



Meeting Date: August 13, 2026

AGENDA MEMORANDUM

To: Planning Commission

From: Sandy Vossler, Senior Planner, Development Services Department

Title: **King Soopers Site Development Plan - Lot 1, Dawson Trails Filing No. 2, Amendment 4** [12.1-acre site located southwest of the Dawson Trails Boulevard/Gambel Ridge Boulevard intersection, within Dawson Trails Planning Area E2]

Executive Summary

The purpose of this staff report is to seek Planning Commission's recommendation on a Site Development Plan (SDP) for the King Soopers grocery store and fueling station located in the Dawson Trails Planned Development (PD), Planning Area E2. The site is

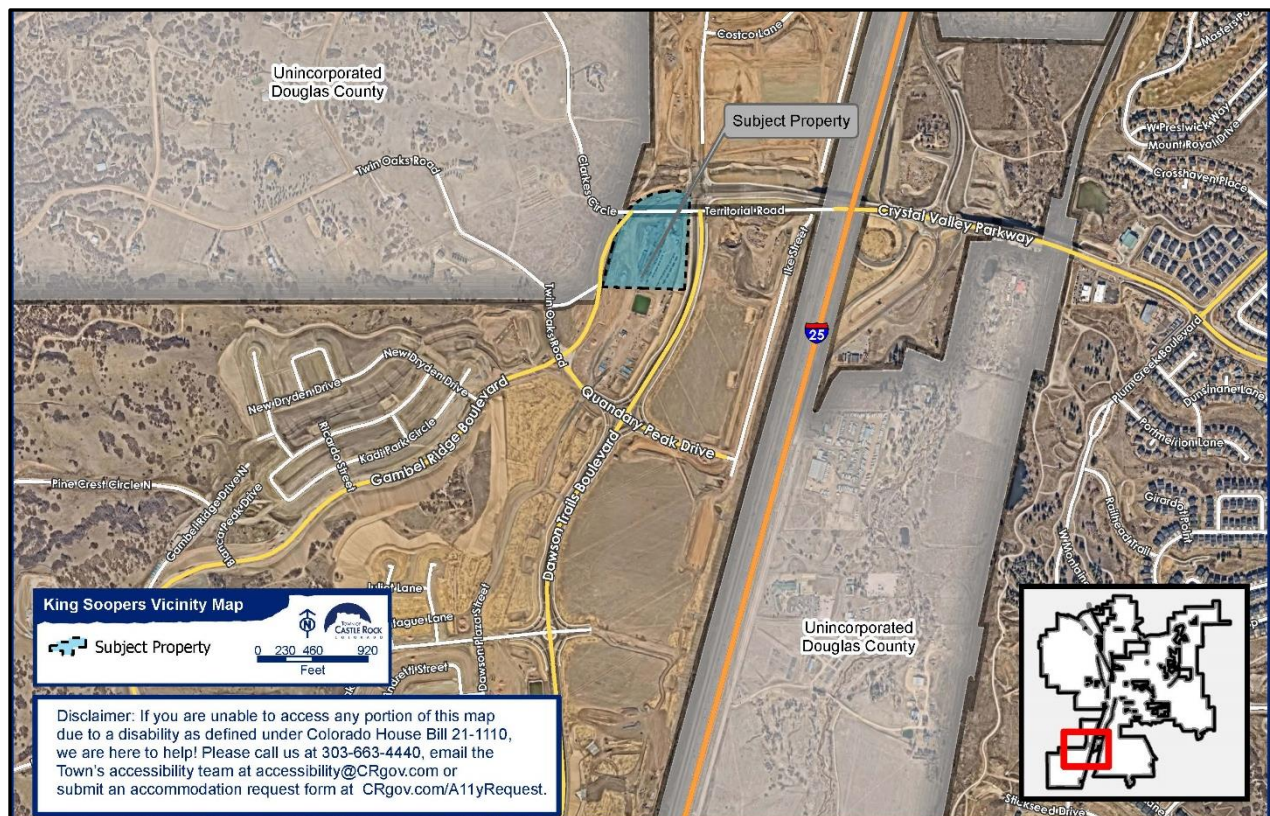


Figure 1: Vicinity Map

12.1 acres and located southwest of the intersection of Dawson Trails Boulevard and Gambel Ridge Boulevard (Attachment A and Figure 1).

