



**November 23, 2020**

**Applicant/Owner:**

**Douglas BNB, LLC  
3855 Walker Road  
Colorado Springs, CO 80908**

**Consultants:**

**Kimley-Horn, & Associates  
2 N. Nevada Ave, Suite 300  
Colorado Springs, CO 80903**

**SITE INFORMATION:**

**ADDRESS: 3805 Walker Road  
PARCEL ID: 6115000004  
ZONING: RR-5  
ACREAGE: 20.18 AC**

**REQUEST**

Douglas BNB, LLC requests an amendment to the approved special use permit (PCD File No. AL-09-002) to modify existing and approved uses under the permit allowances and site plan. The amended request includes:

- Increase maximum facility occupancy from 92 to 120;
- Add four (4) guest rooms to existing structure (currently 24 rooms); 2 main level and 2 lower level;
- Revise overnight occupancy to 28 rooms rather than to 50 persons;
- New assembly/multi-purpose room with 2,000 SF footprint
- Expand outdoor pool and shelter enclosure to 2,000 SF (approved in 2009 at 484 SF);
- Addition of second unenclosed/unsheltered inground outdoor pool and outdoor spa;
- Enlarge Porte-cochere to 32' x 32' x 16' (approved at 20' x 20' x 16');
- Removal the proposed gate house/living quarters from special use permit and site plan;
- Extension of parking lot paving waiver to current special use (see **Waiver Request** below); and,

**Waiver Request:** Implementation of the site improvements proposed by this special use trigger paving of the existing driveway and parking areas. The applicant requests an

If parking lot is not to be paved, please explain how parking spaces will be denoted? Will there be wheel stops to mark them or just informal? Please see related redlines on plan at location of accessible parking.

extension of the 2009 waiver of the paving requirements in order to preserve the rustic characteristics of the site. The proposed driveway and parking expansion will be improved with compacted gravel/road base materials and maintained for adequate guest and/or emergency access/egress. Detailed analysis, including, drainage and grading and erosion control meeting County performance and report requirements will be provided and/or otherwise addressed with the site development plan submittal and accompanying development reports, plans, and permits.

**Wedding Activities:** The application includes a request for confirmation that the use of the facility by a group for wedding activities, ceremonies, rehearsals, and celebrations is consistent with and a logical use that is commonly occurring (or likely to occur) at a retreat or resort or other venue which are considered to possess scenic or solemn qualities. According to the Code definition of recreation camp, the general use ***“would include land uses commonly considered as campgrounds, dude ranches, resorts or retreats.”*** [emphasis added] The applicant requests consideration and concurrence with the special use approval that wedding events, including rehearsals, dinners, reception activities, and wedding party/guest lodging and accommodations are consistent with resort and retreat facility activities and/or events. Wedding activities would follow the same booking, registration, and reservation policies and procedures as existing resort/retreat functions. Separate or multiple wedding events would not be scheduled for the same day or reservation periods. Only one wedding event would be hosted on the site at any individual time.

Outdoor ceremonies and receptions will be limited to the hours of 11:30 AM to 4:30 PM to limit early morning and late evening impacts to surrounding and nearby properties. All outdoor activities, including those associated with wedding events shall be conducted in compliance with the El Paso County Noise Ordinance. Maximum guest occupancy will be limited to 120 persons. Additional staffing will be provided as needed to manage traffic and security activities. All other activities conducted during the group occupancy of the facility during the reservation period will be limited to 120 for daily and guest room occupancy.

### **PROJECT DESCRIPTION**

The existing special use (AL-09-002) authorizes the applicant to operate a “Recreation Camp” on the property with a maximum eight (8) employees, 92 daytime guests, and 50 overnight guests (within 24 guest rooms). Approved uses that have not been implemented include a detached 2,400 SF caretaker’s residence, a 2,264 SF barn/storage facility, and an inground outdoor pool with a temporary seasonal enclosure (shelter)

The approved gate house/guard quarters will not be implemented and is withdrawn from the current special use request. The applicant has maintained compliance with the conditions of approval listed below:

## Compliance Status of Approved Phases (Site/Facility Improvements)

Implemented improvements approved under the 2009 special use which were identified under Phases have been implemented, except as identified above as being modified or removed by this request. Permits were issued by the Building Department with authorization by the County PCD, Department of Health (RBD Permit Nos. H 78604, Plan No. 59378) and Tri-Lakes/Monument FPD respectively. The applicant seeks to amend the approved special use permit prior to implementation of remaining expansion phases to consider the inclusion of additional uses and/or facility expansions approved therein.

