



Meeting Date: August 16, 2022

AGENDA MEMORANDUM

To: Honorable Mayor and Members of Town Council

Through: Dave L. Corliss, Town Manager

From: Tara Vargish, PE, Director, Development Services

Title: **Ordinance No. 2022 - 017: An Ordinance Amending the Town's Zone District Map by Approving the Dawson Trails Planned Development Plan and Zoning Regulations (1st Reading) [2,064 acres located West of Interstate 25 and North and South of Territorial Road]**

Executive Summary

Dawson Trails I, LLC (applicant), on behalf of all current owners of record, has submitted a Major Planned Development Amendment application, titled as Dawson Trails Planned Development (PD). The Dawson Trails PD application proposes to rezone property that includes a portion of the Westfield Trade Center PD and all of the Dawson Ridge PD, with the exception of three 1-acre parcels.

The Dawson Trails PD consists of approximately 2,064 acres, and is located in the southwest quadrant of the Town boundaries; it is west of Interstate 25 (I-25) and north and south of Territorial Road (Attachment A). The future Crystal Valley Parkway/I-25 Interchange (Interchange) will align with Territorial Road. The Interchange is a Town capital improvement project, planned in partnership with Douglas County and the Colorado Department of Transportation, that is currently in the design phase.

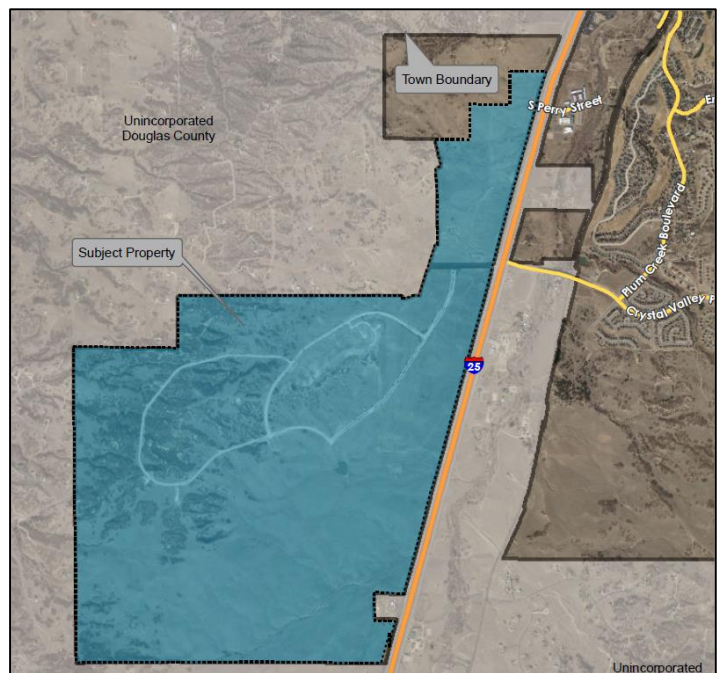


Figure 1: Site Vicinity Map

Compared to the underlying PD zoning, the rezoning proposal represents a substantial reduction in residential density and commercial square footage, and a significant increase in open space. Highlights of the proposed PD Plan and Zoning Regulations include:

Key Elements

- A 202% increase in open space.
- 26% reduction in the total number of residential dwelling units.
- An approximate 82% reduction in commercial/office/retail/industrial square footage.
- Buffer widths increased from a maximum of 100 feet to a minimum of 250 feet.
- A Wildland/Urban Interface Wildfire Vegetation Management Plan.
- A 56% reduction in high density residential units, from approximately 5,453 to 2,400.
- A highway oriented sign plan.
- Prescriptive architectural design standards.

Planning Commission Recommendation

Planning Commission considered the proposed Dawson Trails Planned Development Plan and Zoning Regulations at a public hearing held Thursday, August 11th at 6 pm. The Commission heard public comment from Town and County residents, local business owners and others interested in the proposal. Public testimony was provided both in-person and virtually, and comments provided were both for and against the proposed rezoning.

Planning Commission voted 7 to 0, to recommend approval of the Dawson Trails Planned Development Plan and Zoning Regulations to Town Council, with the following recommendations 1) that the Town work with the County on the new frontage road extension from the south property boundary of the Dawson Trails development to intersection with Tomah Road, so the entire length of road is both safe and provides fire egress, and 2) to encourage the water department to work with the neighboring communities who may be interested in paying their fair share of accessing the Town's central water system.

Summary of Proposal

The Dawson Trails PD zoning proposes a maximum of 5,850 dwelling units and 3.2 million square feet of commercial, office, restaurant, retail, and industrial uses. Public and private open space totals 748 acres and an additional 227.6 acres of land will be dedicated to the Town for development of public facilities such as regional parks, schools, fire station, trails, mobility hub, etc. (Attachment B).

The proposed PD Zoning Regulations include permitted uses, development standards, architectural standards and signage regulations (Attachment B). Of note are the provisions for a pedestrian-oriented public gathering place/mainstreet concept located in the heart of the commercial area.

Town of Castle Rock and owner obligations are formalized in the Dawson Trails Development Agreement (DA) that will be considered and acted upon by Town Council. The DA is a contract between the Town and the developer that addresses obligations, infrastructure improvements, phasing, open space and water rights conveyances. The highlights of the Dawson Trails DA are summarized in this report as an informational item. Of note, the DA includes a \$50 million contribution to the Interchange and the most stringent Water Efficiency Plan implemented in the Town of Castle Rock to date.

The applicant has held five formal neighborhood meetings since April 13, 2021. In addition, the applicant has met informally with surrounding Homeowner Associations (HOAs) and residents on at least ten occasions to date.

Staff has thoroughly reviewed the project and the applicant has made all staff requested changes to the proposal. The purpose of this staff report is to provide background on the annexation and zoning history of the property, detail the proposed PD Plan and Zoning Regulations, summarize external referral comments and public input, and analyze proposed Dawson Trails PD Plan and Zoning Regulations according to the Town's review and approval criteria.

Background

The Dawson Trails PD proposes to rezone land within the Town of Castle Rock that is currently in two different zoning districts; Westfield Trade Center PD and Dawson Ridge PD. These two PDs were originally annexed and zoned under the Castle Rock Ranch PD. A brief history of the incorporation and zoning of the land is included in the following section.

Castle Rock Ranch PD

In 1984, Castle Rock Ranch (CRR) was annexed to the Town of Castle Rock and zoned Planned [Unit] Development (Attachment C). CRR consisted of about 2,261 acres and zoned to allow 7,900 dwelling units. Residential housing types and densities ranged from low density single-family detached homes at 1 dwelling unit per acre (du/ac), to high density multi-family units at 20 du/ac. Over two-thirds of the 7,900 dwelling units were planned as higher density development ranging from 8 du/ac to 20 du/ac. Density transfers up to 20% between planning areas was allowed with Council approval at the time of the site development plan and platting, with maximum dwelling units not to exceed 7,900.

Non-residential uses included 173 acres of commercial, 287 acres of office/commercial and 295 acres of industrial uses. The CRR PD did not establish a maximum square footage of non-residential uses, however using the assumptions discussed below, and shown in Table 1, an estimated 20,560,320 square feet of non-residential uses were permitted in the CRR PD. The purpose for estimating the permitted square footages is to allow a relevant comparison to the proposed Dawson Trails PD.

This estimate assumes the net acreage (excluding road rights-of-way) is 85% of the gross acreage and buildings are assumed to be 2-stories in height. The percentage of lot coverage is the actual maximum allowed in the CRR PD. It is important to note that the 2-story assumption

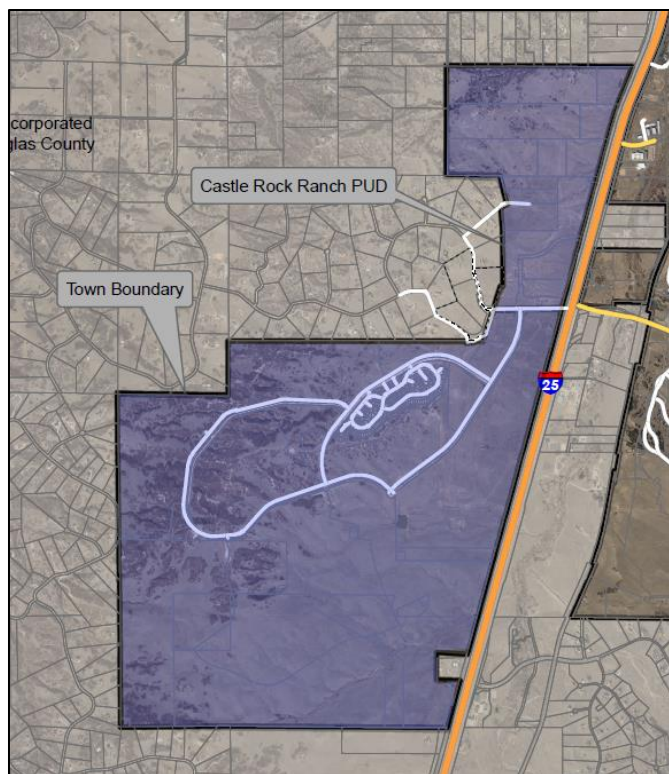


Figure 2: Castle Rock Ranch PD - 1984

is a conservative estimate, since the CRR PD Zoning Regulations allowed commercial and office buildings a maximum height of 50 feet, and 75 feet as a Use by Special Review. Maximum building height of industrial buildings was 40 feet.

Castle Rock Ranch PD Non-Residential Square Footage

	Commercial	Office/Comm	Light Industrial	Total S.F.
Gross Acreage	173 ac.	287 ac	295 ac.	
Net Acreage*	147 ac.	244 ac.	251 ac.	
Lot Coverage	35% = 51 ac.	35% = 85 ac.	40% = 100 ac.	
Sq. Ft. x 2-stories	4,443,120 sf.	7,405,200 sf.	8,712,000 sf.	20,560,320 sf.

