



Meeting Date: January 17, 2023

AGENDA MEMORANDUM

To: Honorable Mayor and Members of Town Council

Through: David L. Corliss, Town Manager

From: Tara Vargish, PE, Director, Development Services Department
Sandy Vossler, Senior Planner, Development Services Department

Title: **Resolution No. 2023 -006: A Resolution Approving a Site Development Plan for a Mixed-Use, Multi-Family Development in the Meadows Town Center**
[3.93 Acres Mixed Use/Multifamily - Located Northeast, Southeast and Southwest of the Intersection of Mercantile and Future Streets in the Meadows Town Center]

Executive Summary

The Garrett Companies, on behalf of the property owner Castle Rock Development Company, is seeking approval of a Site Development Plan (site plan or SDP) for a mixed use, multifamily development in the Meadows Town Center. The property proposed for development consists of three lots located northeast, southeast and southwest of the intersection of Mercantile and Future Streets, and is approximately 3.93 acres, collectively (Attachment A). The site plan proposes 85 dwelling units and approximately 6,200 square feet of retail and restaurant space (Attachment B, Exhibit 1).



Figure 1: Vicinity Map

The proposal is in conformance with the approved Meadows Planned Development (PD), 4th Amendment Plan and Zoning Regulations, and with Town Municipal Code and technical criteria. All staff and external comments have been addressed through the review process. At a public hearing held on December 22, 2022, the Planning Commission voted 4 - 0 to recommend to Town Council approval of the Site Development Plan, as proposed.

Background

Zoning Regulations

The Meadows is a master planned subdivision located in the northwest portion of the Town of Castle Rock and is zoned for 10,644 dwelling units. To date, approximately 7,800 dwelling units have received a Certificate of Occupancy. The subject properties are located in the Town Center Use Area of the Meadows Planned Development, 4th Amendment. The Town Center Use Area is zoned for mixed-use development, a maximum of 3,679 dwellings, a minimum of 30,000 square feet of non-residential uses, and a maximum Floor Area Ratio (FAR) of 2.0. The Meadows PD 4th Amendment does not set a maximum number of dwelling units per acre for the Town Center Use Area.

Existing Conditions and Surrounding Uses

The subject lots are three of the few remaining undeveloped lots in the Meadows Town Center. All of the surrounding properties have been developed, or are under construction (Attachment C). CVS is located north of the site. Talus Flats, IC Brew House, Town Center Park and The Springs multifamily complex are located to the west of the proposed development. Ubergripen and Sherwin Williams are located to the south of the property. In-line commercial uses such as Ohana Grille and The Library restaurants are adjacent the site to the east.



Figure 2: Surrounding Uses

Site Development Plan Discussion

Use

The Town Center Use Area of the Meadows PD, 4th Amendment was approved with a rezoning of the Meadows in 2003. The rezoning intentionally consolidated commercial, retail, office and institutional uses along with residential uses in the mixed-use Town Center neighborhood in order to promote economic vitality and to establish appropriate development standards for the area. The gross acreage of the Town Center neighborhood is approximately 269 acres, the maximum number of dwelling units allowed is 3,679 and the minimum square footage of office, retail, commercial uses allowed is 30,000.

Permitted residential uses include single-family attached and detached, townhomes, condominiums and apartments. A wide range of non-residential uses are permitted including restaurants, retail, service, office, lodging and schools (Attachment D). To date, approximately 1,545 dwelling units and 90,000 square feet of non-residential uses have been constructed. Colorado Early Colleges, a charter school with approximately 350 students, is also located within the Town Center Use Area.

This SDP proposes 85 dwelling units and approximately 6,200 square feet retail and restaurant uses. All of the residential units will be a for-lease product. The Use Table below indicates how the uses are distributed over the three lots.

Lot	Uses	Units	Non-Res SF
Parcel 1 - Lot 2A-1A, Block 3 (2.51 ac.)	Townhomes/Condos	41	0
Parcel 2 – Lot 1A-2, Block 3 (.75 ac.)	Apartments	23	0
Parcel 3 – Lot 1B-1, Block 3 (.67 ac.)	Apartments/Retail/Restaurant	21	6,248 sf

Figure 3: Use Table

Parcel 1 is located on the southwest corner of Mercantile and Future Streets, and is the largest of the three lots. The site plan proposes 41 townhouse units in six, 2-story buildings. The property is accessed from Future Street. Ninety-six on-site parking spaces are required and are being provided. Eighty-two of the parking spaces are provided in attached garages. The remaining 14 spaces are provided in the surface parking. Amenities on this site include an outdoor pool and shaded picnic area, complete with grills, a fire table and shade structure. No commercial uses are proposed on this site.

