

# Downtown Castle Rock Plan of Development

## 2008

(Incorporating 2017 Amendments approved by Resolution No. 2017- \_\_)

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## Executive Summary

**The Importance of Downtown:** Downtown is the historic heart of Castle Rock – a place where we can stroll, talk to neighbors and feel connected to our community. Downtown also reflects our civic image- for better or worse, it becomes the barometer by which the outside world judges the vitality of our community. As our civic and economic center, downtown embodies our values in a variety of ways.

**The Vision:** Downtown's future is based upon creating a welcoming, walkable and family-friendly place. Downtown Castle Rock becomes the Main Street of Douglas County, combining a sampling of new urban elements, such as fine dining, unique shops and places to live, with our connections to a Western past, including historic buildings, traditional businesses and an overall relaxed pace. Downtown must also be functional with plenty of places to park, bike, stroll and gather.

**The Strategy:** The Plan of Development lays out a development framework and set of tools and strategies that rely on incremental, step-by-step investment by both the public and private sectors. To become a stronger destination for Castle Rock residents, the Plan encourages small-scale mixed-use investment - one-of-a-kind shops, small businesses and new residences. Visual improvements include attractive streetscapes, strategically located parking structures and distinctive gateways. Together, the energy and vitality created by many small pieces creates a vital attraction. This is the same formula that has generated new energy in historic downtowns all along the Front Range, from Longmont to Littleton, from Golden to Denver's Lower Downtown.

**The Opportunity:** Castle Rock has a limited window of opportunity to strengthen and improve its downtown. While downtown today is virtually unique in Douglas County as an authentic historic shopping district, new competitive retail and faux urban development concepts are on the drawing board. Moving forward swiftly to implement the downtown plan is an economic imperative for Castle Rock.

## A Plan for Downtown's Future

Settled in 1874, Castle Rock has been a proud and independent small town through much of its storied history - a county seat in a rural high plains setting that first serviced mines, then the railroad, and, after World War II, the Interstate Highway.

The most recent generation has ushered in an era of profound change. From 1990 to 2005, Castle Rock's population increased by over 325% to nearly 40,000 residents and projections call for the town to continue to grow, reaching more than 100,000 residents within 20 Years. In the midst of this explosive growth, Castle Rock's leaders have sought ways to preserve the town's distinctiveness and connections to its historic roots. History may be the key to Castle Rock's future, as Downtown emerges as one of only two authentic historic town centers in the heart of one of the nation's fastest growing and most affluent suburban counties.

### Town of Castle Rock Community Cornerstones

In 2002 the town of Castle Rock commissioned the 2020 Comprehensive Plan of Development. This plan identified the *four cornerstones* for the Castle Rock community:

- To preserve Castle Rock's historic buildings and small-town atmosphere.
- To ensure the Town is carefully planned to accommodate the needs of existing and

future residents while preserving and protecting Castle Rock's Town identity and quality of life.

- To ensure that all necessary community services are provided to support the public interest and well-being of all Castle Rock residents and businesses.
- To promote economic self-sufficiency and long-term stability of the local economy to provide residents with a broad range of employment opportunities and to provide the Town with a healthy tax base.

In order to translate these cornerstones into specific calls for action, the Town Council adopted the following mission statement and list of primary goals:

### **Town of Castle Rock Community Goals**

The Town of Castle Rock is a world-class community with a small-town character. As we grow to approximately 100,000 residents, together we will work to sustain and enhance our livable community by pursuing and achieving *our primary goals*:

- Buffer the Town from the overall urban area in order to be physically freestanding.
- Preserve and enhance our history and heritage.
- Protect and enhance our natural environment.
- Ensure high-quality new development.
- Achieve a diversity and balance of housing, services and employment.
- Provide outstanding cultural, entertainment and educational opportunities.
- Remain the county seat and the center for governmental services.
- Achieve the financial capability necessary to accomplish this Vision.
- Sustain a high quality of life as a safe, family-friendly community.
- Provide outstanding community services including police, fire, emergency medical, parks, recreation, water and transportation.
- Maintain a vibrant Downtown.
- Maintain a strong sense of community and small-town community character.
- Ensure a town government accountable for its vision, mission and values.

### **Plan of Development**

Armed with these strong statements of direction and support for Downtown Castle Rock, in 2008, the Board of Directors of the Castle Rock Downtown Development Authority adopted this Plan of Development based on the Downtown Castle Rock Master Plan and the 2020 Comprehensive Vision. This Plan of Development builds upon past plans and incorporates new policies to best position Downtown for the future. More than a nostalgic connection to the past, the future of Downtown is inextricably connected to the vitality of the entire community - Downtown is the one place that can be Castle Rock's hub, the historic County Seat, its central gathering place, and an embodiment of its unique civic identity as the center of both Town and County activity.

### **Downtown Development Authority**

The Downtown Advisory Committee (DAC), the Planning Commission, and the Town Council support the formation of a Downtown Development Authority (DDA) as the organizational and financial strategy for implementing downtown improvements as set forth in this Plan of Development and the Downtown Castle Rock Master Plan.

The sales tax collected in the downtown area has remained mostly flat for the past four years. The downtown core area is fragile. The infrastructure is tired, and there is limited opportunity for expanded parking reserves. It is primed for more development and remains the historic heart of our community.

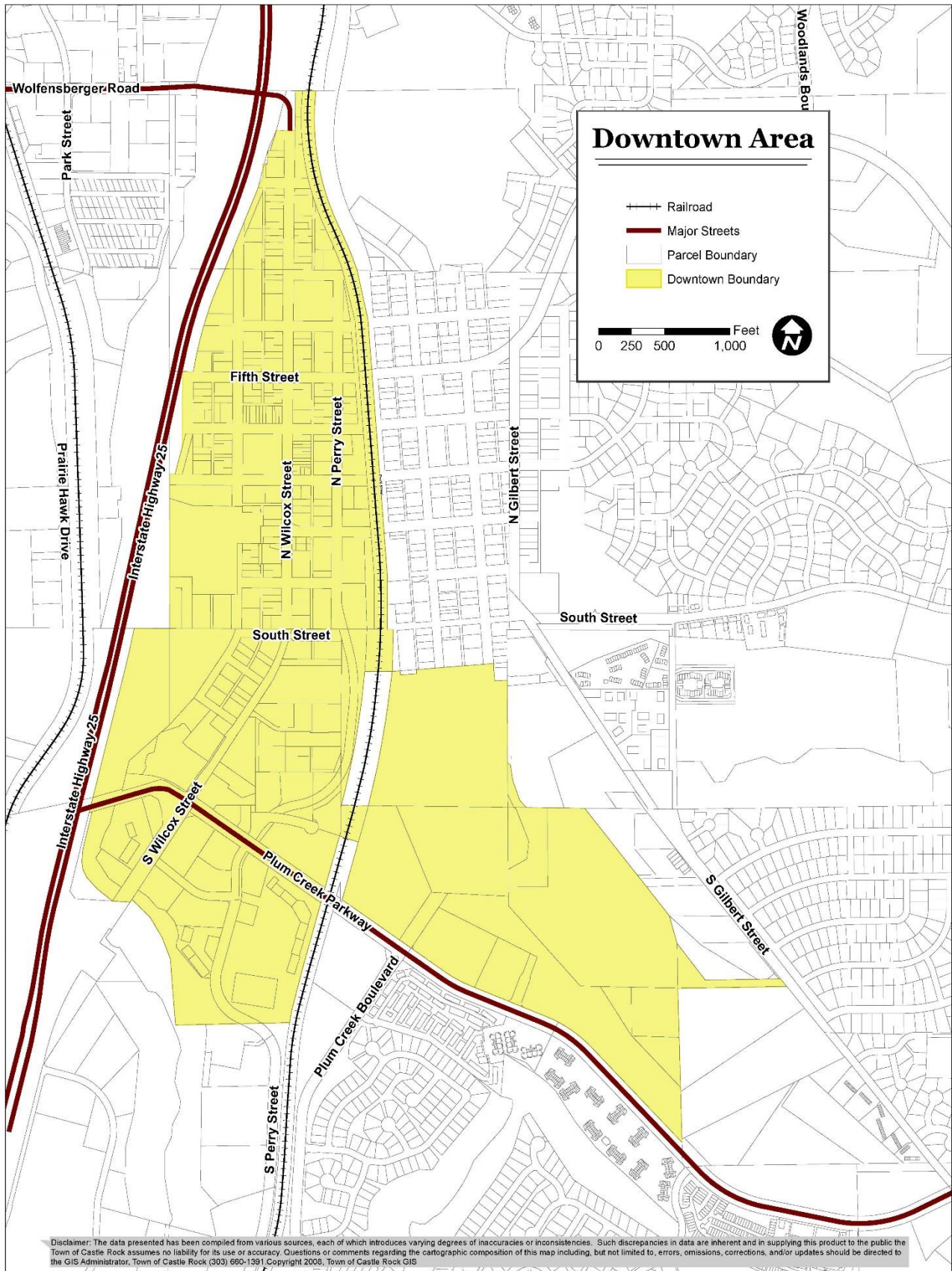
Without an organized and prioritized program for developing the downtown area, the downtown could easily languish and succumb to competition from nearby retail centers. This Plan of Development will afford the maximum opportunity, consistent with the sound needs and plans of the Town of Castle Rock as a whole, to prevent further deterioration of Downtown infrastructure. This Plan of Development constitutes a "plan of development" as defined in §31-25-802(6.4), C.R.S.

### **Downtown Development Authority Boundaries**

The Town Council has designated the downtown area as the central business district of Castle Rock. Downtown is the area that is and traditionally has been the location of the principal business, commercial, financial, service, and governmental center, zoned and used accordingly. The DDA boundaries shall consist of: The Downtown Commercial core consisting of lands within the Town's jurisdiction South of Wolfensberger Road, bounded by Interstate-25 on the West, the eastern Denver Rio-Grand Railroad ROW (Union Pacific) on the East, the South Wilcox-Plum Creek Commercial area generally South of Plum Creek Parkway and North of Plum Creek (all lands platted within the Plum Creek Commons 1 & 2, Plum Creek Medical Facility, CR Family Physicians Facility, Brookside Office Park, First Bank of Douglas County PD and Centre on Plum Creek) and bounded by the southern lot line of Centre on Plum Creek and to include the Douglas County Fairgrounds in its entirety.

These boundaries shall constitute the "plan of development area" as defined in §31-25- 802(6.6), C.R.S. This is the area in which the DDA may undertake development projects which are consistent with this Plan of Development. Subsequent to the organization of the DDA, additional property may be included in the district pursuant to §31-25- 822,C.R.S.

A map of the DDA Downtown District is on the next page.