* Assuming that net acreage is 85% of the gross acreage

Table 1: Estimate of Non-Residential Square Footage in Castle Rock Ranch PD

The Public Land Dedication was approximately 248 acres, or 11% of the site. The CRR PD, however, did not establish an overall minimum public open space dedication. Instead the CRR PD plan outlined areas of “Suggested Private Open Space” and the Zoning Regulations required a minimum of 20%, 252 acres, private open space be designated in each residential planning area at the time of site development plan and platting.

A maximum 30-foot private open space easement was required as a buffer where non-residential use areas within the PD abutted residential uses outside of the PD. A 50 to 100-foot building setback was required along southern boundary of the Twin Oaks Subdivision. The Keene Ranch PD was not approved by Douglas County until 1992, after the CRR PD was already approved. See page 10 of this report for more information on the surrounding subdivisions.

The CRR zoning regulations anticipated the potential future construction of an Interstate 25 interchange within the property, and allowed for increased intensity of uses in planning areas adjacent to arterial roadways developed with the Interchange, with Town Council approval.

In 1986, Castle Rock Ranch PD was rezoned into two new zoning districts, creating Dawson Ridge PD, south of Territorial Road, and Westfield Trade Center PD (Westfield), north of Territorial Road.

Westfield Trade Center PD

The Westfield Trade Center PD (Westfield) was approved in 1986 and amended in 1989. The 1989 Westfield PD Plan and Zoning Regulations remain in place and valid at the present time (Attachment D).

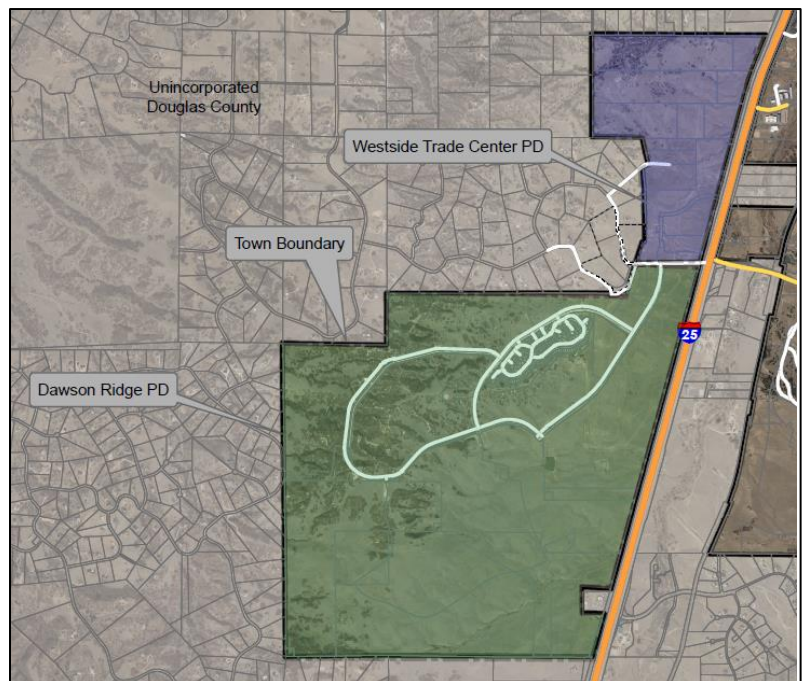


Figure 3: Dawson Ridge PD and Westfield Trade Center PD - 1986

The Westfield PD is zoned for approximately 39 acres of commercial uses and 301 acres of light industrial/research and development uses. The Westfield PD Plan identifies an interchange at I-25 and Territorial Road/Douglas Lane. Westfield planning area 5, immediately adjacent to the future Interstate interchange is allowed a maximum of 2,486,514 non-residential building square footage. The total estimated square footage of commercial, light industrial and research/development permitted in Westfield is 11,721,234 sf, based on the same assumption method described on page 3.

Westfield Trade Center PD

	Commercial	Lt. Industrial/R&D	Totals
Planning Area 5	2,486,514 sf.		2,486,514 sf.
All other Planning Areas			
Gross Ac.	13 ac.	301 ac.	
Net Ac.*	11 ac.	256 ac.	
Lot Coverage	35% = 4 ac.	40% = 102 ac.	
Sq. Ft. x 2-stories	348,480 sf.	8,886,240 sf.	9,234,720 sf.
Grand Totals	2,834,994 sf.	8,886,240 sf.	11,721,234 sf.

* Assuming that net acreage is 85% of the gross acreage

Table 2: Estimate of Non-Residential Square Footage in Westfield Trade Center PD

The Dawson Trails PD proposes to rezone approximately 184 acres of the southern half of Westfield Trade Center. The remaining portion of Westfield will retain zoning for approximately 13 acres of commercial uses and 105 acres of industrial research and development uses, equating to approximately 3,484,800 square feet of non-residential development (See Table 3). Future development of the 3,484,800 square feet of commercial, industrial and research and development uses remaining in Westfield must comply with the Westfield Trade Center PD and all current Town requirements, including provision of sufficient water rights dedication to meet the estimated demand and mitigation of traffic impacts.

Westfield Trade Center PD Remaining [Not included in Dawson Trails PD]

	Commercial	Lt. Industrial/R&D	Totals
Gross Ac.	13 ac.	105 ac.	
Net Ac.*	11 ac.	89 ac.	
Lot Coverage	35% = 4 ac.	40% = 36 ac.	
Sq. Ft. x 2-stories	348,480 sf.	3,136,320 sf.	3,484,800 sf.
Grand Totals	348,480 sf.	3,136,320 sf.	3,484,800 sf.

* Assuming that net acreage is 85% of the gross acreage

Table 3: Estimate of Non-Residential Square Footage Remaining in Westfield Trade Center PD

Residential uses are not permitted in the Westfield PD. The public land dedication in Westfield is 37 acres and no public open space is set aside in the Westfield PD. A private open space easement/setback buffer ranging from 50 to 100 feet is established along the common boundary between Westfield and the Twin Oaks Subdivision.

Dawson Ridge PD

In 1986, the majority of the CRR PD land, was rezoned as Dawson Ridge PD, allowing a maximum of 7,900 residential dwelling units, with densities ranging from 1 du/ac to 20 du/ac (Attachment E). The rezoning carried forward the CRR higher density allowances, with more

than two-thirds of the dwelling units planned with densities ranging from 8 du/ac to 20 du/ac. Approximately 127 acres of land was zoned commercial, 156 acres was zoned office/commercial, and 151 acres was zoned for mixed use (commercial, office and medium to high density residential).

The potential estimated square footage of commercial and office uses permitted in Dawson Ridge is 9,321,840. Table 4 reflects the estimated, cumulative 21,043,074 square feet of non-residential uses currently allowed in Dawson Ridge and Westfield combined. With the exception of Westfield planning area 5, the estimates in Table 4 assume the net acreage (excluding road right-of-way) is 85% of the gross acreage and buildings are assumed to be 2-stories; the same assumptions used for Castle Rock Ranch PD. The percentage of lot coverage is the actual maximum allowed in the respective PDs.

Dawson Ridge PD and Westfield Trade Center PD Non-Residential Square Footage

Dawson Ridge	Commercial	Office/Comm	Office/Comm/MF	Lt. Industrial	Totals
Gross Ac.	127 ac.	156 ac.	75.5* ac.	0	
Net Ac.**	108 ac.	133 ac.	64 ac.	0	
Lot Coverage	35% = 38 ac.	35% = 47 ac.	35% = 22 ac.	N/A	
Sq. Ft. x 2-stories	3,310,560 sf.	4,094,640 sf.	1,916,640 sf.	0	9,321,840 sf.
Westfield					
Planning Area 5	2,486,514 sf.	N/A	N/A	N/A	2,486,514 sf.
Remaining Planning Areas					
Gross Ac.	13 ac.	0	0	301 ac.	
Net Ac.**	11 ac.	0	0	256 ac.	
Lot Coverage	35% = 4 ac.	N/A	N/A	40% = 102 ac.	
Sq. Ft. x 2-stories	348,480 sf.	0	0	8,886,240 sf.	9,234,720 sf.
Westfield Subtotals	2,834,994 sf.	0	0	8,886,240 sf.	
Grand Totals	6,145,554 sf.	4,094,640 sf.	1,916,640 sf.	8,886,240 sf.	21,043,074 sf.

*Assuming only half of the 151 acres develops as Office and Commercial.

**Assuming that net acreage is 85% of the gross acreage

Table 4: Estimate of Non-Residential Square Footage in Dawson Ridge PD and Westfield Trade Center PD

The public land dedication in Dawson Ridge is 211 acres. As with CRR PD, a minimum public open space acreage was not dedicated in the overall PD, instead a minimum of 20% of the total residential acreage, or 248 acres are required to be set aside as private open space.

The buffer and setback standards established in the CRR PD were carried over to the Dawson Ridge PD, to include the 30-foot private open space easement required where non-residential use areas within the PD abut residential uses outside of the PD and the 50-100 foot building setback from the Twin Oaks Subdivision south boundary. The 20% density transfer between planning areas and the allowance for an increase in intensity of uses with the construction of an I-25 interchange were also carried forward in the Dawson Ridge PD.

In the late 1980's, the major looped roadway, along with water, wastewater and other utility infrastructure, were installed in Dawson Ridge. Well sites and a water tank were constructed and one neighborhood, Filing 11 with 234 lots and 15 tracts, was platted. Other improvements installed in Filing 11 included roadways, utilities, decorative perimeter fencing and landscaping. With the exception of the Dawson Ridge Filing 11 improvements and the loop road infrastructure, no other development has occurred in Dawson Ridge or Westfield PDs in the 38

years since Castle Rock Ranch Planned Development was annexed to, and zoned in, the Town of Castle Rock, and no homes have been constructed.

The zoning for Westfield Trade Center PD remains in effect and Westfield could develop as zoned today. The Dawson Ridge PD zoning is still in place, however it has been suspended, as discussed below.

Dawson Ridge PD – Suspension Agreement

After construction of the major roadway and utility infrastructure, the Dawson Ridge Metropolitan District No. 1 (District) filed for Chapter 9 bankruptcy in 1990. The District was also the principal landowner within the Dawson Ridge PD, having acquired the property in settlement of claims against the original master developer. As a condition to the Town's consent to the District's proposed refinancing plan, Dawson Ridge Districts 1-5 entered into a Suspension Agreement (Agreement) with the Town dated October 8, 1992. The principal land use consequence of the Agreement was that the prior entitlements to develop under the Dawson Ridge PD Plan and PD Zoning Regulations were suspended.



