

AGENDA MEMORANDUM

To: Planning Commission

From: Donna Ferguson, Senior Planner, Development Services

Title: Caliber at Terrain Apartment Complex SDP19-0029

Executive Summary

The Garrett Companies (Applicant) is requesting approval of a site development plan (SDP) for an apartment complex known as Caliber at Terrain. Located in the northeast quadrant of Founders Parkway and State Highway 86 (Figure 1), the SDP proposes 17 three-story buildings containing 238 units, a clubhouse, pool, and dog park. Site Development Plans which propose new residential development require public hearing before the Planning Commission who shall review the proposal and provide a recommendation to Town Council.

Discussion

Background

The site is located within a remnant parcel of one of the Town's earliest planned unit developments known as the Villages at Castle Rock PD. Zoned in August of 1981, the Villages at Castle Rock PD extended east of Founders Parkway and Ridge Road to the Town's eastern border. When zoned the Villages at

Castle Rock PD envisioned four self-sufficient 'villages' each containing single-family, multi-family, business, and civic uses. Over time, however, all but this remnant parcel of the Villages at Castle Rock PD have been rezoned to amended planned developments known today as



Figure 1: Vicinity Map

Mall and Office Center Infill, Castle Oaks, Terrain, Liberty Village, Founders Village, Bella Mesa, and Castlewood Ranch.

Zoning History

The Caliber at Terrain project is governed by the Villages at Castle Rock PD, which was zoned in August of 1981. The PD contains typical plan areas and zoning regulations along with a bevy of project information that was deemed applicable at the time of its creation. During staff research, focused on buffer areas between dissimilar uses, staff uncovered a project completion statement, shown in section 8 of the PD, stating the entire planned unit development shall be completed within 25 years of the date of approval of the PD (August of 2006). However, the zoning regulations do not provide any information concerning what would happen if the entire PD were not completed by then, nor any remedy for the owners/applicants if they realized the PD could not be completed within that timeframe. The PD plan areas have been modified multiple times since the initial approval of the PD and most of the original PD plan areas were moved into new Planned Developments that did not include the completion statement that originated in the Villages at Castle Rock PD. It is staff's determination, in accord with the Town Attorney, that Town Council will need to make a final determination on the applicability of the completion statement and remedies, if any, as it pertains to the Caliber at Terrain project and any future applications governed by the Villages at Castle Rock PD. Staff is open to feedback from the Planning Commission, to be forwarded to Town Council with this application, concerning this unclear section of the zoning regulations.

Existing Conditions

The site is located in the northeast quadrant of Founders Parkway and State Highway 86. It is approximately 26.5 acres in size and is currently undeveloped. It is bounded to the west by Founders Parkway, a Colorado Department of Transportation (CDOT) arterial roadway, and bounded to the north by a Town open space tract. The open space tract is approximately 70 to 75-feet wide and extends along the entire northern perimeter of the site. The open space tract also contains a section of trail, which is to be improved from a soft surface trail to a concrete trail as part of the Colorado Front Range Trail project. The site also contains an existing regional drainage pond, which lies in the northeast corner of the site and overhead electric lines along the western perimeter and southwest corner of the site.

To the west, across Founders Parkway, is a single-family neighborhood known as the Woodlands. To the north, across the open space tract, is a single-family neighborhood known as Terrain. To the east is an undeveloped parcel for a future school site and beyond that is an undeveloped parcel for a future Town park. Along the southern perimeter of the property, from west to east, is a neighborhood commercial center known as Founders Marketplace, two open space tracts and a Town water treatment facility. The site is relatively elevated sloping down to the west toward Founders Parkway and down to the east toward the existing regional drainage pond. The central portion of the parcel is generally flat and covered by native grasses and minimal shrubs.

SDP Proposal

The SDP proposes 17 three-story multi-family buildings, a clubhouse, pool, dog park and various accessory buildings along with a new road on a 26.5-acre site. Each multi-family building is 40-feet 6-inches tall and contains 14 units and 8 garages providing a total of 10 garage spaces (six one-car garages and two two-car tandem garages) (**Attachment A**).



Figure 2: Front and rear building elevations

The new road runs through the center of the site and connects to Aloha Street at the southwest corner and to Valley View Drive to the east at Autumn Sage Street.

