



## **AGENDA MEMORANDUM**

**To:** Planning Commission

**From:** Tara Vargish, Director Development Services  
Pete Mangers, Executive Director, Castle Rock Urban Renewal Authority

**Title:** **Brickyard Urban Renewal Authority Plan**

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### **Introduction and Background**

The purpose and intent of this report is to seek a Planning Commission recommendation to Town Council whether the proposed Brickyard Urban Renewal Authority Plan (Attachment A) is consistent with the Town of Castle Rock's Comprehensive Master Plan (Comprehensive Plan).

Staff received an Urban Renewal Area (URA) Plan application for properties located at 401 Prairie Hawk Drive, generally northwest of the Plum Creek Parkway interchange and Interstate 25. This property was previously developed in 1982 and utilized as a brick manufacturing site. Numerous empty buildings, bricks and equipment were left on the site with the brick company closed several years ago.

Staff has been working with the property owners and legal counsel to prepare an acceptable URA plan for review by the URA Board of Commissioners and approval by Town Council. Authority for Planning Commission review of a URA application is limited as stated within the Colorado URA Statute. "Prior to its approval of an urban renewal plan, the governing body shall submit such plan to the planning commission of the municipality, if any, for review and recommendations as to its conformity with the general plan for the development of the municipality as a whole." Statute reference to the general plan is interpreted as the Town's Comprehensive Plan for this application.

### **Brickyard URA Plan**

The Brickyard URA Plan, Attachment A, was prepared by the consultant firm Ricker / Cunningham. Ricker/Cunningham also conducted a Conditions Survey for the property assessing conditions of blight. A typical URA application includes a URA Area map, URA Plan and URA Projects. The Area designates the boundary for urban renewal, the Plan outlines policies, goals and Statute requirements, and Projects within the Plan Area define development activity and financing. The Town has approved one previous URA Plan for Citadel Station- Castle Meadows (also referred to as Miller's Landing), which is adjacent to the west side of the proposed Brickyard URA area. The Town also utilized Ricker/Cunningham as the consultant to prepare that first URA plan.

If approved by Council, the URA Plan initiates a 25-year Tax Increment Funding (TIF) program and establishes a goal to remediate and redevelop the abandoned brick manufacturing site and to initiate investment within the URA boundary.

The Brickyard URA Area boundary includes four (4) legal parcels comprising 31.1 acres, as well as adjacent rights-of-way, located at 401 Prairie Hawk Drive in the southwest portion of the Castle Rock municipal borders, Figure 1.



Figure 1: Brickyard URA Boundary

The area is currently zoned General Industrial (I-2), and was previously developed in 1982 and utilized as a brick manufacturing site. When the current owner purchased the property, it had numerous abandoned buildings with over 133,000 square feet of improvements constructed between 1983 and 2000, equipment, debris and thousands of bricks on site.

Redevelopment of the area is challenged by the amount of industrial buildings, debris and infrastructure that needs to be removed, as well as the lack of infrastructure meeting Town standards to serve the property. The property requires significant investment to remediate and redevelop. The Brickyard URA Plan properties will require significant internal infrastructure improvements prior to development of subdivided lots and construction of usable buildings on the property.

The property is currently under review with the Town to rezone to a Planned Development zoning that would allow a mixed-use development plan for up to 43 townhome units and 540 multifamily units, as well as office, commercial, retail, hotel, conference center, and restaurant uses.

### **Consistency with the Town of Castle Rock Comprehensive Master Plan**

Appendix A in the URA Plan lists applicable Town Vision and Master Plan Sections from the Town's Comprehensive Master Plan. This section of the report highlights elements of the Comprehensive Plan applicable to the URA Plan application. Staff review of policies, principles and goals in the Comprehensive Plan applicable to the proposed URA Plan are as follows:

#### **Vision Statement**

The Town of Castle Rock is a world-class community that embraces its history and heritage and small-town character. The Town will:

- Be physically freestanding, maintaining open spaces with mountain and prairie views
- Preserve and enhance history and heritage through a vibrant Downtown
- Diversify the local economy through job creation and economic development
- Encourage retail and employment-based business at the interchange overlay districts along the Interstate 25 corridor and in other activity centers throughout the Town.
- Maintain a high quality of life as a safe, family-friendly community with a variety of recreational opportunities and community events
- Plan for responsible growth that balances housing, services, and employment while preserving and enhancing surface transportation, open space, water and other natural resources
- Ensure a safe community through outstanding community services including police, fire, emergency medical, parks, recreation, water and transportation
- Continue to serve as the County seat and the center for governmental services

#### **Four Cornerstones**

The building blocks of our Vision are embodied in the Four Cornerstones:

- Distinct Town Identity
- Responsible Growth
- Community Services
- Thriving Economy

The Four Cornerstones reflect Castle Rock's key focus areas and serve as the organizing framework for the Comprehensive Master Plan. To effectively support the community's vision, the principles and policies noted in the Four Cornerstones should be held in balance as part of day-to-day decision-making.

