



Meeting Date: February 5, 2019

AGENDA MEMORANDUM

To: Honorable Mayor and Members of Town Council

Through: Bill Detweiler, Director, Development Services

From: Donna Ferguson, Senior Planner, Development Services

Title: Terrain Planning Areas 47, 51 and 52, Use by Special Review/Site Development Plan (Upper Sunstone Village USR-SDP18-0032)

Executive Summary

On January 24, 2019, the Planning Commission voted 5-0 to recommend approval of the USR-SDP as presented.

SLV Castle Oaks, LLC (Applicant), is proposing a Use by Special Review-Site Development Plan (USR-SDP), known as Upper Sunstone Village, for 261 single-family dwelling units, both detached and attached, on a 56.5 acre parcel. The parcel is located south of State Highway 86, north of Enderud Boulevard and east of N. Ridge Road (Figure 1). USR-SDP applications require public hearing before Town Council who shall review and make a decision upon the proposal after review and recommendation by Planning Commission.



Discussion

Background

Terrain is a master planned subdivision located in the eastern portion of the Town of Castle Rock. The Terrain was originally conceptualized in 2015 in order to create a residential community consisting of four distinct Villages: North Basin Village, Flat Rock Village, Ravenwood Village and Sunstone Village; each with different densities and housing types along with open space and public lands. This USR-SDP represents phase 2 of Sunstone Village.

Existing Conditions

The parcel is undeveloped and is perched at the top of a mesa above phase 1 of Sunstone Village which is the characteristic which proffered the project's name, "Upper Sunstone Village". The mesa generally slopes downward to the north and east; to the north towards State Highway 86 and to the east towards phase 1 of Sunstone Village; the slopes are rocky and are marked by cliff like features along the northern perimeter and stands of scrub oak along the eastern perimeter. Adjacent to the western perimeter of the parcel resides an IREA substation, a Town water tank and frontage along N. Ridge Rd. Adjacent to the southern perimeter of the parcel is frontage along Enderud Blvd. The central portion of the parcel is generally flat and covered by native grasses and minimal shrubs. The neighborhood to the east, phase 1 of Sunstone Village, is planned for single-family attached homes while the neighborhood to the south, Founders Village, consists of single-family detached homes.

USR-SDP

The USR-SDP (Figure 2) proposes a total of 261 dwelling units, open space, a pocket park and a trail system over an irregular shaped parcel which is sandwiched between State Highway 86 and Enderud Blvd. on the east side of N. Ridge Rd. The site plan locates the single-family attached dwelling lots (74 lots) in the northern part of the parcel and the remaining single-family detached dwellings lots (187 lots) in the center and southern part of the

