



# Affordable Housing Concept Development Plan

BRUSH, CO | 2025

Draft-Final For Review



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# 01

## Introduction

# 1.1. Overview

The City of Brush Colorado has advanced this Affordable Housing Concept Development Report (Report) for a 29-acre city owned property located at Hospital Road and Mill Street. The Report confirms the feasibility for development of a mixed-income affordable and senior living housing development and details a vision for the future build-out of the site in Brush Colorado.

The site is located at the northern portion of Brush adjacent to the Petty's Park Golf Course and the I-76 corridor. As envisioned, the site is comprised of a mix of affordable and senior housing, age-restricted and workforce housing and community supportive amenities such as walking trails, park spaces, gathering areas and recreational uses. The design intent is to address the affordable housing and senior housing needs of Brush while creating an active lifestyle, healthy living community environment.

As part of the Concept Development Plan process, the city contracted with DTJ Design and RCLCO to evaluate a market analysis and development program for the subject site. The development program is based on the economic considerations of Brush, Morgan County and Eastern Colorado.

The Community Outreach and Engagement process involved several workshops and discussions with community stakeholders and staff. As the team explored several conceptual site plan options, a Preferred Development Program and Conceptual Site Plan emerged. Chapter 6 of this Report identifies the recommended Concept Development Plan.

**The Affordable Housing Concept Development Plan is in conformance with the goals and intent of the State of Colorado Proposition 123 and addresses the following objectives:**

- Develop a Conceptual Master Plan for an affordable and senior housing mixed income project.
- Engage community stakeholders and special interest groups.
- Consider the optimal development potential in and around the site.
- Incorporate land use, infrastructure and zoning requirements in accordance with City needs, goals, and priorities.
- Design clear, actionable steps to implement the plan, including benchmarks and timelines.
- Address broader policies and procedures that support future affordable housing projects in Brush, including necessary development agreements, project solicitations and support, and oversight.
- Address potential funding strategies for the Pelley's Golf Course affordable and senior housing project.

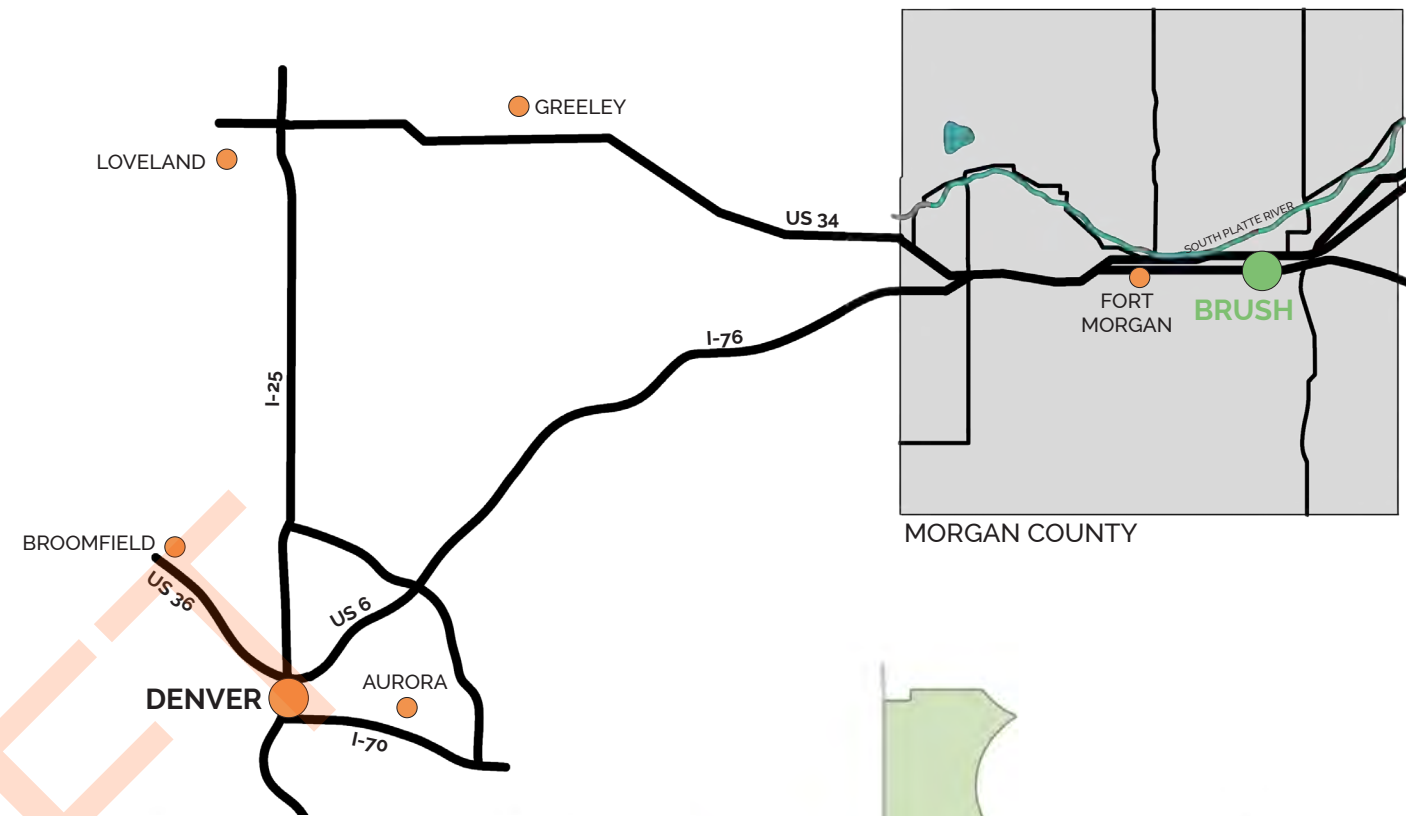


Figure 1. Regional Vicinity Map (NTS)

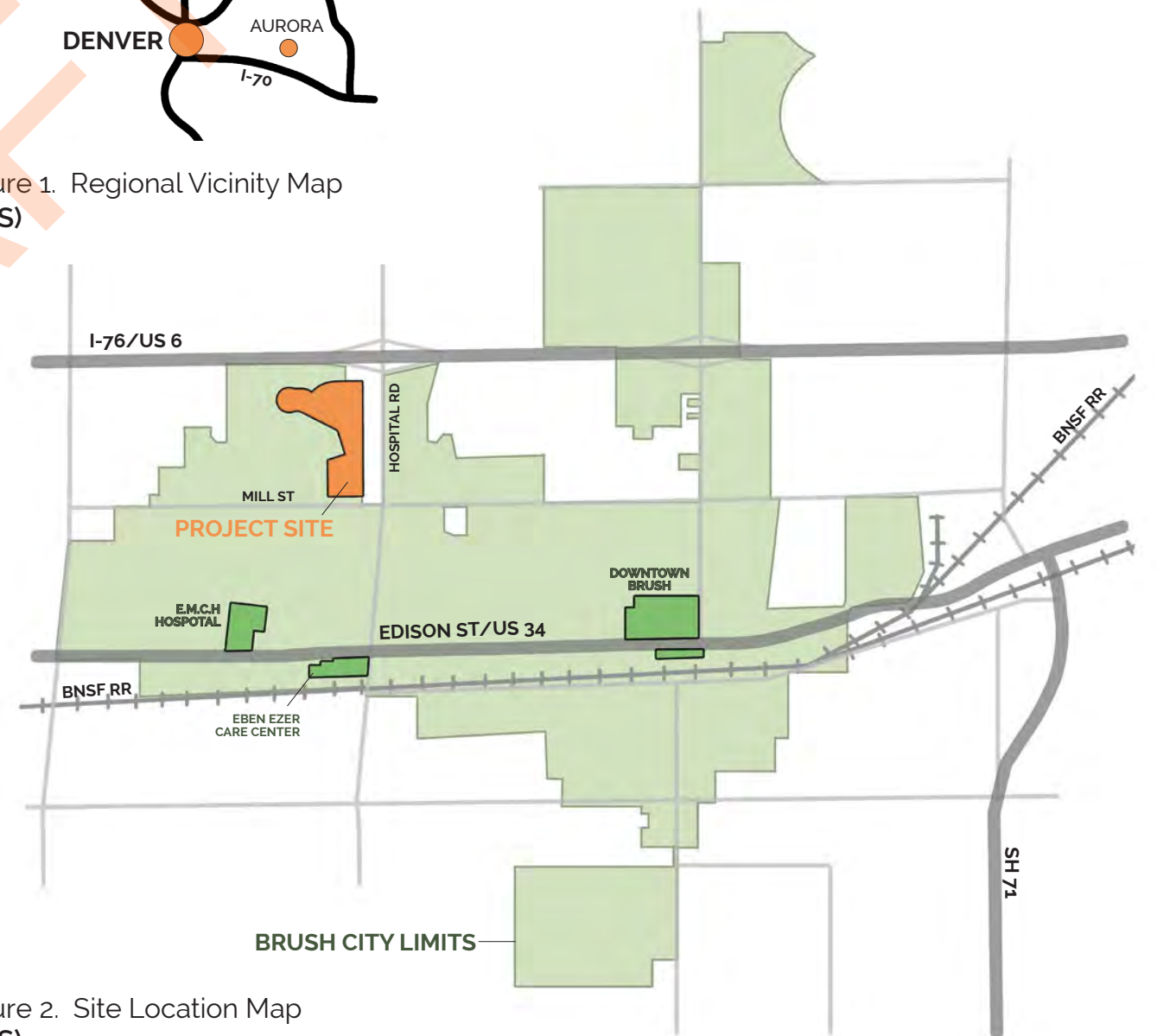


Figure 2. Site Location Map (NTS)

# 1.2. Background

The City of Brush has pre-positioned itself to proactively address the affordable and senior housing supply in Brush. In 2022, the City joined with other communities in Northeast Colorado to apply for a **Department of Local Affairs (DOLA) Innovative Housing Planning Grant (IHOP)**. The focus of the grant was to address local housing strategies and policies and to assess development codes to support housing.

In Fall 2022, Colorado voters passed Proposition 123 (Prop 123), which addresses affordable housing around the State and allows municipalities to opt in through a commitment to increase affordable housing by 9% over three years.



In Fall 2023, the City of Brush opted into Proposition 123 and, as a result, identified a goal of creating 64 additional affordable housing units over the next three years. Prop 123 created the State Affordable Housing Fund, dedicating 40% of funds to the Affordable Housing Support Fund administered by the Department of Local Affairs (DOLA) and 60% to the Affordable Housing Financing Fund overseen by the Colorado Office of Economic Development and International Trade (OEDIT) to fund housing programs.

OEDIT selected Colorado Housing and Finance Authority (CHFA) as the third-party administrator in a public process, defined by [Proposition 123 statute under CRS 29-32-104](#). [This site is dedicated to the Affordable Housing Financing Fund, which supports land banking, equity, and debt investment to advance affordable housing across the state.](#)

In Fall 2024, The Department of Local Affairs awarded the City funds through the Local Planning Capacity Grant Program, which is funded by the State Affordable Housing Support Fund. Those funds will be used to support the Development Plan, for which more detail is provided later in this document.

For more information, visit [Proposition 123 - Colorado Affordable Housing Financing Fund](#).



Figure 3. Project Timeline

1.2.1. Housing Needs Assessment

In September 2024, the City completed a Housing Needs Assessment (Appendix XX) that analyzed housing trends and needs on a local and regional scale. The assessment compared demographic and economic data to understand the influencing factors on future housing needs.. The document also looked at resources and opportunities to leverage future housing development.

The Housing Needs Assessment revealed several takeaways.

• Age of Housing

A large proportion of homes are outdated, so homes entering the market today require a large upfront cost to bring them up to current standards.

• Housing Attainability

Homes in Brush are growing in value at a higher rate than household income. The age of homes may deter younger residents from staying in the community. The recommendation is that Brush revitalize vacant and outdated home sites. Developing new for-sale and for-rent units is recommended to make the housing market more attainable.

• Housing Inventory

There are limited available listings on the active housing market. The city needs to strategize methods to supplement the need of developing new housing units while also addressing challenges of supply, housing age, and affordability.



### Age of Housing

'...a large proportion of homes in Brush are old and outdated with few new developments occurring in recent years.'

### Housing Attainability

'...homes in the community are growing in value at a higher rate than household income.'

### Housing Inventory

'Census and real estate resource findings suggest that there are limited available listings on the active market.'

1.2.2. Senior Housing Needs Assessment

In 2024, Morgan County completed the Senior Housing Needs Assessment to address the Northeast Colorado region. The City has incorporated the findings of that assessment into the current Housing Development Plan for use of the City's property, which will help address the City's goal of additional affordable housing units.