### 2009 Special Use Conditions of Approval

1. *Approval is limited to a recreation camp as described in the letter of intent and special use map. This includes eight (8) phases as outlined on page three of the letter of intent. Any expansion not included in the letter of intent and special use map shall be approved by the Board of County Commissioners.*
2. *The applicant shall meet the requirements of El Paso County Public Health as it pertains to the septic system (ISDS) prior to DSD authorization of building permit(s) for occupied structure(s).*
3. *An on-site water source is required at time of expansion. This may be a cistern and or a pressurized system from the adjacent Walden Corporation water system.*
4. *Applicant shall remove the existing driveway access within the County right-of-way of Walker Road and reseed it to match adjacent ground cover. Applicant is not required to remove the balance of the old driveway outside of the right-of-way. If the applicant chooses to utilize the balance of the old driveway for additional parking, a revised Special Use plan shall be provided to the Development Services Department that meets the requirements of the Land Development Code.*

Uses implemented from the 2009 approved special use include:

8 additional guest rooms (increase from 16 to 24 rooms) located in the mail and lower levels. Meeting/assembly space was reduced or remodeled as guest rooms. The current special use request seeks modification of uses approved under the 2009 permit but not implemented:

- Porte Cochere expansion
- Outdoor pool (inground) with seasonal/temporary shelter. (2,400 SF Max)
- Caretakers residence and detached storage garage/barn: (2400 SF max)
- 2,400 SF Barn or detached garage (to comply with required permitting restrictions and/or allowances)

Permits were obtained by the Building Department (RBD Permit Nos. H 78604, Plan No. 59378) with issuance authorization provided by the County PCD, Department of Health and Tri-Lakes/Monument FPD respectively.

Condition of Approval No. 3 from the 2009 special use states the following regarding fire suppression/mitigation requirements:

*“An on-site water source is required at time of expansion. This may be a cistern and or a pressurized system from the adjacent Walden Corporation water system.”*

This condition was imposed to ensure adequate water supply for fire suppression/mitigation onsite. At the time the 2009 building permit issuance, the implementation of the water supply was not adequately addressed nor documented for follow up regarding the disposition of the requirement. The applicant met with the Tri-Lakes/Monument Fire Marshal on site to review existing and proposed conditions and District needs to “support” the proposed use(s). In a follow up letter from that meeting, the Fire Marshal provides the following requirement for water supply:

*“Before any additional residential rooms for occupancy are added, ensure that adequate water is located onsite. Options could include providing a fire hydrant on site with acceptable fire flow requirements from the existing water system near the property or adding a 30,000-gallon cistern or a combination of the options.”*

The letter concludes with the following:

*“All future expansions, which would include adding residential occupancy rooms for overnight, will need to be evaluated for the possible need of fire sprinklers in the R occupancy portions of the building. The determination at that time will be based upon the 2015 IFC or current code adopted by the fire district.”*

The Fire Marshal’s letter has been included with the submittal documents for reference. During the RBD permitting and agency review process for building permit issuance, the applicant will coordinate the timing and final design of required Fire District requirements. The applicant will coordinate the installation of a fire hydrant connecting to the Walden District water supply or alternative water supply authorized by the Tri-Lakes Monument Fire Protection District during the building permit review process and install during the construction phase of any proposed facility expansions.

### **Existing & Proposed Uses**

Historic and planned continued use of the site under the terms of the Special Use Permit (as existing and amended) will be in support of the operation of a retreat center/resort (Recreation Camp). Use of the facilities is limited to scheduled group functions for two (2) to three (3) day periods; however, group reservations may be made for up to 30 days per general recreation camp development standard in the Code. Patronage generally consists of non-profit organizations (approximately 60%), Corporate/Business groups (approximately 20%) and craft/hobby organizations (approximately 20%). Wedding activities and group events will be subject to the same two (2) to three (3) day booking periods.

