



Meeting Date: February 18, 2025

## **AGENDA MEMORANDUM**

**To:** Mayor and Members of Town Council

**From:** Sandy Vossler, Senior Planner, Development Services Department

**Thru:** Tara Vargish, P.E., Director, Development Services Department

**Title:** **Ordinance Amending the Town of Castle Rock's Zone District Map by Approving the Brickyard Planned Development Plan and Zoning Regulations (Second Reading - Approved on First Reading on February 4, 2025 by a vote 7-0)**

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### **Executive Summary**

The ordinance was approved on first reading on February 4, 2025 by a vote of 7 to 0 with no changes.

Confluence Companies has submitted a land use application for Planned Development (PD) zoning of the Brickyard, the former site of Acme Brick. The site is approximately 31 acres and is located at 401 Prairie Hawk Drive, which is north of Plum Creek Parkway and south of



Figure 1: Vicinity Map

Topeka Way (Attachment A). The property is currently zoned General Industrial (I-2). The Planned Development Plan and Zoning Regulations propose a mixed-use development with a maximum of 583 multi-family dwelling units consisting of townhomes and apartments, 92,000 square feet (sf) of non-residential uses such as office, retail, restaurant, and a 99,000 sf, 125 room hotel with a conference center and an outdoor performance venue (Attachment C).

A 145,000 sf Town recreation facility is planned on 10.36 acres of public land within the PD. Associated roadway improvements include a connection from Prairie Hawk Drive to Plum Creek Parkway through the Miller's Landing Interchange Overlay Planned Development, plus widening and surface improvements to Prairie Hawk Drive from the property to Wolfensberger Road.

**The Planning Commission held a public hearing on December 12, 2024 to hear public comment and consider the proposed rezoning. The Commission voted 5 – 0 to recommend to Town Council approval of the Brickyard Planned Development Plan and PD Zoning Regulations, as proposed.**

### **Background**

#### **Former Brickworks**

Denver Brick Company, began operating in 1889 near the juncture of Interstate 25 and Interstate 70. In 1982, Denver Brick moved its operations to Castle Rock, to what was at the time a new industrial development area known as Citadel Station. The new facility was touted to be “the most modern in the nation using computer technology to insure the highest energy efficiency, cleanliness of operations, low production costs and maximum productivity” (Douglas County News-Press, March 12, 1982). The brick manufacturer, later known as Acme Brick, distributed brick products locally and nationally, producing upwards of 25 million bricks per year, according to a CBS Channel 4 local news story released in February, 2018. Acme Brick ceased operations on the site in 2019, and the site has remained abandoned since the closure.

#### **Existing Conditions and Surrounding Uses**

The former brick manufacturing site is currently zoned General Industrial (I-2). In 2020, Confluence Companies purchased the property and began planning a mixed-use development on the site. Demolition of structures began in 2022 and is expected to continue through the end of 2024.

The property abuts the Industrial Tributary drainage channel to the north, beyond which is Citadel Station, which is zoned I-2, see Figure 2. Miller's Landing Interchange Overlay Planned Development is located to the west, and Castle Meadows Interchange Overlay (IO) Planned Development (PD) is located to the south. Both IO PDs are zoned for mixed used development; Miller's Landing IO PD excludes residential development. The Brickyard abuts Prairie Hawk Drive and the Burlington Northern Santa Fe Railroad directly to the east. Along the southeast boundary, the site is adjacent to five privately owned properties that are also zoned I-2 within Citadel Station. The Brickyard PD incorporates height standards similar to the Miller's Landing and Castle Meadows IO PDs to the south and west.

The site has varied topography with most of the site at 10% slope or less. No geologic hazards were identified on the property. Vegetation on the site is sparse and consists mainly of native grasses, weeds, trees and shrubs. Colorado Parks and Wildlife indicates there is no concern with endangered species on the site. Development of the site is not expected to have negative impacts on wildlife in the area, or the surrounding environment. No historic structures were identified on the site and no known artifacts of historical significance have been found.

### Existing Zoning

The property was annexed to the Town in 1973, and zoned I-2 in 1974. General Industrial zoning allow more intensive uses such as asphalt or concrete plants, automobile sales and service, medical labs, towing, recycling and salvage, storage, and warehouses.

The Brickyard Planned Development Plan and Zoning Regulations (PD Plan) proposes a mix of uses adjacent to the planned Town of Castle Rock Sports Center. The remainder of this report describes the PD Plan, development standards, uses, phasing, review and approval criteria, as well as feedback from the surrounding neighbors (Attachment D).



