



## 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:** **Ordinance Approving the Initial Zoning for 44.94 Acres of Land Owned by the Town and Located in the Northwest Quarter of Section 14, the Eastern Half of Section 15 and the East Half of Section 22, Township 8 South, Range 67 West of the 6th Principal Meridian, Douglas County, Colorado (Crystal Valley Interchange - East Initial Zoning) (First Reading)**

### Executive Summary

The Town of Castle Rock (Town) proposes to annex approximately 45 acres of land located east of Interstate 25, to be known as Crystal Valley Interchange – East Annexation. The annexation area includes the east frontage road from North Brookside Circle to Douglas Lane and numerous parcels surrounding the Crystal Valley interchange (Attachment B and Figure 1). All parcels are owned by the Town of Castle Rock and will be used for public right-of-way (ROW), drainage facilities, and utility extension. Parcel remnants are anticipated to remain undeveloped. No additional uses are proposed.

The Town proposes to zone all parcels within the annexation area as Public Land – 1 (PL-1) (Attachments A and D). This is a straight zone district established in Section 17.30.020 of the Municipal Code. The PL-1 Zone District allows municipal facilities, utilities, public improvements and public right-of-way.

Planning Commission considered the proposed PL-1 zoning at a public hearing on Thursday, April 23, 2026, at 6 p.m. No members of the public addressed the Commission on the proposal. Planning Commission voted 6 to 0 to recommend approval to Town Council.



Figure 1 Vicinity Map

### Key Benefits of Proposed Annexation & Zoning

- To incorporate Town-owned property providing for consistent application of the Municipal Code, law enforcement and emergency services.
- To give the Town development jurisdiction over design, permitting and construction of public infrastructure improvements.

### Background

The numerous parcels included in the annexation area are owned by the Town, many having been acquired for the new Crystal Valley interchange and bridge over Interstate 25 (Attachment C). The Colorado Department of Transportation abandoned and conveyed the east frontage road from North Brookside Circle to Douglas Lane to the Town in 1988. Annexation will bring the Town-owned parcels under the Town's jurisdiction and provide for consistent code and law enforcement, emergency services and maintenance operations.

### Existing Conditions and Surrounding Uses

The east frontage road has historically been public right-of-way under both CDOT and the Town's ownership. Properties abutting the road include incorporated properties zoned as Plum Creek Point PD, Creekside PD, Sanders Business Park PD, Business/Commercial (B) Zone District, Burt at Castle Rock PD, Your Storage Center PD, Plum Creek West PD and Brookside Business Center Amended PD. The primary uses allowed in these zone districts are business, commercial and retail. There are four unincorporated parcels abutting the roads that are zoned Agriculture-1 (A-1) in Douglas County. A-1 zoning allows agricultural uses, churches, libraries, fire/sheriff stations, schools and open space.

The parcels to the north and south of Crystal Valley Parkway and west of the Union Pacific Railroad ROW are also zoned A-1. This portion of the annexation area abuts Plum Creek Pointe PD to the north and A-1 zoned parcels to the south. To the east, beyond the Union Pacific ROW, are the Heckendorf Ranch PD and the Lanterns PD, with the permitted uses residential, office and commercial.

### Discussion of Zoning Proposal

The parcels are proposed to be straight zoned as Public Land – 1 (PL-1), a zone district established in the Municipal Code section 17.30.020 (Attachment D). PL-1 zoning is intended for municipally owned properties and for public uses. All parcels included in the zoning area are intended to remain in use for public right-of-way, utility easements and public improvements. Parcel remnants are anticipated to remain undeveloped.

### Notification and Outreach

#### Public Notice

Public hearing notice signs were posted adjacent to the property, facing the east frontage road on April 7, 2026. Written notice letters were sent to property owners within 1500 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 and provided information about the proposal on the Town's *Development Activity* interactive map.

### Neighborhood Meetings

One neighborhood meeting was held on June 10, 2025. The second and third neighborhood meetings were waived by the Town Manager. Eight people attended the neighborhood meeting. Questions included verification of the limits of the annexation area, the reason for the annexation and the impact to future annexations west of Interstate 25, and the potential for fencing the annexed parcels. Other unrelated questions were asked about Dawson Trails PD and Brickyard PD, timing and configuration of the new Crystal Valley interchange/on and off ramps, and the alignment of Prairie Hawk Drive through Miller's Landing PD (Attachment D).