### Responsible Growth

Colorado is growing, which means Castle Rock is too. Our goal is to ensure Castle Rock plans for responsible development that accommodates the needs of existing and future residents while enhancing the Town's own character, maintaining a distinct identity and ensuring we remain a vibrant freestanding community within the region.

Principles to support this cornerstone:

- Active participation in local and regional discussions surrounding growth and development
- Annexation of areas with the potential to accommodate growth in a fiscally and environmentally sound manner
- Cohesive neighborhoods, with a mix of land uses, that offer a variety of lifestyle options for Castle Rock residents and meet the short- and long-term needs of the community
- Orderly, cost-effective, and fiscally responsible growth
- Infill development that is sensitive to the scale and character of the surrounding neighborhoods
- Promotion of compatible Downtown development
- An integrated, multimodal surface transportation system that allows for the safe and efficient movement of people and goods
- Protection and conservation of natural resources, sensitive areas, ridgelines and areas of open space throughout the Town
- Secure a renewable water supply to serve the long-term needs of the community and ensure a renewable supply is available for new annexations beyond enclaves or minor infills prior to proceeding

Goals to Support Responsible Growth:

#### **RG-3.1: COMPLETE NEIGHBORHOODS**

Encourage the development of complete residential neighborhoods that provide residents with a full range of services and amenities that include schools, parks or other recreation facilities, open space, community centers or neighborhood shopping.

#### **RG-3.2: MIXED-USE CENTERS**

Encourage the distribution of a full range of retail, service, and office uses throughout the Town. Preference should be given to mixed-use development within the Downtown Overlay District. These may include convenience, neighborhood, community and regional commercial centers and housing to satisfy the needs of people who live and work in Castle Rock, as well as travelers and visitors. Neighborhood centers should be located within, or close to, residential neighborhoods.

### RG-3.3: MIX OF HOUSING OPTIONS

Encourage a variety of housing options to provide a balanced mix of single family detached, single family attached and multifamily units with an increase in density within the Downtown Overlay District or in the Interchange Overlay Districts.

### RG-3.7: COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Encourage the development of commercial and industrial uses where:

- Adequate transportation facilities exist, or are planned, to accommodate the activities expected on the site, and that distribute traffic impacts on more than one route.
- Proposed uses can be integrated with existing uses and would not create unacceptable nuisances due to the nature of the use or activity.
- Conflicts between truck traffic and pedestrians can be minimized.
- New development can be integrated with adjacent sites using common access points, unified architectural design and signage.

**Staff offers the proposed Brickyard URA Plan will facilitate the redevelopment of this area, combined with the pending Brickyard PD zoning, to allow a mixed use center, with a residential neighborhood, a mix of housing options, and allow for office/retail/commercial uses. The Brickyard URA Plan will be instrumental in providing the roadway and utility infrastructure needed to support the above Responsible Growth cornerstone and principles, Vision and Cornerstones.**

### Thriving Economy

Our goal is to ensure Castle Rock is a self-sufficient community where people can work, live and play. This includes a business environment that offers a broad range of primary employment opportunities for residents and maintains a healthy tax base.

Principles to support this cornerstone:

- Diversification of the local economy through proactive business attraction and retention
- An emphasis on business and industry development efforts along the I-25 corridor and in other
- activity centers
- A vibrant Downtown that enriches Castle Rock's sense of community
- Educational opportunities that meet the changing needs of Castle Rock's residents and business community
- Strong partnerships and collaboration locally and within the region, including working with the Castle Rock Economic Development Council and Downtown Alliance.
- Mixed use neighborhoods that provide a mix of complimentary and compatible land uses

### **Goals to Support Thriving Economy**

#### EC-1.1: REGIONAL CENTER

Continue to establish Castle Rock as a regional economic center that serves the local population, central Douglas County and I-25 travelers by promoting primary employment and



retail and service centers in accordance with the Council-approved Economic Partnership Goals and Policies.

#### EC-1.2: JOBS/HOUSING BALANCE

Promote a balance of jobs to housing to provide residents the opportunity to live close to where they work. Accommodate a mix of land uses that will allow a full spectrum of service and primary employment opportunities for its residents.

#### EC-1.3: BUSINESS DEVELOPMENT

Support proactive efforts to attract and retain businesses and target industries that contribute to local economic base diversification, and promote the desired quality of life for Castle Rock residents.