## Downtown Framework and Character Districts

To achieve the community's vision for Downtown, the Plan of Development and the Downtown Master Plan establishes a framework that provides suggested uses, urban design guidelines and improvements for the three primary commercial character districts in downtown and provides vision and direction of the other two districts within the DDA's borders, including the south Wilcox Plum Creek Commercial center and the Douglas County Fairgrounds facilities.

A summary of this framework includes:

- The historic core of Downtown is envisioned to be the lively pedestrian-oriented heart of specialty retail and dining. It will remain the County Seat for Douglas County.
- The Southern section of Downtown will house an expanded Civic Center Campus and the main administrative offices for the Town Government, as well as the library, a future multimodal transit center and a community cultural center. There will be the opportunity to expand the street grid and create a new mixed-use neighborhood with housing connected to an intricate open space and trail system.
- The northern end of Downtown will become a welcoming entryway, centered along a tree-lined Wilcox Street with additional office and residential uses complementing the existing administration offices of the Douglas County School District.
- The Douglas County Fairgrounds will become more integrated into the Downtown community with direct pedestrian access along Sellars Gulch to all of the excellent and diverse programming at the facility.
- The South Wilcox Plum Creek commercial area will develop as the market indicates, perhaps featuring larger format retail or automotive uses.



## Improvements, Projects and Investments

The following is a summary of initiatives identified during the planning process as inter-related components and major catalytic events that would advance the evolution and development of

Downtown Castle Rock. Each of these initiatives will be discussed in greater detail in the body of the plan:

- **Physical Improvements and Public Realm:** Creating a pedestrian-oriented environment that is accessible to all through a variety of improvements to the public space in Downtown, including wider sidewalks, more attractive streetscape, traffic calming mechanisms, pedestrian scale lighting and signage.
- **Parks and Open Space:** Building upon Downtown’s existing natural assets and Castle Rock’s recreational lifestyles, offering connections to existing trails and open spaces, including Plum Creek and Sellars Gulch, as well as recommending the creation of more formal park programs in each of the newly identified character districts.
- **Gathering Places and Special Events:** Fulfilling the broader community’s need for a central gathering place, a permanent events venue on 2<sup>nd</sup> Street is envisioned with the opportunity to expand special events into the core of Downtown along 4<sup>th</sup> Street.
- **Expanded Street Grid in South Downtown:** Expanding the Downtown area south of Sellars Gulch will offer the future opportunity to introduce the town’s traditional street grid and creating an environment to accommodate a new mixed-use neighborhood.
- **Improved Connections and Gateways:** Identifying and improving pedestrian and bicycle connections throughout the historic Downtown and the Craig & Gould neighborhood, plus highlighting Wilcox Street to regain its traditional role as Downtown’s primary north-south axis.
- **A New Civic Center and Cultural Arts Center:** Guiding the discussion and planning for a new civic campus, expanded to include a Community Cultural Center as well as the functions of Town government, which could strengthen Downtown and contribute to the vision for a walkable, economically vital and diverse Downtown.

### Infrastructure Tools and Strategies

This section of the plan described certain tools and strategies that will be applied as a background to implement the Downtown initiatives. For the plan to be successful, economic development efforts and strategies must be reinforced and must continue throughout the entire Downtown twenty-year planning horizon. Similarly, addressing the parking and traffic issues in the Downtown area needs to be an infrastructure priority. Changes to land use regulations, such as zoning, must support the plan’s vision and facilitate development.

- **Traffic and Parking:** The Plan of Development respects the constraints of future traffic, offering build-out scenarios that will not overwhelm and burden the area with congestion. A parking management strategy aims to strategically locate new parking reservoirs at the periphery of the Downtown, providing easy access and support for new development, yet not disturbing the fragile character of Downtown’s core.
- **Economic Development Strategies:** Initiatives are suggested to encourage development and provide certainty for investors, including revisions to zoning, preservation and design guidelines.

### Organizational and Financing Strategies

The Downtown Development Authority (DDA) will help finance and implement the Plan of Development to prevent the further deterioration of the plan of development area. The DDA may use Tax Increment Financing (TIF) to re-invest in Downtown, as well as revenues generated by a voter-approved ad valorem



property tax within the district. In the future other organizational and finance tools may be added, such as a Business Improvement District.

### **Market Analysis Summary and Implication**

The Town of Castle Rock commissioned Progressive Urban Management Associates, Inc. (P.U.M.A.) in the Fall of 2006 to prepare a Market Analysis and Implementation Study to provide short- and long-term strategies to retain, grow and attract high quality development, new investment and appropriate businesses to Castle Rock's Downtown. Recommendations from the Downtown Market Analysis and Implementation Study were based on an extensive market analysis that was completed in late 2006 and early 2007. The following summaries highlight findings in components of the market analysis.

**Economic Profile:** An economic profile provides a snapshot of current market conditions and recent trends that affect the Downtown market. Significant findings from the economic profile include:

- Castle Rock is blessed with strong demographics and community amenities, including high incomes, high education levels and excellent public schools.
- Downtown's commercial lease rates are relatively strong and beyond the reach of pioneering uses such as galleries.
- Downtown's retail sales are driven by the restaurant and automotive services sectors.
- Existing special events, such as the Farmer's Market and ArtFest, as successful and provide a solid foundation for growing event offerings.
- The library serves as the "Nordstrom's" of Downtown, an activity anchor that drives hundreds of thousands of annual visitations.

**Retail Leakage Analysis:** A retail leakage analysis of the Castle Rock market, including Downtown, identifies dollars that are leaving the community for specific product types. Highlights include:

- There is evidence of significant expenditure outflows for restaurants, personal services and several categories of specialty retail that could be accommodated in Downtown.
- The analysis established an oversupply of general merchandise (i.e. big box retail, discount department stores).

**Stakeholder Interviews:** Meetings were held with key Downtown stakeholders – property owners, businesses and civic leaders – to obtain "street level" market information and priorities for improvements. Key themes that emerged from the stakeholder interviews included:

- Downtown lacks a unique niche and unified vision.
- Downtown lacks "curb appeal" and its appearance could be more attractive and convey a more unique local personality.
- The public realm needs to be more walkable and Downtown needs a stronger pedestrian orientation in general.
- Parking is imbalanced, with a lack of parking in key locations and ongoing abuse of on-street parking by employees and owners.
- More locally-owned and unique businesses would help Downtown's overall business mix.
- Downtown needs to market and communicate better with the suburban neighborhoods of Castle Rock, which appear disconnected from the heart of the town.
- With budget challenges looming, Downtown is one of many civic priorities that will compete for resources.

## Summary of Observations

- **Downtown Castle Rock is Blessed with Strong Demographics and Limited Competition, For Now:** Douglas County is a national leader in overall growth and high median incomes. Education levels are high and the school system is excellent. Amid the backdrop of strong demographics, Downtown Castle Rock is one of two traditional central business districts serving more than quarter million persons. Downtown has an opportunity to tap into this extraordinary market; however, the opportunity is time limited with the imminent development of new neighborhood serving retail at The Meadows and other “town center-type” retail developments that are likely to follow.
- **A Commuter Market Presents Challenges and Opportunities:** 90% of Castle Rock’s workforce commutes, 60% of these commuters would like to work closer to home. There is an immediate opportunity to capture many of these commuters and create an environment that encourages small businesses of all types. Downtown retail and entertainment uses must also adapt to the lifestyles of its in-place markets, placing more importance on nights and weekends.
- **Castle Rock’s Residents Evidence a Desire for Community:** The community survey and stakeholder interviews suggest that much of Castle Rock’s residents desire a taste of urbanity, an authentic gathering place that can connect the disparate subdivisions that sprawl from the core. Success in existing special events, including the Farmer’s Market, ArtFest and County Fair, provide additional evidence that the community seeks a means for interaction and identity.
- **Downtown is Already Well Used by Residents:** The community survey finds that most Castle Rock residents frequent the Downtown. Top attractions include the post office, restaurants and bars and the library. Notably, residents outline a formula for increased visitation that is achievable – more restaurants, information on what exists, special events and unique one-of-a-kind retail.
- **Retail Leakage Analysis Identifies Opportunities for Downtown:** The retail leakage analysis found significant outflows for restaurants, personal services and several categories that could be served by unique independent retail. Downtown has a window of opportunity to capture a number of these uses and establish a unique niche that will differentiate it from new formula-based competition.

## Opportunities

### Development

- In the short-term, Downtown Castle Rock can and should fortify its position in the restaurant, personal service and unique specialty retail niches. There also appears to be a strong opportunity to capture small businesses to locate and incubate in the Downtown.
- Longer term, and after a stronger critical mass of dining, entertainment and specialty retail uses have been achieved, a stronger demand of housing will emerge. Housing typed should include urban prototypes such as loft-style and live/work products.
- Improving Downtown’s “curb appeal” through street beautification, a stronger pedestrian orientation and improvements to facades and private property will help to attract the type of dining, entertainment, specialty retail, small business office and urban housing prototypes suggested by the market analysis.

### Marketing

- Castle Rock and Douglas County residents are a readily available in-place market and offer world

class demographics for wealth and education. This market needs information on what exists and a formal invitation to visit its Downtown.

- Downtown businesses, particularly dining and retail, need to be sensitive to the constraints of a commuter market. More emphasis should be placed on delivering a Downtown dining and shopping experience during evenings and weekends.
- Special events could be particularly effective in Castle Rock to fortify a sense of civic identity and attract in-place markets to the Downtown.

### **Organization**

- Downtown is one of many civic priorities that is competing for resources from the city government. Improvements must be leveraged within participation from both the private and public sectors.
- Either a business improvement district (BID) and/or a Downtown development authority (DDA) should be explored to champion Downtown Castle Rock. Either or both entities could be critical to advance development, fund and manage marketing efforts and create a unified and consistent voice for Downtown interests.

### **Guiding Principles**

The development of the Downtown Plan of Development included a comprehensive review of both existing market conditions and existing town plans. In particular, the Downtown Plan of Development was developed in accordance with the vision laid out for the Town of Castle Rock by 2020 Comprehensive Plan of Development. The Downtown Advisory Commission also participated in exercises designed to define community values, visual design preferences and community social and cultural goals. These exercises led to the establishment of the following guiding principles (listed here in no particular order):

- Create a welcoming, pedestrian friendly Downtown core.
- Protect and enhance the historic character of Downtown.
- Identify catalytic investment opportunities and develop a regulatory environment to support them.
- Strategically and specifically plan for public investment in infrastructure needs, in order to leverage private development.
- Create a “Downtown First” policy for local and county government expansion, multi-modal transportation hub location, commuter rail location and Community Cultural Facilities.
- Provide direct and easy access to trails and open space.
- Ensure that public spaces in the Downtown area are family friendly, inviting, safe and well programmed.

