



AGENDA MEMORANDUM

To: Mayor and Members of Town Council

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

Title: An Ordinance Approving the Dawson Trails Planned Development Plan and Zoning Regulations, Amendment No. 3, and the Initial Zoning for Multiple Parcels of Land Totaling 4.696 Acres and Located in the South Half of Section 22, Township 8 South, Range 67 West of the Sixth Principal Meridian, Douglas County, Colorado (Territorial Road Initial Zoning)

Executive Summary

ACM Dawson Trails VIII JV LLC (ACM Dawson Trails) has proposed a major amendment to the Dawson Trail Planned Development (PD) Plan and Zoning Regulations. The purpose of the amendment is to zone the parcels included in the Territorial Road Annexation, to reconfigure an open planning area, and to add a requirement for four, 1-acre private parks within specific planning areas. The location of the Territorial Road annexation parcels is shown in Figure 1 and Attachment A.

ACM Dawson Trails and the Town of Castle Rock own separate parcels included in the Territorial Road Annexation (Figure 2). All the parcels will be zoned Planned Development (PD) within Dawson Trails PD. The parcels owned by the Town will be designated as public land. The parcels owned by ACM Dawson Trails will be incorporated into the adjacent planning areas, as established in the Dawson Trails PD.

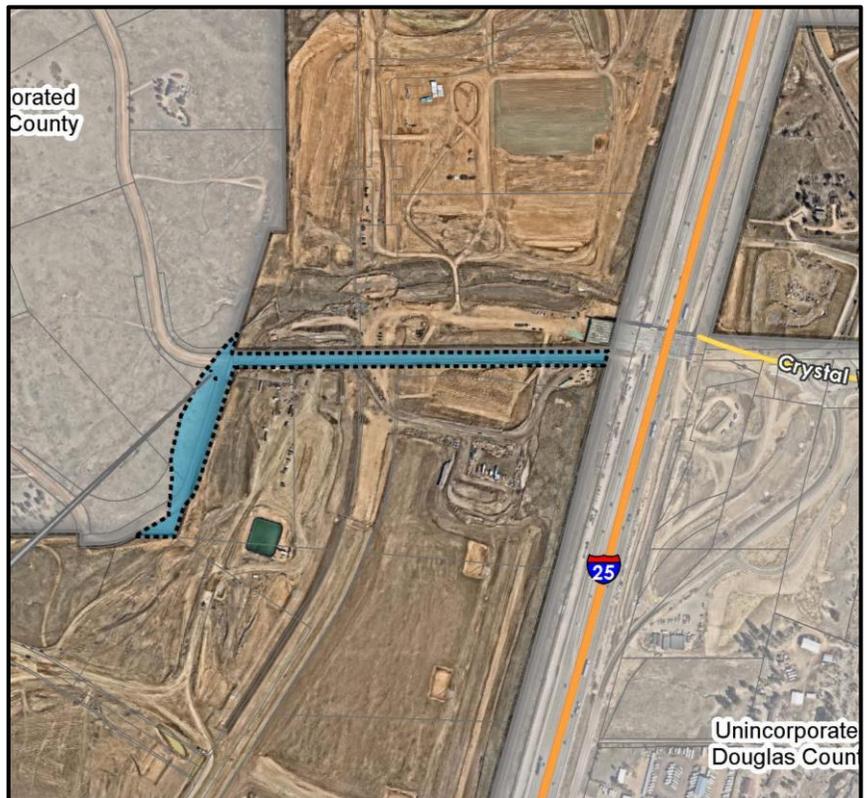


Figure 1 - Vicinity Map

Planning Commission held a public hearing on February 12, 2026, to consider the Dawson Trail Planned Development, Amendment No. 3 and recommended approval by a vote of 6-0.