Figure 4: Dawson Ridge Limited Development - 2016

In order to lift this suspension for Dawson Ridge, a developer must submit a PD Plan and PD Zoning Regulations to the Town for review and approval. The applicant has purchased, or has under contract, the parcels of land included in the boundaries of the proposed Dawson Trails PD. The applicant's purpose in submitting and requesting approval of the Dawson Trails PD, is to re-establish development rights as required by the Suspension Agreement, and to create a Planned Development that is reflective of current marketing trends, lifestyles and Town values, goals and objectives.

The remainder of this report will focus on the details of the proposed Dawson Trails PD Plan and Zoning Regulations, the public outreach process, and an analysis of the review and approval criteria.

Discussion

The proposed Dawson Trails Planned Development Plan is approximately 2,064 acres and includes all of the Dawson Ridge PD (except for three, 1-acre Metropolitan District parcels) and approximately 184-acres of the Westfield Trade Center PD.

Existing Conditions

The following summary of existing conditions on the property is based on an updated Land Suitability Analysis Report (LSAR), dated April 13, 2022, prepared by Norris Design. The LSAR



Figures 5 & 6: Dawson Ridge Infrastructure Damage - 2016

looked at the site history, cultural and historical resources and assessed the topography and natural features of the property.

As discussed previously in this report, limited development occurred within the Dawson Ridge PD during the late 1980's consisting of construction of some infrastructure improvements, which were never accepted by the Town. Such improvements included concrete road, with waterlines, sanitary sewer lines and storm sewer located within the right-of-way (ROW). Water distribution infrastructure was also constructed to include water wells and a potable water tank. The utility systems were never connected to the Town's central systems. Given the age and condition of the infrastructure in Dawson Trails today, the Town will not accept any existing utilities to be used for the proposed development. Where appropriate, the existing infrastructure will be removed. The remainder of the site is undeveloped and has been used for cattle-grazing. The property is gated and closed to public access.

The topography consists of rolling hills with some moderate slopes and the overall grades are gentle. A ridge runs north to south through the west portion of the property. The vegetation consists of various native high-plains plant types such as yucca, Gambel Oak, and prairie grasses. Some native trees are clustered along the ridge. Pines, Cottonwoods and Russian Olive trees were planted along the limited roadway installed in the 1980's. The high water use species will be removed as new development occurs.



Figure 7: Dawson Ridge Cattle Grazing - 2016

No Waters of the US or wetlands, as defined by the U.S. Army Corps of Engineer, were identified on the property or on the U.S. Fish and Wildlife Service (USFWS) National Wetland

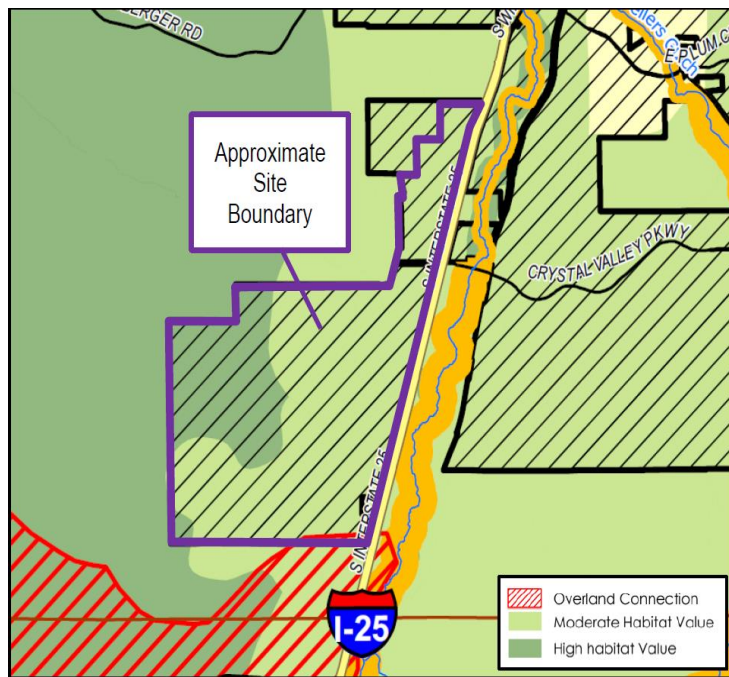


Figure 8: Douglas County Wildlife Resources Map

portion of the PD and extends into Douglas County, the remainder is considered moderate-value habitat. A small overland connection zone is identified along the southeast boundary of the property, where a 109-acre dedicated open space area is planned.

Specific to the presence of elk on the property, the Colorado Division of Wildlife (CDW) has identified elk ranges throughout Colorado. The Division of Wildlife Elk Ranges Map indicates that the majority of Douglas County is within the overall elk range area. Figure 9 shows the overall elk range in yellow and the winter range in light blue. The general location of Dawson Trails in Figure 9 is outlined in blue. See Attachment M for the full state-wide map with legend.

Various species of migratory birds such as Black-billed Magpies, Rock Doves and Scrub Jays were identified on the site.

Development on the property will be subject to the restrictions of the Migratory Birds Treaty Act. Burrowing Owls were not specifically identified on the property, however the presence of prairie dog burrows was confirmed north of Territorial Road. A Burrowing Owl survey will be required prior to development in that area that would occur during the Owl's breeding season, between March 15 and October 31.

Eagles have been seen in the area, and photographed adjacent to the property along the west frontage road. The Colorado Department of Parks and Wildlife indicated that the property does not contain Bald Eagles; no Bald or Golden Eagles, or their nests were identified on the

Inventory Map. One man-made pond exists on the site. It was created and used for livestock watering. This pond will be eliminated as phased construction occurs. There are Town-identified major drainageways that traverse the property. Development adjacent to the drainageways will require stabilization, protection and preservation of these drainageways in compliance with the Town Code and technical criteria. Dawson Trails contains wildlife habitat, as would be expected with a large expanse of undeveloped land. Large mammals known to be in the area include elk, mule deer, black bear, coyotes and mountain lions. The Douglas County 2040 Comprehensive Master Plan identifies the value of wildlife habitat (Figure 8). High-value habitat (dark green) is designated in the northwest

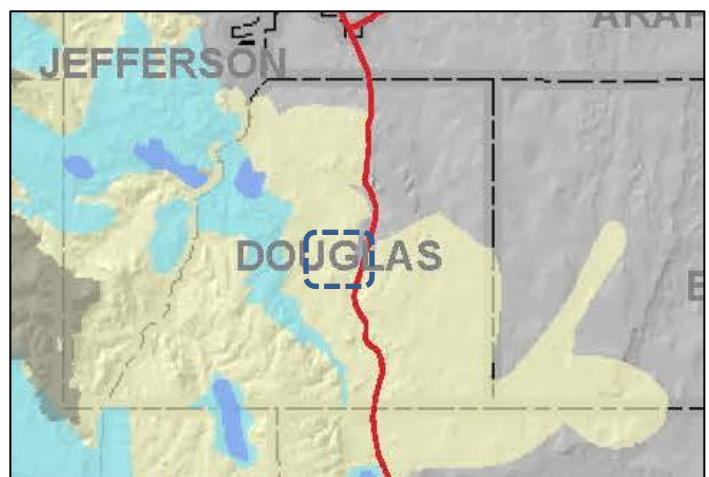


Figure 9: Colorado Division of Wildlife Elk Ranges Map

property. The Town's Wildlife Specialist has inspected the site and reached the same conclusion.

Measures incorporated in the Dawson Trails PD intended to mitigate impacts to wildlife and natural resources on the site are discussed in more detail in the External Referral and Analysis sections of this report.

Surrounding Uses

The proposed Dawson Trails PD abuts unincorporated Douglas County to the north, west and south (Figure 10). The Twin Oak Subdivision (Twin Oaks) is located north and west of the Dawson Trails PD and is accessed from the east by Territorial Road, the general location of the future Crystal Valley/I-25 Interchange. The Twin Oaks Subdivision was approved and platted in 1973 and consists of approximately 56 lots. The property is straight zoned as Large Rural Residential (LLR) in Douglas County, which is characterized by large lot, single-family detached residences and limited agricultural uses. LLR densities range from one dwelling per 34.9 acres to one dwelling per 10 acres.