It is important to understand how these principles will be used as the plan moves forward into implementation. These guidelines are designed to serve as the primary underpinning of the plan and will allow the plan to be living, nimble and able to respond to market forces as time goes on. The specific development recommendations of this plan are based on current market conditions and our best anticipation of future market trends. As a 20-year plan, if market or environmental conditions change dramatically over time, the plan can still be used as a guide, as each of these principles has many ways of being realized. The point of these guidelines is to provide lenses through which all improvements and developments considered in the Downtown area, now and in the future, are viewed. It is this flexibility

that will allow this plan to be the guiding document for the development of Downtown for years to come.

## Vision

*Downtown Castle Rock Should be the Main Street of Douglas County, providing the region with an authentic Western Downtown experience and a central gathering place, which unites neighborhoods, families and individuals. Castle Rock can achieve this vision for Downtown through a welcoming environment, which combines a sampling of urban elements with distinct local flavor and provides a variety of amenities.*

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Key phrases in this Downtown vision, which will differentiate Downtown Castle Rock, include:

**Main Street of Douglas County:** Castle Rock is centrally located in Douglas County and serves as the County Seat. It offers one of just two authentic, traditional Downtowns serving more than a quarter-million people. As such, Downtown Castle Rock is well positioned to serve as a diverse, unique offering in contrast to a large amount of suburban development.

**Authentic Western Downtown Experience:** As a Downtown with historic character and an agricultural tie to the roots of the West, Castle Rock can deliver an authentic atmosphere comprised not only of unique and varied architecture, but of a diverse set of offerings in a walkable, well-defined, historic area.

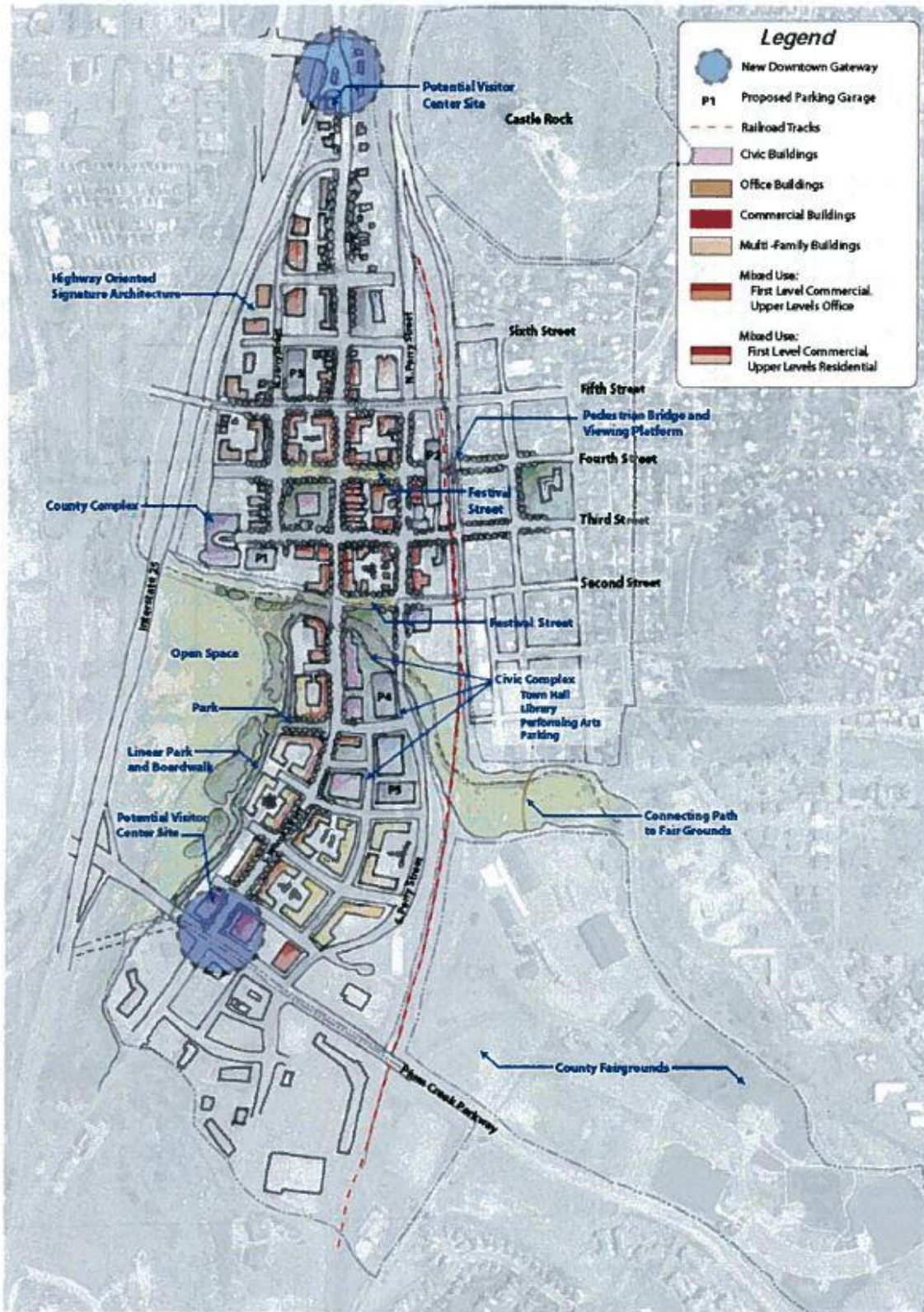
**Gathering Place:** Downtown Castle Rock has the opportunity to create a true community core, which can serve to connect the disparate subdivisions and small communities in Douglas County and serve as a family-friendly place to gather for community events. The physical creation of a well located Cultural Arts Center, and a town square and gathering place would serve as key traffic generators.

**Welcoming Environment:** Castle Rock has the opportunity to build upon Downtown's historic character by developing a more compelling environment and "curb appeal" that gives the Downtown a stronger personality and warmth and encourages community use. Prioritizing the pedestrian experience, reinforcing the bike and trail accesses will encourage stronger use of Downtown.

**Urban Elements:** By emphasizing appropriate development and by focusing on a diverse mix of office, retail, restaurant and nightlife uses which cater to many markets, Downtown Castle Rock has the ability to offer a "taste" of urbanity while maintaining an architectural scale that respects Castle Rock's historic past and ensures comfortable growth for the future.

**Local Flavor:** Downtown Castle Rock should respect and maintain its small-town appeal by supporting a diverse array of unique local businesses. Research supports the development of small neighborhood-supporting retail as well as growth opportunities for office, restaurants and nightlife.

**Variety of Amenities:** Downtown Castle Rock should aim to offer amenities that are welcoming to various demographics, including families, young professionals, and empty nesters via diverse events, recreation activities and restaurants, shops and nightlife. These amenities should be available during a variety of hours, including evenings and weekends.



**Downtown Castle Rock  
Framework Plan**



## Downtown Plan Framework

Downtown Castle Rock includes a large geographic area that encompasses commercial districts as well as historic neighborhoods, the Douglas County Fairgrounds and developing commercial areas south of Plum Creek Parkway. For the purposes of this plan, the study boundaries are defined as the area generally bounded by the Wolfensberger Road entrance to the north, Front Street/Perry Street to the east, Plum Creek Parkway to the south, and Interstate 25 to the west.

Downtown character districts are recommended to help guide future Downtown uses. In order to be successful, many complementary uses require a critical mass of activity to convey a sense of place and provide a suitable destination to attract patrons. The proposed Downtown character districts are intended to contribute to and create an overall physical framework that is founded on the following design principles.

**Maintain Castle Rock's Character:** Downtown's history, distinctive and cozy scale, and civic infrastructure enhance its overall ability to deliver a unique Downtown experience. The plan aims to build upon existing strengths in delivering an authentic experience as opposed to creating a manufactured theme. Suggestions include:

- Emphasize human-scaled architecture, which incorporates interesting detail and quality building materials such as stone and/or masonry facades.
- Encourage height and massing of new development, which respects the scale of existing buildings and protects important views of the rock.

**A primarily Pedestrian-Oriented Downtown:** All developments should occur with an eye toward pedestrian. From the scale of buildings and facades, to the ease with which pedestrians navigate the sidewalks and streets, the pedestrian environment should take precedence. Suggestions include:

- Buildings should orient towards the street and should be built to lot-lines.
- Parking should be located in shared parking structures at the periphery of Downtown or behind buildings, rather than in front of stores.
- Storefronts should be transparent at the street level.
- Drive-through services should be limited throughout Downtown.

**Create a "Place" Downtown:** "Placemaking" should be a priority in Downtown Castle Rock, and, as such, attention should be paid to the numerous details which can assist in creating a unique, ambiance, experience and atmosphere. Suggestions include:

- Activate Downtown with public parks and plazas and provide pedestrian connections to outlying open spaces such as Sellars Creek and Plum Creek.
- Develop the new Civic Center as a usable, welcoming community space Downtown.

For the commercial core of Downtown Castle Rock, three primary character districts have been recommended: North Downtown, Downtown Core and South Downtown.

Development strategies and character definitions for each of the districts are provided on the following pages.

## **North Downtown**

### **Location**

The northernmost area of Downtown Castle Rock, formed at the point where Wolfensberger Road merges into Wilcox Street, and encompassing the area bounded by Perry Street on the east, Interstate 25 on the west and Fifth Street to the south.

### **Role and Relation to the Vision**

North Downtown serves as the northern gateway to all of Downtown Castle Rock and should act as a welcoming mat, inviting visitors to further explore Downtown. Currently, this entrance to Downtown provides very little of a “welcoming” ambiance. With a mix of non-welcoming uses dotting the landscape, North Downtown currently does not accurately portray what a visitor can expect upon entering Downtown Castle Rock. In the future, the entrance from this point should set expectations for an authentic Downtown experience, welcoming visitors with stunning views of the community. Execution of the recommendations for North Downtown are envisioned as a mid-term strategy, with projects and programming being implemented in the next five to ten years.

### **Sense of Place**

Establishing a strong sense of identity for North Downtown, which is the most visible portion of Downtown from Interstate-25, is essential in creating a connection and pulling people into Downtown Castle Rock. Quality buildings and landscaping which can be seen from the highway will establish an image of Castle Rock as progressive, yet proud of its heritage.