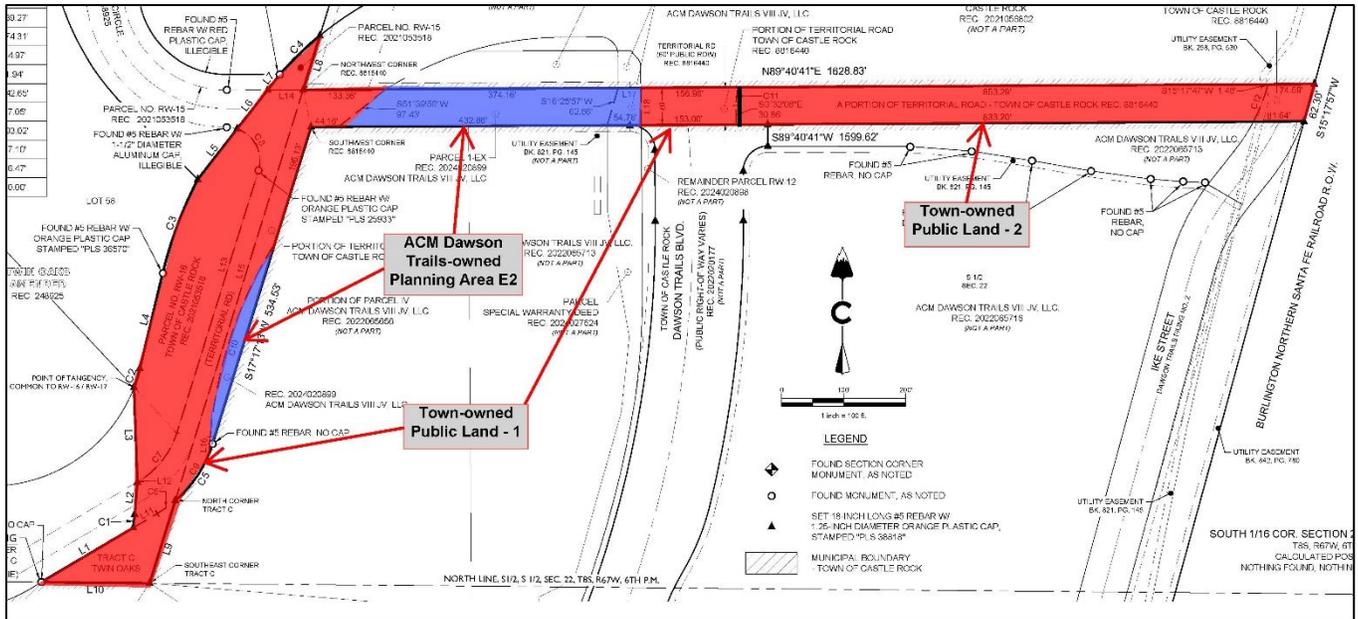


Figure 2 - Zoning and Ownership Map

Town Council is being asked to approve the rezoning ordinance for the proposed PD amendment (Attachment B).

Key Benefits of Proposed Planned Development Amendment

- To meet the Colorado Revised Statutes 31-12-115 (2) requirement to zone annexed property within ninety (90) days after the effective date of the annexation ordinance.
- To incorporate the 4.7 acres associated with the Territorial Road Annexation into the land use tables of the Dawson Trails PD Plan.
- To add Town-owned right-of-way as an explicit use by right in public land use areas designated as Public Land – 1 (PL-1) and Public Land – 2 (PL-2), as established in the Dawson Trails Zoning Regulations.
- To reconfigure the boundaries of a 4-acre open space area identified as OSP-8 on the Planned Development Plan.
- To require by zoning the establishment of four, 1-acre private active parks within Planning Areas C-2 and D.

Background

Territorial Road was an unimproved roadway located west of Interstate 25, extending west from the Burlington Northern/Santa Fe Railroad (BNSF RR) right-of-way approximately 1/3 of a mile, where it then turned south and west transitioning into Twin Oaks Road. Territorial Road Annexation consists of 8 parcels, totaling 4.7 acres. The parcels include ROW, land purchased by the Town and parcels acquired from Douglas County. The parcels proposed for annexation are currently under the jurisdiction of Douglas County and are zoned Large Rural Residential.

The Territorial Road Annexation and the Dawson Trails Planned Development, Amendment No. 3 are proceeding concurrently to zone the annexation parcels within the requisite 90 days established in the Colorado Revised Statutes.

Existing Conditions and Surrounding Uses

The subject parcels are currently zoned Large Rural Residential (LRR), as is the County subdivision of Twin Oaks located west of Dawson Trails. The property north and south of Territorial Road is zoned Planned Development within Dawson Trails. Territorial Road and Twin Oaks Road are unpaved. The non-ROW parcels included in this annexation and zoning are undeveloped.

