PRE-APPLICATION NARRATIVE

Binford Property — Annexation & Planned Development Plan

Submitted to the Town of Castle Rock, Colorado

October 2026

Project Snapshot	
Site Address	3639 I-25, Castle Rock, Colorado
Site Size	±298.5 acres
Current Jurisdiction	Unincorporated Douglas County
Existing Zoning	Douglas County jurisdiction (agricultural)
Requested Actions	1) Annexation to the Town of Castle Rock 2) Zoning to Planned Development (PD) via concurrent PD Plan (PDP) application
Adjacent Development	Dawson Trails Planned Development (under construction), immediately north, west side of I-25
Water/Sewer Provider	Castle Rock Water
Proposed Program	▪ 497 residential lots (50'/60'/70'/80' widths); ▪ 3 neighborhood parks (±6.3 ac) plus 1 amenity center (±1.4 ac) ▪ ±151.1 ac open space (OSP-1, 2, 3) - ± 51% of total site area ▪ 2 commercial parcels (±6.4 ac) along the I-25 frontage road

1. Introduction and Project Summary

The Binford property is an approximately 298.5-acre site located at 3639 I-25, Castle Rock, Colorado, situated immediately south of the Dawson Trails Planned Development on the west side of I-25. Dawson Trails is currently under construction, placing the Binford property in direct proximity to an active, expanding edge of the Town's municipal boundary and infrastructure network.

The site currently lies outside the Town of Castle Rock's municipal boundary, within unincorporated Douglas County. The applicant intends to petition for annexation of the property into the Town and, concurrently with that petition, to submit a Zoning application establishing a Planned Development (PD) District, including a PD Plan (PDP), PD zoning regulations, and development agreement, consistent with Chapters 17.32 and 17.34 of the Castle Rock Municipal Code (CRMC) and Section 20.02.030, CRMC (allowing the Town Council to evaluate zoning concurrently with annexation).

The site is not depicted within the Town's Future Town Boundary map per the Future Land Use Map under the 2030 Comprehensive Master Plan; however, it does fall within the Plan's Three-Mile Boundary (page 71 of the 2030 Comprehensive Master Plan) as an area eligible for future annexation consideration by the Town, consistent with the Municipal Annexation Act of 1965 and Section 31-12-105(1)(e), C.R.S. Section 3 of this narrative sets out the applicant's rationale for why annexation of this property is appropriate at this time.

This pre-application submittal includes a concept plan illustrating a residential lotting concept together with a commercial component located along the I-25 frontage road. The residential component proposes 497 residential lots, three neighborhood park sites, and one amenity center that may include features such as a pool and amenity building. Four lot widths (50', 60', 70', and 80') are proposed to provide a diverse mix of housing options for the Town of Castle Rock.

Given the location and character of this property, the applicant believes the site can deliver a residential neighborhood that aligns with the Town's vision while remaining consistent with the character of adjacent residential neighborhoods.

The purpose of this narrative is to provide the Town with sufficient information regarding the applicant's intentions, site opportunities and constraints, and preliminary questions in advance of the pre-application conference required under Section 17.04.020, CRMC, so that Town staff can provide informed feedback prior to the applicant finalizing the annexation petition and PDP application.

2. Site Location, Adjacent Properties, and Existing Conditions

The site fronts the west side of the I-25 frontage road, providing direct visibility and access from the interstate corridor. It is bounded to the north by the Dawson Trails Planned Development (Town of Castle Rock), currently under construction; to the west by the Keene Ranch Planned Development (Douglas County); and to the south by agricultural/residential properties in Douglas County. A 250'-0" buffer, as established by Dawson Trails Planned Development Plan, abuts the northern boundary, and an established 25'-0" wildlife buffer abuts the western boundary edge.

The site's existing topography is defined by significant grade change and rock outcroppings, particularly along the western portion of the property, along with stands of mature vegetation concentrated along the western boundary. A portion of the property is encumbered by the Town's Skyline/Ridgeline Protection Overlay (Chapter 17.48, CRMC). The applicant has intentionally sited the residential development outside of the mapped Skyline and Ridgeline overlay areas, reserving the affected western hillside as open space.

