

May 17, 2021

Ms. Sandy Vossler
Town of Castle Rock
Development Services
200 S. Wilcox Street
Castle Rock, CO 80104

Re: Miller's Landing IO PDP Amendment - Project Narrative

Dear Ms. Vossler,

On behalf of CCD Miller's Landing, LLC, Norris Design is pleased to submit this proposed amendment to the Miller's Landing IO PDP. Please find our enclosed application materials and project narrative for the proposed amendment, prepared per Town standards and per direction from discussions with Town Staff. This application has been prepared by and for the following parties to the benefit of the residents of the Town of Castle Rock:

Property Owner

CCD Miller's Landing LLC
115 Wilcox Street, Suite 206
Castle Rock, CO 80104
847-323-5277
Contact: Scott Springer

Attorney

Brownstein Hyatt Farber Schreck
410 17th St., Suite 2200
Denver, CO 80202
(303) 223-1197
Contact: Carolynne White

Planner

Norris Design
1101 Bannock St.
Denver, CO 80204
303-892-1166
Contact: Mitch Black

Civil Engineer

CORE Consultants, Inc
1950 W Littleton Blvd, #109
Littleton, CO 80120
303-730-5986
Contact: Rob Hansen

Enclosed are the application materials for the PDP amendment. The following items have been included with our first PDP amendment submittal:

1. Land Use Application
2. Development Review Fee of \$5,845
3. Title Commitment
4. Project Narrative
5. Mineral Rights Notice
6. Planned Development Plan
7. Traffic Impact Analysis
8. Concept Utility Letter
9. Phase I Drainage Report

Please note that the Financial Impact Report will be prepared as part of the Urban Renewal Authority process, and this requirement will be fulfilled with that report.

This is a revised first submittal for the Miller's Landing PDP. Since the last application, the following revisions to the plan and vision for Miller's Landing have been made:

- The total number of units have been reduced from 1,350 to 900 single family attached and multifamily units; reducing the overall density of the site.
- The traffic study and utility report have been revised to reflect the lowered density.
- We are no longer pursuing a public access water feature.
- This plan assumes the original alignment of Prairie Hawk as our client does not own the land for the eastern alignment.

We look forward to working closely with the Town during the review and approval process for this application. Please contact us if you have any questions or if you need additional information.

Sincerely,
Norris Design



Mitch Black, PLA
Principal

Project Narrative and Background:

The Miller's Landing site is a portion of the Citadel Station subdivision, generally located north and east of Plum Creek Blvd, and west of I-25. From 1978 to 1982, the Town of Castle Rock and Douglas County operated a landfill on the property. From 1982-2016, the property was zoned I-2 Industrial and remained vacant due to being a brownfield site. In 2013, Philip S Miller Park was constructed, bringing new life into the area around Miller's Landing. This improvement included the extension of Coachline Road and Plum Creek Parkway, and the development of the Plum Creek Parkway interchange. These significant public investments spurred new discussions around the future of the landfill site. In 2015, the first step in realizing the vision was the Town of Castle Rock authorizing an Urban Renewal Plan for the site, which allows a portion of the new property and sales taxes generated on the property to be used to pay back the bonds borrowed by a future developer to help fund the remediation and infrastructure.

In 2016, the property owner requested that the property be rezoned from General Industrial to IO PD in order to secure the favorable development standards contained in the Town Interchange Overlay Development Standards, with the added condition that all residential uses be prohibited on the property. This prohibition stemmed from concern about potential impacts on revenues and services to the Town, Douglas County and the County School District RE-1. Additionally, at the time there was not a tax structure in place for the property to be able to fulfill the normal obligations needed to support the additional services needed for residential development.

In 2017, the Town of Castle Rock worked with the property owner to create a Business Improvement District which would impose an additional property tax on commercial properties within its boundaries to help fund continued maintenance and improvements.

In 2017 CCD Miller's Landing LLC purchased the property and remediated the landfill according to State of Colorado standards, under State of Colorado supervision. The vision for Miller's Landing is to create a mixed-used district at the base of Philip S. Miller Park, providing an urban destination that connects the park with downtown Castle Rock. In partnership with the Town, other key pieces of infrastructure are planned to be built, including but not limited to additional public parking for Philip S Miller Park, a regional trail along the industrial tributary corridor, and the extension of Prairie Hawk Drive to the east of the property.