During the design of the Crystal Valley Interchange, it was determined that the alignment would be generally outside of the boundaries of the Territorial Road ROW. Further, the alignment required the Town to acquire additional property north of Territorial Road owned by ACM Dawson Trails and zoned for development. In November 2023, Town Council approved an agreement swapping certain Town-owned property for property owned by ACM Dawson Trails, therefore the Town and ACM Dawson Trails are co-petitioners for this annexation and parties to the zoning request.

Discussion of Proposal

Territorial Road Annexation

The Territorial Road Annexation petition and map were accepted and filed with the Town Clerk on May 9, 2025. The Substantial Compliance hearing was held on June 3, 2025 and the Council found that the petition substantially complied with the requirements of the Colorado Constitution and the C.R.S for annexation. The Eligibility hearing was held on July 15, 2025 and Town Council found the property to be eligible to be considered for annexation into the Town. The annexation is the subject of a separate staff report and request for action that is proceeding concurrently with this proposed PD amendment.

The area proposed for annexation and zoning is 4.7 acres, is under the jurisdiction of Douglas County and is zoned Large Rural Residential. The annexation area is adjacent to the Town of Castle Rock boundaries on 80 percent of the area's boundaries.

Dawson Trails Planned Development, Amendment No. 3

The parcels included in the Territorial Road Annexation will be zoned as Planned Development, within Dawson Trails (Attachment C). The parcels owned by the Town will be designated Public Land – 1 (PL-1) and Public Land – 2 (PL-2), see Figure 2, shaded red. The parcels owned by ACM Dawson Trails will be incorporated into the adjacent planning area, E2, and developed according the permitted uses of that planning area (shaded blue).

In addition to zoning the annexation parcels, the third amendment to the Dawson Trails PD reconfigures a 4-acre private open space area (OSP-8) to serve as a buffer between the adjacent neighborhood and roadway in Planning Area D (Figure 3, shaded blue). In return, and to advance the Town's commitment to locating park facilities in proximity to residential development, the PD amendment adds a requirement for four, 1-acre active private parks to be developed in Planning Areas C-2 and D, in the south central area of the of Dawson Trails (Figure 3, outlined in red). The locations will be determined with the future Site Development

Plans. Lastly, the amendment also clarifies that Town-owned right-of-way is a permitted use in PL-1 and PL-2 planning areas.

Notification and Outreach

Public Notice

Public hearing notice signs were posted on the property on January 28, 2025. Written notice letters were sent to property owners within 500 feet of the property, at least 15 days prior to the public hearings.