The SDP proposal includes 100,206 square foot (SF) grocery store and a 5,418 SF fueling station (Attachment B and Figure 3). Four hundred, ten parking spaces, 15 grocery pick-up spaces and 20 bicycle spaces will be provided. The development is subject to the Residential/Non-Residential Interface requirements on the boundary with the Twin Oaks Subdivision, located west of the site.

All staff and external referral comments have been addressed. Staff recommends that Planning Commission recommend approval to Town Council of the proposed Site Development Plan. Town Council will consider the SDP in a public hearing scheduled for Tuesday, August 18, 2026 at 6 p.m.

Background

Existing Conditions

The slope on the property is minimal, with generally a 10-to-15-foot drop in elevation from west to east. The site has been overlot graded during the installation of utility infrastructure and the construction of the Crystal Valley Interchange, Dawson Trails Boulevard and Gambel Ridge Boulevard.

No presence of Federal or State listed species were observed in Dawson Trails. The Black Tailed Prairie Dog species were identified north of the Crystal Valley Interchange prior to commencement of construction activity. Various species of migratory birds were identified throughout Dawson Trails, and potentially this site. The Migratory Birds Treaty Act requires the protection of migratory bird nests during breeding season (March to August). No Bald or Golden Eagles, nests or habitat were identified in Dawson Trails PD.

Zoning Regulations

The King Soopers site is located in an area originally annexed to the Town in 1984 and zoned as Castle Rock Ranch Planned Development. In 1986, the property was rezoned as Dawson Ridge Planned Development. Most recently, the property was included in the rezoning under the Dawson Trails Planned Development.

The Dawson Trails PD is a mixed-use development containing several planning areas. The King Soopers site is located in Planning Area E2 (PA-E2) within the East Character Area (Figure 2, shaded blue), which is influenced by its proximity to, and visibility, from Interstate 25 (I-25), the Crystal Valley Interchange and Dawson Trails Boulevard. The

the south side of the building. An electrical transformer, generator, trash compactor (shaded pink) and three loading docks (shaded purple) are located on the west side of the building and screened by an eight foot wall (red dashed line).

The fueling station is located at the northeast corner of the lot (shaded blue). The vehicle fueling station will have seven gas pumps, arranged on four islands, serving vehicles on both sides of the island.

Two private drives connecting Gambel Ridge Boulevard and Dawson Trails Boulevard flank the site to the north and south (red arrows). There are two full movement access