Parcel 2 is located on the southeast corner of Mercantile and Future Streets, where 23 apartment units in a single, 4-story building are proposed. The units will be a combination of one and two bedroom flats. A private amenity space for residents is planned on the ground floor of the building. Twenty-nine on-site parking spaces are required and are being provided. The on-site parking is a combination of seven attached garages, eight detached garages and fourteen surface parking spaces. No commercial uses are proposed on this site.

Parcel 3, located on the northeast corner of Mercantile and Future Streets, will have 21, one and two bedroom units in a single, 4-story building. The commercial uses will be located on the first level and will front to Mercantile Street. The anticipated retail and restaurant square footage requires 59 parking spaces. The commercial parking requirements are being met with 59 on-street parking spaces, as is allowed by the Meadows PD, 4th Amendment Zoning Regulations. The on-street parking allowance is discussed in further detail in the Development Standards section below.

Development Standards

The proposed uses, number of units and amount of non-residential square footage complies with the Meadows PD, 4th Amendment development standards. Per the zoning, the maximum height allowed is 60 feet and the setbacks are to be established with the site plan. The PD zoning does not establish a maximum density by lot or use. The maximum non-residential floor area ratio (FAR) is 2.

The site plan, and each lot in the plan, complies with the established development standards. The maximum height proposed is 59' 7" and the maximum FAR is .21. The setbacks are being set with the proposed site plan as shown in the table.

The Zoning Comparison Table in Figure 4 lists the standards required by the PD Zoning and demonstrates that the plan complies with all of the standards. This table is also shown on the Cover Sheet of the Site Development Plan (Attachment B, Exhibit 1).

The Meadows PD, 4th Amendment Zoning Regulations have specific parking regulations for the Town Center Use Area that supersede the Municipal Code requirements. On-site parking requirements for multi-family, retail, and restaurant uses are shown in Figure 5: Town Center Parking Requirements below, and in Attachment E. Lot 1B-1 is required to have, and is providing, 27 parking spaces on-site, based on the total number of bedrooms in the 21 units on the site. Lot 2A-1A is required to have 96 on-site spaces for residential use, and is providing 96 spaces. Lot 1A-2 is required to have 29 on-site spaces for residential use, and 29 on-site spaces are provided.

ZONING COMPARISON AND DEVELOPMENT STANDARDS				
ZONE DISTRICT:	PD (THE MEADOWS FOURTH AMENDMENT)			
USE AREA	TC (TOWN CENTER NEIGHBORHOOD USE AREA)			
BLOCK	BLOCK 2		BLOCK 3	
LOT		1B-1	2A-1A	1A-2
	PD REQUIREMENT	PROVIDED	PROVIDED	PROVIDED
USES		MIXED USE 15-1 BEDROOM 6-2 BEDROOM 648 SF RETAIL 5600 SF RESTAURANT	MULTI-FAMILY 27-2 BEDROOM 14-3 BEDROOM	MULTI-FAMILY 17-1 BEDROOM 6-2 BEDROOM
GROSS DENSITY FOR TOTAL SITE	N/A	21.6 DWELLING UNITS PER ACRE		
UNITS PER LOT	3,679 DU MAX FOR TC USE AREA	21 UNITS	41 UNITS	23 UNITS
MIN. SOUTH SETBACK	0'	10.17'	5.76'	43.81'
MIN. EAST SETBACK	0'	10.08'	12.77'	4.91'
MIN. WEST SETBACK	0'	25.65'	17.51'	16.4'
MIN. NORTH SETBACK	0'	36.89'	18.4'	11'
MAX. BUILDING HEIGHT	60'	59'-7"	28'	54'
MAX. BUILDING COVERAGE	0'	25%	38.9%	23%
MAX. FLOOR AREA RATIO	2.0 (NON-RESIDENTIAL USES)	0.21	N/A	N/A
MIN. RESIDENTIAL PARKING SPACES	1 SPACE PER BEDROOM	27 SPACES (REQUIRED) 27 SPACES (PROVIDED)	96 SPACES (REQUIRED) 96 SPACES (PROVIDED)	29 SPACES (REQUIRED) 29 SPACES (PROVIDED)
MIN. COMMERCIAL PARKING SPACES	RETAIL-1 SPACE PER 250 S.F. RESTAURANT-1 SPACE / 100 S.F.	59 SPACES (REQUIRED) 59 SPACES (PROVIDED)		
HANDICAP OFF STREET SPACES		2 SPACES (REQUIRED) 2 SPACES (PROVIDED)	4 SPACE (REQUIRED) 4 SPACE (PROVIDED)	1 SPACE (REQUIRED) 2 SPACE (PROVIDED)
OFF STREET SPACES		19	14	14
GARAGE SPACES		8	82	15
TOTAL OFFSTREET SPACES (BY LOT)		27	96	29
TOTAL ON STREET SPACES		59		