Proposed amendments result in minor increases of the footprint of the principal structure. Increasing the footprints of the proposed pool shelter and outdoor pool and spa will not exceed the capacity of the existing water/wastewater system nor exceed the operational limitations of their well permit. The proposed multi-purpose room is intended to provide additional break out spaces for group events, exercises, and activities. The expanded pool shelter is located outside of views from the public ROW and adjacent properties. Additional water and wastewater demands are anticipated with the four (4) internal guest room additions. However, the guest room additions are not anticipated to exceed the water/wastewater demands of the gate house with living quarters which has been removed from the plans.

**SPECIAL USE REVIEW/APPROVAL CRITERIA**

- **The special use is generally consistent with the applicable Master Plan;** Compliance with applicable master plan(s) is addressed by summarizing consistency with the Water Master Plan, Policy Plan, and elements of the Black Forest Preservation Plan.

**EL PASO COUNTY WATER MASTER PLAN (WMP)**

The property is located within Planning Region 2 as depicted on the El Paso County Master Plan Planning Regions Map. Water is supplied via an on-site well (Permit # 77569-F). The use of groundwater from this well is limited to:

- ordinary household purposes inside two single-family dwellings [0.67 AF/YR]
- irrigation of up to one (1) acre of lawn, garden, trees,
- stock watering of up to 8 large domestic animals
- in-building commercial use (1 acre-foot)
- And storage and use in a water feature (0.6 AF/Yr)
- **Total average amount of groundwater to be appropriated shall not exceed 4.5 AF/YR**

I send your explanation and a copy of the well permit to Lori Seago to verify a revised well permit is not needed due to the uses. Will follow up if a revised well permit is required.

The four (4) proposed guest rooms are projected to generate an additional 75 gpd per room for a total demand increase of 600 gpd, which is 0.67 AF/YR. the cumulative water use of existing 24 guest rooms is 1,800 gpd (2.02 AF/YR). the additional four (4) rooms increase the demand by 0.67 AF/YR for a total of 2.35 AF/YR.

Both proposed swimming pools will be less than 30,000 gallons each which will require .092 AF annually to fill and are not expected to require refilling for periods of 5-7 years. Annual water loss from evaporation typically do not exceed the total amount of water stored within the pool. At construction, 0.092 AF would be required to fill each pool initially and an additional 0.092 AF to maintain each the first year. A total of 0.368 AF will be required for initial pool operations which is 61% of the annual allotment for water storage/features per the well permit. Year 2 and following years will only require 0.184 AF/YR (31%) of the annual

allocation (0.6 AF/YR). A 7,000-gallon spa/sauna will require 0.021 AF/YR (3.6% of permitted withdrawal). The proposed swimming pools and spa are projected to use 0.205 AF/YR of the dedicated 0.6 AF/YR allocated by the well permit. The proposed swimming pools and spa are projected to use 0.205 AF/YR of the dedicated 0.6 AF/YR allocated by the well permit.

No stock watering of domestic livestock or animals occurs on the site or in connection with the use(s) thereon.

The permit authorizes annual withdrawal of one acre-foot for indoor use only. Withdrawal is limited to up to 4.5 AF/yr. the existing well produces at a rate of 16 GPM. The facility stores 750 gallons which are pumped internally at a rate of 40 GPM. The existing water supply is sufficient to maintain present and proposed operations

Goal 6.0 – Require adequate water availability for proposed development.

Policy 6.0.1 – Continue to require documentation of the adequacy or sufficiency of water, as appropriate, for proposed development.

Policy 6.0.2 – Encourage developments to incorporate water efficiency principles

All new landscaping (required/voluntary) shall be xeric or otherwise drought tolerant which may be watered with non-potable or otherwise repurposed water supplies in a manner consistent with the following WMP Policies.

Policy 6.1.3.1 – Encourage new developments that incorporate water conservation techniques such as xeric landscaping.

