



Meeting Date: March 3, 2015

AGENDA MEMORANDUM

To: Honorable Mayor and Members of Town Council

From: Heather L. Lamboy, AICP
Assistant Director, Development Services Department

Title: Ordinance No. 2015-09: An Ordinance Amending the Town's Zone District Map by Approving the Promenade at Castle Rock Planned Development Plan, an Amendment to a Portion of the Castle Pines Commercial PD (2000 Amendment); Approving the Promenade at Castle Rock Planned Development Zoning Regulations and the Promenade at Castle Rock Development Agreement; and Vesting a Site Specific Development Plan (PDP Project No. 14-0007) (2nd Reading)

Executive Summary

This ordinance was approved as presented on first reading February 17, 2015, by a vote of 6 to 0.

Town staff has worked with the applicant to clarify the language of the Development Agreement, and changes include:

- **Establishing a process regarding the binding effect of the Agreement if a portion of the Promenade property is sold or otherwise conveyed;**
- **Requiring that tenants of the property not be held liable under the Development Agreement unless specifically agreed in writing;**
- **All permits will be applied for through the Promenade at Castle Rock Metropolitan Districts in order to aid in tracking the obligations of the Public Finance Agreement;**



- Promenade at Castle Rock, LLC, shall obtain approval for the Atrium Drive access permit from the Colorado Department of Transportation (CDOT). The Town's obligation and financial responsibility has been clearly outlined in an Exhibit to the Development Agreement for the North Meadows Extension (Exhibit 2 to the D.A.).
- An additional Exhibit has been added outlining the developer's responsibility and scope of State Highway 85 improvements (Exhibit 3 to the D.A.).

At the February 17 meeting, staff commented to the Town Council that the parking ratio for the proposed multi-family housing on Block 7 was under discussion. The applicant is proposing 1.75 spaces per dwelling unit, and Town staff is recommending that parking be consistent with Town Code, which is closer to 2 parking spaces per dwelling unit. At this time, staff does not have enough information on the proposed multi-family development to determine whether 1.75 parking spaces per unit will be sufficient. Staff recommends that zoning regulations be modified to state that multi-family parking is considered at the time of Site Development Plan.

The PD Zoning regulation language should be as follows:

"Section 7.7 Parking: Required parking for the Multi-Family Residential District will be determined during the Site Development Plan review process."

Finally, an issue of major concern from the public at the February 17 Town Council meeting was raised regarding the prairie dogs and other wildlife on the Promenade site. Town staff has reviewed the applicant's environmental assessment regarding potential endangered and/or protected species and finds no threat to the burrowing owl or raptors. Prairie dogs are not a protected species, and the Town has deferred to the applicant to resolve the issue.

The purpose and intent of this report is to seek Town Council's approval of the Promenade at Castle Rock Planned Development Plan and PD Zoning Regulations and Development Agreement. The 166.57-acre site is located north of Meadows Boulevard, between Interstate 25 and Highway 85, also known as Santa Fe Drive (**Attachment A**). The proposed mixed-use zoning eliminates more intensive Integrated Business commercial uses permitted under the Castle Pines Commercial Planned Development, and provides for more open space, site amenities, and establishes high-quality design standards.

The PDP will:

- Permit up to 1,000,000 square feet of retail use;
- Permit up to 360 multi-family residential units;
- The Town's construction of the North Meadows Extension and I-25 interchange will provide ready access for the development.

The Development Agreement will:

- Enable the participation of Promenade at Castle Rock Metropolitan District Nos. 1-3 in the construction of public improvements and the establishment of surety for financial guarantees and warranty obligations for improvements undertaken by the districts;
- Recognize that the Public Finance Agreement authorizes certain credits and offsets against financial requirements under the Town regulations;
- Provide a framework for the application of water credit as provided in the Promenade Water Bank. Currently the property has a water credit of 1,412.33 SFE;
- Establish that the owner is responsible to construct all streets, sidewalks, bike paths, traffic control, street signage and street lighting;
- Require that the owner obtain access permits from the Colorado Department of Transportation (CDOT) where applicable (a portion of the North Meadows Extension, Meadows Parkway, and Highway 85 are all CDOT facilities). The owner will be responsible for the construction of all off-site improvements and intersection improvement contributions required by CDOT. The Town is still in discussion with the developer about this provision which will be finalized between first and second readings;
- Provide for vesting of the PDP plan and associated property rights as a “site specific development plan” for a term of 20 years (with an expiration of December 31, 2035).