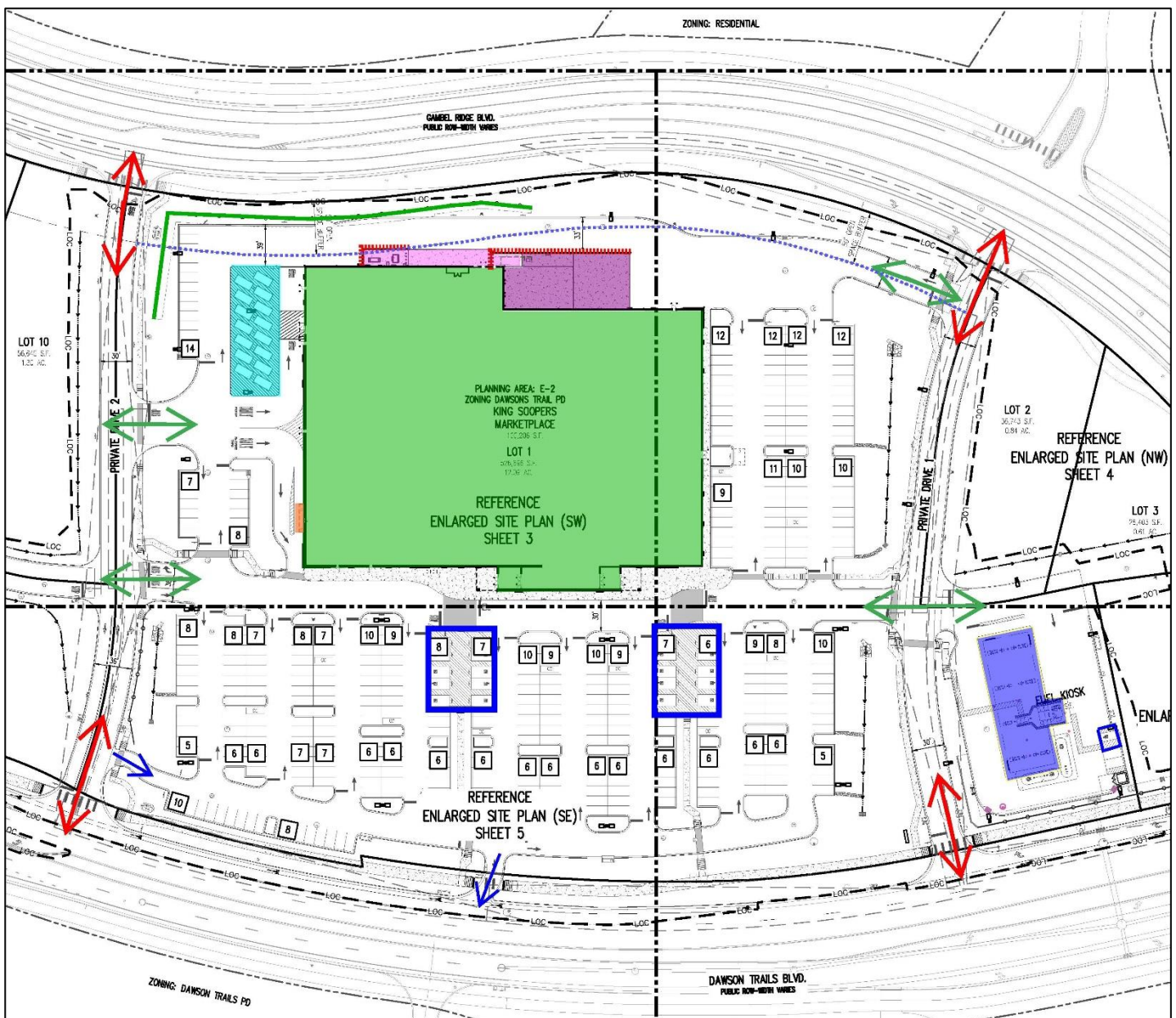


Figure 3: Site Development Plan

drives, and one enter only access to the store and parking lot from the southern private drive. Two full movement drives are provided from the northern private drive (green arrows). There is one exit only on to Dawson Trails Boulevard located at approximately mid-point of the lot.

The fueling station is also accessed from the northern private drive. The entrance to the fueling station is adequately spaced from the Dawson Trails Boulevard access point to avoid stacking interference with vehicle circulation throughout the rest of the site and onto Dawson Trails Boulevard.

Standard parking is provided to the front and two sides of the building. ADA accessible spaces are conveniently located in two banks at the store's two front entrances, and one space is provided at the fueling station (outlined with solid blue line). Town criteria requires that rows of parking spaces have a raised landscaped island at either end of the bank of spaces. A technical variance to eliminate the island from the end of the ADA accessible banks has been approved to allow for a larger pedestrian "safe zone", remove unnecessary curbs and ramps, and eliminate landscaping that could block visibility.

The building coverage, or building footprint is the horizontal area measured within the outside of the exterior walls of the ground floor and includes mechanical rooms, riser rooms, building entryway, cart storage, etc. The King Soopers' building coverage is 100,206 square feet (SF). The required parking calculation is based on the gross floor area (GFA) of a building, being the sum of the internal floor area devoted to the retail use, excluding floor areas devoted to mechanical equipment serving the building and pedestrian access areas such as the enclosed entrance area. In this case, the required parking is based on 98,476 square feet.

Municipal Code requires five spaces per 1,000 SF of GFA for the primary building, one space per employees at the fuel kiosk and one space per fuel pump hose. Figure 4 provides a breakdown of the number of spaces required and the number provided.