Figure 4: Zoning Comparison Table

Use	Meadows Town Center: On-Site Parking Requirements
Multi-Family	1 space per bedroom
Retail	1 space for each 250 sf of useable retail floor area
Restaurant	1 space for each 100 sf of dining space floor area

Figure 5: Meadows PD 4th Amendment On-Site Parking Requirements

Additionally, Section 8.2 of the Meadows PD, 4th Amendment states that on-street parking within 300 feet of a proposed non-residential use may be counted toward the parking

requirements for retail and other non-residential uses. Assignment of on-street parking shall be allocated at the time of approval of the site plan.

The retail and restaurant uses require 59 parking spaces, all of which are being accommodated with on-street parking. The 59 on-street spaces also comply with the maximum 300-foot proximity requirement of the Town Center Parking Standards. It should be noted that as development has occurred in the Town Center Use Area, the Master Developer, Castle Rock Development Company, has maintained an accounting of the number of on-street parking spaces that have been allocated for commercial uses. With each Site Development Plan submittal and review, staff has verified the allocation and confirmed that no on-street parking spaces are allocated to two or more development projects (Attachment F). Staff has confirmed that 59 on-street parking spaces are available to meet the parking requirements for the retail and restaurant uses proposed.

Lighting Plan

The site lighting on the three lots will be comprised of parking lot pole fixtures, exterior building wall fixtures, and under-canopy balcony and porch fixtures. The lighting plan meets the Municipal Code requirements for full cut-off features, lumen maximums, and photo-sensor controls for curfew hours.

Landscaping

Multifamily developments are required to landscape 20% of the site, parking lots must provide landscaping for 10% of the lot and streetscape is required along the street frontages. Although the development of the three lots is proposed in a single SDP, each lot was required to meet the Town's landscape requirements individually, and each lot does meet the Town's landscape requirements.

Architectural Design

The six townhouse buildings will be two-stories with either attached, tucked under garages, or detached banks of enclosed garages. The apartment complex on Parcels 2 is a single, 4-story building. The apartment complex on Parcel 3 will also be a single 4-story building and will have retail and restaurant space on the ground level. The architectural design of the buildings proposed on all three lots includes 360-degree architecture, a similar color palette, exterior stone veneer, covered entryways, varied rooflines, corbels and faux truss details. Balconies have been incorporated into the apartment building design. Roof mounted mechanical units will be screened. Wall-mounted gas and electrical meter gangs will be painted to match the surrounding wall.

Interface Regulations

The Town Center Use Area, located within the Meadows PD, 4th Amendment, was intentionally zoned to allow a vertical and horizontal mix of residential and non-residential uses. For that reason, the Residential/Non-Residential Interface Regulations or the Dissimilar Residential Interface Regulations are not applicable to development within the Town Center.

Skyline and Ridgeline Protections

None of the three lots proposed for development in this site plan are within the Skyline/Ridgeline Protection Area.

Open Space and Public Land Dedication

The open space and public land dedications for the Meadows Town Center have already been satisfied with the dedications identified at the time of the Meadows PD, 4th Amendment approval in 2003. No additional dedications are required with this Site Development Plan

Traffic Impact Analysis and Mitigation

The applicant has provided traffic analysis conformance reports for review by Town staff (Attachment G). The report demonstrates the proposed project does not exceed the traffic generation that was anticipated with the Town approved master traffic analysis performed in 2018.

