



March 21, 2023

## **AGENDA MEMORANDUM**

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

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

**From:** Tara Vargish, PE, Director, Development Services  
Kevin Wrede, Planning Manager

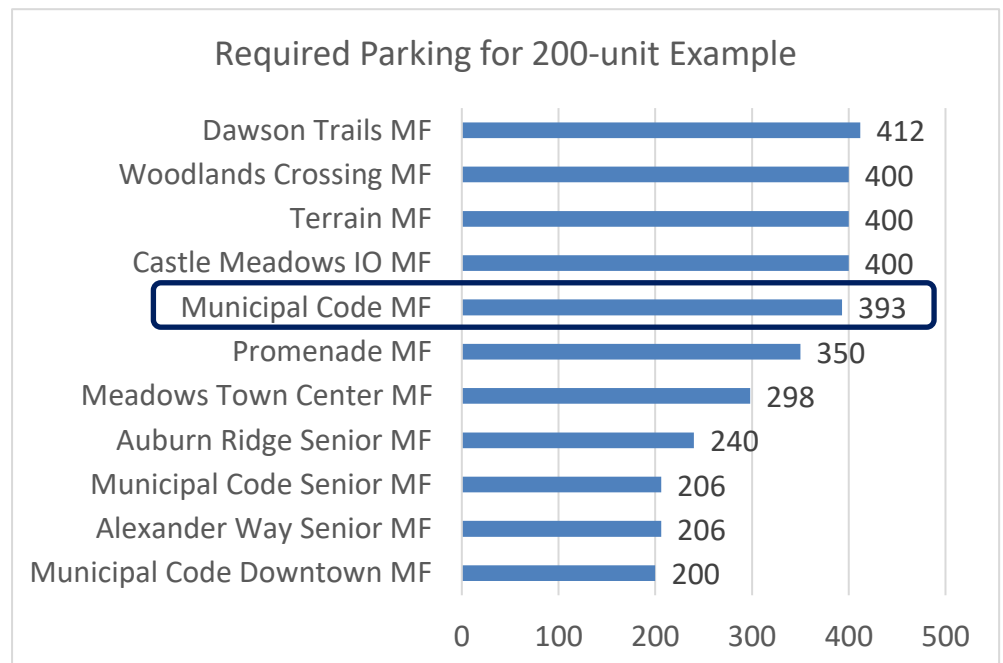
**Title:** Discussion/Direction, Multi-family Parking Requirements

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### **Executive Summary**

Town Council directed staff to research current multi-family parking standards within the Town, to aid in determining if the Town requirements need to be modified. Multi-family parking is regulated in Town by either the Municipal Code parking requirements in Title 17, or by one of the eight planned development (PD) plan zoning regulations which apply to specific locations in Town.

Staff has compiled the various code and planned development zoning sections that regulate multi-family parking requirements within the Town of Castle Rock, as well as reviewed multi-family parking requirements in neighboring jurisdictions. To aid in comparing the various regulations, an example 200-unit development project is presented to demonstrate how each code section, custom planned development regulation, and peer jurisdiction would result in required parking. The chart shows the various Municipal Code and PD parking requirements for this example 200-unit multi-family development.



For the 200-unit example; Dawson Trails, Castle Meadows IO, Terrain, and Woodland Crossing PDs have parking requirements that result in the greatest number of spaces, followed by the Municipal Code multi-family parking requirements. Promenade and Meadows Town Center multi-family round out the regular multi-family requirements. Senior multi-family regulations in the Municipal Code, Alexander Place, and Auburn Ridge all resulted in less parking spaces than non-age-restricted regulations. And Downtown multi-family developments require the least amount of parking spaces in Town.

