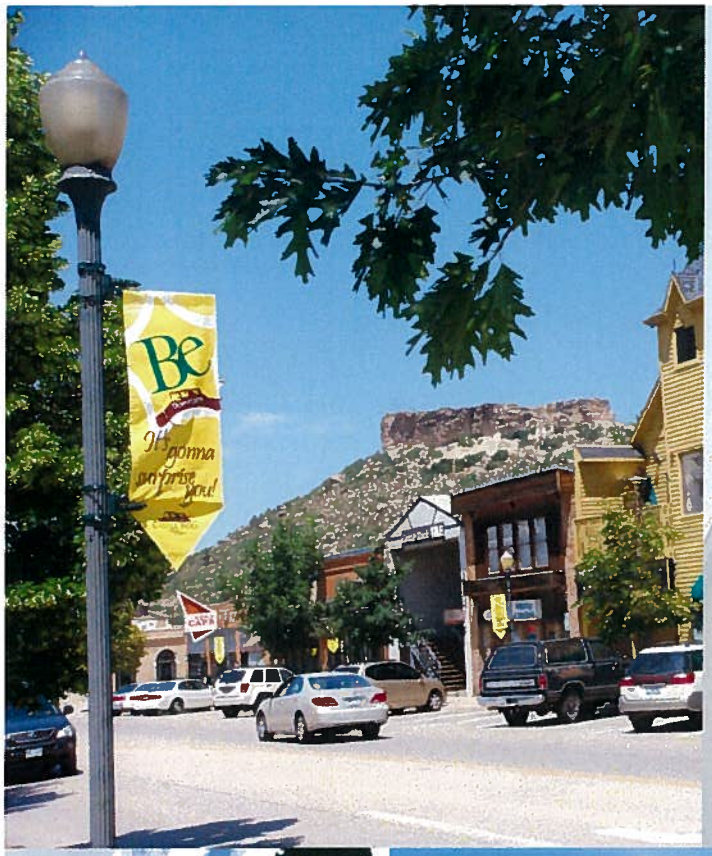

DOWNTOWN CASTLE ROCK MASTER PLAN 2008

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Downtown Castle Rock Master Plan

FINAL DRAFT
FEBRUARY 21, 2008

Prepared for the Town of Castle Rock, Colorado by
Progressive Urban Management Associates

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RESOLUTION 2008 - 38

A RESOLUTION APPROVING THE DOWNTOWN MASTER PLAN

WHEREAS, Section 2.16.030 of the Castle Rock Municipal Code empowers the Planning Commission to make and submit a master plan to the Town Council for the physical development of the Town; and

WHEREAS, Section 2.16.030 of the Castle Rock Municipal Code further empowers the Planning Commission to make recommendations regarding the eventual redesignation of specific areas within the community, change of use plans or other alterations regarding the existing community structure; and

WHEREAS, in the year 2006 the Town Council created and tasked the Downtown Advisory Commission with creating a Downtown Master Plan; and

WHEREAS, the Downtown Advisory Commission, Planning Commission and Town Council have held public meetings at which the proposed Downtown Master Plan has been presented and discussed; and

WHEREAS, the Town Council finds that the proposed Downtown Master Plan supports the Town's vision of a Downtown Castle Rock that is the center of the community life of the Town; a gathering place; the center of culture and entertainment; the County seat of Douglas County; and the central base of the Town's government functions;

NOW, THEREFORE BE IT RESOLVED BY THE TOWN COUNCIL OF THE TOWN OF CASTLE ROCK AS FOLLOWS:

Section 1. **Adoption.** The Downtown Master Plan attached hereto as ***Exhibit 1*** is hereby approved and adopted by the Town Council of the Town of Castle Rock, Colorado.

PASSED, APPROVED and ADOPTED this 18th day of March, 2008 by the Town Council of the Town of Castle Rock, Colorado on first and final reading by a vote of 5 for and 0 against.

ATTEST:

Sally A. Misare, Town Clerk

TOWN OF CASTLE ROCK

Randy A. Reed, Mayor

Approved as to form:

Robert J. Slentz, Town Attorney

Approved as to content:

Bill Detweiler, Director, Development Services

Executive Summary

A Call to Action

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 Future: Today, Downtown Castle Rock remains connected to our past, but does it represent our community's vision for the future? This is the key question addressed by the 2007 Downtown Castle Rock Master Plan and it is answered by creating guiding principles, an overall vision, development framework and tangible set of actions to guide the development of our downtown over the next 20 years.

The Leadership: The Downtown Master Plan process has been guided by the Town Council-appointed Downtown Advisory Commission (DAC). The DAC, which includes downtown property owners, businesses and civic leaders, has been firm in its resolve that this Master Plan must be different than past efforts, it must inspire our citizens to become connected to downtown, it must be anchored in the realities of the marketplace, and, most importantly, it must lay out a set of achievable actions that result in positive, tangible change.

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 Master Plan 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 Difference: The Master Plan is different from past efforts because it provides a mechanism for getting things done. A new Downtown Development Authority is proposed, a self-sustaining champion that can create and leverage the resources and partnerships necessary to implement investments outlined in the plan.

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.

In 2002 the town of Castle Rock commissioned the 2020 Comprehensive Master Plan. 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:

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.

Armed with these strong statements of direction and support for Downtown Castle Rock, in 2006, the Town Council of Castle Rock authorized a process designed to develop a Downtown Master Plan that would complement the 2020 Comprehensive Master Plan vision. The Downtown Master Plan aims to build upon past plans and incorporate 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.

The Master Plan has been directed by the Town Council-appointed Downtown Advisory Commission consisting of property owners, business and civic leaders that are passionate about the future of Downtown. Final voting members of the Downtown Advisory Commission include: Judy Crenshaw, John Delay, Hermann Li, Randy Mikelson, Chip Wilson, KC Neel, Councilman Ryan Reilly, Sheila Kerber, Jack Hilbert, Steve Herzog and Jeff Samuelson. Non-voting members on the commission who represent other Castle Rock civic organizations include: David Mitchem, Tim Neely, Pam Ridler and Judy Woodley.

Working with town staff has been a consulting team that includes some of the most progressive and knowledgeable firms in the Rocky Mountain West, including Progressive Urban Management Associates (economics and implementation), Civitas (urban design) and Felsburg Holt & Ullevig (parking and transportation). Hundreds of Castle Rock residents participated in the process to develop the plan through a combination of stakeholder interviews, direct mail surveys and community forums. From this process, the Downtown Castle Rock Master Plan merges the community's aspirations with market and functional realities to create an exciting, yet practical, vision for the future.

Foundations & Guiding Principles

The development of the Downtown Master Plan included a comprehensive review of both existing market conditions and existing town plans. In particular the Downtown Master Plan was developed in accordance with the vision laid out for the Town of Castle Rock by the 2020 Comprehensive Master Plan.

During the work with the Downtown Advisory Commission a series of guiding principles were developed. These principles form the base or trunk of this Master Plan. Each proposed action and project is measured against these principles to make certain that the vision, goals and values of the community are met.

The following vision statement was developed for the Downtown Master Plan:

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 that combines a sampling of urban elements with distinct local flavor and provides a variety of amenities.

The guiding principles developed to achieve this vision include:

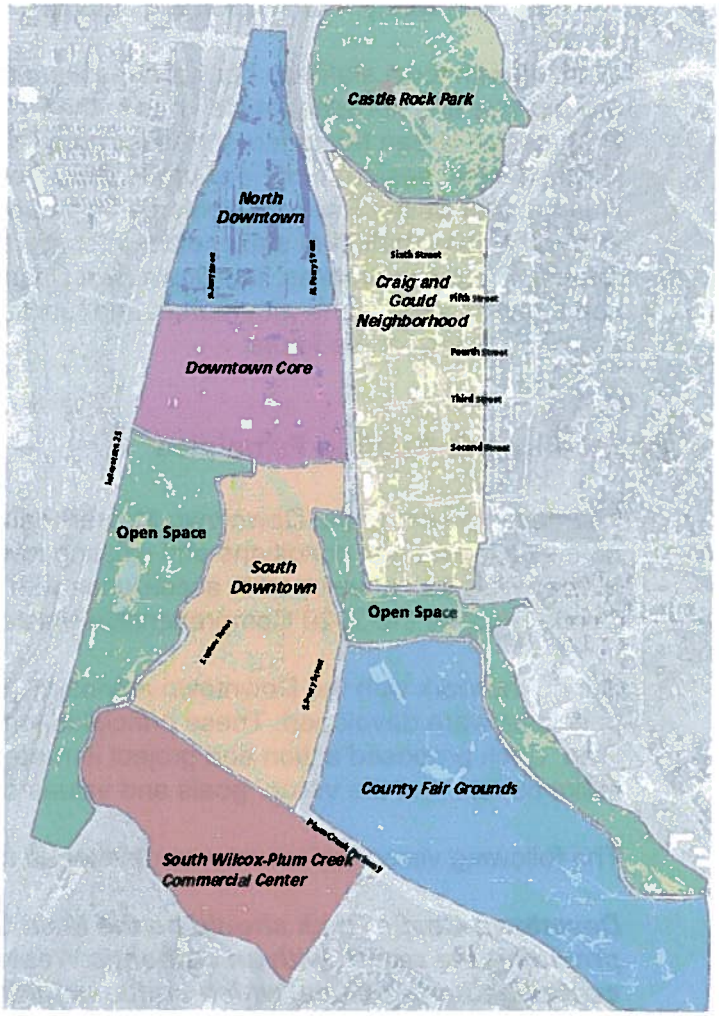
- Create a welcoming, pedestrian and family friendly Downtown core.
- Protect and enhance the historic character of Downtown.
- Identify catalytic investment opportunities and develop a regulatory environment to support them.
- Develop and maintain a strong economic development program that is integrated into all elements of the plan projects and investments.
- Strategically and specifically plan for public investment in infrastructure demands 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 and ensure that public spaces in the Downtown area are family friendly, inviting, safe and activated.

Downtown Master Plan Framework

To achieve the community's vision for Downtown, the 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 for the other three districts within the Downtown borders, including the Craig and Gould neighborhood, the south Wilcox Plum Creek Commercial center and the County Fairground 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 multi-modal



Downtown Castle Rock Character District Map

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.

- Craig and Gould, the historic residential neighborhood connected to Downtown, will expand to include more commercial uses along its Downtown or western edge, and will be home to the historic Cantril School envisioned as a community arts and education center.

- 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.

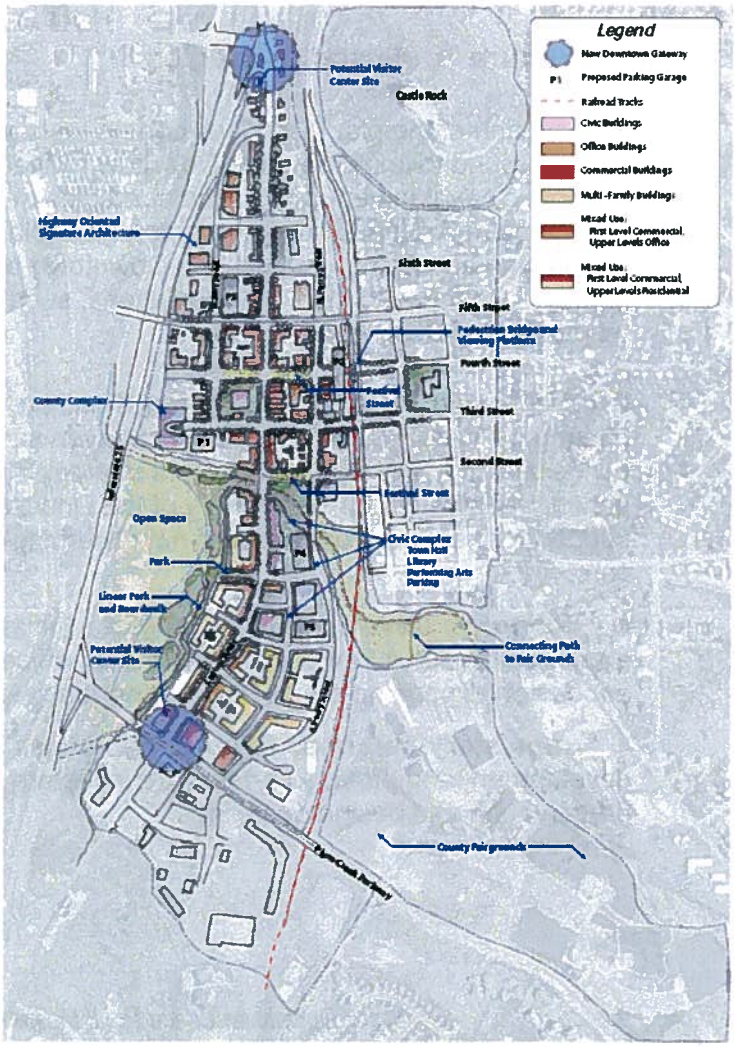
- The South Wilcox Plum Creek commercial area will develop as the market indicates, perhaps featuring larger format retail or automotive uses.

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



Downtown Ca

Downtown Castle Rock Framework Plan

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 2nd Street is envisioned with the opportunity to expand special events into the core of Downtown along 4th 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 describes 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 Master Plan 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 help retain existing and recruit new retail, restaurants, office and housing to the Downtown, with a focus on expanding employment opportunities.

- ***Regulatory Reforms:*** Regulatory changes are suggested to encourage development and provide certainty for investors, including revisions to zoning, preservation and design guidelines.

Organizational and Financing Strategies

To lead and help finance implementation of the Master Plan, the creation of a Downtown Development Authority (DDA), with its ability to capture and re-invest in Downtown using Tax Increment Financing (TIF) is the recommended organizational and finance strategy. The DDA would be a sustainable champion to advance Downtown improvement efforts for the long term, plus can offer financing tools that could leverage other civic resources. In the future other organizational and finance tools may be added, such as a Business Improvement District.

Sequencing Timetable, Responsibility Centers and Resources

The plan offers a phasing strategy for new improvements with a sequencing timetable, responsibility centers and resources. This strategy will complement the Town's five-year capital improvement program and forecast as well as identify leadership roles and various financing tools.

The Downtown Master Plan reflects the current goals of the community. It is visionary and broad, and it contemplates various ways to succeed. This plan is intended to provide a framework and a set of broad strategies to guide decision-makers - both present and future – as Downtown Castle Rock evolves.

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Planning Process & The Downtown Commission

The development of the Downtown Castle Rock Master Plan occurred over a 22-month period, from May 2006 to March 2008 and was led by the Downtown Advisory Commission (DAC). The DAC was created in 2006 to provide focus, coordination and leadership to Downtown planning efforts in an effort to nurture a vibrant and thriving Downtown. Their responsibilities and oversight include:

1. Establishing a Downtown vision, goals, plans, programs, activities and funding;
2. Fostering public-private Downtown partnerships;
3. Facilitating communication, involvement and serving as a central voice to the Town Council on matters pertaining to Downtown;
4. Providing input on the historic preservation plan;
5. Completing the Downtown parking plan;
6. Revising Downtown zoning;
7. Developing and implementing a Downtown master plan.

The voting membership of the Commission is composed of three (3) Downtown business owners, three (3) Downtown property owners, and two (2) Castle Rock residents who are not Downtown business or property owners, as well as a Town Council member and representatives from Douglas County Schools, Library and Government. Members of the DAC include:

- Judy Crenshaw, Chair 2006- 2008, Resident
- John Delay, Business Owner
- Ernie Fazekas II, Vice-Chair 2006 – October 2007, Business Owner
- Hermann Li, Property Owner
- Randy Mikelson, Property Owner
- Chip Wilson, Vice-Chair 2007-2008, Resident
- KC Neel, Business Owner
- Wayne Bennington, 2006-2007, Property Owner
- Jeff Samuelson, Castle Rock Merchants Association 2006, Property owner 2007-2008
- Jack Hilbert, Douglas County Commissioner
- Sheila Kerber, Douglas County Library District
- Steve Herzog, Douglas County School District
- Ryan Reilly, Town Council Member
- Katie Kruger, Town Council Member, 2006- 2007
- Judy Woodley, Castle Rock Merchants Association
- Pam Ridler, Castle Rock Chamber of Commerce
- David Mitchem, Castle Rock Economic Development Council
- Tim Neely, Castle Rock Historic Preservation Commission

The Commission has met on a regular monthly basis since their first public meeting on May 30, 2006. With the assistance of a Downtown Coordinator, hired in 2006 to coordinate, manage, design and implement projects for the Downtown program, the Commission led an intense and thorough process to develop the Downtown Master Plan. An outline of the DAC planning process is included as Appendix I.

Previous Plans and Studies

The process to develop the Downtown Castle Rock Master Plan included a thorough review of past plans and studies completed for Downtown. These included:

- The first-ever *Castle Rock Historic Preservation Plan,* 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. Within this specific area, the Plan recognizes neighborhood boundaries, identifies character elements, clarifies areas of preservation and redevelopment and establishes a framework for design standards.

- Carl Walker, Inc completed an on-street accessibility parking study of the Downtown commercial area in 2005. Focusing on a 12-block area of Downtown, the study confirmed the available parking inventory, including ADA accessible spaces, and evaluated existing parking design configurations, offering recommendations for preferred locations for on-street and ADA accessible spaces.

- A Downtown parking analysis was undertaken in 2004. The study, conducted by Felsberg, Holt & Ullevig, focused on the parking inventory, occupancy, duration, and demand. Recommendations were outlined that addressed existing conditions and projected demands.

- In 2003, the Town began an effort to identify major land use and development policies for the Downtown and to build on the policies contained in the 2020 Comprehensive Master Plan. Stakeholder input identified five key themes to guide planning for the Downtown:

    1. Create a dynamic, urban, mixed-use environment.
    2. Develop a strong pedestrian-oriented character.
    3. Develop open space areas in Downtown.
    4. Encourage redevelopment in identified areas in Downtown.
    5. Encourage residential development in Downtown.

- The rapid growth in Castle Rock throughout the 1990's resulted in awareness and concerns about the impacts of growth on the Town's identity, its historic character and structures, and the quality of new development. A strong desire to balance growth and development, while maintaining the small-town charm and character led to the completion of *Castle Rock Design* in 2003. This document focused on promoting a consistent design quality that complemented the existing Town character.

- The updated Vision 2020, completed in 1999, and the updated 2020 Comprehensive Master Plan, adopted in 2002, contain policies and strategies designed to strengthen and protect the character and vitality of the Downtown.

- In 1996 the Historic Preservation Board and the Planning Department completed *Castle Rock Style: A Guide to Preserving Our Architectural Heritage,* which

provided specific guidelines for preservation, alterations and new construction in the historic Downtown core.

- The first planning effort for the Downtown area occurred in 1994 with RNL Design completing the *Downtown Urban Design Plan* and *Design Guidelines for Downtown Castle Rock*. The plan presented a vision for the character of the Downtown historic and civic area and defined the components of proposed public and private improvements. The Design Guidelines contained policies and suggestions for building and site design in the Downtown area.

Market Analysis Summary and Implications

As a first step towards developing the Downtown Castle Rock Master Plan, 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 upon an extensive market analysis that was completed in late 2006 and early 2007. The market analysis includes:

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, are successful and provide a solid foundation for growing events 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.

Community Attitudes Survey: A community attitudes survey that was distributed to outlying Castle Rock neighborhoods and secured responses from 417 residents. Highlights from the community survey included:

- Downtown is well used by residents – nearly two-thirds of survey respondents visit weekly or more.
- Top Downtown attractions include the post office, restaurants and bars, and the library.
- Reasons for not visiting Downtown include lack of retail, limited parking and lack of restaurants.
- Improvements that would increase visitation include more restaurants, better information on what exists, special events and unique one-of-a-kind shops.
- A quarter of respondents indicated that they would consider living Downtown, and 35% of younger survey respondents (age 25 to 34) would consider Downtown living options.
- Nearly a quarter of all respondents in a variety of age groups access Downtown by bicycle.
- Parking and traffic are hassles cited by long-term residents (10 years or more), but are virtual nonissues by new residents (one year or less).

Summary 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 a 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 types 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 with 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.

The complete findings from the Downtown Castle Rock Market Analysis can be found in Appendix II.

Guiding Principles

The development of the Downtown Master Plan included a comprehensive review of both existing market conditions, and existing town plans. In particular the Downtown Master Plan was developed in accordance with the vision laid out for the Town of Castle Rock by the 2000 Comprehensive Master Plan. 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.

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 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 development should occur with an eye toward the 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.

