

## AGENDA MEMORANDUM

**To:** Planning Commission

**From:** Sandy Vossler, Senior Planner, Development Services Department

**Title:** **Dawson Trails Filing No. 2, Tract Q, Site Development Plan**  
[55.98 acres, located south of Territorial Road and west of Dawson Trails Boulevard]

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### Executive Summary

ACM Dawson Trails VIII JV LLC is seeking approval of the first residential Site Development Plan (SDP) within the Dawson Trails Planned Development (PD) (Attachment B). The development site is approximately 56 acres within the eastern portion Planning Area B1. It is located south of Territorial Road and west of the future Dawson Trails Boulevard (Figure 1 and Attachment A).



Figure 1: Vicinity Map

The Site Development Plan proposal is for 229 single-family detached dwelling units and approximately 15 acres of private open space, to include a neighborhood park. The neighborhood has two median separated points of access from the arterial road, Gambel Ridge Boulevard. An internal road will connect to the future neighborhood to the west. A minimum 250-foot open space buffer will separate the development from the existing Twin Oaks subdivision to the north. A transition zone applies to the northern tier of lots with prescriptive lot sizes, colors and lighting standards per the Dawson Trails PD Plan and Zoning Regulations (PD Plan).

The proposed SDP meets the applicable development standards of the Dawson Trails PD Plan and the Municipal Code. No outstanding staff or external comments remain. Staff is recommending approval of the Site Development Plan, as proposed.

**Background**

**Existing Conditions/Surrounding Uses**

The property is located south of Territorial Road and west of the future Dawson Trails Boulevard, within Dawson Trails PD Planning Area B1 (PA-B1) and is undeveloped (Figure 2). The Douglas County subdivision of Twin Oaks is north of the site, and separated from the site by a minimum 250-foot open space buffer. Twin Oaks is an unincorporated large lot neighborhood of single-family homes.

Dawson Trails planning areas and permitted uses surrounding the eastern half of PA-B1 include