The main thoroughfare of the district, Wilcox Street, will emerge as a mixed-use district with a lower density neighborhood feel than the Downtown core. It will feature a pedestrian-oriented environment, old growth street trees and multi-story developments that implement residential over retail. The streetscape and development pattern in this area should be uniform on both sides of Wilcox, but will differ from that of the Downtown Core. Existing single-family structure containing small professional offices should remain whenever possible. As the lifespan of the strip plaza environment expires, the development of new buildings and structure with parking location at the rear should be introduced. Ample room for tree lawns and landscaping should be encouraged as part of the streetscape environment, recreating the small-town image that once existed along this portion of Wilcox.

### **Design Features**

Specific design features that should be incorporated to achieve the desired character in North Downtown are:

- A gateway feature at northern Wilcox near the Wolfensberger intersection that lets visitors know they are entering a special place.
- New buildings should be two to three stories in height along Wilcox and should have transparent ground floor facades and pitched roofs.
- Highway-oriented signature office buildings should be encouraged near Interstate 25 that give the town a presence from the highway.
- A sound wall and green berm are proposed between Northbound I-25 and Downtown Castle Rock to provide a more attractive view of Downtown from the Interstate.
- Parking lots located at the rear of buildings, shared lots between buildings buffered from the street with landscaping and architectural fencing is acceptable where parking at the rear is

infeasible.

- Consider bulb-outs at intersections to reduce pedestrian crossing distances
- Consider other traffic calming measures where applicable such as limited use of roundabouts.
- Narrower drive lanes and turning lanes (or replace turning lane with landscaped median).  
Introduce uniform parallel parking lanes on both sides of street.

### **Suggested Uses and Activities**

The business mix in North Downtown should primarily focus on office and commercial uses, with business-serving retail and restaurants providing services to tenants. Types of uses, which will thrive here, include:

- Small and mid-sized office tenants
- Retail offerings, which are different from the local focus of the Downtown core, potentially focusing on popular sandwich chains for quick lunches and retail that supports office needs
- Personal service businesses
- Mixed-use buildings that could include office and/or residential over retail

### **Development Challenges and Opportunities**

With a scattered mix of current buildings and design elements, North Downtown has potential to change tremendously from a strip-mall oriented district to a more main-street feel in the future via infill. Some significant challenges and opportunities exist:

#### **Development Challenges**

- The three gas stations currently located at the entrance into North Downtown where Wolfensberger and Wilcox meet should be relocated in order to create a gateway, green space and possible visitor center that would assist in setting the tone for Downtown Castle Rock.
- Currently North Downtown consists of a mix of historic bungalows used for commercial purposes, and strip malls with parking in front. To encourage redevelopment of these privately-owned properties will take time and significant investment.

#### **Development Opportunities**

- The Wolfensberger entrance into Downtown from Interstate 25 provides significant potential to create visibility, establish an identity and create a visual connection that draws visitors in.
- The current Douglas County School administration building sits on one complete block in North Downtown. If future School District planning includes leaving this area to consolidate administrative functions, this site is a significant property and it has great potential for future reuse and activation.
- The triangular commercial area located directly behind Wilcox to Interstate 25 shows great potential for commercial redevelopment and has excellent Interstate visibility. Highway-oriented architecture will make new buildings visually appealing from both sides.
- A new parking structure which could be located between Wilcox and Jerry, 5<sup>th</sup> and 6<sup>th</sup> Streets would serve both North Downtown businesses and employees and the Downtown core as well.

#### **Linkages to Other Districts**

- Visitor's center destination, which draws people in and informs them of other Downtown Castle



Rock destinations.

- Area of primary employment providing a stabilizing job base for Downtown.
- Daytime market to support retail, dining and entertainment uses proposed for the Downtown Core.

## **Downtown Core**

### **Location**

Centered in the middle of the study area, the Downtown Core is bounded by Fifth Street to the north, Front Street to the east, Second Street to the south and I-25 to the west.

### **Role and Relation to the Vision**

The Downtown Core is the heart of Downtown, serving as Main Street of both Castle Rock and all of Douglas County. It is the district which reflects the history of the town and serves as a central gathering place where the locals can connect and visitors can embrace the local flavor of Castle Rock through a variety of unique offerings and amenities.



Rendering of a Proposed Downtown Core

### **Sense of Place**

The Downtown Core should provide a mix of town-scale urban uses, ensuring a vibrant, attractive streetscape with pleasant pedestrian experiences and attractive buildings that are respectful of Castle Rock's history. Policies in this area should concentrate on businesses that make Downtown a unique not-to-be-missed attraction. There should be "transparency" along the street – storefronts with inviting windows and visible displays, opportunities for sidewalk cafes and public art that brings whimsy and fun to Downtown to encourage pedestrian activity along the street, and to reduce the large scale of the enhancements create a pedestrian friendly environment. Upper floors are ideal for office and eventually residential loft uses.

The Downtown Core is also Castle Rock's active entertainment district serving as the hub for unique retail and restaurant experiences, vibrant nightlife opportunities and as the primary venue hosting periodic special events and festivals.

### **Design Features**

In order for the Downtown Core to become the quaint Downtown entertainment and shopping destination envisioned, significant improvements in the public realm will be necessary to fully capitalize on the potential that already exists. The vision is to create a uniform pedestrian-friendly environment that designates Downtown as a place for people. Several design elements that will establish this desired character include:

- Renovate existing facades to return them to their original materials
- Encourage architecturally detailed facades on infill buildings
- Replace diagonal street parking, on the names streets, with parallel parking, supported by parking garages
- Widen sidewalks to allow for more pedestrian traffic and outdoor café seating
- Create a uniform street planting theme
- Install uniform public amenities such as planters, benches, bike racks and trash receptacles that

reflect the character of a small Downtown

- New buildings should respect existing building heights in order to protect important view of the rock
- Encourage pedestrian oriented signage system
- Create two new festival streets on Second between Perry and Wilcox and along Fourth Street between Perry and N. Jerry Street
- Install decorative light strings that designate important Downtown streets. Create intimate pocket parks, public spaces that offer relief from the urban environment.

### **Suggested Uses and Activities**

The Downtown Core provides opportunities for connecting and engagement through community events and well-thought-out gathering spaces as well as through unique locally owned retail, restaurant and nightlife offerings.

**Retail:** The leakage analysis finds a genuine gap for several product niches. A variety of retail concepts are suggested, including products for pets, hobby and craft shops, bookstores, consumer electronics, furniture and home furnishings, personal care, restaurants and taverns. There is a strong preference for retail that is local, independent and unique, offering a high level of quality and customer service. “Branded” retailers would be encouraged to use a Castle Rock appropriate look and strategy if they were to locate in the core area.

**Restaurants:** Currently the second largest draw to Downtown Castle Rock survey work demonstrates that visitors desire more opportunities to enjoy a unique restaurant experience. We feel this is a natural fit for the Downtown Core. Seasonal outdoor dining and street cafes should be encouraged to promote activity on the street. New restaurants should provide a quality dining experience in a sophisticated environment, while offering value to customers.

**Entertainment,** including live music and dancing with dining is also recommended; however, “good neighbor” policies should be adopted to ensure that new entertainment uses will be compatible with future residential uses in upper floors.

**Community Events:** The Downtown Core should be the hub for all community-wide events. We recommend a focus on two primary areas that could be developed specifically as event venues: Fourth Street from Perry Street to Jerry Street, and Second Street from Perry Street to Wilcox Street including the newly renovate Festival Park. Removable bollards could serve to easily block off these streets for special event use while allowing for normal use at all other times. There is also the potential of an additional Civic Plaza, connected to the expanded Civic campus, which would be the center for ceremonial and political events.

### **Development Challenges and Opportunities**

Downtown’s Core largest challenges currently revolve around vehicles: how to calm them; and where to park them. While many opportunities exist to create a more livable, walkable town center, addressing both of these challenges will require a strong public/private partnership.

#### **Development Challenges**

- Traffic calming is needed to make the Downtown Core a true pedestrian area, particularly on Wilcox and Perry Streets. This can be achieved through the use of such traffic calming devices as bulb-outs and roundabouts. Streetscape enhancements, including wider sidewalks, landscaping

and street cafes, will favor the pedestrian environment.

- It is essential to provide an adequate supply of parking to support an active mix of uses in the Downtown Core via better management of existing parking supply, including both on-street parking and the creation of new parking facilities to serve increasing demand.
- The trains that roll through Downtown Castle Rock multiple times daily create significant connectivity and noise issues for Downtown. Creation of a Quiet Zone through Downtown should be considered.

### **Development Opportunities**

- Return the Courthouse and its edges into the more classic form of a Courthouse Square, which anchors the Downtown Core.
- Build on the cross-section of Fifth Street and Wilcox Street to create a gateway for visitors arriving from both directions.
- Explore development opportunities on the corner of Third Street and Wilcox Street that include an upper level residential element, which would allow for capitalizing on the view of the Rock.
- Explore locating a parking garage along the railroad tracks between Third and Fourth streets. This new parking would help to serve the growing retail/restaurant core.
- To better connect the historic Craig and Gould Neighborhood, construct a pedestrian bridge over railroad tracks on Fourth Street. This bridge could also serve as a platform for viewing the Rock, and would serve as a viewing point for the trains as well, making them an attraction.
- Build on Castle Rock's history by maintaining the site of the historic elevator and supporting the identified areas of significance while creating local attractions that build on the history of the West.
- Provide the central gathering place or places for the community. Create event space such as the newly completed Festival Park. Special pavement treatment could be used to distinguish these streets as gathering places.
- Create distinct connections to the trail system and make access to the Core easy for pedestrians, bicyclers and horse-riders.
- Build on the connection to the Rock and explore unique ways to capitalize on the views via rooftop and deck seating, upper-level housing, and viewing locations throughout the Core.

### **Linkages to Other Districts**

- Build upon the proximity to the historic Craig and Gould Neighborhood by creating easy pedestrian connections, such as a pedestrian bridge. If given the opportunity, work with the Douglas County School District to define an appropriate re-use for, and connection to, the Canril School in the middle of the historic neighborhood.
- The Downtown Core could serve as a catalyst for change and development in both North and South Downtown, by providing both amenities for workers by day, and residents and visitors by night and on weekends.

## **South Downtown**

### **Location**

Serving as the southern gateway into Downtown Castle Rock, South Downtown is bounded by Second Street to the north, Perry Street and the railroad tracks to the east, Plum Creek Parkway to the south and Interstate 25 to the west.

### **Role and Relation to the Vision**

South Downtown provides a unique opportunity for Castle Rock to create a new mixed-use Downtown neighborhood that can provide a strong future amenity base as well as a population to help support Downtown, providing urban elements and new amenities that do not exist elsewhere. This vision is a longer-term strategy, envisioned for implementation over a longer period (15-20 years). Interim uses are acceptable as long as they allow the flexibility to introduce the proposed vision over time.