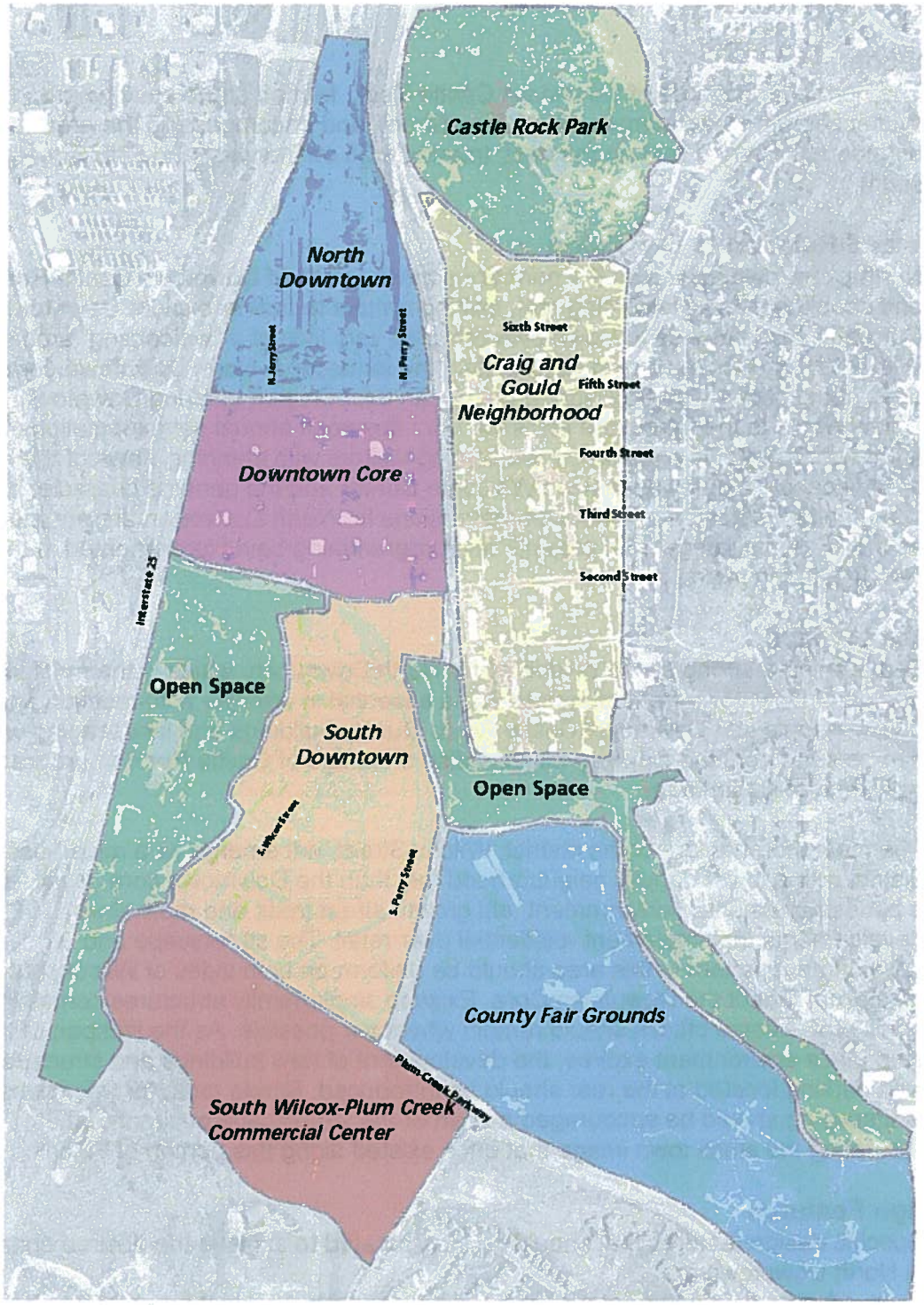
Create a "Place" Downtown: "Placemaking" should be a priority in Downtown Castle Rock, and, as such, attention should be paid to the numerous details which can assist in creating a unique, ambiance, experience and atmosphere. Suggestions include:

- 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, we are recommending three primary character districts including:

North Downtown
Downtown Core
South Downtown

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



Downtown Castle Rock Character District Map

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 rock, green spaces, a gateway, a town Welcome Center and the genuine character 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 structures containing small professional offices should remain whenever possible. As the lifespan of the strip plaza environment expires, the development of new buildings and structures with parking located 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 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 the 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.

Opportunities:

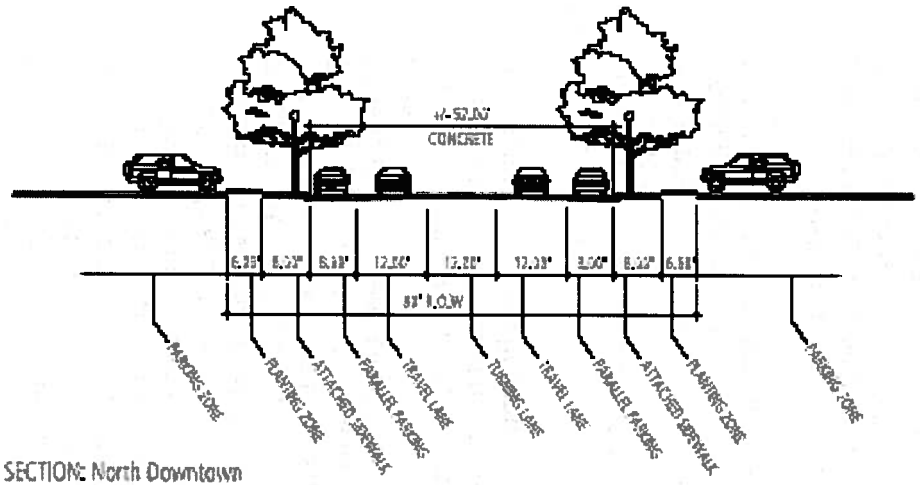
- The Wolfensberger entrance into Downtown from Interstate 25 provides significant potential to create visibility, establish an identity and create a visual connection that draws visitors in.
- The current Douglas County School administration building sits on one complete block in North Downtown. If 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, 5th and 6th Streets would serve both North Downtown businesses and employees and the Downtown core as well.

Linkages to Other Districts

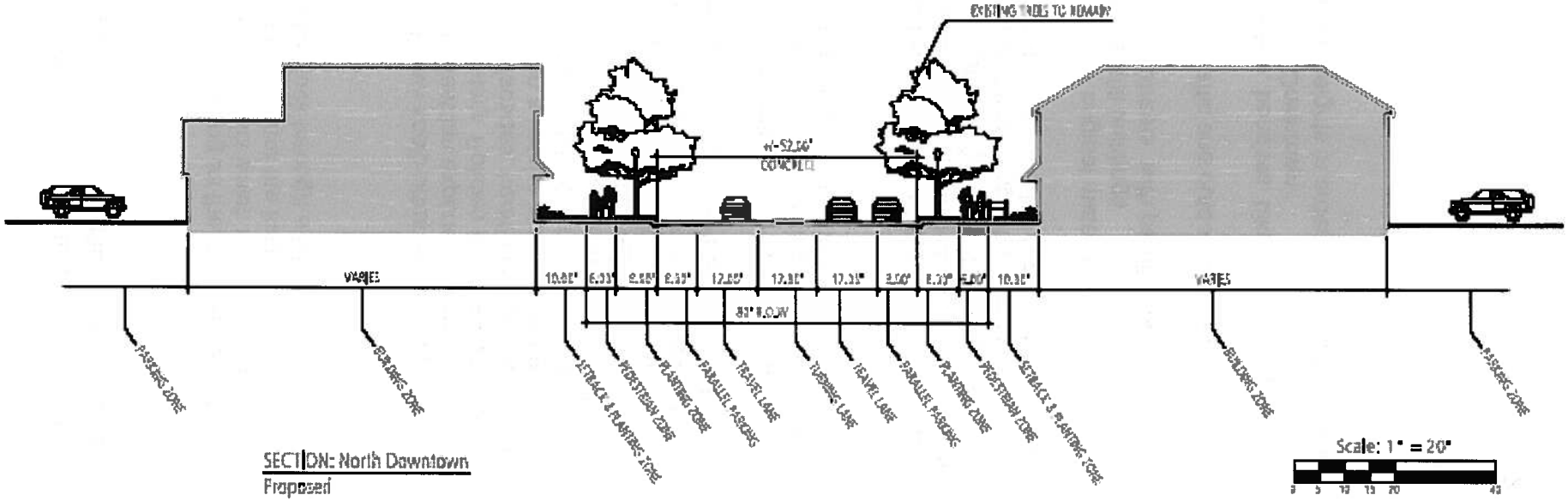
- Visitor's center destination, which draws people in and informs them of other Downtown Castle Rock destinations.
- Area of primary employment providing a stabilizing job base for Downtown.
- Daytime market to support retail, dining and entertainment uses proposed for the Downtown Core.

DOWNTOWN CASTLE ROCK STREETSCAP
PHASE 3A: NORTH DOWNTOW



SECTION: North Downtown
Existing Conditions

Scale: 1" = 20'



SECTION: North Downtown
Proposed

Scale: 1" = 20'

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 the 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.

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 incentives for the restoration of facades, traditional signage and the development of 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 street, particularly Wilcox Street. Streetscape, lighting, landscaping and other 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 named 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.

Rendering of a Proposed Downtown Core

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 two 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.

Opportunities

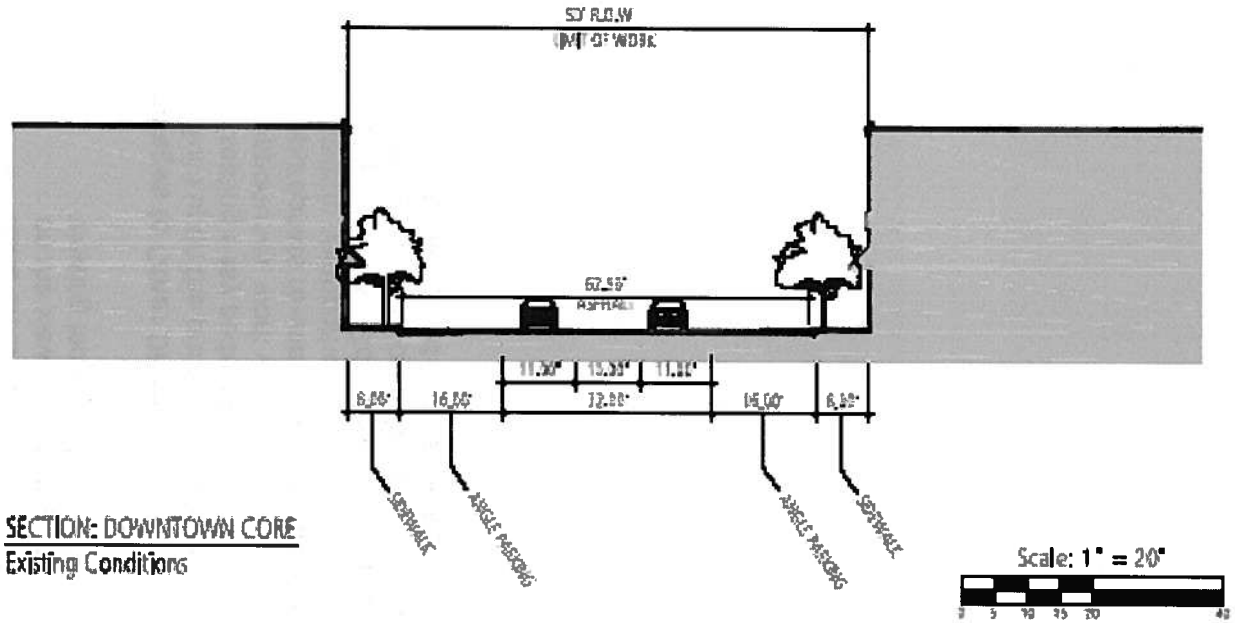
- Return the Courthouse and its edges into the more classic form of a Courthouse Square, which anchors the Downtown Core.
- Build on the cross-section of Fifth Street and Wilcox Street to create a gateway for visitors arriving from both directions.
- Explore development opportunities on the corner of 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 spaces 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.

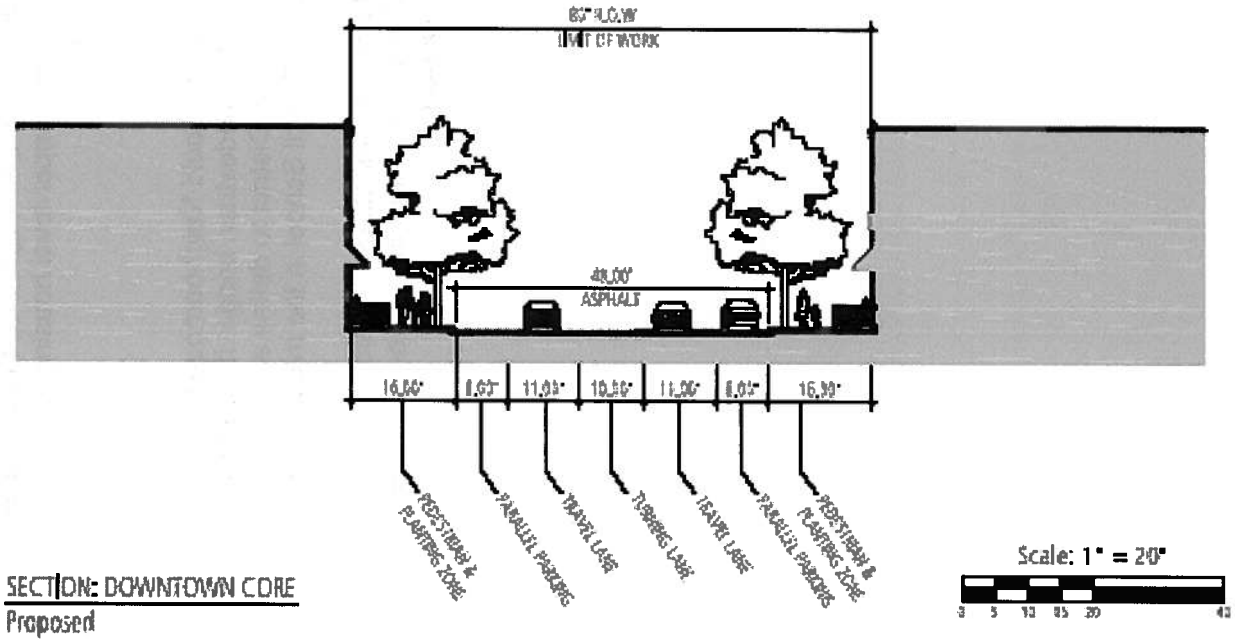
Linkages to Other Districts:

- 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 Cantril 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.

DOWNTOWN CASTLE ROCK STREETSCAPES
PHASE 2: DOWNTOWN CORE

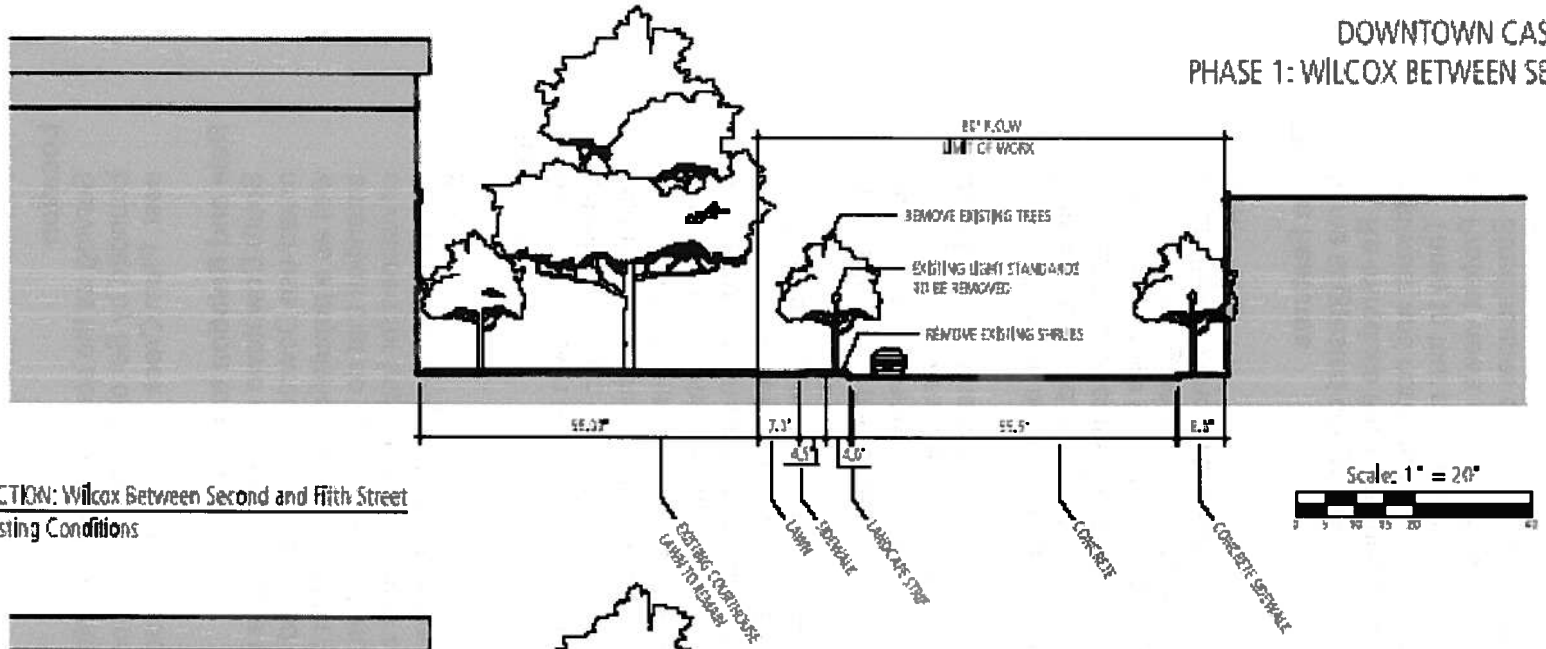


SECTION: DOWNTOWN CORE
Existing Conditions

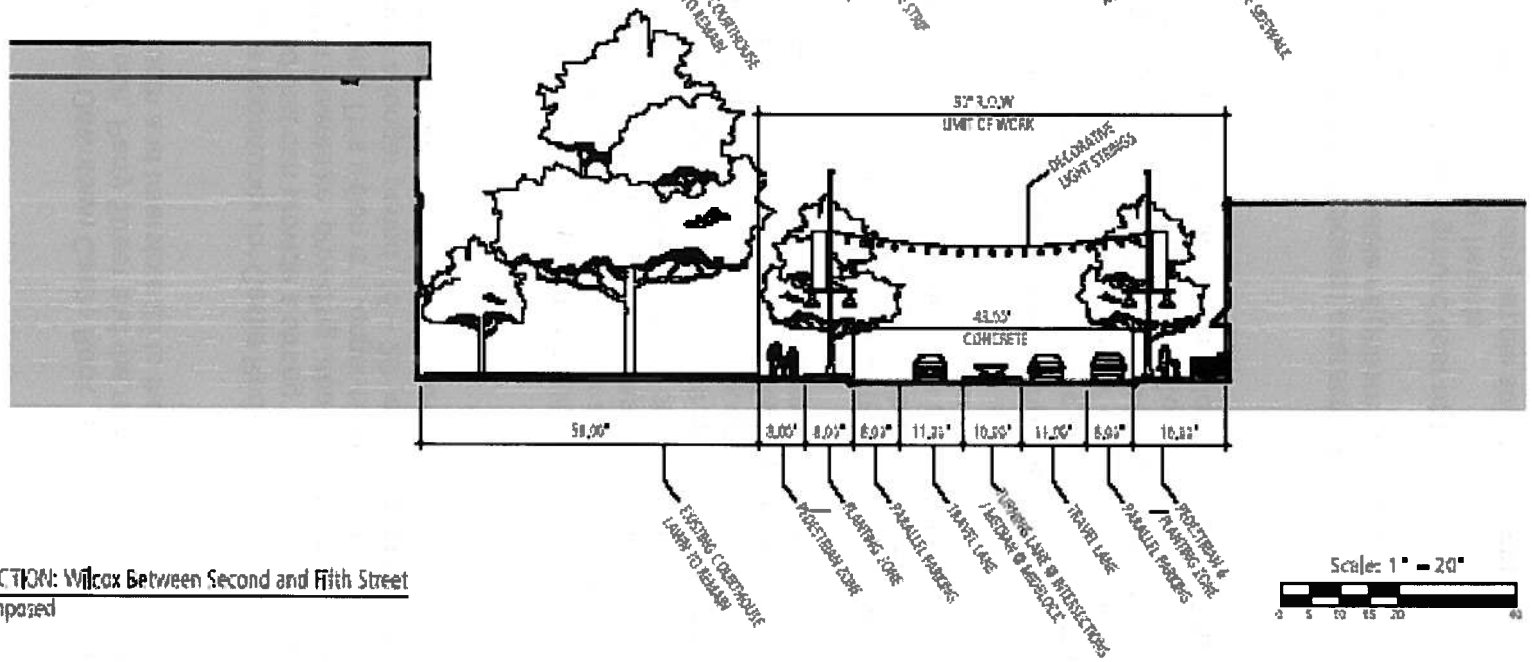


SECTION: DOWNTOWN CORE
Proposed

DOWNTOWN CASTLE ROCK STREETSCAPES
PHASE 1: WILCOX BETWEEN SECOND AND FIFTH STREET



SECTION: Wilcox Between Second and Fifth Street
Existing Conditions



SECTION: Wilcox Between Second and Fifth Street
Proposed

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.

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 the 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.