Key Issues

- As a result of the negotiations associated with the Public Finance Agreement approved by Town Council last year, a design vision for the site was approved. Due to the high visibility of the site as the northern gateway of Castle Rock, the applicant has committed to design guidelines as part of the PD Zoning regulations to ensure high quality architecture, colorful landscaping treatments, and site amenities.
- A 13-acre landscape buffer has been provided to mitigate any negative impacts on an adjacent single family residential neighborhood to the north of the Promenade site in Castle Pines Village.
- The applicant, the Town, and the Colorado Department of Transportation (CDOT) are in continuing conversation about the design of the Atrium Boulevard access point to the North Meadows extension. Four drafts of a Traffic Impact Analysis have been submitted that have included changing the traffic distribution to test the anticipated future levels of service for the North Meadows Extension and the impacts on Interstate 25 and Highway 85. All drafts conclude that the North Meadows Extension and Interstate 25 will not be negatively impacted by the anticipated traffic from the Promenade development and have identified several improvements to address the traffic impacts of the site. Public Works staff will be present at the hearing to provide the Town Council with an update as the Town works to resolve the transportation concerns remaining with CDOT.

- The Town initiated an I-25 Corridor Sign Plan, which helped to inform the applicant's site design relative to signage. No LED signs along the I-25 corridor are proposed, and the applicant is currently working with the Colorado Department of Transportation (CDOT) on the review and approval of the signage plan along I-25 and Highway 85, both state-owned roadways, and additional information on the sign program will be provided at a future date.
- The Town and the applicant have been contacted by concerned citizens regarding the impact of the project on the prairie dogs living on the site. As part of the development review process, staff sought comment from Colorado Parks and Wildlife. The response included a requirement that, if construction activity were to commence between March 15 and October 31, a burrowing owl and raptor nest survey be conducted to ensure that these protected species would not be disrupted. Prairie dogs are not considered a protected species, but the applicant has been working with the concerned parties on a potential relocation plan for the prairie dogs.

Staff's opinion is the proposed zoning meets the objectives of the Town's Vision 2020, the 2020 Comprehensive Master Plan, and the review and approval criteria in the Municipal Code. Staff and the Planning Commission recommend approval of the proposed Planned Development Plan Amendment to Town Council.

Notification and Outreach Efforts

The proposed PD Plan amendment and zoning regulations were noticed in accordance with the Town of Castle Rock Municipal Code. The applicant posted signs on the property, and mailed letters to property owners within 300 feet of the site. Town staff published notice on the Town's website and included the proposal on the In Your Backyard map.

The applicant held two neighborhood meetings. The first neighborhood open house was on July 31, 2014. About 50 residents attended the meeting. At that meeting, the applicant presented the overall concept of the development and provided information on the proposed design and site layout. Several members of the Alberta team were present, including the project manager, project architects and engineers. Residents expressed concerns about traffic, had questions regarding the timing of the opening of the North Meadows extension and the opening of the various phases of the development, and parking/circulation. Responses to inquiries were provided at the second neighborhood meeting.

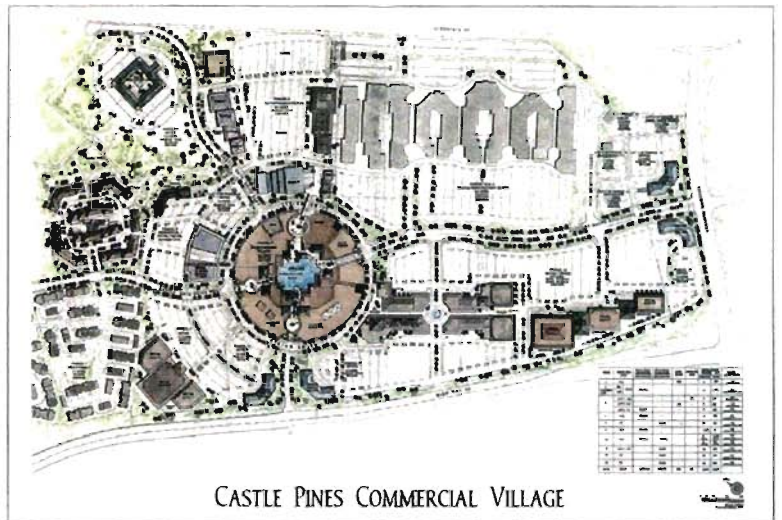
The applicant held a second neighborhood meeting on December 8, 2014. About 20 residents attended the meeting with representation from Silver Heights, Castle Pines Village and The Meadows neighborhoods. The applicant presented revisions that have resulted as part of the traffic study, and many of the public inquired about the potential tenants. The applicant responded that the only confirmed tenants included Smash Burger, Mad Greens, a chiropractor office, Kneaders, and stated that he was working on other restaurants in Blocks 7 and 8 (adjacent to Meadows Parkway, not the subject of

the area of rezoning). The applicant added that no tenants have been confirmed in the area of the rezoning. Some concerns included lighting, traffic, potential building heights, and retaining community character. Since the neighborhood meeting, the Alberta team has publicly stated that Sam's Club has submitted a formal Site Development Plan (SDP) application for the site located immediately north of the Castle Rock Outlets property.

