



## AGENDA MEMORANDUM

**To:** Planning Commission

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

**Title:** **Crystal Valley Interchange – East Public Land – 1 Zoning** [45 acres, located east of Interstate 25, including Crystal Valley Interchange and surrounding parcels, and portions of the East Frontage Road]

### Executive Summary

The Town of Castle Rock (Town) proposes to annex approximately 45 acres of land located east of Interstate 25, to be known as Crystal Valley Interchange – East Annexation. The annexation area consists of the east frontage road from North Brookside Circle to Douglas Lane and numerous parcels surrounding the Crystal Valley interchange (Attachment A and Figure 1). All parcels are owned by the Town of Castle Rock and will be used for public right-of-way (ROW), drainage facilities, utility extension or undeveloped open space (Attachment B). No additional uses are proposed.

The Town proposes to zone all parcels within the annexation area as Public Land – 1 (PL-1). This is a straight zone district established in Section 17.30.020 of the Municipal Code. Public right-of-way and public infrastructure are permitted uses in the PL-1 Zone District (Attachment C).

An annexation hearing is held by Town Council only when the property proposed for annexation includes Town-owned parcels that are not solely public right-of-way. For that reason, Planning Commission is being asked to consider the proposed PL-1 zoning, only, and to provide a recommendation to Town Council. The Council will consider and act on both the proposed annexation and the zoning at a public hearing scheduled for Tuesday, May 5, 2026.

Staff recommends that Planning Commission recommend to Town Council approval of the proposed



Figure 1 Vicinity Map

PL-1 zoning classification for the entirety of the Crystal Valley Interchange – East Annexation area.

## **Background**

The numerous parcels included in the annexation area are owned by the Town, many having been acquired for the new Crystal Valley interchange and bridge over Interstate 25. The Colorado Department of Transportation abandoned and conveyed the east frontage road from North Brookside Circle to Douglas Lane to the Town in 1988. Annexation will bring the Town-owned parcels under the Town's jurisdiction and provide for consistent code and law enforcement, emergency services and maintenance operations.

### **Existing Conditions and Surrounding Uses**

The east frontage road has historically been public right-of-way under both CDOT and the Town's ownership. Properties abutting the road include incorporated properties zoned as Plum Creek Point Amendment Planning Development (PD), Creekside PD, Sanders Business Park PD, Business/Commercial (B) Zone District, Burt at Castle Rock PD, Your Storage Center PD, Plum Creek West PD and Brookside Business Center Amended PD. The primary uses allowed in these zone districts are business, commercial and retail. There are four unincorporated parcels abutting the road that are zoned Agriculture-1 (A-1) in Douglas County. A-1 zoning allows agricultural uses, churches, libraries, fire/sheriff stations, schools and open space.

The parcels to the north and south of Crystal Valley Parkway and west of the Union Pacific ROW are also zoned A-1. This portion of the annexation area abuts Plum Creek Pointe Amendment PD to the north. To the east, beyond the Union Pacific ROW, are the Heckendorf Ranch PD and the Lanterns PD. The permitted uses are residential, office and commercial.

## **Discussion of Proposal**

All parcels included in the annexation area are currently, or proposed to be, used for public ROW, drainage facilities, utility extension or undeveloped open space. The parcels are proposed to be straight zoned as Public Land – 1 (PL-1), a zone district intended primarily for municipally owned properties and for public uses. The uses and development standards for PL-1 are established in the Municipal Code section 17.30.020 (Attachment B). The properties being annexed are intended to be used primarily for public right-of-way and public improvements, as well as areas of undeveloped open space.

## **Notification and Outreach**

### **Public Notice**

Public hearing notice signs were posted adjacent to the property, facing the east frontage road on April 7, 2026. Written notice letters were sent to property owners within 1500 feet of the property, at least 15 days prior to the public hearings.

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

One neighborhood meeting was held on June 10, 2025. The second and third neighborhood meetings were waived by the Town Manager. Eight people attended the neighborhood meeting. Questions included verification of the limits of the annexation area, the reason for the annexation and the impact to future annexations west of Interstate 25, and the potential for fencing the annexed parcels. Other unrelated questions were asked about Dawson Trails PD and Brickyard PD, timing and configuration of the new Crystal Valley interchange/on and off ramps, and the alignment of Prairie Hawk Drive through Miller's Landing PD (Attachment D).

