



**TOWN OF PALMER LAKE
BOARD OF TRUSTEES - AGENDA MEMO**

DATE: June 12, 2025	ITEM NO.	SUBJECT: Update/Direction on Elephant Rock Planned Development Plan
Presented by: Town Administrator/Clerk		

Background

As previously discussed with the Board of Trustees, the elephant rock property requires a Planned Development Plan (PDP) per the land use regulations.

At this time, Trustees Caves and Hutson have drafted the start to the narrative for the PDP and involved the tenant, EcoSpa. As directed by the Board, staff sought estimates from town consultants to assist in the creation of the PDP.

The following was received –

Survey work of the elephant rock property is required – recommend Crossed Paths Surveying - \$6050

Includes finding, setting all corners, showing known easements, any flood zone areas that might affect the property, square feet / acres area of the entire site, an exhibit can be completed for detail of existing improvements to include the road and remaining buildings (topography and tree/vegetation areas are not included). The estimated timeline is within 2-4 weeks of authorization to proceed.

Planning consultant - Community Matters Institute - \$29,540

Includes activity enclosed, approximately 156 hours.

Engineering consultant - GMS Consulting - \$34,240

Includes activity enclosed, up to 214 hours.

The next steps include authorizing town consultants to assist with the PD process and further review the plans for completeness to schedule before Planning Commission for recommendation of the PD Plan to the Board of Trustees.

Recommended Action

Provide direction for Planned Development plan for the town elephant rock property.

MEMO

Date: Saturday, May 17 and Monday, May 19th, 2025. [June 11, 2025.](#)

To: Dawn Collins, Town Administrator, and Tim Caves and Amy Hutson, Board of Trustees

From: Barb Cole, Executive Director, Community Matters Institute,
Mike Davenport, AIA, AICP, Community Matters Institute,
[Mark A. Morton, P.E., GMS, Inc.](#)

Re: **Palmer Lake Elephant Rock Property - Hours Estimate to finalize PD Sketch Development Plan, Prepare PDP Plan Drawing(s) and PDP Plan based on materials provided by Hutson and Caves**

Summary: For the Elephant Rock property owned by the Town of Palmer Lake (TOPL), this memo is Community Matters Institute's estimate, [and GMS, Inc.'s estimate in blue text](#), of the time needed to:

- 1) Attend a required Pre-Application Conference
- 2) Review existing documents and prepare a PD Sketch Development Plan
- 3) Prepare a written PDP plan for the Elephant Rock property owned by the Town of Palmer Lake.
- 4) Prepare the required PDP drawings, which consist of one or more drawing sheets in digital form.

Assumptions:

- 1) Trustees Hutson and Caves will provide the vision and direction for the PD, gather pertinent information to assist CMI in reviewing and editing the above required documents. Dawn to attend when possible. This team shall be noted as **HCC** (Hutson, Caves, Collins).
- 2) A survey of the property and legal description is necessary to undertake the PDP. [The survey work should include a boundary survey indicating property corners, legal monuments and the necessary metes and bounds descriptions for the entire property, as well as a site survey to identify existing site conditions, topography, structures, utilities and surface improvements. Survey work is assumed to be completed by a third-party surveyor; CMI/GMS estimates have not included the survey work.](#)
- 3) Hutson and Cave will present all documents to the Planning Commission and Board of Trustees as required.
- 4) The drafting of the Planned Development Plan includes consultant time with the two trustees. For efficiency, this shall include drafting specific questions for Hutson and Caves to respond to, telephone calls, and Zoom calls as needed.
- 5) Once the PDP is drafted and under consideration for approval, it is the responsibility of the EcoSpa to develop the required FDP and undertake the subdivision process. Because public improvements are needed, this is a major subdivision pursuant to section 16.20.010.
- 6) All documents drafted by CMI [and GMS](#) are subject to review and approval by Hutson and Caves.
- 7) The PDP must be flexible enough to allow desired uses to locate over at least a 10-year time frame.
- 8) [CMI and GMS will need to coordinate on the preparation of drawings and exhibits for the appropriate staff/expertise to be utilized, efficiency may be gained by assigning certain drawings or exhibits to CMI and others to GMS. Estimate descriptions have attempted to delineate](#)

between assistance or coordination on a task or document, versus actual preparation of the document. Final assignment of document preparation may change the estimates given below.

- 9) CMI and GMS will also coordinate as the work progresses to minimize any overlap of tasks or gaps in scope responsibility.