By 2018 all the pieces were in place for the property owner to make the initial investment in the property with the Urban Renewal Plan and a Business Improvement District in place to help pay back a portion of the costs. Together, the new tax revenues generated by the private investment within the property through 2039 will be used to offset costs on the following \$50 million in public improvements and amenities. Any cost savings must be used for public improvements and projects.

Philip S Miller Park has become a signature community resource and has refocused attention and investment on the southwest portion of the Town, becoming a principal gathering place for the community. Additionally, the Town has established Interchange Overlay districts to promote high quality, higher density development in the areas surrounding interchanges. The first rezoning to Interchange Overlay was recently completed for Castle Meadows, which abuts the Miller's Landing site.

Miller's Landing is currently zoned as Miller's Landing Interchange Overlay Planned Development (IO PDP). In general, IO districts allow the Town to capitalize on the vehicular traffic traveling along I-25 by permitting more compact, transit-oriented development. These districts have helped the Town to: (1) reduce parking requirements; (2) improve pedestrian connectivity; (3) increase compact residential options; (4) integrate housing in close proximity to employment and services; and (5) improve economic opportunities within the Town. They permit property owners to construct higher density mixed-use developments with increased floor area ratios and building heights and establish enhanced form-based design standards to create a memorable first impression of the Town. The Town's former

comprehensive master plan (the “2020 Plan”) stated that IO districts permit property owners to “access increased development rights via new regulatory mechanisms in exchange for such things as contributions to specific gateway enhancements, adherence to increased design standards, cash-in-lieu, and creation of high quality architecture and amenities.” 2020 Plan 5A-7.

At the same time the property owner rezoned the Property to IO PD, the property owner also entered into the Miller’s Landing Development Agreement with the Town. The Development Agreement addressed a number of key provisions related to the Property, namely that the property owner would (1) remediate the adverse environmental conditions that had resulted from the presence of a landfill on the Property; (2) convey its remaining interests in water rights to the Town; (3) submit a phasing plan to the Town; (4) construct drainage way improvements; (5) construct two lanes of Plum Creek Parkway; and (6) construct a pedestrian trail on the Property.

Since the initial rezoning of the property from I-2 to Miller’s Landing IO PD, it has become apparent to the land owner that the prohibition on residential development rendered the property effectively undevelopable because there has been a gradual but seismic shift in the real estate market. Employers and employees no longer want single-use light industrial, office, and retail campuses. Rather, the market dictates that developers create places where citizens can live, work, and play in close proximity. The amount of commercial, office, and industrial uses desired by the Town and Owner for this property cannot be successful without a minimum critical mass of residential to support and activate it.

According to the Urban Land Institute, “achieving success in developing mixed-use properties is not easy. Mixed-use development is complex and does not lend itself to the formulaic approach of many single-use projects. Each development and situation is different, and the development concept and outcome vary dramatically, depending on the particular site, market, developer, urban designer, and financing. Uses must be marketable in their own right, phased at the right time, and work together synergistically to create a whole that is greater than the sum of its parts...Mixed-use town centers, urban villages, and districts are organized around streets, parks, plazas, and/or squares and function more like an urban district than a single project. They frequently involve residential or office in low or mid-rise buildings, but they are predominantly made up of a variety of individual buildings arranged along streets and around public squares or other open spaces.”

One of the largest benefits associated with mixed-use developments is walkability. According to a National Association of Realtors survey, Americans prefer walkable communities more now than they have ever in the past. Additionally, cultivating both a residential and commercial audience, mixed-use developments have the power to attract an immense amount of interest and foot traffic compared to stand-alone stores. Mixed-use retail tenants are generally the beneficiaries of recurring spending from local residents. To ensure long-term viability of mixed-use development at Miller’s Landing, residential must be part of the permitted land uses, to adequately support commercial and retail spaces within the district.

In response to consumer demand and resulting inability of the property to be developed, the Owner approached the Town to discuss its proposal to remove the prohibition of residential development from the IO Development Standards. This request is for an amendment of the IO Development Standards to permit residential uses at Miller’s Landing to with the allowance of 900 total units of multi-family and single-family attached residences.