History of Past Town Council, Boards & Commissions or Other Discussions

At the January 22, 2015 Planning Commission public hearing (**Attachment I**) on the proposed Planned Development Plan Amendment, no members of the public spoke. The Planning Commission lauded the applicant for incorporating design standards as part of the PD Zoning regulations, which will protect the quality and character of Castle Rock's northern gateway. There were questions regarding the maximum permitted height for the multi-family residential development, and the applicant responded that not only is there a large change in topography that helps to minimize the overall appearance of height, but also a mix of heights will be proposed in the development that will vary from one story to three stories in order to fit in with the character and context of the area. Additionally, the applicant pointed out that the site's topography varies and that the overall development will be in "clusters" in order to work with the terrain. Pedestrian connections and vehicle cross-access will be provided wherever possible.

This site was annexed into Castle Rock in 1987 as part of the Castle Pines Commercial Planned Development. Many amendments have been made over time to the plan, and portions of the site have been developed, including the Pines at Castle Rock apartments, the Castle Villas condominiums, and the Outlets at Castle Rock.



The Castle Pines Commercial Vision Plan included the approximately 480,000 square foot Outlets at Castle Rock, and entitlements for 1,399,132 square feet of commercial/office uses, 500 hotel rooms, and either 1,048 multi-family dwelling units or 80 nursing beds. The maximum building coverage proposed was 35% in the Castle Pines Commercial PDP, which is 10% greater than that proposed by the Promenade at Castle Rock PDP Plan.

Discussion

The 166.5-acre property is located north of Meadows Boulevard between Interstate 25 and Highway 85 (Santa Fe Drive) (**Attachment A**). The northern boundary of the site will be the North Meadows extension. The site is currently vacant and is zoned Integrated Business in the Castle Pines Commercial Planned Development. The Integrated Business zoning allows a variety of commercial uses such as retail, office, automobile dealerships, light industrial and transit terminals (**Attachment C, Exhibit 2**).

The proposed zoning would focus on commercial retail uses and eliminate the light industrial uses permitted under the Castle Pines Commercial zoning. The proposed zoning allows up to 360 multi-family residential dwelling units with a density of up to just over 20 dwellings per acre on the 17-acre Tract 7 located just east of the existing apartments on Castle Gate Drive West. The density is comparable to the existing multi-family density on the site. In response to concerns from the public, the developer has varied the building heights so that one- and two- story buildings are located along the northern portion of the site, which is proximate to the Castle Pines Village single-family residential development.



| Planning area | Zoning | Gross Planning Area | Max. Dwelling Units | % of Total Property | Max. building ground coverage |
|---------------|-------------------------|---------------------|---------------------|---------------------|-------------------------------|
| 1 | Business/Commercial | 25.32 acres | N/A | 15.2% | 0.25 |
| 2 | Business/Commercial | 13.41 acres | N/A | 8.1% | 0.25 |
| 3 | Business/Commercial | 16.70 acres | N/A | 10.0% | 0.25 |
| 4 | Business/Commercial | 29.96 acres | N/A | 18.0% | 0.25 |
| 5 | Business/Commercial | 14.73 acres | N/A | 8.9% | 0.25 |
| 6 | Business/Commercial | 29.76 acres | N/A | 17.9% | 0.25 |
| 7 | Multifamily Residential | 17.24 acres | 360 units | 10.4% | N/A |
| | Open Space, Public | 15.02 acres | N/A | 9.0% | N/A |
| | Open Space, Private | 4.43 acres | N/A | 2.6% | N/A |
| | Totals | 166.57 acres | | 100% | |

The proposed setbacks provide design flexibility. For commercial uses, the setbacks will be determined at the time of Site Development Plan. Maximum density and/or floor area ratio may be transferred between planning areas as long as the total for all planning areas does not exceed the 25% maximum ground coverage or 1,000,000 square feet, whichever is most restrictive.

