

BE UNIQUE.
BE INCLUSIVE.
BE SUSTAINABLE.



BE BRIGHTON



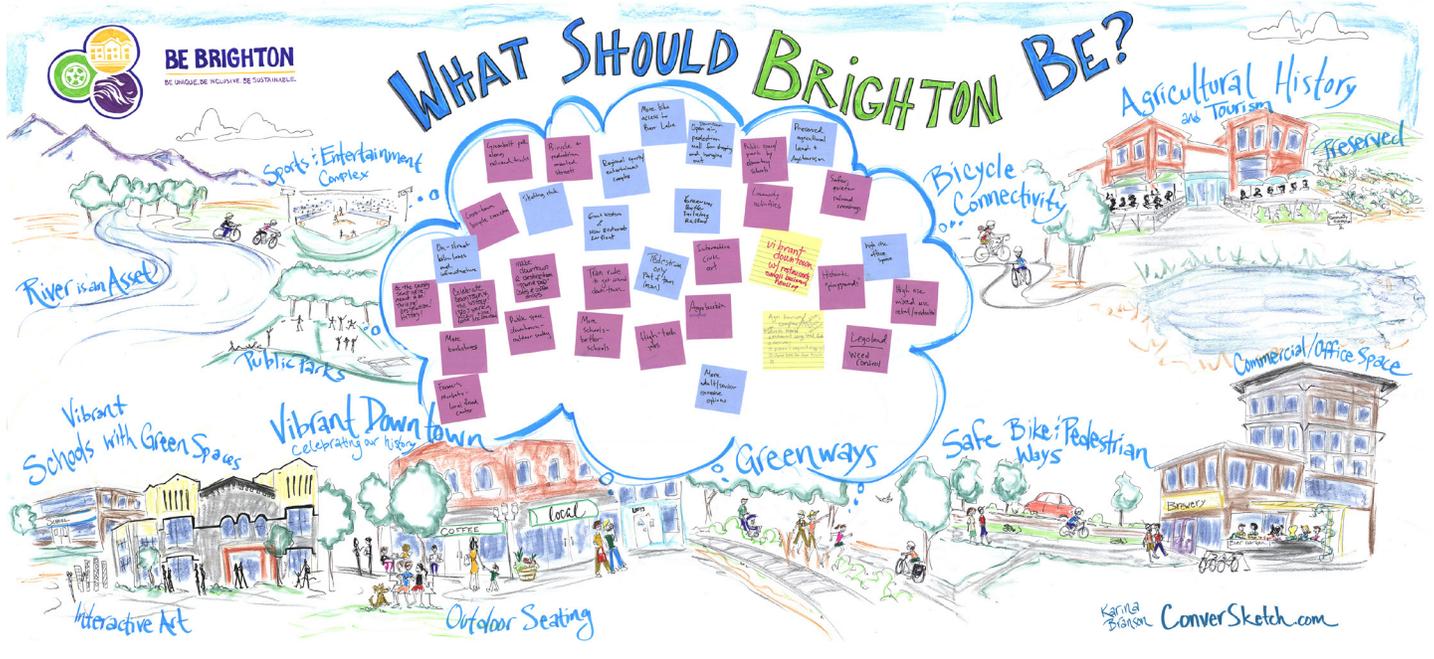
COMPREHENSIVE PLAN UPDATE
APRIL 2016





BE BRIGHTON

ACKNOWLEDGEMENTS



City of Brighton Staff & Administration

Manuel Esquibel, City Manager

Marv Falconberg, Assistant City Manager for Development

Chontel Trujillo, Assistant City Manager of Operations

Robert Smith, Economic Development Corporation Executive Director

Aja Tibbs, Long Range/Historic Preservation Planner, Community Development

Holly Prather, Director, Community Development

Jason Bradford, Planning Manager, Community Development

Lauren Simmons, Senior Planner, Community Development

Cathy Sexton, Associate Planner, Community Development

Casey Ballard, Engineering Technician, Community Development

Josh Tetzlaff, Associate Planner, Community Development

Andrew Baker, Planning Technician, Community Development

Josh Ryan, GIS Technician, Community Development

Diane Phin, Administrative Assistant III, Community Development

Kimberly Dall, Assistant Director, Streets & Fleet

Gary Wardle, Director, Parks & Recreation

Clint Blackhurst, Chief, Police Department

Mark Bodane, Chief, Fire Rescue District

Kristen Chernosky, Director, Public Information & Community Resources

Kaitlin Gault, Communications Specialist, Public Information & Community Resources

Zachary Reece, Public Information & Marketing Manager, Public Information & Community Resources

City Council

Dick McLean, Mayor
Kirby Wallin, Ward 1
Joan Kniss, Ward 1
Rex Bell, Ward 2
Mary Ellen Pollack, Ward 2
Cynthia Martinez, Ward 2
Lynn Baca, Ward 3
Ken Kreutzer, Mayor Pro Tem,
Ward 3
J.W. Edwards, Ward 4
Mark Humbert, Ward 4

Planning Commission

Archie Demarest, Chair - Ward IV
Matt Johnston, Vice-Chair - Ward I
Dick Hodge - Ward III
Farid Jalil - Ward II
Fidel Balderas - At Large
Philip Covarrubias - Alternate
Chris Maslanik - Alternate

Citizen's Task Force

Garrett McGannon
Amanda Griffin
Shereen Fink
Christopher Ray
Colleen Geoghan
R. Wayne Valvoord
Tonya Covarrubias

Consultant Team

Bruce Meighen, Principal, Logan Simpson
Jeremy Call, Project Manager, Logan Simpson
Libby Kaiser, Assistant Project Manager, Logan Simpson
Kristy Bruce, Environmental Planner, Logan Simpson
Brooke Seaman, Planner, Logan Simpson
Kelly Smith, Urban Designer, Logan Simpson
Felicity Selvoski, Planner, Logan Simpson
Ryan McClain, Graphics, Logan Simpson
Maria Michieli-Best, Graphics, Logan Simpson
Ted Kamp, Senior Associate, Leland Consulting Group
David Siegel, Senior Project Manager, Leland Consulting Group
Terry Freeman, Co-Founder, Two Forks Collective
Chris Haller, Founder, Urban Interactive Studio
Fritz Clauson, Project Manager, Urban Interactive Studio
Beret Odell, Public Engagement Associate, Urban Interactive Studio

**Special thanks to the hundreds of Brighton residents and business owners
who shared their hopes for what Brighton can be.**



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CHAPTER ONE: INTRODUCTION

THE WHAT, WHERE, WHEN, AND HOW OF LAND DEVELOPMENT

Be Brighton focuses on the physical world: the where, what, when and how of land use and the built environment in four steps:

Be Brighton presents a vision of *where* Brighton will grow throughout the City's entire Growth Management Area (GMA) (see Chapter 4).

It determines *what* land uses best accomplish the vision through build-out and redevelopment (see Chapter 3).

The City invests directly in public infrastructure and amenities, thereby leveraging the *when* of private investment (see Chapter 5).

The City sets expectations on *how* to grow, through zoning and development standards (see Chapter 5).



It's easy to see why Brighton consistently leads the northeast metro area in employment, affordable living, and quality of life. Located at the strategic intersection of interstates, rails, and rivers in one of the fastest growing areas across two of the fastest growing counties in the state. With over 150 years of history and a welcoming western spirit, Brighton is something special.

But the story is not yet complete - Brighton is planning for unprecedented, quality growth to further strengthen the community in the coming decades. Brighton's leaders and citizens have regularly updated the Comprehensive Plan to position the City for new opportunities. Be Brighton serves as the community's shared vision of its future to make life better for families, children, business owners, and employees. Be Brighton focuses on both growth and conservation, creativity and stability, with one goal in mind, to build a better Brighton.

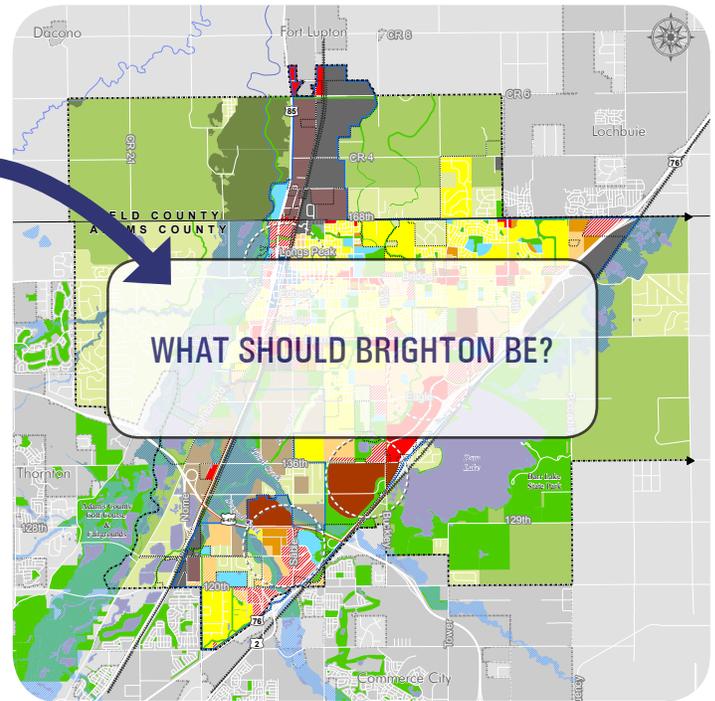


How Do I Use Be Brighton?

Developing a vision and a focused plan for the next 25 years begins with an understanding of the *past successes* found in this chapter. The *current challenges and opportunities* are summarized in Chapter 2. The *citywide principles and policies* are presented in Chapter 3. The *vision, Future Land Use Plan and specific opportunity areas* are presented in Chapter 4. The plan concludes with a system to *implement the community vision*, including *key indicators* to measure progress towards long-term goals in Chapter 5.



Above: Illustrated City Council Vision (view looking south toward Denver)



Past Successes

The City of Brighton has a rich history of planning for the future of the community and many successes to show for it. Public engagement, facilitated through the Be Brighton planning process, has resulted in a community dialogue with City Council, the City Manager’s Office, and many city departments and community groups, about what the future holds. With 2016 now underway, the City reflects on many recent accomplishments such as:

- Considerable effort, progress and collaboration in implementing the 2020 Comprehensive Plan. Similar progress on critical issues such as oil and gas, education, water protection state order, revised regulations such as the adoption of zone districts, and design standards for residential, commercial, industrial, and mixed-use development.
- Multiple development and redevelopment projects, with progress on sustainable projects such as the downtown redevelopment projects, Vestas complex and surrounding annexations for north corridor, Prairie Center Commercial and Mixed Use PUD’s, as well as new residential, commercial and industrial construction throughout Bromley Park.
- Historic designations and preservation planning for multiple properties.
- Further progress, partnership, and implementation of “Brighton Sustainable” on multiple fronts, from an electric vehicle charging station to gold-level recognition as a Solar Friendly Community.
- Acquisition of strategic open lands, future park sites, trail corridors, and recreational opportunities through coordinated efforts between departments and new development.

WHY UPDATE THE COMPREHENSIVE PLAN?

The Comprehensive Plan is updated periodically to reassess community values and to better leverage new opportunities, while helping to prepare Brighton for recent and forecasted changes in the economy and demographics. The current plan was adopted in 1999 and revised in 2001, 2003, 2007, and 2009.

For decades, Brighton’s Comprehensive Plan has helped the City prioritize public investment and position for many new opportunities. The plan’s policies and Future Land Use Map also communicate the community’s aspirations for future development and conservation.

The Guiding Planning Document

In the State of Colorado, comprehensive plans, called “master plans” in State Statutes, are advisory documents and serve as the community-driven, long-range policy basis for all future growth and development related decision. It acts as an aid for City Council, Planning Commission, advisory boards and commissions, and staff who are charged with the responsibility of giving deliberate, thorough consideration to land use decisions. Each land use decision, from the most minor variance to the annexation of a new growth area, will be evaluated for its compliance with the goals, policies, and principles of this Plan.

The underlying intent is for the goals and policies to serve as a frame of reference and guidance mechanism for future development and land use controls. Because Be Brighton was derived from public input about the community’s hopes and dreams for a better Brighton, it has an important role to play in many regulatory decisions, such as annexations, land use approvals, and updates to the Municipal Code (i.e., zoning and subdivision regulations).

WHAT IS NEW IN THE 2016 PLAN?

Since the last Comprehensive Plan was adopted in 2009, the City has resiliently endured and recovered from the economic downturn which altered the trajectory of market trends and customer expectations. Demographic shifts – in age, income, ethnicity – have continued to occur over the past decade. And ambitious physical changes are on the horizon with new transit service to Denver and Boulder, Aerotropolis, build out of Prairie Center and Adams Crossing, and an accelerating renaissance Downtown. This Plan brings greater focus to reflect today’s trends and future needs to guide the City for the next 5 to 10 years, looking toward a vision of Brighton 20 to 30 years from now.



A Coordinated Vision

The downfall of many plans is that they are developed in isolation from complementary systems. This plan takes a holistic view on Brighton’s quality of life and sense of community. It reflects Brighton’s vision of land use, transportation, water, and food systems planning. Thus, Be Brighton is based on previously adopted master plans and developed in a coordinated effort with the 2016 Transportation Master Plan, Water Master Plans, and the Adams County District Plan.

The City’s land use objectives provide guidance for planning the future transportation and water systems and vice-versa. For example, land use generates travel and water demand and the need for improved public facilities; investments in public facilities then help spur and shape development. Therefore, the Transportation Master Plan and Water Master Plans development process has been integrated and coordinated to explicitly address the role of transportation and water in future land use development patterns. The joint Brighton/Adams County District Plan addresses 5,000 acres of prime agricultural lands at the southern urbanizing edge of Brighton. Developed concurrently, Be Brighton sets the stage for unified implementation of the four plans, which will ultimately help the City reach its land use, transportation, water, and agricultural goals.



Related Plans

As the umbrella plan for all City functions and services, many adopted plans and Intergovernmental Agreements (IGAs) support Be Brighton. A complete list is shown in Table 1-1. Also see the Planning Boundaries Map in Chapter 3 under Growth Management.

Table 1-1: Related Plans, Amendments and Intergovernmental Agreements

RELATED PLANS, AMENDMENTS & INTERGOVERNMENTAL AGREEMENTS	ADOPTION DATE
Transportation Master Plan	2016
South Sub-Area Plan	07-Dec-2009
Adams County/ Brighton District Plan	2016
City of Brighton Water Master Plan	Revision in-progress
City of Brighton Stormwater Master Plan	Revision in-progress
City of Brighton Wastewater Master Plan	Revision in-progress
Adams County Comprehensive Plan-Imagine Adams County	Dec-2012
Brighton Urban Renewal Authority	03-Apr-2001
City of Brighton Parks and Recreation Master Plan Update	Feb-2008
Brighton Open Space Plan	Aug-2001
Brighton Greenways and Trails Master Plan	Jul-2004
DRCOG Metro Vision 2035 (Revision in-progress)	Jan-2011
DRCOG Hazard Mitigation Plan	Feb-2011
South Brighton General Improvement District (GID) Facilities Plan	09-Jun-2009
City of Brighton 2015-2019 Capital Improvement Plan	01-Apr-2014
Brighton Cultural Needs Assessment/Brighton Cultural Master Plan	Apr-1998
Lochbuie IGA	09-Jun-2009
Fort Lupton IGA	09-Jun-2009
Thornton IGA	2012
Commerce City IGA & South Adams County Water & Sanitation Dist. IGA	09-Jun-2009
52-85 Trail Master Plan	Jul-2008
Bromley Lane Master Plan	Apr-2004
US 85 Access Control Plan	Dec-1999
Riverdale Road Corridor Plan	2005
Aerotropolis Plans	In-progress

Initial Vision and Goals

A successful comprehensive plan is values-based, vision-driven, and outcomes-oriented. Through the 2015 City Council Priorities, the leadership of the City has committed itself to a values-based future with a high-quality of life and a focus upon the triple bottom line of social, economic, and environmental sustainability. This commitment is reflected in the City’s motto, “What we value today is what we become tomorrow.” This commitment is further amplified within the City’s long term vision – “Our vision is to create a star community in which to live, work, and play, where small town values meet the city of tomorrow.” The City’s 2009 comprehensive plan provided the foundation for this commitment.



BrightonSM

MOTTO . . .

WHAT WE VALUE TODAY IS WHAT WE BECOME TOMORROW.

VISION STATEMENT . . .

Our vision is to create a star community in which to live, work and play, where small town values meet the city of tomorrow.

MISSION STATEMENT . . .

The City of Brighton’s purpose is to provide essential services and progressive leadership to enhance the quality of life for the community.

VALUE STATEMENT . . .

 We value high quality service to the public and our fellow employees by providing respectful and professional assistance.

 We value personal integrity and strive to maintain the public trust through ethical behavior.

 We value innovation and positive change.

 We value the City’s friendly hometown atmosphere and celebrate the quality of life and cultural diversity of its people.

CITY COUNCIL WORKS TO ACHIEVE THIS VISION AND MISSION THROUGH THE PRIORITY BASED BUDGETING PROCESS, CAPITAL IMPROVEMENT PLAN, COMPREHENSIVE PLAN, AND OTHER DEPARTMENT MASTER PLANS.

COMMUNITY DEVELOPMENT’S MISSION:

INTEGRITY + VISION + STEWARDSHIP = A PROGRESSIVE COMMUNITY



The 2016 proposed budget's theme of "Sustainability, Embracing Change and Inclusivity to Strengthen the City's Quality of Life" echoes City Council's vision for sustainable growth and an inclusive society. All three of these components (sustainability, change, and inclusivity) work together as one and requires that everyone works together to facilitate that each component is accomplished, hence Be Brighton's taglines: "Be Unique, Be Sustainable, Be Inclusive."

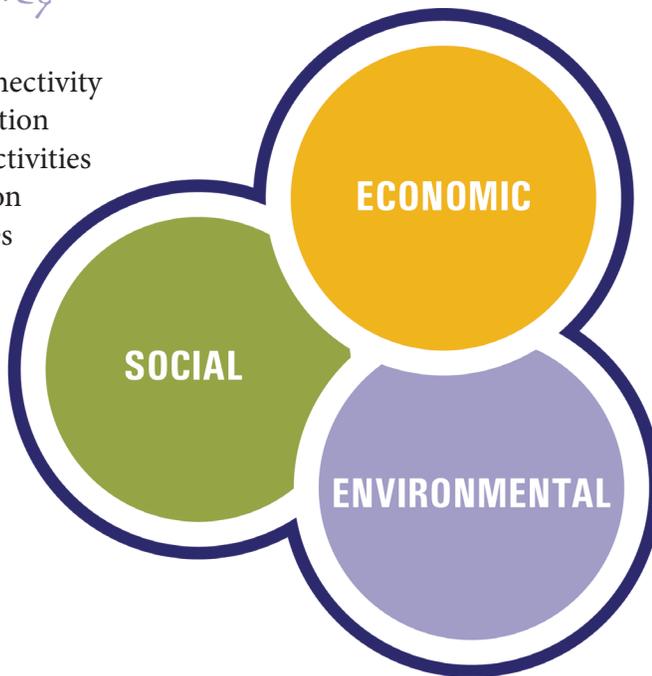
These values and the City's commitment provide a solid foundation for expressing an intentional future with an updated comprehensive plan.

Four vision themes emerged from the community discussions to describe what Brighton should continue to become (see Chapter 3).

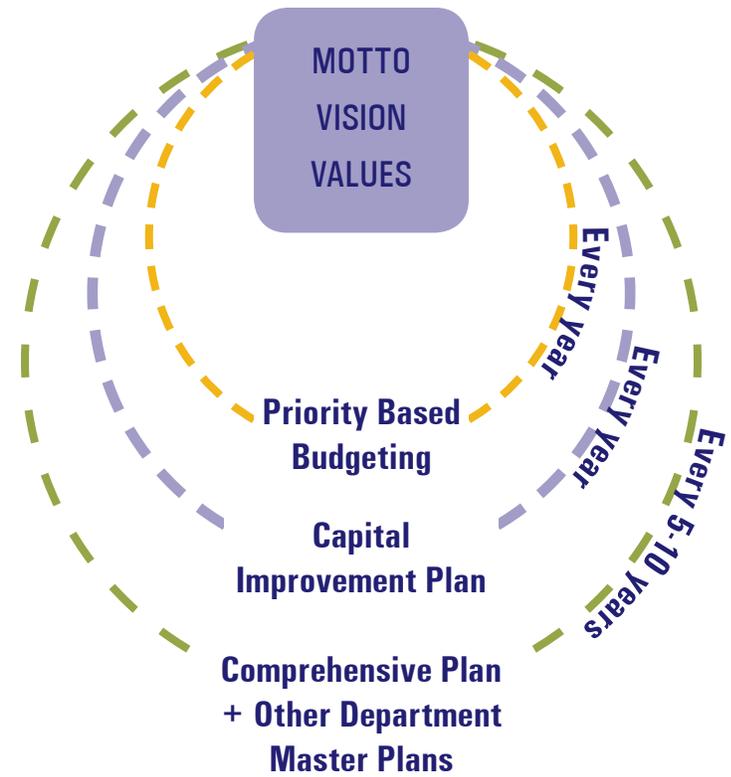
- The Regional Leader for the Northeast Metro Area
- Inclusive Community Where We Collaborate and Share
- A Sustainable and Complete Community
- A Future Rooted and Growing in a Farming Heritage and Small Town Feel

Social Equity

- Public Safety
- Road / Trail Connectivity
- Historic Preservation
- Arts / Cultural Activities
- Sport & Recreation
- Natural Amenities
- Education
- Inclusivity
- Healthy Community



2016 City Council Priorities



Economic Viability

- Branding / Marketing
- Redevelop Downtown
- Finance
- Business Development
- Maintenance
- City Workforce Trend
- Residential Development & Growth Policy
- Resilience

Environmentally Sound

- Agricultural Tourism
- Water
- Open Space
- Freight Rail
- Public Transit
- Smart Growth Policy
- Public Infrastructure & Utilities
- Riverfront

Planning Process

The City of Brighton began the Comprehensive Plan update in July 2015 and aims to have the plan considered by City Council for adoption by April 2016. The update is occurring in three phases.





A Community-Driven Plan

Inclusive and transparent public participation is a vital part of Be Brighton. Throughout the course of the planning process, input was solicited from a broad range of participants in a variety of convenient ways, including those who have been previously underrepresented. The ideas presented by community members during the planning process were instrumental in developing the community values, vision, and opportunities that led to the guiding principles, policies, future land use map, and priority projects for the City's future. As a result, Be Brighton aspires to be genuinely representative of Brighton's public needs, interests, and desires by the people and for the people.

Boards, Commissions, Committees, and Interviews

Be Brighton included input and leadership from Community Development, Streets, and Utilities departments, a Citizens' Task Force, Planning Commission, and City Council, to gain a community voice and department perspectives. Throughout the project, staff provided regular updates to boards and commissions.

Study Sessions and Hearings

Leadership from the Community Development, Streets and Utilities departments directed the development of the Plan through separate and joint study sessions. Multiple study sessions throughout the planning process gave the Council and Commission members the opportunity to identify and address any areas of concern, as well as recommend revisions for the Public Draft. The public will have an opportunity to review and provide feedback on the Draft Plan during a month-long review period. After the public comment period in Spring 2016, the Planning Commission will hold a public hearing to adopt, adopt with changes, or deny the Plan. City Council will hold a subsequent City Council hearing to ratify the Planning Commission's decision.

Technical Advisory Committee

The Technical Advisory Committee consisted of eleven City of Brighton staff members, selected by the City's Planning Division. They helped inform the consultant team regarding ongoing plans, projects, issues, and opportunities specific to their specialties and acted as a sounding board for goals and strategies developed in future phases of the project. The TAC met with the planning team three times over the course of the planning process.

Citizens' Task Force

The Citizens' Task Force consisted of 12 members, most of whom had never participated on a city committee before. The CTF members served as liaisons to their social networks and other community members and were invited to all public events and encouraged to get their networks to participate as well. The CTF met with the planning team four times during the planning process.

Stakeholder Interviews

Early in the process, City staff and the consulting team held three days of one-on-one and small group interviews with a cross-section of community leaders and representatives to gain feedback on issues and opportunities, generate initial visioning ideas, and stimulate interest in the comprehensive plan. Stakeholders represented neighboring jurisdictions, elected officials, residents, and business leaders to gain an understanding of key challenges to resolve. 18 interviews were conducted on August 18, 19, and 27, 2015.

BE BRIGHTON BELIEVES THAT IF YOU BRING THE COMMUNITY AND GOOD INFORMATION TOGETHER IN CONSTRUCTIVE WAYS, THEY WILL CREATE AN AUTHENTIC VISION AND STRATEGIES FOR WHAT THEY WANT TO BECOME AND HOW TO GET THERE.

Surveys and Online Outreach

The project website, www.BeBrighton.net was created as an intuitive forum to easily share news and updates, and involve the community in the process. It covered all public information needs like the option to sign up for the contact list, project schedule and updates, an events calendar and interactive timeline, a searchable document library, FAQs, surveys, open questions, bilingual content, and links to the Be Brighton social media platforms. In-person outreach events were extended online to reach those unable to attend with the same information. Throughout the entirety of the planning process, Be Brighton was advertised through Facebook, Twitter, and Instagram posts, YouTube videos, articles in the Brighton Weekly and a local Colorado magazine, press releases, and email blasts. 10,750 homes received notifications about the project as part of their monthly utility bill.

Direct Outreach

Workshops and Open Houses:

Direct community engagement began with the City Barbeque event at the beginning of August 2015, which was followed by stakeholder interviews; Market Day on August 22nd; a Visioning Workshop at the Armory on August 27th; a Public Workshop on October 29th; the Eagle View Craft Fair on November 7th; and six additional presentations at the end of November. Additional open houses were held in Spring



43 at Kickoff Event



70 at Eagle View Craft Fair



Outreach at Market Day

500+ UNIQUE VISITORS TO www.BeBrighton.net



Photo Contest 100+

WHO WAS REACHED?
The first phase of public engagement took a number of forms throughout August and September. In that short time, project outreach efforts engaged over 10,000 homes using direct and indirect contact.

95 Survey Submissions

18 Stakeholders Interviewed

5 Planning Commission Study Sessions



100+ at City BBQ

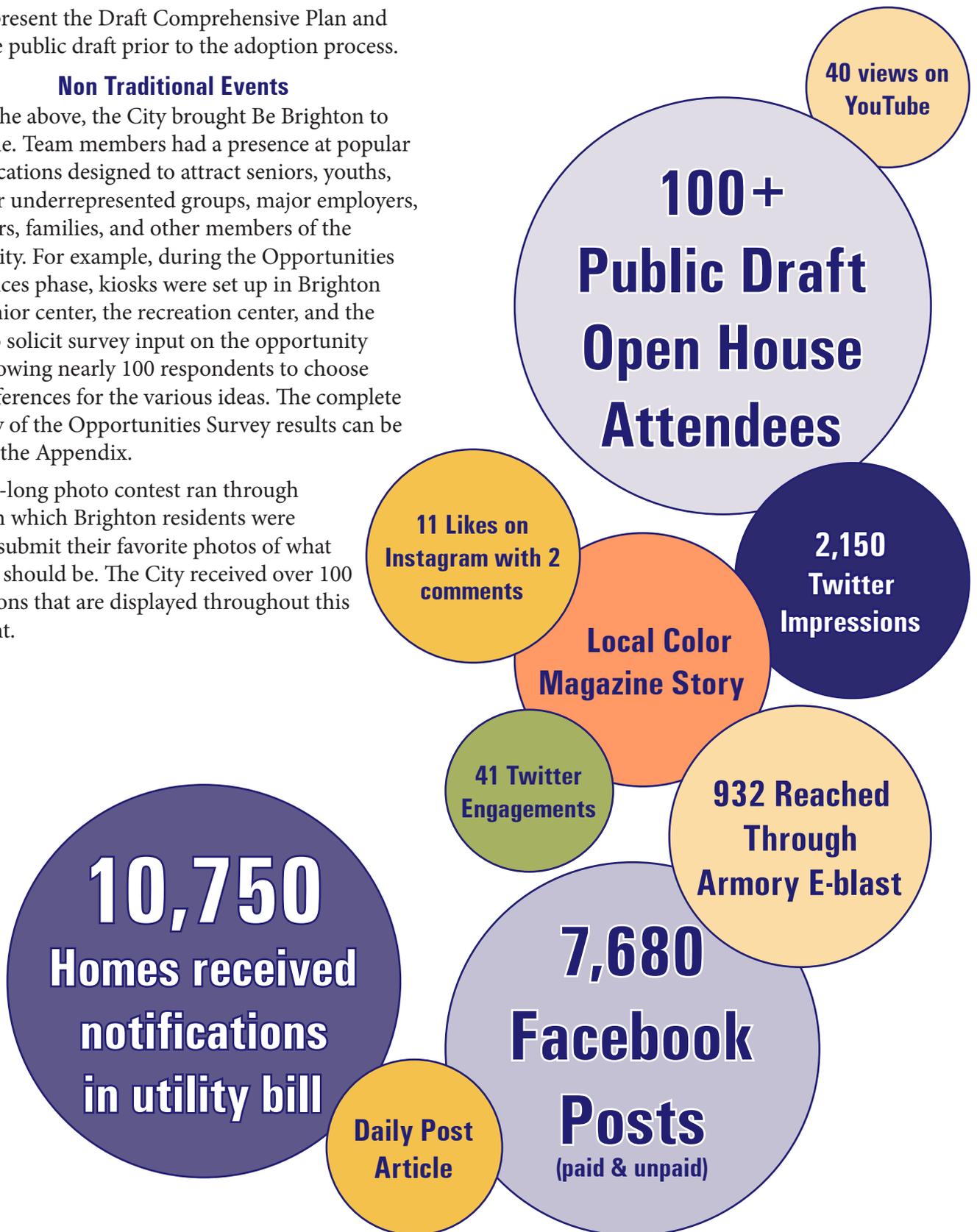


2016 to present the Draft Comprehensive Plan and refine the public draft prior to the adoption process.

Non Traditional Events

In all of the above, the City brought Be Brighton to the people. Team members had a presence at popular public locations designed to attract seniors, youths, and other underrepresented groups, major employers, developers, families, and other members of the community. For example, during the Opportunities and Choices phase, kiosks were set up in Brighton at the senior center, the recreation center, and the library to solicit survey input on the opportunity areas, allowing nearly 100 respondents to choose their preferences for the various ideas. The complete summary of the Opportunities Survey results can be found in the Appendix.

A month-long photo contest ran through August in which Brighton residents were asked to submit their favorite photos of what Brighton should be. The City received over 100 submissions that are displayed throughout this document.



CHAPTER TWO:

CURRENT CONTEXT AND VALUES



Photo by Carrie Schara: Be Brighton Photo Contest, Best Rural Photo Winner

Be Brighton began with data collection and analysis of the City's existing and in-progress plans, policies, and goals to determine what is working well, and where improvements are needed. It identified and analyzed trends in population, housing, jobs, and land use to understand the story of Brighton's past and present. Within the context of the community's core values, findings are summarized in this chapter for demographic trends, agriculture, land use character, historic resources, residential market trends, and commercial market trends, as described on the following pages.



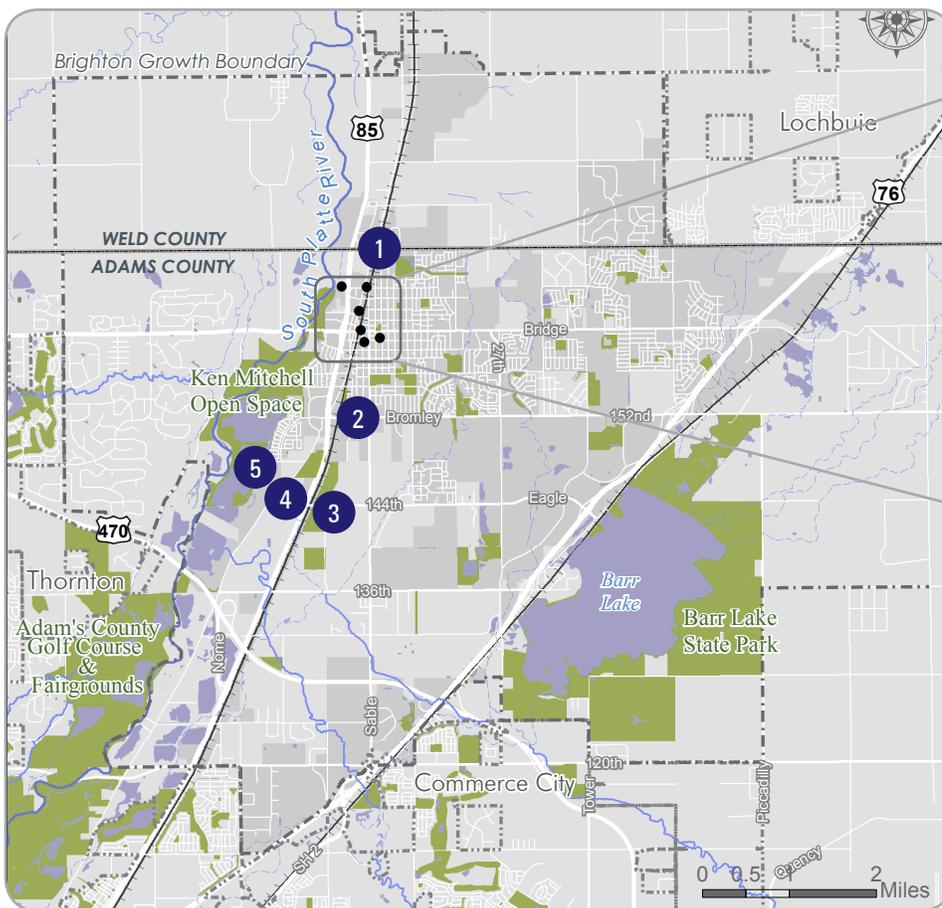
Photo by John Grace: Be Brighton Photo Contest, Best Transportation Photo Winner



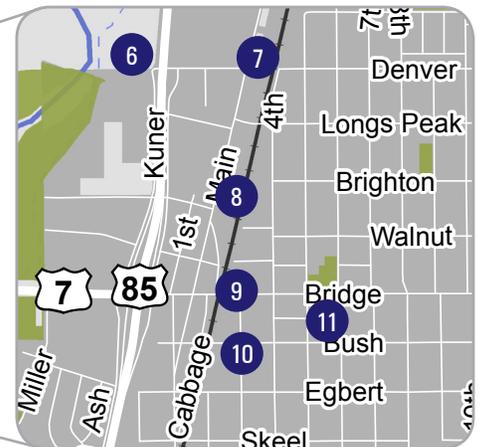
Heritage

Brighton is home to a diverse, historically significant landscape. Almost 25% of homes in Brighton were built prior to 1969, making those properties either currently eligible for historic designation consideration or eligible for consideration within the next four years. Properties are generally considered to be historic once they reach 50 years of age and the historic designation process will evaluate the significant contributions the property has made to the local history and heritage. These properties are a valuable resource that contribute to the fabric of the community and are an asset that the City should strive to retain, particularly those that have been identified as potentially threatened.

The earliest ranches in the Brighton-area were settled in 1859. The town of Brighton was incorporated in 1887 due largely to the intersection of two major rail lines which provided the opportunity for area farmers to process and sell their goods to a wide market. While Brighton grew over time, it retained strong ties to the agricultural roots on which it was founded. The City has been able to retain numerous historic farming and ranching sites, including the well-known Bromley Hishinuma Farm. While farms and significant agriculture-related buildings are a source of pride for the community, outside pressures put many of these properties at risk. As the City looks forward, it is important to prioritize these pieces of Brighton’s history and incorporate them into the future.



Source: Brighton Historic Resources Survey Phase 1



See legend on page 2.



Many of Brighton’s historic buildings are concentrated in and around Downtown.

Issues

- Development pressures threaten existing historic structures as new homes and businesses are built to meet growing demand.
- Downtown’s concentration of historic buildings requires ongoing financial support to preserve the area’s heritage and character.
- Agricultural properties in the Brighton area are threatened by encroaching development, potentially resulting in the loss of historic farm, ranch, and agricultural structures.
- Many of the City’s historic resources are small residences threatened by aging materials which are repaired or replaced by modern materials more affordable to the residents in the area.

HISTORIC + POTENTIALLY THREATENED PROPERTIES

- 1 *Midland Cereal Building*
- 2 *Meehls-Burnett-Sakata House*
- 3 *Pleasant Plains Schoolhouse*
- 4 *Wagon Wheel Skate Center*
- 5 *Aichelman House*
- 6 *Kuner-Empson Water Towers and Office*
- 7 *Brighton Grain Elevator*
- 8 *Wilmore Canning Factory*
- 9 *Brighton Depot*
- 10 *Tabor-Rice Funeral Home*
- 11 *Brighton Municipal Building*

Opportunities

- Phase 1 of the Brighton Historic Resource Survey was completed in 2014 and identified 11 historic and potentially threatened properties.
- Part II of the first phase was initiated at the end of 2015, which, once completed, will provide historic information on approximately 64 farmsteads in and around Brighton.
- The 11 at-risk properties provide opportunities for redevelopment and revitalization of potentially underutilized properties.
- Inclusion on the local, State and National Register of Historic Properties provides the opportunity for owners to qualify for income tax credits at both the State and Federal level.
- The historic resources located in Brighton provide an opportunity for the development of heritage or educational tourism programs.

Sustainability

- It is generally said that “The greenest building is the one that is already built.” Historic structures provide a community with buildings that are inherently sustainable. However, upgrading and renovating historic structures can be very costly.
- The rehabilitation and reuse of existing buildings encourages investment areas that have already been developed and limits the consumption of new land, materials, and energy.
- Historic structures were often designed to take advantage of environmental conditions and implement passive, energy-saving strategies that continue to provide an opportunity for energy savings.



Bromley Hishinuma Farm



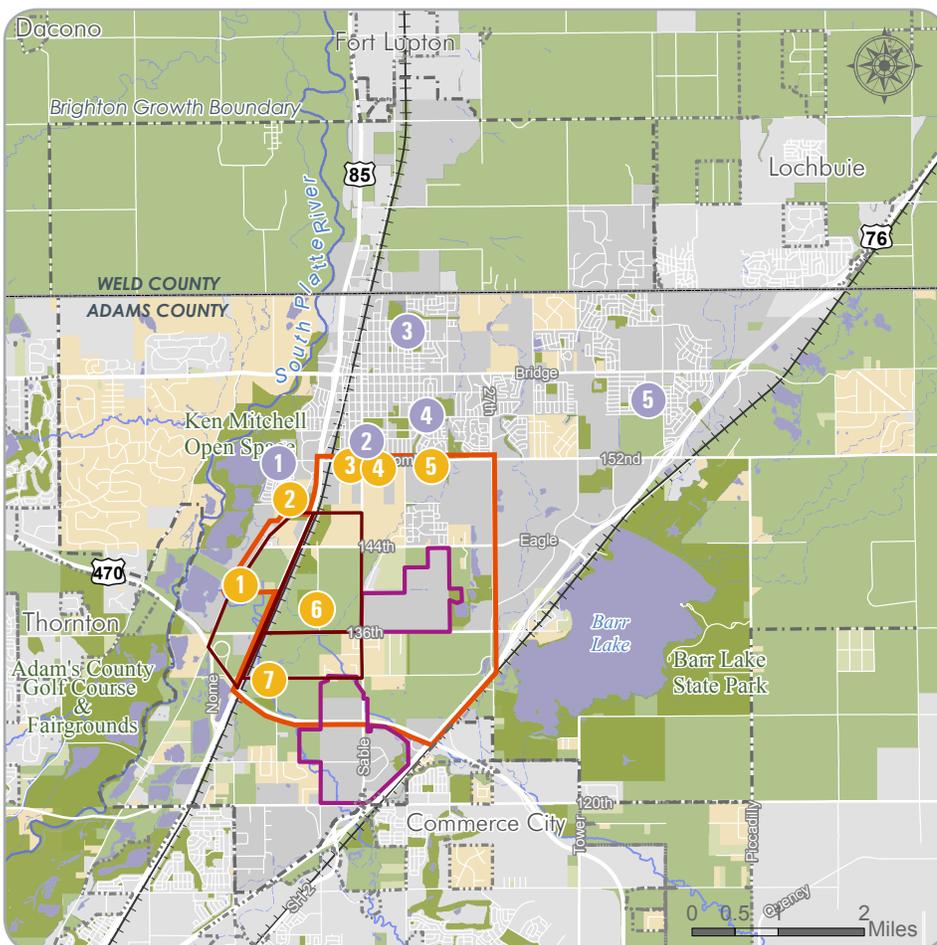
Brighton Grain Elevator



Agricultural Assets

The City of Brighton has a strong agricultural heritage with some of the most productive farms in Colorado, but this heritage is at risk. As it becomes more difficult for farmers to make a living off their land, many are selling their properties to developers, with homes and businesses rapidly replacing fertile soil. Because Brighton values its agricultural community and the separation farmlands provide from the Denver metro area, the City is working to identify ways to preserve agricultural land and ensure local food production remains a viable part of its character and economy.

The 2005 South Sub-Area Plan laid the foundation to preserve prime farmland along the US 85 corridor. In 2010, the City of Brighton developed a master plan for the Bromley Hishinuma Farm to become a living farm with community / teaching gardens and special events. In the spring of 2015, the City began an historic and architectural survey of the most important agricultural properties in Brighton. In July, Brighton agreed to work with Adams County to study the feasibility of a local food district that would link growers with processors and distributors and promote agritourism. For several years, the City's Agricultural Land Preservation Subcommittee, comprised of farmers and citizens, has helped identify issues and prioritize opportunities related to preserving, growing, and marketing Brighton's agricultural assets.



Agricultural Zoning

- (Adams) A-1 (Weld) A
- (Adams) A-2
- (Adams) A-3

Local Food District

Adams County & Brighton are studying this area's potential for agricultural preservation & agritourism.

Prime Preservation Areas

The Ag Land Preservation Subcommittee identified properties within these areas as priorities for preservation.

Planned Developments

Community Gardens

- 1 Ken Mitchell
- 2 Adventist
- 3 Denver Street
- 4 Zion
- 5 Northgate

Issues

- Many farmers would like to sell their land and water rights.
- Farmland is becoming fragmented by residential and commercial developments.
- The majority of agricultural land is located in unincorporated Adams County, but lies within Brighton’s growth boundary.
- More cost-effective methods of preserving prime agricultural lands need to be identified.
- Existing zoning doesn’t support cottage industries or agritourism.

Major Farms

- 1 *Petrocco Farms: greens, cabbage, green beans, and onions*
- 2 *Lulu’s Farm: variety of produce at onsite market*
- 3 *Sakata Farms: sweet and field corn, onions, broccoli, beans, and cabbage*
- 4 *Palizzi Farms: variety of produce at onsite market*
- 5 *Bromley Hishinuma Farm: 9-acre historic farm owned by the City; trying to find a tenant to work the land and manage learning activities and events*
- 6 *Berry Patch Farms: certified organic farm providing pick your own, farm dinners, culinary, and children’s activities*
- 7 *Okada Farms: small farm*

Opportunities

- Create an agricultural district that would be unique to Brighton.
- Continue to develop partnerships with agencies that can help fund agricultural land preservation and promote agritourism.
- Attract secondary industries such as processing and distribution, restaurants, breweries, distilleries, and culinary education.
- Encourage smaller farms to share equipment to reduce costs.
- Encourage hydroponic crop production (plants grown in water/ nutrients and no soil) and greenhouses to extend the growing season.
- Activate the Bromley Hishinuma Farm as a living farm with events.
- Encourage farm to school sales.
- Consider ‘controlled designation of origin’ for products like hops to promote and protect names of quality local products.
- Partner with CSU to promote heirloom/ heritage crops and seeds.

Sustainability

- Productive agricultural land is a finite and irreplaceable natural resource.
- Farmland offers environmental benefits, including wildlife habitat and the potential for groundwater recharge.
- Local food production helps reduce the miles food travels from farm to market.
- The preservation of agricultural land reduces development sprawl.
- Agriculture contributes to a well-rounded economy.
- In terms of the cost of public services, farms and other resource lands more than pay for the community services they require.
- Agricultural land supplies products with little market value, but enormous cultural importance.

