



AGENDA MEMORANDUM

To: Mayor and Members of Town Council

From: Tara Vargish, P.E., Director, Development Services Department
Sandy Vossler, Senior Planner, Development Services Department

Title: **Resolution Approving a Site Development Plan for Residential Development Within the Bella Mesa Planned Development (Bella Mesa South) [9.3 acres of property located northwest of the intersection of Mikelson Boulevard and Mitchell Street]**

Executive Summary

The purpose of this staff report is to seek Town Council's approval on a proposed a Site Development Plan (SDP) for a new residential townhome community within the Bella Mesa Planned Development (PD). The 9-acre property is located north of Mikelson Boulevard and west of Mitchell Street (Figure 1 and Attachment A) and is zoned for multi-family uses.

The SDP proposal includes 93 townhome units with attached garages providing two parking spaces per unit, as required by Town Code, plus an additional 57 surface spaces. The three



Figure 1: Vicinity Map

story units are configured in 4, 5, and 6-unit buildings. A common area with a pet station, benches and picnic tables is planned. There are two points of access from Mitchell Street (Attachments B and C). All staff and external comments have been addressed.

Planning Commission considered this application at a public hearing held on March 12, 2026. One resident addressed the Commission with concerns about lighting. Planning Commission voted 4-0 to recommend approval of the proposed Sited Development Plan, as proposed.

Background

Existing Conditions

A Land Suitability Analysis was completed for the site. The site is currently undeveloped. Flat and hilly conditions exist and with steeper slopes occurring to the north and west. The natural drainage is toward the west and north. Vegetation on the site includes native and non-native grasses, yucca, and Gambel Oak. The report concluded that there is no potential habitat for federally listed threatened or endangered species in the project area. No documented cultural resources were found on the property.

