

**PLANNING & DEVELOPMENT MEMORANDUM  
MEMORANDUM #16-18**

**DATE:** November 14, 2016  
**TO:** Honorable Mayor Joyce Downing and City Council Members  
**FROM:** James A. Hayes, AICP, City Manager JH  
Brook Svoboda, Director of Planning and Development BS  
Becky Smith, AICP, Senior Planner BS  
**SUBJECT:** CR-119 – Comprehensive Plan Amendment – Karl’s Farm Master Plan

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**BACKGROUND:**

Attached to this memorandum is a resolution, which if approved, would ratify and approve the Planning Commission’s decision to adopt the Karl’s Farm Master Plan as an amendment to the Comprehensive Plan.

On November 1, 2016, staff presented the Karl’s Farm Master Plan to the Planning Commission and requested feedback and comments from the public in the form of a public hearing.

The Karl’s Farm Master Plan (Attachment A), includes a discussion of recommended land uses, as well as some detailed site drawings that show how the site could be designed. The concepts show a mix of commercial, mixed use, and low to high density residential.

The Planning Commission adopted the Plan as a successive part of the City’s 2010 City of Northglenn Comprehensive Plan. Karl’s Farm is the City’s last large greenfield site and is within proximity to the Thornton Eastlake RTD Station. By adopting the plan as an amendment to the Comprehensive Plan, it will provide both City staff and potential developers with guidance on generally how the City would like to see the land be developed in the future.

**ALTERNATIVES:**

There are several options for the City Council to consider at the regular meeting on November 14, 2016:

1. Ratify and approve the Planning Commission’s decision by approving the attached resolution;
2. Remand the Comprehensive Plan for further consideration and direction on specific items to reconsider;
3. Table the resolution to permit further review by the City Council; or
4. Deny the resolution, which has effect of keeping the document intact as adopted by the Planning Commission, but without the ratification of the document by the City Council.

**RECOMMENDATION:**

Staff is recommending Alternative #1

**BUDGET IMPLICATION:**

Staff does not anticipate any budget implications at this time.

**STAFF REFERENCE:**

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ATTACHMENTS – A. Karl’s Farm Master Plan

SPONSORED BY: MAYOR DOWNING

COUNCILMAN'S RESOLUTION

RESOLUTION NO.

No. CR-119  
Series of 2016

\_\_\_\_\_  
Series of 2016

A RESOLUTION APPROVING THE KARL'S FARM MASTER PLAN AS PART OF THE CITY'S COMPREHENSIVE PLAN

WHEREAS, the City of Northglenn is a home rule municipal corporation organized under and pursuant to Article XX of the Colorado Constitution and the City of Northglenn Home Rule Charter; and

WHEREAS, by virtue of such authority, and as further authorized by State statutes including but not limited to C.R.S. § 31-23-206 *et seq.* and Section 11-40-9 of the Northglenn Municipal Code, the City has authority to make and adopt a comprehensive plan for the physical development of the municipality; and

WHEREAS, the City of Northglenn, in partnership with the Hinkhouse Family trust (property owners), desired to develop a vision for the future development of the Karl's Farm that provides a quality addition to the City and the Region; and

WHEREAS, the Karl's Farm property is one of the last (and largest) greenfield development sites available in Northglenn; and

WHEREAS, the City of Northglenn commissioned a consultant team, Leese & Associates, to engage the stakeholders and facilitate consensus so the property owner and City could realize this vision; and

WHEREAS, the Karl's Farm property is located just south and west of the RTD Eastlake at 124<sup>th</sup> Station, currently planned as end of line for the North Metro Rail line scheduled to open in 2018; and

WHEREAS, the City of Northglenn hopes to capitalize on opportunities that commuter rail service will bring to the community and help to transform the station area – including the Karl's Farm property – into a vibrant, walkable, mixed-use community with convenient rail access; and

WHEREAS, the consultant team, named above, drafted a 28 page document entitled "Karl's Farm Master Plan", that aims to maintain the family's legacy while considering the City's future interests through the creation of a new development that will benefit all stakeholders; and

WHEREAS, the Planning Commission conducted a public hearing on the Plan on November 1, 2016, and following said hearing the Commission, by a majority vote recorded in its official minutes, adopted the Karl's Farm Master Plan as an amendment to the Comprehensive Plan; and

WHEREAS, the City Council has reviewed the Karl's Farm Master Plan and has determined that it is in the public interest that the plan be adopted for the purpose of guiding new development proposed on this site.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF NORTHGLENN, COLORADO, THAT:

Section 1. The City Council hereby ratifies the adoption by the City of Northglenn Planning Commission of the Karl's Farm Master Plan as an amendment to the Comprehensive Plan, attached hereto as **Exhibit 1**, and incorporated herein by this reference, and the attached Karl's Farm Master Plan pursuant to C.R.S. § 31-23-208 and Section 11-40-9 of the Northglenn Municipal Code.

Section 2. The City Manager is directed to cause an attested copy of the attached Karl's Farm Master Plan to be filed with the Offices of the Adams County Clerk and Recorder in accordance with C.R.S. §31-23-208.

DATED at Northglenn, Colorado, this \_\_\_\_\_ day of \_\_\_\_\_, 2016.

\_\_\_\_\_  
JOYCE DOWNING  
Mayor

ATTEST:

\_\_\_\_\_  
JOHANNA SMALL, CMC  
City Clerk

APPROVED AS TO FORM:

\_\_\_\_\_  
COREY Y. HOFFMANN  
City Attorney

*Karl's*  
**FARM**  
**DAIRY**

**MASTER PLAN**



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# Acknowledgments

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## ULI Developer Panel:

Bruce O’Donnell, Starboard Realty, Chair  
 Chris Coble, Black Label Development  
 Jim Godwin, Wilson & Company  
 Mike Kboudi, DTZ Brokers  
 John Koval, Coburn  
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 Heidi Majerik  
 Gene Myers, New Town Builders  
 George Thorn, Mile High Development

## Hinkhouse Family:

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 Sharen Padzimek  
 Karen Swaites  
 Lloyd Swaites  
 Deanna Durland

# CHAPTER 1

# INTRODUCTION

## Background

The City of Northglenn is an inner ring suburb of the greater Denver Metro Region that was once the premier land development of its day. The city enjoyed significant growth throughout the second half of the 20th century and was home to many proud citizens who contributed to making it a community that residents are still proud of. As time marched on, the city became encompassed by the surrounding growth of neighboring suburban cities. Today, as it approaches its 50th anniversary as an incorporated city, Northglenn exists as a nearly fully “built-out” community. The City has few significant opportunities for growth and must rely on infill and redevelopment as a major means of reinventing itself.

Throughout the City of Northglenn’s development in the 20th century, one relatively small portion of the city remained immune to the growth pressures of the surrounding area and region. Karl’s Farm is a 60-acre site nestled in the far northeast corner of Northglenn, near the city’s border with Thornton.

Surrounded on three sides by residential development, Karl’s Farm and its related retail operations opened in 1947 and became a Northglenn institution. However, since its peak in the 1980s, the farm and its dairy have seen its business decline and ultimately close. In 2012 the family that owns the property decided to begin

the process of considering what’s next for the land and the family’s interests. The property is one of the last (and largest) greenfield development sites available in Northglenn, and certainly is the last significant greenfield site in the 120th Avenue corridor between I-25 to the west and Colorado Boulevard to the east.

In 2018, the Denver area Regional Transportation District (RTD) will open its North Metro electric commuter rail line, the culmination of years of planning and inter-governmental cooperation between the agency and the communities along the 18.5-mile line. The North Metro line is focused on serving the rapidly growing northern suburbs of the Denver metro area, including the City of Northglenn. As local development pressures mount with the coming of the rail line, the family wants to ensure that the future development of the site meets its goals of providing a quality addition to the City and region.

The Karl’s Farm Property is one of the last Greenfield Sites available for development in Northglenn.

This study is aimed at helping the family – and the City of Northglenn – realize that goal. It is focused on building a consensus between the City of Northglenn and the family trust that owns the property with regard to future development opportunities and desires. The City of Northglenn hopes to capitalize on opportunities that commuter rail service will bring to the community and help to transform the station area – including the Karl’s Farm property – into a vibrant, walkable, mixed-use community with convenient rail access.

# Project Study Area

The Karl's Farm property is located in the northeast portion of Northglenn, just to the south and west of the RTD Eastlake at 124th Station, as shown in Figures 1-2a and 1-2b. As Figure 1-2b shows, the property is bounded on the south by 120th Avenue, on the east by Race Street, on the north by City of Thornton property (formerly Eastlake Reservoir #1), and on the west by the City of Thornton city limits. The property is bounded by multi-family apartment development on the east and west, and single-family residential to the south across 120th Avenue. The 120th Avenue corridor from Claude Court to I-25 is lined with suburban commercial centers. In addition, the City of Northglenn's Maintenance and Operations (M&O) Facility is located northeast of the property along Claude Court.

FIGURE 1-2A: LOCATION OF KARL'S FARM PROPERTY IN NORTHGLENN

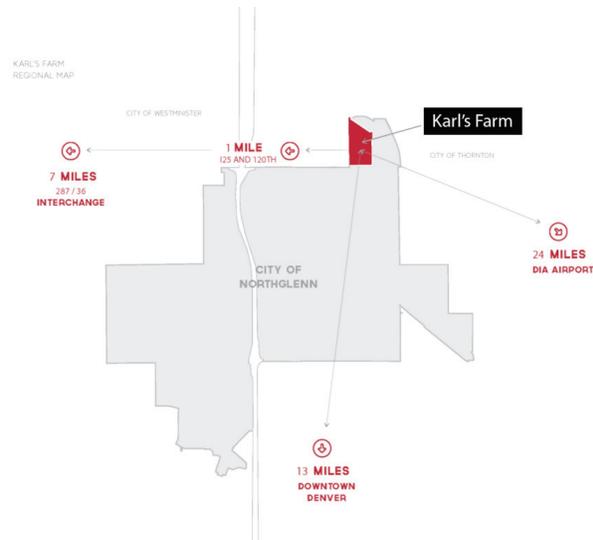


FIGURE 1-1B: KARL'S FARM PROPERTY STUDY AREA

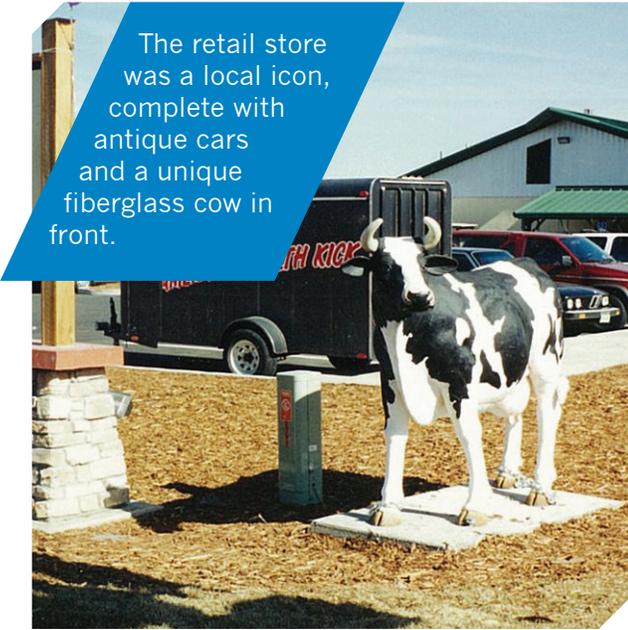


# History of the Property

Karl's Farm Dairy has been a Northglenn institution since 1947, when Bud and Fern Hinkhouse started the business on an isolated 60-acre site with "pasture land, a dozen cows, a small bottling plant, and a delivery truck," according to a newspaper article from 2012. The farm was at its most active in the 1980s, when it had 400 cows and "delivered milk to more than 5,000 customers" in the area. After that time, business slowed with competition from large supermarkets. In 2005, the dairy closed its creamery operation and ended its home delivery service. It included a retail store at the southwest corner of 120th and Irma Drive that continued to sell fresh produce and meats (and included a U-Haul rental operation). The retail store was a local icon, complete with antique cars and a unique fiberglass cow in front.

In 2010, the City of Northglenn approved a comprehensive plan that called for rezoning the land from agricultural use to mixed-use development if and when the Hinkhouse family wanted to sell. Newspaper reports at the time and since noted that developers were interested in the property, but that the City was not putting pressure on the family to sell.

The family closed the retail store in 2012 and has recently begun exploring redevelopment possibilities for the site.



The retail store was a local icon, complete with antique cars and a unique fiberglass cow in front.

## Karl's Farm Dairy shuts down

Longtime Northglenn business prepares to close after six decades



Co-owner Lloyd Swaithees gathers up Northglenn, Karl's Farm Dairy will of

## Karl's Farm Dairy to close

Slumping economy forces business to shut doors after six decades



Mary Lopo, left, and Mary Finger chat last week at the Karl's Dairy farm checkout counter. The longtime Northglenn store will officially close its doors on June 20 after 65 years in business. Seth A. McClain/YouHub

By Joey Kirchner  
YouHub Reporter

One of the area's longest-running businesses is shutting its doors next week after more than six decades in the community. Karl's Farm Dairy, which first opened in 1947, is going out of business and is set to close up shop on June 20. The owners are closing both stores, including the main location at 120th and Irma Drive.

pasture land, a dozen cows, a small bottling plant and a delivery truck. At the time, their farm was fairly isolated from the rest of the community; their nearest neighbor was still several miles away. Ruchi said, "It was all just dirt roads and farm land back then," she said. Bud and Fern's eldest daughter, Deanna Durstland, fondly recalls growing up on the farm, waking up at the crack of dawn to deliver milk with her father. In those days, customers would allow them to simply

1980s, when it boasted 400 cows and delivered milk to more than 5,000 customers in the metro area, said co-owner Lloyd Swaithees. The business, however, began to slow down significantly in the face of growing competition from large supermarkets. Finally, in 2005, the dairy was forced to shut down its creamery operation and put an end to home-delivery services, he said. "I'm obviously disappointed, but at the same time, I'm also kind of relieved," Swaithees said. "Simply put, we can no longer here. There's no reason for us to stay business anymore. It's tough." Mary Lopo, who has been working the cash register at Karl's Farm Dairy for 15 years. "I miss the customers the most. I've known so many friends here through the years," Lopo said. "This is a local landmark. I think people are going to miss that."