Please note that pursuant to 17.72.040, *"From start of construction, the maximum time allowed is one year after approval of the final development plan (FDP). If development has not commenced, a new FDP shall be required. One or more extensions may be allowed for good reason by the planning commission and the board of trustees."* The FDP is submitted by the developer of any parcel and can run concurrently with the subdivision submittal. Subdivision is under the purview of Mark Morton, PE, Town Engineer. The CMI estimate does not include any work on an FDP or required subdivision, which often occurs after the approval of the PDP. *The CMI/GMS estimate does not include the preparation of the FDP or subdivision submittals, assuming those submittals will be prepared by the developer of any parcel in the future.*

Documents: This estimate used the following documents about the proposed use of the property.

- Elephant Rock Development Plan
- ER PD zones PDF file
- ER PD Site Plan DP2 05-1-25

Task 1: Pre-application Conference- 17.72.120

CMI and GMS will meet with Caves, Hutson and Dawn Collins to include review and markup of the above files, noting what needs to be addressed, and to discuss submittal materials and technical and engineering, and 1 hr. pre-application Zoom call.

By or before this conference, the Town will provide to GMS/CMI either a survey plat of the entire boundary of the complete property. The survey plat or legal description shall include distances, bearings, and curve data for any curved portion of the boundary line and locate all structures as noted above.

CMI Estimated Hours: 3 hours

GMS Estimated Hours: 3 hours

Task 2: Sketch Plan -17.72.130 and application for Zoning-17.14.010

- **10 hours** CMI to prepare drawing per code requirements (note all lands within the ER property must be included. **5 hours** GMS coordination and review.
- **3 hours** CMI to review and modify the narrative as needed. **2 hours** GMS coordination and review.
- **5 hours** Hutson and Caves to prepare rezoning application, CMI to review and edit rezoning application to include Sketch Plan requirements and required application materials pursuant to 17.14.010. *Note, this is considered a town-initiated rezoning.* **1 hour** GMS coordination and review.

- **24 hours** to include a scaled base map with lots and tracts shown, location of proposed and existing buildings and structures, calculate proposed density, layout of roads by functional classification and configuration of required open space, and entrances.¹ **24 hours GMS to prepare the map based on survey data and survey drawing provided from third-party surveyor, coordination with third-party surveyor and coordination with CMI on development data tabulation**
- **6 hours-** CMI to draft the General design architectural policies and treatment of environmentally sensitive land. **2 hours GMS coordination and review.**
- **3 hours-** CMI review and markup of required narrative, including zoning narrative. Hutson and Caves to review and modify. **2 hours GMS coordination and review.**

CMI Estimated Hours: 51 hours

GMS Estimated Hours: 36 hours

Task 3: PDP (Plan 17.72.050 through 17.72.100 and 17.72.140)

PDP Written Documents

- **3 hours** Create Planning Areas and draw required setbacks pursuant to 17.72.070- drawings and map to be recorded. **2 hours GMS coordination and review.**
- **25 hours.** For each of the 5 Planning Areas, create a list of permitted principal uses by right, accessory uses, and any conditional review uses. Include all standards for uses- e.g., parking, landscaping, lighting, site design. Planning areas must include all lands within the surveyed parcel. (e.g. parking area is outside of a Planning Area, and some areas seem outside the parcel) **18 hours GMS coordination and review.**
- **15 hours** CMI to establish maximum density per Planning Area pursuant to 17.72.140 (7) (lot coverage, square feet of non-residential, approximate parcel size gross and net densities, amount of required dedicated open space (30%) – written narrative to accompany required graphics. This assumes no residential dwellings. **8 hours GMS coordination and review.**
- **15 hours** CMI to draft all required written documentation required by 17.72.140 (a) (3, 4, and 5)- A description of the character of the proposed development, the goals and objectives of the project, an explanation of how the development incorporates innovative design, the rationale behind the assumptions and choices made by the applicant, and an explanation of how it has been planned to conform to the adopted community master plan; Statements clearly outlining the proposed maximum (up to and including) limits or amounts of all design standards contained in this title that will be included, or alternate development standards requested to be applied to the PD: A general description of the proposed open space, how this requirement for the development and an explanation of how said open space shall be integrated with surrounding developments, both existing and proposed, or how the payment of fees in-lieu of open space and/or in-kind improvements will provide a benefit to the town. **12 hours GMS coordination and review.**

¹ Since Davenport will be out on medical leave for two months, GMS to provide OR CMI to find another subconsultant but the cost of said consultant is likely to be much greater than the rate CMI is charging.