The road bisects the site into a northern and southern half; eight multi-family buildings, the clubhouse, pool, dog park and existing regional pond are all located on the northern half while the remaining nine multi-family buildings are located on the southern half. 505 parking spaces are proposed for the site, 169 garage parking spaces, 68 driveway spaces and 268 surface parking spaces. The surface parking spaces are divided between the northern half and the southern half and located internal to the site. Open space and landscaping is emphasized around the perimeter of the site and around the existing regional drainage pond. Also provided is an internal trail, which runs along the eastern boundary of the existing regional drainage pond and connects to the Colorado Front Range Trail.

Two architectural elevations for the buildings are also proposed. The buildings offer a varying roofline and wall planes broken up by windows and a mix of design materials. Materials include stone veneer, siding, and board and batten in a pallet of sage green and tans (Figure 2). Building and site lighting for pedestrian safety are also proposed.

Zoning Regulations

The zoning regulations that govern the development of the parcel are The Villages at Castle Rock PD, which was approved by the Board of Trustees on August 4, 1981. These regulations outline permitted uses, densities and development standards by use area. The use area designated for this site is Multi-Family (MF). The MF use area permits both multi-family and single-family attached uses, densities of up to 20 residential units per acre, minimum open space of 20% and maximum building heights of 50-feet.

A comparison of the zoning regulations to the proposed SDP illustrates the proposed SDP meets the permitted uses, densities, open space and height requirements of the MF use area (Figure 3). The proposed density of nine residential units per acre is less than half of the 20 residential units per acre permitted per the zoning. In addition, the proposed building height of 40.6-feet is less than the maximum height of 50-feet permitted per the zoning.

Zoning Comparison Chart		
Zoning	The Villages at Castle Rock Planned Development (PD)	
Use Area	Multi-Family (MF)	
Total Dwelling Units	238	
1-bedroom units	102	
2-bedroom units	92	
3-bedroom units	44	
	PD Requirement	Provided (this SDP)
Permitted Uses	As per Section II C of the Village at Castle Rock PD Zoning Regulations, includes multi-family	Multi-family
Private Open Space	20%	35.3%
Maximum Dwelling Units per use area	20 DU/Acre	238 Units / 26.48 Ac.=9.0 DU per Ac.
Maximum Building Height	50-feet	40.6-feet
Minimum Front Setback*	15-feet	15-feet
Minimum Rear Setback*	25-feet	25.8-feet
Minimum Side Setback*	15-feet	80.6-feet
Minimum Side to Street Setback*	15-feet	110.8-feet
Minimum Distance Between Buildings	15-feet	16.9-feet
Minimum Parking	One bedroom unit required 1.5 spaces; Two and three bedroom unit requires 2 spaces; Plus 1 space per four dwelling units for visitor parking	Total spaces required = 485 spaces
		102 x 1.5 = 153 spaces
		92 x 2 = 184 spaces
		44 x 2 = 88 spaces
		238/4 x 1 = 60 spaces
		Garage spaces provided = 169
		Driveway spaces provided = 68
		Surface parking provided = 268
Minimum ADA Parking	2% of total spaces to be ADA	Total spaces provided = 505
		ADA spaces required = 11
		ADA spaces provided = 20
		Total lot spaces = 505
* Per section VI of the PD zoning regulations this standard to be determined at time of site development plan		

Figure 3: Zoning Comparison Chart

Dissimilar Residential Interface Regulations

Due to an existing 70-foot wide open space tract which lies between the proposed Caliber at Terrain project and the existing single-family neighborhood to the north, the project is not subject to the Town's Dissimilar Residential Interface Regulations. Despite not being applicable, the SDP proposes a buffer area and building design elements to mitigate its impact to the existing single-family neighborhood to the north. The buffer area is 25-feet in width and extends along the entire northern perimeter of the site. The buffer area maintains the natural topography of the site and is enhanced by the addition of landscaping. Landscaping consists of a winding line of evergreen trees interspersed with deciduous ornamental trees to provide varied tree types and heights for maximum screening and visual interest. The buffer area is also kept free from buildings, lighting and parking. In addition, the multi-family buildings are oriented and the surface parking located so access to garage parking and surface parking is internal to the site and not visible to the adjacent single-family residential. In general, the proposed SDP meets the purpose and intent of the Dissimilar Residential Interface Regulations.

Transportation and Traffic

The site is adjacent to two major CDOT roadways. Founders Parkway, currently classified as a major arterial is located west of the site; and State Highway 86 (SH-86), functioning as a minor arterial is located south of the site.

