

Date: Wednesday, November 26, 2025

To: **The Palmer Lake Planning Commission**
Through: Glen Smith, Interim Town Administrator, Town of Palmer Lake (TOPL)
From: **The DRT technical reviewers, Palmer Lake Development Review Team (DRT)**
 Barb Cole, Consulting Planners, Community Matters Institute
 Mark Morton, PE, GMS, Inc., Consulting Engineers,
 John Chavez, Chavez Consulting Inc., LLC, Stormwater Consultant

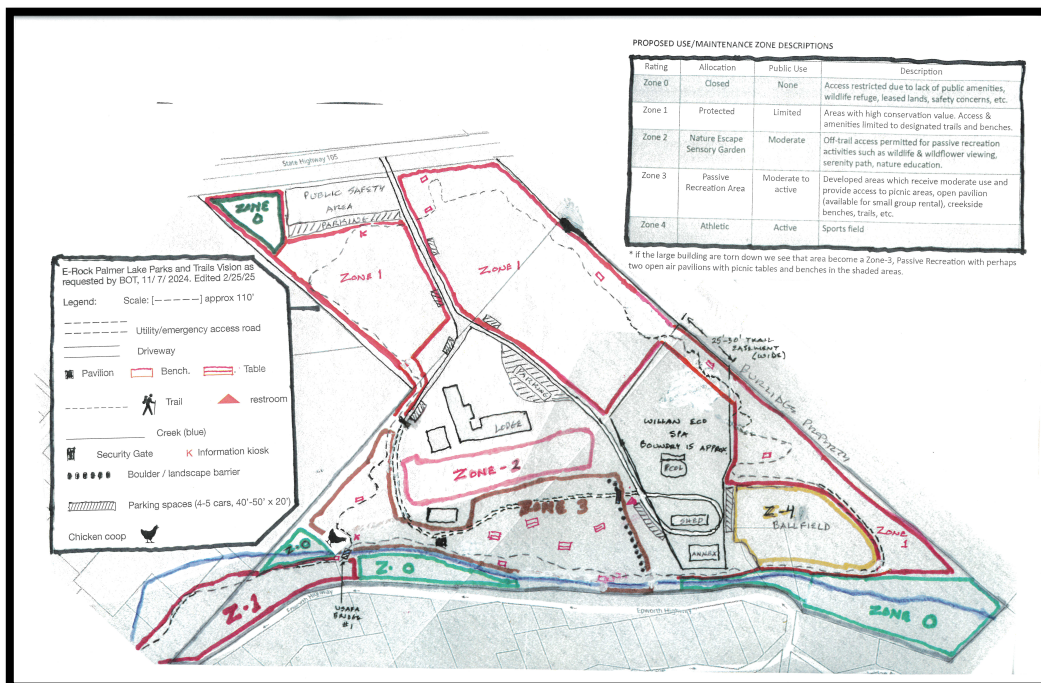
CC: Erica Romero, Town Clerk, Town of Palmer Lake
 Scott Krob, Town Attorney

Re: **Elephant Rock Town-owned PD and EcoSpa**

Overview

This memorandum reviews the completeness of the PDP for the Elephant Rock town-owned property as well as the completeness for the EcoSpa portion of the Planned Development that is scheduled for consideration by the Planning Commission on December 3, 2025.

It is the DRT's understanding that the Interim Town Administrator agreed that the EcoSpa, as one of the Planning areas shown on the draft exhibit prepared by the Elephant Rock Committee





and Parks Commission, and sent to the DRT by Hutson and Caves, could proceed ahead of the entire PDP only if the entire PDP was submitted and approved at the next scheduled Planning Commission meeting. (September meeting with the Willians, Prism, Interim Town Manager, Town Attorney, and Mark Morton, PE from GMS.)

Per Glen's email to Garry Rohleder, Prism on November 18th, 2025- *"A completeness review will be underway as soon as we are assured that all the deliverables per the contract have been received. At this point, I do not believe we have everything specified in the contract as well as addressing the MS4 issue."*

The DRT has noted that numerous deliverables in the contract between the Town and Prism have not been received.

