



Meeting Date: July 23, 2026

AGENDA MEMORANDUM

To: Planning Commission

From: Sandy Vossler, Senior Planner, Development Services Department

Title: **Proposed Zoning as Public Land-1 of Town-Owned Parcels known as Home Street Annexation, Maher Ranch Tank Site Annexation, Founders Corner Annexation and Terrain Remnant Annexation** [approximately 16.12 acres, located in north and east Castle Rock]

Executive Summary

The Town of Castle Rock (Town) proposes to annex and zone several Town-owned parcels totaling approximately 16.12 acres of land. The parcels are grouped into four distinct annexations known as the Home Street Annexation, Maher Ranch Tank Site Annexation, Founders Corner Annexation and Terrain Remnant Annexation (Attachment B-E). The annexation areas are geographically separate (Attachment A) and are being annexed as part of the Town's broader effort to bring eligible Town-owned parcels into the Town's jurisdiction.

The Town proposes to zone all parcels as Public Land - 1 (PL-1) (Attachment F). This is a straight zone district established in Section 17.30.020 of the Municipal Code. Public facilities, public infrastructure, open space, utility-related improvements, and other municipal uses are permitted or anticipated uses in the PL-1 Zone District (Attachment F). None of the parcels are public right-of-way (ROW). No private development is proposed with the annexation or zoning applications.

Property proposed for annexation that is owned by the Town and that is not strictly public right-of-way shall proceed directly to Town Council for action. For that reason, Planning Commission is being asked to consider the proposed PL-1 zoning only, and to provide a recommendation on the zoning to Town Council. Town Council is scheduled to consider the proposed annexations and zoning on first reading at a public hearing scheduled for August 18, 2026.

Staff recommends that Planning Commission recommend to Town Council approval of the proposed PL-1 zoning classification for the parcels included in the four annexations.

Key Benefits of Proposed Annexation and Zoning

Annexation of the parcels will give the Town jurisdiction over

- Zoning
- Code enforcement
- Law enforcement, and
- Emergency services and response

Background

The parcels included in the four annexation areas are owned by the Town. The parcels include remnant land, utility-related property, and other Town-owned land that meets State contiguity requirements for annexation. Annexation will bring the parcels under the Town's jurisdiction and provide for consistent zoning, code enforcement, law enforcement, emergency services, and maintenance responsibilities.

This action is part of a broader Town initiative to annex eligible Town-owned properties. To date, the Town has annexed and zoned Gateway Mesa Open Space, Lost Canyon Open Space, East Plum Creek Trail, and right-of-way within or adjacent to Crowfoot Valley Road, Ridge Road, Plum Creek Parkway at Gilbert Street, Highway 86 at Ridge Road, the Crystal Valley Interchange, including the east frontage road, and Territorial Road.

Existing Conditions and Surrounding Uses

The four annexation areas are located in the northern and central portions of the Town's growth boundary and are not contiguous with one another. Founders Corner Annexation is located east and adjacent to Founders Parkway, north of Crimson Sky Drive; Home Street Annexation is located east of Interstate 25, adjacent to the Castle Rock Parkway/Interstate 25 interchange; Maher Ranch Tank Site Annexation is a Town-owned utility-related parcel located northeast of the Castle Rock Parkway/Interstate 25 interchange; and Terrain Remnant is a narrow parcel located east of Sage Canyon Elementary School and west of Castle Oaks Drive.

The surrounding areas include a mix of residential neighborhoods, undeveloped land, open space, public improvements, roadway corridors, and utility-related uses. The proposed PL-1 zoning is intended for municipally owned property and public uses and is compatible with the existing and planned public function of each property.

Discussion of Proposal

All of the parcels are owned by the Town and are intended to remain in public ownership. The parcels are proposed to be straight zoned as Public Land - 1 (PL-1), a zone district intended primarily for municipally owned properties and public uses. The uses and development standards for PL-1 are established in Municipal Code Section 17.30.020 (Attachment F).

The zoning does not approve any private development or a specific public improvement project. Any future public improvements, utility facilities, drainage improvements, open space improvements, or related municipal uses would be subject to applicable Town standards and review processes.