Nearby planned Town Capital Improvement Program (CIP) projects, outlined in the approved 2020 budget and the 2020 5-year fiscally constrained CIP, include the signalized intersection of Ridge Road/SH-86/5th Street/Founders Pkwy 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 Founders Parkway at Aloha Drive is proposed as a full-movement signalized intersection. Direct access to SH-86 is proposed from the access connection to an existing roundabout located on Autumn Sage Street.

Per Town criteria, Felsburg Holt and Ullevig (FHU) prepared a project-specific traffic impact study (TIS) in order to estimate project traffic and provide recommendations to mitigate traffic impacts. FHU 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 several existing intersections near the site. The intersections include:

1. SH-86/5th Street/Founders Pkwy/Ridge Road intersection
2. SH-86/Autumn Sage
3. Autumn Sage/Aloha Street
4. Aloha Drive/Founders Pkwy

The SH-86/5th Street/Founders Pkwy/Ridge Road intersection was found to currently operate at LOS D in peak AM and PM hours. The Year 2040 LOS projection, which includes the CIP improvements, is showing an intersection LOS of C in the AM and LOS D in the PM peak

hours as a traffic signal. The ultimate intersection design will be decided by CDOT as part of the CIP project.

The other intersections analyzed in the TIS are also all within the Town's acceptable LOS standards of LOS D. Planned traffic signals at Aloha Drive/Founders Pkwy and at SH-86/Autumn Sage show a projected Year 2040 LOS of A through C.

Public Works 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.

Neighborhood Outreach

The applicants conducted a total of three neighborhood meetings; one prior to formal submittal, one prior to second submittal and one after the completion of staff review but prior to Planning Commission hearing.

Meeting #1: The first meeting occurred on April 24, 2019 with approximately 100 people in attendance. At this meeting, the applicant shared a SDP proposal for a multi-family project. The SDP has the following attributes:

- 226 luxury apartments
- 21 two-story buildings
- 204 garage parking spaces and 212 surface parking spaces
- Access point at Aloha St.
- Gated community
- Clubhouse, fitness center, pool, dog park, and open space.

The majority of attendees expressed opposition to the proposal and voiced the following:

- Burden on school system. Project would add to school overcrowding due to additional kids and under funding of schools.
- Burden on Town infrastructure such as water, sewer, roads. Escavera experiencing sewer problems now.
- Burden on Town services such as fire, police, emergency medical due to additional families.
- Negative impact to nearby home values.
- Inappropriate location for multi-family next to single-family. Why can't townhomes be developed instead?
- Increased traffic to neighborhood to the east due to Valley View access point.
- Fear that luxury apartments will turn into low-income housing.
- Name of project is confusing as it is not located within the Terrain community.

Approximately 10% of the attendee expressed acknowledgement of the following:

- Property is already zoned for multi-family and has been since 1981.
- Proposal is nice for what is it.
- Proposal is not as dense as it could be.

- If not Garrett companies, it could be a different developer who could propose something worse.

Meeting #2: The second meeting occurred on September 25, 2019 with approximately 50 people in attendance. At this meeting, the applicant shared an alternative SDP proposal for their multi-family project. The SDP has the following attributes:

- 238 luxury apartments instead of 226 as previously proposed.
- 17 three-story buildings instead of 22 two-story buildings as previously proposed.
- Increased distance from the single-family residential to the north.
- Access to garage parking redesigned so no longer visible to adjacent single-family residential.
- Lowering of the site vs. filling the site as previously proposed.
- Not gated vs. gated as previously proposed.
- Access point at Valley View Dr. in addition to Aloha Street.
- Same amenities proposed: clubhouse, fitness center, pool, dog park, and open space.

The majority of attendees expressed opposition to the proposal and voiced the following:

- Inappropriate location for multi-family next to single-family.
- Too dense for the location. Density belongs downtown not in the Terrain.
- Would rather see townhomes, row homes or patio homes Instead of apartments.
- Burden on Town infrastructure such as water, sewer, roads.
- Concern that apartment residents would utilize Terrain resources.
- Increased traffic at the intersection of Founders Pkwy/Copper Cloud Dr., which is already dangerous.
- Increased traffic and speeds on Autumn Sage Street.
- Fear that luxury apartments will turn into low-income housing.
- Wildlife concerns.
- Lighting concerns.
- Proposed plan does not add any value to citizens, instead it adds to citizen issues revealed in the Community Survey such as unchecked growth, overcrowding and traffic congestion.
- Call to action to contact public officials to express dissatisfaction.