Lastly, the applicant has stated that many of the required submittals are "not applicable" or "not required" because the property is owned by the Town. The Town Board explicitly determined that the Town-owned property would be subject to the same rules and code requirements that are applicable to any other application

This completeness review is applicable to both a single submission for EcoSpa as a designated Planning Area, as well as the entire PDP Plan. The contract with Prism, dated June 25th, 2025, and passed as a resolution dated July 1, 2025, states as follows, among other deliverables:

"Prism will prepare the PDP/PUD exhibit and development guide, which will include current existing conditions, future development zone uses, improvements, lighting, storm water runoff allocations etc., all per the Town's current approved Code and Regulations."

LIST OF SUBMITTED DOCUMENTS

The applicant provided digital copies of the following documents, with Friday, 11/21/2025, as the date of the files (*many of the submittal items are not dated*). This 'packet' was provided to the Interim Town Administrator, Glen Smith. (the submittal is attached as a separate file).

1. PD checklist- many items not submitted or noted as Not Applicable (NA)- *incorrect, applicant stated they would meet all Code requirements.*
2. One page graphic entitled EcoSpa PD Amendment Updated October 2025-*limited site data that does not meet PD Code requirements.*
3. EcoSpa Site Plan for 3.74 acres (was 2.8 but 3.74 includes addition of parking area)- *no dimensional requirements are noted, and it references "height per PUD zone or in*



*original PUD zone"- nothing was ever submitted nor recorded per Town research.
Dimensional requirements must be established.*

4. EcoSpa at Chautauqua Springs Willin's Proposal. *Does not meet Code.*
5. EcoSpa Addition/Remodel- Noted as "Final Development Plan (FDP) " *This is the next step after a PD is approved for the entire property. The FDP cannot be approved without a recorded PDP.*

Community Matters Institute

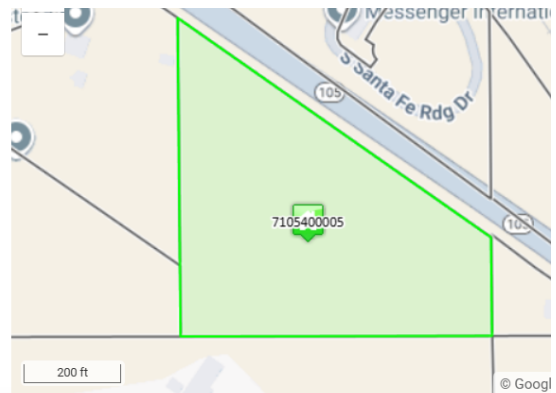
It is CMI's understanding that the contract with Prism was to include the materials necessary to approve a PD Plan for the entire property. Amy Hutson and Tim Caves confirmed several items:

1. The Town-owned property was to follow the same regulations as applicable to all other PD's processed by the Town. No exceptions to the Town Code.
2. This PD cannot be an amendment because there is no recorded PD on file with the El Paso Clerk and Recorder.
 - *"Existing PDs shown on the official zoning map. Planned developments without a planned development plan (PDP) or final development plan (FDP) recorded at the El Paso County Clerk and Records Office are required to initiate a new planned development zoning application."*
 - *"Upon approval of the PDP, the PD shall be given an ordinance number and its geographical area outlined on an overlay sheet constituting part of the official zoning map of the town. This PD designation and ordinance number shall continue until the development schedule in the PDP, or the FDP expires as provided above or is extended, amended, or completed. Upon filing and recording of a PDP, the designation shall stand unless changed, and all documents shall be kept on file for reference."*
3. Furthermore, the property noted as the Salvation Army Elephant Rock Property PUD was never zoned. There is only PUD zoning for the northernmost property adjacent to Hwy 105.