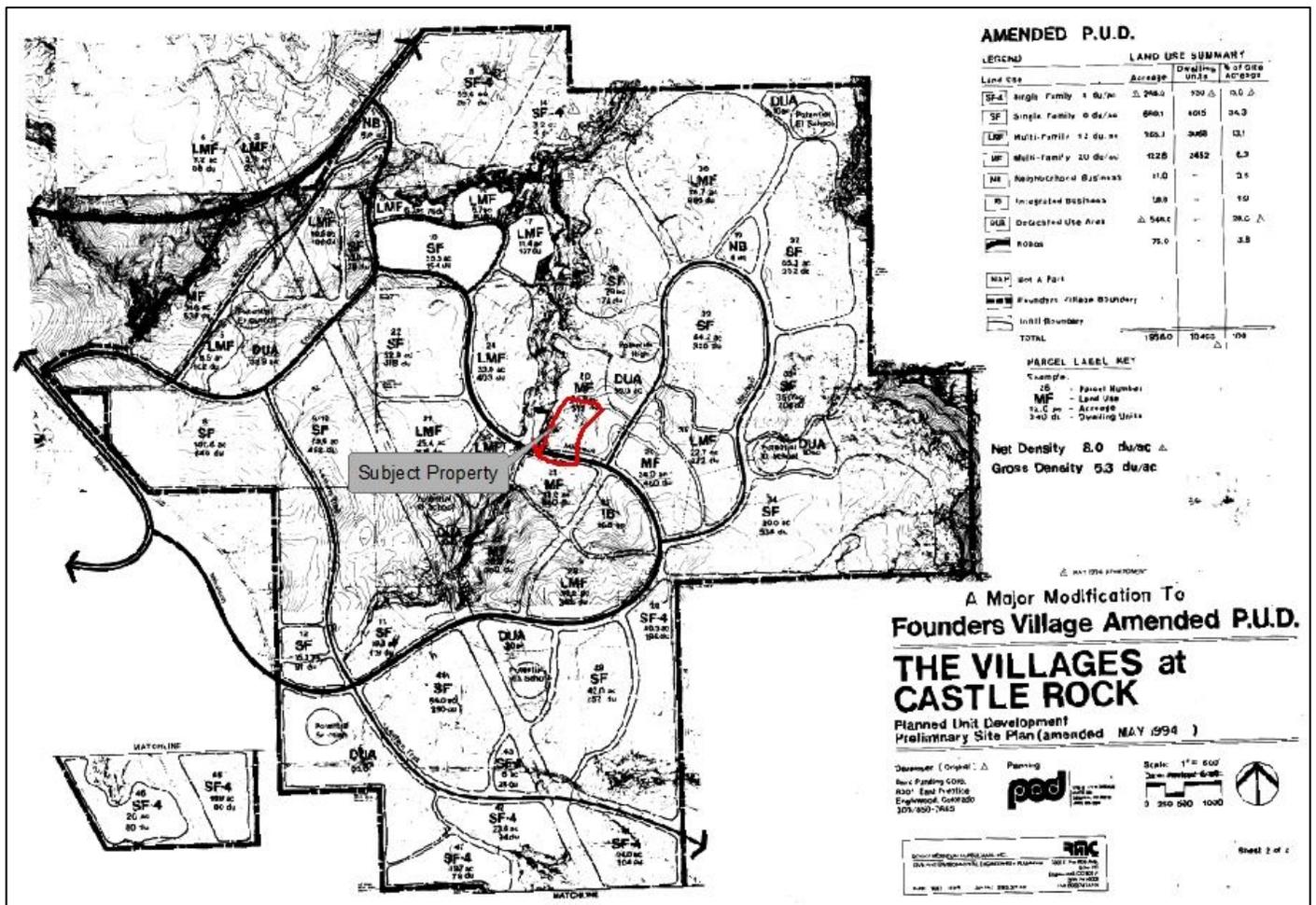


Figure 2: 1994 Founders Village PD

Surrounding Uses

To the east of the site is the Bella Mesa neighborhood, also known as Founders Filing 24, a 194-unit single-family detached subdivision. 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 Mitchell Gulch, is Founders Filing 12, a 146-unit single family detached subdivision. Abutting the site to the north is a 12.3 acres Public Land tract owned by the Town and the site of a regional detention pond. Mesa Middle School is located north of the Public Land tract.

The property is bound by public right-of-way, Mitchell Street, to the east and Mikelson Boulevard to the south. Mitchell Gulch, and a trail is adjacent to the property to the west.