Rendering of Proposed South Downtown

- Celebrate the unique open space opportunities 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 the Civic Center to welcome the development of a mixed-use neighborhood to the south 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

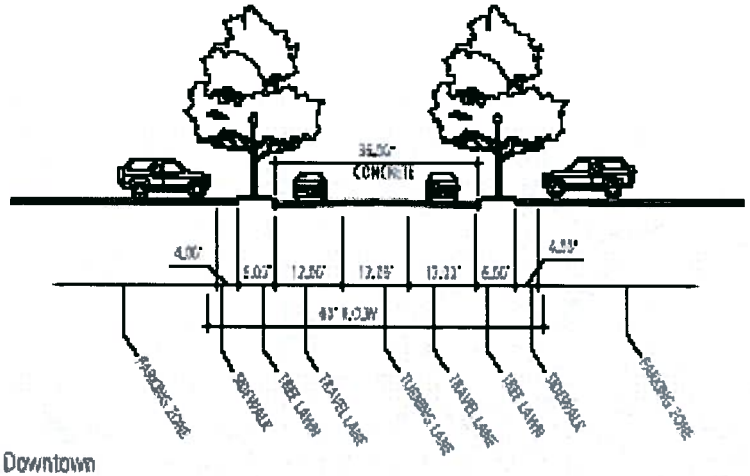
The challenge facing South Downtown is in assembling land and resources to encourage development opportunities, including:

- 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 amphitheatre in the park on the corner of Perry and Second Street by Town Hall.
- Build on the 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 compliment 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:

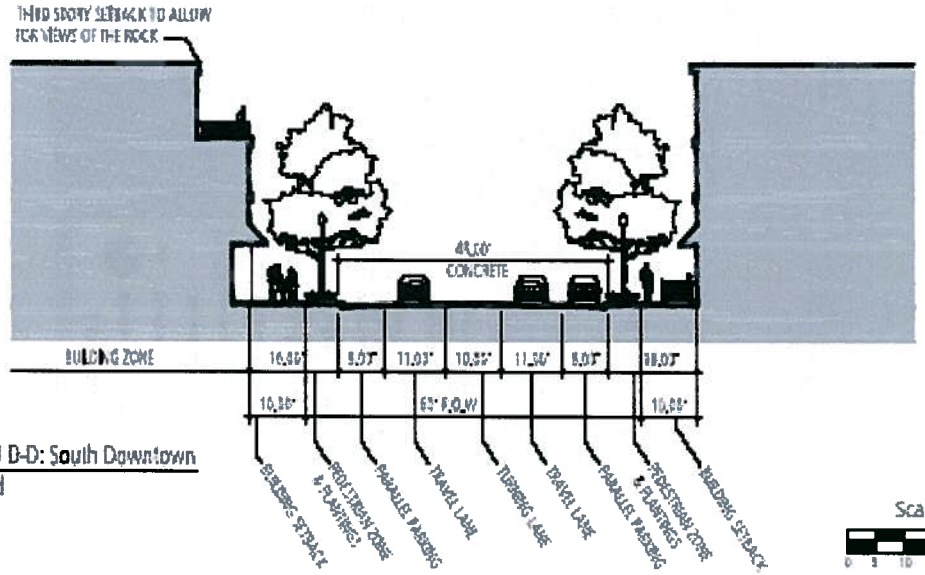
- South Downtown could serve to provide the Downtown resident and population base that could support amenities in the rest of Downtown Castle Rock.
- A well-developed recreational space could serve as a unique draw to Downtown Castle Rock for residents and visitors.
- Proximity to the future "ring road"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

DOWNTOWN CASTLE ROCK STREETSCAPES
PHASE 3B: SOUTH DOWNTOWN



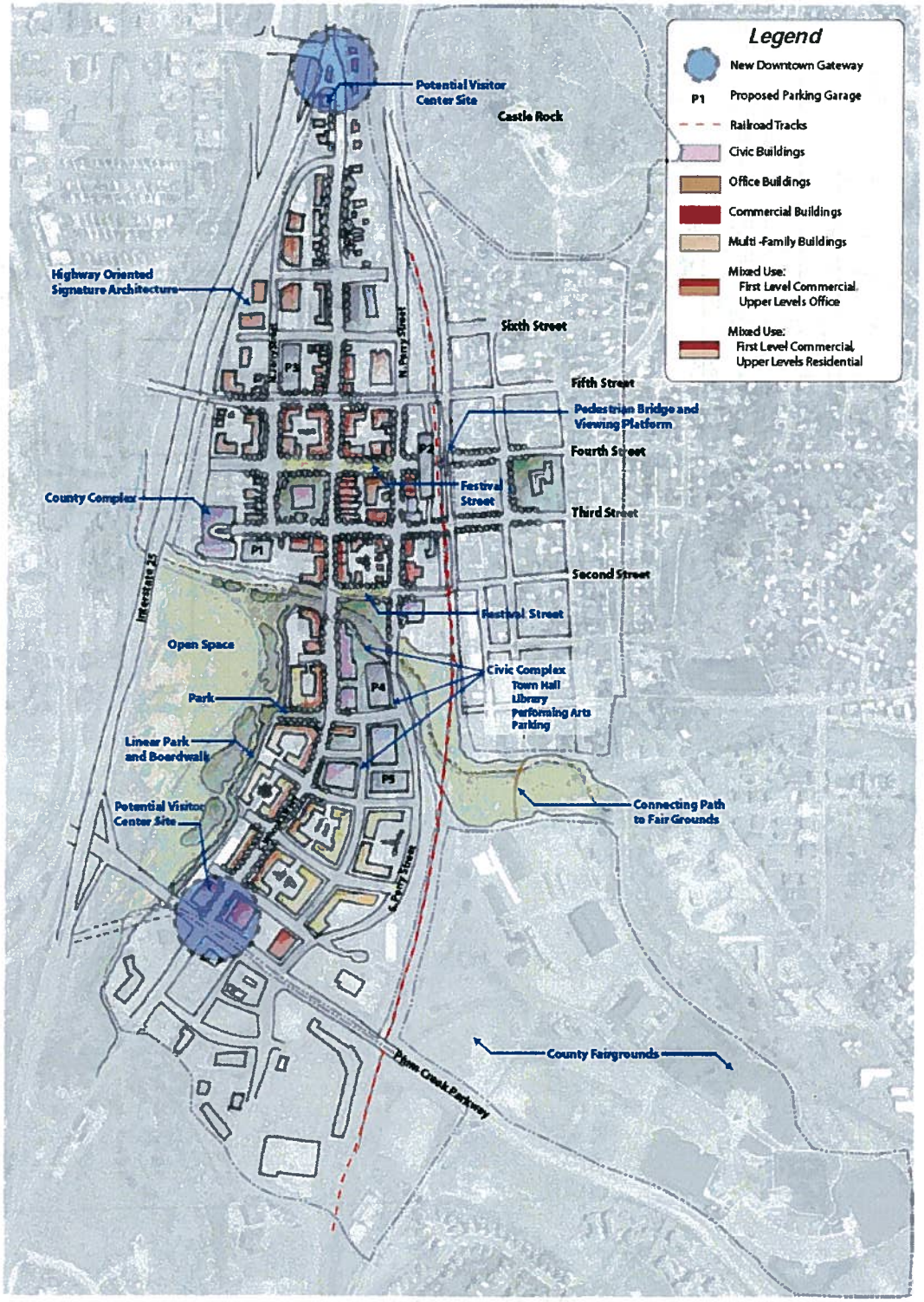
SECTION D-D: South Downtown
Existing Conditions

Scale: 1" = 20'



SECTION D-D: South Downtown
Proposed

Scale: 1" = 20'



Downtown Castle Rock Framework Plan

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.

Physical Improvements and Public Realm

❖ **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. Components of this evaluation are provided in Section V of this report, "Downtown Plan Framework". (See also the Civitas urban design evaluation provided as Appendix III.) Civitas offers streetscape design concepts for each of 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 include:

- ***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 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.

- ***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.

- ***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.

- ***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.

- ***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.

- **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.

- **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.

- **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.

Proposed Downtown Core Streetscape

❖ **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 I-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.

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:

❖ **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

❖ **Trails Master Plan: AWAITING REPORT FROM PARKS AND REC DEPARTMENT**

❖ **Waterways Master Plan: AWAITING REPORT FROM WASTEWATER DEPARTMENT**

Gathering Places and Special Events

❖ **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.

- **Festival Park:** This newly completed Downtown amenity supports the community goals of green space and spontaneous performance space. A small, informal amphitheatre 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.

- **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.

- **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.

- **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.

- **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.

- **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.

❖ **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.

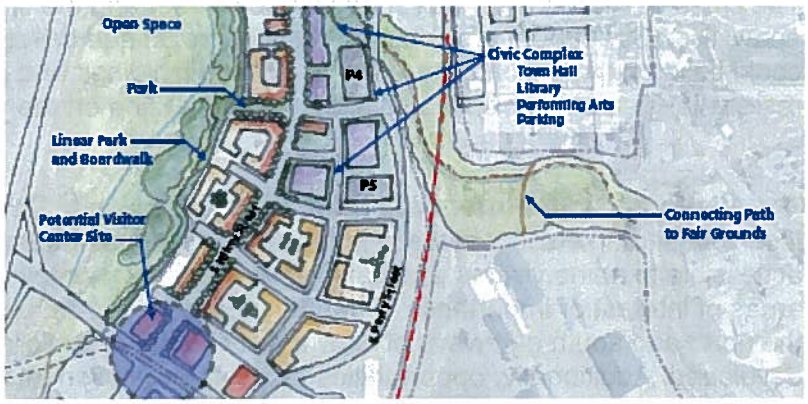
- Expand upon the current offering of special events by developing an organized reliable Downtown event strategy and calendar, and by partnering with local businesses to ensure they are open and able to benefit from events. 43% of the respondents to our community survey noted that special events would 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.

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 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.



Proposed South Downtown Street Grid

Gateways/Neighborhood Connections

❖ **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.

❖ **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 cross-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.

❖ **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.

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:

- Consider the City's Civic Center as an anchor for the Downtown core.

- Make the civic core a family friendly, pedestrian friendly place.

- Bring the buildings up close to the street, with transparent facades at least on the ground floor.

- 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.

- 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.

- Provide a connection across Sellars Gulch linking the Town Hall with the 2nd Street Festival Area.

- 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.

- Maintain a view of Castle Rock from the western half of Wilcox through proper building placement, form and/or height.

- Architecture should reflect present day civic architectural styles and should not attempt to recreate or duplicate older building forms.

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

The firm of Felsburg Holt & Ullevig, Colorado-Springs based transportation consultants, provided an analysis of traffic and transit conditions as a part of the Downtown Castle Rock Master Plan development process. The firm analyzed a variety of factors, including roadway capacity, parking impacts and how to best plan these elements so as to create a pedestrian-friendly Downtown. A memo summarizing their entire findings can be found in Appendix IV of this plan. Specifically, Felsburg Holt & Ullevig note 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:

- Narrower Lanes: Narrower lanes help reduce the overall street width that a pedestrian is required to cross, while also reducing vehicle travel speed.
- 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 crossing with bulb outs

Landscaped bulb out with textured crosswalks

- 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.
- 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.
- Round-Abouts: 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 uses. 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.

- 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:
  - **4th Street:** The location of parking along the railroad tracks on 4th 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 (5th 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 and the campus develops.
- 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.

Development Density Strategies: As part of the Master Plan traffic analysis, a development density model was developed based upon traffic generation. The model, developed by Fellsburg 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:

Development Scenario A	Development Potential	Development Scenario B	Development Potential
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.

Recommended economic development tactics are:

❖ **Develop a Retail and Restaurant Strategy:** Downtown Castle Rock will be most competitive by positioning itself as providing a unique and diverse mix of offerings that cannot be experienced elsewhere in the town or county. Our retail leakage analysis found significant outflows for restaurants, personal services and several additional 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 formula-based competition in the area. Some recommendations include the following:

- 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.

❖ **Downtown Housing Development Strategies**: The Castle Rock planning process revealed evidence of growing interest in Downtown housing. 25% of respondents to the Community Attitudes Survey indicated that they would consider living Downtown. Other factors fortifying demand for Downtown housing range from overall national trends to Downtown development patterns that the consultant team has witnessed in many other central business districts – housing demand often follows arts, dining and entertainment.

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. 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 Master Plan, 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.

❖ **"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.

❖ **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.

❖ **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.

An existing Castle Rock zoning map and conditions can be found in Appendix V.
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 façade, 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 replacement for trees within the public right-of-way.

The concepts and ideas developed in the plan are described in greater detail in the full Historic Preservation Plan document.

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Organizational and Finance Strategy

A financing source and a dedicated champion are needed to ensure Downtown Castle Rock remains competitive and that the recommendations in this plan are carried out. In recommending an organizational and finance strategy, the goal is to create a self-sustaining champion for Downtown. An important tool for the implementation of this plan is the ability to utilize Tax Increment Financing, TIF, to re-invest in Downtown. TIF is the ability to capture increases in sales and property tax for specific projects. This "increment" is the increase of revenues created by the increase of business and development in Downtown.

There are multiple organizational and financing strategies, which are used throughout the state of Colorado that could work (a complete summary of those strategies is included as Appendix VI). Three options were evaluated to implement the strategies outlined in this plan. Those options include:

- **Downtown Development Authority (DDA)** – A Downtown Development Authority is a quasi-municipal corporation, authorized by the Town Council and managed by a Board of Directors appointed by the Town Council. It is funded primarily through Tax Incremement Financing (TIF), funds generated by the incremental increase of sales and property taxes in the district. These TIF funds, upon creation of a DDA, must be reinvested into Downtown. A DDA can create and implement a development plan, either physical or economic, if approved by the Town Council. The implementation of a development project can be financed by bonds or advances from the Town that are repaid by the TIF. If approved by the Town, and the voters, the DDA can also impose up to a 5 mill tax for operations of the DDA.

- **Urban Renewal Authority (URA)** – Urban renewal authorities are generally established to eliminate blighted areas for development or redevelopment by purchasing, rehabilitating and selling land for development. A URA can fund real estate development, rehab financing and infrastructure and is funded through a tax-increment financing on property and/or sales tax.

- **Business Improvement District (BID)** – A business improvement district is a quasi-municipal corporation, which supports management, marketing, advocacy and economic development. BIDs can also issue bonds for capital improvements. BIDs are funded through and assessment or mil levy on commercial property.

After reviewing these options, the Downtown Advisory Commission recommended the following organizational and finance strategy:

- **A Downtown Development Authority (DDA) is recommended.** A DDA would be the tool for Downtown Castle Rock that would enable the priority elements of the plan to be implemented. The DDA would be a strong partner with the Town offering financial and management support for the Downtown area. While DDAs and URAs are very similar, the DDA has some distinct advantages that the DAC believes makes it best suited for Castle Rock, including:

  - ✓ There is **no eminent domain** with a DDA
  - ✓ Bonding ability

- ✓ A potential mil levy for operations
- ✓ Oversight and control are vested with the Town Council
- ✓ Residents, business owners, property owners and renters of the proposed DDA area have the opportunity to vote on the creation of a DDA.

A DDA is formed in the following way:

1. Once it is determined that a DDA is the appropriate tool for financing improvements, a Town Ordinance is drafted which includes information on the powers of the proposed DDA, the financing methods (i.e. will all increment go into the DDA or will it be shared with other sources, will there be an operational mill levy, etc.), the election date (typically the general November election) as well as the method of election (i.e. vote at a polling place or via mail ballot).

2. The draft Ordinance is submitted to Town staff for review and revisions, then submitted for Town Council consideration. A 100-day notice of election is given to the County Clerk.

3. The Town gives public notice of a hearing to discuss the proposed DDA, holds the hearing and adopts the Ordinance per Town policy.

4. The election is held. Voters include residents, landowners, lessees, and any person designated by a corporate entity to vote on behalf of the entity **within the boundaries of the proposed DDA.** A majority of electors must vote in favor of the DDA.

5. Following the November Election Day, the election results are certified and an ordinance is passed to record a notice of organization for the DDA.

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

PHASE ONE: 2008

Improvements, Projects and Investments

Physical Improvements and the Public Realm

- Select style and design for street furniture and activating design elements
- Purchase selected furniture and activating design elements and complete installation of selected pieces

Gateway Elements

- Work with urban design firm to develop a gateway and signage design strategy for Downtown Castle Rock
- Design and install temporary signage/design element at North Gateway

Parks/Open Spaces/Waterways/Trails

- Develop proposed beautification concepts for downtown waterways based on the Sellars Gulch and Plum Creek Master Plans
- Develop budgets for proposed improvements

Gathering Spaces and Special Events

- Develop signage for Festival Park and install
- Bury electric in Festival Park

Infrastructure Tools and Strategies

Parking

- Finalize Downtown parking policy
- Develop implementation strategy for the approved policy
- Remain flexible enough to respond to immediate development pressures

Economic Development

- Develop an Economic Development Plan for Downtown including:
  - ➔ Retail and Restaurant Recruitment and Retention Strategy
  - ➔ Incentive program to encourage property owners downtown to seek specific types of businesses for their properties
  - ➔ Comprehensive marketing and events strategy with a focus on Festival Park
  - ➔ Participate in a comprehensive, user friendly, internet calendar system for all Castle Rock events

Regulatory

- Revise Downtown's zoning to accommodate the land use and design goals of the Downtown Master Plan

Organizational and Finance

Form the DDA

- Analyze potential DDA revenues and propose work plan to council
- Finalize Development Plan
- City Council Authorization
- DDA Election in November 2008 / DDA Board Formation

PHASE TWO: 2009 - 2010

Improvements, Projects and Investments

Physical Improvements and the Public Realm

- Implement streetscape phasing
- Determine phasing for Downtown streetscape improvements
- Bid design and engineering assessments
- Develop financing plan
- Create a Comprehensive Wayfinding/Directional Sign System and implement

Gateway Elements

- Design/install information informational elements at north and south gateway areas as well as in the core of downtown
- Develop financial strategy for implementation of North Gateway design strategy

Gathering Spaces and Special Events

- Complete Festival Park, including the installation of playground elements
- Develop plan for greater 2nd Street festival area, including programming events for Festival Park
- Implement comprehensive marketing and events strategy

Infrastructure Tools and Strategies

Parking

- Acquire land identified as strategic future parking locations
- Monitor downtown development to be able to anticipate when additional parking will be necessary
- When demand is present be prepared to build by implementing a parking partnership strategy

Regulatory

- Revised zoning adopted by Castle Rock City Council
- Implement Downtown Design Standards
- Work with Town Council to define actions necessary to create a Downtown Train "Quiet Zone"

Traffic and Transit

- Begin implementing Parks and Trails Master Plan as it relates to downtown, including the bike and pedestrian trail system
- Continue to prioritize a major transit hub in the downtown area
- Explore opportunity for expanded downtown shuttle system, connecting parking to the commercial core.