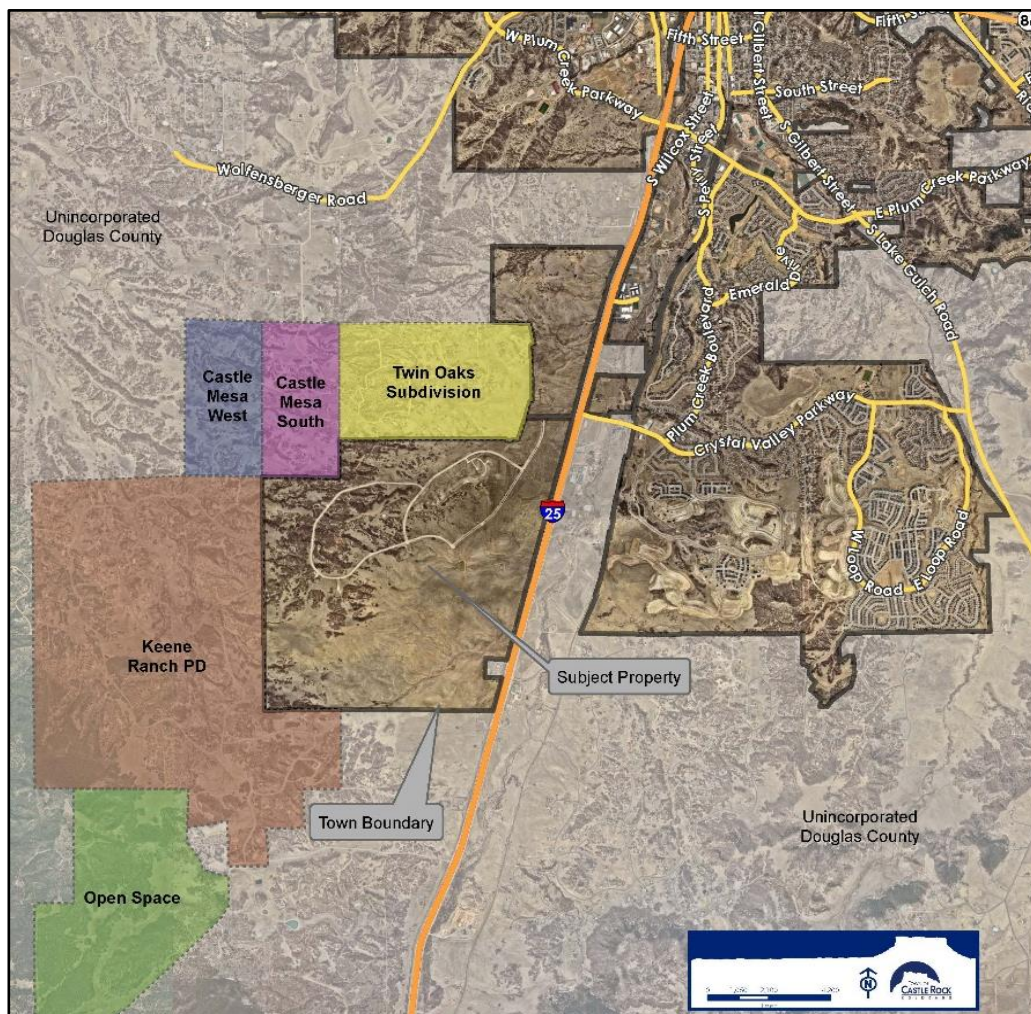


Figure 10: Surrounding County Developments

Castle Mesa South is adjacent to the northwest corner of Dawson Trails. The development was approved and platted in 1971. It consists of approximately 17 lots and is straight zoned as Estate Residential, which allows single-family residential home sites with densities ranging from 1 du/ac to 1 du/4.9 ac. Access to Castle Mesa South from the east is via Twin Oaks Road.

Castle Mesa West abuts the very northwest corner of Dawson Trails and is a county subdivision approved in 1972. The subdivision consists of approximately 30 lots and is straight zoned Rural Residential. Density is limited to one single-family dwelling unit per lot. Access to the subdivision is from the east and north.

Keene Ranch Planned Development is located west and southwest of the proposed Dawson Trails PD. The Keene Ranch PD was approved by Douglas County in 1992 and amended in 1994. Permitted uses include single-family detached residences with limited agricultural uses. The minimum lot size allowed is 35 acres and the maximum number of dwelling units is 247. Tomah Road provides the primary access to Keene Ranch. A 50-foot setback from any rear or side lot line is required. Only one emergency vehicle access (EVA) was required along the west boundary of Keene Ranch.

There are no new road connections planned through Dawson Trails to any of the surrounding developments. The developer has committed to providing Keene Ranch an additional EVA along the common boundary with Keene Ranch. A conceptual EVA location is shown on the proposed PD Plan.

The property adjacent to southeast boundary of Dawson Trails is privately owned and zoned Agriculture One, allowing for 1 dwelling unit per 35-acre lot and a range of agricultural and community uses. The eastern boundary of Dawson Trails, approximately 3 miles in length, is adjacent to the Burlington Northern/Santa Fe Railroad, the west frontage road and I-25. There is an 8-acre private property, addressed as 3211 S. Interstate 25, that breaks the Dawson Trails contiguity with the railroad, frontage road and I-25. That property is straight zoned Commercial and Estate Residential, in Douglas County and is not included in the Dawson Trails PD.

Dawson Trails Planned Development Plan and Zoning Regulations

The proposed Dawson Trails Planned Development is located in the southwest quadrant of the Town of Castle Rock. The property is bounded by the Burlington North/Santa Fe Railroad, the west frontage road and I-25 to the east, Douglas County residential subdivisions and Agriculture One zoning to west and south, and the remainder of the Westfield Trade Center PD to the north.

The new Crystal Valley / I-25 interchange planned by the Town, will run east to west through the

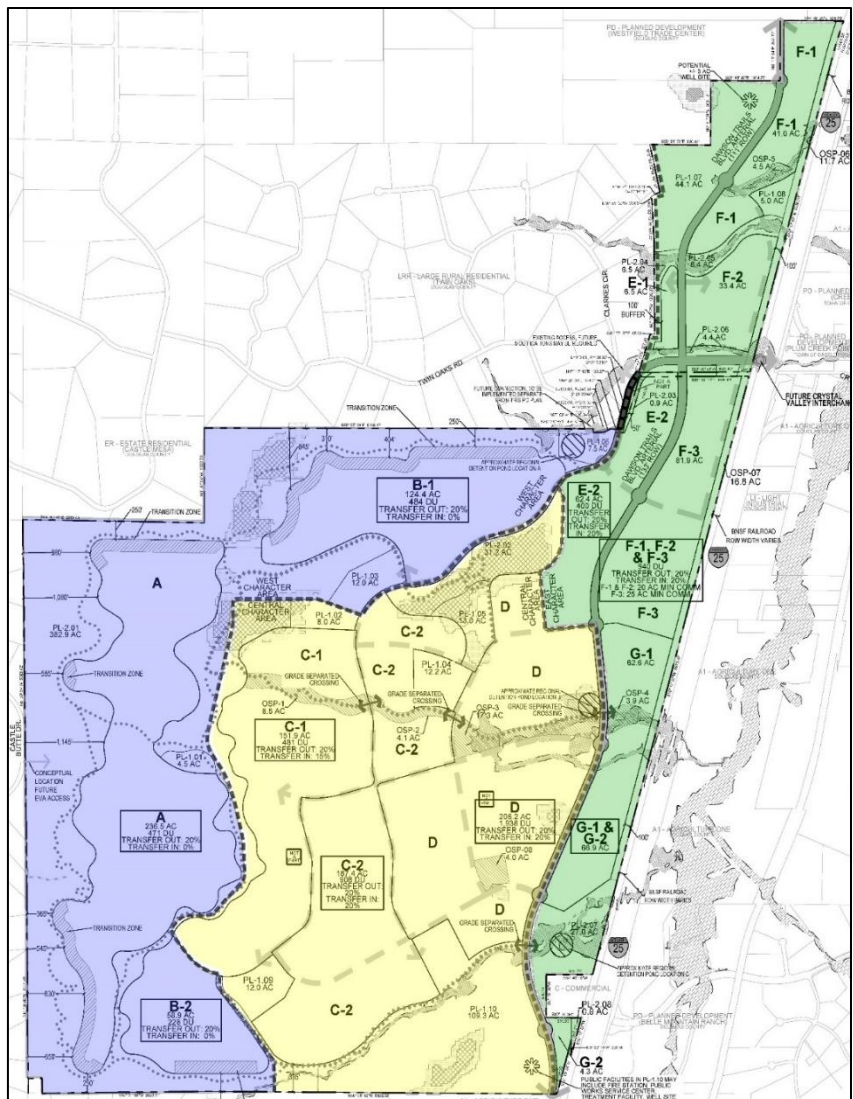


Figure 11: Planned Development Plan – Character Areas

PD, in the general location of the existing Territorial Road. The planned interchange is a Town Capital Improvement Project (CIP) and is being coordinated by the Town of Castle Rock, in partnership with Douglas County and Colorado Department of Transportation (CDOT) and subject to Federal Highway Administration regulations. The Interchange CIP is separate from the Dawson Trails PD rezoning application. The applicant does, however, have funding and construction obligations toward the Interchange and related improvements necessary to serve Dawson Trails. Those obligations are further detailed in the Development Agreement summary section below.

The PD consists of approximately 2,064 acres, and includes zoning that would allow up to 5,850 residential dwelling units, that includes a maximum of 2,400 multi-family dwelling units, and a maximum of 3,200,000 square feet of non-residential uses (Attachment B).

Character Areas

The PD Plan is organized into three Character Areas based on similarities in land uses and densities, with the intensity of uses increasing from west to east. The West Character Area (West), shaded blue in Figure 11 below, consists of the lowest density single-family detached residential uses and significant interconnected open space and trail corridors. There are three planning areas in the West (A, B-1 and B-2). The average density is 2.8 dwelling units per acre. Neighborhood amenities such as pocket parks, community center or pools are permitted, however, no commercial/office/retail/industrial uses are permitted in the West Character Area.

The Central Character Area (Central), shaded yellow, serves as a transition zone within the PD, from the lower density single-family development to the west, to the higher density residential and more intense commercial/office/retail/industrial uses to the east. Central allows a wide range of residential housing types, such as single-family detached and attached, as well as, multifamily products. The average density in the Central area is 6.1 du/ac. There are three planning areas in Central (C-1, C-2 and D). Planning Areas C-1 and C-2 are limited to single-family and multifamily residential uses. Only planning area in Central that is zoned to allow non-residential uses is Planning Area D. Additionally, acreage is set aside for open space and trail corridors, a regional park, schools, fire station and other public amenities.

The East Character Area (East), shaded green, is distinguished as being a zone of commerce, employment and mixed-use development, with zoning that allows a broad range and intensity of land uses, including industrial zoning, and higher density residential development. The East area consists of seven planning areas (E-1, E-2, F-1, F-2, F-3, G-1 and G-2). No residential development is permitted in E-1, G-1 and G-2 planning areas. The average density, excluding the G planning areas is approximately 7.7 du/ac. East also includes land set aside for a regional park, a transportation mobility hub, and other public improvements.

Significant transportation system improvements are planned for the East area. A major arterial road extending north to Plum Creek Parkway and south to Tomah Road, as well as the Crystal Valley / I-25 interchange will provide access throughout the site. This north/south arterial road, Dawson Trails Boulevard, will replace the existing west frontage road, eliminating a number of existing at-grade RR crossings. The transportation improvements are discussed in more detail in the Traffic Impact Analysis and Mitigation section below.

Uses and Development Standards

The proposed Dawson Trails PD represents a rezoning of the Dawson Ridge PD and approximately half of the Westfield Trade Center PD. The PD zoning proposes a maximum of 5,850 dwelling units and 3.2 million square feet of commercial, office, restaurant, retail, industrial uses. Approximately 748 acres, 36% of the property, will be set aside as public/private open space, and an additional 227.6 acres of land, 11% of the property, will be dedicated to the Town for development of public facilities such as regional parks, fire station, trails, mobility hub, etc. (Attachment B).