The review of the anticipated traffic impacts has been a large concern for the Colorado Department of Transportation (CDOT), which has three state facilities that surround the site, and Douglas County, who has contributed financially to the North Meadows project. Town staff has provided updated information and copies of all traffic analyses to CDOT and Douglas County for review and comment. Additionally, many meetings were held between the developer, the Town, and CDOT to determine the traffic study's scope and review several traffic distribution scenarios. In each case, the master traffic study for the site revealed acceptable levels of service for all existing and new roadways.

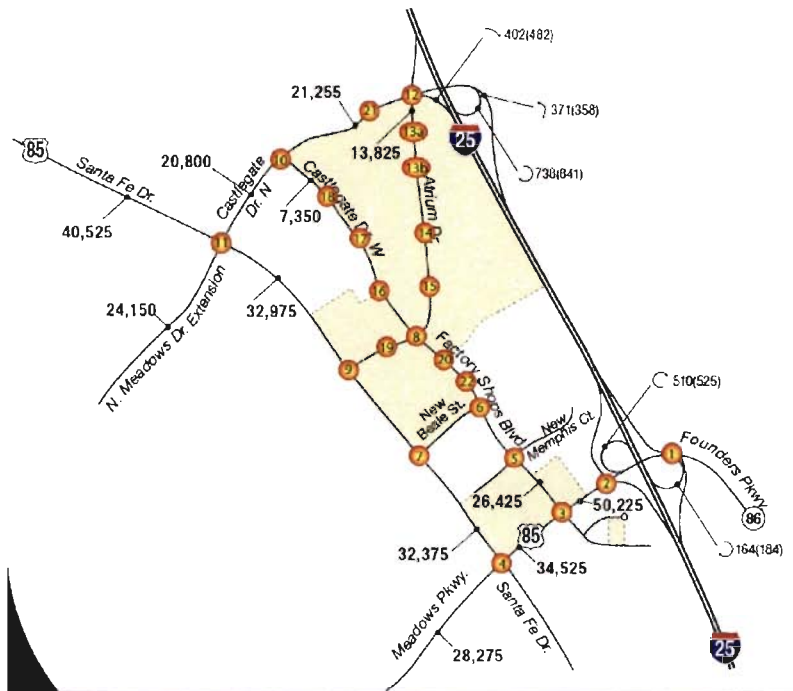


Table 2. Weekday Trip Generation Estimates

| Ln # | Land Use | ITE LUC | Quantity | Daily | Noon Peak Hour | | | PM Peak Hour | | |
|------|---|---------|--------------------------|---------------|----------------|--------------|--------------|--------------|--------------|--------------|
| | | | | | In | Out | Total | In | Out | Total |
| 1 | Apartments | 220 | 360 DU ⁽¹⁾ | 2,394 | 62 | 49 | 111 | 145 | 78 | 223 |
| 2 | Shopping Center | 820 | 1,000 KSF ⁽²⁾ | 42,700 | 1,982 | 1,750 | 3,732 | 1,781 | 1,929 | 3,710 |
| 3 | Total Trips | | | 45,094 | 2,044 | 1,799 | 3,843 | 1,926 | 2,007 | 3,933 |
| 4 | Internal Trips (within Promenade) | | | 13,528 | 576 | 576 | 1,152 | 393 | 393 | 786 |
| 5 | Trips to Adj. Existing Development | | | 2,807 | 81 | 81 | 162 | 104 | 104 | 208 |
| 6 | Pass-by Trips | | | 5,834 | 193 | 193 | 386 | 292 | 292 | 584 |
| 7 | New External Trips | | | 22,925 | 1,193 | 948 | 2,141 | 1,137 | 1,218 | 2,355 |

Notes:
 (1) DU = dwelling units
 (2) KSF = 1,000 Sq. Feet Gross Leasable Area
 Calculation Notes:
 Line 4=Line 3 x (30% Daily and noon peak hour, 20% PM peak hour)
 Line 5=Line 3 x (6.2% Daily, 4.2% noon peak hour, 5.3% PM peak hour)
 Line 6=(Line 2 – Line 4) x (20% Daily and PM peak hour, 15% noon peak hour)
 Line 7=Line 3 – (sum of Line 4-6)

Table 3. Saturday Trip Generation Estimates

| Ln # | Land Use | ITE LUC | Quantity | Average Saturday | Saturday Peak Hour | | |
|------|---|---------|--------------------------|------------------|--------------------|--------------|--------------|
| | | | | | In | Out | Total |
| 1 | Apartments | 220 | 360 DU ⁽¹⁾ | 2,300 | 105 | 82 | 187 |
| 2 | Shopping Center | 820 | 1,000 KSF ⁽²⁾ | 49,970 | 2,506 | 2,314 | 4,820 |
| 3 | Total Trips | | | 52,270 | 2,611 | 2,396 | 5,007 |
| 4 | Internal Trips (within Promenade) | | | 15,681 | 751 | 751 | 1,502 |
| 5 | Trips to Adj. Existing Development | | | 3,766 | 134 | 134 | 268 |
| 6 | Pass-by Trips | | | 5,143 | 249 | 249 | 498 |
| 7 | New External Trips | | | 27,680 | 1,477 | 1,262 | 2,739 |

