



Meeting Date: March 23, 2023

AGENDA MEMORANDUM

To: Planning Commission

From: Brad Boland, AICP, Long Range Project Manager, Development Services Department

Title: **Site Development Plan Tracts B and C Bella Mesa Filing No. 1**
[Avilla at Founders Village]

Executive Summary

NexMetro is seeking approval of a Site Development Plan (site plan or SDP) for a 105 unit, for-rent community consisting of single family attached and detached structures within the Bella Mesa Planned Development (PD). The 9-acre property is located at the north west corner of Mikelson Blvd and Mitchell St. NexMetro has branded the project as Avilla at Founders Village.

The proposed Site Development Plan meets the zoning standards of the Bela Mesa PD and review and approval criteria for Site Development Plans in the Castle Rock Municipal Code.

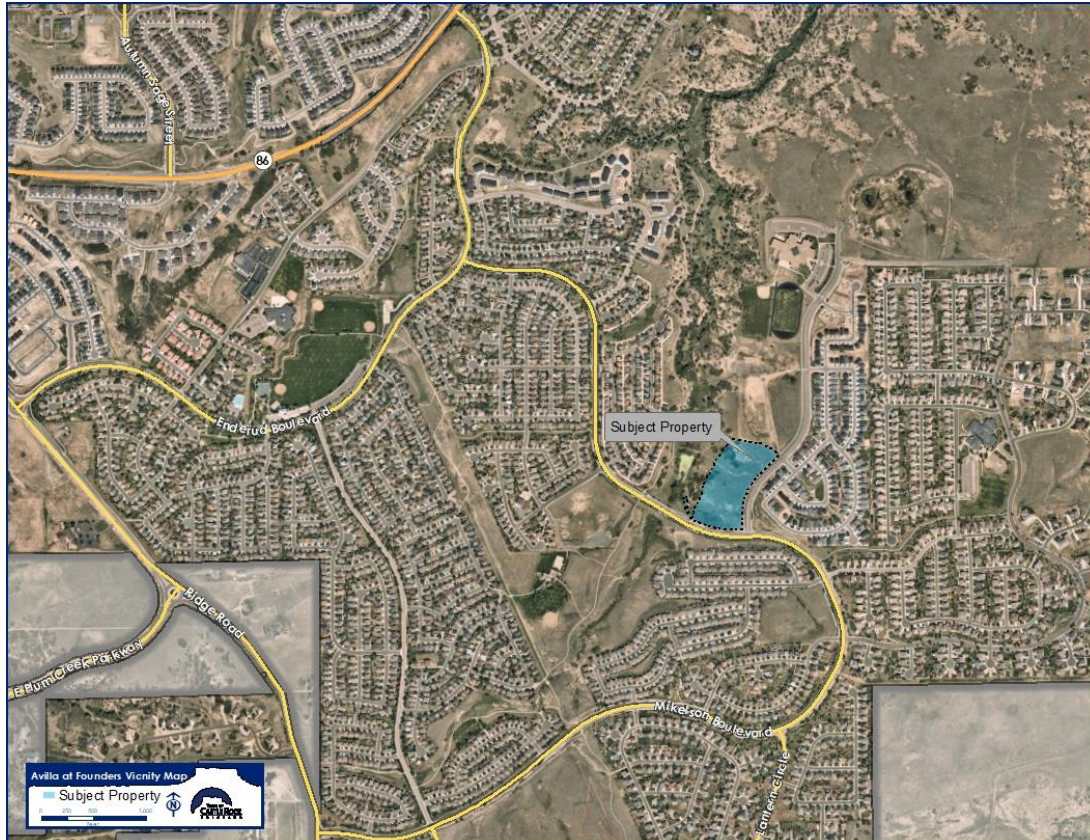


Figure 1: Vicinity Map

Background

Zoning Regulations

The property was originally annexed into the Town in 1985 as part of the Founders Village Annexation – Weaver Annexation (Ordinance 1985-17) and subsequently zoned into the Villages at Castle Rock PD - Founders Village Portion. The property straddled two use areas; multifamily that allowed 12 dwelling units per acre and integrated business. Integrated business allowed uses such as, but not limited to, retail, restaurants, automotive service stations, warehouses, and light manufacturing.

