similar use" mechanism exists for uses the Code has not listed; a gas station is listed, and it is excluded from C-1. The appeal's trip-generation comparisons do not change this: similar traffic does not override an express exclusion.
4. **This decision belongs on a full public record — and the right path is a rezoning, not a reclassification.** Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone; it requires a noticed public evidentiary hearing at which the community can be heard. And because the Code distinguishes C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each with full notice and hearing.
5. **The application is also unreliable on its face.** Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators; and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.

I respectfully request that the Board:

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2. Recognize that a 120-position fuel facility **IS** a gas station, which the Code excludes from C-1;
3. Decide the appeal in public, on a full evidentiary record, with the community heard; and
4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Furthermore, it does NOT serve our neighborhood and certainly does a disservice to our already established businesses. Allowing Buc-ee's at this location only serves Mr. Aplin's Texas-sized ego and bank account. Please deny the appeal.

Respectfully,

Tim & Jessica Seifert

1605 Plowman Pl

Monument, CO 80132

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:26 AM
To: Jessica Merriam
Subject: Fw: e: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Joan Mac <jmacd1@hotmail.com>
Sent: Tuesday, July 7, 2026 6:11 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: e: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

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Respectfully,
Joan MacDuff
1870 Bel Lago View
Monument, CO

Jessica Merriam

From: PLNWEB
Sent: Monday, July 13, 2026 9:03 AM
To: Jessica Merriam
Subject: FW: e: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

From: Joan Mac <jmacd1@hotmail.com>
Sent: Saturday, July 11, 2026 3:36 PM
To: PLNWEB <PLNWEB@elpasoco.com>
Subject: Fw: e: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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Mark Safe

Report

El Paso County Digital, Strategy & Technology (DST)

Dear Planning Commission Members,
Please see below.
Thank you for your careful consideration.

Joan

From: Joan Mac <jmacd1@hotmail.com>
Sent: Tuesday, 07 July 2026 18:11:41
To: HollyWilliams@elpasoco.com <HollyWilliams@elpasoco.com>; CarrieGeitner@elpasoco.com <CarrieGeitner@elpasoco.com>; BillWysong@elpasoco.com <BillWysong@elpasoco.com>; CoryApplegate@elpasoco.com <CoryApplegate@elpasoco.com>; LaurenNelson@elpasoco.com

<LaurenNelson@elpasoco.com>

Cc: megganherington@elpasoco.com <megganherington@elpasoco.com>; KennyHodges@elpasoco.com <KennyHodges@elpasoco.com>; kyliebagley@elpasoco.com <kyliebagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; governorpoli@state.co.us <governorpoli@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; news@koa.com <news@koa.com>; ASack@kxrm.com <ASack@kxrm.com>; news@fox21news.com <news@fox21news.com>; news@kktv.com <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; news@krcc.org <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; newsroom@denverpost.com <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cn.com <tips@cn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>

Subject: e: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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4. **This decision belongs on a full public record — and the right path is a rezoning, not a reclassification.** Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone; it requires a noticed public

evidentiary hearing at which the community can be heard. And because the Code distinguishes C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each with full notice and hearing.

5. **The application is also unreliable on its face.** Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators; and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.

I respectfully request that the Board:

1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;
2. Recognize that a 120-position fuel facility **is** a gas station, which the Code excludes from C-1;
3. Decide the appeal in public, on a full evidentiary record, with the community heard; and
4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully,
Joan MacDuff
1870 Bel Lago View
Monument, CO

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 8:28 AM
To: Jessica Merriam
Subject: Fw: Please Oppose Buc-ee's classification as a "Convenience Store"



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Dave Collins <davecollins@cc-logic.com>
Sent: Wednesday, July 8, 2026 2:38 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Please Oppose Buc-ee's classification as a "Convenience Store"

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Dear Commissioners:

I have personally visited the Buc-ees in Loveland, CO. Buc-ees is a Goliath with hundreds of gas pumps and in no way resembles a "convenience store".

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

A gas station is not a permitted use in C-1. Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, this use is prohibited in C-1.

The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.

Second, the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15. Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.

