City of Englewood
Downtown Development Authority Analysis
November 1, 2018
Overview

Englewood, Colorado is one of those special places – a friendly small town next to a big city, in the middle of a metropolitan area. With its own history, distinct neighborhoods, parks, schools and downtown area, Englewood is much more than a suburb of booming Denver. And like many other small towns in the United States, Englewood is being discovered by both newer and older generations seeking a more affordable, healthy quality of life. New employers are also moving in, drawn by Englewood's central location, livability, business-friendly environment and outstanding light rail access. Other strong local and national trends, as well as a new Opportunity Zone designation, are also taking hold, attracting new people and development to town.

Englewood has the opportunity now to evolve in an intentional way that maintains its unique community character and creates value for existing businesses and residents. Or, it can opt to do nothing and let development occur in an uncoordinated, market-based manner.

One proactive step taken by many Colorado communities is to form a Downtown Development Authority (DDA) to act as a steward for the community’s commercial core, managing new development, supporting local business and strengthening the city’s overall economic sustainability. This has been recommended in numerous Englewood city planning initiatives.

Local and National Trends

Several powerful trends are at play in Englewood and around the country, contributing to a renaissance in downtowns and urban districts.

1. Demographic shifts: Millennials and Baby Boomers are moving to communities with urban environments that offer jobs, housing, amenities and activities: Today, 31.2 percent of Englewood’s population are Millennials, now 22 to 37 years old, with the older set starting to form families. And 22.4 percent are Baby Boomers, now 54 to 72 years old.

2. Mobility preferences: More Americans prefer to live in walkable, bikeable, transit-rich communities that provide safe and efficient connections to daily needs, whether it’s “move-down” Baby Boomers or families and Millennials seeking more convenient, sustainable lifestyles. Englewood offers all the opportunity to live in a small town with easy transit access to jobs, entertainment and other metro-area destinations.
3. **Retail Experience:** More consumers favor unique and authentic main streets and downtown environments. The internet has disrupted many retail sales models. Large-format retail centers are declining in popularity and sales revenue; many are being redeveloped.

4. **Job creation:** Companies and entrepreneurial firms are moving to cities where young skilled workers prefer to live and work. Educational and healthcare facilities are strong anchors that attract skilled talent.

5. **Housing choices:** Cities that provide a variety of home types and prices in downtown areas can attract a multi-skilled, diverse workforce as well as customers for local restaurants, stores and services.

6. **Public funding:** in an era of reduced federal and state funding, cities must find new ways to finance their goals, create innovative public-private partnerships and leverage opportunities. This especially applies to cities like Englewood, which cannot count on local population growth to fund future prosperity and quality of life.

### City Planning


These documents share many common themes:

1. **Maintain a sense of local identity** while leveraging market trends and opportunities in the current real estate cycle.

2. **Focus redevelopment in the commercial core area,** generally encompassing Englewood CityCenter, Historic Downtown Englewood and the healthcare district, including Old Hampden Avenue. Promote mixed-use, infill development and re-establishment of the street grid through CityCenter.

3. **Promote and ensure the City’s economic sustainability** to counter current fiscal challenges through investment in the commercial core area.

4. **Support a healthy lifestyle** by providing a lively mix of housing options, unique and neighborhood-serving retail, offices, civic and entertainment uses in the core area.

5. **Make the core area more attractive and inviting** by enhancing streetscapes with urban design features such as benches, lighting, planters, banners, street furniture and bicycle racks. Consider daylighting Little Dry Creek through CityCenter as an amenity and beautification project.

6. **Improve connections within the commercial core** and with nearby neighborhoods through transit, enhanced crosswalks, bike paths and shuttle service. Expand the downtown trolley service to better serve healthcare district employees, patients and visitors. Straighten our Englewood Parkway and make it a more pedestrian friendly “main street” for the CityCenter area.

7. **Create a Downtown Development Authority** to work with stakeholders on a strategic plan of development to set forth a vision, goals, strategies and action steps for new public and private investment in the commercial core.
The Time is Now

It is time to put these City plans into action. Several events are triggering the need to plan for and manage new redevelopment and revitalization in the commercial core:

1. **Foreclosure of property in the Englewood CityCenter area.** A three-square-block parcel, located south of Englewood Parkway and fronting Hampden Avenue just east of the Englewood Civic Center Building, was foreclosed on in August. The foreclosure covers approximately 219,000 square feet of space, including big box retail, smaller stores, restaurants and some offices. Over time, as the retailers decline, this will have a significant impact on the city’s sales tax revenues. This situation also opens the door to possible redevelopment of city-owned property. The City will play a role in re-envisioning and redeveloping this area, creating a public-private partnership with an eventual third party or parties.
2. **Expansions of Craig Hospital and Swedish Medical Center:** Both hospitals are major employers and economic engines, creating significant local spending. Both are also in the midst of significant expansions and in need of clinical and office space as well as housing and retail services for patients and families. The two anchor institutions employ approximately 3,800 people and treat over 200,000 patients per year. The City can partner with them to support their operational needs while enhancing the quality of life for the overall area through streetscape improvements, local retail attraction and better trolley and pedestrian connections to transit and Downtown.

3. **South Broadway Development:** The City of Denver is making significant improvements to South Broadway as a key transit-enriched corridor for future growth, and that is sparking a wave of new investment on South Broadway in Englewood. This work also supports development in the former Gates Rubber Factory area, now designated as a high-density growth node. There are two local maintenance districts on South Broadway in Denver and a Business Improvement District formation effort is underway. New investment on Englewood’s portion of South Broadway should be managed in a way that retains and grows local businesses and favorite destinations.

4. **New Opportunity Zone Incentive:** Much of Englewood, including the entire commercial core, has been designated an “Opportunity Zone” by the U.S. Treasury Department. This new designation, part of the 2017 Tax Cuts and Jobs Act, offers generous tax savings for capital gains transactions and new real estate and business investments. It can be a powerful tool for Englewood to attract quality redevelopment and business investment to the core commercial areas. One of the criteria opportunity zone investors look for is a special district that indicates community commitment, management and financing tools focused in the zone areas.

5. **Flat Population Growth:** Despite continued regional growth – some 1.2 million more people are projected to move to the metro area by 2040 – Englewood’s population projections are relatively flat. This is due to the landlocked nature of the city as well as the small household size of the Millennial and Baby Boomer segments. It also means flat tax revenues for the City of Englewood to maintain public services and amenities. New residential and commercial development in the commercial core area can generate tax revenue for the City to maintain and enhance the quality of life desired by the community.

6. **New Urban Redevelopment Expertise:** With the hiring its first Chief Redevelopment Officer for Englewood, the city has in-house expertise in public-private partnerships, master planning, finance and development and in urban redevelopment.

“The Highway 285 corridor, stretching from CityCenter Englewood to the historical Broadway commercial main street and the Swedish-Craig Medical District, will continue to serve as the commercial heart of the community and will continue to improve and grow into a true downtown for the south suburban community over time.” – Englewood Forward: 2016 Comprehensive Plan
Final DDA boundaries would be determined during the formation process.
What is a Downtown Development Authority?

Downtown Development Authorities (DDAs) are quasi-public agencies that provide both organization and financing for downtown redevelopment projects that focus on the city center’s vitality and attractiveness. DDAs facilitate partnerships, joining businesses and property owners with local government to create a self-sustaining organization designed to champion downtown for the long term. This kind of community stewardship does not happen on its own. Qualified electors, including property owners, business owners, residents and tenants within the proposed DDA area must vote on the DDA’s creation and funding. The governing board is made up of these stakeholders as well as representatives from the City, appointed by the City Council. Downtown Development Authorities are subject to Colorado Revised Statute 31-25-801.

One of the first tasks for a DDA is to create a Downtown Plan of Development, aligned with the City’s comprehensive plan and approved by the City Council, that sets forth a long-term vision, goals and strategies. A DDA may undertake a wide range of redevelopment and revitalization activities, including:

- Hire staff
- Commission studies and market research
- Undertake public improvements, such as:
  - Pedestrian crosswalks
  - Multimodal connections and amenities
  - Streetscape improvements: sidewalks, lighting, street furniture, signage
  - Placemaking projects: plazas, alleys, park amenities
- Maintenance of public improvements
- Economic development
  - Partnerships with the private sector
  - Promote coordinated development on large infill sites to ensure new development integrates with its surroundings
  - Marketing, to both commercial prospects and consumers
  - Programming: special events and promotions
  - Business support: incentives and services
- Public safety initiatives

Downtown Development Authority operations and projects are typically funded through an operations tax of up to 5 mills within the district, and Tax Increment Financing (TIF) bonds, both of which must be approved by a majority of qualified electors in the district as well as City Council. Tax Increment Financing allows a DDA to leverage future increased sales and property taxes to help finance development and improvement projects. TIF funds can be generated using sales and/or property taxes in the redevelopment area. Downtown Development Authorities have no taxing power (beyond the possible 5 mills) and no power of eminent domain.
How is it Different Than Urban Renewal or a Business Improvement District?

Downtown Development Authorities are fundamentally different than either an Urban Renewal Authority (URA) or a Business Improvement District (BID), as well as other types of districts analyzed by the city in recent years.

- DDAs are formed as a **proactive strategy to prevent deterioration in property values or structures in a Central Business District, and to assist in development or redevelopment of property or public improvements**, as authorized by a plan of development. They can undertake a wide range of activities, including business support services, marketing and placemaking. Additional district overlays can be incorporated to support unique characteristics of specific areas. They do not declare properties blighted or have a power of eminent domain. DDAs may utilize TIF financing based on property value or sales tax and can utilize a 5-mill property tax for operations.

- URAs are established to **eliminate blighted areas for development or redevelopment by purchasing, rehabilitating and selling land**. Fundamental to their mission is the ability to declare properties blighted and may exercise the power of eminent domain. URAs may utilize TIF financing but not mill levies.

- BIDs are created to **manage a commercial district and support businesses** via support services, capital improvements, marketing, safety and advocacy initiatives. BIDs are not development or redevelopment entities. BIDs are funded through special assessments or mill levies on commercial property.
Urban Renewal and BIDs in Englewood

1. Urban Renewal: An urban renewal effort in the late 1980s laid the groundwork for large-scale development in Englewood's commercial core by undertaking major storm water improvements, building Englewood Parkway, realigning Floyd Avenue and building the Little Dry Creek Plaza. The effort faltered when a large redevelopment project did not perform as expected and, combined with a market downturn, the URA had to renegotiate the payment terms of TIF bonds used for the public improvements. At that time, there was a Downtown Development Authority that played a minor role, narrowly focused on streetscape and business support on South Broadway. The DDA was ultimately disbanded over concerns about its effectiveness.

   • Key learning: A Downtown Development Authority must implement a Downtown Plan of Development, which provides policies and procedures to reduce risk and utilize public funds appropriately. It is essentially a “business plan” for the use of the DDA as an economic development tool. The Downtown Plan of Development is created with the involvement of district stakeholders and city officials.

2. Business Improvement District: The South Broadway Englewood BID was formed in 2006 and included commercial properties on South Broadway from Yale Avenue to U.S. Highway 285. The all-volunteer board of directors managed the organization and accomplished many impactful improvements, including gateway signage, specialty flower planters, public art, light pole banners, street furniture, marketing tactics and safety programs. However, over time disagreement emerged over the organization's management, and the BID was dissolved in 2013.

   • Key learning: it is very difficult to run a BID with an all-volunteer board of busy property owners. Professional management might have provided more engagement with property owners, strategic planning and stronger project implementation. Unfortunately, the South Broadway Englewood BID was geographically small and did not have the financial resources to hire a professional executive director.

   • A Downtown Development Authority can do all that a BID can do and more, and since it is geographically larger and involves more ratepayers, local businesses don’t have to shoulder all the financial burden themselves.

Downtown Development Authority Case Studies

Numerous Colorado communities have formed Downtown Development Authorities, including Castle Rock, Colorado Springs, Golden, Greeley, Grand Junction, Nederland, Longmont and Loveland. The Castle Rock and Longmont DDAs are most comparable to a possible Englewood DDA. The following information was gathered by staff and consultant visits to each community. Please see the References section of this report for website links and copies of current downtown development plans.

Longmont

The Longmont Downtown Development Authority (LDDA) was created in 1982 to develop, support and promote an economically vital and dynamic downtown. It works in partnership with the Longmont Economic Development Partnership, Chamber of Commerce and other organizations. The LDDA encompasses 242 acres, and includes a state-designated Creative District, a nationally-designated Historic District and an unfunded Business Improvement District. The LDDA invests in strategic development, projects and programs to make the downtown appealing to businesses,
residents and visitors. Past projects included public improvements and streetscaping, as well as redevelopment of two Main Street plazas. Current efforts are focused on:

1. **Downtown Alley & Breezeway Project**: Because parking lots are behind most Main Street buildings, the alleys are critical gateways to Downtown Longmont. Key alleys have been improved with decorative paving, landscape, string lighting, art and covered breezeways, providing an attractive and comfortable customer entry experience. This project was a model for Englewood's downtown mid-block crosswalks and connections to rear parking lots.

2. **South Main Station Development**: A long-defunct Butterball turkey plant at a future light rail station, this project is located at the gateway to Downtown. The $67 million project, identified in the LDDA's Master Plan of Development as a priority, will include 315 apartments and 9,500 square feet of commercial space in five buildings. The much-needed new residential homes will provide new customers for downtown restaurants, stores and services. The LDDA provided development incentives and works with the developer on façade design and commercial prospects.

3. **Business Incentives**: The LDDA provides matching grants to downtown businesses for storefront improvements, signage or second-story residential units. It also offers development incentives in the form of grants, funded through city permit and fee revenue generated in the DDA area.

4. **Building a better city lecture series**: a series of community gatherings to learn current trends on downtown investment and vitality.

"A downtown is not a mall – it’s an asset in the center of the community that needs someone to care for, organize and manage it."

– Kimberlee McKee, Executive Director, Longmont Downtown Development Authority.
Castle Rock

Created in 2008, the Castle Rock Downtown Development Authority focuses on beautification, community amenities, adaptive reuse of space, façade renovations and large development projects. It is part of the Castle Rock Alliance, sharing staff and project management with a downtown merchant association. It also works collaboratively with the Town of Castle Rock and the Castle Rock Economic Development Council. Key projects include:

1. **Festival Park**: This centrally-located amenity includes a pavilion, splash pad, fire-pit, streamside trail and market plaza. The $7 million, catalyst project renewed a sense of civic pride and sparked development of properties adjacent to it, including the $60 million Riverwalk project with 200,000 square feet of retail, restaurant, office and residential space.

2. **The Move Technology Building**: This $10 million partnership between the Town, economic development office, DDA and a developer created a 50,000 square foot collaborative space for small local technology companies. The Move also attracts a younger, talented work force that seeks a walkable urban setting near restaurants, coffee shops and entertainment.

3. **Placemaking Projects**: During slow years following the Recession, the DDA focused on small but impactful projects to increase pedestrian activity and add character to Downtown, including mid-block pedestrian crosswalks, nighttime lights over Wilcox Street and decorative flower boxes.

4. **Year-round events**: The Downtown Merchants Association, with the support of the Town of Castle Rock and the community, produces a wide variety of events that bring energy and activity to the downtown area. A new ice rink draws customers and creates revenue during slower winter months.

“Tax increment financing and city partnerships have been integral to our downtown revitalization.”

– Kevin Tilson, Executive Director, Castle Rock Downtown Development Authority
Forming a Downtown Development Authority

Downtown Development Authorities are community stewards for downtown redevelopment and revitalization. The formation process therefore should be transparent and inclusive of stakeholders in the proposed district. A Downtown Development Authority requires a City ordinance subject to vote by affected property owners and a TABOR election within the district to approve a mill levy. The DDA focus is on real estate development, infrastructure and operations by use of tax-increment financing on property and/or sales and 5 mil property tax for operations. A substantial “pro” to this approach is the ability to both finance improvements and provide services. It usually takes about a year to form a DDA. Here is the process:

1. **Downtown Plan of Development**
   A downtown development plan is created to provide a road map for improvements and investment. In Englewood, the DDA Plan of Development could build upon the extensive planning work completed to date and provide an operational framework for the DDA that would include the following:
   - Establish a DDA study leading to establishing formal boundaries. See page 5 for recommended study area.
   - Stakeholder outreach to obtain input into the DDA’s areas of program focus, including affected property owners, businesses, anchor institutions and residents;
   - Identify investment and project options for the next five years and beyond;
   - Market opportunity assessment to balance community aspirations with market reality for a variety of segments, including office, retail, residential and hospitality.
   - Financial analysis of how both TIF and a mill levy could work with within the DDA;
   - Determine the need for any additional district overlay(s);
   - Establish operating polices and parameters to ensure the DDA operates in sync with City leadership, policies and departmental programs.

2. **District Formation**
   Once it is determined that a DDA is the appropriate tool for managing redevelopment and revitalization of the commercial core, an ordinance is drafted, which includes information on the powers of the proposed DDA, the financing methods (i.e. will tax increment go into the DDA or will it be shared with other sources, will there be an operational mill levy, etc.), the TABOR 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).