### Saying goodbye to a Northglenn landmark

Posted Thursday, May 31, 2012 3:42 pm

Tammy Kranz

Rosemary Martinez has been buying her milk from Karl's Farm Dairy for the past 27 years. When the Thornton woman heard the news last week that the company was shutting down, she was stunned.

"How very sad," she said, holding an empty glass milk bottle she had brought to the Northglenn store to be refilled. "I don't like milk anywhere else. This is the only place that it tastes good. I'm here once a week, or if I'm not here, my husband is."

On June 20, Karl's Farm Dairy will permanently close the doors to its Country Store in Northglenn, 1741 E. 120th Ave., and its smaller convenience store in north Denver, 6990 Pecos St.

"We had a good run," said co-owner Lloyd Swaithees. He said the decision to close wasn't a hard one because "it's not economically feasible to stay in business. We can't compete."

Swaithees' niece and vice president of the company, Duneen Ruckl, agreed that the decision wasn't hard, but she said it was a painful one for her family, which has owned and operated Karl's Farm Dairy for 65 years.

"We've been putting money into the business the last couple years, and there's no sign we'll get it back," Ruckl said.

She said the company saw sales declining about three years ago, and although the economy is improving slightly, Karl's Farm in Northglenn and its Vitamin Cottage stores.

"We're seeing that people's shopping patterns are coming back and I don't blame them," she said. "They've become a part of our lives all

Kirchner: 303-954-5650 or kmr@denverpost.com

Northglenn Economic Development Newsletter

Northglenn Economic Development City Thanks Karl's Farm Dairy for 65 Years





# Project Scope

The purpose of this project is to build a consensus between the City of Northglenn and the property owners – the Hinkhouse Family trust – regarding future development opportunities and desires. The process included three phases that, collectively, resulted in an overall Master Plan for the site that is mutually agreeable and beneficial to the City, the family, and area stakeholders. The three phases were:

## A VISIONING WORKSHOP,

where the consultant team led a series of interviews and exercises with the family and key City staff. The aim of that workshop was to develop a common vision for the property that incorporated the main concerns and objectives of the family and the City. This workshop took place on May 21, 2015.

**A DEVELOPER PANEL**, sponsored by the Urban Land Institute, to discuss the site’s possibilities in the development market and perceived

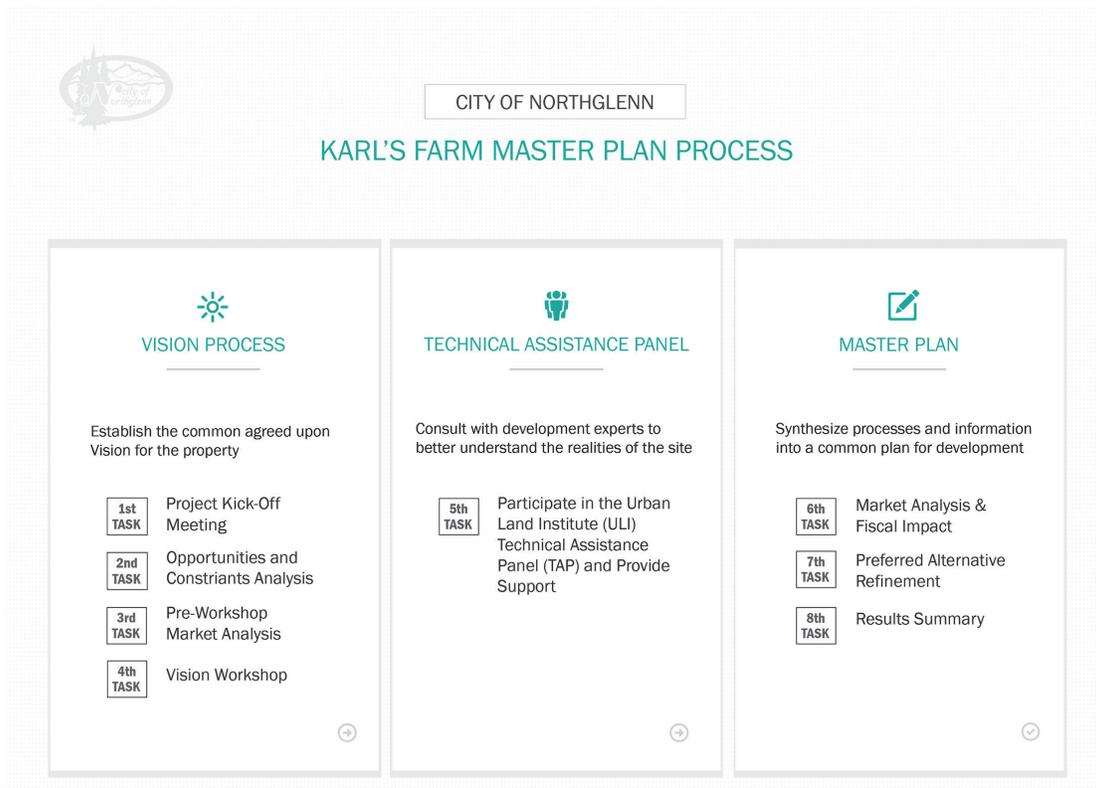
The process ... resulted in an overall Master Plan for the site that is mutually agreeable and beneficial to the City, the family, and area stakeholders.

obstacles from the development community’s perspective. This panel provided a pragmatic, market-based viewpoint about the range of opportunities for the site, perceived constraints, and feedback on the potential of the vision established for the property. This panel was conducted on August 25, 2015.

## A MARKET AND FISCAL IMPACT ANALYSIS

regarding market opportunities, constraints, and existing and future conditions. This analysis tested various scenarios for their impact on the local economy, the City, and the family. The market analysis was combined with land use studies that examined the potential for different development scenarios for the property. (See Appendix)

These phases contributed to the development of this Master Plan document that aims to maintain the family’s legacy while considering the City’s future interests through the creation of a new development that will benefit all stakeholders.



## Key Study Area Conclusions & Observations

The project team collected and analyzed data related to the project study area, most of which is included in the Appendix. The information examined in that chapter leads to several conclusions and observations:

**DEMOGRAPHICS:** The half-mile radius around the station generally has fewer persons per household, a smaller percentage of seniors, a larger number of millennials, and a smaller number of Hispanic residents than the City of Northglenn or Adams County.

**INFRASTRUCTURE:** The Karl's Farm property has very limited infrastructure connectivity to the surrounding area, including water, sewer and wastewater, indicating that any new development would require substantial new infrastructure investment. The property's drainage issues present some obstacles to development, as does the City of Thornton's reservoir property on the north edge of Karl's Farm (both due to its drainage issues and its ownership by the City of Thornton).

**TRANSPORTATION:** Several new roadway projects or enhancements are planned on the periphery of the property. The same is true for regional trail connections. Any new development on the property has the opportunity to provide significant multimodal connections and investments, especially pedestrian/bicycle trail connections, that can improve the area's walkability and connectivity.

**THE CITY OF THORNTON'S PLANS** for redevelopment in areas to the west and northwest of the station provide a major opportunity for complementary redevelopment on the Karl's Farm property and can provide good synergies between the two developments.

**THE CITY OF NORTHGLENN'S M&O FACILITY** is a barrier for redevelopment (separating the Karl's Farm property from the RTD station). A previous study examined the potential for relocation of the facility to promote redevelopment. Relocation should be studied in more detail.

The market analysis showed a fairly significant **DEMAND FOR RESIDENTIAL DEVELOPMENT** and more modest demand for office and retail development.

### Key Findings:

Infrastructure needs

Opportunity for multimodal connections

Opportunity to coordinate with Thornton station area redevelopment plans

Demand for residential development

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## CHAPTER 2

# VISION DEVELOPMENT

## Introduction

Data collected by the project team, along with conversations with property owners and the ULI panel, revealed key opportunities, constraints and goals, along with an overall vision for the property.

## Constraints & Opportunities

On May 21, 2015, the project team met with the Hinkhouse family to provide an introduction to the project and develop key constraints and opportunities based on their knowledge of and history with the property.

Key constraints for the property noted by the family are summarized in Table 2-1, below.

The Hinkhouse family discussed many issues related to development that is desired and not desired for the property.

TABLE 2-1: CONSTRAINTS AND OPPORTUNITIES

Constraints	Corresponding Opportunities
<b>Drainage:</b> Water flow across the property is a concern for any new development given the terrain. The middle of the property is known to flood and/or has standing water.	<b>Open Space:</b> New development could provide an opportunity for park land/greenspace or trails to correspond with topography through the property (and integrate with a potential roadway grid).
<b>Environmental Issues:</b> Silo pits on the property are full of trash (including old tires and appliances) and will need to be cleaned up.	<b>Legacy:</b> There could be an opportunity to salvage the contents of the silo pits and other agricultural elements on the property as part of the agricultural heritage of the site.
<b>Northglenn Roadway Plans:</b> The potential offset of Irma Road coming south from Thornton (to line up with Irma south of 120th) makes for some odd shaped development issues on the west side of the property.	<b>Roadway Network:</b> There could be an opportunity to use the offset of Irma Road to create a development row on the west side of Irma to act as a buffer between the property and the apartments to the west. There could also be a potential retail use in that area, especially closer to 120th Avenue.
<b>Infrastructure:</b> There is a pipeline on the west side of the property that could present some barriers or challenges to development or establishment of a street grid.	<b>Infrastructure:</b> The alignment of the pipeline on the west side of the property should be investigated to determine its potential use for trails/open space (in conjunction with topographical issues described above).

# Family Development Preferences

## Elements the Family Does NOT Want to See

**Industrial Development:** There is already significant light industrial on properties in close proximity to the site in Thornton. This property should be more focused on residential family-type development opportunities.

**Multi-Family Housing/Apartments:** There are apartments to the east and west of the site (with plans for expansion on the west). The family does not want to add to the volume of multi-family rental housing in the area and instead wants to focus on more traditional neighborhood/village development.

**Big-Box Retail:** There is enough of that type of development to the west of the site in Thornton to sufficiently serve the area and the entire region.

**Unattractive Senior Housing:** If senior housing is included, it should be traditional and architecturally pleasing in its design.

## Elements the Family DOES Want to See

**Parks and Open Space:** The site should include as much parkland and open space as is feasible to both integrate the agricultural and historical heritage and theme (detailed above) and provide recreational and landscaping opportunities for future residents, employees, and visitors. This could include significant dedicated parklands (including upgrading the former reservoir, at the north end of the property) as stand-alone sites and integration of parks, open spaces, and trails throughout the development. The development should include smaller pocket parks scattered throughout the site in coordination with development, and significant greenspace along streets and roadways, including boulevards with park space in medians, biking and pedestrian trails, and tree borders.



**A Focus on Seniors:** The development could become a place where senior citizens could thrive and integrate into an active, supportive community. The elements described above (agriculture/historical features, open space and parkland, and a village center) could be well-utilized by seniors and designed to ensure access and with specific activities for seniors. In addition, the development could include different levels of residential development for seniors, beginning with seniors-only apartments and condos up to and including residential care facilities of differing levels in different 'pods' in close proximity to each other. One entire quadrant of the development site could be devoted just to seniors and senior care, with well-integrated and well-designed residential and care components.



## Elements the Family DOES Want to See

**Northglenn Village Center:** The site could become a significant 'village center' for Northglenn through implementation of the historical and parklands components discussed above and through a conscious effort to focus civic and community uses that can benefit local residents and employees but also attract visitors and community-focused activities. This could include the integration of a 'village square' or village green that could accommodate activities such as children's play areas, indoor or outdoor farmers/dairy/meat market, community concerts, and other neighborhood-friendly activities. The town square could be bordered by civic, retail, restaurant, and residential uses to make it a lively community and more than an 8-5 environment. This could include a community center, a branch library or "Anythink" library, a community theater or movie theater, a recreation center, a police substation and other municipal functions, a senior center, and other similar activities to make the village center a community hub.



**Educational Activities:** In addition to residential and community facilities, the development could include public or private educational facilities that could provide benefits to the surrounding community by the area's close proximity to a regional rail station. In particular, it could focus on STEM (science, technology, engineering, and math) facilities and potentially provide supportive services for seniors and other local residents. In particular, health-related educational facilities could be integrated with local health care or medical facilities focused on senior care.



## Guiding Principles

The Karl's Farm property represents one of the lone remaining, large-scale, greenfield development opportunities for the City of Northglenn. Assuming near-term development will occur, the City would like to maximize the property's development potential, ensure a sense of place, and reflect the Hinkhouse family's values and interests. The following are guiding principles that summarize the City's interests:

...the City has an interest in examining the potential of preserving certain landmarks and/or heritage traits that are inherent to the way the land was once used.

**DIVERSIFY HOUSING:** The majority of Northglenn's current housing was constructed in the middle of the last century based on the demands of the day. The City currently fills the role of providing "starter" or "more affordable" housing for residents of the region. The City seeks to diversify its housing stock with development of the Karl's Farm area through a mixture of residential products. This mix of housing products will fill gaps in the City's existing housing spectrum, leverage the advantage of the transit infrastructure, and provide contemporary components of mixed-use placemaking.

**RETAIL:** The City's interests are to leverage retail market potential in the areas along 120th Avenue at the southern portion of the site, and promote neighborhood retail in areas directly adjacent to the North Metro Eastlake station area. Like most local jurisdictions in the State of Colorado, retail sales tax plays a large role in the City's revenue generation. Nearly 42,000 vehicles per day pass by the Karl's Farm site. (*Denver Regional Council of Government's Regional Traffic*

*Count Program*)  
Retail development in the appropriate locations is of interest to the City.