Miller’s Landing is intended to complement the existing businesses located downtown. We anticipate that future residents of Miller’s Landing will also be regular patrons of downtown businesses. According to the Urban Renewal Plan that was approved by the Urban Renewal Authority (URA), which is comprised of the Castle Rock Mayor and Town Council; 100% of the new property and sales tax revenues generated on site through 2039 will pay for the \$50 million in estimated public improvements for the Town. The tax rate does not increase. As the master developer invests private funds in the property, and its value increases and generates additional taxes. Douglas County and the other property tax levying entities will continue to receive the same property tax revenues generated by the

property as of 2015, as well as the re-appraisal increases that occur every two years. Once development occurs on Miller's Landing, it will provide significant tax revenue for the Town and County, including but not limited to paying for the accompanying public services needed to support future residential development on site.

The enclosed utility study shows that there is sufficient capacity to serve water, power, sewer and stormwater to accommodate the mix and quantity of land uses being proposed with this PDP Amendment.

Compliance:

This Planned Development Plan amendment is in general compliance with all applicable Town of Castle Rock codes and standards as well as in line with the Town's Vision 2030 Plan and 2030 Comprehensive Master Plan.

Compliance with the applicable portions of the aforementioned documents is outlined below.

Castle Rock Vision 2030:

Castle Rock's Vision 2030 Plan was created to drive the vision of the community through the year 2030. Within this plan, four (4) Town Cornerstones were identified as follows: Distinct Town Identity, Responsible Growth, Community Services, and Thriving Economy. This application for amending the Miller's Landing IO PD meets the intent and goals of those applicable items within the Town Cornerstones. The following identifies how this PDP meets the applicable Town Cornerstone criteria:

- **Cornerstone: Distinct Town Identity**

Intent: To ensure Castle Rock is recognized and rewarded as a unique and welcoming community distinguished by its vibrant and historic Downtown, small-town character, distinct identity as the Douglas County seat, diverse and easily accessible recreation options, scenic natural environment, and family-friendly activities.

Applicant Response:

Planned development on this property will continue to maintain the standards as prescribed in the currently approved Interchange Overlay Development Standards.

- **Cornerstone: Responsible Growth**

Intent: To ensure the Castle Rock plans for responsible development that accommodates the needs of existing and future residents while enhancing Town character, distinct Town identity and to ensure we remain a vibrant freestanding community within the region.

Applicant Response:

The proposed amendment will continue to help develop key pieces of transportation infrastructure and provide a mix of land uses that are complimentary to Downtown and Philip S. Miller Park while also supporting key aspects to create an enhanced gateway to the Town.

- **Cornerstone: Community Services**

Intent: To ensure quality community services and infrastructure are provided in an efficient manner to support public health, safety and welfare to maintain a high quality of life for Castle Rock residents and business owners.

Applicant Response:

The proposed Interchange Overlay PDP amendment will continue to benefit community services by contributing to construction of the new alignment of Prairie Hawk Drive.

- **Cornerstone: Thriving Economy**

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

Applicant Response:

The intent for Miller's Landing is to create a mixed-use development that includes a variety of land uses, including residential development as is permitted in the Interchange Overlay Development Standards.

Zoning Codes

This Interchange Overlay PDP Amendment will continue to uphold the Interchange Overlay Development Standards. Any modifications will be coordinated with the Town and documented in the PDP or other appropriate documents for the property, as appropriate.

General Design Principles

At the time of Site Development Plan, Miller's Landing will meet the applicable principles and guidelines of the Interchange Overlay Development Standards and the Castle Rock Design guide. The final design for the site will incorporate pedestrian and vehicular connections as appropriate and will provide landscape buffers as described in the Interchange Overlay Development Standards. These standards will be coordinated with the Town and documented in the PDP or other appropriate documents for the property, as appropriate.

Technical Manuals

At the time of site design, the appropriate applicable standards within the Town's technical manuals will be used, unless specifically agreed upon by the applicant and the Town of Castle Rock.

Interchange Overlay District

The proposed zoning for this site is Interchange Overlay District, which is consistent with the Comprehensive Plan designated land use. Specific standards that have been interpreted and verified by the Town during the original rezoning of the property are purposed to stay intact. No variances other than those approved with the original Miller's Landing IO PD are proposed.

Infrastructure

Infrastructure has not yet been designed but will be designed in accordance with the Town's standards.

Impacts

Measurable and generally planned for impacts are anticipated as a result of this PDP Amendment. A traffic study and utility plan have been included with this application for more details.

Phasing

Phasing will be completed in a logical manner with the extension of infrastructure, as development occurs over time. To illustrate anticipated sequence and triggers a phasing plan has been added to the Planned Development Plan.