



Meeting Date: March 21, 2023

## **AGENDA MEMORANDUM**

**To:** Honorable Mayor and Members of Town Council

**Through:** David L. Corliss, Town Manager

**From:** Tara Vargish, PE, Director, Development Services  
Sandy Vossler, Senior Planner, Development Services Department

**Title:** **Resolution Approving the Meadows Filing 16, Parcel 6 Site Development Plan Amendment No. 13** [Meadows Single-Family Detached Neighborhood, Located north of Wolfensberger Road and East of Coachline Road]

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### **Executive Summary**

Castle Rock Development Company (CRDC) is seeking approval of a Site Development Plan Amendment (site plan or SDP) for a single-family detached (R-SF) neighborhood located north of the intersection of Wolfensberger Road and Coachline Road (Attachment A). The existing SDP for the property, approved in 2004, includes 59 single-family residential lots and approximately 87 acres of open space. Several of the approved lots abut and overlook the Red Hawk golf course.

The site plan amendment proposes 77 single-family lots and 114 acres of open space (Attachment B). The amendment clusters smaller residential lots to the interior of the parcel. All lots are setback off of the golf course boundary, creating a buffer between the golf course and this new neighborhood.

The proposed amendment meets the zoning standards of the Meadows Planned Development (PD), 4<sup>th</sup> Amendment and the review and approval criteria for Site Development Plans in the Castle Rock Municipal Code.

The Planning Commission considered this SDP amendment at a public hearing held on March 9, 2023. The Commission voted 6-0 to recommend approval of the site plan as presented.



Figure 1: Site Vicinity Map

Two members of the public addressed the Commission and expressed concerns about building heights, lot and home sizes.

## **Background**

### **Zoning Regulations**

The Meadows is a master planned subdivision that is located in the northwest portion of the Town of Castle Rock. The Meadows Planned Development was approved in 1984 and has been amended over the years. Parcel 6 is zoned under the Meadows PD, 4<sup>th</sup> Amendment, which allows a maximum of 10,869 dwelling units; a combination of both single-family and multi-family units. As of the end of 2022, approximately 7,786 dwelling units have received certificates of occupancy.

The Meadows PD Plan, 4<sup>th</sup> Amendment identifies several neighborhood areas with specific uses, densities and development standards. Meadows Filing 16, Parcel 6 is within Neighborhood Use Area D, which is zoned single-family residential (R-SF), with a maximum allowance of 1,467 dwelling

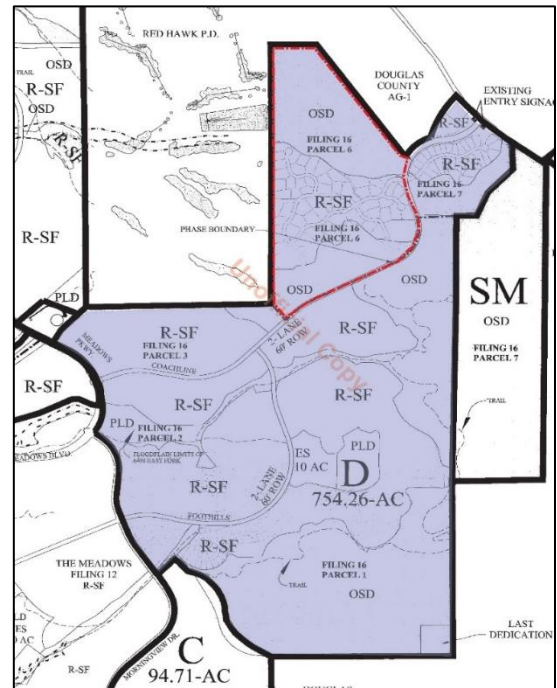


Figure 2: Neighborhood Use Area

<b>Neighborhood Use Area D Density Balance</b>	<b>No. of SF Lots</b>
<b>Single Family Lots Allowed in Use Area D</b>	<b>1,467</b>
<b>Single Family Lots Platted To Date*</b>	
Filing No. 16, Parcel No. 1	571
Filing No. 16, Parcel No. 2	565
Filing No. 16, Parcel No. 3	173
Filing No. 16, Parcel No. 6 Super Lot	12
Filing No. 16, Parcel No. 7	45
<b>Sub-Total Lots Platted</b>	<b>1,366</b>
<b>Neighborhood Use Area D Lots Remaining</b>	<b>101</b>
Filing No. 16, Parcel 6 Proposed SDP Amendment No. 13	<b>77</b>
<b>Total Use Area D Unplatted Lots</b>	<b>24</b>
*To Date = Effective Date of Meadows Filing No. 16, Parcel 6 Site Development Plan, Amendment No. 13.	