The Karl's Farm site hosts traffic counts totaling 42,000 vehicles per day.

**PRESERVATION:** The Karl's Farm property represents a glimpse of what the area resembled for decades before the creation and incorporation of Northglenn. The current development pattern grew out of wheat fields and pasture lots that were once part of large family farm. The City recognizes that this is one of the last remaining opportunities to pay respect to that period and way of life. The City has an interest in examining the potential of preserving certain landmarks and/or heritage traits that are inherent to the way that the land was once used.

**BUILD TRANSIT-SUPPORTIVE DEVELOPMENT:** The northern area of the site represents a key opportunity for capitalizing on Transit Oriented Development (TOD) densities (18+ units/acre) and a mixed-use land program that would maximize sustainable transit-supportive development or a sense of place. The City desires to employ appropriate TOD principles of development while at the same time ensuring the maximum leverage of a public partnership between the City and RTD.

**CREATE A PLACE:** As the Karl's Farm development area is the last large greenfield opportunity that the City of Northglenn may expect to see developed, the creation of a "great place" is critically important and vital to the community. Northglenn lacks a formal downtown area or true city center. From the outset, the City's interest is in the creation of a place that leverages the unique assets surrounding the site to create a development with special character and a uniqueness all its own. Placemaking and its tenets will be at the forefront of development proposals that the City will seek to endorse.

## Overall Vision for the Property

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Based on the discussion with the family on constraints and opportunities and desired/undesired development for the site, the project team developed an overall vision statement for the property:

The vision of the Karl's Farm development is to create a new neighborhood village for the City of Northglenn that reflects the important agricultural and historical heritage of the farm, as well as its role in the growth of the local community.

This village will incorporate the classic “placemaking” attributes of a well rounded community that fosters the following:

-  Housing for various stages of life
-  Connections that promote access to all forms of transport
-  Open areas for recreation and a connection to nature
-  Development character that reflects a common aesthetic and helps memorialize the heritage of activities that once occurred on the property
-  Maximize the development opportunities provided by the area's proximity to the FasTracks Eastlake Station

## Urban Land Institute Panel

On August 25, 2015, a panel of developers, civil engineers, and commercial real estate brokers was convened by the City of Northglenn and the Urban Land Institute (ULI) to discuss the potential for development of the Karl's Farm property. The panel discussed items that are critical for the city and the family to consider as the Master Planning process moves forward and when real development scenarios are brought forward by a developer. These critical considerations include the following:

/// The **PROXIMITY TO THE EASTLAKE STATION** makes the Karl's Farm site one of the City's most valuable assets; especially in a scenario where the City relocates the M&O facilities and sells the property. Moving the M&O facilities and opening the site for TOD that connects Karl's Farm to the station increases the value of both properties as well as others in the area.

/// There is an opportunity to **DIVERSIFY THE HOUSING** to include high density for sale products, townhomes (20 dwelling units per

acre), small lot single family, duplex and higher density patio homes. Under a 100% multi-family scenario these opportunities will be lost.

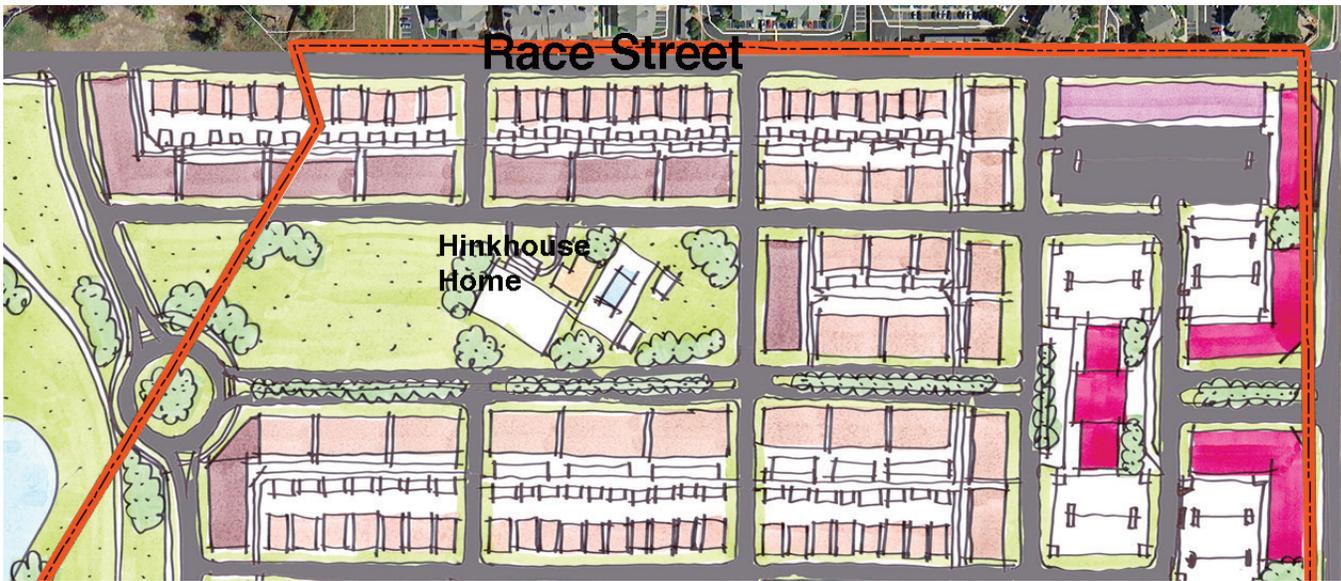
/// Understanding the **ON AND OFF SITE INFRASTRUCTURE COSTS** are critical to understanding the overall development costs. The City may need to assist with some of the development costs to realize the type of development it prefers for this location.

/// Incorporate all **DESIRED CIVIC AMENITIES** and delineate public improvements into the plan.

/// **DEVELOP A FINANCING PLAN** that accounts for all needed improvements. This will help the City to understand the financial tools available to achieve the desired development for this site, as well as risks, revenues and recourse.

/// Consider **REGIONAL SOLUTIONS** for financing and infrastructure needs.

/// **INVEST IN THIS AREA** to generate benefits and civic amenities desired by the City.



## CHAPTER 3

# CONCEPT LAND USE PLANS

## Introduction

Based on the family’s vision for the property, an analysis of existing and future conditions, the City’s development principles and guidelines, and the guidance of the Urban Land Institute review panel, the project team developed an initial land use concept for Karl’s Farm that can be used as a blueprint for future development. Figure 3-1 shows the proposed general concept plan for land use on the site, and the sections that follow provide more detailed information.

## Land Uses

Figure 3-1 (next page) is an illustration of the framework of land uses that would form the basis of any refined plan for development of the Karl’s Farm parcel. As in any master plan, there should be an element of flexibility keeping in mind overall project goals. Northglenn’s goals for the property include taking advantage of station proximity

that would allow higher densities (in appropriate areas) than typically seen in Northglenn residential neighborhoods and potentially add new housing types to the local market. Because the property is relatively large, there is the potential for adding significant place-making elements and attributes so the property also functions as a “community center” for this area. The 120th Avenue frontage also allows the property to offer valuable commercial services to the future residents and surrounding community.

FIGURE 3-1: CONCEPTUAL LAND USE PLAN

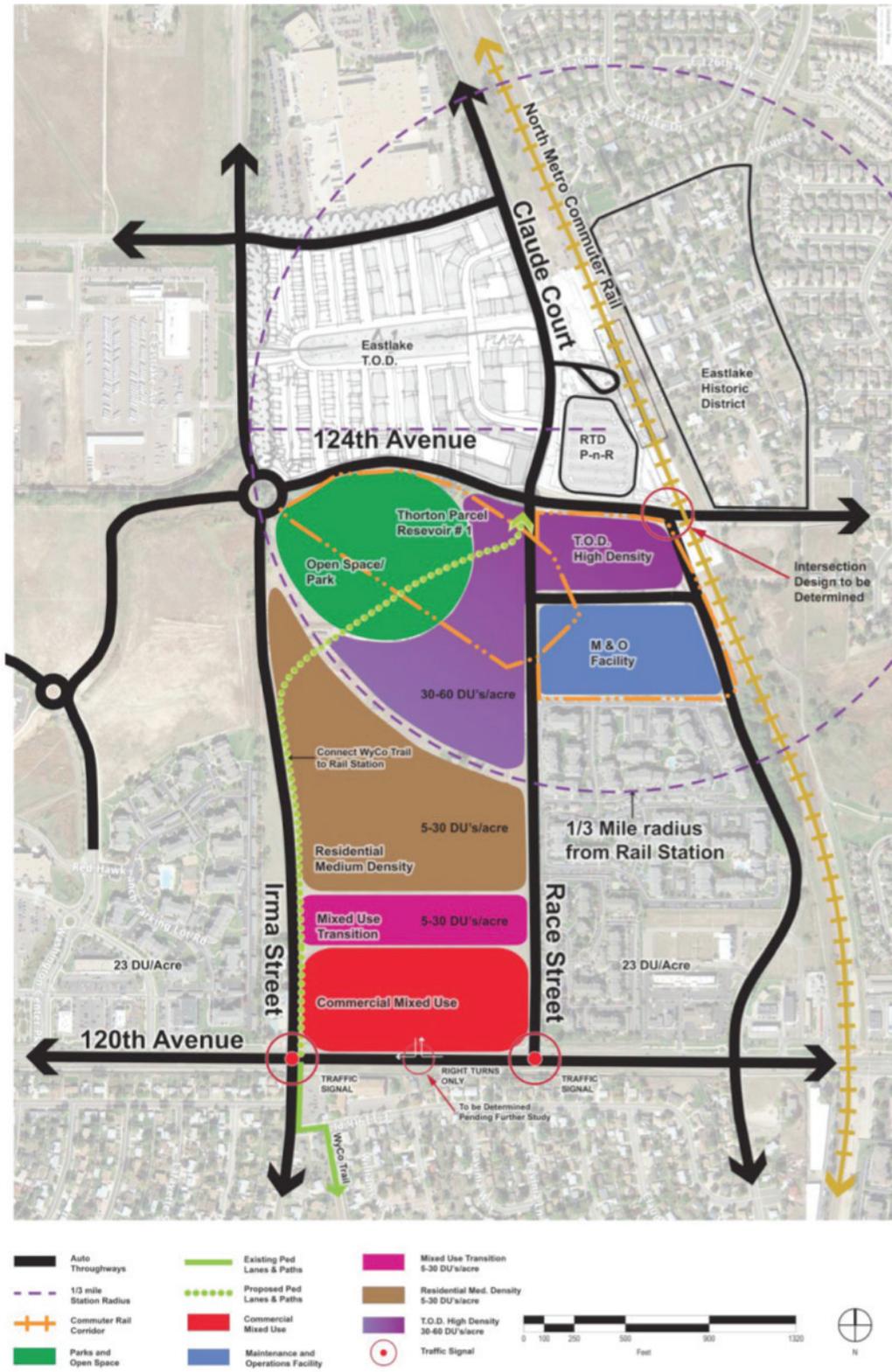


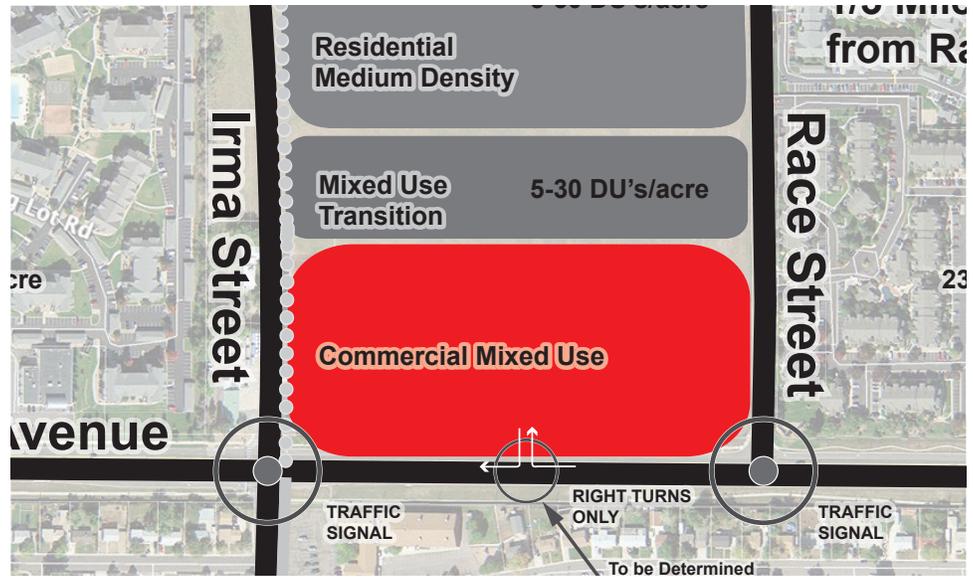
FIGURE 3-3A: SOUTH END DEVELOPMENT CONCEPT

**The south end of Karl's Farm**

is shown as commercial land use generally fronting on, with access and visibility to 120th Avenue (see Figure 3-3a). While strip centers are the prevailing commercial land use pattern along 120th Avenue, there would be a strong preference to orient the retail in a town center configuration to present a gateway to the Karl's Farm development and to differentiate the property from the strip centers along the corridor. The configuration of the entrance to the Bradburn development in Westminster is a good model for this area (see Figure 3-3b). The market study suggests 40,000 to 50,000 square feet of retail in this area, similar to that found in the Prospect development in Longmont (as shown on page 19). There is also a modest amount (20,000 to 30,000 square feet) of small office demand for neighborhood commercial services such as insurance offices, medical offices, etc., which could also be placed in this area, either vertically or horizontally mixed in with the retail uses.