EXISTING FARMLAND



10 - 49 Acres

Size of the Majority of Farms in Adams County;
Wheat, Grain, Oil Seeds, Dried Beans, & Dried Peas are the Primary Crops Grown

TRANSITIONING FARMLAND



\$0.35

Working & Open Land

\$1.16

Residential Land

For Every Dollar it Makes, the City’s Cost to Provide Public Services Varies by Use

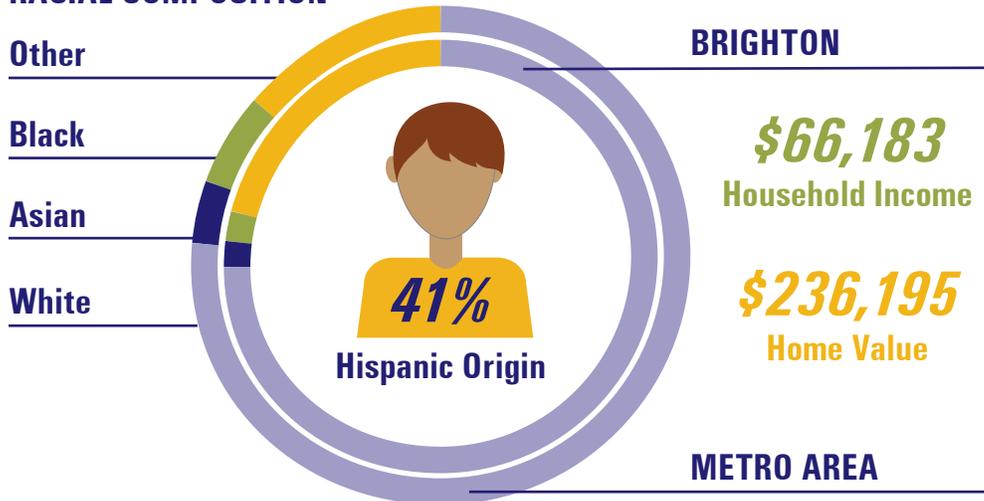


Residents & Housing Options

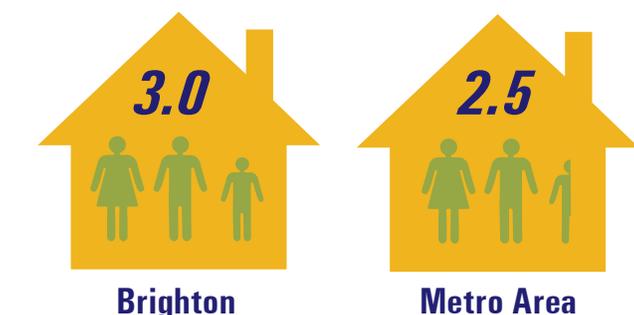
Brighton is a diverse, family-oriented community with larger households and percentage of youth under the age of 24 than the state average. Three quarters of Brighton’s residents consider themselves white, similar to the metro area, yet 41% of residents also consider themselves Hispanic / Latino, regardless of race, versus 23% in the metro area. Compared to Denver and Aurora, which also have high concentrations of Hispanics, Brighton’s Latino population generally includes more native-born U.S. citizens who speak English and have higher median incomes.

One-third of Brighton residents rent and many are looking for an affordable home to buy. The median home value in Brighton is \$236,195, a comparative bargain to \$300,866 in the metro area. Immigration trends suggest that Brighton will continue to attract large families needing larger homes. But like the rest of the nation, the City’s population is getting older as Baby Boomers enter their 50s, 60s, and 70s, and will need smaller homes that are accessible, easy to maintain, and close to growing families. With a robust projected growth rate approaching 4% annually, the residential market area (a region encompassing Brighton itself, along with eastern Thornton, northern Commerce City, Ft. Lupton, Lochbuie, Hudson, and Keenesburg) will need to build 18,500 new units to satisfy demand over the coming decade. To meet this total new demand and ensure an adequate supply of workforce housing, 1,000+ units are likely to require some level of subsidization.

RACIAL COMPOSITION



18,500 NEW HOMES NEEDED IN 10 YEARS



AVERAGE HOUSEHOLD SIZE

BRIGHTON

\$66,183
Household Income

\$236,195
Home Value

METRO AREA

\$64,675
Household Income

\$300,866
Home Value

Issues

- The impact fee structure and open space dedication requirements are considered excessive by some housing developers.
- Local school district underfunding can pose challenges for marketing residential properties.
- Brighton is more geographically separated from the remainder of the metro than other suburbs.
- There is a lack of housing options for seniors.
- Downtown lacks a significant housing concentration.

Opportunities

- Housing is relatively affordable, attracting young families.
- Growth among seniors and Millennials, and low rental vacancies, will create demand for multifamily housing.
- Brighton can offer the benefits of relative isolation (homey, “freestanding” prairie town feel) while offering a tolerable commute to Denver.
- Despite lower population concentrations today, Brighton’s market area is squarely within the path of growth, with annual rates expected to exceed metro-wide rates by 2.5 times.

Sustainability

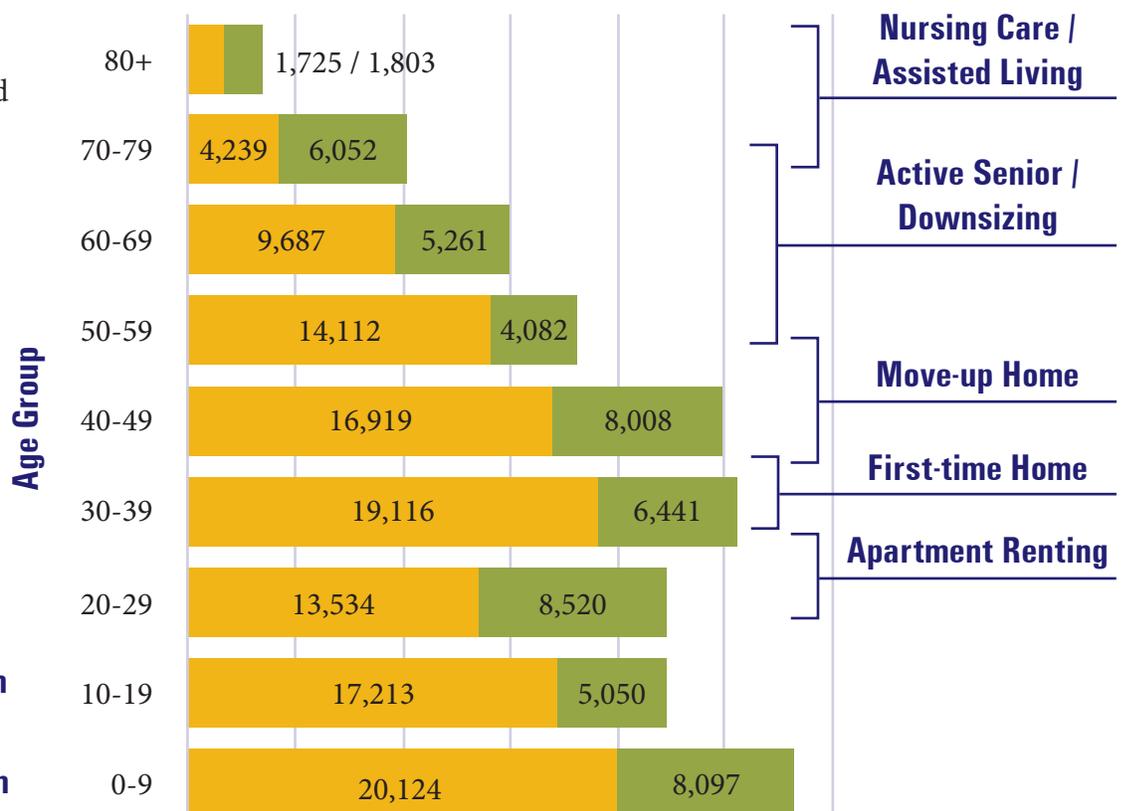
- Homes in proximity to schools, parks, shops, and services encourage active transportation and social interaction.
- Older neighborhoods may require public investment to preserve value.
- Adding new multi-family housing options can be difficult, but done right, it stands to broaden multi-generational appeal and improve livability for all ages.
- Both Downtown and the Prairie Center area represent logical sites for new rental housing close to shops and services, infusing these areas with vitality and reducing auto dependency.

HOUSING NEEDS BY AGE GROUP, BRIGHTON MARKET AREA

Residents age 60+ will more than double in number – boosting need for downsized, low-maintenance housing types and more assisted care capacity. While growth in the prime first-time homebuyer 30-something age bracket will wane somewhat, substantial growth among 20-something Millennials will fuel even more apartment demand.

2015 Population
116,670

2025 Population
169,984



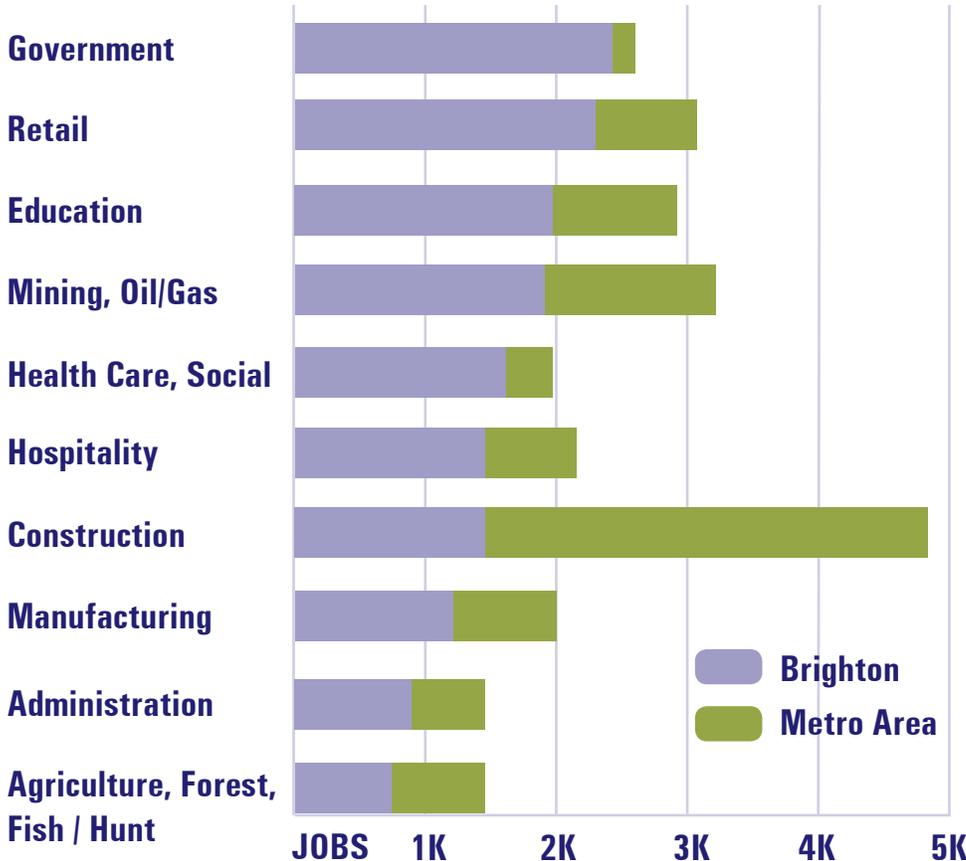


Workforce + Job Opportunities

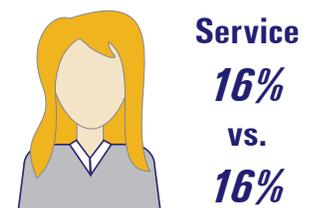
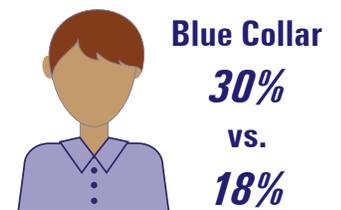
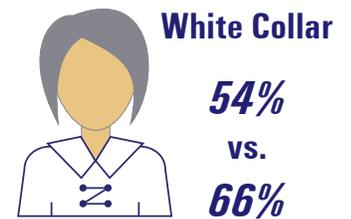
Brighton is a hardworking community striving for better job opportunities, with a lower poverty rate than the metro area (11% vs. 17%). Its residents earn a decent living on par with the metro area, yet only 18% of them over the age of 25 have a bachelor's degree, versus 40%, and Brighton has a much higher concentration of blue-collar employees. As of 2014, the construction sector and oil/gas extraction topped the list of overall market area job generators, yet Brighton's job mix is driven more by public sector employment, including city and county administration as well as education, followed by retail.

The City of Brighton's retail sector overall is quite healthy and dominates the market area, with 77% of the region's standing inventory. Concentrations of shops and services are found near Downtown, at Prairie Center, and along east Bridge Street. Only 5% of retail storefronts are vacant, suggesting that new construction could soon be warranted. The market area's office supply is also heavily concentrated within Brighton's city limits; however, the Brighton area is very underdeveloped as an office location, with just over 0.5% of metro-wide office space inventory, indicating a healthy market able to support additional construction. The industrial market also offers promise. Based on projected market area employment growth of over 12,500 jobs by 2025, Brighton could absorb 1.5 to 1.8 million s.f. of new industrial space over the coming decade. A significant share of industrial development is anticipated near the Bromley Interstate Business Park and the emerging Brighton-to-Ft. Lupton Energy Corridor.

TOP 10 EMPLOYMENT SECTORS IN BRIGHTON + METRO AREA



BRIGHTON VS. METRO AREA



Issues

- The far northeast metro is somewhat challenged by access issues, relative to competing retail sites – a limiting factor mainly for regional-scale retail like malls and major lifestyle centers.
- While the industrial market, on paper, has very low vacancy, the K-mart distribution center is now highly under-utilized – posing a recruiting challenge.
- Natural gas extraction, a major local employer, is facing a potential down-cycle.

Opportunities

- Household growth within the market area should help to spur ample retail expansion over time.
- Brighton dominates retail and office development in the market area, with low vacancies, indicating demand for new development.
- Brighton has a locational advantage over nearby competition as a site for retail and office expansion due largely to north Commerce City’s adjacency to the rooftop-less Rocky Mountain Arsenal and DIA expanses.

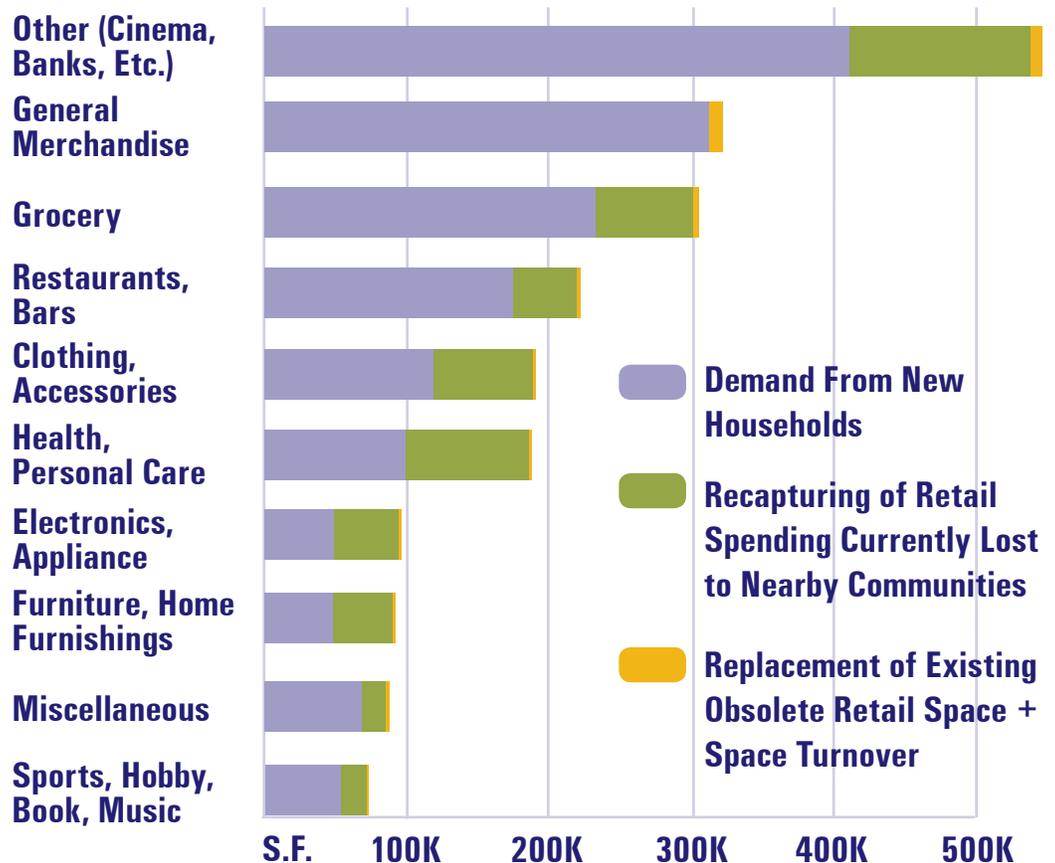
Sustainability

- Brighton’s inroads into alternative energy (primarily from Vestas) should boost the ability to market a desirable and diversified Energy Corridor.
- Downtown is a market strength – worth preserving and bolstering, even as Prairie Center and Adams Crossing grow to reach their potential.
- As Brighton’s employment base continues to grow and diversify, the option to both live and work here could reduce commutes, encourage active transportation, enhance social networks, and improve air quality.

10-YEAR COMMERCIAL / INDUSTRIAL DEMAND



10-YEAR MARKET AREA DEMAND BY SOURCE AND STORE CATEGORY

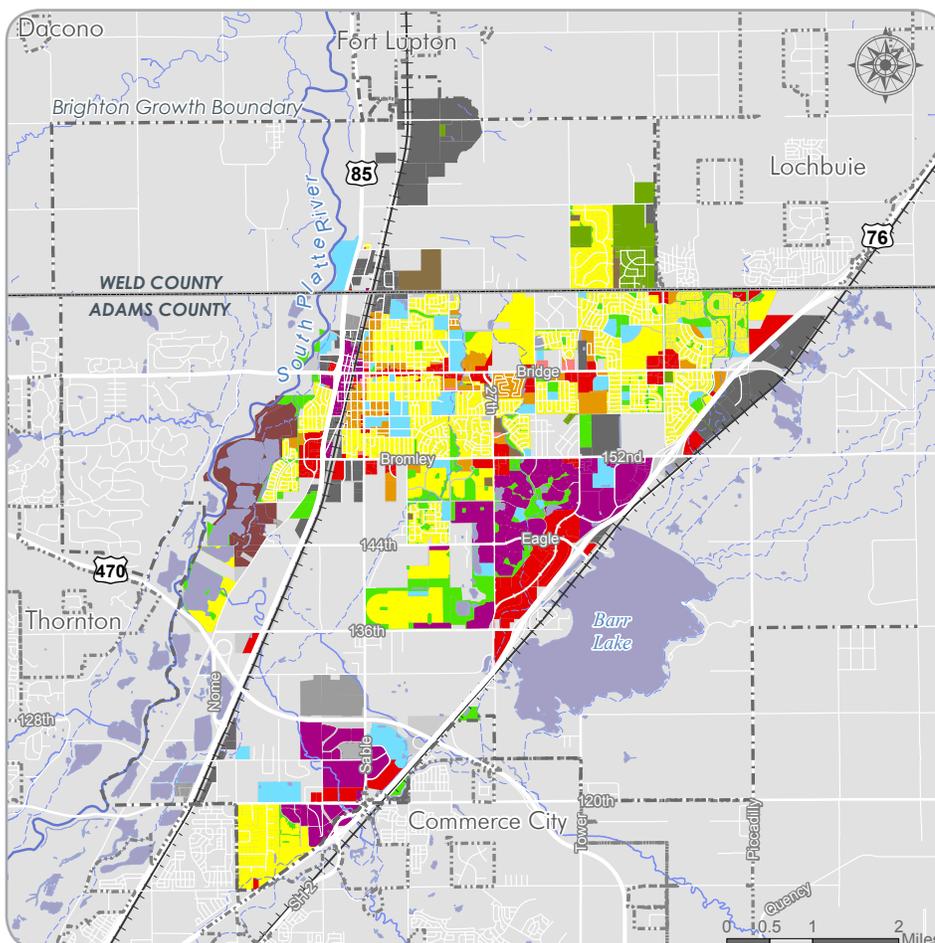




Development Pattern

The City of Brighton is a freestanding community visually and physically separated from the greater metropolitan region, with diverse housing, employment, services, recreation, and entertainment. It has an historic Downtown that anchors the City's small town identity and its original neighborhoods northwest of Bromley and 40th Avenue. A fine-grained street grid orients mostly single-family homes around parks and focuses businesses along Bridge Street and 4th Avenue. Newer neighborhoods east of 27th Avenue, north of 136th Avenue, and west of I-76, including Bromley Park and Prairie Center, are in varying stages of development. Master developers have worked with the City to plan these areas (called planned unit developments), dedicating land to schools and open space, and creating special funding districts to provide necessary infrastructure. The southern tip of Brighton remains largely undeveloped. Between the South Platte River, I-76, Bromley Lane, and Commerce City, much of the land is agricultural and in Adams County. This area, which is the focus of the City's 2005 South Sub-Area Plan, will be jointly studied this year by the City of Brighton and Adams County to update preferred uses and regulations.

As the City continues to grow, it is imperative to prioritize development that minimizes conflicts with existing and future uses in Brighton and adjacent jurisdictions, coordinate necessary infrastructure and services, and leverage social, environmental, and financial resources to sustain a high quality of life.



GENERALIZED ZONING AND LAND USE



Issues

- There is an abundance of vacant land entitled for development, making it difficult for the City to direct growth to areas where it's most appropriate.
- The growth boundary contains county lands that are likely to remain semi-rural and would be expensive to service if incorporated.
- Water and sewer service extensions in the South Sub-Area are putting development pressure on agricultural properties.

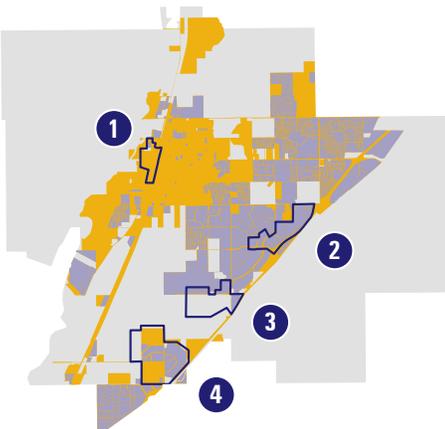
Opportunities

- Prioritize growth in coordination with transportation, water and energy infrastructure.
- Encourage higher-quality development with clear design standards, particularly in commercial and industrial areas.
- Work with the counties and State to ensure compatible land uses and conservation of environmental resources.
- Capitalize on the proximity to Denver International Airport and plan for development nodes nearest Brighton.

Sustainability

- Encourage balanced housing choices, diversified job and education opportunities, and recreational activities to create an inclusive community.
- Promote a high intensity mix of uses in Urban Centers.
- Channel most non-residential growth to nodes and corridors near highways, arterials and transit.
- Encourage the redevelopment of underperforming areas.
- Build on renewable energy investment.

DEVELOPMENT PATTERN



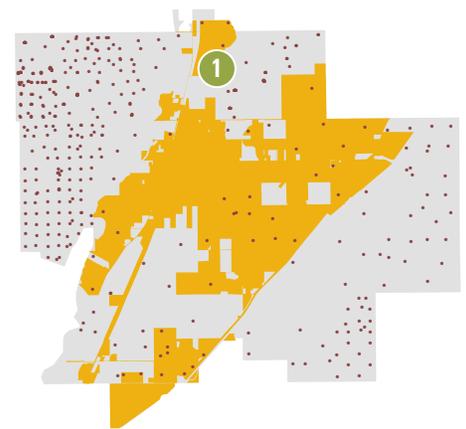
- City Boundary**
13,392 acres mostly focused between US85, I-76 and E-470
- Planned Unit Developments**
Areas where master developers have planned a range of uses and services; at various phases of development
- Growth Boundary**
28,799 acres beyond the city boundary where the City influences future growth

URBAN CENTERS

Urban Centers
Areas designated for a higher intensity mix of uses that support a range of housing, job and mobility options amid high-quality urban design; eligible for special funding from the Denver Regional Council of Governments.

- 1 Downtown**
Historic business district
- 2 Bromley Park**
Includes a portion of the Prairie Center development north of 144th Avenue
- 3 Prairie Center**
Mostly unplanned and outside city limits
- 4 Adams Crossing**
Includes the Adams County Government Center and a proposed agriburbian development

ENERGY DEVELOPMENT



- 1 Vestas**
Manufactures wind turbines and aircraft equipment
- Oil & Gas Wells**
The Colorado Oil and Gas Conservation Commission is beginning outreach to define the role of local governments in siting and permitting large scale oil and gas facilities to better coordinate oil and gas development with comprehensive plans.



CHAPTER THREE:

FUTURE LAND USE PLAN & OPPORTUNITY AREAS

Planning and development in Brighton should be consistent with the Future Land Use Map, land use categories, opportunity area policies, and citywide principles and policies. Together, these constitute the Future Land Use Plan. Land uses are established for all lands within the City’s Growth Management Area (GMA).

The GMA represents the area that the City plans for in coordination with bordering municipalities, as determined by intergovernmental agreements; the eastern boundary of the GMA is undefined but generally follows Gun Club Road. The City of Brighton has full authority to make land use decisions within city limits. Beyond city limits and within the GMA, all projects and plans proposed by both public and private entities should be, at a minimum, commented on by the City of Brighton and, at a maximum, subject to regulatory review by the City (see Planning Boundaries Map on page 4-8). The level of review performed by the City in areas outside Brighton’s municipal boundaries shall be based on agreements with other neighboring jurisdictions via intergovernmental agreements.

WHAT IS ZONING? HOW IS IT DIFFERENT THAN THE LAND USE PLAN?

Zoning refers to property entitlements and requirements that regulate appropriate use, bulk, height, density, and other characteristics appropriate for a specific site. The Land Use Plan in this chapter, as well as the policy statements in Chapter 3, help direct long-term development patterns and infrastructure improvements citywide to achieve the vision. The advisory recommendations of the Land Use Plan form the basis for subsequent zoning and land development code regulations.

Based on a thorough study of existing and projected land supply and demand (see Appendix B: Residential and Non-Residential Market Assessment), the plan proposes a diversified mix of uses that is supported by the market and is responsive to changes in demographics.

The plan is advisory in nature, and is implemented through the City’s development review and zoning code as well as other methods outlined in Chapter 5. In other words, the Land Use Plan presents a desired future framework, while zoning governs property entitlements such as densities and allowable uses.

The Future Land Use Plan reflects the citywide vision that was developed during the 2016 update of the Comprehensive Plan, using input from the public, stakeholders, city staff and leaders. This vision encompasses four themes, and policies and procedures were drafted or revised to support the vision.



The Regional Leader for the Northeast Metro Area



“With funding to complete the South Platte River bike path from Denver to Brighton, and the proximity to Barr Lake State Park and the Bird Observatory, Brighton can be a destination city.”

“Excellent transportation network with I-76, US85, E-470, two railroads, and proximity to the airport.”

“Vestas is great – the City should attract more emerging energy uses, especially with its access to rail.”

“Location is our greatest asset.”



Inclusive Community Where We Collaborate + Share



“There should be a good mix of neighborhoods with different types of housing to attract a diverse group of individuals, and more apartments and townhomes that are well-served by a range of businesses.”

“Brighton is very family-oriented and affordable.”

“We should make it a priority to ensure new development accommodates everyone.”

“Connectivity & inclusiveness are key.”



A Sustainable + Complete Community



"Living in a city where you work, your kids go to school, and you can access medical services is good."

"We need more retail, restaurants, and general merchandising to meet our daily needs."

"Kids and families should be able to walk or bike to a shop from their neighborhood."

"Barr Lake and the South Platte River are huge assets – our open space system defines the City."



A Future Rooted + Growing in a Shared Heritage + Home Town Feel



"Love the small town feel."

"With a street named Cabbage Avenue, Brighton has been and is an agriculture town."

"No other town in Colorado has four farm markets and is home to the two largest vegetable growers in the state."

"Continue to create a nice, unique Downtown that is a community asset."



Future Land Use Map & Categories

The Future Land Use Map, at right, encompasses 15 land use categories divided among residential, mixed use, commercial, industrial, agriculture, open space, and others, including public land, and floodplain. All the categories are described on the following pages with their applicable purpose and character, primary and secondary uses, and zoning districts.

Essentially, a land use designation identifies the most appropriate future mix of uses and development intensity for a specific area. For example, the area east of US 85 and north of 168th Avenue is assigned an Employment Industrial land use designation to encourage that land be retained for a mix of attractive offices, flex-office, and light industrial uses such as regional headquarters for energy companies. Further east of Main Street the designation changes to Industrial to accommodate heavier industries such as manufacturing and outdoor assembly and storage in closer proximity to rail.

Planned Unit Developments may be allowed in any land use category as long as the development meets the category's purpose and character. For the residential categories, a range of densities is specified, which should be calculated based on gross, not net, acreage.

Residential

- Estate Residential (Adams / Weld County)
- Low Density Residential (0.5 - 5 DU/A)
- Medium Density Residential (5 - 12 DU/A)
- High Density Residential (12 - 24 DU/A)

Agriculture & Open Space

- Agriculture (Adams / Weld County)
- Parks & Open Space
- Natural Resource Conservation

Mixed Use

- Mixed-Use Commercial
- Mixed-Use Residential
- Local District Mixed-Use
- Downtown

Commercial and Industrial

- Commercial
- Employment- Commercial
- Employment- Industrial
- Industrial

Other

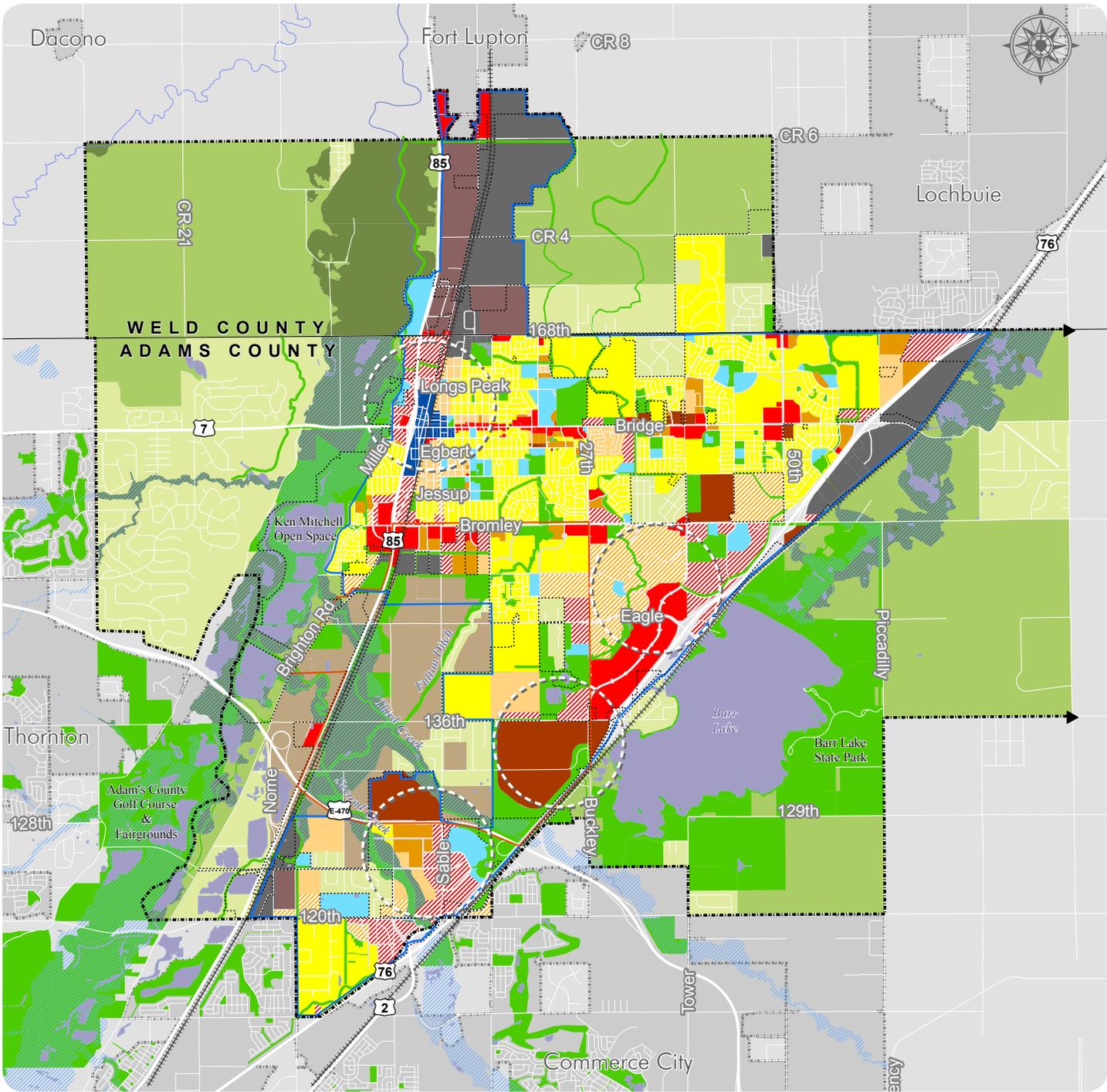
- Public Land

Natural Features

- South Platte River
- Stream
- Canal or Ditch
- Lakes
- 100 Year Floodplain Overlay

Planning Boundaries

- Brighton Growth Management Area
- Adams / Weld County Line
- Adjacent City Growth Boundaries
- Brighton 2040 Urban Service Area
- DRCOG Urban Centers
- Local District Plan Boundary



This map is intended to serve as a guide for future land use patterns within Brighton's GMA and is advisory in nature. Land use patterns depicted on the map are generalized, recognizing that development proposals may contain a mixture of land uses and density levels to achieve the intent of the Comprehensive Plan. All development is subject to City zoning. The eastern GMA boundary is undefined.

Date: 2/26/2016





Residential Categories

Estate Residential



Purpose and Character: Large-lot pastoral residential development in the County that acts as a buffer between more densely developed areas and large scale agricultural land uses. In some circumstances, densities for Estate Residential areas may be as high as two units per acre, as long as the development is clustered with shared septic to preserve a significant amount of open space or agricultural land. This use only applies to County lands, and is not recommended in city limits. However, the City could annex these areas in the future, if appropriate.

Primary Uses: Single family detached dwelling units with an average density of 2 - 5 acres per dwelling unit.

Secondary Uses: Limited animal husbandry and agricultural practices, parks, open space, trails, recreational amenities, places of worship, and public facilities.

Zoning Compliance:

- (A-1) Agriculture-1 (Adams County)
- (RE) Rural Estate

Low Density Residential



Purpose and Character: Single family neighborhoods are built on a highly connected street pattern and interspersed with schools, public facilities, walkable neighborhood amenities, parks and trails. Homes are generally buffered from highways and main arterials.

Primary Uses: Single family detached and attached homes with an average density of 0.5 - 5 dwelling units per acre.

Secondary Uses: Parks, open space, trails, recreational amenities, places of worship, home occupations, and public facilities.

Zoning Compliance:

- (R-1) Single-Family Residential
- (R-1-A) Single- and Two-Family Residential
- (R-1-B) City Lot Residential



Medium Density Residential

Purpose and Character: Medium density residential areas are predominantly comprised of single family homes on smaller lots, with limited townhouses and apartments. Housing should meet the needs of people in all stages of life and thus create diverse neighborhoods. This use is appropriate between lower-density, single-family neighborhoods and commercial or high density development.

Primary: Single family detached, attached and small-scale multi-family buildings with an average density of 5 – 12 dwelling units per acre.

Secondary: Parks, open space, trails, recreational amenities, places of worship, home occupations, and public facilities.

Zoning Compliance:

- (MH) Mobile Home
- (R-1-B) City Lot Residential
- (R-2) Single- to Eight-Family Residential



High Density Residential

Purpose and Character: High-density housing is encouraged in urban centers and major corridors, near a mix of other uses, near planned transit service, and supported by a multimodal transportation network. Maximum densities should be evaluated in conjunction with available services, impact on traffic and circulation, and relationship to adjacent planned and existing uses.

Primary: Multi-family buildings with an average density of 12+ dwelling units per acre.

Secondary: Parks, open space, trails, recreational amenities, limited neighborhood-serving businesses, places of worship, senior housing facilities, and public facilities.

Zoning Compliance:

- (R-3) Multiple-Family Residential



Mixed Use Categories

Downtown



Purpose and Character: The purpose of this land use category is to embrace the fullest possible range of Central Business District human interactions, from the simple buying and selling of goods and services to providing people with the widest spectrum of local and regional cultural, educational, and entertainment experiences. Development intensity, building height, residential density, and urban design should establish Downtown as the focal point of the community.

Development should encourage preservation of historic character, redevelopment and infill. Uses should be served by a complete transportation network, with priority toward pedestrians. To promote foot traffic and vitality, Downtown should be compact with a highly amenitized and comfortable pedestrian environment and scale.

Primary: The essence of the Downtown District is retail, cultural, educational, entertainment, civic, and medium- and high-density housing diversity, with a range of choices in things to do and see, drawing people throughout the day and evening.

Secondary: Office, finance, public facilities, public gathering places, places of worship.

Discouraged: Light industrial, storage, warehouses, assembly/manufacturing, and auto-oriented uses.

Zoning Compliance:

- (DT) Downtown



Mixed-Use Commercial



Purpose and Character: Mixed-use commercial areas provide a variety of retail, service, employment, entertainment, and cultural destinations with limited residential development. The integration of uses should be compatible in scale and intensity. Mixed Use Commercial should be located in walkable areas supported by transit, along major corridors, and in regional and urban centers. Where appropriate, employment should be interspersed with commercial land uses and near residential areas to reduce vehicle miles traveled.

Primary: Retail, services, offices, hotels, entertainment, and mixed-use buildings.

Secondary: Multi-family buildings, live/work units, senior housing facilities, public gathering places, parks, trails, recreational amenities, places of worship, and public facilities.

Discouraged: Outdoor storage, light and heavy industrial, manufacturing uses, and mineral extraction.

Zoning Compliance:

- (MU-CC) Mixed Use Commercial Center
- (MU-NC) Mixed Use Neighborhood Center
- (MU-R/EC) Mixed Use Regional/ Employment Center
- Other zones that meet the intent





Mixed Use Categories (Cont.)

Mixed-Use Residential



Purpose and Character: Mixed-use residential areas contain flexible, yet compatible development patterns that support a variety of housing options with varying densities in proximity to commercial, civic and employment uses. These areas are primarily residential in character with other uses focused at intersections or along a main street. Mixed Use Residential should be located in walkable areas supported by transit, in and around Downtown, in urban centers, and along major corridors.

Primary: Multi-family buildings, single family attached homes, live/work units, senior housing facilities, and mixed-use buildings.

Secondary: Public gathering places, parks, trails, recreational amenities, retail, services, offices, places of worship, and public facilities.

Zoning Compliance:

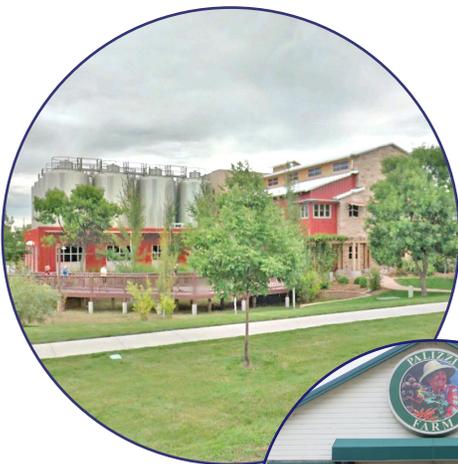
- (R-3) Multiple-Family Residential
- (MU-NC) Mixed Use Neighborhood Center
- (MU-CC) Mixed Use Commercial Center
- Other zones that meet the intent



Local District Mixed Use



Purpose and Character: Lands where development compatible with agriculture is expected in the future. Areas with adequate public infrastructure may become more urban in nature while other areas may remain in lower intensity uses. Development supports agricultural economic development, agritourism, and/or preserves agricultural areas for long term farming; conserves environmentally sensitive areas; prevents urban nuisance complaints; reflects the agricultural heritage of the area in a complementary manner; and limits the extension of services where they are costly and difficult to provide. Clustered development pattern that maximizes development while preserving adequate open area to support the District Plan objectives, and arranged in such a manner to allow viewsheds of the agricultural amenities and create scenic vistas into and throughout the area.



Primary: Concentrated food cultivation, processing, and distributing. Agricultural tourism uses such as farmers markets, cottage industries, bed and breakfast establishments, restaurants, breweries, tourism services, and trails.

Secondary: Sustainably designed clustered residential developments that focus on backyard, neighborhood or community farms integrated within the development.

Balance development to utilize TDR as a sending area and cluster development on site.

Discouraged: Light or heavy industrial uses or commercial uses that are not related to agriculture.

Zoning Compliance:

- (AE) Agricultural Estate
- (AR) Agricultural/ Residential
- (OPEN) Open Space and Parks
- (PL) Public Land
- New zoning district or overlay may be needed to fully achieve this land use purpose.



Commercial & Industrial Categories

Commercial



Purpose and Character: The commercial category provides for a range of commercial uses, including shops, restaurants, grocery stores, gas stations, offices, repair services and entertainment, which facilitate the needs of the community and travelers passing through. Retail and services should be located at major intersections along high traffic transportation corridors. Commercial buildings and parking areas should be complimentary in scale and design to the adjacent neighborhoods they are serving.

Primary: A range of retail and service types including small businesses and commercial centers.

Secondary: Recreational amenities and public facilities.

Discouraged: Housing and strip commercial development.

Zoning Compliance:

- (C-0) Commercial Office
- (C-1) Local Retail
- (C-2) Restricted Retail and Services
- (C-3) General Retail and Services

Industrial



Purpose and Character: Generally, industrial uses are not compatible with residential uses. Heavier industrial uses that create noise, smoke, and/or odor should be oriented away from residential areas. Not suitable along US 85 frontage. Industrial uses with a large employment base should be located adjacent to rail, major corridors served by transit, with infrastructure that supports heavy truck traffic.

Primary: Light and heavy manufacturing, processing, assembly, large distribution warehouses, truck terminals, and gravel and mineral extraction.

Secondary: Storage, warehousing, and public facilities.

Discouraged: Residential uses.

Zoning Compliance:

- (I-1) Light Industrial
- (I-2) Heavy Industrial
- (ME) Mineral Extraction

Employment Commercial



Purpose and Character: Regional, job-creating mid-rise office uses in a unified campus setting with high quality building designs and building materials. Located in urban centers and areas with a high degree of visibility and excellent transportation access especially along I-76, E-470, and Sable.



Primary: A mix of offices, including multi-tenant mid-rise office, single-tenant corporate offices, major medical or higher education facilities, business parks, and professional services.

Secondary: Hotels, and office support retail uses such as non-drive through restaurants, public facilities, and trails. Limited high density residential.

Discouraged: Outdoor storage, light and heavy industrial, mineral extraction, motels, and manufacturing uses.

Zoning Compliance:

- (BP) Business Park
- (MU-R/EC) Mixed Use Regional/ Employment Center
- (C-3) General Retail and Services



Commercial & Industrial Categories (Cont.)

Employment Industrial



Purpose and Character: Regional, job-creating employment uses such as regional and corporate headquarters. Light industrial uses that create less noise, traffic, smoke and/or odor than industrial uses yet should still be situated away from residential areas. Suitable along US 85. Transportation infrastructure should support heavy truck traffic.

Primary: Research and development, light manufacturing, processing, manufacturing, assembly with large workforces.

Secondary: Public facilities and trails.

Discouraged: Large distribution warehouses, truck terminals, exposed storage, other industrial uses with small workforces. Residential uses.

Zoning Compliance:

- (I-1) Light Industrial
- (BP) Business Park

Agriculture & Open Space

Agriculture



Purpose and Character: Agricultural land uses are expected to remain in the County and are primarily adjacent to ditches, open space, estate residential, and industrial land uses. The agricultural landscape provides separation from adjacent municipalities.

Primary: Crop production and animal husbandry.

Secondary: Very low density residential housing on a farm or ranch, agricultural business facilities, and public facilities.

Zoning Compliance:

- (AE) Agricultural Estate
- (AR) Agricultural/Residential

Agriculture & Open Space (Cont.)

Parks & Open Space



Purpose and Character: Parks and open space provide visual and physical relief from man-made development. They also provide connectivity along greenways between different areas in the City, wildlife corridors along floodways, and neighborhood buffering.

Primary: Areas for recreational or conservation purposes, including but not limited to, open space, developed parks, trails and greenways, naturalized wildlife areas, public recreational facilities, and public gathering spaces.

Secondary: Floodways and hazard areas.

Zoning Compliance:

- (OPEN) Open Space and Parks
- (FC) Flood Plain Control

Natural Resource Conservation



Purpose and Character: Natural resource conservation identifies areas where development is limited due to environmental hazards or valuable natural resources.

Primary: Areas with limited development due to the 100 year floodplain, steep slopes, significant wildlife habitat, or wetlands.