The Senior Housing Needs Assessment (Appendix pg XX) assessed the senior housing supply and needs and proposed affordable housing strategies to support new developments and leverage grant funding. The assessment identifies current senior housing characteristics, trends, opportunities, and compares housing needs with the region's existing housing inventory. In conjunction with the Housing Needs Assessment, this report identifies demographic trends for aging adults in the counties and identify housing opportunities tailored for the elderly in the area.



The Senior Housing Needs Assessment revealed several takeaways.

- The development of senior housing facilities creates jobs and stimulates economic activity, benefiting local businesses and service providers.
- Morgan County can expect to see its senior population increase in the next 10 to 15 years by 20.8%. Presently, the County can meet the demand for senior housing facilities but will struggle to meet demand as the number of aging residents increases over time. As the senior population grows over the next decade, the county needs to ensure that its facilities have enough space for everyone.
- It is recommended that the County promotes aging in place" by providing accessible smaller housing units, making it easier for seniors to downsize.
- It is anticipated that if the County makes the necessary changes to housing supply and facility capacity, they will see significant economic and social benefits from investing in senior living.



02

Case Studies

# 2.1. Senior Living

Assisted and Senior living communities can take a variety of forms. Using a combination of assisted and senior living assures that residents receive the level of care they require while also maintaining independence, mental stimulation, and social connection, all of which are crucial to happiness and a good quality of life. Below are several examples of what an assisted or senior living community could look and feel like.

Senior Living Housing refers to a variety of living arrangements tailored to older adults, offering different levels of care depending on their individual needs. These living arrangements include Assisted Living, Memory Care + Skilled Nursing Facilities, Independent Living Communities, and Community-Dwelling Seniors/At- Home Independent Seniors.



## 2.1.1. The Overlander by Balfour

Location: Fort Collins, CO

Project Data:

- 5 Acres
- 250,000sf Senior Living Complex
- 116 Independent Living Units
- 58 Assisted Living Units
- 35 Memory Care Units
- Associated Amenity and Support Spaces



2.1.2. Balfour at Lavender Farms

Location: Louisville, CO

Project Data

- 2 Acres
- 57,000 SF Senior Living Complex
- Associated Amenity and Support Spaces



2.1.3. The Audrey

Location: Highlands Ranch, CO

Project Data

- 2 Acres
- 118,000sf building
- 134 Units
- Central Open Space



# 2.2. Age-Restricted Communities

Age-restricted Communities represent a fast-growing demand for seniors who are interested in active lifestyles and healthy living options. Age-restricted communities are amenity rich communities that provide smaller single family detached and attached homes on smaller lots. The home product may be rental or ownership. A key characteristic of age-restricted communities is access to amenities such as walking trails, clubhouse or gather places, community gardens, dog parks and parks spaces with play courts and seating areas.

## 2.2.1. Bloom Cottages

Location: Fort Collins, CO

Project Data:

- 229 Acres Master Plan
- 1,800 Units
- 148 Cottage Units
- Central Plaza + Open Space



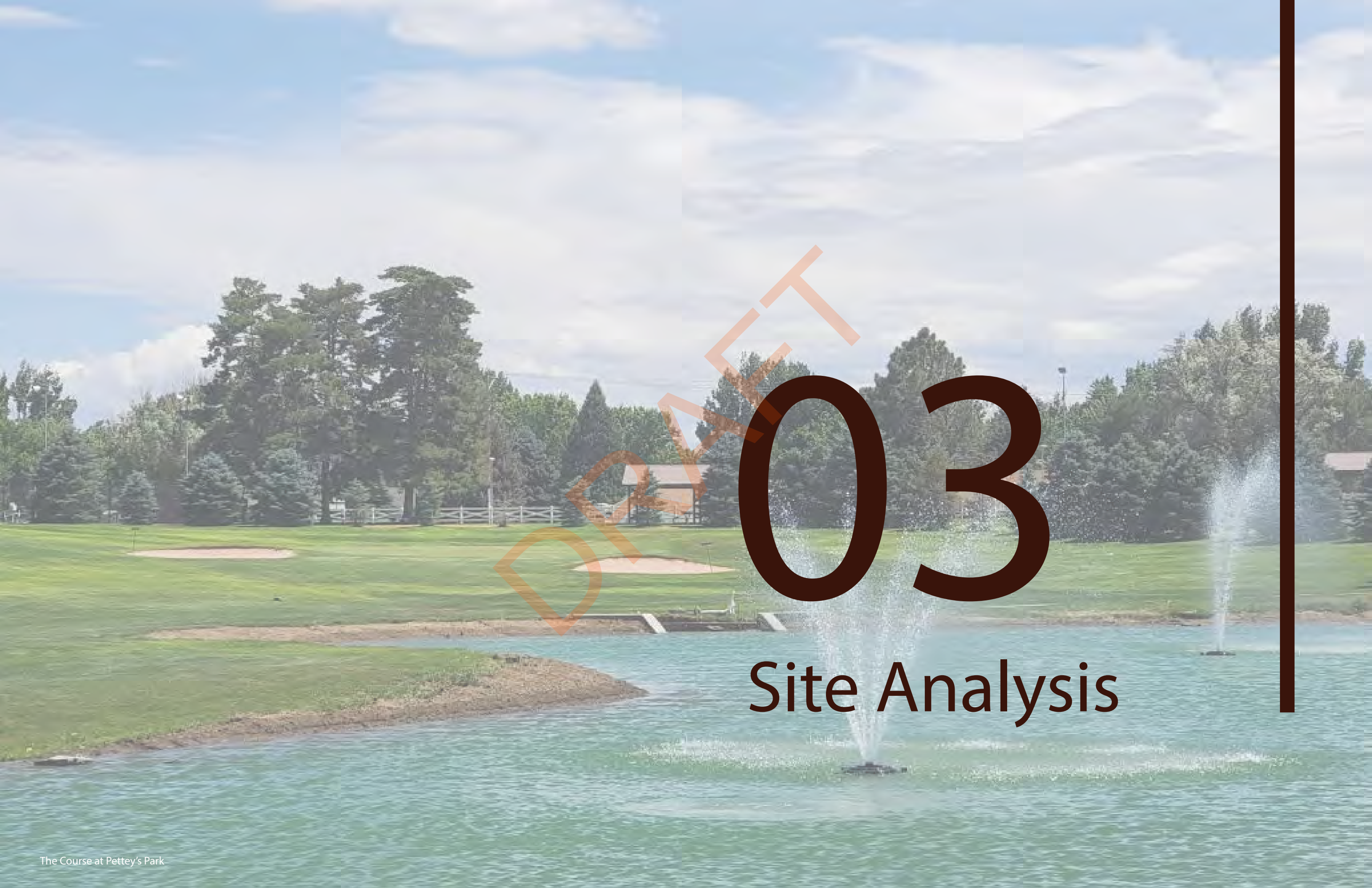
## 2.2.2. Hayloft Cottages Bagwell Farms

Location: Greenville County, SC

Project Data:

- 23.5 Acres
- 156 Age Restricted (55+) Units
- Amenity Building, Tennis Courts, Garden



The background image shows a lush green golf course under a blue sky with scattered white clouds. In the foreground, a large body of water, likely a pond or lake, features several active fountains spraying water upwards. The middle ground is dominated by a dense line of tall, dark green pine trees. Behind the trees, a small, light-colored building with a dark roof is visible. The overall scene is bright and scenic, typical of a well-maintained golf course.

# 03

## Site Analysis

### 3.1. Site Location

The subject site is referred to as the Pettey's Park Golf Course site. This site is in the northern part of the City of Brush and approximately 1-mile from downtown Brush. The estimated 29-acre Pettey's Park site is east of the Pettey's Park Golf Course and driving range, south of I-76, and north of Mill Street. The 29-acre site is undeveloped open land and provides direct access to I-76 to the north.

A privately held land parcel located in Morgan County is located to the east of the project site. This parcel currently limits direct access to the site. However, future access to the site is via Hospital Road from the East, and Mill Street to the South.



### 3.2. Land Uses

Currently this site is vacant and undeveloped land. The nearby Pettey’s Park golf course and driving range provides an amenity that is within walking distance. The property to the east of the site is currently vacant land. Commercial uses include the Love’s Truck Stop across Hospital Road to the east. South of Mill Street are residential and commercial uses as well as an Beaver Valley Elementary School. The Brush Community Hospital is located within a half mile to the southeast of the subject site.

This site is currently zoned as Residential – Medium Density (R-MD). Assisted living, single-family dwelling, multi-family dwelling, and workforce housing are all permitted uses in this zone according to the municipal code for the City of Brush. Required parking will be determined based on the future development concept.

\*For existing zoning, refer to Appendix XX

Legend

Commercial

Residential

Agriculture

Preserved Open Space



### 3.3. Access and Circulation

The site is located at the intersection of Hospital Road and Mill Street. Hospital Road is a rural arterial and primary access route from I-76 to downtown Brush. This corridor is a 2-lane road with improved curb and gutter on the east side. The west side of Hospital Road is unimproved.

Mill street is a 2-lane neighborhood collector roadway that connects neighborhoods, Beaver Valley elementary school, Pettey's Park Golf Course and Brush Secondary Campus to the east.

A traffic study has not been completed to date. Based on current site observations and future development assumptions, it is reasonable to conclude that roadway capacity may accommodate traffic demand in the short term. However, at some point, roadway improvements such as additional travel lanes, turn lanes and traffic signalization at the Hospital Road and Mill Street intersection will be required.



Figure 4. Access and Criculation

Legend

Interstate

Major Road

Internal Street

# 3.4. Site Infrastructure

While the site is relatively flat, the site topography and soils conditions may prove to be a challenge. Refer to [Appendix XX FOR](#) Existing Site Topogpaphy.

A recently completed stormwater retention basin is in the middle of the subject site. The retention basin bisects portions of the developable area of the site. The large retention basin is designed to collect stormwater flows from the neighborhood to the south and may serve to accommodate on-site stormwater flows for future development.

**IN PROGRESS (TOPO IS IN APPENDIX)**

# 3.5. Affordable Housing Implementation

In accordance with the goals and intent of the State of Colorado Proposition 123, the City of Brush is required to address the following:

- Advance a community and stakeholder engagement strategy to address an affordable and senior age-restricted housing project on the city-owned land at Hospital Road and Mill Street.
- Consider compatible and maximum development potential in and around the site.
- Incorporate land use, infrastructure and zoning requirements in accordance with city needs, goals, and priorities.
- Design clear, actionable steps to implement the plan, including benchmarks and timelines.
- Assist in developing policies and procedures that support future affordable housing projects, including advisement on development agreements, project management practices and support, and oversight necessities.
- Provide advice on funding strategies for affordable housing projects.

resources with available city, state, and county sources, such as low-income housing tax credit equity (LIHTC), concessionary debt (e.g. Affordable Housing Financing Fund), state grants, and support from the city/county in terms of fees and taxes, capital improvements, land donations. Senior-specific affordable projects are eligible for the same financing resources, but large senior-specific grants are less common, especially from local sources.

If a LIHTC application or other large funding source is rejected, focus on proof-of-concept in the first phase where possible; proving strong demand can make applications easier going forward.

Reduce as much risk as possible early on in project to attract funding and make LIHTC application more competitive. This includes securing zoning/entitlements, pre-leasing or pre-selling units to an employer or other end users, selecting a developer with extensive affordable housing experience (i.e. Blueline, Archway, Trinity).

In the case of an inverted market (cost to build is greater than prices), grants are particularly important; income limits from federal grants could be more of a detriment by limiting the pool of renters/buyers who can occupy the unit.

## 3.5.1. Affordable Housing Financing Strategies & Takeaways

Typical capital stack\* for an affordable project may include a variety of financing strategies. Each strategy is intended to leverage local

\*The capital stack is the structure of all capital that is invested into a development project. At a high level, this means that the capital stack includes both the equity and debt invested to date. More specifically, this means all type of both equity and debt. Capital stack are unique to a borrower's industry, financing needs, and stage of development.

## 3.5.2. Site Demand & Phasing

Given the lack of senior housing across the northeastern Colorado region (Morgan, Logan, Phillips, Sedgwick, Washington, and Yuma Counties), Brush can help fulfill this need. It is important to note that many residents in the region would prefer to stay in their current county, as outlined in the Senior Housing Needs Assessments conducted by Ayres in 2024.

While there is a housing need (particularly for affordable and workforce households), overall household growth across the region was negative from 2020 to 2024. It is expected to remain flat over the next five years. Projected growth is nuanced, with expected declines in younger households but an increase of nearly 2,000 households above the age of 65 from 2020 to 2030. These demographics suggest a focus on senior housing, with demand stemming from

new households and existing owner and renter households transitioning into senior housing.