### **Sense of Place**

South Downtown serves as the southern gateway to Downtown and is envisioned as not only the Civic Core, but also an emerging residential core and mixed-use neighborhood which builds on both existing and new amenities. Introducing dense urban housing here will reinvigorate all of Downtown, adding the much-needed population density to support a vibrant Downtown atmosphere. A mix of lofts, one and two-bedroom apartments and condos will attract a variety of lifestyles to live Downtown. Opportunities to create a more well-defined street grid and infrastructure would introduce a sense of walkability and an inviting street environment.

The northern portion of South Downtown could serve as Downtown's civic center and would offer amenities such as an expanded Civic Plaza, the library, and potentially a future Cultural Arts Center. This expanded Civic Center could become a major Downtown destination.



**Rendering of Proposed South Downtown**

Two of the most unique features of South Downtown are the historic waterways of Sellars Gulch and Plum Creek. In fact, the confluence of these waterways is located just to the south of the Douglas County Administration Facility. These unique natural elements provide tremendous opportunities to develop usable urban open space while providing unique views of both the mountains and the Rock. Redeveloping these areas to encourage public access and enjoyment should be a priority of the plan.

### **Design Features**

Some suggested design features to create the desired character include:

- Re-introduce the street grid to create a walkable neighborhood and provide east/west and north/south connections

- Three to four story residential buildings with ground floor retail/business
- Protect views of the rock with proper building heights
- Streetscapes designed for pedestrians, including ample street trees and plantings
- Create wide sidewalks
- Pedestrian zone separated from travel lanes with on-street parking and landscape zone
- Create narrower traffic lanes
- Signage orientated towards pedestrians
- Encourage neighborhood business uses
- Create mixed-use development along Wilcox, including some ground level commercial uses such as a restaurant or coffee shop in the Civic Center Complex
- Bring the buildings up to the street, with transparent facades on the ground floor
- Civic Center should orient buildings toward Wilcox and Sellars Gulch and should not be a barrier to surrounding neighborhoods. Connect the Civic Center directly to the Downtown Core along Wilcox and across Sellars Gulch.
- Provide as many linkages (north / south and east / west) through the Civic Center as feasible to create connections between Sellars Gulch trail, Perry Street, Wilcox Street and Plum Creek open space. This will ensure multiple access points and route choices connecting surrounding neighborhoods and open space system to the Civic Center further promoting a walkable neighborhood.
- Celebrate the unique open space opportunities of Downtown by opening Plum Creek and Sellars Gulch up with more trail connections and access points.
- Locate attractive uses and building facades on the southern and western edge of and across Wilcox. Service areas should be located on a future north/south street parallel to and between Wilcox and Perry.
- Create intimate public parks and plazas near Civic Center, which serve as connections between civic uses and surrounding neighborhoods.
- Create an active use park within proposed residential portion of South Downtown.

### **Suggested Uses and Activities**

South Downtown emerges as a unique opportunity and somewhat of a clean slate to develop a unique urban environment.

**Civic Center:** The location of Town Hall and the well-utilized library has established the east side of South Downtown as a civic facility hub and future civic development should build on that. This Civic Center should serve as an anchor for the Downtown Core, as well as the Douglas County Courthouse and other county offices.

**Emerging Residential Live/Work Neighborhood:** The opportunity to create residential in South Downtown is exceptional. Live/work studios would suit the area well and provide unique entrepreneurial opportunities. Housing would also provide the opportunity to cultivate a pedestrian-oriented work environment and close proximity to a number of key amenities, including:

- The retail, dining and entertainment hub in the Downtown Core
- Downtown anchors, including the Library, Town and County government complexes
- A unique urban recreational area

**Neighborhood Serving Retail:** Retail should not compete, but should complement the core by providing needed amenities for a growing resident base.

## **Development Challenges and Opportunities**

The challenge facing South Downtown is in assembling land and resources to encourage development opportunities, including:

- Define the civic hub and tie public anchors together.
  - Link the library to the Civic Center. If the library were to expand the goal would be to ultimately bring the new building up to Wilcox Street to increase its visibility and pedestrian accessibility.
  - Develop an amphitheater in the park on the corner of Perry and Second Street by Town Hall.
- Build on existing recreational spaces, Plum Creek and Sellars Gulch, as primary amenities that will encourage development
  - Create a linear park and boardwalk up against the berm. On South Street create a public connection to this space, with picnic and playground space and other user amenities.
  - Future development opportunities of this location could include the location of a Community Cultural Center. This would complement the Civic Campus and take advantage of shared parking opportunities. The development of housing could also be considered along the edge of this area, building on the tremendous natural amenities.
- Provide a street-grid through between the open space along Plum Creek west of Wilcox to Perry that would create a set of small blocks and a walkable network of paths.
- Create an inviting gateway at Plum Creek Parkway that draws people in and potentially houses a visitor center.
- Add additional parking facilities for an increased user base in this district. Two sites on South Perry are proposed.

## **Linkages to other Districts**

- South Downtown could serve to provide the Downtown resident and population base that could support amenities in the rest of Downtown Castle Rock.
- A well-developed recreational space could serve as a unique draw to Downtown Castle Rock for residents and visitors.
- Proximity to the future “ring road” and the new Plum Creek I-25 full service interchange would make this part of the Downtown very versatile in its connection options.

## Improvements, Projects & Investments

The following seven project-bundles identify recommended improvements, projects and investments for Downtown Castle Rock. Each bundle includes specific, actionable items for consideration.

### I. Physical Improvements and Public Realm

- A. Create a Pedestrian Friendly Street Environment:** Creating a welcoming pedestrian experience ranked as a high priority amongst stakeholders. To respond to this, the Denver-based urban design firm Civitas prepared a comprehensive urban design evaluation offering streetscape design concepts for each of the three Downtown sub-areas. The primary objective of the design concepts is to make Downtown more uniform, walkable and accommodating to pedestrian traffic. Specific recommendations for improving the pedestrian experience in the core included:
- B. Specialty Lighting:** Unique lighting fixtures, which would help in identifying key Downtown streets and districts, are recommended. Suggestions include specialty lighting along Wilcox Street from Wolfensberger Street to Plum Creek Parkway, and a different type of lighting within the Downtown Core that complements the historic character of the district. Additionally, decorative light strings hung over the street are suggested to designate special areas, such as festival spaces.
- C. Widen Sidewalks:** Narrow sidewalks limit pedestrian movement and do not allow for the development of usable outdoor spaces in Downtown. Additionally, in Castle Rock, the streets are over-engineered for the car, and it is recommended that some of that excess right-of-way be reclaimed for the pedestrian. The widening of sidewalks is recommended to allow for better pedestrian traffic flow, as well as the inclusion of more street cafes and street furniture that would enhance the district.
- D. Pedestrian Wayfinding:** Downtown wayfinding needs to be simple and support the ways that people actually move about in the environment. Signage provides the opportunity for people to move about easily into a location they might not be able to immediately visually connect with by describing the experience.
- E. Street Trees/Plantings:** A uniform street-planting theme is recommended throughout Downtown, including the use of street trees, plantings and complementary landscaping. Large, ample street trees with a substantial tree canopy, and colorful plantings, make the environment more welcoming to pedestrians and provide an element of color to the urban landscape.
- F. Street Furniture and Public Amenities:** The installation of uniform street furniture in Downtown Castle Rock would serve as a functional amenity and would also bring color to the streetscape. Additional public amenities such as planters, benches, trash receptacles, water fountains and public restrooms that create a more user-friendly environment Downtown are recommended.



- G. Bicycle Amenities:** Given the high number of residents who access Downtown via bicycle, added amenities for riders are important. A variety of bike racks and bike storage throughout Downtown are recommended.
- H. Expanded Banner Program:** Banners provide color and movement and can also serve a functional use to promote Downtown-related programs and activities. The design of the banners should respect that of the overall design of other street elements.
- I. Public Art:** Art scattered throughout the Downtown environment can bring fun and whimsy and can serve as an attraction. Unique opportunities for public art can also include traditional municipal elements such as manhole covers, street name signs and bus shelters. The installation of permanent art pieces as part of the existing public art program should be part of an overall streetscape enhancement strategy.
- J. Implement a Comprehensive Wayfinding/Directional Sign System:** With the exception of standard highways signs, wayfinding signs to and within Downtown are virtually non-existent. Investment in a comprehensive wayfinding and directional signage system to help encourage local tourism in Downtown Castle Rock could include:
  - Along 1-25 and all major access roads.
  - Gateways at entries to Downtown (see recommendation E2).
  - Directional signs to major attractions (i.e. Civic Center, Library, etc.)
  - Directional signs to public parking structures and lots
  - Pedestrian directories

The signage system should be designed to embody Downtown's niche and project images consistent with Downtown marketing materials.

## II. Parks/Open Space/Waterways/Trails

Downtown Castle Rock benefits from multiple opportunities to create or further develop usable parks and open space. These opportunities include:

- A. Plum Creek Open Space and Boardwalk:** Castle Rock has a great opportunity to build on the existing recreational space in South Downtown as a primary amenity. A proposed public boardwalk along the upper berm of this open space would provide a street-level connection to the Plum Creek Open Space, providing unique views of both the mountains and the rock. Additional elements, such as picnic and playground space and other amenities, could be located here. The development of this space would encourage residential development in the core and will serve the entire community, while also serving as a local tourism draw.



East Plum Creek/ Sellars Gulch Concept Plan

- B. **Parks and Trails Master Plan:** To see how the trails in Downtown Castle Rock are connected to parks and trails in the greater community please refer to the current Parks and Trails Master Plan available on the Town of Castle Rock Parks and Recreation Department website.
- C. **Sellars Gulch/East Plum Creek Confluence Master Plan:** For more information about the waterways in Downtown there are several great documents available on the Town of Castle Rock Water Department website. Please refer to the Sellars Gulch/East Plum Creek Confluence Master Plan.

### III. Gathering Places and Special Events

- A. **Create Central Gathering Places:** Provide the central gathering place or places for the community by creating established spaces that are programmed with family-friendly programming (temporary or permanent) designed to attract residents of all ages to the community.
- B. **Festival Park:** This newly completed Downtown amenity supports the community goals of green space and spontaneous performance space. A small, informal amphitheater provides the opportunity for musical and theatrical events. The creative use of xeriscape planting and cutting-edge watering systems provides an educational opportunity for the community. Future events could be developed for

this space, in addition to the existing Downtown programming such as the outdoor movies and October Fest. The park also functions independently and as an oasis of green for the contiguous 2nd street event space.