Economic Development

- Develop a job description for a Downtown Manager/DDA Director and hire
- Continued implementation of Retail and Restaurant Recruitment Strategy
- Implement proposed business incentive programs

- Implement "Downtown First" Policy
- Create a Free Wi-Fi Hot Zone

Organizational and Finance

DDA

- Analyze potential revenues and propose work plan to Council

PHASE THREE: 2011 AND BEYOND

Improvements, Projects and Investments

Physical Improvements and the Public Realm

- Continued implementation of streetscape phasing

Parks/Open Spaces/Waterways/Trails

- Implement proposed improvement to the Sellars Gulch / Plum Creek confluence area
- Develop public green space at the upper edge of Plum Creek north and south of South Street

Gateways/Neighborhood Connections

- Implement design strategy for the Northern Gateway
- Look at opportunities at other gateways and ring roads and explore stronger connection to Craig and Gould

South Downtown Street Grid

- Develop design and implementation plan

Cultural Arts Center

- Develop Cultural Arts Center plan and implementation strategy

Infrastructure Tools and Strategies

Parking

- Continue to acquire land for parking
- Continue to monitor development so that if the demand rises, the approved parking strategy can be implemented

Traffic and Transit

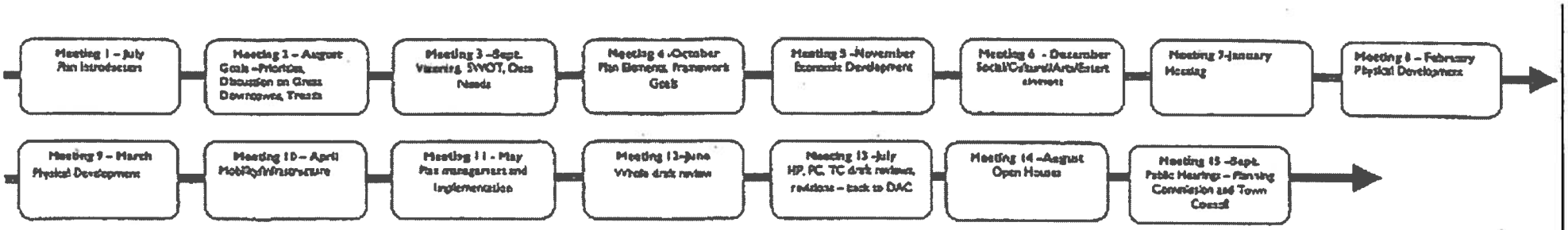
- Implement non-motorized trail system
- Continue to work on a transit hub in the downtown area
- Implement enhanced shuttle services as demand necessitates

Economic Development

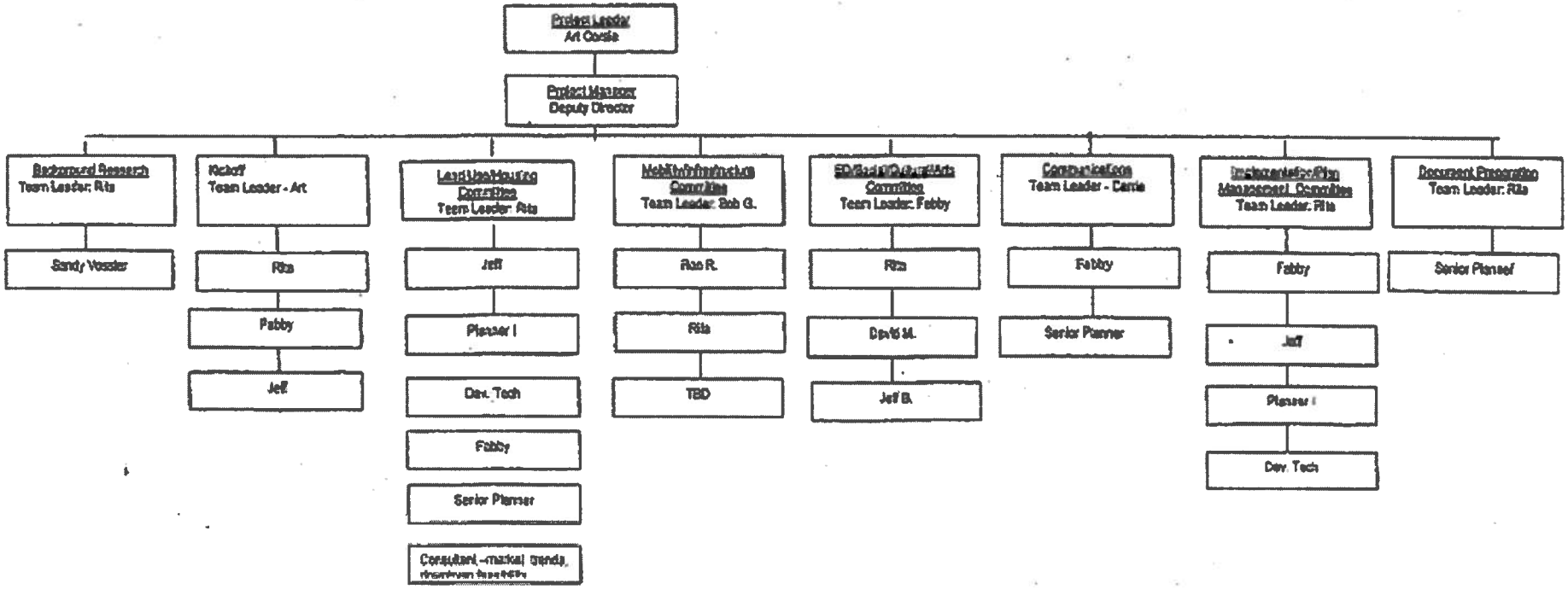
- Continued implementation of Retail and Restaurant Recruitment Strategy

APPENDIX I

Downtown Plan Planning Process



Work Group Organization

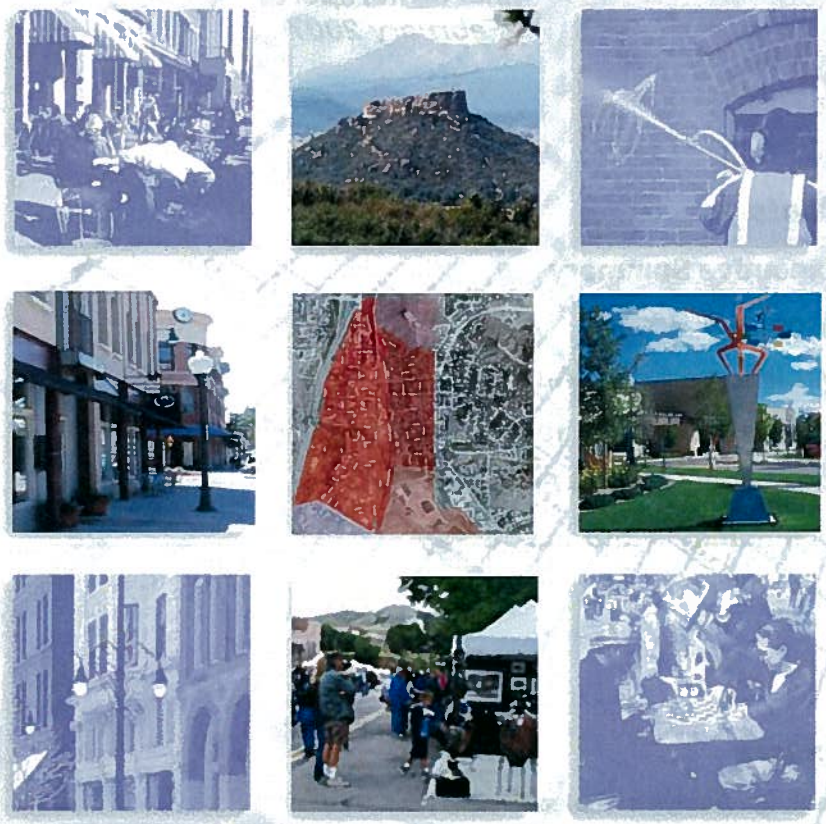


APPENDIX II

P.U.M.A.

PART I
DOWNTOWN CASTLE ROCK MARKET ANALYSIS

Final Draft Report



PREPARED FOR

THE TOWN OF CASTLE ROCK, COLORADO

BY

PROGRESSIVE URBAN MANAGEMENT ASSOCIATES, INC.

February 2007

Part I
Downtown Castle Rock Market Analysis

final draft report
February 2007

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prepared for the Town of Castle Rock, Colorado

by

Progressive Urban Management Associates, Inc.

I. Downtown Castle Rock Market Analysis: Executive Summary

In the fall of 2006, The Town of Castle Rock commissioned Progressive Urban Management Associates, Inc. (P.U.M.A.) 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 will be based upon an extensive market analysis that was completed in late 2006 and early 2007. The market analysis includes:

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, are successful and provide a solid foundation for growing events 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.

.Community Attitudes Survey: A community attitudes survey that was distributed to outlying Castle Rock neighborhoods and secured responses from 417 residents. Highlights from the community survey included:

- Downtown is well used by residents – nearly two-thirds of survey respondents visit weekly or more.
- Top downtown attractions include the post office, restaurants and bars, and the library.
- Reasons for not visiting downtown include lack of retail, limited parking and lack of restaurants.

- Improvements that would increase visitation include more restaurants, better information on what exists, special events and unique one-of-a-kind shops.
- A quarter of respondents indicated that they would consider living downtown, and 35% of younger survey respondents (age 25 to 34) would consider downtown living options.
- Nearly a quarter of all respondents in a variety of age groups access downtown by bicycle.
- Parking and traffic are hassles cited by long-term residents (10 years or more), but are virtual non-issues by new residents (one year or less).

Summary 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 a 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 types 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 with 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.

II. Economic Profile

Background. The Town of Castle Rock was founded in 1874 through a homesteader's donation of land south of the distinctive, namesake "Rock". Castle Rock became a service center for local rhyolite stone quarries, clay mines, and surrounding ranches, and home to quarry workers. Castle Rock's location on the Atchison, Topeka and Santa Fe, and the Denver and Rio Grande railroad lines and its' proximity to water spurred early growth. The Town was voted seat of Douglas County, incorporated in 1881, and in 2006 is celebrating its 125th year as a Colorado municipality.

Castle Rock sits at the intersection of Interstate 25 and State Highway 85 and 86, 30 miles south of downtown Denver and 40 miles north of downtown Colorado Springs, Colorado. Easy access to I-25 links Castle Rock with the region's two major urban centers, and the Town situated along two major railroads (Figure 1). Downtown Castle Rock is the community's cultural, business, and historic heart.

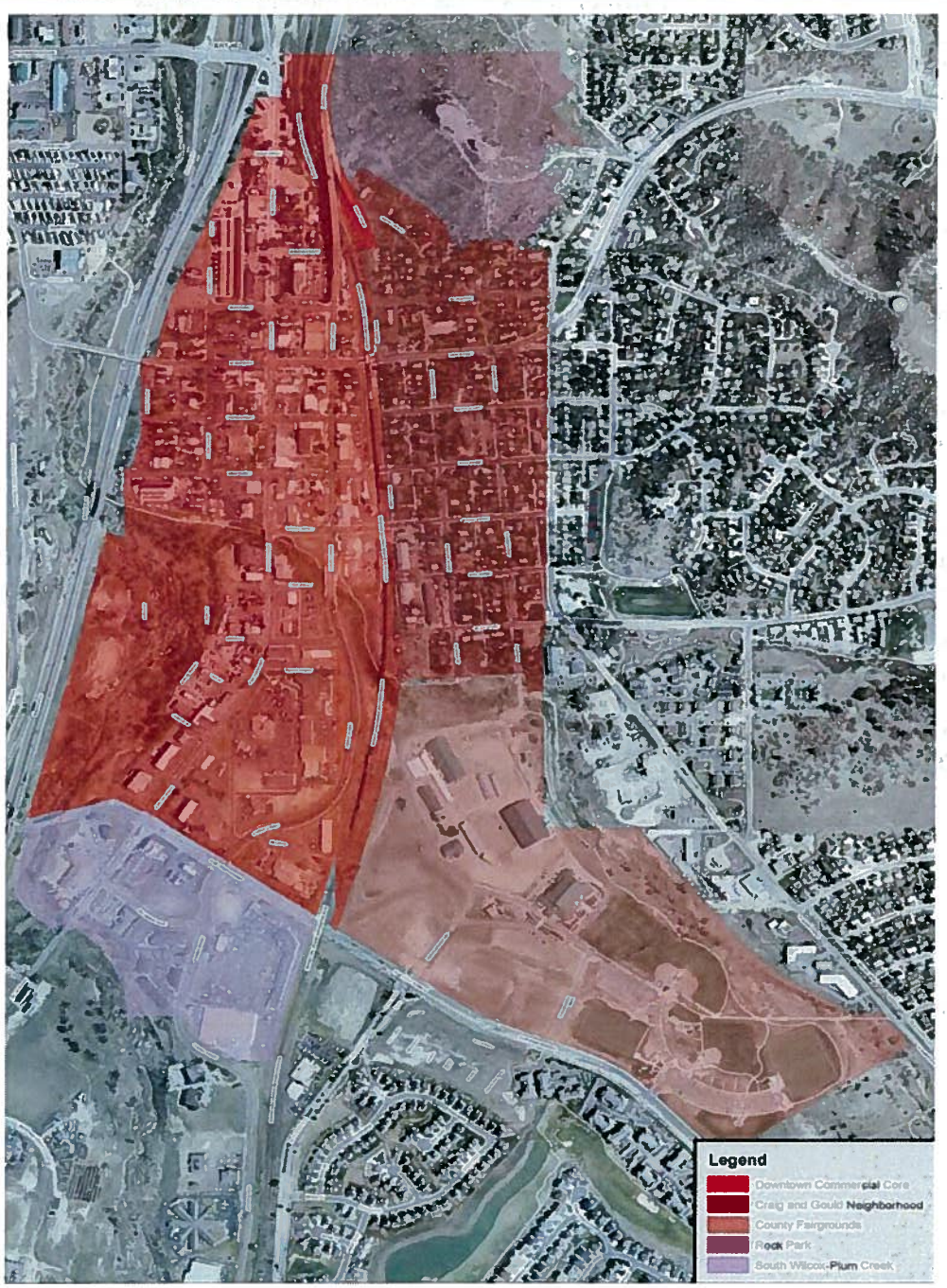
An analysis of the demographic composition of area residents, visitors and employees provides the most accurate description of the target markets that will be generating the demand for the business products and services in the area.

Figure 1
Castle Rock, Colorado - Regional Setting
source: Castle Rock 2020 Comprehensive Master Plan

The following analysis is based upon recent data compiled from Douglas County, The Town of Castle Rock, Block Group 1 of Census Tract 145.04 and part of Block Group 2 in Census Tract 145.03, from which certain data is extracted for the purposes of this study. The above mentioned Census geographies contain the Downtown Commercial Core, the historic Craig and Gould Neighborhood and the Douglas County Fairground area.

The Downtown Commercial Core is the primary study area. The boundaries of this area are Wolfensberger Road on the north, Front Street/Union Pacific Railroad tracks on the east, I-25 on the west and Plum Creek Parkway on the south (Figure 2).

Figure 2
Downtown Plan Study Areas
source: Town of Castle Rock



Residents. Between 1990 and 1999, Douglas County was one of the fastest growing counties in the United States with the population increasing by 116.4%. County population made up a 9.6% share of the seven-county metropolitan area in 2005, and is expected to grow to over 309,000, or 10.9%, by 2010.* The Town of Castle Rock's population increased by over 325% between 1990 and 2005. Recent town projections call for an average annual growth rate of 4.3% per year through 2020, with the population growing to 74,400*. Minority and ethnic populations have represented a very small percentage of the total population (Figure 3).

** Water Resource Strategic Master Plan*

Figure 3
Demographic Summary: Town of Castle Rock, Douglas County 1990 to 2000

*sources: 1990 Census, Census 2000, Colorado State Demographer's Office**

	Town of Castle Rock		Douglas County	
	2000	% Change	2000	% Change
Population 2005*	37,060*	+325.6%	251,418*	+316.3%
Population 2000	20,224	+132.2%	175,766	+191.5%
Households	7,226	+123.4%	60,924	+192.3%
Average Household Size	2.78	+3.6%	2.88	-0.5%
Median Age	31.9	+4.9%	33.7	+4.3%
Gender				
Male	50.2%	+0.8%	49.9%	-0.6%
Female	49.8%	-0.6%	50.1%	+0.6%
Race and Ethnicity				
White	18,980	+124.1%	163,064	+177.9%
Black	95	+163.9%	1,676	+311.8%
American Indian	126	+168.1%	716	+168.2%
Asian & Pacific Islander	235	+327.3%	4,501	+786.0%
Other	376	+279.8%	2,513	+376.8%
Hispanic Origin	1,250	+244.3%	8,886	+365.2%

**July 2005 estimates – percent change from 1990*
***1990 census tract 145.01 split for 2000 Census, data derived from block group information*

The study area contains over 1,000 residents in approximately 500 households, with an average household size that is smaller than that of the Town of Castle Rock and Douglas County (Figure 4).

Figure 4
2000 Demographic Summary: Downtown Study Area

			Race and Ethnicity					
Population	**Households**	**Average Household Size**	**White**	**Black**	**American Indian**	**Asian/Pacific Islander**	**Other**	**Hispanic Origin**
		2.21	***992***	***1***	***3***	***2***	***38***	***157***
1,063	482	***percent of total***	***93.3%***	***0.0%***	***0.3%***	***0.2%***	***3.6%***	***14.8%***

2000 Census reports that Town residents are younger than those of the County, with a median age of 31.9 vs. 33.7 years. While no median age was derived for the study area, residents in the study area appear to be older on average than those of the Town of Castle Rock and Douglas County (Figure 5).

Figure 5
2000 Age Distribution, Downtown Study Area

source: Census 2000

	Downtown Study Area	Town of Castle Rock	Douglas County
under 18 years	18.9%	31.6%	31.6%
18 to 24 years	18.4%	6.9%	4.8%
25 to 34 years	11.8%	17.6%	16.3%
35 to 49 years	25.2%	27.9%	29.9%
50 to 69 years	17.3%	12.8%	14.9%
70 years and over	8.4%	3.1%	2.6%
Median Age	*	31.9	33.7

**data not available at block group level*

Neighborhoods. The Town of Castle Rock covers 31.6 square miles. The Downtown Area of Historic Significance is an overlay district that includes the Downtown Commercial Core and the historic Craig and Gould Neighborhood. The Commercial Core is 181.35 acres and the Craig and Gould Neighborhood is 73.06 acres. The Downtown Area of Historic Significance totals approximately 50 blocks, containing 24 structures that are locally designated landmarks, three National Register buildings, and one National Register site (Figure 6).

Figure 6
Downtown Area of Historic Significance

source: Town of Castle Rock

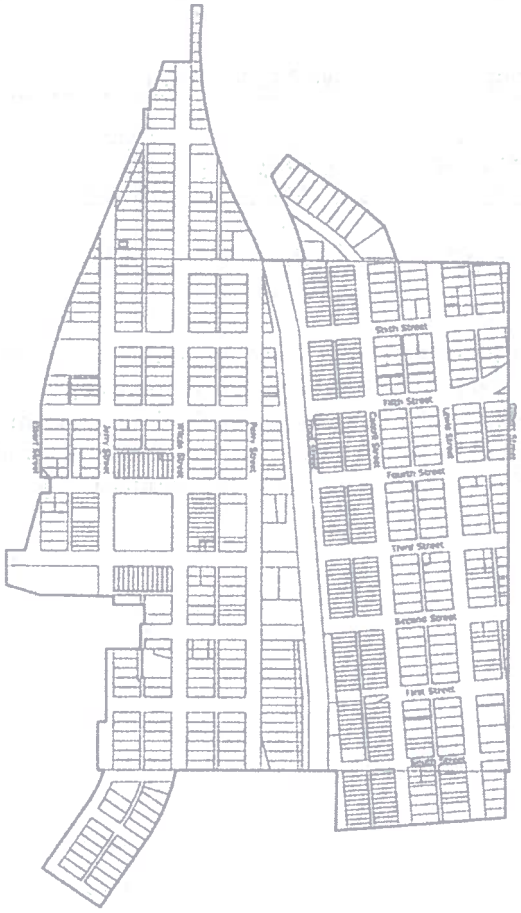


Figure 7 represents a snapshot of 2005 residential sales in Castle Rock. Newer neighborhoods and residential areas are undergoing continued growth around the downtown area, with more new development planned for the south and east areas of town. The 2005 median sale price for an existing single family home in Castle Rock was $260,000, and an existing condo or townhome sold for a median price of $155,000. The 4th quarter 2005 median sale price per square foot for all housing in Castle Rock was $140.00, compared to a median sale price of $150.00 per square foot for Douglas County.

Figure 7
2005 For Sale Housing Activity: Castle Rock, Colorado

source: Douglas County Assessors Office

	Median Sale Price	Average Sale Price	Number of Sales
All Single Family Residential	$293,400	$326,507	1,871
All Condominiums	$162,600	$160,764	165
All Townhomes	$203,300	$204,982	287
Total Number of Sales			***2,323***
New Single Family Residential	$330,000	$358,926	937
Existing Single Family Residential	$260,000	$293,983	934
New Multifamily ***(condos and townhomes)***	$201,200	$202,894	291
Existing Multifamily	$155,000	$163,440	161
Total Number of Sales			***2,323***

Douglas County rental vacancy rates dropped from an all time high of 26.4% during first quarter 2003 to 5.7% in second quarter 2006. The average apartment rent for the Castle Rock area for all apartment types was $925.47, with a 7.2% vacancy rate for second quarter 2006(Figure 8).
sources: Douglas County Community Development Department Multifamily Study, 2000 Census

Figure 8
2000 Housing Characteristics: Downtown Study Area

source: Census 2000

	Total Housing Units	Occupied Housing Units	Percent Owner-Occupied	Percent Renter-Occupied	Rental Vacancy Rate
Downtown Study Area	506	487	*	*	*
Town of Castle Rock	7,447	7,226	74.1%	25.9%	5.2%

**data not available at block group level*

Current Residential Development. Newer neighborhoods and residential areas are undergoing continued growth around the downtown area, with more new development planned for the south and east areas of town. From 2003 to October 2006, the Town of Castle Rock issued building permits for 4 new single family residences within the study area. Currently in the study area, 7,500 square feet of lofts above retail and office space are proposed in a development located at 6th Street and Jerry Street.

Current Study Area Development. Downtown Castle Rock has seen recent private and public investment in its revitalization. Recent development activity in downtown Castle Rock includes the $5 million Courtyard at Wilcox Square, a 33,000 square foot retail and restaurant project with 20,000 square feet of offices. The project is part of a $15 million existing retail area that includes the Castle Café/Keystone Hotel renovation, Shops on Third, and two retail/office properties.

The Philip S. Miller Library opened in 2003, tripling in size from its previous location to 45,000 square feet. The renovation of a former downtown grocery store into a library created a new "anchor" for the declining southern end of the downtown shopping district.

The Rincon. A proposed 7,500 square feet of ground floor retail, 7,500 square feet of office space and 7,500 square feet of loft space above is scheduled to open in 2007 north of Sixth Street on Jerry Street.

Wilcox Street Plaza. A 9,000 square foot, two-story building at 734 Wilcox is under construction and scheduled to open in 2007. The project will contain 4,000 square feet of first floor retail and 5,000 square feet of office space.

Spiral Pointe. 10,000 square feet of proposed office condominiums at 4th and Elbert Streets with a planned completion date of 2007.

Elk Crossing Business Park. 35,000 square feet in two buildings are complete, tenants to include a medical facility. A 15,000 square foot building is under construction at 1189 South Perry Street (Figure 9).