If approved, the PD Amendment will result in a 26% overall reduction in residential density, 82% reduction in commercial/office/retail/industrial square footage, and 202% increase in open space, when compared to the underlying zoning on the property. The reduction in high-density residential units, from approximately 5,453 units to 2,400 units, is a difference of 56%.

Non-Residential Uses

There are a wide range of non-residential uses proposed in the Dawson Trails PD, the type and intensity is dependent on the character area and planning area. No commercial/office/retail/industrial uses are permitted in Planning Areas A, B-1, B-2 in the West Character Area, nor in C-1 and C-2 the Central Character Area. The intensity of uses increases west to east across the PD, with the most intense uses located in the F and G planning area.

A minimum of approximately 111 acres of non-residential uses is required in the F and G planning areas. Self-storage uses are restricted to 30 acres total, with outdoor storage as a primary use not to exceed 15 acres. Sales and leasing of automobile, vehicle, RV, boat, motorcycle and ATVs is limited to 20 acres total.

Planning Area E-2 is zoned for a pedestrian oriented mixed use area intended to be developed as a centrally located gathering place and/or main street with development standards that promote walkability and pedestrian focal points. Convenient pedestrian and bicycle circulation, outdoor dining, and plazas will be elements of this mixed use area.

Residential Uses

Residential Uses and Lot Sizes - Residential uses are proposed to include a variety of housing types ranging from low-density single family detached homes in the western portion of the development, to high-density multifamily units in the eastern portion. The lot sizes vary to provide options for clustering development, different lot configurations, reduced irrigable area and shifting market trends.

Density Transfers

Under the Castle Rock Ranch PD and the Dawson Ridge PD density increases up to 20% were allowed with Council approval. The Dawson Trails PD allows administrative transfer of units between planning areas. The maximum percentage of units allowed into and out of planning areas are dependent on the proximity to county development. For example, Planning Areas A, B-1 and B-2 in the West Character Area allow a transfer of 20% of the units to other planning

areas, however no units may be added to the established maximums. See Table 5 for the density transfer allowances.

Transition Zone

A 150-foot Transition Zone is established along the boundaries of Planning Areas A, B-1 and B-2 nearest the county properties. Within the Transition Zone the minimum lot size is fixed at 7,700 square feet in Planning Area A, and

6,600 square feet in areas B-1 and B-2. Prescriptive standards for lighting, building colors, landscaping and fencing also apply within the Transition Zone.

Maximum Allowed Transfer of Dwelling Units				
Character Area	Planning Area	Maximum Units	Percent Out	Percent In
West	A	471	20%	0%
	B-1	484	20%	0%
	B-2	228	20%	0%
Central	C-1	481	20%	15%
	C-2	908	20%	20%
	D	1,938	20%	20%
East	E-1	0	No Res.	No Res.
	E-2	400	20%	20%
	F-1	940	20%	20%
	F-2		20%	20%
	F-3		20%	20%
	G-1	0	No Res.	No Res.
	G-2	0	No Res.	No Res.

Table 5: Maximum Allowed Transfer of Dwelling Units

Open Space Buffers

Under the Castle Rock Ranch, Westfield Trade Center and Dawson Ridge PDs a 50 to 100-foot easement/building setback was required where adjacent to platted lots in the Twin Oaks Subdivision.

The Dawson Trails PD maintains the same open space buffer in Planning Areas E-1 and E-2 where adjacent to Twin Oaks. A 44-acre regional park is planned north of Planning Area E-1. The width of the open space buffer between Planning Area B-1 and Twin Oaks has been increased from a maximum of 100 feet to a minimum of 250 feet and maximum of 1,506 feet.

Castle Mesa South abuts the northwest corner of Dawson Trails. The width of the open space buffer with Castle Mesa South ranges from 1,215 feet to and 1,506 feet. The buffer also preserves an area of Minor and Moderate Skyline/Ridgeline Protection area, even though the Protection ordinance would allow development in the Minor and Moderate areas, with height limitations and mitigation measures. No development will occur on these highly visible high points.

The Keene Ranch PD was not approved by Douglas County until 1992; after the Castle Rock Ranch PD, Dawson Ridge and Westfield PDs had been approved by the Town. It is important to note that the Keene Ranch PD did not provide a prescriptive open space buffer where the PD is contiguous with the urban Town boundaries.

The Dawson Trails PD provides a dedicated open space buffer ranging from 365 feet to 1,145 feet along the west boundary that abuts Keene Ranch. The dedicated open space buffer ranges from 250 feet to 522 feet along the south boundary of Dawson Trails, shared with Keene Ranch. A 109-acre public land dedication in Dawson Trails is located east of the Keene Ranch

PD where Dawson Trails abuts two large parcels, both zoned Agricultural One in Douglas County.

Interface Regulations

The Residential/Non-Residential Interface Regulations (Municipal Code Chapter 17.50) and the Dissimilar Residential Interface Regulations (Municipal Code Chapter 17.51) (Interface Regulations) have limited application in Dawson Trails. As a Planned Development, the Dawson Trails PD Plan and Zoning anticipates a mix of uses, densities and housing types in abutting planning areas, therefore the Interface Regulations are not applicable to development within the PD.

The prescriptive open space buffers included in the Dawson Trail PD meet or exceed the maximum buffers required in the Interface Regulations, therefore the buffer requirements of the Interface Regulations are not applicable where Dawson Trails is adjacent to development outside of the PD. Excluding the buffer requirements, the remainder of the Interface Regulations will be applicable to development within Dawson Trails that abuts the prescriptive open space buffers designated in Planning Areas E-1 and E-2.

Wildland/Urban Interface (WUI) and Emergency Vehicle Access (EVA)

The provisions of the newly adopted Castle Rock 2022 Community Wildfire Protection Plan applies to Dawson Trails. In addition, the Dawson Trails PD includes a general Wildland/Urban Interface Wildfire Vegetation Mitigation Plan. With each future site development plan, the WUI will be further refined to address site specific topography and vegetation.

An EVA is required to be construction along the common boundary with Keene Ranch. A conceptual location is shown on the PD Plan, the actual location will be determined based on design and engineering of the planning areas in the West Character area.

Trails and Grade-Separated Crossings

An extensive trail network is planned throughout Dawson Trails. Natural surface trails are planned in the open space areas zoned PL-2. A hard surface trail system will connect planning areas internal to the development, generally in PL-1 and private open space tracts. Trail locations shown on the PD Plan are conceptual. The actual location will be dependent on topography, existing vegetation, etc. Trails located in PL-2 separating Dawson Trails from the county development will be located away from the property lines of the county lots.

Four grade-separated crossings will be constructed at interior collector roads and the main north/south arterial to support pedestrian and bicycle circulation throughout the development. At the request of the county residents, no direct trail connections will be provided to any of the county subdivisions, however the trails within Dawson Trails will be open to the general public.

Public Land and Open Space

Areas of public land and open space are designated on the Dawson Trails PD Plan as PL-1, PL-2 and OSP. PL-1 and PL-2 represent land that will be dedicated to the Town, and is accessible to the general public. The zoning allowances for the PL-1 and PL-2 districts are established in

the Town of Castle Rock Municipal Code (Code), Chapter 17.30, and are restated in the Dawson Ridge PD.

Land zoned PL-1 satisfies the prescriptive public land dedication (PLD) requirements of Chapter 16.08 of the Municipal Code. The zoning permits active recreational uses, such as regional parks and ballfields, schools, a fire station and other public and municipal facilities. The maximum building height is 50 feet. The Dawson Trails PD sets aside 227.6 acres of land to meet the PLD requirements, which is comparable to the PLD acreage provided by the underlying zoning.

Land zoned PL-2 (public open space) and OSP (private open space) counts toward the overall open space requirements of Section 17.32.050 of the Municipal Code. The Code requires a minimum of 20% of a PD be set aside as either public or private open space. The Dawson Trails PD provides 748 acres, or 36% of the site as open space. PL-2 zoning allows passive recreational uses such as open space, community buffers, and trails. Maximum building height is limited to 25 feet.

Private open space (OSP) is land that will be held in private ownership by the HOA or Metropolitan District. The permitted uses and development standards for OSP are established in the Dawson Trails PD Zoning Regulations. Permitted uses include active and developed parks, open space corridors, pools and other recreational uses. The maximum building height is 50 feet. Table 6 reflects the open space acreage proposed in Dawson Trails and provides a comparison to Castle Rock Ranch PD, Westfield Trade Center PD and Dawson Ridge PD open space dedications.

	Castle Rock Ranch PD	Westfield Trade Center PD	Dawson Ridge PD	Dawson Trails PD
Public Open Space (PL-2)	0	0	0	462.2 ac.
Private Open Space (OSP)	0	0	0	70.8 ac.
Future Open Space with Site Plan/Plat	251.8 ac.	0	247.9 ac.	215 ac.
Total Public/Private Open Space	251.8 ac.	0	247.9 ac.	748 ac.

Table 6: Public and Private Open Space

Architectural Design Standards

The proposed Dawson Trails PD Zoning Regulations include prescriptive architectural standards that are applicable to development in the overall PD, as well as, specific criteria for Pedestrian Oriented, Commercial/Retail/ Office, Industrial, Multifamily, and Single-family Residential uses and development. Based on the themes of the three character areas, the Architectural Design Standards will guide architectural elements that are rooted in the vernacular style of Castle Rock, regional materials, and an appreciation of the scenic Front Range.

The pedestrian-oriented development will require features such as convenient pedestrian and bicycle access on all streets, access to transit stops, and shade trees, landscape planters, etc.

Commercial/Retail/Office development that tends to be vehicle-centric will focus on continuity of design in commercial centers, and include covered patios and generous pedestrian walkways. Large scale national tenants will be permitted to retain architectural elements that convey their identity and brand, while still integrating materials and design elements true to the desired character of the PD.