Zoning Compliance:

- (OPEN) Open Space and Parks
- (FC) Flood Plain Control



Other



Public Land

Purpose and Character: Civic land uses include a variety of facilities where essential public services are provided, such as schools and hospitals. Publicly accessible facilities should connect to surrounding uses and be supported by a multi-modal transportation network. Major utility facilities should be sited away from residential areas and toward industrial areas.

Primary: Publicly owned and operated facilities or those devoted to public use by governmental and quasi-public or non-profit entities. Uses typically include: schools, hospitals, government buildings, recreation centers, and water storage.

Zoning Compliance:

- (PL) Public Land

Floodplain

Purpose and Character: Areas with a 1% annual flood risk, as defined by the Federal Emergency Management Agency. Not a land use per se, but an indication of environmental constraints and opportunities.

Primary: Publicly-owned parks, open lands, and trails; waterways; privately conserved lands (deed restrictions or conservation easement); and environmentally sensitive lands such as floodways.

Secondary: Agriculture.

Zoning Compliance:

- Applicable to all underlying zones



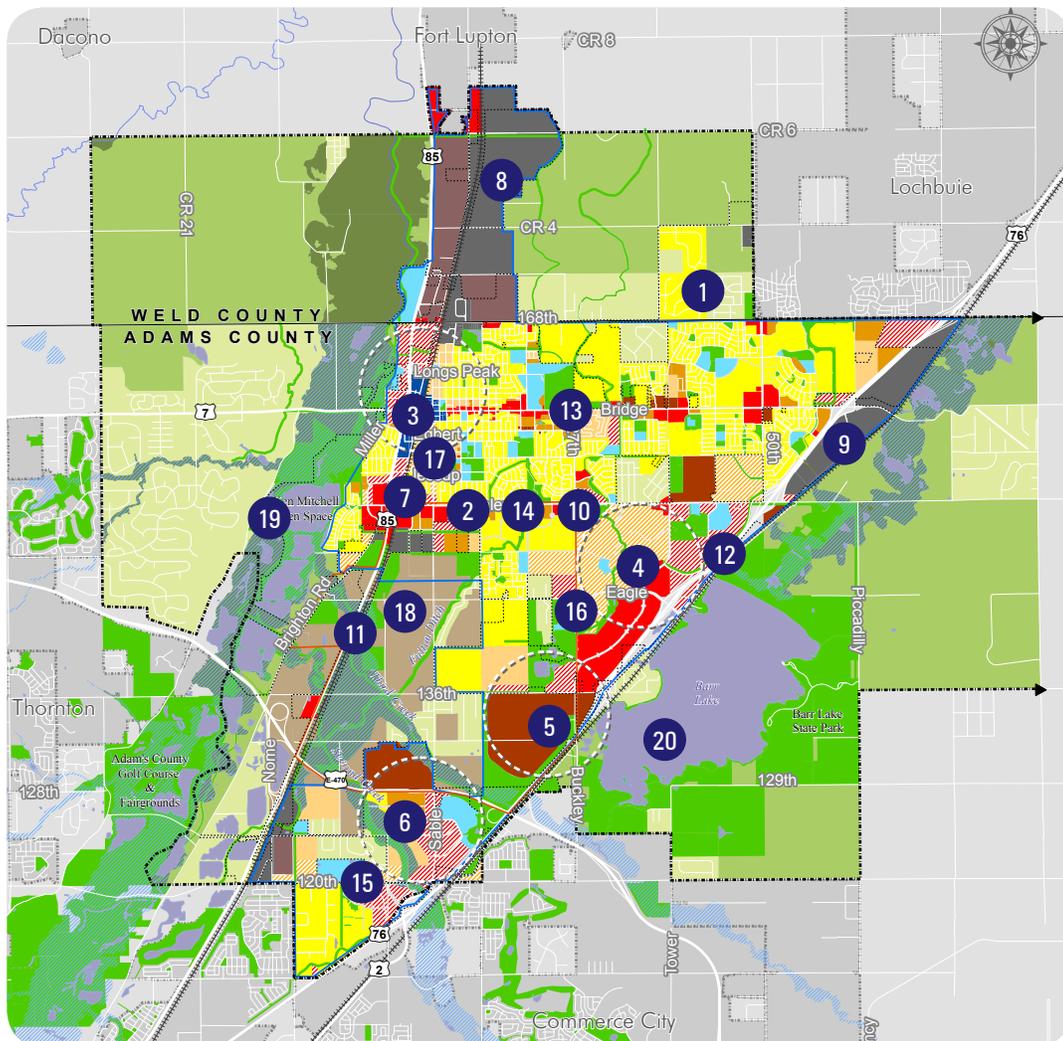
Opportunity Area Policies

Early in the planning process, citizens identified a number of specific opportunities that could help achieve the community vision. These were prioritized and refined through a citywide survey (see Appendix B) and translated into policies through discussions with City Council and Planning Commission. These opportunity areas and associated policies and strategies are described on the following pages, grouped by each major land use category.

The City of Brighton has a role to play in steering private investment in these areas to capitalize on their assets, while ensuring they contribute positively to the

City overall. Each of these opportunities will require additional study and public outreach. In particular, master plans are recommended for:

- Downtown, including the Madison Neighborhood
- 168th Avenue between Lochbuie and US 85, including US 85 interchange improvements
- 136th Avenue west of I-76 (Brackseick property)
- 120th Avenue
- Bromley Lane between US 85 and 4th Street, including US 85 interchange improvements
- Union Pacific Railroad Corridor
- South Platte Riverfront Plan

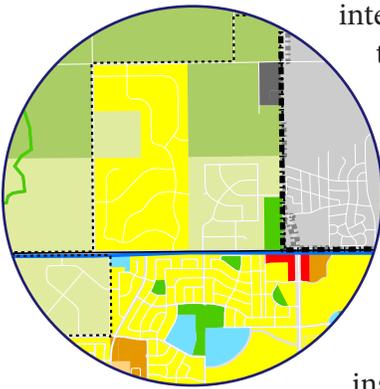




Residential Opportunities

The City should provide a range of neighborhoods with a diversity of housing types to bridge demographic, social, and economic barriers and encourage a powerful sense of belonging, ownership, and shared responsibility. Such inclusiveness will result in a community with homes for a multitude of ages, incomes, lifestyles, and abilities that allow families and individuals to “age in place”, capable of living in their community through all life stages, thus maintaining vital personal connections. To support these neighborhoods, the City should incorporate high-quality public gathering places, including streetscapes, parks, and events where people of all ages, backgrounds, and lifestyles interact, collaborate, and share experiences.

This plan includes four types of residential land uses: estate, low-density, medium-density, and high-density residential, as well as mixed-use categories. In some areas, neighborhoods may contain a mixture of density levels. In all cases, neighborhoods should be designed to encourage a mixture of places and product types, provide extensive pedestrian systems and connectivity, and create a range of open space and recreation opportunities. Wherever possible, residential neighborhoods should relate to and be integrated with nearby commercial areas. Special attention should be paid to buffering the density and character of projects that adjoin existing County residential developments, and such projects should seek to create a gradual transition from urban to rural densities.

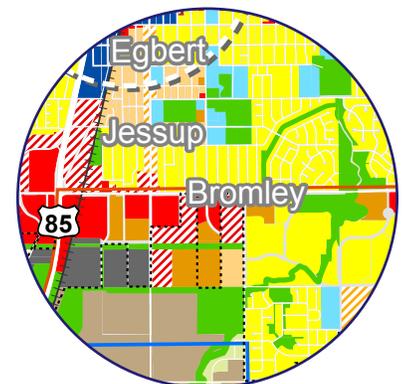


1. Maintain Unincorporated Rural Residential Areas within the Growth Boundary

Most subdivided rural estates, including Todd Creek, are unincorporated and should remain so. In the near-term, the City should not annex residential land north of 168th Avenue between Lochbuie and the South Platte River, and instead should work with Weld County to maintain a farming or very low-density residential pattern in this area. Similarly in Adams County, the City should encourage the continuation of large agricultural patterns with limited rural estates, especially west of US 85 and east of I-76. In all areas anticipated to remain unincorporated within the Growth Management Area, the City should work with Weld and Adams counties to promote clustering (i.e., conservation development), transfer of development rights, and land conservation to preserve working farms. Rural residential areas located in the City (e.g., Fuller Estates and Jacobs Run), should retain their low density and large-lot character with a buffer from surrounding developments.

2. Encourage Higher Residential Densities Near Commercial Centers and Major Corridors

As transportation and employment/retail intensity increase, so too should housing intensity and diversity. Brighton Crossing, Bromley Park, and Adams Crossing, along with similar locations with arterial and highway access, should incorporate multifamily development, including apartments, condominiums, senior housing, and assisted living facilities to create a fine-grained and accessible mix of land uses.



Mixed Use Opportunities

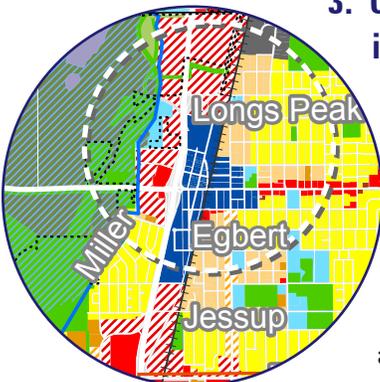
Brighton should capitalize on a citywide mix of land uses and financing mechanisms that balance the cost of government services, including fire and police protection, education, maintenance, and water provision with the costs of proposed development. In particular, the City should balance infill development and reinvestment with the development of new, high-quality, mixed use neighborhoods that include retail, civic, and open space where residents can shop, walk, and mingle with other people in a village or small town setting.

These mixed use areas should emphasize the pedestrian network and include access to multiple transportation options to encourage walking and reduce vehicle miles traveled. This includes creating complete streets with bike lanes, sidewalks, and trails to make walking and bicycling convenient and viable for all types of trips and for all ages, abilities, and income levels (see Transportation Master Plan). Doing so will reduce single-use sprawl and inefficient infrastructure extensions.

Urban centers are the primary opportunity areas for achieving mixed use neighborhoods. Brighton has four urban centers designated in coordination with the Denver Regional Council of Governments (DRCOG). They are intended to be concentrated urban areas with higher densities and a finer mix of uses than surrounding areas. In coordination with the Transportation Master Plan, these areas are targeted for active, pedestrian- and bicycle-friendly places served by transit, with employment, housing and services intertwined. Urban centers may be eligible for special funding from DRCOG. The City should reevaluate the names and boundaries of these urban centers to avoid confusion with other city developments and to ensure all intended parcels are encompassed.

Land use policies for each urban center are as follows:

3. Continue to Encourage Reinvestment in the Downtown Urban Center



Downtown uses and building intensities should transition appropriately toward surrounding neighborhoods to mitigate possible impacts; for example, encourage multi-family housing between more intense, commercial development and single-family homes. Government services should be located first near Downtown for convenient access and to provide a strong base of employees that can frequent area businesses and restaurants. Preserve and repurpose historic buildings to maintain Downtown's authentic character.

Prioritize Downtown as the preferred location for key city government buildings (see also Policy 1.2.2). One of downtown's most important historic roles is that of Brighton's

BRIGHTON HAS FOUR DESIGNATED URBAN CENTERS

Downtown

Bromley Park, which includes a portion of the Prairie Center development north of 144th Avenue

Prairie Center, which includes the Bracksieck property at 136th Avenue west of I-76

Adams Crossing at E-470 west of I-76

"While the location and context of each urban center will help define its unique character and density/intensity; they share a common set of characteristics. They are transit-, pedestrian-, bicycle-friendly places that contain a more dense and diverse mix of land uses than the surrounding areas; are designed to allow people of all ages, incomes and abilities to access a range of housing, employment, and service opportunities without sole reliance on having to drive. They also provide spaces where people can gather; aid in reducing per capita VMT, air pollution, greenhouse gas emissions and water consumption; and respect and support existing neighborhoods." –DRCOG, Metro Vision



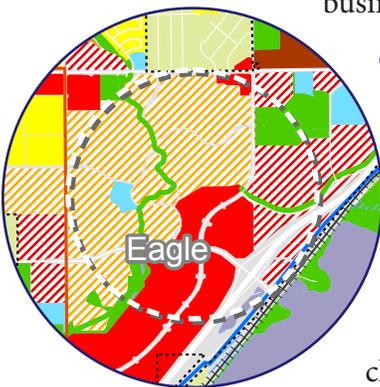
civic core. Municipal facilities (especially key city government buildings) serve as symbols of this role. As major activity centers, civic buildings can also anchor and catalyze surrounding development.

Promote and support residential uses as part of the mix of a healthy, vibrant Downtown. While downtowns are natural magnets for cultural, commercial and civic uses, most downtown economic success stories have also included an emphasis on providing diverse housing options. This diversity should involve a wide range of rent and price points and well-integrated mixed-use designs, typically of higher density than surrounding single-family neighborhoods.

The transportation system and the quality of the streetscape should be enhanced to create a pedestrian, bicycle, and transit environment consistent with the recommendations of the Transportation Master Plan. The City should also increase public open space and common areas within and around Downtown to help strengthen opportunities for recreation, special events, and civic engagement.

Mixed Use Commercial designations adjacent to Downtown should serve as gateways with careful attention to building and landscape design quality and the streetscape. Lighter industrial uses should transition to Downtown supportive uses, such as Medium and High Density Residential. Downtown may be an appropriate land use designation for adjacent Mixed Use Commercial areas where appropriate.

1. Continue to coordinate with the Brighton Urban Renewal Authority for the planning and funding of Downtown and other urban renewal areas.
2. Develop a Downtown Master Plan that identifies key development and redevelopment projects, desired architectural character, gateways, and streetscape improvements.
3. Consider the Downtown as a civic and entertainment center for the community and work toward that general theme. Provide incentives for uses that support this concept.
4. Work with RTD to establish a long-term transit center at the US 85 and Bridge Street park-n-ride or at a new location integrated with transit-oriented development.
5. If Baseline Road is contemplated for realignment to 168th Avenue, conduct an economic impact study to inform the decision-making process and mitigate impacts to Downtown and Bridge Street businesses.

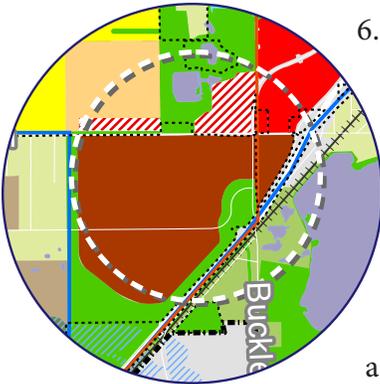


4. Add New Multifamily and Employment Uses to the Bromley Park Urban Center

This urban center should continue to become a mixture of residential, office, commercial, and interchange-oriented uses that enhance the image of the City. Commercial and office development should continue to be located adjacent to the I-76 interchange, while less intensive uses like residential and open space should be located away from I-76. New development should maintain the small town charm from the city core. This can be achieved through design characteristics such as detached sidewalks, front porches, and varying the styles and colors. Streets, trails and sidewalks should provide excellent multimodal circulation, easy access, and strong connections to Bridge Street, Bromley Lane, Buckley Road, and the Bromley Park neighborhood to unite the old and new parts of the City.

1. Hold developers of Bromley Park and Prairie Center to the vision of a “village plan”.

2. Major public facilities, such as the senior, medical, and justice centers, should continue to be located within the urban center or Downtown to reduce car dependence and unify the community.
3. As proposals are submitted for undeveloped areas in Bromley Park, Prairie Center or contiguous properties, require that their designs complement the plans of the current Bromley Park projects.
4. Plan the edges of the development carefully to ensure that commercial and institutional uses along Bridge Street and Bromley Lane project a distinctive character.
5. Senior housing and assisted living, in particular, would benefit from proximity to the existing medical center.



6. Lodging is encouraged to take advantage of the proximity to the medical center and Barr Lake.

5. Annex the Bracksieck Property and Encourage an Intense Mix of Uses Focused on Regional Commerce and Corporate Offices in the Prairie Center Urban Center

South of 144th Avenue, this urban center is largely undeveloped and much of it is currently within the County. The City should annex the Bracksieck property and encourage mixed-use commercial development to be located along I-76, with a focus on regional commerce that draws people from throughout the region and provides services to Brighton residents to increase tax revenue to the community. All development in this area should be urban in nature. Service and retail uses that require easy access from the highway, such as hotels, “big box” retail, large shopping centers, and hospitals are appropriate for this area. Office uses, including research facilities, should be encouraged and integrated with a commercial use or as a stand-alone use. Residential uses are encouraged where fully integrated with a commercial land use or in areas separated from I-76. Automobile sales, storage, warehouse, light industrial, and industrial uses are discouraged.

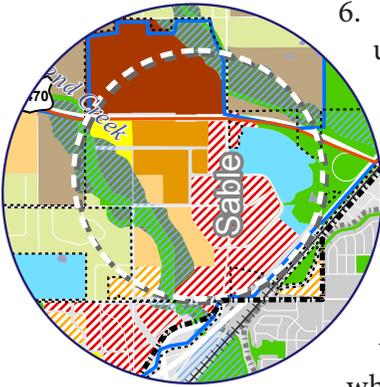
Multifamily development is encouraged for Prairie Center between 136th and 144th avenues, in the form of rental apartments as well as ownership attached housing (e.g. condominiums, townhomes, lofts, etc.).

All development should include greenways connecting to The Lakes Area, northwest of 136th and 27th avenues. This connection takes advantage of this natural and recreational amenity to encourage passive and active recreational opportunities and enhance the quality of life of area residents and employees. In addition, the City should reserve public land in the area for schools to serve future families.

1. Reserve areas that are conducive to the development of super-regional or regional centers occupying 100 acres or more, having four or more anchor stores, and containing more than one million square feet of gross leasable space.
2. Reserve areas that are conducive to the development of an office park of sufficient scale and design so as to attract the corporate headquarters and/or research facilities of national and/or international corporations; specifically, those involved in the development or production of current and future technologies.
3. Create a connected parks, open space, and trails system and interpretive facilities that tie Prairie Center to The Lakes Area.



4. Encourage outdoor sports related commercial uses to locate at I-76 interchanges to take advantage of Barr Lake and The Lakes Area.
5. Reserve and zone public lands for a high school and other necessary government facilities in consultation with 27J.



6. Evaluate designating a Transfer of Development Rights receiving area for unincorporated properties in the District Plan area.

6. Ensure the Adams Crossing Urban Center Concentrates Employment North of E-470 with a Variety of Transit-Supportive Neighborhoods to the South

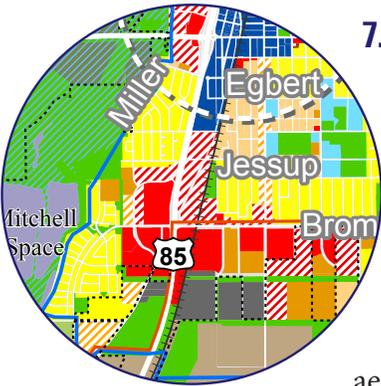
This area, which includes the Adams County Government Center, is intended to accommodate some of the most intense and regionally-oriented office development in Brighton to take advantage of the visibility of and proximity to E-470. All development should be high-intensity and urban in nature, except where agricultural production and floodplain/wildlife goals can be maximized. The

City should entertain the full range of potential employment and office uses possible in this location, except industrial uses. Brighton should place preference on projects that bring higher value, tax revenue-producing projects. The primary objective should be the creation of business and employment uses that have distinctive designs and enhance the economic and fiscal base of the City. A regional employment center should be directed to the area north of E-470. High-density residential with unique design qualities, in a mixed-use format shall be encouraged to support the area's commercial development and should be concentrated south of E-470.

All projects in this area should be required to maintain the Second and Third Creek Valley's floodplains open and free of development, as well as dedicating additional lands to ensure the environmental sustainability of the greenbelts and working farms. Area development should also encourage a well-connected, multimodal transportation system. Key actions to achieve these objectives include:

1. Deny development proposals that do not provide adequate public facilities and services.
2. Entertain a wide range of high value economic uses, while directing industrial development to other parts of the city. Encourage developers to bring forward creative economic development projects.
3. Distribute high-density dwellings and live/work units within residential neighborhoods south of E-470 to support commercial and office developments.
4. Locate medium- to high-intensity office development at strategic locations, such as intersections of arterials or at interchanges along E-470 and north of E-470.
5. Preserve open space in large contiguous areas, especially those areas in the floodplain along Second and Third Creeks.
6. Create a retail "Main Street" as one of the main focal points of the area with a terminus at the County Government Center.
7. Provide significant pedestrian linkages and connections to environmentally sensitive areas, future mass transit, residences, and places of employment. Work to overcome the barrier E-470 poses by creating links between residential and commercial areas south of 120th Avenue with the District Plan area and north Brighton.

8. Plan for an interchange at E-470 and Sable to support this prime location for intense, regionally oriented employment. Although the Transportation Master Plan does not recommend an interchange at this location, the City should keep future options open for a future interchange by maintaining adequate right-of-way for any development proposals adjacent to this intersection. Alternatively, an interchange could be located at E-470 and Potomac, should Sable be deemed infeasible.



7. South Main Redevelopment

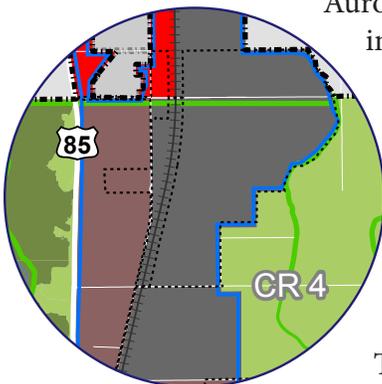
The northeast corner of US 85 and Bromley Lane is not a DRCOG-designated urban center, but plans for the area would certainly meet the intent. The City should continue to work toward implementing the vision for this area with a mixed-use main street lined with shops, restaurants, offices, and multifamily housing, as well as a signature hotel and conference center. Transportation improvements for the redevelopment should ensure safe and efficient vehicular flow at this busy intersection, while accommodating pedestrians, bicyclists, and transit riders. The quality of the buildings and landscape should enhance the aesthetics of this important gateway.

Commercial & Industrial Opportunities

Brighton should advance its role as the economic leader in the northeast metro area distinct from, yet interdependent with, neighboring communities. The City should promote a diversity of employment opportunities to provide a breadth of job options, including agricultural, manufacturing, retail, service, professional, medical, government, cultural, and recreational. The City should strengthen relationships with existing businesses and support their advancement while attracting new businesses that benefit the community’s identity and needs. In doing so, the City will continue to serve as an important gateway between Denver and the Great Plains, funneling economic growth. Pedestrian, bicycle and transit systems should link commercial and industrial centers to strengthen the consumer base and decrease auto trip generation. Nevertheless, major arterial access should be provided. Setbacks, site design, landscaping and building design should all seek to integrate commercial and industrial centers within the landscape. The edges of development should carefully transition to adjacent residential or agricultural areas.

Although office development of a major scale is unlikely to take place in Brighton in the near term, build-to-suit class B office (eventually including some class A) and medical office is currently best suited to the Prairie Center or Bromley Park areas. As described above, Adams Crossing – because of its existing County complex, highway access, visibility, airport proximity, and location relative to those in Denver and

Aurora – is currently the most promising location for a significant office clustering in the mid to long term. Regional industrial and flex/research and development employment should be channeled towards the Bromley Interstate Industrial Park, the Brighton-Ft. Lupton Energy Corridor along US 85, and other areas within the Employment categories.



8. Build out the Brighton – Ft. Lupton Energy Corridor

This area currently includes Vestas and other industrial developments between the South Platte River Corridor and Weld County Road 27, as well as some deteriorated structures amid large agricultural properties east of the railroad. The main objective in this area is the creation of primary jobs, building on the



momentum of Vestas and other proposed renewable energy industries. The area should provide goods and services that meet the needs of local employees to reduce travel needs. Incorporation of residential development in appropriate transitional areas, to the south and east, should be encouraged to provide workforce housing and buffer existing developments.

The City should focus incentives toward development proposals that are in the renewable energy sector and provide higher wage jobs within a well-planned employment campus. As this area is one of the primary northern gateways into Brighton, the City should require an attractive, landscaped buffer between the railroad and adjacent uses. Key actions to achieve these objectives include:

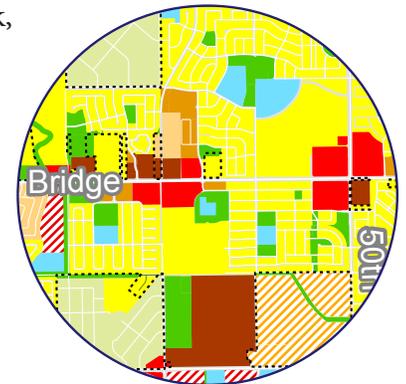
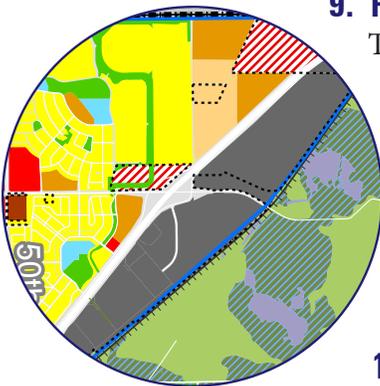
1. Annex and zone land north of the existing city boundaries along US 85 and North Main Street from US 85 to the general alignment of North 18th Avenue and north to Weld County Road 6, with the inclusion of a few parcels north of Weld County Road 6 (see Figure 5 for further detail).
2. Continue to seek grant funding to extend infrastructure to the area and attract employment growth.
3. Establish design standards to ensure a high-quality appearance and require all new re/development to comply with the standards.
4. Ensure that site development includes connections to local and regional multimodal networks, including sidewalks, trails, and bikeways.

9. Retain and Expand the Bromley Interstate Business Park

This business park currently contains highway-oriented distribution and warehousing uses with capacity for additional businesses. As this is an important City gateway, high-quality development should be required adjacent to I-76. Less attractive uses, like storage facilities should be located further from I-76 or incorporate site design measures to screen from public view. Businesses requiring rail access should be prioritized to take advantage of proximity to the railroad. The City should also market the Kmart Distribution Center as a complementary asset to the business park.

10. Throughout the City, Concentrate Commercial Development at Key Intersections to Serve Surrounding Neighborhoods

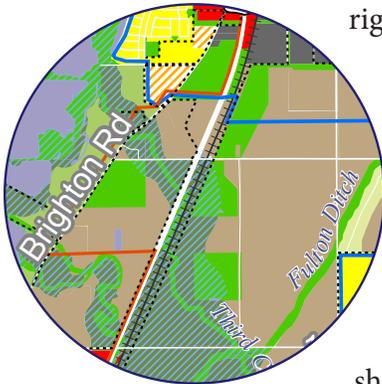
While the Brighton-Ft. Lupton Energy Corridor, Bromley Interstate Business Park, Prairie Center, and Adams Crossing provide excellent opportunities for regional commerce and employment with strong interstate access and gateway visibility, the City should encourage the development and revitalization of smaller commercial centers at key intersections throughout the City. Large-scale retail, including grocery-anchored centers, is best suited to major arterial nodes, particularly along Bromley, Bridge, and 27th Avenue. Small-scale retail, such as a convenience store or restaurant, may be located at the corner of minor arterials, providing places for people to walk and gather. These smaller-scale businesses should integrate outdoor common areas with the built structures.



Transportation Corridors

The City coordinated the 2016 Comprehensive Plan update with the Transportation Master Plan update to ensure the City's mobility network, including its local streets, major arterials, highways, sidewalks, bike facilities, and transit system, support the land use plan. There are certain corridors that are particularly important to shaping the image of the City while connecting residential neighborhoods with mixed-use centers, commercial and industrial employment, public facilities, farmland and open space. These corridors should be designed with comfortable streetscapes that include design elements such as tree-lined street buffers, transit shelters, and ADA compliant sidewalks that allow wheelchair passage, people pushing strollers, side-by-side pedestrians, etc. Linkages to a bicycle network should also be included.

Transportation corridors should have high quality development that promotes a positive and prosperous image of the City. All corridors should be carefully managed to protect distinctive features, including significant viewsheds. In cases where existing corridors could be improved, the City should work to upgrade such areas with specific development/design criteria to foster reinvestment, concentrating commercial activity at prominent intersections to avoid strip commercial development while enhancing access to a variety of uses. Key corridors and their associated land use opportunities are described below with a focus on the character of adjacent development. For recommendations regarding transportation improvements within the right of way, please reference the Transportation Master Plan.



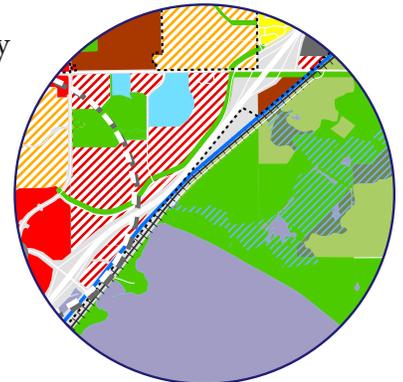
11. US 85 Opportunities

The US 85 corridor is an important gateway for Brighton. Currently, the majority of the land in this area is County agricultural land and existing industrial development constructed prior to design standards. As City water and sewer lines are extended within this area, there will be pressure for properties to connect to City services. Annexation for properties within this area should be approved only if it will increase the City's ability to guide limited development with maximum open space and farming protection. New commercial development should be limited to nodes and strengthen the local farm economy, while architectural design should enhance and reinforce the agricultural landscape.

1. Adopt zoning amendments and design criteria to require improved site planning that improves the appearance and orientation of businesses along the US 85 corridor. Enforce all regulations regarding site maintenance.
2. Encourage redevelopment to meet higher design standards and redesign site layout to make the public realm more attractive.
3. Provide gateway signage to direct travelers on US 85 to the District Plan study area and Downtown.

12. I-76 Opportunities

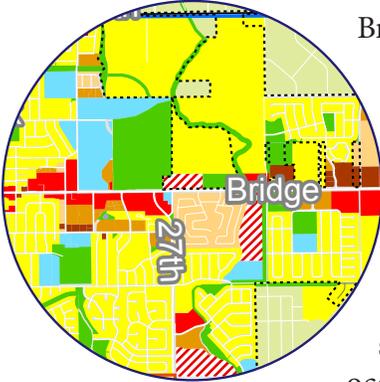
This corridor will provide the "21st century" entrance into the community. In coming years, the majority of Brighton's new development, and thus the development that will be attracting business and residential investors, will occur within or near this corridor. I-76 will become a major gateway into the community and the image it portrays will impact the image of Brighton. Manage all development within the view corridor of I-76 with special care. Maintain as





large an open space buffer along I-76 as possible to enhance the impression of being away from Denver and in a different, more rural place.

13. Bridge Street Opportunities



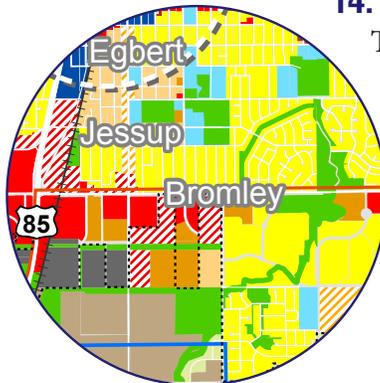
Bridge Street is currently the primary east-west commercial corridor in the City, and a key Downtown gateway. Yet it is heavily auto-oriented with strip centers and buildings set behind parking lots, with individual curb cuts for each lot. In the future, this corridor has the potential to become a main street with homes, farms, and commercial centers lining its edges, with building intensities increasing near Downtown.

Although the majority of area sidewalks are attached and undeveloped portions of the corridor lack pedestrian facilities, newer development has enhanced the streetscape with detached sidewalks and landscaping. As more infill development occurs, the City should continue to encourage improvements in the corridor's appearance, value of investment, and pedestrian and bicycle systems.

As Bromley Lane develops, there may be business migration out of Bridge Street, presenting opportunities for redevelopment. Revitalization and infill along Bridge Street should concentrate commercial development in nodes and encourage buildings to frame the street with parking to the side and behind buildings, with building setbacks and facades similar to Downtown. Future residential development should embrace the street and the City should prohibit fences along its edge.

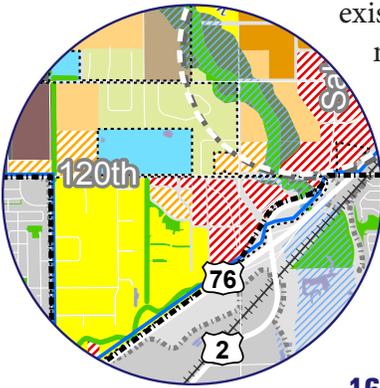
1. Develop a Bridge Street strategy plan that prepares the corridor for future change and identifies a Downtown gateway distinctive from other commercial areas in the City. Consider the containment or expansion of commercial districts along Bridge Street. Evaluate how traffic patterns would change and how travel lanes could be reclaimed if Baseline were realigned with 168th Street. The plan should include recommendations for building reinvestment, minimizing residential - commercial conflicts, parking, landscaping, and circulation patterns that will aid revitalization. Look for opportunities to provide neighborhood features and public places adjacent to older development needing reinvestment.
2. Develop streetscape standards that identify the relationship of buildings to the street and create consistency of sidewalks, shoulders, street trees, lighting, and landscaping along the road edge.

14. Bromley Lane Opportunities



This is the next emerging corridor in Brighton. The entire road should be constructed in accordance with the Bromley Lane Master Plan. The theme for this road is that of a boulevard or parkway with a wide planted median, limited curb cuts, and multimodal transportation facilities. Much of the corridor's north side is already developed with single-family homes and parks; therefore, future development opportunities will be mostly focused on the south side. Development should occur in nodes along Bromley Lane with the spaces between the commercial nodes used for mixed density residential development and open space.

1. Examine that portion of Bromley Lane from US 85 to South 13th Avenue through a planning process that considers issues such as allowing more or less commercial development as traffic levels increase and as intersection signalization is improved. Consider allowing use of



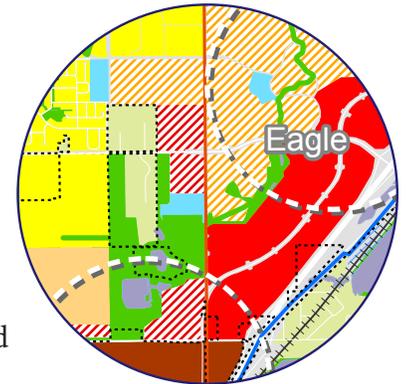
existing residences for non-residential use where residential design and character are maintained.

15. 120th Avenue Opportunities

This corridor will provide substantial revenue to the City over time. Encourage quality development that is distinctive and economically viable for the long term. Avoid short term, first-come investment concepts that will damage the ability of the corridor to hold high value business investment. Set high landscaping standards and encourage substantial rather than low-cost building designs.

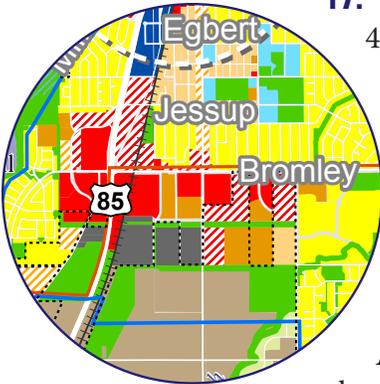
16. 27th Avenue / Buckley Road Opportunities

27th Avenue will continue to become a major north-south arterial in the coming decades. Nodes of development should be created along the corridor rather than allowing continuous linear development. 27th Avenue should be anchored by community centers at its intersections with Bromley Lane and Bridge Street. The intersection with I-76 will be developed with highway interchange development. The remainder of the corridor should be a mixture of commercial, office, public, and residential uses. A major school/public land/open space system should break the corridor and provide open space relief between 136th and 144th avenues. Trails and open space connections should cross the corridor to link residential areas and the Bromley Park Urban Center.



17. 4th Avenue / Sable Boulevard Opportunities

4th Avenue is the primary north/south corridor connecting Downtown to Adams Crossing with a flyover at E-470. North of Bromley, 4th Avenue includes a mix of homes alongside residential structures converted to businesses and small commercial buildings located at key intersections. The City should continue to utilize the South 4th Avenue Overlay District to retain the existing, historic character of this area. South of the commercial center at Bromley Lane, Sable Boulevard traverses the agricultural heart of Brighton, which should remain as such.



According to the Transportation Master Plan, Sable will be widened from two lanes and a lack of sidewalks to a four-lane road with multi-use trails to accommodate growing traffic needs in tandem with development. With pedestrian, bike, and transit facilities, Sable will better serve the intense mix of land uses proposed at Adams Crossing.

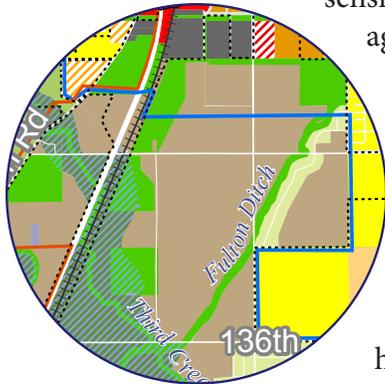
1. The City shall coordinate street improvement plans with Adams County to address widening and multimodal connections for areas that are unincorporated and likely to remain as such.



Agriculture & Open Space Opportunities

Brighton’s heritage as a farming community should be further cultivated to enhance its local food system and agritourism opportunities. To protect its small-town feel, the City should maintain geographic separation in strategic areas, preserving working farmland and leveraging the agricultural economy as a regional hub for food growers, processors, and storage facilities. The City should also continue to preserve green space along the

South Platte River corridor and around Barr Lake to protect and enhance environmentally sensitive lands for disaster resiliency, greenways, natural areas, and biodiversity. These agricultural and natural areas should attract new residents and tourists who will contribute tax revenue to agricultural and open space programs.



18. Continue to Encourage Prime Farmland Preservation

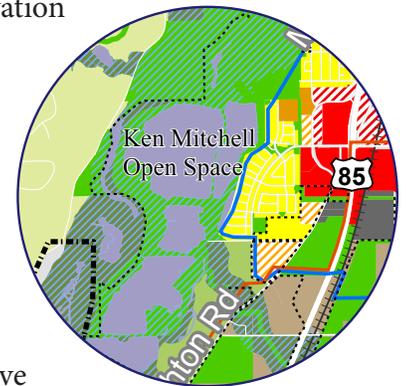
Prime agricultural lands within the Growth Boundary should be protected from development pressures so that the character of Brighton’s agricultural past is preserved, and continues to provide a visual and physical separation from surrounding communities. The majority of agricultural lands are in the County, but their preservation is critical to the character of Brighton and to the hope of continued community farming. Brighton, in conjunction with the County and other interested entities, should seek to protect as much of this area as possible.

Annexation decisions should consider the fiscal health of the community, efficient provision of utilities, the wishes of landowners, and a cooperative planning program with the County.

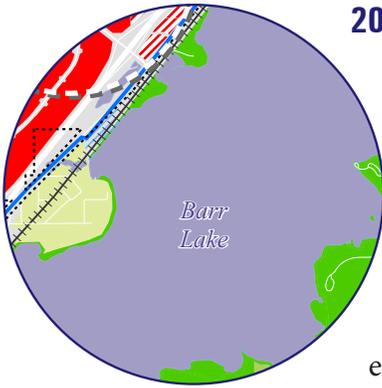
1. Work to implement joint strategies with Adams County for farmland preservation and agritourism opportunities, especially in the District Plan area.

19. Protect the South Platte River Corridor & Connect the Trail to the City

The South Platte River and the lakes along it should remain a greenway. Connections from the trail should be developed across US 85 and the railroad to improve access between the river and the city core, encouraging physical activity and supporting agritourism opportunities. The corridor should stabilize after the completion of gravel and sand mining operations in the river valley. Brighton should seek to create an area that combines water augmentation, extensive river and pond recreation and open spaces, the continuation of farming, and, where proximate to existing infrastructure, some well-planned residential development. Serviceable areas may be appropriate for annexation.



1. Agricultural, natural, and recreational resource areas could provide development credits that can be transferred to areas where intense development is desirable, such as urban centers.



20. Maximize Proximity to Barr Lake State Park

Barr Lake State Park and the surrounding area should continue to be used for open space, wildlife habitat, and agriculture. Land within this area is largely agricultural with interspersed wetlands. Directly below the dam is a State Park Management Area, and to the northeast on County land inside the GMA is an area zoned for estate residential development. The northern portion of the Barr Lake area is potentially hazardous for human habitation in the case of a 100-year flood or other catastrophic event; thereby, development within the area should be limited to non-residential and/or non population-intensive uses. It is expected that Barr Lake State Park will continue to remain under state leasehold and management.

To take advantage of its proximity to Barr Lake, the City should attract water-oriented uses, such as boat sales/rental, in Prairie Center. The City should also work with the Colorado Parks and Wildlife Department to enhance access to the park with new entrances on the west side near I-76.

1. The City will not annex land east of the railroad or install municipal utilities in the area that would incentivize intensive development.
2. In coordination with County planning efforts, the City will continue to discourage residential, commercial or industrial development in order to prevent potential safety hazards to people and property. Rather the City and County should maximize the area's recreational and agricultural assets. Greenhouses, turf farms, riding stables, and 35-acre lots should be preserved and encouraged.
3. Provide for increased limited-duration public use of areas subject to flooding through the acquisition of open space and encourage the development of such uses as campgrounds, golf courses, obstacle-training courses like paint ball, trails, and wildlife habitat.
4. Overcome the barrier I-76 poses by increasing multimodal connections across/around/under the interstate. For example, implement the proposed trail along Third Creek.

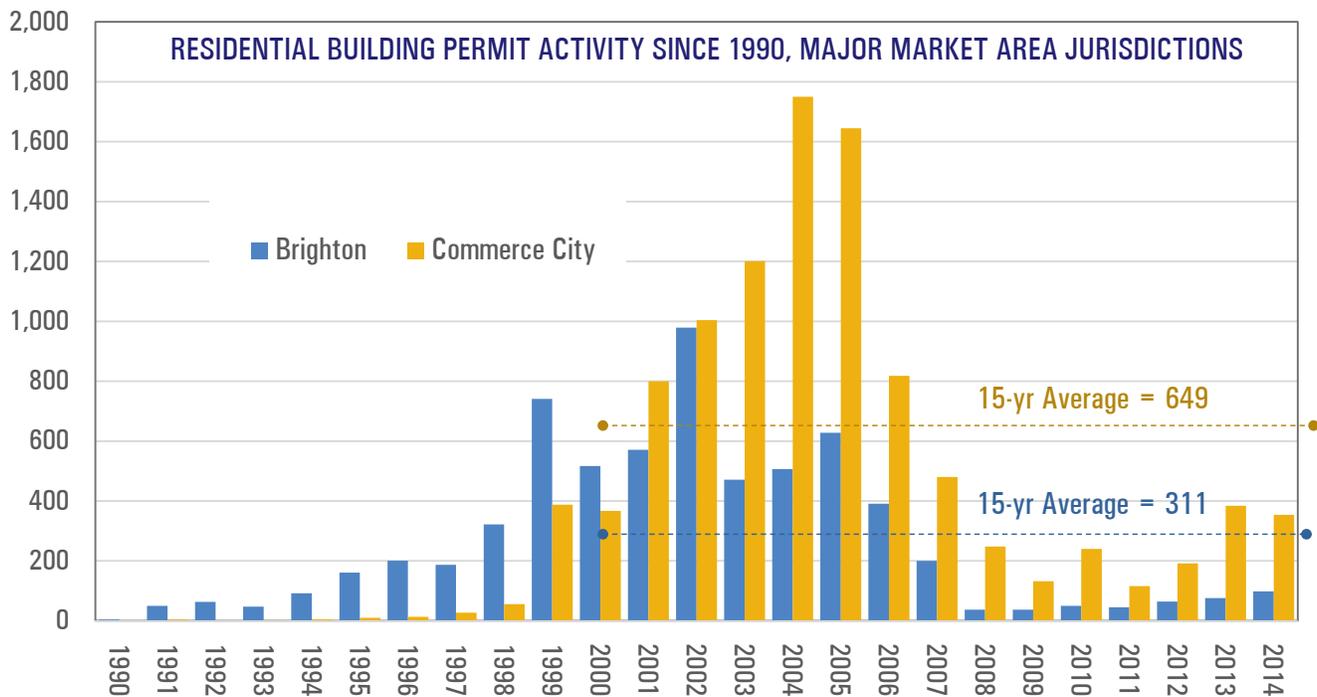


Development Program

The Future Land Use Map (Figure 4-1) visually describes the spatial arrangement of land uses, attuned to market demand and the community vision (see Appendix A. Residential and Non-Residential Market Analysis.)