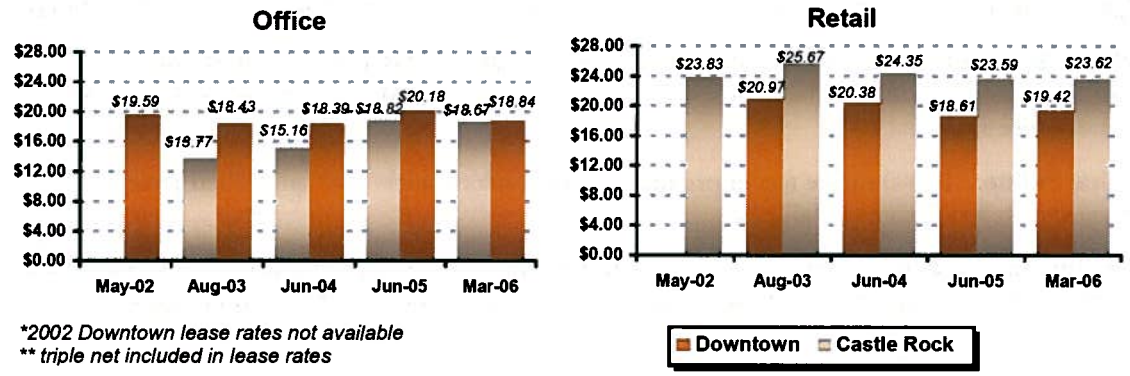
Figure 9
Recent and Proposed Development in the Downtown Study Area
source: Town of Castle Rock

1. *Wilcox Square Area*
2. *Philip S. Miller Library*
3. *The Rincon*
4. *Wilcox Street Plaza*
5. *Spiral Pointe*
6. *Elk Crossing Business Park*

Commercial Lease Rates. In comparison to the Castle Rock area at large, Downtown Castle Rock offers competitive rates for retail and office space. March 2006 downtown full service lease rates for office averaged $18.67, ranging from a minimum of $14.40 to a high of $26.50 per square foot per year. Retail space averaged $19.42, ranging from a minimum of $15.88 to $24.00 per square foot per year (Figure 10).

Figure 10
Average Commercial Lease Rates:
Downtown Castle Rock and Castle Rock Area 2002* - 2006

source: CREDCO



**2002 Downtown lease rates not available*
*** triple net included in lease rates*

Education. More than 9,500 are enrolled in Castle Rock area schools. August 2006 CSAP scores show that Douglas County students exceeded state averages by 12% to 21%. A new high school opened in the Castle Rock area during 2006. Two former school buildings located within the downtown area are now used as School District office space, and a high school and elementary school are located on the fringes of the downtown area. Castle Rock residents are well-educated, with 38.6% having attained a bachelor's degree or higher level of education (Figure 11).

Figure 11
2004 - 2005 School Enrollment and Education Levels, Castle Rock, Colorado

sources: Census 2000, Douglas County School District

Castle Rock Area Schools*	
Elementary	5,958
Middle	1,354
High	2,127
Private Schools	136
Total Enrollment	**9,575**
Education Levels, Population 25+**	
High School Graduates	94.4%
Bachelor's Degree or Higher	38.6%

**enrollment as of 7/06*

Income. Douglas County was the second-wealthiest county in the country in 2005, with a median household income of $92,732. This represents an 11.8% increase in household income from the 2000 Census. 2005 median household income for the Denver Metropolitan area was 54,892. 45.3% of study area households had annual incomes of less than $50,000, compared to the Town of Castle Rock (32.5%) and Douglas County (20.9%) (Figure 12).
source: U.S. Bureau of the Census

Figure 12
1999 Household Income by Percent of Total Households

source: Census 2000

	Town of Castle Rock	Douglas County
$150,000 or more	5.8%	14.5%
$100,000 to 149,999	15.9%	22.2%
$50,000 to $99,999	45.9%	42.5%
Less than $50,000	32.5%	20.9%
Median Income	$64,138	$82,929
Per Capita Income	$26,760	$34,848

Employment. Between 1994 and 2005, Douglas County averaged an unemployment rate of 2.7%, the lowest rate of all counties in the Denver metropolitan area. Since 2000, Douglas County grew more than 26,000 jobs, a 46% increase through 2005 to nearly 83,000 jobs.

Castle Rock's largest private employment sectors have consistently been retail (15% of employers, with 3,039 full-time employees) (FTEs), the building trades (10% of employers with 1,304 FTE's) and eating and drinking establishments (9% of employers with 1,255 FTEs). The government services and education sectors represent 23% of major public sector employers with 3,039 FTEs. The Douglas County Commissioners recently voted unanimously to expand only within downtown Castle Rock. 2,587 Castle Rock businesses were identified in 2005, with 55% of those identified as home-based. Commercially based businesses increased by 7.9% from 2004 to 2005 (Figure 13).
sources: CREDCO; Colorado Department of Labor and Employment

Figure 13
Major Employers in Castle Rock, 2005

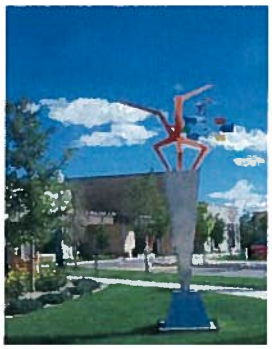
source: CREDCO

2005 Rank	Business	Type of Business
1*	Douglas County School District	Education K-12
2*	Douglas County	Government Services
3*	Town of Castle Rock	Government Services
4	Wal-Mart	Retail Sales
5	Castle Pines Golf Club	Private Recreation Facility
6	Medved AutoPlex	Automotive Retail Sales
7	Brookside Inn	Care Facility
8	Sunset Stone	Manufacturing – Stone Products
9*	Philip S. Miller Library	Library Services
10	Home Depot	Retail Sales
11	Vercuity	Billing Services
12	Directv	Telecommunications
13	Plum Creek Golf and Country Club	Private Recreation Facility
14	King Soopers	Retail Sales
15*	U.S. Post Office	Government Services
16	Master Magnetics Inc.	Manufacturing - magnets
17*	Safeway	Retail Sales
18	Kolbe Striping Inc.	Road Marking
19	Target	Retail Sales
20	Acme Brick	Manufacturing – Brick

**employer located within study area*

398 retail and commercial businesses were located within Downtown Castle Rock during 2005, representing 34%, or the largest share of Castle Rock's 1,167 commercially based businesses. 23%, or more than 3,000 of the area's 13,334 business and government employees worked in the downtown area during 2005.
source: CREDCO

Downtown Castle Rock Amenities. Downtown Castle Rock has no single major attraction, but is home to a variety of unique attractions and events, which provide opportunities for social, educational and cultural interaction against an attractive, historic backdrop. Castle Rock has approximately 500 hotel rooms in 7 hotels, with two small motels containing approximately 40 rooms located within the study area. (Figure 14)



Philip S. Miller Library. The new library opened in 2003, tripling in size from its previous location to 45,000 square feet. The renovation of a former downtown grocery store into a library created a new "anchor" for the declining southern end of the downtown shopping district. The state-of-the-art library facility is home to the Douglas County History Research Center and a variety of events including a Shakespeare Festival, a movie series and Castle Rock Band performances. Year to date November 2006 counter statistics show 341,986 visits, a 13.6% increase over the same period in 2005. Circulation increased by 24.3% to 1,081,098 during the same period. Library location boardings of the CATCO shuttle represent 56% of total November 2006 year to date downtown ridership of 10,062.

Figure 14
Downtown Castle Rock Attractions and Events

sources: various

Castle Rock Historical Museum – The former Denver and Rio Grande Depot building was moved from trackside to its current location in 1970, and fully restored in 1996 for use as an exhibit and educational facility. Attendance has grown over 15% per year for the last three years, with over 1,500 visitors signing the guest book in 2006.

Castle Rock Farmer's Market – Takes place every Saturday from July through October in Wilcox Square. Estimated seasonal attendance is 27,000

Ducky Derby and StreetFest – Thousands of small rubber ducks bob through town on Plum Creek.. Winners receive a variety of prizes and proceeds benefit worthwhile causes.

Outdoor Movie and StreetFest – Kid-friendly activities, food and drink, buskers and a movie during the summer months.

Summer Music Festival – Live outdoor music, kid friendly activities, food, beer and buskers takes place in September.

ArtFest – Attracting more than 20,000 people, 150 national artists show in an outdoor setting in Wilcox Square in mix of culture, art and entertainment the weekend after Labor Day.

Douglas County Fair Parade and Barbecue – These two events have been held for over 65 years. The ten day long county fair includes a rodeo, parades, and carnival rides drawing over14,000 persons during the three days that admission is charged. The main venue is located in the Douglas County Fairgrounds while the downtown parade and barbecue are held within the study area.

Octoberfest – a outdoor celebration of German heritage, with food, crafts, music, beer and entertainment attended by thousands in Wilcox Square.

Trick or Treat Street – Stroll through participating downtown businesses for candy and fright.

Starlighting – Castle Rock's oldest traditional celebration is held on the Saturday before Thanksgiving. In Courthouse Square, experience hot chocolate, reindeer, caroling and holiday candle lighting as the giant star on top of The Rock at Castle Rock is lit.

Winterfest – Outdoor winter activities and lights in Wilcox Square in December*.

Walking Tours of Historic Downtown and Historic Residential Castle Rock– Self-guided walking tours of downtown and the Craig and Gould Neighborhood.

**not held during 2006*

Retail Sales. Douglas County annual retail sales have grown 56% since 2000. The Park Meadows Mall area, Lone Tree, and Parker represent 64.2% of 2005 county retail sales. The Town of Castle Rock represented a 14.5% market share of Douglas County retail sales during 2005 (Figure 15).

source: Colorado Department of Revenue

Figure 15
Retail Sales 2000 – 2005: Town of Castle Rock and Douglas County

source: Colorado Department of Revenue

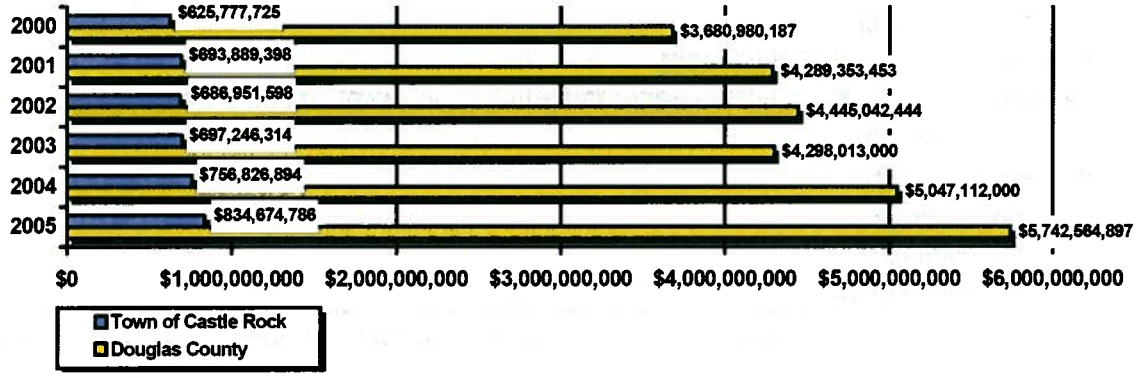


Figure 16 shows select total downtown Castle Rock retail sales tax collections between 2003 and 2005. Several SIC categories lack enough reporting vendors and/or were omitted from reporting, and are therefore not included for confidentiality purposes. Those categories include grocery stores, book stores, apparel services, jewelry stores, taverns, and gift stores. Retail sales tax collections increased 16.7% between 2003 and 2004, and increased only 0.9% between 2004 and 2005. 2006 3rd quarter year-to-date collections increased 6% over the same period in 2005.

Figure 16
Downtown Castle Rock Retail Sales Tax Collections: 2003 - 2005
source: Town of Castle Rock Sales Tax Division

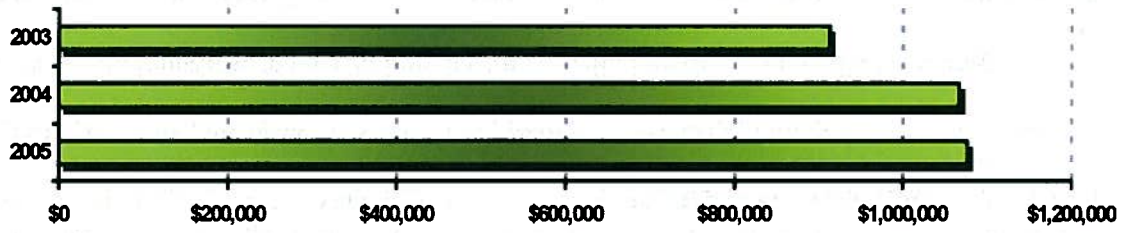
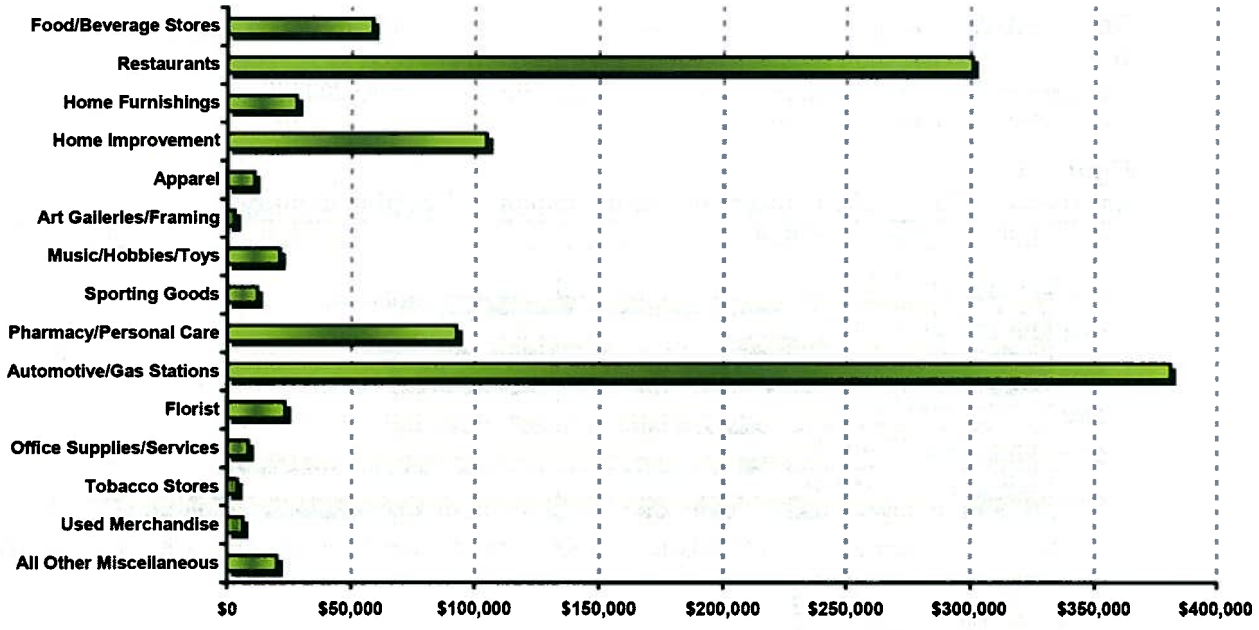


Figure 17 shows 2005 Downtown Castle Rock retail sales tax collections for select specific SIC codes in the retail trade and restaurant categories. Several categories lack enough reporting vendors or were omitted, and are therefore not included for confidentiality purposes. Those categories include grocery stores, book stores, apparel services, jewelry stores, taverns, and gift stores. The automotive category, including sales, aftermarket products and gas stations, restaurants, home improvement stores, pharmacy and personal care products and services and food and beverage stores appear to be the leading categories for sales tax collections, given the constraints of the data.

Figure 17
Downtown Castle Rock Retail Sales Tax Collections by Selected Category: 2005
source: Town of Castle Rock Sales Tax Division



The study area contains roughly 420,000 square feet of retail space. During March 2006, retail space leased for an average $19.42, ranging from a minimum of $15.88 to $24.00 per square foot per year. A typical Downtown retail space is 1,500 square feet. The current retail vacancy for the overall study area is estimated at 1.8%. In addition to its being a government and office center, the study area features a mix of more than 200 retail businesses, including restaurants, specialty shops, and retail services (Figure 18). A more detailed analysis of study area retail can be found in Figure 22.

Figure 18
Existing Retail in the Downtown Castle Rock Study Area
source: CREDCO

	Quantity
Food and Beverage Stores	12
Eating and Drinking Places	38
Home Furnishings/Furniture	27
Home Improvement	5
Apparel and Accessories/Services	19
Leisure and Recreation	19
Health/Personal Care/Fitness	40
Automotive Sales/Aftermarket/Gas Stations	23
Miscellaneous	33
Total	**216**

Access.

CATCO Clean Air Shuttle. The Town of Castle Rock contracts with the Clean Air Transit Company (CATCO) to provide free local transit shuttle service within the town. The shuttles, which are powered by compressed natural gas, offer north-south and east-west routes which serve downtown Castle Rock and surrounding areas. Through September 2006, total system-wide 2006 ridership was 61,116, while downtown area ridership was 10,062. Boardings at the Philip S. Miller Library location generate 56% of total downtown ridership. The routes operate from 7:15 a.m. to 6:00 p.m., Monday through Saturday. The shuttles are equipped with bicycle racks, and a dial-a-ride, curb-to-curb service for person with disabilities is also available..
source: Town of Castle Rock Clean Air Transit Company

East Plum Creek Trail. 4.5 miles of paved recreational trails run through the heart of downtown Castle Rock through wetlands and riparian habitat to The Meadows, offering opportunities for bird watching. Usage is projected at 30,000 to 50,000 annual trips with forecasted counts of 200 per day on weekdays and 300 per day on weekends during the summer months.
source: Town of Castle Rock Parks and Recreation Department

Railroads. Two railroads pass though Castle Rock, operating through an agreement as a one-way pair. The Union Pacific Railroad tracks form the eastern boundary of the study area and are used for northbound traffic, and the Burlington Northern Santa Fe Railroad Company tracks on the west side of Interstate 25 carry southbound traffic. Approximately 20 to 26 trains per day carry freight exclusively, as passenger service along the Front Range is no longer available.

Parking. According to a 2004 study, Downtown Castle Rock has approximately 2,526 parking spaces. 624, or 25% of the spaces are on-street, 268 (11%) are located in off-street public lots and 1,634, (63%) are located in off-street private lots. Of the 624 on-street spaces, 288 spaces are unrestricted and 336 spaces have a two-hour time limit.
source: Town of Castle Rock Downtown Parking Study

Commute. The 2000 Census showed that 80.8% of Castle Rock workers drove alone to work and that 10.1% carpooled, spending an average of one hour a day on the commute. A 2003 study found that nearly 60% of commuters would prefer to work in Castle Rock.
sources: 2000 Census, CREDCO

Traffic. By studying traffic patterns in conjunction with nearby employment and retail centers, major transportation corridors in the area, and peak traffic times, it is possible to reveal additional commercial uses that may be supported simply by drive-by traffic. Traffic counts were conducted by the Town of Castle Rock during 2005 and 2006. The counts in this analysis were collected to provide average daily traffic volumes. Traffic volumes listed in this report are the average count, in both directions, measured in a 24-hour period.

Interstate 25 is the western boundary of the study area, carrying between 47,000 and 59,000 vehicles per day. Wolfensberger Road, 5th Street/State Highway 86 and Plum Creek Parkway are principal arterials that are oriented in the east-west direction. High traffic volumes occur on Wilcox Street (11,600 vehicles per day), and Perry Street (10,200 vehicles per day) (Figures 19 and 20).