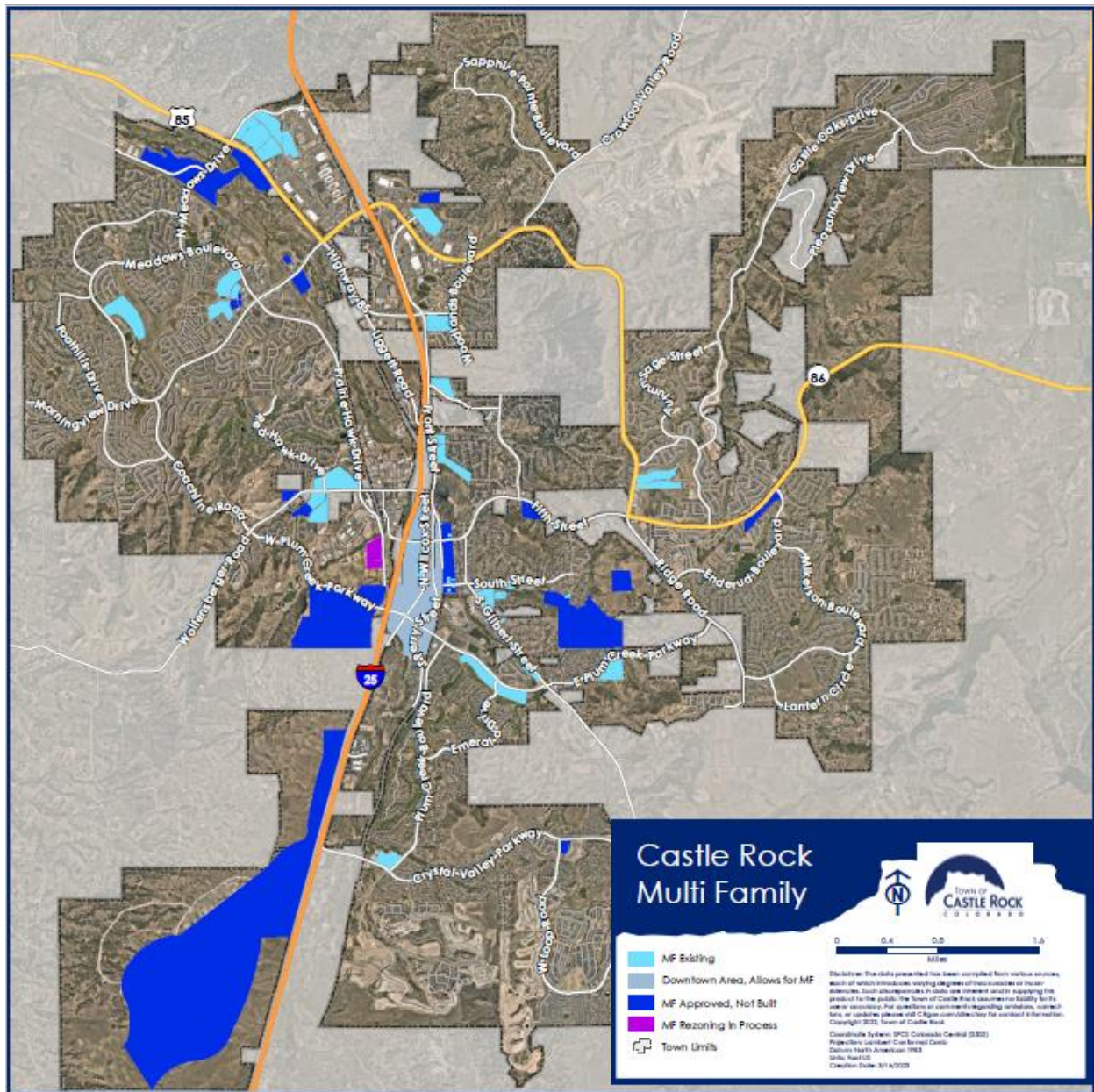
Changes to the Municipal Code town-wide parking regulations will not change PD regulations for areas that have vested rights through their vesting period. The following five PDs are vested: Castle Meadows IO through 2035, Dawson Trails through 2052, Meadows through 2028, Promenade through 2035, and Terrain through 2028. Alexander Place, Auburn Ridge, and Woodlands Crossing PDs are not vested, therefore any town-wide code changes would apply to those areas.

Council also asked staff to reach out to Castle Rock Development Company (CRDC) regarding the Meadows Town Center parking standards in general, as they relate to non-residential parking as well. CRDC has prepared a memo summarizing the Town Center parking, and the shared parking agreements across the area. This memo is attached as Attachment A.

### **Discussion:**

Multi-family developments exist in numerous areas around Town, as shown on Figure 1 below. Several multifamily projects are under construction now or are soon to be, and other areas of Town are zoned to allow multi-family uses which have not yet been site planned or constructed. This map highlights areas in Town with existing multi-family development in light blue; areas with zoning that allows for multi-family in dark blue; and areas currently seeking rezoning to add multi-family uses in purple. The largest areas in dark blue show zoning that allows for future multi-family and a wide variety of other commercial, office, or industrial uses. These large blue areas are not anticipated to build out entirely as multifamily uses. However, the map indicates these areas so it is clear where future multifamily development could occur. Additionally, the dark blue areas in Memmen Young and Young American have active site development plan applications underway that do not include multi-family uses.