The market for residential units and commercial square footage in the City of Brighton is a function of projected household demand across a wider geography—in this case, the regional competitive market area defined in Appendix A. In other words, the City must primarily compete with other locations in the regional market area (either those attracted to Brighton or those choosing to stay in Brighton) based in part on Brighton’s image, employment, cost of living, family support systems, desired amenities, etc.

Annual residential building permit activity since 1990 illustrates the overall cyclical nature of the combined single-family and multi-family construction market. The City of Brighton peaked early in the most recent boom with a high of 979 units permitted in 2002. Commerce City followed closer to the national pattern with approximately 1,700 units annually in both 2005 and 2006. The 15-year average, which accounts for both cyclical booms and busts, is 311 units per year or approximately 3,100 per decade.



Source: U.S. Census (using local permit data reporting); Leland Consulting Group

This Plan recommends that in the future a healthier market share would be between 427 and 664 annually, or 4,270 and 6,640 residential building permits per decade. At an average expected density of approximately 5 units per acre, that range of development would require approximately 573 to 859 acres of residential parcels for each 10-year period. For future absorption activity to reach these ranges, Brighton's policies need to be relatively in line with other peer community policies such as impact fees and land set-aside requirements.

Brighton's growth is also affected by the existing supply of entitled projects. A rough comparison of Brighton's projected pace of residential demand (approximately 430 to 620 total units per year) with current estimates of its existing land capacity designated as residential (approximately 12,200 units according to unbuilt, entitled estimates), suggests that Brighton currently has between 20 and 30 years' supply of land. The majority of these entitlements represent the same market niche: low-density single family homes laid out in typical 1990s through 2000s suburban patterns. In light of shifting demographics, it is important to encourage more diverse neighborhood designs and increase the multi-family housing mix to approximately 15% of new ownership construction in order to attract all demographic segments, thus ensuring Brighton is competitive with other communities and more complete as a freestanding city.

Table 4-2 presents a market-supported Development Program for the next 10-year period, anticipating the amount of new development that can likely be captured by Brighton in the northeast market area, which corresponds proportionally to an increase in population and employees. The Development Program estimates low (conservative) and high (aggressive) capture rates achievable within the City of Brighton. The resulting unit absorption estimates by product type and price point, are referred to here as "conservative" and "attainable" scenarios to illustrate a reasonable range of what may occur over each future 10-year time span, given varying levels of build quality, competitive activity, local amenities and other market conditions. Actual development may differ in order to respond to market trends and other conditions. The table identifies focus locations where the City would like to direct certain uses, though incentives may be necessary to attract development to some of these areas.



DEVELOPMENT PROGRAM TARGETS BY DECADE

	GMA Units Absorption (low)	GMA Units Absorption (high)	Approx. Density <i>units/acre</i>	Acreege Required (low)	Acreege Required (high)	Population/ Employees (low)	Population/ Employees (high)	Focus Locations
	<i>units</i>	<i>units</i>		<i>2.97 HH size</i>	<i>2.97 HH size</i>	<i>2.97 HH size</i>	<i>2.97 HH size</i>	
Residential								
Single Family Detached	2,260	3,290	4	452	658	6,712	9,771	Existing central and eastside subdivisions. Accessory Dwelling Units in Downtown. Limited new subdivisions north of Bridge and in Local District.
Attached Ownership (Townhome, Condo, Plex)	570	950	12	41	68	1,693	2,822	Downtown, Prairie Center, Bromley Park, East Brighton, Adams Crossing, some existing subdivisions
Rental Apartments	1,440	2,400	16	80	133	4,277	7,128	Prairie Center, Downtown, South Brighton, Local District, Adams Crossing
Subtotal per Decade	4,270	6,640	FAR	573	859	12,682	19,721	Additional units, acres, and population. 2016 estimated population is 36,571
Retail								
Neighborhood Center/Grocery/Convenience Goods	300,000	370,000	0.25	28	34	600	740	Already-identified retail corners in existing residential/mixed subdivisions; Downtown, expansion of Prairie Center, Bromley Lane corridor
Community Center/Big Box/Shoppers Goods	610,000	760,000	0.25	56	70	1,220	1,520	Expansion of Prairie Center, Adams Crossing
Freestanding/Specialty/Mixed-Use/Other	400,000	510,000	0.25	37	47	800	1,020	Prairie Center, Adams Crossing, Barr Lake gateways, Downtown, Local District, Bromley Lane corridor
Lodging	90,000	120,000	0.25	8	11	100	133	Downtown, South Main, Adams Crossing, Local District, Prairie Center
Office	270,000	350,000	0.25	25	32	1,227	1,591	Adams Crossing, Prairie Center, Downtown, (possibly Energy Corridor)
Industrial/Employment	1,490,000	1,830,000	0.25	137	168	1,863	2,288	Energy Corridor, Bromley Interstate Business Park, (also, depending on suitability: Adams Crossing, Prairie Center)
Public Facilities								
Schools (number of new schools)	7 primary, 1 middle, 1 high school expansion	8 primary, 1 middle, 1 high, 2 middle/high school expansions				3,805	5,916	See Schools Map in Chapter 4. Pace of school construction is dependent on residential growth, funding, and school boundary planning.
Parks (acres)	76	118						Equivalent of approx. 2 Community Parks and 3-4 Neighborhood Parks. Based on 6 acres per 1,000 people (per Parks Plan)
Open Space (Wildlife Habitat and Agricultural Lands in acres)	190	295						Based on 15 acres per 1,000 people (per Parks Plan)
Subtotal per Decade	3,160,000	3,940,000		290	362	5,810	7,292	Additional square feet, acres, and employees

CHAPTER FOUR: CITYWIDE PRINCIPLES, POLICIES & STRATEGIES

This Comprehensive Plan uses a set of principles that lie at the heart of all the major policies and strategies within the Plan. These are the citywide themes that should guide all development and renovation. The goal is to have all public and private investments meet these principles and policies, where applicable. These citywide principles and policies are followed by strategies that will help the City as it makes day to day, short-term decisions on how to best implement the Plan.

Woven throughout the fabric of this Plan is the concept of sustainable development to meet the needs of the present without compromising the future. This Plan seeks to strike a balance between protecting the environment, growing the economy, and developing the community. All three of these factors must advance together or they cannot advance in a sustainable way.

The principles, policies and strategies in this chapter, combined with the specific land use indicators presented in Chapter 5, add momentum to the ongoing Brighton Sustainable initiative, thus furthering the City's commitment to create a sustainable community.

EACH OF THE TEN PRINCIPLES IN THIS CHAPTER ARE BASED ON THE COMMUNITY VISION



The Regional Leader for the Northeast Metro Area



Inclusive Community Where We Collaborate & Share



A Sustainable & Complete Community



A Future Rooted & Growing in a Farming Heritage and Small Town Feel



**BRIGHTON
SUSTAINABLE**

the power of community innovation



<p>Managing Growth Principle 1:</p> <p>Manage Growth through New Private Sector Development and New Public Infrastructure to Proactively and Equitably Further this Plan’s Stated Vision</p>	<p><i>Policy 1.1: New Growth Should Favor Existing Areas of Infrastructure Investment and Planning</i></p> <p><i>Policy 1.2: New Municipal Investments in Infrastructure and Public Facilities Should Strategically Further the Plan’s Broader Vision and Principles</i></p> <p><i>Policy 1.3: Private Development Should “Pay Its Own Way,” by Bearing an Equitable Portion of the Costs of Expanding Municipal Infrastructure</i></p> <p><i>Policy 1.4: All Principles and Policies Pertaining to the Management of New Development Should also be Applied in Cases of Redevelopment</i></p> <p><i>Policy 1.5: Carry Out Ongoing, Transparent and Cooperative Interagency and Interdepartmental Planning Efforts</i></p>
<p>The Freestanding City Principle 2:</p> <p>Strengthen the Vitality of Brighton as a Freestanding Community with an Appropriate Balance between Residential and Non-Residential Uses</p>	<p><i>Policy 2.1: Brighton Will Continue to Develop in a Self-Sufficient and Sustainable Manner (Live, Learn, Work, Shop and Play) with an Appropriate Balance between Residential and Non-Residential Uses</i></p> <p><i>Policy 2.2: Use Infrastructure Investments and the Urban Service Area Map to Focus Urban Development</i></p> <p><i>Policy 2.3: The Urban Service Area is Designed to Accommodate Aggressive (High) 2040 Employment and Population Projections and Beyond</i></p> <p><i>Policy 2.4: Concentrate Urban Development in Urban Areas, and Agricultural Operations in Agricultural Areas</i></p>
<p>Open Space & Natural Environment Principle 3:</p> <p>Create Identity and Distinctiveness with Systematic and Large Areas of Open Space that Highlight the City’s Natural Resources and Agricultural Connection.</p>	<p><i>Policy 3.1: Promote Greenbelt Open Space Patterns for a Freestanding City</i></p> <p><i>Policy 3.2: Promote Urban Open Space Patterns</i></p> <p><i>Policy 3.3: Protect and Enhance Water Resources Through Public and Private Actions</i></p> <p><i>Policy 3.4: Protect Human Safety and Enhance the Drainage and Flood Control Capacity of Waterways Through Public and Private Actions</i></p> <p><i>Policy 3.5: Protect and Enhance Air Quality Through Public and Private Actions</i></p> <p><i>Policy 3.6: Ensure that Mining Operations Achieve Community Values and Restore Ecological Functions</i></p>
<p>Multimodal Transportation Principle 4:</p> <p>Support Pedestrian and Bicycle Mobility and the Viability of High-Frequency Transit to Reduce Automobile Dependency through Land Use Planning and Design</p>	<p><i>Policy 4.1: Encourage Development Patterns that Support All Modes</i></p>
<p>Economically Vibrant Community Principle 5:</p> <p>Create an Economically Vibrant Community</p>	<p><i>Policy 5.1: Protect and Enhance the Economic Health of Downtown (see also Downtown Urban Center Policy in Chapter 3)</i></p> <p><i>Policy 5.2: Support Brighton’s Non-Downtown Commercial Centers, Focusing Growth within Existing Investment Areas Where Possible</i></p> <p><i>Policy 5.3: Retain Sufficient and Suitable Land for Anticipated Employment and Industrial Development as Part of an Overall Economic Development Program</i></p> <p><i>Policy 5.4: Expand the Base of Commercial and Industrial Businesses through Proactive Economic Development Activities</i></p> <p><i>Policy 5.5: Remain Regionally Competitive by Supporting Lifelong Learning</i></p>

<p>Distinctive Neighborhoods Principle 6:</p> <p>Promote Neighborhoods that Have Distinctiveness and Character</p>	<p><i>Policy 6.1: Create and Maintain Inviting, Safe, Walkable and Bikable Streetscapes</i></p> <p><i>Policy 6.2: Ensure Residential Lots and Architecture Enhance the Street</i></p> <p><i>Policy 6.3: Create Usable, Accessible and Inviting Green Spaces in Neighborhoods</i></p> <p><i>Policy 6.4: Encourage the Enhancement of and Reinvestment in Existing Neighborhoods</i></p> <p><i>Policy 6.5: Encourage Projects that Enhance the Diversity of Housing Types and Costs</i></p>
<p>Community Design Principle 7:</p> <p>Place a High Priority on Sustainable and High-Quality Design that is Compatible with the City’s Unique Character</p>	<p><i>Policy 7.1: Continually Update the Citywide Design Guidelines to Ensure They Reflect Core Community Values</i></p> <p><i>Policy 7.2: Downtown Development Shall Integrate Public Spaces, Such as Plazas, Children’s Play Areas, Transit Facilities and Parks, that are Functional, Accessible, Inviting, Attractive, Safe, and Maintainable</i></p> <p><i>Policy 7.3: Promote Well Designed Commercial Centers that Contribute to Brighton’s Distinct Visual Quality and Uniqueness</i></p> <p><i>Policy 7.4: Design Industrial Areas, Office Parks and Similar Larger Scale Projects to Create and Present a Positive Image of the City</i></p> <p><i>Policy 7.5: Design the Streets, Pedestrian Environments and Gateways of Brighton With Consideration to the Visual Character and Experience of Users and Adjacent Development</i></p> <p><i>Policy 7.6: Pursue High Quality and Ecologically Sound Landscape Design</i></p> <p><i>Policy 7.7: Brighton Shall Set the Standard and Encourage the Use of Green Building Practices</i></p>
<p>Redevelopment Principle 8:</p> <p>Promote Redevelopment of Outdated or Incompatible Land Uses and Buildings</p>	<p><i>Policy 8.1: Encourage Redevelopment of Strategic Areas and Promote Infill Development</i></p> <p><i>Policy 8.2: Coordinate Infrastructure Capacity and Redevelopment Proposals</i></p> <p><i>Policy 8.3: Require that Development and Redevelopment Mitigate Impacts on Adjacent Property that are in Excess of Current Impacts</i></p>
<p>Recreation & Tourism Principle 9:</p> <p>Develop a Dynamic, Regionally Competitive, and Sustainable Recreation and Tourism Based Industry</p>	<p><i>Policy 9.1: Provide High Quality Amenities and Easy, Attractive Access for Both Residents and Visitors</i></p> <p><i>Policy 9.2: Educate Tourists and Residents on the Availability of Tourism Activities</i></p> <p><i>Policy 9.3: Ensure that Land Uses and Transportation Support Tourism</i></p> <p><i>Policy 9.4: Maintain an Exceptional Recreational System</i></p>
<p>Historic Resources Principle 10:</p> <p>Preserve Historic Resources to Enhance the Community’s Quality of Life and Heritage</p>	<p><i>Policy 10.1: Encourage and Support Historic Preservation and Reuse of Existing Structures</i></p>



Managing Growth



Consistent with the idea of sustainability, the planning and urban design principles of smart growth have been integrated into this Plan. Followed carefully, smart growth principles can help strengthen the City's financial health, maintain distinctiveness, conserve land, protect environmental resources, promote more efficient multi-modal transportation, create complete neighborhoods, stimulate a downtown renaissance, conserve energy, foster community involvement, support the creation of affordable housing, and more. Encouraging sustainable and smart growth to occur in sustainable and smart locations and patterns is indispensable for Brighton, both in implementing this Plan and positioning it for continued success.

Economic factors and demographic trends beyond the control of cities will always play a role in urban expansion. There are a number of ways, however, that the City can actively manage growth to strategically advance the Community Vision and Land Use Map outlined in Chapter 3.

Principle 1: Manage Growth through New Private Sector Development and New Public Infrastructure to Proactively and Equitably Further this Plan's Stated Vision

Policy 1.1: New Growth Should Favor Existing Areas of Infrastructure Investment and Planning

1. Infrastructure, in this context of this Principle, refers to streets, sidewalks, trails, bike lanes and other transportation improvements; utilities such as water, sewer (storm and waste), electrical and internet/communications transmission; parks and open space amenities; as well as other public amenities relied on by private residents, property owners and workers.
2. Other, often less intangible investments, can be equally important, such as: the establishment of urban renewal and other funding or planning districts; naming and branding efforts; historic preservation; and other similar "place-making" efforts.
3. Development should, wherever feasible, build upon the established framework of roads, utilities and other infrastructure investments outlined above.
4. Conversely, "leapfrogging" existing infrastructure and development should be explicitly discouraged, as such growth patterns result in fragmentation that is not only less cost efficient but aesthetically unappealing and more difficult to govern than cohesive, continuous development.
5. Extensions and longer vesting periods for rezoning or plats are only appropriate where 1) the proposed development significantly advances the principles in this chapter and 2) where strategic extension of infrastructure is demonstrably infeasible within a shorter period of time.

Policy 1.2: New Municipal Investments in Infrastructure and Public Facilities Should Strategically Further The Plan's Broader Vision and Principles

1. Public investment and the placement of new infrastructure should help guide development to desired areas.
2. New municipal buildings and related facilities should be placed in areas of desired private sector growth or revitalization – provided those facilities are likely to stimulate positive activity and positively impact surrounding real estate values.

3. Where feasible, coordinate the timing of new municipal investments and facilities to best align with upcoming private development.
4. In its relationships with other municipalities, school districts, county, state and regional planning bodies, the City should use any influence it has to encourage placement and timing of new infrastructure so as to further Brighton's Vision and these Principles.

Policy 1.3: Private Development Should "Pay Its Own Way," by Bearing an Equitable Portion of the Costs of Expanding Municipal Infrastructure

1. Equitable funding contributions are those that are reasonable and proportional to benefits received by private developers and property owners.
2. Incentives or relaxed development requirements should not be provided to private development which is already market driven or typical of Brighton's existing entitlements.
3. Public and quasi-public funding arrangements including, but not limited to, urban renewal/tax increment financing, local improvement districts, business improvement districts, and parking improvement districts, should be considered where appropriate to help bridge the financial gap in cases where desired private development truly cannot afford to pay for all necessary infrastructure expansion.

Policy 1.4: All Principles and Policies Pertaining to New Development Should also be Applied in Cases of Infill and Redevelopment (see Principle 8: Redevelopment)

1. Ideas found in Policies 1.1 through 1.3 should naturally favor infill and redevelopment over new, "greenfields" development, since infrastructure elements are generally already in place.
2. Where infill and redevelopment would be particularly helpful in furthering the Vision and Principles of this Plan, but aging or obsolete infrastructure inhibits private sector investments, the City should consider proactive updates to infrastructure elements.

Policy 1.5: Carry Out Ongoing, Transparent and Cooperative Interagency and Interdepartmental Planning Efforts

1. Provide an inclusive, transparent public outreach process during planning efforts to help identify needs and community desires.
2. Coordinate with the applicable school districts, fire districts, and service providers in regards to facility planning and growth within the City.
3. Continue to participate in and coordinate with other jurisdictions and governmental entities on planning issues affecting the City's growth. The specific boundaries defined by agreement between the Denver Regional Council of Governments (DRCOG) and surrounding jurisdictions regarding the outer edges of the Urban Growth Area are depicted in the Planning Boundaries Map. Brighton has entered into Intergovernmental Agreements (IGAs) with the cities of Lochbuie, Thornton, Ft. Lupton and Commerce City to coordinate planning activities and ensure that urban development within unincorporated Adams and Weld Counties is assimilated into existing cities.



Key Strategies for Managing Growth

1. Maintain and update the schedule of “growth management fees” to equal the costs of growth and remain in line with the regional market. Continue to require that developers pay impact fees as one mechanism to offset the public cost of building infrastructure and serving future residents and businesses.
2. Modernize the Land Use and Development Code to align development standards with the Comprehensive Plan.
3. The City should execute an intergovernmental agreement with Weld County.
4. Conduct a fiscal impact study to determine the costs and benefits of annexation and build out of the transportation, open space, and water master plans.
5. Ensure that all developments have or have made acceptable guarantees for adequate capital facilities, including schools, prior to plan and project approval. Adequate capital facilities will be defined as the existing presence or the feasible, short-term provision of roads, sewer, water, and other services or capital facilities deemed critical by the City of Brighton in order for development to proceed in conformance with this Comprehensive Plan.
6. Update the Infill Map and create incentives for infill development.



The Freestanding City

Principle 2: Strengthen the Vitality of Brighton as a Freestanding Community with an Appropriate Balance between Residential and Non-Residential Uses

Brighton should continue to be distinguished by its separation from the larger urban area through physical and visual separation from Thornton, Commerce City, and Fort Lupton. It also requires balanced growth in employment opportunities with continuing residential growth.

In contrast to many Denver Metro communities that appear as one indistinguishable urban metropolis without distinct boundaries, Brighton seeks to maintain its identity. This will require guiding growth to the most suitable locations: those nearest existing infrastructure, schools, and job centers – and away from hazardous floodplains, recreational reservoirs, wildlife habitat, and irrigated agricultural lands. With private and public partners, Brighton can protect sufficiently large areas of open space in key locations to provide a visual and physical separation from the surrounding communities.

Brighton is fortunate to have the history and culture of a small, rural, freestanding city. The city can build on this foundation and focus efforts on developing a sustainable approach to community building by providing more diversified job opportunities, educational opportunities, recreational activities and spaces, and diverse housing choices.

Brighton is also fortunate to have large natural buffers, which include the Platte River floodplain to the west, Barr Lake State Park and associated wetland areas to the east, and Second and Third Creeks to the south. However, no separation remains between Brighton and Lochbuie, between Brighton and Commerce City along 120th Avenue, and there are no natural buffers to the north that contribute to separation with Fort Lupton. In this latter circumstance, it will be necessary to focus on joint planning efforts with neighboring communities while planning for the continuation of agriculture through land purchases, conservation easements and clustering development.

In previous Brighton Comprehensive Plans, DRCOG Metro Vision plans, and in the Mile High Compact, City Council has maintained policies to encourage compact, connected and coordinated urban development within a defined service area. Be Brighton improves upon this fundamental growth management philosophy. The alternative is often referred to as sprawl: unrestrained outward extension of low-density and leapfrog residential development that are auto-dominated; segregated strip commercial with underutilized and vacant commercial spaces; accompanied by reduced redevelopment or reuse of land within the urban centers.

If low-density, single-use growth were to occur in every direction, the absence of both physical constraints and self-restraint would put the City's fiscal health at great risk due to the high cost of infrastructure extensions and accompanying long-term maintenance. Thus the Urban Service Area provides a spatial framework within which urban scale development can occur and the location, capacity, and financing for the roads, schools, utilities, transit and other public facilities necessary to support development can be planned for and provided.

THE FREESTANDING CITY

A unique place surrounded by an open space or rural buffer, with a balanced mix of jobs and housing, efficient regional transportation connections, and an authentic town center at its core.

Brighton stands as only one of four remaining freestanding communities in the Denver metro area, along with Boulder, Castle Rock, and Longmont.

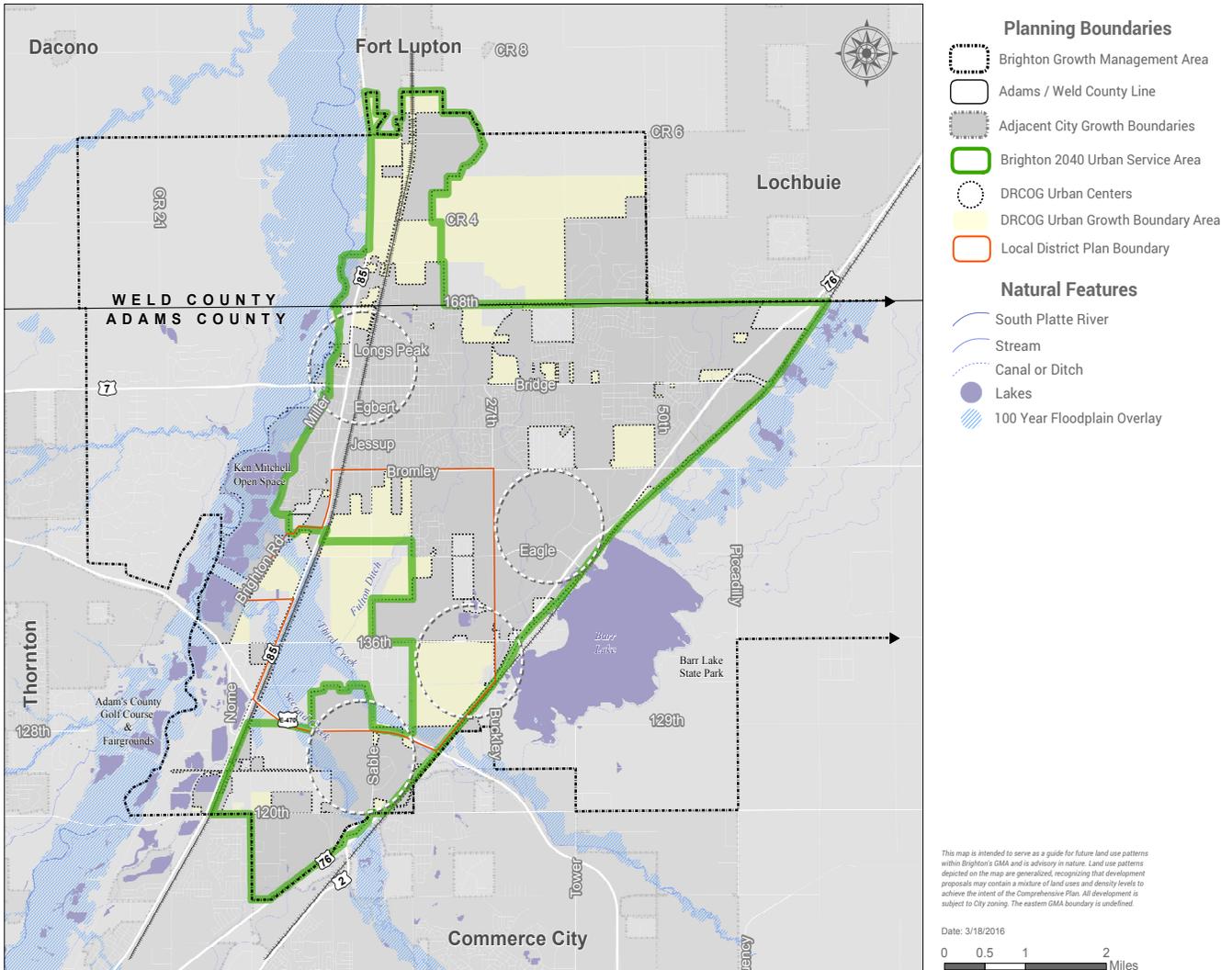


Focusing development within the Urban Service Area will prevent unnecessary and inefficient extension of roads, transit services, water and wastewater treatment plants. It will reduce regional vehicle travel, help achieve greater density, conserve open land outside the area, and enhance Brighton as a standalone community.

The city limits in 2016 encompass 20.9 square miles. Of this area, approximately 60% or 12 square miles is developed. The remainder has been annexed and approved for urban development and is at varying stages of planning and construction depending on market demand and infrastructure availability. The Urban Service Area and DRCOG Urban Growth Boundary/area shown on the Planning Boundaries Map encompasses 24 square miles, for a total of 12 square miles of vacant land – enough to accommodate growth for several decades (see Development Program Table in Chapter 3 which shows that 1.5 square miles is anticipated to develop per decade). Outside of the City’s Urban Service Area, rural (i.e., County serviced) development and agriculture is encouraged.

PLANNING BOUNDARY	SQUARE MILES
Growth Management Boundary	69.2
Brighton 2040 Urban Service Area	23.8
DRCOG Urban Growth Boundary/Area	24.0
Brighton Incorporated Area (City Limits)	20.9
Undeveloped, Zoned (Entitled) Area	7.1

PLANNING BOUNDARIES MAP



This map is intended to serve as a guide for future land use patterns within Brighton's GMA and is advisory in nature. Land use patterns depicted on the map are generalized, recognizing that development proposals may contain a mixture of land uses and density levels to achieve the intent of the Comprehensive Plan. All development is subject to City zoning. The eastern GMA boundary is undefined.

Date: 3/18/2016
 0 0.5 1 2 Miles

Policy 2.1: Brighton Will Continue to Develop in a Self-Sufficient and Sustainable Manner (Live, Learn, Work, Shop and Play) with an Appropriate Balance between Residential and Non-Residential Uses

1. Diverse housing for the full spectrum of incomes and needs will be encouraged to meet the needs of all ages and walks of life allowing residents to remain in Brighton along the continuum of housing needs. This will include senior housing, medium-high density, attainable and accessible housing, as well as higher-income-supported housing.
2. Diverse, lifelong educational opportunities will be encouraged and developed within the community. Fostering and expanding a full range of high-quality educational opportunities and excellence in partnership with schools and beyond (such as educational events and active learning opportunities) is crucial to achieving a prosperous and sustainable future.
3. Diverse industry will be encouraged with the goals of reducing the percentage of citizens commuting out of Brighton; expanding the City's economy beyond retail services, construction, and trades industry jobs; and providing the opportunity for employment and upward mobility within the community.
4. Maintain a vibrant downtown core supported by distinctive mixed use urban centers to preserve Brighton's unique identity, encourage sustainable development patterns, and protect historic resources. Encourage economic development and employment centers in proximity to residential development (see Economically Vibrant Community Principle).
5. Diversity in recreational and cultural places and activities will be encouraged and supported. Choices for everyone must exist that include passive and active recreational opportunities. Promote neighborhood gathering spaces for residents, such as parks, schools, and libraries (see Community Design and Recreation and Tourism Principles).

Policy 2.2: Use Infrastructure Investments and the Urban Service Area Map to Focus Urban Development

1. The Urban Service Area is the geographic area defined by this Plan within which the City of Brighton presently or may provide municipal services through 2040. It is fundamental to the City's long-term growth strategy for achieving an urban area where a quality of life superior to that provided by a conventional suburban development pattern can be achieved. To that end, the City will use the Urban Service Area as the primary planning and management tool for identifying 25-year capital facility needs and the funding commitments required to support its future urban growth.
2. Development outside the Urban Service Area will occur without City services, to the extent practical. Providing adequate capital facilities is the responsibility of the applicant and not the City for expansions of services beyond the Urban Service Area.
3. New housing within the Urban Service Area will occur on 0.5 acre lots or smaller.
4. New annexations or disconnections of existing corporate areas may be utilized to support efficient extension of utilities.

Policy 2.3: The Urban Service Area is Designed to Accommodate Aggressive (High) 2040 Employment and Population Projections and Beyond

1. If the amount of land available for development is insufficient to allow the Urban Service Area to function as desired, adjustments to the boundary may be made through a plan amendment. The amendment must demonstrate that:



2. The proposed expansion will not encourage sprawling patterns of urban development as defined above.
3. The expansion results in greater environmental protection than that afforded under County policies.
4. The expansion improves infrastructure efficiency and is supported by appropriate public facilities planning, consistent with policies in the Comprehensive, Transportation, and Utilities Plans.
5. The expansion provides a realistic economic development opportunity exists for significantly expanding the City's economy beyond the services and trades industry jobs.
6. All costs for extending services should be the responsibility of the developer. Annexation will be discouraged unless the applicant can demonstrate substantial compliance with the City's utility improvement schedule, and that the project will dedicate adequate funds to finance the extension of services to the site.

Policy 2.4: Concentrate Urban Development in Urban Areas, and Agricultural Operations in Agricultural Areas

1. Coordinate with Adams and Weld Counties and Thornton, Commerce City, and Fort Lupton to establish a permanent open space separation between communities. Consistent with the DRCOG Metro Vision Plan, seek alternatives to rural sprawl, such as county to city development transfers or other techniques to maintain the rural landscape.
2. The City should expand a farmlands protection program through a multifaceted approach. This may include establishing a local food system, acquisition and/or conservation easements, and/or agricultural mixed use performance criteria. Utility extensions should be done in a manner consistent with farmland protection needs.
3. The City will work with Adams and Weld counties to redirect additional residential growth from the following four low density County areas into identified urban City areas (see Future Land Use Map):
 - Between Bromley Lane and Sable Boulevard southwest to the South Platte River and E-470 as shown in the joint Brighton/Adams County District Plan
 - North of Weld County Road 6 between Lochbuie and U.S. 85 up to Fort Lupton
 - West of U.S. 85 across the South Platte River to Todd Creek and Thornton
 - East of I-76 towards Barr Lake to Denver International Airport
4. New development in areas intended to remain rural should be done in a manner that maintains rural character. In close cooperation with Adams and Weld Counties, rural residential development outside of the Urban Service Area will be discouraged unless cluster / conservation development or transfer of development rights are employed. Evaluate City codes to better support these tools.
5. The City will place a high priority on the acquisition of water rights in tandem with agricultural land acquisition and/or tie water rights to land via conservation easements.
6. Work closely with the farming community to define appropriate public sector actions that will best advance the goals of maintaining profitable and active farming industry, and to avoid fragmenting the agricultural infrastructure system.
7. Rural estate subdivisions west of the South Platte or near Barr Lake should not be annexed or serviced by City of Brighton water or sewer.

Key Strategies for The Freestanding City

1. Implement a joint Adams County/Brighton District Plan for south Brighton.
2. Continue joint planning efforts with Adams County and neighboring communities to monitor and improve planning in Brighton. Continue to monitor and update IGAs to account for market trends and new approved master plans.
3. Work with Weld County to encourage the adoption of County zoning provisions for all future residential subdivisions that encourage cluster development, transfers of development rights, and protection of open areas that align with this Plan.
4. Encourage Weld and Adams Counties to maintain agricultural zoning with a minimum lot size of 10 to 35 acres in undeveloped, unincorporated areas within the Growth Management Area.
5. A farmlands protection program should protect greenbelt open space through a multifaceted approach.
6. Development projects in targeted areas should have the voluntary option to increase the intensity of development on portions of their property by protecting on- or off-site farmland.
7. Evaluate voluntary options and/or incentives in City code for developers to increase the intensity of development in their projects by protecting on- or off-site farmland in targeted areas through cluster standards or a Transfer of Development Rights program or other density bonus system in cooperation with Adams and Weld counties.



Open Space & Natural Environment



Principle 3: Create Identity and Distinctiveness with Systematic and Large Areas of Open Space that Highlight the City's Natural Resources and Agricultural Connection

Brighton seeks to protect sufficiently large areas of agricultural lands and watercourses in key locations so that every resident and visitor can enjoy the experience of viewing land still in farming or in prairie or riverine conditions. Through wise investments, this plan aims to more than double the current 960 acres of parkland and open space, including neighborhood, community, special use and natural resource parks.

Policy 3.1: Promote Greenbelt Open Space Patterns for a Freestanding City

Brighton will be defined and distinguished by four greenbelt open space corridors. These greenbelts will ensure that Brighton remains clearly separated and distinctive from adjoining communities (i.e., freestanding).

- 1. The South Platte River Greenbelt:** Brighton will work in conjunction with Adams and Weld Counties, the South Platte River Urban Waters Partnership, and adjoining communities and partners to protect as much of the river corridor as possible so that this natural feature becomes an integral greenway and open space resource on the City's western border. The primary corridor will extend from the ridge line west of Riverdale Road to the east edge of the South Platte floodplain. Mine reclamation will be actively pursued to enhance water, flood control, open space, and recreation resources. City infrastructure within the east edge of the South Platte River corridor will be designed to maintain and improve wildlife connectivity.
- 2. The Second and Third Creek Greenbelt:** Stretching from the South Platte to Barr Lake across the City will be a major greenway that separates the center of Brighton from the E-470 corridor and from Commerce City to the south. The Second and Third Creek greenway will protect human life and property, floodplains, wildlife corridors, and valuable farmlands along Potomac Street and US 85. It will also protect important wildlife habitats, provide migration corridors for wildlife, provide public open space, and retain an open space buffer along the major roads and gateways into Brighton from the south (i.e., US 85, Potomac Street, Sable Boulevard and I-76.)
- 3. Barr Lake State Park and Surrounding Area:** Brighton will cooperate with the County and State to improve recreation access and ensure that this park and its environs remain as an open space anchor to the east of the City.
- 4. The Weld County Area to the North:** Rural lands within Weld County between Weld County Road 6 and Weld County Road 8 should provide a northerly open space buffer for the City of Brighton. The City will work with Weld County and Ft. Lupton to achieve these goals. Unincorporated lands to the north of Weld County Road 6 should be used primarily for farming, open space, and low-density residential development, except for certain areas along US 85 and Weld County Road 27 planned for annexation by the City of Brighton and intended for industrial and employment related development.

Policy 3.2: Promote Urban Open Space Patterns

In conjunction with the Greenbelt Open Space Areas described in 3.1 above, the City will establish a broader network of urban open space areas. These parks, trails and open spaces will serve the community in multi-modal and traditional recreational activities.

- 1. Trails and Ditch Ways:** Brighton will promote partnerships among departments and other agencies to provide and enhance off-street, hard and soft trails along irrigation ditch corridors, and to accomplish the objectives under Drainage Ways described below. Brighton will work with the owners or adjacent property owners on ditches in the City to create a linked system of trails and natural areas along these ditches so that they serve dual roles as water conveyors, open space corridors, and alternative transportation corridors. The City will assertively pursue a program to create and maintain trails along the ditches of Brighton in cooperation with ditch owners. The Brighton ditch ways have the potential to provide complete north-to-south pedestrian and cycling access within Brighton. The costs of long-term maintenance must be accounted for in developing this trail system.
- 2. Drainage Ways:** These corridors will also enhance wildlife habitat, minimize the impacts of development, restore and enhance water quality, contribute to the ecological functioning of urban watersheds, protect natural areas, buffer natural features and scenic qualities. Brighton will incorporate the Urban Drainage and Flood Control District's plans for the drainage ways flowing through the City's jurisdiction. The City will incorporate other major urban stormwater management programs as they are developed.
- 3. Urban Parks System:** Brighton will continue to develop and maintain a citywide system of urban parks and open space areas in conjunction with the City's Parks, Recreation and Open Space Master Plans. Protect and restore prairie ecosystems within the City. Update landscaping standards to encourage naturalistic prairie restoration in urban areas.

Policy 3.3: Protect and Enhance Water Resources through Public and Private Actions

Protect groundwater supplies and groundwater quality through a variety of means including the following:

1. Protect tributaries to the South Platte River and their associated floodplains from harmful development patterns and land uses in order to maintain high water quality flowing into the river and minimize flood hazards.
2. Investigate and acquire sites along the river for water storage, augmentation, and flood control.
3. Update landscaping requirements to minimize long-term irrigation, pesticide and fertilizer application and restore biodiversity. Maximum efforts shall be made to focus the use of irrigation water on the parts of developments that are most enhanced by irrigation and provide the highest impact on quality of life. Make equally strong efforts to find creative design solutions that minimize the need for irrigation water in other areas.



Policy 3.4: Protect Human Safety and Enhance the Drainage and Flood Control Capacity of Waterways Through Public and Private Actions (see Principle 4: Multimodal Development)

1. Development within floodplains should be limited to non-residential and/or non-population intensive uses. Provide for multiple passive recreation uses of stormwater and open space lands within the floodplain. Continue to work with the Urban Drainage and Flood Control District to refine its master plans for drainage ways flowing through the City in a manner that supports this Plan.
2. At locations where a development project abuts the South Platte River or man-made lakes, the development should provide public access to the river and other water bodies where feasible.

Policy 3.5: Protect and Enhance Air Quality Through Public and Private Actions

1. Pursue and adopt design approaches that minimize the number of vehicle trips associated with the development for all new developments.
2. Promote opportunities for pedestrian and bicycle travel and public transit.
3. Encourage wind, solar and geothermal energy in residential construction, and wind or solar farms in non-residential zoning districts.

Policy 3.6: Ensure that Mining Operations Achieve Community Values and Restore Ecological Functions

1. The area between Riverdale Road and Brighton Road should be maintained in sand and gravel extraction operations. The City should collaborate with gravel mining interests to transfer or acquire these sites upon closure of the operations. Operators will recontour and restore gravel pits to productive habitat and recreation uses as part of their lease or bond.
2. Mitigate negative aspects of mineral extraction by limiting hours of operation (where appropriate) and requiring road and intersection improvements to those roadways used by the transport vehicles that are removing materials from the site, preservation of historic structures, and protection of adjacent neighborhoods and/or businesses.

Key Strategies for Open Space & Natural Environment

Brighton will implement its open space program through the following strategies:

1. Implement existing master plans. The Parks, Open Space, Greenways, Trails, Recreation, Raw Water, Stormwater, and Wastewater Master Plans are incorporated by reference as an element of the Comprehensive Plan. Implement the Ken Mitchell Lakes Master Plan and where appropriate, develop other master plans for newly acquired properties within the planning area to insure open space preservation, water augmentation, recreation and limited development. The City should regularly update these Master Plans in coordination with the policies of the Comprehensive Plan.
2. A portion of Brighton's lottery proceeds and recreation sales tax should be directed toward recreation, trail acquisition, or open space purchases both within the City limits and in agricultural areas.
3. Along with strong environmental protection standards, the City should seek to create incentives for development to help the City attain its open space goals. These may be in the form of providing density bonuses for open space dedications that exceed minimum requirements.
4. On-site open space should be specifically encouraged within subdivisions and Planned Unit Developments through zoning language amendments that allow density increases for exceptional open space set-a-sides.
5. Building and lot clustering should be strongly encouraged for all projects to create the maximum size of natural areas and usable open space.
6. Ensure that surrounding development does not degrade the visual impact of open space areas (i.e., restrict building heights and require the placement of view corridors at appropriate locations).
7. The City should consider financing methods, including increasing the existing dedicated sales tax, depending on community support, to increase the City's ability to buy, manage and maintain open space and develop recreational access.
8. Support sustainable practices to encourage smaller organic or "boutique" farms that produce food for local businesses and individuals, as well as contribute to the economic diversity and sustainability of the local economy.
9. Work with developers to incorporate community gardens or boutique farms within developments. Consider programs, incentives and code revisions necessary to achieve these outcomes.
10. Market existing parks, open space, and trails systems to increase use and coordinate with adjacent communities to create a regional network.
11. Work with the Urban Drainage and Flood Control District to refine its plan for Brighton in a manner that supports the Brighton Comprehensive Plan.
12. Coordinate with ditch companies to address any conflicts that might arise in the construction of trails within ditch company rights of way.



Multimodal Development



Principle 4: Support Pedestrian and Bicycle Mobility and the Viability of High-Frequency Transit to Reduce Automobile Dependency Through Land Use Planning and Design

Particularly in urban centers, major corridors and key intersections, the placement and design of land uses should facilitate walking, biking, and the use of transit, making active transportation an option for residents and workers in Brighton. Throughout the City, a well-connected transportation network should support efficient connections among a variety of land uses. This principle should be implemented in coordination with the recommendations of the Transportation Master Plan.

Policy 4.1: Encourage Development Patterns that Support All Travel Modes

1. Direct future high-density neighborhoods toward urban centers and major arterials, which will place residents either close to a train or bus station or within an easy walk or bike to a local transit connector.
2. Encourage senior housing to locate within walking distance of transit stops.
3. Maintain adequate land in development projects that are near Bridge Street and the rail line for the possibility of transit parking. Encourage Transit Oriented Development (TOD) to locate along future commuter rail lines.
4. Seek to decrease the number of automobile trips per person and per job as Brighton grows.
5. Establish road standards that improve the pedestrian and multi-modal environment to achieve a parkway character with specific attention to street furniture, urban forestry, landscaping, and off-street sidewalks and trails.
6. Facilitate employment opportunities near existing and planning transit facilities.
7. Ensure that all public facilities and spaces, especially schools, are accessible by alternative modes of transportation.
8. Require new developments to frontload infrastructure construction into phasing plans that prevents isolation or disconnection.

Key Strategies for Multimodal Development

1. Update the DRCOG Urban Center boundaries.
2. Place a high priority on completing missing links or connections in the planned transportation network.
3. Ensure that all development applications are properly coordinated with the Transportation Master Plan, and that plans are amended where conflicts occur or if appropriate development proposals modify the plans.
4. New developments should address all modes of transportation, including pedestrian, bike, and transit. The City should ensure that the land area for planned infrastructure is obtained and that the developed land uses generate support for regional transit systems. In addition, the City should retrofit and complete additional modes systems within existing infrastructure at the earliest opportunity.
5. Re-evaluate impact fees and the phasing of transportation improvements within master-planned developments to ensure a well-connected network of streets, sidewalks, bike-lanes, and off-street trails.
6. Maintain adequate land adjacent to US 85 for future rail and commuter uses based on RTD and CDOT transit plans.
7. Perform proactive traffic and parking studies for existing areas that are well suited for increased density. Work to improve these systems through coordination with the transportation capital facility plan, or through public-private partnerships as redevelopment occurs.
8. Look into providing local alternative modes of transportation such as bike rental programs, city bus services, or ride sharing programs until regional alternatives are developed. Explore incentives or awards for businesses that employ a high percentage or majority of Brighton residents.



Economically Vibrant Community



Principle 5: Create an Economically Vibrant Community

Brighton will grow and sustain a local economy that is well-balanced in terms of its geographic spread, its mix of land uses, and the economic opportunities afforded its citizens.

Policy 5.1: Protect and Enhance the Economic Health of Downtown and Brighton's Unique Identity (see also Downtown Urban Center Policy in Chapter 3)

1. Support Downtown reinvestment to create a vibrant, mixed-use urban core with shops, services, restaurants, and entertainment supported by higher density, unique living accommodations housing within walking distance (see also Policy 2.1.4).
2. Ensure Downtown is pedestrian and bicycle friendly.
3. Support development in and around Downtown through favorable policies, dedicated planning efforts and public-sector investment. After decades of national decline, downtowns of all sizes are seeing a resurgence as desirable locations for commerce, culture and living. Brighton's Downtown has the potential to join in this renaissance.
4. In contrast to suburban greenfield sites, Downtown faces a number of challenges to redevelopment, including legacy infrastructure, fragmented ownership and a lagging demographic profile. As such, the City should continue its policy of preferential investment, policies and efforts in encouraging Downtown's economic success and historic preservation.