The use does not meet the Code's "Convenience Store" definition. That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself:

At the grand opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74,000 square feet, 120 fueling positions and an estimate 165 toilets) — Buc-ee's own store-opening manager called it "a destination," comparing it to Disney World (Arizona Daily Star, June 22, 2026).

The Arizona Republic reported that hotels nearest that store sold out for opening weekend, and the Arizona Daily Star documented customers driving in from Oregon, Minnesota, and other states, with Nevada and California plates filling the lot.

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This decision belongs on a full public record — and the right path is a rezoning, not a reclassification. Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone; it requires a noticed public evidentiary hearing at which the community can be heard. And because the Code distinguishes C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each with full notice and hearing.

The application is also unreliable on its face. Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators; and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.

I respectfully request that the Board:

Deny Buc-ee's appeal and uphold the Director's July 1 determination;
Recognize that a 120-position fuel facility is a gas station, which the Code excludes from C-1;
Decide the appeal in public, on a full evidentiary record, with the community heard; and
Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Furthermore, it does NOT serve our neighborhood and certainly does a disservice to our already established businesses. Allowing Bucee's at this location only serves Mr. Aplin's Texas-sized ego and bank account. Please deny the appeal.

Sincerely,
Dave Collins
17696 Lake Side Dr.
Monument, CO 80132

Jessica Merriam

From: Kylie Bagley
Sent: Friday, July 10, 2026 8:50 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Ed Hettler <edhettler@gmail.com>
Sent: Thursday, July 9, 2026 7:36 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTV News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

As a 35 year resident of the Monument area, I strongly oppose the proposed Buc-ee's as a permitted use in the C-1 zoning district, and I ask that this matter be referred to the Board of County Commissioners for a public hearing. The application asks the County to allow, by a closed-door administrative determination, a use the Land Development Code does not permit in C-1.

The impacts to Bucee's on the County Line location are well documented (CDOT traffic impacts, water usage in an already water limited area, fire, and police protection issues, property values in adjacent areas being lowered thus creating less tax revenue, location by Palmer Ridge high school impacting high school drivers). Also the fact that a corporation with an F Better Business Bureau (BBB) rating is not what we should want in El Paso County. To quote the BBB "Many Buc-ee's locations hold an "F" rating from the Better Business Bureau (BBB). Out of the roughly 38 locations listed on the BBB platform, 33 received this failing grade."

In my mind Bucee's as a convenience store is like comparing a Mom and Pop grocery store to a Costco. Below are details as to why the idea of Bucee's being a convenience store vs. travel center is absurd.

This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

1. A gas station is not a permitted use in C-1. Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, this use is prohibited in C-1.

The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

- First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.
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- Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.

2. The use does not meet the Code's "Convenience Store" definition. That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself:

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5. **The application is also unreliable on its face.** Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators; and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.

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1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;
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4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully

Ed Hettler
1537 Acorn Way
Monument CO 80132

719-641-3349
edhettler@gmail.com

Jessica Merriam

From: Kylie Bagley
Sent: Friday, July 10, 2026 2:17 PM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Emily Stoneham <emily.stoneham@outlook.com>
Sent: Friday, July 10, 2026 1:56 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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Dear Commissioners:

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The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully

Emily T Stoneham
1063 Greenland Forest Dr
Monument, CO 80132
El Paso County

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:55 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Gabrielle Steckman <steckmang@gmail.com>
Sent: Wednesday, July 8, 2026 8:47 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

1. **A gas station is not a permitted use in C-1.** Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, **this use is prohibited in C-1.**

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Respectfully,
Gabrielle Steckman
19945 Riverglen Lane
Monument, CO 80132
Phone: 719-963-6129

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:27 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Ginger Daughtry <gindaughtry@gmail.com>
Sent: Tuesday, July 7, 2026 7:27 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>; Meggan Herington <MegganHerington@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>
Cc: Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>; Cmegganherington@elpasoco.com <Cmegganherington@elpasoco.com>

Subject: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

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Ginger Daughtry
181 Saber Creek Dr
Monument, CO 80132
El Paso County

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From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:25 AM
To: Jessica Merriam
Subject: Fw: Use common sense - Buc-ee's is not a "convenience store"!