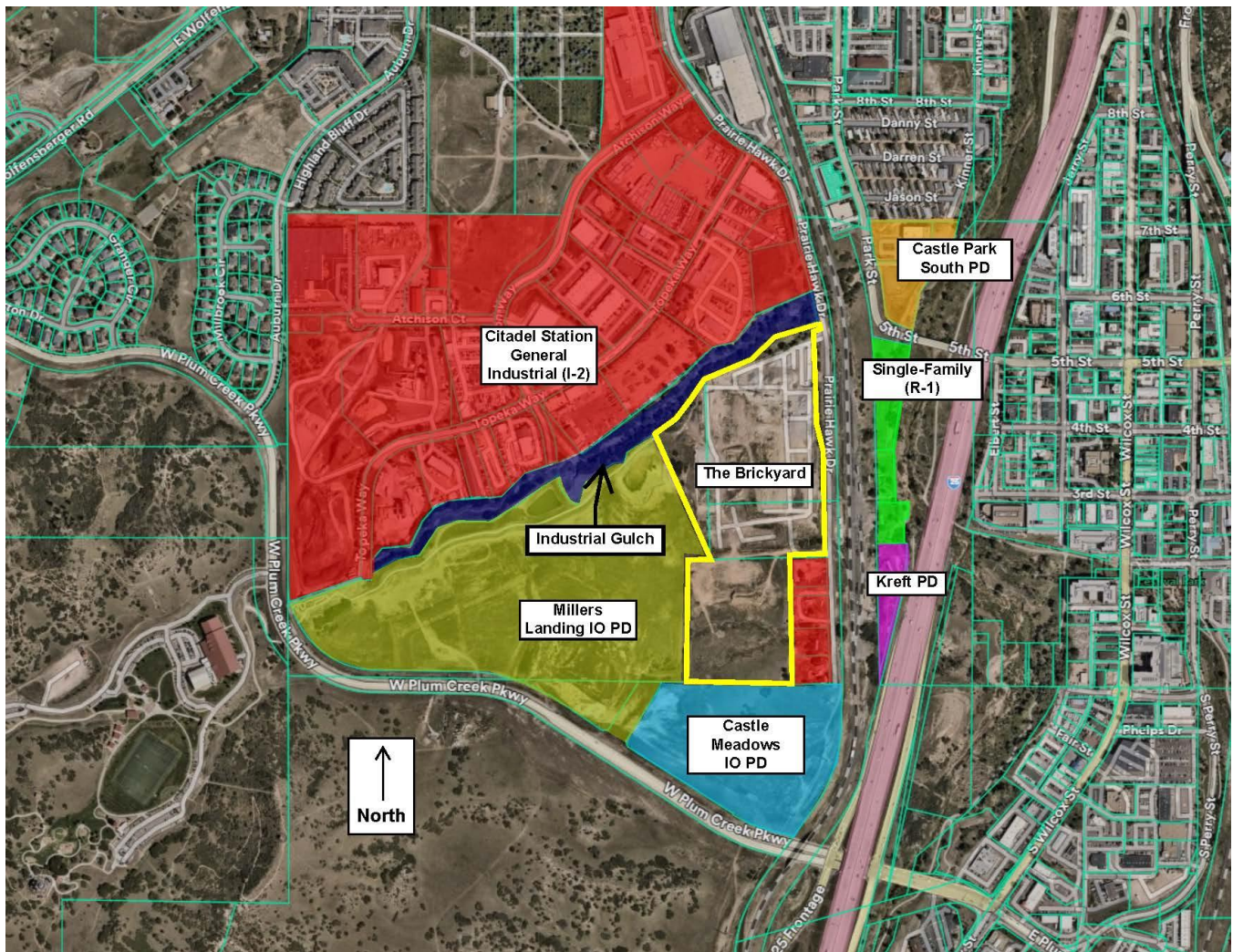


Figure 2: Surrounding Zoning

## **Proposed PD Plan and Zoning Regulations and Discussion**

The property consists of 31.2 acres, located at 401 Prairie Hawk Drive, approximately one-half mile south the Wolfensberger Road and Prairie Hawk Drive intersection. The property is currently zoned General Industrial within the Citadel Station development. Demolition of the former brick manufacturing facility on the site began in 2022 and is expected to be completed by the end of 2024.

### **Uses**

The proposed Brickyard PD is a mixed-use development plan that allows up to 43 townhome units and 540 multifamily units, as well as 336,000 sf of office, commercial, retail, hotel, conference center, and restaurant uses. Uses may be mixed vertically within a building, or horizontally along a street. The overall maximum number of units and non-residential square footage is shown by Use and Planning Area (PA) in Table 1.

Approximately 10.4 acres located in the southern portion of the Brickyard PD will be dedicated to the Town of Castle Rock and zoned as Public Land-1 (PL-1). This will be the site of the Sports Center being planned by the Town, see area highlighted in blue in Figure 3.

Planning Area 1 (PA-1), northwest of the Sports Center, will be the location of a hotel, providing up to 125 guest rooms, and associated conference space with 250 to 300 seat capacity, retail and restaurant space (highlighted in green). The Great Lawn, an outdoor gathering and performance space, will be part of the hotel complex.

The largest planning area, Planning Area 2 (PA-2) (highlighted in yellow), will be a mix of 194 residential units, office, retail and restaurant uses. Located adjacent to the Industrial Tributary channel, PA-2 will take advantage its proximity to pedestrian and bike trails and existing

The Brickyard PD - Residential Units and Non-Residential Square Footage					
	Public Land (PL-1)	Planning Area 1	Planning Area 2	Planning Area 3	Planning Area 4
Multifamily (MF)			583 Total Units (540 MF and 43 TH)		
Hotel/Conference*		99,000 sf			
Office			49,000 sf		
Retail			7,000 sf		
Great Hall**					20,000 sf
Restaurant			16,000 sf		
Sports Center	145,000 sf				
Total Non-Residential SF	336,000 sf				
*Conference space to accommodate 250-300 seats					
**Up to 2,000 sf retail, 8,000 sf restaurant, 10,000 sf general office					

