



## **AGENDA MEMORANDUM**

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

**From:** Sandy Vossler, Senior Planner, Development Services Department  
Brad Boland, AICP, Planner II, Development Services Department

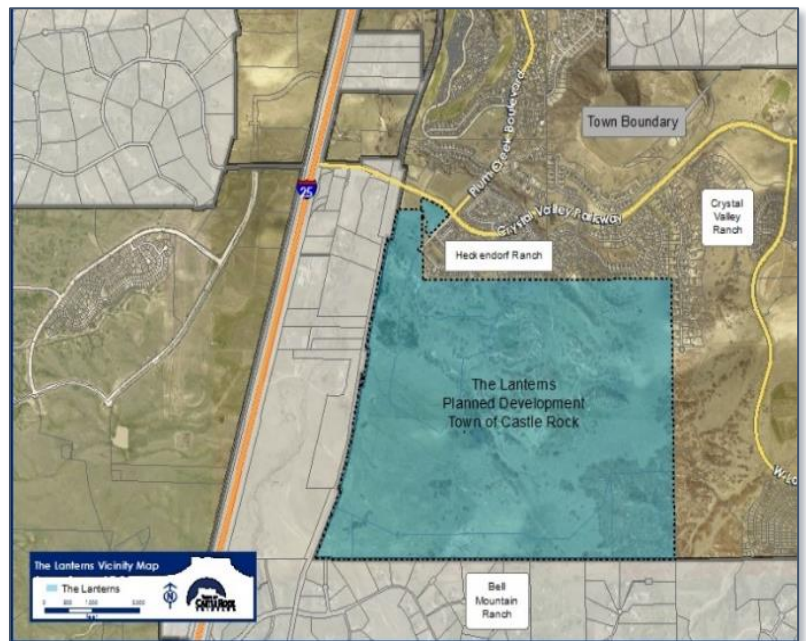
**Title:** **An Ordinance Approving the Lanterns Planned Development Major Amendment** [*Planned Development Amendment to Allow a Church Use, include Heckendorf Property in The Lanterns PD and establish a Master Sign Plan*] (Town of Castle Rock Project #PDP18-0003)

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### **Executive Summary**

Planning Commission considered this zoning amendment at a public hearing held on May 23, 2019. One person addressed the Commission with concerns about the additional traffic generated by the church use. The Commission voted 5-0 to recommend to Town Council approval of the Lanterns Major Planned Development (PD) Amendment, as proposed (Attachments B).

Since the Planning Commission hearing, a draft amendment to the Lanterns Development Agreement (DA) has been completed and this proposed zoning amendment may now move forward for Town Council's consideration. The additional DA obligations are summarized in this report; however, Town Council will not act on the DA amendment until the second reading of this zoning amendment, anticipated to be scheduled for Tuesday, December 17, 2019.



Vicinity Map

The key elements of this proposed amendment to the Lanterns PD include:

- Creation of a new 5-acre Planning Use Area (PA 7A),
- Addition of Place of Worship as a permitted land use in PA 7A, only,
- Absorption of the 5.2-acre lot located at Crystal Valley Parkway and Plum Creek Boulevard into the Lanterns PD (PA 14), and

- Establishment of a master sign plan for the Lanterns PD.

The Lanterns is a Planned Development (PD) that was annexed to the Town of Castle Rock in 2002. The site is located south of Crystal Valley Parkway and the Heckendorf Ranch PD and west of the Crystal Valley Ranch PD (**Attachment A**). The Lanterns PD zoning allows 1,200 single-family units; 536 units offered as traditional homes and 664 offered as age-restricted units. A total of 436.7 acres; 51% of the site, are designated as open space and public land (PLD) under the current zoning.

It is important to note that this proposed PD amendment **does not:**

- Increase the maximum number of dwelling units allowed in the Lanterns,
- Introduce new housing types,
- Eliminate the traditional and age-restricted planning areas,
- Reduce the Public Land and Public Open Space dedications, nor
- Add or remove any uses currently permitted on the lot to be incorporated into the Lanterns PD.

All staff comments have been addressed through the review process. There are no outstanding external review comments. This proposal includes development standards that are consistent with the currently approved Lanterns PD zoning and the Town criteria.

## **Planned Development Amendment Discussion**

### **Proposed Planned Development Plan and PD Zoning Regulations**

The PD amendment has four primary components. A new five-acre Planning Area (PA 7A) is proposed with zoning identical to the existing nonage-restricted planning areas (R-SF-4), with the exception of the allowance for a place of worship (PW) (see area highlighted in blue on page 3). The zoning amendment also proposes to incorporate a lot, currently in the Heckendorf Ranch PD, into the Lanterns PD (see green highlighted area). Finally, the amendment would formalize a master sign plan, including design criteria, in order to provide consistent branding and uniform signage throughout the development.