	REQUIRED	PROVIDED
5 Spaces/1,000 GFA	493	393
1 Space/Employee (Kiosk)	2	3
1 Spaces/Fuel Pump	14	14
Total Parking Spaces	509	410

Figure 4: Required and Proposed Parking

The Code allows up to a 25% reduction in the number of required parking spaces for a commercial development. King Soopers is requesting a 19.5% reduction in the number of spaces required, which is within the allowance for a reduction. The attached Parking Study (Attachment C) summarizes the parking lot configuration and cites the following as support for the proposed reduction:

- 15 short-term parking spaces for pick-up of online orders

- Home delivery of online orders
- Drive-through pharmacy service

Further, the study provides data from the Institute of Transportation Engineers (ITE) Parking Generation, Sixth Edition relative to the grocery stores. The recommended parking supply ratio ranges from 2.74 to 4.04 spaces per 1,000 SF. The proposed 3.99 spaces/1,000 SF is within the recommended range supported by the ITE data.

A 50-foot-wide buffer, prescribed by the Dawson Trails PD, has been maintained on the west side of the lot with adjacency to the Twin Oaks subdivision (blue dashed line). A retaining wall with a maximum height of 6.25 feet is located along the west and a portion of the south property lines of the lot (solid green line). Since the lot slopes from a high point on the west down to the east, a difference of about ten feet, the building sits lower than the adjacent subdivision and the retaining wall faces inward toward the rear of the building. The Dawson Trails PD allows retaining walls within the buffer space, as long as they are not visible from the Twin Oaks subdivision.

Calculation Summary					
Label	CalcType	Units	Avg	Max	Min
CalcPts@Grade	Illuminance	Fc	2.08	9.4	0.0
FUEL CANOPY	Illuminance	Fc	15.88	19.1	13.4
PROPERTY LINE @ GRADE	Illuminance	Fc	0.20	1.1	0.0
BUILDING REAR	Illuminance	Fc	2.04	3.8	0.4
FRONT DRIVE	Illuminance	Fc	4.45	7.9	2.6
FUEL ENTRANCE & ACCESS ROAD	Illuminance	Fc	4.12	6.7	1.6
MAIN ENTRANCE	Illuminance	Fc	3.54	7.1	1.7
MAIN PARKING	Illuminance	Fc	4.12	8.9	2.0
SIDE ENTRANCE	Illuminance	Fc	5.05	7.0	4.5
SIDE PARKING	Illuminance	Fc	2.72	4.7	0.6
SIDE PARKING & CLICK-LIST	Illuminance	Fc	4.31	5.7	2.2

Figure 5: Footcandle Calculation Summary

The lighting plan meets the Town Code requirements that are based on dark skies standards. Wall fixtures do not generate more than five footcandles as allowed by the Municipal Code, the parking lot and drive aisle lighting does not exceed the maximum allowable ten foot candles and the fueling station canopy does not exceed the limit of 20 footcandles (Figure 5). A footcandle is a measurement of how much light falls on the surface and describes the intensity or brightness in a space.

All fixtures are full cut-off, meaning no light output is emitted at or above the horizontal plane of the bottom of the fixture; all light is directed downward. Fixtures closest to the Twin Oaks subdivision also have light spill control features to further reduce any impacts to the residential neighborhood. A light fixture with a spill controller is equipped with built-in shields, specialized optics or physical attachments that block stray light from escaping to unwanted areas, but rather focuses the light to the parking lot, drive aisle, etc.

Required Landscape (10% of the gross site area)	Existing Landscape (If Applicable)	Provided Landscape Area	Required Trees (2 trees / 1,000 sqft)	Provided Trees	Required Shrubs (4 shrubs / 1,000 sqft)	Provided Shrubs
52,670	0	103,634	105	128	211	869

Figure 6: Non-Residential Landscape Summary Table

The landscape plan meets or exceeds the Town's Landscape and Irrigation Design Criteria and the Dawson Trails zoning regulations, as shown in Figure 6. Of note, irrigated turf is not allowed on commercial lots or in the streetscape. Trees and landscaping is provided in the parking lots islands and peninsulas to aid in reduction of the heat island generated by the pavement.

Development Standards

The King Soopers site design meets or exceeds the development standards established in the Dawson Trails PD Zoning Regulations and Municipal Code (Code).

