

El Paso County Parks

Agenda Item Summary Form

Agenda Item Title: Forest Lakes Phase II PUD Development Plan and Preliminary Plan Amendment

Agenda Date: February 13, 2019

Agenda Item Number:

Presenter: Ross Williams, Park Planner

Information: **Endorsement:** X

Background Information:

Request by NES, Inc., on behalf of Forest Lakes Residential Development, LLC, for approval of the Forest Lakes Phase II PUD Development Plan and Preliminary Plan Amendment. This amendment is necessary to reflect a change in the number of residential lots, which were reduced from 231 to 180 to better integrate with the surrounding neighborhoods. The Forest Lakes development is located west of the Interstate 25 and Baptist Road interchange on Forest Lakes Drive, surrounding Beaver Creek, Bristlecone Lake, and Pinon Lake.

The El Paso County Parks Master Plan (2013) shows that the Forest Lakes Phase II development impacts the proposed Forest Lakes Secondary Regional Trail, which has connections to the existing New Santa Fe Regional Trail and the proposed Baptist Road Bicycle Route, both located to the east of the project site. When completed, the Forest Lakes Trail will ultimately connect the New Santa Fe Regional Trail to Pike National Forest lands to the west of the project site.

The applicant has also requested that a portion of the Forest Lakes Secondary Regional Trail be utilized as an emergency access route. In early February 2019, Parks staff and the applicant agreed to locate the regional trail immediately adjacent the emergency access road, to be separated by boulders sourced from the site and natural grass. Where the trail and emergency road intersect local streets, a short length of post-and-dowel fencing would help to delineate the road from the trail. The details of this arrangement are notated and depicted on the attached draft Page 4 of the PUD Preliminary Plan.

The Open Space Master Plan of the Parks Master Plan shows both the Foothills and Forest Lakes Candidate Open Spaces encompassing the project site. Natural resource values within the Forest Lakes area are concentrated around wildlife habitat, primarily for the Preble's Meadow Jumping Mouse (a federally-threatened species), as well as herbaceous, grassland, and riparian vegetation. This area contains habitat parameters likely critical to the mouse persistence. The Foothills area represents a significant transition between diverse natural attributes of the High Plains and the complex elements of the Front Range mountain habitats. The applicant has provided both a Letter of Concurrence and a Letter of Disqualification from the U.S. Fish and Wildlife

Service, allowing for the construction of homes outside of the Preble's Mouse habitat, as well as the Forest Lakes Secondary Regional Trail west of Waterfront Park. No trails will be developed within the Preble's Mouse habitat in Forest Lakes Phase II.

In November 2001, the Forest Lakes Phase I PUD Development Plan and Preliminary Plan was approved with the Park Advisory Board-endorsed motion to direct El Paso County Parks staff to *"work with the developer on public-use trail easement, trail construction, and fencing to offset park fees,"* with said regional park fees being in excess of \$130,000. When the PUD Development Plan and Preliminary Plan were approved by the Board of County Commissioners in June 2002, the PUD Development Plan included the following conditions:

- *"As described in the PUD Development Plan and Preliminary Plan, the depicted Waterfront Park site shall be dedicated to the Forest Lakes Metropolitan District in conjunction with the first final plat, and shall be maintained by the District. The Planned facilities for this park shall be substantially constructed prior to recording a Final Plat beyond Phase I (first 275) lots of the project."*
- *"The depicted Homestead Park will be dedicated to the Forest Lakes Metropolitan District in conjunction with or prior to recording a Final Plat for any lots in Phase II (Lots 276-467) of the project."*
- *"That portion of the depicted non-motorized trail within each applicable plat shall be dedicated to public use, and the construction of the applicable segment will be included in the Estimate of Guaranteed Funds (EGF) for the applicable plat. In all cases, this trail will be constructed to meet any applicable County standards."*
- *"The developer agrees to make reasonable efforts to dedicate and construct this trail and allow public access through to the Forest Service boundary line as soon as possible after issuance of the first residential building permits for this project. The County and the developer understand and agree that there may be design and Prebles Meadow Jumping Mouse issues that could delay this connection."*