There is a particular need for senior housing that includes assisted living, memory care, and nursing care in the region. The biggest challenge for these product types will likely be attracting staff. RCLCO recommends setting aside a portion of the workforce rental units to guarantee attainable housing for these employees.

Based on a high-level demand analysis, RCLCO recommends splitting the site into two phases, building out by 2035. The total program includes 200 all-aged affordable multifamily units, split between two properties; 70 all-ages workforce rental homes; 65 market-rate active adult cottages (55+); 150 IL/AL/NC/MC multifamily units comprised of 120 IL units, split between two properties; and 50 market-rate townhomes.

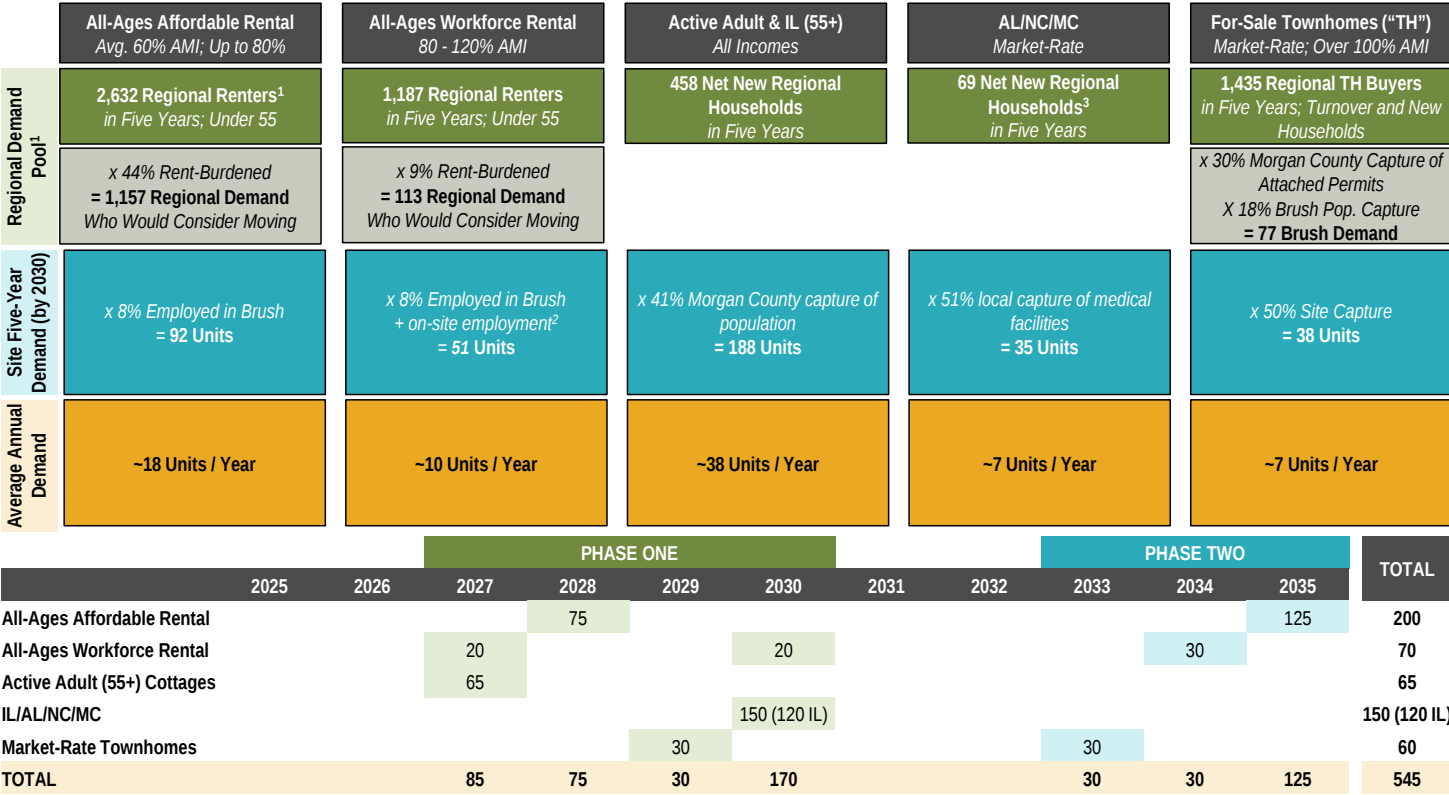


Figure 5. Target Demand and Site Program

3.5.3. Project Implementation & Delivery

Pre-Development Phasing & Partnerships

Successful project execution depends on several factors. Upfront and comprehensive planning by the city and teaming with a knowledgeable and experienced affordable housing development partner is critical. To advance an economically feasible project, the city should take several key steps in terms of policy formation, funding research, and developing an infrastructure financing plan\*, which will open the gate to partnering with the right affordable housing developer and senior living developer and operator.

To attract a developer to this effort, any developer will want to have entitlements, zoning, site plan, local support, and a plan for master infrastructure in line before applying for tax credits and grants.

\*Infrastructure costs are typically covered by the city, though the city could explore a negotiated a cost share with a developer.

Other Strategies

The city may consider several other strategies that will impact the current project or any other affordable housing project in the city. This may include:

- Advancing the Housing Needs Assessment study to identify other speculative land parcels.
- Consider developing pre-approved building plans and position for a By-Right option to help reduce the plan review process
- Adopt an affordable housing building typology template that provides approved floor plans and elevations for various product types
- Refine zoning parcel /lot standards to allow for a Gently Density / Missig Middle housing strategy\*
- Allow modular, prefab and other technology driven building methods to reduce housing costs.
- Expedited the review process for qualified affordable housing projects
- Permit Fee incentives / reductions
- Early collaboration with housing providers (public/private partnerships)
- Housing/Land trust
- Establish a Brush/Morgan County Affordable Housing working group

Pre-Development Process

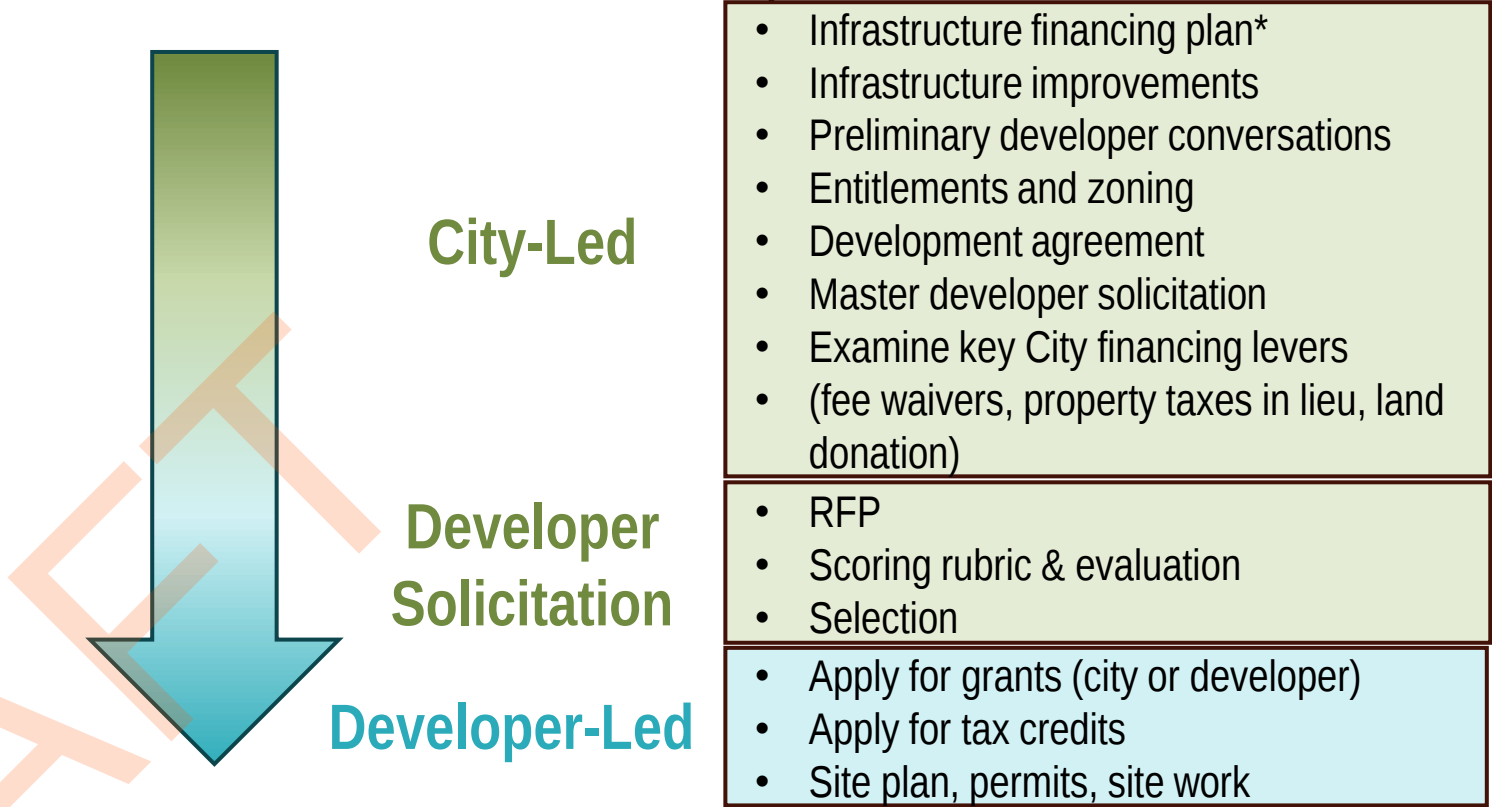


Figure 6. Affordable Housing Pre-Development Process

Sources:

[What is "Missing Middle" Housing? | Boulder Housing Network](#)  
[Gentle Density Housing Bylaw Guide | Small Housing BC Gentle Density Toolbox](#)



# 04

## Community Outreach & Engagement

# 4.1. Overview

On March 24-25, 2025, the City of Brush held a series of stakeholder interviews and community member workshops in Brush. The purpose was to inform participants on the proposed affordable and senior housing project and to gather input on key issues associated with the 29-acre site at Hospital Road and Mill Street. Over a two-day period, up to eight separate meetings were held with various interest groups, including local affordable housing operators, managers and advocates, property owners, real estate and banking professionals, the CEO of the Eben Ezer Assisted Living facility and the CEO of the Brush hospital. In addition, two back-to-back evening workshops were held to engage a broader constituency, including an all-Spanish language workshop, followed up by a community member workshop. All total, 14 stakeholders were interviewed and an estimate of 15 community members participated in the evening workshops.

At each session, the staff and consultant team provided background information to address the project purpose and intent, clarify definitions of affordable housing, and assisted and senior housing, and site context and characteristics. In addition, the team provided examples of Senior Living and Age-Restricted Communities to illustrate the unique attributes of each development typology. Two-high level alternative site concepts were presented to show how a senior living and age-restricted community may potentially fit the 29-acre site. The initial site concepts were developed as illustrations only to begin the conversation and help define opportunities and constraints associated with the project.



## 4.1.1. Stakeholder Participants

- Laura McConnell  
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- Dana Sherman  
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- Kristin Clifford-Basil  
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- Adrian Otero  
adriana@bestlifere.com
- Linda Thorpe  
Linda.Thorpe@bannerhealth.com

# 4.2. Key Takeaways

Key findings from the community engagement process were identified.

## 4.2.1. Opportunities

This site presents several opportunities for the community.

- **A new Senior Living and Age-Restricted community**

This community could serve as a draw to the City of Brush and the eastern region of Colorado as a whole, while providing to the economic development strategies of Brush. This is important as participants noted that even with three nursing homes in the area, there is a need for more senior housing in Brush.

- **Outdoor recreation and healthy lifestyles**

Walkability was emphasized as a high priority for the community, and some even mentioned a desire for pet-friendly design. Members of the public would like to see amenities such as restaurants in close proximity or walking distance to the site. Pickleball was brought up as a potential recreation opportunity, as well as taking advantage of access to the nearby Pettey’s Park Golf Course.

- **Brush as a destination**

There was a significant amount of discussion around community building and drawing people to Brush. Participants mentioned that Colorado Department of Wildlife may build a 9,000-10,000 sq. ft. facility with visibility to the I-76 corridor near the site, and that the facility would serve as

a resource for visitors to Colorado coming from the east. They also thought that a mix of commercial and civic uses may help activate the community.

- **New and updated homes with smaller building footprints**

This opportunity aligns with the findings of the Housing Needs Assessment. Participants brought up the importance of a mixed-income approach to housing. This could mean using a mix of affordable, workforce, market-rate, age-restricted, and multi-family housing types. Participants note they would also like to see smaller starter homes and interim rental products for staff of the Brush hospital, existing Eben Ezer Assisted Living facility, and other nearby employment hubs.