**North of the commercial land use** is an area that could serve as a transition between the commercial and residential land uses farther to the north (as shown in Figure 3-4). Options for this area could include mixed-use in the form of "live/work" residential, residential over commercial (office or retail), apartments over professional services, or some other mixed-use combination that serves to transition the scale of commercial down to the scale and intensity of residential uses (the photo on page 19 shows an example of retail with residential above in the Prospect development in Longmont). Medium density residential is another option for this area, ranging from 5 to 30 DU's/acre with a diversity of housing types and price points.

North of this mixed-use transition area and southwest of the 124th at Eastlake rail station, **residential land use** is proposed, generally medium-density with a possible range from 5 to 30 DU's/acre, with a diversity of housing types and price points (as shown in



Commercial development on either side of major point of access (120th Avenue), transitioning to mixed use and then to residential development.

FIGURE 3-3B: BRADBURN DEVELOPMENT EXAMPLE

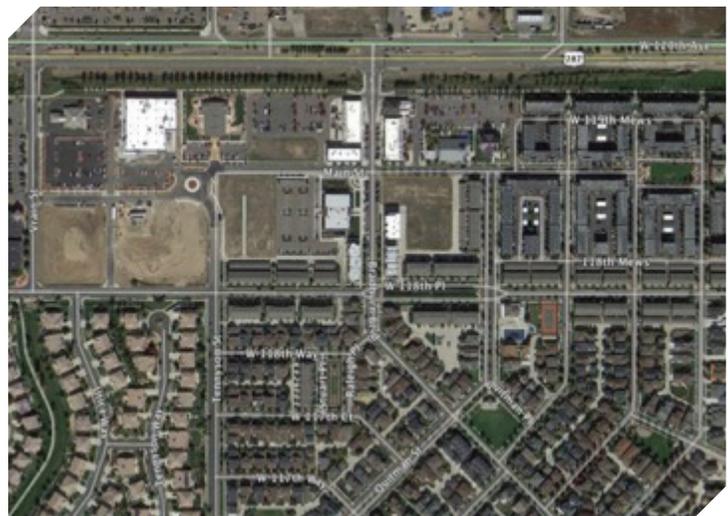


Figure 3-5). Because of the proximity to the station, and the potential to create a desirable residential community, Karl's Farm has the potential to provide new housing types to the northern metro market, including small lot single family residences, townhomes, and condos (assuming the construction defects problem is adequately addressed).

Several good examples of mixed-use residential exist in the Denver metro area. The photos on Page 20 show townhomes and condos in the Holiday neighborhood of north Boulder; low-to-medium density multi-family residential in the Lowry development in Denver; and multi-family

FIGURE 3-4: TRANSITION AREA DEVELOPMENT CONCEPT DETAILS

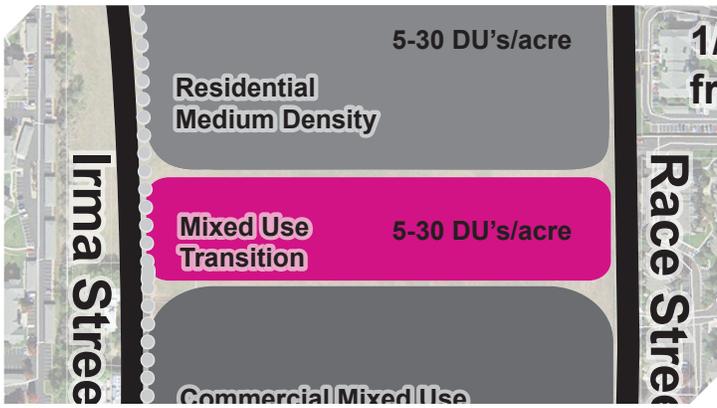
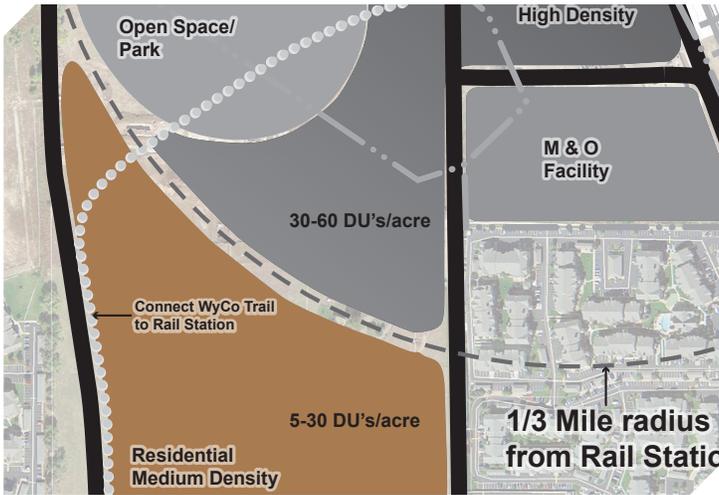


FIGURE 3-5: NORTH RESIDENTIAL AREA DEVELOPMENT CONCEPT DETAILS

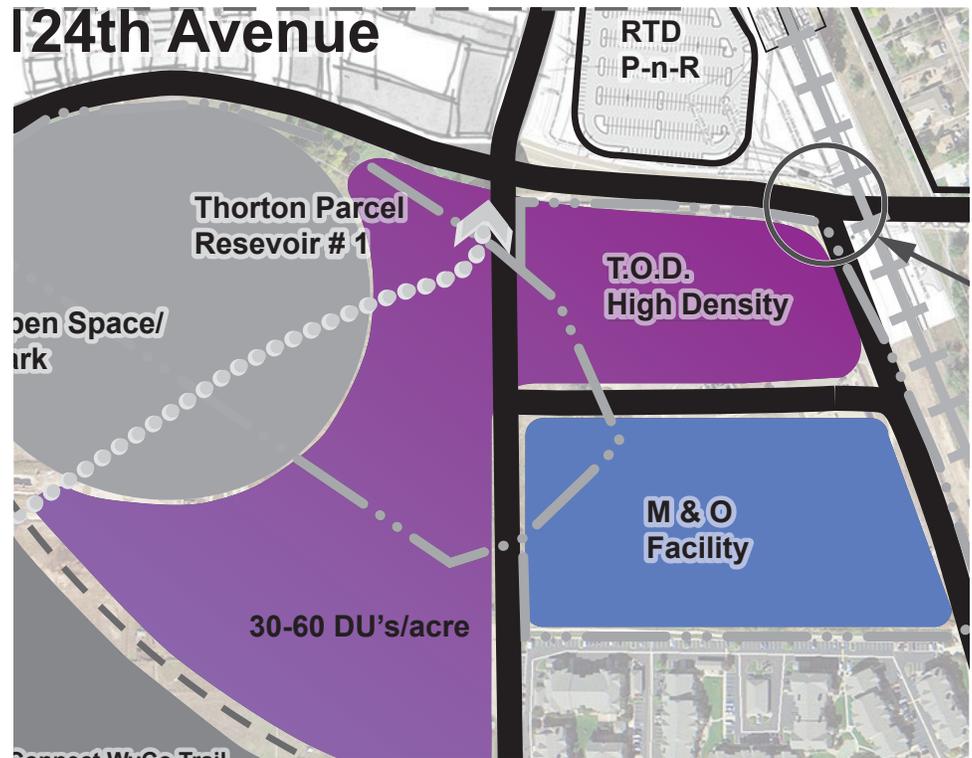


Examples from Longmont's Prospect Development.

FIGURE 3-6: STATION AREA RESIDENTIAL DEVELOPMENT CONCEPT

housing bordering open space in the Bradburn development in Westminster.

The area within the 1/3rd-mile radius of the 124th at Eastlake rail station is proposed for residential land use at a higher density, as high as 60 DU's/acre (see Figure 3-6). Some of this area would be higher-density residential near open space as described below. The M&O Facility, owned by the City of Northglenn, is also located within this radius.



# Northglenn M&O Facility

The M&O Facility abuts the Karl's Farm property to the northeast and is directly across the street from the future Eastlake station area along the FasTracks North Metro Commuter Rail Line. Construction of the station changes the dynamic of the land use environment near the M&O Facility and has the potential to have a significant impact on Karl's Farm as well as any redevelopment to the M&O Facility site as TOD.

The issue of the potential relocation of the Northglenn M&O Facility will need to be explored and studied in more detail. Relocation of the M&O Facility would need to proceed in a way that does not seriously degrade the City's ability to respond to emergencies or increase the daily operational cost of providing services. However, its uncertain state hinders the redevelopment of the land with the highest-density potential in the project area – the land closest to the Eastlake Station. It is likely that the redevelopment of Karl's Farm will (and should) proceed in advance of this issue's resolution. However, its continued location near the station could be a major barrier for more intensive redevelopment around the immediate station area.

In 2014, the City explored various development strategies and options for the M&O Facility to better understand the prospects for TOD development. (See *Appendix, Section C*) The consultant hired, the ArLand team, completed a series of technical reports and analysis which summarized the site's potential and provided the City a recommendation to optimize TOD land uses near the station.

The technical analysis was comprised of:

- /// An assessment of the M&O Facility needs
- /// An analysis of potential candidate sites for M&O relocation
- /// A cursory infrastructure assessment
- /// A cursory environmental conditions overview

- /// A market analysis
- /// A financial feasibility analysis
- /// An analysis of fiscal and economic benefits

The study concluded that an updated M&O Facility needs approximately 9 to 10 acres; however, given the

For full site redevelopment to take place, it would be necessary to purchase a suitable replacement site (15 acres) with similar citywide access, operational efficiencies and emergency response capabilities.

built out nature of Northglenn, a replacement 10-acre site owned by the City with the potential to accommodate all of the relocated M&O functions proved to be impossible to find. Therefore, two scenarios were analyzed more specifically in order to provide the City with the best potential range of redevelopment options.

The first scenario consolidated all of the M&O functions onto the southern 9-10 acres of the current site. This scenario opened up 2.5 to 3.5 acres on the northern portion of the site, adjacent to the station, for TOD. While this scenario would seem to be cost-effective, utility relocations would be necessary from the northern section of the site and the majority of the existing buildings would require redevelopment – thus adding significant cost with little benefit. In addition to the expense, this scenario cuts off any synergies with any development that occurs on Karl's Farm, impacting the potential mix of uses on the site as well as any connective TOD opportunities.

/// The second scenario examined **DISTRIBUTING THE M&O FUNCTIONS OFF-SITE TO VARIOUS OTHER LOCATIONS** in the city. This scenario provides significantly more opportunity for redevelopment on the site, as well as opportunity to connect to the larger Karl's Farm site. Creating synergy between the two sites also increases the likelihood that commercial or office could be developed on the M&O site in closer proximity to the transit station. Currently, no market exists for uses beyond multifamily residential.

/// The report recommends pursuing the second scenario, that **REQUIRES THAT THE M&O FACILITIES BE COMPLETELY RELOCATED**, thereby opening up the potential for TOD development on the site. It is mentioned that real



Higher density residential development examples.



Residential development in Lowry development of Denver.



Residential development in Holiday neighborhood of North Boulder.



Residential development in Bradburn development in Westminster.

estate value for the M&O site would ultimately be best created by Master Planning Karl's Farm with a large mixed use community in the area. Connecting to a larger Karl's Farm redevelopment enables some of the mix of uses desired by the city and that the station alone will not create for this site. Planning for community connectivity and improvement of area amenities, on both properties, through the Karl's Farm Master Plan process, creates value and improves the development potential for both sites.



Open space example from Denver's Lowry development.

the City. This scenario, although least efficient and costly, would assume a portion of the operations would be moved to an alternative site. This depiction includes the benefit of providing an aesthetically pleasing "front door" to the City of Northglenn in close proximity to the station, allows for some level of connectivity between the former M&O site and the Karl's Farm site, and maintains critical proximal operations at the existing

M&O Facility. For full site redevelopment to take place, it would be necessary to purchase a suitable replacement site (about 15 acres) with similar citywide access, operational efficiencies, and emergency response capabilities. The photos above show examples of higher-density residential development.

While there would be a long term preference for redevelopment of the entire site into a station oriented land use, such as high-density residential, there are impediments in place that make this difficult to achieve in the short term. For that reason, the land use diagram (3-1) depicts high-density residential on the northern portion of the site closest to the station with the M&O functions in this section of the site relocated to another site within

**Open space** is a valuable amenity and highly desirable for any new development. Figure 3-7 shows an open space or park area south of 124th Avenue/Eastlake Avenue, either as all or a part of the Thornton-owned Reservoir #1 parcel, or entirely on the Karl's Farm parcel.

The final configuration of the open space or park will depend on the resolution of a number of issues:

- // Determination of any rights or conditions on its use held by the ditch company that historically provided the water that once filled the reservoir.
- // Determination of Thornton’s willingness to provide the land for a park or open space use.
- // Determination of whether Thornton could or would make the parcel available for storm drainage detention that serves a larger area.
- // An understanding of offsite impacts of the adjacent neighborhoods for potential drainage conveyance or historic impacts of offsite drainage to the Karl’s Farm parcel.
- // An understanding of the Thornton Reservoir #1 pond and its current outflow to the east.
- // Determination of the on-site in-tract infrastructure that will be required for detention and water quality to serve the Karl’s Farm parcel.



The City commissioned a corridor study of 120th Avenue in 2015. The study highlighted improvements to 120th Avenue that would be necessary to accommodate traffic, brought about by the station and surrounding land development, for the planning horizon of 2034. These improvements included additional lanes for through traffic and turning movements, enhanced intersection treatments, and corridor streetscaping. Figures 5.2a – 5.2b depict the recommendations. The full study is an appendix to this plan.

Race Street will act as the major north/south bus route due to its alignment with the western boundary of the planned Park-n-Ride facility at the Eastlake station. The extension of Race Street will aid in the efficiency of the planned bus routes that will serve the Eastlake station through minimizing turns and providing a far more direct route for station bus access.