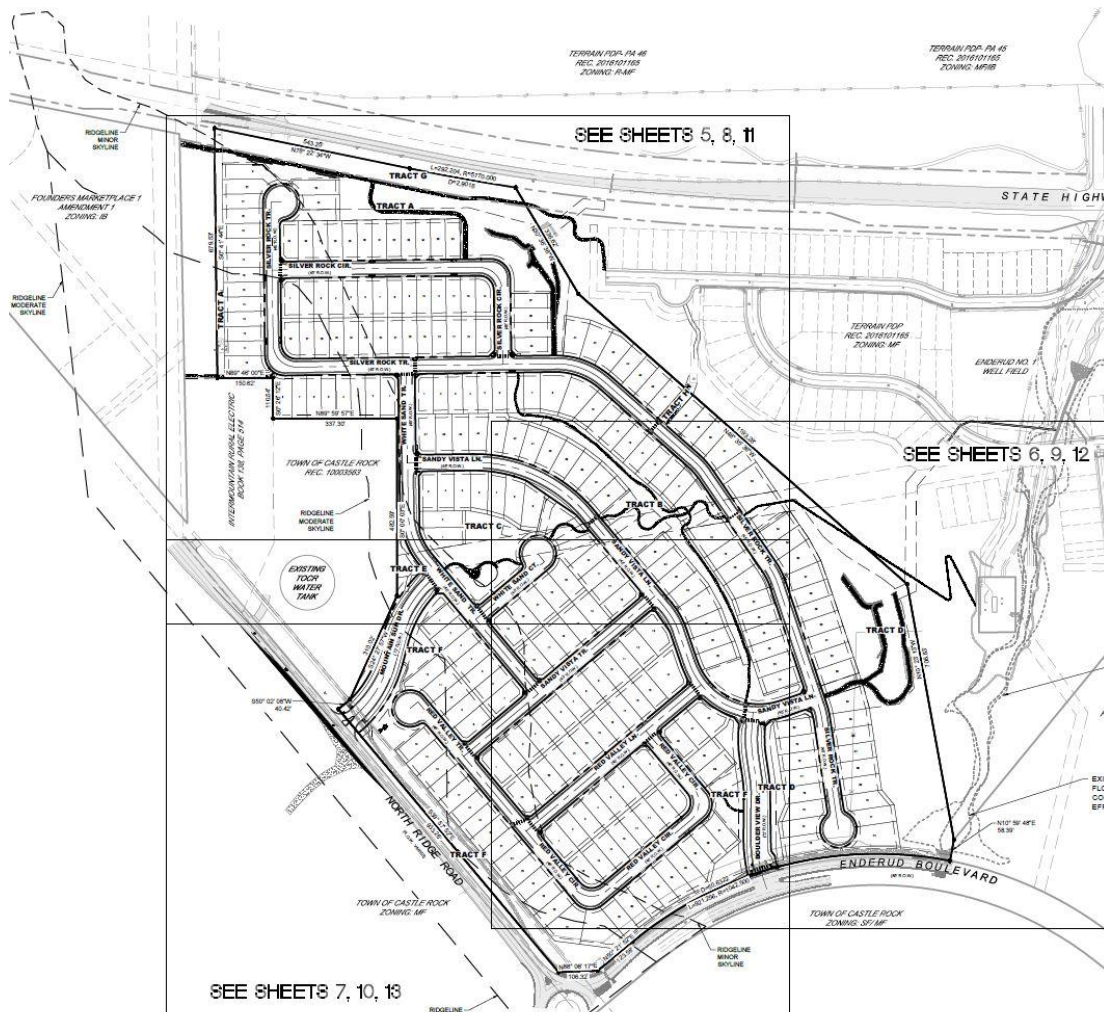


Figure 2: USR-SDP

parcel. There are two entrance streets into the site; one off of N. Ridge Rd. and one off of Enderud Blvd. Both entrance streets offer enhanced landscaping and lead into a varied street system which includes four cul-de-sacs. Due to existing grades and natural drainage patterns, a street connection between phase 1 and phase 2 of Sunstone Village is not provided. Open space is planned along the northern and eastern edges of the site while the pocket park is centrally located. From the pocket park begins a trail system which meanders east across the site and between scrub oak stands to connect to an adjacent planned trail system within phase 1 of Sunstone Village. This allows pedestrians to circulate between and across both phases of Sunstone Village. Pedestrian paths are also provided on the northern part of the parcel which serve to connect pedestrians to the sidewalk along State Highway 86 and to the adjacent commercial property to the west.

Zoning Regulations

The zoning regulations that govern the development of the parcel are the Terrain Planned Development Zoning Regulations which were approved by Town Council on October 6, 2015. These regulations outline permitted uses and development standards by Planning Area (PA). This USR-SDP covers three Planning Areas: 47, 51 and 52. Single-family detached dwellings are a use by right in each planning area while single-family attached dwellings are a Use by Special Review in PA 47. The parcel is also subject to the Skyline/Ridgeline Protection Regulations which restricts building heights along the western perimeter of the parcel to 35-feet.

A comparison of the development standards by Planning Area to the proposed USR-SDP is illustrated below in the Zoning Comparison Chart (Figure 3).