- **Providing housing for both renters and buyers alike**

In general participants thought that the housing supply in Brush is good, but the type of housing and the quality of the buildings could be improved.

- **Economic viability and affordability**

Participants identified a need to respond to higher income retirement cohorts (higher AML’s) and offer a buyer product. There is also an opportunity to integrate affordable and/or workforce housing as part of the project and stated that existing affordable housing in Brush is limited to extremely low incomes, age-restricted, or disabled qualified. Several people mentioned that there is a wait list that applies to the current supply of affordable housing in Brush.

## 4.2.2. Concerns

The community did see some areas for concern with the site.

- **Legal access off Hospital Road and Mill Street**

Legal access would be required for some of the desired site improvements. Some participants mentioned the need for intersection improvements at Hospital Road and Mill Street.

- **High costs and limited developer interest**

Several participants were concerned about the high construction and labor costs required for this project. Others were wary that the implementation and delivery of the project will be hampered by limited developer interests and capabilities for this type of product in the region.

- **Design intent**

Some members inquired about the consideration to shift the Senior Living facility further to the south, away from the I-76 corridor as it produces a significant amount of noise pollution. It was brought up that attached multi-unit 4-plex townhomes have been tested in Ft. Morgan and the indication suggests the interior non-corner units have not been sold.

- **Hospital and assisted living viability**

Some participants mentioned that health care professionals are difficult to find, particularly for the in-town Eben Ezer Assisted Living Facility. Since the COVID outbreak in 2020, the industry lacks the number of professionals required to run assisted and senior living facilities. The cost of housing is not much more affordable in Brush as compared to other regional communities, and the health benefits for the Eben Ezer jobs are more expensive than the Brush Hospital that is part of a larger Banner Health network.

Overall, there were several comments related to overall project design and the need for amenities to attract new residents. This general list of items would likely be addressed through intentional planning and design of this site.

A woman with short white hair, wearing an orange lace top and dark jeans, is watering plants in a garden. She is holding a silver watering can and pouring water onto the soil. The garden is filled with various green plants and flowers. In the background, there are palm trees and a building under a clear blue sky.

# 05

Concept  
Development  
Plan

# 5.1. Project Purpose

The purpose of the Concept Development Plan is to address affordable and senior housing needs for the 29-acre Pettey’s Park Golf Course site, as well as investigate the potential for commercial or civic uses to serve northwest Brush. In general, there are two types of Affordable Housing recognized by Proposition 123: for-sale housing and rental housing. The City of Brush is considering both housing types as part of their future Development Plan.

The plan for this site aims to create an active neighborhood through product diversity and amenities (such as gathering places, dog parks, and open space) and to provide connectivity throughout the site and beyond. Overall, the plan intends to utilize community feedback to ensure that the new community design blends seamlessly into the existing City fabric and captures the essence and spirit of Brush.



The following objectives are identified to guide this phase of work:

- Address Affordable and Senior Housing needs for the city of Brush
- Blend the new community into the existing city fabric
- Ensure connectivity throughout the site and beyond
- Create an active neighborhood through product diversity and amenities (gathering places, dog parks, open areas)
- Capture the essence and spirit of Brush
- Investigate the potential for commercial or civic uses to serve northwest Brush



# 5.2. Design Drivers

Design drivers are descriptors that help inform the design outputs for the project. The Design Drivers for the Affordable Housing Development Plan is informed by community-led vision and establishes the direction for the site and architectural character.

The Design Drivers of Walkability, Community Building, Active Living, Health and Well Being, and Financial Accessibility establishes the direction for the community and site. The drivers reinforce clear goals in which future design and development decisions will be made.



## 1: WALKABILITY

- Improve ease of pedestrian circulation to key nodes.
  - Sidewalks throughout community
  - Walking trails through open space leading to gathering spaces and primary amenity
  - Walkable distance between housing and amenities



## 2: COMMUNITY BUILDING

- Provide spaces for social interaction and community connection.
  - Include small plazas and seating areas at key trail connections and open space areas
  - Develop a primary community amenity with desirable programming
  - Incorporate opportunities for recreation and commercial activity throughout the site



## 3: ACTIVE LIVING, HEALTH, AND WELL-BEING

- Provide opportunities for connections within the community
  - Incorporate physical activities such as game courts into primary amenities
  - Provide ample opportunities for exercise and mobility
  - Connect to existing open space and recreation, such as the adjacent golf course



## 4: FINANCIAL ACCESSIBILITY

- Utilize a diverse mix of product types for buyers and renters at a variety of price points
- Potentially incorporate commercial use into the site for economic stimulation

# 5.3. Vision

The Pettey's Golf Couse Senior Living community is a vibrant mixed-income neighborhood comprised of housing for a variety of groups, including workforce housing, affordable housing, and senior living. The community is organized around a system of park open spaces, pedestrian paths, and outdoor amenities providing accessible active living opportunities for all residents.



# 5.4. Concept Alternatives

## Concept A



Concept A optimizes a balanced mix of product types, including age-restricted, senior living, market rate townhomes, workforce, and affordable multi-family unit types. Age-restricted housing offers direct access to the Pettey's Park and Golf Course amenity, while the

affordable multi-family and workforce housing is concentrated closer to the I-76 corridor. Senior Living is centrally located and accessible from Hospital Road. The existing on-site infiltration pond is converted as an integrated stormwater feature.

## Concept B



Concept B optimizes a balanced mix of product types, including age-restricted, senior living, market rate townhomes, workforce, and affordable multi-family unit types. Age-restricted housing is located in the central and southern

portions of the site, while the affordable multi-family and workforce housing is concentrated closer to the I-76 corridor. Senior Living is accessible via Mill Street. The existing infiltration pond is maintained.



# 5.5. Preferred Concept Plan

The Pettey's Golf Course Senior Living and Age-restricted Community site is located off of I-76 and Hospital Road. This site is defined by the Pettey's Golf Course on the west and is accessible via Hospital Road and Mill Street. All of these factors make this an excellent location for both senior living and affordable housing. The preferred design concept includes residential both Senior Housing (~ 60 – 75 units) and an Age Restricted Community (~150 – 200 units) and utilizes a variety of product types including Cottage Units, Townhomes, Workforce Housing, and Affordable Housing.

The primary entrance to the community is off Hospital Road, terminating in a large roundabout feature and entry monument. Visitors can appreciate the contemporary farmhouse architecture while venturing North to the multi-family and workforce housing or South to the age-restricted community housing and senior housing facility. A system of community parks, walking trails, clubhouses, and game courts is strategically designed to make active living accessible for every resident. The pedestrian experience is safe and pleasant, with detached walkways that are shaded by ornamental trees and lined with lush landscaping. Together, these components create a vibrant mixed income neighborhood that will serve as an asset to the City of Brush.

**This concept supports the overall community vision by providing ample pedestrian connectivity, creating spaces for community connection, enhancing outdoor recreation opportunities, and providing affordable housing for a range of user groups.**



# 5.6. Proposed Development Program



| BUILD-OUT DEVELOPMENT PROGRAM                                      |         |                |           |                   |
|--------------------------------------------------------------------|---------|----------------|-----------|-------------------|
| Land Use                                                           | Acreage | % Overall Area | Total DU  | Total Building SF |
| Residential Area                                                   |         |                |           |                   |
| Age Restricted Small Cottage Single-Family                         | TBD     | 7.2%           | 37        | TBD               |
| Age Restricted Small Cottage Duplex                                | TBD     | 5.4%           | 28        | TBD               |
| Multi-Family                                                       | TBD     | 43.8%          | 195 - 225 | TBD               |
| Workforce                                                          | TBD     | 3.9%           | 20        | TBD               |
| Townhomes                                                          | TBD     | 10.5%          | 54        | TBD               |
| Senior Housing                                                     | TBD     | 29.2%          | 125 - 150 | TBD               |
| Subtotal                                                           | 27.4    | 57.1%          | 459 - 514 | TBD               |
| Parks & Open Space                                                 |         |                |           |                   |
| Private Parks + Amenities                                          | TBD     | TBD            | N/A       | N/A               |
| Detention                                                          | 5.1     | 10.6%          | N/A       |                   |
| Access Easement                                                    | 1.2     | 2.5%           | N/A       |                   |
| City-Owned<br>(Includes Programmed Park Space and Open Space)      | 3.7     | 7.7%           | N/A       | N/A               |
| Subtotal                                                           | 10.0    | 20.8%          | N/A       | N/A               |
| Public ROW                                                         |         |                |           |                   |
| Public ROW<br>(Includes Streets, Alleyways, and On-Street Parking) | 10.6    | 22.1%          | N/A       | N/A               |
| TOTAL                                                              | 48 AC   | 100%           | 459 - 514 | TBD               |

# 5.7. Proposed Framework Plan

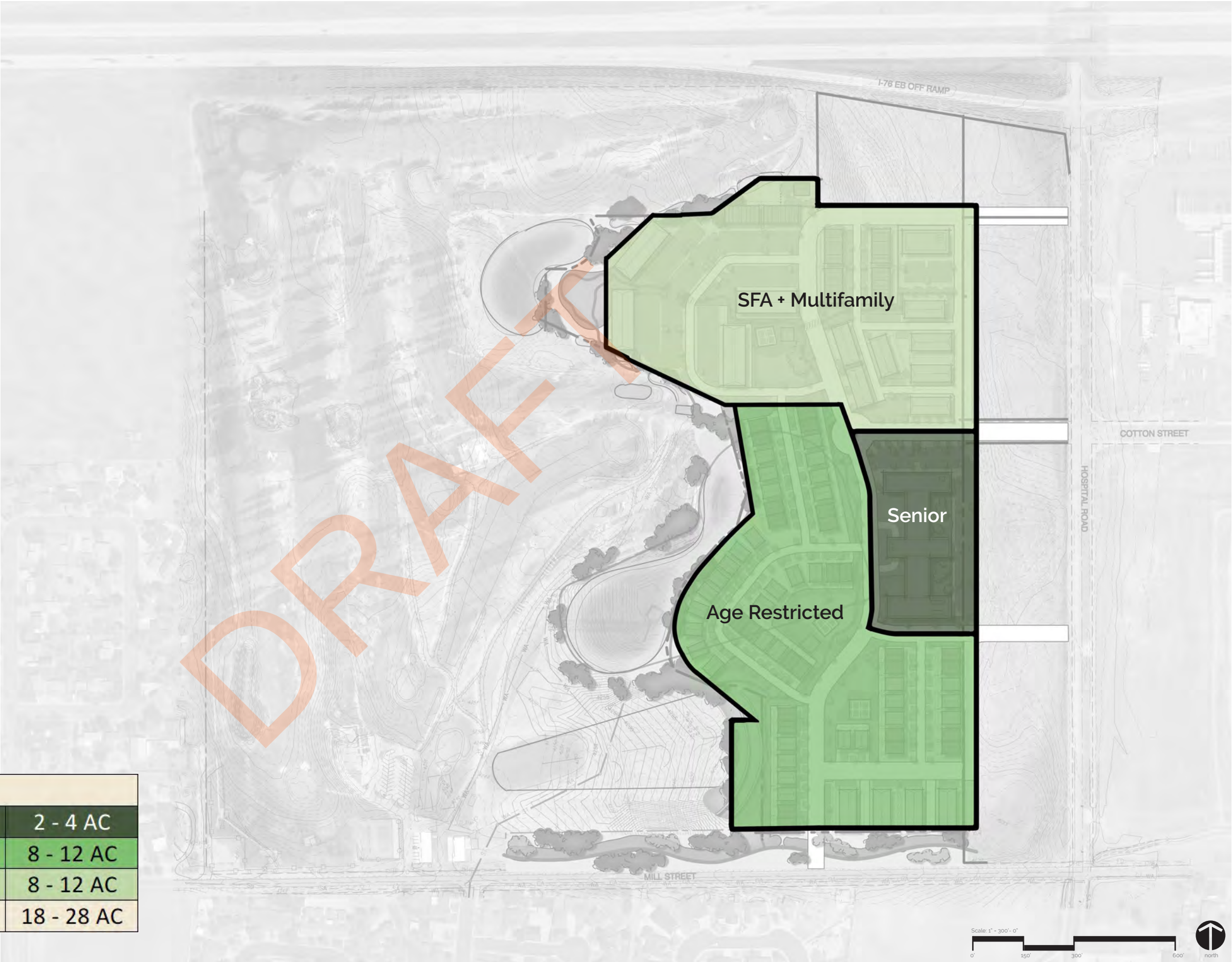
The Design Framework establishes a foundation for creating a vibrant, inclusive, and well-connected senior living community. The design principles are meant to guide the physical form and character of the community while promoting livability, sustainability, and long-term success. The framework draws from best practices community design and reflects the City of Brush's goals under supporting housing diversity, community health, and a strong sense of place.