### **Planning Area 7A – Place of Worship**

The new five-acre use area would be carved out of land zoned as private open space, thereby reducing the private open space from 162.2 acres to 157.2 acres. The 274.5 acres of public land and open space dedication to the Town is not affected by this amendment. The new PA 7A abuts the public land/future school site to the west and south, private open space to the southeast, a single-family nonage-restricted neighborhood (PA 7) to the east and Montaine Circle to the north.

If PA 7A is not developed as a place of worship, the proposed zoning would allow the site to develop as a nonage-restricted neighborhood of single-family detached dwelling units to a maximum of 20 units (R-SF-4). Other uses allowed under the R-SF-4 zoning in the



\*Setback for a Place of Worship shall be a minimum of 20 feet for buildings, to include a 10-foot landscape buffer within the setback (20-foot landscape buffer is required where directly adjacent to residential uses).

#### Planning Area 14 – Commercial Use

The Heckendorf Ranch property located at the southwest corner of Crystal Valley Parkway and Plum Creek Boulevard, legally described as Heckendorf Ranch Filing No. 2, Lot 2, Block 2, is currently zoned Village Commercial within the Heckendorf Ranch Planned Development. Permitted uses on the property include retail sales, service, restaurants, banks, offices and related services (**Attachment C**). Maximum building height is 35 feet by right, 50 feet with Use by Special Review approval, and building coverage is 35%. This PD amendment proposes to incorporate the 5.2-acre Heckendorf Ranch lot into the Lanterns PD without any changes to the permitted uses and development standards.

If this PD amendment is approved, the overall acreage of the Lanterns will increase to 853.2 acres. The total PLD and open space acreage will be 431.7 acres, or 51% of the entire PD. The existing and proposed PLD and open space allocations are shown below. The Municipal Code requires a minimum of 20% of a Planned Development be set aside as open space. The Lanterns public and private open space continues to exceed the minimum requirement.

Land Use	Approved PD	Proposed PD	Proposed % of Total
Public Land Dedication	57 ac.	57 ac.	7%
Dedicated Open Space	217.5 ac.	217.5 ac.	25%
Private Open Space	162.2 ac.	157.2 ac.	19%
<b>Total Acreage</b>	<b>436.7 ac.</b>	<b>431.7 ac.</b>	<b>51%</b>

#### Master Sign Plan

Lastly, the applicant has requested to amend the Lanterns PD Zoning Regulations to create a Master Sign Plan with specific design criteria for the development that will facilitate the approval and placement of signage as development occurs (**Attachment B, Exhibit 3, see Appendix A**). The applicant's objective with this sign plan is to enhance the character of the development through unique signage that promotes the theme of the development.

The Town's sign regulations require the supporting structure to be counted toward the total sign area (Title 19 of the Castle Rock Municipal Code). The use of landscape accents, decorative walls and other architectural elements creates signage that exceeds the maximum allowed signage in residential development, as per the Town's sign regulations. As the landscape, accents and decorative walls serve a dual purpose of providing a structure to place signage on, and enhancing the landscaping and overall aesthetic of the development it was deemed reasonable to create regulations within the Lanterns Zoning Regulations to allow the proposed designs.

Section 19 and Appendix A of the proposed PD Zoning Regulations comprise the overall sign plan. Section 19 establishes the required criteria, such as sign area, height, and setbacks. It also provides definitions and stipulates how sign area will be calculated. The Master Sign Plan includes an overall site layout depicting where each type of sign will be located, while also illustrating the proposed aesthetics of each sign. All signage in this proposed plan will be located on private open space and not property to be dedicated to the Town. The plan provides the flexibility to account for field conditions, provided that the signage meets the criteria set forth in Section 19.

### Conclusion

It is important to note that this Lanterns PD amendment does not propose any changes that would require an amendment to the recently approved Site Development Plan. There are no changes to the overall density, maximum number of dwelling units, the buffers and setbacks, the public land and public open space dedications, the trail system, the housing type, the distribution of age-restricted and non-restricted dwelling units, the location of the private recreation centers and school site, or the road configuration. The minimum open space required by zoning remains 51%, although it should be recognized that the approved SDP actually designated additional open space area, resulting in 65% of the site being set aside for public and private use.