Required parking for multi-family developments in Town are regulated by either Title 17 in the Castle Rock Municipal Code, or by custom Planned Development (PD) plan zoning documents, if those areas have parking requirements that are different than Municipal Code. Currently there are eight PDs in Town that have custom parking standards for multi-family uses. Of these eight PDs, five PDs are vested, meaning that Municipal Code changes would not apply to these areas until after their vesting period has expired. These include Castle Meadows IO vested through 2035, Dawson Trails vested through 2052, Meadows vested through 2028, Promenade vested through 2035, and Terrain vested through 2028. Alexander Place, Auburn Ridge, and Woodlands Crossing PDs are not vested, therefore any Municipal Code changes would apply to those areas.



Parking standards in Title 17 of the Municipal Code have three categories for multi-family uses: regular multi-family parking, senior/age-restricted multi-family parking, and downtown multi-family parking. Some of the PD regulations also distinguish between regular and senior/age-restricted housing types. Each requirement is detailed below.

#### *Town of Castle Rock Parking Standards:*

The following are the current Town parking requirements for multi-family uses as required in the Municipal Code, Title 17.54 (offsite parking), as well as the requirements of custom PD zoning regulations that address parking. These specific PDs were negotiated at the time of zoning and obtained Town Council approval for these specific development standards, including custom parking ratios.

<b>Town of Castle Rock Municipal Code</b>	<b>Required Parking per Unit</b>	<b>Other Parking Requirements</b>
Multi-family	1 space per studio 1.5 space per 1-bedroom unit 2 space per 2 and 3-bedroom unit	1 space per 4 units for guest parking
Downtown Multi-family	1 space per unit	
Senior Housing	1 space per unit	1 space per employee maximum per shift
<b>Planned Development Plans</b>	<b>Required Parking</b>	<b>Other Parking</b>
Alexander Way Senior multi-family	1 space per unit	1 space per employee maximum per shift
Auburn Ridge Senior multi-family	1 space per unit	1 space per 5 units for guest parking
Castle Meadows IO	2 spaces per unit	
Dawson Trails Multi-family	1 space per studio 1.5 space per 1-bedroom unit 2 space per 2 and 3-bedroom unit	20% of required space for guest parking
Meadows Town Center Multi-family	1 space per 1-bedroom unit 2 spaces per 2-bedroom unit 3 spaces per 3-bedroom unit	
Promenade Multi-family	Required parking is determined at Site Development Plan	
Terrain Multi-family	2 spaces per unit	
Woodlands Crossing Multi-family	2 spaces per unit	

Overall, the Municipal Code requirements and the custom PD requirements are similar, however they do result in different overall parking space requirements. Some regulations are based on spaces per bedroom, others are spaces per unit. Senior (age-restricted) housing and downtown multi-family are similarly 1 space per unit, regardless of the number of bedrooms in a unit. Guest parking is not consistently required to be calculated separately across the regulations.