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Grace Foy <grace.allison@gmail.com>
Sent: Tuesday, July 7, 2026 4:45 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; Atis Jurka <ajurka@palmer-lake.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; Integrity Matters <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; Savannah Eller <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; Austin Sack <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTv News <news@kktv.com>; news@krdo.com <news@krdo.com>; Andrea Chalfin <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; Olivia Prentzel <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Use common sense - Buc-ee's is not a "convenience store"!

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director correctly determined that the proposed Buc-ee's interstate travel center could not be classified as a permitted "Convenience Store" within the C-1 zoning district under the El Paso County Land Development Code. Buc-ee's now asks the Board to overturn that decision and create an exception the Code itself does not allow.

This appeal is not a referendum on Buc-ee's as a company, nor is it about whether a travel center might be appropriate somewhere else in El Paso County. The issue before you is far simpler: **Does the Land Development Code permit a 120-fueling-position interstate travel center in C-1 zoning? The answer is no.**

The Code expressly allows gas stations in CC, CR, CS, C-2, and M zoning districts. It does not allow them in C-1. The Code further states that when a use is listed in some districts and omitted from others, that omission is intentional and constitutes an exclusion. Buc-ee's proposes a facility containing 60 fuel dispensers serving 120 fueling positions. If a development of this size and purpose is not a gas station, then the term has effectively lost all meaning. The appeal attempts to avoid this conclusion by arguing that Buc-ee's does not offer oil changes, vehicle repairs, accessory installation, or car washes. But the Code never requires those services to qualify as a gas station. It merely identifies them as possible incidental uses. Their absence is irrelevant.

Likewise, the appeal introduces limitations that do not exist in the Code, including claims that a gas station must be "primarily oriented" toward fueling vehicles or that retail sales are limited to vehicle accessories. Neither statement appears in the Code's definition. What does appear in the Code is straightforward: the retail sale of gasoline and diesel fuel to motor vehicles. Buc-ee's proposes exactly that—on a scale unprecedented in the region.

The appeal's alternative argument—that Buc-ee's is really a neighborhood convenience store—is equally unpersuasive. The Code defines a convenience store as an establishment serving "the neighborhood in which it is located." The Code further defines a neighborhood as a primarily residential area. Buc-ee's is not proposing a neighborhood market. It is proposing a regional interstate destination designed to attract travelers from across Colorado and neighboring states. The company openly markets its facilities as destinations rather than local retail stores. At the opening of Buc-ee's nearly identical Goodyear, Arizona

location, company representatives compared the experience to visiting Disney World. Nearby hotels sold out for opening weekend. Customers traveled from multiple states to attend. In Springfield, Missouri, Buc-ee's projected approximately six million annual visitors, with 88 percent traveling more than twenty miles to reach the store. A business attracting millions of visitors and drawing customers from hundreds of miles away is not serving the surrounding neighborhood by any ordinary understanding of the term, nor by the definition adopted in the County's Code.

The appeal's final fallback position—that Buc-ee's should be considered a "similar use"—fails for the same reason. The similar-use provisions exist to address uses the Code has not contemplated or listed. Gas stations are not an unlisted use. They are expressly listed and expressly excluded from C-1 zoning. The Board cannot use the similar-use process to accomplish indirectly what the Code prohibits directly.

To do so would not interpret the Code; it would rewrite it.

The implications of this decision extend well beyond a single project.

If a 31-acre development containing a 74,000-square-foot building, 120 fueling positions, electric vehicle charging stations, and more than 800 parking spaces can be classified as a neighborhood convenience store, then there is effectively no limiting principle left in the C-1 district. The Board's decision will establish precedent for every future applicant seeking to fit a prohibited use into an obsolete zoning category through creative labeling rather than compliance with the Code. That is not what zoning laws are for.

The proper avenue for a project of this scale is the same process required of every other applicant seeking approval for a large regional commercial development: rezoning, special-use review, or a planned development process, each accompanied by public notice, public hearings, and public accountability. That process exists for a reason. Rezoning would require analysis of compatibility with surrounding uses, consistency with the Master Plan, infrastructure demands, traffic impacts, water availability, and community character. Those are precisely the questions Buc-ee's seeks to avoid by obtaining an administrative use classification instead.