Policy 6.1.3.3 – Encourage sustainable landscaping that is tailored to the variations of climate zones across the County.

**EL PASO COUNTY POLICY PLAN**

**Policy 6.1.11: Plan and implement land development so that it will be functionally and aesthetically integrated within the context of adjoining properties and uses.**

The Hideaway site and facilities have been planned to reflect a residential character. Natural screening via undisturbed forested areas surrounding the facility provide effective screening from adjoining properties and views from the Walker Road right-of-way. The location of existing and planned facilities relative to the property boundaries and mature forest/tree cover provide and maintain functional and aesthetic integration of the existing and planned uses into the context of adjoining properties and uses.

**Policy 6.1.15: Recognize the need for new development and redevelopment to respond to changes in demographic, market and technological conditions.**

Proposed guest room additions are intended to offer accommodations to meet the changing needs of retreat organizers and participants and to provide greater flexibility for group participants to utilize the facility in a manner that affords the maximum participation in scheduled group events.

**Policy 6.2.1: Fully consider the potential impact of proposed zone changes and development on the integrity of existing neighborhoods.**

The Hideaway has been operating under the current special use permit since 2009 without incident or complaint by the surrounding community. No noise or use complaints have been filed against the property during its operation.

**Policy 6.2.12: Ensure that proposed zone changes and/or use variances in established neighborhoods are of compatible scale and physical character.**

Findings that the [special] use is generally consistent with the applicable Master Plan were made with the two previous approvals (PCD File Nos. AL-02-001 & AL-09-002). The facility has been designed with a residential character and most activities are located within meeting spaces inside the principal structure. The proposed modifications and refinements to the special use remain consistent with the goals, policies, and recommendations of the Master Plan.

**BLACK FOREST PRESERVATION PLAN (1987)**

The site is located within the Spruce Hill/Highway 83 Corridor of the 1987 Black Forest Preservation Plan. The 1987 recommendations to emphasize residential development within the timbered rather than the open, less vegetated (timbered) areas. This guidance has shaped land use decisions within the area for the last 33 years. Within that time period, however, it has been recognized that special which recommends a development emphasis on residential uses within the timbered rather than open (less treed/forested) areas. "Commercial developments" should serve local needs and be placed at designated intersections as depicted on the plan. The use has been reviewed in light of the recommendations of the plan. Findings have been made that the use is generally consistent with the Plan. The proposed facilities expansion does not lessen the compatibility of the use

Page 54 of the Plan identifies other land uses which are recognized as potentially falling under existing land use categories (Residential, Commercial, Office, Industrial and Extractive, & Agricultural), but do not conveniently do so. These "Other Land Uses" include recreation camps, churches, indoor/outdoor

educational facilities, utilities, utility corridors, wholesale nurseries, and others. According to the plan, most of these uses are treated as either principally permitted or special uses un the current zoning regulations. Some are clearly necessary in the area and others are more discretionary”. The plan recommends these land uses be evaluated in terms of their consistency with the intent rather than letter of the plan.

The Black Forest Preservation Plan, Growth and Land Use Goal 1.6, states: Allow “low impact uses” as defined in this Chapter in areas designated for rural residential uses either through the special use review process or as part of carefully defined planned unit developments”

The Plan defines Low Impact Use as follows:

Low Impact Use: A use which, due to its low intensity, limited scale and predominately rural character could be incorporated into an area otherwise designated for rural residential uses without significantly altering the character of that area. Consistency is dependent on-site characteristics, available buffering, adjacent uses and the ability to strictly define the scope of the sue through a development plan or other appropriate mechanisms. Uses which might meet this criteria include certain private educational institutions, some recreational uses, production and small retail sales of certain agriculturally related commodities and certain services of a limited scope and intensity. Specifically, not included in this definition are major industrial uses, predominately commercial activities, high density recreational camps and any other uses specifically recommended for exclusion from these areas in this plan.

Although the use is identified as a recreation camp, uses of the facility are primarily indoors. Outdoor uses are limited to passive recreational and contemplative activities. The increase of guests from 92 to 120 (28 persons) is occurring primarily indoors and within the same general vicinity of existing uses on the site relative to existing buffers against surrounding properties.