Signage Standards

Prescriptive sign standards are included in the PD Zoning regulations and pertain to Landmark Signage located in the F and G planning areas located along the I-25 corridor (see Figure 12). Key provisions of the criteria include a prohibition on pole signs and electronic signs, also known as digital or LED signs, spacing, I-25 setbacks, materials and maximum height and sign area dimensions. The prohibition on LED signs is in direct response to input from surrounding county residents. Table 7 provides a synopsis of the standards applicable to the highway-oriented Landmark Signage. The signs may be internally illuminated, backlit or uplit subject to the restrictions of the Town Code. A Town approved sign permit is required.

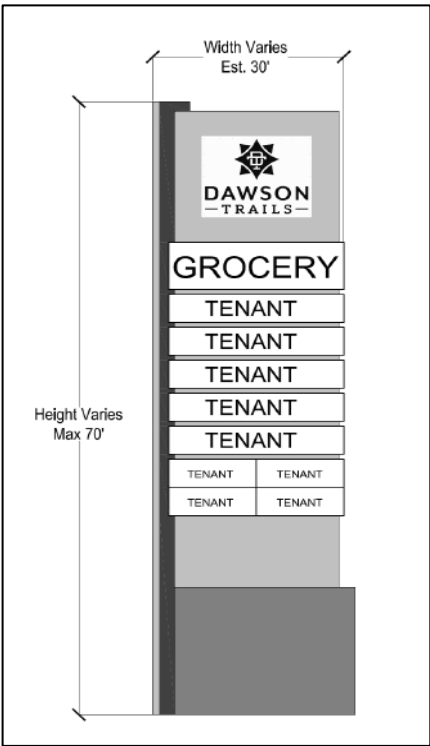


Figure 12: Conceptual Sign

A conceptual rendering of the Landmark sign is included in the Signage Standards, as is a list of acceptable materials and finishes.

Maximum Height	Min./Max. I-25 Setback	Minimum Spacing	Maximum # of Landmark Signs	Maximum SF per Sign Face	Maximum # of Sign Faces
70 ft. above finished grade	Not < than 25 ft., not > than 300 ft.	1,500 feet	8	700 sf.	2

Table 7: Landmark Sign Criteria

Skyline / Ridgeline Regulations

There are areas of minor and moderate skyline within the Dawson Trails PD, and are identified on the PD Plan. Most of the protected areas are contained within delineated public land, public and private open space areas. Where the protection areas extend into a planning area, the limits and restrictions of the Skyline/Ridgeline regulations will be applied to the Site Development Plan and Plat.

Technical Reports and Analyses

Transportation

The Dawson Trails project submittal includes a traffic impact analysis (TIA) that evaluates potential traffic impacts and mobility connectivity within and around the Dawson Trails

development (Attachment F). It is anticipated that Dawson Trails will be developed over a period of 30 to 40 years. Town Public Works staff have reviewed and accepted the Dawson Trails TIA.

The first phase of the proposed development is anticipated to be completed in Year 2025 and is projected to include approximately 500 residential dwelling units and 180,000 square feet of general commercial/retail space. The second phase is anticipated to be completed by Year 2030 and estimated the completion of 3,100 residential dwelling units, 1,600,000 square feet of general commercial/retail/light industrial/flex space, and an elementary school with up to 450 students.

Full build out is anticipated to be completed by Year 2040 and includes an additional 2,250 residential dwelling units, 1,420,000 square feet of general commercial/retail/light industrial/flex space, an elementary school with up to 450 students, a high school with up to 2,000 students, a community facility (such as a recreation center or ice skating arena), and regional park. At full build out it is estimated Dawson Trails will generate approximately 87,025 daily vehicle trips. External trips, those that begin or end outside of Dawson Trails will account for approximately 61,455 daily vehicle trips. Internal trips, those that remain within Dawson Trails and do not utilize the interchange or external roadways, are estimated to be approximately 25,570 daily trips. The TIA also considered existing and anticipated background traffic, in addition to the estimated vehicle trips generated by the Dawson Trails PD.

The study grouped all road improvements necessary to accommodate the projected vehicle trips into three chronological phases, however some construction triggers are based on the actual vehicle trips that are generated. The bullet point lists below highlights some the key recommendations of the TIA that are attributed solely to traffic generated by the Dawson Trails development, grouped by the anticipated year they may be needed. There are other improvements necessitated by a combination of background traffic and the Dawson Trails development, such as the Crystal Valley Interchange, toward which the Dawson Trails' owners will contribute a share. The DA is discussed in a separate staff report and will be acted on by Town Council on August 16th, on first reading.

Year 2025:

- Dawson Trails Boulevard south of Plum Creek Parkway: Construct through Dawson Trails and up to Plum Creek Parkway with one lane per direction as an interim condition.
- The Dawson Trails Blvd. and Plum Creek Parkway intersection will be signalized when warranted. The Dawson Trails project is funding a proportional share of this signal.
- West Frontage Road: Relocate west of the RR within the Dawson Trails boundaries to accommodate the Crystal Valley interchange. The West Frontage Road is replaced by Dawson Trails Blvd.
- Territorial Road at Twin Oaks Road / Clarkes Circle: Relocate intersections with the construction of a collector class street. At Twin Oaks Road, it is proposed that the northbound left-turn be restricted to reduce traffic through the rural community.
- New Roadway Infrastructure: Construct segments of the internal collector roadway network to serve the Phase 1 traffic.

Year 2030:

- Crystal Valley Parkway at Dawson Trails Boulevard: Provide the following additional lanes: second eastbound through lane, eastbound right-turn lane, second westbound left-turn lane, second northbound and southbound through lanes, second southbound left-turn lane.
- Dawson Trails Boulevard south of Plum Creek Parkway: Widen roadway to ultimate four-lanes with two lanes per direction.
- Collector Class Street Intersections along Dawson Trails Boulevard: Proposed as multi-lane roundabouts.

Year 2040: To accommodate the background growth and trips generated by the full buildout of the Dawson Trails development, anticipated by year 2040, the following capacity improvements are expected to be needed:

- Crystal Valley Parkway at Dawson Trails Boulevard: Add the third westbound left-turn lane and receiving lane and second westbound through lane.
- Dawson Trails Boulevard south of Crystal Valley Parkway: Widen roadway to six-lanes (three per direction) between Crystal Valley Parkway and the second roundabout intersection to the south. Roundabouts will remain two circulating lanes with right-turn bypass lanes.
- Collector Class Street Intersections along Dawson Trails Boulevard: Proposed as multi-lane roundabouts.

Mobility Hub/Park and Ride Improvements

Dawson Trails development is dedicating 5 acres to the Town for a Mobility Hub, to operate as a Park and Ride in the interim. The site is located in close proximity to the existing railroad and will transition to a full mobility hub if that is funded in the Town's future.

Water Infrastructure

To adequately support the Dawson Trails development, two points of connection will need to be made to the Town's existing water system. The first will be along Crystal Valley Parkway to the east and the second will be made north of the development. All internal piping will be required of the developer to deliver the necessary flows and pressures to any point within the development. Due to the elevation changes within the proposed development, there will be three distinct pressure zones.

The connection to the Town's system will be a connection to the existing Blue pressure zone. A pump station will be needed to pump from the Blue pressure zone to the Red pressure zone with a new water storage tank being built at the same elevation as the existing storage tank within the development. A second pump station will be needed to pump from the Red pressure zone to the Green pressure zone. A future Green pressure zone tank will need to be constructed outside the development, due to the elevation constraints within the proposed Dawson Trails development. Since this new Green zone tank will be located outside the proposed development, the developer will need to acquire the land and build all necessary infrastructure to ensure water can safely be provided to this zone. Roadway construction and

very limited onsite grading within the Green pressure zone boundary will be permitted until the Green zone tank infrastructure has been built.

None of the existing water infrastructure within the development constructed in the late 1980's and early 1990's will be permitted to be connected to the Town's water system, and will need to be removed. This includes all existing piping and related infrastructure.

Water Resources

All groundwater rights associated with the Dawson Trails PD property must be dedicated to the Town. It is anticipated that the Dawson Trails owners will convey to the Town approximately 2,300 acre-feet of groundwater rights. Due to the property owner changes over decades, the water rights with the property, and titles, are under various stages of review by the Town's outside water attorney. No lots may be platted for development until such time as the Town has accepted the required groundwater rights to serve the platted areas. The Development Agreement (DA) contains details on the Dawson Trails Water Bank including SFE Credits, allowances for future deposits of water credits, requirements for water conservation through a Water Efficiency Plan, limitation on any development until water rights are approved by the Town, and consequences of exhausting the Water Bank.

Water Conservation

A Water Efficiency Plan (WEP) was required for the Dawson Trails PD and is an attachment to the DA. The WEP provides specifications required for water saving indoor fixtures, and outdoor water reduction requirements that prohibit irrigated turf on commercial properties and residential front yards. Coloradoscape landscaping may be installed in residential front yards and a maximum of 500 square feet of irrigated turf will be allowed in residential backyards, regardless of the lot size. Irrigated turf is prohibited in multi-family complexes, except for outdoor activity areas. The provisions are the most restrictive water conservation tools to be implemented in Castle Rock.

Wastewater Infrastructure

To safely convey wastewater away from the Dawson Trails development, the developer will need to connect to the Town's existing system at Plum Creek Parkway north of the development. All existing infrastructure installed decades ago will need to be removed and replaced. Lift stations may be required due to topography.

Floodplain

There are five tributary drainageways to East Plum Creek within the Dawson Trails PD. These natural stream systems pose a moderate risk of flooding within the development area, and are subject to the Town's Floodplain Regulations. The developer will be required to preserve and fully stabilize these natural streams, in accordance with Town regulations, to ensure these natural resources are protected and flood risk is mitigated. Improvements may include grade control structures, regional detention and bank protection. The drainageways will generally be contained within open space dedicated to the Town of Castle Rock. The developer is also obligated to mitigate for off-site impacts to properties where the tributaries make their confluence with East Plum Creek.

Fiscal Impact Analysis

The Town of Castle Rock Municipal Code states that a land use application proposing a major amendment to an existing Planned Development must address the fiscal impact of the proposal. The Fiscal Impact Analysis (FIA) generally compares the project's projected direct revenues through property, sales and use tax generation, to projected costs of providing urban services to the development.