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

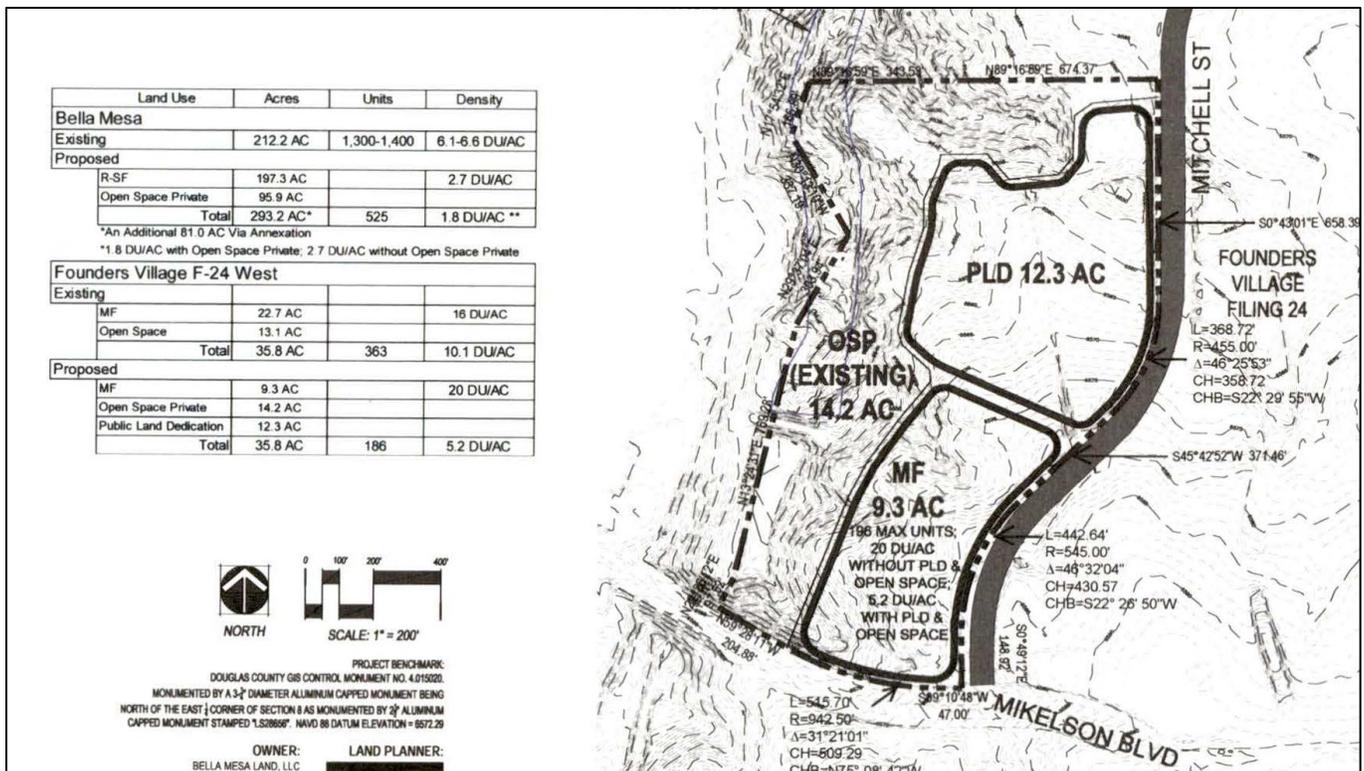


Figure 3: 2015 Bella Mesa PD – Bella Mesa South Portion

overall Founders Village PD (Figure 2). 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.

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 from the Founders Village PD of 1,600 units, resulting in an overall net reduction of 889 dwelling units. (Figure 3).

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, which resulted in a maximum dwelling units count of 186 units. 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.

Development Agreement Obligations

Concurrently with the 2015 rezoning of the property under the Bella Mesa PD, the Bella Mesa Development Agreement was also approved. The owner's obligations that are related to the development of this site include 1) a prorated reimbursement to the Town for traffic controls at the Mikelson Boulevard/Enderud Boulevard and the Ridge Road/Enderud Boulevard intersections, 2) improving Mitchell Street to four lanes with a center median, and 3) construction of intersection control improvements at the Mikelson Boulevard/Mitchell Street intersection. The owner has already met these public improvement obligations. The reimbursement has been made, the 4-lanes and median of Mitchell Street along the frontage of this property has been completed, and the owner funded and constructed the roundabout at Mikelson Boulevard/Mitchell Street intersection.

Previous Site Development Plans

In 2005, 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 (Figure 4). 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 complete, however development on the subject property never commenced.