The 2009 Board of County Commissioners’ special use approval included special use findings of general conformance with the master plan and harmony with the character of the neighborhood (including Spruce Hill/Highway 83 sub area). The accommodation of 22 additional daytime guests (increased from 98 to 120) on the site does not substantially alter the character or compatibility of the use. It should be noted, that the use has been characterized by staff and BOCC as consistent with the residential uses in the area and consistent with a low impact use based on the residential character of the facilities, preservation of the forested acreage, quiet nature of the use, and limited traffic.



The proposed pool and spa areas are located more than 450 feet from existing residential uses on the east and more than 350 feet from the south. This buffer area is densely forested and provides natural visual and sound/noise screening to minimize the impact of indoor/outdoor uses on the site.

Indoor activities (conferences, meetings, events, etc...) are located within the retreat center which is setback almost 400 feet from adjacent residential uses against the southern boundary and 500 feet from those on the eastern boundary. The retreat facility is setback 414 feet from Walker Road with an additional 60-foot separation by the ROW from residential uses located west of Walker Road. The applicant owns the adjacent property to the north. The inclusion of 20-22 additional persons will not make the use a high-density recreation camp.

- **The special use will be in harmony with the character of the neighborhood, and will generally be compatible with the existing and allowable land uses in the surrounding area;**

Existing and allowable land uses in the surrounding area include permitted and allowed uses in the RR-5 zone district which surrounds the site on its northern and eastern boundaries. Land uses within the surrounding RR-5 zone include rural residential single-family uses in the Shamrock Hills subdivision on the north, and the Walden East subdivision to the east. The southern and western boundaries are adjacent to the RR 2.5 zone which includes rural residential single-family development in multiple Walden Filings. These subdivisions are surrounded by large lot (35-40 acre) parcels in the RR-5 zone that have been developed agriculturally as ranches or as large lot/acre homesteads that support single-family detached residential uses with rural/agricultural accessory buildings and uses.

The Monument Academy is undergoing final construction phases and is located one-half mile west of the Hideaway at the southeast corner of State Highway 83 and Walker Road. Also, the Ray E. Kilmer elementary school is located approximately one mile southeast of the Hideaway. The general area is characterized by rural residential zoning and land uses.

The main facility which houses guest, assemble, and dining rooms has the physical appearance of a large custom residence nestled within a dense forested property screened from adjacent public rights of way and from views from adjacent properties. Previous and proposed structural modifications are residential in character to preserve a residential character of the facility.

The site and facilities are managed and operated to create a serene residential environment. Harmony is achieved by the creation of balanced relationships between neighboring properties and reducing if not limiting negative impacts among surrounding properties and neighbors, not by the creation of a homogenous copy of similar surrounding land uses. All uses and structures on the site are

buffered from adjacent property views by dense forest which provides 300 to over 500 feet of screening to mitigate noise and visual impacts to adjacent properties.

Continuation of the approved special use together with proposed site modifications which include implementation of site improvements approved by the existing special use will remain harmonious with the character of the neighborhood and continue to be compatible with the existing and allowed uses in the surrounding area.

- **The impact of the special use does not overburden or exceed the capacity of public facilities and services, or, in the alternative, the special use application demonstrates that it will provide adequate public facilities in a timely and efficient manner;**

The cumulative surface area of existing and planned uses and facilities is approximately 5% of the 20 AC site (±1 acre). Implementation of facility expansion authorized by the 2009 special use requires performance and analysis of on-site water and wastewater treatment facilities. Water is provided via individual well. Wastewater is treated by three separate OWTS. Conditions of approval require compliance with County Health OWTS regulations and provision of on-site water supply at the time of expansions approved under the current special use permit.

Any required upgrades to the water supply or wastewater treatment systems will comply with County and State Health Department requirements governing public water supply systems and site application thresholds for OWTS. All requirements and recommendations of the Health Department will be adhered and addressed with all building permit applications and prior to final certificates of occupancy for the same. An evaluation of the septic system capacity relative to facility improvements and overall occupancy of 120 persons will be provided by a Colorado Registered Professional Engineer to the EL Paso County Department of Health during the regional building permit process. All other requirements of the Health department will be followed during the building permit review process.