A rezoning in 1986 separated the Founders Village Portion from the Villages at Castle Rock PD and created a standalone PD but did not change the uses of the property. In 1994, a major amendment of the Founders Village PD (Ordinance 1994-17) made significant changes to the overall Founders Village PD. The use area of the property became exclusively multi-family allowing 20 dwelling units per acre and was part of a larger 25.8-acre multifamily use area. Subsequent amendments to the Founders Village PD in 1998 and 2002 did not impact the property.

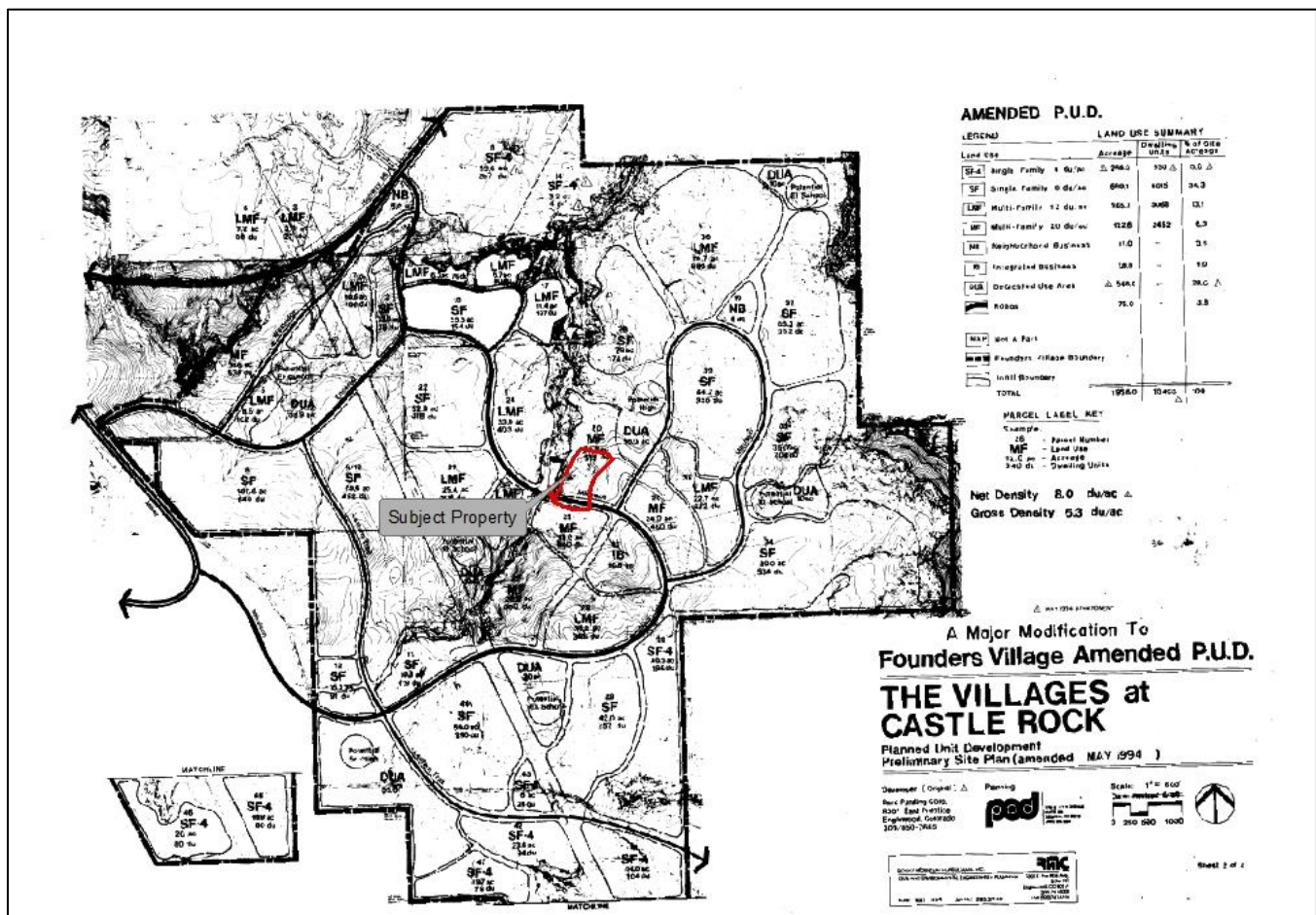


Figure 2: 1994 Founders Village PD

In 2015, the property was included in the approved Bella Mesa PD Major Amendment (Ordinance 2014-36). The Bella Mesa PD rezoned 212 acres of the Founders Village PD and annexed 81 acres. The Bella Mesa PD allows 525 single family units and 186 multifamily units for a total of 711 dwelling units. This represented a reduction in dwelling units of approximately 1,600 units. The allowed uses for the property, now called Bella Mesa South, remained the same in allowing multifamily at a density of 20 du/acre. The overall multifamily use area was reduced to the 9.3 acres of the subject property. The permitted uses within the Multifamily area include single family (attached and detached) and multifamily units. The allowed height is 50 feet and the minimum setbacks are to be set at time of SDP.