Finally, the record itself raises substantial concerns. The application repeatedly misstates provisions of the Code, relies on inconsistent calculations, and contains factual assertions that deserve scrutiny through a public process rather than acceptance on paper. The Director recognized these problems and reached the correct conclusion.

I respectfully ask the Board to:

- Deny Buc-ee's appeal and uphold the Director's July 1, 2026 determination;
- Recognize that a 120-position fuel facility constitutes a gas station use prohibited in C-1 zoning;
- Reject attempts to use the similar-use provisions to circumvent explicit restrictions contained in the Code; and
- Require the applicant to pursue the appropriate public process, including rezoning, special-use review, or planned development review with full notice and public hearings.

The question before the Board is ultimately larger than Buc-ee's. **It is whether the County's Land Development Code means what it says, and whether those rules apply equally to every applicant. If the answer is yes, this appeal must be denied.**

Sincerely,

Grace Foy

El Paso County Unincorporated Resident
Monument, CO

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:27 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 - Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Greg D. Cooke <greg.cooke@comcast.net>
Sent: Tuesday, July 7, 2026 8:20 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
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Subject: Buc-ee's Appeal of Administrative Determination ADM264 - Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

1. **A gas station is not a permitted use in C-1.** Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, **this use is prohibited in C-1.**

The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

- First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.
- Second, the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15.
- Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.

2. **The use does not meet the Code's "Convenience Store" definition.** That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself:

At the grand opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74,000 square feet, 120 fueling positions and an estimate 165 toilets) — Buc-ee's own store-opening manager called it "**a destination, comparing it to Disney World**" (*Arizona Daily Star*, June 22, 2026).

The Arizona Republic reported that hotels nearest that store sold out for opening weekend, and the *Arizona Daily Star* documented customers driving in from Oregon, Minnesota, and other states, with Nevada and California plates filling the lot.

According to figures Buc-ee's provided to the City of Springfield, Missouri, the company estimates **roughly six million customers a year**, with 88% traveling more than 20 miles to reach the store (City of Springfield official website; *Springfield Daily Citizen*).

A store the company itself markets as a multi-state destination, drawing customers who travel hundreds of miles and book hotels, does not serve "the neighborhood in which it is located." It cannot be shoehorned into the one C-1 use the appeal relies on. The appeal's answer — to redefine the interstate corridor itself as the "neighborhood" — is not what the Code says.

3. **The appeal's "similar use" fallback cannot rescue it either.** Buc-ee's argues in the alternative that its project is a "similar" permitted use under § 5.3.6.C.1. It is not available here. Section 5.3.6(E) is explicit: no interpretation may "authorize any use in a zoning district ... unless ... substantially similar to an allowed use," none may allow a use "inconsistent with the statement of purpose" of the district, and none may "have the effect of amending, abrogating, or waiving any other standard or requirement established by Code." Reclassifying a gas station into C-1 would abrogate the Code's express exclusion of gas stations from C-1 — exactly what § 5.3.6(E) forbids. And the "similar use" mechanism exists for uses the Code has not listed; a gas station is listed, and it is excluded from C-1. The appeal's trip-generation comparisons do not change this: similar traffic does not override an express exclusion.

4. **This decision belongs on a full public record — and the right path is a rezoning, not a reclassification.** Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone; it requires a noticed public evidentiary hearing at which the community can be heard. And because the Code distinguishes C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a

regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each with full notice and hearing.

5. **The application is also unreliable on its face.** Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators; and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.

I respectfully request that the Board:

1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;
2. Recognize that a 120-position fuel facility **is** a gas station, which the Code excludes from C-1;
3. Decide the appeal in public, on a full evidentiary record, with the community heard; and
4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully,

Greg D. Cooke
1255 Lone Scout Lookout
Monument, CO 80132
El Paso County

Greg.cooke@comcast.net
719.332.1845 c

Jessica Merriam

From: Kylie Bagley
Sent: Monday, July 13, 2026 9:15 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: ALESIA KOSKELLA <tajath@msn.com>
Sent: Sunday, July 12, 2026 8:16 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; Integrity Matters <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; Integrity Matters <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; Austin Sack <asack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; Andrea Chalfin <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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I respectfully request that the Board:

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2. Recognize that a 120-position fuel facility is a gas station, which the Code excludes from C-1;
3. Decide the appeal in public, on a full evidentiary record, with the community heard; and
4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully,
Alesia S Koskella
20345 True Vista Circle
Monument CO 80132
The Heights - El Paso County

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:27 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Anamaria Morlin <anamariamorlin@me.com>
Sent: Tuesday, July 7, 2026 8:37 PM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

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This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

1. **A gas station is not a permitted use in C-1.** Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires, **this use is prohibited in C-1.**

The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

- First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.
 - Second, the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15.
 - Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.
2. **The use does not meet the Code's "Convenience Store" definition.** That definition (§ 1.15) requires an establishment serving "the neighborhood in which it

is located," and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself:

At the grand opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74,000 square feet, 120 fueling positions and an estimate 165 toilets) — Buc-ee's own store-opening manager called it **"a destination," comparing it to Disney World** (*Arizona Daily Star*, June 22, 2026).

The Arizona Republic reported that hotels nearest that store sold out for opening weekend, and the *Arizona Daily Star* documented customers driving in from Oregon, Minnesota, and other states, with Nevada and California plates filling the lot.

According to figures Buc-ee's provided to the City of Springfield, Missouri, the company estimates **roughly six million customers a year**, with 88% traveling more than 20 miles to reach the store (City of Springfield official website; *Springfield Daily Citizen*).

A store the company itself markets as a multi-state destination, drawing customers who travel hundreds of miles and book hotels, does not serve "the neighborhood in which it is located." It cannot be shoehorned into the one C-1 use the appeal relies on. The appeal's answer — to redefine the interstate corridor itself as the "neighborhood" — is not what the Code says.

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The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully

Anamaria Morlin
16311 Blue Yonder View
Monument, Co 80132
El Paso County

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 8:27 AM
To: Jessica Merriam
Subject: Fw: Re Buc-ee's appeal



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Ann Stanley <ann80921@gmail.com>
Sent: Tuesday, July 7, 2026 6:31 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>
Cc: Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; ASack@kxrm.com <ASack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>; Meggan Herington <MegganHerington@elpasoco.com>
Subject: Re Buc-ee's appeal

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

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Respectfully

Ann Stanley

130 Wuthering Heights Drive
Colorado Springs, CO 8921

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 10:03 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 - Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Annette Hagopian <annettehagopian@comcast.net>
Sent: Wednesday, July 8, 2026 9:58 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Re: Buc-ee's Appeal of Administrative Determination ADM264 - Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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- First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation, [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.
- Second, the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15.
- Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not. What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.

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At the grand opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74,000 square feet, 120 fueling positions and an estimate 165 toilets) — Buc-ee's own store-opening manager called it **"a destination," comparing it to Disney World** (*Arizona Daily Star*, June 22, 2026).

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A store the company itself markets as a multi-state destination, drawing customers who travel hundreds of miles and book hotels, does not serve "the neighborhood in which it is located." It cannot be shoehorned into the one C-1 use the appeal relies on. The appeal's answer — to redefine the interstate corridor itself as the "neighborhood" — is not what the Code says.

3. **The appeal's "similar use" fallback cannot rescue it either.** Buc-ee's argues in the alternative that its project is a "similar" permitted use under § 5.3.6.C.1. It is not available here. Section 5.3.6(E) is explicit: no interpretation may

"authorize any use in a zoning district ... unless ... substantially similar to an allowed use," none may allow a use "inconsistent with the statement of purpose" of the district, and none may "have the effect of amending, abrogating, or waiving any other standard or requirement established by Code." Reclassifying a gas station into C-1 would abrogate the Code's express exclusion of gas stations from C-1 — exactly what § 5.3.6(E) forbids. And the "similar use" mechanism exists for uses the Code has not listed; a gas station is listed, and it is excluded from C-1. The appeal's trip-generation comparisons do not change this: similar traffic does not override an express exclusion.

4. **This decision belongs on a full public record — and the right path is a rezoning, not a reclassification.** Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone; it requires a noticed public evidentiary hearing at which the community can be heard. And because the Code distinguishes C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each with full notice and hearing.