Zoning Comparison Chart						
Zoning	Terrain Planned Development Plan					
Village	Sunstone Village					
Planning Area (PA)	PA 47		PA 51		PA 52	
Acreage	26.8		10.8		15.0	
Use Area	MF-IB		R-TH-SF		MF-IB	
	PD Requirement	Provided (SDP)	PD Requirement	Provided (SDP)	PD Requirement	Provided (SDP)
Permitted Uses	Mixed-use development Including Single-family detached & Single-family attached (by Special Review)	64 Single-family detached & 74 Single-family attached	A mix of residential including Single-family detached	42 Single-family detached	Mixed-use development Including Single-family detached & Single-family attached (by Special Review)	81 Single-family detached
Maximum Dwelling Units/Gross Acre	18	5.1	8	3.9	18	5.4
Maximum Building Height	50-feet*	35	35-feet	35	50-feet*	35
Minimum Setbacks						
Front to Garage**	18	18	18	18	18	18
Front to Side Garage**	12	12	12	12	12	12
Front to Living Area**	15	15	15	15	15	15
Rear**	12	12	12	12	12	12
Side Interior Lot**	5	5 0 where attached	5	5	5	5
Side to Street**	10	10	10	10	10	10
Minimum Parking	2-car garage for each Single-family detached & attached	138	2-car garage for each Single-family detached & attached	42	2-car garage for each Single-family detached & attached	81
* The underlying zoning for the PA permits multi-family structures of 50-feet or higher. As such, within moderate skyline areas no primary or accessory structures with a building height greater than 35-feet shall be constructed; and, within minor skyline areas no primary or accessory structures with a building height greater than 35-feet shall be constructed.						
** Per Terrain PDP setbacks are to be established at the time of final SDP						

Figure 3: Zoning Comparison Chart

Transportation and Traffic

The site is adjacent to three major roadways, including two Town roadways and a state highway. North Ridge Road is a two-lane, Town arterial roadway. East Enderud Boulevard is a four-lane, Town residential collector roadway. State Highway 86 (SH-86) is a two-lane CDOT roadway.

Nearby planned Town Capital Improvement Program (CIP) projects, outlined in the approved 2019 budget and the 2019 5-year fiscally constrained CIP, include widening Ridge Road from two to four lanes by 2020 and converting the signalized intersection of Ridge Road/SH-86/5th Street/Founders to a roundabout by 2022.

The neighborhood streets are proposed to access the wider transportation network at two new intersections (also known as site accesses); site access on N. Ridge Road is proposed as a $\frac{3}{4}$ -movement, disallowing left-out movements and site access on Enderud is proposed as a full-movement intersection. Direct access to SH-86 is not proposed.

Per Town criteria, LSC Transportation Consultants (LSC) prepared a project-specific traffic impact study (TIS) in order to estimate project traffic and provide recommendations to mitigate traffic impacts. LSC evaluated traffic impacts by comparing existing traffic to year 1 and year 20 projections, both with and without project traffic. The TIS compares different scenarios by estimating the operational level of service (LOS) for each case. LOS is a measure of average intersection delay and is reported on a scale of A through F, with A indicating free flow conditions and F representing congestion conditions.

The TIS studied two existing intersections near the site. The existing intersection of SH-86, N. Ridge Road, 5th Street and Founders Parkway was found to currently operate at LOS C in peak AM and PM hours. With the roundabout construction and project traffic, the intersection is expected to operate at LOS C in 2040. The existing roundabout intersection at Ridge Road and Enderud Boulevard was found to currently operate at LOS A (PM peak hour) to LOS B (AM peak hour). With project traffic and planned roadway improvement projects near the intersection, the roundabout is expected to operate at LOS A in 2040.

The TIS also studied the proposed site accesses. The study found that the Ridge Road site access is expected to operate at LOS C or better through 2040 and that the Enderud Boulevard site access is expected to operate at LOS A or better through 2040. Based on estimated project traffic the TIS recommended minimum auxiliary turn lane dimensions at both site accesses.

Development Services plan review engineers evaluated the proposed roadway improvements including the internal street network and site accesses and found the proposed transportation improvements to comply with Town transportation criteria and TIS recommendations.

Public Outreach

The Applicant held a neighborhood meeting on August 29, 2018. Five neighbors were in attendance. The attendees focused on the topics of N. Ridge Road improvements and density as it relates to Upper Sunstone Village and to Castle Rock as a whole. Attendees expressed concerns about residents being able to enter and exit Upper Sunstone Village safely and expeditiously without burdening the street system for the surrounding existing neighborhoods. The Applicant responded that they would be working closely with the Town to implement the

appropriate access management and road improvement plans at N. Ridge Rd. and Enderud Blvd. Other topics discussed, without further concern, were a pedestrian path along State Highway 86 connecting to the adjacent King Soopers, future homebuilder prospects, prairie dogs and wild life crossings for deer.

External Referrals

Requests for comments were sent to the Town's utility service providers, Douglas County Government, Colorado Department of Transportation (CDOT), Colorado Division of Wildlife, Colorado Geological Survey and surrounding HOAs. Communications with these agencies concluding with no objections to the USR/SDP.