3. The draft ordinance is submitted to the municipality staff for review and revisions, then submitted for city council consideration.

4. The municipality gives public notice of a hearing to discuss the proposed DDA, holds the hearing and adopts the ordinance.

5. An election is held to approve the formation ordinance and funding. Voters may 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.

6. Once a DDA is formed, it is governed by a 5- to 11-member board appointed by the city council. A majority of the directors must reside or own property in the DDA.
Conclusion and Timeframe

There is an opportunity now to organize and take advantage of current market conditions, stakeholder engagement and recent planning efforts. The team is in place to guide the community in creating and implementing a downtown vision that enhances quality of life and economic vitality for generations to come.

Plan of Development: 4 to 6 months, starting in January 2019
City and Council Review: spring/summer 2019
Tabor Election: November 2019
References


City of Denver, South Broadway Plans & Improvements


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Castle Rock Downtown Development Authority: www.downtowncastlerock.com
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PLAN SUMMARY

Key elements of the 2017 update to the Downtown Longmont Master Plan of Development.

DOWNTOWN VISION:

Downtown is the heart of Longmont, home to a robust mix of innovative and creative businesses, as well as being the hub of cultural life, diverse housing, and civic activities. Downtown’s authentic and progressive atmosphere welcomes people of all ages, cultures, incomes, and abilities from across the Front Range, and is a point of pride for the entire Longmont community.

TOPICS

The Plan includes Goals and Strategies organized under six main topics:

- Economic Vitality
- Connectivity & Access
- Placemaking & Urban Design
- Land Use
- Leadership & Management
- Creative District
BIG IDEAS

Six big ideas emerge from the Goals and Strategies to guide the selection of Programs and Projects:

1. Extend the vibrancy of Downtown to an 18-hour, 7-day activity zone by adding more residents, entertainment, and jobs.

2. Build on Downtown’s vibe of authenticity and real productivity to grow the employment base.

3. Create more visible signals to showcase, promote and increase Longmont’s abundant local creativity and culture.

4. Increase the safety and comfort to a level that is welcoming to all ages and cultures in the Longmont community.

5. Improve and expand the infrastructure that ensures Downtown is well-connected and easily accessible by multiple transportation modes.

6. Collaborate with a coalition of partners to achieve shared community priorities.
PRIORITY PROGRAMS & PROJECTS

The Plan identifies priority Programs and Projects for the current 3-5 year market cycle, including:

PROJECTS:

Many identified Projects will need to be undertaken with private development partners.

- Modern office space that appeals to creative/tech talent
- Mixed Use redevelopment
- Arts and Culture venue enhancements
- A turn-key Festival Event Space
- Signature lighting or signage
- Creative Arts & Culinary business development
- Kiosks to promote local events and attractions
- Extend alley treatments
- Enhancements to existing plazas
- A multicultural center
- Public parking in redevelopments
- Coffman Street extension
- Complete Street enhancements for pedestrians and bicyclists
- Implement 1st & Main Redevelopment Plan
- 2nd Avenue multi-use trail

PROGRAMS:

- Coordinated marketing and information
- Retail shop and local business owner support
- Façade and 2nd story office grants programs
- Property Developer’s Manual
- Build on “The Real Longmont” brand
- Promote fiber capacity and maker cluster
- Arts venue support grants
- Downtown Design Guidelines
- Welcome Ambassadors/case managers
- Clean and Safe maintenance
- Police bike and foot patrols
- Consolidate parking resources
- Events that advance Plan priorities
- Bike share
- Comprehensive wayfinding plan and placemaking program
- Policy advocacy related to plan goals
- Track data and report in a web-based dashboard

IMPLEMENTATION PRIORITIES MAP

Downtown priority projects and sites have been mapped where opportunity appears ripe and projects can be highly impactful.
IMPLEMENTATION PRIORITIES MAP

- LDDA boundary
- opportunity development sites
- alternative festival spaces & alleyscapes
- intersection enhancements
- complete street enhancements
1 OVERVIEW
PURPOSE

The Downtown Master Plan of Development is the governing plan document for the Longmont Downtown Development Authority (LDDA). The LDDA’s purpose is to prevent deterioration of property values within the LDDA district and to assist in the development and redevelopment of the district. This Plan is also an adopted policy document of the City of Longmont. It is consistent with Envision Longmont, the City’s Comprehensive Plan (2016), and other adopted City plans and policies that address Downtown.

This 2017 Plan is a modification (“update”) to the original 1995 Master Plan of Development. It retains the essential purpose and most of the specific Goals of the 1995 Plan. It has been updated to:

- Reflect accomplishments and changes in Downtown over the last 20 years
- Align the Master Plan with Envision Longmont, the recently adopted City of Longmont Comprehensive Plan, as well as other City plans
- Integrate the Longmont Arts & Entertainment District Plan (2011)
- Create a strong policy foundation for year-on-year resource allocations by LDDA and the City of Longmont

Throughout this document, the 2017 Update to the 1995 Master Plan of Development is referred to as “the Plan”.

WHAT HAS AND HAS NOT CHANGED?

Vision Intact

The overall vision and direction of the 1995 Plan remain intact. The 1995 Plan sought to balance, “a dreamer’s perspective of all that may be, and the PRAGMATIST’S knowledge of the limitations that exist” (emphasis in the original). Similarly, the 2017 Plan update process involved both wide-ranging community engagement about aspirations, as well as a Downtown Market Conditions Assessment to test economic constraints and opportunities along with consideration of financing constraints. Many of the resulting specific Plan updates embody this lasting community desire to understand constraints, leverage opportunities, and aspire to greatness. Further specifics on what has and has not changed follow.

Same Purpose, Powers and Boundary

The purpose and powers of the LDDA have not changed in this update. City tools and authority are more explicitly acknowledged but also remain unchanged. This update consolidates and provides more detail about tools than the 1995 Plan.

The LDDA remains governed by and derives authority from Colorado Revised Statutes Part 8 of Article 25 of Title 31; and City of Longmont enabling Ordinance No. 0-82-76, passed by Longmont voters in 1982. The 2017 update does not change the boundaries of the LDDA District.
Streamlined Goals and Strategies

This update retains all of the topics of the 1995 Plan by which Goals & Strategies were organized, while consolidating two topics into one. It adds two additional topic areas – Arts & Culture, which was nested within Economic Conditions & Opportunities and Community Facilities, has emerged as a focal point of the community in recent years; as well as Leadership & Management, to house policies specific to LDDA as a management entity that were previously scattered throughout the other topic areas. The summary table, below, demonstrates the topical reorganization and overall consistency:

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This updated Plan retains – verbatim or in essence – many of the original Goals and Strategies of the 1995 Plan. A significant difference is that this update streamlines and removes a great deal of redundancy.

New: Implementation Priorities List

A criticism of the 1995 Plan was it had a vast abundance of good ideas and directives, without much indication of priorities. This update strives to achieve a tighter focus and provides significantly more information and clarity about the projects and programs that are anticipated to emerge from the policies as implementation priorities. It lists priority projects and programs that will be the focus of the LDDA and its partners for advancing Downtown in the next 3-5 years and beyond. The priorities are based on the balancing of constraints, opportunities, and aspirations within the context of information known today.

The priorities list is designed to give clarity to all parties and to focus efforts; however it does not preclude LDDA or the City from advancing other projects or programs that are in keeping with the Goals of this Plan. It is expected and proper that the LDDA and the City – as well as community partners – will evolve their specific implementation priorities in future years as conditions change, while remaining consistent with and advancing the policies (Goals and Strategies) of this Plan.
This Plan and the authority it conveys extend to the area shown within this boundary map. The LDDA boundary encompasses 242 acres, and generally spans the area from 1st Avenue to Longs Peak Avenue, and Martin Street to Terry Street. The boundaries have been amended once since LDDA’s inception in 1982, to include the half-block of land north of Longs Peak Avenue. This change occurred in 2008.

A full legal description of the boundary is included in the LDDA Enabling Ordinance in Appendix A.
GENERAL CHARACTER OF DOWNTOWN

The LDDA boundary includes the City’s original central business district, some of its original industrial area, and adjacent residential areas.

The business and transitioning industrial areas within the LDDA are distinct from one another due not only to differences in use and form, but also because of a change in ground surface elevation. The business area north of 3rd Avenue is fairly flat; however, the elevation drops rapidly south of 3rd Avenue, which provides a geographical demarcation between the business district and transitioning industrial area to the south. Both of these areas contain smaller subareas which do not conform to these general descriptions.

The core of the commercial area, or Central Business District (CBD), is astride and between Kimbark and Terry Streets from 2nd Avenue to Longs Peak Avenue. This area contains the majority of general retail, office, and banking uses. The west side of Coffman Street has evolved to predominantly business uses. Both Coffman and 3rd Avenue are expected to continue to evolve and intensify as employment corridors. The east side of Kimbark is not as intensely developed as the central core, with the exception of the Civic Center Complex between 3rd and 4th Avenues. This narrow edge of the CBD is a mix of residential and business uses. Terry Street, west of Coffman, and the east side of Kimbark still retain much of their original residential character, serving as a transition into the adjoining neighborhoods, with many of the original homes either converted to business uses or still in residential use.

The LDDA is flanked by two established residential neighborhoods on both its east and west edges. The Historic Eastside Neighborhood is bounded by Kimbark Street east to Martin Street and 3rd Avenue north to 9th Avenue. The Historic Westside Neighborhood includes a slightly greater amount of the LDDA district, starting at Main Street and moving west from 3rd to 9th Avenue.

The industrial portion of the Downtown district south of 3rd Avenue is transitioning to a wider mix of uses congruent with other parts of Downtown. The former Butterball turkey plant between 1st and 2nd Avenues east of Main Street is currently shifting from industrial to a mix of uses, including multi-family residential, office, and retail/restaurant. Some industrial uses remain active, namely along the railroad corridors and in the area south of 3rd Avenue and east of Collyer Street. A future RTD bus and rail station with structured parking is planned for the 1st and Main area, west of Main Street and south of 1st Avenue. Uses fronting on 3rd Avenue tend to be more commercial than industrial; south of this area are residential uses along Emery and Collyer Streets. The Cannery development, opened in 1984 at the southwest corner of 3rd Avenue and Martin Street, converted industrial buildings to affordable housing.
Taking Downtown to the Next Level

Downtown Longmont has come a long way since its last Master Plan was written in 1995. A theme of this update to the Plan is building on and furthering those successes. While it is gaining ground on surrounding Front Range communities, Downtown Longmont needs clear focus and coordinated effort to advance it to the next level. Drawing on input received throughout the master planning process and the resulting Goals and Strategies of the Plan, six key ideas were identified to help Downtown Longmont effectively compete with other Front Range communities and beyond:

1. Extend the vibrancy of Downtown to an 18-hour, 7-day activity zone by adding more residents, entertainment, and jobs.

Today, Downtown Longmont is exciting and active during the work week and some weekends during the year, especially during events. Over time, Downtown needs to extend this vibrancy throughout every evening and weekend. To do so, the LDDA needs to work with private developers and property owners to create a wider mix of land uses, focusing on developing additional housing with diverse types and price points, office space to attract innovative employers, and arts and cultural venues.

2. Build on Downtown’s vibe of authenticity and real productivity to grow the employment base.

There is a creative and entrepreneurial spirit that permeates the Downtown Longmont economy, that is down-to-earth and without pretention. However, not enough people outside of Downtown know about its distinctive business atmosphere and assets. The LDDA and economic development partners can build on “the Real Longmont” brand by promoting it to tech talent, makers, and those in the Creative Arts and Culinary cluster. At the same time, Downtown needs to ensure that its regulations do not hinder the development of new office spaces that appeal to these types of businesses.

3. Create more visible signals to showcase, promote and increase Longmont’s abundant local creativity and culture.

Downtown Longmont has already been certified as a Colorado Creative District, establishing a strong foundation to distinguish itself. Focus needs to be placed on enhancing Downtown’s sense of place by making its existing arts and cultural assets more visible, and expanding them going forward. The LDDA can accomplish this by working closely with the City, local arts and cultural organizations, and private investors to enhance event and festival spaces, create more visual cues around Downtown, coordinate marketing, and foster alliances between art and business interests.
Increase the safety and comfort to a level that is welcoming to all ages and cultures in the Longmont community.

The Main Street core of Downtown Longmont feels clean, safe and welcoming. Streetscapes, alleyways, and breezeways have been enhanced to provide a comfortable pedestrian environment. However, not all people feel comfortable in Downtown, especially after dark. Physical enhancements such as lighting, window transparency, and enhanced public plazas; as well as expansion of alleyways and sidewalks into less developed parts of Downtown are needed. Safety patrols by police as well as uniformed welcome ambassadors are also important.

Improve and expand the infrastructure that ensures Downtown is well-connected and easily accessible by multiple transportation modes.

Today, most people access Downtown Longmont by car. Maintaining convenient automobile access is important. Downtown also needs to ensure that other types of commuters feel well-connected. Better connecting Downtown to the St. Vrain Greenway, the planned transit center, and redevelopment at 1st and Main are needed to move forward. Transforming targeted streets so that they are bicycle and pedestrian friendly is also important to improving connectivity.

Collaborate with a coalition of partners to achieve shared community priorities.

LDDA, in close coordination with the City of Longmont, has a strong track record of leading, assisting and championing Downtown since 1982. LDDA collaborates with a multitude of community partners. The Plan update process has identified shared priorities and key partners on a number of priority initiatives. To get Downtown to the next level, coordination and collaboration will be needed more than ever. LDDA must also seek to partner on public-private developments that advance Plan goals.
HOW THIS PLAN IS ORGANIZED

Chapter 1: Introduction
Provides an orientation to the LDDA and the Plan document.

Chapters 2 – 7: Goals & Strategies
These chapters contain Goals and Strategies organized into six main topic areas. The Goals and Strategies establish policies to guide the selection of specific implementation actions over the life of the Plan. For each topic area (each its own chapter), there is a vision, a snapshot of existing 2017 conditions, goals, strategies, and sample tactics. The six topics are:

- Economic Vitality
- Placemaking & Urban Design
- Creative District
- Connectivity & Access
- Land Use
- Leadership & Management

Chapter 8: Implementation
A Plan is only as good as its implementation. This section provides specifics on how LDDA and the City can take action on the Goals and Strategies. It authorizes the use of specific tools and financing mechanisms that may be used to advance the Goals and Strategies in Chapters 2-7. This Chapter also lays out the specific programs and projects that are expected to be priorities for Downtown during the next 3- to 5-year market cycle. A map identifies opportunity sites where projects can be particularly impactful. A section on Indicators identifies measurable data points to track progress.

Chapter 9: Planning Process
This section explains the master planning process that was undertaken to complete the Plan. It provides information on the history of LDDA and how this plan is consistent with related, past planning efforts in Longmont. It closes with results from community outreach which engaged more than 800 stakeholders to help shape the Plan.

Appendices
Further documentation and detail is provided in the Appendices.
2 ECONOMIC VITALITY
VISION:

Downtown has a growing, diversified employment, ownership, and customer base and is the place to be for innovative, local, and entrepreneurial businesses in Longmont.

2017 EXISTING CONDITION:

Acre per acre, Downtown Longmont is one of the most economically productive parts of the City, with nearly 500 businesses and 4,000 jobs. Downtown’s employment niche lies in the public sector – with a large number of City and County employees – and small businesses including services and entrepreneurial ventures. Retail is clustered along Main Street, in a mix of categories, but with limited offerings to target Millennials. Downtown also has a cluster of creative businesses and venues, but these are not yet well known outside of Longmont.

Longmont has identified four target industry clusters through a citywide economic development strategy in which to focus its growth efforts – Professional Services & IT, Advanced Technology, Bioscience, and Creative Arts & Culinary – all of which fit well with the strengths of Downtown. In recent years, Downtown has seen the most increase in Creative Arts & Culinary with a growing cluster of breweries and creative businesses. Downtown has also proven to be a strong location for business attraction and retention, with vacancy rates and rents that compare favorably to the rest of Longmont under current market trends. However, a lack of modern office space, cultural opportunities, and urban housing preferred by skilled workers are factors that limit the draw of Downtown – and Longmont – to workers and employers. Redevelopment in Downtown offers the opportunity to add these missing elements that can encourage growth in the other target industries.
1 GROW AND DIVERSIFY THE EMPLOYMENT BASE IN DOWNTOWN.

A. Create and implement a comprehensive business attraction and retention strategy that aligns with citywide efforts while defining a distinctive value proposition for Downtown.

B. Explore, develop, and utilize incentives to target job creation and office space occupancy.

C. Communicate and make investments that support the importance of a vibrant, livable Downtown for citywide talent attraction.

D. Coordinate with the City, County, Economic Development Partnership, Chamber, and other economic partners.

E. Provide support for increased employment and job mobility opportunities for workers with a range of skill sets.

2 RETAIN AND GROW LOCALLY OWNED AND OPERATED BUSINESSES.

A. Promote Downtown as the hub for locally owned businesses and support locally owned businesses.

B. Celebrate Longmont’s history and ethnic diversity by identifying and attracting businesses and cultural organizations associated with ethnicity within the community.