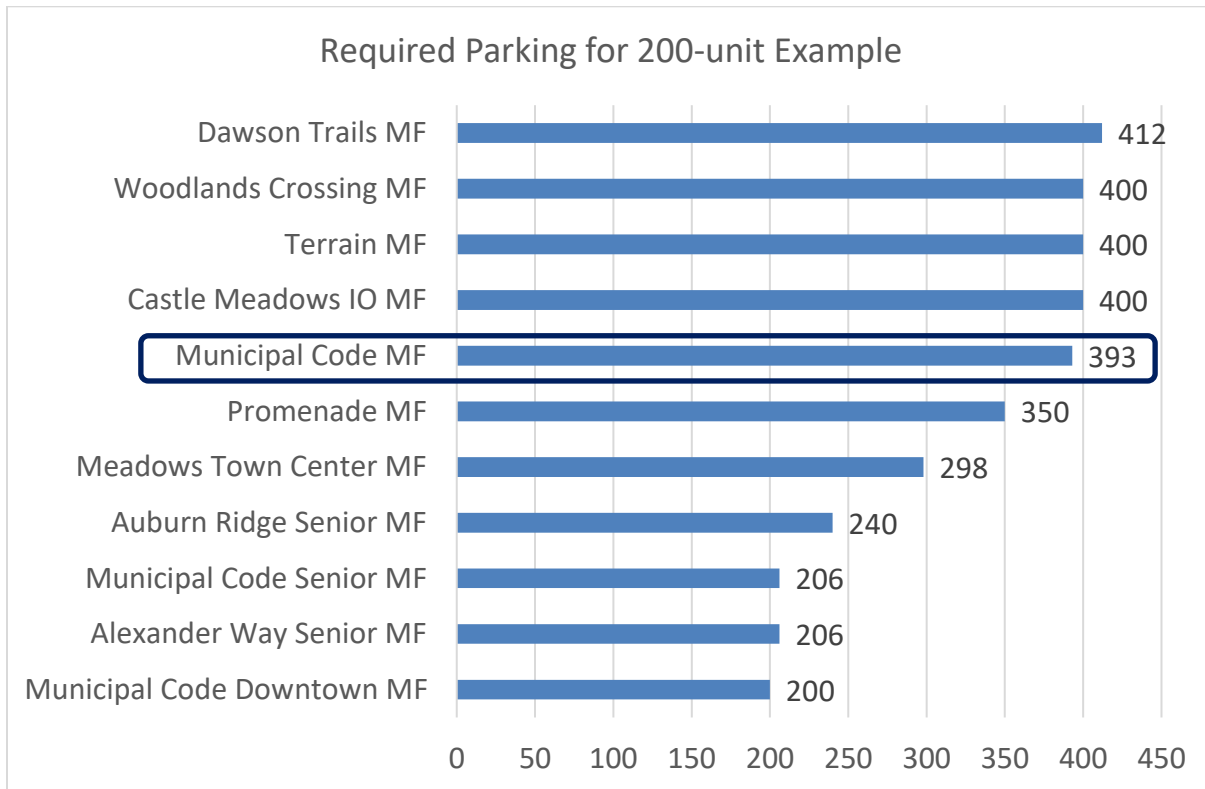
To compare each set of parking requirements in Town, staff calculated the required parking for a 200-unit multi-family project under each set of regulations. The table below shows the required parking for each of the Town regulations, sorted in order from highest required parking to least.



<b>Example 200 unit Multi-family</b> Unit Breakdown: 114 1-bedrooms, 74 2-bedrooms, 12 3-bedrooms For Senior Housing, estimate 6 employees max per shift		
<b>Town of Castle Rock</b>	<b>Required Parking per use</b>	<b>Total Parking Required</b>
Dawson Trails PD Multi-family	171 spaces for 1-bedrooms 148 spaces for 2-bedrooms 24 spaces for 3-bedrooms 69 spaces guest parking	412 spaces
Castle Meadows IO PD Multi-family	400 spaces for all units	400 spaces
Terrain PD Multi-family	400 spaces for all units	400 spaces
Woodlands Crossing PD Multi-family	400 spaces for all units	400 spaces
Municipal Code Multi-family	171 spaces for 1-bedrooms 148 spaces for 2-bedrooms 24 spaces for 3-bedrooms 50 spaces guest parking	393 spaces
Promenade PD Multi-family (Using Alana SDP parking ratios)	171 spaces for 1-bedrooms 118.4 spaces for 2-bedrooms 24 spaces for 3-bedrooms 36.6 spaces guest parking	350 spaces
Meadows PD Town Center Multi-family	114 spaces for 1-bedrooms 148 spaces for 2-bedrooms 36 spaces for 3-bedrooms	298 spaces
Auburn Ridge PD <i>Senior multi-family</i>	200 spaces 40 spaces guest parking	240 spaces
Alexander Way <i>Senior multi-family</i>	200 spaces 6 employee parking (estimated)	206 spaces
Municipal Code <i>Senior multi-family</i>	200 spaces 6 employee parking (estimated)	206 spaces
Municipal Code Downtown Multi-family	200 spaces	200 spaces

In the above example for 200 units of multi-family, four PD areas require more parking spaces than Municipal Code. Dawson Trails PD regulations result in the highest number of parking spaces at 412, and Castle Meadows IO, Terrain, and Woodland Crossings PD resulted in 400 parking spaces each. Municipal Code for regular multi-family resulted in 393 required parking spaces. Age-restricted senior housing has fewer

regulations than non-age-restricted housing outside of downtown. Auburn Ridge PD required 240 spaces for senior housing, 40 of which are for guest parking; and Alexander Place and the Municipal Code resulted in 206 spaces for seniors, 6 of which were estimated for employee parking. The Municipal Code for Downtown results in the fewest at 200 spaces.