### External Referrals

External referrals were sent to local service providers, Douglas County agencies, Union Pacific Railroad, and the Colorado Department of Transportation. There are no outstanding external referral comments.

### Zoning Analysis

#### Technical Reports and Analyses

*Fire/Police* - The proposed annexation area is currently located with the Town of Castle Rock Fire Protection Service Area and is serviced by Douglas County Sheriff Department. Once annexed the area will be served by Town of Castle Rock Fire and Police agencies.

*Parks, Recreation and Open Space* – The parcels are being zoned as Town of Castle Rock public land, specifically PL-1.

*Traffic Impact Analysis and Mitigation* - A Traffic Impact Analysis (TIA) was not required to be submitted for the proposed annexation and zoning amendment.

*Utilities and Drainage* - Any utility and drainage facilities necessary to serve property within this annexation area will connect to Castle Rock water, wastewater and storm sewer treatment and distribution systems.

*Water Conservation* - Future development within the annexation and zoning amendment areas will be required to meet Town water conservation standards and landscaping and irrigation criteria, including the ColoradoScape requirements.

*Water Resources* - All groundwater rights associated with the annexation parcels have been retained by the Town.

### Zone District Approval Criteria (CRMC Section 17.02.060.C)

The Town of Castle Rock Municipal Code requires that all lands annexed to the Town shall be included in one of the primary Zoning Districts Residential, Business/Commercial/Industrial, Open Space or Planned Development.

The following staff analysis considers the proposed PL-1 zone district's compliance with the zoning approval criteria:

- A. Compatible with any applicable land use intergovernmental agreements.

*Analysis: The parcels considered for annexation are not subject to any land use intergovernmental agreement.*

- B. Conforms with the most recently adopted versions of the Town's Vision, Comprehensive Master Plan, applicable sub-area plans, adopted criteria manuals and guidelines and other master plans.

*Analysis: The use of the parcels as public right-of-way, drainage facilities, utility extension and undeveloped open space support the Town's Vision, Comprehensive Master Plan and other Town Master Plans.*

- C. Compatible with existing and planned development on adjacent properties and in the surrounding area or neighborhood, and proposed mitigation measures.

*Analysis: The PL-1 zoning of the annexation area allows for public improvements and public right-of-way that are compatible with and serve the adjacent properties, and surrounding area. The Town's transportation standards for safety and design apply to the current and future ROW within the annexation area.*

- D. Impacts upon the natural environment, including air, water, noise, stormwater management, wildlife and vegetation, and proposed mitigation measures.

*Analysis: Many of the parcels included in the annexation area already serve as public roadway or are undeveloped and will remain that way. Design and construction of the Crystal Valley interchange and bridge were subject to local, state and federal regulations.*

- E. Whether the property will have access to current or planned services and infrastructure adequate to support the orderly development of the property.

*Analysis: The PL-1 zone district allows construction of public infrastructure and right-of-way that supports development of adjacent and surrounding properties.*

- F. Positive economic impact potential from development of the property.

*Analysis: Development of the property as public right-of-way has the potential for positive economic impact. Direct access to and from Interstate 25 serves existing residents and business and enhances opportunities for future business development along the I-25 corridor.*

## **Budget Impact**

Zoning the property as Public Land-1 will not negatively impact the Town's budget.

## **Findings**

All staff review comments and external referral comments have been addressed. Town staff finds that the proposed zoning:

- Meets the zoning requirements of Section 17.02.060.C of Town of Castle Rock Municipal Code, and
- Meets the objectives and criteria for responsible growth established in the Town's 2030 Comprehensive Master Plan.

## **Recommendation**

Staff recommends that Planning Commission recommend approval of the Public Land – 1 zoning of the property within the Crystal Valley Interchange - East Annexation, as proposed, to Town Council.

## **Proposed Motion**

### **Option 1: Approval**

*"I move to recommend approval of the Public Land – 1 zoning, to Town Council."*

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

*"I move to recommend approval of the Public Land – 1 zoning, 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: Crystal Valley Interchange – East Annexation Map

Attachment C: Public Land – 1 Zone District

Attachment D: Neighborhood Meeting Summary