Figure 3: Neighborhood Use Area D Density Balance

units. To date, 1,366 single-family lots have been platted in Use Area D. Parcel 6 is the remaining undeveloped parcel, outlined in red in Figure 2. The 77 lots proposed in Parcel 6 would bring the total number of lots in Use Area D to 1,443, well below the permitted maximum of 1,467 (Figure 3).



## Existing Conditions

The property is undeveloped, with moderate ridges and an elevation increase from approximately 6,400 feet at the northwest portion of the site, to 6,660 feet at the southcentral area. The former Santa Fe Rhyolite Quarry was located at this high point, which is now the current location of two Town water tanks. A third tank has been constructed at lower elevation adjacent to Coachline Road.

## Surrounding Uses

To the east of the site is a Red Hawk single-family neighborhood. South and west of the property are two additional single-family neighborhoods in The Meadows (Figure 4). The Red Hawk golf course abuts the property to the north. The Ridgeline Open Space, Trails and Trailhead are located to the southwest of Parcel 6 and a 19-acre open space tract within the Hillside PD is located adjacent to the southeast property line of the site.

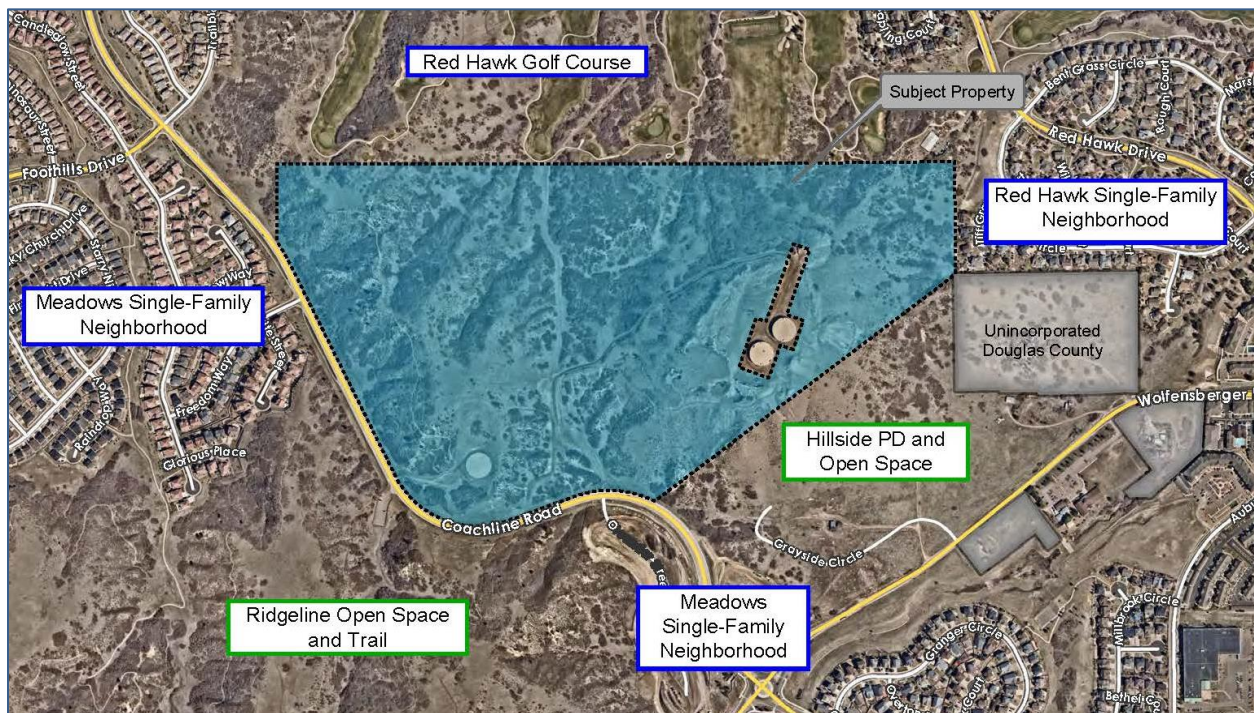


Figure 4: Surrounding Uses

## Discussion

### Proposed Site Development Plan Amendment

A Site Development Plan was approved for Parcel 6 in 2004 as part of the Meadows Filing 16 site plan. The existing SDP planned 59 large single-family lots, averaging 34,519 square feet, with many overlooking the Red Hawk golf course. Private and public open space totaled 87.3 acres. Parcel 6 is the remaining parcel in Filing 16 that is undeveloped, except for the three Town-owned water tanks existing on the site.



Figure 5: Dedicated Open Space Highlighted in Green

The proposed SDP amendment would increase the total number of single-family lots from the currently approved 59 to the proposed 77, however it would increase the amount of open space. The average lot size is decreased to 9,255 square feet, and the lots are reconfigured to cluster them in the central portion of the site. Based on public input and Town comments, all lots have been setback from the golf course boundary, creating a minimum buffer of 150 feet. The current approved plan has 11 lots backing up to the golf course, with no buffer. The overall public and private open space has been increased to 114 acres, or 83.7% of the site (Figure 5).