Meeting #3: The third and final meeting, a virtual meeting, is scheduled to occur on May 7, 2020. Because this meeting is scheduled prior to the writing of this report, a summary of this meeting is not included in this report but will be provided in the Town Council staff report.

In addition to the comments collected through the neighborhood meeting process. Town staff received 35 neighborhood comments via e-mail (as of May 5, 2020) from neighbors living within the project area (**Attachment B**). These comments expressed similar concerns voiced at the neighborhood meetings.

External Referrals

Requests for external comments were sent to various utility service providers, Douglas County Government, Douglas County Schools, Colorado Department of Transportation, Colorado

Division of Wildlife, Colorado Geological Survey, Cherry Creek Basin Water Quality Authority and to surrounding HOAs and Metro Districts. Comments received from review agencies were technical in nature and reconciled through the review process. There were no objections provided.

Public Notice

Posted, written and published notices were performed in accordance with the Town of Castle Rock Municipal Code.

Budget Impact

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

17.38.040 SDP Review and Approval Criteria and Analysis

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 Vision and Comprehensive Master Plan and complies with the site's governing zoning, the Villages at Castle Rock Planned Development PD. It also conforms to the Town's architectural goals as well as complies with all relevant requirements and development standards of the Town's Municipal Code.

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.

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 two vehicular entrances into the site and vehicular circulation through the site. The plan also provides pedestrian circulation via detached sidewalks and pedestrian paths within the site. It also provides a connection to a nearby neighborhood commercial center, a future school site, and future Town park.

D. Services Phasing and Off-site Impacts.

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 SDP meets this criterion by providing adequate and efficient utility plans for water, stormwater, and wastewater, which considered existing conditions and meet technical criteria design codes. It also provides access plans and intersection improvement for traffic based on traffic impact studies and Town and CDOT transportation plans.

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 identified negative impacts.

Analysis: The proposed SDP meets this criterion. The SDP provides an internal trail system, which connects to a broader trail system. Emphasizes open space around the perimeter of the site and around the existing regional drainage pond. In addition, proposes a buffer area, which is 25-feet in width that extends along the entire northern perimeter of the site.

Summary of Neighborhood Comments and Analysis

- Inappropriate location for multi-family next to single-family. The proposed multi-family project is a permitted use per the zoning.
- Too dense for the location. The proposed density of the multi-family project is less than half of what is permitted per the zoning.
- Preference for townhomes, row homes or patio homes Instead of apartments. The Garrett Companies core business is an apartment homebuilder. They do not build townhomes, row homes or patio homes.
- Burden on Town infrastructure such as water, sewer, and roads. The proposed multi-family project will mitigate its impacts to Town infrastructure per technical criteria design codes.
- Burden on Town services such as fire, police, and emergency medical. The proposed multi-family project can be accommodated into Town fire, police, and emergency medical service systems.
- Burden on school system. The Douglas County School District obligation for the MF use area was provided at time of zoning. The Douglas County School District has full authority over school development.
- Fear of apartments negatively impacting nearby home values. The SDP proposes luxury apartments with amenities in an area perceived as desirable.
- Concern that apartment residents would utilize Terrain resources. The proposed multi-family project will provide resident amenities such as a fitness center, pool, dog park, and open space.
- Increased traffic and intersection safety concerns. The proposed multi-family project will mitigate its traffic impacts by providing road improvements per the traffic impact study.
- Wildlife concerns. The Colorado Division of Wildlife reported no wildlife concerns.
- General lighting and dark sky lighting concerns. The proposed multi-family project will meet all lighting standards per Town Municipal Code.
- Proposed plan does not add any value to citizens, instead it adds to citizen issues revealed in the Community Survey such as growing too fast, overcrowding and traffic congestion. The proposed multi-family project generally conforms to the 2030 Vision, the 2030 Comprehensive Master Plan, and the Transportation Master Plan.

Findings

Staff find that the SDP meets the criteria of the Villages at Castle Rock PD as well as the Town's Site Development Plan review and approval criteria.

Recommendation

Staff recommends that Planning Commission concur with staff findings and recommend approval to Town Council.

Proposed Motion

I move to recommend approval to Town Council of the Caliber at Terrain Site Development Plan.

Attachments

Attachment A: Site development plan

Attachment B: Neighborhood comments