Each of the following elements highlight the characteristics of great places and reinforces the City's commitment to quality design and inclusive development.

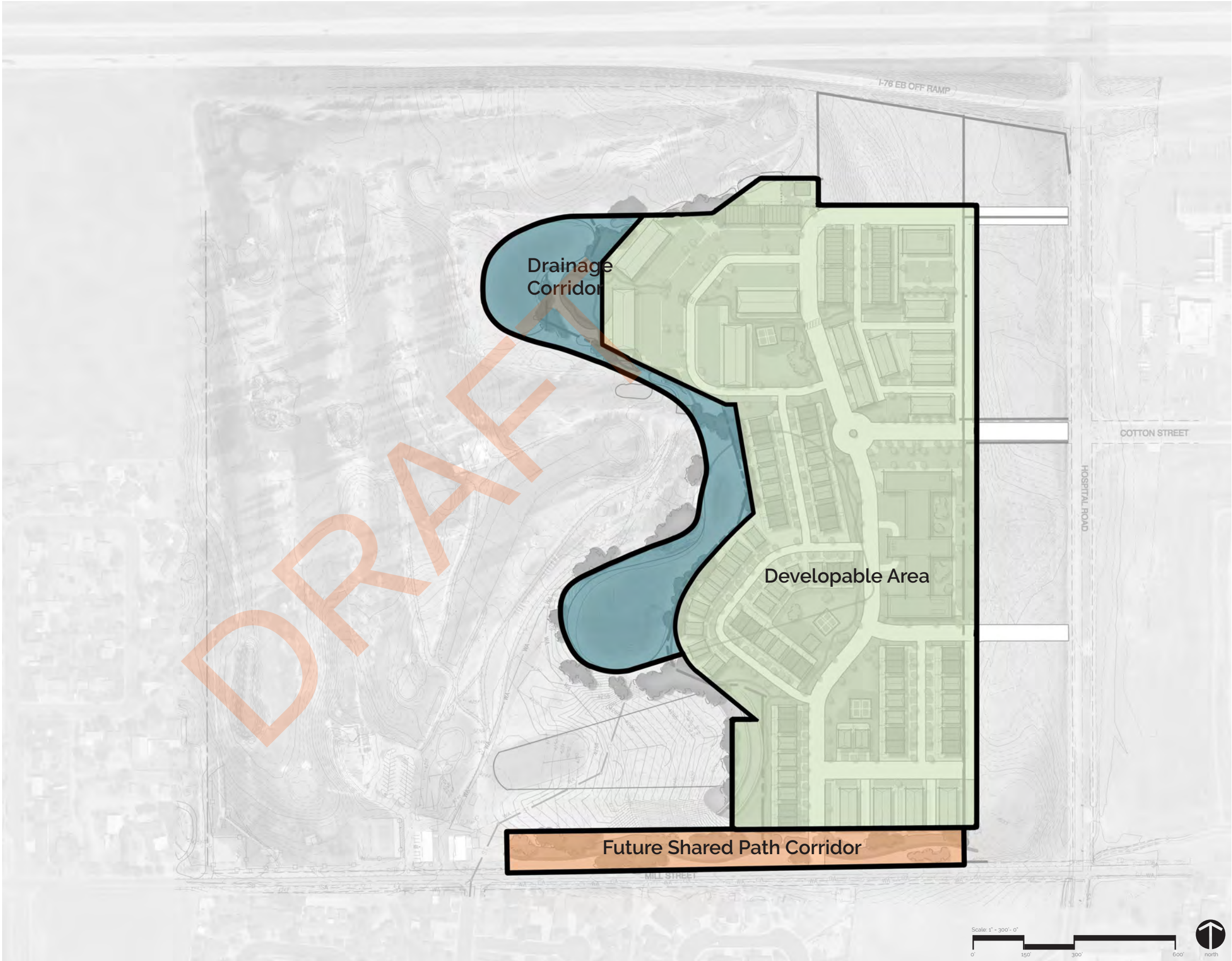


| FRAMEWORK PLAN                      |            |
|-------------------------------------|------------|
| Senior Housing                      | 2 - 4 AC   |
| Age Restricted Cottages + Townhomes | 8 - 12 AC  |
| SFA + Multifamily Housing           | 8 - 12 AC  |
| TOTAL                               | 18 - 28 AC |

Table 8. Framework Plan Acreage Estimates

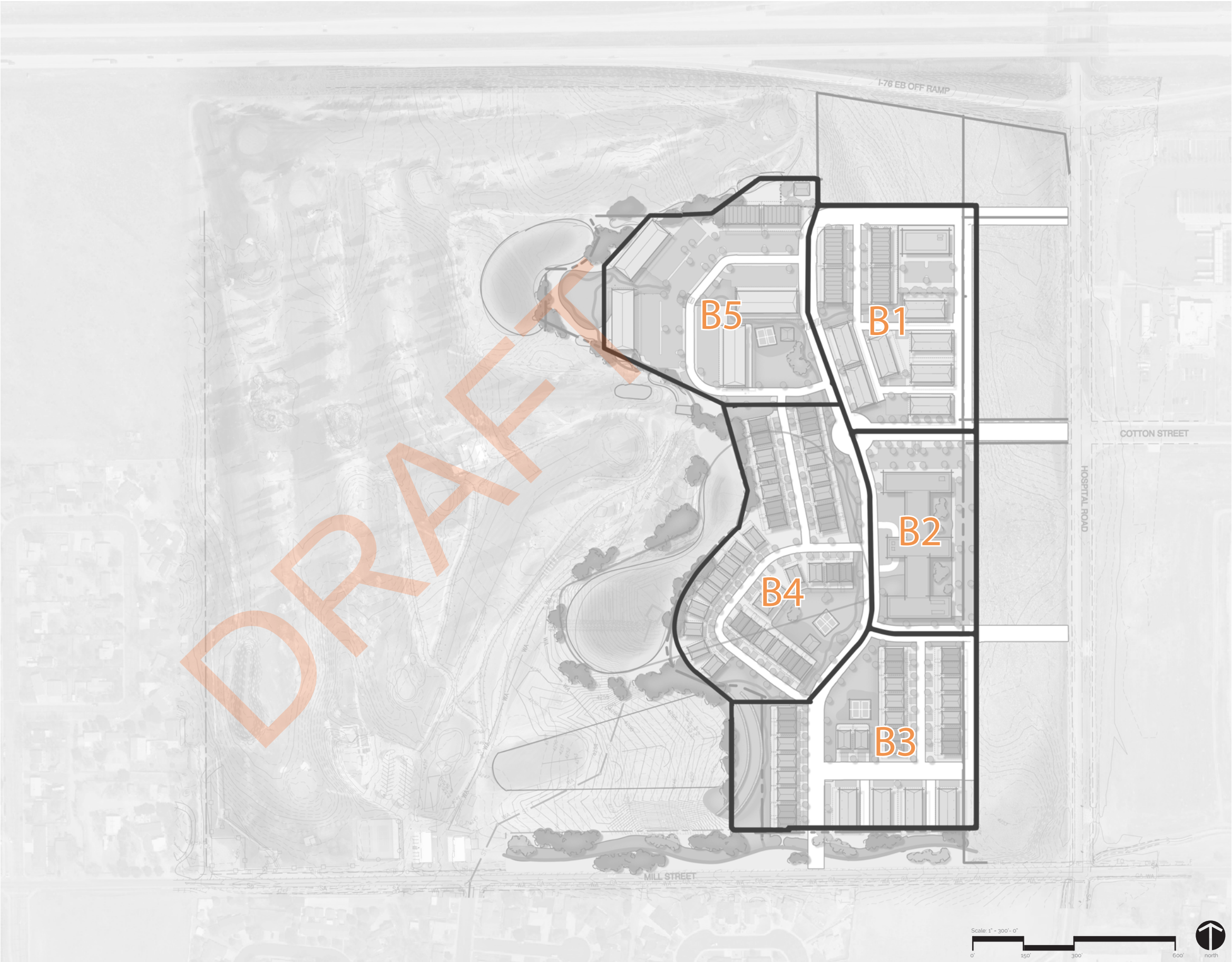


5.8. Land Area  
Plan

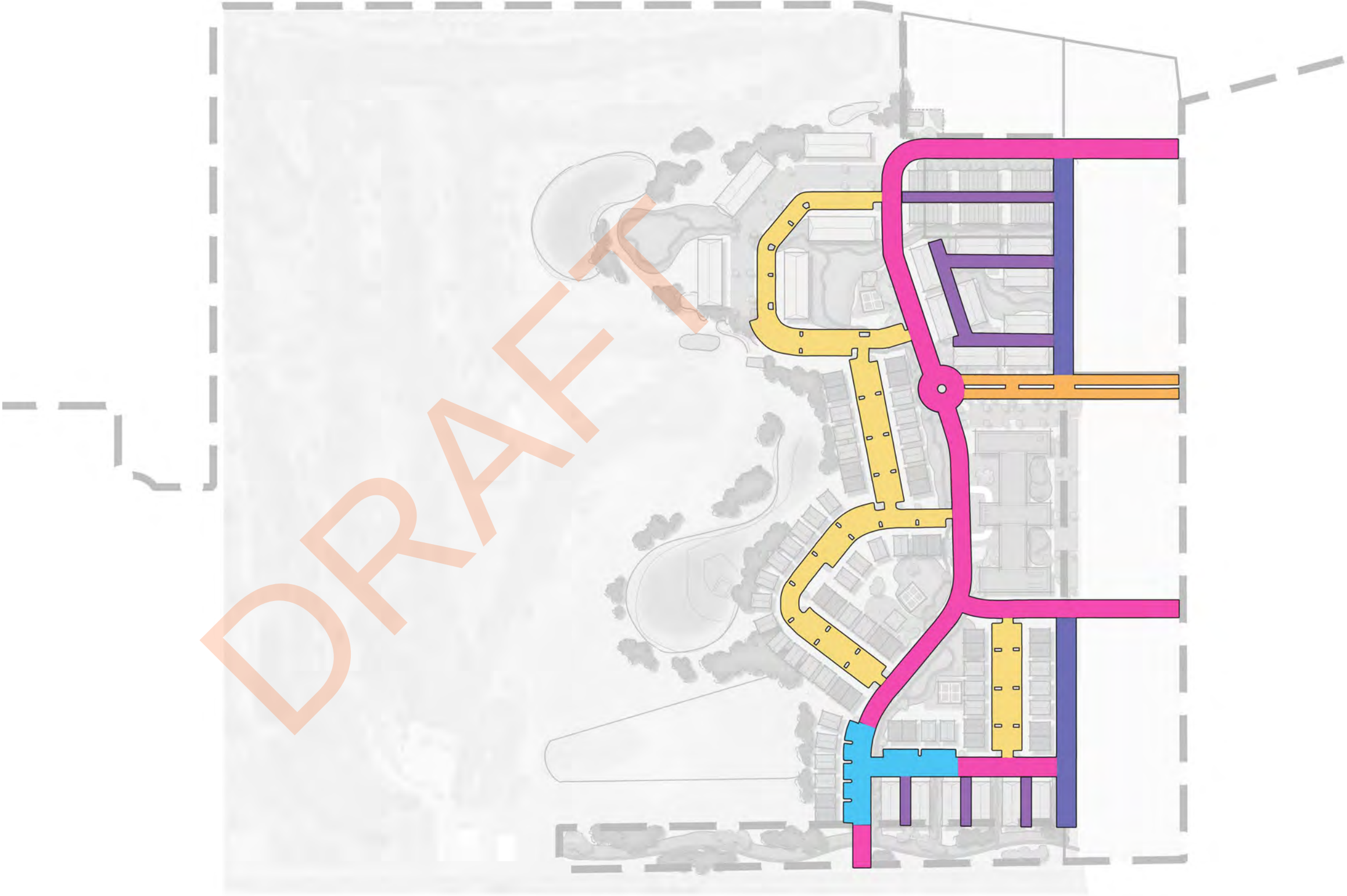


# 5.9. Blocks

Blocks are generally located in relation to the road and circulaion system, providing both mixed products and amenity spaces spread throughout.