5. **The application is also unreliable on its face.** Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators; and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.

I respectfully request that the Board:

1. Deny Buc-ee's appeal and uphold the Director's July 1 determination;
2. Recognize that a 120-position fuel facility is a gas station, which the Code excludes from C-1;
3. Decide the appeal in public, on a full evidentiary record, with the community heard; and
4. Require the applicant to use the proper public process — a rezoning to C-2, or special-use / PUD review — with full notice and hearing.

The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully
Annette Hagopian
18625 Lower Lake Rd
Monument, CO 80132

Jessica Merriam

From: Kylie Bagley
Sent: Monday, July 13, 2026 9:13 AM
To: Jessica Merriam
Subject: Fw: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Bob MacDonald <brancobobbymac@gmail.com>
Sent: Saturday, July 11, 2026 7:03 PM
To: Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>; Holly Williams <HollyWilliams@elpasoco.com>
Cc: Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; Kenneth Kimple <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; eharris@palmer-lake.org <eharris@palmer-lake.org>; rmoseley@palmer-lake.org <rmoseley@palmer-lake.org>; jmarble@palmer-lake.org <jmarble@palmer-lake.org>; mbeeson@palmer-lake.org <mbeeson@palmer-lake.org>; ajurka@palmer-lake.org <ajurka@palmer-lake.org>; Governoropolis@state.co.us <Governoropolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>; savannah.eller@gazette.com <savannah.eller@gazette.com>; Tony.Keith@koa.com <Tony.Keith@koa.com>; Noah.Caplan@koa.com <Noah.Caplan@koa.com>; EXTERNAL KOAA News <News@KOAA.com>; asack@kxrm.com <asack@kxrm.com>; EXTERNAL Fox News <EXTERNALFoxNews@elpasoco.com>; EXTERNAL KKTU News <news@kktv.com>; news@krdo.com <news@krdo.com>; achalfin@krcc.org <achalfin@krcc.org>; EXTERNAL KRCC News <news@krcc.org>; newstips@denver7.com <newstips@denver7.com>; newstips@9news.com <newstips@9news.com>; tips@kdvr.com <tips@kdvr.com>; jalvarado@denverpost.com <jalvarado@denverpost.com>; EXTERNAL Newsroom Denver <newsroom@denverpost.com>; oliviaprentzel@coloradosun.com <oliviaprentzel@coloradosun.com>; newsroom@coloradosun.com <newsroom@coloradosun.com>; Karin.Brulliard@washpost.com <Karin.Brulliard@washpost.com>; jim.carlton@wsj.com <jim.carlton@wsj.com>; news-tips@nytimes.com <news-tips@nytimes.com>; tips@cnn.com <tips@cnn.com>; tips@nbcuni.com <tips@nbcuni.com>; news.tips@abc.com <news.tips@abc.com>; LBergman@newsnationnow.com <LBergman@newsnationnow.com>; tips@thefp.com <tips@thefp.com>; talkshow@aol.com <talkshow@aol.com>; Meggan Herington <MegganHerington@elpasoco.com>
Subject: Re: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

I wonder if you have reviewed when Maverick wanted to put a gas station at the same corner and it was denied

This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

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3. **A gas station is not a permitted use in C-1.**
4. Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which
5. the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store
6. definition's "may include retail sale of gasoline" covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1
7. requires, **this use is prohibited in C-1.**
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The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

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- [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.
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- Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not.
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5. That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will

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7. **The application is also unreliable on its face.**
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The public is entitled to be heard before a use that the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully
Robert MacDonald
1441 Dark Pine Ct
Monument, CO 80132
El Paso County

--

Jessica Merriam

From: Kylie Bagley
Sent: Wednesday, July 8, 2026 1:14 PM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Carol Hellinger <chellinger40@gmail.com>
Sent: Wednesday, July 8, 2026 11:32 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; integritymatterscos@gmail.com <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Re: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

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8. to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves
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The public is entitled to be heard before a use the Code excludes from C-1 is allowed in through the back door of an administrative determination. Please deny the appeal.