Policy 5.2: Support Brighton's Non-Downtown Commercial Centers, Focusing Growth within Existing Investment Areas Where Possible

The era of *inevitable* growth along Brighton's edge is over. After rapid growth in the 1990s and early 2000s, Brighton, like many similar suburban communities, witnessed a dramatic recessionary slowdown in both residential and commercial expansion. Major developments like Prairie Center transitioned from market-driven surefire success to projects needing significant public subsidy to weather the downturn.

1. Balance Downtown growth with non-Downtown growth. In general, development that can succeed in the Downtown environment should be encouraged there rather than in edge developments.
2. Prioritize growth within major existing centers and developments. The northeast Denver metropolitan market area is unlikely to require another regional retail development on the scale of Prairie Center for a decade or more. Major infrastructure investments already in place at Prairie Center and nearby developments are not yet fully utilized. Major expansion of region-serving retail and related uses such as lodging, dining and recreation/amusements, that are not well-suited to Downtown should be encouraged to build on these existing investments (see also Commercial Centers in Chapter 3).

Policy 5.3: Retain Sufficient and Suitable Land for Anticipated Employment and Industrial Development as Part of an Overall Economic Development Program

1. Reserve employment and industrial lands for future primary jobs, particularly along US 85, I-76,

and E-470 and protect them from encroaching conflicting uses. Follow the land use policies and Comprehensive Plan maps of this Plan that establish criteria for designation of commercial and industrial land.

Policy 5.4: Expand the Base of Commercial and Industrial Businesses Through Proactive Economic Development Activities

1. Proactively support business retention and attraction (recruitment), primarily through the Brighton Economic Development Corporation.
2. Ensure that economic development activities are supported by a solid understanding of market supply and demand factors and broad industry trends.
3. Consider and promote businesses or commercial centers with strong potential to generate jobs, improve Brighton's public image, and contribute to economic diversity and sustainability.
4. During the recruitment stage, guide new business opportunities to appropriate locations within the land use plan.
5. Direct the use of business incentives to developments that may not be supported by current market trends. For example, target areas with higher construction costs, such as infill and redevelopment projects. Target new businesses, entertainment, and office locations to revitalize lower income areas where re-investment is unlikely to occur on its own.

Policy 5.5: Remain Regionally Competitive by Supporting Lifelong Learning

1. Education funding constraints, low K-12 school performance, and limited higher education outlets make Brighton's economic position vulnerable. Conversely, a well-educated labor force and top schools strengthens our ability to attract talented employers and employees. Partner with 27J on coordinating facility planning and analyze the impact on the education system of proposed annexations and development proposals, including recommendations of the 27J School Board and staff.
2. Only 10% of a child's life is spent in school; the rest of life learning occurs in our community. Identify learning opportunities outside of 27J programs such as after school care, active learning in parks and open space areas, hosting educational events for children, scholarship and travel abroad programs for low-income families, mentor programs, etc.
3. Create lifelong learning locations that are accessible by foot, bicycle, and public transit.

Key Strategies for an Economically Vibrant Community

1. Evaluate attracting and expanding higher education institutions to Brighton.
2. Establish a revolving loan fund to help incentivize targeted businesses in the community.
3. Participate in regional economic development activities and partnerships that promote region-wide growth, marketing for locally-made goods and local services, and sound regional coordination or agreements.
4. Work with business and property owners to explore additional funding and tourism opportunities, such as the establishment of a business improvement district, historic district, or mainstreets program.



Distinctive Neighborhoods



Principle 6: Promote Neighborhoods That Have Distinctiveness and Character

To assure the development and redevelopment of high quality, livable neighborhoods, regulatory measures and incentives are needed to encourage or require, where necessary, developers to use high-quality site and building design. While the *Land Use and Development Code* has many requirements intended to achieve this assurance, the continual maintenance and enhancement of these requirements will increase the physical amenities, protect open space, shelter residential areas from adverse impacts of major streets or incompatible land uses, provide for alternative transportation opportunities, diversify housing supply, and improve traffic safety.

There is a clear relationship between the household income and housing types. For Brighton to grow as a community in the fashion it wants—diverse, multi-cultural and vibrant—it needs to attract primary jobs, higher paying employers and prioritize creating housing affordability throughout the City. A community that provides a wide range of housing types is more likely to have a housing supply and market that adequately serves people across the income spectrum. Density also plays a role in allowing market rate housing to be affordable because higher density housing has lower land costs per unit and can therefore be sold or rented for a lower price. This comprehensive plan supports housing affordability by facilitating the mixed density neighborhoods, close to transit service and ensuring that sufficient density is allowed in order to keep land costs per housing units reasonable. It further emphasizes retaining and attracting higher wage employers beyond traditional service employment, and exploring additional financial assistance for affordable housing programs.

Policy 6.1: Create and Maintain Inviting, Safe, Walkable and Bikable Streetscapes

1. Employ a “Safe Routes to Everywhere” philosophy. Ensure that all neighborhoods have a well-connected, accessible pedestrian and bicycle network, including detached sidewalks, bike lanes, and off-street trails, especially to schools.
2. Promote well-maintained, drought-tolerant landscaping native to Colorado, including street trees, shrubs, perennials, and grasses, and integrate small parks and natural spaces into the streetscape.
3. Encourage the provision and maintenance of street furniture, such as benches and bike racks, that increase pedestrian comfort and allow people to stop and rest.
4. Integrate traffic calming measures, including narrow streets, neckdowns, varied pavement surfaces, roundabouts, and other neighborhood scaled street features that increase pedestrian and bicyclist safety, decrease car speeds and make a more pleasing and interesting physical environment.
5. Require all new or redeveloped streets to conform to City street standards.

Policy 6.2: Ensure Residential Lots and Architecture Enhance the Street

1. Ensure that setbacks of homes in new neighborhoods are in proportion to street width.
2. Encourage front porches or similar architectural features that provide a welcoming appearance to the street.
3. Encourage the inclusion of alleys to accommodate utilities, trash service, and alley-loaded garages that prevent driveways from interrupting the sidewalk.

4. Vary house styles to avoid monotony. Discourage protruding garages (i.e., garages that are closer to the street and more evident than the front door of the house), uniform roofing material, and limited exterior color/materials.
5. Integrate neighborhoods as a part of Brighton, not separated from the rest of Brighton. Avoid sending visual messages of separateness with gateways, fences, landscaping, and building orientation. For example, prohibit fences that create canyon-like streetscapes or isolated compounds.

Policy 6.3: Create Usable, Accessible and Inviting Green Spaces in Neighborhoods.

1. Devote a substantial portion of new development to accessible, connected and usable parks and open space to encourage residents to get outside, be physically active, interact with one another, and provide eyes on the street.
2. Ensure the location and topography of parks and open space are suitable for all ages and abilities to enjoy the majority of the area, which should be easily accessible and free from any obstacles such as railroads, major roads, or irrigation ditches. Orient public parks to the front of homes, not behind them.

Policy 6.4: Encourage the Enhancement of and Reinvestment in Existing Neighborhoods

1. Foster the creation of neighborhood groups and liaisons to the City, and support neighborhoods in developing plans and improvements for their neighborhoods.
2. Prepare and maintain a residential reinvestment strategy to help target investments and incentives. This strategy should assess Brighton's existing neighborhoods and identify problems that can be solved through either public sector attention (e.g., street conditions, sewer and water problems, street lighting, etc.) or private sector reinvestment.
3. Pay special attention to the neighborhoods adjoining commercial and industrial areas. Assess the likelihood of future growth to erode the quality of these neighborhoods. New development adjacent to these neighborhoods will have the responsibility for providing harmonious transitions.
4. Focus efforts on reintroducing residential uses into the Downtown as a way to reuse vacant space and strengthen the 24-hour consumer base in the Downtown.
5. Encourage interdepartmental cooperation to continually reinvest in established neighborhoods, ensuring an equitable sharing of public resources across old and new neighborhoods.

Policy 6.5: Encourage Projects that Enhance the Diversity of Housing Types and Costs, and Manage Affordability through Supply and Subsidy

1. Encourage all housing developments to consider, in the design stage, a variety of housing sizes and types, including apartments and condominiums.
2. Create universal (i.e., enabling) housing design standards or incentives to create full accessibility for all residents of varying levels of physical ability or age.
3. Support lifecycle housing for seniors to age in place. Consider creative living arrangements for seniors to live in place in lieu of moving, such as cohousing developments or multiple unrelated older adults living in existing single family homes.
4. Encourage residential development activity that serves a broad range of income segments and that



diversify the existing housing supply. Conversely, discourage housing designs and development patterns that already dominate the housing supply within a single income strata or particular product type, unless a significant, unique neighborhood amenity is proposed (see Freestanding City Principle).

5. Evaluate the creation of additional financial assistance and tools for affordable housing such as a local housing trust fund, inclusionary zoning, zoning allowances for Accessory Dwelling Units (mother-in-law suites), local fee and tax incentives, tax increment financing and the Low Income Housing Tax Credit program.

Key Strategies for Distinctive Neighborhoods

1. Proactively attract developers who will deliver housing products lacking in Brighton's supply, and be open to applicant interest in renegotiating approved developments to broaden the housing mix.
2. Improve existing tools such as Residential Design Standards, PUD Regulations and Pacing Regulations along with new measures such as Design Review to aid in attaining high-quality residential development complementary to, and supportive of, the character of the community, and encourage private reinvestment in accessory dwelling units and other infill opportunities.
3. Set aside adequate funds in the General Fund to continually reinvest in established neighborhoods. Investigate the creation of special funding and regulatory incentive strategies to rehabilitate housing in older neighborhoods (e.g., special taxation districts or the creation of a low to moderate housing rehabilitation loan program).
4. Look into grant opportunities for needed reinvestment strategies such as CDBG funds.
5. Identify how the City can incentivize condominium development that is currently discouraged by the statewide construction defects law.
6. Use DRCOG's Boomer Bond Assessment Tool to evaluate how well the community's existing resources, programs and physical design serve older adult residents. Evaluate dedicating staff resources towards senior living needs in partnership with DRCOG's Area Agency on Aging, the Brighton Housing Authority, and other relevant partners such as the Cohousing Association of the US.
7. Identify home owner associations throughout the City. Encourage and incentivize the formation of neighborhood organizations to identify and eliminate negative factors of blight, such as deteriorating infrastructure, in declining neighborhoods.
8. Create drought-tolerant landscape standards to encourage water conservation while ensuring an attractive, vegetative groundcover.
9. Ensure that the distances from the front door of any dwelling unit to a neighborhood park will be no more than $\frac{1}{4}$ mile; and to a community park will be no more than $\frac{1}{2}$ mile.



Community Design

Principle 7: Place a High Priority on Sustainable and High-Quality Design that is Compatible with the City's Unique Character

The Community Design element provides a framework that celebrates Brighton's history and environment through its distinct character. As such, it plays a vital role in social and economic development because it fosters a sense of place, inspires community pride, and helps create an identity for the community. Enhancing the built environment improves the quality of life within the City, creates new opportunities for social interaction, and defines a legible development pattern understandable to residents and visitors. At the same time, Community Design helps ensure natural and human-made features coexist on a long-term basis, as the City evolves over time. Development in Brighton should be guided in a manner that is not only functional, but aesthetically pleasing. It should promote social and economic vitality and foster an enhanced sense of safety, comfort, interest and identification between people and their environment.

Policy 7.1: Continually Update the Citywide Design Guidelines To Ensure They Reflect Core Community Values

1. Ensure high-quality design through promoting clear community design standards. Ensure design responds to surrounding developments in a positive way and promotes long range City plans.
2. Along with high levels of efficiency and cost effectiveness, ensure that high quality aesthetic design is a strong factor in the construction of new facilities. Consider ways in which the design of new structures by all public agencies can enhance the visual landscape and help to define the image of the community.
3. Ensure that all new developments consider - and when feasible contribute to - the cultural life of Brighton through the provision of spaces that facilitate cultural activities or through the placement of public art or other design features that add to the City's distinctiveness.
4. Require buffers or other transitional design standards, such as large lots or open space, to minimize conflicts in new developments when they are adjacent to existing residential developments. New development will have the responsibility of providing the transition.
5. Encourage innovative and sustainable design as a means to address aesthetics and solve environmental, transportation, recreation, and other potential challenges, while ensuring the design fits the character of existing development.
6. Revise city codes and ordinances to encourage, allow and incentivize sustainable construction methods.

Policy 7.2: Downtown Development Shall Integrate Public Spaces That Are Functional, Accessible, Inviting, Attractive, Safe, and Maintainable

1. Ensure projects in Downtown highlight public spaces in prominent and key locations and activate street life, such as through interactive art.
2. Integrate public spaces to provide rest, shade, health and wellbeing, social interaction, and recreation opportunities separated from traffic, such as plazas, children's play areas, transit facilities and parks.
3. Ensure Downtown is accessible by trails and/or bike lanes.



4. Ensure that buildings and other structures complement the historic qualities of Downtown. New buildings should strengthen the feeling of Downtown Brighton as a historic center through scale, design and material use.
5. Explore funding mechanisms that provide adequate and sustainable resources to implement design improvements in Downtown. These mechanisms may include both private sector models and public funding options such as historic preservation grants, main street programs, and BID funding.
6. Brighton Urban Renewal Authority should continue to reinvest in the public appearance of Downtown, such as the façade improvement program and parking lot and plaza improvements.
7. Define well-designed edges to Downtown through public and private investment, particularly in areas along US 85, gateways to Downtown, and at the interface of neighborhoods, to ensure distinctive transition areas.

Policy 7.3: Promote Well Designed Commercial Centers that Contribute to Brighton's Distinct Visual Quality and Uniqueness

1. Create and enhance well-defined public spaces (e.g., parks, open space, pocket parks, plazas, trail corridors, etc.) in new centers. Design spaces to provide rest, shade, interest, social interaction, recreation, in safe areas separated from traffic. These spaces should provide a visual corridor to their unique features.
2. Encourage developers to modify standardized architecture and provide site-specific design that supports this Plan's goal for small town character, distinctiveness, and character continuity.
3. Consider the creation of funding strategies that provide long term and sustainable financial resources to the center to ensure continual maintenance and enhancement of the center's appearance.
4. Prepare detailed area development plans for existing commercial areas in need of reinvestment. Design should be a major component of these plans. Issues to be addressed include street width, curbing, sidewalks, separation of sidewalks, street trees, edge of lot landscaping, fencing, signs, parking, access, drainage, and facades. These plans should define strategies that make all commercial areas visually appealing, pedestrian oriented, auto friendly, and economically competitive.
5. Ensure that pedestrian and bicycle systems are present, usable and appealing in all commercial areas. They should conform to the area development plan and promote connectivity of trails, open space, and parks.

Policy 7.4: Design Industrial Areas, Office Parks and Similar Larger Scale Projects to Create and Present a Positive Image of the City

1. Buffer traditional manufacturing and similar industrial uses from adjoining uses. At highly visible areas or edges of the property, use fencing and/or vegetative buffering to screen equipment and other outdoor storage. Define access points by curbing and landscaping. Pedestrian systems will typically be less important in these areas than in commercial districts.
2. Design office parks to fit within their surrounding landscape and to be oriented toward creating a positive image of the City. Protect important views through careful building siting and scaling. Include regional pedestrian circulation systems as part of these projects. Provide trails and other linkages between the office facility and nearby residential and commercial areas.
3. Promote trail and/or bike access so that these areas connect to adjacent parts of the City.

Policy 7.5: Design the Streets, Pedestrian Environments and Gateways of Brighton With Consideration to the Visual Character and Experience of Users and Adjacent Development

1. Revise the street standards to reflect a greater diversity of street classifications that can be used in the environments described in this Plan.
2. If a center is designed via a Planned Unit Development (PUD), ensure that buildings and streetscape design work harmoniously together and exceed the community's expectations.
3. Identify gateways at key entrances into the City to be developed that draw attention to, and convey the character of, Brighton.
4. Identify and celebrate gateways and community edges. Seek a physical design that enhances gateway locations and provides a distinctive transition into the City.

Policy 7.6: Pursue High Quality and Ecologically Sound Landscape Design

1. Promote low maintenance landscapes to ensure the designed landscape is maintainable and sustainable over time.
2. Preserve existing natural features by incorporating them into the design of parks, trail corridors, and open space lands.
3. Incorporate practical landscape design solutions such as shade, screening, buffers and building foundation plantings, to ensure functional yet aesthetically pleasing environments.
4. Incorporate education opportunities such as space for neighborhood gatherings, active learning experiences, community gardens, or historic and wildlife/nature interpretive signage.

Policy 7.7: Brighton Shall Set the Standard and Encourage the Use of Green Building Practices

1. In the construction of City-owned facilities, the City will incorporate, as much as practical, appropriate "green building" construction methods and materials, such as demolition and construction debris recycling, energy efficient design and equipment, engineered lumber, recycled content materials, low-toxic paints and finishes, and water conserving landscape design.
2. The City will update regulations and incentives to encourage the use of "green building" construction methods and materials in private construction.
3. Encourage the use of Low Impact Development (LID) as an approach to land development that preserves a site's natural hydrologic functions by retaining native vegetation and soils; using soil amendments, bioretention, and pervious pavers; reducing impervious surface and managing stormwater at its source. Incorporate LID principles and practices into the design, construction and operation of city facilities to the fullest extent feasible.

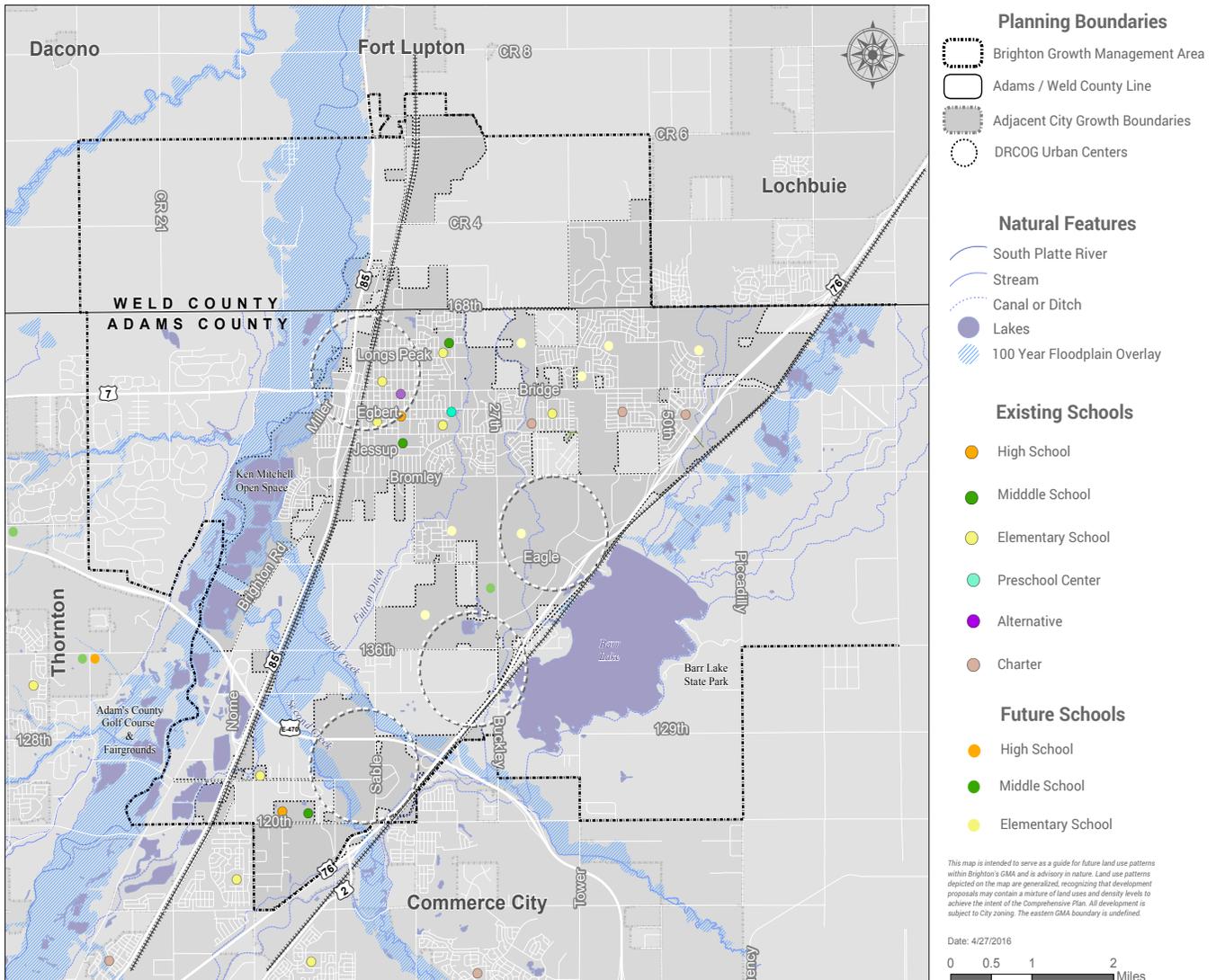
Key Strategies for Community Design

1. Consistently apply the Residential Design Standards, Commercial Design Standards, Mixed Use Design Standards, and Pacing Regulations in order to more effectively attain high quality urban design and development complementary to and supportive of, the character of the community.
2. Evaluate PUD Regulations and existing zoning district standards to ensure high quality development.



3. Create incentives for private construction for LID, green building practices or other opportunities that create higher quality sustainable design and enhance stormwater quality.
4. Identify and evaluate potential changes to the Land Use and Development Code to support LID and green building practices.
5. Require developers to provide or contribute to services needed for new development such as contributions to schools, sidewalk/trail/street connections, parks, open space, recreational amenities, etc.
6. See also the universal design and aging in place Policy 6.5 and strategies under Distinctive Neighborhoods.
7. Evaluate and adopt where necessary green practices policy for all City building operations (City Hall, Historic City Hall, Rec Center, Eagle View, etc.) such as clearly marked recycling containers.
8. Work with School District 27J to ensure future school sites, shown on the map below, are well designed and integrated with surrounding development.

EXISTING AND FUTURE SCHOOLS MAP





Redevelopment

Principle 8: Promote Redevelopment of Outdated or Incompatible Land Uses and Buildings

Policy 8.1: Encourage Redevelopment of Strategic Areas and Promote Infill Development

1. Prioritize sites that are highly visible and will catalyze positive change in surrounding areas.

Policy 8.2: Coordinate Infrastructure Capacity and Redevelopment Proposals

1. Renew the City's transportation and utility infrastructure on an ongoing basis to accommodate forecasted growth.
2. Encourage additional density to occur in locations where infrastructure capacity is or encourage focused infrastructure replacement to support areas where higher densities are desired.
3. Consider infrastructure constraints during development reviews and avoid redevelopment that cannot be adequately served by existing infrastructure or planned infrastructure improvements.

Policy 8.3: Require that (Re)Development Ensure that Impacts on Adjacent Properties Do Not Exceed Current Impacts of the Existing Use

1. Consider negative impacts on adjacent property during development reviews and require mitigation of impacts as necessary through conditions of approval.

Key Strategies for Redevelopment

1. Evaluate revisions to the land use and development code to remove regulatory barriers to redevelopment.
2. Prepare district plans as needed to coordinate sustainable renewal with needed, cost-effective infrastructure improvements. District plans should be developed in order to encourage and properly plan for redevelopment within the Downtown and along the Bridge Street corridor.
3. Continue to support the efforts of the Brighton Urban Renewal Authority with City staff and technical resources, such as the BURA reinvestments in Downtown.
4. Continue supporting Brighton Urban Renewal reinvestments in the Downtown.



Recreation & Tourism



Principle 9: Develop a Dynamic, Regionally Competitive, and Sustainable Recreation and Tourism Based Industry

While tourism is not currently a significant segment of Brighton's economy, there are many public and private tourism related destinations (e.g., The Armory, Barr Lake State Park, Berry Patch Farms) that should be better leveraged and others are in the planning stages (e.g., Raptor Center, Local Food System, Ken Mitchell Lakes, Bromley Hishinuma Farm). These will play an important role in the city's economic development in the years to come. These tourism based projects, along with the growing recreational activities that Brighton will provide, will add to the economic diversity of Brighton and the strength and vitality of commercial developments as well as the downtown area.

Policy 9.1: Provide High Quality Amenities and Easy, Attractive Access for Both Residents and Visitors

1. The City will support efforts to develop ecotourism, heritage and agritourism facilities and tourist housing in appropriate areas.
2. Create a public access point on the west side of Barr Lake State Park with a gateway from I-76 and to other recreation and nature-based activities that cater to various users.
3. Establish attractive and uniform wayfinding and interpretive signage systems for Brighton's trails, recreation and nature-based activities.
4. Evaluate equity in park distribution and accessibility across wards, and rectify where needed.

Policy 9.2: Educate Tourists and Residents on the Availability of Tourism Activities

1. Partner with appropriate organizations (e.g., Colorado Tourism Office) to develop print media, radio and television advertising to market available tourism activities.
2. Increase awareness among residents about existing and future tourist attractions, including nature-based activities.
3. Partner with local schools to integrate educational programming regarding tourism, recreational activities, smart growth, and land stewardship.

Policy 9.3: Ensure that Land Uses and Transportation Support Tourism

1. Allow zoning designations at appropriate locations (i.e., along E-470, at intersections of major thoroughfares, interchanges) that will support the recreation and tourism industry.
2. Complete trail connections to tourist destinations to accommodate bicycle tourism, especially across US 85 to the South Platte River Heritage Corridor Trail.

Policy 9.4: Maintain an Exceptional Recreational System

1. Continue to strengthen the parks and recreation programs as these are clear quality of life enhancements that make the City appealing to both existing and new residents and new businesses.
2. Maintain and take advantage of significant views of parks, open space, and natural features that provide visual relief from the built environment while encouraging healthy living and a connection to nature.
3. Maintain and enhance the opportunities of all City and school recreation facilities and programs. Where appropriate, encourage the joint use of school and park sites to reduce construction and maintenance costs.
4. Ensure a consistent level of service for parks, strong standards and policies, and quality maintenance by adhering to the Parks, Open Space, Greenways, Trails and Recreation Master Plans.

Key Strategies for Recreation and Tourism

1. Place directional signage along access roads to guide tourists and residents to recreation and nature-based activities.
2. Proactively work with the Chamber of Commerce and local business community on tourism building efforts. Work with CDOT, Colorado Tourism Office, and other partners to promote nature based and agritourism related activities. Work with History Colorado to promote historic sites for tourism.
3. Use the 'It all Grows In Brighton' website and I-70 Regional Economic Advancement Partnership (REAP) to promote agricultural tourism activities, historical sites and nature based activities or create a separate website that focuses on tourism related activities.
4. Capitalize on the Brighton business development office in conjunction with the Public Information office to promote key tourism sites on social media and ensure historic sites and occasions are properly marked on virtual maps. Create a social media campaign around key historical sites and seasonal highlights i.e. migration patterns.
5. Create additional community events that highlight key areas in the city. Use the existing Historic Preservation, Agricultural Land Preservation and Bike Committees to strategically align already existing events or create new ones.
6. Leverage funds from designated historic sites to create interesting tourist housing opportunities.
7. Create a task force of City, County, and State representatives to implement recreation access opportunities on the east side of Barr Lake near I-76.
8. Continue supporting efforts to rehabilitate and open the Bromley Hishinuma Farm into an agricultural living/educational museum with the goal of attracting tourists and increased tourism revenue via fees and increased restaurant and retail sales tax.
9. Evaluate improvements to recreation services to maximize utilization, such as park restroom and drinking fountain maintenance, dog park fencing, and extended Recreation Center, Senior Center, and pool hours.
10. Maximize park utilization through recreation and event program, such as Concerts in the Park, Bike-in Movie Nights, First Friday Night Out, with area vendors.



Historic Resources



Principle 10: Preserve Historic Resources to Enhance the Community's Quality of Life and Heritage

The preservation, protection, perpetuation and use of historic landmarks have public value because they are visual representations of the past. As Brighton developed from a prairie to a farming-oriented community to a City, remnants of historic sites and structures have become increasingly important resources. Currently, ten historic buildings have been identified for local landmark consideration.

An important step in historic preservation is a comprehensive evaluation of historic sites and structures. Given Brighton's growth and development, it is important that sites and structures be evaluated not in isolation, but as part of an urban setting, giving full consideration to factors that influence the context of the sites and structures.

Policy 10.1: Encourage and Support Historic Preservation and Reuse of Existing Structures

1. Require enduring excellence in architectural design and construction and in the stewardship of historic properties.
2. Promote public education, awareness, and appreciation of historic and cultural resources.
3. Support the preservation of the Sugar Factory as a significant resource to the local history.
4. Identify uses for historic properties to ensure proper, ongoing maintenance.
5. Target and support historic designation of historic places annually.
6. Support public-private partnerships to assist in preserving historic places.
7. Evaluate the designation of a Downtown Historic District.
8. Assist property owners in applying for local, state and national historic designations.

Key Strategies for Historic Resources

1. Adopt and regularly update a prioritized register of historic sites and structures that should be preserved.
2. Adopt and apply incentive mechanisms to facilitate preservation (e.g., fee reduction and tax incentives).
3. Pursue historic preservation grants to assist with the preservation of historic structures and the establishment of historic districts.

CHAPTER FIVE:

PLAN IMPLEMENTATION & MAINTENANCE

The Comprehensive Plan is intended to serve as a guide for private and public land use, zoning, and development within the Brighton Growth Management Area. It provides the rational and consistent policy basis for guiding all future growth – from the most minor variance to the development of a new growth area – to ensure compliance with the goals, policies and principles of this plan. While the planning horizon of this Comprehensive Plan considers growth between now and 2040, it will be a living, evolving document that is adapted annually to reflect refinements in City priorities, new ideas and emerging trends.

Implementation Methods

To insure the Comprehensive Plan lives as the guiding policy document, procedures must be followed that require routine consultation of the Plan as an integral part of the land use decision making process. The Comprehensive Plan is implemented through six avenues:

1. Development Review and Consistency
2. Regulatory Reform
3. Partnerships and Agreements
4. Supporting Plans and Policies
5. City Programs and Services
6. Capital Improvement Plan
7. Public Involvement and Accountability Reporting

Capital Improvement Plans

Brighton's Capital Improvement Plans (CIP) are important mechanisms to implement public projects and infrastructure improvements. Although identifying CIP projects does not fall within the purview of this plan, the City should consider the policies and priorities set forth within the Comprehensive Plan, grants, public-private partnerships, and partnerships with other funding and support institutions, as well as economic incentives when prioritizing projects during its annual CIP update. City Council should give strong consideration to Comprehensive Plan policies and strategies during the City's annual CIP update process to help ensure that future investments align with the community vision. Additionally, staff will work to coordinate between departments to establish funding priorities for maintaining existing and constructing new infrastructure.



Supporting Plans and Policies

Additional planning will be necessary for more detailed guidance on specific topics and areas. For example, Chapter 3 recommends neighborhood and corridor plans be prepared for several areas, including Downtown and 120th Avenue. As such, new policies may need to be adopted to guide decision-making in accordance with supporting plans. Additionally, supporting plans may need to be updated with Comprehensive Plan updates to ensure City planning documents work in tandem.

City Programs and Services

Policies set forth within the Comprehensive Plan may best be accomplished by expanding or creating new City programs and services. This may require additional staffing or resources. As future budgetary requests are reviewed and approved, the City should consider the funding that best supports the implementation of the Comprehensive Plan.

Partnerships and Agreements

Today, partnerships are the norm rather than the exception. Most policies will require collaborative partnerships with business, community and non-profit groups, including the Brighton Economic Development Corporation, while others will be most successful through formal partnerships or Intergovernmental Agreements (IGA) between the City and adjacent counties, municipalities, School District 27J, and special districts. Partnership opportunities and IGAs should be reviewed on an individual basis to determine their applicability, effectiveness and relationship to future budget needs. The Colorado Department of Local Affairs (DOLA) and the U.S. Department of Housing and Urban Development are a few of many agencies who offer training, grants, and technical assistance that can serve to implement the Plan.

Regulatory Reform

Since the Comprehensive Plan establishes new direction and vision for the future, it is important that City regulations support consistent guidance and decision-making. The Brighton Municipal Code Article 17 and official zoning map may need to be reviewed and amended as necessary to ensure consistency with the principles and policies of the Comprehensive Plan. For example, industrial uses should be removed from the Public Lands zoning district to conform to the land use category descriptions in Chapter 4.

While many regulatory revisions may be recommended by City staff, it will be necessary to consider these initiatives during the budgeting process to ensure that appropriate resources including consultants or temporary staff are available to execute them in a timely manner.

Development Review and Consistency

Most development and redevelopment projects will be led by the private sector, and the City of Brighton will be responsible for reviewing all proposals to ensure that they comply with all applicable regulations. All development proposals including special use, conditional use, and annexation requests should summarize their contributions towards achieving or supporting the principles, policies and Land Use Plan outlined in Chapters 3 and 4 in narrative format. City staff will review each proposal and include a statement of determination of consistency (or inconsistency) with the Comprehensive Plan in the staff report submitted to decision-making bodies.

Where proposals are not consistent, serious consideration should be given to suggesting modifications to development proposals to come into compliance with the vision, principles, policies, strategies and land use map. Likewise, the City should also consider denying an application that is out of compliance with the Comprehensive Plan unless it provides unforeseen opportunities.

Unforeseen Opportunities

If major new, innovative development opportunities arise which impact several elements of the plan and which are determined to be of significant benefit, a plan amendment may be proposed simultaneously with a development proposal and considered separately from the annual Comprehensive Plan review. These “unforeseen opportunities” should represent major steps in achieving overall plan objectives, although minor changes to the plan may be necessary to incorporate the opportunity. The City should avoid modifying the plan for short-sighted or temporary market opportunities that would might the overall integrity of the plan.

Interdepartmental Coordination

Opportunities to implement the Plan will routinely arise through interdepartmental coordination and master plan alignment. For example, the Economic Development Corporation should monitor market demands, recruit appropriate businesses, and judiciously apply for incentives or grants; and the Streets, Utilities, and Parks and Recreation departments should coordinate capital improvement priorities, to further the vision of the plan.

Public Involvement and Accountability Reporting

Surveys show that citizens want to be listened to by their elected and appointed officials; that citizens expect accountability in governance; and that improvement in citizen engagement increases a sense of belonging to the community. Consequently there is a shift from institution-centered governance to citizen-centered and customer service-oriented governance. This shift should result in

- Viewing citizens as stakeholders and leaders who share in the decision-making process
- More citizens empowered to take the lead in solving problems at the neighborhood and citywide scale
- More citizen-driven initiatives with the goal of partnering with City government and vice-versa

For example, each time a Plan element is formulated or updated, the responsible department, and the respective advisory board/commission, should strive to engage as many citizens as possible in a transparent decision-making process that includes meaningful deliberation of past performance and desired outcomes. On a regular basis publish a report on progress towards the key indicators under Plan Monitoring, below.

Plan Maintenance

A comprehensive plan is an effective policy instrument only if it is continuously reviewed and periodically updated to reflect current conditions and needs. Reviews should occur every year. Revisions shall be conducted through two distinct procedures: Comprehensive Plan Updates and Amendments. It is important to highlight the distinction between reviewing, updating and amending a plan. “Reviewing” refers to an annual staff assessment of the relevance of the current document, with a brief report to the Planning Commission for direction as to whether or not the Plan should be amended or updated. Amending the plan refers to a Planning Commission and City Council decision to change one or more policies or the land use map as a result of shifting trends, new opportunities, development proposals, or citizen or staff requests. Staff reviews and amendments occur annually, or as needed. Plan updates are scheduled to occur on 10-year intervals.



Plan Amendment Procedures

A separate review shall be used to make amendments to the Comprehensive Plan. This review should occur on an annual basis. Amendments may include revisions to certain policies or the Future Land Use Map as a result of an approved development plan or to address a specific conflict. They may also include corrections to text or map errors.

The review process should include an annual report prepared by the Community Development Department regarding the plan indicators; a determination of whether principles and policies are still relevant; the identification of deficiencies in Plan implementation; and a description of changes in environmental, economic, social, demographic and other conditions.

The Planning Commission shall hold a public hearing on the annual report to:

1. Provide the public opportunities to present possible changes to the plan;
2. Comment on the annual report; and
3. Identify issues or changes in conditions that may impact the validity of the plan.

It is anticipated that individuals and groups may come forward with proposals to amend the plan.

By reviewing all proposed amendments at one time, the effects of each proposal can be evaluated for impacts on other proposals and on their net impact to the Comprehensive Plan.

City Staff should prepare a report that describes proposed amendments and recommended actions. The Comprehensive Plan amendment process shall adhere to the adoption process specified by the Land Use and Development Code and applicable Colorado law, and should provide for organized participation and involvement of interested citizens.

Comprehensive Plan Amendment Criteria

If an amendment appears to be justified, the following criteria should be used to determine if a Comprehensive Plan amendment is truly appropriate.

- Existing and proposed zoning and uses on nearby properties
 - Effect on the adjacent neighborhood/properties
 - Length of time that the subject and adjacent properties have been utilized for their current uses
- Suitability of the property for the uses allowed under the current land use and zoning designation
- Type and extent of positive or detrimental impact on adjacent properties, or the community at large, if the request were approved
- Impact on public utilities and facilities
- Benefits of the proposal to the public health, safety, and welfare
- Comparison between the adopted land use plan and the proposed change regarding the relative conformance to the goals and policies
- Consideration of professional staff recommendations
- Demonstrable improvement, such as adding missing principles or policies to the Comprehensive Plan
- Impact to furthering the community vision of the Comprehensive Plan, represented by advancements to the Development Program and Plan Indicators.

Comprehensive Plan Update Procedures

An Update should take place every ten years, concurrent with the Transportation Master Plan and Utilities Master Plan, unless otherwise directed by City Council. The purpose of a Comprehensive Plan Update is to re-evaluate and refresh the vision, principles and policies, develop additional principles and policies if needed, and ensure the Plan is effective in achieving the vision. It includes a thorough re-examination of the information presented within the Plan, and opportunities for involvement by the public, boards and commissions, City Council, and City staff. The Planning Commission may approve, deny, or approve with conditions, and City Council may ratify the Update based on recommendations gleaned through the outreach process consistent with the Brighton Municipal Code.

Plan Monitoring

Monitoring progress toward a desired outcome is a critical path of the ongoing comprehensive planning process. The annual monitoring program described below measures progress while engaging the Planning Commission, City Council and community in a dialogue about goals, opportunities and challenges.

The metrics used for monitoring were selected to represent the four vision themes and to encapsulate most environmental, economic and social sustainability indicators (see Table 5-1). Rooted in data, the indicators provide a snapshot of existing conditions and changing trends, and aid in the management of plan performance. Collectively, they paint a complete picture of achievements and challenges related to the Comprehensive Plan vision. Data availability and sources vary by indicator therefore the baseline years include the most recent year for which data are available.

Evaluation should be accomplished through an annual review of the plan indicators to track and communicate progress, and can also serve to alert emerging problems or challenges. Recognizing that some growth is cyclical, such as housing, the intent is that if more than one metric is not met, the annual review may recommend corrective actions to align current conditions and practices toward the vision. However, it may take a few years of monitoring to determine the overall trends, and as long as each metric is headed in the right direction after a five-year period, despite annual fluctuations, corrective action may not be necessary.



Table 5-1: Plan Indicators

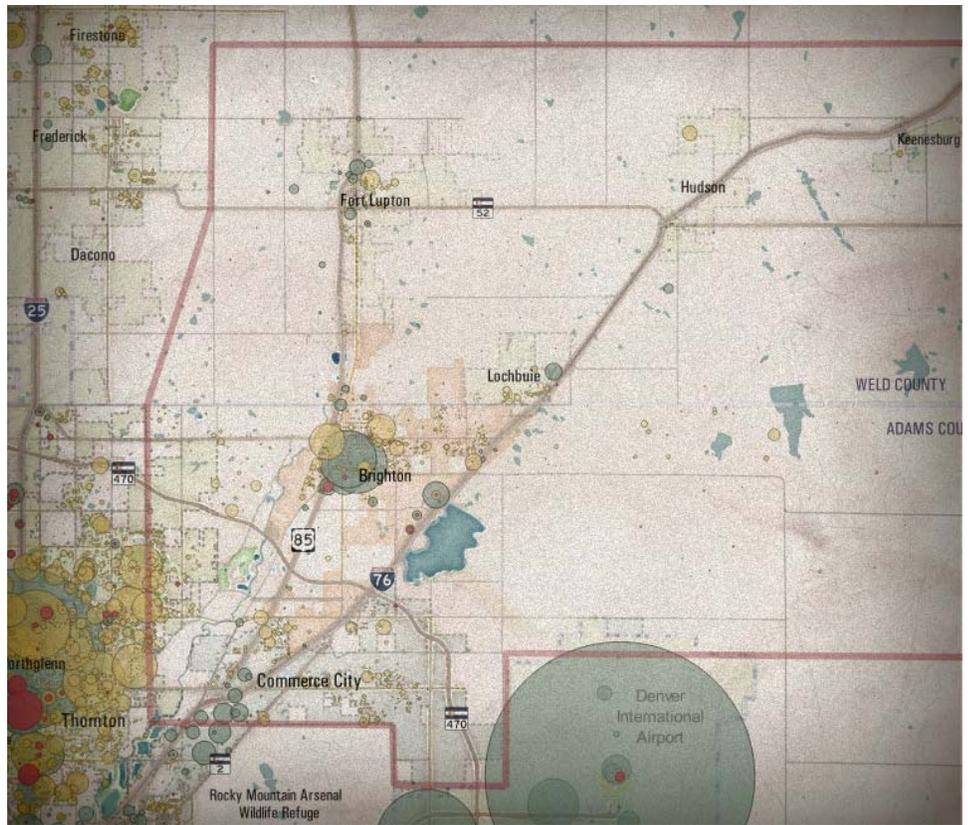
INDICATOR	GOAL	MEASUREMENT	SOURCE
 THE REGIONAL LEADER FOR THE NORTHEAST METRO AREA			
Brighton’s Share of NE Metro Jobs	Maintain	% of jobs in the NE Metro market area	CoSTAR/ Census on the map
Brighton’s Share of NE Metro Housing	Maintain	Annual Building permits	Community Development Department or http://socds.huduser.gov/permits
Brighton’s Share of NE Metro Sales Tax	Increase	% of sales tax incurred and leaked compared to the NE Metro Market Area	Colorado Department of Finance
Balanced Employment	Increase diversity in employment sectors	Monitoring a diverse balance and increasing the number of employees by type	QCEW/ census
 INCLUSIVE COMMUNITY WHERE WE COLLABORATE + SHARE			
Life Cycle Housing Options Maintaining a diverse supply of housing, including affordable (price restricted) dwellings, allows for entry at all price points and accommodates first-time and move-up home buyers, Millennials, downsizing Baby Boomers, and aging in place.	Increase (5 year increments)	Multi-family (townhouses, duplexes, 4-plexes) as a % of total Brighton permits	Community Development Department or http://socds.huduser.gov/permits
Walkable Blocks Walkable places will have ideal block sizes ranging from 330’-350’ in length and an intersection density of 140 intersections per mile, similar to the historical layout of the City Core. Small blocks arranged on an interconnected street grid enable multiple mode and route options, shorter trips, and greater redevelopment potential (see Chapter 6 and Appendix D of the Transportation Master Plan).	Increase intersection density	LEED-ND standards for calculating the intersections per square mile of existing/ proposed developments within city limits	Streets Department. See Appendix D of the Transportation Master Plan for a map and data of existing conditions related to intersection density and further detail on existing LEED-ND intersection density standards.
Core Area Connectivity Establishing a basic bicycle and pedestrian grid throughout Brighton’s core is a high priority, which will be accomplished through wayfinding, restriping wide streets, and completing strategic missing links (see Chapter 3 in the Transportation Master Plan).	Increase	Miles of trails, bike lanes, and sidewalks built annually in the core area	Streets Department

INDICATOR	GOAL	MEASUREMENT	SOURCE
 A SUSTAINABLE + COMPLETE COMMUNITY			
1/4 Mile Walk to Neighborhood Park and 1/2 Mile Walk to Community Park	Increase	Percent of residents within ¼ mile of neighborhood park and ½ mile of community park	GIS parcels parks & trails
Residential Water Use	Decrease	Gallons of residential water per capita; number of projects using sustainable design measures, including LID, green building, alternative energy, etc.	Brighton Water Utilities, SMS Plan
 A FUTURE ROOTED + GROWING IN A SMALL TOWN FEEL + FARMING HERITAGE			
Historic Resource Stewardship	Increase	% of historic properties improved by rehabilitation/restoration projects and/or new designations	Historic Preservation Commission and Community Development
Downtown Vibrancy and Availability	Decrease	% vacant businesses within the downtown district	Assessor's parcel data/COSTAR
Open Space and Agricultural Land Conservation	Increase	Acres of conserved open space and agricultural lands	GIS





CITY OF BRIGHTON



MARKET ASSESSMENT TECHNICAL MEMO



LELAND CONSULTING GROUP

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Analytic Objectives

Overview

Logan Simpson Design retained Leland Consulting Group to provide an assessment of the market potential for new development within the City of Brighton, Colorado, as part of the first phase of a major revision to that city's comprehensive plan. As such, the analysis presented here is intended to support a broader strategic process, over a twenty year planning horizon. Findings and recommendations in this report should help to "right-size" the varied residential, commercial and civic land use elements. That is, by providing a range of absorption projections across major real estate categories, this analysis will inform efforts to maximize the quality and value of Brighton's long-term development, at a quantity and pace consistent with market realities and community vision.