# 5.10. Access and Circulation



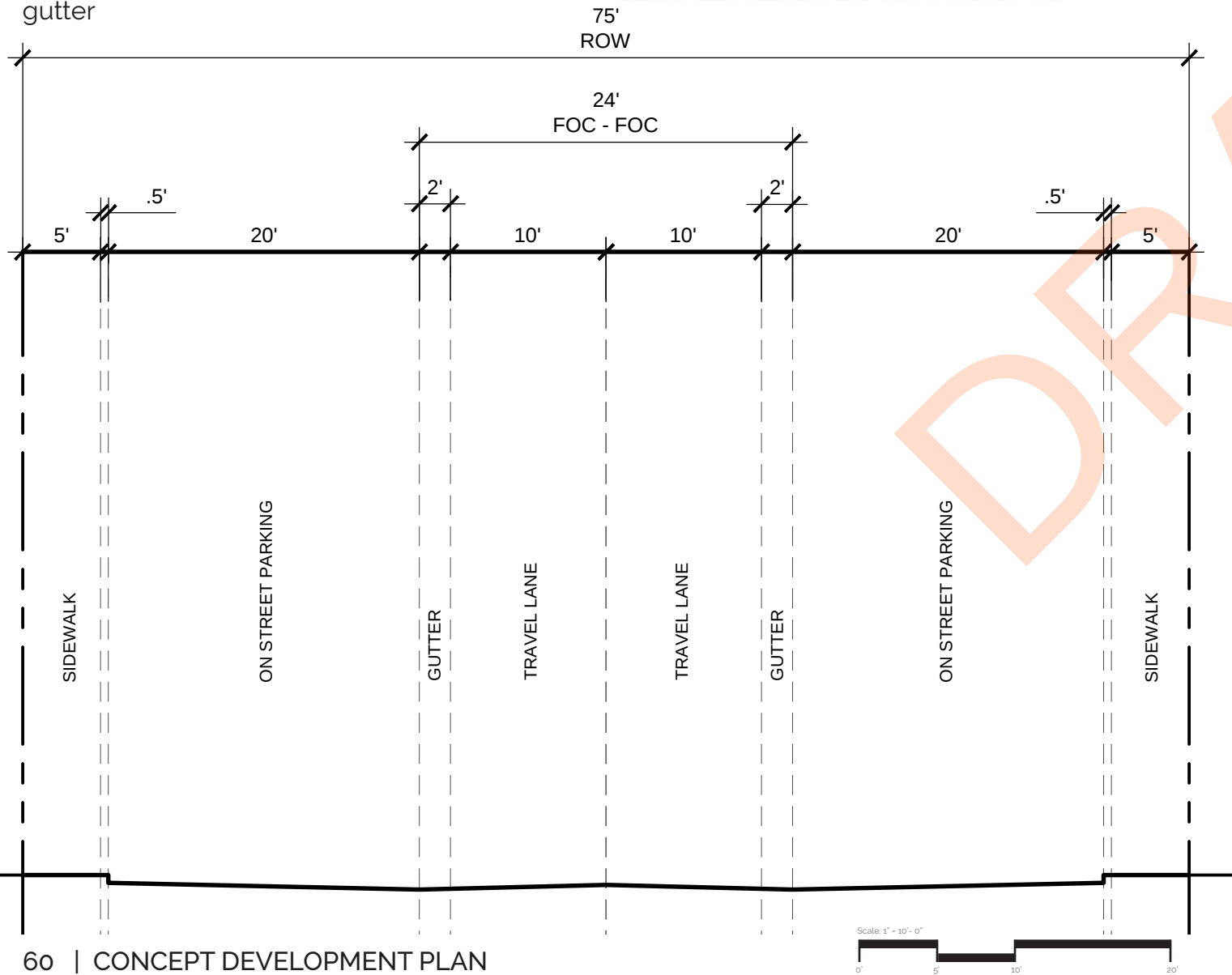
**Legend**

|             |                                              |
|-------------|----------------------------------------------|
| <div></div> | Double loaded on street parking (75' R.O.W.) |
| <div></div> | Single loaded on street parking (65' R.O.W.) |
| <div></div> | Primary entry (60' R.O.W.)                   |
| <div></div> | Connector street (52' R.O.W.)                |
| <div></div> | Neighborhood street (50' R.O.W.)             |
| <div></div> | Alleyway (20' R.O.W.)                        |



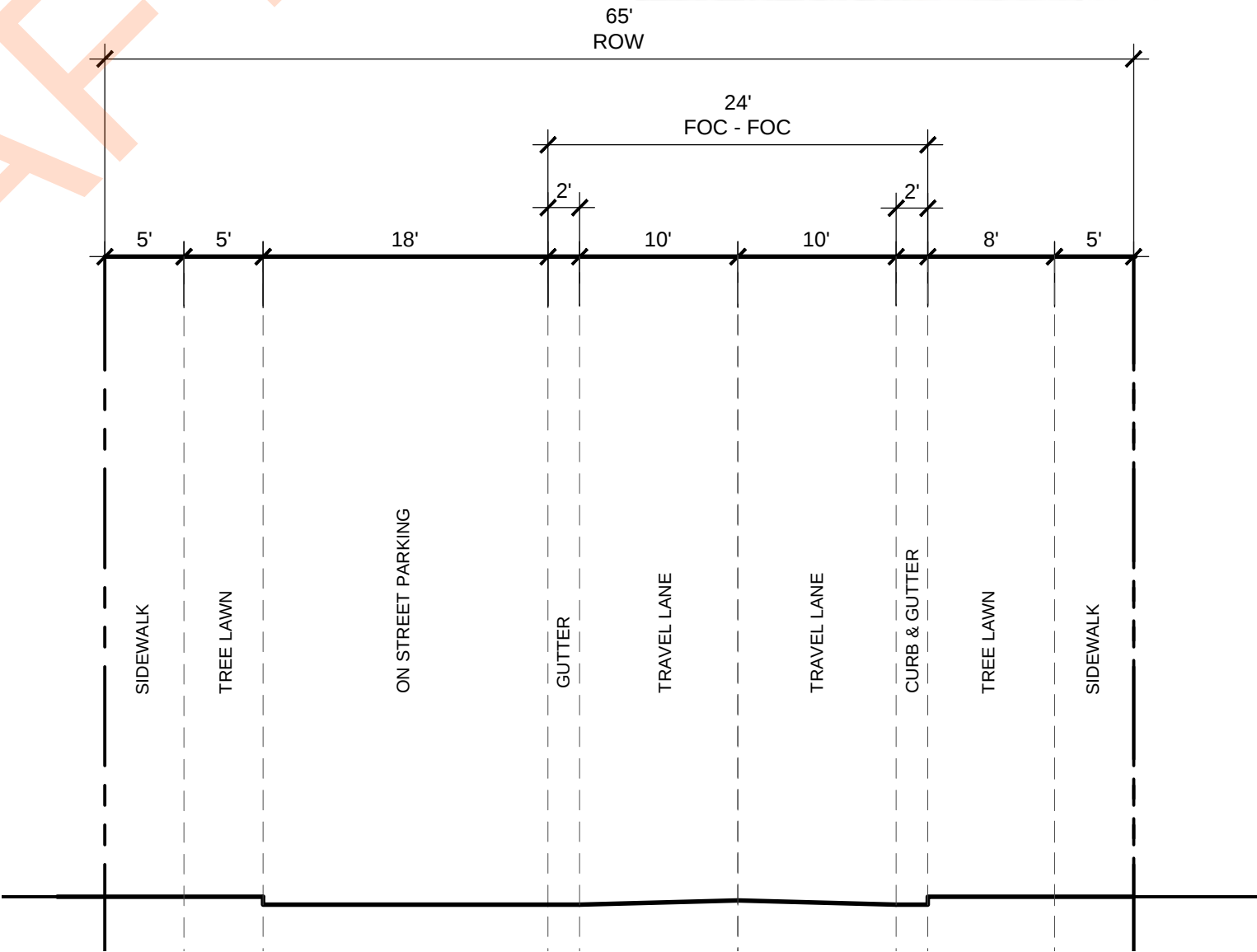
75' R.O.W  
DOUBLE LOADED  
ON STREET PARKING

- Travel Lane: 24' FOC - FOC
- Parking: 20' 90 degree parking with attached sidewalks
- Sidewalks: 5' attached
- Curb & Gutter: Split curb tapering down towards gutter at FOC / parking stall intersection
- Tree Lawn: No tree lawn, tree accommodation preferred in front yard setback
- Paving: Standard asphalt and concrete curb and gutter



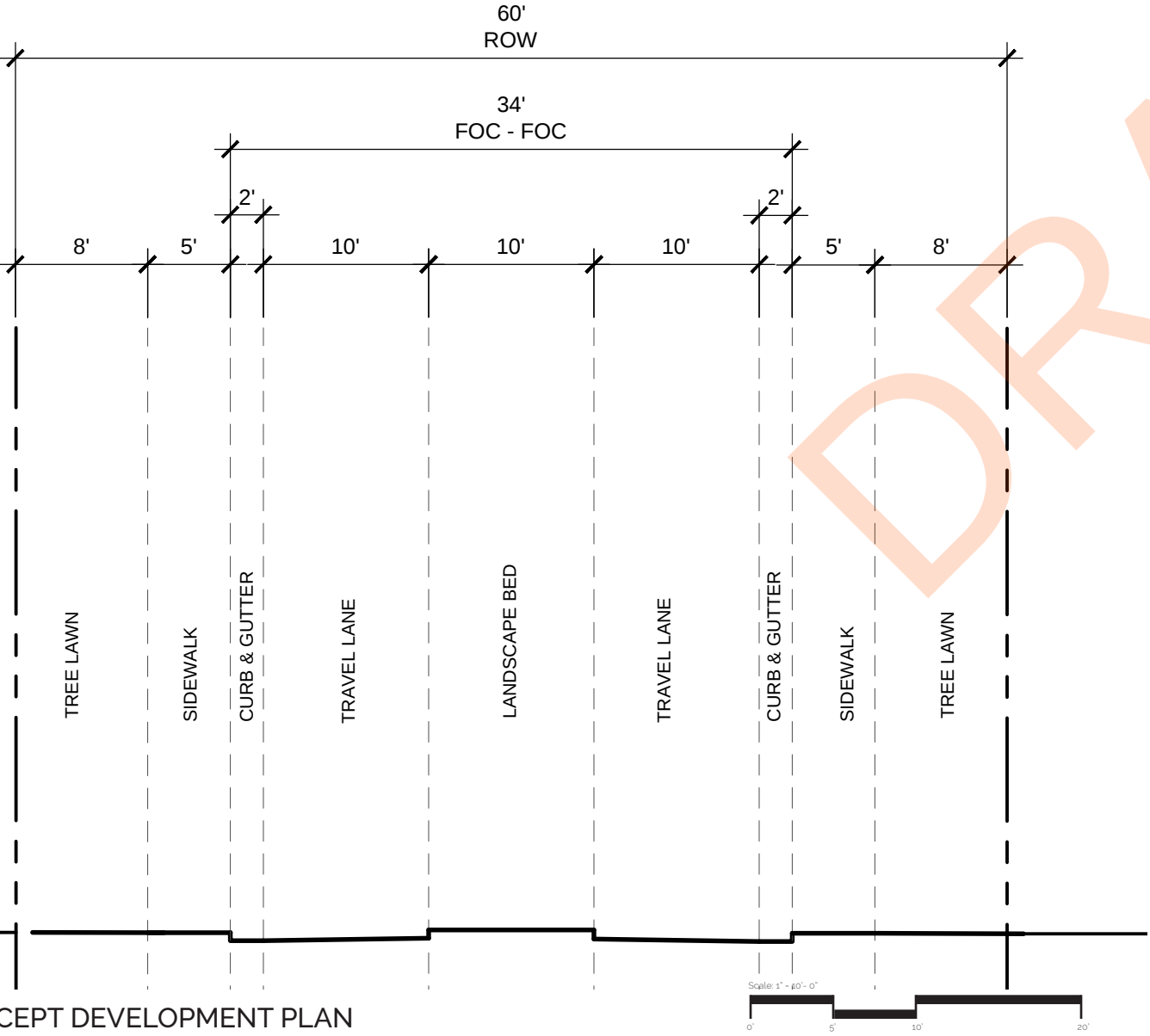
65' R.O.W  
SINGLE LOADED ON STREET PARKING

- Travel Lane: 24' FOC - FOC
- Parking: 20' single loaded 90 degree parking with detached sidewalks
- Sidewalks: 5' detached
- Curb & Gutter: Split curb tapering down towards gutter at FOC / parking stall intersection
- Tree Lawn: 5' attached
- Paving: Standard asphalt and concrete curb and gutter