In 2003, the Forest Lakes Filing No. 1 Final Plat was approved with the PAB-endorsed motion *"accept approximately three miles of regional trail to be constructed by the developer in lieu of regional park fees."* In that request, the applicant's letter of intent stated the following in regards to the trail corridor:

- *"Through discussions with the Parks Department, a non-motorized trail is to be provided with this application. The portion of this trail that was originally illustrated on the west side of Mitchell Avenue (Forest Lakes Drive) is now to be provided for within the right-of-way. The reason for this configuration is that this alignment reduces the number of street crossings as the trail extends from the existing trailhead at Old Denver Road and Baptist Road. An easement is also provided along the school site allowing for easy trail access to the site. The easement ends at the approximate crossing of the trail into Waterfront Park. At this point, the trail will continue to the west to the Preble's Meadow Jumping Mouse (PMJM) habitat along Beaver Creek. The future trail extends further west with the cooperation with the Parks*

Department and the USFWS along the existing graded road through the PMJM habitat.”

The Filing No. 1 Final Plat, recorded in 2006, included Dedication language stating, *“Tracts A, B, D, E, & F shall be owned and maintained by the Forest Lakes Metropolitan District and used for open space, landscaping, trails, utilities, preservation areas, and drainage,”* while additional note language stated, *“A 25’ Public Trail Easement will be granted to El Paso County across Tract E when the trail is constructed.”*

As part of the current request for approval of the Forest Lakes Phase II PUD Development Plan / Preliminary Plan Amendment, the applicant’s letter of intent states the following:

- *“A significant amount of open space and trails are planned throughout the project. The Phase 1 area extended trails into the property and constructed Waterfront Park, which has a playground, amphitheater, fishing and boat dock, and a multi-purpose lawn area. Originally, Phase 2 included Homestead Park less than a mile from Waterfront Park with similar amenities. The reduced development footprint proposed by this application opens up more open space for informal trails, natural seating areas, and unique open space experiences in lieu of Homestead Park.”*
- *“The plan illustrates a trail network that will follow the existing dirt road along the south side of the project area. The trail will then divert through the center of the development along the northern branch of Beaver Creek and then back up to the mesa top. The long-term goal is to see a connection from this development to the US Forest Service trail network to the west. A prominent hill in the northwestern portion of the site provides a unique opportunity for hiking trails with views from the top that overlook the surrounding area. A mini incline is also proposed as a new open space amenity. A small trailhead parking area is planned off Forest Lakes Drive providing access to the hill trails through Tract D.”*

El Paso County Parks requests dedication of trail easements or other mitigation as allowed by the Land Development Code and applicable procedures if the El Paso County Parks Master Plan identifies a trail and/or route within a project area. As it pertains to this application, the County requests that the landowner, Forest Lakes Residential Development, LLC, continue to provide easements for the proposed trail corridor that allows for public access when the trail enters property owned and maintained by the developer. Staff acknowledges the waiver of regional park fees in exchange for the proposed trail improvements and recommends approval of Forest Lakes Phase II PUD Development / Preliminary Plan Amendment to include the following conditions:

- County Parks acknowledges the waiver of \$77,400 in regional park fees in exchange for the proposed Forest Lake Secondary Regional Trail improvements.
- Designate and provide to El Paso County a 25-foot trail easement along the proposed trail corridor, from the current trail easement in Waterfront Park to the western boundary of Phase II, which allows for public access of the Forest Lakes Secondary Regional Trail.