The proposed SDP meets the Meadows PD, 4<sup>th</sup> Amendment zoning regulations and is consistent with the previously approved 2004 site plan (Figure 6). The PD zoning allows a maximum of 1,467 dwelling units within Neighborhood Use Area D. With the increase to 77 lots in Parcel 6, the total platted lots in Use Area D will be 1,443. Permitted uses on the property include single-family (R-SF) dwelling units and public and private recreational uses such as open space and hiking trails as proposed in the amendment. The maximum building height proposed is 35' which is allowed by zoning and consistent with the previous site plan. The net density of the proposed site plan is 4.67 dwelling units per acre (du/ac), an increase over the existing 1.69 du/ac, due to the additional 18 lots and the clustered configuration. All other development standards are comparable to the standards of the 2004 site plan.

Development Standards			
	Meadows #4 PD Zoning	Approved SDP (2004)	Proposed SDP Amendment
Uses	R-SF	R-SF	R-SF
Use Area D Max. # of Units	1,467	1,398	1,443
Parcel 6 # of Units	Established with the SDP	77 allowed/59 planned	77
Average Lot Size		34,519 sq. ft.	9,255 sq. ft.
Gross Density		.55 du/ac	.56 du/ac



Net Density		1.69 du/ac	4.67 du/ac
Minimum Parking Spaces	See Municipal Code	2 per unit	2 per unit
Min. Front Yard Setback	Established with the SDP	15 ft.	15 ft.
Min. Rear Yard Setback		10 ft.	10 ft.
Min. Side Yard Setback		5 ft.	5 ft.
Min. Side to Street Setback		15 ft.	15 ft.
Min. Garage Setback		15 ft.	20 ft.
Max. Building Height	35 ft.	35 ft.	35 ft.

Figure 6: Zoning Comparison and Development Standards

The landscape plan for the streetscape and common areas meets the Town's Landscape and Irrigation Criteria. Evergreens and large canopy deciduous trees will be planted within open space areas adjacent to residential lots, and where open space tracts abut sidewalks within the right-of-way. The plantings will provide shade along the pedestrian walkways and add natural screening.

The site plan further identifies significant stands of existing scrub oak that are to remain, including along the Coachline Road frontage. With the exception of the area around the entry streets to the project, the landscaping along the project's Coachline frontage will be left natural with the existing stands of scrub oak providing the streetscape.