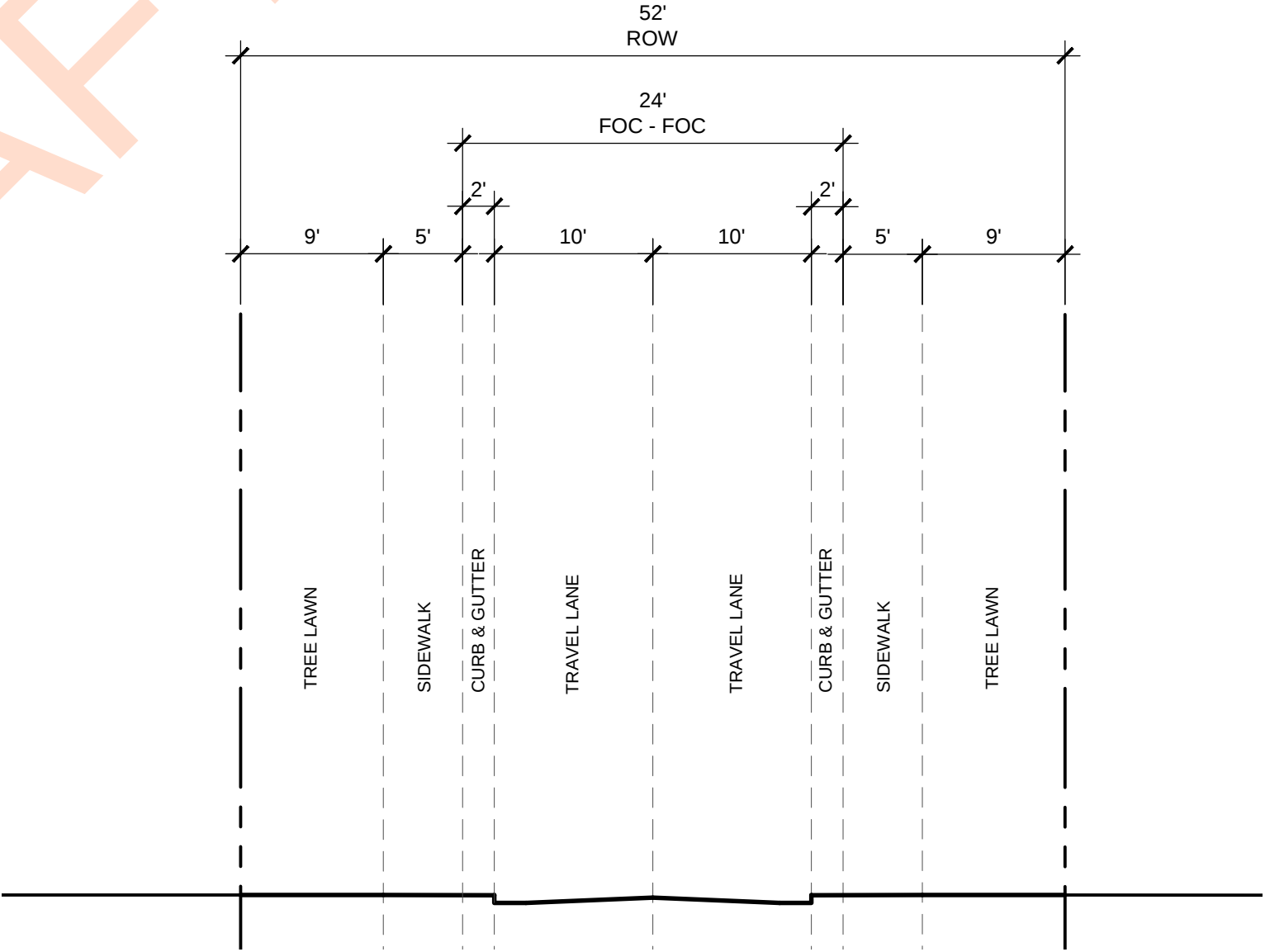
**60' R.O.W  
PRIMARY ENTRY**

- Travel Lane:** 12' FOC - FOC with 10' landscape bed splitting lanes
- Parking:** No parking
- Sidewalks:** 5' attached
- Curb & Gutter:** 2' curb and gutter
- Tree Lawn:** 8' detached
- Paving:** Standard asphalt and concrete curb and gutter



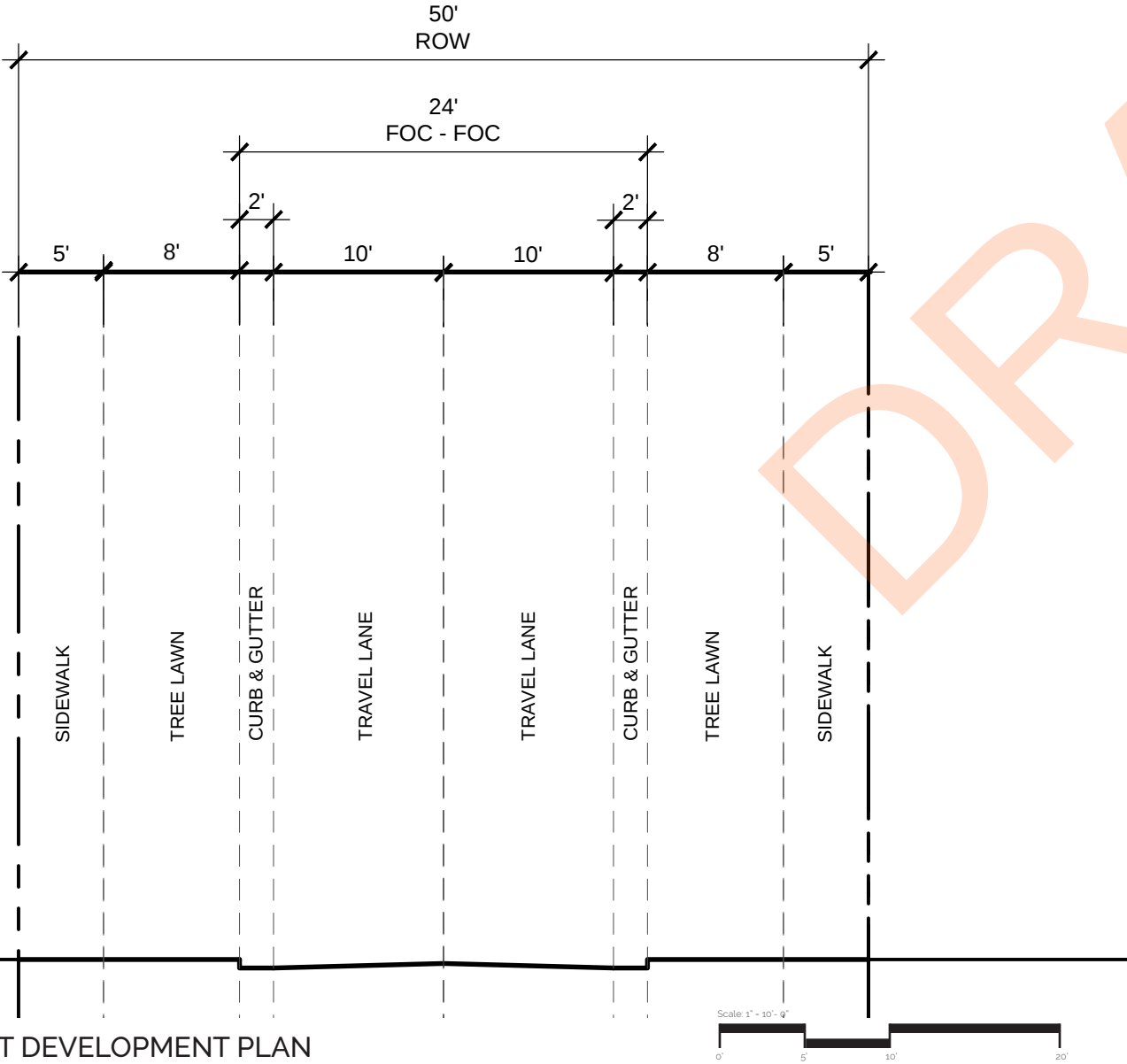
**52' R.O.W  
CONNECTOR STREET**

- Travel Lane:** 24' FOC - FOC
- Parking:** No parking
- Sidewalks:** 5' attached
- Curb & Gutter:** 2' curb and gutter
- Tree Lawn:** 9' detached
- Paving:** Standard asphalt and concrete curb and gutter



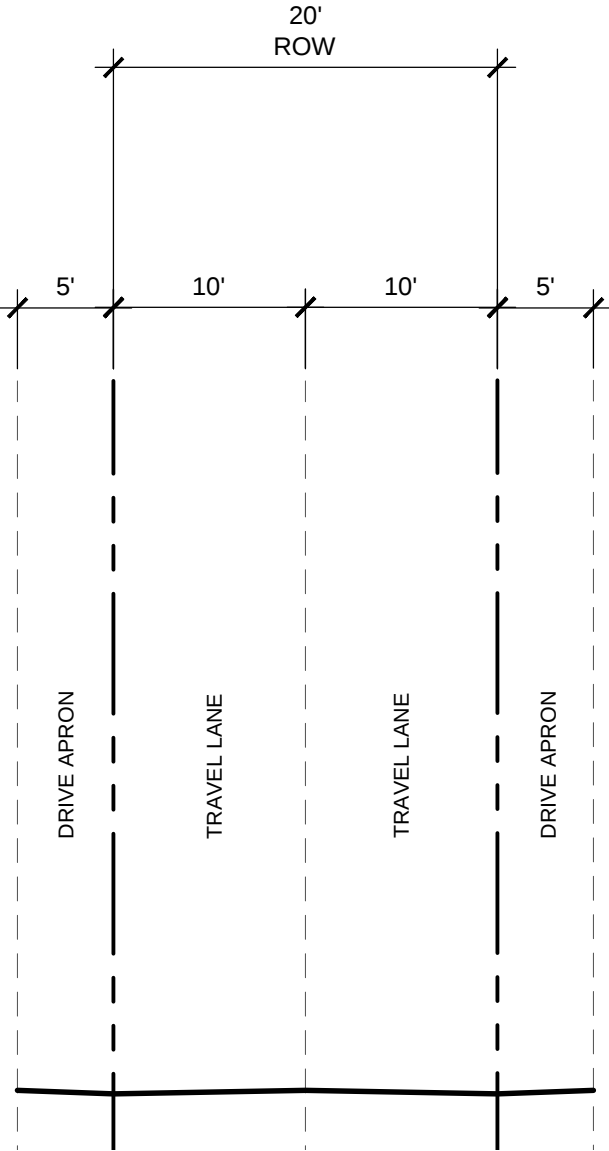
50' R.O.W  
NEIGHBORHOOD STREET

- Travel Lane: 24' FOC - FOC
- Parking: No parking
- Sidewalks: 5' attached
- Curb & Gutter: 2' curb and gutter
- Tree Lawn: 8' attached
- Paving: Standard asphalt and concrete curb and gutter



20' R.O.W  
ALLEYWAY

- Travel Lane: 20'
- Drive Apron: 5'
- Sidewalks: No sidewalks
- Curb & Gutter: No curb and gutter
- Tree Lawn: No tree lawn
- Paving: Standard asphalt and concrete drive apron



5.11. Parking

Legend

SFD/Duplex

Senior Housing

Multifamily

Townhome

Workforce

| Product Type   | Product Count | Parking Code                                      | Required Parking (Spaces) | Provided Parking (Spaces) |
|----------------|---------------|---------------------------------------------------|---------------------------|---------------------------|
| Block One      |               |                                                   |                           |                           |
| Workforce      | 16            | 1.0 space per Unit                                | 16                        | 32                        |
| Townhome       | 21-28         | 1.5 space per Unit, + 1.0 space for every 5 Units | 37-47                     | 38                        |
| Subtotal       |               |                                                   | 53-63                     | 70                        |
| Block Two      |               |                                                   |                           |                           |
| Senior Housing | 125-150       | 1.0 space per 2 beds                              | 63-75                     | 114                       |
| Subtotal       |               |                                                   | 63-75                     | 114                       |
| Block Three    |               |                                                   |                           |                           |
| SFD/Duplex     | 24            | 2.0 space per Unit                                | 48                        | 48                        |
| Townhome       | 12-16         | 1.5 space per Unit, +1 for every 5 Units          | 20-27                     | 36                        |
| Subtotal       |               |                                                   | 68-75                     | 48                        |
| Block Four     |               |                                                   |                           |                           |
| SFD/Duplex     | 36            | 2.0 space per Unit                                | 72                        | 72                        |
| Subtotal       |               |                                                   | 72                        | 72                        |
| Block Five     |               |                                                   |                           |                           |
| Workforce      | 8             | 1.0 space per Unit                                | 8                         | 8                         |
| Multifamily    | 160-180       | 1.5 space per Unit, + 1.0 space for every 5 Units | 272-306                   | 270                       |
| Subtotal       |               |                                                   | 280-314                   | 278                       |
|                |               |                                                   | 536-599                   | 582                       |

Table 9. Product Type Count and Allotted Parking



# 5.12. Urban Design Framework

## 5.12.1. Welcoming Identity + Clear Entry

A clear and welcoming entry helps define a community identity and creates a strong first impression for residents and visitors. Establishing a sense of arrival with thoughtful design and wayfinding enhances curb appeal, and reflects the values of the community.