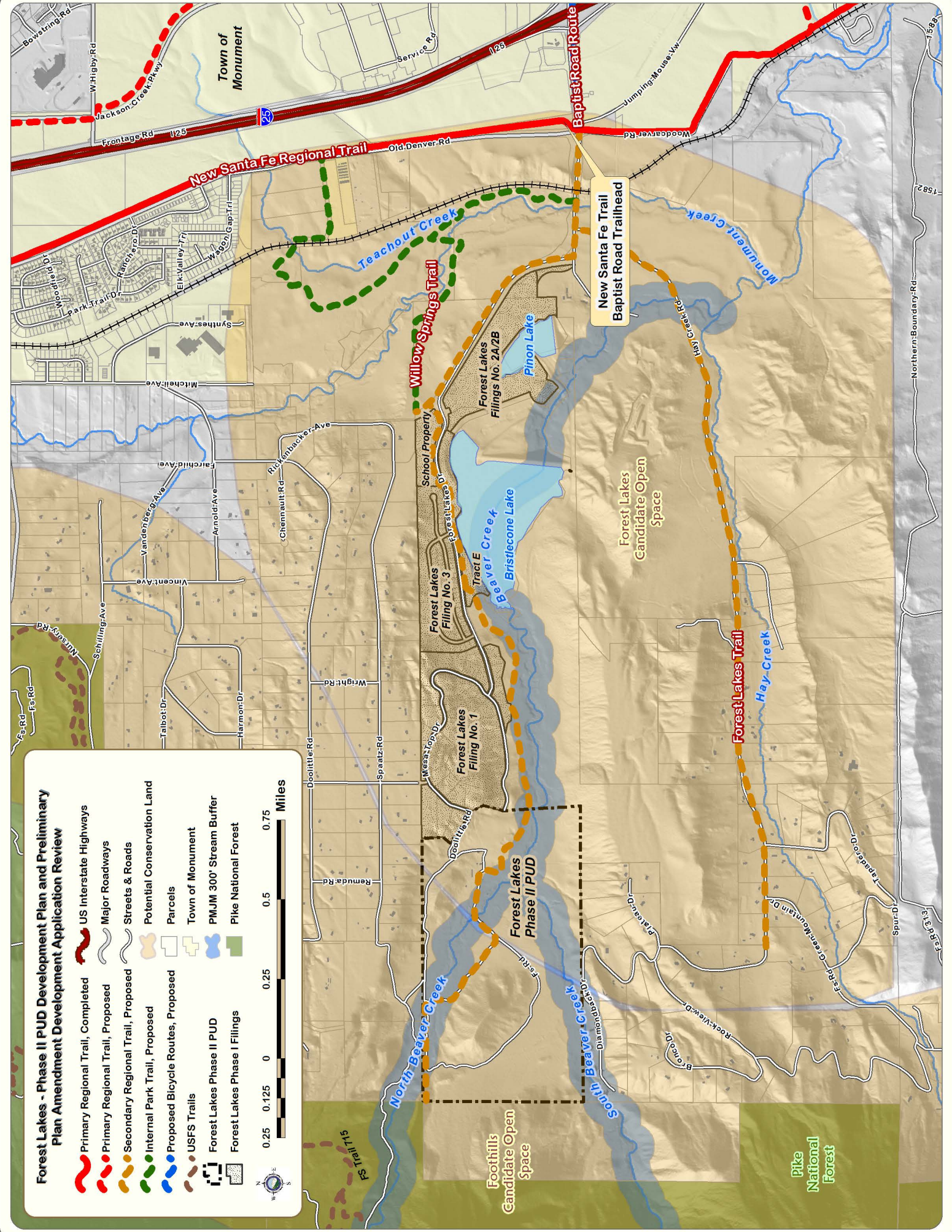
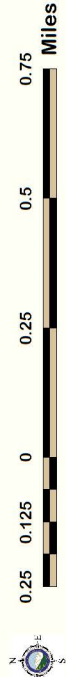
- The regional trail shall be constructed by the developer along the planned corridor from Waterfront Park to the western boundary of Phase II, bordering U.S. Forest Service lands, within two years of the recording of the forthcoming final plat(s).
- Trail plans shall be submitted to and approved by County Parks prior to construction.
- The trail shall be constructed to Tier 1 standards for a primary regional trail.
- The trail shall be maintained by the Forest Lakes Metropolitan District when contained within the developer-owned tracts, while El Paso County agrees to maintain the trail contained within the right-of-way of Forest Lakes Drive and the designated school property easement.
- Encourage the developer to explore the development of an informal crusher fines trail in Tract C to connect the terminus of the Forest Lake Secondary Regional Trail southward to sidewalks and other proposed trails along Mesa Top Drive.