Figure 19
Downtown Castle Rock Traffic Analysis *(counts taken 2005 and 2006)*
source: Town of Castle Rock

0,000 = average daily traffic volumes

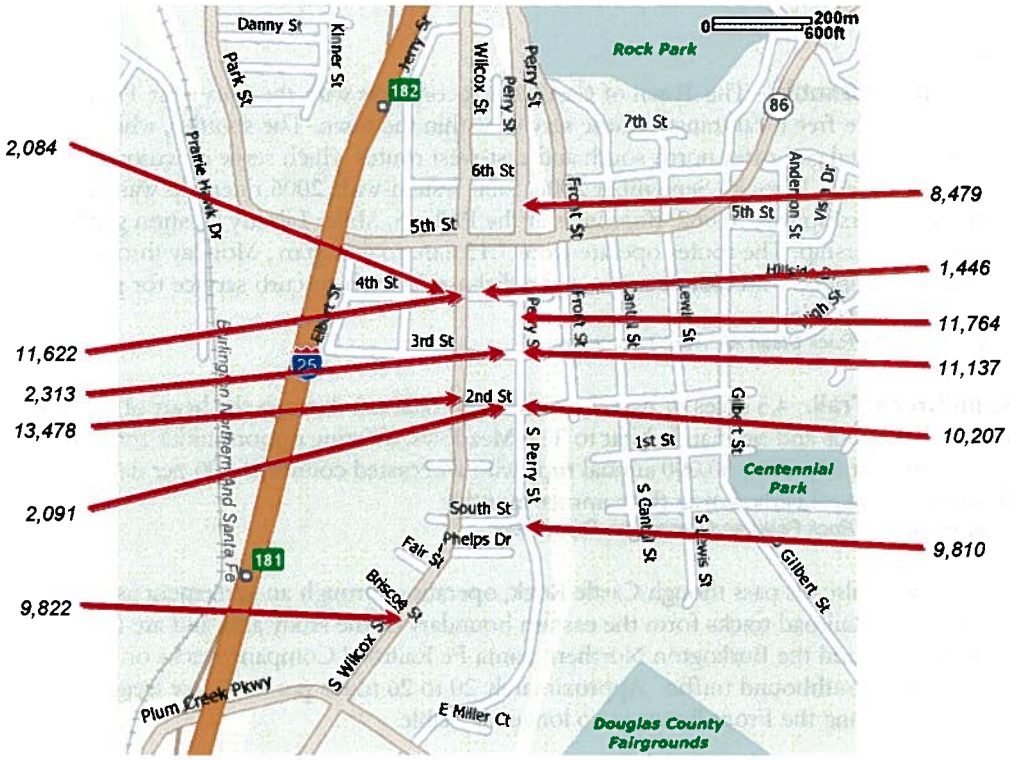


Figure 20
Downtown Castle Rock Area Traffic Analysis *(counts taken 2005 and 2006)*
source: Town of Castle Rock

	Average Daily Traffic
2nd Street @ Perry Street	2,091
3rd Street @ Perry Street	2,313

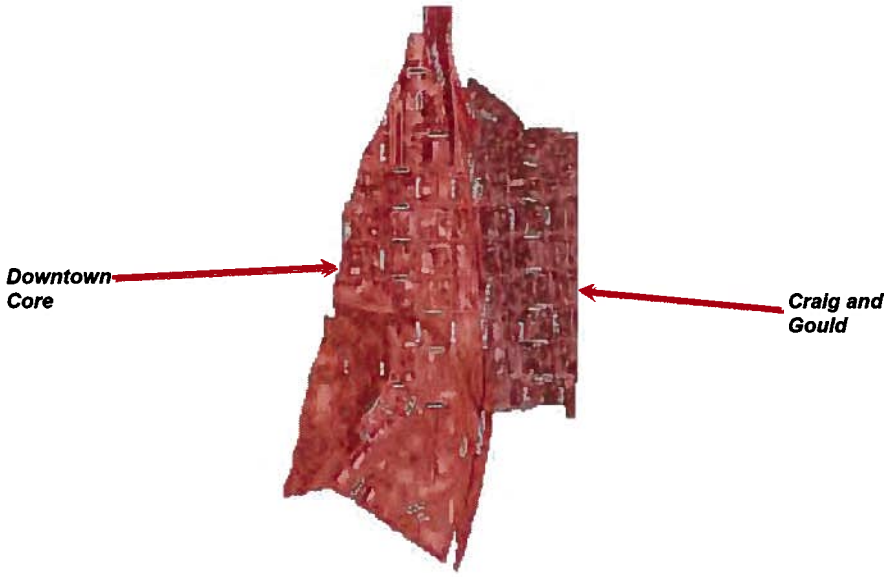
4th Street @	Average Daily Traffic
East of Wilcox Street	1,446
West of Wilcox Street	2,084
Average Traffic Volume	**1,765**

Perry Street @	Average Daily Traffic
2nd Street	10,207
3rd Street	11,137
Between 3rd and 4th Streets	11,764
North of 5th Street	8,479
South of South Street	9,810
Average Traffic Volume	**10,279**

Wilcox Street @	Average Daily Traffic
2nd Street	13,478
4th Street	11,622
Briscoe Street	9,822
Average Traffic Volume	**11,641**

Crime Statistics. 2002 to 2005 statistics were obtained for the Downtown Core and the Craig and Gould Neighborhood to the east (Figure 21). Class A, or serious crimes were led by larceny (thefts), which according to statistics, have been decreasing since 2002. Burglaries and criminal trespass are the second largest categories of crime, also decreasing since 2002.

Figure 21
Downtown Castle Rock Crime Statistics Analysis Area
source: Castle Rock Police Department



III. Study Area Retail Audit

An audit of existing retail businesses in the study area was conducted during January 2007 in order to understand the area's current retail situation. The study area contains retail space with stores merchandized to serve Castle Rock visitors, area employees and residents. Retail in the study area is primarily situated on and adjacent to Perry Street, Wilcox Street and Plum Creek Parkway. All ground floor retail (excluding financial services and professional services, i.e., lawyers, accountants, travel agencies, etc.) was estimated in the inventory (Figure 22).

- There are 215 existing retail businesses in the study area.
- The total square footage of these businesses is estimated to be over 400,000 square feet.
- The study area contains roughly 420,000 square feet of total retail GLA.
- There are 6 vacant retail spaces, representing approximately 8,900 square feet in the study area
- Total study area vacancy is estimated at 1.8%
- A large grocery store and pharmacy exist within the study area, both outside of the Downtown Commercial Core.
- The grocery and 6 specialty food stores account for the largest concentration of retail, representing an estimated 77,000 square feet of space in the study area.
- 38 eating and drinking establishments make up the second largest retail concentration, accounting for 74,000 square feet.
- 39 personal products and services shops (44,500 s.f.) and 26 home furnishings shops ((23,200 s.f.) can be found within the study area.
- Apparel accounts for 10,500 square feet of space in the study area.
- Leisure goods account for 33,600 square feet of space, notably 6 hobby, toy and game shops and 5 sporting goods shops.
- Automotive sales, automotive aftermarket and gas stations account for almost 50,000 square feet of retail space in the study area.

Figure 22
Existing Retail Activity, Downtown Study Areas
sources: CREDCO, PU.M.A. survey, January 2007

EXISTING RETAIL *(estimated square feet)*		# units
Food And Beverage Stores		
Grocery/Specialty Food Stores	77,000	7
Liquor Stores	18,000	5
Food and Beverage Subtotals	**95,000**	**12 units**
Eating and Drinking		
Restaurants	42,000	19
Café/Coffeehouse	17,700	10
Fast Food	9,800	7
Taverns	4,500	2
Eating and Drinking Subtotals	**74,000**	**38 units**
Home		
Electronics	2,500	1
Home Furnishings	23,200	26
Home Improvement	11,000	5
Home Subtotals	**36,700**	**32 units**
Apparel		
Apparel	10,500	5
Apparel Services	7,400	8
Watches/Jewelry	5,100	6
Apparel Subtotals	**23,000**	**19 units**
Leisure		
Art Galleries/Framing	4,000	3
Books, Periodicals, Videos	5,000	2
Hobbies, Toys, Games	8,500	6
Music	1,500	1
Sporting Goods	9,600	5
Theatre and Dance Classes*	5,000	2
Leisure Subtotals	**33,600**	**19 units**
Miscellaneous		
Automotive Sales*, Aftermarket, Gas Stations	49,600	23
Florist	6,500	4
Gifts	10,300	8
Office Supplies/Services	2,000	1
Other Miscellaneous	12,375	15
Tobacco Stores	1,800	2
Used Merchandise	6,000	3
Miscellaneous Subtotals	**88,575**	**56 units**
Pharmacy and Personal Care		
Pharmacy	14,000	1
Personal Products/Services**	44,500	39
Pharmacy and Personal Care Subtotals	**58,500**	**40 units**
TOTAL OCCUPIED SQ. FT./UNITS:	***409,375 sf***	***216 units***
TOTAL VACANT SQ. FT./UNITS:	***8,900 sf***	***6 units***
TOTAL RETAIL SPACE/UNITS:	***418,275 sf***	***222 units***
VACANCY RATE:	**1.8%**	

**categories not included in retail leakage analysis*
***includes barber/salons, fitness, tattoo parlors, massage, portrait studios, spas, etc.*

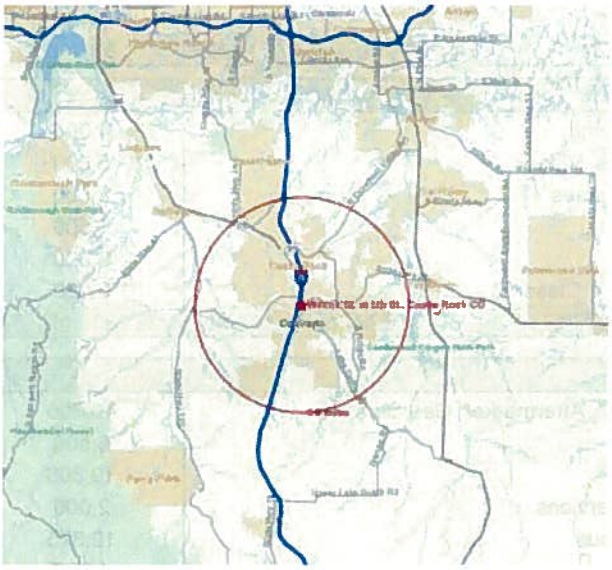
IV. Competition and Leakage Analysis

As part of a market analysis, it must be determined if a demand for certain types of retail uses are already being met within the trade area. Determining this for neighborhood retail centers is difficult because of the small size of the market area and the confidential nature of some of the information necessary for a completely accurate analysis. For this reason, P.U.M.A. relies on primary field research as well as secondary information sources to evaluate the existing retail supply.

Supply of Commercial Retail Space. During January 2007, P.U.M.A. undertook a field survey of existing retail use concentrations within both the primary and secondary market areas. The P.U.M.A. survey inventoried approximately 1.5 million square feet of occupied retail space within the primary and secondary markets, which are defined by the downtown study areas for the primary market and a five-mile radius from Wilcox Street and 5th Street for the secondary market (Figure 23). 2006 estimates account for more than 46,000 residents and 16,000 households within the five-mile radius area*. Banks, automotive sales, and professional service space, i.e., legal, accounting, interior design, travel agencies, real estate offices, etc. were not included in the inventory. The Summary Tables provide a detailed breakdown of total square footage and existing retail usages within the primary and secondary market areas.

**source: 2006 ESRI*

Figure 23
Castle Rock Secondary Market – Five Mile Radius from Wilcox Street and Fifth Street
source: 2006 ESRI



Within the primary market area, 394,375 square feet of occupied retail space was surveyed. Retail space within the primary market is concentrated along the Wilcox Street, Plum Creek Parkway and Perry Street corridors. Downtown Castle Rock, which is Castle Rock's original business district, and the wider study area offer a blend of specialty retail, commercial, service, and government services, representing 26.6% of the overall Castle Rock retail market (Figure 24).

Figure 24
Concentration of Retail Space: Primary Market Area
source: P.U.M.A. survey

Retail Node	Retail Sq. Ft.	Percent of Market
A. Downtown Study Area	394,375 sq.ft.	100%
Total Primary Market	394,375 sq.ft.	100%

An additional 1 million square feet of occupied retail space was surveyed in the five-mile secondary market, which is largely situated to the west, north and east of the downtown study area. In this market, which excludes the primary market area, retail space is concentrated along the Interstate 25, Wolfensberger Road, Founders Parkway and Meadows Parkway corridors (Figure 25).

Figure 25
Concentration of Retail Space:
Secondary Market Area, Excluding Primary Market Area
source: P.U.M.A. survey

Retail Node	Retail Sq. Ft.	Percent of Market
B. Outlets at Castle Rock Area	405,100 sq. ft.	37.3%
C. Founders Parkway/Milestone Area	567,800 sq. ft.	52.2%
D. Village North/Village Center Area	67,100 sq. ft.	6.2%
E. Founders Marketplace	47,200 sq. ft.	4.3%
Total Secondary Market	1,087,200 sq. ft.	100.0%
Total Primary and Secondary Markets	***1,481,575 occupied square feet***	

Vacancy. At the time of the survey, the retail vacancy rate for the total Castle Rock market, excluding auto sales, was 5.4%. The primary market (Downtown study area) excluding auto sales and theatre and dance classes, demonstrated a healthy 2.2% vacancy rate (8,900 square feet). The secondary market, excluding the primary market, experienced a 6.9% vacancy rate (75,800 square feet).

Leakage Analysis. Using the preceding fieldwork, industry standards for average sales per square foot and average store size, and statistics on average household expenditures in the area, a retail sales leakage analysis was conducted in January 2007, revealing that the total market area can support a demand for approximately 593,000 additional square feet of retail.

Because of the necessity to use several different sources of data in an analysis such as this, there is bound to be error when the results are brought down to a detailed level. While it is dubious to claim that the exact amount of square footage has been assigned to each category, it is possible to isolate distinct trends and general retail categories that are underserved in this market.

Retail types that appear to be underserved include:

- Pet, hobby and craft stores
- Book stores
- Consumer electronics (audio and video)
- Taverns
- Restaurants
- Furniture stores
- Grocery stores
- Home furnishings
- Personal care

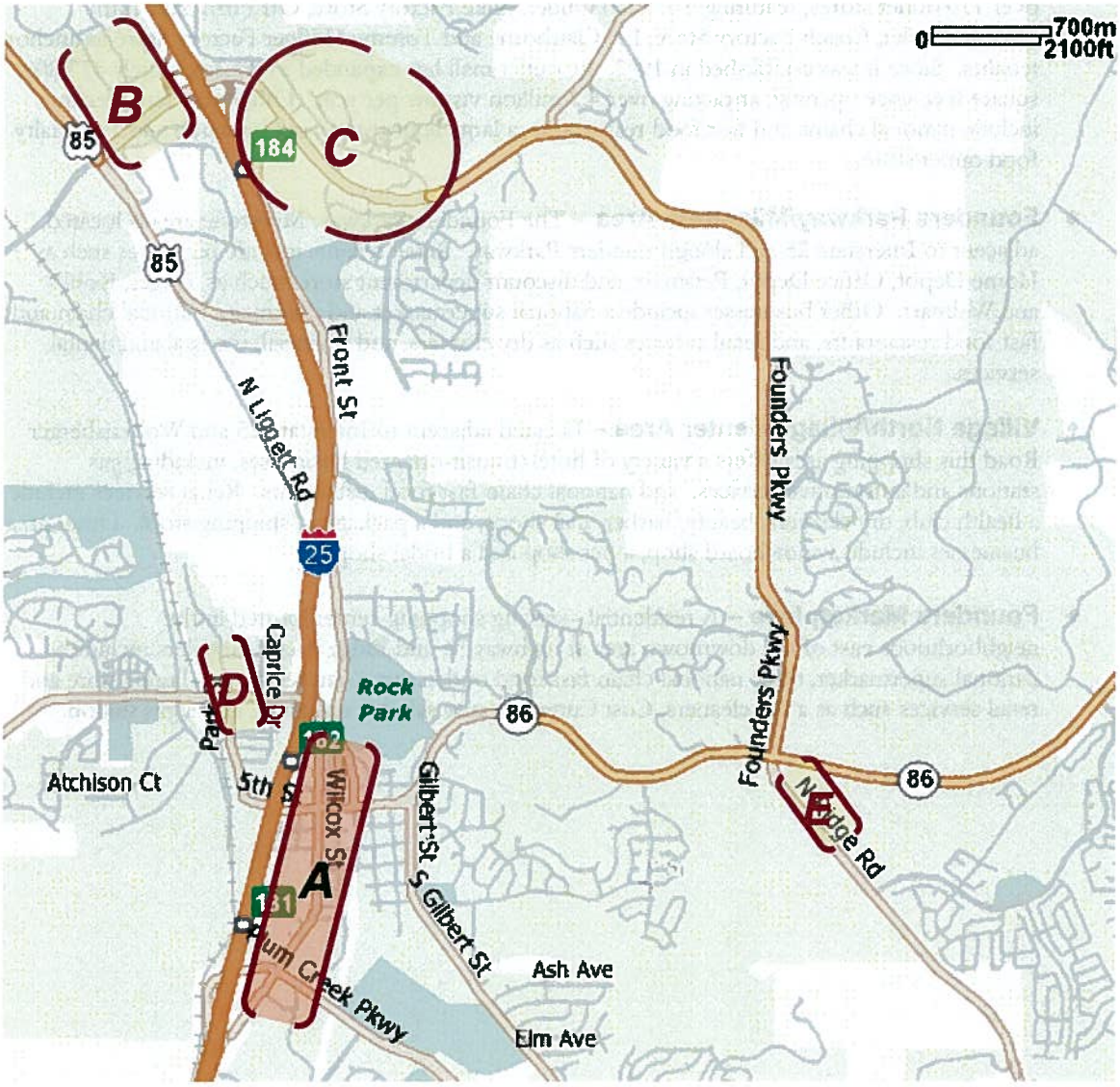
The market appears balanced in the categories of men's apparel, children's apparel, jewelry stores, sporting goods, drug stores, and floor coverings.

This analysis established a substantial oversupply of general merchandise and women's apparel retailing found in particular, in the secondary market, which contains over 250,000 square feet of general merchandise outlets, i.e. department stores, Wal-Mart, and Target. The Summary Tables provide the detail of this analysis. Within the market area, there also appears to be an over-supply of footwear stores, apparel services and accessories stores, and home improvement stores.
In addition to that which is mentioned above, information on consumer expenditures in several specific categories is lacking. These categories include, but are not limited to the general merchandise, restaurants serving alcoholic beverages and the liquor store categories.

Many of these categories provide downtown with more traditional product types that can be serviced in the central business district. As an example, the Downtown study area contains one book store and no pet store. In addition, many area restaurants tend to be at a lower price point, i.e. fast food, and smaller ethnic restaurants, as opposed to distinctive, higher priced, finer dining options.

Figure 26
Competition and Leakage Analysis - Location of Surveyed Shopping Areas

A. Downtown Castle Rock/Study Area
B. Outlets at Castle Rock Area
C. Founders Parkway/Milestone Area
D. Village North/Village Center Area
E. Founders Marketplace



V. Competitive Retail Environment

The consultant team and the project steering committee identified four Castle Rock business districts with which Downtown Castle Rock competes as a center for retail and services. The comparable business districts identified include the Outlets at Castle Rock area, Founders Parkway/Milestone area, Village North/Village Center area, and Founders Marketplace. The four business districts are located along some of the most highly traveled roads in Castle Rock (Figure 26). A summary matrix of the comparable business districts is provided in Figure 27.

The competitive business districts have the following attributes:

- **Outlets at Castle Rock Area –** The Outlets at Castle Rock, one of four outlet centers in Colorado, is located at Interstate 25 and Meadows Parkway. The Outlets at Castle Rock contain over 110 outlet stores, featuring The Gap Outlet, Nike Factory Store, Off Fifth Saks Fifth Avenue Outlet, Coach Factory Store, Liz Clairborne and Tommy Hilfiger Factory Store as anchor tenants. Since it was established in 1992, the outlet mall has expanded to approximately 477,800 square feet since opening, attracting over 4.2 million visitors per year. Other area retail tenants include national chains and fast food restaurants, a large liquor store and brewpub and a specialty food outlet store.

- **Founders Parkway/Milestone Area –** The Founders Parkway/Milestone area is located adjacent to Interstate 25 and along Founders Parkway. Retail tenants include big boxes such as Home Depot, Office Depot, Petsmart, and discount department stores such as Target, Kohl's and Walmart. Other businesses include a national supermarket and pharmacy, national chain and fast food restaurants, and retail services such as dry cleaners, and financial, medical and dental services.

- **Village North/Village Center Area –** Located adjacent to Interstate 25 and Wolfensberger Road this shopping area offers a variety of hotel/transit-oriented businesses, including gas stations and automotive services, and national chain fast food restaurants. Retail services include a health club, dry cleaners, beauty/barber/nail shops, and a packaging/shipping store. Other area businesses include a snowboard shop, a pet shop and a bridal shop.

- **Founders Marketplace –** A residential –serving shopping center located in the neighborhoods east of the downtown area at highway 86 and Ridge Road. Retailers include a national supermarket, three national chain fast food outlets, an Asian restaurant, liquor store and retail services such as a dry cleaners, Cost Cutters beauty salon, a nail shop, and a gas station.

Figure 27
Competitive Business Districts – Castle Rock, Colorado

1/07 prepared by Progressive Urban Management Associates, Inc.

business district	*niche*	*lease rate*/ occupied sq. ft.*	*pedestrian?*	*historic?*	*market*	*business mix*
Outlets at Castle Rock Area	retail destination (national chain outlets)	(Outlets at Castle Rock) $15 - $25 psf 381,800 sq. ft. (remainder) $25 psf 23,300 sq. ft.	Outlets-yes remainder-no	no	regional	Outlets: The Gap, Nike, Off Fifth Saks Fifth Avenue, Coach, Liz Clairborne, Tommy Hilfiger Remainder: chain fast food restaurants, liquor superstore, brewpub, specialty food outlet store, automotive services.
Founders Parkway/ Milestone Area	discount neighborhood retail and services (national chains)	$19 - $35 psf 567,800 sq. ft.	no	no	local	Home Depot, Office Depot, Petsmart, Target, Kohl's, Walmart Supercenter, King Soopers, Walgreens, Checker Auto Parts national/ chain fast food restaurants, retail services
Village North/ Village Center Area	discount neighborhood retail and services (national chains)	$14 - $16 psf 67,100 sq. ft.	no	no	local	moderately priced local and hotel/transit serving national chain restaurants, automotive services, personal services/fitness, a snowboard shop, pet shop and a bridal shop
Founders Marketplace	neighborhood retail, national chain restaurants and services	47,200 sq. ft.	no	no	local	King Soopers, personal services, a gas station and national chain fast food outlets

sources: P.U.M.A. survey, January 2007, CREDCO, Top 25 Book of Lists

VI. Community Attitudes Survey

As part of the Downtown Castle Rock Market Analysis and Implementation Study, a direct mail survey was distributed to 9,400 Castle Rock households via homeowners' association newsletters and the Castle Rock News-Press during November and December of 2006. 417 surveys were returned representing a return rate of 4.4%.