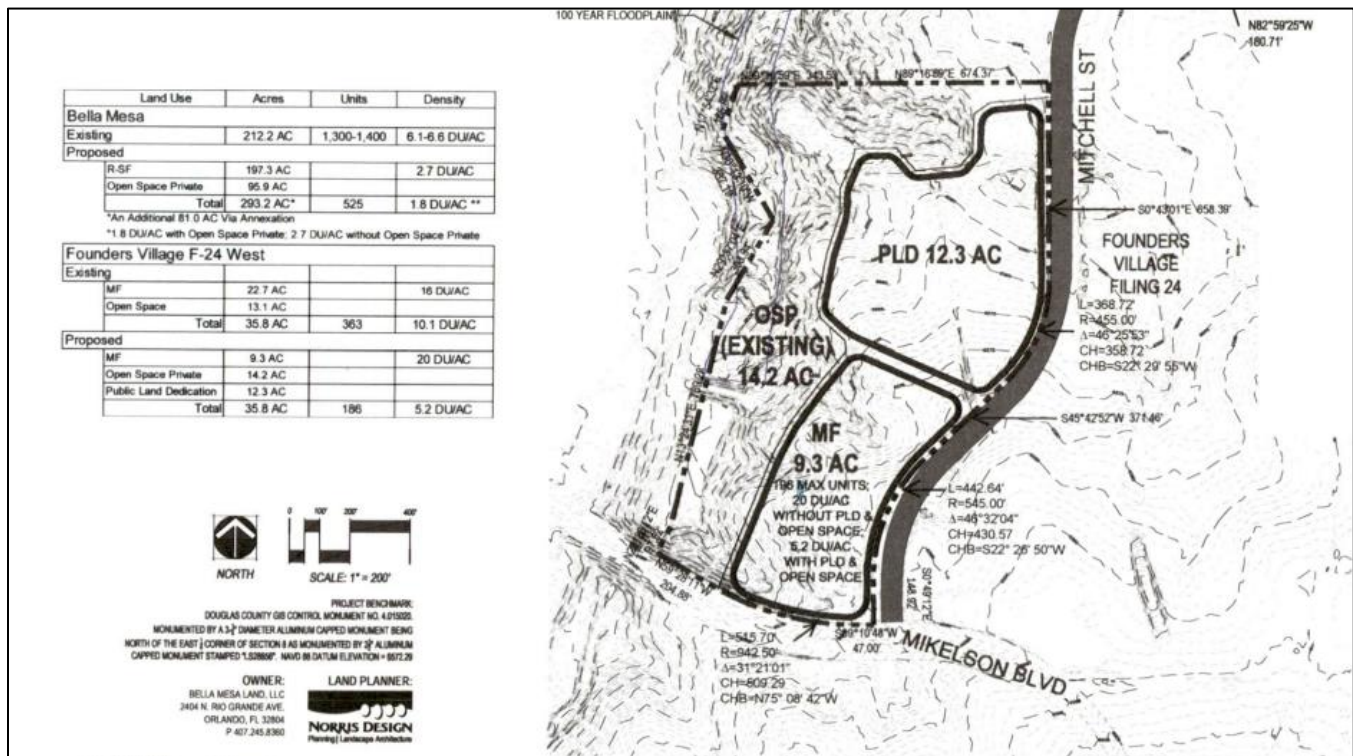


Figure 3: Bella Mesa PD - Bella Mesa South Portion

Previous Site Development Plan

In 2004, as part of the Founders Village PD, the property was included in an approved SDP called Founders Filing 24. The Founders Village SDP approved 194 single family detached lots on the east side of Mitchell Rd and 264 multi-family townhouse lots on approximately the same footprint as the subject property. The townhomes were approved to be 35 feet in height. The property was platted, including the open space, in accordance with the approved SDP. A new plat was recorded in 2021 so that the open space, PLD tract, and development tract were in accordance with the Bella Mesa PD. The single-family portion of the development on the east side of Mitchell Street is near completion.