Recommended Motion:

Recommend to the Planning Commission and the Board of County Commissioners that the approval of the Forest Lakes Phase II PUD Development Plan and Preliminary Plan Amendment include the following conditions: (1) County Parks acknowledges the waiver of \$77,400 in regional park fees in exchange for the proposed Forest Lake Secondary Regional Trail improvements; (2) Designate and provide to El Paso County a 25-foot trail easement along the proposed trail corridor, from the current trail easement in Waterfront Park to the western boundary of Phase II, which allows for public access of the Forest Lakes Secondary Regional Trail; (3) The regional trail shall be constructed by the developer along the planned corridor from Waterfront Park to the western boundary of Phase II, bordering U.S. Forest Service lands, within two years of the recording of the forthcoming final plat(s); (4) Trail plans shall be submitted to and approved by County Parks prior to construction; (5) The trail shall be constructed to Tier 1 standards for a primary regional trail; (6) The trail shall be maintained by the Forest Lakes Metropolitan District when contained within the developer-owned tracts, while El Paso County agrees to maintain the trail contained within the right-of-way of Forest Lakes Drive and the designated school property easement; (7) Encourage the developer to explore the development of an informal crusher fines trail in Tract C to connect the terminus of the Forest Lake Secondary Regional Trail southward to sidewalks and other proposed trails along Mesa Top Drive.

Forest Lakes - Phase II PUD Development Plan and Preliminary Plan Amendment Development Application Review

- Primary Regional Trail, Completed
- Primary Regional Trail, Proposed
- Secondary Regional Trail, Proposed
- Internal Park Trail, Proposed
- Proposed Bicycle Routes, Proposed
- USFS Trails
- Forest Lakes Phase II PUD
- Forest Lakes Phase I Filings
- US Interstate Highways
- Major Roadways
- Streets & Roads
- Potential Conservation Land
- Parcels
- Town of Monument
- PMJM 300' Stream Buffer
- Pike National Forest



New Santa Fe Trail
Baptist Road Trailhead

Development Application Permit Review



Community Services Department
Park Operations ~ Planning ~ Recreation / Cultural Services
Environmental Services ~ Veterans Services ~ CSU Extension

January 9, 2019

Subdivision requirements referenced in section 8.5.2 of the El Paso County Land Development Code. Fees are based on average land values within designated areas. See El Paso County Board of County Commissioners (BoCC) Resolution for fees established on annual basis. The Park Advisory Board meets the second Wednesday of each month, 1:30 p.m., BoCC Auditorium, second floor Centennial Hall Building, 200 S. Cascade, Colorado Springs.

Name:	Forest Lakes Phase II PUD Development Plan and Preliminary Plan Amendment	Application Type:	PUD / Preliminary Plan
DSD Reference #:	PUDSP-18-001	CSD / Parks ID#:	0
Applicant / Owner:	Owner's Representative:	Total Acreage:	287
Forest Lakes Residential Development #2, LLC / Jim Boulton	N.E.S., Inc. Andrea Barlow	Total # of Dwelling Units	180
1111 Main Street, Suite 1600	619 North Cascade Avenue, #200	Gross Density:	0.63
Kansas City, MO 64105	Colorado Springs, CO 80903	Park Region:	1
		Urban Area:	1