An exhibit graphic accompanying this pre-application submittal illustrates the areas proposed to be preserved as open space or dedicated as neighborhood parks, with the Skyline and Ridgeline Overlay overlaid for reference. Development within the open space areas will be limited to open space amenities such as a trail system and passive seating areas. The residential lots have additionally been positioned to minimize disturbance to existing trees, vegetation, and significant topography, consistent with the Town's design principles under Chapter 17.10, CRMC.

3. Comprehensive Plan Context and Annexation Rationale

The 2030 Comprehensive Master Plan's Three-Mile Boundary map (page 71/80) confirms the Binford property lies within the Town's three-mile annexation planning area. The Plan notes that its maps, including the Future Land Use and Future Town Boundary maps, “are conceptual and are intended for planning purposes” and do not reflect every property eligible for annexation. The Town's substantive annexation policy, Principle RG-2 and Policy RG-2.1 (Castle Rock Annexation Areas), provides the operative criteria for evaluating an annexation petition, and the applicant addresses each below.

3.1 Logical Extension of Town Boundaries (RG-2.1a)

The Dawson Trails Planned Development, directly adjacent to the Binford property's northern boundary, is currently under active construction. Annexation of the Binford property would extend the Town's contiguous municipal boundary southward along the I-25 corridor in a manner that follows, rather than leapfrogs, the Town's current pattern of growth. Because Dawson Trails' infrastructure, roadway network, and service boundary are being established now, the Binford property represents a logical, phased southward extension of the Town's limits rather than an isolated or premature annexation.

3.2 Demonstrated Benefit to the Town (RG-2.1b)

The proposed development offers several tangible benefits consistent with RG-2.1b, including: a diversified housing stock (four lot widths ranging from 50' to 80') that advances the Town's housing choice objectives; a new sales and property tax base generated by the proposed ±6.4 acres of commercial development fronting I-25; dedication of approximately 151.1 acres of open space and ± 7.8 acres of neighborhood parks and amenity area; and the logical infill of a property that will otherwise remain an unincorporated pocket adjacent to Town limits once Dawson Trails is complete.

3.3 Availability of Adequate Urban Services (RG-2.1c)

The site is located within the Castle Rock Water service area. Because Dawson Trails is currently constructing water, sanitary sewer, and roadway infrastructure immediately north of the Binford property, this annexation presents a time-limited opportunity to size and phase that infrastructure to also serve the Binford property. Coordinating now, while Dawson Trails' backbone infrastructure is still being designed and built, avoids the cost and disruption of retrofitting or duplicating water, sewer, and roadway facilities at a later date, consistent with the oversized/jointly-utilized facility recoupment framework contemplated in Section 17.32.070, CRMC.

3.4 Fiscal Responsibility and Infrastructure Cost-Sharing (RG-2.1d)

The applicant views the current construction timeline of Dawson Trails as the key fiscal rationale supporting annexation at this time. Water, sewer, and roadway trunk infrastructure sized only for Dawson Trails today will be materially more expensive, or in some cases infeasible, to extend or upsize once that development builds out and the corridor is fully improved. Processing the Binford annexation and PDP concurrently allows the Town and both developments to evaluate joint infrastructure sizing, phasing, and proportionate cost-sharing (including any recoupment agreement between the developments) as part of the development agreement required under Section 17.32.110, CRMC, before those infrastructure decisions are finalized. A phasing plan (Section 17.32.090) and fiscal impact evaluation (Section 17.32.100) will be prepared and submitted with the formal PDP application to demonstrate that infrastructure costs are proportionate to, and borne by, the development.

3.5 Water Rights Conveyance and Renewable Water Supply (RG-2.1e–f)

Consistent with Section 17.32.080, CRMC and Comprehensive Plan Policies RG-2.1e and RG-2.1f, the applicant intends to convey to the Town all Denver Basin groundwater rights and other water rights accessory to the property at the time of annexation and will work with Castle Rock Water to identify and secure a renewable water supply sufficient to serve 100 percent of the proposed development.