C. Help usher property and business owners through development review and other regulatory processes.

D. Expand bilingual and multicultural resources to help diversify building and business ownership, as well as the customer base.

E. Support cultural competency training and education for business owners to help diversify the customer base.
3 APPEAL TO AND ATTRACT INNOVATIVE AND ENTREPRENEURIAL BUSINESSES.

A. Encourage the startup and growth of small businesses through incentive programs, provision of information, assistance, and active recruitment.

B. Provide and promote an environment with retail, cultural offerings, activities, and amenities that appeal to skilled workers in targeted industries.

C. Create a variety of modern office formats including co-working and scalable space to allow businesses to easily grow and remain in Downtown.

D. Market technology assets that can attract innovative businesses.

4 RETAIN AND ATTRACT RETAIL SHOPS, WHICH HELP ACTIVATE DOWNTOWN.

A. Continue investment in incentives that contribute to a healthy supply and demand balance of retail space, such as storefront conversions and transitioning service-oriented businesses to upper floor spaces.

B. Encourage retail businesses to stay open into the evening and on weekends to contribute to a vibrant 18-hour economy.

C. Increase foot traffic along retail corridors.

D. Build a loyal customer base that is age- and culturally diverse.
5 INCREASE DOWNTOWN’S SALES AND PROPERTY TAX REVENUES TO SUPPORT NEEDED INVESTMENTS IN THE DISTRICT.

A. Increase the number of businesses through both retention and attraction.
B. Add housing to increase the number of residents and the diversity of demographics in Downtown.
C. Support development projects that add tax-paying uses.
D. Discourage net transfer of properties to non-tax paying entities.
E. Encourage appropriate and creative development at the full entitled land use intensity.

6 PARTNER WITH THE PRIVATE SECTOR TO ATTRACT AND LEVERAGE REINVESTMENT.

A. Invest strategically in public/private partnerships in diverse projects to make private development financially more attractive and competitive with other areas of the community.
B. Seek out and leverage potential third-party funding mechanisms for development and rehabilitation projects in the District.
C. Acquire target properties to more directly determine the outcome of their redevelopment.
D. Communicate priorities for allocation of LDDA resources and seek private partners that share the vision.
E. Encourage property owners with vacant space to activate it with pop-up retail, artist display space, educational offerings, etc.
SAMPLE TACTICS:

The following are examples of specific actions the City or LDDA (or other partners) might undertake to implement the plan. Year to year, tactics may vary and will be selected based on opportunities, needs, and market conditions.

- Help finance a public-private development that includes scalable office space.
- Establish a Buy Local loyalty card program for Downtown.
- Adopt funding prioritization criteria for LDDA incentives and programs.
- Provide small businesses with referrals to local assistance programs.
- Purchase an underutilized parcel in downtown, remove contamination using state or federal remediation funds, and sell to a private developer.
- Participate in public-private development that creates market rate housing desirable to skilled workers.
- Establish an LDDA Retail committee to troubleshoot retail challenges and brainstorm solutions.
- Incentivize a downtown grocery market to serve residents and increase market demand for downtown housing.
- Create a business attraction campaign that promotes Longmont’s exceptional fiber capacity.

From left:

Creative office space will help attract innovative and entrepreneurial businesses. Outdoor seating, such as on rooftops and sidewalks, can be a unique feature for downtown restaurants and bars, adding to the area’s vibrancy.
3 PLACEMAKING & URBAN DESIGN
VISION:

Downtown is a unique regional destination that retains an authentic sense of history. New and enhanced civic spaces, streets and alleys are exceptionally designed to ensure people feel safe and welcome.

2017 EXISTING CONDITION:

The current character of Downtown is starkly different based on location. The traditional Main Street core north of 3rd Avenue has a distinctive, historic character and clear identity. There is a desire to restore, retain, and enhance this identity and history. Alternatively, the area south of 3rd Avenue is characterized by current and former industrial land, railyards, and a disconnected street network. It lacks a strong identity – either on its own or as part of Downtown. New breweries and restaurants are beginning to give the area an authentic character that is appealing yet unpretentious. As major developments move forward, including South Main Station, the 1st and Main Transit Oriented Development, and Dickens Farm Park, they can help to advance a distinctive character and sense of place.

Placemaking elements such as enhanced sidewalks, street furnishings, planters, and banners contribute to the sense of place along the traditional Main Street core between 3rd and 6th Avenues. These streetscape enhancements are currently being extended south to 1st Avenue, helping tie together the north and south sections of Downtown. Alleyways and breezeways along Main Street have undergone significant improvements and help to link Main Street physically to parking lots and parallel streets. Recent improvements are richly colored to emphasize Downtown as a Creative District. There are two existing hardscape park plazas for gatherings and small events, while Main Street is the largest and most popular public event space. Greenspace is limited within the Downtown boundary, but parks able to accommodate gatherings and recreation are found to both the north (Roosevelt Park) and south (Dickens Farm Park, for small events).
1 MAINTAIN A SAFE, CLEAN AND COMFORTABLE ENVIRONMENT.

A. Coordinate LDDA and City of Longmont resources on a comprehensive clean and safe program.

B. Increase safety officer presence in Downtown including regular Police foot and bike patrols and coordinating a new Downtown Ambassador program.

C. Improve lighting and visibility along walking routes, alleys, and in parking areas.

D. Oversee maintenance of publicly owned parking lots, alleys, breezeways and areas where streetscape improvements have been implemented.

2 SUPPORT DEVELOPMENT AND PROGRAMS THAT REINFORCE THE DISTINCTIVE, CREATIVE CHARACTER.

A. Create and implement a comprehensive Placemaking Plan that includes gateway signs, public art locations, banners, lighting, wayfinding and other aesthetic features that create a strong local identity and sense of place.

B. Create and enforce design guidelines on all projects that receive LDDA or City funding and consider required design guidelines for other projects.

C. Provide matching grants or other assistance for exterior building improvements.

D. Encourage and develop additional outdoor sidewalk, parklet, and rooftop café seating.

From left: An example of successful reuse of a Downtown historic building. Streetscape design elements such as trees, benches, planters, and curb extensions help improve the pedestrian experience. Creative art installations can help activate public spaces, such as in this breezeway.
3 ENCOURAGE THE REHABILITATION AND REUSE OF HISTORIC BUILDINGS.

A. Provide and promote funding mechanisms for the preservation and rehabilitation of historic districts and structures through available national, state, and local sources.

B. Collaborate with the Historic Preservation Commission to provide information to property owners on benefits of preservation and to maintain a historical buildings inventory.

C. Establish a National Register Historic District in the traditional Main Street core to enable the use of other financial incentives.

4 IMPROVE AND EXPAND PUBLIC SPACES TO ENABLE INFORMAL GATHERING AS WELL AS A VARIETY OF EVENTS AND ACTIVITIES.

A. Design, maintain, and upgrade public spaces to be flexible for accommodating a wide variety of uses, enhance visibility and function, and activate the space.

B. Identify locations for the establishment of additional public plazas and flexible public gathering spaces, and seek funding mechanisms to acquire and develop them for this purpose.

C. Maintain and update a Use of Public Places ordinance to facilitate the use of outdoor spaces.

D. Celebrate Longmont’s creativity, cultural diversity and authentic history by incorporating artwork, murals, sculptures, signs and visual stories.

E. Ensure public spaces are incorporated into redevelopment efforts in the area south of 3rd Avenue.
5 ENHANCE WAYFINDING TO HELP PEOPLE MORE EASILY ARRIVE AND NAVIGATE.

A. Improve wayfinding signage to enhance the sense of place and make Downtown accessible, safer and more comfortable for all modes.

B. Enhance gateways with welcoming signage, art, streetscape, and other elements to help distinguish Downtown.

C. Provide consistent, recognizable wayfinding elements along Main Street, such as Downtown maps and interpretive signage that contribute to a cohesive identity and sense of place.

D. Embrace technology-based wayfinding innovations.

6 INVEST IN INFRASTRUCTURE THAT ENHANCES THE PEDESTRIAN EXPERIENCE.

A. Incorporate streetscape design elements that minimize the impact of Main Street vehicle traffic on the pedestrian experience.

B. Extend streetscape improvements throughout Downtown as joint public-private projects.

C. Incorporate green infrastructure and unique landscaping to reduce and cleanse stormwater runoff and beautify sidewalks.

D. Provide street furnishings and other elements that make Downtown more comfortable for pedestrians.

E. Enhance Main Street medians to be welcoming and vibrant all times of the year.

F. Encourage property and business owners to add pedestrian appeal to areas between parking lots and business entrances and provide rear alley access.
SAMPLE TACTICS:

The following are examples of specific actions the City or LDDA (or other partners) might undertake to implement the plan. Year to year, tactics may vary and will be selected based on opportunities, needs, and market conditions.

- Offer façade improvement matching grants and allow grant usage for street level storefront conversions and rear alley entrance enhancements.
- Work with the City on effective street and sidewalk sweeping as well as graffiti removal programs.
- Commission a Placemaking and Wayfinding Plan.
- Reconfigure St. Stephen’s Plaza for more engaging use.
- Install decorative lighting at 6th Avenue Plaza.
- Add year-round decorative lighting and enhance holiday lighting throughout the District.
- Review development regulations to ensure they allow flexibility to install desirable placemaking elements such as outdoor café seating areas, artistic signage, and rooftop patios.
- Purchase and install a large, distinctive signature art piece, wayfinding signs and walking maps, historic interpretation plaques, and seasonally rotating banners.
- Add criteria to all incentives to meet Design Standards.
- Incorporate crime prevention through design principles in Design Standards.

From left:
Example of public art that also serves as a bike rack.
Example of treatments for alleyscapes, breezeways, and other public areas that are welcoming during both day and evening.
4 CREATIVE DISTRICT
VISION:
Downtown is a thriving destination infused with arts, entertainment and cultural activities that attract people of all ages and diverse backgrounds.

2017 EXISTING CONDITION:
Downtown Longmont was formally designated as a certified Creative District in 2014 by the State of Colorado. The Creative District (formerly the Arts & Entertainment District) was envisioned to become a “vibrant destination infused with arts, entertainment and cultural activities attracting people of all ages throughout the days and evenings.” The number of Downtown creative businesses and venues has been growing since the establishment of the Creative District. Most creative destinations are clustered along Main Street between 3rd and 6th Avenues. There are many existing local arts organizations, and excellent collaborations happening among them. Connections between arts organizations and other Downtown stakeholder groups such as businesses are weaker and less regular or formalized.

There are some existing visual cues Downtown for the Creative District, including public art and placemaking elements, and there is a desire to see more of these types of improvements in the future. Currently there is no staffing or permanent funding source for the Creative District, which is another priority. Downtown Longmont Community Ventures, a group that is operating as a Donor Advised Fund under the Longmont Community Foundation, is working to get 501(c)3 status to increase fundraising efforts and support Creative District projects and initiatives.
1 **MANAGE IMPLEMENTATION OF THE CREATIVE DISTRICT AS A DESTINATION FOR ARTS, CULTURE, AND ENTERTAINMENT.**

A. Form a non-profit organization to champion implementation.
B. Pursue and leverage arts and cultural funding resources.
C. Showcase the creativity and culture of Longmont through public art, signage, design, banners, and other visible elements.
D. Create a comprehensive marketing and promotion program coordinated with other Downtown marketing.
E. Advocate for revisions to the Art in Public Places policy to allow more flexibility for the type and duration of art installations within the Creative District.

2 **COLLABORATE WITH LOCAL ARTS GROUPS TO INCREASE AND ENHANCE CREATIVE, MULTI-CULTURAL, AND ARTS PROGRAMMING AND VENUES IN THE DISTRICT.**

A. Retain and enhance existing arts, cultural, and entertainment venues.
B. Help establish better connections between Downtown arts organizations and businesses.
C. Support the development of additional venues, including a multi-cultural community center with a permanent presence in Downtown.
D. Curate and promote events that showcase creativity, art, heritage, and culture, and have multicultural appeal.

From left:
Art, music, and other cultural events bring new visitors to Downtown.
Public art helps showcase Longmont’s creativity and culture.
Events that bring people Downtown in the evenings should be encouraged.
ENCOURAGE, PROMOTE, AND ASSIST CREATIVE INDUSTRIES AND RETAILERS TO LOCATE IN DOWNTOWN.

A. Connect prospective and new creative and arts entities with Longmont Economic Development Partnership (EDP) and other small business assistance programs.

B. Incentivize creative industries and retailers, particularly those that generate tax revenue that can be reinvested in the District.

C. Encourage and promote a craft and culinary cluster.

D. Periodically review development regulations and standards to ensure they allow and encourage artistic design and signage elements.

SAMPLE TACTICS:

The following are examples of specific actions the City or LDDA (or other partners) might undertake to implement the plan. Year to year, tactics may vary and will be selected based on opportunities, needs, and market conditions.

- Apply for 501(c)3 status for the Downtown Longmont Community Ventures.
- Get local artist collaboration on the design of wayfinding signage.
- Install kiosks and post information about upcoming arts & cultural events.
- Fund a feasibility study for a multi-cultural center.
- Review, and adjust as needed, the sign code and future design standards to ensure they allow for creative and artistic elements.
- Develop an annual curated temporary public art program; purchase and permanently install the winning piece.
- Host a “Come on Down(town)!” program for creatives and artists to support and troubleshoot (re)location.
- Evaluate whether publicly-owned buildings in Downtown could support additional arts or cultural organizations.
- Add an incentive program for public artworks on private property.
- Encourage repainting of historic signs on buildings.
5 CONNECTIVITY & ACCESS
VISION:

Access to Downtown is easy, safe and low-stress for people living, working or visiting by any form of transportation; understanding that almost every person is a pedestrian at some point of their trip to Downtown.

2017 EXISTING CONDITION:

Main Street (U.S. Highway 287) serves as the north-south spine of Downtown Longmont. As a major thoroughfare, it carries a large amount of daily motor vehicle traffic, much of it being through-traffic. Primarily an auto-oriented community, most people access Downtown by car via Main Street, and secondarily, 3rd Avenue. Longmont as a whole has a strong in-out work commuting pattern with a majority of people going to or coming from the Denver Metropolitan Region or Boulder. The future 1st and Main Transit Station in Downtown is the planned location of FasTracks’ Northwest Rail corridor. Once complete, it will better connect Longmont to the Front Range region. In the near-term, this station will serve as a consolidated Park-n-Ride for local and regional bus routes.

Strong pedestrian infrastructure currently exists in Downtown. In the core, a largely intact street grid exists with sufficient sidewalks, midblock crossings, and improved alleyways and breezeways that serve pedestrians. These features are being expanded and enhanced through redevelopment, but are not yet present throughout the southern portion of Downtown. Better connections are needed between the core, and current and future destinations including the St. Vrain Greenway, Dickens Farm Park, and the 1st and Main Transit Station. Some bicycle infrastructure exists within Downtown and there is demand for more. A bike share is in the planning process which will both add a valuable transportation option as well as appeal to workers and visitors alike.

Automobile parking supply and demand is an important topic for retailers and employers. A 2016 assessment shows that supply is currently adequate, but projects shortfalls in about five years. The study notes that parking supply and demand are not aligned at some key locations, and also calls for better parking signage and management in the near term. In the longer term, demand uncertainty exists with redevelopment and land use intensification expected to increase demand while driverless cars and car sharing systems are likely to decrease single occupancy vehicle use and parking demand.
1. ALIGN TRANSPORTATION AND LAND USE PLANNING EFFORTS TO ACHIEVE A WELL-CONNECTED DOWNTOWN.

A. Evaluate impacts on Downtown when considering transportation projects and land use outside of Downtown, and make recommendations when necessary.

B. Promote continuation of a street grid where connectivity is interrupted or lacking, such as south of 3rd Avenue.

C. Develop easy and effective walking and biking connections south to the 1st and Main Transit Station and to nearby parks and open spaces, including Roosevelt Park, the St. Vrain Greenway, and Dickens Farm Park.

D. Examine ways to remove or reduce automobile and train conflicts and advocate for quiet zones throughout the District.

2. ENHANCE DOWNTOWN AS THE CENTRAL HUB OF THE CITYWIDE TRANSPORTATION NETWORK AND ENHANCE TRANSIT CONNECTIONS TO THE REGION.

A. Develop the 1st and Main Transit Oriented Development, including the Transit Station, and continue to advocate for extension of the Northwest Rail Line to Longmont.

B. Ensure local and regional bus routes continue to run through and service Downtown.

C. Provide and maintain an efficient connection to I-25.

D. Provide regional transit connections to Denver International Airport.

E. Maintain effective relationships with the City, Boulder County, Weld County, Regional Transportation District (RTD), and the Colorado Department of Transportation.

From left:
- Main Street is an important corridor for both pedestrians and automobiles.
- The Breezeways have enhanced pedestrian connectivity.
- Bicycle infrastructure should be enhanced throughout Downtown.
3 MAINTAIN A SAFE AND ENJOYABLE WALKING ENVIRONMENT FOR PEDESTRIANS OF ALL AGES AND ABILITIES.

A. Improve pedestrian connectivity and wayfinding throughout and between Downtown and major surrounding destinations/neighborhoods.