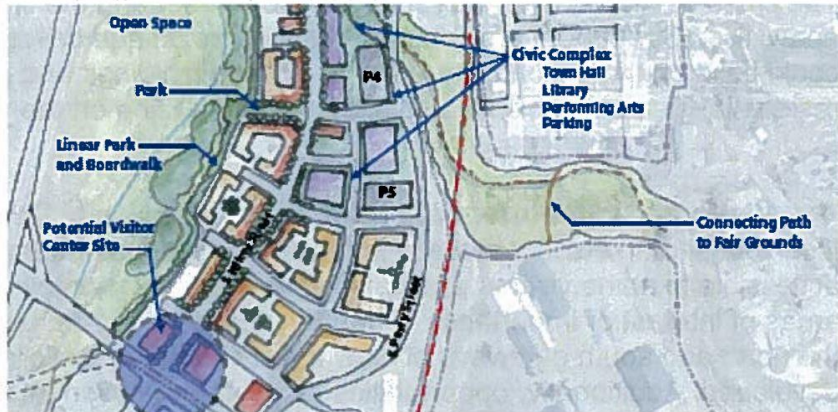
- C. **Second Street Event Space:** Already established as an event space, the area on Second Street between Perry and Wilcox Streets could also be improved as a temporary-use event space. This could be achieved by adding removable bollards which would allow for the temporary closure of the streets during off-peak hours. Unique lighting and special pavement treatments would help differentiate this area. The newly developed Festival park area provides the perfect overflow space.
- D. **Fourth Street Event Space:** On Fourth Street between Perry and Jerry Streets. Explore using removable bollards that would serve to safely block off this event area when needed but would allow open use as a roadway at all other times. Unique lighting and special pavement treatments could also distinguish this street as event space. Events here would likely be more commercial in nature and support the goals of the Downtown merchants, such as expanded sidewalk sale activities.
- E. **Courthouse Square:** This historic center of town will remain an oasis for the historic core. This area's uses include informal gatherings and quiet places to sit during the day.
- F. **Douglas County Fairgrounds:** Just to the southeast of Downtown the fairgrounds offer a wide array of events year-round. Connecting Downtown to this activity center should be a priority. Opening another entrance at the historic Sellars Gulch would provide an easy pedestrian connection from Downtown via the Sellars Gulch path.
- G. **Civic Campus Gathering Space:** An additional gathering place is proposed as part of the Civic Campus development. This space is envisioned as the ceremonial and political heart of the Community including direct connection to the Festival Park and 2nd street event areas. Further detail is provided in section F.
- H. **Develop a Comprehensive Marketing and Events Strategy:** Surveys of Castle Rock residents conducted as part of P.U.M.A.'s work reveal that respondents would be encouraged to visit Downtown more often if they had better information on what exists. Downtown Castle Rock should consider marketing initiatives that reach out to diverse neighborhood audiences, as well as messages that reach out to Douglas County residents looking for a unique and authentic Downtown experience. Marketing strategies should be focused on strengthening interest in and opportunities for tourism to these specific audiences. Marketing opportunities include:
  - Implementation of the newly created brand identity and tagline for Downtown Castle Rock, ***"Downtown Castle Rock. It's gonna surprise you!"***
  - Development of basic marketing tools for Downtown Castle Rock, including a Downtown web site and a Downtown Guide with a map and directory.
  - Expand upon the current offering of special events by developing an organized reliable Downtown event strategy and calendar, and by partnering with local

businesses to ensure they are open and able to benefit from events. 43% of the respondents to our community survey noted that special events would encourage them to come Downtown. Castle Rock's residents evidence a desire for community, and special events in Downtown give them a means for interaction and a reason to visit. By ensuring customers that there is something to consistently do in Downtown, they will be encouraged to visit again and again.

- Utilize media channels that connect directly to in-place markets, from the local newspaper to employee email networks, to announce new business openings, special events, development projects, etc.
- Consider cross-marketing promotions with some of the most visited destinations in Downtown, including the library and post office, as well as restaurants and bars.

#### IV. South Downtown Street Grid

South Downtown provides a unique opportunity for Castle Rock to create a new mixed-use Downtown neighborhood and serve as a strong southern gateway to Downtown. In order for this opportunity to be realized, the creation of a more well-defined street grid is proposed. This proposed grid would create a set of small blocks and a walkable network of paths, which would introduce a



Proposed South Downtown Street Grid

sense of walkability and an inviting street environment. The development of a street grid is envisioned as a long-term improvement. Interim uses are encouraged, but such uses should ultimately support a long-term strategy to incorporate the street grid recommendation.

#### V. Gateways/Neighborhood Connections

**A. Connections to Craig & Gould Neighborhood:** To better connect the historic Craig and Gould Neighborhood, improved connections on both Third Street and 4th Street should be explored, including:

- **3rd Street Connections:** Improved sidewalk and streetscape connections would help ease the pedestrian transition from Downtown to the neighborhood.
- **4th Street Pedestrian Bridge:** A pedestrian bridge is recommended over the railroad tracks on Fourth Street. This bridge could also serve as a platform for viewing the Rock, and would serve as a viewing point for the trains as well, making them an attraction.

**B. Gateway Signage and improvements:** There are multiple gateways, or significant entry points into Downtown Castle Rock by which visitors access the neighborhood. These gateways and suggested enhancements include:

- **North:** The Wolfensberger entrance into Downtown from Interstate 25 provides significant potential to create visibility, establish an identity and create a visual connection that draws visitors in. Suggested improvements include the introduction of green space, a Downtown welcome sign and potential visitor's center.
  - **South:** An opportunity exists to create an inviting gateway at Plum Creek that could also potentially house a visitor center.
  - **East/West:** Several Downtown streets, which intersect the main thoroughfare of Wilcox Street Downtown, provide opportunities to create unique inviting gateways. The cross-section of Fifth Street and Wilcox Street and the cross-section of Third Street and Wilcox Street both provide opportunities for unique development. Such development could build on the historic character of existing buildings and incorporate an upper level residential element, which would allow for capitalizing on the view of the Rock.
- C. Visitor's Center/Information Kiosk:** As visitation to Downtown Castle Rock by local tourist markets increases, it is recommended that information is made readily accessible to guide visitors and patrons around the Downtown area and direct them to areas of interest or importance. Opportunities to create a Downtown Visitor's Center at the north and south gateways of Downtown should be explored as these areas are developed. Additionally, opportunities to insert Downtown Information Kiosks, like that being developed for Festival Park, should be actively pursued throughout the Downtown pedestrian environment.

## VI. Civic Campus

The Civic Campus proposed for Downtown Castle Rock will provide a governmental and cultural cluster that has the potential to draw large numbers of people and potential customers. This clustering of governmental functions provides convenience to citizens and efficiency for governmental operations. To develop the best Civic Campus possible, it is important to mix cultural uses such as libraries, galleries and performing arts, as well as commercial and residential uses to generate daytime and nighttime activity. It is also important that the civic center be located and connected to the adjoining Downtown district so that it can provide energy and synergy to Downtown, as well as receive energy from it. Some guiding principles that should be considered as the Civic Center evolves, include:

- A. Consider the City's Civic Center as an anchor for the Downtown core.
- B. Make the civic core a family friendly, pedestrian friendly place.
- C. Bring the buildings up close to the street, with transparent facades at least on the ground floor.
- D. Civic Center should orient the buildings towards Wilcox and Sellars Gulch and should not be a barrier to surrounding neighborhoods. Connect the Civic Center directly to the Downtown Core along Wilcox and across Sellars Gulch.
- E. Reinforce the existing open space of Sellars gulch and the 2nd Street festival area. Avoid creating additional plaza space on Wilcox that might take energy away from the 2nd

Street/Sellars Gulch festival area, or add unnecessary open space where building and use continuity along the street is more useful.

- F. Provide a connection across Sellars Gulch linking the Town Hall with the 2nd Street Festival Area.
- G. Provide as many linkages (north/south and east/west) through the Civic Center as feasible to create connections between Sellars Gulch Trail, Perry Street, Wilcox Street and Plum Creek open space. This will ensure multiple access points and route choices connecting surrounding neighborhoods and open space system to the Civic Center further promoting a walkable neighborhood.
- H. Maintain a view of Castle Rock from the western half of Wilcox through proper building placement, form and/or height.
- I. Architecture should reflect present day civic architectural styles and should not attempt to recreate or duplicate older building forms.

## VII. **Cultural Arts Center**

The Community research, conducted as part of this planning process, as well as the Castle Rock Cultural Plan of 2007, describes an intense interest in cultural amenities. A Cultural Arts Center would provide space for a 500 to 700 seat theatre supported by the appropriate lobby and back stage areas and could potentially be a tremendous tourism draw to Downtown Castle Rock, drawing in visitors not only from the city itself but from Douglas County and the surrounding region. This approximately 30,000 square foot facility could also include gallery and classroom spaces to support the visual arts community and could provide a reception area and classroom areas for community use and advancement. This facility would offer a variety of entertainment options for the residents of Castle Rock including but not limited to theatre, concerts, lectures and community recognition events. Architecturally this facility should be a "stand out" building creating community pride and identity. It would ideally be located in the Downtown area near the expanded Civic Campus to capitalize on sharing parking reserves. A facility of this type would be a regional as well as a local amenity, bring patrons to town to also support the other Downtown amenities of dining and retail.

## Infrastructure Tools and Strategies

### Traffic and Transit

An analysis of traffic and transit conditions conducted by Felsburg Holt & Ullevig of Colorado Springs included roadway capacity, parking impacts and how to best plan these elements so as to create a pedestrian-friendly Downtown. Felsburg Holt & Ullevig noted that there are several features and amenities that can be applied in Downtown Castle Rock, with the ultimate goal of creating a more pedestrian-friendly environment and reducing vehicle speeds. If appropriate for the circumstances, any of the following methods could be used:

- A. **Narrower Lanes:** Narrower lanes help reduce the overall street width that a pedestrian is required to cross, while also reducing vehicle travel speed.
- B. **Bulb-Outs:** A bulb-out is an urban design feature in which the sidewalk extends out into the roadway at the crosswalk location. It is also a traffic-calming device that narrows the street by widening the curb and the sidewalk.



Mid-block crosswalk with bulb outs



Landscaped bulb out with textured crosswalks

- C. **Textured Crosswalks:** This treatment provides an increased visual acuity at locations of pedestrian activity, making a driver more aware that "something" is happening at these locations.
- D. **Mid-Block Crossings:** Providing additional street-crossing opportunities provides a benefit to the walking public by creating a "crossing refuge". It also provides traffic calming benefits by informing drivers where additional crosswalk locations exist, thereby increase driver attentiveness.
- E. **Roundabouts:** A round-about is a one-way circular intersection without traffic signal equipment or stop signs in which traffic flows around a center island.