Taken together, the applicant believes the timing and adjacency of the Dawson Trails construction, combined with the site's ability to convey water rights, provide open space, and generate a new commercial tax base, support a finding that annexation of the Binford property is both a logical extension of the Town's boundary and a fiscally sound opportunity for infrastructure cost-sharing consistent with the Town's Responsible Growth cornerstone.

4. Proposed Zoning Approach — Planned Development (PD)

The applicant proposes to zone the property as a Planned Development (PD) District under Chapters 17.32 and 17.34, CRMC, rather than pursuing a straight residential zoning classification. The PD approach allows the flexibility needed to respond to the site's topography and to deliver the proposed mix of lot widths, open space, parks, and commercial uses in a manner consistent with the purposes of the PD District under Section 17.32.010, including preservation of existing landscape features, efficient arrangement of buildings and infrastructure, and provision of commercial and recreational facilities conveniently located to housing.

Concurrent with the annexation petition, the applicant will submit a PD Plan (PDP), proposed PD zoning regulations (including use area categories, density caps, and development standards per Section 17.34.040), and a development agreement addressing infrastructure phasing, open space conveyances, water rights conveyances, and Town service obligations per Section 17.32.110.

5. Defining Character of the Project

The site's existing topography presents certain constraints on the overall layout; that same topography also offers an opportunity for a unique design that will be attractive to both future residents and the surrounding community.

The proposed plan retains an extensive amount of existing vegetation and topography, primarily along the western boundary of the site. More importantly, the residential development is intentionally sited outside of the Skyline and Ridgeline Overlay encumbering the property.

An exhibit graphic has been included with this pre-application submittal illustrating the areas to be preserved as open space or dedicated to the community as neighborhood parks, with the Skyline and Ridgeline Overlay overlaid onto this graphic. Development within these open space areas will be limited to open space amenities, such as a trail system or seating areas with benches, and an amenity area that is compliant with the skyline and ridgeline standards. In addition to open space preservation, the residential lots have been positioned to minimize disturbance to existing trees, vegetation, and significant topography, further preserving the site's existing character. This preservation and connectivity to the existing landscape are intended to integrate the project seamlessly with the character of the Town of Castle Rock, while also providing abundant wildlife habitat and a substantial movement corridor through the site.

6. Project Details — Land Use Summary

As currently proposed on the concept plan associated with this pre-application, the applicant is proposing 497 residential lots varying in width from 50', 60', 70', and 80'. The conceptual lot layout is positioned to

preserve existing vegetation and major ridgelines. Table 1 summarizes the overall land use breakdown; Table 2 summarizes the proposed residential lot mix.

Table 1. Preliminary Land Use Summary

Land Use	Gross Acreage (±)	% of Site
Residential lots, streets & internal infrastructure	133.2 ac	44.6 %
Open Space (OSP-1, 2 ,3)	151.1 ac	50.6%
Neighborhood Parks (3) & Amenity	7.8 ac	2.6 %
Commercial (3 parcels)	6.4 ac	2.1 %
Total Site	**298.5 ac**	**100%**

Note: Residential/street acreage shown is the balance of the 298.5-acre site after open space, parks, and commercial acreages; final acreages will be refined as engineering advances.

Table 2. Proposed Residential Lot Mix

Lot Width	Lot Count	% of Total
50'	212	42.7%
60'	126	25.4%
70'	118	23.7%
80'	41	8.2%
Total	**497**	**100%**

Source: Binford Yield Study (26-08-28). Gross residential density across the 298.5-acre site is approximately 1.66 dwelling units per acre; the yield study legend additionally reflects minor unit count adjustments (+1/–2/+3) anticipated as the lotting concept is refined.

The proposed commercial component consists of two parcels totaling approximately 6.4 acres (2.7 and 3.7 acres) fronting the I-25 frontage road at the northeast, and southeast corners of the site, providing visibility and access from the interstate while buffering the residential neighborhood to the west.