Existing Conditions

The property is undeveloped, with topography which may be described as rolling hills with some moderate slopes. The steeper slopes are found on the western portion of the property near Mitchell gulch. The property consists of disturbed and undisturbed uplands that are covered predominately in native and nonnative grasses. There is some gambel oak on the west side of the property.

Surrounding Uses

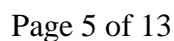
To the east of the site is the Bella Mesa by Richmond (Founders Filing 24) a 194-unit single-family detached subdivision that is near completion. To the south, across Mikelson Blvd is Castlewood Ranch Filing 1 which is a 289-unit single family attached and detached subdivision. To the west, 500 feet across the gulch, is Founders Filing 12, a 146-unit single family detached subdivision. To the north is a 12.3 acres Public Land Dedication tract to be conveyed to Douglas County School District upon their request. Further north is Mesa Middle School.

Discussion

Proposed Site Development Plan Amendment

NexMetro is proposing a 105-unit rental community on the 9-acre parcel. The units are comprised of single family attached and detached structures. A mix of 1, 2, and 3 bedroom units are available. While the structures of the development are of the single family attached

Figure 5: Proposed SDP Avilla at Founders Village



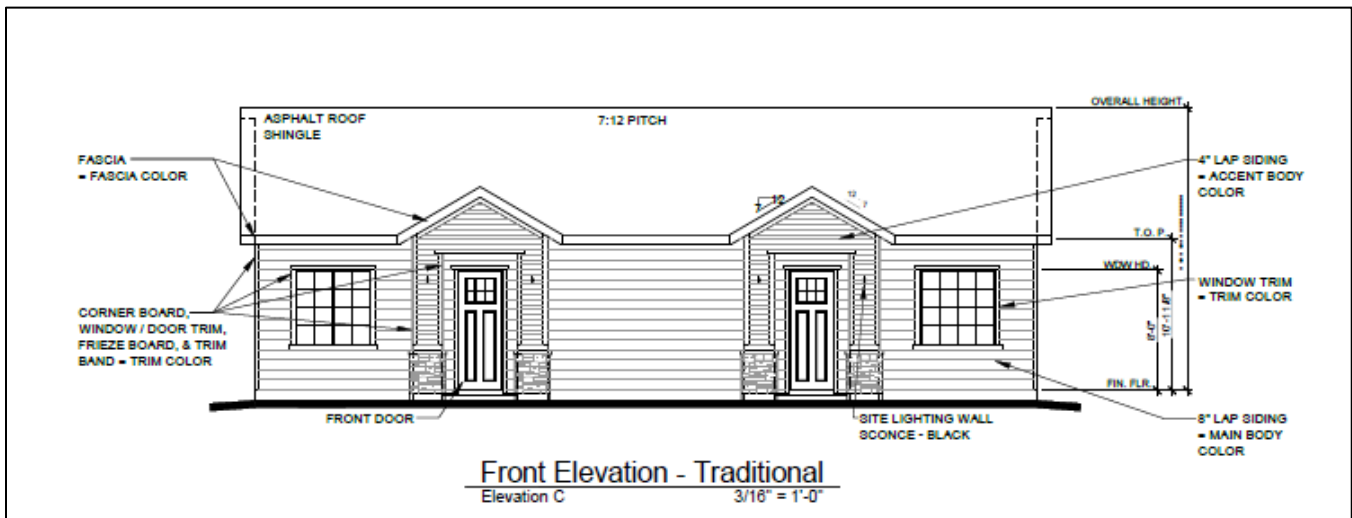


Figure 6: Proposed Elevation

Development Standards

The proposed SDP meets the Bella Mesa PD zoning regulations. The PD zoning allows a maximum of 186 dwelling units on the property versus the 105 dwelling units proposed. Permitted uses on the property include single-family (attached and detached) dwelling units, multi-family units, community centers, and private recreational facilities. The maximum building height proposed is just under 25 feet which is half of the allowed height of 50 feet. The gross density of the proposed site plan is 11.6 dwelling units per acre (du/ac), under the maximum of 20 du/ac.