Notes:
 (1) DU = dwelling units
 (2) KSF = 1,000 Sq. Feet Gross Leasable Area
 Calculation Notes:
 Line 4=Line 3 x (30%)
 Line 5=Line 3 x (7.2% Daily, 5.4% Peak)
 Line 6=(Line 2 – Line 4) x (15%)
 Line 7=Line 3 – (sum of Line 4-6)

Tables 2 and 3 above reflect the anticipated traffic distribution and impacts at build-out of the entire site. With the opening of the North Meadows Extension, traffic behavior around the site will be changed. Many of the trips currently directed to the Founders/Meadows Parkway interchange will in the future utilize the new North Meadows Extension interchange. A roundabout at that interchange has been designed to direct the Meadows and other bypass traffic via a bypass lane, and a second lane will be utilized to access Atrium Boulevard on the Promenade site. It should be noted that morning weekday peak traffic volumes leaving Castle Rock will occur prior to the opening of most of the retailers on the Promenade site.

As required by the Development Agreement, the applicant will work with the Colorado Department of Transportation (CDOT) to make the necessary public improvements on CDOT facilities to accommodate the anticipated traffic volumes.

The traffic study has identified that the following improvements will be needed to mitigate traffic from the Promenade development in order to maintain acceptable levels of service. As one can see, many improvements have been identified across the Promenade site. The corresponding intersection numbers are identified on the site map in orange on Page 6 and listed below in the Table 17 from the Traffic Study.

Table 17. Summary of Responsibility for Identified Improvements

| Int. # | Improvement | % Developer Share |
|---------------|--|--------------------------|
| 1 | Lengthen NB left turn storage | 0% |
| 2 | Lengthen SB left turn storage | 0% |
| 3 | Construct WB right turn lane | 100% |
| | Separate existing SB through-left lane into one through and one left turn lane (creating a triple left turn) | 100% |
| | Add second NB left turn lane | 100% |
| | Construct recommended storage for turn lanes per Table 16 | 100% |
| 4 | Add third through lane on all four approaches | See Note 1 |
| | Add second EB left turn lane | |
| | Or, construction of Continuous Flow Intersection per Adkins Study | |
| 5 | Add WB left turn movement to existing through, creating a triple left and provide three receiving lanes on Factory Shops Boulevard | 100% |
| | Add second SB left turn lane | 100% |
| | Add SB right turn lane ² | 100% |
| | Add second EB left turn lane | 100% |
| | Allow right turns lanes from EB through, creating an EB double right | 100% |
| | Construct recommended storage for turn lanes per Table 16 | 100% |
| 6 | Construct NB acceleration lane on Factory Shops Boulevard for EB left turn movement ³ | 100% |
| 8 | Construct per lane geometry and traffic control shown on Figure 25 | 100% |

| Int. # | Improvement | % Developer Share |
|---|--|-------------------|
| 9 | Lengthen SB left turn storage | 65% |
| 11 | Restripe to allow for additional through lane east / west and second left turn lane on NB off-ramp | 0% |
| | Construct recommended storage for turn lanes per Table 13 | 0% |
| 12 | Modifications to roundabout geometry and signing/striping for the new southern leg | 100% |
| 13a, 13b, 15 (Atrium site accesses) | Construct per lane geometry and traffic control shown on Figure 25. Roundabout at intersection #15 subject to tenant approval. | 100% |
| 16, 17, 18 (Castlegate Drive West accesses) | Modifications to Castlegate Drive West to allow for center left turn lanes at all three intersections | 100% |
| | Construction of east leg at intersection 18 | 100% |
| | Construction of NB right turn deceleration lane at intersection 18 ⁴ | 100% |
| 19 | Construction of north / south legs of the intersection and the needed turn lanes on Atrium Drive as shown on Figure 25 | 100% |
| 20, 21, 22 | Construction of access and needed turn lanes on Factory Shops Boulevard or North Meadows Extensions as shown on Figure 25 | 100% |
| | Construct SB acceleration lane along Factory Shops Boulevard for EB and WB left turn movements at 22 ³ | 100% |
| | Construct SB right turn deceleration lane at intersection 22 ³ | 100% |
| ¹ Improvements planned for Meadows Parkway/Santa Fe Drive intersection to enhance regional travel. Developer share to be determined in future negotiations. ² Improvement may be subject to availability of right-of-way out of control of developer ³ Additional design detail needed to confirm feasibility of improvement ⁴ Improvement subject to review for multi-family development site | | |

Analysis

Vision 2020 Cornerstones

Staff finds that the proposed Promenade at Castle Rock amendment is consistent with the Town's Vision 2020 Cornerstones, as outlined below:

- ❖ **Town Identity:** Preserve Castle Rock's character as a distinct and physically separate community that is the center of Douglas County.