While later phases of the comprehensive planning effort should result in more detailed recommendations (including marketing/branding approaches, site-specific opportunities, tenancing and recruitment, etc.) this initial assessment is intended to provide an objective, top-down strategic overview of Brighton's market situation over the coming decades.

Key Question(s):

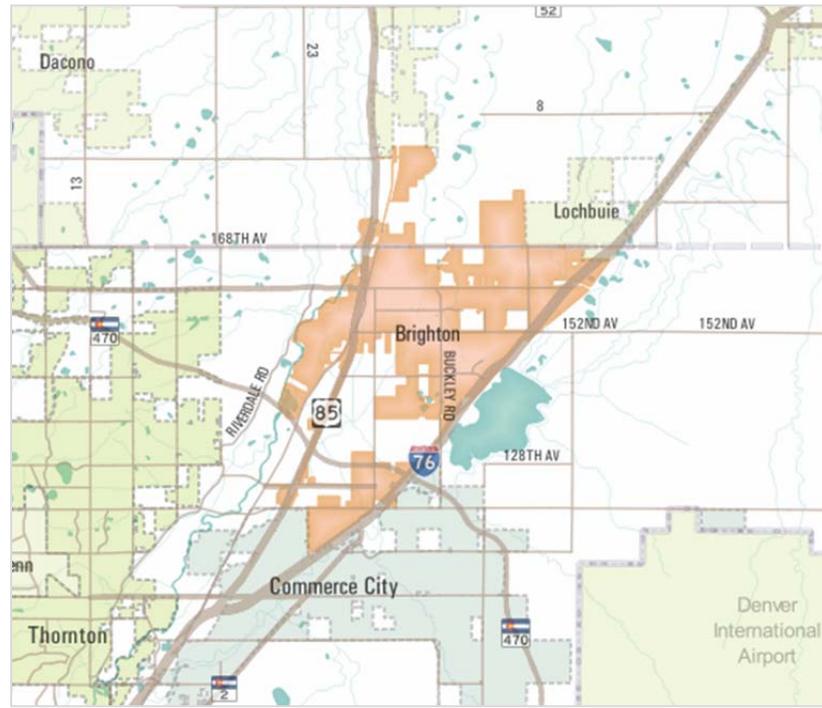
- What existing market and economic factors (including demographics) affect development in general in the study area and broader region?
- For each major land use under consideration (including office, retail, multifamily residential, single-family residential and more specialized categories such as lodging, medical and R&D)...
 - What are the relevant market areas?
 - What are the existing competitive supply conditions? (including planned/proposed activity)
 - How much new demand is likely to be created in the market area over the next 10 to 20 years?
 - What share of that demand can likely be captured within the City of Brighton, given its likely competitive position in the market?
- Given the above findings, along with community choices, what strategic considerations should guide the approach to development in Brighton?

Study Area

The study area boundary for this analysis is the overall City of Brighton municipal limits (potentially including outlying areas and infill areas that could be annexed by the City over a twenty year planning horizon considered here).

Brighton's planning growth area is largely confined to an area bounded by Riverdale Road on the west and Interstate 76 on the east. The northern limits have expanded beyond their historic boundaries of the Adams/Weld county line to include additional land in Weld County. The southern limits generally extend to Commerce City's expanded northern boundary, although a substantial expanse of unincorporated Adams County land still separates the southernmost area from the remainder of Brighton.

Figure 1: City of Brighton



Source: DRCOG 2014 Municipal Boundary shapefile

Market Area Discussion

To understand competitive supply and likely demand forces we must look beyond the borders of the City of Brighton to consider the broader geographies likely to directly influence market performance of the various proposed land uses for the City. Each land use type (and, in reality, each individual future real estate project) will draw support and competition from differently sized and shaped territories.

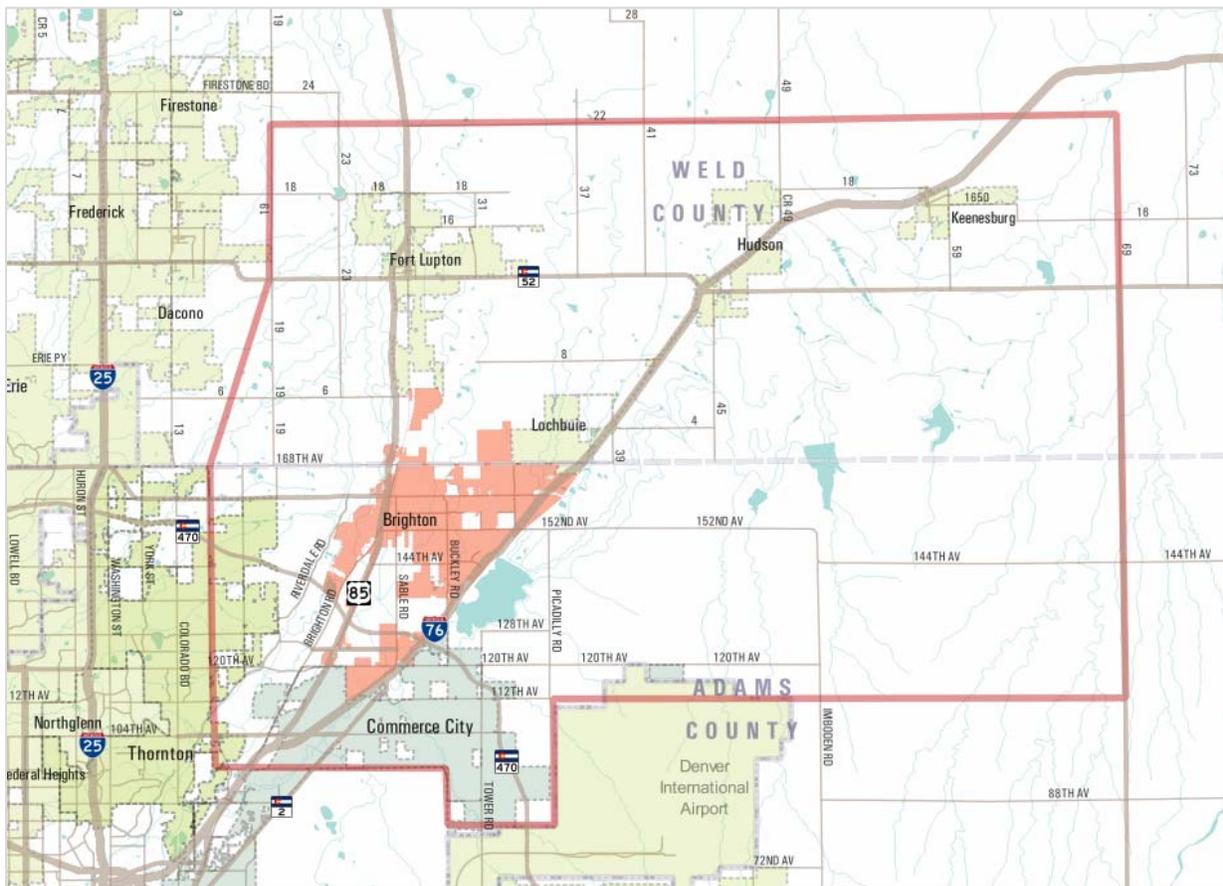
- For retail, the analytic goal of defining a “market area” is generally to encompass likely customers, whose spending power will fuel a significant majority of sales in future study area shops and eateries. Competitive supply (both existing and potential) will also, logically, tend to fall within that same market area. Neighborhood stores like supermarkets tend to have much smaller market areas than big box stores, which in turn have smaller catchment areas than regional malls or, at the extreme, massive free-standing retail attractions like Bass Pro or Cabela’s.
- For residential uses the concept is not quite as straightforward, since most prospective homebuyers and renters will *not* already live in the market area. Instead, the goal is to assume that the City of Brighton will capture some portion of the forecasted growth in a larger market area by competing with other projects in that area. Consumers (buyers and renters) who will consider Brighton—based on family, lifestyle and employment considerations—will presumably also consider other nearby developments.
- The location decision for office and industrial/employment development is also based on a variety of factors, including proximity to an educated workforce, executives’ residences, desirable community

amenities, and access to similar and complementary businesses. As with residential, the market area definition for office is more competition-based than customer-based, per se.¹

Each of the above market area considerations are shaped by physical, political, perceptual, regulatory, and demographic forces, among other factors. For this analysis, we have opted for a single regional market area for the estimation of demand across each of the major land use categories. The general shape and size of this market area, depicted in Figure 2, is justified by Brighton’s relative isolation. The City competes for shoppers, renters, employers and homebuyers across a vast wedge of far northeast metro².

US 85 and I-76 (along with Brighton Rd. & CO Hwy 2) serve as major diagonal spines linking Denver and outwards towards Greeley & rural Weld County, but several factors contribute to the area’s general seclusion. Three massive acreages to the south are permanently devoid of residential rooftops: Denver International Airport, the Rocky Mountain Arsenal/Wildlife Refuge and much of south Commerce City’s heavy industrial area. The areas north of Fort Lupton and Hudson, as well as to the east of I-76, are largely rural expanses with little in the way of foreseeable residential and commercial competition. To the west, the South Platte River and its flood/drainage areas limit east-west connections. Beyond the river, Interstate 25 becomes a more convenient connection for Thornton and Frederick/Firestone/Dacono residents to other employment and retail options.

Figure 2: Brighton and its Regional Market Area



¹ In fact, because municipal and state recruiting incentives often play a critical role in attracting major national and regional office and industrial users, the concept of a neatly-defined competitive geographic market area can be even more complicated.

² The Brighton Economic Development Corporation (EDC) shows retail trade areas based on drive times from downtown Brighton and the Prairie Center shopping center. The area shown in Figure 2 here is roughly equivalent to the Prairie Center 10-minute drive—with the addition of Fort Lupton and portions of far eastern Thornton which are nearer to downtown Brighton.

Economic Context

The nation (and much of the world) saw a prolonged economic slowdown beginning in 2007, without substantial improvement until 2010. This recession was evident across all sectors of the economy, but perhaps best understood through its impact on total employment levels. The thick blue line in Figure 3 shows nationwide job growth, indexed to a base of 2004.

In contrast to the nation, Adams and Weld Counties demonstrated the strength of the local economy with stronger pre-recession growth, a less dramatic decline jobs during the recession, and a steeper recovery since 2010. By 2013, both area counties already had in excess of 20 percent more jobs relative to their 2004 base.

Figure 3: Local vs. National Employment Growth (2004-13)

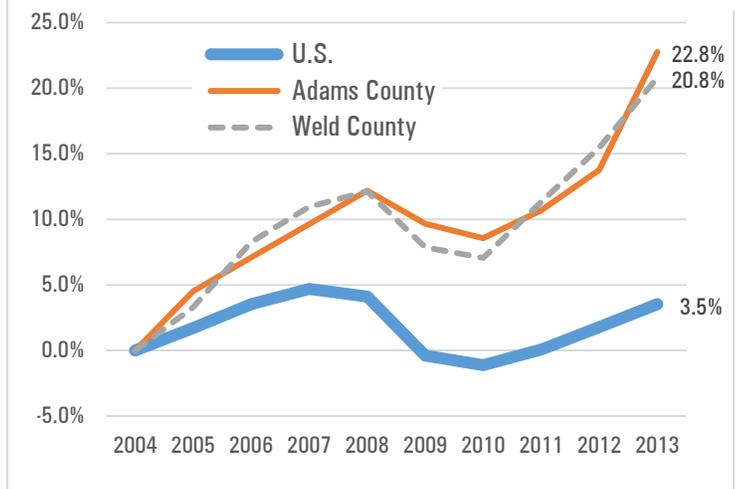
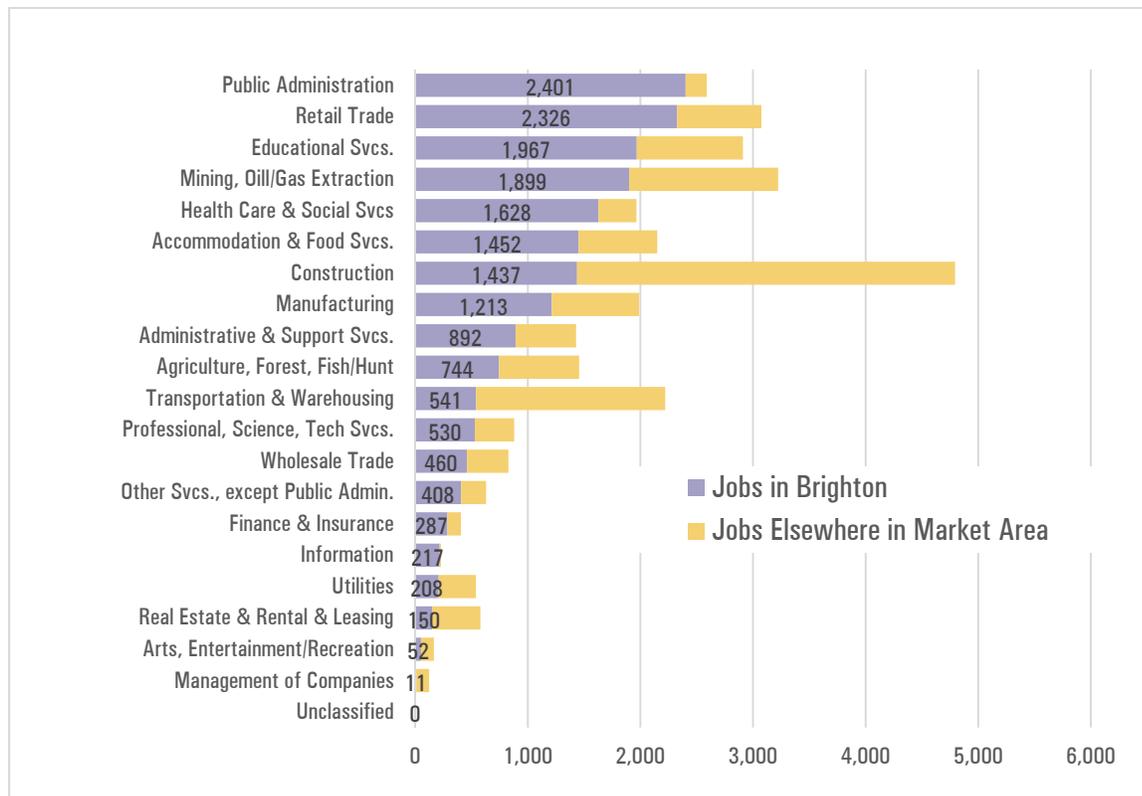


Figure 4: Employment by Industry Sector, Brighton and Market Area – 2014 (est.)



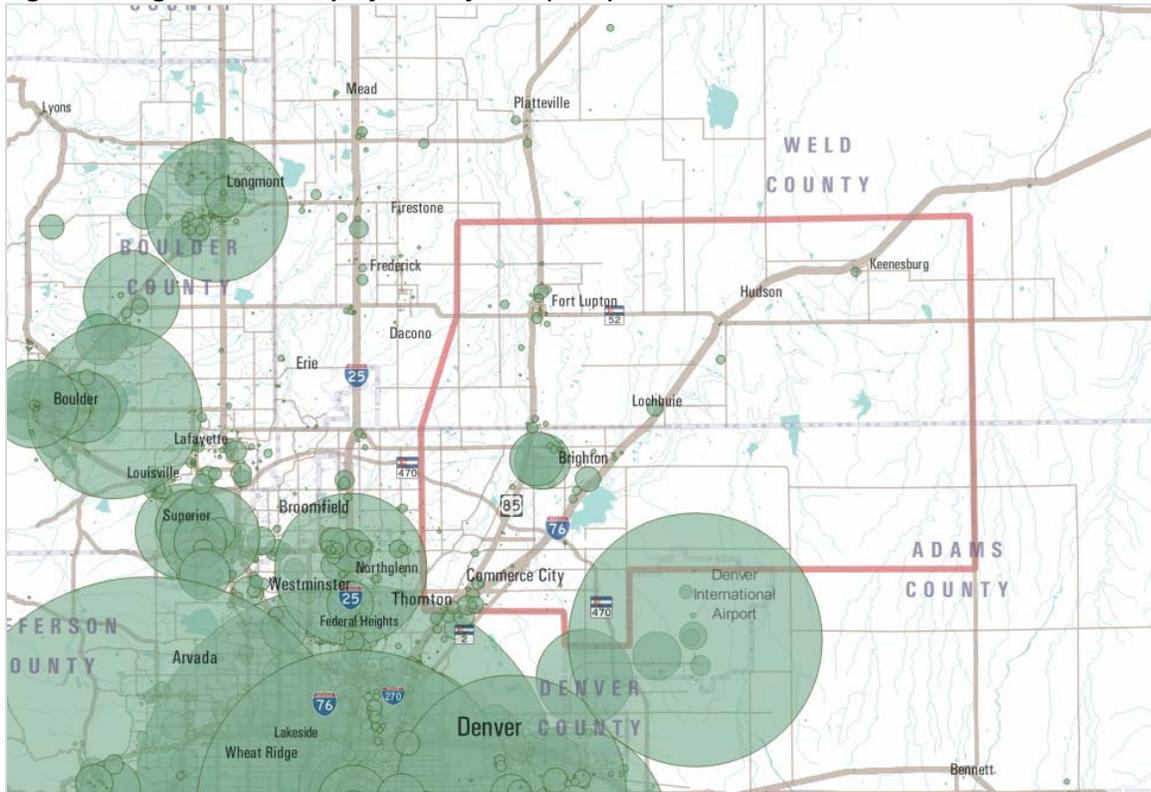
Source: ESRI and Leland Consulting Group

Figure 4 shows the breakout of City of Brighton and market area employment across major industrial categories. While the construction sector and oil/gas extraction (as of 2014) top the list of overall market area job generators, Brighton’s job mix is driven more by public sector jobs (including education) and retail trade. Among private industry sectors, Brighton’s economy hinges largely on retail, oil/gas extraction, health care,

accommodation/food services, construction and manufacturing – with more than two-thirds of all private jobs falling in those six sectors.

While Brighton dominates the employment landscape within its market area, Figure 5 helps to provide some context as to that area’s relative role in the overall Denver metro economy. Each circle in the map is scaled such that the area is proportional to overall employment (at a census block level). Note that while DIA represents a significant employment cluster just on the edge of the market area, most major employment concentrations in the north metro are primarily spread along urban centers of Longmont, Boulder and Denver’s near north side.

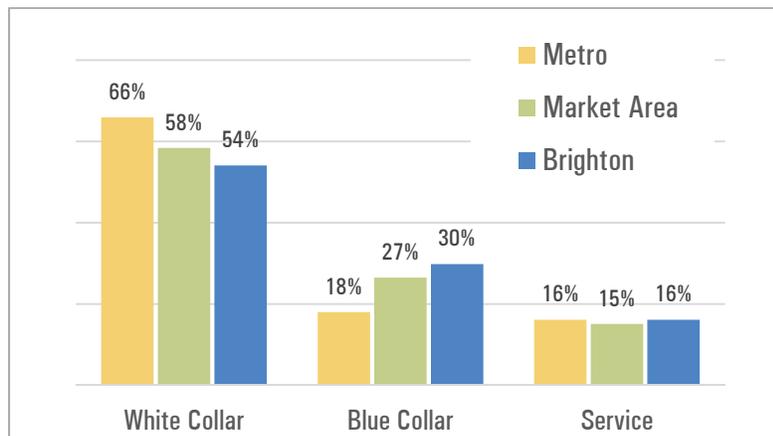
Figure 5: Brighton Area Employment by Size (2012)



Source: U.S. Census Local Employment Dynamics (LED) dataset and Leland Consulting Group

Figure 6 shows the occupational breakout of workers within Brighton, its broader market area, and the Denver metro. Note that Brighton has a significantly higher concentration of blue collar employees and a correspondingly lower percentage of white collar employees, versus the metro overall.

Figure 6: Occupational Classification of Brighton Residents, versus Market Area and Metro

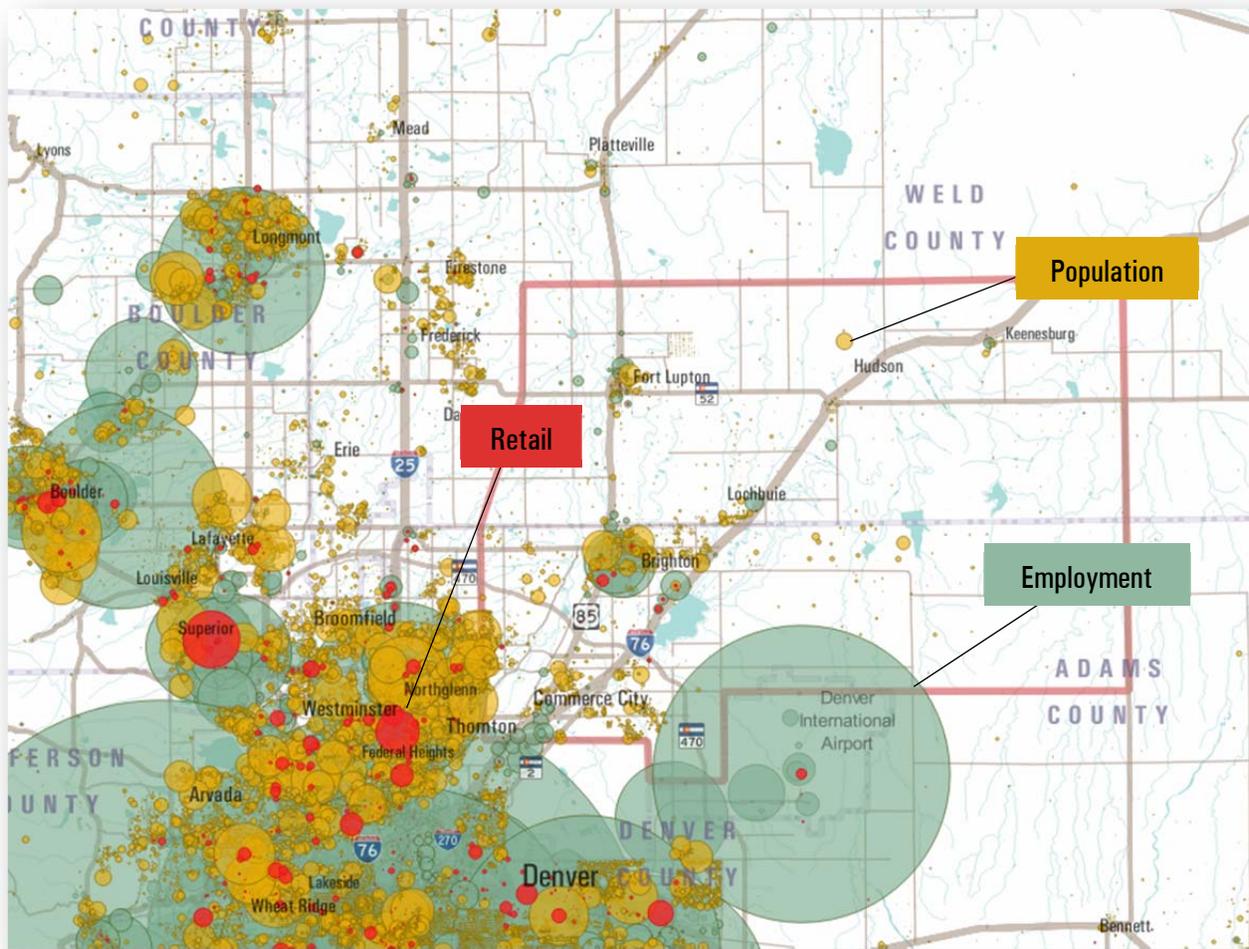


Source: ESRI (based on US Census/BLS data)

Demographic Overview

In Figure 7, we again see the Brighton market area in the context of the broader north metro Denver region—this time with population and retail concentrations (also at the census block level) shown alongside employment.

Figure 7: Live, Work & Shop: Market Area and Metro Context



Source: U.S. Census Local Employment Dynamics (LED) dataset and Leland Consulting Group

Viewed in the context of metro Denver's major employment and population clusters, Brighton's **market area** (outlined in red in the map) appears comparatively isolated. Within its community of other far northeast suburbs and "exurbs," however, Brighton is something of a regional hub, with much higher concentrations of residents, workers and shopping than its more rural and semi-rural neighbors. Brighton's market area is in fact a fast-growing region with a solidly middle- and working-class population.

Households, Population, Growth

Table 1: Household Historical Growth: Brighton vs. Market Area and Metro Denver

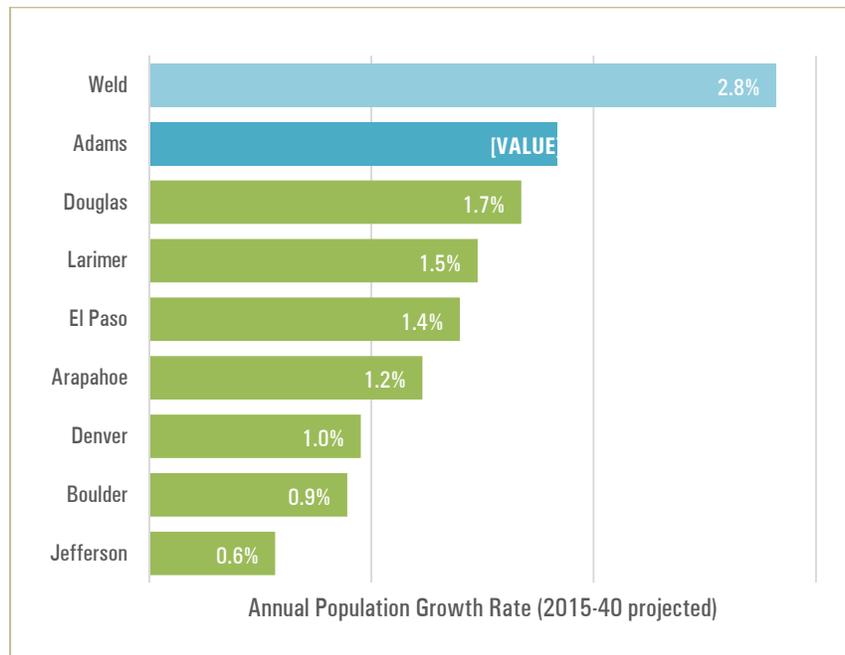
	Metro Denver	Brighton Market Area	City of Brighton	Brighton Share of Market Area
Households - 2000	852,252	16,920	6,859	40.5%
Households - 2010	1,004,696	34,786	10,788	31.0%
Households - 2015 est.	1,071,146	38,234	11,565	30.2%
Annual Growth Rate 2000-2010	1.7%	7.5%	4.6%	
Annual Growth Rate 2010-2015	1.3%	1.9%	1.4%	

Source: ESRI, Based on U.S. Census data

As shown in Table 1, Brighton’s share of local market area rooftops has dropped from just over 40 percent in 2000 to just over 30 percent in 2015. While there is no single obvious population cluster elsewhere in the market area poised to take its place, Brighton is on pace to lose some of its regional dominance – at least in the residential realm – if city growth rates continue to lag behind by such a margin.

Projected future growth rates, from a variety of data sources, are discussed again in the residential demand section of this report, but Figures 8 and 9 illustrate the relatively strong growth expected for the Brighton market area and its constituent counties.

Figure 8: Projected Annual Population Growth by Major Colorado County, 2015-2040

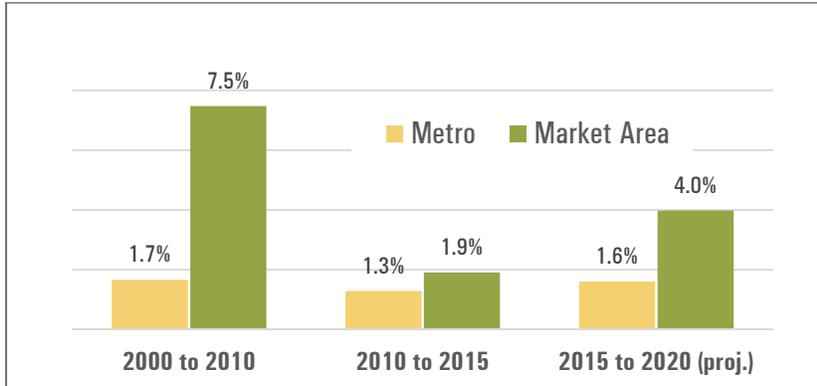


Source: Colorado State Demographer

Even with the slowdown felt during the recent recession, Brighton’s market area grew at more than quadruple the Metro-wide annual rate over the decade from 2000 to 2010, as seen in Figure 9. While the past five years

saw that gap close considerably, the area is projected to resume a robust growth rate of 4.0% annually through 2020 (reducing slightly to an overall rate of 3.8% through 2025).

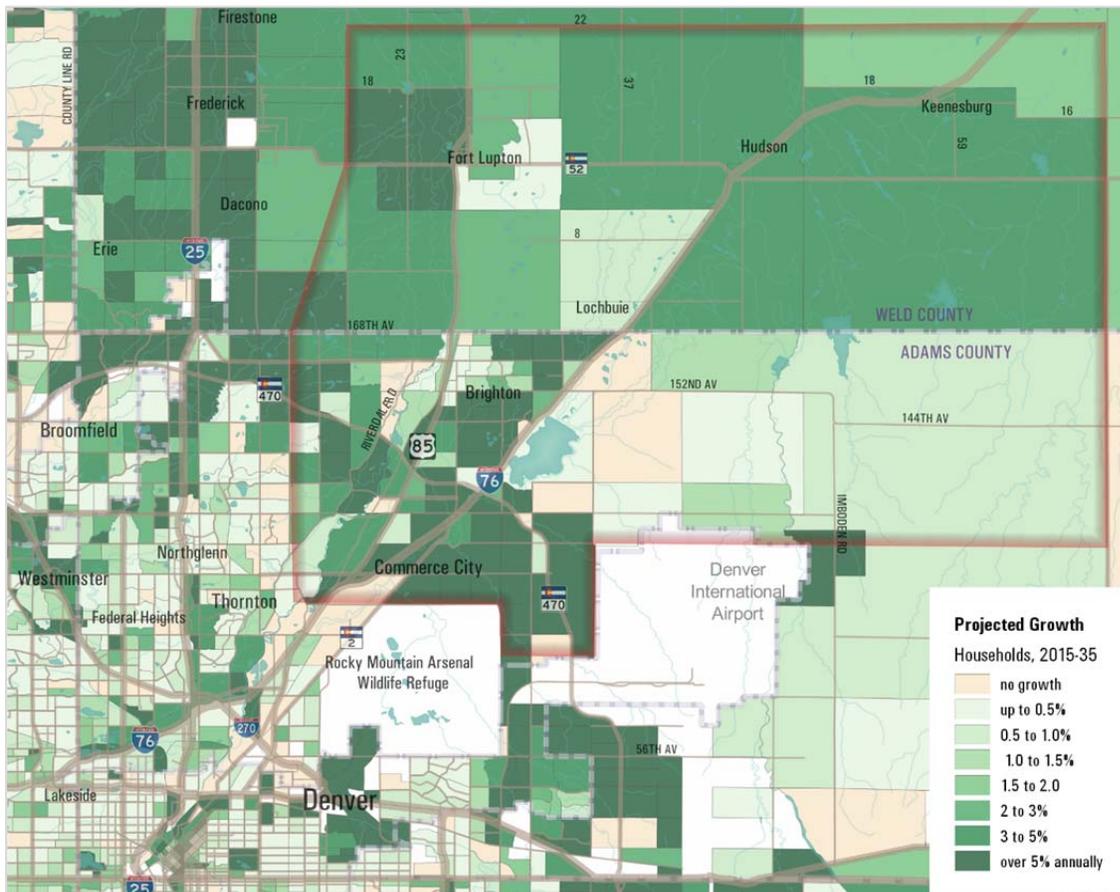
Figure 9: Projected Household Growth Rates, Metro Denver vs. Brighton Market Area



Source: ESRI (based on US Census data and proprietary projection models)

The map in Figure 10 below illustrates the general clustering of future expected growth along the E-470 corridor and north along I-25.

Figure 10: Projected Household Growth 2015-2035 (annual percentage)



Source: Denver Regional Council of Governments (DRCOG), TAZ-level projections

Figure 11: 2015 Estimated Population by Age Group, Brighton and Comparison Areas

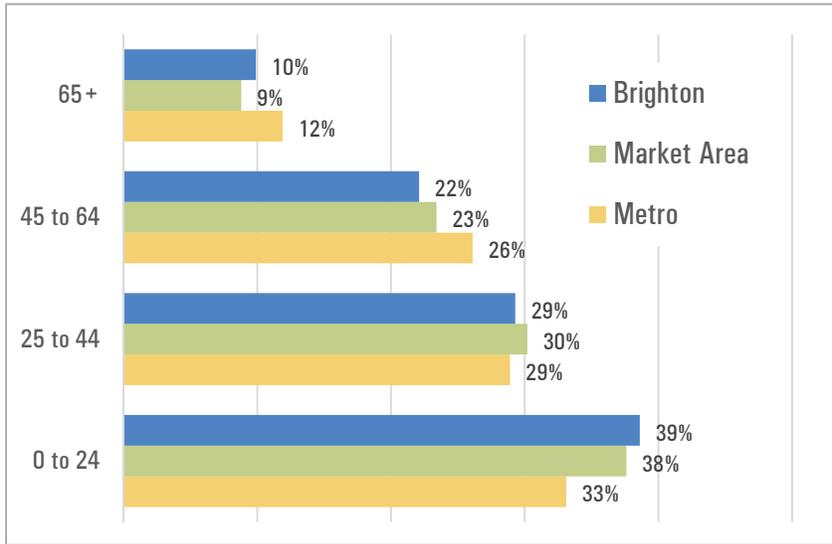
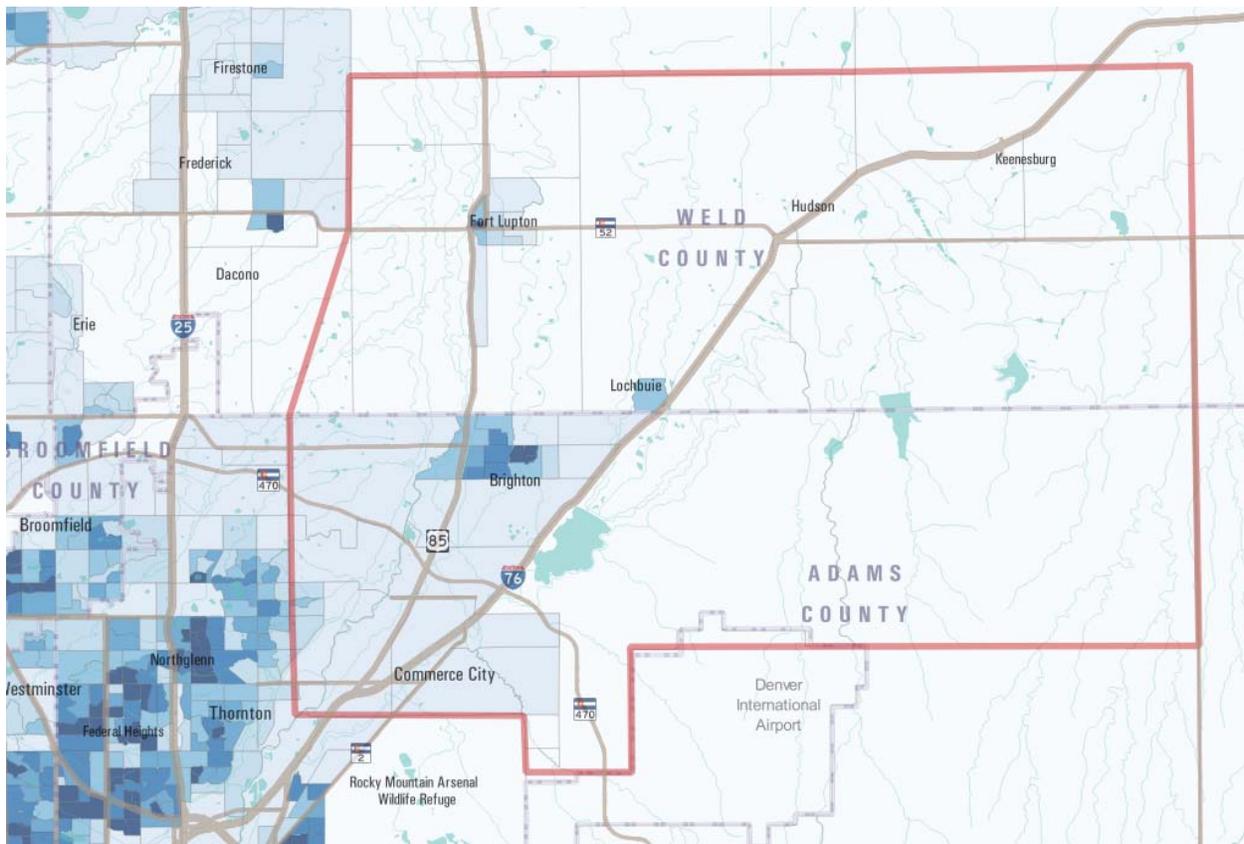


Figure 11 shows that both Brighton and its market area have a higher share of population aged 24 and under than the metro overall with somewhat smaller population shares in each other major age bracket. That said, central Brighton represents the lone substantial cluster of senior (age 65+) residents in the market area, as shown in Figure 12. Nearby senior resident density is highest in Northglenn, Thornton, Federal Heights, south Commerce City and Frederick

Figure 12: Senior Population Density

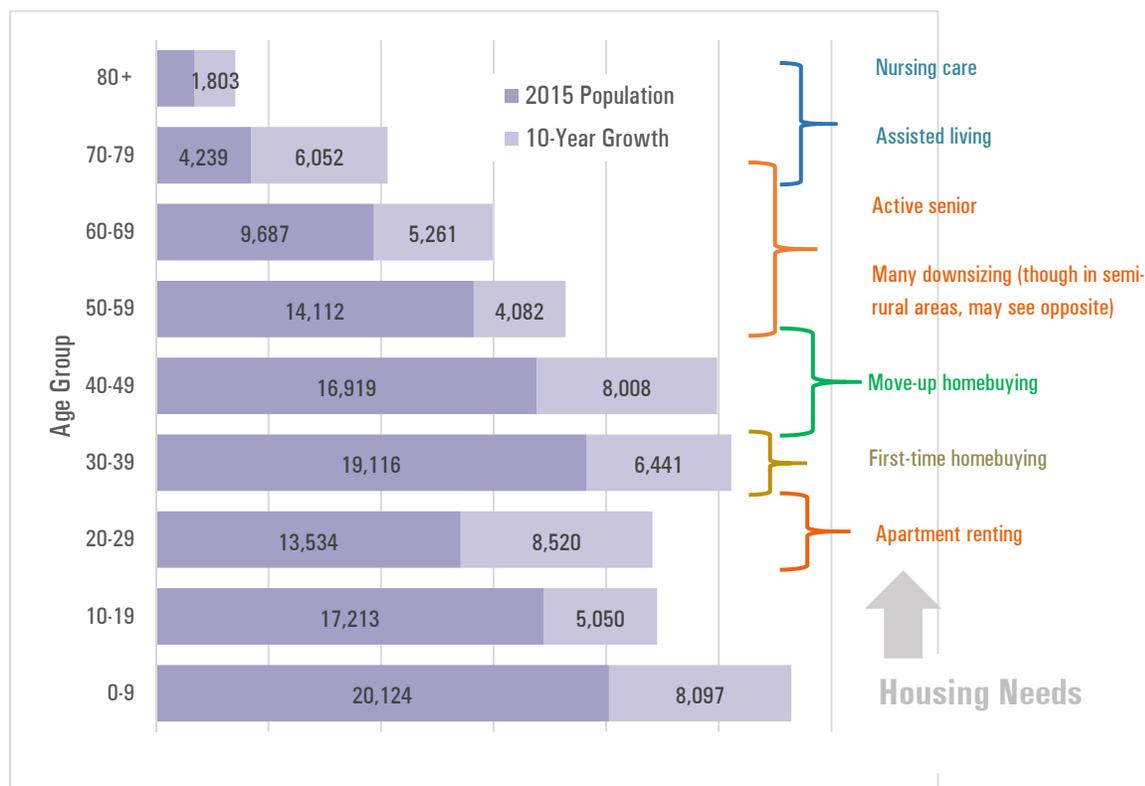


Source: U.S. Census/ACS block group-level data

While senior population is not currently higher, proportionally, in Brighton versus the metro overall, that particular age demographic will become increasingly important over the coming decade.

Figure 13 shows, for the Brighton market area, the number of residents within each age grouping and the projected growth in population for each of the same ages. To the right of the population and growth bars are brackets showing how each age group will generally break out into housing needs. The next ten years will bring a considerable shift to the makeup of the Brighton market area populace. With Baby Boomers maturing, residents age 60+ will more than double in number – boosting need for downsized, low-maintenance housing types and more assisted care capacity. While growth in the prime first-time homebuyer 30-something age bracket will wane somewhat, substantial growth among 20-something Millennials will fuel even more apartment demand.

Figure 13: 10-year Growth and Housing Needs by Age Group, Brighton Market Area



Source: Colorado State Demographer, ESRI and Leland Consulting Group (based on blended growth rates by age for Weld and Adams Counties, calibrated to current population-by-age estimates and overall projected market area growth rate)

Household and Housing Characteristics

Both Brighton and its market area have nearly three people in the average household, versus just under 2.5 for the metro overall. The area’s strong family orientation is further illustrated in Figure 14, showing a higher concentration of 3-person and 4+ person households than the metro. The map in Figure 15 shows how the incidence of larger households is distributed geographically – with many northeast metro census block groups having well over three household members on average. Over three-quarters of Brighton and market area households are classified as “families” under the Census (defined as two or more related persons living together), versus just 63 percent for the overall metro area.

Looking forward, household sizes have been notoriously difficult to predict on a national level. Age demographics, dominated by the Baby Boom population bulge entering their 50s, 60s, and 70s, would

suggest declining household size. Over the past two decades, however, this factor has been nearly canceled out by immigration trends, which have generally favored larger family households. Both demographic forces are strongly in play for Brighton (Hispanic influx and Baby Boomer aging), so average household sizes may expand slightly before contracting due to age factors

Consistent with their larger household sizes, just 23 percent of all resident households currently rent versus own – a rate substantially lower than for either The City of Brighton itself (33 percent) or the metro overall 37 percent). Though area home prices are rising quickly in the current economy, Brighton and its market area still represent comparative housing bargains alongside the overall metro Denver median home price of \$300,886.