B. Ensure that sidewalks are ADA accessible, easily traversable and have a clear walk zone.

C. Enhance and expand the alleyscape projects and incorporate elements to further activate and promote their use, while ensuring that a clear zone is provided during delivery truck access times.

D. Ensure that midblock crossings allow high visibility of pedestrians crossing Main Street during both day and night.

E. Support and encourage building and site design that enhances safety through attention to visibility, access, lighting, etc.

F. Work with the City, CDOT, and other experts to implement safety enhancements for pedestrians including those that encourage automobile compliance with posted speed limits.

4 ENHANCE BICYCLE SAFETY AND COMFORT ON ROUTES TO AND WITHIN DOWNTOWN.

A. Invest in more bicycle infrastructure such as additional lanes, protected lanes, routes, and contraflow alleys.

B. Advocate for and establish additional bike connections to surrounding neighborhoods.

C. Discourage people from riding on sidewalks on Main Street through provisions of alternative routes and well-located bike parking and through education and enforcement of the dismount zone.

D. Work with bicycle advocacy groups to develop strategies to increase awareness of bike lanes and safety, and encourage more biking to Downtown.
5 ENCOURAGE THE USE OF ALTERNATIVE MODES OF TRANSPORTATION TO ACCESS DOWNTOWN.

A. Expand alternate transportation options that are conducive to a vibrant daytime, evening, and weekend economy.

B. Invest in convenient, attractive transit waiting areas to provide a pleasant user experience.

C. Partner with RTD, County and the City to prepare and implement a public information campaign encouraging the use of alternative modes of transportation.

D. Utilize transportation demand management techniques such as alternative transportation use incentives.

E. Embrace technology-based transportation innovations such as ride- and car-share programs and mobile apps.

F. Encourage events and business programs that incorporate or incentivize alternative modes.

6 ENSURE AN ADEQUATE, WELL-DISTRIBUTED PARKING SUPPLY FOR THE LONG-TERM.

A. Regularly evaluate parking supply, demand, and management.

B. Optimize the use of existing parking resources through techniques such as metering and employee parking pools.

C. Prepare to meet future parking needs through mechanisms to fund structured parking as may be needed, and partnering to integrate structures into redevelopment projects.

D. Optimize the safety and effectiveness of on-street parking design.

From left: Sidewalks are missing along several streets in the southern portion of Downtown. Example of a protected cycle track that provides enhanced safety and comfort for bicyclists.
SAMPLE TACTICS:

The following are examples of specific actions the City or LDDA (or other partners) might undertake to implement the plan. Year to year, tactics may vary and will be selected based on opportunities, needs, and market conditions.

• Work to actively enforce the dismount zone and establish alternate routes for cyclists.
• Adopt parking program vision, mission, and guiding principles, then work to find the appropriate organizational home for parking management.
• Invest in training and staff development for parking management.
• Provide on-going monitoring of parking supply/demand on a facility/lot specific basis and regularly evaluate factors contributing to maximization of available parking.
• Create an Employee Parking Program by identifying private parking resources that could take the pressure off of areas that have peak demand for public parking.
• Leverage Transportation Demand Management (TDM) strategies to reduce the need for additional parking over time.
• Work with downtown employers to develop an employee incentive program for alternative transportation.
• Install bike racks at key entry points to the Main Street Dismount Zone.
• Provide funds to enhance pedestrian amenities, paying particular attention to high transit areas.
• Print and distribute downtown walking and biking maps.
• Advocate with entities to improve regional transportation connections to Longmont.
• Invest in sidewalk improvements connecting the 1st & Main station to the core of Downtown.
• Establish a fee-in-lieu option for meeting parking requirements earmark and later spend to build a parking lot as needed, possibly as part of a mixed use project.
• Add a flashing light to mid-block crossings to enhance nighttime visibility.
• Review and adjust parking rates to optimize utilization and turnover at key locations.
• Sponsor and promote the anticipated bike share program.
• Create a Bike Downtown event with activities and discounts for cyclists.
• Add a development regulation requiring continuation of the Downtown street grid south to the St. Vrain Greenway.
LAND USE
VISION:
Downtown’s mix of land uses and activities enliven the area throughout the day and evening.

2017 EXISTING CONDITION:

Downtown contains a mix of land uses, with emphasis on employment uses including local government offices, and a vital restaurant, retail, and creative industries cluster. While restaurants and office uses are growing in Downtown, a challenge is that storefront retail shops are struggling due to a wide range of national and local trends. Some street level spaces suited for retail are occupied by less activating uses, while some second story spaces are underutilized. Based on land use classifications recently defined in Envision Longmont, Downtown is expected to accommodate a diverse mix of uses over an expanding footprint, while becoming more densely developed over time.

Downtown Longmont has three distinct zones with varied land uses and character in each. There is a mix of retail and office in the traditional core along Main Street, well-established residential neighborhoods flanking Main Street on both its east and west edges, and former and current industrial land south of 3rd Avenue that is gradually transitioning to more diversified uses. Downtown is primed for increasing employment uses and adding more modern office space, particularly along Coffman Street and 3rd Avenue. Surface parking is currently abundant and presents an opportunity for additional infill in the future.

Major projects planned or in development, including South Main Station, the Transit Station, and Dickens Farm Park, are expected to dramatically change the landscape of the southern portion of Downtown. Investments in this area can be expected to make a significant and lasting impact. Redevelopment here can also link to and support redevelopment opportunities and assets to the south of Downtown toward the St. Vrain Creek.

Downtown contains a modest amount of housing, and has not experienced the boom in residential growth that has been seen in other parts of the City and region. Compared to other areas of the city, Downtown hosts smaller average unit sizes, a higher proportion of rental units, and a larger share of affordable units. There are signs of significant pent-up demand for new housing both in Downtown and citywide, as indicated by rapidly rising rents and home prices along with consistently low vacancy rates. Redevelopment is an important opportunity to create a better balance of land uses in Downtown as well as to accommodate a share of citywide housing demand.
1. **Host a Diverse Mix of Land Uses Including Both Nonresidential and Residential.**

A. Target incentives and tools to foster land uses needed to achieve a healthy balance of uses.

B. Advance redevelopment efforts south of 3rd Avenue as an opportunity to add uses that are missing or underrepresented in the desired mix.

C. Retain public, educational and civic uses at the heart of the community.

D. Encourage and prioritize projects that deliver a mix of uses or that fill a gap in the use mix such as housing, modern office, retail, a trade or higher education institution, a community market, a hotel or a larger event venue.

2. **Encourage a Compact Urban Form That Efficiently Utilizes Land and Supports Multimodal Transportation Infrastructure.**

A. Encourage greater development intensity and vertical mixed use, especially of surface parking and other underutilized land.

B. Ensure that changes in development intensity maintain a respect for the historic character of Downtown.

C. Design new development to activate the street while screening parking by locating it underground, on upper floors, or in areas toward the interior or rear.

D. Encourage transit-oriented development around the future 1st and Main Transit Station.

E. Encourage new large format buildings or parking structures to be designed so as to be easily adapted to other uses in response to future market conditions.
3 ADD HOUSING, PROVIDING DIVERSE LIVING CHOICES THAT SUPPORT ACTIVE USE OF DOWNTOWN.

A. Encourage development of infill housing to achieve a mix of housing types at a range of price points, including higher density residential buildings and upper story residential uses.

B. Invest in amenities and uses that increase the desirability of downtown living and serve residents of multiple housing developments.

C. Offer tailored solutions to housing concerns in Downtown when evaluating citywide policies and regulations.

D. Support the development of live-work spaces that support the Creative District.

4 ENCOURAGE REDEVELOPMENT AND REUSE OF UNDERUTILIZED AND BLIGHTED PROPERTIES.

A. Facilitate redevelopment of underutilized and blighted properties through incentives, partnerships and land assembly.

B. Explore sources of local, state, and federal funds available for remediation and redevelopment of underutilized properties.

C. Prioritize redevelopment along and south of 3rd Avenue and along Coffman Street.

D. Support and coordinate with redevelopment efforts extending south to St. Vrain Creek.

E. Actively work to restore, renovate, and repurpose historic buildings. Incentivize owners to renovate deteriorated properties of historical significance.

A range of housing types, from high density to single family, support diverse living choices and an active Downtown throughout the evening and on weekends.
5 ENCOURAGE ACTIVE GROUND FLOOR USES THAT CREATE FOOT TRAFFIC AND VIBRANCY.

A. Prioritize retail shop and restaurant uses on the ground floor along Main Street.
B. Assist or incentivize office and other uses in prime retail locations to relocate within Downtown to upper floors or intersecting streets.
C. Implement window transparency standards that allow visibility and encourage public safety.
D. Regulate ground floor construction standards to allow for and encourage retail occupancy, e.g., egress, fire suppression, and window area.

6 ADVOCATE FOR DEVELOPMENT REGULATIONS THAT ADVANCE PLAN GOALS AND ATTRACT INVESTMENT THROUGH BOTH FLEXIBILITY AND PREDICTABILITY.

A. Align the City’s Capital Improvement Plan with the goals and policies of this Plan to ensure that adequate infrastructure is in place to enable and encourage desired development.
B. Periodically update the Land Development Code and Downtown Sign Standards to incorporate current best practices.
C. Establish and incentivize compliance with Downtown Design Guidelines.
D. Utilize standards for rehabilitation of historic buildings that are consistent with the life and safety protection intent of the Local Building Code, yet facilitate reuse and compact, urban form.

From left: Coworking options are currently limited in Downtown Longmont. The successful mixing of land uses, in this case residential and light industrial. An example of small lot, compact housing.
SAMPLE TACTICS:

The following are examples of specific actions the City or LDDA (or other partners) might undertake to implement the plan. Year to year, tactics may vary and will be selected based on opportunities, needs, and market conditions.

• Convene representatives of for-profit and not-for-profit builders, the City, financing institutions, and other stakeholders to formulate and execute housing strategies, including a mix of market rate and workforce housing.

• Based on land use mix data, establish priorities for use types needed to achieve a healthy mix and target LDDA incentives to priority uses.

• Review the Land Development Code for changes and updates to implement plan goals, such as a window transparency or first floor retail requirement.

• Incentivize relocation costs for first-floor office uses that relocate to upper floors of downtown buildings.

• Pledge tax increment financing generated by a redevelopment to pay for required or enhanced infrastructure improvements, such as stormwater detention or a public plaza.

• Develop Downtown Design Guidelines for new developments, and building expansions or upgrades that advance plan goals, such as locating office uses on upper floors; require compliance for projects with more than a qualifying amount of public financing.

• Provide matching grants for historic building renovations.

• Research and adopt modifications to the Local Building Code that make historic building rehabilitation easier and less costly.

• Install alley and streetscape enhancements.

• Explore and enter into public/private partnerships with the City and private development entities for redevelopment and revitalization projects that support LDDA goals.
LEADERSHIP & MANAGEMENT
VISION:

An effective management organization coordinates resources to realize the vision and goals for Downtown.

2017 EXISTING CONDITION:

The Longmont Downtown Development Authority (LDDA) was founded in 1982 with a mandate to revitalize the City’s Downtown commercial core. The LDDA consists of 242 acres, spanning from 1st Avenue to Longs Peak Avenue, and Martin Street to Terry Street. The LDDA funds capital projects, business development and program efforts through Tax Increment Financing (TIF). It also has a 5 mill levy on all real and personal property within the District which is directed toward District operations and maintenance. The Longmont General Improvement District (GID) is managed by the LDDA as well, funded through a property tax levy of 6.798 mills on all real and personal property within the GID boundaries (a smaller area within the LDDA). These funds are used for routine maintenance of public parking lots and pedestrian ways located within the GID. The LDDA also manages the Downtown Parking Fund on behalf of the City. Downtown Longmont Community Ventures, is working to get 501(c)3 status, and will serve as the Creative District arm of the LDDA. Lastly, there is a Business Improvement District (BID) that was established in 1992, but not funded (a BID and its funding are established through two separate processes, requiring a vote of the property owners).

LDDA is overseen by a Board of Directors that are appointed by the Longmont City Council from among Downtown property owners, residents, and business interests. There are several committees that serve the LDDA and/or Creative District including Block Captains, Marketing, Programs, Arts Administration (the Steering Committee for the Creative District), and Placemaking. In 2016, LDDA has two full-time employees (Executive Director and Admin Assistant), a 3/4-time employee (Downtown Specialist), and uses interns and contract employees as needed for event assistance and graphic design.
1. CHAMPION DOWNTOWN AS A CITYWIDE AND REGIONAL ASSET.
   
   A. Promote Downtown’s unique citywide role as an asset for employment, worker and visitor attraction.
   
   B. Promote Downtown’s offerings and advantages to commuting workers and communities, increasing visits and improving regional jobs and housing distribution by encouraging them to become residents.
   
   C. Provide comprehensive and consolidated information about Downtown’s offerings.
   
   D. Celebrate and promote Downtown’s success stories.
   
   E. Ensure that Downtown invites and serves the full socio-economic spectrum of Longmont.
   
   F. Periodically review the LDDA and GID boundaries to consider expansion, and the BID to consider activation.
   
2. COORDINATE EFFORTS AMONG PRIVATE, PUBLIC AND NON-PROFIT ENTITIES TO ADVANCE THE SHARED VISION FOR DOWNTOWN.
   
   A. Develop Volunteer Program and utilize volunteers to accomplish Plan goals.
   
   B. Coordinate resources and tools available to the LDDA, City, and other partners to maximize efficiency and effectiveness.
   
   C. Be proactive in advancing ideas and soliciting public-private coordination.
   
   D. Establish policies and communicate priorities for allocation of LDDA resources.
   
   E. Explore and identify diversified future funding streams, including establishment of an active not-for-profit entity.
   
   F. Convene stakeholders and establish committees as needed to discuss policy issues affecting Downtown and to advance implementation.
3 ADVOCATE FOR DOWNTOWN’S INTERESTS ON CITYWIDE AND REGIONAL ISSUES.

A. Establish a leadership team tasked with meeting regularly with leaders throughout the City about Downtown, its relevance and its impact, and surveying property owners and suggesting partnerships for projects consistent with Downtown’s vision.

B. Advocate for issues affecting Downtown as identified in this plan and subsequent issues as they arise.

C. Represent the perspective of Downtown stakeholders in the review and revision of any ordinance or regulation that effects Downtown.

4 COORDINATE CENTRALIZED MARKETING AND INFORMATION FOR A WIDE RANGE OF DOWNTOWN ASSETS.

A. Maintain and update an inventory of vacant available space and redevelopment/adaptive reuse opportunities to use as a tool in active recruitment of new businesses.

B. Coordinate marketing efforts for the Creative District and Downtown as a whole.

C. Utilize a diverse range of marketing and information dissemination techniques and emerging technologies to reach a variety of audiences.

Left and center: Events can bring new visitors Downtown and help showcase its assets.

Right: Banners are one of many ways to market Downtown and the Creative District.
5 TRACK AND EVALUATE DATA NECESSARY TO TELL DOWNTOWN’S STORY AND GUIDE DECISION-MAKING.

A. Track data on Downtown using surveys and other metrics, and regularly report on progress to stakeholders, the City, and others.

B. Maintain and update a database of properties in the LDDA area to monitor changes and trends in ownership, use, and business mix.

C. Periodically evaluate the programs and initiatives of the LDDA to determine which are most impactful, how to improve others, and which to discontinue.

D. Periodically review, evaluate, and update the Downtown Master Plan.

Downtown’s growing craft and culinary cluster
SAMPLE TACTICS:

The following are examples of specific actions the LDDA might undertake to implement the plan. Year to year, tactics may vary and will be selected based on opportunities, needs, and market conditions.

- Maintain a balanced budget.
- Host a website, install information kiosks, and use social media to market Downtown.
- Track data needed to promote development opportunities in Downtown.
- Find and manage contracts for graffiti removal and safety ambassadors.
- Update the Intergovernmental Agreement between the City and LDDA to reflect changing funding and resource availability, and shared priorities of the updated Plan.
- Issue a Requests for Proposals for private partner developers to undertake redevelopment of City or LDDA controlled property in accordance with Plan goals.
- Maintain an active LDDA Board with effective committees.
- Seek grants, sponsorships, and other funding sources via the new 501(c)3.
- Adopt funding prioritization criteria for LDDA incentives and programs.
- Evaluate the cost-benefit of programs and make determinations about which to continue.
- Evaluate an LDDA Boundary expansion.
- Create a dashboard of indicators to annually report to the community.
8 IMPLEMENTATION
INTRODUCTION:

A Plan is only as good as its implementation. The Goals and Strategies of this plan establish policies to guide the selection of specific implementation actions. While nothing that is inconsistent with the Goals and Strategies can be undertaken in the name of Plan implementation, there is still considerable scope to determine exactly which programs and projects will be funded to advance the Goals and Strategies. This Implementation section provides significantly more specifics about what actions the City and LDDA expect to undertake in the next 3-5 years. It lays out tools, partners, and priorities for advancing the Goals of the Plan. It also identifies current, known opportunity sites where projects and programs can be particularly impactful.