#### Neighboring Jurisdiction Parking Standards

Surrounding jurisdictions also have a variety of requirements for multi-family housing parking, and regulate senior and downtown housing differently. The following are the required multi-family parking requirements for the neighboring jurisdictions of Littleton, Lone Tree, and Parker.

Littleton	Required Parking per Unit	Other Parking Requirements
Littleton Multi-family	1 space per studio 1.5 spaces per 1-bedroom 1.5 space per 2-bedroom 2 spaces per 3-bedroom	If developer wants to provide additional parking, it cannot exceed: 1 space per studio 2 spaces per 1-bedroom 2 space per 2-bedroom 2.5 spaces per 3-bedroom
Littleton Senior multi-family	.75 space per studio 1 spaces per 1-bedroom 1 space per 2-bedroom 1.5 spaces per 3-bedroom	If developer wants to provide additional parking, it cannot exceed: 1 space per studio 1.5 spaces per 1-bedroom

		1.5 space per 2-bedroom 1.75 spaces per 3-bedroom
Littleton Downtown Multi-family	1 space per unit	(If developer provides extra parking, it cannot exceed 125% of the required spaces.)

<b>Lone Tree</b>	<b>Required Parking per Unit</b>	<b>Other Parking Requirements</b>
Lone Tree Multi-family	1.5 space per 1-bedroom 2 spaces per 2-bedroom 2 spaces per 3-bedroom  All parking is restricted to excess parking of 10% with Director approval	1 space per 2 units for guest parking (0.5 space/unit)
Lone Tree Senior Multi-family	1.5 spaces per unit  All parking is restricted to excess parking of 10% with Director approval	1 space per 2 units for guest parking (0.5 space/unit)

<b>Parker</b>	<b>Required Parking per Unit</b>	<b>Other Parking Requirements</b>
Parker Multi-family	1 space per 1-bedroom 1.5 spaces per 2-bedroom 2 spaces per 3-bedroom	Of the required spaces, .25 per unit may be provided on public streets
Parker Senior Multi-family	Requires special study	
Parker Downtown Multi-family	1 space per studio 1 space per 1-bedroom 1.5 spaces per 2-bedroom 1.5 spaces per 3-bedroom	Of the required spaces, .25 per unit may be provided on public streets

Although the parking requirements appear to be similar to the Town's, Littleton and Lone Tree apply a cap on the maximum parking that can be allowed. Parker stands out as allowing some of the required parking to be provided on public right of way. Staff applied the neighboring jurisdictional requirements to the same 200-unit example. The chart below shows the required parking for each of the neighboring jurisdiction, sorted in order from highest required parking to least.

<b>Example 200 units Multi-family</b> Unit Breakdown: 114 1-bedrooms, 74 2-bedrooms, 12 3-bedrooms For Senior Housing, estimate 6 employees max per shift		
<b>Jurisdiction</b>	<b>Required Parking per use</b>	<b>Total Parking Required</b>
Lone Tree Multi-family	171 spaces for 1-bedrooms 148 spaces for 2-bedrooms 24 spaces for 3-bedrooms 100 spaces guest parking	443 spaces (487 maximum with Director approval)
Lone Tree Senior Multi-family	300 spaces for all units 100 spaces guest parking	400 spaces (440 maximum with Director approval)
Littleton Multi-family	171 spaces for 1-bedrooms 111 spaces for 2-bedrooms 24 spaces for 3-bedrooms	306 spaces (406 maximum)
Parker Multi-family	114 spaces for 1-bedrooms 111 spaces for 2-bedrooms 24 spaces for 3-bedrooms	249 spaces (50 can be on street)
Parker Downtown Multi-family	114 spaces for 1-bedrooms 111 spaces for 2-bedrooms 18 spaces for 3-bedrooms	243 spaces (50 can be on street)
Littleton Downtown Multi-family	200 spaces	200 spaces (250 maximum)
Parker Senior Multi-family	Requires a study	Unknown Requires a study

In this example, Lone Tree results in the highest number of parking spaces, both for non-age-restricted multi-family, and for senior age-restricted housing. Lone Tree has the highest calculated guest parking, which drives their numbers up. Littleton and Parker both result in less regular multi-family parking, with downtown specific parking requiring the least amount of spaces. Parker's senior multi-family housing requires a study, and was therefore not able to be calculated in this example.