Public Works concurs with the applicant's traffic consultant that the proposed residential and commercial development will not negatively impact the conclusions of the master traffic analysis and the traffic impacts associated with the proposed use will be adequately accommodated by the constructed/proposed road network without the need for additional improvements. The master traffic analysis identified that the intersection of Meadows Boulevard and Future Street should be signalized when traffic warrants are met.

Utilities

The applicant was required to submit a Phase II Drainage Report and a Preliminary Utility Report with this site plan application. Castle Rock Water staff has reviewed and accepted both reports and concurs that adequate water, wastewater, and storm sewer infrastructure exists, or is proposed with this project, to serve the property.

Notification and Outreach

Public Notice

The public noticing requirements for this proposal have been satisfied. Public hearing notice signs for the Planning Commission public hearing were posted on each of the three properties on Tuesday, December 6, 2022. Written notice letters were sent to property owners and Homeowner Associations (HOA) within 500 feet of the property, at least 15 days prior to the Planning Commission public hearing. Town staff published notice of the Planning Commission public hearing on the Town's website and provided information about the proposal on the Town's *Development Activity* interactive map.

Neighborhood Meetings

The applicant held neighborhood meetings as required by the Municipal Code. The first neighborhood meeting was held on May 18, 2022, prior to the submittal of the SDP land use

application. The meeting was conducted in a hybrid format. One member of the public attended the meeting virtually and did not have any questions or comments.

The second neighborhood meeting was held on August 18, 2022 in a hybrid format. No members of the public attended the meeting either in-person, or virtually.

The third and final neighborhood meeting was held on November 29, 2022 in a virtual format only. No members of the public attended the meeting.

External Referrals

There are no outstanding external referral comments. External referrals were sent to local service providers and Douglas County agencies, Douglas County School District (DCSD), as well as, the Meadows Neighborhood Company HOA (MNC). The school district and HOA responded and indicated they had no comments. Douglas County Planning and Addressing had minor comments that have been addressed. CORE Electric provided their standards for placement of transformer boxes that will be implemented on the Construction Drawings. The remainder of the agencies contacted for comments did not respond.

Analysis

This staff analysis takes into account the representations made in the application and attachments submitted to date.

SDP Review and Approval Criteria and Analysis 17.38.040

A. Community Vision/Land Use Entitlements.

1. Generally, conforms to the Town's guiding documents that include, but are not limited to, Town Vision, Comprehensive Master Plans, Sub Area Plans, Design Guidelines, Corridor Plans and any other guiding document so long as the application of such document does not restrict the project's entitle use(s) and density.
2. Complies with existing Intergovernmental Agreements applicable to the development proposed.
3. Complies with any applicable Zoning Overlay Regulations and, if applicable, Skyline/Ridgeline Regulations.
4. Complies with the approved Planned Development Plan and Zoning Regulations.
5. Conforms to the Town's architectural goals by proposing architectural details that incorporate the use of high quality materials in a unique and varied design, while eliminating monolithic expanses of walls and rooflines through the use of varying planes and architectural projections to ensure a complete 360-degree architectural design.
6. Complies with all other relevant requirements of the CRMC.

Analysis: The proposed SDP meets this criterion. It generally conforms to the Town's 2030 Vision and Comprehensive Master Plan by adding to the Town's diversified housing types, and by promoting economic development. As detailed in this report, the proposal complies with the use and development standards of the Meadows PD, 4th Amendment PD Plan and Zoning Regulations. The architectural design meets the requirements of both the Meadows

Zoning Regulations and the goals of the Town's guiding documents. This site plan is not subject to an intergovernmental agreement, the Skyline/Ridgeline Ordinance, the Residential/Non-Residential Interface Regulations or the Dissimilar Residential Regulations. The proposal does comply with all other relevant requirements of the Castle Rock Municipal and technical criteria, as summarized in this report and asserted in the following criteria.