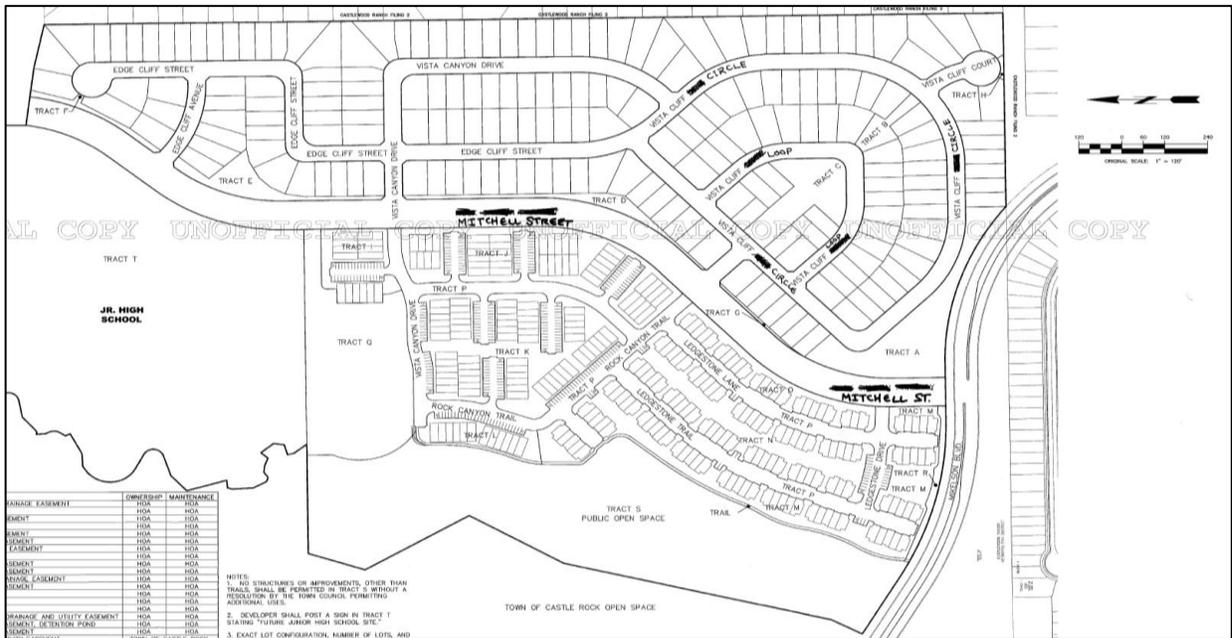


Figure 4: 2005 Approved Founders Village Filing 24 SDP

In 2023, a Site Development Plan Amendment was submitted for 105-unit rental community on the 9 acre site, to be known as Avilla at Founders (Figure 5). A mix of 1, 2, and 3 bedroom units were proposed to be configured as single family attached and detached housing types with a maximum height of 20 feet. The plan included 220 on-site parking spaces distributed throughout the project as predominantly surface parking. The development had two points of access from Mitchell Street. A leasing/community center and community pool were also included in the plan. Although this SDP Amendment was approved by the