Due to the scale and complexities of the Dawson Trails proposal, the Town obtained an independent FIA of the proposed project to determine the fiscal impact to the Town (Attachment L). The analysis and findings were completed by the firm of Economic & Planning Systems, Inc.

In summary, the Finance Department has reviewed the FIA and concluded that the FIA complies with Town Code.

Public Notification and Outreach

Public Hearing Notice

Required public noticing was completed 15 days prior to the public hearing. Public hearing notice signs were posted on the property. Written notice letters were sent to all property owners and Homeowner Associations (HOA) within 500 feet of the property, as well as to property owners whose properties are located adjacent to the conceptual realignment of the west frontage road. In addition, written notices were emailed to persons who attended any of the neighborhood meetings and provided their email addresses.

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 and a webpage dedicated to the Dawson Trails PD Plan and Zoning Regulations.

External Referrals

Requests for external referral comments were sent to local service providers, Douglas County government agencies and school district (DCSD), surrounding HOAs, as well as the Colorado Department of Transportation (CDOT), Colorado Geological Survey, Colorado Parks and Wildlife (CPW), Burlington Northern/Santa Fe Railroad (BNSF) and Plum Creek Water Reclamation Authority (PCWRA). All referral comments have been acknowledged or addressed. Referral comments of note are summarized below.

Surrounding HOAs

The Twin Oaks HOA provided a list of issues of concern to their community (Attachment J). The HOA expressed concerns over increased traffic, impacts on unimproved county roads, cut-through traffic, the capacity of the Interchange to accommodate the Dawson Trails development, availability of water resources and impact to private wells, impacts to wildlife and the natural environment, need for wider buffers, and noise and light pollution, to name a few issues. They also asked for consideration of a gate to restrict access to their subdivision.

The Keene Ranch HOA expressed their primary concerns about impacts to private water wells, trail connections between Dawson Trails and Keene Ranch, trespassing on county property, adherence to Dark Sky criteria, and wider buffers for wildlife movement (Attachment K). The HOA also asked that an EVA through Dawson Trails to Keene Ranch.

In response to input from the HOAs, the following steps were taken and revisions were made to the PD Plan:

- The developer is working with the Twin Oaks HOA on relocating the entrance to the subdivision, and designing and construction entrance features that distinguish the county neighborhood and discourage unintentional vehicle trips. Privatization and/or gating of county roads is a determination that Douglas County would make. The Town would not object, as access through Twin Oaks is not a component of the Dawson Trails traffic circulation system and does not affect the function of the new Interchange.
- The traffic volumes generated by Dawson Trails will be accommodated by the capacity of the new Interchange, as well as realignment and widening of the west frontage road and extending its connection from Tomah Road to Plum Creek Parkway.
- All water rights associated with the property must be dedicated to the Town.
- The Town reserves the right to drill new water wells in Dawson Trails, however the Town must apply to the State Engineer for well permits and is subject to the same criteria for approval as owners of private wells.
- The initial submittal of the PD Plan set a minimum open space buffer of 100 feet. In response to requests from county residents and in consideration of wildlife in the area, the width of the open space buffers with Keene Ranch and Twin Oaks neighborhoods has been increased. In addition, a Transition Zone was added to the plan that establishes minimum lot sizes and special development standards.
- Areas of unique topography and stands of mature pines are preserved in open space dedications.
- The Town and developer have committed to providing an EVA between Keene Ranch and Dawson Trails. Depending on the new configuration of the Twin Oaks entry, an additional EVA may be provided to Twin Oaks, as well.
- Additional fencing will not be installed around the perimeter of Dawson Trails. Private lots within Dawson Trails that abut open space will be required to use wildlife friendly fencing. Trails within open space corridors will be located away from county properties, wherever possible.
- Dawson Trails will be subject to the Town's Illumination code that is based on the Dark Sky criteria.
- The initial Dawson Trails sign regulations allowed LED highway oriented signs. In response to objections from county residents, highway oriented LED signs are now prohibited in Dawson Trails.

Colorado Parks and Wildlife

Colorado Parks and Wildlife (CPW) acknowledged that it is impossible to eliminate impacts of development on wildlife, however, impacts can be minimized through clustering configurations, density reduction and providing open space and connections for movement of wildlife (Attachment G).

The Dawson Trails PD plan provides a continuous open space buffer on the north, west and south periphery of the development south of Territorial Road. The buffer width varies with the natural features, ranging from a minimum of 250 feet to 1,506 feet. Existing east/west drainageway corridors will be preserved with the PD. In addition, the proposed rezoning represents a 26% reduction in residential density, an 83% reduction in commercial square footage and an approximate 66% increase in open space, over the existing underlying PD zoning.

Black Hills Energy

Black Hills Energy identified an active natural gas distribution main that runs through the former Dawson Ridge portion of the Dawson Trails PD and serves Keene Ranch to the west. In addition, a distribution main running parallel to Territorial Road serves Twin Oaks.

Both the developer and the Town acknowledge their responsibility to relocate the distribution mains prior to the commencement of construction within Dawson Trails and the Crystal Valley/I-25 Interchange.

CORE Electric Cooperative (CORE)

CORE requires that a 115 Kv transmission line and substation be included as permitted uses in the planning areas and open space tracts adjacent to the east boundary of Dawson Trails. The PD Zoning Regulations allow public utilities and specifically facilities for the storage and distribution of electricity in the pertinent planning areas.

Neighborhood Meetings and Public Outreach

Neighborhood Meetings

The Town Code requires that an applicant conduct a minimum of three neighborhood meetings; the first to be held prior to submittal of the land use applicant, and the final to be held just prior to the first public hearing. The purpose of the neighborhood meeting is to engage the public and surrounding property owners, in particular, the development process by taking feedback, hearing concerns and revising the plan to mitigate the issues, where possible. Town staff attends each neighborhood meeting to listen to the issues raised and answer any process-related questions.

The applicant has held five neighborhood meetings to present background information about the property, proposed rezoning, answer questions and take feedback. All meeting summaries are included in Attachment H. The first neighborhood meeting was held on April 13, 2021 using a virtual format. The meeting was well attended, with approximately 133 members of the public participating.

Participants expressed frustration with the virtual format and did not believe their questions and concerns had been adequately addressed. As a result, the applicant conducted a second meeting, prior to submittal of the application, on May 24, 2021. This meeting, and all subsequent meetings were conducted with a hybrid format, which offered both in-person and virtual attendance and participation, and the meetings continued until there were no further questions or comments by the audience.

The second meeting was attended by approximately 77 members of the public, either in-person or virtually. At the meeting the applicant provided essentially the same information as was discussed at the first meeting, such as the history of the property, the proposed zoning, buffers and open space, the PD amendment process and anticipated timeline. The applicant also discussed the realignment of the west frontage road and the location and potential timeline of the proposed Crystal Valley/I-25 Interchange, even though the Interchange CIP project is not part of the PD amendment application.

The formal land use application was submitted on August 18th, and subsequent neighborhood meetings conducted in a hybrid format were held throughout the review process on October 12, 2021, February 7, 2022 and June 27, 2022. Attendance at the meetings varied, with approximately 40 members of the public attending meeting 3, 184 people attending meeting 4 and approximately 70 people attending the most recent meeting number 5. At each meeting the applicant began by describing changes that had been made to the proposal since the previous neighborhood meeting, followed with a presentation of the revised development plan and a period of questions and answers.

Additional Outreach Efforts and Public Feedback

Beyond the scheduled neighborhood meetings, the applicant has had at least ten additional meetings with surrounding neighbors to discuss the overall PD Plan and Zoning, take input, address concerns and collaborate on solutions. Town staff has typically not attended these meeting.

Public input on the project has come through the neighborhood meetings, additional outreach meetings and over 200 emails received by the Town from people interested in the proposal. The emails have been made part of the project record. Due to the volume and file sizes, copies of the emails are not attached to this staff report, but rather have been uploaded to shared folder that is accessible to the Planning Commission, Town Council and the public at <https://crgov-my.sharepoint.com/:f/p/svossler/EuqlR3HZCQ1Do6X0i-ONJIMBWf7I93WTFzATGQHAcV3nYq> (Attachment I). Copies of the emails may be downloaded and printed from the shared folder.

Feedback on the proposal has come predominantly from county residents, many of whom have expressed opposition to the proposed rezoning and development of the property. Staff has received some inquiries from Town residents primarily about the details of the proposal, and the status and timing of the Interchange project. In no particular order, the themes and areas of concern most often expressed at the meetings and articulated through the email correspondence are:

- **Traffic/Transportation Improvements:** The impacts of traffic and the transportation improvements on county roads due to cut-through traffic, the number of points of access to Dawson Trails, realignment of the west frontage road and closing of the existing alignment, costs, timing and funding source of the Interchange, increased noise and light pollution and concern for property values and quality of life. Additionally, many expressed doubt that anyone would use the mobility hub/park and ride, and stated concerns that its presence would attract undesirable activity.
- **Wildlife:** Many expressed concern over the impact of development on the wildlife often seen on the property, and in the surrounding area.

- Open Space, Buffers, Trails: There were concerns over the amount of open space provided in Dawson Trails, the width of the open space along the north, south and west boundaries was perceived to be too narrow for an adequate buffer and wildlife movement corridors. Some objected to locating natural surface trails in the dedicated open space adjacent to Twin Oaks and Keene Ranch. Any trail connection to the surrounding county subdivisions was opposed and many expressed concerns that people using the trails would go off the designated trails and trespass on to private property in the county.
- Water and Wastewater: There were many question about how the property would be provided water and sanitary sewer services. Most concerns about the availability of water resources to meet the needs of the development related to fears about impacts to private wells in the surrounding subdivision, whether or not the Town opted to drill water wells in Dawson Trails in the future.
- Zoning and Development Standards: Much of the feedback expressed opposition to the PD amendment and development of the property based on a preference for a greater reduction in density, for large lots similar in size to the surrounding county lots, for much reduced building heights, and elimination of multifamily uses. Many indicated the belief that commercial development should be located elsewhere in Castle Rock, and some questioned whether any additional commercial development was necessary in the Town. Again, light and noise impacts related to the development and impacts to the schools were concerns.
- Emergency services: Some questioned how the Crystal Valley Parkway Fire Station could effectively serve Dawson Trails. Many felt the WUI mitigation plan was insufficient, and believe that traffic from the new development will block county evacuation routes. A request for an EVA along the common boundary with Keene Ranch was requested.