### KEY ATTRIBUTES

- Incorporate entry elements such as monументation, signage, and street trees.
- Use quality materials and landscape treatments at key arrival points.

## 5.12.2. Sense of Community and Belonging

Highly functioning communities are designed in a way that provide opportunities for people to connect and participate together. The design intent should foster a culture of belonging and provide welcoming spaces for all residents to engage, contribute, and feel at home.



### KEY ATTRIBUTES

- Integrate gathering areas throughout the site to encourage spontaneous social interaction.
- Design amenities that support multigenerational and special needs and a range of lifestyles.

## 5.12.3. Walkability + Street Design

Walkable communities encourage healthy lifestyles and reduce dependence on vehicles. Streets that are safe, human-scaled, and well-connected enhance mobility for residents of all ages and abilities.

### KEY ATTRIBUTES

- Provide continuous, safe and barrier free sidewalks, trails, and pedestrian connections throughout the community.
- Include shade trees, pedestrian lighting, and buffers between sidewalks and streets and at intersestions and cross-walks.



## 5.12.4. Public + Private Realm Transition

The interface between private residents, yard space and public spaces shapes how residents interact with their community. Thoughtful transitions—such as porches, stoops, and low landscaping—create softer edges and promote social connections while also maintaining privacy.

### KEY ATTRIBUTES

- Orient primary entryways toward the street and open spaces to activate the public realm.
- Include front porches, stoops, and walkways to encourage neighborly interaction.



5.12.5. Green Space + Environmental Integration

Parks, open space, and natural features are essential components of a healthy and attractive neighborhood. Green infrastructure can also support environmental and sustainable development opportunities.

- KEY ATTRIBUTES
- Provide a range of open spaces including parks, trails, and passive green areas.
  - Integrate onsite stormwater management methods as part of the landscape as a visible and engaging feature.
  - Use native and drought-tolerant plantings to reduce maintenance and water usage.



5.12.6. Housing Diversity + Inclusion

A mix of housing types caters to residents across life stages, income levels, and household sizes. Offering both rental and ownership options fosters inclusivity and strengthens the long-term stability of the community.

- KEY ATTRIBUTES
- Include a variety of housing types and sizes such as cottages, townhomes, multi-family and workforce housing.
  - Design for flexibility to accommodate aging in place and changing household needs.
  - Vary building forms and elevations while maintaining architectural cohesion.



5.12.7. Community Oriented Amenities

Shared amenities support active lifestyles, strengthen community bonds, and improve mental and physical well-being. These amenities should serve residents of all ages and create opportunities for both casual and intentional social interaction.

- KEY ATTRIBUTES
- Provide amenities such as dog parks, trails, play courts, and seating areas.
  - Design flexible spaces that support both daily use and community events.
  - Centrally locate amenities and along key walking routes for easy access.



# 5.13. Precedent Imagery

Senior Living



Multi-family



Tuck Under Townhome



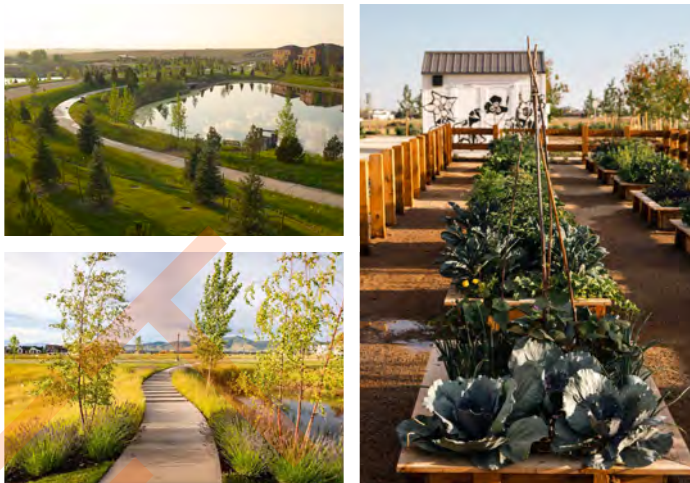
Workforce Living



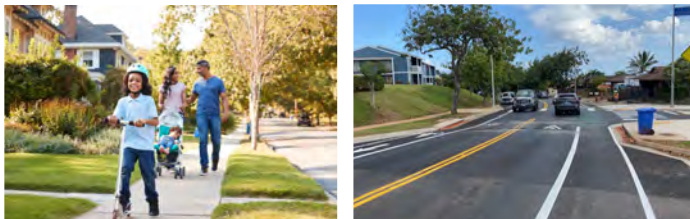
Age-Restricted Cottages



Park Amenities



Streetscapes



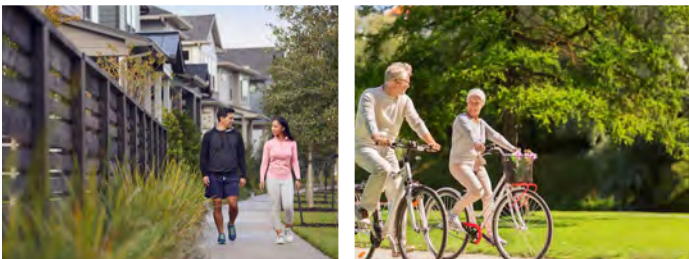
Sports Courts



Clubhouse



Walking Trails



Open Lawn Areas





06

# Implementation Strategies

# 6.1. Development Plan Interdependencies

The Implementation Strategy for Pettey’s Golf Course Affordable and Senior Living community serves as a framework to guide future decision making and development programming. The City of Brush will coordinate the next steps to ensure the advancement of the Concept Development Plan’s implementation and delivery. Identifying performance measures, ensuring funding for key initiatives and long-term development partnerships, management and operations will be necessary in keeping with the project vision and objectives.

The City of Brush will lead in the facilitation of a vibrant mixed income age-restricted and senior community. Overall development will be best served if the city retains a key role in the project execution, to identify funding resources and support programs to assist in achieving the vision and providing the necessary leadership to define key partnerships, required resources, and next steps in the process. The city will assume a strategic lead role to coordinate the next phases of concept development, solicit key partners for the delivery project to ensure the development of the community coincides with other citywide priorities.



# 6.2. Partnerships

A principal objective in implementation of the Concep Development Plan is to ensure full coordination with the State of Colorado Department of Local Affairs (DOLA) as an ongoing partner, adjacent property owners, Morgan County, and potential development partners that share in the vision for the future community. This will involve further assessments leading to development agreements among participants, collaborating with affordable and senior housing providers and a selected master developer to provide public infrastructure, site development (utility relocations, new street improvements, public amenities), and assisting with delivery of new mixed-use and income-based housing and senior housing.

# 6.3. Economic Resilience

Over time, the age-restricted and senior living community will include a variety of amenities and potential for municipal and commercial uses such as the proposed State of Colorado Parks and Wildlife visitor facility. This mix of uses is essential to the sustained vitality of the new community. Planning for economic growth and resilience with the intent to increase activity in Brush’s local economy, and promote a city-wide economic strategy are crucial to the success of the planned development. Finally, understanding the importance of placemaking and how to implement a design strategy that supports Brush’s local culture and traditions is key to reaching the communities’ full potential.

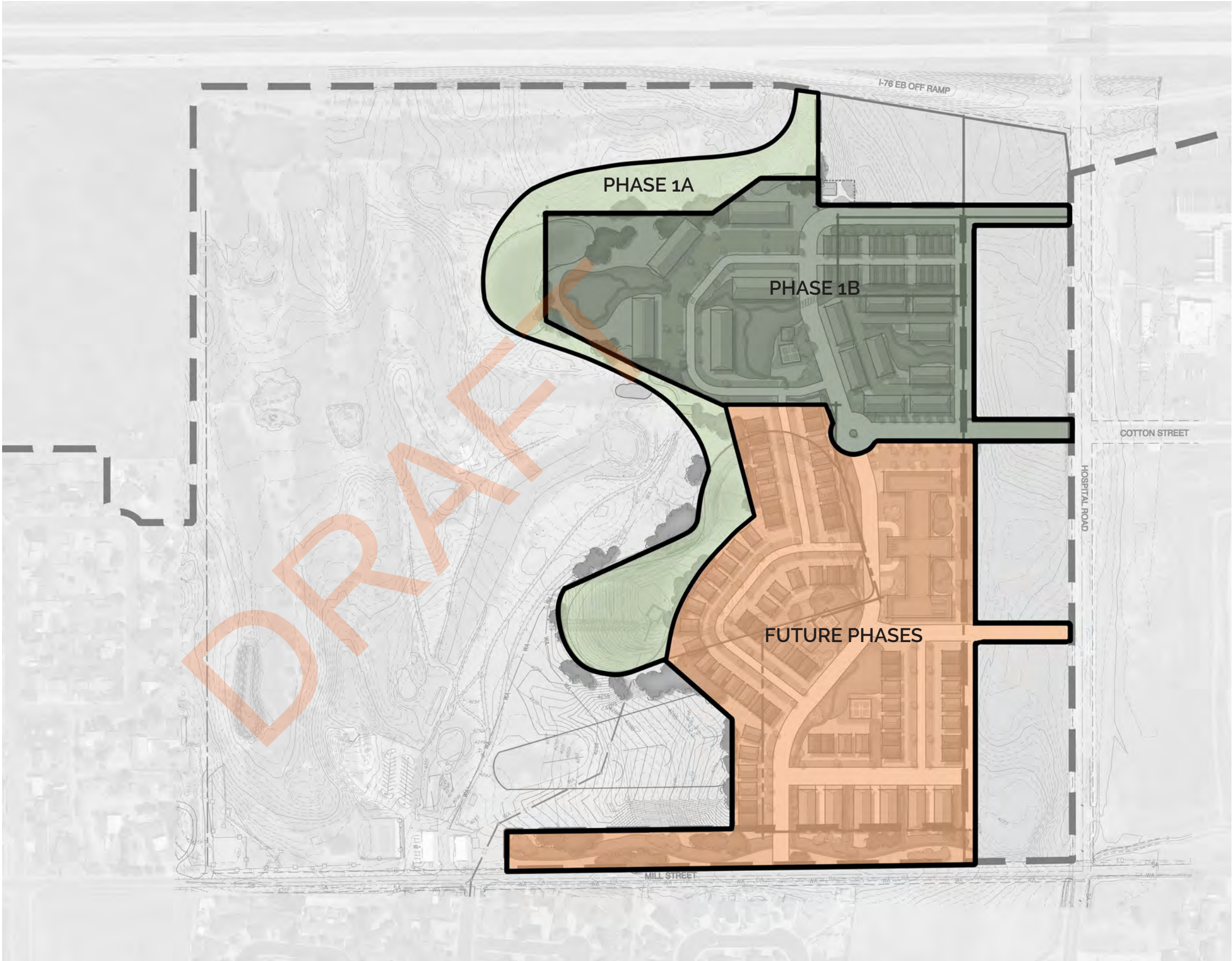


# 6.4. Funding Programs

It is imperative that the City of Brush begin to identify sources of funding to leverage local resources and bring the planned community to fruition. In addition to the City’s Capital improvement Program general funds, the City should identify any number of regional, state, and federal funding programs to help leverage direct costs for infrastructure and site development improvements. Appendix \_\_ identified several potential funding sources that may be considered.



6.6. Phasing



# 6.5. Implementation Timeline

The Plan will evolve incrementally over a multi-year period. The project timeline considers several key milestones. The overall project schedule is anticipated over the next three to six years. Phase I includes the approval of the Concept Development Plan. The city staff will provide the necessary reporting to DOLA and update local policies and regulations to allow for future implementation. Subsequent next Phases will depend on private development interest and the city's ability to respond to project influences overtime.

Figure 10 identifies various actions required to set the stage for long-term investments and the delivery of the project.



Figure 10. Future Implementation Timeline

# 6.7. Next Steps

The Plan represents the long-range vision for Pettey's age-restricted affordable and senior living community in Brush. CO. The build-out is anticipated to take many years to be fully realized. Updates to applicable plans, codes, and policies are required to advance the Plan. In addition, updates to the city's capital investment program that identifies the required funding needed to catalyze public and private investment for near and long-term needs will be critical.

The immediate next steps will include establishing changes to the regulatory process and the adoption of development guidelines and standards. Changes to the Comprehensive Plan and regulatory framework require minimal financial investment while establishing the framework for urban design priorities established by the community. Additional study and analysis will be needed as the vision transitions to policy and investment.