Existing Zoning Code: **PUD** Proposed Zoning: **PUD**

REGIONAL AND URBAN PARK REQUIREMENTS

Regional Park land dedication shall be 7.76 acres of park land per 1,000 projected residents. The number of projected residents shall be based on 2.5 residents per dwelling unit.	Urban Park land dedication shall be 4 acres of park land per 1,000 projected residents. The number of projected residents shall be based on 2.5 residents per dwelling unit.
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LAND REQUIREMENTS	Urban Density: <input type="checkbox"/> (2.5 units or greater / 1 acre)
Regional Parks: 1	Urban Parks Area: 1
0.0194 Acres x 180 Dwelling Units = 3.492 acres	Neighborhood: 0.00375 Acres x 0 Dwelling Units = 0.00 acres
	Community: 0.00625 Acres x 0 Dwelling Units = 0.00 acres
	Total: 0.00 acres

FEE REQUIREMENTS

Regional Parks: 1	Urban Parks Area: 1
\$430.00 / Unit x 180 Dwelling Units= \$77,400.00	Neighborhood: \$107.00 / Unit x 0 Dwelling Units = \$0.00
	Community: \$165.00 / Unit x 0 Dwelling Units = \$0.00
	Total: \$0.00

ADDITIONAL RECOMMENDATIONS

<p>Staff Recommendation:</p> <p>Park Advisory Board Recommendation:</p> <p align="center">Endorsed 02/13/2018</p>	<p>Recommend to the Planning Commission and the Board of County Commissioners that the approval of the Forest Lakes Phase II PUD Development Plan and Preliminary Plan Amendment include the following conditions: (1) County Parks acknowledges the waiver of \$77,400 in regional park fees in exchange for the proposed Forest Lake Secondary Regional Trail improvements; (2) Designate and provide to El Paso County a 25-foot trail easement along the proposed trail corridor, from the current trail easement in Waterfront Park to the western boundary of Phase II, which allows for public access of the Forest Lakes Secondary Regional Trail; (3) The regional trail shall be constructed by the developer along the planned corridor from Waterfront Park to the western boundary of Phase II, bordering U.S. Forest Service lands, within two years of the recording of the forthcoming final plat(s); (4) Trail plans shall be submitted to and approved by County Parks prior to construction; (5) The trail shall be constructed to Tier 1 standards for a primary regional trail; (6) The trail shall be maintained by the Forest Lakes Metropolitan District when contained within the developer-owned tracts, while El Paso County agrees to maintain the trail contained within the right-of-way of Forest Lakes Drive and the designated school property easement; (7) Encourage the developer to explore the development of an informal crusher fines trail in Tract C to connect the terminus of the Forest Lake Secondary Regional Trail southward to sidewalks and other proposed trails along Mesa Top Drive.</p>
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FOREST LAKES
PHASE 2