PRIMARY IMPLEMENTATION PARTNERS: LDDA & CITY

The agency with primary implementation authority and responsibility for this Plan is the LDDA, in conjunction and collaboration with the City of Longmont. Each has resources and tools to use to advance the Plan goals. The LDDA was established specifically to enhance Downtown Longmont and is authorized to use a variety of financing tools and powers to do so. The Plan must be adopted by the LDDA Board of Directors.

The Plan must also be reviewed by the Longmont Planning and Zoning Commission and adopted by the Longmont City Council. Once adopted, it is affirmed as a policy document of the City. City Council and staff consult this policy document – in conjunction with the Comprehensive Plan and many other adopted plans – in determining how to prioritize and allocate citywide resources.

The LDDA and City seek to engage and partner with other community stakeholders for implementation. Many of these groups participated in establishing the Goals and Strategies of the Plan. Such groups include local and regional economic development groups, transportation agencies, Boulder County, the St. Vrain Valley School District, arts and cultural organizations, private for-profit and non-profit developers, and others. The alliance between LDDA, the City and these other partners is expected to help all of them to achieve shared goals within Downtown.
The LDDA’s purpose is to prevent deterioration of property values within the district and to assist in the development and redevelopment of the district.

LDDA is governed by a seven-member Board of Directors and ex-officio members representing the City of Longmont. The seven appointed board members serve four year terms and must either reside in, be a business lessee, own real property or manage a property within the downtown district.

The affairs of the LDDA are under the direct supervision and control of its Board which has all powers customarily vested in a board of directors of a corporation including the power to:

- Exercise supervisory control over the director and staff;
- Study and analyze the impact of economic changes and metropolitan growth on the Central Business District;
- Plan and propose, within the plan area, plans of development for public facilities and other improvements to public and private property and to implement any such plan of development;
- Cooperate with any governmental entity, particularly the City of Longmont and its Planning and Development Services Department in developing long range development plans;
- Make and enter into contracts necessary or incidental to the exercise of its powers and the performance of its duties; and
PRIORITY PROGRAMS & PROJECTS

Based on the Goals and Strategies, the Next Level Ideas, and existing market conditions and opportunities, priority Projects and Programs have been identified for the next 3- to 5-year market cycle. This list reflects the priorities of multiple stakeholders that emerged through community engagement as well as the reality of finite resources that dictate that not all desired efforts can be pursued immediately.

Purpose

This list is intended to:

- Establish and communicate initial implementation priorities in a tangible manner.
- Focus and coordinate efforts by the primary implementation agencies and their partners.
- Help to prioritize resource allocation decisions in the near term.

Responsive

Over time, this priority list may shift as conditions change and unanticipated opportunities arise. In order to ensure that the Plan is responsive to changing conditions, this list does not bind the City of Longmont or LDDA to completing all or only these Projects and Programs before engaging in other work that advances the plan Goals and Strategies. Annually, the LDDA Board will affirm or update its priorities and communicate them to the community.

Implementation Priorities Table

The priority Project and Programs are shown in a table starting on page 56, sorted by the Next Level Idea to which they most correlate. The color-coding in the table links the Ideas, Projects and Programs in the table to the Topics in the plan. Many of the Project and Programs have been selected as priorities because they advance more than one Idea or Theme, but each is listed only once to avoid confusing repetition. The table also includes potential Partners. While the City and LDDA are the primary implementation agencies, the Plan acknowledges the need for participation and coordination with other community stakeholders to achieve shared goals. However, their appearance in this list does not bind any partner to act. Finally, the table includes a column of potential Sites – physical locations where there appears to be significant potential to implement projects that would advance the plan Goals and Strategies.
## Implementation Priorities 2017-2022

<table>
<thead>
<tr>
<th>IDEAS</th>
<th>PROJECTS</th>
</tr>
</thead>
</table>
| Extend the vibrancy of Downtown to an 18-hour, 7-day activity zone by adding more residents, entertainment, and jobs. | • Market rate and workforce housing (within mixed use development)  
• Office space that appeals to creative/tech talent and maker businesses  
• Creative Arts and Culinary Cluster business development  
• Arts and Culture venue enhancements |
| Build on Downtown’s vibe of authenticity and real productivity to grow the employment base. | • Craft and Culinary Cluster business development  
• Modern office space that appeals to creative/tech talent and makers  
• Mixed Use redevelopment |
| Create more visible signals to showcase, promote and increase Longmont’s abundant local creativity and culture. | • Develop a turn-key Festival Event Space  
• Signature lighting, signage or similar  
• Kiosks to promote local events and attractions  
• Extend alley treatments between 2nd & 3rd / 6th & Longs Peak  
• Gateway treatments on edges of Downtown |
| Increase the safety and comfort to a level that is welcoming to all ages and cultures in the Longmont community. | • Enhancements to existing plazas  
• Explore options for a permanent a permanent multicultural center  
• Public parking integrated into mixed use redevelopment  
• Alley treatments between 2nd & 3rd / 6th & Longs Peak |
Extend the vibrancy of Downtown to an 18-hour, 7-day activity zone by adding more residents, entertainment, and jobs.

- Market rate and workforce housing (within mixed use development)
- Office space that appeals to creative/tech talent and maker businesses
- Creative Arts and Culinary Cluster business development
- Arts and Culture venue enhancements
- Coordinated marketing and info, i.e., website, social media, and promotions
- Retail shop and local business owner assistance, i.e., façade and 2nd story office matching grants, business owner trainings, etc.
- Maintain and update a Property Developer’s Manual
- Promote fiber capacity and the maker business cluster
- Build on “The Real Longmont” brand
- Offer ombudsman service throughout city review of downtown development projects
- Include marketing for arts, culture and events in coordinated marketing program
- Arts venue support grants
- Develop Downtown Design Guidelines & tie to TIF
- Welcome Ambassadors/case managers
- Clean and Safe maintenance, i.e., sweeping, graffiti removal
- Police bike and foot patrols
- Create a parking entity with authority and capacity to plan and prepare for future structured parking needs
- Operate events that advance Plan priorities and appeal to diverse populations

<table>
<thead>
<tr>
<th>PROGRAMS</th>
<th>PARTNERS</th>
<th>SITES</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Coordinated marketing and info, i.e., website, social media, and promotions</td>
<td>• Private developers</td>
<td>• Coffman 500 block</td>
</tr>
<tr>
<td>• Retail shop and local business owner assistance, i.e., façade and 2nd story office matching grants, business owner trainings, etc.</td>
<td>• Local business and property owners</td>
<td>• 1st &amp; Main area</td>
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<td></td>
<td>• Visit Longmont</td>
<td>• Emery 200 Block</td>
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<td></td>
<td>• Economic Development Partnership entities</td>
<td>• Coffman 300 block</td>
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<tr>
<td></td>
<td>• Chamber of Commerce</td>
<td>• Main Street businesses</td>
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<td></td>
<td>• Arts and cultural organizations</td>
<td>• Alleys &amp; Breezeways</td>
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<tr>
<td></td>
<td>• Private developers</td>
<td>• Flour Mill site</td>
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<tr>
<td></td>
<td>• Local business and property owners</td>
<td>• DLCV 501c3</td>
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<tr>
<td></td>
<td>• Economic Development Partnership entities</td>
<td>• Arts and cultural organizations</td>
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<tr>
<td></td>
<td>• Chamber of Commerce</td>
<td>• Foundations</td>
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<tr>
<td></td>
<td>• Arts venue support grants</td>
<td>• Sponsors and donors</td>
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<tr>
<td></td>
<td>• Welcome Ambassadors/case managers</td>
<td>• Latino Chamber</td>
</tr>
<tr>
<td></td>
<td>• Clean and Safe maintenance, i.e., sweeping, graffiti removal</td>
<td>• DLCV 501c3</td>
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<td></td>
<td>• Police bike and foot patrols</td>
<td>• Arts and cultural organizations</td>
</tr>
<tr>
<td></td>
<td>• Create a parking entity with authority and capacity to plan and prepare for future structured parking needs</td>
<td>• Private developers</td>
</tr>
<tr>
<td></td>
<td>• Operate events that advance Plan priorities and appeal to diverse populations</td>
<td>• Latino Chamber</td>
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<tr>
<td></td>
<td>• DLCV 501c3</td>
<td>• Parking enterprise (future)</td>
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<tr>
<td></td>
<td>• Arts and cultural organizations</td>
<td>• Coffman 300 block</td>
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<tr>
<td></td>
<td>• Private developers</td>
<td>• Mixed use parking structures on existing surface lots</td>
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<td></td>
<td>• Latino Chamber</td>
<td>• St. Stephen’s and 6th Street Plazas</td>
</tr>
<tr>
<td></td>
<td>• Parking enterprise (future)</td>
<td>• St. Stephen’s and 6th Street Plazas</td>
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# Implementation Priorities 2017-2022

<table>
<thead>
<tr>
<th>IDEAS</th>
<th>PROJECTS</th>
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<tbody>
<tr>
<td><strong>Improve and expand the infrastructure that ensures Downtown is well-connected and easily accessible by multiple transportation modes.</strong></td>
<td>• Build Coffman Street block from Boston to 1st</td>
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<td></td>
<td>• Redesign Coffman from Boston to 9th as a complete street with enhanced streetscape and protected bike lanes</td>
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<td>• Add protected bike lanes on Kimbark</td>
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<td>• Pedestrian enhancements at the 2nd &amp; Emery Intersection</td>
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<td>• Alley treatments between 2nd &amp; 3rd; between 6th &amp; Longs Peak</td>
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<td>• 2nd Avenue multi-use trail</td>
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<td><strong>Collaborate with a coalition of partners to achieve shared community priorities.</strong></td>
<td>• Participate in public-private redevelopment projects that advance plan goals (as prioritized above and in future work plans)</td>
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<td></td>
<td>• Coordinate City and LDDA resources for priority public infrastructure enhancements that advance plan goals</td>
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<tr>
<td>PROGRAMS</td>
<td>PARTNERS</td>
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<td>------------------------------------------------------------------------</td>
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<tr>
<td>• Biking promotions and events</td>
<td>• Regional and Local transportation agencies</td>
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<td>• Bike share support</td>
<td>• State and Federal transportation funders</td>
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<td>• Develop and implement a comprehensive wayfinding plan and program</td>
<td>• Bike advocacy groups</td>
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<tr>
<td>• Update IGA between LDDA and City for base and enhanced levels of</td>
<td>• As identified above</td>
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<tr>
<td>services and maintenance</td>
<td></td>
</tr>
<tr>
<td>• Establish and communicate LDDA funding priorities</td>
<td></td>
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<tr>
<td>• Policy advocacy related to plan goals and priorities</td>
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<tr>
<td>• Annually prepare/update a 2-year LDDA work plan</td>
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<tr>
<td>• Include funding in City Capital Improvements Planning</td>
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<tr>
<td>• Collaborate with partners to leverage and optimize resources</td>
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<tr>
<td>• Track data and report in a web-based dashboard</td>
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<tr>
<td>• Promote and celebrate Plan implementation achievements</td>
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</tbody>
</table>
IMPLEMENTATION TOOLS & RESOURCES

Both the LDDA and City have tools available that have been and can continue to be used to implement the Downtown Master Plan of Development. The major resources and financing tools for each are as follows.

Longmont Downtown Development Authority

The LDDA has a range of powers, tools, resources, and authority to accomplish the Goals of this Plan. All funding collected by the LDDA must be used to benefit the LDDA district. In practice, this means the funds must be spent on projects and programs within the LDDA boundary. In some instances, improvements immediately adjacent to the boundary, such as the half of an intersection that is outside, could be eligible. The below list is a summary of the primary resources available to the LDDA for plan implementation:

- **DDA mill levy** - State statute and local ordinance authorize the LDDA to collect a mill levy from property owners within the LDDA Boundary. The LDDA exercised this authority starting in 1982 and currently collects a 5 mill levy, the maximum amount it is authorized to levy and collect. Authorized uses of the mill levy are wide-ranging. Many DDAs rely on mill levy funds to fund staffing and operational expenses, and also use them for marketing and promotions, maintenance services, events, grants programs, and other “soft” costs.

- **Tax Increment Financing (TIF)** - State statute and local ordinance authorize the LDDA to collect the increase in taxes generated by improved property values in the LDDA district. “Tax increment” refers to the difference in tax revenue compared
to the base year in which LDDA was established and subsequent adjustments (for a more detailed explanation, see Appendix F). TIF is an important tool for participating in public-private development. It allows the LDDA to cost-share based on the revenues a project will bring, rather than requiring funds to be available in advance. The allowed uses of TIF funds are broad, but must be shown to have a public benefit. Often, they are used for the public infrastructure costs of project development or other physical projects. A limitation of TIF is that it is only generated by projects that increase tax revenue; as such, smaller developments and not-for-profit projects have more limited access to TIF. Unlike some DDAs, the LDDA is not authorized to collect sales tax revenue increment.

- **Property Acquisition & Disposal** - To accomplish the Goals of this Plan, the LDDA is authorized by State statute and local ordinance to buy and sell real property, such as land or buildings. This tool can be useful in order to control critical parcels and to remove barriers – such as problems with unclear land title, contamination, conditions of sale, and other real estate complexities. The LDDA does NOT have the power of eminent domain to acquire property or for any other purpose.

- **Grants and Sponsorships** - The LDDA is able to pursue and utilize grants and sponsorships to accomplish its goals. Grants and sponsorships can help implement any project or program to which they are awarded. The LDDA has been working to establish a non-profit entity, Downtown Longmont Community Ventures, which can receive tax-deductible donations. Staffing of the organization and solicitation of grants and sponsorships is expected to be by LDDA staff unless or until DLCV can support its own staff.
• **Staff** - The staff of the LDDA is an important resource for accomplishing many Plan Goals. Many of the programs, including marketing, promotions, business attraction, grants, advocacy, and events, take considerable staff time and energy. In 2017, the LDDA supports 2.75 paid staff positions.

• **Board of Directors** - In the role of Champion for Downtown, the LDDA Board members are an important asset. Members of the Board of Directors donate their time to oversight and management of the organization. The Board also plays a critical role in connecting the LDDA to other organizations and constituencies, and on matters of advocacy.

• **General Improvement District (GID)** - The GID is a distinct legal entity within the LDDA Boundary that is managed by LDDA. Within the GID, a 6.798 property tax mill levy assessment is collected. Revenues from the GID assessment are used for improvements such as enhanced streetscape and maintenance within the GID boundary. Many LDDA clean and safe programs are funded with GID funds within the GID boundary and other LDDA funds elsewhere in Downtown. Further detail on the GID is found in Appendix E.

• **Business Improvement District (BID)** - As further detailed in Appendix E, a business improvement district (BID) was established in Downtown Longmont, but the associated mill levy has never been activated. Many downtowns have both a DDA and BID. Active BIDs have a board of directors comprised of assessed property owners in the BID boundary that decide how to allocate funds. BIDs often fund enhanced clean and safe programs, promotions, and marketing.

Examples of mixed-use parking structures that effectively activate the street while also providing additional parking
City of Longmont

The City of Longmont may also bring to bear its tools and resources to implement the Goals of this Plan. Unlike LDDA which is constrained to work only within the LDDA boundary, the City must balance expenditures in Downtown against all other needs and goals citywide. Some of the most notable of tools the City could use in Downtown are noted below.

- **Capital Improvement Program (CIP)** – The CIP budget allocates funds for maintenance and improvements to public infrastructure within Longmont. Because of Downtown’s position as the central hub of Longmont’s transportation system, City plans and programs such as bicycle infrastructure, transit, and intersection improvements, include and even prioritize some Downtown investments that are also priorities in this Plan.

- **Property Acquisition & Disposal** – The City is a major landowner within the LDDA boundary. In addition to City offices and facilities, the City owns the building at 667 4th Avenue which currently hosts the Firehouse Art Center and contributes to the arts identity and the vitality of Downtown. Like the LDDA, the City can enter the chain of ownership of a parcel to accomplish goals such as remediation or to preserve a historic property. How the City designs, maintains, and manages the real property it owns in the LDDA district can advance and implement Goals of this Plan. The continued presence of City offices and employees in Downtown is an important contribution to Downtown’s economic health, vitality, and safety.

- **Sales Tax Revenue Sharing** – The City of Longmont collects sales tax revenues citywide including within the LDDA district. If a development project will increase sales tax revenue, the City has the authority to enter an agreement to share or refund some of the new revenues created by that development to defray costs of that project. Sales tax revenue is the primary revenue source for local municipalities in Colorado. With costs increasing, cities must find ways to keep increasing revenue; they can only rarely afford to share sales tax revenues.

- **General Fund** – Within the City’s General Fund, there is limited discretionary funding on a year-to-year basis. The funds that do exist are allocated based on City priorities as established by leadership and by policy documents, such as Envision Longmont. For example, funding to maintain City-owned property, such as 667 4th Avenue, comes from the General Fund.
- **Grants** - The City supplements CIP and General Fund resources with grants from federal, state, and other agencies. Many types of grants, such as Community Development Block Grants or Federal Transportation Agency grants, are available only to government agencies. The City has been and will continue to be instrumental in pursuing grant allocations for a range of programs and improvements that benefit Longmont as a whole, including Downtown.