The landscape plan for the property meets the Town's Landscape and Irrigation Criteria for multifamily. A technical criteria variance was approved for street trees along Mitchell Street due to utility easements encroaching into the streetscape area preventing the planting of trees. Additional shrubs and grasses, above the requirement, will be planted within the streetscape as a substitute for the trees. Additionally, trees are planted closely along the property line with Mitchell Street to provide screening and provide a similar effect to street trees. Landscaping along Mikelson Blvd already exists.

ZONING COMPARISON TABLE		
	PROPOSED	ZONING STANDARDS
ZONING	BELLA MESA PLANNED DEVELOPMENT PLAN	
USE	MULTI-FAMILY	
LOT SIZE	9.03 ACRES	
DENSITY	11.6 DU/ACRE	20 DU/ACRE
BUILDING HEIGHT		
UNITS	19'-5.50" (MAX)	50'-0"
LEASING CENTER	24'-10 9/16"	
PROPOSED UNITS	105	186
1 BEDROOM UNIT(637.8 SF)	34	33%
2 BEDROOM UNIT (970.03 SF)	41	39%
3 BEDROOM UNIT (1289.25 SF)	30	28%
BUILDING SETBACKS		
MIKELSON BLVD	20'	20'
MITCHELL ST	15'	15'
WEST/NORTH SIDE	10'	TBD
PARKING	PROVIDED	REQUIRED
TOTAL PARKING SPACES	220	219
SURFACE PARKING SPACES	204	-
GARAGE PARKING SPACES	16	-
HANDICAP PARKING SPACES	7	7

Figure 7: Zoning Comparison Chart

Skyline / Ridgeline Protection Ordinance

The property is not located within a skyline/ridgeline protection area.

Residential / Non-Residential Interface Regulations (Interface)

The property is zoned as a Public Land Dedication (PLD) within the Bella Mesa PD. The PLD use area per the Bella Mesa PD allows for neighborhood parks, public open space, soft surface or paved trails, elementary or K-8 school, and school related support facilities that are office in nature. PLD use areas within a PD are anticipated to be located adjacent to, and within, residential areas. Therefore, the residential/non-residential interface regulations do not apply.

Dissimilar Residential Interface Regulations

The Dissimilar Residential Interface Regulations are not applicable to this project regardless of how the project is classified as single-family attached, detached, or multifamily. The interface

does not apply to the properties to the south and east as their respective right ways, Mikelson Blvd and Mitchell Street, have right of way widths greater than 50 feet. The interface does not apply to the west as the distance across the open space is greater than 50 feet.

Open Space, Trails and Public Land Dedication

In 2006, 11.2 acres to the west of the property was dedicated to the Town to meet the open space requirement of the 2004 Founders Filing 24 SDP. In 2021, a plat of the remaining Bella Mesa South property conveyed the remaining 3 acres of open space to satisfy the open space requirements of the Bella Mesa South portion of the Bella Mesa PD. In addition, the 3 acres of open space conveyed in 2021, the 12.3 acre PLD tract was conveyed. Thus, the applicant had proactively satisfied the open space and PLD requirements of the PD prior to seeking SDP approval.

Roadways, Traffic Impact Analysis and Mitigation

Vehicular access for the proposed Avilla development will be provided via a private internal roadway network with connectivity to the external transportation system at the following locations:

A right-in right-out driveway intersecting N. Mitchell St. approximately 200 feet north of Mikelson Blvd forming a “T” intersection and providing access to the southern end of the site.

A full access driveway intersecting Rock Canyon Trail. This newly proposed segment of Rock Canyon Trail will be extended west from the existing roadway, thus expanding the Rock Canyon Trail/N. Mitchell St. intersection from a “T” intersection into a full four-legged intersection. A continuous turn lane on Mitchell St. allows for left turns into the site.

A traffic impact analysis (TIA) has been prepared to determine the impacts to the existing roadway network. Although the Founders Village Filing 24 development agreement (DA) includes Avilla and Bella Mesa (Sunset Pointe) to the north, the TIA has separated the 105-unit Avilla project to address its individual impacts.

The stop-controlled Mikelson/Mitchell intersection is projected to experience a failing (LOS F) level of service by the 2040 long-term analysis horizon. The mitigation is to construct a 3-leg roundabout at this location, based on the DA requirement, the TIA and the Transportation Design Criteria Manual (TDCM) that all collector/collector intersections include analyses for roundabouts. The roundabout will be designed and constructed by the Developer, and be operational by the time units are ready for certificate of occupancy.