Table 1: Residential Units and Non-Residential Square Footage by Planning Area

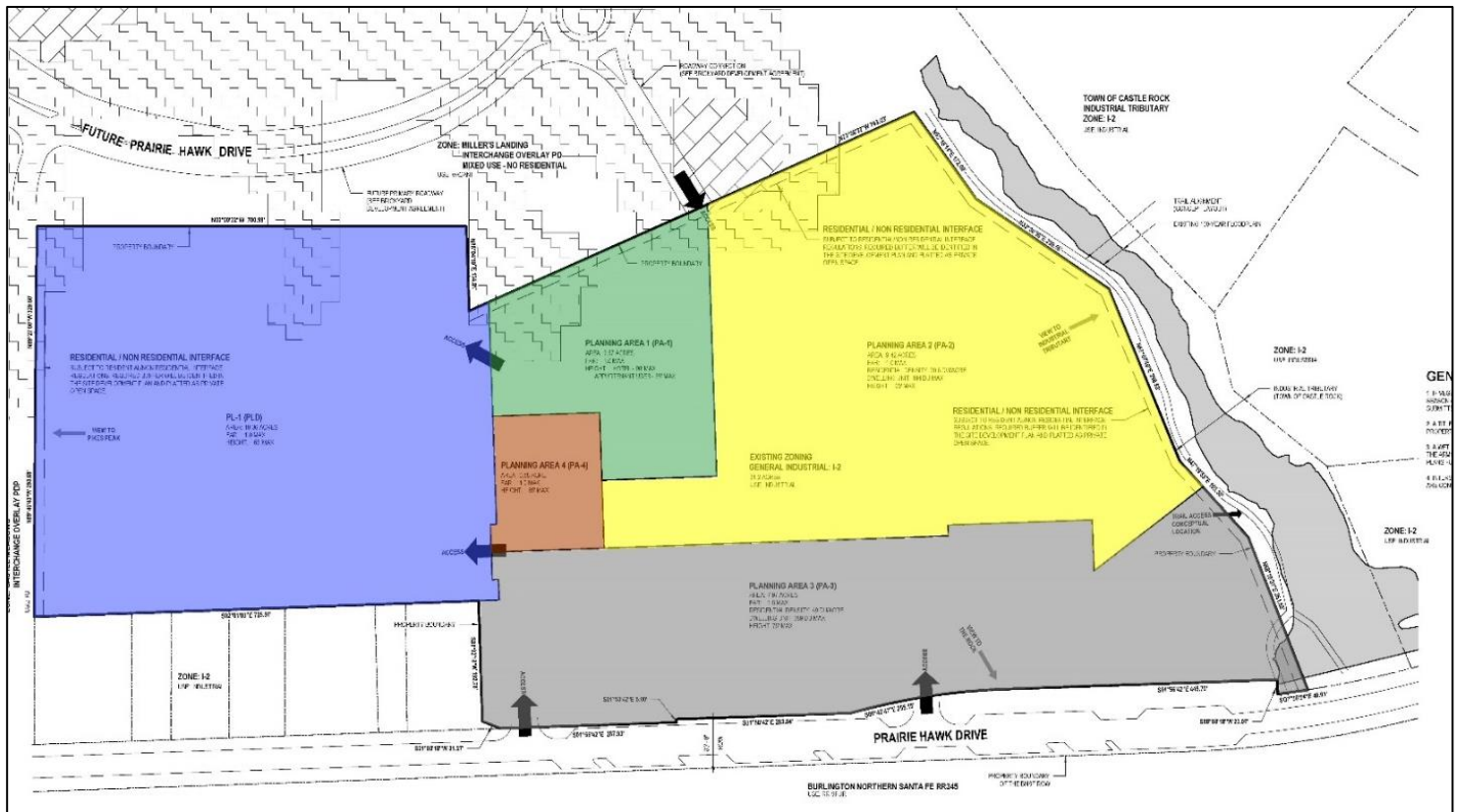


Figure 3: The Brickyard Plan Development Plan by Planning Areas

natural vegetation along the channel. A parking garage is planned that will provide spaces for the hotel guests.

Planning Area 3 (PA-3) (gray) is located adjacent to Prairie Hawk Drive and includes the two easterly access points in to the development. Permitted uses will include a mix of up to 389 multifamily units, along with additional office, retail and restaurant space. A parking structure will provide spaces for the residential and commercial uses.

The Great Hall, PA-4 (brown), will complement the hotel, outdoor performance area and the Sports Center, with up to 20,000 sf of space for office, retail and restaurant uses.

### Development Standards

Development Standards include the maximum dwelling units, non-residential square footage, density, height, and minimum setbacks. The development standards for the Brickyard PD vary by Planning Area. Table 2 provides a comparison of the current I-2 standards and the proposed standards.

Although the Brickyard zoning is a traditional Planned Development, the density and height standards proposed are similar to the adjacent Interchange Overlay (IO) PDs of Miller's Landing and the Castle Meadows. Unlike the IO PDs, the Brickyard must meet the Code requirement for the Skyline-Ridgeline Protection regulations, must meet the Town standard of 20% open space dedication, and proposes overall reduced building heights than allowed in the IO PDs.



Development Standards Comparison						
	General Industrial (I-2)	Public Land (PL-1)	PA-1	PA-2	PA-3	PA-4
Max. Dwelling Units				194	389	
Gross Density		19 DU/Ac				
Max. Floor Area Ratio		1.0	1.0	1.0	1.5	1.0
Max. Bldg. Height	50 ft	65 ft	Hotel: 90 ft	65 ft	75 ft	65 ft
Min. Front Setback	15 ft	15 ft	15 ft	15 ft	15 ft	15 ft
Min. Front, Abutting Arterial Street		25 ft				
Min. Side Setback/Property Line	0 ft	15 ft	5 ft	5 ft	5 ft	5 ft
Min. Side Setback/Sidewalk			3 ft	3 ft	3 ft	3 ft
Min. Rear Setback	0 ft	15 ft	5 ft	5 ft	5 ft	5 ft

Table 2: The Brickyard Plan Development Standards Comparison Table

The Brickyard PD is an intentional mixed-use development that will host sporting events and provide conference space with adjacent hotel accommodations, while offering its residents and guests walkable restaurant, retail, recreation and office options.

The development design includes multi-modal street and trail connections within, and beyond the PD. The compact, mixed-use plan and planned pedestrian gathering spaces and connections will result in a significant internal capture scenario, relative to the overall parking demand.

The PD Plan and Zoning Regulations establish the range of uses allowed, the maximum number of dwelling units, the maximum amount of non-residential square footage allowed, the development standards and how the parking will be calculated. The required amount of parking and the number of spaces provided within the Brickyard PD are subject to the Town of Castle Rock Municipal Code – Joint Use of Parking Spaces (Section 17.54.060).