- **City Staff** - Many City staff collaborate with LDDA to realize the Plan. Major examples include the Finance Department, which collects the LDDA mill levy and tax increment; Public Works & Natural Resources, which plans and implements public infrastructure projects and provides some of the maintenance services within the LDDA boundary; the Planning & Development Services Department, which ensures development regulations and project reviews are consistent with policies of the Plan; the Redevelopment and Revitalization Division, which takes part in public/private partnerships; and the Public Safety Department, which conducts police patrols within the LDDA boundary. Although most staff support is funded from the General Fund, maintenance service comes from the Sanitation Fund and Streets Fund.

- **City Leadership** - The City Manager, City Council Members, and other appointed and elected officials at the City provide important leadership for the City as a whole, and for Downtown. The Goals of this Plan are consistent with Envision Longmont and are adopted policy of the City. City leaders advocate for the interests of Longmont and for Downtown within the region, and provide direction to staff.
**Program vs Project Funding**

Although both TIF and the DDA mill levy can support a wide range of efforts in the district, there are typical uses of these funds.

**Programs** include clean and safe services, façade grants, marketing and promotions, annual events and more. Ongoing programs are primarily supported by the LDDA mill levy, with additional funds from TIF. By its nature, the mill levy is a steady, guaranteed funding stream that is well-suited to fund ongoing work, including staff that run the programs. TIF that is not pledged to the specific project that creates it can be spent on programs. Grants and sponsorships are also important sources of revenue to support specific programs and initiatives of the LDDA. Creating Downtown Longmont Community Ventures, a 501(c)3, will enhance the ability to receive and manage grant funds and donations and as such will be critical to continue to offer and expand arts and cultural programming in Downtown.

**Projects** are commonly funded by TIF dollars. Development projects increase property value on which the owner pays taxes, which then generates the increment. The increment generated is then pledged to the project to defray costs of the project elements that deliver a public benefit. To the extent that additional TIF is generated beyond the cost of public benefits of the project, beyond the project need, or from other properties in the district, TIF can also be used to support programs and other costs with a public benefit. Grants, such as Federal Transportation Grants, can also be instrumental in financing infrastructure projects. More detail on how TIF works and how much is available to the LDDA can be found in Appendix D.

**A note about Public Benefit:** “Public benefit” can be broadly defined as anything that advances the Goals of an adopted public policy such as this Plan. Often TIF is spent on public infrastructure and similar uses that are visibly public. However, any of a wide range of expenditures of TIF that legitimately advances a Goal of this adopted Plan creates a public benefit. As such, it is eligible for use of TIF funding. For example, with an adopted policy to retain retail in Downtown or to ensure a vibrant mix of land uses, the LDDA can support educational programs for Downtown retailers that help them keep their businesses open and thriving.
IMPLEMENTATION PRIORITIES MAP

Locations for prioritized Projects have been identified in the Implementation Priorities Table on pages 56-59 and are depicted on the following map. By contrast, many LDDA Programs span and impact the entire LDDA district, and are not mapped. The priorities illustrated on this map are a result of this community planning process which included a review of previous planning efforts and plans described in the next section and in the appendix. These priorities were vetted with the community, stakeholders, and working groups.

Alternative Festival and Alleyscapes

Downtown is expected to continue to be a key location for community gathering and events. The use of Main Street for this purpose can be difficult due to the fact that it is a State highway and often closes more blocks than needed for the event because of cross-street movement patterns. Designing and implementing “turn-key” Festival Event Spaces as an alternative to hosting events on Main Street was a high priority of the working groups and LDDA. This was also a guiding principal in the 2016 Envision Longmont Comprehensive Plan and is consistent with the Creative District Plan. Below and illustrated on the map are several potential festival space locations:

- St. Stephen’s and 6th Street Plazas
- 4th and 5th Avenue between Main and Kimbark Streets, and between Main and Coffman Streets
- 300-500 blocks of Kimbark Street

An expansion off the highly successful alley improvements should also be implemented in the following locations:

- The alleys between 6th and Longs Peak Avenue on both sides of Main Street
- The alleys between 2nd and 3rd Avenue on both sides of Main Street

Intersection Enhancements

This Plan envisions a strong system of pedestrian infrastructure and treatments being added over time as resurfacing and redevelopment occurs. Intersection enhancements should include elements such as: crosswalks with new paving or striping treatments, signage for cyclists and pedestrians as well as warning signage for motorists, and pavement markings for cyclists. The highest priority intersections in the near term are all on Emery Street at the intersections of 1st, 2nd, and 3rd Avenues.

Bike Route Enhancements

Overall, this Plan envisions a more user-friendly bicycle system being developed to and through Downtown, linked to the citywide bike network.
infrastructure. The highest priority bicycle enhancements, which are mapped, are consistent with the 2016 Kimley-Horn Bicycle/Pedestrian Audit include:

- A redesign of Coffman Street to including protected bike lanes between Longs Peak Avenue to 2nd Avenue and a new bicycle and pedestrian connection should be made from 1st Avenue to the St. Vrain Creek multiuse trail.
- A redesign of Kimbark Street to include protected bike lanes between 3rd Avenue and 9th Avenue.

Other high priority bicycle enhancements include:

- A multiuse path on the south side of 2nd Avenue between Coffman and Emery Streets.
- Striped bike lanes on Emery Street between 4th Avenue and the St. Vrain Creek multiuse trail

Development Opportunity Sites

Redevelopment is anticipated in a variety of locations throughout Downtown and is subject to the desires of private property owners. The development opportunity sites depicted on this map are those that currently appear ripe for reinvestment, and includes some that have previously been proposed prior to this planning effort as well as sites identified in this process. The Coffman and 3rd Avenue corridors are generally seen as having potential to add employment uses, but only those sites that appear to be “in play” are specifically mapped.

All of these mapped sites are seen as having the opportunity for mixed use development that could include retail, restaurant, housing, and office space.

- 300 and 500 blocks of Coffman Street on the existing public parking lots
- 300-400 blocks of Kimbark Street on the existing public parking lots
- 200 block of Main Street
- 200 block of Emery Street
- Flour Mill Site at 2nd and Terry Street
- Former Butterball site at 1st and Main and 1st and Emery Street. The 1st and Main Redevelopment Plan and Transit Center plans have considerably more detail about both short and long-term potential here.
- 1st and Main transit center to include structured parking facility and Transit-Oriented Development opportunities. This project was also identified as a high priority in the 2016 Envision Longmont Multimodal Transportation Implementation Plan.
## INDICATORS

During Plan implementation, it is critical to track data and measure success. The following indicators are key metrics that were identified during the planning process to help evaluate progress in certain facets of Downtown's development.

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9 PLANNING PROCESS
HISTORY

In 1982, a special election was held in which a majority of property owners, residents, and business lease holders approved the formation of a downtown development authority. Subsequently, by Ordinance Number O-82-76, the Council of the City of Longmont established the “Longmont Downtown Development Authority” (LDDA). In the Ordinance, the LDDA was established pursuant to Part 8 of Article 25 of Title 31, Colorado Revised Statutes. In 1983, a plan of development was approved, based on state statute requirements, to serve as the governing plan document for the LDDA.

The last Master Plan of Development for Downtown Longmont was completed in 1995.

In August 2016, the City of Longmont and the LDDA initiated an update to its 1995 Downtown Longmont Master Plan of Development. Although LDDA retains its same purpose and much of the 1995 Plan remains relevant, it became critical to update in order to:

- Reflect accomplishments and changes in Downtown over the last 20 years
- Align the Master Plan with Envision Longmont, the recently adopted City of Longmont Comprehensive Plan, as well as other City plans
- Integrate the Longmont Arts & Entertainment District Plan
- Create a strong policy foundation for year-on-year resource allocations by LDDA and the City of Longmont
Significant change has happened since 1995. Buildings have been restored and new businesses have opened on Main Street, and to a lesser extent, on Downtown side streets. Downtown has been certified as a Colorado Creative District. The land south of 2nd Avenue is evolving from a historically industrial area into a modern, mixed use district. Both small- and large-scale residential developments have brought new residents to Downtown. The City, LDDA, and other partners have worked to improve streets and sidewalks, and of particular note, the recently-completed Alleyscape and Breezeway project. The timeline below shows major Downtown milestones over the years.
CONSISTENCY WITH RELATED PLANS

This Downtown Master Plan builds on past planning efforts in Longmont. First and foremost, it retains many of the original 1995 Plan Goals, some with minor wording changes. In addition, it incorporates compatible planning efforts that have taken place since 1995. In particular, several citywide and Downtown-specific plans have been completed in the last five years. This updated Master Plan takes into account, and builds upon, the major themes and goals of these recent Longmont planning efforts.

In 2016, the City of Longmont adopted a new comprehensive plan, Envision Longmont. Although a citywide effort, Envision Longmont gives particular focus to Downtown throughout the plan. There have also been several Downtown-centric plans completed in recent years. The Longmont Arts and Entertainment District Strategic Report and Action Program was developed as a guiding document for what is now called the Creative District. The 1st and Main Station Transit and Revitalization Plan established a vision for the area immediately surrounding Downtown’s future transit station.

There are several prevailing themes found throughout these related plans that have been carried forward and further developed in this Master Plan. Downtown has been envisioned, first and foremost, as an area with a vibrant mix of land uses. To create this vibrancy, previous plans highlighted the need for new Downtown housing, additional retail, and modern office space designed for entrepreneurs, start-ups, and small businesses. Another theme prevalent throughout recent planning efforts is the need to ensure that Downtown is a comfortable and enjoyable environment for the pedestrian. Various recommendations to accomplish this have been identified, but particular focus was put on improving the pedestrian atmosphere along Main Street, extending streets and sidewalks to enhance the street grid and boost connectivity, and developing a well-balanced transportation network that connects Downtown to the rest of the city and region by all modes. Lastly, Downtown was envisioned as an area with an array of artistic and cultural assets, not just in the Creative District plan but other recent planning efforts as well. As prior chapters show, this Master Plan is consistent with related plans and maintains a focus on these prevailing themes.

* For additional information, see Appendix B, where individual summaries of past planning efforts are provided.
As part of the planning process, P.U.M.A. facilitated a community engagement process in which more than 800 stakeholders participated in the following ways:

- **A Steering Committee** guided the overall direction for the Master Plan update and consisted of 23 members who met regularly during the planning process.

- **Work Groups:** More than 65 stakeholders served as members of one or more of the five Work Groups formed around each plan topic (economic vitality, placemaking and design, creative district, connectivity and access, and land use). Work Groups met three times, and were regularly engaged outside of meetings through online surveys and working documents.

- **Downtown Business Owners** meeting: 65 Downtown business owners attended a meeting to provide feedback on the strengths, weaknesses, opportunities, and challenges of owning a business in Downtown Longmont, and to identify priority Downtown investments.

- **Online survey:** 645 responses captured Downtown impressions from residents, workers, and visitors.

- **Community Open House:** More than 80 participants attended a meeting open to the public to give feedback on draft Goals. Feedback was used to revise Plan Goals and identify new Strategies.

- **One-on-one and group meetings** were held with a variety of Downtown stakeholders including property and business owners, SVVSD, and Advance Longmont Partners.

### Online Survey Responses

An online community survey was released and 645 responses were collected. The majority of respondents were greater Longmont residents, as well as Downtown employees, visitors, and residents. A majority of respondents were between the ages of 30 and 59 and female. Most respondents visit Downtown Longmont weekly. Outside of work, the top reasons for respondents to visit Downtown were to eat and drink, as well as attend special events such as ArtWalks and the Downtown Concert Series.
When asked to choose what one feature they like most about Downtown Longmont, respondents’ top three responses were:

1. Dining options
2. Overall look & feel
3. Community events

Alternatively, when asked to choose what one feature they like least about Downtown, respondents’ top three responses were:

1. Shopping options
2. Parking
3. Mid-block crossings

Given the answers to the above two questions, it’s little surprise that when asked to identify the single most desired improvement for Downtown, respondents’ top priorities were:

1. Shopping options
2. Dining options
3. Parking

In an open response question, the survey asked respondents to list three words that describe Downtown Longmont right now. The resulting word cloud represents the most common words (the larger the word, the more often the word was used). Respondents see Downtown Longmont as **fun, quaint, up and coming, and friendly.**

* Detailed results of the Online Survey can be found in Appendix C.
The completion of a detailed Downtown Market Assessment was the first step of the master planning process. The Market Assessment analyzes data and existing conditions in Downtown Longmont, and draws conclusions related to market expectations over the next five to seven years. Understanding market conditions helps to inform the goals and strategies of this Master Plan, and highlights areas where market forces can be leveraged or may need to be supplemented with public resources or incentives to achieve desired outcomes.

This section summarizes key findings from the Market Assessment for each market sector – Housing, Retail, Office, and Lodging. The full Market Assessment can be found in Appendix F.

**Housing**

Despite evidence of robust demand, Downtown Longmont has been slower to add new housing units post-recession than many other downtowns. Pent up demand is evident in Downtown in the form of low vacancy rates and waitlists at newer multi-family properties. Continued demand is further supported by both global trends for downtown living and strong regional and citywide population growth projections. Longmont’s relative affordability, regional location, outdoor lifestyle amenities, lack of pretension, and cultural diversity are all assets that make it increasingly attractive as a place to live.

With long-term zoned capacity short of anticipated demand, Longmont may need to grow both outward and inward to meet demand and keep prices from escalating even more rapidly. There is strong market demand for additional Downtown housing units across a wide range of price points. Downtown is among the best locations in Longmont to add higher density multi-family housing units. Importantly, it is also the best location to add units that appeal to skilled Millennial workers.

Baby Boomers and Millennials are the two most likely generations to prefer downtown living. In Downtown Longmont, Boomers are more prevalent than Millennials. Recent pioneering projects – such as the Roosevelt Park apartments, have helped prove the Downtown housing market for upscale units. However, these units are priced too high for most Millennials and may continue to attract somewhat older residents.

For Downtown Longmont, the South Main Station redevelopment offers the biggest opportunity to meet the demand for residential units in quantity. There may also be opportunity to convert the upper story of existing buildings to residential units. Units being developed in South Main Station Phase I should further prove the depth of Downtown housing demand, but at yet-
to-be-determined price-points. Later phases are tentatively suggested to focus on single-family housing for which there is apparent citywide demand. However, if Phase I units prove robust demand exists, this could encourage additional multi-family development.

In summary, there is ample market opportunity in housing in Downtown Longmont across a wide spectrum, but much of it may be missing a segment that is important to Downtown’s – and the City’s – long term economic health.

**Retail**

Downtown currently has an eclectic mix of businesses including retail. Nationally, storefront retail is a contracting market. However, walkable shopping areas that provide an authentic experience, such as Downtown, are faring somewhat better. Within the retail segment, dining and entertainment uses are expanding in many downtowns while shops face more competition from online and big box retailers, which is compounded by built-in cost disadvantages independents face versus these national retailers. Shops that are doing well in smaller city downtowns are mostly unique or boutique, and often independently owned. All of these trends appear to be playing out in Downtown Longmont. As rents continue to increase, independent shops could begin to be priced out of Downtown.

Current land use patterns in Longmont place national chains primarily in shopping areas outside Downtown. Downtown Longmont’s niche is local services and restaurants, as well as noteworthy independent shops. There appears to be market opportunity to add additional clothing stores, restaurants, and drinking establishments in Downtown, considering its very low retail vacancy rates. The 10,000 square feet of commercial planned as part of the South Main Station redevelopment (a to-be-determined portion of which will be retail) can accommodate some of this demand.

**Office**

Longmont, as part of the booming Front Range region, has seen considerable job growth that is expected to continue. To date, a limited amount of that job growth has been in Downtown. The existing Downtown land use pattern best accommodates professional services and smaller businesses. Downtown office space shows evidence of desirability, in the form of rent premiums and low vacancy rates. Currently, the high commuting rates of Longmont workers suggests that existing businesses on the outskirts are less likely to move into Downtown than in some mid-sized cities. To change this, a more vibrant, 18-hour economy, office space and more housing for skilled workers in Downtown would add substantial draw for workers and employers.

A significant challenge that the city as a whole is facing is the overabundance of unimproved flex space that is no longer appealing to businesses, which in
turn inflates vacancy rates. While this creates challenges in assessing demand, indications are that Downtown’s office market is considerably stronger than the citywide market. Vacancy rates have been steadily decreasing to below five percent. Co-working space is being added in several locations Downtown, while the redevelopment at the former Butterball plant is anticipated to add some commercial space to Downtown’s inventory as well.

Downtown has the potential to add new office product and formats that are desired by Longmont’s targeted sectors. These days, the hottest office product is not traditional Class A with luxurious lobbies and finishes; but funky, new and rehabilitated buildings offering open formats and configuration flexibility. Many Front Range businesses that rely on a skilled workforce are looking for a downtown location. Like residents, some may increasingly be priced out of other downtowns, and could look to Downtown Longmont as an authentic and potentially more affordable alternative. One or more catalytic projects could help prove the market for new-format office in Downtown Longmont and attract a new-to-city employer; if demand is demonstrated, Downtown could accommodate further development.