Interestingly both Lone Tree and Littleton also regulate the amount of additional parking that a developer can construct by inserting "maximums" into their regulations. And Parker allows up to 0.25 spaces per unit to be provided on public streets, so help keep parking lot sizes down.

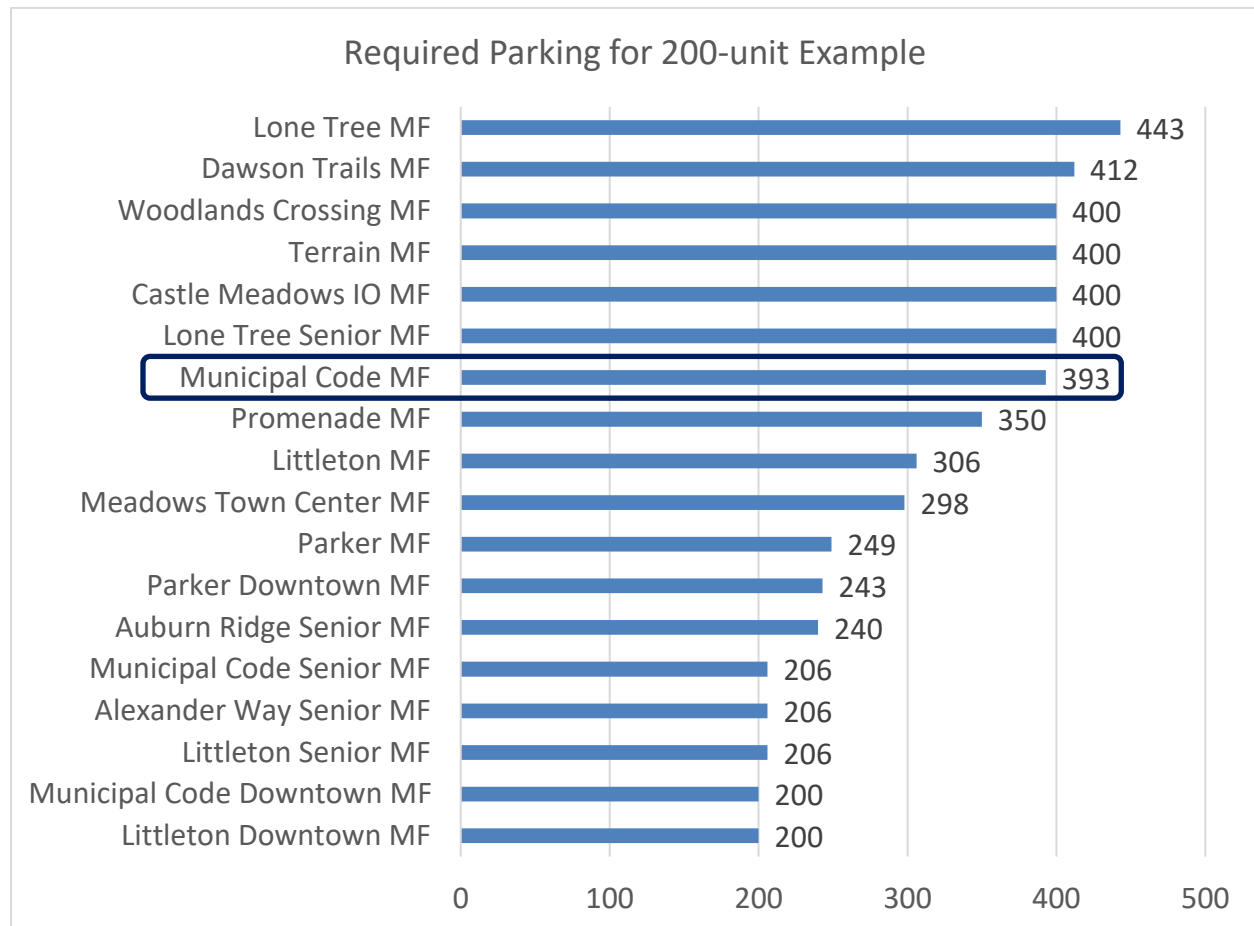
When comparing these neighboring jurisdictions to Castle Rock, as shown in the chart below, Lone Tree requires the most multi-family parking, and Littleton and Parker are generally in the lower end of multi-family parking. Senior and downtown specific parking were all similar with Castle Rock.