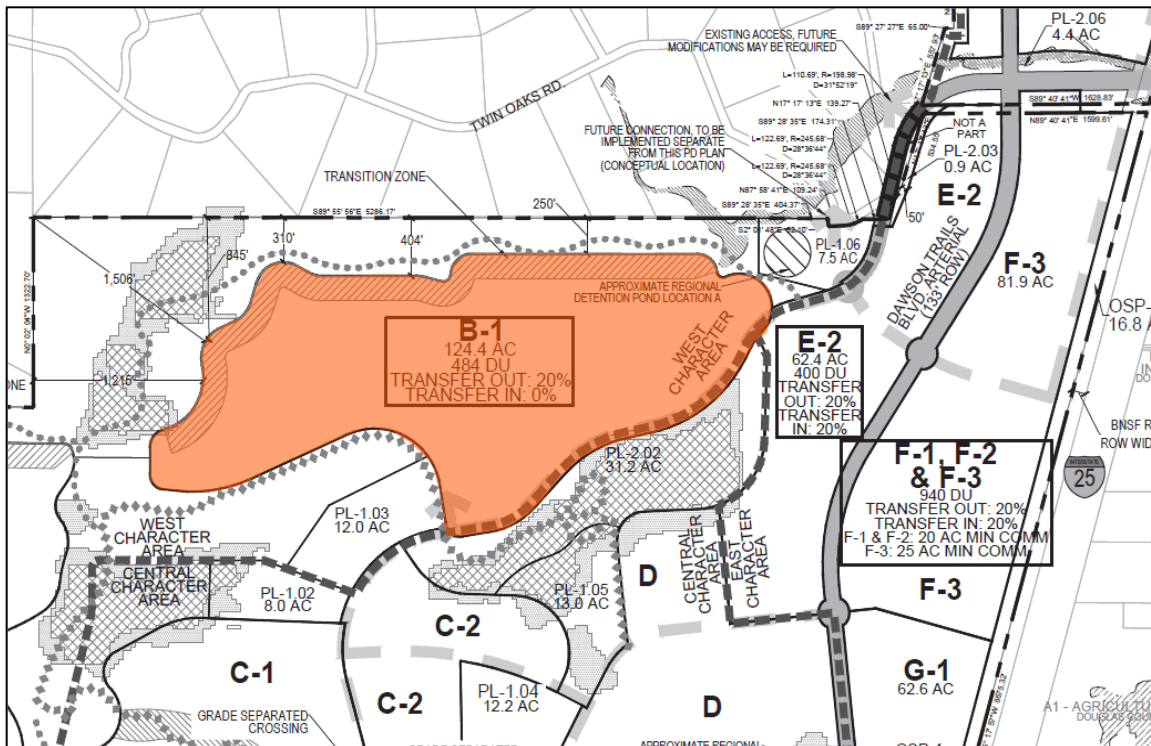


Figure 2: Dawson Trails PD Planning Areas B1, E-2 and Public Land PL-2.02

PA-E2, a mixed-use area where single-family and multifamily residential development is intentionally mixed with a variety of commercial, office and retail uses. The western portion of PA-B1 allows an additional 255 single-family detached units. South of the site, across Gambel Ridge Boulevard, is 31.2 acres of public land zoned for passive recreational uses.

The Land Suitability report submitted with the PD rezoning application indicates that there are no threatened or protected species present on the site. The vegetation is primarily native high-plains species such as yucca, gambel oak and non-native grasses. Some landscape trees planted with the infrastructure construction in the 1980's remain, and will be removed with the development of this site.