Design standards incorporate elements to appropriately fit within the context of the existing "town-like" scale and architectural character of Castle Rock. The vision document presented by the applicant incorporates human-scale features and provides visual interest, color, and character at Castle Rock's northern gateway.

- ❖ **Community Planning:** Ensure the Town is carefully planned to accommodate the needs of existing and future residents, while preserving and protecting Castle Rock's Town identity and quality of life.

The proposed zoning helps accommodate future growth through logical infill development. The proposal provides economic development through the

generation of additional sales tax revenue and higher property tax revenue when the land is developed. The proposal also helps encourage a broad range of housing types with easy access to shopping and entertainment opportunities. Castle Rock's unique character will be protected through the implementation of design standards as part of the PD zoning regulations.

- ❖ **Local Economy:** Promote economic self-sufficiency and long-term stability of the local economy to provide residents with a broad range of employment opportunities and to provide the Town with a healthy tax base.

Through the vision, the Town seeks to achieve a balanced mix of commercial and residential growth. Additional employment opportunities will be provided through the development of the commercial/retail component of Promenade at Castle Rock. Economic analysis for this project revealed that this project will be a regional attractor similar to the Castle Rock Outlets. Whereas the population of Castle Rock is approximately 56,000, the anticipated population this development will serve is approximately 107,000. This development will complement and add to Castle Rock's and Douglas County's shopping and entertainment opportunities.

2020 Comprehensive Master Plan

The Town's Comprehensive Master Plan identifies this area as a Mixed Use Area. The Master Plan states: "The Mixed-Use Areas identified on the Land Use Plan Map are intended to accommodate a mix of land uses more intensive than the Residential Neighborhoods... As depicted on the Land Use Plan Matrix, higher density residential and more intensive commercial, employment and industrial uses are preferred in these areas and less intensive uses, such as low density residential, are discouraged." The Comprehensive Master Plan encourages multi-family housing in Mixed-Use Areas but it notes that specific land uses may or may not be appropriate dependent upon existing conditions.

Staff finds that the proposed Promenade at Castle Rock PD Plan and PD Zoning complies with the Land Use principles established in the Town's 2020 Comprehensive Master Plan, as outlined below:

- LU-1.4 New development shall provide appropriate buffers or other mitigation measures between residential areas and other land use activities to minimize noise, traffic, or other conditions that may pose a nuisance or danger to residents.

The proposed PD Plan has provided buffers between residential and non-residential uses. The existing and proposed multi-family residential uses will be located on the northwestern portion of the site, and will be separated by a

substantial change in grade. During the Site Development Plan review process, appropriate buffers will be considered consistent with Town code.

- LU-2.3 Encourage a variety of housing types, including a mix of styles, density and compatible design to satisfy a wide range of needs.

The proposed multi-family residential development will provide additional housing opportunities for the residents of Castle Rock, including young professionals and an aging population on a fixed income not interested in the maintenance associated with single-family residential development.

- LU-5.3 Encourage the location of commercial and industrial uses where adequate transportation facilities exist, or are planned, to accommodate the activities expected on site...the highest intensity uses along arterials and areas easily accessible by the I-25 corridor.

The Town is currently constructing the North Meadows extension, which is expected to be complete in June 2016, concurrent with the projected opening of the Promenade at Castle Rock shops. The interchange, in addition to Highway 85 and Meadows Boulevard, will provide easy access to this regional shopping destination.

- LU-6.1 Encourage the development of commercial and industrial uses that can be integrated with the existing uses and would not create unacceptable nuisances due to the nature of the use or activity.

The proposed zoning is comparable and compatible with the uses found in the vicinity, including the apartments, condominiums, the Castle Rock Outlets and other retail.

- LU-6.2 Carefully evaluate all commercial and industrial development in terms of building scale, height, setbacks, architectural treatment, construction materials, layout, landscaping, and signage.

The PD Zoning regulations include design guidelines that address scale, height, setbacks, architecture, construction materials, site design, landscaping and signage, and they have been found to be compatible with the expected quality of design in Castle Rock.