### Parking

Parking is the most valuable catalytic investment that can be made to stimulate growth in Downtown Castle Rock. It is essential to provide an adequate supply of parking in order to support an active mix of use. This can be achieved via both the creation of new parking facilities to serve increasing demand, as well as through better management of existing parking supply.

- A. Parking Garages:** Additional capacity in retail, commercial and residential is needed before another parking garage is built. However, land acquisition for future parking structures should happen in the short term. Suggested sites for additional future parking garage development include:
- **4<sup>th</sup> Street:** The location of parking along the railroad tracks on 4<sup>th</sup> Street would help to serve the growing retail/restaurant core. It is recommended that this land be acquired in the short term for development of a parking structure in the long term.
  - **North Downtown (5<sup>th</sup> and Jerry):** A new parking structure here would serve both North Downtown businesses and the Downtown core as well.
  - **Civic Campus:** Additional parking facilities for an increased user base in this district will be important as the campus develops.
- B. On-Street Parking:** The management of existing, on-street parking is a business support tool for Downtown Castle Rock. The current strengthened enforcement of the two-hour time zones in Downtown is working well and should be continued, with the goal of providing as much on-Street parking availability as possible for Downtown visitors and patrons.

### **Economic Development**

The economic development vision of Castle Rock is as an employment, government, cultural and specialty retail center for the city, county and region. Castle Rock is already a government center for Douglas County and the Town. Both County and Town employment are expected to increase over time. Beyond its role as a government center, the primary strategy for achieving Castle Rock's economic vision is to pursue an incremental step-by-step economic development approach.

Small, one-of-kind independent businesses are viewed as the backbone to additional retail and restaurants. Small businesses could also fill an immediate market opportunity to lure professional businesses to existing and new office space. The goal of attracting more professional offices is to capitalize on an opportunity to be a lifestyle choice for small businesses, including home-based businesses that may want to be downtown. It is also a location option for commuter-weary businesses and employees. 90% of Castle Rock workers commute to their jobs and surveys find that more than 60% would prefer to work closer to home. Building new residences is also a top priority for downtown's overall economic development. The demand for residences is anticipated to grow as downtown captures more specialty retailers and restaurants. Plus, downtown is blessed with excellent access to regional trail and open space systems. Over the 20-year period framed by this plan, new residential concepts for downtown are envisioned, including live/work and loft style units.

- A. Development Density Strategies:** As part of the Plan of Development traffic analysis, a development density model was developed based upon traffic generation. The model, developed by Felsburg Holt & Ullevig, determines thresholds for new development types, given that different types of development generate different levels of traffic. Retail generates the most demand for vehicular traffic, while office and residential create far less. In Downtown Castle Rock, the model looks at new development in the North, Core and South Downtown districts and its ability to be compatible with the capacity of existing roads.



The following table illustrates the projected development capacity for two development scenarios. Both scenarios result in the same traffic load on downtown's major north/south streets:

<b>Development Scenario A</b>	<b>Development Potential</b>	<b>Development Scenario B</b>	<b>Development Potential</b>
30% Retail	99,800 sq.ft.	60% Retail	200,500 sq.ft.
30% Office	440,200 Sq.ft.	25% Office	347,700 Sq.ft.
40% Residential	1,300 units	15% Residential	405 units

For Downtown Castle Rock, the market analysis supports a development scenario more closely aligned with "A" above. In the short-term, there is potential for new retail and office development, albeit retail is limited to specialty shops and restaurants. In the long term, downtown could become a stronger destination for residential development. Development Scenario "A" responds to short-term market opportunities, plus provides more flexibility over time for downtown to reach its full potential as a vital mixed-use community.

## B. Economic Development Recommended Tactics

### i. Develop a Retail and Restaurant Strategy:

- Based upon findings from the market analysis research, **develop a retail and restaurant "Hit List" of businesses that could fill existing gaps in the mix and focus on recruitment efforts.** The community survey that was undertaken for this planning effort identifies many desirable retail and restaurant **concepts**, including local family friendly and affordable restaurants, and retail stores offering women's apparel, recreational equipment and children's clothing.
- Downtown retail and entertainment uses must adapt to the lifestyles of its in-place commuter markets, placing more emphasis on nights and weekends. **Work with retailers to develop consistent operational hours, as well as evening and weekend hours that can serve the local market.**
- **Work with the local banking community to talk about direct investment strategies to encourage the development of unique restaurants and retail in Downtown.**
- Outdoor Dining/Sidewalk Cafes: Within the Dining and Entertainment district, **seasonal outdoor dining and sidewalk cafes should be encouraged.** Rooftop seating and decks that provide a view of the rock should also be explored.

### ii. Develop Downtown Housing Development Strategies:

While short term demand for housing may be limited, (i.e. dozens of units as opposed to hundreds) housing is an immediate growth and reinvestment segment for Downtown Castle Rock. The Downtown Core, with its concentration of small to modest historic buildings, sense of place and strategic location, is viewed as the best short-term opportunity for encouraging housing. Upper level housing, especially that with views of the rock, should be encouraged. Long-term, South Downtown shows the greatest promise for developing as a true mixed-use community in the heart of Downtown Castle Rock.

There are several initiatives, many of which are recommended within other sections of the Plan of Development, that can help create a stronger foundation for encouraging Downtown housing, including:

- Attract additional dining, entertainment and specialty retail amenities.
- Prepare the Downtown regulatory framework to accommodate new residential uses, including amending zoning throughout Downtown to allow for mixed-uses that include housing.

Additionally, it is recommended that Castle Rock develop an affordable housing strategy which encourages a mixed-income housing environment downtown through the development of diverse housing types at various price points.

- iii. **Follow a "Downtown First" Policy:** Downtown Castle Rock benefits as a center for local and county government - collectively an economic anchor that stabilizes Downtown and is also a top draw for visitation from Castle Rock and Douglas County residents. To continue to consolidate and grow civic facilities in Downtown, it is recommended that the Town of Castle Rock and Douglas County adopt policies that create a "Downtown First" preference for new civic facilities. While not obligated to consolidate all activities in Downtown, the policy would require these agencies to evaluate Downtown first for all new facility needs. In Castle Rock, this could include (but not be limited to) all Town and County government expansion, the development of community cultural facilities and as the primary location for a multi-modal transportation hub, including locating a commuter rail.
- iv. **Create a Free Wi-Fi "Hot Zone":** A Downtown-wide free wireless network would enhance Downtown's attractiveness for business, living, dining and entertainment. Plus, new wi-fi technology can offer benefits to the City's communications systems, providing benefits to police, fire and other essential services. This technology is becoming more common and cost efficient in Downtown business districts, and with new technologies can be installed and powered via a variety of methods. For example, Boulder recently installed a Downtown wi-fi system that is powered almost entirely by solar energy.
- v. **Satellite Location for Institute of Higher Learning:** Castle Rock is well positioned as a south metro satellite location for an institute of higher learning commuter school. Should the building become available in the future, the current school administrative offices would make for one of many possible sites.

## Regulatory

To help create an environment that is more certain for investors, the following regulatory adjustments are recommended:

**Downtown Zoning Revisions:** To accommodate new residential and mixed-use development as well as high-quality urban design in Downtown, the City should consider amending existing zoning to implement uniform zoning throughout Downtown. This new zoning should allow form-based zoning approaches. Form based code is a method of regulating development to achieve a specific urban form as opposed to segregating uses. As part of the form-based code, some existing uses should not be allowed, including, but not limited to, gas stations, strip malls, drive-through restaurants, warehouses, etc.; on the other hand, more appropriate uses, such as mixed use, retail, and entertainment, should be encouraged. Within the form-based zoning, the uses should be defined by a specific urban form, focusing on the form, mass, and site orientation of the building. Denver's new Main Street zoning in the city's Colfax corridor may provide a useful example. Desirable attributes of revised zoning in Castle Rock would include:

- Increase the capacity of the area for new jobs by allowing higher densities;
- Clarify desired land uses
- Allow residential uses throughout the central business district and encourage mixed use development (i.e. housing above retail or studios);
- Encourage buildings to be set on the street, parking in the interior or rear;
- Encourage architecturally detailed facades on infill buildings;
- Place a premium on the pedestrian experience, as opposed to vehicular circulation;
- Consistent setbacks that respect adjacent historic buildings and context;
- Overall respect for existing conditions as addressed by height limits, bulk planes, etc.

**Downtown Design Guidelines:** Downtown Castle Rock has design guidelines oriented to historic preservation and compatible infill development. To create more consistency in design and to protect the integrity of Castle Rock's historic buildings, we recommend that the design guidelines be enforced as part of a mandatory design review process in Downtown Castle Rock. Design review should apply both to building design as well as new signage. A hierarchy of scrutiny may be considered:

- The highest level of scrutiny employing full compliance with Design Guidelines for buildings that are designated as contributing to the Downtown historic district and any new development within the historic district.
- A lower level of scrutiny, perhaps focusing on the aesthetic quality and compatibility of paint, awnings and signage for non-contributing buildings and locations outside of the historic district.

If the Design Guidelines become enforceable through Town ordinance, the Design Review Committee should be a joint effort of the Town and the organizational entity representing Downtown, with specific skill sets sought for designated seats (i.e. architect, developer, real estate professional, etc.).

**Incentives:** Coupled with design guidelines, the Town and Downtown organizational entity should consider offering financial incentives to encourage voluntary compliance. Incentives could include:

- Capital improvement grants for facade, historic painted signs, other business signs and awning improvements.
- Easement program that provides tax incentives to building owners.
- Town and State property improvement and business development loans and grants.

**Downtown Train "Quiet Zone":** Downtown Castle Rock, like many urban environments, has long dealt with the noise caused by Downtown's rail crossings. This noise is not only a concern for the current residents and businesses located nearby, but could be a deterrent to Downtown development. A Quiet Zone, approved and authorized by the Federal Railroad Administration (FRA), is a public grade crossing(s) where additional safety precautions have been constructed, thus reducing the federal requirement for trains to sound their horns when approaching the crossing(s). When the Quiet Zone is in effect, the train will not be legally required to blow the horn when approaching crossings, except in an emergency. Establishing a Downtown Castle Rock Quiet Zone will improve the quality of life of residents and visitors by reducing train horn noise and at the same time improving safety conditions for vehicles and pedestrians. In order to establish a Quiet Zone, the railroad crossings are improved with safety enhancements such as additional gates and warning lights.