Respectfully
Carol Hellinger
19410 Rim of the World Drive
Monument, CO 80132

Jessica Merriam

From: Kylie Bagley
Sent: Thursday, July 9, 2026 8:49 AM
To: Jessica Merriam
Subject: Fw: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)



Kylie Bagley

Principal Planner
Planning and Community Development
719.520.6323
www.elpasoco.com

From: Ron & Danelle Meyerle <rdmeyerle@gmail.com>
Sent: Thursday, July 9, 2026 8:33 AM
To: Holly Williams <HollyWilliams@elpasoco.com>; Carrie Geitner <CarrieGeitner@elpasoco.com>; Bill Wysong <BillWysong@elpasoco.com>; Cory Applegate <CoryApplegate@elpasoco.com>; Lauren Nelson <LaurenNelson@elpasoco.com>
Cc: Meggan Herington <MegganHerington@elpasoco.com>; Kenny Hodges <KennyHodges@elpasoco.com>; Kylie Bagley <KylieBagley@elpasoco.com>; mlakind@tomgov.org <mlakind@tomgov.org>; sking@tomgov.org <sking@tomgov.org>; sabbott@tomgov.org <sabbott@tomgov.org>; csmith@tomgov.org <csmith@tomgov.org>; lkronick@tomgov.org <lkronick@tomgov.org>; kkimple@tomgov.org <kkimple@tomgov.org>; mfiorito@tomgov.org <mfiorito@tomgov.org>; governorpolis@state.co.us <governorpolis@state.co.us>; natasha_hutson@bennet.senate.gov <natasha_hutson@bennet.senate.gov>; jess_cohen@hickenlooper.senate.gov <jess_cohen@hickenlooper.senate.gov>; jarvis.caldwell.house@coleg.gov <jarvis.caldwell.house@coleg.gov>; matthew.smith1@mail.house.gov <matthew.smith1@mail.house.gov>; Integrity Matters <integritymatterscos@gmail.com>; contact@trilakespreservation.org <contact@trilakespreservation.org>
Subject: Buc-ee's Appeal of Administrative Determination ADM264 — Please DENY the Appeal and Uphold the Director's July 1 Determination (C-1 Zone, I-25 & County Line Road / Beacon Lite Road)

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[Mark Safe Report](#) El Paso County Digital, Strategy & Technology (DST)

Dear Commissioners:

On July 1, 2026, the Planning and Community Development Director declined to classify the proposed Buc-ee's — a 30-plus-acre interstate travel center — as a permitted "Convenience Store" in the C-1 zoning district, concluding that the use could not be determined to qualify under the Land Development Code. Buc-ee's has now appealed that determination to you. I ask you to deny the appeal and uphold the Director's determination.

This is not about whether Buc-ee's is a good business in the proper location. It is about the County's own Code, which answers the question the appeal raises.

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3. **A gas station is not a permitted use in C-1.**
4. Table 5-1 lists "Gas Station" as an allowed use in the CC, CR, CS, C-2, and M districts — but not in C-1. Under § 1.6.6 and § 5.3.6(C)(2), listing a use in some districts "shall be deemed to be an exclusion of the use from any other zoning district in which
5. the use is not listed." A facility with 60 dispensers and 120 fueling positions is a gas station. "Convenience Store" and "Gas Station" are separately defined and separately listed uses; the convenience-store definition's "may include retail sale of gasoline"
6. covers incidental fuel and cannot be used to place into C-1 a use the Code deliberately excluded from it. Read literally, as § 1.6.1 requires,
7. **this use is prohibited in C-1.**
- 8.

The appeal tries to escape this prohibition by misreading the Gas Station definition — three ways, all traceable to page 5 of the underlying request:

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- First, it argues Buc-ee's is not a gas station because it "will not provide vehicle repairs, oil changes, accessory installation,
- [or] car washing." But § 1.15 does not require any of those services; it lists them as things a gas station "may include, as an incidental use." Their absence is irrelevant.
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- Second, the appeal asserts the Code defines a gas station as a use "primarily oriented toward the petroleum fueling and servicing

- of motor vehicles" — a "primary orientation" requirement that appears nowhere in § 1.15.
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- Third, it claims the definition "expressly limits retail activity to the incidental sale of vehicle accessories," which it does not.
- What actually defines a gas station under § 1.15 is the retail sale of gasoline and diesel for vehicles — which Buc-ee's plainly does, at 120 fueling positions. Read as the Code is written, this is a gas station, and gas stations are not allowed in C-1.
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4. **The use does not meet the Code's "Convenience Store" definition.**

5. That definition (§ 1.15) requires an establishment serving "the neighborhood in which it is located," and the Code defines a neighborhood as "primarily residential areas." The appeal represents that the store will serve the surrounding neighborhood. It will

6. not. This project is a regional tourist destination, not a neighborhood store — and the company says so itself:

7.