The SH86/High Point Rd./Enderud Blvd was analyzed and the overall intersection is also projected to experience a failing (LOS F) level of service during the a.m. peak period by the 2040 (long-term) analysis horizon. Staff, including Legal Department, has determined that the Developer will provide cash-in-lieu as a pro-rata share of its project generated traffic to construct an additional northbound left turn lane from Enderud Blvd to westbound Hwy. 86. Coordination with CDOT will be required to determine time of construction when warrants are met. All other intersections will be addressed when the Bella Mesa (Sunset Pointe) development submits an application and TIA.

Based on the analyses, the geometric and operational improvements/modifications to the study area roadways and intersections will sufficiently mitigate and/or off-set the impacts created by the traffic generated by the proposed Avilla development.

Utilities

The Bella Mesa water bank has sufficient single family equivalents (SFE) to be allocated to this development. The existing water, wastewater and storm sewer infrastructure has the capacity to serve the property and the developer is responsible for sizing and constructing the onsite infrastructure and connections to the existing systems.

Notification and Outreach

Public Notice

Public hearing notice signs were posted on the property on Tuesday, March 8, 2023. Written notice letters were sent to property owners within 500 feet of the property, at least 15 days prior to the public hearings.

Town staff published notice of the Planning Commission and Town Council public hearings on the Town's Public Notice website, and provided information about the proposal on the Town's *Development Activity* interactive map.

Neighborhood Meetings and Public Notice

The applicant has held three neighborhood meetings. The first meeting held in September 2021 in a hybrid format. A total of 15 attendees between in person and online attended. The second meeting was held in January 2022 in a hybrid format and 3 people attended online. The third and final neighborhood meeting was held online in November 2022 with 4 people from the public in attendance. General questions concerning about the development and how it would operate were asked in the neighborhood meetings. Typical general concerns about development within the Town and traffic were also asked. Traffic in relation to Mesa Middle School was a common theme. The neighborhood meeting summaries are attached for reference along with additional input received.

One item brought up through e-mail and conversations, a resident was concerned about headlights shining east from cars entering the property on Rock Canyon Trail. The applicant agreed to construct a berm at the end of Rock Canyon Trail as shown today to mitigate the concern. Different mitigation may be required dependent on the development of the PLD property.

External Referrals

Requests for comments were sent to various local agencies and utility service providers, including Douglas County Government, Douglas County Schools, Colorado Geological Survey, Plum Creek Water Reclamation Authority, CORE (formerly known as IREA), Black Hills Energy, Xcel Energy, Century Link and Comcast. Comments received from local agencies and

utility service providers were technical in nature and reconciled through the SDP review process.

Analysis

This staff analysis takes into account the representations made in the application and attachments submitted to date. This Sited Development Plan amendment has been evaluated on the following criteria, as applicable to this proposed development.

Site Development Plan Review and Approval Criteria – Section 17.38.040

A. Community Vision/Land Use Entitlements.

1. Generally, conforms to the Town's guiding documents that include, but are not limited to, Town Vision, Comprehensive Master Plans, Sub Area Plans, Design Guidelines, Corridor Plans and any other guiding document so long as the application of such document does not restrict the project's entitle use(s) and density.
2. Complies with existing Intergovernmental Agreements applicable to the development proposed.
3. Complies with any applicable Zoning Overlay Regulations and, if applicable, Skyline/Ridgeline Regulations.
4. Complies with the approved Planned Development Plan and Zoning Regulations.
5. Conforms to the Town's architectural goals by proposing architectural details that incorporate the use of high quality materials in a unique and varied design, while eliminating monolithic expanses of walls and rooflines through the use of varying planes and architectural projections to ensure a complete 360-degree architectural design.
6. Complies with all other relevant requirements of the Municipal Code (CRMC).

Analysis: The proposed SDP amendment meets this criterion. The plan provides a housing type not currently available within the Town. The plan also complies with the Bella Mesa PD, zoning regulations and applicable Municipal Code and technical criteria summarized previously in this report. The site plan includes elevations in which the buildings must be built to.