**Lodging**

There are five hotels under construction or in the development pipeline in Longmont, which will bring the room total to more than 1,200 (from 747 currently). Most Longmont hotels are 3- and 4-star properties located along major thoroughfares; another half dozen 2-star hotels are clustered by Interstate-25 just outside of the city limits. Downtown offers just one lodging option – a bed and breakfast. With no available Longmont-specific occupancy or revenue per room data, it is difficult to accurately assess the potential for hotel development in Downtown. Recently added product in this industry indicates a recent market opportunity seized, but satisfied elsewhere in the city.

Nationally, downtowns are benefitting greatly from a renewed interest by travelers to stay in compact, walkable centers near dining options. Statewide and in the Front Range, tourism, hotel occupancy and revenue data are showing strength after lagging years during and after the recession. With no existing hotels, Downtown Longmont could be ripe for development of a hotel.

**Market Conditions Summary**

The real estate market opportunity in Downtown Longmont is currently strong for housing, office, and retail, while unproven for lodging. The addition of new housing and residents can help to prove the depth of housing demand and, over time, stimulate more demand in the other sectors. The planned Dickens Farm Park will create a new recreational amenity within walking distance that will enhance the desirability of Downtown residence. A growing arts vibe and
brewery cluster add further appeal. As the Downtown population grows, it can strengthen the retail and commercial real estate markets.

The multi-phased South Main Station redevelopment is an incredible opportunity to advance Downtown by adding residents and a wide range of uses. In addition, townhome and single-family units being proposed in future phases can help to meet some of the intense citywide demand with newer styles and formats. It is important that Downtown Longmont does not miss the window of opportunity that the current market cycle provides to add ample Downtown housing in a variety of configurations across the price spectrum. The redevelopment plan appears to offer adequate flexibility such that later phases can respond to evolving market conditions and demand data.

With so much redevelopment momentum and space on the South Main Station site, many sites in Downtown can be expected to experience primarily updates and reuse, rather than wholesale redevelopment. While some underutilized sites are poised to redevelop, the existing character of much of Downtown should remain largely intact, keeping a sense of authenticity. With vacancy rates in Downtown plummeting in recent years, rents can be expected to climb, which could spur development of new supply. However, many small businesses – especially independent shops – may struggle to stay in prime locations.

To make the most of opportunities in this market cycle, it is important for Downtown to:

- Create a safe and welcoming environment while retaining authenticity
- Enhance the public realm with amenities that encourage Downtown living
- Add a diversity of housing units including those priced for skilled workers
- Counteract challenges faced by independent retailers
- Participate in catalytic projects to prove market demand for the new generation of office format
- Cater to the skilled workforce through the use mix, targeted events and ample third spaces
- Partner and bring resources to develop a hotel
- Connect to nearby neighborhoods and amenities
- Increase mobility options and biking infrastructure
APPENDICES
A. Establishing Ordinance for the LDDA
B. Summary of Recent Plans
C. Community Survey Summary
D. LDDA Tax Increment Financing
E. Related Downtown Funding Districts
F. Downtown Longmont Market Assessment
Castle Rock Downtown Plan
CASTLE ROCK DOWNTOWN DEVELOPMENT AUTHORITY
RESOLUTION NO. 2008-01

A RESOLUTION ADOPTING A PLAN OF DEVELOPMENT

WHEREAS, formation of the Castle Rock Downtown Development Authority (DDA) was approved by the eligible voters on November 4, 2008; and

WHEREAS, the Board of Directors for the Castle Rock Downtown Development Authority was appointed on November 18, 2008; and

WHEREAS the Board of Directors is required to develop and adopt a Plan of Development outlining potential development of public facilities or improvements to public or private property that will aid and improve the downtown development area;

NOW, THEREFORE BE IT RESOLVED BY THE Castle Rock Downtown Development Authority that the Plan of Development attached hereto as Exhibit I is hereby approved and adopted.

PASSED, APPROVED AND ADOPTED this 20th day of November, 2008, by the Castle Rock Downtown Development Authority, on first and final reading by a vote of 5 for and 1 against.

ATTEST:
[Signature]
Secretary

CASTLE ROCK DDA
[Signature]
Chairman of the Board
EXHIBIT 1

Downtown Castle Rock
Plan of Development

2008
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Executive Summary

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

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

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

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

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

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

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

- To preserve Castle Rock’s historic buildings and small-town atmosphere.
- To ensure the Town is carefully planned to accommodate the needs of existing and future residents while preserving and protecting Castle Rock’s Town identity and quality of life.
- To ensure that all necessary community services are provided to support the public interest and well being of all Castle Rock residents and businesses.
- To promote economic self-sufficiency and long-term stability of the local economy to provide residents with a broad range of employment opportunities and to provide the Town with a healthy tax base.

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

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

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

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

Downtown Development Authority
The Downtown Advisory Committee (DAC), the Planning Commission, and the Town Council support the formation of a Downtown Development Authority (DDA) as the organizational and financial strategy for implementing downtown improvements as set forth in this Plan of Development and the Downtown Castle Rock Master Plan. The DDA will promote the health, safety, prosperity, security, and general welfare of the people of Castle Rock and of this state. The DDA will halt or prevent the deterioration of property values or structures within the central business district, will halt or prevent the growth of blighted areas within such district, and will assist the Town of Castle Rock in the development and redevelopment of such district. The DDA will assist the Town of Castle Rock in planning to restore the downtown area and provide for its continued health. The DDA will especially benefit the property within its boundaries.

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

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

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

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

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

A summary of this framework includes:

- The historic core of Downtown is envisioned to be the lively pedestrian-oriented heart of specialty retail and dining. It will remain the County Seat for Douglas County.

- The southern section of Downtown will house an expanded Civic Center Campus and the main administrative offices for the Town Government, as well as the library, a future multi-modal transit center and a community cultural center. There will be the opportunity to expand the street grid and create a new mixed-use neighborhood with housing connected to an intricate open space and trail system.

- The northern end of Downtown will become a welcoming entryway, centered along a tree-lined Wilcox Street with additional office and residential uses complementing the existing administration offices of the Douglas County School District.

- The Douglas County Fairgrounds will become more integrated into the Downtown community with direct pedestrian access along Sellars Gulch to all of the excellent and diverse programming at the facility.

- The South Wilcox Plum Creek commercial area will develop as the market indicates, perhaps featuring larger format retail or automotive uses.
Improvements, Projects and Investments
The following is a summary of initiatives identified during the planning process as interrelated components and major catalytic events that would advance the evolution and development of Downtown Castle Rock. Each of these initiatives will be discussed in greater detail in the body of the plan:

- **Physical Improvements and Public Realm:** Creating a pedestrian-oriented environment that is accessible to all through a variety of improvements to the public space in Downtown, including wider sidewalks, more attractive streetscape, traffic calming mechanisms, pedestrian scale lighting and signage.

- **Parks and Open Space:** Building upon Downtown's existing natural assets and Castle Rock's recreational lifestyles, offering connections to existing trails and open spaces, including Plum Creek and Sellars Gulch, as well as recommending the creation of more formal park programs in each of the newly identified character districts.

- **Gathering Places and Special Events:** Fulfilling the broader community's need for a central gathering place, a permanent events venue on 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 Plan of Development respects the constraints of future traffic, offering build-out scenarios that will not overwhelm and burden the area with congestion. A parking management strategy aims to strategically locate new parking
reservoirs at the periphery of the Downtown, providing easy access and support for new
development, yet not disturbing the fragile character of Downtown's core.

- **Economic Development Strategies:** Initiatives are suggested to 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**
The Downtown Development Authority (DDA) will help finance and implement the Plan
of Development to prevent the further deterioration of the plan of development area.
The DDA may use Tax Increment Financing (TIF) to re-invest in Downtown, as well as
revenues generated by a voter-approved ad valorem property tax within the district. In
the future other organizational and finance tools may be added, such as a Business
Improvement District.

**Market Analysis Summary and Implications**
The Town of Castle Rock commissioned Progressive Urban Management Associates,
Inc. (P.U.M.A.) 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 following summaries highlight findings in components of the market analysis.

**Economic Profile:** An economic profile provides a snapshot of current market
conditions and recent trends that affect the Downtown market. Significant findings from
the economic profile include:
- Castle Rock is blessed with strong demographics and community amenities,
  including high incomes, high education levels and excellent public schools.
- Downtown’s commercial lease rates are relatively strong and beyond the reach of
  pioneering uses such as galleries.
- Downtown’s retail sales are driven by the restaurant and automotive services
  sectors.
- Existing special events, such as the Farmer’s Market and ArtFest, 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 of Observations**
• **Downtown Castle Rock is Blessed with Strong Demographics and Limited Competition, For Now:** Douglas County is a national leader in overall growth and
high median incomes. Education levels are high and the school system is excellent. Amid the backdrop of strong demographics, Downtown Castle Rock is one of two traditional central business districts serving more than 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.
Guiding Principles

The development of the Downtown Plan of Development included a comprehensive review of both existing market conditions, and existing town plans. In particular the Downtown Plan of Development was developed in accordance with the vision laid out for the Town of Castle Rock by the 2000 Comprehensive Plan of Development. The Downtown Advisory Commission also participated in exercises designed to define community values, visual design preferences and community social and cultural goals. These exercises led to the establishment of the following guiding principles (listed here in no particular order):

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

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

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

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, three primary character districts have been recommended: North Downtown × Downtown Core × South Downtown

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

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

Role and Relation to the Vision
North Downtown serves as the northern gateway to all of Downtown Castle Rock and should act as a welcoming mat, inviting visitors to further explore Downtown. Currently, this entrance to Downtown provides very little of a “welcoming” ambiance. With a mix of non-welcoming uses dotting the landscape, North Downtown currently does not accurately portray what a visitor can expect upon entering Downtown Castle Rock. In the future, the entrance from this point should set expectations for an authentic Downtown experience, welcoming visitors with stunning views of the 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.

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

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.

Development Opportunities
- Return the Courthouse and its edges into the more classic form of a Courthouse Square, which anchors the Downtown Core.
- Build on the cross-section of Fifth Street and Wilcox Street to create a gateway for visitors arriving from both directions.
- Explore development opportunities on the corner of Third Street and Wilcox Street that include an upper level residential element, which would allow for capitalizing on the view of the Rock.
- Explore locating a parking garage along the railroad tracks between third and Fourth Streets. This new parking would help to serve the growing retail/restaurant core.
- To better connect the historic Craig and Gould Neighborhood, construct a pedestrian bridge over railroad tracks on Fourth Street. This bridge could also serve as a platform for viewing the Rock, and would serve as a viewing point for the trains as well, making them an attraction.
- Build on Castle Rock’s history by maintaining the site of the historic elevator and supporting the identified areas of significance while creating local attractions that build on the history of the West.
- Provide the central gathering place or places for the community. Create event 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.
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.
- 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.
Improvements, Projects, Investments

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

I. Physical Improvements and Public Realm

A. Create a Pedestrian Friendly Street Environment: Creating a welcoming pedestrian experience ranked as a high priority amongst stakeholders. To respond to this, the Denver-based urban design firm Civitas prepared a comprehensive urban design evaluation offering streetscape design concepts for each of three Downtown sub-areas. The primary objective of the design concepts is to make Downtown more uniform, walkable and accommodating to pedestrian traffic. Specific recommendations for improving the pedestrian experience in the core included:

B. Specialty Lighting: Unique lighting fixtures, which would help in identifying key Downtown streets and districts, are recommended. Suggestions include specialty lighting along Wilcox Street from Wolfensberger to Plum Creek Parkway, and a different type of lighting within the Downtown Core that complements the historic character of the district. Additionally, decorative light strings hung over the street are suggested to designate special areas, such as festival spaces.

C. Widen Sidewalks: Narrow sidewalks limit pedestrian movement and do not allow for the development of usable outdoor spaces in Downtown. Additionally, in Castle Rock, the streets are over-engineered for the car, and it is recommended that some of that excess right-of-way be reclaimed for the pedestrian. The widening of sidewalks is recommended to allow for better pedestrian traffic flow, as well as the inclusion of more street cafes and street furniture that would enhance the district.

D. Pedestrian Wayfinding: Downtown wayfinding needs to be simple and support the ways that people actually move about in the environment. Signage provides the opportunity for people to move about easily into a location they might not be able to immediately visually connect with by describing the experience.

E. Street Trees/Plantings: A uniform street-planting theme is recommended throughout Downtown, including the use of street trees, plantings and complementary landscaping. Large, ample street trees with a substantial tree canopy, and colorful plantings, make the environment more welcoming to pedestrians and provide an element of color to the urban landscape.
F. **Street Furniture and Public Amenities:** The installation of uniform street furniture in Downtown Castle Rock would serve as a functional amenity and would also bring color to the streetscape. Additional public amenities such as planters, benches, trash receptacles, water fountains and public restrooms that create a more user-friendly environment Downtown are recommended.

G. **Bicycle Amenities:** Given the high number of residents who access Downtown via bicycle, added amenities for riders are important. A variety of bike racks and bike storage throughout Downtown are recommended.

H. **Expanded Banner Program:** Banners provide color and movement and can also serve a functional use to promote Downtown-related programs and activities. The design of the banners should respect that of the overall design of other street elements.

I. **Public Art:** Art scattered throughout the Downtown environment can bring fun and whimsy and can serve as an attraction. Unique opportunities for public art can also include traditional municipal elements such as manhole covers, street name signs and bus shelters. The installation of permanent art pieces as part of the existing public art program should be part of an overall streetscape enhancement strategy.

J. **Implement a Comprehensive Wayfinding/Directional Sign System:** With the exception of standard highways signs, wayfinding signs to and within Downtown are virtually non-existent. Investment in a comprehensive wayfinding and directional signage system to help encourage local tourism in Downtown Castle Rock could include:

- Along 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.

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

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

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

B. Trails Plan of Development: AWAITING REPORT FROM PARKS AND REC DEPARTMENT

C. Waterways Plan of Development: AWAITING REPORT FROM WASTEWATER DEPARTMENT

III. Gathering Places and Special Events

A. Create Central Gathering Places: Provide the central gathering place or places for the community by creating established spaces that are programmed with family-friendly programming (temporary or permanent) designed to attract residents of all ages to the community.

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

C. Second Street Event Space: Already established as an event space, the area on Second Street between Perry and Wilcox Streets could also be improved as a temporary-use event space. This could be achieved by adding removable bollards which would allow for the temporary closure of the streets during off-peak hours. Unique lighting and special pavement treatments would help differentiate this area. The newly developed Festival park area provides the perfect overflow space.

D. Fourth Street Event Space: On Fourth Street between Perry and Jerry Streets, explore using removable bollards that would serve to safely block off this event area when needed but would allow open use as a roadway at all other times. Unique lighting and special pavement treatments could also distinguish this street as event space. Events here would likely be more commercial in nature and support the goals of the Downtown merchants, such as expanded sidewalk sale activities.

E. Courthouse Square: This historic center of town will remain an oasis for the historic core. This area’s uses include informal gatherings and quiet places to sit during the day.

F. Douglas County Fairgrounds: Just to the southeast of Downtown the fairgrounds offer a wide array of events year-round. Connecting Downtown to this activity center should be a priority. Opening another entrance at the historic Sellars Gulch would provide an easy pedestrian connection from Downtown via the Sellars Gulch path.

G. Civic Campus Gathering Space: An additional gathering place is proposed as part of the Civic Campus development. This space is envisioned as the ceremonial and political heart of the Community including direct connection to the Festival Park and 2nd street event areas. Further detail is provided in section F.

H. Develop a Comprehensive Marketing and Events Strategy: Surveys of Castle Rock residents conducted as part of P.U.M.A.’s work reveal that respondents would be encouraged to visit Downtown more often if they had better information on what exists. Downtown Castle Rock should consider marketing initiatives that reach out to diverse neighborhood audiences, as well as messages that reach out to Douglas County residents looking for a unique and authentic Downtown experience. Marketing strategies should be focused on strengthening interest in and opportunities for tourism to these specific audiences. Marketing opportunities include:

_Downtown Castle Rock Plan of Development 2008_
• 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 website and a Downtown Guide with a map and directory.
• Expand upon the current offering of special events by developing an organized reliable Downtown event strategy and calendar, and by partnering with local businesses to ensure they are open and able to benefit from events. 43% of the respondents to our community survey noted that special events would encourage them to come Downtown. Castle Rock’s residents evidence a desire for community, and special events in Downtown give them a means for interaction and a reason to visit. By ensuring customers that there is something to consistently do in Downtown, they will be encouraged to visit again and again.
• Utilize media channels that connect directly to in-place markets, from the local newspaper to employee email networks, to announce new business openings, special events, development projects, etc.
• Consider cross-marketing promotions with some of the most visited destinations in Downtown, including the library and post office, as well as restaurants and bars.

IV. South Downtown Street Grid

South Downtown provides a unique opportunity for Castle Rock to create a new mixed-use Downtown neighborhood and serve as a strong southern gateway to Downtown. In order for this opportunity to be realized, the creation of a more well defined street grid is proposed. This proposed grid would create a set of small blocks and a walkable network of paths, which would introduce a sense of walkability and an inviting street environment. The development of a street grid is envisioned as a long-term improvement. Interim uses are encouraged, but such uses should ultimately support a long-term strategy to incorporate the street grid recommendation.
V. Gateways/Neighborhood Connections

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

- **3rd Street Connections:** Improved sidewalk and streetscape connections would help ease the pedestrian transition from Downtown to the neighborhood.