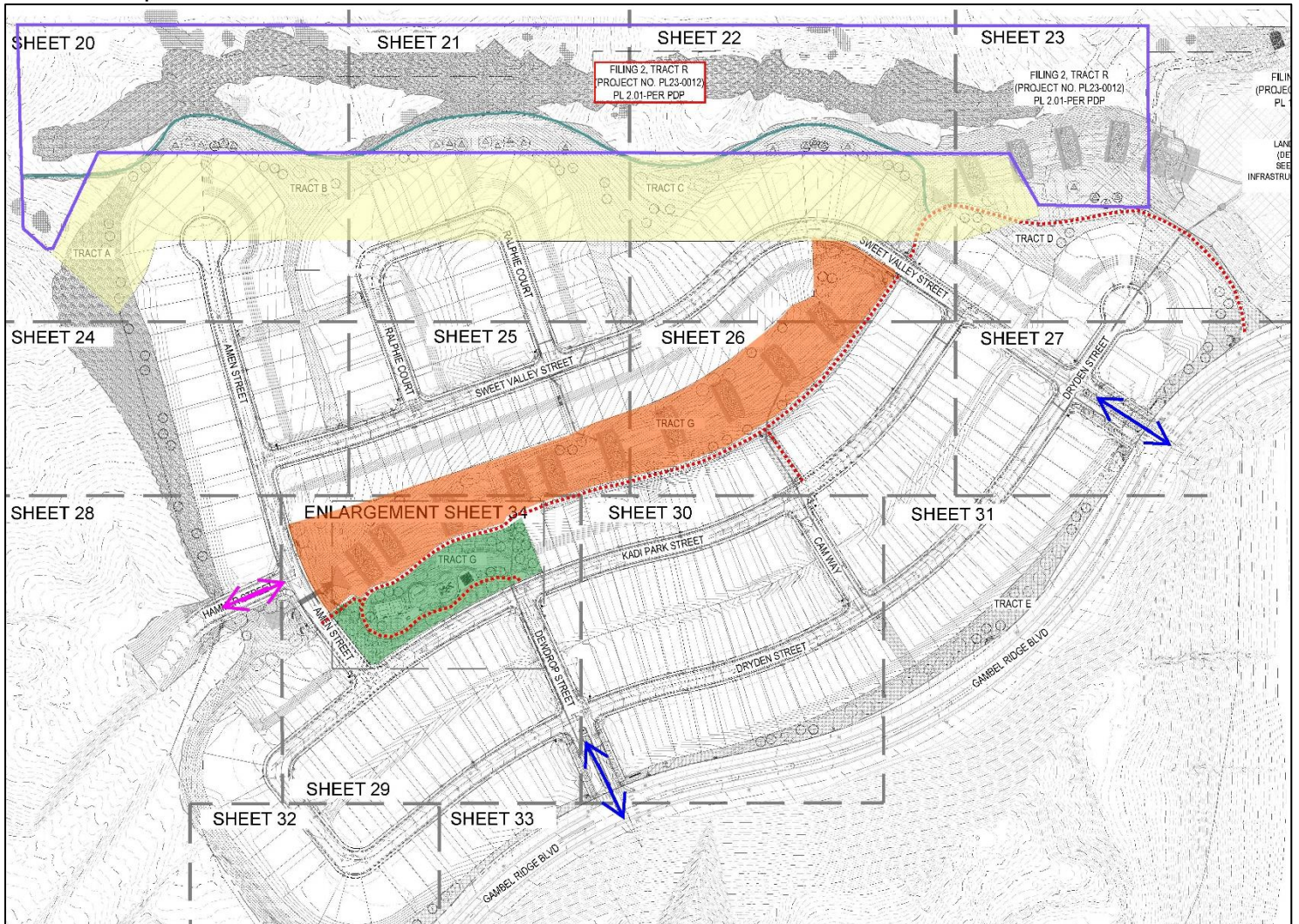


Figure 3: Dawson Trails Planning Area B1 Site Development Plan

Zoning Regulations

This property was annexed to the Town in 1984, and initially zoned as Castle Rock Ranch PD. The property was ultimately rezoned in 2022, as part of the Dawson Trails PD. The property lies within the West Character Area described by the PD Zoning Regulations as an area comprised of single-family detached residences, along with such amenities as a clubhouse, community

center or other similar neighborhood supporting uses. This is the area of lowest residential densities. There are large areas of key open space and natural corridors with mature vegetation and a significant natural transition buffer wherever adjacent to County residential properties.

The zoning regulations allow single-family detached units and recreational uses such as swimming pools, clubhouses, parks and playgrounds. There is a 150-foot prescriptive transition zone applicable to the northern lots.

## **Discussion**

### **Site Design**

The SDP proposes 229 single-family detached residential units and 15 acres of private open space, which includes the neighborhood park (Figure 3, shaded green). Tract R (Figure 3, outlined in purple) is a minimum 250-foot open space buffer that separates this neighborhood from the Twin Oaks subdivision to the north. Tract R is part of a larger open space buffer that extends around the perimeter of the PD that will include a natural surface trail (Figure 3, solid teal line) and drainage improvement to be constructed by the developer.

A 150-foot wide transition zone (zone) exists along the northern tier of lots in PA-B1 (Figure 3, shaded yellow). The minimum lot size within the zone is 6,600 square feet (sf). This minimum lot size within the zone proposed with this SDP is approximately 7,700 sf.

There are two median separated access streets from Gambel Ridge Boulevard into the neighborhood (Figure 3, blue arrows). When the western half of Planning Area B1 is constructed, an internal collector road will connect the two neighborhoods and providing additional points of access to both neighborhoods (Figure 3, pink arrows).

Tract G is approximately 5.7 acres that traverses the neighborhood east to west and is a natural drainage channel that will serve as an internal buffer between within PA-B1 (Figure 3, shaded orange). The channel will be stabilized with the construction of this neighborhood.

An internal concrete trail is planned (Figure 3, red dashed line) that will traverse the neighborhood east to west. The trail will be extended west with the construction of the neighborhood in the western half of PA-B1.

The park is located south of the Tract G drainage channel and is accessible by sidewalks and the internal trail system. The amenities include a pickleball court, swings, play structures and shaded picnic tables. Natural materials will be used to construct seat walls, boulder scramble play area and timber stairs.