#### Parking Regulations and Standards

The Brickyard PD Zoning Regulations establishes that the minimum parking requirements will be based on the Municipal Code (Code), Section 17.54.060 – Joint Use of Parking Spaces. As required by the Municipal Code, a Joint Use of Parking Spaces Analysis (Analysis) must be submitted to the Town for approval with each Site Development Plan application, building permit application and tenant finish permit. Further, the zoning regulations state that the parking requirements may be met through a combination of on-site and on-street parking spaces.

The analysis must be able to reasonably demonstrate that the separate uses are able to share parking spaces because the respective uses have substantially different hours of peak operations. The parameters of the analysis are set forth in the Code. The analysis must consider the size of each use (square footage or dwelling units count), and the 12 to 24 hour

parking demand characteristics of each use. Daily, weekly, monthly, weekday and weekend variations in parking demand must also be presented for consideration. The number of parking spaces provided must be sufficient to meet the number of spaces required during the period of highest peak demand, and the spaces must be conveniently located for all uses.

The Confluence Group has engaged Walker Consultants, a planning and engineering firm who provides parking planning and consulting services. A preliminary parking analysis was prepared early in the rezoning process that was based on early projected uses, number of residential units and non-residential square footages (Attachment F). Although the zoning proposal has been refined, the preliminary analysis describes the assumptions, methodology and model used, and the projected parking demand. The analysis must be updated with each future Site Development Plan, building permit and tenant finish application to assure that provided parking meets the demand. Table 3 is an example of the Parking Requirements Table that will be shown on future Site Development Plans. Please note that data shown in this sample table does not reflect all of the actual uses and densities proposed in the Brickyard PD Plan and Zoning Regulations (Table 3 and Attachment G). It is included to demonstrate how the extensive detail of the Analysis will be simplified and reflected in future site plans.

Uses	Proposed # of Units or Gross SF	ToCR Code Ratio	Required Parking Per Town Ratios	Peak Weekday Morning Use <sup>1</sup> (11 AM)	Peak Weekday Afternoon Use <sup>2</sup> (5 PM)	Peak Weekday Evening Use <sup>3</sup> (6 PM)	Peak Weekday Overnight Use <sup>4</sup> (12 AM)	Peak Weekend Morning Use <sup>1</sup> (11 AM)	Peak Weekend Afternoon Use <sup>2</sup> (1 PM)	Peak Weekend Evening Use <sup>3</sup> (7 PM)	Peak Weekend Overnight Use <sup>4</sup> (12 AM)
General Retail	7,000 SF	5/1,000 SF GFA	35	18	20	21	0	22	25	16	0
Retail - Market Place	2,000 SF	5/1,000 SF GLA	10	6	7	6	1	8	8	2	0
Restaurant - Low Turnover	24,000 SF	1/3 seats or 12/1,000 SF GFA whichever is greater	288	142	232	280	78	84	195	320	167
Hotel - Guest Rooms	125 rooms	1.2/guest room, plus req'd space for all accessory uses	150	38	39	38	150	42	40	41	150
Hotel - Conference Center	10,000 SF	1/3 fixed seats, plus 5/1,000 SF for other rooms/uses	50	46	69	64	0	30	31	42	1
Multifamily*,***	540 units	2 spaces/unit	1,080	686	696	706	1,080	691	691	752	1,080
Townhomes**	43 units	2 spaces/unit	86	90	91	92	86	90	90	96	86
General Office	42,000 SF	4/1,000 SF GLA	168	80	47	20	0	9	10	0	0
Medical Office	17,000 SF	5/1,000 SF GFA	85	76	66	51	0	0	0	0	0
CR Sports Center*	145,000 SF	4/1,000 SF GFA	580	166	208	208	0	447	447	224	0
Total:			2,532	1,348	1,475	1,486	1,395	1,423	1,537	1,493	1,484

Table 3: The Brickyard Site Development Plan Parking Requirement Table

### Residential/Non-Residential Interface Regulations

A portion of the Brickyard peripheral boundaries to the south, west and north are subject to the Residential/Non-Residential Interface Regulations (Interface Regulations), see Figure 4, shaded orange. The intent of the Interface Regulations is to mitigate the impacts between residential and non-residential activities and land uses. A residential property is defined as a property within a Zoning District that allows residential uses.

The property south of the future Sports Center, PL-1 (PLD), is zoned as Castle Meadows IO PD, a mixed-use zoning, where multifamily residential uses are allowed. Development of the Sports Center site will account for the Interface buffer. The property north of the Brickyard, adjacent to the Industrial Tributary is zoned General Industrial, which does not allow residential use. However, the Brickyard Planning Areas 2 and 3 adjacent to the General Industrial zoning allow townhomes and multifamily uses, therefore a buffer is required. The property west of the