### **Planned Development Plan and Zoning Analysis**

#### Current Zoning and Site Development Plan

The current zoning on the 848-acre property allows a maximum of 1,200 single-family detached dwelling units, for a gross density of 1.4 du/ac. A 100-foot minimum open space buffer is required where residential development is proposed adjacent to the Heckendorf Ranch and Crystal Valley Ranch neighborhoods. The PD zoning required a minimum of 436.7 acres, or 51% of the site to be set aside as open space and public land, with a stipulation that at least 13-acres of additional open space be dedicated at the time of the Site Development Plan. As noted above, actually 65% of the entire PD is set aside as public land and open space.

The Town of Castle Rock Municipal Code Section 17.36.010 allows for amendments to approved Planned Development Plans and Zoning Regulations. The criteria for review and approval of a PD amendment is found in Section 17.34.030. Staff finds that the proposed amendment complies with the review and approval criteria, as summarized below.

#### Community Vision and Land Use Entitlements

The proposed amendments to the Lanterns PD continue to conform to the Town's Vision, the Comprehensive Master Plan and the other guiding documents. The revisions also comply with the Town's design principles. The proposed signage promotes a sense of place and clearly labeled site amenities, such as trailheads.

### Relationship to the Surrounding Area

The church use planning area is internal to the Lanterns PD, and not adjacent to any existing neighborhoods surrounding the Lanterns. The permitted uses of the Heckendorf Ranch property were originally established with the approval of the Heckendorf Ranch PD and therefore found to be appropriate relative to the surrounding use areas, also within the Heckendorf Ranch PD. No changes to the permitted uses are proposed. Finally, sign locations were included on the SDP, recently approved by Town Council.

### Circulation and Connectivity

The proposed amendment has little impact to the circulation and no impact on connectivity within the Lanterns. The new church use will generate additional vehicle trips generally on Wednesdays and Sundays. The current traffic study approved with the SDP in March 2019 projected 9,104 vehicle trips per day on an average weekday. An addendum to the traffic study was submitted to analyze the impacts of the new church use. The addendum projects 200 vehicle trips on Wednesday evenings and 300 trips on Sunday. The peak hour for the residential vehicle trips occurs on weekdays between 6:30 am and 8:30 am and between 4:00 pm and 6:00 pm. The peak hour for the church use will occur on Sundays only, between noon and 1:00 pm. Based on the analysis of the project vehicle trips and the peak hours by use, staff finds that the additional traffic associated with the church will be negligible. Since there are no proposed changes to the permitted uses for the Heckendorf Ranch property, no addendum to the previously accepted traffic study was required.

### Services, Phasing, and Off-Site Impacts

Utility and drainage reports were revised to include the additional church use. Castle Rock Water staff reviewed, verified and accepted the updated analyses and found that the infrastructure capacities are sufficient to serve the new church use.

### Open Space, Public Lands and Recreation Amenities

As described earlier in this report, the amendment will not affect the future recreation amenities planned for the Lanterns community. The reduction of private open space related to the creation of the five-acre Planning Area 7A is minimal and does not result in a material reduction in the open space in the Lanterns.

### Preservation of Natural Features

The proposed amendment will not impact the Skyline/Ridgeline Protection area, the wildlife corridors, wetlands, or the unique site characteristics, such as the natural drainage ways and the high-point butte.

## **Development Agreement and Phasing Obligations**

The Lanterns Development Agreement (DA) is being amended in conjunction with the PD amendment, in order to capture any obligations related to the Heckendorf Ranch property or generated by the new church use. Specifically, the DA will be amended to address the inclusion and future demand of the Heckendorf property, include any financial obligations triggered by development of the Heckendorf property, and outline any additional financial obligations for the Crystal Valley Parkway/I-25 Interchange based on the additional daily vehicle trips.

The resolution containing the amended Development Agreement will be presented in detail to Town Council, as a separate agenda item, at the public hearing for the 2<sup>nd</sup> Reading of this proposed amendment to the Lanterns PD.

## **Notification and Outreach Efforts**

The Town Council public hearing was noticed in accordance with the Town of Castle Rock Municipal Code. Public hearing signs were posted on the subject properties and written notices were mailed to property owners and Homeowner Associations within 500 feet of the subject properties at least 15 days prior to the Town Council public hearing.

A written legal notice was posted on the Public Notice page of the Town of Castle Rock website. In addition to the required noticing, the project was featured on the Town's *Development Activity* interactive map.

## **Planning Commission Public Hearing**

Planning Commission considered this application at a public hearing on May 23, 2019. One resident of Heckendorf Ranch addressed the Commission and spoke about traffic generation from the proposed church use, and voiced concern of the impacts it would have to the Heckendorf neighborhood to the north.

The Commission voted 5 to 0 to recommend approval of the application that would establish a 5-acre planning area for a place of worship use, establish a master sign plan for the overall Lanterns PD and absorb the existing Heckendorf Ranch commercial use area located at the intersection of Crystal Valley Parkway and Plum Creek Boulevard **(Attachment D)**.