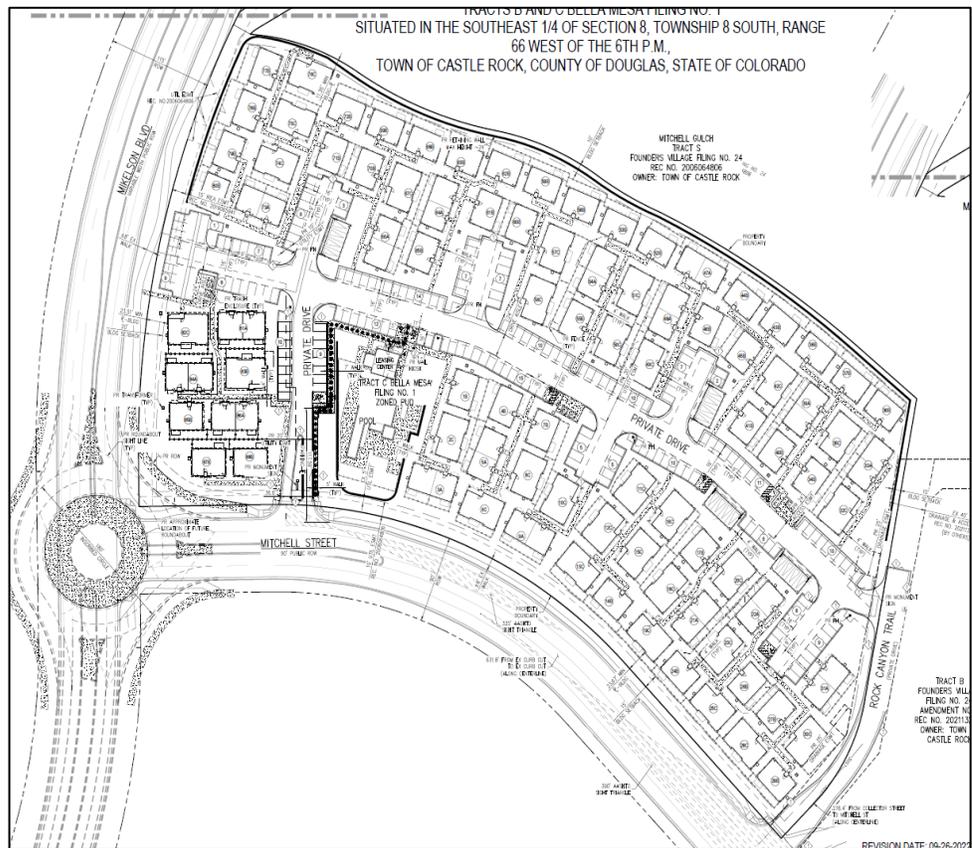


Figure 5: 2023 Approved Bella Mesa South SDP

Town, due to market changes, the builder pulled out of the project and the development did not move forward.

Discussion

Proposed Site Development Plan Amendment

The property owner, Fourth Investments USA, LLC, and the developer, Cardel Homes, are proposing an amendment to the Site Development Plan for a 93 unit townhome community, arranged in 4 to 6 unit buildings. A total of 243 parking spaces will be provided, exceeding the required number of spaces by 57. Each unit will have an attached two car garage. The additional 57 spaces are surface spaces located throughout the development.

The development will be accessed from Mitchell Street at two points (Figure 6, red arrows). The northern access drive aligns with Rock Canyon Trail and will be a full movement



Figure 6: Proposed Landscape Plan

intersection. Road access to the detention pond to the north will be provided off of the north entrance street (shaded red). The southern access drive will be limited to right in/right out movements only. Two internal private streets will include on-street parking. The units along Mitchell Street will be front-facing, as are the units on the western edge of the development facing Mitchell Gulch, so that the existing single-family neighborhoods will not view the rear elevations and garages.

Pedestrian walkways connect to the public sidewalks along

Mitchell Street and Mikelson Boulevard. A tree-shaded, 1.7 acre park will be located in the southern portion of the site and will include benches, picnic tables and pet station (shaded green). Seven parking spaces, including accessible parking, about the park area and paved walkways connects to the internal sidewalks, provided throughout the site completing the internal pedestrian circulations routes (pink dash line).

Streetscape along Mitchell Street and Mikelson Boulevard include deciduous shade trees and shrubs. Additional trees along the back of sidewalk on both roadways provides enhanced screening. A retaining wall is necessary along the west property line to account for change of grades in Mitchell Gulch. Shade trees and evergreens along the top of the retaining wall will provide additional screening to the west. At the request of neighbors, trees and evergreens will also be strategically placed to provide screening of vehicle lights from the entry drives and alleys C and D, as viewed from the homes located west of Mitchell Gulch. The width of the Mitchell Gulch open space adjacent to the site is just over 500 feet.

Development Standards

The proposed SDP meets the Bella Mesa PD Zoning regulations (Figure 7). The PD zoning allows a maximum of 186 dwelling units on the property, versus the 93 dwelling units

Zoning Comparison Table		
	Zoning Standards	Proposed
Zoning	Bella Mesa Planned Development Plan	
Use	Single Family Attached	
Lot Size	389,497 SF / 8.941 ACRES	
Density (DU/AC)	20	10.4
<i>Building Height</i>		
Townhomes	50'-0"	45'-0"
Proposed Units	93	
<i>Building Setbacks (minimum)</i>		
Mikelson Blvd	TBD with Site Development Plan	20'
Mitchell St		15'
West/North Side		10'
<i>Parking</i>	<i>Required</i>	<i>Provided</i>
Total Parking Spaces	186	243
Surface (9' x 18' perpendicular, 7' x 20' parallel)	-	36
Surface Accessible (18' x 18' - includes access aisle)	-	1
Garage	-	186
Driveway (8.5' x 18')	-	20

Figure 7: Site Development Plan Zoning Comparison Table

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 permitted is 50 feet, the SDP proposes a maximum height of 45 feet. The gross density of the proposed site plan is 10.4 dwelling units per acre (du/ac), under the maximum of 20 du/ac allowed by zoning. The Town requires two parking spaces per unit. The site plan provides two spaces per unit, plus an additional 57 surface spaces.