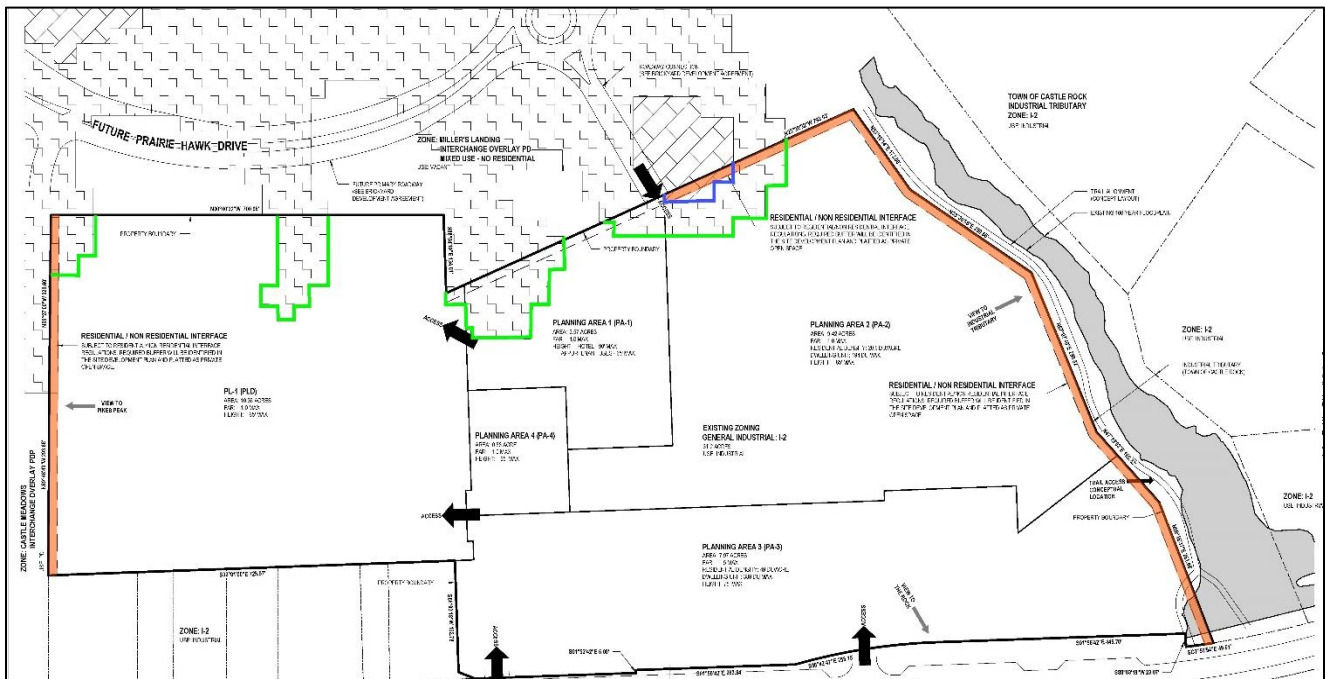


Figure 4: Residential/Non-Residential Interface and Skyline Ridgeline Protection Area

Planning Area 2 is zoned as Miller's Landing IO PD, where residential uses are not allowed, however, residential uses are permitted within PA-2, requiring a buffer at the time of SDP. Lastly, the five private properties located east of the Sports Center site are zoned General Industrial; no buffer is necessary because residential uses are not permitted under either the General Industrial or PL-1 zoning.

The buffer areas described and illustrated above and other mitigation measures required by the Residential/Non-Residential Interface regulations will be applied on future Site Development Plans.

### Skyline and Ridgeline Protections

The Skyline Ridgeline Protection Area does impact the Brickyard PD. The Moderate Skyline area restricts the maximum building height to 25', see blue line in Figure 4. The Minor Skyline area restricts the maximum building height to 35' (green line). The restrictions of the Skyline Ridgeline Protection Regulations will be applied at the time of the SDP.

### Open Space and Public Land Dedication

The Municipal Code requires that a Planned Development provide a minimum of 20% of the gross acreage as open space, or the Town may accept cash-in-lieu of the open space dedication. The open space may be public or private, and may be zoned to allow active uses such as parks, trail and playgrounds or passive uses such as buffers and wildlife habitat. The Brickyard PD open space requirement is 6.24 acres. Whether the open space obligation is met with a land dedication, a cash-in-lieu payment, or a combination of dedication and payment, will be determined at the time of the Site Development Plan, and is at the Town's sole discretion.

In addition to the open space requirement, the Code also requires dedication of Public Land (PLD) to be used for public recreational facilities, service facilities, etc. Based on the Brickyard's proposed densities, 12.4 acres of PLD is required. The PD Plan sets aside 10.36 acres of PLD to be zoned PL-1 (active recreation) to be the site of the future Sports Center. The Parks Department is recommending that the cost of construction of utilities, infrastructure, on-site detention and water quality necessary to serve the Sports Center, be accepted as the cash value of services in-lieu of a land dedication for the remaining 2.04 acres of PLD. The Town is responsible for the cost of the design of the Sports Center. The proposed Development Agreement includes this language for final approval by Town Council.

The developer is obligated to construct a key section of the Industrial Tributary trail adjacent to the Brickyard PD, that will tie into the existing trail adjacent to the Miller's Landing property. A grade separated crossing will be constructed at the east end of the Industrial Tributary trail, where it intersects the existing Prairie Hawk Drive. A future extension of the Industrial Tributary trail will ultimately connect to the existing Plum Creek Trail located east of I-25, completing the pedestrian/bicycle trail system between Downtown Castle Rock and Philip S. Miller Activity Center, Park and Amphitheater.

### Architectural Standards and Conceptual Renderings

The Brickyard PD vision seeks to recognize the rugged, craftsman character of the site's past, while layering in contemporary textures, materials and architectural elements. The zoning regulations establish Architectural Standards designed to achieve the objective of this vision.

Buildings and structures will incorporate materials such as brick, stone, pre-cast concrete, architectural metals to project the character of the development and highlight the unique features of each building. Buildings will be oriented and scaled to enhance the pedestrian



Figure 5: The Great Hall Conceptual Rendering



Figure 6: Mixed Use Commercial Building Conceptual Rendering

space and public gathering areas. The use of different building forms and massing, height, roofline, material, color and other architectural elements will differentiate buildings and their uses from each other.

The zoning regulations also include architectural renderings to illustrate the intent of the written standards, as shown in Figures 5 and 6. The architectural standards will be applied at the time of the Site Development Plan.

### Signage

The developer is drafting a sign plan for the Brickyard PD that will identify sign types, style and materials. The sign plan will be applied to future Site Development Plans.

### Phasing Plan

The PD Plan set includes a comprehensive Phasing Plan, as required by the Municipal Code. The Phasing Plan presents a logical development sequence for sub-areas of the PD designed to provide for cost-effective roadway, utility and other infrastructure and service extensions (Attachment C, Sheet 4 of 13).