Table 2: Household and Housing Characteristics

	Metro	Market Area	Brighton
Household Characteristics			
Average Household Size (2015)	2.49	2.99	2.97
"Family" Households (2+ related persons)	63%	78%	75%
"Non-Family" Households (2+, unrelated)	8%	5%	5%
Single-person Households	29%	17%	21%
Renter Occupied			
Renter Occupied	37%	23%	33%
Owner Occupied	63%	77%	67%
Median Home Value			
Median Home Value	\$300,886	\$262,356	\$236,195
Overall Percent Vacant			
Overall Percent Vacant	6.3%	3.1%	3.0%

Figure 14: Households by Size, Brighton vs. Comparison Areas - 2010

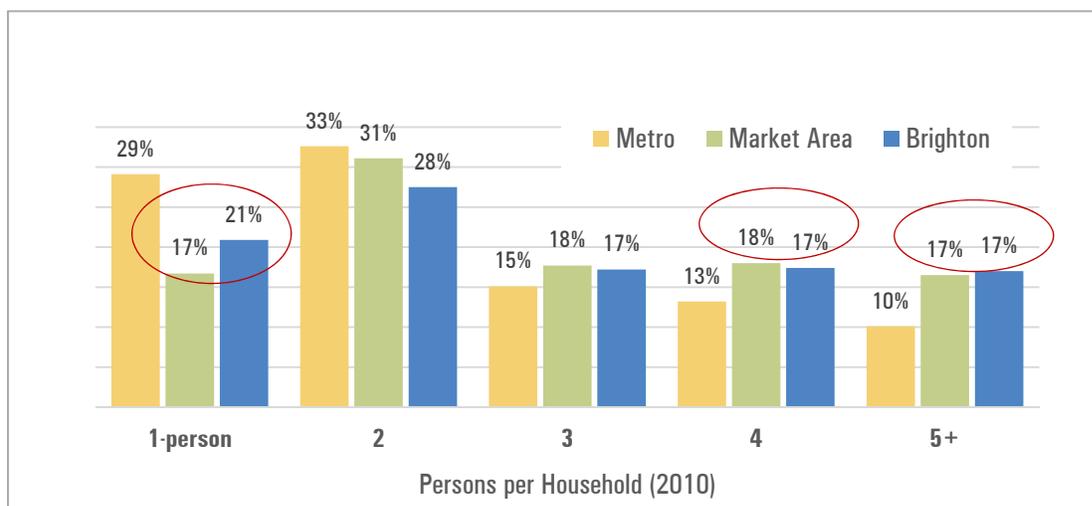
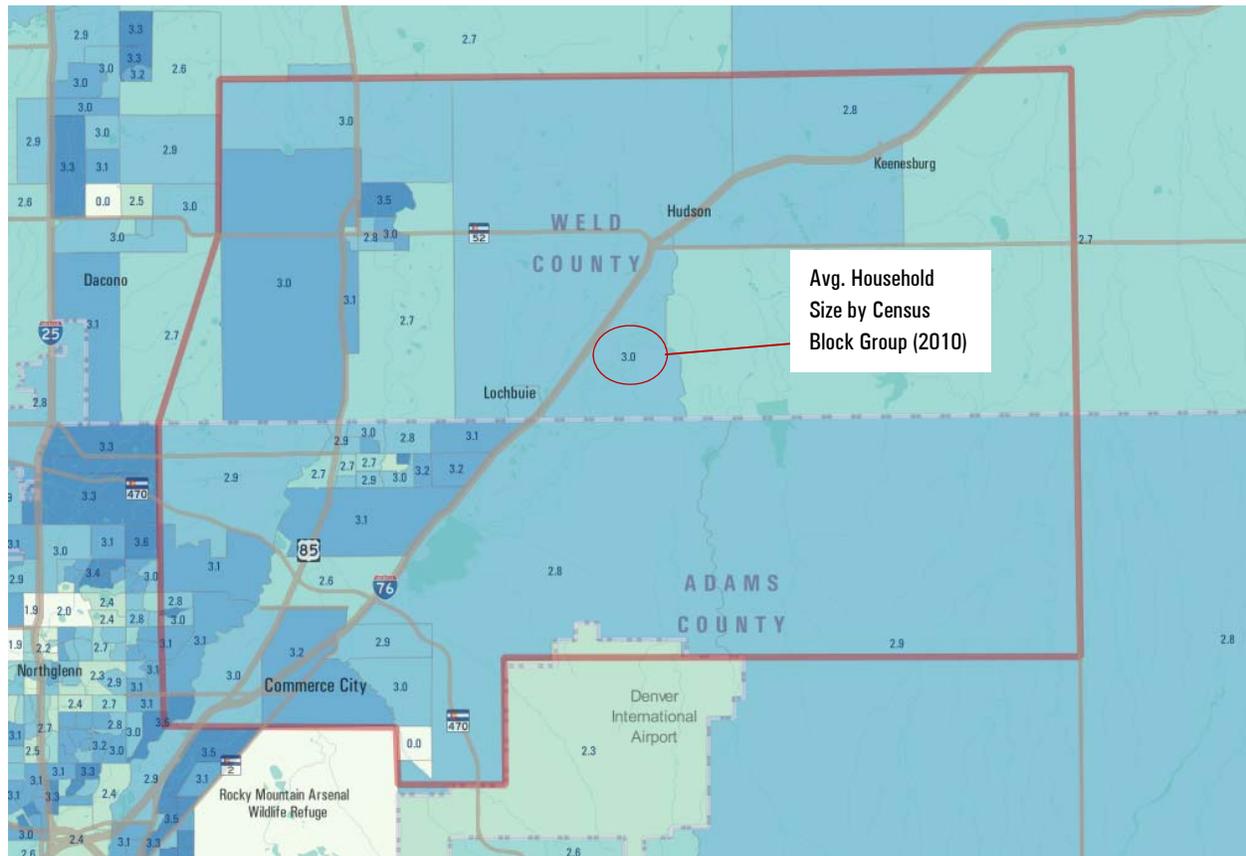


Figure 15: Average Household Size, Brighton Market Area and Vicinity



Race and Ethnicity

Hispanic/Latino heritage has a strong presence in Brighton and Fort Lupton (and to a lesser extent, north Commerce City). In Brighton, fully 41 percent of the populace identifies as Hispanic/Latino, regardless of race. This contrasts with a metro-wide Hispanic share of 23 percent. Table 3 summarizes the ethnic and racial makeup of Brighton and its comparison areas.

Table 3: Racial and Ethnic Composition

	Metro	Market Area	Brighton
White Alone	77%	78%	76%
Black Alone	6%	2%	2%
Asian Alone	4%	3%	2%
Other or Multi-Racial	13%	17%	21%
Total, by Race	100%	100%	100%
Hispanic Origin (regardless of race)	23%	33%	41%
Diversity Index (chance that two random individuals will be of different ethnicity)	61%	66%	70%

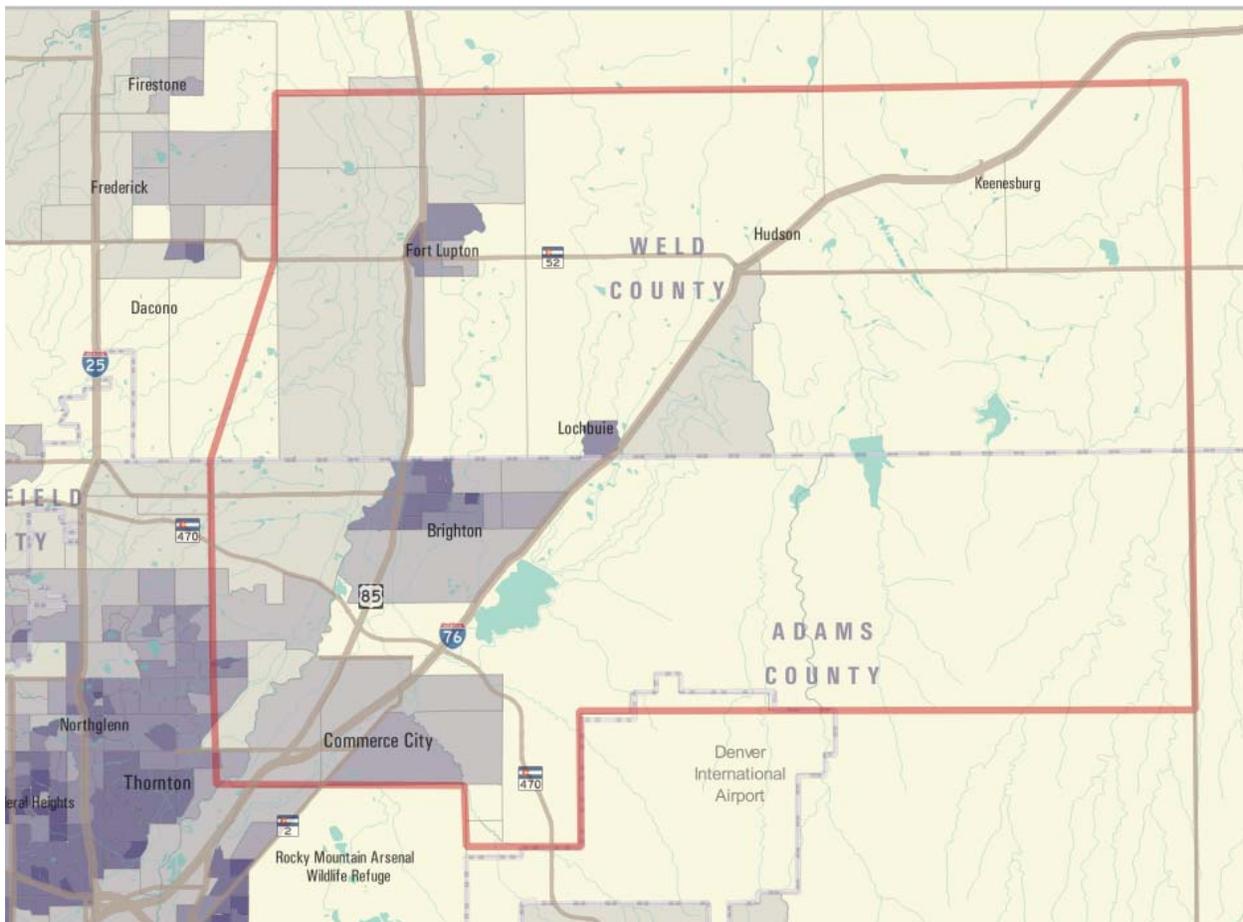
Source: ESRI, based on U.S. Census ACS estimates

Brighton’s Hispanic/Latino population shares many cultural similarities with other Latinos across the region. However, a comparison to Hispanic populations from other parts of the Denver region that have high concentrations of Hispanics – namely, Denver and Aurora—shows a Brighton Latino population that is generally more affluent, assimilated and family-oriented. As shown in Table 4, Brighton has more residents who speak only English at home, higher median incomes, fewer food stamp recipients and more native-born U.S. citizens among its Hispanic population versus these major comparison cities.

Table 4: Characteristics of Hispanic/Latino Population (2015)

	Brighton	Aurora	Denver
Among Hispanic population...			
Only English spoken at home	44%	27%	37%
Median HH Income	\$50,701	\$38,985	\$36,444
Pct. receiving food stamps	7%	18%	22%
Native U.S. born (for adults)	60%	41%	57%

Figure 16: Hispanic Population per Square Mile

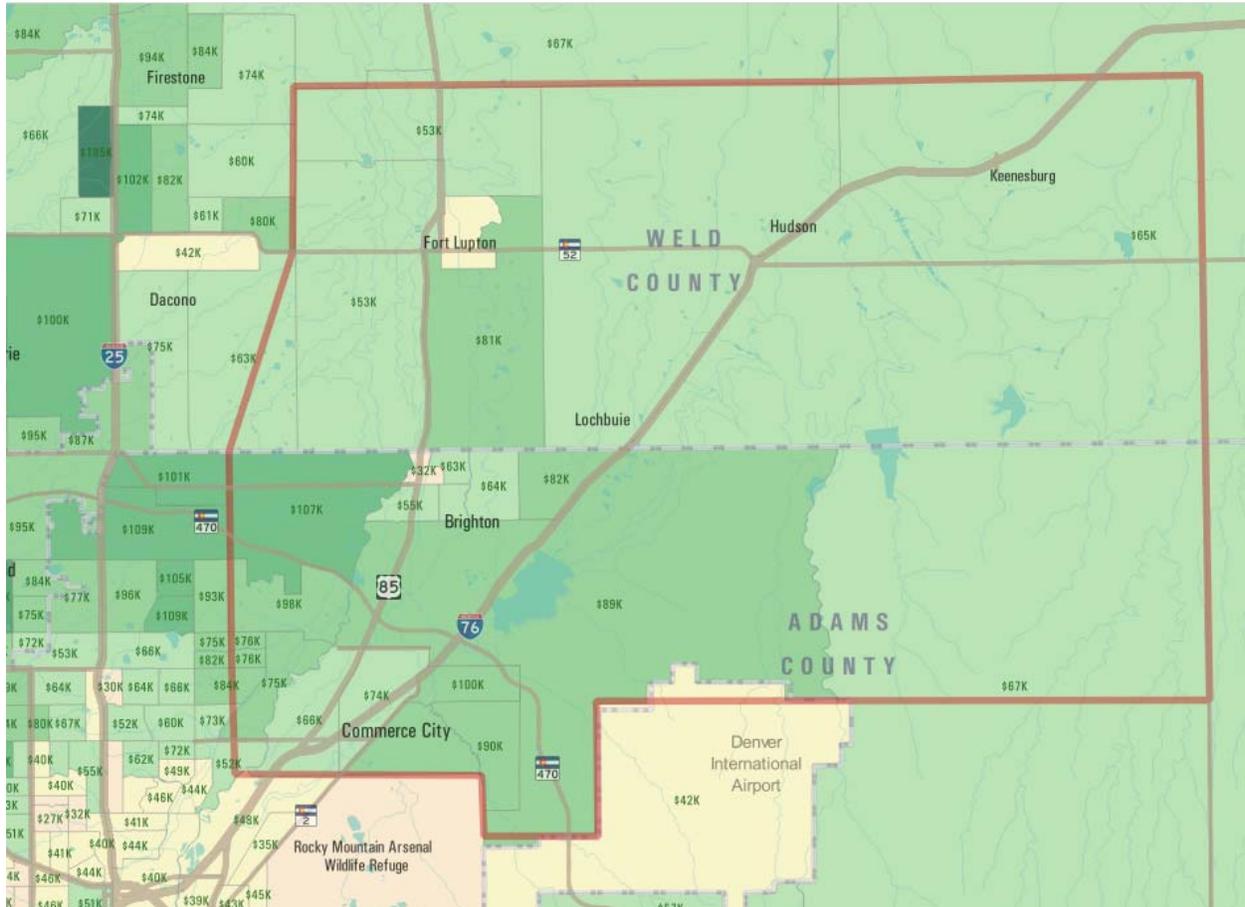


Source: US Census/ACS 2013 5-year estimates; Leland Consulting Group

Income and Education

The Brighton market area includes a mix of both higher and moderate income areas. In fact, the census tract with the area's highest median household income (approximately \$107,000 in an area covering Todd Creek Farms) can be found adjacent to the tract with the area's *lowest* median income (\$32,000, for a neighborhood between Bridge Street and Baseline Road, along U.S. 85). See Figure 17 for a map of all market area census tracts and their median household incomes.

Figure 17: Median Household Incomes (2013)



The contrast between Todd Creek and northwest Brighton is the exception, rather than the rule, for this market area, however. Looking at the ratio between average (mean) incomes and median incomes is one way to quantify income disparity. The metro Denver average income is 35 percent higher than its median income. For Brighton's market area, average incomes are just 16 percent higher than the median – indicating a less dramatic difference in this area between the typical households and the wealthiest.

As further evidence of this middle-class to upper-middle clustering in the market area, Table 5 shows that, despite having a *smaller* percentage of households earning over \$150,000 per year than the metro overall, this market area has a considerably *higher* median income versus the metro median. The same is evident on the lower-income end of the spectrum. The Denver metro has 17 percent of all households earning below \$25,000, versus just 11 percent for the Brighton market area.

Projecting into the future, there is no strong rationale for assuming either a dramatic decline or increase in market area household incomes. Housing prices, generally speaking, tend to reinforce existing patterns in income distribution over time. For the residential and retail demand forecasts shown in this market assessment, we assume a moderate decrease in the percentage of low and very low income households, with corresponding moderate increases in mid-level income brackets – consistent with trends in new development and improving job markets in and around Brighton.

Table 5: Income and Education Characteristics (2015)

	Metro	Market Area	Brighton
Median Household Income	\$64,675	\$75,867	\$66,183
Average Household Income	\$87,501	\$88,174	\$78,652
Incomes above \$150K	15%	12%	11%
Average Income as Percent of Median Income	135%	116%	119%
Percent with Bachelor's Degree (age 25 +)	40%	24%	18%
Incomes below \$25K	17%	11%	14%

Psychographic / Lifestyle Segments

Psychographics is a term used to describe characteristics of people and neighborhoods which, instead of being purely demographic, measure their attitudes, interests, opinions, and lifestyles. Commercial retail developers, in particular, are interested in understanding a community’s psychographic profile, as this is an indication of its residents’ propensity to spend across select retail categories. Residential developers are also interested in understanding this profile as it tends to suggest preferences for certain housing products. ESRI has developed a widely-used proprietary system for categorizing U.S. neighborhoods into 65 different market segments based on demographic, lifestyle, and consumer traits.

The six Tapestry segments shown in Table 6 below together constitute over 80 percent of market area population. Of those, the top two segments, *Up and Coming Families* and *Boomburbs*, alone represent nearly one-half of Brighton market area residents (versus just 6 percent of total US households).

Table 6: Top Psychographic (Tapestry) Segments, Brighton Market Area

Rank	Tapestry Segment	% of Brighton Market Area Households	% of All U.S. Households
1	Up and Coming Families	33.4%	2.2%
2	Boomburbs	13.0%	3.7%
3	Middleburg	11.0%	6.5%
4	Soccer Moms	8.4%	9.3%
5	Savvy Suburbanites	7.9%	12.3%
6	Front Porches	7.1%	1.6%

The following pages include ESRI descriptions of the top two segments found in this market area. More detail on each can be found at esri.com/tapestry. These are important groups to understand when thinking about the market for various real estate products in Brighton over the coming decades. While demographic trends come and go, ESRI and other psychographic and geo-demographic segmentation data providers have found that neighborhoods are more resistant to change in terms of the type of residents they tend to attract.



LifeMode Group: Ethnic Enclaves

Up and Coming Families

Households: 2,562,000

Average Household Size: 3.10

Median Age: 30.7

Median Household Income: \$64,000

(figures are for U.S. as a whole)

WHO ARE WE?

Up and Coming Families is a market in transition—residents are younger and more mobile and ethnically diverse than the previous generation. They are ambitious, working hard to get ahead, and willing to take some risks to achieve their goals. The recession has impacted their financial well-being, but they are optimistic. Their homes are new; their families are young. And this is one of the fastest-growing markets in the country.

MARKET PROFILE

(Consumer preferences are estimated from data by GfK MRI)

- Rely on the Internet for entertainment, information, shopping, and banking.
- Prefer imported SUVs or compact cars, late models.
- Carry debt from credit card balances to student loans and mortgages, but also maintain retirement plans and make charitable contributions.
- Busy with work and family; use home and landscaping services to save time.
- Find leisure in family activities, movies at home, trips to theme parks or the zoo, and sports, from backpacking and baseball to weight lifting and yoga.

OUR NEIGHBORHOOD

- New suburban periphery: new families in new housing subdivisions.
- Building began in the housing boom of the 2000s and continues in this fast-growing market.
- Single-family homes with a median value of \$174,000 and a lower vacancy rate.
- The price of affordable housing: longer commute times (Index 116).

SOCIOECONOMIC TRAITS

- Education: 66% have some college education or degree(s).
- Hard-working labor force with a participation rate of 71% (Index 114) and low unemployment at 7% (Index 81).
- Most households (63%) have 2 or more workers.
- Careful shoppers, aware of prices, willing to shop around for the best deals and open to influence by others' opinions.
- Seek the latest and best in technology.
- Young families still feathering the nest and establishing their style.



LifeMode Group: Affluent Estates
Boomburbs

Households: 1,695,000
Average Household Size: 3.22
Median Age: 33.6
Median Household Income: \$105,000

(figures are for U.S. as a whole)

WHO ARE WE?

This is the new growth market, with a profile similar to the original: young professionals with families that have opted to trade up to the newest housing in the suburbs. The original *Boomburbs* neighborhoods began growing in the 1990s and continued through the peak of the housing boom. Most of those neighborhoods are fully developed now. This is an affluent market but with a higher proportion of mortgages. Rapid growth still distinguishes the *Boomburbs* neighborhoods, although the boom is more subdued now than it was 10 years ago. So is the housing market. Residents are well-educated professionals with a running start on prosperity.

MARKET PROFILE (Consumer preferences are estimated from data by GfK MRI)

- *Boomburbs* residents prefer late model imports, primarily SUVs, and also luxury cars and minivans.
- This is one of the top markets for the latest in technology, from smartphones to tablets to Internet connectable televisions.
- Style matters in the *Boomburbs*, from personal appearance to their homes. These consumers are still furnishing their new homes and already remodeling.
- They like to garden but more often contract for home services.
- Physical fitness is a priority, including club memberships and home equipment.
- Leisure includes a range of activities from sports (hiking, bicycling, swimming, golf) to visits to theme parks or water parks.
- Residents are generous supporters of charitable organizations.

OUR NEIGHBORHOOD

- Growth markets are in the suburban periphery of large metropolitan areas.
- Young families are married with children (Index 221); average household size is 3.22.
- Home ownership is 84% (Index 133), with the highest rate of mortgages, 78% (Index 173).
- Primarily single-family homes, in new neighborhoods, 72% built since 2000 (Index 521).
- Median home value is \$293,000 (Index 165).
- Lower housing vacancy rate at 5.3%.
- The cost of affordable new housing comes at the expense of one of the longest commutes to work, over 30 minutes average, including a disproportionate number (34.5%) commuting across county lines (Index 146).

SOCIOECONOMIC TRAITS

- Well educated young professionals, 52% are college graduates (Index 185).
- Unemployment is low at 5.2% (Index 60); high labor force participation at 72% (Index 115); most households have more than two workers (Index 123).
- Longer commute times from the suburban growth corridors (Index 121) have created more home workers (Index 154).
- They are well connected: own the latest devices and understand how to use them efficiently; biggest complaints—too many devices and too many intrusions on personal time.
- Financial planning is well under way for these professionals.

Note: The Index represents the ratio of the segment rate to the US rate multiplied by 100.



Market Analysis by Land Use

Residential

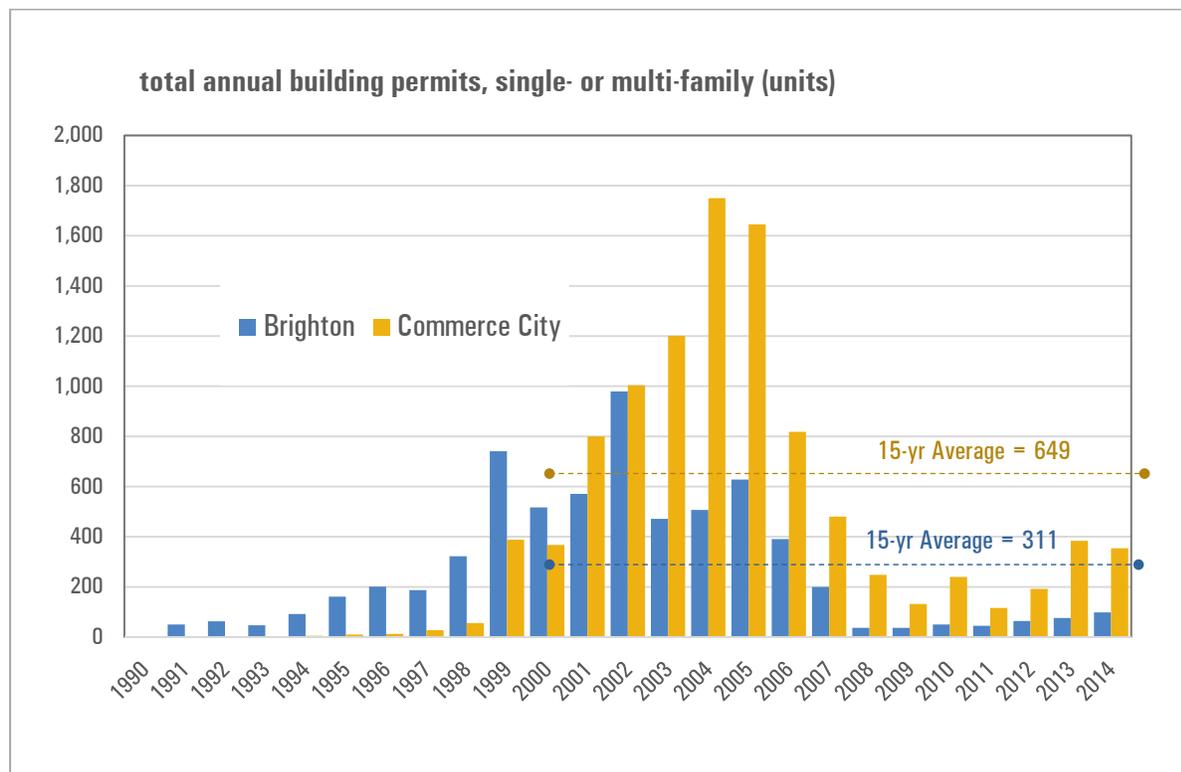
The market for residential units in the City of Brighton is assumed to be a function of projected household growth across a wider geography—in this case, the regional competitive market area discussed in the previous sections. In other words, the City is expected to primarily compete with other locations in the market area as a potential home for newly formed households, presumably drawn to the region (or choosing to stay in the region) based in part on its proximity to employment, family, desired amenities, etc.

Supply Conditions

Figure 18, showing annual building permit activity for Brighton since 2000, illustrates the overall cyclical nature of the residential construction market. The City of Brighton peaked early in the most recent boom with a high of 979 units permitted in 2002. Commerce City followed closer to the national pattern with approximately 1,700 units annually in both 2005 and 2006.

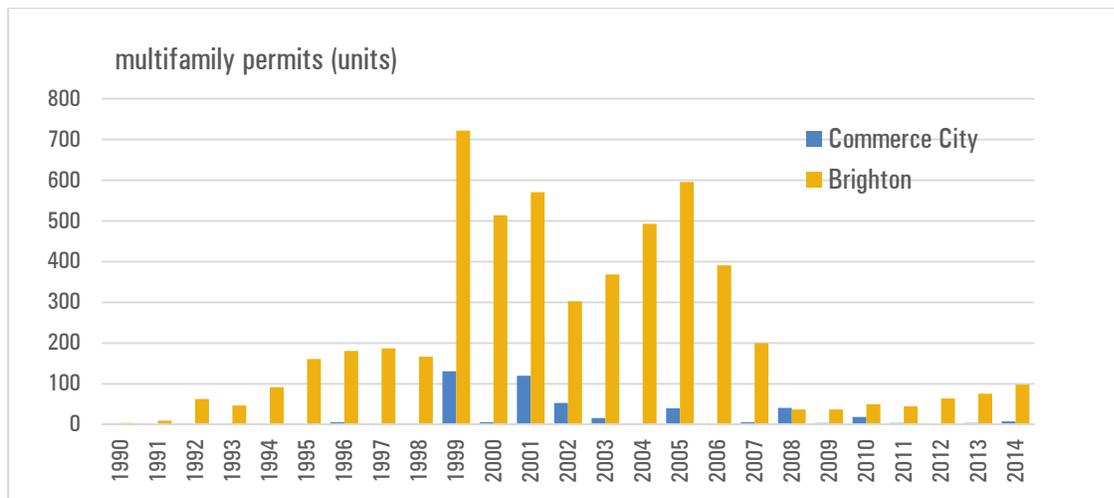
Figure 19 highlights the contribution of multifamily construction to overall residential volatility. Greater swings in multifamily construction levels are a common national phenomenon, related in part to that sector’s reliance on market driven commercial builders and lenders to construct large apartment properties. Such properties are only feasible under certain market conditions and within a somewhat favorable banking/lending environment. Interestingly, metro Denver as a whole has witnessed a fairly dramatic rebound in apartment and other multifamily construction activity, driven largely by Denver proper and other more urban locations, beginning as early as 2012. That trend has yet to find its way to more distant suburbs such as the Brighton market area. While the market area has finally begun its delayed recovery from the major recession on the single-family side, supply backlogs in both lots and finished houses have caused that recovery to be delayed.

Figure 18: Building Permit Activity since 1990, Major Market Area Jurisdictions



Source: U.S. Census (using local permit data reporting); Leland Consulting Group

Figure 19: Annual Multifamily Permits since 1990, Major Market Area Jurisdictions



Volatility aside, the City of Brighton has far outpaced Commerce City in the construction of multifamily units since 1990.

According to the 2015-Q1 Metro Denver Apartment Vacancy and Rent Survey, the metro-wide apartment vacancy rate was just 4.9 percent (and has hovered at or below the 5 percent mark since early 2011). For the multifamily construction industry this is considered a “healthy” equilibrium rate, and in some markets is seen as low enough to warrant considering new construction. In the Commerce City submarket (including Brighton) current vacancy rates are just 3.1 percent – a strong signal of a “landlord’s market” and a clear indication that more unit inventory can likely be absorbed by the market.

At \$1,186 as of first quarter 2015, average rents in Commerce City/Brighton are essentially on par with metro-wide average of \$1,204. Average rents across metro Denver as a whole have risen more than 20 percent in just the past two years.

Together with the demographic growth projections likely to see heavy growth in the age 20 to 29 segment by 2025, these occupancy and rent conditions seem to strongly favor increasing multifamily development in Brighton over the coming decade.

Estimating Demand

To estimate future demand for new homes and apartments within the City of Brighton, we begin by comparing multiple sources for population and household growth forecasts to arrive at a realistic growth rate for the Brighton market area. The following estimates and growth projections served as benchmarks for this analysis:

Table 7: Brighton Market Area Household Growth Benchmarks

Source	Time Period	Annual Growth Rate
ESRI, based on Census estimates	2000-2010	7.5%
ESRI, based on Census/ACS estimates	2010-2015	1.9%
ESRI, household count projections	2015-2020	4.0%
DRCOG household Count projections for TAZs falling within market area boundary	2020-2025	4.2%

For our initial 10-year demand estimation period, we use a conservative blended rate of 3.86 percent household growth annually for the Brighton market area (an average of the bottom three benchmarks, excluding the historical 7.5 percent annual boom period).

The 2015 base of 38,234 households grown at a rate of 3.86 percent annually through 2025 results in growth of 17,621 households over ten years. Applying a 5 percent factor to account for a vacancy/turnover buffer, demolition and a modest amount of second-home purchase activity, results in an adjusted 10-year demand for approximately 18,502 units for the residential market area.

Table 8. Demand Inputs, Residential Market Area – 2015 to 2025

		Source/Notes
Geography	Brighton Market Area	
2015 Households	38,234	ESRI (consistent with Census sources)
Annual Growth Rate	3.86%	Blended rate (see table 7)
2025 Projected Households	55,825	
Household Growth (2015-25)	17,621	
10-year adjustment for 2nd homes, demolition, natural vacancy	+ 5.0%	
Adjusted Unit Requirement (2015-2025)	18,502	Should repeat in subsequent decades as growth curve moves from exponential to “straight-line”
Pct. Renter	29%	Reflects increase over current rate of 24%– reflects demographically-driven need for downsized units

This gross unit demand is further allocated into approximate income-qualified rent and home price groups. The analysis assumes a slight upward shift in market area real household incomes over time (using constant 2015 dollars) as employment conditions gradually improve over time and housing affordability requirements cause turnover dynamics to favor somewhat more affluent households. Table 9 below summarizes these demand estimates by income and rental versus ownership unit type.

It is important to emphasize that the real world relationship between household incomes and housing prices is not as formulaic as assumed below. We use rough industry-standard affordability guidelines to produce approximations of demand by price and rent level, but actual consumer choices can vary greatly based on household wealth, credit ratings and personal preferences, among other factors.

Also note that we assume gradual increase in the percent of households who rent versus own. The current renter share is 24 percent, and could grow to 29 percent over the course of the coming decade. This reflects both demographic trends (disproportionate growth in empty nest and age 20-30 households) and an ongoing national and regional real estate market correction favoring apartment construction.

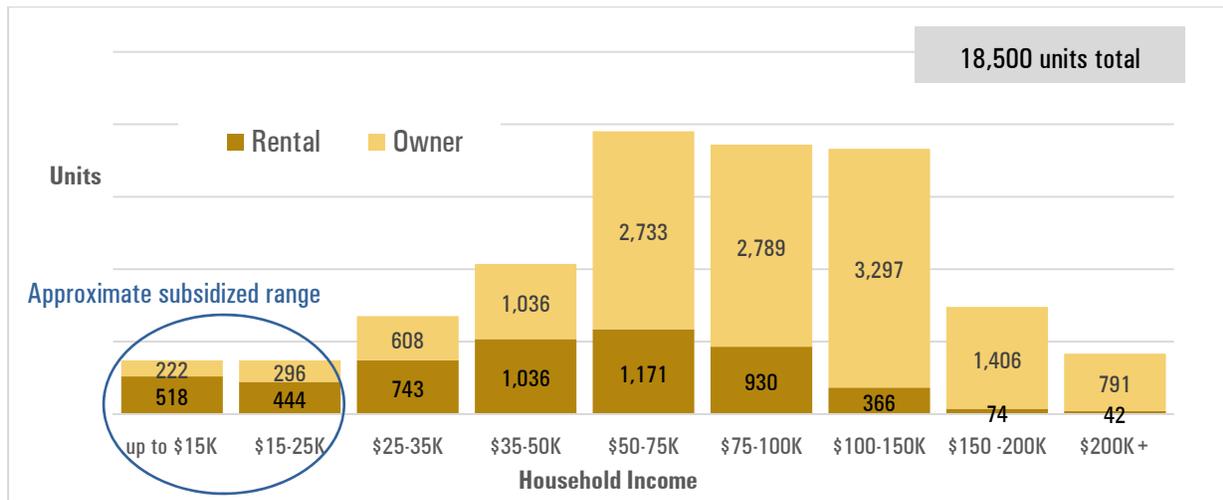
Table 9. Residential Demand by Income
Primary Market Area - 2015 to 2025

Annual Income Range (2015 dollars)	Approx. Rent Range	Approx. Home Price Range	Current HHs in Income Bracket	New HHs by Income Bracket	Market area Demand (10-yr)			
					Total Units	(Est. Pct. Rental)	Total Rental Units	Total Ownership Units
up to \$15K	up to \$375	up to \$100K	5.5%	4.0%	740	70%	518	222
\$15-25K	\$375 - \$625	\$100 to \$150K	5.2%	4.0%	740	60%	444	296
\$25-35K	\$625 - \$875	\$150 to \$200K	7.4%	7.3%	1,351	55%	743	608
\$35-50K	\$875 - \$1,000	\$200 to \$250K	10.5%	11.2%	2,072	50%	1,036	1,036
\$50-75K	\$1,000+	\$250 to \$350K	20.4%	21.1%	3,904	30%	1,171	2,733
\$75-100K	\$1,000+	\$350 to \$500K	19.0%	20.1%	3,719	25%	930	2,789
\$100-150K	\$1,000+	\$500K and up	19.6%	19.8%	3,663	10%	366	3,297
\$150 -200K	\$1,000+	\$500K and up	7.9%	8.0%	1,480	5%	74	1,406
\$200K +	\$1,000+	\$500K and up	4.5%	4.5%	833	5%	42	791
Totals			100.0%	100.0%	18,502	28.8%	5,324	13,178

Source: ESRI, Leland Consulting Group

The estimated distribution of future rental and ownership demand across income groups is perhaps made clearer in Figure 20, below.

Figure 20: 10-year Market Area Residential Demand by Income



The above demand estimates are based on growth inputs that are essentially exponential in nature (i.e., increase by a given percentage each year, rather than a flat amount). To extrapolate beyond this ten year timeframe, it makes increasing sense to shift to a “straight-line” projection approach. In other words, we can assume that the 10-year demand for approximately 18,500 new units will be repeated for the 2025 to 2035 time period (as opposed to continuing to grow at 3.9 percent per year). This is more consistent with typical long term demographic projections that reflect slowing growth rates over time.

From these market area-wide estimates, the analysis proceeds by estimating low and high capture rates achievable within the City of Brighton. The resulting unit absorption estimates by product type and price point, are referred to here as “conservative” and “attainable” scenarios to illustrate a reasonable range of what may occur over each future 10-year time span, given varying levels of build quality, competitive activity, local amenities and other market conditions.

For the summary in Table 10, we assume that demand for new market area households earning less than \$15,000 per year falls entirely within the realm of affordable housing policy and is beyond the scope of this analysis. Capture rates used in these estimates are ultimately professional judgments of the analyst, based in part on historical performance of Brighton relative to the surrounding region, as well as likely future characteristics of competitive sites falling within the market area.

Table 10: Summary of 10-Year Market Area Residential Demand & City of Brighton Capture

	Market Area Demand	Attainable Brighton Capture Rates	10-year Brighton Absorption (low)	10-year Brighton Absorption (high)	Approx. Density	Acreage Required (low)	Acreage Required (high)
Residential (units)					<i>Units per acre</i>		
Single Family Detached	11,000	20 to 30%	2,260	3,290	5	452	658
Attached Ownership (Townhome, Condo, Plex)	1,900	30 to 50%	570	950	14	41	68
Rental Apartments	4,800	30 to 50%	1,440	2,400	18	80	133
Total Residential	16,700	20 to 30%	4,270	6,640		573	859

Source: Leland Consulting Group

Within the market for single family detached units, approximately 11,000 market rate units are expected to be required by Brighton’s market area for each future 10 year period. Of this, developments within the City of Brighton should be able to capture a market share between 20 and 30 percent, which equates to approximately 2,200 to 3,300 units per decade (recall from Figure 18 that the City of Brighton has averaged 311 total annual residential building permits annually since 2000). At an average expected density of approximately 5 units per acre, that range of development would require approximately 450 to 660 acres within residential parcels for development for each 10 year period.

Note that for both detached and multifamily construction, Brighton’s annual output has been seriously reduced since 2005 (prior to the national housing recession). Part of this decrease in production has undoubtedly been due to the national/global recession, but it is possible that city policies such as impact fees, land set-aside requirements may have also played some role. **For future absorption activity to reach even low/conservative ranges shown above, Brighton’s policies need to be relatively in line with other market area locales.**

For this analysis, we assume that market area ownership attached development (including such formats as townhomes, condominiums, paired homes, rowhouses, and some lofts), will stabilize at approximately 15 percent of all ownership unit construction. This would suggest a gradual increase in such attached development – an assumption based on multiple factors including an expected shift in age demographics, led by Baby Boomers, resulting in greater demand for homes with ownership benefits and privacy, but lower maintenance requirements.

City of Brighton absorption of single family attached units is estimated to range between 570 and 950 units over each future 10-year period, depending on whether capture rates are conservative or attainable. At an average of 14 units per acre, that would result in net residential land requirements of 41 to 68 acres, respectively, city-wide.

Overall market rate rental demand in the Brighton market area over 10 years is expected to approach 5,000 units. With a subject property capture rate ranging from 30 to 50 percent overall, the City of Brighton could absorb between 1,400 and 2,400 units, approximately, in each future decade. In most suburban market analyses, this rental absorption would be assumed to take the form of apartments. In Brighton and surrounding areas, however, the renting of single-family homes is actually quite prevalent (increasingly so in recent years as displaced owners have sought to recover from the recession). While this practice should become less common as the area continues to urbanize, a sizeable percentage of rental demand could be satisfied by single-unit structures.

Residential Demand Relative to City of Brighton Land Capacity

A rough comparison of Brighton's projected pace of residential demand (approximately 430 to 620 total units per year) with current estimates of its existing land capacity designated as residential (approximately 12,200 units according to staff estimates), suggests that Brighton currently has between 20 and 30 years' supply of land. As will be discussed later in this report, that level of land supply appears lower than necessary, especially given the seeming oversupply of commercially-designated land.

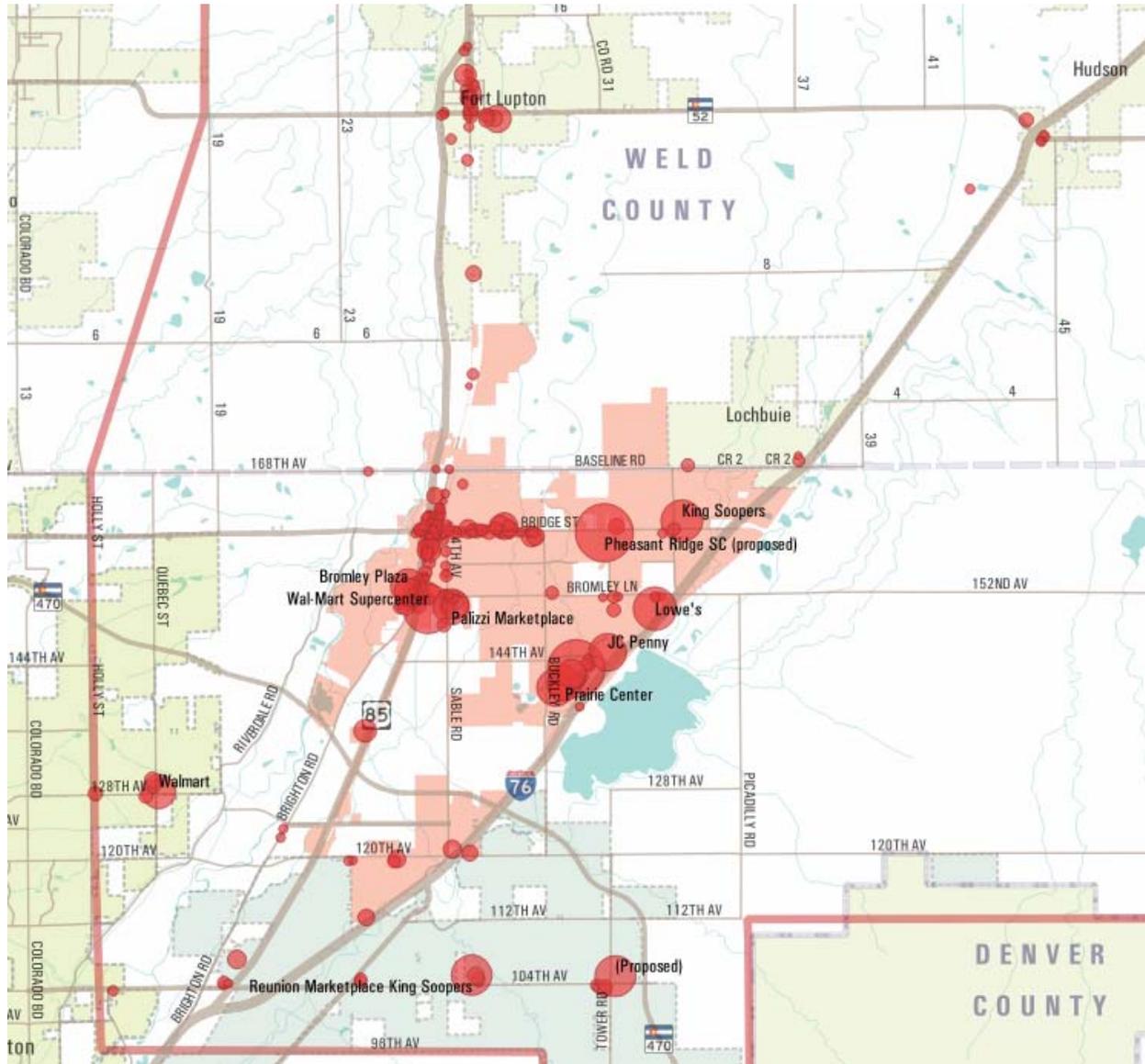
Retail

Supply Conditions

Brighton's history of retail expansion began with an extended period of conventional "small town" development around downtown and Bromley Lane. In the early to mid-2000s, as residential growth was booming in and around Brighton, two notable developments were added to the mix: the Brighton Pavilions redevelopment project downtown and the Prairie Center project on the eastern side of town along Interstate 76. Both developments straddle the boundary between community centers and regional centers in terms of size and store types (although Prairie Center is considerably larger).

Both were constructed with the help of considerable civic support and infrastructure investment. Prairie Center is finally coming into its own in terms of lease-up and tenaning goals, and has been arguably successful in a long-term strategic sense – effectively deterring Commerce City's Reunion development from opening a rival retail center beyond the neighborhood/grocery-anchored scale (possibly even for the foreseeable future). The Pavilions development has struggled on-and-off, especially during national retail slumps, and has almost certainly seen a sizeable portion of spending potential siphoned eastward to Prairie Center's big box offerings. Despite their struggles and civic costs, both are now in possession of sound infrastructure frameworks, making them logical focal points for future expansion and reinvention.

Figure 21: Market Area Retail Development



Source: Costar; and Leland Consulting Group

The map in Figure 21 shows the location and size of retail properties within Brighton and its market area context. Standing retail supply within the market area is dominated by Brighton, with concentrations near downtown (along US 85 and Bridge Street), in and around Prairie Center on I-76, and along east Bridge St.

Outside Brighton, there are a few new and proposed developments of note. In east Thornton a somewhat new 88,000 s.f. Walmart was completed in 2009. A 123,000 s.f. King Soopers-anchored center with Starbucks, Sonic and other co-tenants was built at Reunion Marketplace in north Commerce City, opening in 2013. A proposed 125,000 s.f. center at 104th & Tower in north Commerce City remains on the books but does not appear likely to develop in the near future.

Overall market area inventory is 3.4 million s.f., of which fully 77 percent is within Brighton. Current market area occupancy is very strong at just over 95 percent. That level of occupancy is nearly identical to 2015 metro-wide levels and considered indicative of a very healthy (if not “tight”) retail market – suggesting that new construction could soon be warranted.