### External Referrals

External referrals were sent to local service providers, Douglas County agencies, Union Pacific Railroad, and the Colorado Department of Transportation. There are no outstanding external referral comments.

### Zoning Analysis

#### Technical Reports and Analyses

*Fire/Police* - The proposed annexation area is currently located with the Town of Castle Rock Fire Protection Service Area and is serviced by Douglas County Sheriff Department. Once annexed the area will be served by Town of Castle Rock Fire and Police agencies.

*Parks, Recreation and Open Space* – The parcels are being zoned as Town of Castle Rock public land, specifically PL-1.

*Traffic Impact Analysis and Mitigation* - A Traffic Impact Analysis (TIA) was not required to be submitted for the proposed annexation and zoning amendment.

*Utilities and Drainage* - Any utility and drainage facilities necessary to serve property within this annexation area will connect to Castle Rock water, wastewater and storm sewer treatment and distribution systems.

*Water Conservation* - Future development within the annexation and zoning amendment areas will be required to meet Town water conservation standards and landscaping and irrigation criteria, including the ColoradoScape requirements.

*Water Resources* - All groundwater rights associated with the annexation parcels have been retained by the Town.

### Zone District Approval Criteria (CRMC Section 17.02.060.C)

The Town of Castle Rock Municipal Code requires that all lands annexed to the Town shall be included in one of the primary Zoning Districts Residential, Business/Commercial/Industrial, Open Space or Planned Development.

The following staff analysis considers the proposed PL-1 zone district's compliance with the zoning approval criteria:

- A. Compatible with any applicable land use intergovernmental agreements.

*Analysis: The parcels considered for annexation are not subject to any land use intergovernmental agreement.*

- B. Conforms with the most recently adopted versions of the Town's Vision, Comprehensive Master Plan, applicable sub-area plans, adopted criteria manuals and guidelines and other master plans.

*Analysis: The use of the parcels as public right-of-way, drainage facilities, and utility extensions support the Town's Vision, Comprehensive Master Plan and other Town Master Plans.*

- C. Compatible with existing and planned development on adjacent properties and in the surrounding area or neighborhood, and proposed mitigation measures.

*Analysis: The PL-1 zoning of the annexation area allows for public improvements and public right-of-way that are compatible with and serve the adjacent properties, and surrounding area. The Town's transportation standards for safety and design apply to the current and future ROW within the annexation area.*

- D. Impacts upon the natural environment, including air, water, noise, stormwater management, wildlife and vegetation, and proposed mitigation measures.

*Analysis: Many of the parcels included in the annexation area already serve as public roadways or are undeveloped and will remain that way. Design and construction of the Crystal Valley interchange and bridge were subject to local, state and federal regulations.*

- E. Whether the property will have access to current or planned services and infrastructure adequate to support the orderly development of the property.

*Analysis: The PL-1 zone district allows construction of public infrastructure and right-of-way that supports development of adjacent and surrounding properties.*

- F. Positive economic impact potential from development of the property.

*Analysis: Development of the property as public right-of-way has the potential for positive economic impact. Direct access to and from Interstate 25 serves existing residents and business and enhances opportunities for future business development along the I-25 corridor.*

## **Budget Impact**

Zoning the property as Public Land-1 will not add new budget impacts.

## **Findings**

All staff review comments and external referral comments have been addressed. Planning Commission found the proposed zoning:

- Meets the zoning requirements of Section 17.02.060.C of Town of Castle Rock Municipal Code, and
- Meets the objectives and criteria for responsible growth established in the Town's 2030 Comprehensive Master Plan.

## **Recommendation**

Planning Commission considered the proposed PL-1 zoning at a public hearing on Thursday, April 23, 2026, at 6 p.m. No members of the public addressed the Commission on the proposal. Planning Commission voted 6 to 0 to recommend approval to Town Council.

## **Proposed Motion**

### **Option 1: Approval**

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

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

*"I move to approve the Ordinance, 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: Ordinance
- Attachment B: Vicinity Map
- Attachment C: Crystal Valley Interchange – East Annexation Map
- Attachment D: Public Land – 1 Zone District
- Attachment E: Neighborhood Meeting Summary