Planned Development Plan Review and Approval Criteria

Staff finds that the proposed amendment is consistent with the review and approval criteria as established in Section 17.34.030 and as outlined below.

Community Vision/Land Use Entitlements

1. Complies with the most recent version of the Douglas County/Castle Rock Land Use Intergovernmental Agreement.

The IGA identifies this area as part of the existing Town boundary. The proposed zoning is urban in character and complies with the IGA.

2. Conforms to the most recent versions of the Town's Vision, Comprehensive Master Plan and long range or master plans.

As noted in this report, the proposed changes are compatible with the Town's long range planning documents.

3. Complies with design principles found in Chapter 17.10.

Although many of the design principles are more applicable to Site Development Plans, when more specific grading, lot layouts, and other details are known, some of the principles are applicable to this proposal.

The amended PD Plan promotes circulation and connectivity by the construction of the connections between the North Meadows Boulevard extension and Meadows Boulevard.

Relationship to Surrounding Area

1. Provides appropriate relationships between use areas, both internal and surrounding, with adequate buffer areas provided if warranted.

The proposed PD provides appropriate relationships to surrounding areas. The Founder's Parkway interchange already has an established commercial presence and provides many retail shopping opportunities for the residents of Castle Rock and beyond. The PD Plan's zoning regulations establish criteria for adequate buffer areas and the mitigation of external impacts. As the Site Development Plans are reviewed for each phase, there will be additional more detailed review opportunities to ensure that this criterion is met.

2. Provides innovative and creative plan design and layout.

The design team has provided a vision for the site that clusters like uses to encourage interactivity within each site. The design concept includes the Front Porch (entrance to the development at the North Meadows extension gateway), the Merc (convenience retail opportunities), the Town Square (central community areas with amenities and activity centers), and the Village (restaurant row with community gathering spaces). Through high quality design, a colorful landscape

palate, and attractive streetscape a better experience will be offered for the public.

3. Provides a variety of housing types, densities and open space.

The PD Plan includes high density multi-family housing, which is comparable and compatible with adjacent apartments and condominiums to the west of the rezoning area. Open space is being provided north of the site between the development and Castle Pines Village. Additionally, pedestrian connections will be provided to the Plum Creek trail via the North Meadows extension pedestrian connection.

4. Identifies areas as mixed use and/or depicts areas that are buffer areas to comply with the residential/nonresidential interface regulations.

The PD Plan provides for buffering between residential and non-residential uses. The most affected residential use areas are to the northwest of the development, and will have a substantial buffer through topography and intervening well-designed multi-family residential to mitigate any impacts.

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.

The development will provide adequate connections from the North Meadows Extension, Highway 85, Castle Gate Drive West, and Meadows Boulevard. Diligent traffic review by Public Works makes provision for efficient internal circulation and integration with Castle Rock's larger road network. The construction of the North Meadows Extension provides additional access to Interstate 25 for all Castle Rock residents in addition to those accessing the Promenade development. Where possible (given large changes in topography between tracts), pedestrian linkages and vehicular cross access will be provided.

Services, Phasing and Off-Site Impacts

1. Addresses fiscal impact of the project.

Substantial financial analysis was completed as part of the fiscal analysis associated Public Finance Agreement the Town entered into with the developer to finance public improvements for the site. The Town will share approximately 27% of sales tax revenue for the next 25 years (or until the bonds are paid in full) to help finance public improvements and infrastructure, and the Town will provide permit fee rebates upon the issuance of certificates of occupancy. As the property gains in value, property tax revenue increases will remain untouched – Douglas County, the Douglas County School District, and the Douglas County Library system will be among the beneficiaries of increased property tax revenue as a result of this project.

2. Provides an appropriate phasing plan which minimizes unnecessary utility extensions and adequately addresses other fiscal concerns of the Town.

An infrastructure phasing plan is included as part of the PD Plan and is referenced in the Development Agreement and provides for necessary infrastructure for the project.

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.

The Utilities Department has confirmed that the Town's water and wastewater systems can accommodate the proposed intensity and density (all of the proposed uses, including multi-family residential and commercial uses).

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.

Stormwater impacts will be evaluated in more detail at the Site Development Plan stage. Due to the fact that a regional detention facility is being provided for the development near the intersection of Highway 85 and Meadows Boulevard, provisions have been added in the Development Agreement to ensure adequate stormwater infrastructure to serve the entire Promenade development.

5. Provides adequate consideration to the future extension of streets and utilities to adjacent properties.

The developer will extend water and sewer lines as needed. The PD Plan includes future collector streets that will provide access through the site. The

traffic analysis has addressed the necessary improvements to the street network to ensure an integration of this project into the existing street network.