### Traffic Impact Analysis and Mitigation

Vehicle, pedestrian and bicycle access and circulation for the proposed Brickyard development will be provided via an internal roadway network and connections to existing external transportation systems, summarized below. The improvements are the developer's obligation and are supported by the Traffic Impact Analysis (Attachment E) and detailed in the Brickyard Development Agreement. The Development Agreement will be considered by Town Council, and acted on, also, at the February 4<sup>th</sup> public hearing.

- West Access Roadway: A two-lane roadway, Praxis Street will extend from the west Brickyard property boundary, through the Miller's Landing IO PD, and will intersect with Plum Creek Parkway.
- Northeast Access Roadway: A full movement intersection on the existing Prairie Hawk Drive will be located approximately 620 feet south of the northeast property boundary of the Brickyard PD and will provide one of two easterly access points to the Brickyard.
- Southeast Access Roadway: A second full movement intersection on the existing Prairie Hawk Drive, located approximately 650 feet south of the proposed Northeast Access Roadway will provide the other easterly access point.
- Existing Prairie Hawk Drive: The existing alignment of Prairie Hawk Drive adjacent to the east frontage of the Brickyard development, shall be modified to a two-lane collector roadway, with sidewalks, street lights, streetscape, on-street bicycle lanes and on-street angled parking adjacent to the project site.
- Existing Prairie Hawk Drive North to Wolfensberger Road: Prairie Hawk Drive, from the northeast corner of the Brickyard PD to the intersection with Wolfensberger Road, will



be reconstructed to current Town standards. In addition to bicycle lanes, the reconstructed section will include new curb and gutter, sidewalks, street lighting, etc. installed along both sides of the roadway.

### Utilities

This property is located within the Implied Consent area per Ordinance 97-17 and pursuant to the Implied Consent provision of Municipal Code, Section 13.16.010 and 13.16.020, the developer has met the requirements for water resources necessary to serve the proposed level of development.

13.16.010: ... the owners of the land within the Implied Consent Area shall be deemed to have consented to the withdrawal of all such groundwater by the Town, [and]

13.16.020: By the Town obtaining the consent to withdraw groundwater underlying the Implied Consent Area, and irrespective of the actual water demand from any approved development within the Implied Consent Area, the owners of the properties comprising the Implied Consent Area shall be deemed to have satisfied the requirements under Town ordinances and regulations for the provision of water rights as a condition to development approvals.

Concurrent with the recording of the Development Agreement, the owner is required to Quit Claim their interest in all groundwater rights associated with the property to the Town.

The developer is required to design and construct the water, wastewater, storm sewer and drainage systems required to serve the development. Castle Rock Water has reviewed and accepted the Drainage Report and Utility Report which established the necessary infrastructure capacities for the delivery, transmission and treatment of water, wastewater, storm sewer and detention for the site.

### Urban Renewal Plan

The Town of Castle Rock Town Council adopted an Urban Renewal Authority (URA) program in April 2013. The purpose and intent of the URA is to eliminate and prevent the spread of blight within the Town and to stimulate growth and investment through construction of public infrastructure and other public improvements authorized in the State of Colorado URA Act (Act).

An Urban Renewal Plan (Plan) is being proposed for the Brickyard Planned Development and will be considered by Town Council at a public hearing scheduled for Tuesday, February 18, 2025 at 6 pm. The purpose of the Brickyard Plan is to reduce and remove blighted conditions adversely impacting properties and businesses by financing, installing, constructing, and cooperating with others to complete capital improvements to infrastructure and utilities, in an effort to further economic growth locally and regionally, as well as to facilitate the orderly development of the community and to advance the objectives expressed in the 2030 Vision and Comprehensive Master Plan.

Before an urban renewal plan can be adopted by a municipality, the proposed urban renewal area must be determined to be “blighted” as defined in Section 31-25-103(2) of the Act, which provides that *"in its present condition and use and, by reason of the presence of at least four of the 11 factors in section 31-25-103 (2) (a), substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare."*

The presence of 10 qualifying blight factors have been identified within the Brickyard PD area:

1. Slum, deteriorated, or deteriorating structures;
2. Predominance of defective or inadequate street layout;
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
4. Unsanitary or unsafe conditions;
5. Deterioration of site or other improvements;
6. Unusual topography or inadequate public improvements or utilities;
7. Existence of conditions that endanger life or property by fire or other causes;
8. Buildings that are unsafe or unhealthy for persons to live or work in because of building code violations, dilapidation, deterioration, defective design, physical construction, or faulty or inadequate facilities;
9. Environmental contamination of buildings or property; and
10. Existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements.

Public comment on the Brickyard Urban Renewal Plan will be taken at the public hearing scheduled for February 18<sup>th</sup>. Town Council will take formal action on the proposed Plan at that hearing.

### Development Agreement

The Municipal Code requires that at the time of rezoning, an applicant enter into a development agreement (DA) with the Town to address the specific infrastructure improvements, development phasing, open space conveyances, water rights conveyances, Town service obligations and other relevant items.

The provisions and obligations of the Brickyard Development Agreement are detailed in a separate staff report and proposed Ordinance that is included in the Town Council agenda packet for February 4, 2025 Council meeting.

### Notification and Outreach

#### Public Notice

Public hearing notice sign(s) were posted on the property and written notice letters were sent to property owners and Homeowner Associations (HOA) within 500 feet of the property, at least 15 days prior to the public hearings.

Town staff published notice of the Town Council public hearing on the Town's website and provided information about the rezoning proposal on the Town's *Development Activity* interactive map.

### Neighborhood Meetings

The applicant held three formal neighborhood meetings for the purposes of presenting the proposed PD Plan and Zoning Regulations, and obtaining feedback from the surrounding neighbors and interested parties. All neighborhood meetings were held in a hybrid format.