#### EC-1.4: BUSINESS INFRASTRUCTURE

Facilitate the provision of critical business infrastructure such as Internet fiber, roads and utilities necessary to promote economic development.

#### EC-1.5: HOUSING DIVERSITY

Encourage a mix of housing consistent with the Town's labor and non-labor force populations, recognizing that an imbalance may have adverse economic and long-term fiscal impacts.

#### EC-1.6: TRANSIT SUPPORTIVE USES

Encourage and locate workforce and senior housing opportunities and other uses where they may be readily served by future transit.

#### EC-2.1: I-25 CORRIDOR PLAN

Develop and implement an I-25 Corridor Plan to encourage mixed use development with employment- and retail-based development adjacent to the corridor.

#### EC-6.1: EFFICIENT AND COST EFFECTIVE URBAN DEVELOPMENT

Accommodate a mix of land uses that encourage vehicular and bike access, a greater overall level of public services, and are more central in the community while maintaining efficiency and cost effectiveness. A blend of higher density residential along with commercial, employment, and industrial uses are preferred in these areas.

**Staff offers the proposed URA Plan is in a highly accessible location for a regional center along the I-25 corridor, will promote a balance of jobs to housing and provide residents opportunities to live close to where they work, is located on parcels large enough to accommodate primary and accessory structures and facilities, and that development will be sensitive to physical site characteristics including redevelopment of the brick manufacturing facilities. The redevelopment of the property will provide infrastructure that promotes economic development, housing diversity, and encourage mixed use development adjacent to the I-25 corridor.**

**Staff offers the proposed URA Plan provides for the development of industries that contribute to the local economic base, opens the property for businesses and higher density residential to locate in the Plum Creek**

**Interchange area, and is an efficient and cost effective urban development model.**

## **The Land Use Plan**

The Land Use Plan and associated Land Use Maps establish a general land use concept for Castle Rock. The Plan and Maps are applied in conjunction with the policies, goals and themes outlined in the 2030 Vision and Comprehensive Master Plan. The Land Use Plan Map identifies four general land use categories:

Residential Areas

Mixed Use Areas

Historic Downtown

Parks and Open Space Areas

### **Mixed Use Areas**

Primary Uses: Vary by location, but may include a broad range of land uses with greater intensity than Residential Neighborhood Areas, including, but not limited to: Regional, neighborhood/ community and town centers; freestanding office or industrial, office or industrial parks; and multi-family residential.

Supporting Uses: Single family attached or detached residential, parks and recreational facilities, open space, schools, fire and police stations, water storage facilities, public works equipment, government offices, hospitals, places of worship and transit facilities.

Characteristics of Mixed Use Areas: Generally located at interstate interchanges, along the interstate corridor, or centrally located within the larger master planned communities. Intended to accommodate a complementary mix of land uses more intensive than the residential neighborhoods. Includes opportunities for both Greenfield development and infill/redevelopment. Centrally located in areas with higher levels of public services and vehicular access.

Provides opportunities for three types of commercial centers, based on location and access considerations:

Regional Centers: Typically more than 500,000 square feet in size and include a large retail center, office, services, entertainment and lodging facilities.

Neighborhood/ Community Retail Centers: Varies in size depending on location and intended market radius. Typically include a supermarket and drug store, offices, entertainment facilities and some residences.

Town Centers: Typically feature a mix of offices, shops, restaurants, cultural attractions and entertainment in a pedestrian-friendly setting. May also include public open spaces suitable for hosting outdoor events.

Mixed use areas should be designed to support walking, bicycling and access to existing/planned transit service and to incorporate opportunities for public gathering spaces.

Transitions between two different land use types with differing intensities are encouraged to protect individual properties from a use that could impose adverse impacts. For example, the use of less intensive uses, such as low/ medium density residential, could be used to provide a transition between established residential neighborhoods and more intense mixed use areas. Includes areas planned for mixed use that are currently part of Douglas County, but that would likely be annexed at the time of development.

**Staff offers the proposed Brickyard URA Plan will facilitate the redevelopment of this area, combined with the pending Brickyard PD zoning, meeting the intent of the mixed-use areas identified in the Future land use map in the Comprehensive Plan.**

### **Staff Findings**

Based upon review of the policies and goals outlined herein, staff recommends the Planning Commission find the proposed Brickyard URA Plan application conforms to the Town of Castle Rock Comprehensive Master Plan.

### **Proposed Motion**

I find the proposed Brickyard URA Plan application is consistent with the Town of Castle Rock Comprehensive Master Plan. I further move that URA staff forward the Planning Commission finding to Town Council as part of the Council URA Plan review and action.

### **Attachments:**

Attachment A: Brickyard URA Plan