Evergreen and deciduous trees will be planted throughout the neighborhood to provide shade along street right-of-ways and within the park. Tree plantings will also be used in common and open space areas for aesthetic purposes, as well as to enhance natural screening in the buffer areas.

Development Standards

The development standards proposed by the PA-B1 Site Development Plan meet or exceed the requirements established in the Dawson Trails PD Plan and Zoning Regulations as shown in the Table 1. The maximum building height is 35 feet, which is standard for a single-family house. Two off-street parking spaces are required and provided, and the front, rear and side yard setbacks are listed in Table 1, and comply with the PD Plan. The minimum lot size within the prescribed transition zone is 6,600 square feet. The minimum lot size within the zone will be approximately 7,700 square feet.

The proposed landscaping will meet the requirements of the Town’s landscape and irrigation regulations. The front and back yard landscape and irrigation must be designed by the homebuilder as part of the construction process and must be installed by the builder. No irrigated turf is permitted in the front yards. The front yard landscape shall utilize a ColoradoScape design and must achieve a minimum of 75% plant coverage at maturity (3 years). Irrigated turf in the back yard is allowed to a maximum of 500 square feet, regardless of the lot size.

| <b>Zoning and Development Standards Comparison</b> |                            |                           |
|--|----------------------------|---------------------------|
|  | <b>PD Zoning Allowance</b> | <b>Proposed Site Plan</b> |
| <b>Uses</b>  | Single-Family Detached     | Single-Family Detached    |
| <b>Setbacks</b>                                    |                            |                           |
| <b>Minimum Front</b>                               | 15 ft                      | 15 ft                     |
| <b>Minimum Garage</b>                              | 20 ft                      | 20 ft                     |
| <b>Minimum Rear</b>                                | 20 ft                      | 20 ft                     |
| <b>Minimum Side</b>                                | 5 ft                       | 5 ft                      |
| <b>Minimum Side to Street</b>                      | 15 ft                      | 15 ft                     |
| <b>Maximum Building Height</b>                     | 35 ft                      | 35 ft                     |
| <b>Minimum Parking Spaces</b>                      | 2 per Unit                 | 2 per Unit                |
| <b>Number of Dwelling Units</b>                    | 484                        | 229*                      |
| <b>Minimum Lot Width</b>                           | N/A                        | 40 ft                     |
| <b>Transition Zone Minimum Lot Size</b>            | 6,600 sf                   | 7,758 sf                  |

**Table 1: Comparison of PD Zoning and Site Plan Uses and Standards**

Interface Regulations

The Residential/Non-Residential and the Dissimilar Residential Interface Regulations do not apply with the Dawson Trails PD. Additionally, the Interface Regulations do not apply between Planning Area B1 and the Twin Oaks subdivision, as the uses in both neighborhoods are single-family detached. It should be noted however, that the 250-foot wide open space buffer, Tract R, far exceeds the maximum 50-foot wide buffers required in the Interface Regulations.

Skyline / Ridgeline Protections

The Skyline/Ridgeline Protection area does not extend to this portion of PA-B1.

Open Space and Public Land Dedication

Tracts A through G total 14.92 acres of private open space will be provided with is SDP and subsequent plat. This acreage is in addition to the open space dedications designated by the Dawson Trails PD Plan. The PD Plan does require 250 acres of public or private open space be set aside at the time of SDP, and this additional acreage counts toward that requirement.

Tract R is part of the larger 382.9-acre public open space area (PL-2.01) designated on the PD Plan which is to be dedicated to the Town as the adjacent planning areas develop. Within PA-B1, Tract R consists of 13.75 acres that will be dedicated to the Town with the plat for this neighborhood. The developer will construct the natural surface trail and drainage improvements in the tract.