Elevations have been included for the 4, 5 and 6 unit buildings displaying 4-sided architectural treatments. Exterior materials include lap siding, board and batten siding and manufactured brick. Three color schemes using earth-tone colors are proposed (Attachment D).

The landscape plan meets the Town's Landscape and Irrigation Criteria for multifamily. Twenty percent of site is required to be landscaped and the plan provides 25% landscaping. The streetscape along the adjacent public streets will be brought up to the Town's requirements with a total of 20 trees along Mitchell Street and 14 trees along Mikelson Boulevard.

Four administrative technical criteria variances were approved. Three of the variances related to landscaping. Upright junipers are included in the required tree count, and ornamental trees and shrubs are permitted in utility easements in order to provide headlight screening. All trees located on private lots are counted to the total site requirements and a reduced setback for the water service line was approved. Lastly, at the request of staff, the developer will fence the detention pond north of this property, although it is located offsite.

The lighting plan meets the Town Code requirements. Each unit will have one lantern style, with frosted shade, at the front door and one at the garage door. Full cutoff pole-mounted fixtures will illuminate the north entry drive and the park. Four-foot tall bollard lights will illuminate the internal pedestrian walkways and step lights will illuminate the stairs along the walkways. The maximum footcandles allowed in the development is 5, and the maximum generated with the lighting plan is 4.6.

Residential/Non-Residential Interface Regulations

The Residential/Non-Residential Interface regulations do not apply to this development.

Dissimilar Residential Interface Regulations

The Dissimilar Residential Interface regulations (Interface) are not applicable to this project regardless of whether the project is classified as single-family attached or multifamily. The single-family detached neighborhoods to the east and south are separated from this development by public rights-of-way greater than 50 feet. The Interface regulations are not applicable to the west, as the distance across the Mitchell Gulch open space is greater than 50 feet.

Skyline / Ridgeline Protection Ordinance

The property is not located within a Skyline/Ridgeline Protection area.

Open Space, Trails and Public Land Dedication

The open space and Public Land dedications have been met prior to this submittal of the SDP application. 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 an additional 3 acres of open space to satisfy the open space requirements of the Bella Mesa South portion of the Bella Mesa PD. The 2021 plat also conveyed the 12.3-acre Public Land tract north of the site to the Town, the site of a regional detention pond. As noted earlier, the developer will provide a vehicle access drive to the offsite detention pond and will provide fencing around the pond.

The Town's open space west of this site will be protected during the construction and maintenance of the proposed retaining wall and installation of landscaping along the west property boundary. On the north side of the development, some offsite grading and utility improvements on Town land will occur and will be covered by a slope easement to ensure the Town land is properly restored and protected against future erosion.

Traffic Impact Analysis and Mitigation

An update to the traffic impact analysis approved with the previous site plan was submitted in June 2025. The current proposal will generate less trips than the previously-approved analysis and the current analysis is accepted and approved by Public Works.

Vehicular access for the proposed 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 Mitchell Street 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 Mitchell Street opposite Rock Canyon Trail.

Utilities

The Town's applicable water resources and conveyance requirements have been met for this proposed development. The property falls under the Bella Mesa water bank with sufficient credits to allocate a total of 67.1 Single Family Equivalents (SFE) for this development.

The proposed project has been found to meet the Town's applicable water and sewer requirements set forth in the Town of Castle Rock Water Criteria Manual and Wastewater Criteria Manual.

The proposed project has been found to meet the Town's applicable drainage requirements set forth in the Town of Castle Rock Stormwater Criteria Manual.

Notification and Outreach

Public Notice

Public hearing notice signs were posted on the property on Wednesday, February 25, 2026. Written public 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 Town Council public hearing on the Town's website on February 24, 2026. Information and documents about the proposal were available on the Town's *Development Activity* interactive map, throughout the review and public hearing process.