The reason for the delay in bringing this amendment to Town Council for action is due to the time involved in finalizing the Development Agreement amendment.

## **Neighborhood Meeting and Feedback**

Two neighborhood meetings were held to discuss the proposal, the first in July 2017 and the second in May 2018. Approximately 40 people attended the 2017 meeting and approximately 15 people attended the 2018 meeting. The property owner, Scott Carlson, explained that the uses on the Heckendorf Ranch property would remain

unchanged. Mr. Carlson also identified the location of the proposed church site and described the development standards.

Residents at both meetings asked general questions about the development of the Lanterns. Questions were raised about traffic control devices on Crystal Valley Parkway and future construction of the interchange. There was concern expressed about the additional traffic associated with the church use. The applicant addressed the anticipated traffic volume associated with the church and discussed the weekly church schedule, with activities generally taking place on Wednesday evenings and Sundays, which are routinely off-peak trip hours. Staff was present to listen to feedback and answer questions about the review and public hearing process.

Staff has received one email from a resident in Crystal Valley Ranch opposing the PD Amendment citing increased vehicle trips per day related to the church. Mr. Carlson agreed to meet the concerned neighbor on the property and visit the future church site.

### External Referrals

Town staff forwarded requests for external comments to the following agencies.

- Black Hills Energy
- Chatfield Watershed Authority
- Colorado Dept. of Transportation Region 1
- Castle Rock Economic Development Council
- Douglas County Planning
- Plum Creek Water Reclamation Authority
- Bell Mountain Ranch HOA
- Crystal Valley Ranch Master HOA
- Sellers Creek Ranch HOA
- Crystal Valley Ranch Metro District
- Colorado Ag. Leadership Foundation
- Castle Rock Postmaster
- Comcast
- Colorado Parks and Wildlife
- Douglas County Assessor
- Intermountain Rural Electric
- Century Link
- Crystal Crossing HOA
- Crystal Valley Ranch-Painters Ridge
- Crystal Crossing Metro District
- Bell Mountain Ranch Metro District

All external comments received have been addressed and satisfied. The following is a summary of comments received from the responding agencies.

- **Colorado Department of Transportation:** The subject property is not adjacent to CDOT ROW. Until the Crystal Valley interchange is constructed, the Town is encouraged to promote transit related improvements to alleviate congestion at the Plum Creek interchange.
- **CenturyLink:** CenturyLink has no objections, with the stipulation that if CenturyLink facilities are found within the building area of the subject property, the developer will be responsible for all costs, if CenturyLink cable is damaged or must be relocated.
- **Chatfield Watershed Authority:** No objection provided development complies with state and local drainage regulations.

- **Crystal Crossing HOA/Crystal Crossing Metro Districts:** Both agencies expressed concerns with the increase in traffic.
- **Plum Creek Water Reclamation Authority:** Future building permits should be referred to PCWRA for review and comment.

### **Budget Impact**

This PD amendment has no significant budget impact to the Town. Standard building permit and use tax fees will be collected for development of PA 7A and PA 14, and for sign permits.

### **Findings**

Town staff from Development Services, Public Works, Castle Rock Water, Parks, and Fire have conducted multiple reviews and analyses of the proposal for compliance with the standards and technical criteria established in the Town's guiding documents, the Lanterns PD regulations, and the Municipal Code. Referrals were sent to surrounding stakeholders, Douglas County Schools and Government and to applicable service providers.

Planning Commission considered the staff recommendation, external referral comments and public comment and found that the Lanterns Planned Development Amendment:

- Supports the goals of the Town Vision and the Comprehensive Master Plan
- Is consistent with the Lanterns Planned Development Plan and Planned Development Zoning Regulations, and
- Complies with the Plan Development Plan and PD Zoning Regulations review and approval criteria of Chapter 17.34 of the Municipal Code.

### **Planning Commission Recommendation**

Planning Commission voted 5-0 to recommend to Town Council approval of the proposed major amendment to the Lanterns Plan Development.

### **Proposed Motion**

I move to approve the ordinance as introduced by title.

### **Attachments**

Attachment A: Vicinity Map  
 Attachment B: Ordinance  
 Attachment B, Exhibit 1: Legal Description  
 Attachment B, Exhibit 2: Proposed Planned Development Plan  
 Attachment B, Exhibit 3: Proposed Planned Development Zoning Regulations  
 Attachment C: Heckendorf Ranch Village Commercial Zoning Standards  
 Attachment D: Planning Commission Minutes (May 23, 2019)