Provided by GMS:



Info on the northern parcel:
No Photo Available



Overview Land Details Buildings Details Sales History

Appeals My Community Comper Deeds

Overview

| | |
|------------------|---------------------------------|
| Owner: | TOWN OF PALMER LAKE |
| Mailing Address: | PO BOX 977 PALMER LAKE CO 80133 |
| Location: | 350 HIGHWAY 105 |
| Tax Status: | Exempt |
| Zoning: | PUD |
| Plot No: | |



Market & Assessment Details ?

| | Market Value | Assessed Value (School) | Asses (Non-S) |
|-------------|--------------|-------------------------|---------------|
| Land | \$132,976 | \$0 | \$0 |
| Improvement | \$0 | \$0 | \$0 |
| Total | \$132,976 | \$0 | \$0 |



Info on the southern parcel:

NO PHOTO AVAILABLE

Overview Land Details Buildings Details Sales History Appeals My Community Comper

| Overview | | Market & Assessment Details | | |
|------------------|---------------------------------|-----------------------------|-------------------------|-------|
| Owner: | TOWN OF PALMER LAKE | Market Value | Assessed Value (School) | As (N |
| Mailing Address: | PO BOX 977 PALMER LAKE CO 80133 | Land | \$533,593 | \$0 |
| Location: | 350 HIGHWAY 105 | Improvement | \$1,278,964 | \$0 |
| Tax Status: | Exempt | Total | \$1,812,557 | \$0 |
| Zoning: | - | | | |
| Plat No: | - | | | |

- The PD Plan was to include a full narrative on the intent of the PD (provided by Hutson and Caves based on work completed by the ER committee), a map of the planning areas as required by Code, and the trail locations as provided by the Parks Commission.
- Glen Smith noted that he was willing to process the Eco-Spa portion of the PD ONLY if the remainder of the PD was completed within 1 month of the Planning Commission’s approval for EcoSpa.

Required Submittal Items- noted for EcoSpa (3.74 acres) and for the Elephant Rock Property (28.4 acres):

- Mineral Notification- required by Statute- this is a simple form
- Project Narrative- Per Code and rezoning requirements, the narrative must address the following: Requirement- The narrative must address how both the EcoSpa and the entire property address the following:

"(1) To encourage a unified approach to planning, design, and development of land that is consistent with the adopted community master plan of the Town, including the goals and objectives, future land use plan, and three-mile annexation plan.

(2) To encourage flexibility, innovation of quality design, and a variety of development types to promote the most suitable and appropriate use of a site.



- (3) *To facilitate the adequate and efficient provision of streets, utilities, and municipal services.*
- (4) *To achieve a compatible land use relationship with the surrounding area and existing development.*
- (5) *To preserve the unique, natural, scenic, historical, and cultural features of a site.*
- (6) *To encourage energy efficiency and conservation of energy and natural resources.*
- (7) *To provide for usable open space and recreational areas in new development.*
- (8) *To permit a developer to propose an overall planned development plan which can be considered as to its merits under a unified development plan that may or may not be developed in phases through the submittal of a final development plan.*
- (c) *The planning commission and the board of trustees shall consider the purposes of this section in approving or denying any requests for a planned development district and in the review of a planned development plan. "*

- Needed for Eco-Spa: The Willian's proposal that was prepared for the lease DOES NOT meet the code requirement. This needs to be a text narrative that demonstrates how the above objectives are achieved. What has been submitted is more appropriate for the Final Development Plan. Please reference the Code (17.2.160 new Code #; previous Code # 17.72- both are available on the Town Website)
- The project narrative for the entire PD needs to be an expansion of the narrative provided by Hutson and Caves.
- SEE Sec. 17.2.173 Planned development plan (PDP). The application is incomplete without this information.

- Quantitative Data- NOT SUBMITTED: This is required by Code and by State Statute- this is typically a table of uses and must include the required open space dedication (Code and Statute). The application is incomplete without this information. The Town Code states as follows

- "a. *Total number and type of dwelling units for residential PDs and the total and type of square footage of each land use within a non-residential PD.*
- b. *Approximate parcel size.*
- c. *Proposed lot coverage ratios of buildings and structures.*



d. *Proposed gross and net residential densities, and non-residential densities.*

e. *Amount of required land dedication (parks, open space, wetlands, trails, recreation sites, etc.).*

f. *Water and sewer demand for projected uses.*

g. *The proposed maximum height(s) of buildings, setbacks, and related dimensional standards within the PD. "*

- PD Zoning Text -NOT SUBMITTED- PLEASE REVIEW THE CODE. The application for the EcoSpa and for the entire property needs to list and include the following. The application is incomplete without this information. This is what will be used to review any development on the property- in essence, you are creating your own zone district:

- Principle Uses by Right
- Accessory Uses
- Temporary Uses (if any)
- Conditional Review Uses (if any)
- Dimensional Standards- Code states: *All dimensional standards shall be established and documented on an approved written and graphic PD plan.*
- Development and Design Standards
- Required Open Space description
- lighting requirements if different than those adopted
- sign requirements if different than those adopted
- Any other negotiated zoning attributes
- For the parcel noted as PUD on the assessor's map but not included in this incomplete submittal, the applicant must show the Highway 105 setback. The PD ordinance adopted in December of 2024 remains as follows:

- **17.2.166 Buffering, screening and setbacks.**

Uses, buildings, or structures on the perimeter of the PD district shall be set back, arranged, and adequately buffered and/or screened to ensure their appearance and use will be compatible with adjacent land uses. Building and structure setbacks along the perimeter of the PD zone district shall be a minimum of 25 feet. Building setbacks shall be a minimum of 200 feet along the frontage of State Highway 105 and Spruce Mountain Road.

(Ord. No. 14-2024, § 1(Exh. B), 12-12-2024)



- Open Space Description: PDs require open space dedication. If submitted as an entire PD, this requirement can be met but the designated open space must be clearly marked on the required graphic exhibit. (See 17.2.169 Open space requirements.)
- Water and Sewer demand is required for both the EcoSpa parcel and the remainder of the property. INCOMPLETE
- TRAFFIC IMPACT ANALYSIS- Prism indicates unchanged per CDOT- this is inconsistent with information provided to the property owner by CDOT and copied to the Interim Town Administrator. CDOT states an access permit is required.
- Required Graphic Plan: The Code states that a graphic plan is required with the following information: INCOMPLETE
 - Graphic documents. Supporting maps, plans, and drawings that portray the basic concepts proposed in the application. The documents shall include, at a minimum, the following information.
 - a. A vicinity map at a legible scale. *VICINITY MAP STATES "NO SCALE."*
 - b. The existing site conditions including topographic contours and watercourses, floodplains (i.e., 100-year), wetlands, wildlife habitat and corridors, unique natural features, and vegetation cover. NOT PROVIDED
 - c. Proposed subdivision boundary lines and site designs in specific or prototypical form. The general location of all existing buildings and improvements. Preliminary architectural standards, elevations, and planned construction materials of proposed buildings and structures. PROVIDED
 - d. General location and size in acres or square feet of areas to be conveyed, dedicated, or reserved as common and private open spaces, public open spaces or parks, recreational areas, school sites, and similar public and quasi-public uses and any proposed fees in-lieu of land dedication, or combination thereof. NOT PROVIDED
 - e. Existing and proposed circulation system of arterial and collector-type streets and major points of access to public rights-of-way for vehicle, pedestrian, and bicycle traffic. Notations of proposed ownership, public or private, shall be included. The locations of local streets may be required at the discretion of the planning commission. EXISTING ROADS SHOWN, EXISTING ACCESS TO HWY 105 SHOWN, NO INDICATION OF OWNERSHIP, see below.
 - f. A generalized grading plan for streets requiring substantial cuts and fills. NOT PROVIDED.
 - g. Description and lot layout showing how 17.3. 610 Slope and stormwater quality control requirements impact site development. NOT PROVIDED.



- h. The proposed concept and general off-site connection methods for utility service including sanitary sewers, storm sewers, water, electric, gas, cable, and telephone lines. NOT PROVIDED.
- i. Preliminary drainage plan for the entire project indicating proposed on-site facilities and treatment and abatement of drainage to adjoining properties. NOT PROVIDED.
- j. A preliminary lighting plan. NOT PROVIDED.
- k. Additional information. The planning commission may require additional information from the applicant to evaluate the character and impact of the proposed PD on the town, including not limited to fiscal impacts, traffic, wildlife, environmental impact etc. over the period of the generalized development schedule. NOT PROVIDED.

Findings pursuant to PLANNED DEVELOPMENT PLAN (Sec. 17.2.160 Planned Development- new code # but old Code references are listed for ease of reference)

THE APPLICATION IS NOT COMPLETE AND SHOULD NOT MOVE FORWARD UNTIL ALL CODE REQUIREMENTS ARE MET.