With respect to water, the existing well permit authorizes the maximum withdrawal of 4.5 AF/YR in support of the identified uses. the use of groundwater from this well is limited to:

- ordinary household purposes inside two single-family dwellings
- irrigation of up to one (1) acre of lawn, garden, trees,
- stock watering of up to 8 large domestic animals
- in-building commercial use (1 acre-foot)
- And storage and use in a water feature (0.6 AF/Yr)
- **Total average amount of groundwater to be appropriated shall not exceed 4.5 AF/YR**

The four (4) proposed guest rooms are projected to generate an additional 75 gpd per room for a total demand increase of 600 gpd, which is 0.67 AF/YR. the cumulative water use of existing 24 guest rooms is 1,800 gpd (2.02 AF/YR). the additional four (4) rooms increase the demand by 0.67 AF/YR for a total of **2.35 AF/YR.**

- **The special use will not create unmitigated traffic congestion or traffic hazards in the surrounding area, and has adequate, legal access;** Implementation of previously authorized expansions together with the facility modifications as presented herein and depicted on the special use site plan map will not create additional traffic beyond what was previously approved. The amended special use will not create unmitigated traffic congestion or hazards in the area and has adequate and legal access. See site operational information regarding employees and guest limitations. Planned site improvements are not anticipated to generate significant transportation impacts. Transportation to and from the site is the responsibility of guests. Transportation to the facility by guests occurs through a combination of individual vehicles, carpooling/ride sharing, commercial or private transports (such as privately contracted charter/group transport services), airport shuttles (from Colorado Springs Airport) and similar group transport services. The Hideaway does not provide transportation or charter services. No off-site parking is provided. All facility activities and uses are planned to be served by the on-site parking within the designated spaces.

Deliveries are generally limited to single-axel food service deliveries approximately three (3) times per month, weekly trash removal service, and 2-3 parcel deliveries per month.

Previous daytime guests were limited to 92 persons. The applicant is requesting a maximum facility occupancy of 120 persons. The addition of 4 guest rooms and an increase in daily occupants by 28 persons is not anticipated to significantly impact Walker Road and the surrounding road network. It is still anticipated that event participants will utilize carpooling, ride sharing, or charter transport to the facility thereby reducing the number of projected ADT. Daily ADT will not exceed thresholds that dictate the need for offsite improvements.

The 2009 special use estimated 68 ADT based on 100 guest and a Guest Vehicle Trip Generation rate of: # guests/2.5occupancy trips/day (100/2.5=40) **plus (+)** 4 caretaker dwelling trips **plus (+)** and estimated 20 employee trips/day **plus (+)** 4 delivery trips/day; Maximum estimated ADT= 68 (per 2009 approval). (Note: analysis performed by LSC transportation Consultants, Inc, in a traffic letter dated 11/16/2010, which has been attached for reference.)

The proposed expansions increase the daily guest number by 20 (120 max guests) increasing the Guest vehicle Trip Generation from 40 to 48 (net increase of 8 ADT).

Proposed trips generated by the current 2020 expansions from 68 ADT to 72 ADT. The net increase of 8 ADT will not create a significant impact on the surrounding transportation network, nor trigger the need for any offsite roadway or access improvements.

- **The special use will comply with all applicable local, state, and federal laws and regulations regarding air, water, light, or noise pollution;**  
No complaints have been generated nor violations reported or documented regarding air, water, light, or noise pollution occurring on the site. Implementation of the approved special use together with the amendment modifications will not create significant air, water, light, or noise impacts or pollution.
- **The special use will not otherwise be detrimental to the public health, safety and welfare of the present or future residents of El Paso County; and/or**  
Implementation of the approved special use together with the proposed modifications included in the amendment will not be detrimental to the public health, safety and welfare of the present or future residents of El Paso County
- **The special use conforms or will conform to all other applicable County rules, regulations or ordinances.**  
The special use is in conformance and will remain conforming with all other applicable County rules, regulations, and/or ordinances.