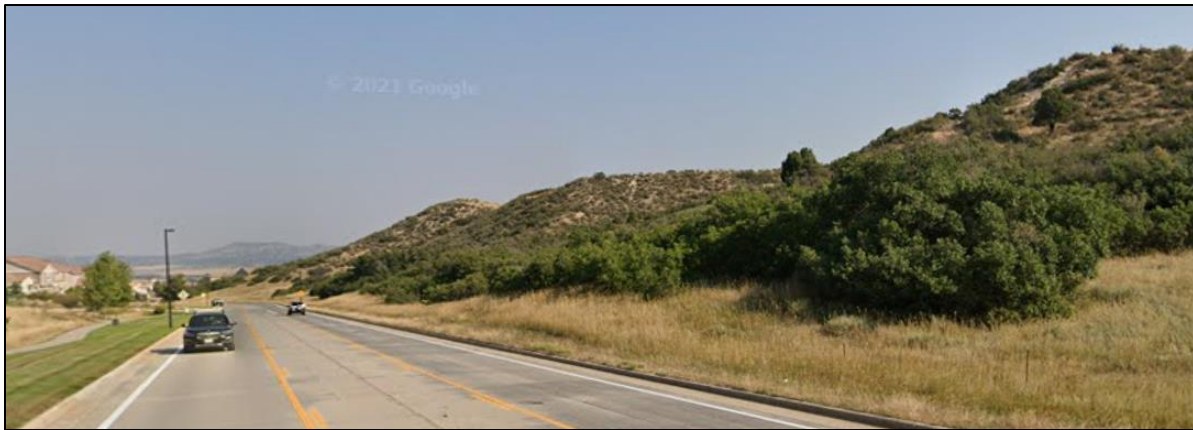


Figure 7: Coachline Road View to the North

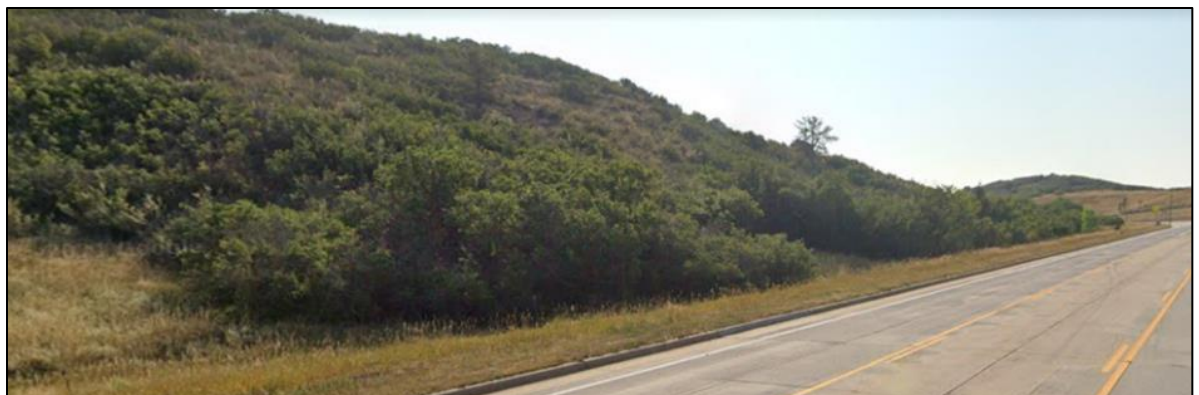


Figure 8: Coachline Road View to the South

Landscaping of the residential lots will be subject to the new Town criteria prohibiting front yard turf and limiting the rear yard turf to a maximum of 500 square feet.

### Skyline / Ridgeline Protection Ordinance

The Parcel 6 development is impacted by the Skyline/Ridgeline Protection Ordinance. The Major Skyline area is highlighted in red on Attachment C and in Figure 9. No buildings may be constructed in the Major Skyline protection area.

The Moderate Skyline is highlighted in yellow. The maximum building height allowed in this area is 25 feet and the mitigation measures for colors, reflectivity, vegetation and lighting of the Skyline/Ridgeline Protection Ordinance are also applicable.

The property outlined in purple is within the Minor Skyline where the maximum building height is 35 feet and the mitigation measures must be applied.