Traffic Impact Analysis and Mitigation

The Fox Tuttle Transportation Group has prepared a traffic conformance letter for the proposed development of 229 single-family detached homes located in the east half of Planning Area B1 (Attachment C). It is understood that this phase of the Dawson Trails development includes the construction of a collector roadway intersecting Dawson Trails Boulevard, and providing two full movement access points from the collector into Planning Area B1. With the design and construction of the western half of Planning Area B1 there will be an internal road connection between the east and west neighborhoods.

A master transportation study (MTS) was previously approved by the Town for the entire Dawson Trails PD. The MTS assumed that the eastern portion of Planning Area B1 would include 310 single-family detached units, rather than the 229 unit proposed, see Table 2.

| Planning Area                                | Land Use                                 | Size | Unit           | Non-Auto Factor | Internal Capture Adjust | Average Daily Trips |             |             |       | AM Peak Hour Trips |            |            |     | PM Peak Hour Trips |            |            |     | Saturday Peak Hour Trips |            |            |     |
|--|--|------|----------------|-----------------|-------------------------|---------------------|-------------|-------------|-------|--------------------|------------|------------|-----|--------------------|------------|------------|-----|--------------------------|------------|------------|-----|
|  |  |      |                |                 |                         | Rate                | Total       | In          | Out   | Rate               | Total      | In         | Out | Rate               | Total      | In         | Out | Rate                     | Total      | In         | Out |
| <b>Master Transportation Study</b>           |  |      |                |                 |                         |                     |             |             |       |                    |            |            |     |                    |            |            |     |                          |            |            |     |
| B-1 East                                     | ITE 210 - Single-Family Detached Housing | 310  | Dwelling Units | 0.95            | 1.00                    | 9.44                | 2,780       | 1,390       | 1,390 | 0.74               | 218        | 55         | 163 | 0.99               | 292        | 184        | 108 | 0.88                     | 258        | 139        | 119 |
| <b>Updated Traffic Conformance Letter</b>    |  |      |                |                 |                         |                     |             |             |       |                    |            |            |     |                    |            |            |     |                          |            |            |     |
| B-1 East                                     | ITE 210 - Single-Family Detached Housing | 229  | Dwelling Units | 0.95            | 1.00                    | 9.44                | 2,054       | 1,027       | 1,027 | 0.74               | 161        | 40         | 121 | 0.99               | 215        | 135        | 80  | 0.88                     | 190        | 103        | 87  |
| <b>Difference in Trips (MTS vs. Updated)</b> |  |      |                |                 |                         | <b>-726</b>         | <b>-363</b> | <b>-363</b> |       | <b>-57</b>         | <b>-15</b> | <b>-42</b> |     | <b>-77</b>         | <b>-49</b> | <b>-28</b> |     | <b>-68</b>               | <b>-36</b> | <b>-32</b> |     |

Table 2: Trip Generation Summary and Comparison

Water Resources

Municipal water service will be provided to the Planning Area B1 development subject to the terms of the Dawson Trails Development Agreement (DA). Dedication of the groundwater rights

for Dawson Trails is dependent on the Quiet Title decree and acceptance by the Town. Site Development Plan approval is permitted by the DA, however, no lots associated with this SDP may be platted for development until the Town has accepted the water rights and they have been conveyed to the Town.

### Utilities

Castle Rock Water staff have reviewed and approved the SDP, the Utility Report and the Drainage Report. The developer is obligated to design and construct the necessary water, wastewater, storm sewer and drainage facilities with the capacity to connect and serve this development. Sheets 13 through 16 of the SDP show the size and location of the water and sewer infrastructure.

### **Notification and Outreach**

#### Public Notice

Public hearing notice signs were posted on Territorial Road and the Frontage Road right-of-way on Tuesday, November 26, 2024. Written notice letters were sent to property owners and Homeowner Associations (HOAs) within 500 feet of the property, at least 15 days prior to the public hearings. Town staff published notice of the Planning Commission and Town Council public hearings on the Town's website and provided information about the proposal on the Town's *Development Activity* interactive map.