ZONING:	DAWSON TRAILS PD	
USE AREA:	PLANNING AREA E-2	
	REQUIRED	PROPOSED / PROVIDED
MINIMUM FRONT BUILDING SETBACK	TBD WITH SDP	15'
MINIMUM REAR BUILDING SETBACK		15'
MINIMUM SIDE BUILDING SETBACK		15'
MAXIMUM BUILDING HEIGHT (RETAIL)	60'	34' 8"
MAXIMUM BUILDING HEIGHT (FUEL KIOSK)	60'	13' 2"
MAXIMUM BUILDING COVERAGE	85%	19%
PARKING SPACES		
** 5 SPACES / 1,000 GFA (RETAIL)	493	393
1 SPACE / EMPLOYEE (FUELING)	2	3
2 SPACES PER PUMP ISLAND (FUELING)	14	14
TOTAL PARKING SPACES	509	410
BICYCLE PARKING SPACES	10	20
PICK UP PARKING	N/A	15
* ADA PARKING REQUIREMENT INCLUDED IN THE TOTAL PARKING SPACE REQUIREMENT (20 SPACES)		

Figure 7: King Soopers Development Standards

The minimum setbacks are established with the site plan. The maximum building height allowed by the Dawson Trails PD is 60'. The proposed height to peak of tallest architectural gable is 46 feet, while the varied roofline ranges from 24 feet to 29 feet. The fueling station canopy is 19 feet tall and the kiosk is 11 feet tall. The maximum building coverage allowed is 85% and the actual coverage will be less than 20%. The remainder of the development standards required and propose are shown in Figure 7.

Architectural Standards

The Dawson Trails Architectural Standards are intended to create visual interest and consistency by addressing design elements such as massing, proportions, detailing elements and site design. The building elevations illustrate variations in the building facades with vertical and horizontal articulation, distinctive main entry features and strong vertical elements such as columns and pilasters. There is a variation in the roof line and extensive wall planes are broken up with the use of color, materials and architectural elements (Figures 8 and 9).



Figure 8: East and South Elevations Rendering

The building's exterior materials are high quality, durable materials that are specified in the zoning regulations, such as integrally colored, split-face concrete masonry units (CMU), cultured stone veneer, cementitious lap siding and board and batten siding and metal trim and canopies. Brand colors are used in moderation and primarily in the signage. Since all sides of the building are visible to the public rights-of-way and the west elevation is subject to the Residential/Non-Residential Interface requirements, 360-degree architecture was required to create a similar degree of visual interest on all elevation. Downcast exterior wall fixtures illuminate the building entrance and architectural features. Rooftop mechanical units are screened by the parapet wall.

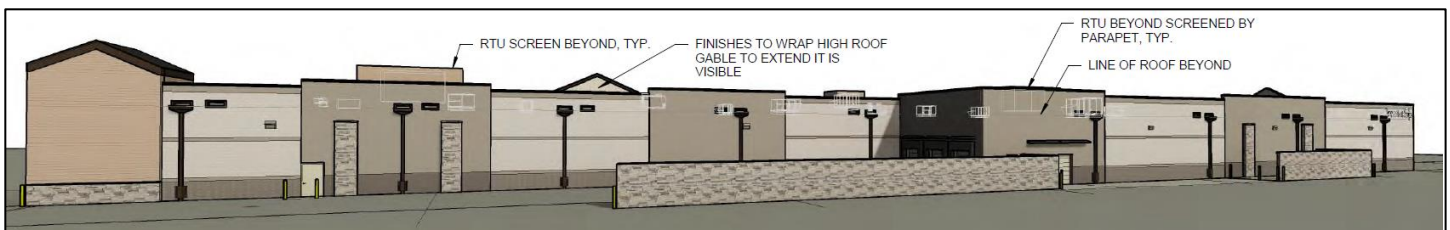


Figure 9: West Elevation Rendering

Interface Regulations

The King Soopers development is subject to the Town of Castle Rock Residential/Non-Residential Interface regulations where the site interfaces with the Twin Oaks Subdivision. The intent of the Interface Regulations is to help assure that nonresidential uses adjacent to residential uses are visually attractive and interesting, and to promote a compatible interface. The building is designed with 360-degree architecture, the loading docks, trash compactor, generator and transformers are screened with an eight foot tall wall. Rooftop mechanical units are screened. The color pallet consists of neutral earthtones. Light fixtures are full cut-off and include spill control and directional optics to orient light away from properties line. The footcandle rating at the Twin Oaks residential property lines is zero, indicating there is no light trespass. Site fixtures are auto-controlled to dim all site fixtures by 50% at 11 p.m.