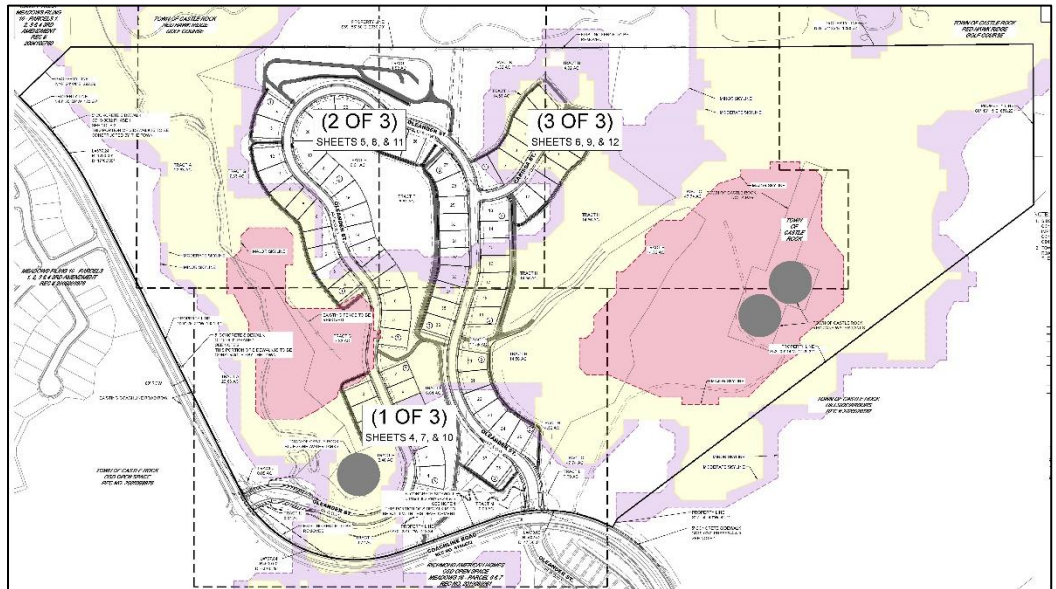


Figure 9: Skyline/Ridgeline Protection Areas within Parcel 6

### Residential / Non-Residential Interface Regulations (Interface)

Red Hawk Golf Course is zoned as a Public Land Dedication (PLD) within the Red Hawk PD. Public Land is zoned to allow school, recreation facilities, parks, open space and public infrastructure facilities. PD areas zoned PLD are anticipated to be located adjacent to, and within, residential areas, however, if Interface regulations were strictly applied, the golf course meets the definition of a non-residential use and a minimum 50-foot buffer would be required between the golf course and the residential lots. A minimum 150-foot buffer is proposed between the back of lots and the golf course boundary.

### Dissimilar Residential Interface Regulations

The Dissimilar Residential Interface Regulations are not applicable to the Parcel 6 development. The three neighborhoods that are in proximity to this proposed development are also single-family detached neighborhoods. The two Meadows neighborhoods are also excluded since they are separated from this development by a right-of-way greater than 50 feet and an open space parcel greater than 50 feet in width.



### Open Space, Trails and Public Land Dedication

The 2004 Site Development Plan currently in place for the property include large lots situated directly on the golf course property line and provides approximately 87 acres of public and private open space (Attachment D and Figure 10). The dedicated open space is approximately 63% of the parcel.

The conceptual site plan presented at the first neighborhood in January 2022 reflected 81 lots, reduced in size (Attachment D and Figure 11). The lots were clustered primarily along a loop road and single cul-de-sac. The northernmost lots were setback off of the golf course. The neighbors provided feedback requesting more open space and a greater separation between the residential lots and the golf course.

The Town has also received input from residents asking the Town to purchase more open space in Parcel 6 to create a larger buffer with the golf course and preserve the natural features of the property. After discussion between Town staff and CRDC it was recommended that the developer would reduce the buildable lots and increase the dedicated open space, providing a more substantial buffer from the golf course. In exchange for increased open space, the Town would take on the future obligation to construct the sidewalk on the east side of Coachline Road from the Oleander Street/Ridgeline Trailhead parking lot intersection north to Trailblazer Way. CRDC remains responsible for the sidewalk installation from the Oleander Street/Ridgeline Trailhead parking lot south to connect with the existing sidewalk.