Public Notice

The USR-SDP was noticed in accordance with the Town of Castle Rock Municipal Code; Public hearing signs were posted on the site facing the adjacent streets, written notices were mailed to property owners within 300 feet of the property and Town staff published notice on the Town's website.

Review and Approval Criteria

The review and approval criteria for Use by Special Review-Site Development Plans are outlined in the following Sections of the Town of Castle Rock's Municipal Code.

Section 17.38.040 – Site Development Plan review and approval criteria (Attachment A).

Section 17.38.050 – Use by Special Review review and approval criteria (Attachment B).

Budget Impact

Development of the property with 261 dwelling units will generate review and impact fees, along with use taxes. Other ongoing costs of serving a new neighborhood, in terms of public infrastructure and amenities, as well as police and fire, will be comparable to other similar single-family residential developments in Castle Rock.

Findings

Planning Commission finds that the proposed USR-SDP meets the requisite review and approval criteria as indicated below:

Section 17.38.040 – Site Development Plan review and approval criteria.

- A. The USR-SDP meets Section 17.38.040A Community Vision and Land Use Entitlements by complying with the governing zoning, the Terrain Planned Development and Development Agreement as well as all relevant requirements, standards and design criteria of the Town's Municipal Code and substantially conforms to the Town's Vision and Comprehensive Master Plan.
- B. The USR-SDP meets Section 17.38.040B Site Layout by ensuring the proposed plan meets all relevant site layout requirements outlined in the governing zoning, the Town's Municipal Code and all technical criteria design codes.

- C. The USR-SDP meets Section 17.38.040BC Circulation and Connectivity by providing two vehicular entrances into the site and vehicular circulation throughout the site. The plan also provides pedestrian circulation via an internal trail system with access to the site's pocket park as well as external pedestrian connections to a planned trail within phase 1 of Sunstone Village, the sidewalk along State highway 86 and to the adjacent commercial property to the east.
- D. The USR-SDP meets Section 17.38.040BD Services, Phasing and Off-site Impacts by providing adequate, efficient and heedful utility plans for water, stormwater and wastewater which considered utility reports and existing conditions and by providing access plans and intersection improvement for traffic which considered traffic impact studies and Town transportation plans.
- E. The USR-SDP meets Section 17.38.040BE Open Space, Public Lands and Recreation Amenities by providing open space along the northern and eastern perimeters of the site and a central pocket park and a trail system for recreation.
- F. The USR-SDP meets Section 17.38.040BF Preservation of Natural Features by minimizing disturbance, to the greatest extent possible, of the cliff like features along the northern perimeter of the site and maintaining, to the greatest extent possible, the stands of scrub oak along the eastern perimeter of the site.

Section 17.38.050 – Use by Special Review review and approval criteria.

- A. The USR-SDP meets Section 17.28.050A by providing similar design standards in terms of minimum setbacks, maximum heights and landscaping to the neighborhood to the east which is planned for single-family attached homes and to the neighborhood to the south which consists of single-family detached homes.
- B. The USR-SDP meets Section 17.28.050B by providing residential uses consisting of single-family attached and single-family detached homes which are compatible to both the neighborhood to the east which is planned for single-family attached homes and the neighborhood to the south which consists of single-family detached homes.
- C. The USR-SDP meets Section 17.28.050BC by using fencing and landscaping to soften the impacts of the overhead utility lines of IREA and the Town's water facilities, which are common features within the Terrain, to residential uses.
- D. The USR-SDP meets Section 17.28.050BD by providing right-of-way improvements on site and off site which accommodate the project's traffic which considered traffic impact studies and Town transportation plans. The plan also provides a two-car garage and a minimum driveway length of 18-feet to provide adequate off-street parking.
- E. The USR-SDP meets Section 17.28.050BE by providing privacy fencing, open space tracts, landscaping and natural vegetation to buffer and transition the residential uses from the adjacent residential uses to the east and south as well as buffer and screen the utility uses to the west.

Recommendation

On February 24, 2019, the Planning Commission voted 5-0 to recommend approval of the Use by Special Review-SDP as presented.

Proposed Motion

I move to approve the resolution as introduced by title.

Attachments

Attachment A: Resolution

Exhibit 1: Property

Exhibit 2: Use by Special Review-Site Development Plan

Attachment B: Site Development Plan review and approval criteria

Attachment C: Use by Special Review review and approval criteria

Attachment D: TIS