Profile of Survey Respondents: Survey respondents were generally female (76%) and have largely been residents of Castle Rock for one to five years (45%). 47% of respondents were 35 to 49 years old and a majority of households had two or more children (56%). The geographical location of our residents was spread nearly evenly between the southeast (38%), northeast(33%) and northwest (28%) locations. Most respondent households reported incomes of $50,000 to $99,999 per year (56%) and 33% report annual household incomes of over $100,000.

Profile of Survey Respondents	Percent of Respondents
Gender: Female	76%
Age	
Younger than 18	0%
18-24	1%
25-34	21%
35-49	47%
60-69	29%
69+	3%
Location of Residency	
Southeast	38%
Northwest	33%
Northeast	28%
Southwest	2%
Length of Residence in Castle Rock	
Less Than 1 Year	10%
1 to 5 Years	45%
6 to 10 Years	25%
More than 10 Years	20%
Annual Household Income	
Less than $50,000	11%
$50,000 to $99,999	56%
$100,000 to $149,999	24%
More than $150,000	9%

Frequency of Visits to Downtown: Respondents were asked approximately how often they visit Downtown Castle Rock. Visitation was very high with 86% indicating the visit Downtown twice a month or more, and the remaining 14% saying they visited between once a month and four times per year.

Frequency of Visits to Downtown	Percent of Respondents
Once a week or more	65%
About twice a month	21%
About once a month	10%
About 4 times per year	3%
About once per year	0%
Never	0%

Getting Downtown: Respondents noted that they used Fifth Street and Front Street primarily to access downtown. Notably, 24% of respondents access downtown by bicycle.

How Do You Get Downtown?	Percent of Respondents
Fifth Street	66%
Front Street	45%
Interstate 25	24%
Bicycle	24%
CATCO Bus	4%
Other	20%

Of the approximately 85 open-ended responses, many noted Wolfensberger Road as a main entry to Downtown while others listed Perry and Wilcox Streets as well as Route 86.

Reasons for Visiting Downtown: The top reason for visiting Downtown Castle Rock for a majority of respondents was to visit the Post Office (81%). Following closely behind, respondents noted they enjoyed visiting Downtown for the restaurants and nightlife (77%) the library (70%) and for general shopping (62%). Special events and the farmer's market were noted by 49% as a reason for visiting downtown.

Reasons for Visiting Downtown	Percent of Responses
Post Office	81%
Restaurants and/or Bars	77%
Library	70%
Shopping	62%
Personal Business (i.e. bank, etc.)	51%
Farmer's Market/Special Events	49%
Medical or Dental Care	36%
Town/County Business	35%
Cultural Events (Music, art, theatre)	23%
Church	6%
Castle Rock Historical Museum	2%
Other	12%

Of about 47 "Other" open-ended responses, reasons to visit Downtown Castle Rock mentioned with the highest frequency included children's activities (sports, music practice and events), and site seeing and strolling.

Reasons for Avoiding Downtown: Respondents cite a lack of diverse retail (46%), limited parking (42%) and lack of restaurant options (37%) as the top reasons for avoiding Downtown Castle Rock. Downtown is perceived as very safe with only 1% registering concerns about safety.

Reasons for Avoiding Downtown	Percent of Responses
Lack of diverse retail	46%
Limited Parking	42%
Lack of Restaurant Options	37%
Traffic/Congestion	28%
Lack of Arts, Culture and Entertainment	19%
Difficult to Get Around/Find Stuff	15%
Generally Unappealing Environment	13%
Concerns About Safety	1%
Other	20%

Of approximately 30 open-ended "Other" responses, issues mentioned with the highest frequency included inadequate store hours that failed to serve evening and weekend shoppers, lack of a diverse mix of retail and density of stores to attract shoppers, and a Downtown that isn't pedestrian friendly.

Other Business Districts Visited at Least Once a Month: Wal-mart, Target and King Soopers rated as the most popular business district destinations with 98% visiting regularly. The Safeway Center and Park Meadows came in as second and third most popular.

Other Business Districts Visited at Least Once a Month	Percent of Responses
Wal-Mart, Target, King Soopers	98%
Safeway Center	57%
Park Meadows Mall	50%
Outlets at Castle Rock	46%
Denver Metro Area	40%
Castle Pines Village	21%
Colorado Springs	12%
Other	11%

Of the approximately 45 "Other" open-ended responses, the communities of Parker and Highlands Ranch and the specific destinations of Costco and King Soopers were most frequently mentioned.

Would You Consider Living Downtown? 25% of respondents noted they would have interest in living in Downtown Castle Rock.

Improvements That Would Encourage Visits to Downtown: An increase in new and diverse restaurants and better general information on what exists were cited as improvements that would encourage more visits to Downtown Castle Rock.

Improvements That Would Encourage Visits to Downtown	No, Won't Encourage Me	May Encourage Me to Visit More	Yes, Would Encourage Me to Visit More
More/Different Restaurants	12%	28%	60%
Better Information on What Exists	16%	34%	50%
Special Events	13%	44%	43%
Unique, One-of-a-Kind Shops	25%	33%	42%
Live Entertainment	25%	38%	37%
More Arts and Culture Venues	23%	41%	36%
Brand Name Stores	39%	26%	35%
More Welcoming Atmosphere	30%	39%	31%
Movie Theatre	52%	20%	28%
Sports Events	53%	27%	19%

This question offered opportunities for open response suggestions in specific categories, which included:

Types of Restaurants: Of almost 180 suggestions, respondents are most interested in seeing more family friendly/affordable restaurants and more local restaurants, although there was also interest in seeing chains such as Red Lobster, Olive Garden, Chipotle, Starbucks, Panera Bread and Tokyo Joe's.

Unique Shops: Of almost 100 suggestions, clothing stores that feature clothing for women, children and babies (both boutique and affordable) as well as cooking stores, outdoors stores with items for hiking, camping and mountaineering, and natural food stores were most frequently mentioned. Stores that feature gifts and home décor also received high interest.

Brand Name Stores: Of about 70 responses, national brand name stores most frequently mentioned include a Borders or Barnes and Noble, Hobby Lobby/Michael's, Best Buy, Old Navy, TJ Maxx and Costco.

More Arts and Cultures Venues: Of about 75 suggestions, frequent responses included summer concerts in the park, galleries, local live theatre, outdoor sculpture garden, symphony, children's theatre, more live music, and more arts and crafts shows.

Movie Theater: Of around 70 responses, there was strong support for both independent and first-run films with survey responses split down the middle.

Live Entertainment: Of about 95 responses, live jazz music was frequently mentioned as was live outdoor music venues that are family friendly and dinner theatre.

Special Events: The predominant theme from about 60 responses included a seasonal ice rink and larger holiday events, more family friendly events, more concerts and city festivals and car shows.

More Welcoming Atmosphere: Of about 60 responses, respondents noted they'd like expanded store hours (weekends and evenings), more walking paths and a more pedestrian friendly atmosphere and an improved appearance of downtown, while many noted the town is already very welcoming.

Better Information on What Exists: Of around 50 responses, most ideas focused on a newspaper that covers Castle Rock, a website that residents and visitors can reference for information on Castle Rock, and better signage on upcoming events!

Sports Venues: Of nearly 35 respondents, interest was expressed in a bowling alley, ice rink, a town road race and better trails systems.

Survey Cross Tabulations

Respondents by "Length of Residency": Survey respondents portray a picture of how demographics are affecting both the community at large and the Downtown.

- Length of residence appears to have very little to do with frequency of visit to Downtown Castle Rock, with both new residents and those who have lived there ten years and longer note high rates of visitation to Downtown once per week or more.
- The Post Office, Library and Restaurants and Bars rank as the most experienced activity in every length of residence grouping.
- More established residents note parking (64%) followed by traffic and congestion (48%) as the most significant impediments to coming downtown. For new residents (i.e. less than one year), a lack of diverse retail (67%) and lack of restaurant options (42%) are impediments to downtown visitation. Of these new arrivals, only 8% indicated that parking and traffic/congestion are reasons for avoiding downtown. These divergent views for avoiding downtown are illustrated below:

Reasons for avoiding downtown by length of residency

	More than 10 years	Less than one year
Lack of restaurant options	18%	**42%**
Lack of diverse retail	24%	**67%**
Limited parking	**64%**	8%
Traffic/congestion	**48%**	8%

- Special events ranked very high among all resident groups as an improvement that would encourage them to visit downtown more frequently, as did more and better restaurants and better general information on what exists.

Respondents by "Age of Respondent": While older residents tend to frequent Downtown Castle Rock a younger demographic has interest in making their home there. Both have interest in a diverse, more bustling Downtown environment.

- Older respondents tend to visit downtown more frequently than younger respondents.
- Restaurants and bars are the most effective downtown attraction at appealing to all age demographics.
- There are divergent views on reasons for not visiting downtown among different age demographics. The most notable difference is the lack of restaurant options -- 51% of respondents age 24-35 cite this as a reason for avoiding downtown, while only 20% of respondents age 50-69 find a lack of restaurants as problematic.
- Special events, new restaurants and live entertainment struck the younger demographic as improvements that would encourage them to visit Downtown more often, while older demographics

noted new restaurants, arts and culture venues and unique shops as intriguing. All groups noted the importance of getting better information on what exists.

- 35% of our 25-34 year old respondents noted an interest in downtown living versus 25% overall.
- The use of bicycles to access downtown was consistently cited by all respondents ages 25 to 69.

Respondents by "Annual Household Income": Both demographics with high income and low income have found ways to enjoy Downtown Castle Rock, but both demographics are also looking for new ways to participate in the future of Downtown.

- Households with higher incomes are visiting Downtown as frequently as those with lower incomes.
- The Post Office, Library and restaurants and bars are activities that draw all income groups to downtown, while the highest income bracket ($150,000 +) noted shopping as a top reason for coming downtown (70%).
- There are divergent reasons for avoiding downtown – 57% of highest income respondents cited lack of restaurant options vs. 16% of lower income respondents and 50% of highest income respondents noted lack of diverse retail versus 32% of lower income respondents.
- Both those in the high income bracket and those in the median income bracket ($50,000 - $99,999) cited an interest in increased restaurant options and diverse retail options.
- Special events and more/different restaurants were cited across all income brackets as an improvement that would bring them Downtown.
- 37% of those who make less than $50,000 noted interest in downtown living, while 32% of those who make $150,000 or more noted interest in Downtown living as well.

APPENDIX III

September 20, 2007

CIVITAS

>Urban Designers
>Planners
>Landscape Architects

Town of Castle Rock
Civic Center Design

Downtown Civic Centers provide a governmental and cultural cluster that can draw large numbers of people and potential customers. This clustering of governmental functions provides convenience to the citizenry and efficiency for governmental operations. However, such governmental centers can be introverted, generating little external activity. It is important, then, to mix in cultural uses such as libraries, galleries, performing arts, as well as commercial and residential uses to generate daytime and night-time activity. Still, a cluster of civic uses doesn't necessarily create a memorable place. An active space or series of spaces formed by adjoining complimentary buildings solidifies a cluster of civic uses into a memorable place - a place to commemorate important dates and to gather for important community events. Such public plazas or parks that are appropriately designed for a variety of events can become the community's heart, and forge with the civic buildings and uses the community's identity and image. Finally, the civic center, no matter how imageable and complete, must be located and connected to its adjoining downtown districts so that it can provide energy and synergy to these districts, and as well as receive energy from them.

Guiding Principles

- Consider the City's Civic Center as an anchor for the Downtown core.
- Bring the buildings up close to the street, with transparent facades at least on the ground floor.
- Civic Center should orient the 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.
- 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.
- Provide a connection across Sellars gulch linking the Town hall with the 2nd St. festival area.
- Provide as many linkages (north / south and east / west) through the Civic Center as feasible to create connections between Sellers 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.

1200 Bannock Street
Denver, Colorado 80204
Tel 303 571.0053
Fax 303 825.0438
www.civitasinc.com

- Maintain a view of Castle Rock from the western half of the Wilcox ROW south of the Civic Center through proper building placement, form, and/or height.

- Architecture should reflect present day civic architectural styles and should not attempt to recreate or duplicate older building forms

The Town provided the following information regarding desired Civic Center expansion between now and 2030.

Needs

Town Hall Expansion	+/- 43,000 SF
Police and Courts Expansion	+/- 42,000 SF
Police and Courts Parking	367 parking spaces
Town Hall Parking	225 parking spaces
Performing Arts / Cultural Facility	+/- 35,000 SF

(700 seat theatre, meeting space, gallery space, rehearsal rooms, shops)

All of the following programmatic options were considered, however options one and two were deemed the most appropriate for further study. Conceptual diagrams are included in the following pages.

Design options one and two envision a Civic Center that focuses onto Wilcox Street between Second Street and South Street and is cradled by open space and parks on three edges. Buildings orient formally onto Wilcox, but also address the surrounding natural landscape. The Civic Center is permeable from all sides and is interconnected to the surrounding community by a system of trails and intimate parks and plazas. Several important connections are established; a pedestrian promenade connecting the Town Hall and Library, Civic Park / Plaza that connects to Sellers Gulch Open Space and a trail system connecting the either Police and Courts (option 1) or Transit Station (option 2) to the Civic Center.

These designs establish a formal, yet permeable Civic Center in the heart of downtown that will become a distinguished link between the Downtown Core and the future development in South Downtown. Proper street design along Wilcox will promote pedestrian activity flowing from one use to another, connect to the existing County Municipal buildings and bring vitality to the Civic Center during evening hours.

Option 1:
Expand Police and Courts in place
Expand Town Hall in place
New Parking Structures
New Performing Arts / Cultural Center / Condos
Civic Space at 2nd and Perry
Existing library remains

Pros:

- Performing Arts Center is centrally located downtown
- Parking garages located away from primary streets
- Allows for residential and retail to be developed as part of the Civic Center
- Parking for Performing Arts Center can be included with residential and retail parking
- Reserves space for future Town Hall expansion

Cons:

- Police parking structure is inefficient
- Doesn't allow for future transit station downtown
- Library isn't included in civic center

.

Option 2:
New Police and Courts
Expand Town Hall in place
New Parking Structures
New Performing Arts Center / Cultural Center
Civic Space at 2nd and Perry
Existing library remains
Former Police and Courts site used for Future Transit Station

Pros:

- Performing Arts Center is centrally located downtown
- Parking garages located away from primary streets
- Police and Courts complete Civic Center cluster
- Reserves space for future Town Hall expansion
- Plans for future transit station downtown

Cons:

- Library isn't included in civic center envelope
- Parking for Performing Arts Center will need to utilize Police/Courts visitor parking in evenings

Option 3: (not chosen)
New Police and Courts
Expand Town Hall in place
New parking structures
Police building converted to Performing Arts
Civic Space at 2nd and Perry
Library remains

Pros:

- Existing Police building reused
- Police and Courts complete Civic Center cluster
- Reserves space for future Town Hall expansion

Cons:

- Existing Police building may not suit theatre space
- Theatre is more susceptible to railroad noise and vibrations
- Library isn't included in civic center envelope

Option 4: (not chosen)
Police and Courts move to old Library buildings
Expand Town Hall in place
New parking structures
Police site used for future transit station
New Performing Arts / Cultural Center
New Library

Pros:

- Library located at heart of Civic Center adjacent to Performing Arts Center
- Reserves space for future Town Hall expansion
- Land is reserved for future transit station downtown
- Parking garages located away from primary streets

Cons:

- Cross jurisdictional functions and land planning (library is county entity, police and court is town entity)

APPENDIX IV

FELSBURG
HOLT &
ULLEVIG

engineering paths to transportation solutions

MEMORANDUM

Date: August 9, 2007

To: Fabby Hillyard, Town of Castle Rock

From: Rich Follmer, Felsburg Holt & Ullevig

Re: Downtown Castle Rock Vision Plan
FHU Reference No. 07-146

Analyses have been conducted to answer some specific questions you have that are focused primarily on the potential levels of development density relative to the amount of traffic capacity that remains within the existing street system in downtown Castle Rock. This memorandum provides a summary of the salient points of our analyses. I will provide a brief presentation to the Commission at the August 16, 2007 meeting on each of these issues.

1. Roadway Capacity versus Development Densities

Estimates have been prepared on the level of retail, office and residential development that could occur in downtown Castle Rock; estimates which are based on the level of existing traffic along Wilcox and Perry Streets relative to the capacity constraints that each street will have. Capacity is a term used to quantify the level of traffic (i.e., congestion) that a street system can accommodate or that the traveling public is willing to accept.

Considering ranges of the amount of remaining street capacity, three land use types with combinations of distribution percentages were used to estimate the amount of potential square footage (for retail and office uses) and residential dwelling units (DU's) that could be absorbed in downtown Castle Rock. Obviously, there are unlimited combinations of land use and density mixes; three scenarios were evaluated. In the table on the next page, the three scenarios are provided as examples of what could be absorbed within the downtown area. Further explanation will be provided at the Commission meeting.

Briefly, Table One shows that, as the potential capacity levels on Wilcox and Perry Streets (36,000 to 40,000 vehicles per day) increase, there is increased potential for additional development. As noted in this table, please keep in mind that these capacity levels are for the combination of Wilcox and Perry Streets, not for each street individually.

102 South Tejon Street, Suite 1050 Colorado Springs, CO 80903 tel 719.314.1800 fax 719.314.1804
www.fhueng.com info@fhueng.com

Table One. Estimates of Maximum Development Potential

Scenario	Potential Capacity Levels (Combined Wilcox and Perry Streets) in Vehicles per Day (vpd)		
	36,000	**38,000**	**40,000**
	Estimates of Maximum Development Potential (sf or DU's)		
No. 1 – 60% Retail	168,500	200,500	233,000
25% Office	277,000	347,700	421,500
15% Residential	330	405	485
No. 2 – 65% Retail	182,500	217,500	252,500
20% Office	207,500	260,000	315,500
15% Residential	330	405	485
No. 3 – 70% Retail	196,500	234,500	272,000
15% Office	142,500	179,000	217,000
15% Residential	330	405	485
Please keep in mind that the information contained in this table are only estimates of the percentage distribution of land use types – used for identifying ranges of development potential.			

As can be seen in this table, and when considering the assumed scenarios, retail development could range from about 170,000 sf to 272,000 sf, while office space could range from about 143,000 sf to over 400,000 sf, each dependent upon the mix of uses and capacity level. You will note that the percent distribution of residential dwelling units remains the same (15%) in each scenario. When reflecting on the range of residential development that 15% equates to, these estimates seem reasonable and further analyses of additional ranges did not seem valuable.

Additionally, the square foot and dwelling unit estimates of this table reflect an internal capture rate of 15%. What this means is that the combinations of these land uses allows for an additional 15% of development to occur due to the sharing of vehicle-trips between uses, i.e., one person would visit both an office and a retail establishment 15% of the time. The internal capture percentage could be higher depending upon the types of retail and office uses that eventually are built which could then also increase the level of development that could be constructed.

2. Parking Garage Construction Estimates

As you are aware, a new parking garage is being constructed near the Old Stone Church, one that will primarily serve Douglas County business, but which will also have some parking spaces available for Town use. Considering the levels of potential development for the differing land uses of Table One, it is worthwhile to understand "When will it be necessary to build the next parking garage?"

To answer this question, estimates of the parking space needs for the varying levels of development identified in Table One were calculated. These analyses used recorded parking rates from parking analyses conducted by Carl Walker and Felsburg Holt & Ullevig in 2005 and included in the report Downtown Castle Rock Parking Facility Study. Additionally, it assumes that the amount of typically unoccupied spaces when this study was conducted, still exist.

Considering the mix of land uses as shown in Table One, retail development could be about 40,000 sf to 65,000 sf, office development from about 45,000 sf to 75,000 sf, and residential dwelling units from about 85 to 110 when combined and considering a 15% internal capture rate. To put it another way, about 20-30% of the total estimated development levels could be constructed before the addition of a new parking garage is required. This estimate is based on a garage size of 373 spaces, exactly the same size as what is currently being constructed on 3rd Street.

This estimate is based on having all three of the land uses develop at the same time with a mix of land use sizes. This information has also been summarized based on a single use, i.e., "What if only retail developed in downtown, how much could be developed before the parking garage was needed?" As single land uses, about 125,000 sf of retail or approximately 110,000 sf of office space could be constructed before another parking garage is required.

3. Crystal Valley Interchange Influence on Downtown Traffic

The future construction of the Crystal Valley interchange with I-25 will have a similar impact to traffic in downtown Castle Rock as will the completion of the Southeast and Southwest Ring Roads. The benefit to these roadway additions is that it will help limit the amount of traffic that is using downtown Castle Rock streets as only a means to reach another part of Town, with the result being that more of the trips into/out of downtown will be trips with a specific purpose in downtown.

The completion of these roadway improvements will provide easier access to I-25 and other parts of the Town without needing to use the downtown street system. As an example, the most convenient route for someone who lives in Founders Village to proceed southbound on I-25 is to enter downtown via 5th Street, turn left onto Wilcox Street or Perry Street and then to proceed to the Plum Creek interchange. With the completion of the Southeast Ring Road, residents of Founders Village can proceed directly onto Plum Creek Parkway and to I-25, thereby eliminating the use of downtown streets. This allows for additional street capacity on Wilcox and Perry Streets to be used by those residents (or Town visitors) with a specific purpose in downtown Castle Rock.