Analysis

This staff analysis takes into account the representations made in the Dawson Trails PD application, and the supporting reports and analyses submitted to date. Staff reviewed the submitted information for compliance with the Castle Rock Municipal Code (CRMC) section 17.34.030 as detailed below.

Planned Development Plan Approval Criteria and Analysis, CRMC 17.34.030:

A. Community Vision/Land Use Entitlements

The proposed Dawson Trails PD meets this criterion. The development proposal conforms to the Town of Castle Rock 2030 Vision, in that the proposed PD Plan and Zoning Regulations:

- *Promote a diversified local economy, job creation and economic development*
- *Encourage retail and employment-based business opportunities at the new Crystal Valley / I-25 Interchange*
- *Provide opportunities for a variety of recreational opportunities and community events*
- *Balance housing, services, and employment while preserving and enhancing surface transportation, open space, water and other natural resources*

Further, the PD Plan and Zoning meet the objectives of the Town's 2030 Comprehensive Master Plan by supporting the Four Cornerstone principles of Distinct Town Identity, Responsible Growth, Community Services and Thriving Economy. In support of the Distinct Town Identity principle, the PD Plan:

- Allows uses that contribute to the tradition of local community events, including art, cultural and entertainment opportunities and advance Castle Rock as a vibrant freestanding, self-sustaining community*
- Includes an open space plan and public land dedications that preserve the natural environment and scenic vistas, as well as expands the Town's accessible, well-distributed system of parks, recreation facilities, open space and trails.*

Castle Rock is a growing urban community. The development plan supports the Responsible Growth cornerstone by:

- Planning for and accommodating the needs of existing and future residents*
- Offering cohesive neighborhoods, with a mix of land uses that support a variety of lifestyle options for Castle Rock residents*
- Including a phasing plan that advances orderly, cost-effective and fiscally responsible growth*
- Including buffers and a Transition Zone that recognizes, and is sensitive to, the scale and character of the surrounding neighborhoods*
- Planning for integrated, multimodal transportation opportunities*
- Protecting and preserving sensitive areas, ridgelines and open space*

The Community Services cornerstone principles that support public health, safety and welfare for Castle Rock residents and businesses are met by:

- Providing land dedication for Town facilities such as a fire station. The developer will also contribute to the construction of a fire station that will provide emergency services for Town and County residents.*
- Providing land dedication for construction of a Public Works service facility that will position key road equipment, such as snow plows, closer to development on the south end of Town.*
- Providing zoning that allows health services, public and private educational facilities, as well as parks and recreation facilities.*
- Providing land for a Park and Ride facility, in the short term, that could transition into a multimodal hub given its proximity to the Interchange and the railroad*
- Preserving scenic open space and providing a well-connected system of pedestrian trails.*
- Requiring sufficient right-of-way corridors for appropriate transportation infrastructure sized to meet necessary capacities and designed to provide efficient road connections and vehicle circulation.*

The Thriving Economy cornerstone is intended to ensure Castle Rock is a self-sufficient community where people can work, live and play. The plan meets this principle by:

- *Creating zoning that offers a broad range of primary employment opportunities and non-residential uses that maintain a healthy tax base, as well as mixed use neighborhoods that include complimentary and compatible land uses*
- *Locating business and industrial uses along the I-25 corridor*

In addition, the PD plan meets the general design principles of land development by preserving areas of mature vegetation, the dominant north/south ridgeline, and drainageways, exceeding the minimum open space requirement, and conveying all water rights to the Town.

B. Relationship to surrounding area.

From the time of annexation and the earliest zoning, the property within the Dawson Trails PD has been an area of Town where intentional urban-level entitlements are adjacent to large lot county zoning. The proposed rezoning, while still an urban development, represents a substantial reduction in residential density and non-residential square footage, and significant increase in open space acreage and buffers.

In response to feedback from surrounding neighbors, the open space buffer along the northern boundary with Twin Oaks and the south boundary with Keene Ranch was increased from 100 feet to 250 feet. The minimum open space buffer along the west boundary with Keene Ranch is 365 feet. A Transition Zone has been added to planning areas in the West Character area to establish minimum lot sizes and development standards to further mitigate impacts to county residents.

The plan provides a variety of housing types, densities and open space designations that locates the higher density attached and multifamily residential and the active open space uses in the Central and East Character area.

Internally, the Central area provides a transition between the East and West areas, and their respective densities and uses. Along the shared boundary with county development, the prescriptive buffers meet or exceed the requirements of the Residential/Nonresidential Interface and the Dissimilar Interface requirements, therefore additional buffers will not be required. The Interface mitigation requirements will be applied to development that is adjacent to the county, as appropriate. The Interface regulations are not applicable to development within Dawson Trails.

C. Circulation and connectivity.

The proposed PD plan complies with this criterion by providing appropriate internal pedestrian and vehicle circulation, capacity and connectivity, and the DA obligates the developer to required offsite improvements. The road improvements will be phased to correspond to the rate of development within the PD. For example, in the short term, the developer will contribute to the cost of constructing the new Crystal Valley/I-25 interchange and will be responsible for extending the realigned west frontage road, to be named Dawson Trail Boulevard, from Plum Creek Parkway south to the southern boundary of Dawson Trails. Douglas County will extend Dawson Trails Boulevard to Tomah Road.

As noted previously in this report, an EVA will be provided along the boundary with Keene Ranch, as requested by Douglas County and the county residents. The placement of the Interchange and collector roads in Dawson Trails will impact the current access road to Twin Oaks via Clarke Circle and Twin Oaks Road. The developer is working with the Twin Oaks HOA on new access point(s) to serve the Twin Oak subdivision prioritizing a design that provides neighborhood identification, but discourages cut-through traffic. The DA formalizes the developer's obligation to design and construct the new entrance.

D. Service, phasing and off-site impacts.

The proposed PD amendment complies with this criterion. The PD plan, phasing plan and DA establish the necessary onsite and offsite improvements to service Dawson Trails with adequate municipal water, wastewater and sewer services. The developer is responsible for the cost and construction of the infrastructure improvements to serve the property. The Owner will contribute to the total cost of new Interchange. The Fiscal Impact Analysis demonstrates the Dawson Trails development will have a net positive impact on the Town.

The major drainageways must be preserved and stabilized as required by the phasing plan. The groundwater rights will be dedicated to the Town creating Dawson Trails Water Bank. Application of the stringent Dawson Trails Water Efficiency Plan is intended to significantly reduce the water demand of the development.

E. Open space, public lands and recreation amenities.

The Dawson Trails PD meets or exceeds the requirements of this criterion. The open space reservations and public land dedications are of an appropriate configuration and location within the site and comply with applicable requirements of Chapter 16.08, CRMC and this Title. Planned Developments are required to provide a minimum of 20% open space. The Dawson Trails PD provides 36% of the site as open space. An additional 11% of the PD is zoned as public land to provide three school sites, two regional park sites, and land for a future fire station, Public Works service yard for snow plowing operations, and potential water well sites and water treatment facility.

Hard and soft surface trails will connect open space, parks, recreation facilities and link to the commercial use areas through a series of grade-separated crossings. Public and private open space will also provide buffers and density relief, preserve natural features such as significant tree stands, ridges and drainageways.

F. Preservation of natural features.

The PD plan complies with this criterion. As noted in E above, the PD Plan limits disturbance to the site's major environmental characteristics including drainageways, topography, view sheds and vegetation. 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 PD Plan and zoning are designed to mitigate impacts to wildlife with connected open space corridor, preservation of mature stands of pines and Gambel oak, wildlife-friendly

fencing along rear yards adjacent to open space, and by locating the higher density and intensity uses in the east Central and East Character areas in proximity to the major arterial, I-25 and the new Interchange.

Development on the site will comply with state and federal regulations such as the Migratory Bird Act. Due to the presence of prairie dog burrows north of Territorial Road, a Burrowing Owl survey will be complete prior to development in that area.

Budget Impact

Development of the property will generate review and impact fees, along with use taxes for commercial development. Future sales tax generation will provide additional revenue to fund Town services.

Findings

Planning Commission considered the proposed Dawson Trails Planned Development Plan and Zoning Regulations at a public hearing held on Thursday, August 11, 2022. After consideration of the proposed application, public comment and public record, the Commission found that the proposal

- Generally, conforms with the objectives of the Town's guiding documents and plans, and
- Meets the review and approval criteria of the Castle Rock Municipal Code, Chapter 17.34.

Recommendation

Planning Commission voted 7 to 0, to recommend approval of the Dawson Trails Planned Development Plan and Zoning Regulations to Town Council, with the following recommendations:

1) that the Town work with the County on the new frontage road extension from the south property boundary of the Dawson Trails development to intersection with Tomah Road, so the entire length of road is both safe and provides fire egress, and

2) to encourage the water department to work with the neighboring communities who may be interested in paying their fair share of accessing the Town's central water system.

Proposed Motions

Option 1: Approval

"I move to approve Ordinance No. 2022 - 017, as presented."

Option 2: Approval with Conditions

"I move to approve Ordinance No. 2022 - 017, 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], 2022, at [time]."

Attachments

Attachment A:	Site Vicinity Map
Attachment B:	Ordinance
Attachment C:	Castle Rock Ranch Planned Development – 1984
Attachment D:	Westfield Trade Center Planned Development Plan – 1989
Attachment E:	Dawson Ridge Planned Development Plan – 1986
Attachment F:	Traffic Impact Analysis
Attachment G:	Colorado Parks and Wildlife Referral Letter
Attachment H:	Summaries of Neighborhood Meetings
Attachment I:	Emails from the Public (link)
Attachment J:	Twin Oaks HOA External Referral Comments
Attachment K:	Keene Ranch HOA External Referral Comments
Attachment L:	Fiscal Impact Analysis
Attachment M:	Colorado Division of Wildlife – Elk Ranges