PROJECT NO: 18-04-07
DATE: 12-16-18
PROJECT MGR: A. Badow
PREPARED BY: R. Sawyer

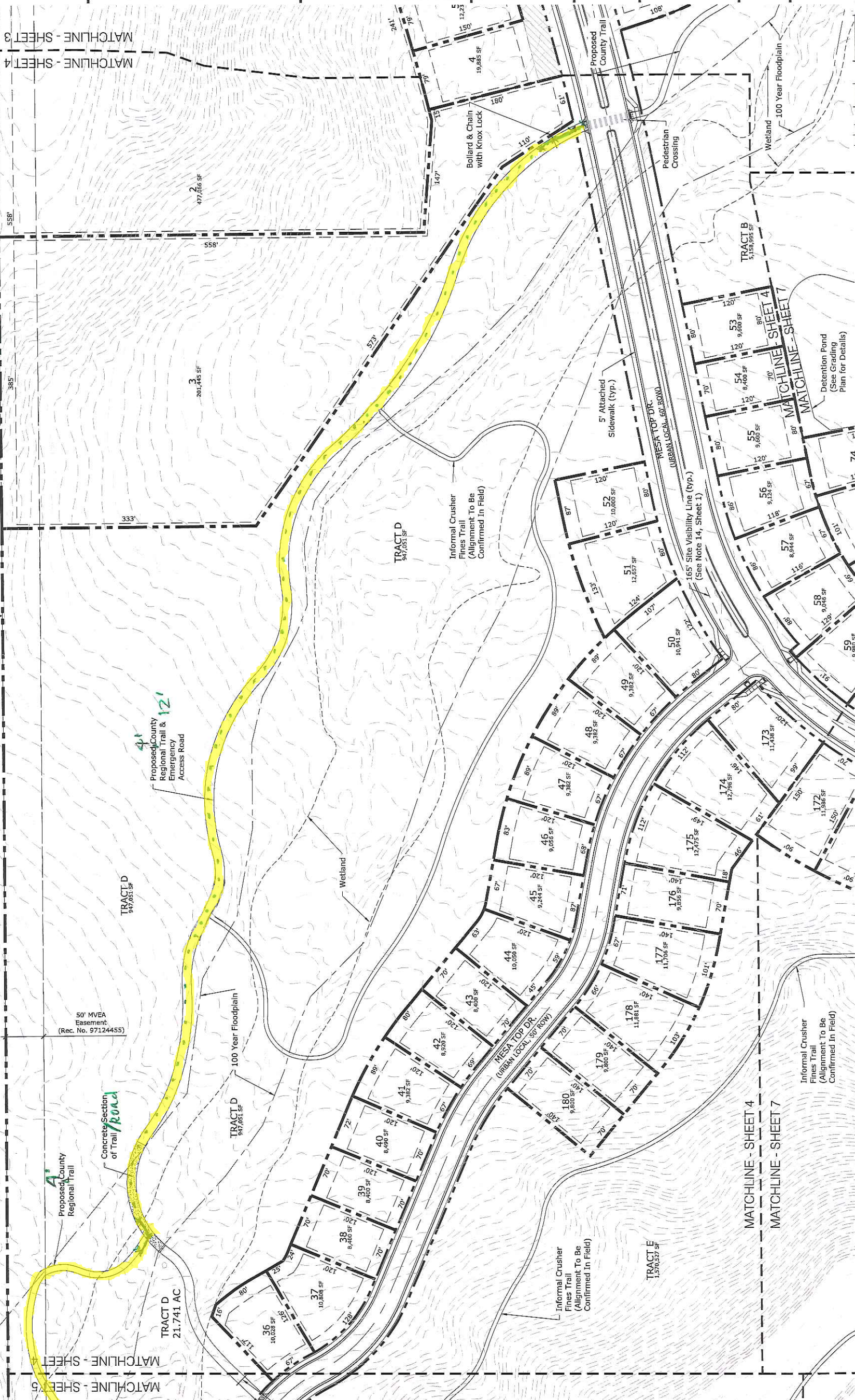
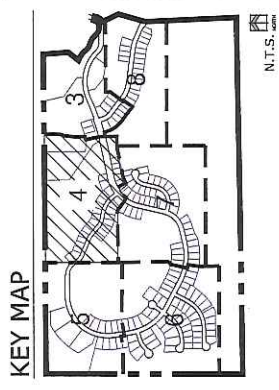
ENTITLEMENT

DATE: 12-16-18
BY: RS
DESCRIPTION: PER COUNTY COMMENTS

PRELIMINARY
SITE PLAN

4 OF 15

PROJECT NO: 18-04-07



Legend:
 Property Line
 100 Year Floodplain
 Wetland
 Fence Sections
 Boulders (Spacing approx. 20')

TRAIL VIEW
 12' -> 2' -> 4' native grass (non-irrigated)
 3' high fence
 Boulders

TRAIL SECTION WITH BOWLER
 Boulders

TRAIL SECTION WITH FENCE
 3' High Split-rail fence
 4" Breeze surface
 2" Class 6 Road Base