Estimating Demand

Demand for new retail space is determined by future retail spending potential of projected new households as well as by some recapturing of retail spending that is currently lost to nearby communities or areas (referred to as “leakage” or “retail void”, illustrated in Figure 14). An additional adjustment is made to allow for demand from space turnover and replacement of existing obsolete retail space.

This retail analysis assumes that customers for future City of Brighton retail space will be drawn from the retail market area shown in Figure 3. Note that the market area boundaries assume that City of Thornton rooftops, for the most part, will shop along the I-25 corridor and that rooftops north of Fort Lupton and Hudson will likely be drawn to Greeley. In reality, the retail draw of Brighton retail probably extends much further east into Sterling County, given the lack of significant competition (especially for non-convenience shopper’s goods) in that direction. Again, to the south natural barriers such as the airport, Arsenal and heavy industrial areas limit both competition and customers.

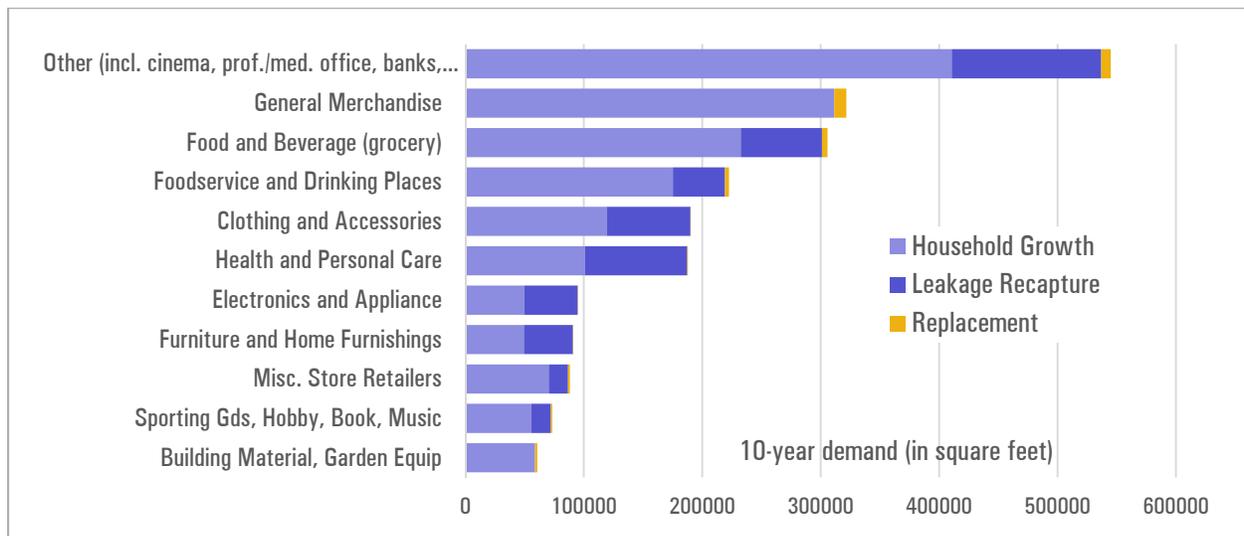
An initial step in analyzing retail demand is to compare the spending power of the market area population with the estimated retail sales occurring in that same area. For a given store type, if market area resident spending power is greater than market area spending, then retail spending is assumed to be “leaking” to stores outside the market area. If market area sales are higher than resident spending power, then market area stores are said to be “pulling” retail spending in from residents outside the market area.

In most store categories, some portion of market area household spending potential is spent outside the market area. In 2014, this “leakage” appears to have totaled more than \$300 million. By recapturing a reasonable portion of leaked spending (typically 20-50% depending on category) over 10 years, the market area could gain just over 500,000 s.f. of new retail space.

Most new demand, however, will come from household growth. At the projected 3.9% annual rate, spending power from new market area rooftops could support an additional 1.6 million retail square feet. Together with modest replacement of obsolete space (we assumed just 1% of total standing inventory over the next decade), the market area could see almost 2.2 million s.f. of new retail by 2025 (and a comparable amount over subsequent decades). See figure 22 for a graphical summary of 10-year market area demand by store category.

The Brighton market area is likely to see over 300,000 s.f. of retail demand in the General Merchandise category (including discount retailers, department stores, etc.), with grocery stores accounting for a similarly sizable demand. Current market area leakage will be a substantial component of demand for Health & Personal Care retail. Some 20 to 25 percent of overall retail inventory (nationally) is actually devoted to businesses falling outside standard retail categories. Ranging from chiropractic clinics to hockey rinks, these hard-to-predict categories are reflected in the “Other” grouping at right, and could represent over 500,000 square feet of per-decade market area new demand.

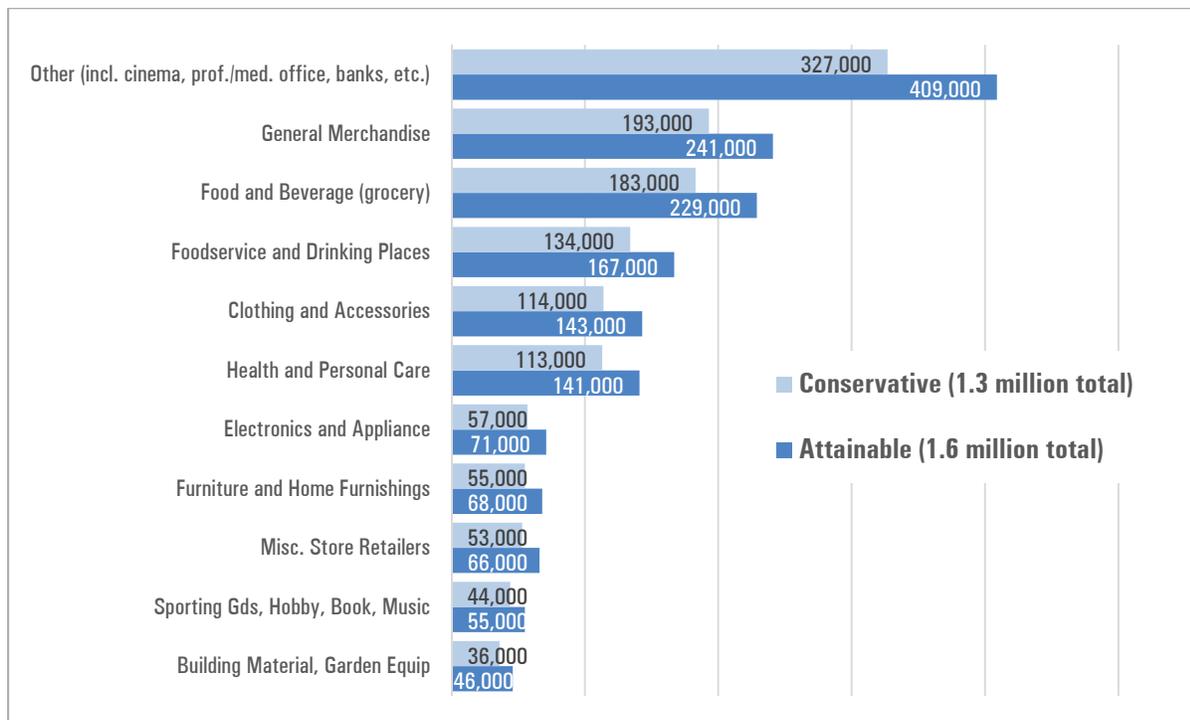
Figure 22: 10-Year Market Area Demand by Source and Store Category



Source: ESRI Retail Marketplace Profile for supply and demand estimates; Costar for standing inventory estimates; and Leland Consulting Group (adjustments and calculations)

Figure 23 summarizes the per-decade demand attainable by the City of Brighton among major retail categories. This analysis assumes a capture rate (market share) ranging from 60 to 75 percent of the overall market area. All told, Brighton is capable of absorbing new retail at the rate of 1.3 to 1.6 million square feet per 10-year period going forward.

Figure 23: City of Brighton Projected 10-year Retail Absorption Potential



At 5.6 percent vacancy (2015, per Costar) the Brighton market area office occupancy is very tight. Approximately 12 percent vacancy is considered a healthy “equilibrium” rate for office in most market. Even at 10 percent, the Denver metro area’s overall office occupancy is thought to signal need for more development. With mainly Class B and C space to lease, rents in the Brighton area are generally lower than elsewhere in the metro, but the local market does appear to be able to support additional construction.

Estimating Demand

Demand for new employment space is derived from two primary sources: expansion of existing industry and the relocation of new companies into the market. Employment projections by industry classification at the state and county level are combined with market area estimates of employment as inputs to an office demand model for the Brighton market area. Combined with an assumption of office space square footage per office employee, we then produce estimates of existing inventory by industry type, shown below. Costar estimates of standing square footage help to calibrate estimates of penetration of office employment (i.e. the percent of new employees in each industry that will require office space), in a model also based on experience in similar markets

Table 11: Estimating 10-year Market Area Office Demand by Industry

Industry Sector	Market Area Current Jobs	Projected Annual Growth Rate	10-yr. Job Growth	Est. Pct. in Office Space	10-yr New Market Area Office Demand (s.f.)
Agriculture, Forest, Fish, Hunt	1,455	2.6%	423	3%	2,795
Mining, Oil & Gas Extraction	3,223	4.3%	1,697	3%	11,198
Utilities	540	1.8%	104	3%	686
Construction	4,794	4.3%	2,496	3%	16,471
Manufacturing	1,988	2.6%	592	3%	3,906
Wholesale Trade	828	3.3%	313	3%	2,067
Retail Trade	3,075	2.7%	943	3%	6,222
Transportation & Warehousing	2,221	3.7%	985	3%	6,503
Information	229	1.9%	47	85%	8,754
Finance & Insurance	407	2.7%	123	85%	22,921
Real Estate & Rental & Leasing	579	3.1%	206	85%	38,513
Professional, Science & Tech Svcs.	879	3.9%	411	85%	76,842
Mgmt. of Companies & Enterprises	124	3.3%	48	85%	8,894
Administrative & Support Svcs.	1,429	3.7%	628	85%	117,440
Educational Svcs.	2,911	2.8%	941	3%	6,209
Health Care & Social Assistance	1,964	3.5%	801	30%	52,870
Arts, Entertainment, & Recreation	166	2.8%	54	3%	354
Accommodation & Food Svcs.	2,150	3.3%	813	3%	5,367
Other Svcs., except Public Admin.	630	3.1%	222	3%	1,463
Public Administration	2,590	2.5%	725	15%	23,939
	32,182	3.4%	12,570		413,414

Source: Leland Consulting Group (with inputs from State of Colorado LMI and ESRI)

Projected market area employment growth should top 12,500 jobs by 2025 (based on DRCOG’s overall market area projected job growth for 2015-2025, adjusted by Leland Consulting group so that industry-level growth is consistent with long terms forecasts for Weld and Adams Counties). This level of growth is expected to generate demand for over 400,000 s.f. of new office space for the market area.

At a capture rate ranging between 65-85 percent, Brighton could absorb 270,000 to 350,000 s.f. of new office space over the coming decade. Just 5% of existing space is Class A, so expect new construction to be largely at the Class B level. Approximately 22 percent of existing space is devoted to medical office – a proportion that should continue over the near term.

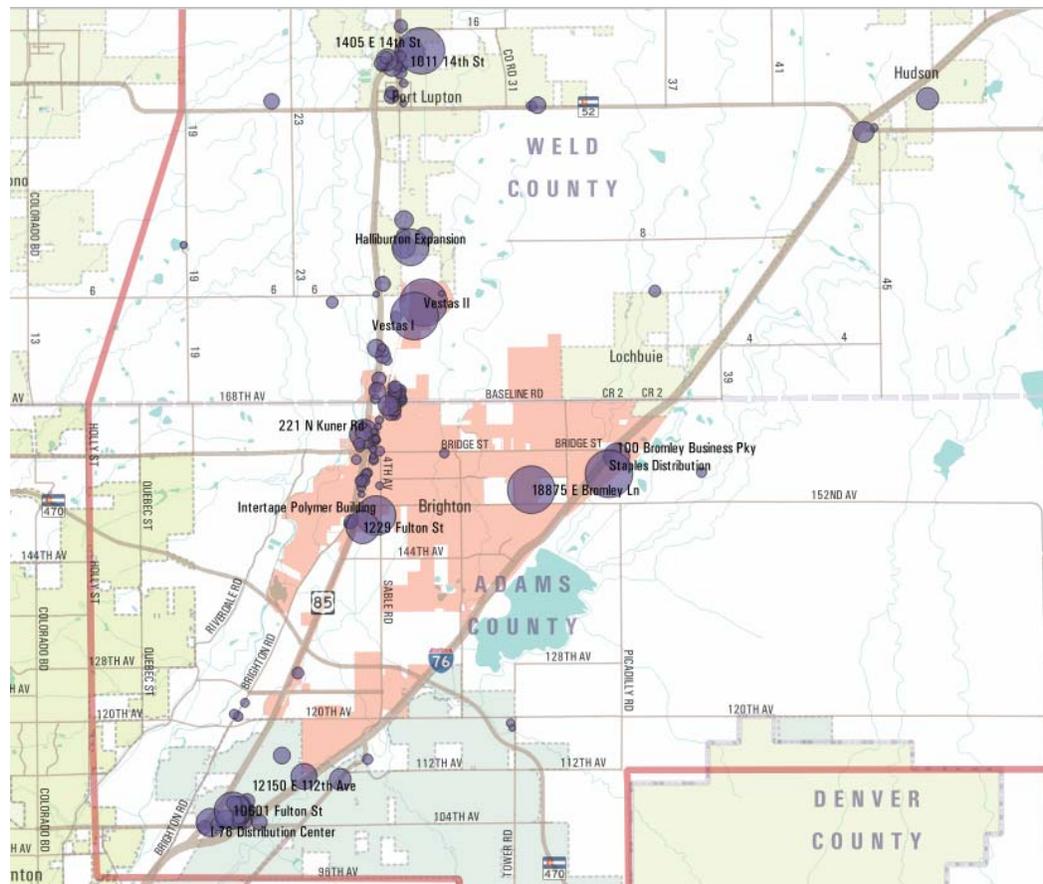
Industrial/Flex/R&D

Supply Conditions

Market area industrial real estate is only slightly more dispersed than office and retail outside Brighton. Just over 70 percent of the market area’s 5.5 million s.f. of inventory is in Brighton. Of that, 1.2 million s.f. of space is devoted to manufacturing, including the new Vestas I & II properties in north Brighton. Haliburton, a growing area employer, added to their 60,000 s.f. presence with the 2013 addition of a 150,000 s.f. warehouse in south Ft. Lupton

With just 24,000 s.f. currently listed as vacant, market area industrial vacancy is virtually non-existent – at least on paper. However, K-mart’s 1.4 million s.f. distribution facility on Bromley Ln. (the area’s largest industrial property) is highly underutilized, having been effectively decommissioned. While national and regional industrial markets are currently strong, local occupancy conditions are clouded by the K-mart facility situation.

Figure 25: Market Area Industrial Supply



Source: Costar; and Leland Consulting Group

Estimating Demand

Estimating demand for industrial/flex real estate follows a similar calculation as that for office, except that for each industry category, a penetration rate for industrial space is used (that is, an estimation of the percent of employees in that industry that will work in industrial/flex space).

As summarized in Table 12, projected market area employment growth of over 12,500 jobs by 2025 is expected to generate demand for nearly 2.3 million s.f. of new industrial space. At a capture rate ranging between 65-80 percent, Brighton could absorb 1.5 to 1.8 million s.f. of new industrial (or flex/R&D) space over the coming decade. The Bromley Interstate Business Park and emerging Brighton-to-Ft. Lupton Energy Corridor are both well-positioned to attract a significant share of projected development.

Table 12: 10-year Market Area Industrial/Flex Demand

Industry Sector	Market Area Current Jobs	Projected Annual Growth Rate	10-yr. Job Growth	Est. Pct. in Industrial Space	10-yr New Market Area Industrial Demand
Agriculture, Forest, Fish, Hunt	1,455	2.6%	423	50%	105,871
Mining, Oil & Gas Extraction	3,223	4.3%	1,697	50%	424,168
Utilities	540	1.8%	104	30%	15,582
Construction	4,794	4.3%	2,496	30%	374,351
Manufacturing	1,988	2.6%	592	90%	266,301
Wholesale Trade	828	3.3%	313	80%	200,431
Retail Trade	3,075	2.7%	943	3%	14,140
Transportation & Warehousing	2,221	3.7%	985	80%	788,280
Information	229	1.9%	47	3%	702
Finance & Insurance	407	2.7%	123	3%	1,839
Real Estate & Rental & Leasing	579	3.1%	206	3%	3,089
Professional, Science & Tech Svcs.	879	3.9%	411	3%	6,164
Mgmt. of Companies & Enterprises	124	3.3%	48	3%	713
Administrative & Support Svcs.	1,429	3.7%	628	3%	9,420
Educational Svcs.	2,911	2.8%	941	3%	14,112
Health Care & Social Assistance	1,964	3.5%	801	3%	12,016
Arts, Entertainment, & Recreation	166	2.8%	54	3%	805
Accommodation & Food Svcs.	2,150	3.3%	813	3%	12,198
Other Svcs., except Public Admin.	630	3.1%	222	3%	3,324
Public Administration	2,590	2.5%	725	10%	36,271
	32,182	3.4%	12,570		2,289,778

Source: Leland Consulting Group (with inputs from State of Colorado LMI, DRCOG and ESRI)

The nearly vacant 1.4 million s.f. former K-Mart distribution facility could conceivably be a fit for some other industrial user, but current trends favor a specialized, build-to-suit approach for most sizeable distribution or manufacturing firms. The property remains a challenge and potential repurposing opportunity for the right creative use.

Commercial Demand Relative City of Brighton Capacity

While residential land capacity in Brighton appears to be sufficient to accommodate demand for two to three decades, land designated for non-residential uses (for office, retail and industrial/flex) appear to be in relative oversupply. There are currently some 2,250 acres designated for commercial use in the existing comprehensive plan. Based on typical suburban densities (0.25 floor-area ratio), demand projections for commercial land use categories shown in this report should require just 285 to 356 parcel acres. In other words, Brighton's supply of commercial land appears to be sufficient for 63 to 79 years of projected non-residential growth.

Given its potential for high land values, it is not uncommon for cities to have overly generous commercial zoning (and/or comp plan designations). Land owners are understandably reluctant to give up high value zoning if they perceive the potential for a lucrative payoff at some point in the future. In fact, it may be sensible for cities to have at least some oversupply of commercial land – to preserve flexibility to adapt to changing market conditions and offer a range of options to prospective developer. The current imbalance between years of residential capacity and years of commercial capacity in Brighton, however, is probably too great. The City would likely benefit by reducing the discrepancy – a strategy which will require diligent landowner outreach efforts.

APPENDIX

PUBLIC SURVEY COMMENTS

**BE BRIGHTON
COMPREHENSIVE PLAN**

JANUARY 2016

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INTRODUCTION



Be Brighton - the City's Comprehensive Plan update – will guide future growth and development in Brighton for the next 20 years. The creation of an updated plan is essential to identifying and fulfilling the future vision for Brighton, aligning City policies with current trends and values, and unifying these policies in one cohesive document. Public involvement and feedback are essential to this process.



The Opportunities Survey was designed to collect and analyze public feedback that was then ultimately used to inform the outcome of the new Plan. The survey content was based on the public feedback gathered from a Citizens Task Force and conversations and mapping exercises with community members at the Be Brighton kickoff event. The survey was released to the public in October and closed at the end of December, 2015. It was publicized online through social media, on the City of Brighton website at www.brightonco.gov, and on the Be Brighton project website at bebrighton.net. The survey was further conveyed to the public through email announcements sent to everyone who signed up for the contact list and/ or attended a previous Be Brighton meeting.



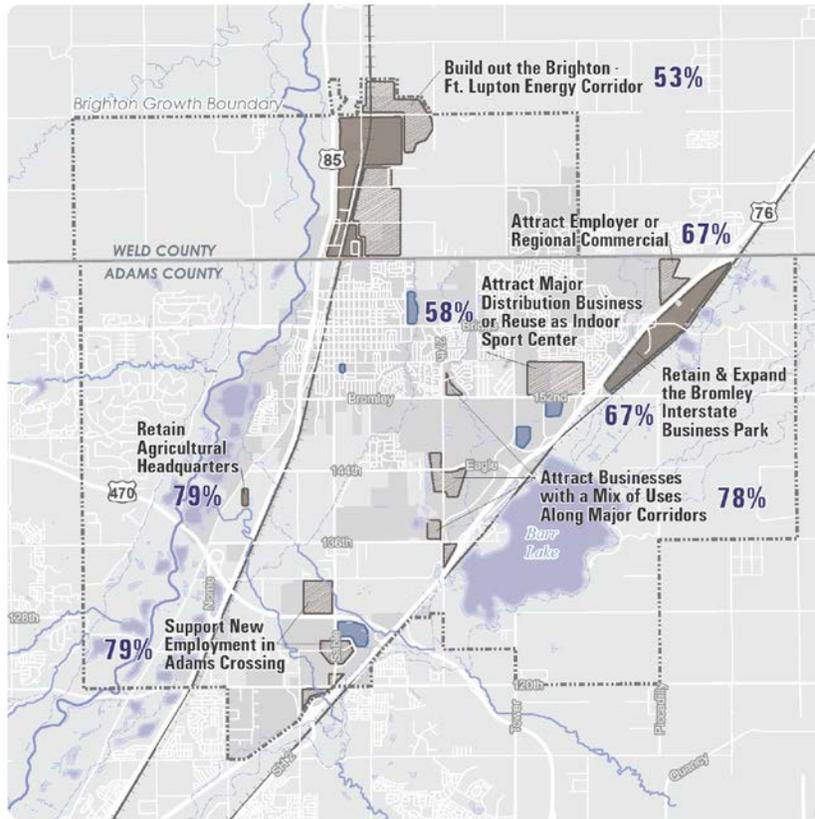
The survey responses were collected by means of an online version posted on the Be Brighton project website, and hard copies distributed during public meetings and events. The survey participants were encouraged to provide open-ended responses in addition to their multiple choice selections. The previously mentioned public events and outreach efforts included a Community Choices iPad kiosk exhibited at the Recreation Center, Eagle View Adult Center, and AnyThink Library during the months of October and November; the Nonprofit Coalition on November 18th; the Community Choices public meeting on October 29th; the Craft Fair at Eagle View Adult Center on November 7th; the Agritourism and Heritage Work Shop on November 13th; a collaborative public workshop with the Adams County Local District Plan on November 16th; the Chamber of Commerce Brighton Builders Breakfast on December 3rd; and the Youth Commission meeting also held on December 3rd, 2015.



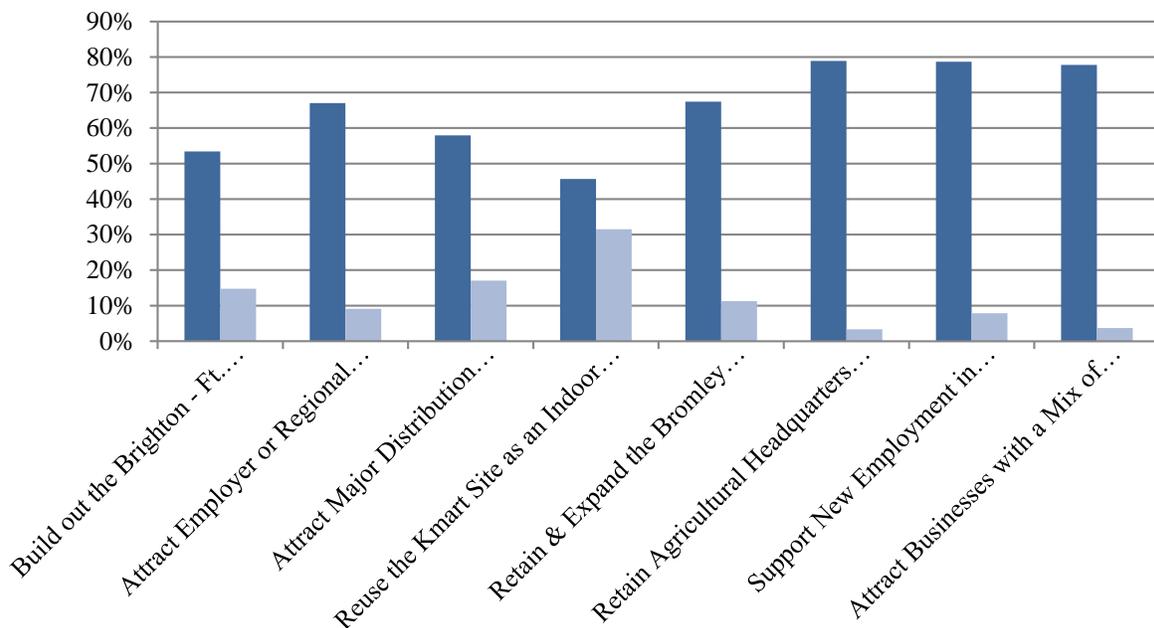
In total, 95 survey responses were collected and analyzed. The feedback from the Opportunities Survey is summarized below, with a full list of additional open-ended comments at the end of each summary.

ONLINE SURVEY RESULTS

THE REGIONAL LEADER FOR THE NORTHEAST METRO AREA



■ Agree ■ Disagree



Additional Comments

One of the major problems in Brighton is the lack of Quality Eating Establishments. I would like to see a more active role in getting Restaurants, such as Bonefish, Panera's Bread, Out Back and Olive Garden to name a few. Today, we must leave Brighton to go to quality eating establishments.

Less big business, more community

We need more restaurants. Shopping, and family friendly activity. Parks and recreation is fast growing but I'd love to see a specific recreation area (similar to Thornton, Northglenn recreation center. I have a Brighton address but am largely left out of being a Brighton "resident" by way if I pay water or not (per your rec center front desk hosts). A larger emphasis on small business growth is just as important to commercial growth. Start building a 21st century community! Seek advice of Adams 12 school district for future potential growth, expansion and needs!

Have developers pay for new schools instead of dunning established taxpayers to raise taxes for more new schools.

Re-pave older streets and manage weeds alongside walks better

"Denver Art District" in Brighton

Shopping Center?

More youth-related stuff

Bring in new business & family friendly restaurants (not bars) to Main Street

More walking/outdoor ideas

Make Main Street a big attraction

More art.

Underground shopping

Art/Murals

Homeless youth shelter

We need Sprouts and Trader Joes in Brighton

WE NEED A SOCCER COMPLEX!

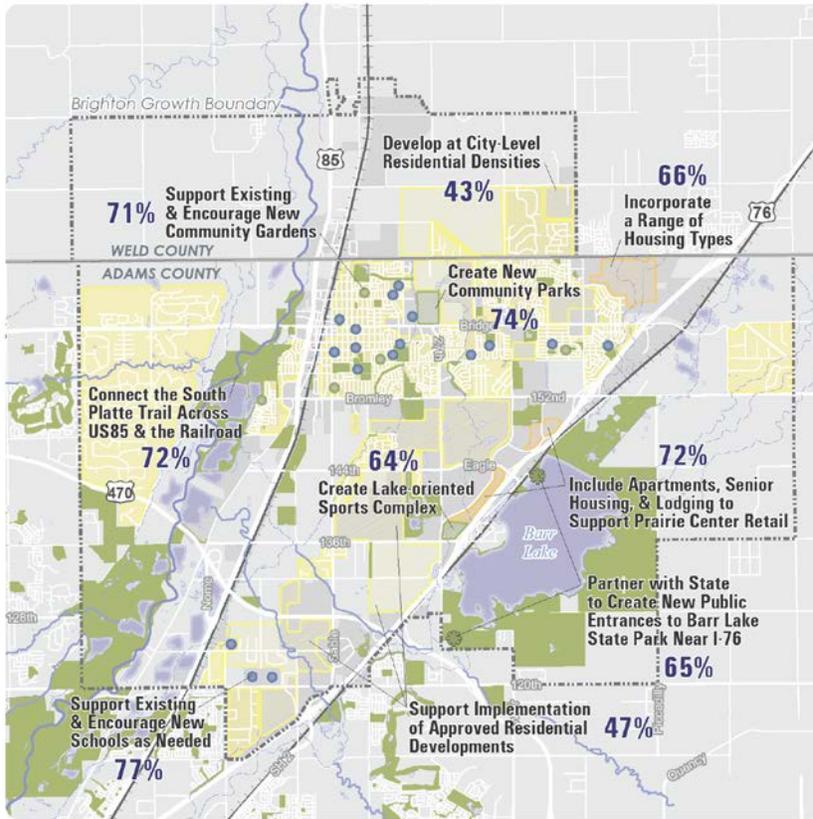
I would love if Brighton had more safe, connecting paths. It is hard to be active in a community when you are running in the street because there is no sidewalk or the side walk just ends. Especially connecting the east side neighborhoods of Brighton. I would like to see a nice sports complex here which includes a place for soccer, the fields we use are bad. It would be nice to get more businesses out here.

Sit down family restaurants

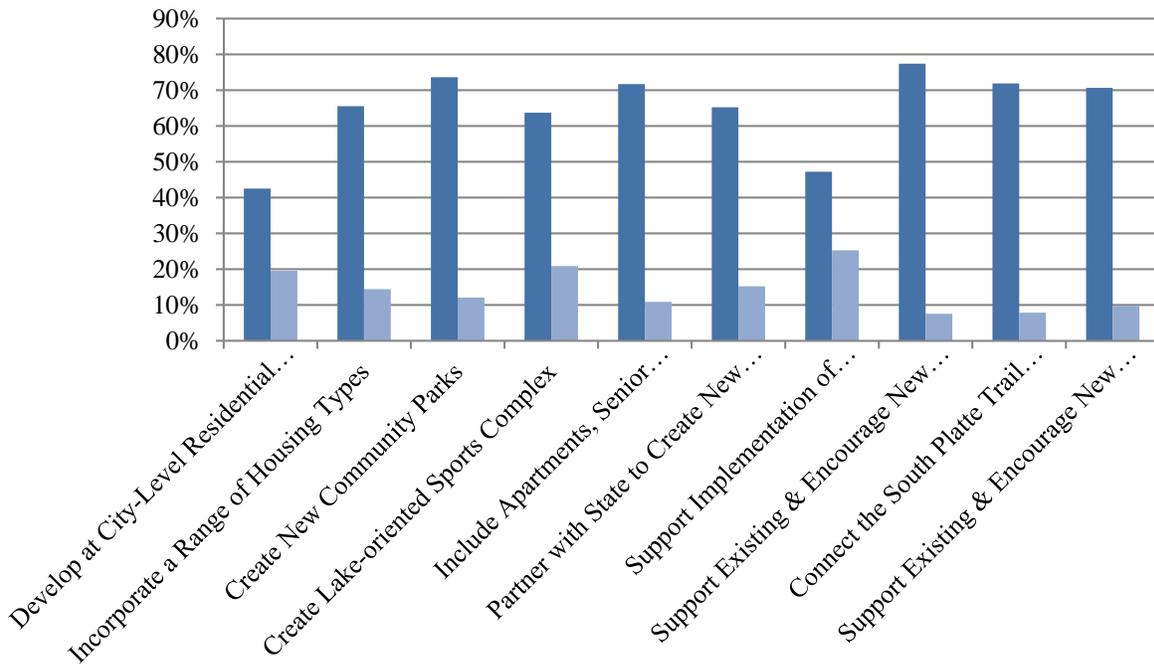
I envision a "higher end" look to the city along the US85 corridor between Bromley and WCR2 with replacement of the ugly pedestrian bridge, better landscape and easy access to new shopping and quality restaurants on the east side of the highway. Thanks!

Railroad traffic is a problem! I propose 1 crossing (Highway 2) be made into an underpass. Highway 2 would make a great route to use for this traffic. The train noise also needs to be toned down- the loud horns can be replaced with high intensity strobe lights. Deaf and hearing impaired persons would benefit.

INCLUSIVE COMMUNITY WHERE WE COLLABORATE AND SHARE



■ Agree ■ Disagree



Additional Comments:

I would like to see the developers become more involved in providing new schools as needed. Today we tax the older population who have already given for the schools in our area and the newer developments should be contributing more for our growth in new schools.

More family-driven and outdoor opportunities

We need more restaurants, shopping, and family friendly activity. Parks and recreation is fast growing but I'd love to see a specific recreation area (similar to Thornton, Northglenn recreation center). I have a Brighton address but am largely left out of being a Brighton "resident" by way if I pay water or not (per your rec center front desk hosts). A larger emphasis on small business growth is just as important to commercial growth. Start building a 21st century community! Seek advice of Adams 12 school district for future potential growth, expansion and needs!

Develop and sustain a Downtown environment - North Main Street to help it grow and expand an existing area.

Campground at Barr Lake

Multi-use communities where health and economic development is considered into planning.

We desperately need to attract more restaurants to the Brighton area!

Ice skating

Shopping center

Recreational Activities

Red Mango!

Ice skating

Winter activities

Additional affordable housing

Retail shopping

Youth homeless shelter

Ice skating

Restore downtown Brighton

I really like the idea of community gardens.

HOMELESS SHELTER! ☺

Minneapolis has an art garden, with lots of sculptures and murals.

New community park at water tower fields

It's great to support outdoor related sports.

Better biking accessibility throughout the city

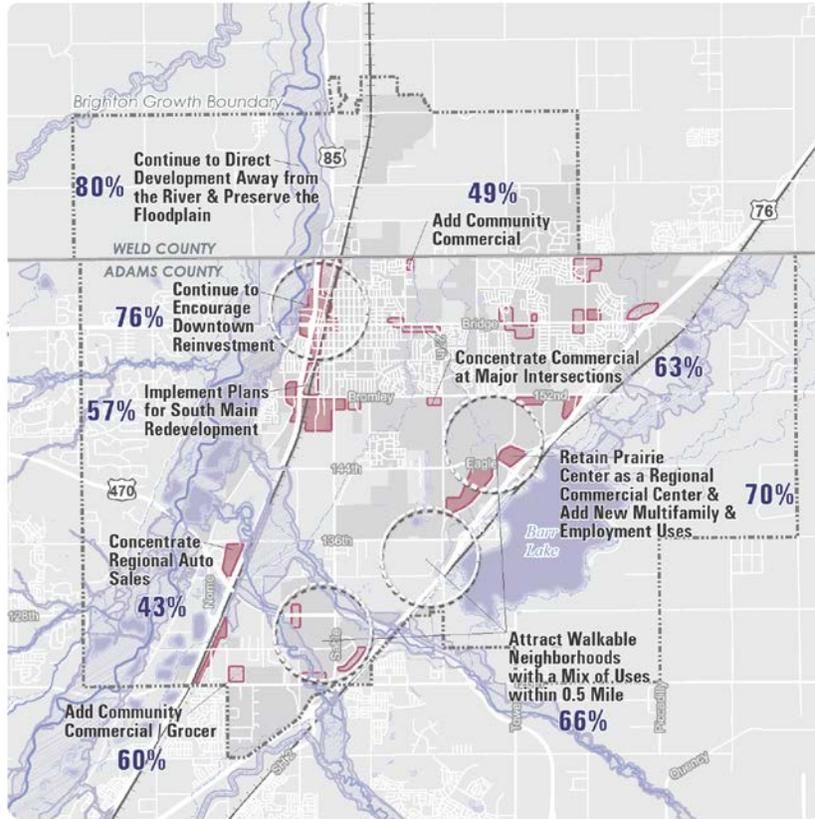
Focus on fixing run down Brighton areas and fix school crowding before even thinking of adding any income housing

Get more affordable housing and apartments here and more businesses and restaurants

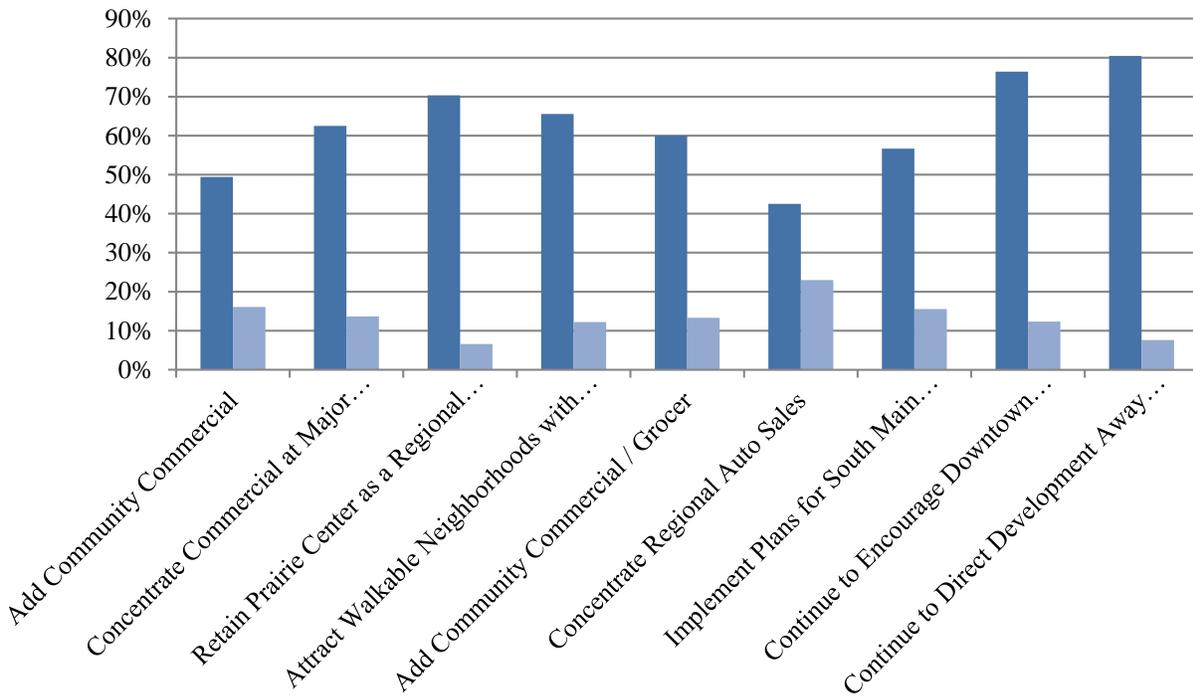
Add shade structures to open space.

Need more senior space.

A SUSTAINABLE AND COMPLETE COMMUNITY



■ Agree ■ Disagree



Additional Comments:

We need more restaurants. Shopping, and family friendly activity. Parks and recreation is fast growing but I'd love to see a specific recreation area (similar to Thornton, Northglenn recreation center. I have a Brighton address but am largely left out of being a Brighton "resident" by way if I pay water or not (per your rec center front desk hosts). A larger emphasis on small business growth is just as important to commercial growth. Start building a 21st century community! Seek advice of Adams 12 school district for future potential growth, expansion and needs!

Brighton's main street has always had a problem expanding because of the railroad and Highway 85. It will never be a main shopping area again without major anchor stores.

Stop traffic on Main and make better walking mall with adequate parking

Add Sprouts Grocery Store

Recycling

Recycling in all schools

More efficient energy

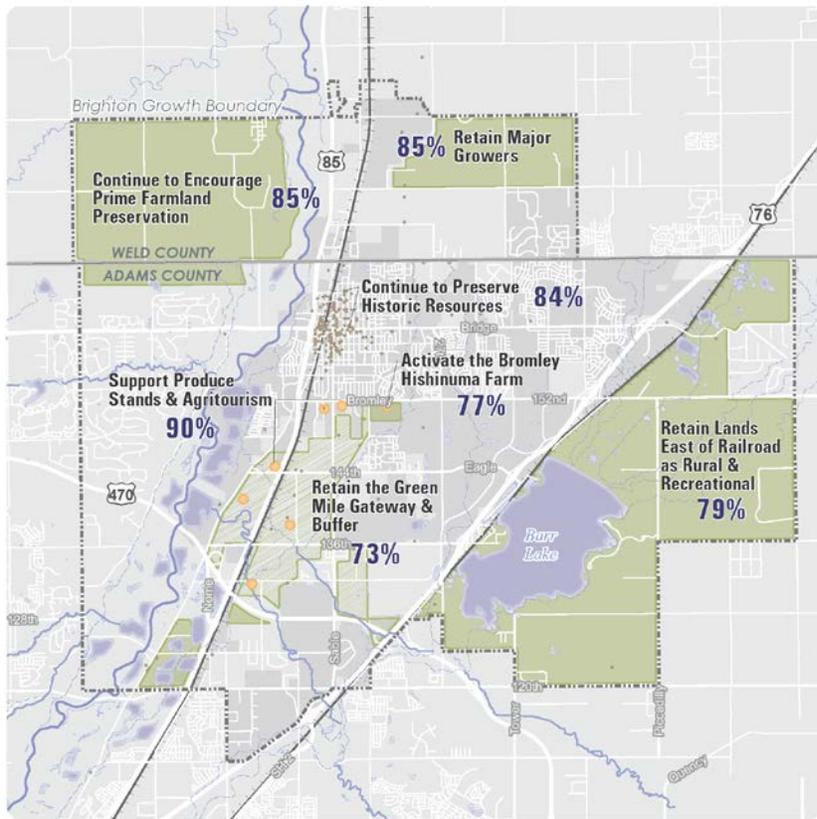
WIND POWER!

Concentrating regional auto sales looks trashy.

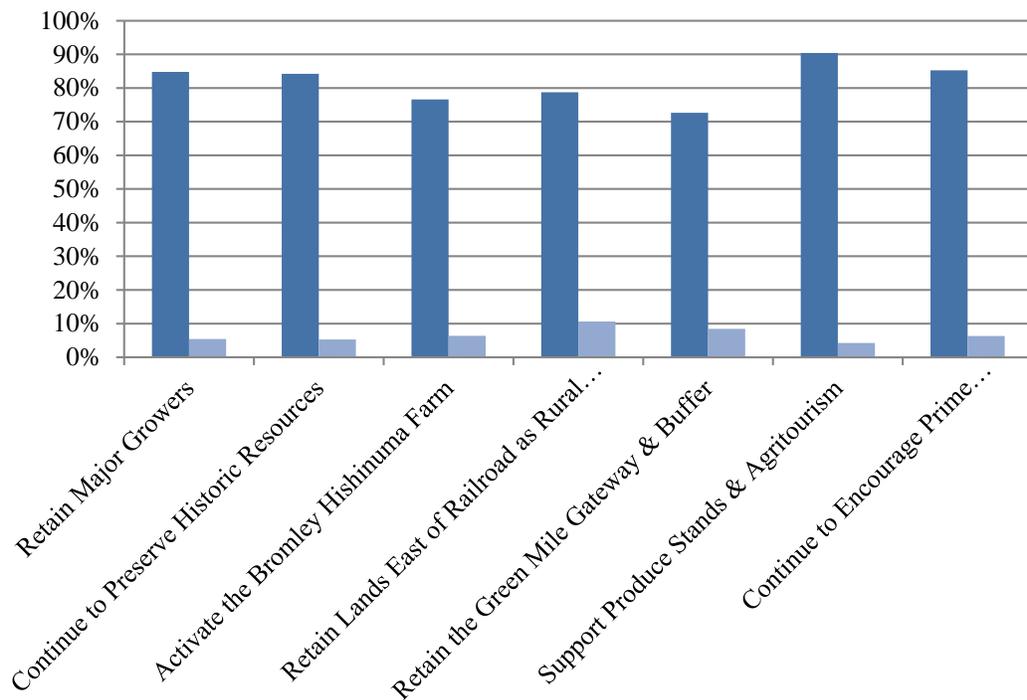
Empty retail already exists

Need more community meeting space

A FUTURE ROOTED IN A SMALL TOWN IDENTITY AND FARMING HERITAGE



■ Agree ■ Disagree



Additional Comments:

Give farmers better benefits to stay and grow here

More Farmer's Markets & more incentives for farmers & those markets.

bebrighton.net

Incorporate school to community gardens

Art studio!

Thrift Store!

Local Variety of restaurants by the new King Soopers and Prairie Center

Soccer complex would be great!!!!

More solar projects, green initiatives, movements towards highly sustainable community. Discounts to developers, attract tech companies like Google and Amazon (specifically cloud services). Colorado is ripe for tech... tech jobs are coming to DTC and Boulder... why not Brighton?

Provide shade structures in outdoor recreation areas, outdoor events

More/another dog park with shade

Cultural Center

Please upgrade the recycling program to the equivalent of the Broomfield program. It is sorely lacking + would be beneficial to upgrade it!!

More bus service + a way to get over tracks in town for 911

Let Brighton grow, already. Everybody wants the economy to boom, but it seems like the "old timers" want Brighton to remain in a stagnant state of growth. As a contractor, it's hard for me to watch other cities keep reeling in tax dollars, while improving roads, schools and other things Brighton so sorely needs. No more initiatives, bonds or other creative ways to band-aid, please. Just grow, already.