The Irma Street intersection and roadway extension should equally emphasize pedestrian/bike movements and safety, in addition to access for automobiles, based on its proximity to the existing terminus of Irma Street and the northern terminus of the Wyco Pipeline trail system. This street’s intersection and template should be designed with the principals of the Complete Streets movement.

Internal to the site, the local road network should place an emphasis on mobility and connectivity for all forms of transport. Consideration of a major greenway or pedestri-

## // Street Network

Connectivity within the site, to the station, and the network of streets beyond the development is imperative for project success. One of the project goals is to connect to the existing street network surrounding the development so that the project works within the existing street network of Northglenn and sets a future framework for development.

The intersections and roadway alignments of Irma and Race Streets will act as the eastern and western “brackets” of the development and promote connectivity to the surrounding street network to aid in the distribution of traffic and ease navigation.

an corridor that allows mobility, free of conflicts, to move people in a northeast and southwest direction would be a major asset to the site.

The major elements of a proposed street network are outlined below and include:

/// **124TH AVENUE (EASTLAKE AVENUE)** will be realigned to connect with a roundabout that will connect Lafayette Street, Irma Street, 124th Avenue/Eastlake, and an unnamed street that will exit the roundabout to the southwest and intersect with Washington Center Parkway.

/// **IRMA STREET** will connect the 124th/Lafayette roundabout to 120th Avenue and jog to the east to line up with the existing intersection of 120th Avenue and Irma Street (see Figure 5-2a).

/// **CLAUDE COURT** north of 124th Avenue/Eastlake Avenue will be realigned as part of the construction of the Eastlake Station on the North Metro Commuter Rail Line to accommodate the Park-n-Ride parking lot.

/// **RACE STREET** will extend north from 120th Avenue to 124th Avenue/Eastlake Avenue, where it will intersect with 124th and realigned Claude Court. There will be a new traffic signal at the intersection of Race Street and 120th Avenue (see Figure 5-2b).

/// **EXISTING CLAUDE COURT SOUTH OF 124TH AVENUE/EASTLAKE AVENUE** will turn west and intersect with the proposed Race Street. Alternatively, Claude Court could be disconnected from 124th and become a dead end street that extends north from 120th Avenue.

/// **120TH AVENUE** will be widened to six lanes (according to the 120th Avenue Corridor Study, Washington Street to Claude Court, EST, June 2015).

/// The diagram also shows a **RIGHT-IN/RIGHT-OUT TURNING MOVEMENT** at the mid-point between Race Street and Irma Street to provide access to the commercial develop-

ment. This would have to be verified by a traffic study to make sure it does not create a conflict with traffic movements at the Race Street/120th Avenue intersection. The EST study does not show an acceleration lane west of Race for buses and there should be no conflict but it should be verified (see Figure 5-2b).

/// The diagram shows an **EXTENSION OF THE WYCO BICYCLE AND PEDESTRIAN TRAIL** at Irma and 120th Avenue proceeding north and east to the intersection of Race Street and 124th Avenue/Eastlake Avenue. Ideally this would be in the form of an off-street trail that winds its way through the commercial and residential development and the park or open space to the Eastlake Station.

## /// Detailed Concept Scenarios

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In addition to the general land use concept plans, the project team developed a number of more detailed development scenarios for the property. These scenarios embody the broad concepts contained in the general concept while providing options for development at varying levels of intensity and land uses.

All detailed concepts incorporate the potential to retain many family-desired legacy elements, including:

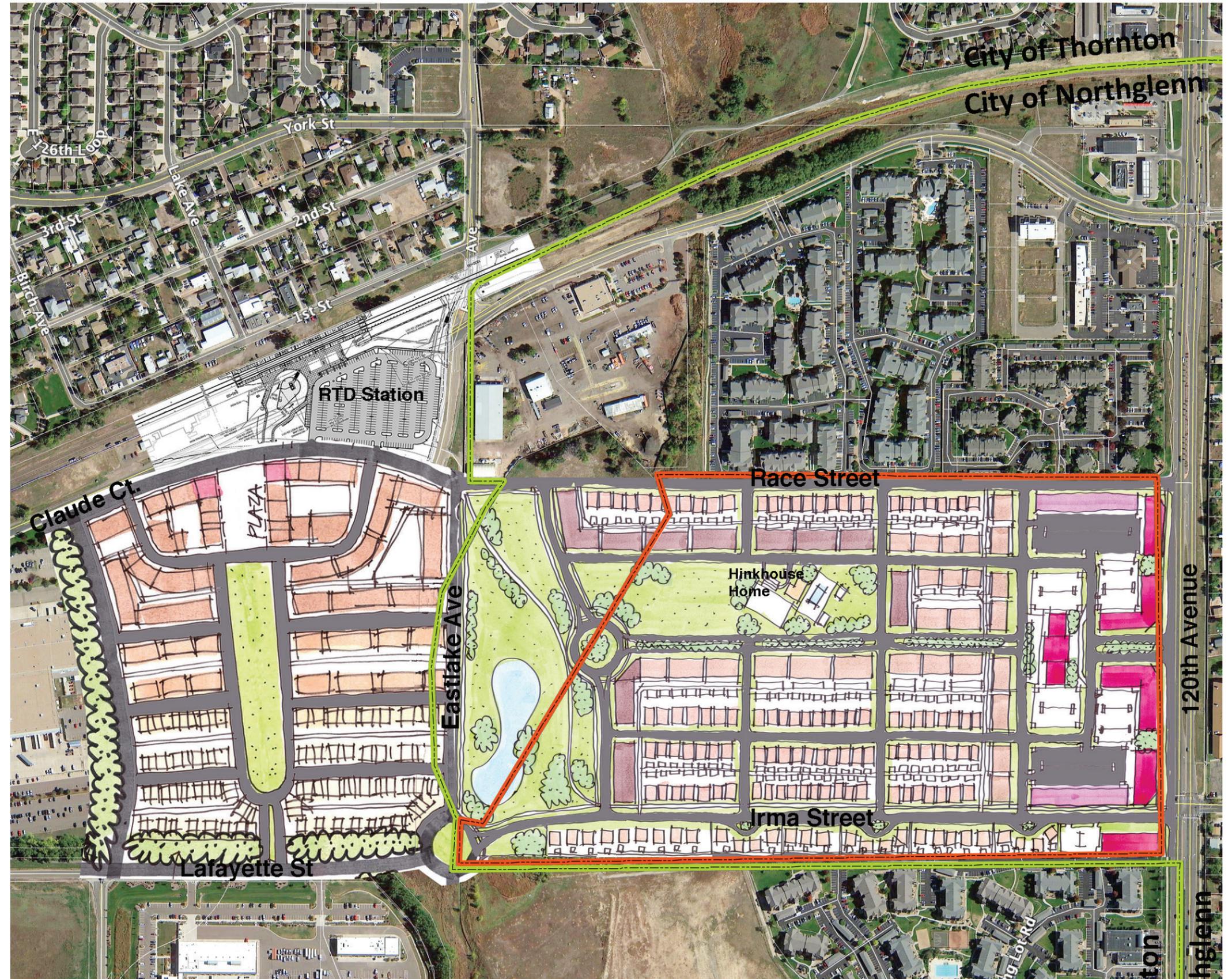
- /// Area for a farmer's market and/or retail store
- /// Adaptive re-use of the Hinkhouse family home as a museum, library, community center, or other civic use
- /// Retention of the family name on one or more parks or the name of a civic building
- /// An iconic family or agricultural-themed sculpture prominently displayed in a park
- /// A park pavilion and/or public gardens

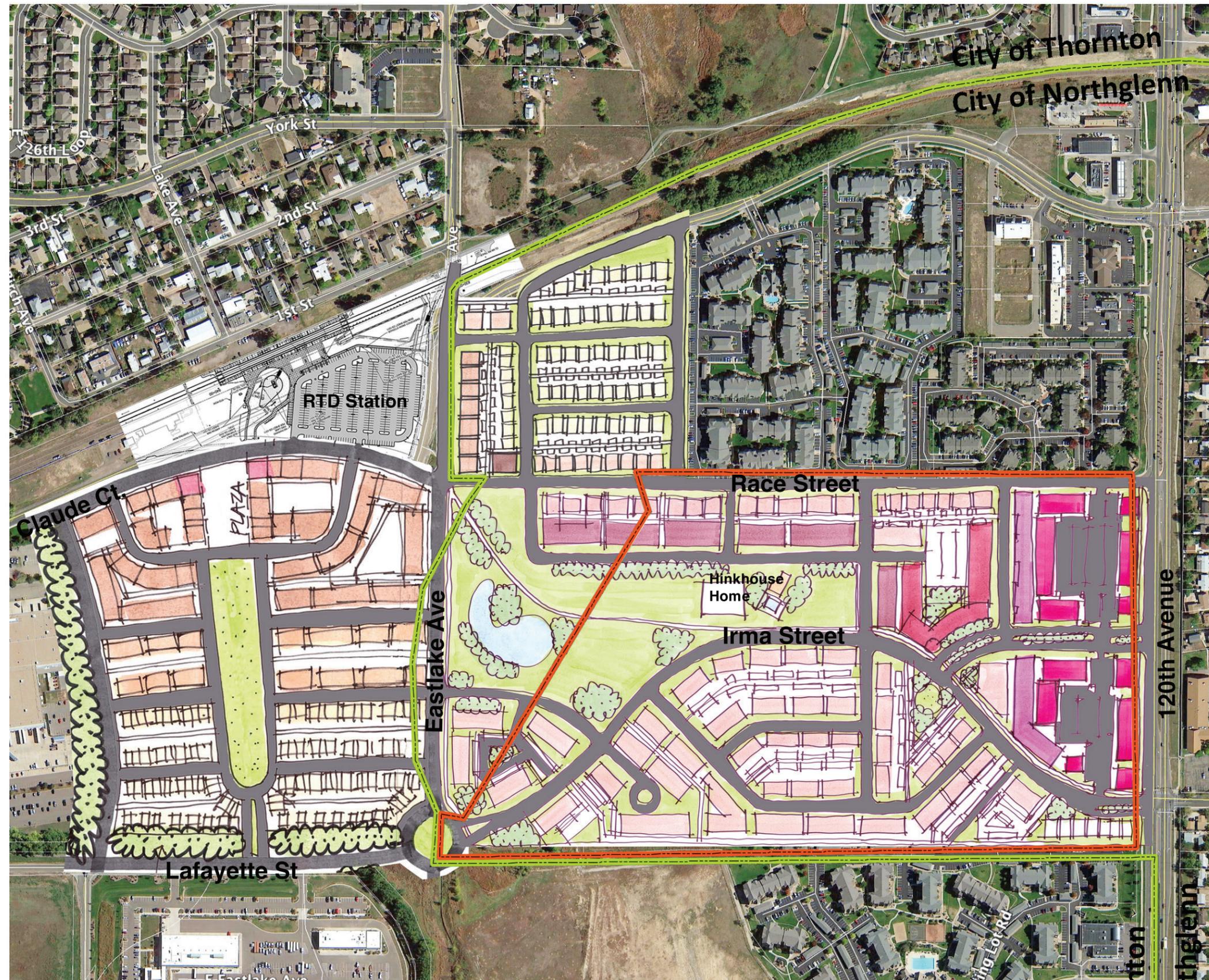
CONCEPT A: PARK VIEW

Figure 3-8 shows a concept idea that focuses on preserving the Hinkhouse home as the centerpiece of a significant amount of park land and open space in the development.

Key Elements

- /// Neo-traditional street grid
- /// Preserves Karl's Market, centrally located for maximum impact on entering the retail development at the south end
- /// Other retail is at zero setback along 120th Avenue
- /// Two parks: large park on north end along Eastlake Avenue; smaller two-block park with Hinkhouse home as community center, library, or clubhouse
- /// High-density residential development lining the west and south sides of the parks





**CONCEPT B: CURVING IRMA**

Figure 3-9 shows a concept idea that focuses on one central park and a large curve on Irma street north-south through the development.

**Key Elements**

- ▀ One large central park that stretches from Eastlake Avenue to Hinkhouse home
- ▀ Hinkhouse home serves as community center, library, or clubhouse, etc.
- ▀ Irma Street curves to the east, then back to Lafayette alignment on the northwest to bring the Wyco trail extension across the site to the rail station
- ▀ Central retail access connects to Irma; mixed-use backs up against retail and serves a transition to residential
- ▀ M&O facility contains senior housing

# RECOMMENDATIONS

## Issues for Further Exploration

The concept plan developed for this project outlines a general blueprint for the property owners and the City of Northglenn to follow as redevelopment of Karl's Farm occurs in the future. However, based on the information developed in this report and the guidance of the ULI technical review panel, there are several outstanding issues to be resolved before redevelopment can occur.

The issue of the **M&O Facility location** will need to be explored in more detail. Relocation would need to proceed in a way that does not seriously degrade the City's ability to respond to emergencies or increase the daily operational cost of providing services. However, its uncertain state hinders the redevelopment of the land with the highest-density potential in the project area – the land closest to the Eastlake Station. It is likely that the redevelopment of Karl's Farm will (and should) proceed in advance of this issue's resolution. However, its continued location near the station could be a major barrier for more intensive redevelopment around the immediate station area.

**The Reservoir #1 property** owned by the City of Thornton in the northern part of the study area also needs resolution. While the property presents a major opportunity for development of an open space/recreational/drainage facility that could be a tremendous amenity to the study area, the lack of resolution of this issue presents a major barrier to continuity and circulation throughout the station area. As noted earlier, the City of Thornton was asked to comment on these items but declined. Thornton's position is that once its staff sees a concrete land use proposal, its staff will respond.

Off-site infrastructure construction to accommodate

the proposed higher density of the property will need to be explored further to ensure that redevelopment can occur in the manner desired by the property owners and the City.