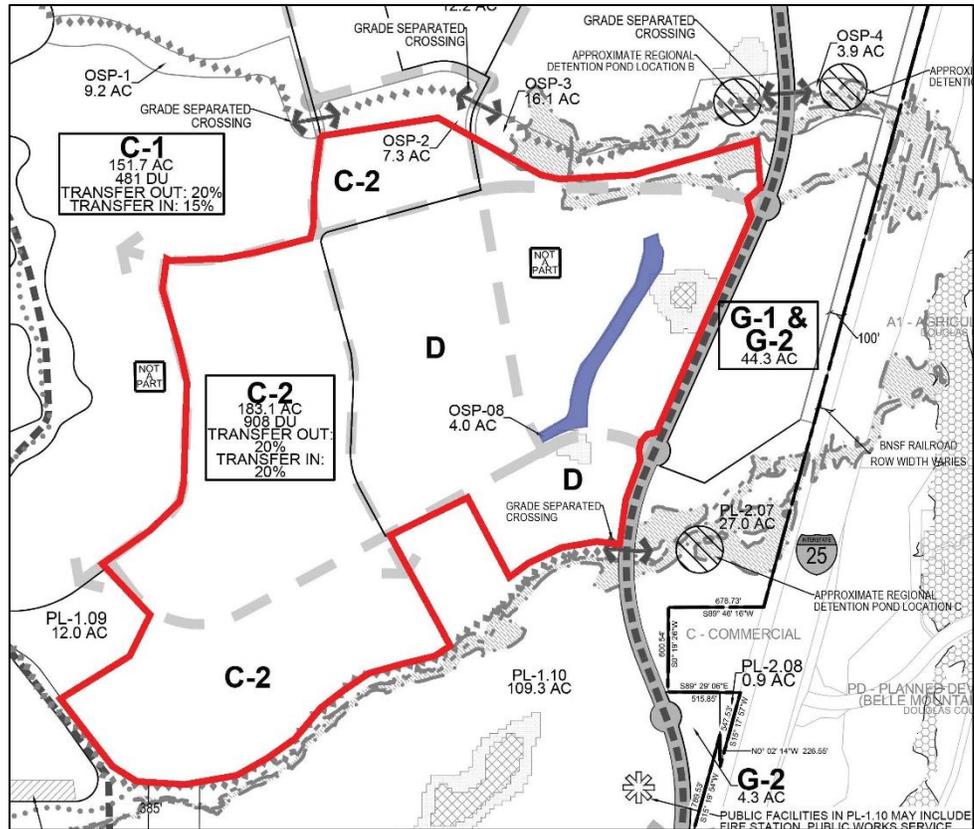


Figure 3 - Location of OSP-8 and Planning Areas C-2 and D

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

Two neighborhood meetings were held, hosted by the Town and ACM Dawson Trails. The first neighborhood meeting was held August 21, 2024, and was attended by eighteen residents mostly from the County subdivisions of Twin Oaks and Keene Ranch. One couple in attendance was from Red Hawk. The second meeting was held on April 14, 2025, attended by five people, all residents from Twin Oaks. The third neighborhood meeting was waived by the Town Manager due to lack of controversy.

There were general questions raised at both meetings about timing of the annexation and how the properties would be zoned (Attachment D).

External Referrals

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

Technical Reports and Analyses

Fire - The proposed annexation area is currently located with the Town of Castle Rock Fire Protection Service Area. Once annexed the area will be served by Town of Castle Rock Fire, which serves the Dawson Trails PD area and has the capacity to serve the incorporated area.

Parks, Recreation and Open Space - Parks and open space dedications as identified in the original Dawson Trails PD Plan and Zoning Regulations are being carried forward with the amendment, and the requirement, size and general location of four active neighborhood parks are being added.

Traffic Impact Analysis and Mitigation - A Traffic Impact Analysis (TIA) was not required to be submitted for the proposed annexation and zoning amendment, as development density was not changed.

Utilities and Drainage - Any utility and drainage facilities necessary to serve property within this annexation area and PD planning areas will tie into Castle Rock water, wastewater and storm sewer treatment and distribution systems currently under construction in Dawson Trails.

Water Conservation - Future development within the annexation and zoning amendment areas will be required to meet the Dawson Trails PD and 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.

Planned Development Plan and Zoning Analysis

This staff analysis is based on the representations made in the proposed PD amendment application and attachments submitted to date.

PDP Review and Approval Criteria and Analysis 17.34.030

A. Community Vision/Land Use Entitlements.

1. Conforms to the most recent versions of the Town's 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 design principles found in Chapter 17.10 and Dawson Trails Planned Development Plan and Zoning Regulations.
3. Complies with any applicable Zoning Overlay regulations, such as the Skyline/Ridgeline Regulations.

Analysis: The proposed PD Plan and Zoning Regulations amendment meets this criterion. The proposed zoning conforms to the Town's Vision and Comprehensive Master Plan and complies with the site's governing zoning, the Dawson Trails PD. It also conforms to all other relevant requirements and development standards of the Town's Municipal Code.

B. Relationship to Surrounding Area

1. Provides appropriate relationships between use areas, both internal and surrounding, with adequate buffer areas provided, if warranted.
2. Provides innovative and creative plan design and layout.
3. Provides a variety of housing types, densities and open space.
4. Identifies areas as mixed use and/or depicts areas that are buffer areas to comply with the Residential/Nonresidential Interface, where a proposed PD Plan is adjacent to residential property or where the proposed PD Plan is adjacent to nonresidential property.

Analysis: The proposed PD Plan and Zoning Regulations amendment meets this criterion. The Town-owned property is to be zoned as public land and no residential or commercial development is proposed. The property owned by ACM Dawson Trails is being absorbed into the adjacent planning area, E-2, and will be subject to the allowed mix of uses and development standards established for that planning area. Where applicable, the Residential/Non-Residential Interface will be included in future Site Development Plan. The 4-acre open space OSP-8 is being reconfigured to provide a substantial buffer between a residential neighborhood and the adjacent street, in return four 1-acre private active parks to be integrated into future neighborhoods with Planning Areas C-2 and D.