At the grand opening of the company's recently opened Goodyear, Arizona travel center — a store identical to the one proposed here (74,000 square feet, 120 fueling positions and an estimate 165 toilets) — Buc-ee's own store-opening manager called it **"a destination, comparing it to Disney World"** (*Arizona Daily Star*, June 22, 2026).

The Arizona Republic reported that hotels nearest that store sold out for opening weekend, and the *Arizona Daily Star* documented customers driving in from Oregon, Minnesota, and other states, with Nevada and California plates filling the lot.

According to figures Buc-ee's provided to the City of Springfield, Missouri, the company estimates **roughly six million customers a year**, with 88% traveling more than 20 miles to reach the store (City of Springfield official website; *Springfield Daily Citizen*).

A store the company itself markets as a multi-state destination, drawing customers who travel hundreds of miles and book hotels, does not serve "the neighborhood in which it is located." It cannot be shoehorned into the one C-1 use the appeal relies on. The appeal's answer — to redefine the interstate corridor itself as the "neighborhood" — is not what the Code says.

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5. **The appeal's "similar use" fallback cannot rescue it either.**

6. Buc-ee's argues in the alternative that its project is a "similar" permitted use under § 5.3.6.C.1. It is not available here. Section 5.3.6(E) is explicit: no interpretation may "authorize any use in a zoning district ... unless ... substantially similar to an

7. allowed use," none may allow a use "inconsistent with the statement of purpose" of the district, and none may "have the effect of amending, abrogating, or waiving any other standard or requirement established by Code." Reclassifying a gas station into C-1
8. would abrogate the Code's express exclusion of gas stations from C-1 — exactly what § 5.3.6(E) forbids. And the "similar use" mechanism exists for uses the Code has not listed; a gas station is listed, and it is excluded from C-1. The appeal's trip-generation
9. comparisons do not change this: similar traffic does not override an express exclusion.
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6. **This decision belongs on a full public record — and the right path is a rezoning, not a reclassification.**
7. Deciding the permitted use of a specific parcel by applying the Code's definitions to specific facts is a discretionary, quasi-judicial judgment — the Code's own § 5.3.6(B) describes it as an "analysis and comparison of various code provisions ... as opposed
8. to a nondiscretionary review." The County itself stated in February 2026 that "a public hearing is required to determine the use classification" for a project like this. The contested questions this appeal raises — whether a multi-state destination "serves
9. the neighborhood," the traffic and water impacts of a facility of this scale — cannot fairly be resolved on the applicant's paper record. They should be decided by you, in public, on an evidentiary record, with the community heard. If the Board is inclined
10. to entertain reversing the Director, a use classification of this magnitude cannot fairly be decided on the applicant's paper submissions alone; it requires a noticed public evidentiary hearing at which the community can be heard. And because the Code distinguishes
11. C-1 ("commercial activities," § 4.4.1) from C-2 ("large commercial activities," § 4.4.4) — and allows gas stations in C-2 but not C-1 — the proper path for a regional interstate fuel-and-retail center is a rezoning to C-2, or a special-use / PUD review, each
12. with full notice and hearing.
- 13.

- 5.
- 6.
7. **The application is also unreliable on its face.**
8. Beyond the violations above, the record repeatedly misstates the Code and the facts — including a "full list of allowed C-1 uses" that omits Convenience Store, the very use it claims is permitted; fuel-footprint percentages calculated on shifting denominators;
9. and a landscaping requirement misstated as 5% when the Code requires more. A record this flawed is one more reason the determination should be upheld and the matter tested on a full public record rather than reversed on appeal.
- 10.

I respectfully request that the Board:

- 1.
- 2.