**Historic Preservation:** The first-ever *Castle Rock Historic Preservation Plan* was completed in 2006. The intent of this Plan is to serve as a policy guide for all other Town-wide plans and decisions related to identified historic resources, which are primarily located in the Downtown Core and Craig and Gould neighborhood. The Plan defines important historic character elements of the Downtown that are considered significant for preservation or enhancement and supports the following policies and strategies relative to Downtown Castle Rock:

- Further documentation through surveys of the Downtown area and outlying areas as they develop.
- Develop a historic district formation process.
- Focus historic preservation activities on properties built prior to 1945.
- Strengthen landmark designation criteria so that only truly significant buildings are protected.
- Develop conservation areas within the Downtown to focus on contiguous areas of historic properties that are significant to the Town and retain a high degree of context and integrity.
- Develop infill design standards for conservation areas.
- Refine the Historic Preservation Board's review authority to focus on conservation areas within Downtown and the Craig and Gould neighborhoods, rather than the Downtown as a whole.
- Define demolition requirements for contributing properties within Downtown conservation areas, landmark structures, and other significant structures identified through the survey process. Applicants would be required to demonstrate that no alternatives exist to demolition before an historic property is demolished.

- Prohibit demolition of designated structures unless a hardship can be demonstrated.
- Require streetscape tree placement for trees within the public right-of-way.

## **Organizational and Finance Strategy**

A Downtown Development Authority (DDA) is needed to finance and champion a competitive Downtown Castle Rock. The DDA is an organizational and financial strategy to ensure that the recommendations in the Plan of Development are implemented. The DDA will use Tax Increment Financing (TIF) to capture increases in sales and property taxes for specific projects. The Town of Castle Rock may issue bonds, which are repaid by the TIF, to pay for any project described in the Plan of Development. With approval of the DDA's qualified electors, the Town Council may also levy an additional property tax of up to 5 mills; on the properties within the DDA boundaries. Currently, this mill levy has been authorized at 3 mills.

### **Downtown Development Authority**

The Downtown Development Authority (DDA) is a quasi-municipal corporation, authorized by the Town Council and managed by a seven-member Board of Directors (Board) appointed by the Town Council. A majority of the members appointed to the Board reside or own property in the Plan of Development area. One member of the Town Council serves on the Board, while the others must reside, be a business lessee, or own real property within the DDA boundaries. The implementation of a development project in this Plan of Development can be financed by bonds or advances by the Town of Castle Rock or other advances or indebtedness that are repaid by tax increment revenues collected on property and sales taxes, and, if approved by the Town Council, revenues collected from the ad valorem property tax.

The Board has all the powers set forth in the DDA Act, §§31-25-801, et. seq., C.R.S., including those powers customarily vested in the board of directors of a corporation. The DDA does not have the power of eminent domain. At the request of Town Council, it may prepare an analysis of economic changes taking place in Downtown. It may study and analyze the impact of metropolitan growth upon the central business district. It may also propose plans of development for public facilities and other improvements to public or private property of all kinds, including removal, site preparation renovation, repair, remodeling, reconstruction, or other changes in existing buildings which may be necessary or appropriate to the execution of any such plan. It may implement any plan of development, such as the Plan of Development. In cooperation with the Town of Castle Rock Planning Commission and Development Services Department, it may develop long range plans and promote economic growth of Downtown.

The DDA must adopt a budget each fiscal year, which budget must also be approved by the Town Council. The DDA shall also maintain accounts, and shall cause an annual audit to be made. The DDA is funded by conveyances, leasehold interests, grants, contributions, moneys borrowed and to be repaid from TIF, and proceeds from the ad valorem property tax, currently approved at a rate of 3 mills. Town Council, on July 1, 2008, stated its intention to contract with the DDA for supplemental Town funding in an amount equal to the revenues generated by a voter approved ad valorem DDA property tax levy. These revenues are to be used for DDA operations and programs.

The Town Council has the power to assess against the funds of the DDA a reasonable pro rata share

of such funds for the cost of handling and auditing.

### **Tax Increment Financing**

The Plan of Development contemplates that a primary method of financing for development projects shall be the use of property and sales tax increment financing

(TIF) as provided in §31-25-807(3), C.R.S. TIF is not a tax increase, but a way to use *future growth* in tax revenues for Downtown improvements. Current property taxes continue to be allocated to the county, schools, library, cemetery, and the Town, and current sales taxes continue to be allocated to the Town. Future growth in tax revenues in each entity's property taxes and the Town's sales taxes levied Downtown are "increments" that must be reinvested in Downtown improvements for the next 30 years. After 30 years, the entity levying the tax will receive all revenue associated with the tax. Until such time as the DDA's qualified electors have approved the issuance of bonds, loans, advances, or other forms of indebtedness, and the Town Council has authorized the issuance of such bonds or indebtedness and pledges the TIF for repayment of the same, the Town Council reserves the right to withdraw TIF authorization and the availability of Town sales tax increment to the DDA which is subject to annual appropriation by the Town Council.

Subject to the foregoing conditions, after the effective date of approval of the Plan of Development by the Town Council, all taxes levied upon taxable property within the boundaries of the Plan of Development area each year and municipal sales taxes collected within such area, by or for the benefit of any public body shall be divided for a period of thirty years as follows:

- i. That portion of the taxes which are produced by the levy at the rate fixed each year by or for each such public body upon the valuation for assessment of taxable property within boundaries of the plan of development area last certified prior to the effective date of approval by the Town Council of the Plan of Development, or, as to an area later added to the boundaries of the plan of development area, the effective date of the modification of the Plan of Development, and that portion of municipal sales taxes collected within the boundaries of said development area in the twelve-month period ending on the last day of the month prior to the effective date of approval of said plan, shall both be paid into the funds of each such public body as are all other taxes collected for said public body. Council approval of the plan of development by December 16, 2008, creates the property tax base value based on the December 2008 recertification of property values. The sales tax base value would be the total sales tax collected within the DDA district over the twelve months beginning December 2007 and ending November 2008.
- ii. That portion of said property taxes and said sales taxes in excess of such amount shall be allocated to and, when collected, paid into a special fund of the Town of Castle Rock for the payment of the principal of, the interest on, and any premiums due in connection with the bonds of, loans or advances to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, the Town of Castle Rock for financing or refinancing, in whole or in part, a development project within the boundaries of the Plan of Development area.

That portion of said municipal sales tax in excess of the amount described in paragraph (i) shall be allocated to and, when collected, paid into a special fund of the Town of Castle Rock for payment of the principal of, the interest on, and any premiums due in connection with the bonds of, loans or advances to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, the

Town of Castle Rock for financing or refinancing, in whole or part, a development project within the boundaries of the Plan of Development area; provided that the maximum amount of municipal sales taxes which shall be allocated to and paid into the special fund in each year shall be equal to the following:

The sum of (1) the total amount required to pay the amount due in the such year the principal of, interest on, and any premiums due in connection with the bonds of, loans or advances to , or indebtedness incurred by the Town (the "Debt") to finance or refinance a development project in the Plan of Development Area plus (2) the replenishment of any reserves required by the documents authorizing the issuance of such Debt (the "Documents") plus (3) any coverage of annual debt service required by the Documents minus (4) the amount of property tax increment allocated and paid into the special fund in such year.

Any excess municipal sales tax collection not allocated pursuant to the special fund shall be paid into the funds of the Town of Castle Rock. Unless, and until the total valuation for assessment of the taxable property within the boundaries of the Plan of Development area according to the adopted and approved boundary map, exceeds the base valuation for assessment of the taxable property within such boundaries, all such sales tax collections shall be paid into the funds of the Town of Castle Rock. When such bonds, loans, advances, and indebtedness, if any, including interest thereon and any premiums due in connection therewith, and including any refunding securities therefore, have been paid, all taxes upon the taxable property and the total municipal sales tax collection in such boundary area shall both be paid into the funds of the respective public bodies.

- iii. As used herein, "taxes" shall include but not be limited to, all levies authorized to be made on an ad valorem basis upon real and personal property; but herein shall be construed to require any public body to levy taxes.
- iv. Unless, and until the total property tax collections in the Plan of Development area exceed the base year property tax collections within the Plan of Development area as approved by Town Council, all such property tax collections shall be paid into the funds of the appropriate public body.
- v. The DDA and the Town or other public body may, by agreement, provide for the method, amounts, and other procedures by which increments, shall be allocated and paid to the DDA pursuant to the provision of the Plan of Development.
- vi. The adoption of this Plan of Development shall be deemed an adoption of a provision that taxes, if any, levied after the effective date of the approval of this Plan of Development upon property in the Plan of Development area, shall be divided among the DDA and the various taxing entities for a period of Thirty years thereafter as set forth in this Section Organization and Finance and subject to any agreements between the DDA and Douglas County, the Douglas County RE-1 School District, or other public body.

### **Town Bonds**

Development projects described in this Plan of Development may be paid for by bonds, loans or other advances or indebtedness approved by Town Council and the Downtown Development Authority Board.

In each project financed by the proceeds of such bonds, the Town Council shall determine the costs of, and may budget a percentage there from for, operation and administration of the total cost of the actual budget.

The proceeds of the bonds may be expended by the Town of Castle Rock, or, with the consent of the Town, by the DDA, as agent for, and on behalf of, the Town. If the proceeds of the bonds are applied for the acquisition of real or personal properties, the Town Council may:

- vii. Retain title to such properties in its own name and lease or grant license or privileges in such properties to the DDA in order that the DDA may, as principal or agent, exercise its powers with respect to such properties; or
- viii. Convey title to such properties to the DDA for such consideration and subject to such terms and conditions as the Town Council may prescribe without regard to any restriction, limitation, or condition otherwise imposed by statute on the sale or disposition of such properties by the Town of Castle Rock.

### **Additional 3 Mill Property Tax**

The DDA's qualified electors have approved, and the Town of Castle Rock intends to impose an ad valorem tax on all real and personal property in the Plan of Development area in the amount of 3 mills. In accordance with §31-25-807.C.R.S., non-debt funded expenditures allowed under section 31-25-808(1)(a) and (1)(b), C.R.S., and budgeted operations of the DDA.

The tax collector shall transmit funds so collected to the appropriate officer in the Town of Castle Rock responsible for the handling of the public money who shall deposit same in the municipal treasury to the credit of the DDA. Such funds shall be used for no purpose other than those purposes authorized by the DDA Statutes, and upon approval of the DDA Board, pursuant to vouchers signed by the designated officer of the DDA. The funds of the DDA shall be secured as other public funds are secured. Other moneys received by the DDA shall forthwith, be deposited in the Town of Castle Rock treasury to the credit of the DDA subject to the disbursement as authorized by the DDA Statutes.

**In the long-term an overlay of a Business Improvement District (BID) is recommended.** Within 3-5 years, the Downtown should explore a BID, primarily to strengthen the marketing and management of the Downtown as it evolves. A BID is the opportunity for property owners to assess themselves for specific purposes. A BID can finance improvements and provide services. A BID would be a companion organization to the DDA.