Notification and Outreach

Public Notice

Public hearing notice signs were posted at each of the annexation areas on July 8, 2026. Written notice letters were sent to property owners within 500 feet of the parcels 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

A neighborhood meeting was held on June 15, 2026. Two members of the public attended the meeting. Staff presented vicinity maps showing the location, acreage, and contiguity percentage of each of the four proposed annexations. Staff discussed the reasons for annexing the parcels and the Town's intention to zone each parcel as Public Land.

Attendees had few questions specific to the annexation and zoning proposal. Questions included the State contiguity requirements for annexation, whether other properties may be eligible for annexation, and general traffic concerns for other potential annexation areas (Attachment G). Due to the nature and scope of the annexation and zoning requests, the limited attendance, and the absence of stated concerns at the June 15, 2026 neighborhood meeting, no additional neighborhood meetings were held.

External Referrals

External referrals were sent to applicable local service providers and Douglas County agencies. There are no outstanding external referral comments related to the PL-1 zoning of the four annexations.

Zoning Analysis

Technical Reports and Analyses

Fire/Police - The four parcels are currently served by the Douglas County Sheriff's Office for law enforcement and the Castle Rock Fire District. Once annexed, the parcels will be served by the Castle Rock Police Department and Castle Rock Fire and Rescue.

Parks, Recreation and Open Space - The parcels are being zoned as Town of Castle Rock public land, specifically PL-1. Any future open space or public land improvements will be reviewed in accordance with applicable Town requirements.

Traffic Impact Analysis and Mitigation - A Traffic Impact Analysis (TIA) was not required to be submitted for the proposed annexation and zoning because no private development or change in traffic-generating use is proposed for the four parcels.

Utilities and Drainage - Any utility and drainage facilities necessary to serve the annexed parcels will connect to Castle Rock water, wastewater, and stormwater systems, as applicable. The Maher Ranch Tank Site property is an existing Town-owned utility-related property.

Water Conservation – Any future improvements within the annexation areas will be required to meet Town water conservation standards and landscaping and irrigation criteria, including ColoradoScape requirements, as applicable.

Water Resources - The Town owns the four parcels and will retain any groundwater rights associated with the annexation parcels.

Zone District Approval Criteria and Analysis (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 and zoning 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 for public land, utility facilities, undeveloped remnant land, open space, and related municipal purposes supports 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 parcels allows public uses and public improvements that are compatible with the existing and planned uses on adjacent properties and in the surrounding areas. The zoning maintains the public function of Town-owned land and does not authorize private development.

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

Analysis: The proposed zoning is not expected to create adverse impacts to the natural environment. The parcels are already Town-owned and are intended to remain in public ownership. Any future public improvements will be required to comply with applicable Town standards related to stormwater management, grading, erosion control, landscaping, and environmental protection.

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 public infrastructure and municipal uses. The four parcels have access to existing or planned public services and infrastructure adequate to support their intended public function.

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

Analysis: Zoning the parcels as PL-1 provides for consistent municipal jurisdiction and administration of Town-owned land. While no private development is proposed, bringing the parcels into the Town promotes orderly governance, reduces jurisdictional confusion, and supports the long-term maintenance and operation of public assets.

Budget Impact

Zoning the parcels as Public Land - 1 will not negatively impact the Town's budget. As Town-owned properties, the Town already assumes maintenance responsibilities.

Findings

All staff review comments and external referral comments have been addressed. Town staff finds that the proposed PL-1 zoning:

- Meets the zoning requirements of Section 17.02.060.C of the 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 parcels within the four annexation areas, as proposed, to Town Council.

Proposed Motion

Option 1: Approval

"I move to recommend approval of the Public Land – 1 zoning for the parcels included in the four proposed annexation areas, to Town Council."

Option 2: Approval with Conditions

"I move to recommend approval of the Public Land - 1 zoning for the parcels included in the four proposed annexation areas, 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 Maps

Attachment B: Founders Corner Annexation Map

Attachment C: Home Street Annexation Map

Attachment D: Maher Ranch Tank Site Annexation Map

Attachment E: Terrain Remnant Annexation Map

Attachment F: Public Land - 1 Zone District

Attachment G: Neighborhood Meeting Summary