6. Identifies and appropriately mitigates all traffic impacts, on- and off-site.

Public Works reviewed the proposal, including the applicant's Traffic Impact Analysis, and has made many recommendations for infrastructure improvements to mitigate the impacts of this development. Those recommendations are reflected in the Development Agreement as required improvements to be paid by the developer.

Open Space, Public Lands and Recreation Amenities

1. Provides adequate trails, parks, recreation and open space.

The proposal will connect to the Plum Creek trail system. Zoning regulations had provided provision for recreation opportunities, and open space is provided throughout the site.

2. Provides an adequate trail system in terms of internal circulation and appropriate external connections.

Where possible, pedestrian connections will be provided. The development will provide an external connection to the Plum Creek trail corridor.

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.

There are no significant natural features on the site, which has been grazed for many years. The site plan calls for gathering spaces and on-site amenities for visitors.

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 drainage ways, topography, view sheds and vegetation.

The site is characterized by large slopes; grading will be required to "step" between the planning areas. There are no significant natural features on the site.

2. The proposed PD Plan and zoning accommodate the Skyline/Ridgeline Protection Regulations in Chapter 17.48 and reasonably mitigates visual impacts upon off-site areas.

The site is not located in the Skyline/Ridgeline 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.

The site has been grazed for many years and is located far outside Preble's Meadow Jumping Mouse habitat. Additionally, the project proposal was referred to Colorado Parks and Wildlife. The response included suggestions for site design to enable/retain wildlife corridors. The project is proposing a 13-acre tract to remain as open space north of the North Meadows Parkway. However, the Promenade tract has already been significantly impacted through previous grading and construction of roadways and grazing. The site is surrounded by existing commercial and residential development, which has already largely disrupted wildlife habitat. Colorado Parks and Wildlife suggested that if any grading were to occur between March 1 and October 31, a burrowing owl and raptor nest survey should be conducted so as to not impact these species.

The Colorado Parks and Wildlife comment letter and corresponding environmental assessment reports provided by the applicant can be found in this report (Attachment H).

Concerns have been raised regarding protection of the prairie dogs that are currently found on the site. The applicant has been working with the concerned parties on a relocation program for the prairie dogs. Prairie dogs are not considered a threatened or endangered species, and the development will conform to all applicable state and federal restrictions regarding threatened and endangered species.

Budget Impact

The development has been reviewed thoroughly through the Public Finance Agreement process. While it was revealed that there will be increased costs due to police, transportation, fire and other community services, the Town will be sharing sales tax revenue (which will increase substantially as a result of this development) and will benefit from additional sales tax and property tax revenue.

Other agencies in the County will also benefit from the development of the Promenade project. For instance, the Douglas County Public School District will realize approximately \$1.5 million in additional revenue by the year 2017 to fund its operations through property tax revenue.

Staff and Planning Commission Recommendation

Staff and the Planning Commission recommend approval of the Promenade at Castle Rock Planned Development Plan and zoning regulations based on the following findings. The proposed Planned Development Plan and PD Zoning Regulations:

- Meets the goals of the Vision 2020.
- Meets the policies and principles of the 2020 Comprehensive Master Plan.
- Meets the review and approval criteria for Planned Developments and meets the criteria of the Town of Castle Rock Municipal Code.

Staff recommends the amendment to the multi-family parking regulations as described above:

Section 7.7 Parking:

Required parking for the Multi-Family Residential District will be determined during the Site Development Plan review process.

Proposed Motion

I move to approve Ordinance No. 2015-09 Amending the Town's Zone District Map by Approving the Promenade at Castle Rock Planned Development Plan, an Amendment to a Portion of the Castle Pines Commercial PD (2000 Amendment); Approving the Promenade at Castle Rock Planned Development Zoning Regulations and the Promenade at Castle Rock Development Agreement; and Vesting a Site Specific Development Plan with the amendment to multi-family parking regulations as recommended by staff.

Attachments

- Attachment A: Vicinity Map
- Attachment B: Zoning Map
- Attachment C: Ordinance and Development Agreement
- Attachment D: Neighborhood Meeting Exhibits
- Attachment E: Castle Pines Commercial PD Site Plan
- Attachment F: Castle Pines Commercial PD Zoning
- Attachment G: Proposed Promenade at Castle Rock PD Zoning Plan
- Attachment H: Colorado Parks & Wildlife Letter, Environmental Reports
- Attachment I: Planning Commission Minutes
- Attachment J: Emails (first reading)
- Attachment K: New Emails / Letters