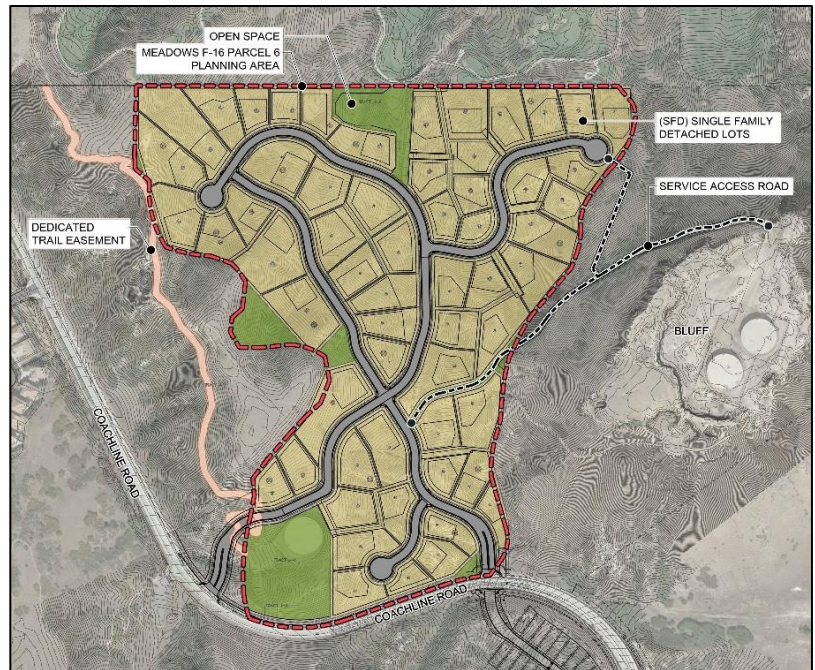


Figure 10: Meadows Filing 16, Parcel 6 Approved



Figure 11: Meadows Filing 16, Parcel 6 Concept Plan

As a result of pulling the proposed lots even further off of the golf course, and reducing the lot count proposed from 81 lots down to the current proposal of 77 lots, the open space proposed with the SDP amendment increases from 87 acres to 114 acres, or 83% of the site (Attachment B and Figure 5). Internal trails will connect to an existing soft surface trails that traverses the open space area parallel to Coachline Road. No additional PLD is required to be provided with the Site Development Plan.

#### Roadways, Traffic Impact Analysis and Mitigation

The entry streets intersecting with Coachline Road and the internal streets will be constructed to Town of Castle Rock standards. At the two entry points the street section includes five-foot detached sidewalks with an eight-foot planting strip for street scape. Where the street transitions to local street standards, the five-foot sidewalk becomes attached. Maintenance vehicle access to the Town water tanks and drainage facility will be provided.

Land Use	Unit	Size	Daily	AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
Residential <sup>1</sup>	DU	77	794	16	43	59	49	29	78

Figure 12: Parcel 6 Trip Generation Estimates

Staff has reviewed the Traffic Impact Analysis and is satisfied with the conclusions. Coachline Road is a two-lane major arterial roadway designed with a capacity to serve the Meadows at buildout. The 77 single-family homes in Parcel 6 are expected to generate approximately 794 vehicle trips per day. Total Peak AM and Peak PM trips are expected to be 59 and 78, respectively (Figure 12).

It is anticipated that 65% of the motorists will be oriented to Wolfensberger Road to the south, and 35% will be oriented to the north. The two entry street intersections with Coachline Road are projected to operate during peak hours at Level of Service (LOS) A for inbound left turn movements and LOS B for outbound left and right turn movements.

#### Utilities

The Meadows 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, February 21, 2023. Written notice letters were sent to property owners and Homeowner Associations (HOA) 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

The applicant has held three neighborhood meetings. The first meeting held in January 2022 was attended by 37 residents. The second meeting was held in June 2022 and had 10 attendees, and 3 residents joined the third meeting in November 2022. There were general questions about the builder, the price point, timeline for construction and where the future Fourth of July fireworks will be launched from. After the first and second neighborhood meetings several neighbors sent follow up emails with written comments and concerns (Attachment E).

Specific concerns were voiced about the impacts of this development on the Red Hawk golf course's Audubon Cooperative Sanctuary Designation. The Audubon Designation is an environmental education and certification program. To receive this certification, the golf course has met required standards for protecting water quality, conserving natural resources and providing wildlife habitats. This status recognizes the commitment to ecologically sound environmental stewardship and sustainable economic development including measures such as outreach, education, chemical use reduction using a comprehensive integrated pest management program, water conservation, wide vegetative buffers for water quality management, wildlife gardens and decreased use of managed turf grass. The designation does not reference surrounding development as an impact that would affect the certification.