## Summary

Overall, parking requirements in the Town of Castle Rock for multi-family developments are governed by either the Municipal Code, or one of eight Planned Development (PD) plans that govern site specific locations. Four of these PDs, Dawson Trails, Castle Meadows IO, Terrain, and Woodlands Crossing, result in a higher requirement for the 200-unit example reviewed in this report, than the Town's Municipal Code requirements for regular multi-family. Meadows Town Center and Promenade areas required less than Municipal Code. Auburn Heights requirements for senior multi-family housing were slightly higher than Municipal Code and Alexander Place for senior multi-family. And Downtown multi-family parking requirements were the least.

When comparing the various Castle Rock regulations to our neighboring jurisdictions, Lone Tree stands out as requiring the most parking for multi-family housing, as well as for senior multi-family parking. The chart below shows all of the Castle Rock and neighboring jurisdictions parking requirement for the 200-unit example used in this report.



Senior multi-family housing in all jurisdictions had a lesser requirement than non-age-restricted, although Parker requires a study for their senior housing so it could not be compared. In Castle Rock, Auburn Ridge PD requires higher parking requirement for senior housing than the Municipal Code, as it requires a separate visitor parking calculation that the Municipal Code does not.

For downtown specific multi-family parking ratios, Castle Rock, Parker and Lone Tree regulate those differently. Parker's code results in the highest number for the example given, at 243 spaces, and Littleton and Castle Rock are the same, with 200 spaces required. Downtown requirements are based on a more "urban" model of reducing surface lot parking requirements, as well as increased walkability through mixed-use development. Some communities choose to have lesser parking requirements in a downtown environment to prevent underutilized parking lots from occupying valuable downtown property, to encourage increased pedestrian activity and other modes of travel, and to allow the free market and developer to determine what is needed to make their project successful.

### **Additional Research**

A discussion concerning fees charged by multi-family landlords to secure on-site parking was brought up during recent discussions with staff. Staff reached out to several apartment complexes in town and confirmed that most do not charge separately for parking in their surface lots. The ones that indicated they do charge range from \$8 to \$50 per car per month, and some charge extra for covered or garage parking. Municipal Code does not address this situation, as it only requires that the prescribed number of parking spaces is built initially and does not regulate if there are extra fees for some or all parking. Staff researched multiple jurisdictions within Colorado and across the country to identify any jurisdiction that had identified this practice as an issue or had established zoning requirements to address the practice. Research indicates that no local jurisdiction has addressed the question of how to prevent an apartment complex from charging extra for required parking.

Colorado currently has rent control regulations in place that prohibit a jurisdiction from establishing regulations that would set or limit the rents that landlords could set. If the Town of Castle Rock chose to regulate parking by requiring all apartment complexes to include the Town required number of parking spaces in the unit's rental fees, an argument could be made that it may violate this state statute. An alternate argument could also be made that if the Town chooses to regulate parking in this way, the Town is not setting a price or limit on the private apartment owner's fee structure. This issue appears to be an untested practice in the Colorado court system.

The City of Seattle has recently been charged with requiring landlords to "de-bundle" parking fees from unit rental fees to allow tenants choices to secure on-site parking at their will. This allows residents with fewer cars to pay less in rental fees.