While not having as significant a benefit as the completion of the Southeast and Southwest Ring Roads, the Crystal Valley interchange with I-25 will provide similar benefits, i.e., allowing for downtown capacity to be used by downtown patrons versus cut-through traffic.

4. Creating a Pedestrian-Friendly Environment

As discussed at the June 21 Commission meeting, 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. These types of treatments can include:

- *Narrower Lanes* – Schematic drawings provided by Civitas at the June 21 Commission meeting identified 10' left turn lanes with 11' through lanes. When coupled with 8' parallel parking aisles on each side, the complete curb-to-curb width is 48'. Narrower lanes help reduce the overall street width that a pedestrian is required to cross, while also reducing vehicle travel speed.

- *Bulb-Outs* – These curb modifications further decrease the distance pedestrians are required to cross at intersections. When combined with the lane dimensions noted above, the intersection crossing distance can be reduced to 32' (48' minus the parking aisle widths).
- *Textured Crosswalks* – This treatment provides an increased visual acuity at locations of pedestrian activity, i.e., it makes the driver more aware that "something" is happening at these locations.
- *Raised & Landscaped Medians* – Installing medians that are aesthetically pleasing with trees and shrubs can provide traffic calming benefits, while also beautifying downtown.
- *Mid-Block Crossings* – Providing additional street-crossing opportunities is not only a benefit to the walking public, but is something that would also provide traffic calming benefits, i.e., additional crosswalk locations increase driver attentiveness.

These treatments, when combined with widened sidewalks, street furniture, artwork and other public amenities can provide a very pleasing pedestrian environment while also providing some traffic calming benefits. I plan on presenting to the Commission what I believe to be a very good example of how all of these treatments can be meshed into a very pedestrian-friendly environment.

If you have any question regarding the information contained in this memorandum, please do not hesitate to call me at 303-721-1440.

APPENDIX V

EXISTING ZONING CONDITONS

North Downtown

Types of Zoning: B-1, B-2, R-3 and PD

Existing conditions for B-1: The B-1 area in North Downtown consists of old gas stations, strip malls, the Douglas County Administrative Building and adaptively reused historic homes (now businesses). The main uses are office and retail, which include restaurants, car lots, hotels, and office. Consistent with most B-1 zones, buildings in North Downtown are auto-oriented with parking in the front and the building setback from the street. This site orientation is not pedestrian friendly. B-1 zoning allows only a 15 foot minimum front yard.

Building height are low with most buildings at one-story as well as a few two story buildings; the tallest building is the Douglas County Administrative building at two-stories. The area has seen one new redevelopment project at 734 Wilcox this year. This building is an exception to the zoning, as it is set to the street. While this does not meet the current zoning, it is in line with the comprehensive plan and future rezoning plans.

Existing conditions for B-2: Zoning in B-2 remains much different in North Downtown than what is required.While a minimum15 foot front yard is required for B-2 zones, it appears that many of the buildings are set-up to the property line; other buildings, however, have large setbacks with parking in the front, while historic bungalows have setbacks somewhere in between. Overall setbacks in this zone are not consistent, as buildings set up to the street are often found adjacent to buildings with large parking lots.

Uses in this zone include restaurants, small shops, banks and a large storage facility. The storage facility is a non-conforming use for B-2 zoning. This use should be found in an I-2 zone. Building heights remain mostly at one-story along with a few two-story structures.

Existing conditions for R-3: Area contains five single-family homes. Multi-family residential, which is permissible, is not found in this area.

Existing conditions for PD: The PD in North Downtown contains a gas station on one lot. This use is consistent with two other gas stations found adjacent to the lot in B-1 zones.

Downtown Core

Types of Zoning: B-2 and PD

Existing conditions for B-2

The B-2 zone in the Downtown Core area, largely, contains historic buildings with setbacks at the property line. These buildings don't conform to the minimum 15' setback requirement for B-2 zones. In addition, there are a few buildings with large parking lots in the front.

The tallest building is Douglas County, which stands at 50 feet.

Existing conditions for PD

The only PD in the building is the Castle Manor assisted living building. This use is acceptable by special review in B-2 zoning.

South Downtown

Types of Zoning: B-2, B-1, I-1, R-1 and PD

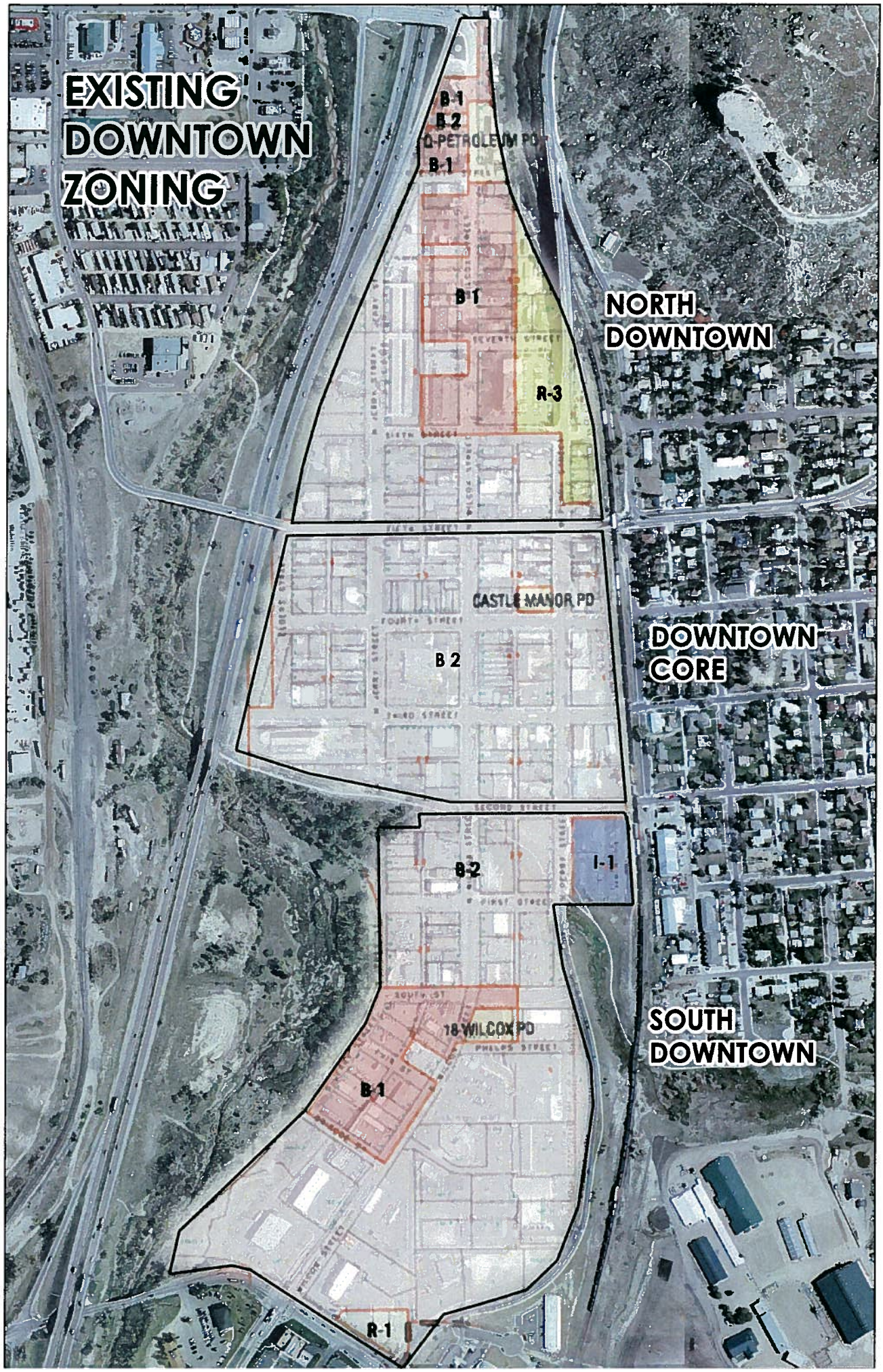
Existing conditions for B-2: Area is auto-oriented. Building with large front parking areas are common. It appears that all uses are consistent with the zoning code.

Existing conditions for B-1: Rental facility not consistent with B-1 zoning. Other uses include small retail, a hotel, and office.

Existing conditions for I-1: This area contains the Castle Rock Police Department, which is consistent with uses in I-1 zones.

Existing conditions for PD: The PD contains the offices of White construction. The building is setup to the property line, this is not consistent with B-2 zones, which require a minimum 15 foot setback. However, this setback is consistent with future rezoning planned for downtown.

Existing conditions for R-1: A retail building is located on the lot. This use is not consistent with R-1 (single-family residential) zoning.


EXISTING DOWNTOWN ZONING
B-1
B-2
Q-PETROLEUM PD
B-1
B-1
R-3
NORTH DOWNTOWN
CASTLE MANOR PD
B 2
DOWNTOWN CORE
B-2
I-1
18-WILCOX PD
B-1
SOUTH DOWNTOWN
R-1

APPENDIX VI

COLORADO SPECIAL FINANCING DISTRICTS

Prepared by Progressive Urban Management Associates, 09/06
www.pumaworldhq.com

	Urban Renewal Authority	Special Improvement District	General Improvement District	Downtown Development Authority	Business Improvement District
Focus	**Development** Real estate development; Infrastructure; rehabilitation financing	**Capital Improvements** Infrastructure; Sewers; Lighting	**Capital Improvements** Infrastructure; Public facilities	**Development** Real estate development; Infrastructure; Public facilities	**Management** Maintenance; Security; Marketing; Economic Development; Capital improvements
Governance	5 to 11 member commission	City Council	City Council	5 to 11 member board appointed by City	>5 member board appointed by City
Revenue	Tax increment financing (TIF) on property and sales tax	Assessments on property	Property tax; Income from improvements	TIF on property and sales; Property tax of up to 5 mills	Assessments on commercial property
Special Powers	Eminent domain; Issue bonds	Issue bonds	Eminent domain; Issue bonds	Issue bonds	Issue bonds; Form SID in BID
Process to Form	Petition by 25 electors; Findings of blight; Council resolution; TABOR election	Petition by majority of property owners; or resolution pending protest; or ordinance for specific uses. TABOR election	Petition by 30% or 200 electors whichever is less; Council ordinance; TABOR election	City ordinance subject to vote by affected TABOR election	Petition by majority owners of personal and real property by value and acreage; Council ordinance; TABOR election
Miscellaneous	Must act in compliance with Council-approved urban renewal	City constructs improvements		Actions require Council-approved development plan	Requires annual Council approval of operating plan

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DOWNTOWN DEVELOPMENT AUTHORITIES

1. What is the DDA? (§31-25-801, C.R.S.)

   a. A DDA is a "body corporate and capable of being a party to suits, proceedings, and contracts, the same as municipalities in this state" (§31-25-803, C.R.S.).
   b. The Board of Directors has 5 to 11 members, including a City Council member. They are appointed by City Council and have 4-year terms (§31-25-805, C.R.S.).
   c. The Board has 'all the powers customarily vested in the board of directors of a corporation.' It can perform studies. The Board's big power is to plan (and with City approval) implement "any plan of development, whether economic or physical" (§31-25-807(2)(d)(e), C.R.S.).
   d. If the plan of development is approved by the City, the implementation of a development project can be financed by bonds or advances from the City that are repaid by Tax Increment Financing ("TIF").

2. TIF - Tax Increment Financing (§31-25-807(3)(a), C.R.S.), how it works:

   a. The assessed value and/or sales tax is determined for the base year (i.e., the year that the plan of development is approved by the City).
   b. If the assessed value and/or sales tax increases FOR ANY ENTITY LEVYING property or sales tax after the base year, the DDA gets the amount of the increase in taxes, rather than the entity that levied the tax, for up to 30 years.
   c. After the 30 years, the entity levying the tax gets the revenue (instead of the DDA).

3. Other DDA Revenue Sources beyond the TIF:

   a. The Board may impose rates, fees, tolls, rents, charges for use of DDA property (or property under its control) (§31-25-808(1)(f), C.R.S.).
   b. The Board may receive revenue from other governments.
   c. The Board may borrow money (and can pledge TIF and facility revenues to repay).
   d. If approved, the City may levy an additional property tax of up to 5 mills for the DDA, if the tax is approved by DDA voters (§31-24-817, C.R.S.).

4. Downtown Development Authority Organizational Process:

   a. The City would adopt an ordinance to submit the organizing question to an election - the "qualified electors" vote (§31-25-804, C.R.S.) ("qualified electors" = residents, landowners, lessees, a person designated by a corporate entity to vote on behalf of the entity (§31-25-803(9), C.R.S.))
   b. The election would be held in November for TABOR purposes and by use of the procedures in the Uniform Election Code.

5. DDA Organizational Process Draft Timetable (which can be modified to some extent):

   a. Decide the DDA is what you want. (March-Early April)
   b. Draft the ordinance to submit the question to the DDA's qualified electors
      - decide on powers
      - decide on "financing package"
      - decide on limits on powers

- decide on election date, form (polling place, mail ballot) (Late April-Early May)

c. Submit draft ordinance to City staff for recommendation (May)
d. Obtain staff comments, revise ordinance (June)
e. Submit ordinance for City Council consideration (July), give 100-day notice of election to the County Clerk
f. City furnishes public notice, holds a hearing and adopts the ordinance per City policy (August)
g. Proponents or City Clerk perform the election, to save money, if possible, the election would include TABOR questions (begin election process by September 1)
h. Election Day (November)
i. Election results are certified (mid-November)
j. Record a notice of organization (ordinance) (mid to late November)

6. DDA Board:

5 to 11 members appointed by City, at least one from the City Council, majority must reside or own property in the DDA (§31-25-805, C.R.S.).

7. DDA Powers:

a. Hire staff, do studies, make plans, implement plans (§31-25-807(2), C.R.S.)
b. May use tax increment financing for up to 30 years (§31-25-807(3), C.R.S.)
c. City Council must approve a plan for development prior to implementation of a development project by the DDA (§31-25-807(4), C.R.S.)
d. City can issue bonds for the DDA if they are approved by the DDA's qualified electors (the electoral approval can be at the organizing election or in a later election, with the call of the later election to be approved by both the Board and the City Council) (§31-25-807(3)(b) and 31-25-809 to 814, C.R.S.)
e. City Council can impose an operations tax of up to 5 mills (§31-25-816, C.R.S.)

8. How to include additional property into an existing DDA (§31-25-822, C.R.S.):

a. Need 100% of the landowners to sign a petition to the DDA (owners must have proof of ownership).
b. Property must be "adjacent to the existing district."
c. If the DDA Board approves, the DDA sends the request to the City.
d. If the City approves, it amends the organizing ordinance.
e. Upon the effective date of the amendment, the included property is subject to the taxes imposed by the City for DDA use.

9. Notes:

a. DDA has no independent tax power
b. DDA has no eminent domain power

10. Other potential downtown entities:

a. urban renewal authority ("blight" designation required, uses TIF, does not have 5 mill tax as in DDA)
b. metropolitan district (board is independently elected, no TIF, limit on added property tax is decided by district voters)
c. general improvement district (board is city council, no TIF, added property tax as in metro district)
d. special improvement district (board is city council, no TIF, uses special assessments as revenue source)
e. business improvement district (board can be city council, appointed by council, or URA board, no TIF, can have property tax or special assessments, can build facilities but emphasis is on business services)
f. some city charters and ordinances allow the creation of assessment districts, whether these are allowed and their characteristics depend upon local conditions.

ELECTION TIME LINE
NOVEMBER 6, 2007
February 14, 2007

TIME	EVENT	CITATION
	Board of Directors adopts Resolution calling the November election	
July 27, 2007 (100 days before the election)	If, by one hundred days before the election, the Board of Directors of the District has taken formal action to participate in a general election or other election that will be coordinated by the county clerk and recorder, the District shall notify the county clerk and recorder	1-7-116(5)
August 28, 2007 (no later than 70 days prior)	District enters an agreement with county clerk and recorder re: coordinated election and/or TABOR notice	1-7-116(2)
September 7, 2007 (60 days before)	Ballot content certified to Designated Election Official or, if coordinated, with Clerk and Recorder	1-5-203(3)(a)
September 12, 2007 (55 days prior)	Written Mail Ballot Plan submitted to the Secretary of State by designated election official	1-7.5-105
September 27, 2007 (within 15 days of receiving mail ballot plan)	Secretary of State provides written notice of approval or disapproval of Written Mail Ballot Plan	1-7.5-105(2)
September 21, 2007 (45 days prior)	Last day to file TABOR comments with designated election official	1-7-901(4)
September 21, 2007 (no later than 45 days before)	Election judges are appointed by designated election official	1-6-105(1.5)
September 24, 2007 (43 days prior)	Last date for proponents of a TABOR ballot issue to submit summary of comments to designated election official	1-7-903(3)
September 27, 2007 (40 days prior)	Designated election officials of overlapping political subdivisions shall confer concerning the preparation of the TABOR notice	1-7-905(2)
September 27, 2007 (no later than 40 days prior)	Designated election official notifies the county clerk of election and orders the initial and supplemental lists of registered voters	1-5-303; 1-7.5-107
September 27, 2007 (no later than 40 days prior)	Designated election official notifies the county assessor of the election and orders the initial and supplemental lists of property owners	1-5-304; 1-7.5-107
October 5, 2007 (30 days prior)	Ballots are printed	1-5-406

TIME	EVENT	CITATION
72 hours after the absentee ballots are ready	Designated election official sends absentee ballots to those who applied prior to 30 days before the election, otherwise absentee ballots are sent within 72 hours after application is received. Absentee ballot applications are properly filed after January 1 of the election year	1-8-104; 1-8-111
October 5, 2007 (30 days prior)	TABOR notice of ballot issue election mailed to "all registered voters" by the county clerk or by the district Initial voter registration and property ownership lists are delivered to the District	Part 3(b) of Const. Colo. Art. X, Sec. 20 1-5-303; 1-5-304; 1-7.5-107(2)(a)
October 5, 2007 (not more than 32 days prior)	School of instruction for all election judges is to be held not more than 32 days prior to each election	1-6-101(5)
October 8, 2007 (no later than 29 days before)	Voter registration closes	1-2-201(3)
October 12, 2007 (25 days prior)	"Walk-in" balloting location opens for business hours and remains open through 7:00 p.m. on November 1, 2005 Last day to cancel election, thereafter publication, posting, and notification of cancellation is required, if applicable	1-7.5-107(3)(c) 1-5-208(2); 1-5-208(6)
October 12 to October 22, 2007 (25 to 15 days prior)	Designated election official mails ballots	1-7.5-107(3)(a)
After ballots are mailed	Replacement mail ballots may be requested anytime after the ballots are delivered to electors up until 7:00 p.m. on election day	1-7.5-107(3)(d)
October 17, 2007 (no later than 20 days before)	Designated election official publishes notice of mail ballot election in lieu of notice requirements in Section 1-5-205(1). Notice is mailed to the county clerk and recorder. Post Notice in office of designated election official.	1-7.5-107(2.5)(a)(b)
October 17, 2007 (20 days prior)	The supplemental voter registration and property ownership lists are provided to the District	1-5-303; 1-5-304; 1-7.5-107
October 17, 2007 (no later than 20 days prior)	Notice of Election to Create Financial Obligation is posted on the District's website or at the administrative offices of the District	1-7-908(1)
October 22, 2007 (15 days before)	Designated Election Official appoints Board of Canvassers	1-10-201(1.5)
October 26, 2007	If polling place election, Notice of Election is mailed to Clerk and Recorder Notice of Election is posted in office of designated election official	1-5-205(2) 1-5-205(1.3)

TIME	EVENT	CITATION
October 26, 2007 (10 days prior)	Counting of mail ballots may begin	1-7.5-107.5
October 26, 2007 (No later than the 11th day before the election)	Last day elector may request absentee ballot if the applicant wishes to receive the ballot by mail	1-8-104(3)
November 2, 2007 (Friday before)	Last day elector may request absentee ballot	1-8-104(3)
November 6, 2007 Election Day	Voting	32-1-103(21); 1-1-104(46); Part 3(a) of Colo. Const. Art. X, Sec. 20
	Voter may request a replacement ballot no later than 7:00 p.m.	1-7.5-107
November 6, 2007 Election Day	Mail ballots, absentee ballots, and emergency absentee ballots must be returned no later than 7:00 p.m.	1-7.5-107; 1-8-113(1); 1-8-115(1)(b)
	Counting may begin by counting judges	1-7-306
	Judges post abstract outside polling place	1-7-602
	Judges return election materials to designated election official	1-7-701
By November 13, 2007 (no later than 7 days after date of election)	Board of Canvassers meet and certify the results of the election	1-10-203
December 6, 2007 (within 30 days following election)	Designated election official notifies the Division of Local Government of election results	1-11-103(3)
December 21, 2007 (within 45 days following election)	The results of District ballot issue elections to incur general obligation Indebtedness shall be certified by the District by certified mail to the Board of County Commissioners of each county in which the District is located or to the governing body of a municipality that has adopted a resolution of approval for organization of the District. The District shall file a copy of any certification with the Division of Securities.	32-1-1101.5(1)
December 6, 2009 (25 months after election)	End of required preservation of election records by designated election official	1-7-802