C. Circulation and Connectivity.

1. Provides an adequate circulation system in terms of capacity and connectivity, which is designed for the type of traffic generated, safety, and separation from living areas, convenience, accessibility, noise and exhaust control.
2. Provides for emergency vehicle access.
3. Accommodates an adequate, functional and safe street system for vehicular traffic generated by the development and passing through the development.
4. Provides for pedestrian and bicycle traffic in a safe and convenient manner, separation from vehicular traffic, and access to points of destination and recreation.

Analysis: The proposed PD Plan and Zoning Regulations amendment meets this criterion. Most of the parcels within the Territorial Road Annexation will remain in the Town's ownership as public land for future Town ROW or Town facilities. The ACM Dawson Trails parcels will be incorporated into Planning Area E2 and at the time of site planning will be integrated in the circulation and connectivity of the planning area.

D. Services, Phasing and Off-site Impact.

1. Addresses fiscal impact of the project.
2. Provides an appropriate phasing plan which minimizes unnecessary utility extensions and adequately addresses other fiscal concerns of the Town.
3. Adequate water resources have been conveyed or purchased. Existing or proposed water and wastewater systems can support the proposed development pattern, uses and density.
4. Existing or proposed stormwater systems can support the development and will comply with applicable regulations. Provides phased improvements in a logical and efficient manner.
5. Provides adequate consideration to the future extension of streets and utilities to adjacent properties.
6. Identifies and appropriately mitigates all traffic impacts, on- and off-site.

Analysis: The proposed PD Plan and Zoning Regulations amendment meets this criterion. Services are present or under construction to serve the parcels as they are developed. The Town-owned properties will be used for future streets extensions, and provision of utility facilities.

E. Open Space, Public Lands and Recreation Amenities.

1. Provides adequate trails, parks, recreation and open space.
2. Provides an adequate trail system in terms of internal circulation and appropriate external connections.
3. Provides functional open space for recreation, views, density relief, convenience, function and preservation of natural features, including significant tree stands, ridges, and stormwater areas. Open space reservations and public land dedications are of an appropriate configuration and location within the site and comply with any applicable requirements of Chapter 16.08, CRMC and this Title.

Analysis: The proposed PD Plan and Zoning Regulations amendment meets this criterion. Reconfiguration of the open space area, OSP-8, will provide a significant buffer between a planned residential neighborhood and adjacent public right-of-way. The four, 1-acre active private parks will provide space for recreation, density relief and will be conveniently located to the surrounding residential neighborhoods.

F. Preservation of Natural Features

1. Demonstrates sensitivity and limits disturbance to the site in terms of plan design and density to the site's major environmental characteristics including drainageways, topography, view sheds and vegetation.
2. The proposed PD Plan and zoning accommodate the Skyline/Ridgeline Protection Regulations and reasonably mitigates visual impacts upon off-site areas.
3. Consideration shall be given to wildlife impacts in the layout of open space areas. Where designated threatened or endangered species are present, the development must conform to all applicable state and federal restrictions and permitting requirements.

Analysis: The proposed PD Plan and Zoning Regulations amendment meets this criterion. The former Territorial Road parcels were graded and devoid of major environmental characteristics. Except for public facilities, all property within Dawson Trails, regardless of use area are subject to the Skyline/Ridgeline Protection Regulations. Public land and open space acreage in Dawson Trails is 978.4 acres, or 47.4% of the entire Planned Development.

Budget Impact

The PD amendment will not negatively impact the Town's budget. The portions to be zoned for future mixed use development have sales tax generation potential.

Findings

All staff review comments and external referral comments have been addressed. Planning Commission will make findings as to whether the proposed Planned Development Plan and Zoning Regulations amendment

- Meets the objectives and criteria of the Town’s Vision, 2030 Comprehensive Master Plan, and other long-range and master plans,
- Meets the Planned Development approval criteria of the Municipal Code Chapters 17.34 and 17.36, and
- Meets the intent and development standards of the Dawson Trail Planned Development Plan and Zoning Regulations, previously approved by Town-Council.

Recommendation

Planning Commission recommended approval by a vote of 6-0 at a public hearing on February 12, 2026.

Proposed Motions

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: Vicinity Map

Attachment B: Ordinance

Attachment C: Dawson Trails Planned Development Plan and Zoning Regulations, Amendment No. 3

Attachment D: Neighborhood Meeting Summaries