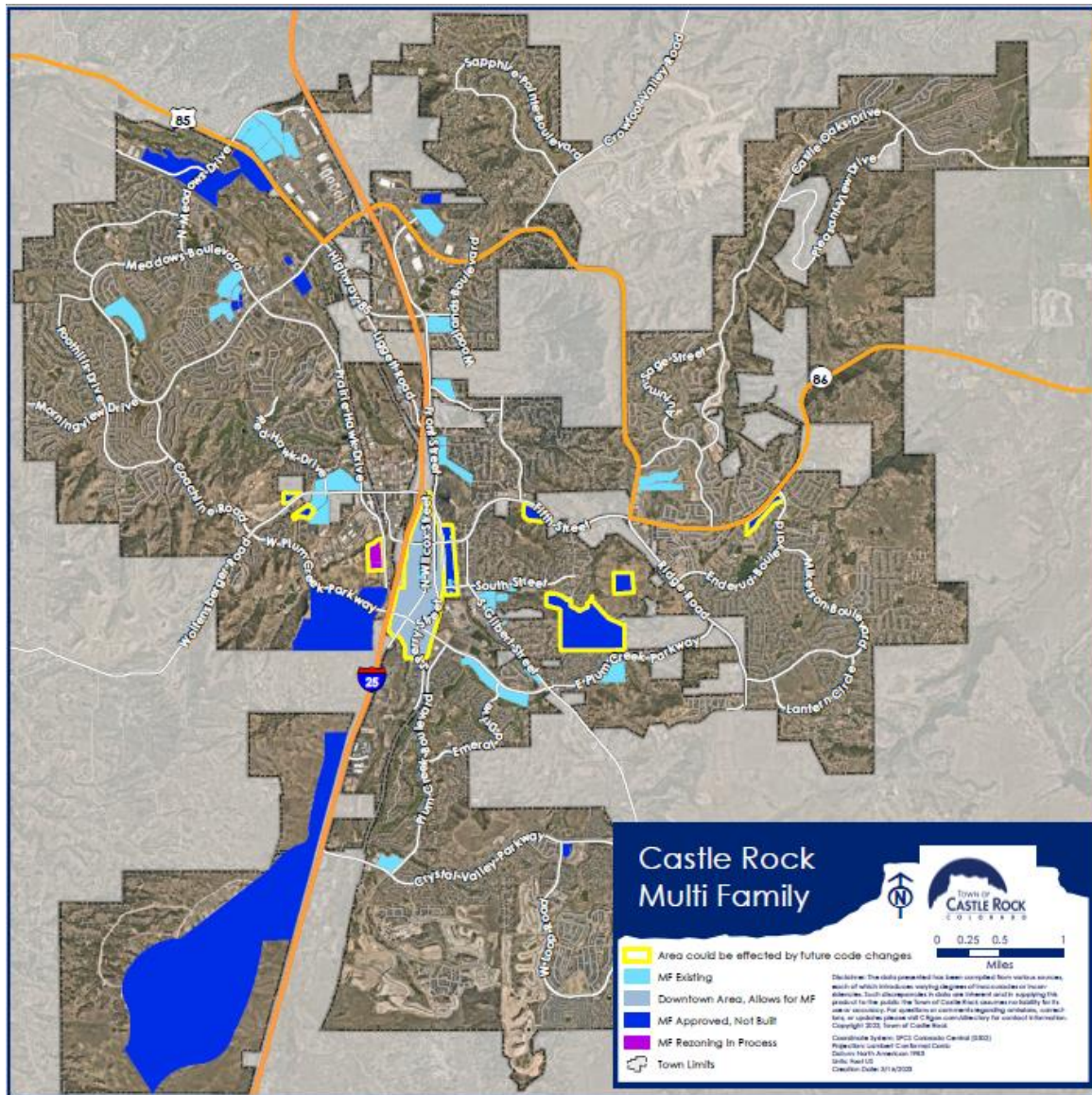
### **Recommendation**

Staff has presented the current Town requirements for multi-family parking town-wide, downtown only, and in custom planned development areas. These have also been compared to neighboring jurisdictions. In some cases, the Town of Castle Rock multi-family parking requirements are higher, and in some they are lower. Senior and downtown multi-family parking appear consistent with neighboring jurisdictions and with custom PD areas.

If Town Council directs staff to propose changes to the Town's multi-family parking requirements, staff recommends engaging with the multi-family development community to better understand the impacts of a proposed change. Additional research would be recommended for multi-family parking trends and needs for three main areas: multi-family (non-age-restricted); age-restricted parking needs; and downtown-specific multi-family parking needs.

Any code changes to the Town's parking requirements for multi-family parking would not affect the five vested Planned Developments areas unless changes were made after their vesting periods expired. Dawson Trails is vested through 2052, Castle Meadows IO through 2035, and Terrain through 2028. All three of these PDs have higher parking requirements than the Municipal Code. Meadows is vested through 2028 and Promenade is vested through 2035. Code changes made after those dates would apply to those PD areas if there were any future multi-family developments in those areas.

The map below shows the areas highlighted in yellow that would most likely be affected by any future parking code changes for multi-family, as they are not in vested PD areas. Areas that are not highlighted in yellow would not be affected by a proposed change to multi-family parking regulations at this time.



## Proposed Motions

If Council desires to change the municipal code for multi-family parking, here are some proposed motions to consider:

*"I move to direct staff to engage the multi-family development community related to (pick area of interest: regular multi-family, senior multi-family, and/or downtown multifamily) and bring back feedback and a recommendation for changes to the parking standards"*

*"I move to direct staff to bring back an ordinance that changes the Municipal Code for (pick area of interest: regular multi-family, senior multi-family, and/or downtown multifamily) to   X   spaces per unit, for Council consideration."*

## Attachments:

Attachment A: CRDC Meadows Town Center parking memo