Skyline / Ridgeline Protections

The King Soopers site is not impacted by the Skyline / Ridgeline Protection regulations.

Open Space and Public Land Dedication

The public land and open space dedications were determined with the Dawson Trails Planned Development Plan and have been conveyed per the terms of the Development Agreement. No additional dedications are required with development of the King Soopers site in Planning Area E2.

Traffic Impact Analysis and Mitigation

A Master Transportation Study (MTS) was previously prepared for the entire 2,063 acres of the Dawson Trails PD based on a mix of residential, commercial, office, light industrial, schools and recreation. The MTS contemplated Planning Area E2 would include the following uses:

- 400 multi-family dwelling units
- 412,000 SF of retail/restaurant
- 23,000 sf of general office

King Soopers proposes a 100,206 SF retail store and seven fuel pumps beneath a 5,418 SF canopy. To date, one site plan has been approved in PA-E2 for 100 townhome units. The King Soopers Traffic Conformance Letter assumed full build out of the broader King Soopers shopping center; an estimated 187,960 square feet of retail and restaurant uses, that is inclusive of the King Soopers building and fueling station (Attachment E). A comparison of trip generation between the approved and proposed uses for PA-E2 suggests that the proposed use would generate seven fewer weekday AM peak hour trips, 30 fewer weekday PM peak hour trips and 1,263 fewer average daily trips. See Figure 10 for the Site Trip Generation Comparison Table included in the traffic letter.

The traffic study determined that all access locations on Gambel Ridge Boulevard and Dawson Trails Boulevard require deceleration lanes for turn movements into the subject site, with the exception of the southeast site access, southbound (SB) right turn movement. No acceleration lanes are needed for vehicles leaving the site and entering Gambel Ridge Boulevard or Dawson Trails Boulevard. The surrounding intersections were designed for the full build out of Dawson Trails. The intersections will remain at acceptable levels of service with the development of King Soopers.

Town staff concurs with the conclusions of the conformance letter, in that the proposed project, with the required deceleration lanes, can be accommodated by the surrounding roadway system and capacities.

Land Use	Land Use Code	Amount	Units	AM Peak Hour			PM Peak Hour			Average Daily Trips
				In	Out	Total	In	Out	Total	
<u>Approved: E-2 Planning Area</u> ⁽¹⁾										
Multi-Family Housing (Low Rise)	220	400	DU	26	88	114	87	51	138	1,808
Shopping Center	820	412,000	SF	114	70	184	358	388	746	7,388
		<u>Pass-by (AM 0%/PM 34%)</u>		0	0	0	-122	-132	-254	-2,512
General Office	710	23,000	SF	13	2	15	2	13	15	128
Total External Trips				153	160	313	447	452	899	9,324
<u>Pass-by Total</u>				0	0	0	-122	-132	-254	-2,512
Approved E-2 Planning Area Net New Total				153	160	313	325	320	645	6,812
<u>Proposed</u> ⁽²⁾										
Shopping Center (>150k)	820	187,960	SF	154	94	248	392	409	801	6,840
		<u>Pass-by (AM 0%/PM 34%)</u>		0	0	0	-133	-139	-272	-2,326
Gas Station	944	14	FP	79	79	158	100	99	199	2,408
		<u>Pass-by (AM 63%/PM 57%)</u>		-50	-50	-100	-57	-56	-113	-1,373
Total External Trips				233	173	406	492	508	1,000	9,248
<u>Pass-by Total</u>				-50	-50	-100	-190	-195	-385	-3,699
Proposed Net New Total				183	123	306	302	313	615	5,549
Difference (Proposed minus Approved)				30	(37)	(7)	(23)	(7)	(30)	(1,263)

Figure 10: Site Trip Generation Comparison Table

Utilities (Water, Sanitary Sewer, Storm Sewer and Drainage Infrastructure)

The Dawson Trails master developer is installing all off-site water, sanitary sewer and storm drainage infrastructure to serve the King Soopers site. King Soopers is responsible for installing all water, sanitary sewer, and storm drainage infrastructure on the site in accordance with the Town's criteria. Castle Rock Water has reviewed and approved the site plan design, Utility and Drainage Reports.

Water Dedication

The Dawson Trails Water Bank will be reduced 44.91 single family equivalents (SFE) for the water necessary to serve the store, fueling station and irrigation.