- **4th Street Pedestrian Bridge:** A pedestrian bridge is recommended over the railroad tracks on Fourth Street. This bridge could also serve as a platform for viewing the Rock, and would serve as a viewing point for the trains as well, making them an attraction.

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

- **North:** The Wolfensberger entrance into Downtown from Interstate 25 provides significant potential to create visibility, establish an identity and create a visual connection that draws visitors in. Suggested improvements include the introduction of green space, a Downtown welcome sign and potential visitor’s center.

- **South:** An opportunity exists to create an inviting gateway at Plum Creek that could also potentially house a visitor center.

- **East/West:** Several 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.

C. Visitor’s Center/Information Kiosk: As visitation to Downtown Castle Rock by local tourist markets increases, it is recommended that information is made readily accessible to guide visitors and patrons around the Downtown area and direct them to areas of interest or importance. Opportunities to create a Downtown Visitor’s Center at the north and south gateways of Downtown should be explored as these areas are developed. Additionally, opportunities to insert Downtown Information Kiosks, like that being developed for Festival Park, should be actively pursued throughout the Downtown pedestrian environment.
VI. Civic Campus

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

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

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

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

D. Civic Center should orient the buildings towards Wilcox and Sellars Gulch and should not be a barrier to surrounding neighborhoods. Connect the Civic Center directly to the Downtown Core along Wilcox and across Sellars Gulch.

E. Reinforce the existing open space of Sellars gulch and the 2nd Street festival area. Avoid creating additional plaza space on Wilcox that might take energy away from the 2nd Street/Sellars Gulch festival area, or add unnecessary open space where building and use continuity along the street is more useful.

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

G. Provide as many linkages (north/south and east/west) through the Civic Center as feasible to create connections between Sellars Gulch Trail, Perry Street, Wilcox Street and Plum Creek open space. This will ensure multiple access points and route choices connecting surrounding neighborhoods and open space system to the Civic Center further promoting a walkable neighborhood.

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

I. Architecture should reflect present day civic architectural styles and should not attempt to recreate or duplicate older building forms.
VII. Cultural Arts Center

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

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

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

B. Bulb-Outs: A bulb-out is an urban design feature in which the sidewalk extends out into the roadway at the crosswalk location. It is also a traffic-calming device that narrows the street by widening the curb and the sidewalk.

C. Textured Crosswalks: This treatment provides an increased visual acuity at locations of pedestrian activity, making a driver more aware that "something" is happening at these locations.

D. Mid-Block Crossings: Providing additional street-crossing opportunities provides a benefit to the walking public by creating a "crossing refuge". It also provides traffic calming benefits by informing drivers where additional crosswalk locations exist, thereby increase driver attentiveness.

E. 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.

A. Parking Garages: Additional capacity in retail, commercial and residential is needed before another parking garage is built. However, land acquisition for future parking structures should happen in the short term. Suggested sites for additional future parking garage development include:

- **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.

B. On-Street Parking: The management of existing, on-street parking is a business-support tool for Downtown Castle Rock. The current strengthened enforcement of the two-hour time zones in Downtown is working well and should be continued, with the goal of providing as much on-street parking availability as possible for Downtown visitors and patrons.

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

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

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

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

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

B. Economic Development Recommended Tactics

i. Develop a Retail and Restaurant Strategy:
   - Based upon findings from the market analysis research, develop a retail and restaurant “Hit List” of businesses that could fill existing gaps in the mix and focus on recruitment efforts. The community survey that was undertaken for this planning effort identifies many desirable retail and restaurant concepts, including local family friendly and affordable restaurants, and retail stores offering women's apparel, recreational equipment and children’s clothing.
• Downtown retail and entertainment uses must adapt to the lifestyles of its in-place commuter markets, placing more emphasis on nights and weekends. **Work with retailers to develop consistent operational hours, as well as evening and weekend hours that can serve the local market.**

• Work with the local banking community to talk about direct investment strategies to encourage the development of unique restaurants and retail in Downtown.

• Outdoor Dining/Sidewalk Cafes: Within the Dining and Entertainment district, **seasonal outdoor dining and sidewalk cafes should be encouraged.** Rooftop seating and decks that provide a view of the rock should also be explored.

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

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

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

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

**iii. Follow a “Downtown First” Policy:** Downtown Castle Rock benefits as a center for local and county government – collectively an economic anchor that stabilizes Downtown and is also a top draw for visitation from Castle Rock and Douglas County residents. To continue to consolidate and grow civic facilities in Downtown, it is recommended that the Town of Castle Rock and Douglas County adopt policies that create a “Downtown First”
preference for new civic facilities. While not obligated to consolidate all activities in Downtown, the policy would require these agencies to evaluate Downtown first for all new facility needs. In Castle Rock, this could include (but not be limited to) all Town and County government expansion, the development of community cultural facilities and as the primary location for a multi-modal transportation hub, including locating a commuter rail.

iv. **Create a Free Wi-Fi “Hot Zone”:** A Downtown-wide free wireless network would enhance Downtown’s attractiveness for business, living, dining and entertainment. Plus, new wi-fi technology can offer benefits to the City’s communications systems, providing benefits to police, fire and other essential services. This technology is becoming more common and cost-efficient in Downtown business districts, and with new technologies can be installed and powered via a variety of methods. For example, Boulder recently installed a Downtown wi-fi system that is powered almost entirely by solar energy.

v. **Satellite Location for Institute of Higher Learning:** Castle Rock is well positioned as a south metro satellite location for an institute of higher learning commuter school. Should the building become available in the future, the current school administrative offices would make for one of many possible sites.
Regulatory

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

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

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

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

- The highest level of scrutiny employing full compliance with Design Guidelines for buildings that are designated as contributing to the Downtown historic district and any new development within the historic district.
- A lower level of scrutiny, perhaps focusing on the aesthetic quality and compatibility of paint, awnings and signage for non-contributing buildings and locations outside of the historic district.
If the Design Guidelines become enforceable through Town ordinance, the Design Review Committee should be a joint effort of the Town and the organizational entity representing Downtown, with specific skill sets sought for designated seats (i.e. architect, developer, real estate professional, etc.).

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

- Capital improvement grants for 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.
Organizational and Finance Strategy

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

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

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

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

**Tax Increment Financing**

A primary method of financing for development projects shall be the use of property and sales tax increment financing (TIF) as provided in §31-25-807(3), C.R.S. TIF is not a tax increase, but a way to use future growth in tax revenues for Downtown improvements. Current property taxes continue to be allocated to the county, schools, library, cemetery, and the Town, and current sales taxes continue to be allocated to the Town. Future growth in tax revenues in each entity's property taxes and the Town's sales taxes levied Downtown are "increments" that must be reinvested in Downtown improvements for the next 30 years.

For the purposes hereof, the term “sales tax” or “municipal sales taxes” shall mean the sales tax imposed by the Town at a rate of 3.6% on the sales of goods and services that are subject to municipal sales taxes pursuant to the Castle Rock Municipal Code (as it may exist from time to time) but not including remote sales as specified in Section 39-26-104(2), C.R.S. Any Town sales tax in excess of 3.6% shall not be subject to allocation to the special fund as described in (ii) below.

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

i. That portion of the taxes which are produced by the levy at the rate fixed each year by or for each such public body upon the valuation for assessment of taxable property within boundaries of the Plan of Development area last certified prior to the effective date of approval by the Town Council of the Plan of Development, or, as to an area later added to the boundaries of the plan of development area, the effective date of the modification of the Plan of Development, and that portion of municipal sales taxes collected within the boundaries of said development area in the twelve-month period ending on the last day of the month prior to the effective date of approval of said plan, shall both be paid into the funds of each such public body as are all other taxes collected for said public body. Council approval of the plan of development on November 20, 2008, creates the property tax base value based on the August 2008 certification of property values. The sales tax base value would be the total sales tax collected within the DDA district over the twelve months beginning November 1, 2007 and ending October 31, 2008.

ii. That portion of said property taxes and said sales taxes in excess of the amount described in paragraph (i) shall be allocated to and, when collected, paid into a special fund of the Town of Castle Rock for the payment of the principal of, the interest on, and any premiums due in connection with the bonds of, loans or advances to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, the Town of Castle Rock for financing or refinancing, in whole or in part, a development project within the boundaries of the Plan of Development area.
That portion of said municipal sales tax in excess of the amount described in paragraph (i) shall be allocated to and, when collected, paid into a special fund of the Town of Castle Rock for payment of the principal of, the interest on, and any premiums due in connection with the bonds of, loans or advances to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, the Town of Castle Rock for financing or refinancing, in whole or part, a development project within the boundaries of the Plan of Development area; provided that the maximum amount of municipal sales taxes which shall be allocated to and paid into the special fund in each year shall be equal to the following:

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

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

iii. As used herein, “taxes: shall include, but not be limited to, all levies authorized to be made on an ad valorem basis upon real and personal property; but herein shall be construed to require any public body to levy taxes.

iv. Unless, and until the total property tax collections in the Plan of Development area exceed the base year property tax collections within the Plan of Development area as approved by Town Council, all such property tax collections shall be paid into the funds of the appropriate public body.

v. The DDA and the Town or other public body may, by agreement, provide for the method, amounts, and other procedures by which increments, shall be allocated and paid to the DDA pursuant to the provision of the Plan of Development.

vi. The adoption of this Plan of Development shall be deemed an adoption of a provision that taxes, if any, levied after the effective date of the approval of this Plan of Development upon property in the Plan of Development area, shall be divided among the DDA and the various taxing entities for a period of Thirty years thereafter as set forth in herein [and subject to any agreements between the DDA and Douglas
County, the Douglas County RE-1 School District, or other public body.]

**Town Bonds**

Development projects described in this Plan of Development may be paid for by bonds, loans or other advances or indebtedness in an amount not to exceed $30,000,000. The Town may irrevocably pledge the special fund described in Section IX B(ii) of this Plan of Development for the payment of such bonds, loans, or other advances or indebtedness in accordance with §31-25-807(3)(b), C.R.S. Once the qualified electors of the DDA have approved debt repayment from TIF, not to exceed $45,000,000, the Town Council may approve an ordinance issuing bonds pursuant to §31-25-809, C.R.S.

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

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

vii. Retain title to such properties in its own name and lease or grant license or privileges in such properties to the DDA in order that the DDA may, as principal or agent, exercise its powers with respect to such properties; or

viii. Convey title to such properties to the DDA for such consideration and subject to such terms and conditions as the Town Council may prescribe without regard to any restriction, limitation, or condition otherwise imposed by statute on the sale or disposition of such properties by the Town of Castle Rock.

**Additional 3 Mill Property Tax**

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

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

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

*Downtown Castle Rock Plan of Development 2008*
Consultants
Hilarie Portell
Urban Placemaker

Every place has a story – a unique blend of history, culture, people and vision. Tell it well and you’ll create a dynamic place where people want to be.

I work with project teams to get to the essence, that unique personality that informs the brand, physical design, marketing communications, and customer experience.

I’m not a PR firm or an ad agency. I’m your partner on the leadership team to make a great place happen. I understand complex urban settings, design-driven development and artful flair. If we do it right, our place will speak for itself.

I’ll work with you on:

End-to-end commitment
It’s all about bringing a plan to life, creating momentum and support throughout the process. I’ll help us communicate with many audiences; and keep us prepared for issues that crop up along the way. I’ll work with all of the professionals on the team and other stakeholders to keep the project moving forward.

Defining and promoting a distinctive identity
From Day One, I’ll synthesize all that we know into a unique brand identity. I work with internal marketing teams or manage outside firms to tell our story in a compelling way.

Integrated planning
There’s nothing better than a team of experienced, talented professionals. I’ll work with them to infuse the brand into the place through art and design. Together we’ll create a place that matters.

The creativity and insight to make it happen.

Professional Involvement
Downtown Denver Partnership
Urban Land Institute
All In Denver
Downtown Colorado, Inc.
International Downtown Association

Education
- Colorado Business Committee for the Arts, leadership program
- Colorado Economic Development Council, economic development certificate
- University of Colorado at Denver, MA in public administration
- University of Utah, BA in political science with honors

Awards
- Marketing Director of the Year, Homebuilders Association of Metro Denver
- Women of Distinction, Commercial Real Estate Women

Verve, energy and attention to detail.
Relevant Experience

Mixed-Use Urban Communities

- Boulevard One at Lowry, a 70-acre, sustainable mixed-use community. Developed brand identity and ensured that it informed architectural design guidelines, public realm design, art program, mixed-use site planning. Directed a mobility study and public art master plan.

- Clayton Lane, an upscale mixed-use district in Cherry Creek North with 182,000 sq. ft. of retail. Public relations lead for project redevelopment by OliverMcMillan.

- Project team for Horizon Uptown, a 500-acre mixed-used sustainable community by Lend Lease Communities. Led branding and community center design.

- Colfax Mayfair Business Improvement District of 220 local & national businesses on Denver’s iconic Main Street. As executive director, lead economic development, business support, public improvements and clean/safe initiatives. Led a streetscape/mobility design plan; advocating for capital improvement funding.

- Lowry Redevelopment Authority, an award-winning, 1,800-acre mixed use community. Executive team directing all branding, public relations, marketing. Led the Lowry Foundation dedicated to enhancement of public spaces.

- Downtown branding & marketing strategies for Brighton, Castle Rock, Monte Vista and Lamar.

Affordable Housing

- Mariposa, Denver Housing Authority’s award-winning sustainable, transit-oriented development. Led branding and public relations.

- Strategic public relations for Boulder Housing Partners and their housing, development and sustainability programs.

Cultural Initiatives

- Led capital campaign for the Armory at Brighton Cultural Center, a downtown performing arts venue.

- Helped draft & advocate for Colorado Creative Districts legislation, resulting in arts-related economic development throughout the state.

Nothing worthwhile is ever easy... but it should be fun!

Contact Us
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Portell Works
The Communications of Place
Progressive Urban Management Associates (P.U.M.A.) is an economic development and planning firm that delivers community-based solutions to advance thriving downtowns, corridors and neighborhoods. A national leader in downtown and community development, we advise clients on a wide range of management, marketing, financial, urban design and implementation tactics that help communities and organizations create and sustain dynamic places.

**STRATEGIC PLANNING**
P.U.M.A. helps create, grow and refocus organizations to advance downtown and commercial corridor revitalization, community development and other civic agendas.

**Strategic Plans**
P.U.M.A.’s approach to strategic planning identifies business centers within community development organizations and seeks operational solutions to improve effectiveness, accountability and fiscal sustainability. We engage clients in building consensus among board members, staff and constituents, resulting in a seamless transition from plan to implementation.

**Feasibility Studies**
P.U.M.A. conducts feasibility studies that include market research and financial analyses with a focus on infill development and the reuse of existing buildings, particularly those of historic significance. Through community-led processes, we analyze alternate uses to preserve buildings, benefit the community and provide a long-term, sustainable, financially feasible plan.

**EQUITABLE COMMUNITIES**
P.U.M.A. makes the economic case and develops strategies to promote places that are healthy, welcoming and offer meaningful opportunities for all community members.

**Active Living & Food Access**
P.U.M.A. works with communities to encourage active living and improve health outcomes through changes to the built environment. Drawing on our experience in community development, and organizational and finance strategies, we employ our market-based philosophy to develop and execute plans that create healthier communities. We also work to improve access to fresh food in downtowns, neighborhoods and other communities in need.

**ECONOMIC DEVELOPMENT STRATEGIES**
P.U.M.A. merges an in-depth understanding of the marketplace with organizational development expertise to create achievable action plans with the tools needed for successful implementation.

**Downtown Action Plans**
P.U.M.A.’s market-based downtown action plans evaluate trends, demographics, community priorities, stakeholder perspectives and place-making opportunities to create a distinctive niche and positioning strategy for downtown. To get the most out of market opportunities, P.U.M.A. identifies development districts, clustering strategies and site-specific project options. Recommendations are developed for public/private partnerships to create effective programs and mobilize capital for implementation.

**Local & Regional Market Analysis & Economic Development**
P.U.M.A. capitalizes on local market opportunities to create customized economic development strategies for clients. In addition to extensive and inclusive community outreach, the process may include an economic profile, retail leakage analysis, resident survey, site readiness evaluation, development feasibility analysis for a business district and much more.

**Corridor Plans**
P.U.M.A. provides planning and urban design services for street corridors ranging from a couple of blocks to several miles with the goal of creating great places, increasing walkability and enhancing economic development opportunities. Our process often includes multi-day design charrettes with residents, city staff, transportation departments, developers, business owners and advocacy. We provide realistic and financeable solutions for improvements to connectivity, streetscape, building types and zoning.

**DISTRICT CREATION, EXPANSION, & RENEWAL**
P.U.M.A. brings experience from throughout North America and a track record of success to business improvement district (BID) development. Crafted to fit local legislation, politics and markets, we work with communities to start, renew, expand and consolidate BIDs. We stimulate community engagement through a participatory process of discovery with property owners, merchants, residents and other stakeholders, who guide us as we determine priorities and develop an overall management game plan.