There were concerns about a fire mitigation plan for this area and whether the area has been assessed by the Town for wildfire danger. Castle Rock Fire indicates that a survey of this area was completed as part of the Community Wildfire Protection Plan that was adopted in January 2022. Development of this area requires that the developer complete an assessment as it relates to wildfire preparedness and any areas identified and any mitigation recommended must be addressed prior to turning over ownership and maintenance to the Homeowners Associations (HOA). The HOA will then become responsible for wildland fire mitigation in that area once the homes are built.

Regarding future fireworks displays, the Fire Department has indicated that due to the construction of neighborhoods to the south of Parcel 6 resulting in a reduced fallout and safety zone, the Town will no longer use this site for fireworks displays.

There were other concerns voiced about the increased traffic generated by the development and skepticism over the need for smaller lots or any additional housing. There were comments made in support of the amendment and its expansion of open space and preservation of existing vegetation.

### External Referrals

External referrals were sent to local service providers and Douglas County agencies, the Meadows Neighborhood Company HOA (MNC), as well as Colorado Parks and Wildlife (CPW). There are no outstanding external referral comments.

Of the agencies responding, staff received responses of "No Comment" from the Douglas County School District and Douglas County Planning, Engineering and Assessor. CPW recommended large areas of continuous open space be provided for wildlife habitat and movement corridors. It was further recommended that the HOA provide future residents with CPW guidance and documentation on human-wildlife conflict prevention and mitigation and that they be informed that wildlife such as fox, coyotes, bobcat, deer, elk, bears, and mountain lions may frequent the area in search of food and cover, and that precautions should be taken to reducing attractants on their properties and supervising pets.

## **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 and lot sizes to meet the needs of current and future Town residents. The plan also complies with the Meadows PD, 4<sup>th</sup> Amendment zoning regulations and applicable Municipal Code and technical criteria summarized previously in this report. The site plan includes residential design standards that require enhanced architectural features for homes that back to open space or located on a corner, require masonry on a front elevation to wrap a portion of the side elevations and restrict the like front elevations and paint colors in proximity to each other. Further, the development is subject to the Skyline / Ridgeline Protection Ordinance restricting a number of lots to a maximum 25 foot building height, as well as color, vegetation and lighting requirements.*



**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 and exceeds the requirements of the Residential / Non-Residential Interface, where applied to the adjacency to the golf course. Street and sidewalk design meets the Town's road standards and fire mitigation will be addressed through a required assessment. Two points of access will be provided to the site and most of the homes will front to the interior loop road. This amendment protects the unique topography and mature stands of vegetation by clustering the development and increasing the open space dedication.*

**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 standard 5-foot sidewalks throughout the neighborhood. A connection is planned to the existing soft surface trails that traverses the open space on the east side of Coachline Road. As noted, the developer is required to provide a wildland fire assessment and completed necessary mitigation prior to transfer of ownership and maintenance of property to the HOA.*

**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 Meadows 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 trails and standard sidewalks provide interconnection, and connection to an existing trail system is also provided. The increase in the open space acreage preserves a larger area of natural topography and vegetation, provides a buffer from all surrounding uses, preserves views from the golf course of this natural high point and expands areas for passive recreation use.*

#### **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 Meadows Preliminary PD Site Plan and PD Zoning Regulations, Amendment No. 4,
- 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**

Planning Commission voted 6 - 0 to recommend to Town Council approval of the Site Development Plan, as proposed.

## **Proposed Motion**

### **Option 1: Approval**

*"I move to approve the Resolution, as introduced by title."*

### **Option 2: Approval with Conditions**

*"I move to approve the Resolution, 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 Town Council meeting on [date], at [time]."*

## **Attachments**

Attachment A: Vicinity Map

Attachment B: Resolution

Attachment C: Site Development Plan – Skyline/Ridgeline Protection Areas

Attachment D: Site Plan Comparison

Attachment E: Resident Input