In January 2016 the City retained Wilson and Company, Engineers & Architects, Inc. to prepare a **utility master plan for the Karl's Farm property** based on the preferred land use plan included herein (Figure 3-1). Within the context of the land use plan, the study aimed to analyze the on- and off-site impacts of the anticipated development as they relate to the infrastructure needed to support the growth. The study highlights two separate tiers of infrastructure required to realize the anticipated development, "In-tract" infrastructure and "Trunk" infrastructure.

/// In-tract infrastructure refers to the service line utilities, local roads, pedestrian amenities, landscaping, and dry utilities required to develop the individual parcels of the property.

/// Trunk infrastructure typically refers to the main transmission lines of citywide utility systems and, for the sake of this study, includes sanitary and storm sewers, water transmission main lines, collector roadways (extensions of Race and Irma streets), and any other items to which the individual tracts of development will connect as they develop.

The findings of this study provide a conservative estimate of the cost of infrastructure for any proposed development and will help to clarify communications between the City and the development community.

The City should **explore various public financing mechanisms** to aid in the financing of the infrastructure improvements necessary to facilitate development of Karl's Farm. A variety of sources need to be explored including the Urban Drainage and Flood Control District Funds,

The City should explore various public funding mechanisms to aid in the financing of the infrastructure improvements necessary to facilitate development of Karl's Farm.

Transit Funds, and most importantly, a Title 32 Metro District. Early estimates based on the aforementioned utility infrastructure study indicate that a Metro District alone may not fully accommodate the required cost of infrastructure for the development and may require “upfront” money for the early phases of development. There needs to be a fairly certain and predictable tax base identified or in place in order to issue the Metro District Bonds.

## Next Steps

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Based on the project team’s previous experience and the information gathered for this project, the outline below describes the general next steps for the City of Northglenn to consider as it moves forward with development at Karl’s Farm.

**PUT IT IN WRITING:** Develop specific regulatory and policy guidelines to ensure that the property owners, potential developers, and the local community understand what is expected and how things will evolve in the future. This will eliminate uncertainty and provide clear guidance on how development will occur.

**FIND THE CATALYST PROJECT:** Work with the development community to solicit an initial project or projects to ‘jump-start’ development at the site that meet the goals of the City

and property owners while encouraging other additional development activity. Find opportunities to ‘market’ the development opportunities at conferences and seminars and other non-traditional ways.

**PAY ATTENTION TO THE PRIVATE SECTOR:** The development community can be the City’s best advocates for quality, realistic development. Re-visit the concept of formal or informal ‘developer panels’ to provide ongoing guidance and ‘reality checks’ for development progress on the site.

**REMEMBER ALL MODES:** While transit-oriented development focuses on alternative modes, automobile traffic will still be an important part of the transportation network. Make sure that all design decisions are made to safely and conveniently accommodate all modes, including pedestrians, bicyclists, transit, and autos.

**PAY ATTENTION TO THE DETAILS:** Good urban design is good TOD design. Develop design guidelines that encourage walkability and active spaces. Keep the user of the development in mind when creating streets, sidewalks, and buildings. Include good wayfinding, public art, and other amenities that make the development a pleasant place to live, work, play, and visit.

## CHAPTER 5

# APPENDIX

### **Concept Roadway Plans**

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### **Karl's Farm Market Analysis**

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### **Northglenn M&O Area Market Assessment & Relocation Analysis**

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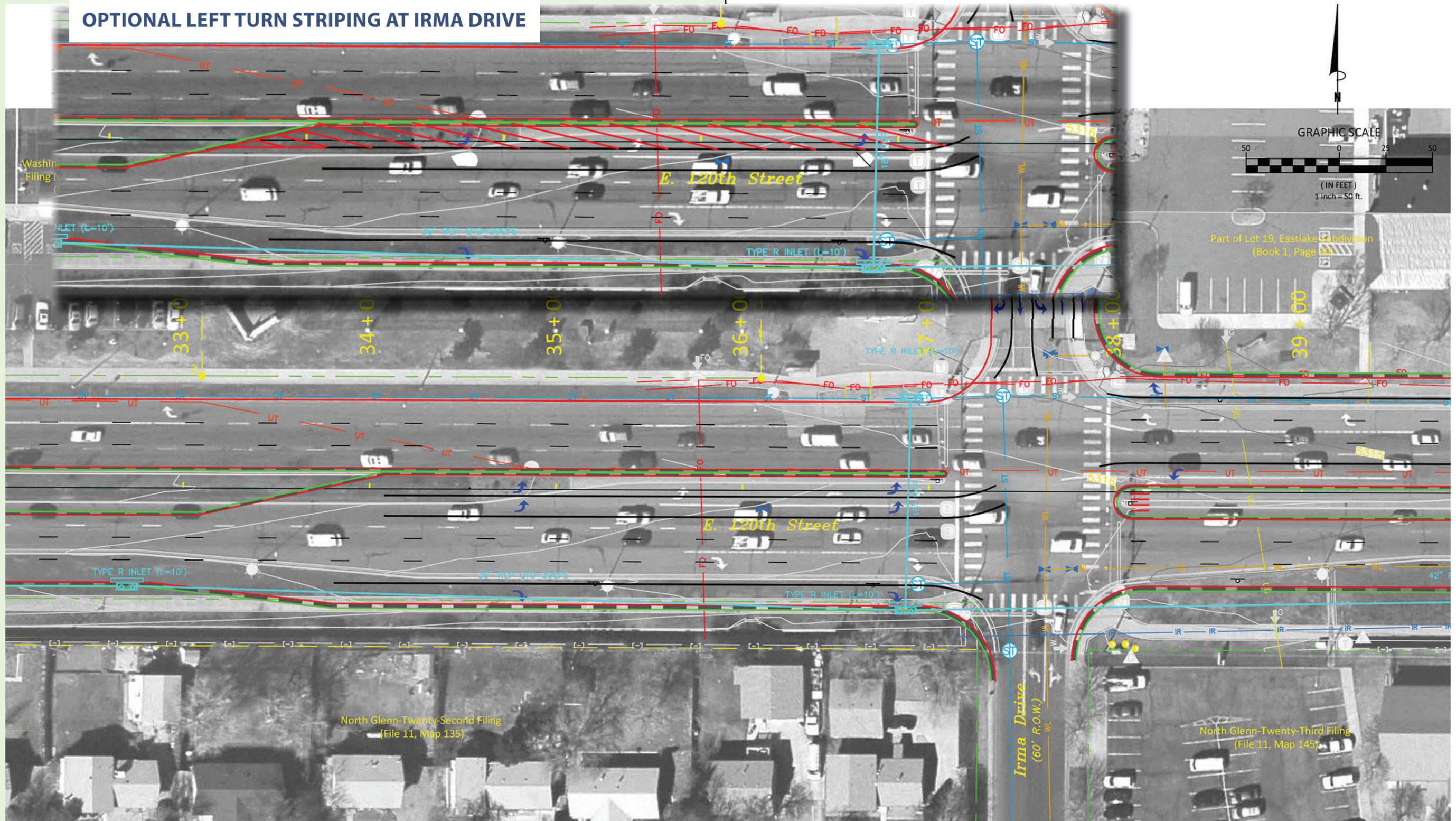
### **120th Avenue Corridor Study: Washington Street to Claude Court**

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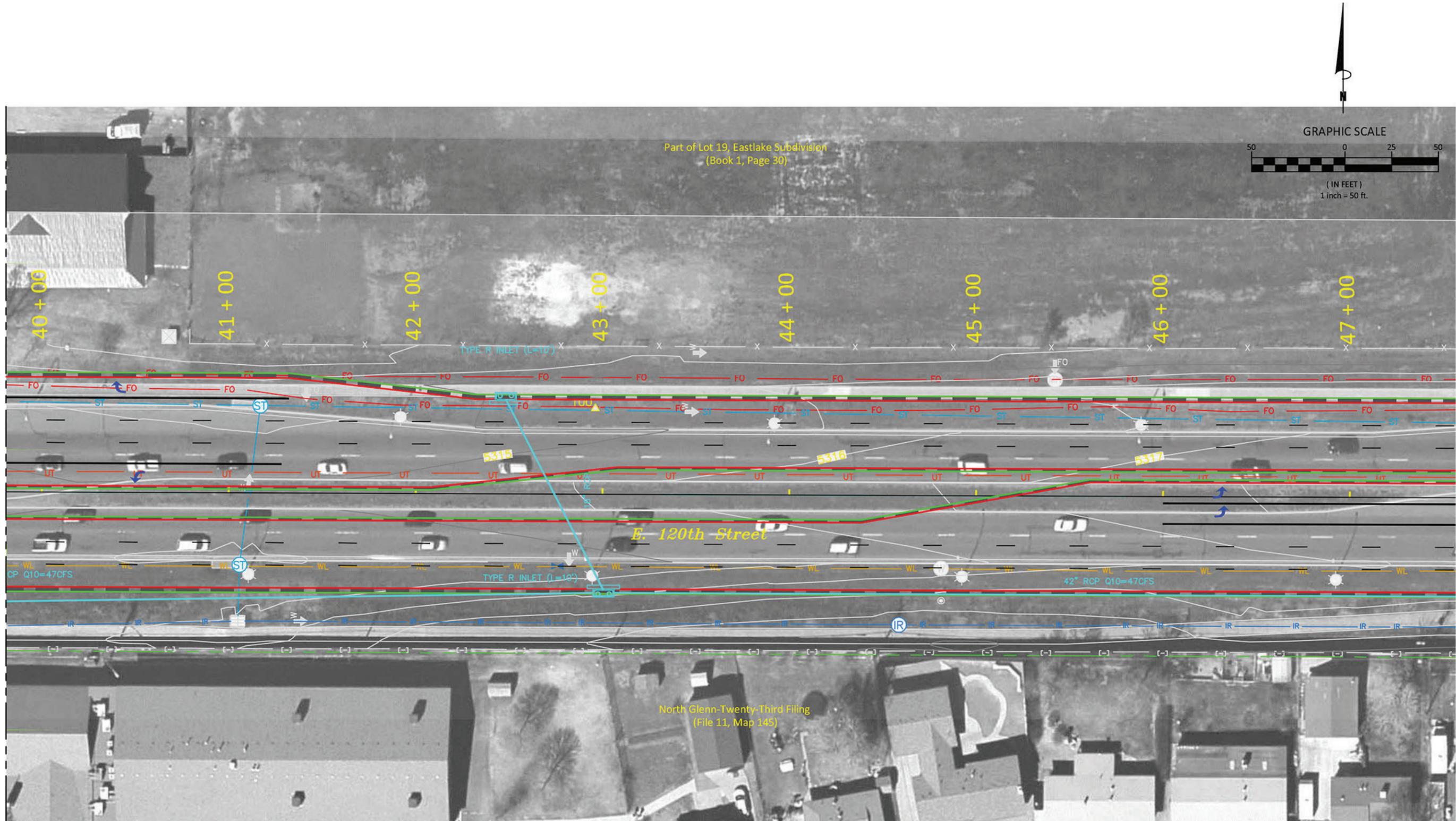
CONCEPT ROADWAY PLANS

OPTIONAL LEFT TURN STRIPING AT IRMA DRIVE



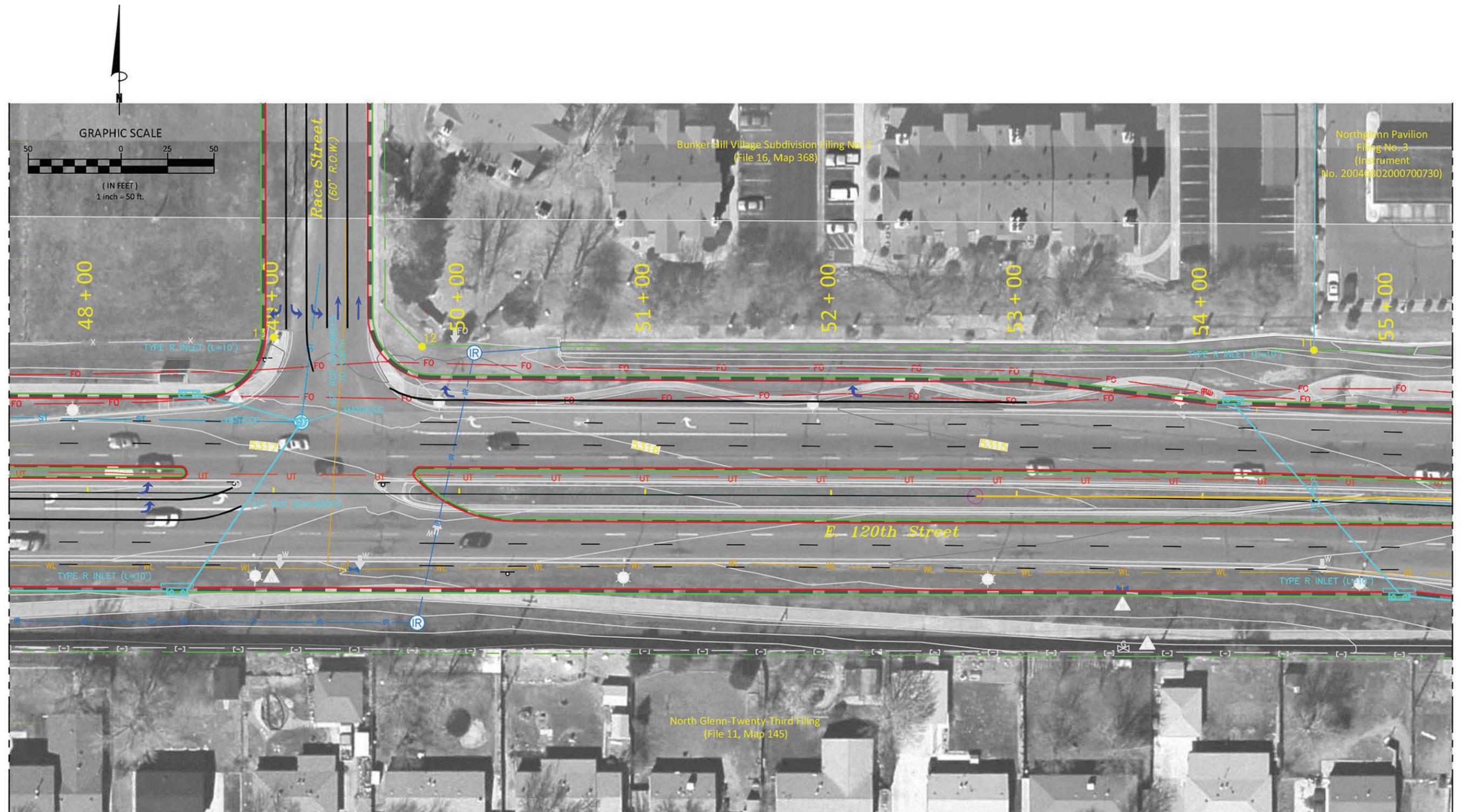


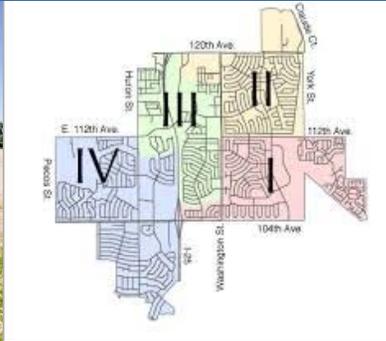
### CONCEPT ROADWAY PLANS





### CONCEPT ROADWAY PLANS





# Karl's Farm Market Analysis

## Northglenn, Colorado

August 10, 2015

Prepared for:  
City of Northglenn  
11701 Community Center Drive  
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# Conclusions