Applicant's Submitted Checklist Summary

- General application form – NO
 - Application form for type of application – yes
- Application fees, cost reimbursement agreement (Not applicable, see Quote and Contract with Prism dated June 25th and July 1st.)
- Planned Development Plan (17.72.140) application notes ECOSPA P.D. Amendment
 - *This cannot be an amendment because the southern parcel of the property is not zoned. The Elephant Rock Property consists of two parcels, the northernmost parcel is noted as PUD in the Assessor's records, but none of the required recorded documents nor an ordinance zoning PUD exist. No development plan, neither a Planned Development Plan nor a Final Development Plan, was ever submitted.*
 - *The following code provisions have applied to all PDs and PUDs starting with the submittal of the Elephant Rock Villas property in 2023.*



Sec. 17.1.90 Expiration of Land Use Approvals.

(a) Approval by the Board of Trustees of any Planned Development District PD plan, Final PD development plan (FDP), subdivision plat, conditional review use, site plan, or any other land use approval that does not constitute an amendment to the Official Zoning Map shall remain in effect for three (3) years unless a longer vesting period is granted by the Board of Trustees.

Sec. 17.2.162 Effective date and establishment of a planned development district (PD).

Existing PDs shown on the official zoning map. Planned developments without a planned development plan (PDP) or final development plan (FDP) recorded at the El Paso County Clerk and Recorder's Office are required to initiate a new planned development zoning application.

REQUIREMENTS PER PD CHECKLIST

- Legal description of the total site – NO
- Proof of ownership – no. Show on the site plan the full boundary and acreage for each of Parcel 1 and Parcel 2 and EcoSpa- GMS to check the survey as required by the Contract; the applicant has submitted the old PUD that is not to scale.
- Proposed development description - NO
- Design standards -NO
- Open space description – NO
- Development schedule – NO
- Quantitative data
 - Number and type of dwelling units – no. Will this be applicable in later stages?
 - Approximate parcel size – NO
 - Gross and net residential densities – N/A
 - Amount of required land dedication – NO
 - Water demand – NO
 - Sewer demand – NO
 - Proposed maximum height(s) and related dimensional standards – NO
 - Letter from school district – no.
 - Graphic documents
 - Vicinity map at legible scale NO- INDICATES NO SCALE
 - Existing site conditions
 - Topographic contours – NO
 - Watercourses – NO



- Floodplains (i.e., 100-year) – NO
- Wetlands – NO
- Wildlife habitat and corridors NO
- Unique natural features NO
- Vegetation cover – NO -Indicate type of vegetation for areas outside of the tree-covered area.
- Subdivision lines and design information
 - Subdivision boundary lines NO
 - Site designs in specific or prototypical form – FDP shows EcoSpa
 - General location of all existing buildings and improvements - NO
 - Preliminary architectural standards - NO
 - Elevations – yes for EcoSpa
 - Planned construction materials of buildings and structures –??
 - Open space – NO
 - General location and size in square feet of open space and public use land – NO
 - Any proposed fees-in-lieu – no*.
- Circulation – The Traffic Impact Study - NO
 - Proposed arterial and collector-type streets – NO
 - Major points of access:
 - Vehicle – yes.
 - Pedestrian – NO
 - Bicycle – NO
 - Notations of proposed ownership (public or private)-NO
 - Location of local streets – Note: Planning Commission may require this information.
- Generalized grading plan for streets requiring substantial cuts and fills – NO
- Utilities
 - General off-site connection methods for:
 - Sanitary sewers – no.
 - Storm sewers – no
 - Water – no.
 - Electric – no.
 - Gas – no.



- Cable – no.
- Telephone lines – no.
- Description and lot layout showing how chapter 17.68, Hillside Overlay District, and stormwater quality control requirements impact site development – no.
- Drainage
 - Preliminary drainage plan - NO
 - On-site facilities – NO
- Preliminary lighting plan – NO
- Additional information – Note: Planning Commission may require additional information.