B. Site Layout.

1. Conforms to Chapter 17.50 Residential/Non-Residential Interface of the CRMC.
2. Site design shall be designed to maintain pedestrian and vehicle safety, provide for adequate fire safety, and mitigate impacts upon adjacent properties by ensuring all vehicular, fire and mitigation regulations contained within the CRMC, including technical criteria, have been met.
3. Provides adequate parking, on-site circulation and loading in accordance with Town regulations.
4. Provides appropriate screening and/or enclosure of outdoor storage of merchandise/materials, loading areas, trash receptacles, mechanical units, site utility equipment and building mounted utility hardware.
5. Provides adequate site design to protect major environmental characteristics that would include unique topographic features and significant vegetation where possible.

Analysis: The proposed SDP meets this criterion. The SDP meets all relevant site layout requirements outlined in the governing zoning and the Town's Municipal Code. Parking lots are designed for safe vehicle and pedestrian circulation. Castle Rock Fire has reviewed and approved the site design for access and fire safety. Proper screening has been provided for trash enclosures, rooftop mechanical units, and meter gangs.

C. Circulation and Connectivity.

1. Complies with all CRMC and technical criteria associated with circulation and connectivity.
2. Complies with all Fire regulations associated with land development.
3. Provides for pedestrian and bicycle traffic in a safe and convenient manner.
4. Provides for a high level of pedestrian connectivity between neighborhoods, schools, trails/open space and commercial areas.

Analysis: The proposed SDP meets this criterion. The SDP provides appropriate vehicular entrances into the properties, with interior drive aisles and parking that meet Town standards. Sidewalks will be constructed adjacent to the public right of way, and interior walkways will provide additional pedestrian connections to the residential units and retail and restaurant uses.

D. Services Phasing and Off-site Impact.

1. Complies with any phasing requirements associated with the approved zoning for the property. Provides phased improvements in a logical and efficient manner.
2. Adequate water resources have been conveyed or purchased. Existing or proposed water and wastewater systems can support the proposed development pattern, uses and density.

3. Existing or proposed stormwater systems can support the development and comply with applicable regulations.
4. Provides adequate consideration for the future extension of streets and utilities to adjacent properties.
5. Identifies and appropriately provides on-site and off-site public improvements to mitigate traffic impacts as required by the CRMC and technical criteria.

Analysis: The proposed SDP meets this criterion. Staff has reviewed the Preliminary Utility Report and the Phase II Drainage Report and concluded that infrastructure existing, or proposed with this SDP, has the capacity to service the development as proposed. The street network within the Town Center Use Area, and surrounding this development, has been constructed based on the permitted uses and densities allowed in the Town Center. The existing system is sufficient to support access and egress to these lots.

E. Open Space, Public Lands and Recreation Amenities.

1. Provides adequate trail systems in terms of internal circulation and appropriate external connections deemed necessary by the Town to achieve connectivity goals.
2. Ensures functional and accessible open space, consistent with the overall open space plan for development and preserves significant natural features.
3. Ensures appropriate buffering, utilizing open space and/or setbacks to lessen any
4. Identified negative impacts.

Analysis: The proposed SDP meets this criterion, without negatively impacting the Meadows Town Center open space, park and trail system. No additional land dedications for open space, parks or trails are required with this site plan.

Budget Impact

Development of the property will generate review and impact fees, along with use taxes for commercial development.

Findings

All staff review comments and external referral comments have been addressed. Planning Commission found that the proposed Site Development Plan addresses the following:

- Generally, conforms with the objectives of the Town Vision and the Comprehensive Master Plan,
- Meets the requirements of the Meadows Preliminary PD Site Plan and PD Zoning Regulations, Amendment No. 4, and
- Meets the Site Development Plan review and approval criteria of the Municipal Code and the Town's technical criteria.

Recommendation

Planning Commission voted 4 – 0 to recommend to Town Council approval of the Site Development Plan, as proposed.

Proposed Motions

Option 1: Approval

"I move to approve Resolution No. 2023 - ___, as proposed."

Option 2: Approval with Conditions

"I move to approve Resolution No. 2023 - ___, 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 certain], 2023, at 6 pm."

Attachments

Attachment A: Vicinity Map

Attachment B: Resolution

Attachment B: Exhibit 1: Site Development Plan

Attachment C: Surrounding Uses

Attachment D: Meadows PD 4th Amendment Zoning Regulations - Town Center Uses

Attachment E: Town Center Parking Standards

Attachment F: Town Center On-Street Parking Allocation

Attachment G: Traffic Impact Analysis