7. Open Space, Parks, and Trails

The plan dedicates approximately 151.1 acres (± 51% of the gross site) as open space (OSP-1, 2, 3), which is more than double the minimum 20% open space requirement for PD Districts under Section 17.32.050.A, CRMC. This open space is concentrated along the western portion of the site, coinciding with the property's steepest topography, most significant vegetative stands, and the mapped Skyline/Ridgeline Overlay area, consistent with the siting factors identified in Section 17.32.050.B, as well as being located adjacent to the majority of the abutting residential properties.

Park spaces, as located on the current concept plan, are distributed within the overall project site to provide future residents with equitable access to park amenities. The plan currently proposes three park sites totaling approximately 6.31 acres, in addition to a planned amenity area that may include a pool and

amenity building. Potential park amenities include, but are not limited to, play equipment, recreation trails, timber stepping stairs, walkways, seating, shade shelters, picnic areas, and fitness stations.

The plan proposes an integrated pedestrian and trail network consisting of approximately 14,800 linear feet of 4' wide natural surface trail and approximately 7,000 linear feet of 8' wide concrete walk (a combined ±4.1 miles), including a timber stair system (129 steps) that navigates the grade change on the western hillside open space. The trail network is intended to connect internal neighborhoods to the park sites and amenity center and the potential to provide a future connection point to the Dawson Trails trail network to the north.

8. Public Land Dedication Considerations

The applicant recognizes that Section 16.08, CRMC establishes formula-based public land dedication (PLD) requirements for parks, schools, water facilities, fire, police, and Town administrative facilities, which will apply unless superseded by an approved Open Space and Public Land Dedication (OS/PLD) Plan adopted as part of the PD Plan under Section 17.34.040.E.

Applying the single-family park dedication formula (0.024 acres per dwelling unit) to the proposed 497 lots yields a formula-based park dedication target of approximately 11.9 acres, compared to the ± 6.31 acres of on-site neighborhood parks currently shown on the concept plan. The applicant believes that this is sufficient given the abundance of open space proposed at nearly double the Town's requirement, since the open space and trails system will be the defining recreational component of this community. Additionally, an almost 1.5 acre amenity area is planned to be included for the community's residents.

The applicant also recognizes that school land dedication (Section 16.08.100), water facility dedication (Section 16.08.040), and fire, police, and administrative facility dedication (Sections 16.08.050–16.08.070) will apply on a per-unit or per-acre basis and will coordinate with the Town and the Douglas County School District to determine final dedication or cash-in-lieu amounts as the project advances.

9. Grading and Drainage

The site plan has considered existing drainage patterns and to the extent possible, the existing major drainage patterns have been maintained. Stormwater detention and water quality facilities will be designed per the Town's Stormwater Criteria Manual and sized to release at or below historic rates. A Preliminary Drainage and Grading Plan has been provided with this pre-application. The applicant will coordinate outfall locations, offsite flows, and downstream capacity with the Town and the Dawson Trails development team, as well as with CDOT for any frontage road or I-25 drainage interface.

10. Utilities and Services

The property is located within the Castle Rock Water service area for both domestic water and sanitary sewer service. As described in Section 3.3 above, the applicant intends to coordinate closely with Castle Rock Water and with the Dawson Trails development team regarding the sizing, phasing, and potential cost-sharing of water and sewer trunk infrastructure serving both developments.

The applicant will convey all Denver Basin groundwater rights and other water rights appurtenant to the property to the Town at the time of PD Plan recordation, consistent with Section 17.32.080, CRMC, and will work with the Town to secure a renewable water supply for 100 percent of the anticipated development, consistent with Comprehensive Plan Policy RG-2.1f.

The applicant will further coordinate with Town Fire and Police Departments and with the Douglas County School District regarding service area boundaries, response capabilities, and any associated facility or land dedication needs generated by the proposed development.

11. Circulation and Access

The concept plan proposes two primary vehicular access points connecting the development to the I-25 frontage road, providing redundant access for residents, emergency responders, and future commercial patrons. Internal streets are aligned to respond to the site's topography while providing a connected, legible circulation network. Varying hardscape (concrete) and softscape (natural surface) pedestrian pathways, described in Section 7 above, supplement the vehicular network and are intended to connect residential neighborhoods, parks, the amenity center, and future connections to Dawson Trails.