- The Karl 's Farm site is approximately 66 acres on 120<sup>th</sup> Avenue and Race Street in the City of Northglenn.
- The site has excellent vehicular access and visibility. Additionally, the site will have direct access to the future Eastlake Station, slated to be completed by 2018.
- Eastlake Reservoir #1 north of the site as well as future open space and trails could provide an important recreational amenity.
- The property is bordered primarily by 3-story walk up apartments. The 120<sup>th</sup> Avenue corridor from Claude Court to I-25 is lined with suburban commercial centers. There are also single family subdivisions south of the site and further to the east and the north.
- There is little infrastructure on the site. One of the challenges in financing improvements is the relatively limited retail and office demand for tax increment financing. Title 32 Metropolitan District Financing is a possibility, although relatively high property tax mill rates in Northglenn (approx. 125 mills) is a consideration.
- Demographics
  - The market area is bordered by 144<sup>th</sup> Avenue to the north, 100<sup>th</sup> Avenue to the south, just west of I-25 and to the current edge of development to the east (approximately 3 mile radius).
  - The City of Northglenn has a higher proportion of seniors (persons ages 65-74 and 75+) than the market area and Adams County.
  - In the ½ mile radius around Karl's Farm, about 20% of the population falls into the millennial age group (25-34). In the market area, the City and the County, this group represents about 15% of the population.
  - The median household income in the market area is about \$67,000.
  - The population is predominantly white. In the ½ mile radius and the market area, about 25% of the population is Hispanic.

# Conclusions

- Psychographics
  - In the ½ mile radius, the majority of the population can be described as an “Educated Earner”. Single, in their 20s and 30s, earning between \$30,000-\$50,000 annually in a white collar job, college educated. The next largest group is very similar, except with incomes less than \$30,000 and with high school educations.
  - In the market area, the majority of the population can be described as “Sitting Pretty”. 20’s and 30’s, married, with incomes \$50,000 to \$60,000. Some college with white collar jobs.
- Residential
  - There has been very little recent residential construction activity in the City of Northglenn. The most recently built project, which is currently in lease-up is Carrick Bend, a 228 unit apartment project near I-25 and 120<sup>th</sup> Avenue. An interview with the developer indicates that it’s popular because of proximity to the park, new restaurants at 120<sup>th</sup> Avenue and I-25, higher end finishes (newer product than other products in the area).
  - There are a large number of apartment projects around the site and in the City of Northglenn and Thornton.
  - The closest comps have relatively low vacancies, rents at about \$1.50 per square foot with 1,2, and 3 bedroom units. The most common unit types are 2 bedroom and 2 bath units.
  - There are very few single family attached ownership projects in the market area.
  - There are a large number of single family detached residential subdivisions close to the site as well as planned north and east of the subject site.
  - **Based on past absorption and growth forecasts, it is estimated that there is demand for 900-1,800 residential units over the next 20 years on the Karl’s Farm site. This is primarily based on a multifamily unit assumption, although the site, from a market perspective, could accommodate single family detached units. There would be a strong desire for a mix of housing types, including condos and potentially townhomes, and higher density products.**

# Conclusions

- There is senior affordable housing demand which could be accommodated on the site. While demand is strong, the challenge is providing the appropriate amount of housing balanced with the desire to create an activated community. Currently, there is no demand for congregate care or assisted living units given the large supply in the market. However, demand will grow for this use over time and may be a longer term consideration.
- Retail
  - There is a fairly significant amount of retail along the 120<sup>th</sup> Avenue Corridor and along I-25.
  - **Retail demand is currently estimated at 40,000 to 50,000 square feet, although flexibility is recommended with its configuration and size.**
  - There are a number of grocery stores including Safeway, King Soopers, several Albertson's, Sprouts, Super Target in the market area.
  - An ideal anchor retail use would be a neighborhood grocery, however, that use is not currently feasible at this time, without additional residential development activity and potentially the opening of the North Metro Corridor.
- Office
  - Most of the major office activity is along the I-25 corridor. There is some office along the 120<sup>th</sup> Avenue corridor, although vacancy rates are high (19%).
  - There is reportedly a mismatch between demand and supply. There is apparently small office demand which is not being met by current supply which is primarily large floor plate offices.
  - **There would be limited demand for small neighborhood, medical, and commercial office spaces (20,000-30,000 square feet) as part of the retail / commercial development program along 120<sup>th</sup> Avenue.**
- Other Uses
  - Other uses considered but not feasible include industrial (although there is some industrial in this area, given the land use changes in the area, it is no longer considered an appropriate use). Hotels in this part of the market are primarily along I-25 as are entertainment and major regional shopping venues.

# Site Analysis

# Site Analysis

The site analysis presented on the following pages addresses a number of factors regarding the project's location that are likely to have an impact on any development program's potential for success:

- Access
- Visibility
- Traffic Volume
- Current Property Owners
- Surrounding Land Uses
- Scenic / Topographic Attributes
- Current Infrastructure
- Other Considerations



# Site Analysis

Category	Comments	Summary (Current)
<b>Access</b>	In general, the site has great vehicular access from 120 <sup>th</sup> Avenue. The Eastlake station just north and east of the property will be served by the North Metro line commuter rail system slated to be completed by 2018. There will be additional traffic signaling added to 120 <sup>th</sup> Avenue at Race Street for bus and vehicular access with access from the station to the Karl's Farm area built as part of the FasTracks project.	Currently good vehicular access and future transit access
<b>Visibility</b>	Visibility generally mirrors access – good for motorists currently. The new transit station and associated plans for increased connectivity should improve pedestrian accessibility.	Good
<b>Traffic Volume</b>	Traffic volumes on 120 <sup>th</sup> Avenue are high for an arterial road with just over 41,000 daily vehicles.	Good
<b>Current Property Owners</b>	Karl's Farm Dairy family. Does not want industrial development, big box retail. Doesn't like the apartments around them, wants senior services, including housing, and more of a neighborhood / village type development. Family is interested in selling. Legacy is important to them.	Family members are scattered. They are in contact with the City. Have received unsolicited offers.
<b>Scenic &amp; Topographic Attributes</b>	Eastlake Reservoir #1 and the adjacent open space and trails provide a recreational amenity. The middle of the property is known to flood.	Opportunity for parks to correspond with topography

# Site Analysis

Category	Comments	Summary (Current)
<b>Surrounding Land Uses</b>	The parcel is bordered on the east and west by three-story walk up apartment communities constructed in the 1990's and 2000's. The north side of the parcel abuts open space and the City's Maintenance and Operations facility. To the south, the site is bordered by a large suburban division. The future RTD commuter rail station at 124 <sup>th</sup> and Eastlake Avenues is just northeast of the site.	Generally good
<b>Infrastructure / Environmental</b>	Irma Road coming south from Thornton doesn't line up with Irma south of 120 <sup>th</sup> . Potential for odd-shaped development parcels. Pipeline on west side of property. No Infrastructure to serve new development.  City's infrastructure maps may also be incorrect so further investigations are warranted.	Potential to creatively use the offset. Exact alignment of pipeline would need to be determined. Infrastructure plan is also needed.
<b>Financing Considerations</b>	The City of Northglenn's permits and fees are lower than other jurisdictions, but its total property tax rates are higher at about 125 mills.	Consideration in thinking about Title 32 Metropolitan Districts

# Draft Vision Statement

Create a new neighborhood village for Northglenn that builds upon and reflects the important agricultural and historical heritage of the farm and its role in the growth of the local community. The area should integrate this heritage with well-designed housing for all ages (including seniors) at appropriate densities, along with significant parks and open space and related pedestrian and bicycle trails, all focused on a village center that provides community facilities, employment and educational opportunity, and supportive retail and commercial development, and all of which maximizes the opportunities provided by the area's proximity to the 124<sup>th</sup> Avenue/Eastlake RTD rail station.