Notification and Outreach

Public Notice

On July 27, 2026, public hearing notice signs were posted on the property and written notices of the upcoming public hearing were mailed to all property owners with 500 feet of the property. Also on July 27th, 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

The applicant has held two neighborhood meetings, and the third meeting will be held on Wednesday, August 12, 2026. The first neighborhood meeting was held on July 9, 2025 and was attended by 11 members of the public. Questions were asked about the compliance of the site lighting with the Dark Skies standards, hours of operation, the landscape design and water conservation, and will other Kings Soopers stores be closed when this store opens.

The second meeting was held on April 29, 2026, and was attended by five members of the public. Questions raised included how the size of this store compares to the other two in Castle Rock, what is the timeline for development of other businesses in PA-E2, when will the store open, what signage will be on the site, and will the lighting be reduced after business hours. The meeting summaries are included as Attachment F. A summary of the third neighborhood meeting scheduled for August 12th will be presented by staff at the Planning Commission hearing on August 13th.

External Referrals

Requests for external comments were sent to local service providers and Douglas County agencies. There are no outstanding external referral comments.

Analysis

This staff analysis is based on the representations made in the application 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, Residential/Non-Residential Interface requirements and 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. The King Soopers Site Development Plan advances the objectives of the Town's guiding documents and complies with the Dawson Trails Planned Development Plan, Zoning Regulations and Architectural Standards. There is no intergovernmental agreement applicable to this SDP. The site complies with the Residential/ Non-Residential Interface regulations. The Skyline/Ridgeline and Dissimilar Residential Interface regulations do not apply.

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 development conforms with the requirements of the Residential/Non-Residential Interface by mitigating the impacts of the development with 360-degree architecture using quality materials and earthtone colors, screening loading docks, transformer, trash compactor and generator areas, spill control lighting fixtures and with placement of trees and other landscaping. It should be noted also that the site sits approximately 50 feet lower than the nearest residential home in Twin Oaks.

The site has been graded with the installation of surrounding infrastructure and there are no major environment characteristics, topographical features or significant stands of vegetation on this lot. Access to the site and off-site deceleration lanes are supported by the traffic analysis. Roof top mechanical units will be obscured by a parapet wall.

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 4 access points from the public right-of-way to the store and fueling station. Circulation within the site follows logical and safe alignments with the access points, drive aisles, the building entrances and the pharmacy and grocery pick-up areas. The entry to the fueling station is sufficiently separated from the nearest public ROW to avoid vehicle stacking and interference with traffic and turning movements on Dawson Trails Boulevard. The plan also provides clear, safe pedestrian walkways through the parking lot to buildings entrances.

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. Construction of the store and fueling station will not be phased. The off-site infrastructure is being constructed and was planned at capacities to serve the full build out of PA-E2. Water credits exist to serve the store, fueling station and irrigation needs.

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. Open space and public land dedications were determined with the Dawson Trails Planned Development and Zoning Regulations and the Development Agreement. Development of PA-E2 does not require additional dedications.

Budget Impact

Development of the property will generate review and impact fees, along with use taxes for commercial development. Long-term, sales tax generation for this retail business is anticipated to be significant.

Findings

All staff review comments and external referral comments have been addressed. Staff finds that the King Soopers Site Development Plan

- Conforms with, and advances the principles and objectives of the Town Vision and the Comprehensive Master Plan,
- Meets the requirements of the Dawson Trails Planned Development Plan and Zoning Regulations, and
- Meets the review and approval criteria of the Municipal Code, Chapter 17.38.

Recommendation

Based on the findings listed above, staff recommends that Planning Commission recommend approval of the King Soopers Site Development Plan to Town Council, as proposed.

Proposed Motion

Option 1: Approval

“I move to recommend approval of the King Soopers Site Development Plan, Dawson Trails Lot 1, Dawson Trails Filing No. 2, Amendment 4, to Town Council, as proposed.”

Option 2: Approval with Conditions

“I move to recommend approval of the King Soopers Site Development Plan, Dawson Trails Lot 1, Dawson Trails Filing No. 2, Amendment 4, 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: Parking Study
Attachment D: Dawson Trails Planning Area E2 Uses
Attachment E: Traffic Conformance Letter
Attachment F: Neighborhood Meeting Summaries