The first neighborhood meeting was held October 26, 2021, and was attended by three residents in-person, and six attended via the virtual option. The second neighborhood meeting was held December 13, 2022; three members of the public attended in-person, and four attended virtually. The third and final neighborhood meeting was held on November 20, 2024 and was attended by five people in-person. Only members of the development team attended the meeting virtually. Additionally, the PD Plan and Zoning Regulations were presented and discussed at the first neighborhood meeting for the Site Development Plan held on June 12, 2024.

At each meeting a member of the Confluence team presented information about the proposed rezoning, discussed the intended improvements, highlighted any revisions to the proposal since the last meeting, answered attendee questions and gathered input (Attachment D).

Attendees asked the developer about the proposed density, programming of the public gathering spaces, improvements to existing Prairie Hawk Drive, the size of the hotel, the trail extension, Town improvements to the Industrial Tributary, building height, parking, and the development schedule. Attendees also asked questions about the financing of the Sports Center, the amenities planned for the Sports Center and the construction schedule.

Concerns were expressed about the proximity of the Sports Center to the MAC, sufficiency of parking based on a perception that parking in the Downtown is a problem, noise impacts of the railroad traffic, and height of the buildings interfering with views from Prairie Hawk Drive, as well as from Downtown Castle Rock.

### External Referrals

Requests for external referral comments were sent out in 2022, 2023 and 2024 in order to solicit feedback over the 2-year review period. Referral requests were sent to local service providers and Douglas County agencies, as well as to the Colorado Department of Transportation (CDOT), Colorado Department of Natural Resources, and Burlington Northern/Santa Fe Railroad. The applicant has worked with the agencies to address comments and no outstanding comments remain.

### Analysis

The following staff analysis takes into account the representations made in the rezoning application, technical reports and other documents submitted to the Town to date.



**A. Community Vision/Land Use Entitlements.**

1. Conforms to the most recent versions of the Towns' Vision, Comprehensive Master Plan and long range or master plans.
2. Complies with the site design principles of CRMC Chapter 17.10.
  - Protect and provide for the public health, safety and general welfare of the Town;
  - Promote orderly growth and provide for the harmonious development of the Town in accordance with the Comprehensive Plan;
  - Identify, preserve and provide for open space through the most efficient design and layout of the land;
  - Minimize the conflicts among the uses of land and buildings placed on the land;
  - Preserve and enhance the natural beauty and topography of the Town and ensure appropriate development with regard to such natural features;
  - Mitigate the pollution of air, streams and ponds, ensure the adequacy of stormwater facilities, safeguard the water supply, and encourage the wise use and management of the natural environment;
  - Ensure that public facilities and services are available and will have sufficient capacity to serve the development;
  - Protect the character and the social and economic stability of the Town;
  - Provide for the safe and efficient circulation of traffic throughout the Town, the mitigation of congestion in the streets and highways and along pedestrian ways; and
  - Provide for the proper location and size of streets in relationship to the adjacent development.

*Analysis: The proposed PD Plan and Zoning Regulations meet this criterion. It conforms to the Town's Vision and Comprehensive Master Plan that envision this property as a future mixed-use area allowing attached and multifamily units, commercial, office, recreational and open space development. The improvements to existing Prairie Hawk Drive, and the new roadway connecting Prairie Hawk Drive to Plum Creek Parkway complies with the Town's planned roadway network. The trail improvements within the Industrial Tributary will serve to advance the Town's trail system and the objective to eventually connect the MAC with the Downtown.*

*The site design principles of CRMC Chapter 17.10 will be fully applied to the future Site Development Plan. The proposed rezoning will allow for redevelopment of the site that will contribute to the tax base, implement zoning regulations and development standards that promote orderly growth and harmonious development, craft into the PD Plan buffers and open space that account for the natural topography, vegetation and view corridors, and establish requirements for improvements to surrounding infrastructure.*

**B. Relationship to Surrounding Area.**

1. Provides appropriate relationships between use areas, both internal and surrounding, with adequate buffer areas provided, if warranted.
2. Provides innovative and creative plan design and layout.

3. Provides a variety of housing types, densities and open space.
4. Identifies areas as mixed use and/or depicts areas that are buffer areas to comply with [Chapter 17.50](#) (Residential/Nonresidential Interface), where a proposed PD Plan is adjacent to residential property, as that term is defined in [Chapter 17.50](#), or, for residential developments, where the proposed PD Plan is adjacent to nonresidential property, as that term is defined in [Chapter 17.50](#).

*Analysis: The proposed PD Plan and Zoning Regulations meet this criterion. This is a mixed-use development plan that intentionally plans for residential, commercial, office and retail uses within the same building or on the same block, similar to the IO PDs to the south and west of the site. The planning areas that allow residential uses are generally on the north and east areas of the site and located away from the hotel and Sports Center sites. The boundaries of the PD that are subject to the Residential/Non-Residential Interface restrictions are identified on the PD Plan and will be applied at the time of SDP.*

#### **C. Circulation and Connectivity.**

1. Provides an adequate circulation system in terms of capacity and connectivity, which is designed for the type of traffic generated, safety, and separation from living areas, convenience, accessibility, noise and exhaust control.
2. Provides for emergency vehicle access.
3. Accommodates an adequate, functional and safe street system for vehicular traffic generated by the development and passing through the development.
4. Provides for pedestrian and bicycle traffic in a safe and convenient manner, separation from vehicular traffic, and access to points of destination and recreation.