12. Consistency with PD Plan Approval Criteria

Section 17.34.030, CRMC establishes the criteria against which a PD Plan is evaluated. Table 3 provides a preliminary breakdown between those criteria and the concept plan, which the applicant will expand upon in the formal PDP application.

Table 3. Preliminary PD Plan Approval Criteria Crosswalk (§ 17.34.030)

Criteria Category	Preliminary Response
A. Community vision / land use entitlements	Concept plan responds to Chapter 17.10 design principles by preserving western hillside topography and vegetation and siting residential uses outside the Skyline/Ridgeline Overlay.
B. Relationship to surrounding area	Residential lotting is designed to transition to the adjacent Dawson Trails PD to the north; commercial parcels are sited along the I-25 frontage to buffer residential uses from the interstate, and substantial open space is included to buffer the existing homes to the south and west.
C. Circulation and connectivity	Two vehicular access points to the frontage road, an internal street network responsive to topography, and a combined ±4.1-mile trail network with a planned connection to Dawson Trails.
D. Services, phasing, and off-site impacts	Water/sewer service confirmed within the Castle Rock Water service area; phasing plan and fiscal impact evaluation to be developed with the Town, coordinated with concurrent Dawson Trails infrastructure construction.
E. Open space, public lands, and recreation	±151.1 acres of open space (±50.6% of site), substantially exceeding the 20% PD minimum; three parks (±6.31 ac) plus an amenity center (±1.44 ac); ±4.1 miles of trails.
F. Preservation of natural features	Residential lots and streets sited to avoid the Skyline/Ridgeline Overlay and to minimize disturbance to mature vegetation and significant topography, concentrated within the preserved western open space.

13. Outstanding Items for Town Discussion

The applicant respectfully requests the Town's preliminary input on the following items during the pre-application review:

Planning

- Transfer of Development Rights (Section 20.02.015, CRMC): confirmation of the preferred path and alternatives for satisfying the QRU/MRU transfer requirement (or eligibility for the Section 4.04.045 alternative) for the proposed 497-unit program.
- How does the Douglas County map (9.1 – Wildlife Resources) affect the proposed development, and whether any additional survey, mitigation, or buffer requirements should be anticipated.
- Confirmation of the mapped Skyline/Ridgeline Overlay boundary on the site and the Town's preliminary reaction to the proposed avoidance approach, but with the amenity area included.
- With respect to the Skyline/Ridgeline Overlay, how is existing versus proposed grade interpreted? Ie. Does the 25' height limitation set the elevation, and we are in 10' of cut at the amenity area, can a structure be 35' tall and still meet the established overlay elevation?
- Preliminary feedback on the proposed approach to public land dedication (Section 8 above), including the potential for an approved OS/PLD Plan and/or private open space credit. Ie. can we get some leeway on the parks requirements by providing more open space than the code requires?
- Please provide guidance concerning coordination process and timing with the Douglas County School District regarding school land dedication or cash-in-lieu.

Civil / Infrastructure

- Private drive design standards applicable to the proposed private drive serving the amenity center.
- The Town's preferred process for evaluating joint/cost-shared water, sewer, and roadway infrastructure sizing with the adjacent, under-construction Dawson Trails development, including any applicable oversizing recoupment mechanism under Section 17.32.070.
- Scope and timing expectations for the fiscal impact evaluation required under Section 17.32.100, CRMC.

13. Conclusion and Next Steps

The applicant appreciates the opportunity to introduce the Binford property to the Town through this pre-application process and looks forward to the Town's feedback on the annexation rationale, proposed Planned Development approach, and the discussion items identified above. This narrative is submitted together with the following exhibits: (1) the Binford Yield Study / concept site plan; (2) an aerial exhibit depicting the site location relative to the Town's zoning map and the Dawson Trails Planned Development; and (3) references to the applicable provisions of the 2030 Comprehensive Master Plan, Title 16 (Subdivision Regulations), Title 17 (Zoning), and Title 20 (Annexation and Disconnection) of the Castle Rock Municipal Code. The applicant will continue to refine the concept plan based on the Town's input as the annexation petition and PD Plan application are finalized.