- **3 hours-** CMI to create development schedule with GMS, GMS lead 17.72.140 (a) (6). **6 hours** GMS compile development schedule, coordination and review with CMI and Hutson and Caves.
- **6 hours-** Maintenance provisions and Plan (Town Attorney and GMS to provide template), CMI to provide a draft outline. **16 hours** GMS compile Maintenance Plan, coordination and review with CMI and Town Attorney
- **10 hours-** Narrative to address 17.72.050- Conditions and Standards. **5 hours** GMS coordination and review.

CMI Estimated hours for PDP Written Plan: 77 hours

GMS Estimated hours for PDP Written Plan: 67 hours

Task 4: PDP Graphic Documents (17.72.140 (a) (9))

These documents are compared to Municipal Code section 17.72.140(a)(9) "Graphic Documents" for a Planned Development Plan (PDP). This part of the estimate is **only for the PDP drawing(s)** and does not include the other documents required to be submitted with a PDP application.

Hours Estimate: The following table includes a time estimate for each item listed in 17.72.140(a)(9). The estimate is **65 hours plus information needed from others** regarding utilities, drainage, and lighting. When the plan is prepared, individual line items may cost more or less, so it may be necessary to shift time from one line to another but within the overall total. **GMS estimates are given in the table below in the form of "coordination and review hours/preparation hours".** For example, 16.0/24.0 would represent 16.0 hours for coordinating and reviewing the item with CMI preparing the item, or 24.0 hours for GMS to prepare the item. As with the CMI estimates, individual item hours may vary, and hours may be shifted between items with the intent to arrive at the same overall total hours.

Table: Planned Development Plan (PDP) Drawing Time Estimate				
For estimated time, the total should be used and not individual line items below.				
Section	Topic	Notes	Task	Hours
a.	Vicinity map		Find, edit, place on sheet	1.0 1.0/1.0
b.	Existing site	Contours, water features, wildlife, vegetative cover	Find information, draw	24.0 10.0/32.0
c.	Development plan	Site design, buildings, standards, elevations	Design, draw, draft text	24.0 14.0/36.0
d.	Open space	Open, recreation, public use	Analyze, draw	4.0 2.0/4.0
e.	Circulation	Drives, pedestrian, bicycle ²	GMS to provide internal road/drive layout and access to Hwy 105 and provide CMI with GIS layer	Unknown

² GMS will need to review and classify roads and address CDOT access

f.	Grading	Generalized grading	Analyze, draw- GMS to provide and provide CMI with GIS layer	Unknown
g.	17.68 Hillside	Restrictions due to slope	Analyze, draw- GMS to provide and provide CMI with GIS layer	Unknown
h.	Utilities	Water, sanitary sewer, storm sewer, electric, gas, cable, phone	GMS to provide and provide CMI with GIS layer	Unknown
i.	Drainage	Drainage plan, facilities	By GMS/Chavez engineer	Unknown
j.	Lighting plan		By lighting firm or GMS	Unknown
k.	Requests by PC		Unknown	Unknown
Total	55 hours (27/73) + additional time for work needed from others			

CMI Estimated hours for PDP Graphic Plan: 55 hours

GMS Estimated hours for PDP Graphic Plan: 27/73 hours

SUMMARY OF TIME AND MATERIALS ESTIMATE FOR ELEPHANT ROCK PD

TASK	WHO	HOURS CMI (GMS)	COST CMI (GMS)
Task 1: Pre-application Conference- 17.72.120	CMI/ HCC (GMS)	3 (3)	\$420 (\$480)
Task 2: Sketch Plan -17.72.130 and application for Zoning- 17.14.010	CMI/HCC to present to rezoning to PC (GMS)	51 (36)	\$7,140 (\$5,760)
Task 3: PDP (Plan 17.72.050 through 17.72.100 and 17.72.140)	CMI, HCC, GMS and perhaps Lighting (GMS)	77 (67)	\$10,780 (\$10,720)
Task 4: PDP Graphic Documents (17.72.140 (a) (9))	CMI, (GMS)	55 (27/73)	\$7,700 (\$4,320/\$11,860)
Zoom calls, questions to HCC, edits	CMI/HCC (GMS)	35 (35)	\$3,500 (\$4,000)
ESTIMATED COST FOR CMI ONLY (GMS)		221 (168/214)	\$30,940 (\$26,880/\$34,240)

/bc/mjd/mam