*Analysis: The proposed PD Plan and Zoning Regulations meet this criterion. Public Works has analyzed the traffic generation, street capacities and street profiles adjacent to, and within, the PD, and has identified necessary standards and improvements required to provide a properly functioning circulation system. The proposal includes standards and depictions for key pedestrian street crossings, which are supported by Public Works. Castle Rock Fire has assessed the adequacy of the three access points relative to emergency vehicle access and are satisfied with the PD Plan. The Parks Department has assessed the necessary trail improvement in the Industrial Tributary, as well as the grade-separated trail crossing at Prairie Hawk Drive and is satisfied with the requirements of the PD Plan and Zoning Regulations.*

#### **D. Services, Phasing and Off-site Impact.**

1. Addresses fiscal impact of the project.
2. Provides an appropriate phasing plan which minimizes unnecessary utility extensions and adequately addresses other fiscal concerns of the Town.
3. Adequate water resources have been conveyed or purchased. Existing or proposed water and wastewater systems can support the proposed development pattern, uses and density.
4. Existing or proposed stormwater systems can support the development and comply with applicable regulations.
5. Provides adequate consideration for the future extension of streets and utilities to adjacent properties.
6. Identifies and appropriately mitigates all traffic impacts, on- and off-site.

*Analysis: The proposed PD Plan and Zoning Regulations meet this criterion. As detailed earlier in this report, Castle Rock Water has evaluated the utility infrastructure necessary to provide water, stormwater and wastewater service for the development and is satisfied that the proposal addresses the onsite and offsite infrastructure improvements. The future Site Development Plan and Construction Documents will refine the location and capacity of facilities and subsurface utility and drainage lines. This property is within the Town's Implied Consent area and the owner must convey all groundwater rights beneath the property with the approval and recording of the PD Plan, Zoning Regulations and Development Agreement.*

**E. Open Space, Public Lands and Recreation Amenities.**

1. Provides adequate trails, parks, recreation and open space.
2. Provides an adequate trail system in terms of internal circulation and appropriate external connections.
3. Provides functional open space for recreation, views, density relief, convenience, function and preservation of natural features, including significant tree stands, ridges, and stormwater areas. Open space reservations and public land dedications are of an appropriate configuration and location within the site and comply with any applicable requirements of [Chapter 16.08](#), CRMC and this Title.

*Analysis: The proposed PD Plan and Zoning meet this criterion. Described in the body of this report, required open space and PLD dedications have been addressed, trail extensions have been identified, and existing vegetation that is to remain within the drainage channel has been identified. A proposal includes a 10-acre PLD dedication for the planned Sports Center. The location of the 6.34 acres of open space will be identified on the SDP.*

**F. Preservation of Natural Features.**

1. Demonstrates sensitivity and limits disturbance to the site in terms of plan design relative to the site's major environmental characteristics including drainageways, topography, view sheds and vegetation.
2. The proposed PD Plan and zoning accommodate the Skyline/Ridgeline Protection Regulations in [Chapter 17.48](#) and reasonably mitigates visual impacts upon off-site areas.
3. Consideration shall be given to wildlife impacts in the layout of open space areas. Where designated threatened or endangered species are present, the development must conform to all applicable state and federal restrictions and permitting requirements.

*Analysis: The proposed PD Plan and Zoning Regulations meet this criterion. Since this is a redevelopment of the prior brick manufacturing facility and storage yards, most of the natural features on the site were removed with the initial development during the 1980's. The Industrial Tributary does contain stands of mature trees and shrubs. The PD Plan identifies the location of existing vegetation along the north property line of the PD, and within the channel. The future Site Development Plan will include a tree and shrub study and will identify the type, size, and location of trees and shrubs. The SDP will identify vegetation that is to remain or be removed, as well as a protection plan to be implemented during construction with replacement criteria for vegetation damaged or removed.*



## **Budget Impact**

The former brick manufacturing plant has sat dormant for a number of years. Rezoning and the subsequent redevelopment of the property will include uses that contribute to the Town's tax base and generate review and impact fees, as well as use taxes.

The Town of Castle Rock Municipal Code states that a fiscal impact evaluation may be required for any new Planned Development (Section 17.32.100). The analysis shall generally consist of a comparison of the projected direct revenues through property, sales and use tax generation to projected costs of providing urban services to the development.

The Town's Finance Department has worked closely with the Brickyard development team on the projected financial model, considering anticipated costs and revenues (Attachment H). A separate Public Financing Agreement that details the specifics of all fees and proposed financial agreements with the Town will be presented to Town Council for action also on February 4, 2025.

## **Findings**

All staff review comments and external referral comments have been addressed. Planning Commission held a public hearing on December 12, 2024 to consider the proposed rezoning. The Commission voted 5 – 0 to recommend to Town Council approval of the Brickyard Planned Development Plan and PD Zoning Regulations based on findings that the rezoning

- Conforms to and advances the objectives of the Town Vision and the Comprehensive Master Plan,
- Meets the requirements of Castle Rock Municipal Code, Chapter 17.32 – Planned Development District, and
- Meets the review and approval criteria of the Castle Rock Municipal Code, Chapter 17.34 – PD Plan.

## **Recommendation**

Planning Commission voted 5 - 0 to recommend to Town Council approval of the Brickyard Planned Development Plan and Zoning Regulations, as proposed.

## **Proposed Motion**

### **Option 1: Approval**

*"I move to approve the Ordinance, as introduced by title."*

### **Option 2: Approval with Conditions**

*"I move to approve the Ordinance, with the following conditions:" (list conditions)*

### **Option 3: Continue item to next hearing (need more information to make decision)**

*“I move to continue this item to the Town Council meeting on [date], at [time].”*

**Attachments**

Attachment A: Vicinity Map  
Attachment B: Ordinance  
Attachment C: The Brickyard PD Plan and Zoning Regulations  
Attachment D: Neighborhood Meeting Summaries  
Attachment E: Traffic Impact Study  
Attachment F: Preliminary Parking Study  
Attachment G: Sample Parking Table  
Attachment H: Fiscal Impact/Gap Analysis