GMS Consulting Engineers

1. Additional comments are provided below, some of which may address similar topics as described above. Comments on a similar topic shall not negate one another, each comment shall be treated as a separate topic.
2. The submittal appears to have been prepared as an amendment to an existing PUD. However, according to the El Paso County Assessor information, the parcel in which the improvements are proposed (parcel no. 710800016) does not have any zoning designation assigned to it. Therefore, it does not appear that the submittal can be processed as an amendment to an existing PUD if the existing PUD is not existing/recorded.
3. Certain parts of the submittal are missing, which may reflect the opinions stated in the Prism contracted scope of work where it was suggested that the Town use its ability to exempt itself from the need for certain documents or actions since it owns the property. It is the DRT's understanding from the Board of Trustees that the Town partake fully in the PD process and adhere to the current Municipal Code requirements for the PD process.
4. Regarding the checklist form completed and included in the submittal package, the following is noted:
 - a. Section 1 – Submittal Requirements
 - i. Project narrative: the form indicates it is attached, but a narrative does not appear to be included. A separate page stating an estimate and timeline for the proposed Eco Spa development was included, and various notes and data tables provide pieces of information on the



- proposed development. However, these items do not appear to fulfill the written project narrative requirements for description of the proposed development, quantitative data for the project, PD zoning text for uses and standards, nor description of open space.
- ii. Water and sewer demand: the checklist indicates this information is not applicable. However, this information must be provided, and as stated in the checklist form, provided for the entire PD.
 - iii. Traffic impact analysis: The form indicates this is unchanged per CDOT. CDOT has stated a State Access Permit is required. Traffic analysis information must be provided to CDOT their review and determination of the necessary improvements. With this proposed PD being a change in use, CDOT requires an access permit and a complete traffic analysis which may result in improvements to the property's access point from Highway 105.
 - iv. Development schedule, supporting maps, plans, and drawings, water resources report, master utility plan, sanitary sewer will serve letter, and the preliminary drainage plan are all indicated on the form as not applicable or no changes. However, this information is required, and no data or information has been provided as a basis for each of these individual items.
- b. Section 2 – Drawing Requirements: several items do not appear to be provided on the submittal drawings. All submittals must be scalable. These include, but are not necessarily limited to, the following.
- i. Abutting subdivision or parcel owners
 - ii. The general size and location of proposed public lands and dedicated common open space
 - iii. Setbacks graphically shown on drawings with references to actual building setback dimensions
 - iv. Survey data for the proposed development and entire PD with appropriate notations for existing and proposed property corners, as well as all necessary references to recorded survey monumentation.
 - v. Preliminary landscape plan
 - vi. Proposed grading plan
 - vii. Slope, grading, and disturbance area requirements in accordance with current code section 17.3.610 (previous code section 17.68)



- viii. Stormwater quality control requirements in accordance with current code section 17.3.610 (previous code section 17.68)
- ix. Areas sloping 15% or greater
- x. Preliminary drainage plan for the entire project
- xi. Traffic circulation and access plans
- xii. Existing and proposed right-of-way, access easements, utility easements and drainage easements
- xiii. Existing and proposed circulation system for vehicles and pedestrians within and adjacent to the property
- xiv. Proposed concept for utility services
- xv. Preliminary lighting plan
- xvi. Maintenance provisions and plan

Chavez Consulting

1. The redevelopment of the Elephant Rock property began in August of 2024 with the demolition of the old camp structures. The land disturbance associated with the demolition was less than one (1) acre in size. However, future development of the site will ultimately result in greater than one (1) acre of land disturbing activity. As such the site is an applicable development site as defined by the Town of Palmer Lake Municipal Separate Storm Sewer System (MS4) Permit. All
2. In addition to the items mentioned above, there are a few MS4 Permit required documents that will need to be completed by all future developers of the Elephant Rock property. The following two MS4 applicability documents are required to be submitted prior to any construction activity on-site.
3. ToPL MS4 Applicability Evaluation Form
4. ToPL MS4 Post Construction Stormwater Management Applicability Evaluation Form
5. The grading and erosion control plan required above must be developed in accordance with the Town of Palmer Lake Grading and Erosion Control Plan Checklist. In addition to the grading and erosion control plan a stormwater management plan will also be required. The stormwater management plan must be developed in accordance with the Town of Palmer Lake Stormwater Management Plan Checklist. The checklist must be submitted with the corresponding plan.
6. Post-construction stormwater management will be required for the redevelopment of the 28-acre site. The creation of parking areas and other impervious areas will trigger the requirement to construct a permanent stormwater quality control structure.