B. Site Layout.

1. Conforms to Chapter 17.50 Residential/Non-Residential Interface and Chapter 17.51 Dissimilar Residential Interface regulations of the CRMC.
2. Site design shall be designed to maintain pedestrian and vehicle safety, provide for adequate fire safety, and mitigate impacts upon adjacent properties by ensuring all vehicular, fire and mitigation regulations contained within the CRMC, including technical criteria, have been met.
3. Provides adequate parking, on-site circulation and loading in accordance with Town regulations.
4. Provides appropriate screening and/or enclosure of outdoor storage of merchandise/materials, loading areas, trash receptacles, mechanical units, site utility equipment and building mounted utility hardware.

5. Provides adequate site design to protect major environmental characteristics that would include unique topographic features and significant vegetation where possible.

Analysis: The proposed SDP meets this criteria and the relevant development standards established in the PD zoning and the Town's Municipal Code. The development is not subject to the Dissimilar Residential Interface regulations or the Residential / Non-Residential Interface, Street and sidewalk design meets the Town's road standards. Two points of access will be provided to the site and meets the minimum parking requirements.

C. Circulation and Connectivity.

1. Complies with all CRMC and technical criteria associated with circulation and connectivity.
2. Complies with all Fire regulations associated with land development.
3. Provides for pedestrian and bicycle traffic in a safe and convenient manner.
4. Provides for a high level of pedestrian connectivity between neighborhoods, schools, trails/open space and commercial areas.

Analysis: The proposed SDP meets this criterion. The SDP provides two points of vehicular entrance into the site. The plan also provides sidewalks within the development with connections to the Town sidewalk system.

D. Services Phasing and Off-site Impact.

1. Complies with any phasing requirements associated with the approved zoning for the property. Provides phased improvements in a logical and efficient manner.
2. Adequate water resources have been conveyed or purchased. Existing or proposed water and wastewater systems can support the proposed development pattern, uses and density.
3. Existing or proposed stormwater systems can support the development and comply with applicable regulations.
4. Provides adequate consideration for the future extension of streets and utilities to adjacent properties.
5. Identifies and appropriately provides on-site and off-site public improvements to mitigate traffic impacts as required by the CRMC and technical criteria.

Analysis: The proposed SDP meets this criterion. A phasing development plan is not proposed. The Bella Mesa water bank has sufficient SFE allocations to serve the development as proposed. The developer is responsible for designing and construction infrastructure facilities interior to the site and for making necessary connections to existing facilities. Staff has evaluated the requisite utility, traffic and drainage reports and is satisfied that off-site infrastructure has the capacity to serve this site without negative impacts to the Town systems.

E. Open Space, Public Lands and Recreation Amenities.

1. Provides adequate trail systems in terms of internal circulation and appropriate external connections deemed necessary by the Town to achieve connectivity goals.
2. Ensures functional and accessible open space, consistent with the overall open space plan for development and preserves significant natural features.
3. Ensures appropriate buffering, utilizing open space and/or setbacks to lessen any

4. Identified negative impacts.

Analysis: The proposed SDP meets this criterion. Interior sidewalks provide interconnection, and connection to the existing sidewalk and trail network. Open space and public land dedication requirements have already been met by the property owners.

Budget Impact

Development of the property will generate the standard review, permit and impact fees.

Findings

All staff review comments and external referral comments have been addressed. Staff finds that the proposed Site Development Plan amendment

- Generally, conforms with the objectives of the Town Vision and the Comprehensive Master Plan,
- Meets the requirements of the Bella Masa Planned Development Plan and PD Zoning Regulations
- Meets the review and approval criteria of the Municipal Code Chapter 17.38 Site Development Plan, Chapter 17.48 Skyline/Ridgeline Protection Regulations and 17.50 Residential/Non-Residential Interface Regulations, and
- Town of Castle Rock Technical Criteria.

Recommendation

Based on the findings above, staff recommends that Planning Commission recommend to Town Council approval of the Site Development Plan, as proposed.

Proposed Motion

Option 1: Approval

"I move to recommend approval the Site Development Plan, to Town Council."

Option 2: Approval with Conditions

"I move to recommend approval of the Site Development Plan, to Town Council, with the following conditions:" (list conditions)

Option 3: Continue item to next hearing (need more information to make decision)

"I move to continue this item to the Planning Commission meeting on [date], at [time]."

Attachments

- Attachment A: Vicinity Map
- Attachment B: Site Development Plan
- Attachment C: Neighborhood Meeting 1 Summary
- Attachment D: Neighborhood Meeting 2 Summary
- Attachment E: Neighborhood Meeting 3 Summary