#### Neighborhood Meetings

The applicant has held two neighborhood meetings and the third meeting is scheduled Tuesday, December 10, 2024. The first and second neighborhood meetings were held February 13, 2023 and July 25, 2023, respectively, are summarized below (Attachment D). The third neighborhood meeting will be summarized for the Planning Commission the night of the public hearing as part of the staff presentation.

Questions and concerns raised by the 17 neighbors in attendance at the first neighborhood meeting focused on the building heights, traffic, water resources, the location of the Tract G trail, fencing, width of the open space buffer, lot sizes, and wildlife.

Twenty-three residents attended the second neighborhood meeting and voiced questions and concerns about trail alignment, trail head parking, trespassing, water wise landscaping, and whether any new water wells will be drilled.

#### External Referrals

External referrals were sent to local service providers and Douglas County agencies, as well as, to the Colorado Department of Transportation (CDOT), Chatfield Watershed Authority, Colorado Parks and Wildlife, Plum Creek Water Reclamation Authority and Burlington Northern/Santa Fe railroad. There are no outstanding external referral comments.

## **Analysis**

This staff analysis takes into account the representations made in the Site Development Plan land use application, technical reports 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 Castle Rock Municipal Code (CRMC).

*Analysis: The proposed SDP meets this criterion. It conforms to the Town's Vision and Comprehensive Master Plan in terms of developing housing stock, preserving open space and conserving natural resources. The SDP also complies with the Dawson Trails PD Plan and Zoning Regulations as detailed in the body of this report. Lastly, through the review of the proposal, staff has confirmed that the SDP meets the standards of the Town's Municipal Code and related technical criterial for development. No intergovernmental agreements or zoning overlays apply to this development and the SDP is not subject to the Skyline/Ridgeline Regulations and Interface Regulations.*

#### **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. As discussed earlier, the Interface Regulations do not apply to this SDP. Internal streets are designed to provide safe and efficient pedestrian and vehicle circulation, and emergency vehicle access. The required two spaces per dwelling unit is accounted for. The site design protects the drainage channels within and north of the neighborhood and evergreen and deciduous tree planting throughout the development will line sidewalks and provide additional natural screening.*

**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. Public Works and Fire staff have reviewed and approved the SDP and supporting documents for compliance with technical criteria and Fire regulations. Roadways, public sidewalks and internal concrete trails will provide for safe and convenient connectivity.*

**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. The SDP provides adequate and efficient utility plans for water, stormwater and wastewater and drainage facilities to serve the development. Sufficient water resources to serve this level of development will be dedicated at the time of the plat. Connection of street and trail systems with future development in the western half of PA-B1 has been included in the SDP.*

**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. The proposed trails system, open space acreage, buffers and preservation of significant natural features within PA-B1 has been detailed in the body of this report.*

## **Budget Impact**

Development of the property will generate review, development impact and use tax fees typical for a residential development.

## **Findings**

All staff review comments and external referral comments have been addressed. Town staff finds that the proposed Site Development Plan for Dawson Trails PA-B1:

- Conforms to, and advances the objectives of the Town Vision and the Comprehensive Master Plan,
- Meets the requirement of the Castle Rock Municipal Code, Chapter 17.38 – Site Development Plan, and
- Meets the requirements of the Dawson Trails Planned Development Plan and Zoning Regulations.

## **Recommendation**

Based on the analysis detailed in this staff report and the findings noted above, staff recommends that the Planning Commission recommend approval of the Dawson Trails PA-B1 Site Development Plan to Town Council, as proposed.

## **Proposed Motion**

### **Option 1: Approval**

*“I move to recommend approval of the Site Development Plan to Town Council, as proposed.”*

### **Option 2: Approval with Conditions**

*“I move to recommend approval of the Site Development Plan to Town Council, 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 Planning Commission meeting on [date], at [time].”*

## **Attachments**

- Attachment A: Vicinity Map
- Attachment B: Site Development Plan
- Attachment C: Traffic Conformance Letter
- Attachment D: Neighborhood Meeting Summaries