Neighborhood Meetings

The applicant has held four neighborhood meetings (Attachment E). The first neighborhood meeting was held April 22, 2025; three members of the public attended the meeting in-person. It was later determined that a technical issue prevented the public from accessing the meeting virtually, therefore, first neighborhood meeting was repeated on May 27, 2025. One person attended the rescheduled meeting in-person and four residents attended virtually. The third neighborhood meeting was held on August 27, 2025. Three residents attended the meeting in-person and two attended online. The fourth neighborhood meeting was held March 5, 2026. Five residents from the surrounding neighborhoods attended the meeting.

Questions and concerns raised by residents at the neighborhood meetings included whether the development would have a Home Owners Association (HOA) or metropolitan district and whether there would be the financial impacts to current residents. Also raised as concerns were impacts of additional traffic, impacts to wildlife in the area, potential fire hazards, impacts to views and the overall growth rate of the Town. Residents asked why the previously approved site plan with the single-story units was not being constructed and were concerned with the increased building heights, although within the 50 foot maximum allowed by zoning. Some residents thought the onsite parking was insufficient and believed that residents would park on Mitchell Street and Mikelson Boulevard. The site plan proceeding to public hearings has an additional 57 surface parking spaces added to the plan. Staff offered that parking on both streets is prohibited due to the street classifications.

Residents asked for screening to mitigate vehicle headlights shining west to the neighborhood across the open space. The applicant has strategically placed trees, and with staff approval of an administrative variance request, have included upright junipers, an evergreen, to provide screening. Deeming the landscape screening insufficient a resident requested a berm. The applicant explained that a berm on the property would be ineffective given the angle noted by the resident. Further, the applicant pointed out a berm would need to be located off of the property, on Town owned property and would obstruct the detention pond maintenance road. A request was made for walkway connections from the development to the public sidewalks. The developer has accommodated this request with two connections to both Mitchell Street and Mikelson Boulevard. Asked if there will be blasting and the need for fill on the site, the developer indicated blasting is not expected as the units will not have basements, however a final determination will be made at the time the Construction Documents are prepared. There will be grading to balance the site, direct stormwater flows and meet the existing elevation of Mitchell Street and acceptable internal road slopes.

Additional Public Input

Over the course of the review and public hearing process the applicant and Town staff have received several emails from residents stating their concerns (Attachment F). The issues raised involved headlight glare, loss of views, the loss of what was perceived as open space on the site, perceived insufficient parking, impact to property values, and overall growth of the Town of Castle Rock.

External Referrals

External referral requests were sent to local service providers, the Colorado Department of Transportation (CDOT), Colorado Department of Parks and Wildlife, Colorado Department of Public Health and Environment and Douglas County agencies. Comments were received from Douglas County providing guidance on street naming and addressing with the Plat. CORE Electric requested easements across private streets/alleys and modifications relative to identified easements and buildings and the retaining wall. The plan was revised to meet these requests. Plum Creek Water Reclamation Authority requires an Industry Information Questionnaire, if there will be a clubhouse or gathering area that includes cooking facilities. No clubhouse or outdoor grill are proposed. CDOT responded there were no conflicts identified. There are no outstanding external referral comments.

Analysis

The following staff analysis considers the representations made in the application and attachments submitted to date to the Town.

SDP Review and Approval Criteria and Analysis 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 the 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 entitled use(s) and density.
2. Complies with existing Intergovernmental Agreements applicable to the development proposed.
3. Complies with any applicable Zoning Overlay regulations, the Skyline/Ridgeline regulations and Interface 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 by using varying planes and architectural projections to ensure a complete 360-degree architectural design.
6. Complies with all other relevant requirements of the Castle Rock Municipal Code (CRMC).

Analysis: The proposed SDP meets this criterion The plan adds to the Town's variety of housing types. The plan also complies with the Bella Mesa PD Zoning regulations, applicable Municipal Code requirements and technical criteria summarized previously in this report. The site plan includes elevations that demonstrate varied exterior unit designs and materials, as well as architectural elements that provide 360-degree design. The Skyline/Ridgeline, Residential/Non-Residential Interface and the Dissimilar Residential Interface regulations are not applicable as discussed earlier in this report. There are no applicable Intergovernmental Agreements relative to this development.

B. Site Layout

1. Conforms to Chapter 17.50 Residential/Non-Residential Interface 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 vehicle, 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. As noted, the development is not subject to the Dissimilar Residential Interface regulations, the Residential/Non-Residential Interface, or the Skyline/Ridgeline regulations. The internal walkways provide the pedestrian with safe access throughout the development, and make multiple connections to the public sidewalks on Mitchell Street and Mikelson Boulevard. Onsite parking exceeds the Town's requirements by 25%. The placement of the buildings and landscaping is intended to mitigate the impact of vehicle headlights on the neighborhood located west of the gulch open space. The placement and construction of the westerly retaining wall is within the site's boundaries to protect the vegetation on the adjacent open space.

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. There are two access points from Mitchell Street. Internal roadways allow for efficient vehicular circulation, and emergency access to all units. The plan also provides pedestrian walkways that connect the front door of each unit to amenities within the development and to public sidewalks along Mitchell Street and Mikelson Boulevard.

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. The SDP provides adequate and efficient utility plans for water, stormwater and wastewater, which considers existing conditions of the site and necessary ingress and egress improvements. A phasing plan is not proposed. Castle Rock Water has verified that the Bella Mesa water bank has sufficient credits to serve this development at the density proposed. The developer will provide fencing around, and improved vehicle access to, the off-site detention pond existing north of the site. The property owner, Fourth Investments USA, LLC, has funded and constructed the roundabout at the intersection of Mikelson Boulevard and Mitchell Street, and has widened Mitchell Street to 4-lanes with a median as required by the Bella Mesa Development Agreement.

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. Internal walkways will effectively provide pedestrian circulation within the development with connections to public sidewalks. As discussed earlier in this report, the open space and public land dedications have been satisfied as identified in the Bella Mesa PD Plan.

Budget Impact

Development of the property will generate review, permit and impact fees, along with use taxes for the Town. Based on the proposed 93 individually owned townhomes, staff estimates that the project will generate the following development impact fees and water system development fees.

Estimated Impact Fees	
Parks and Recreation	\$666,159
Municipal Facilities	\$35,061
Fire	\$99,045
Police	\$53,568
Transportation	\$1,223,973
Total Estimated Impact Fees	\$2,077,806
Estimated Water System Development Fees	
Water	\$651,892
Water Resources	\$2,351,776
Wastewater	\$381,951
Stormwater (Cherry Creek)	\$71,238
Total Estimated Water System Development Fees	\$3,456,857

Development impact fees and water system development fees are charged on a per unit basis and are independent on unit size for townhomes. These estimates are based on the Town's adopted 2026 impact fee and water system development fee schedules. Impact fees and system development fees are collected at the time individual building permits are issued and are subject to the fee schedule in effect at that time. Both impact fees and system development fees typically increase on an annual basis; therefore, it is anticipated this development will generate fees higher than the estimates above.

Findings

Planning Commission found that the proposed Site Development Plan amendment

- Advances the objections of the of the Town Vision and the Comprehensive Master Plan,
- Meets the requirements of the Bella Mesa Planned Development Plan and Zoning Regulations,
- Meets the Site Development Plan review and approval criteria of the Municipal Code, Chapter 17.38, and
- Meets the criteria of all other applicable Municipal Code and technical requirements.

Recommendation

Planning Commission voted 4 to 0 to recommend to Town Council approval of the Site Development Plan, as proposed.

Proposed Motions

Option 1: Approval

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

Option 2: Approval with Conditions

"I move to approve the Resolution, as introduced by title, 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
- Attachment D: Color Schemes
- Attachment E: Neighborhood Meeting Summaries
- Attachment F: Resident Emails

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