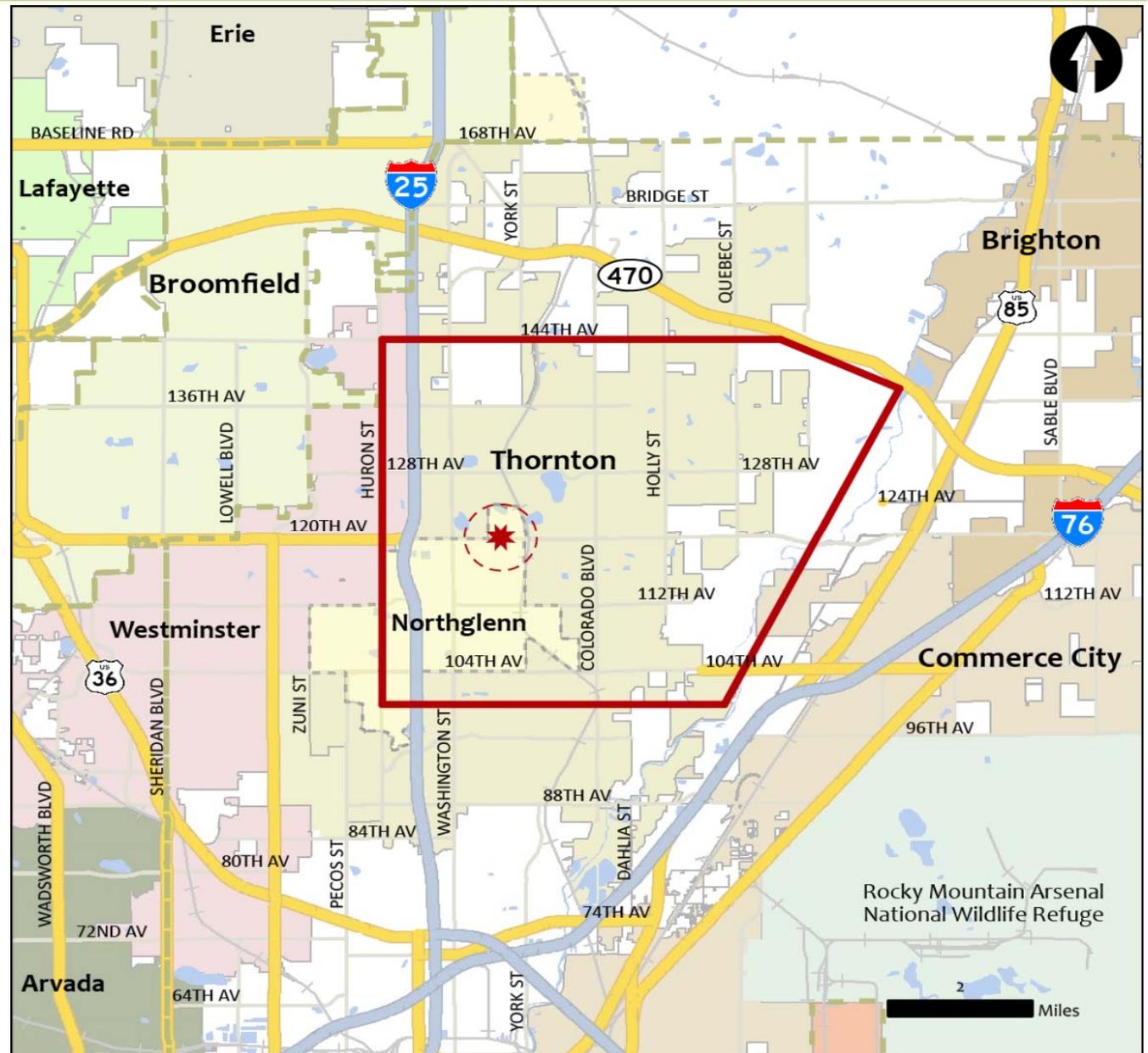


# Economic / Demographic Framework

# Market Area

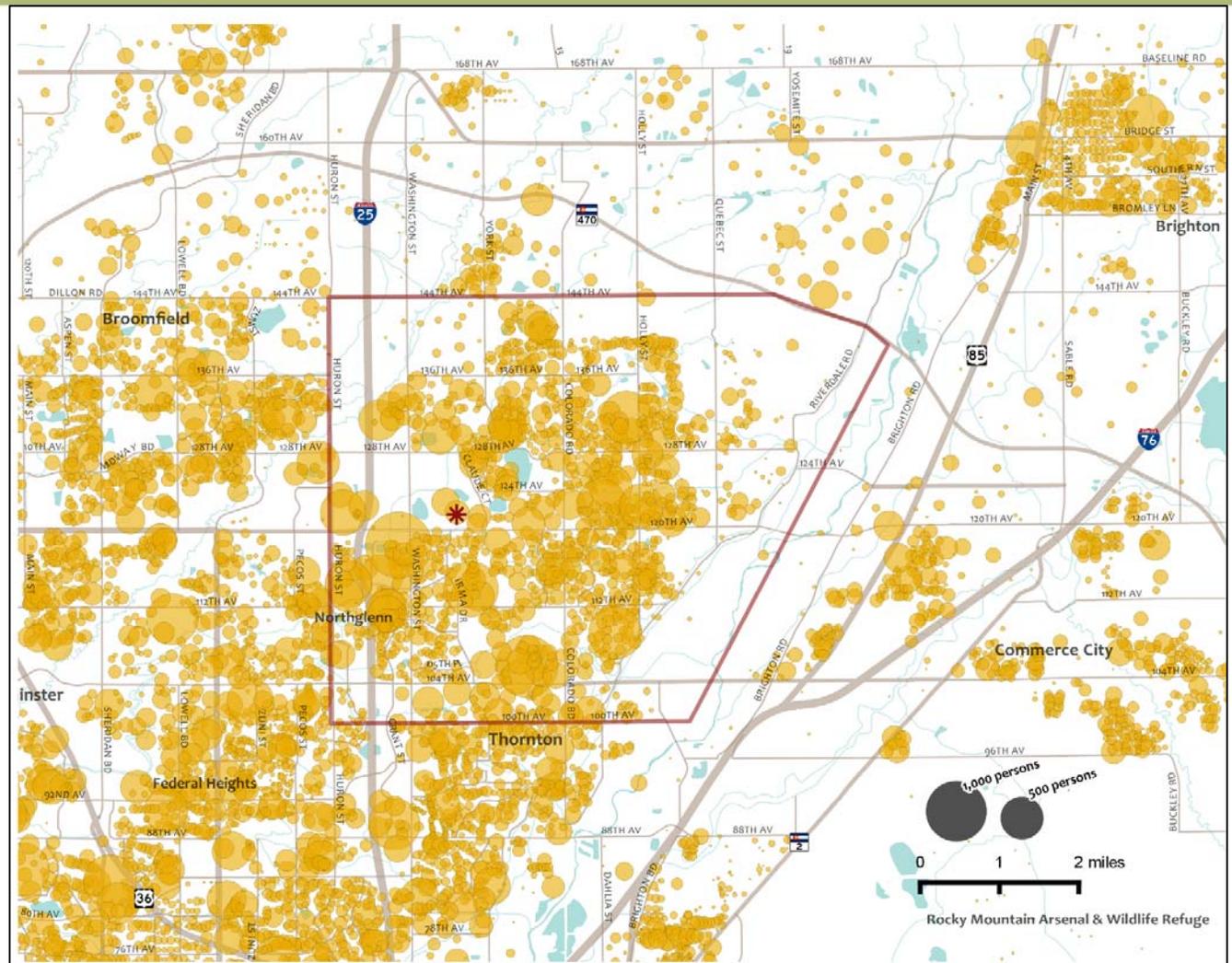
The Karl's Farm market area is an area from which a project will draw the majority of its residents (housing), patrons (retail), employees (office, industrial, institutional) and visitors and those areas will likely be a source of competition / demand.

The boundaries of the Market Area generally represent a 3 mile market area and extends just west of I-25, north to 144<sup>th</sup> Avenue, south to about 100<sup>th</sup> Avenue, and east to the current edge of development in Northglenn / Thornton.



# Population

Karl's Farm is located approximately 10 miles north of Downtown Denver in an area which saw residential growth beginning in the 1950's and 1960's. There are approximately 44,000 households in the Market Area. Average household sizes in the Market Area are about 2.8 persons per household. In the 1/2 mile radius, household sizes are smaller at 2.64, reflecting the presence of apartments surrounding the Karls' Farm site.



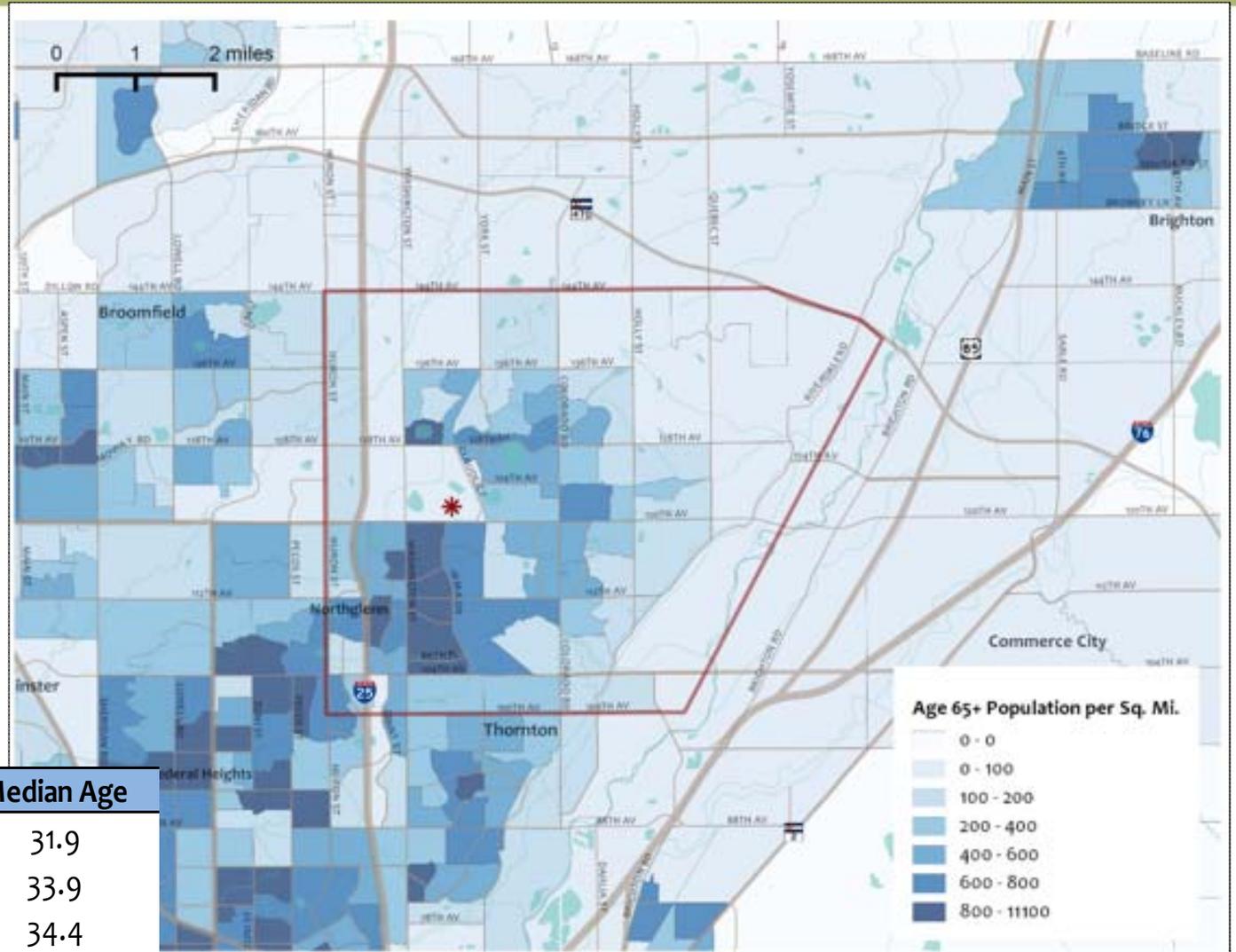
	Persons	Households	Persons / Households
1/2 Mile Radius	5,737	2,176	2.64
Market Area	122,215	43,679	2.80
City of Northglenn	37,016	14,349	2.58
Adams County	481,372	166,988	2.88

Source: Claritas, ArLand

Source: ArLand, DRCOG, Claritas, US Census

# Seniors

The City of Northglenn has a relatively higher proportion of seniors (65-74 and 75+) compared with the Market Area and Adams County.



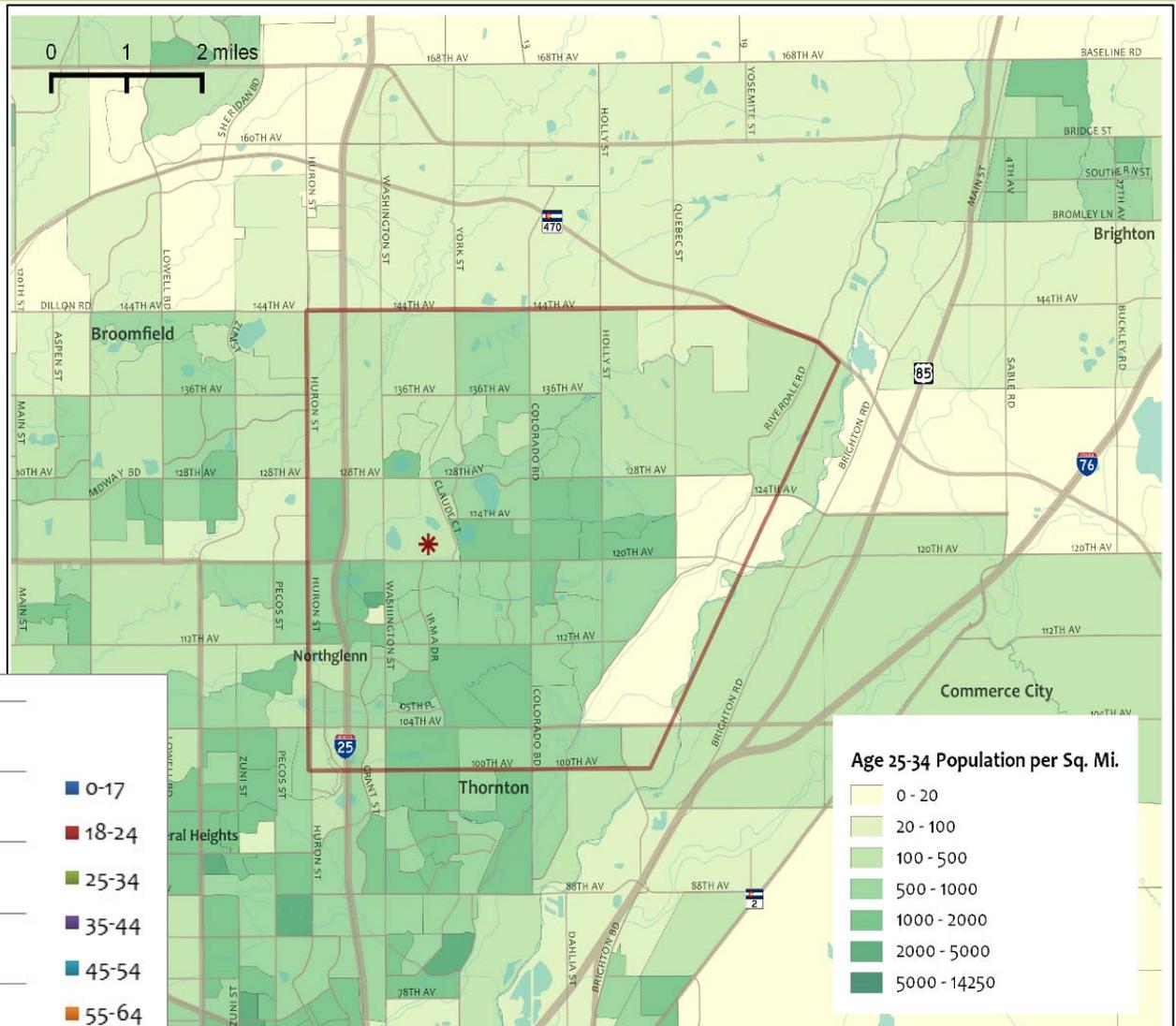
	Median Age
1/2 Mile Radius	31.9
Primary Market Area	33.9
City of Northglenn	34.4
Adams County	33.5

Source: Claritas, ArLand

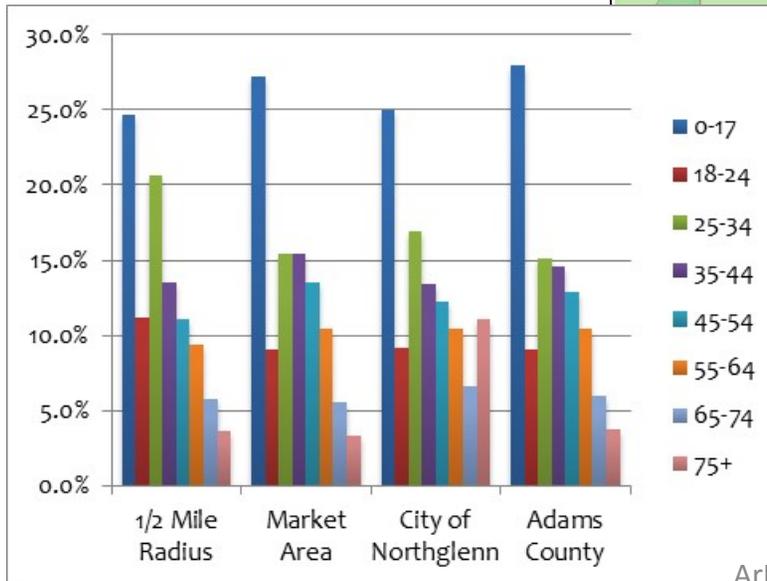
Source: ArLand, DRCOG, Claritas, US Census

# Millennials

The density of Millennials (ages 25-34) is greatest in downtown Denver, and other neighborhoods close to downtown. However, in the Northglenn area, about 15% of the population falls into this key age range. Because of the apartments, the 1/2 mile radius has a much higher proportion of households in this age group.

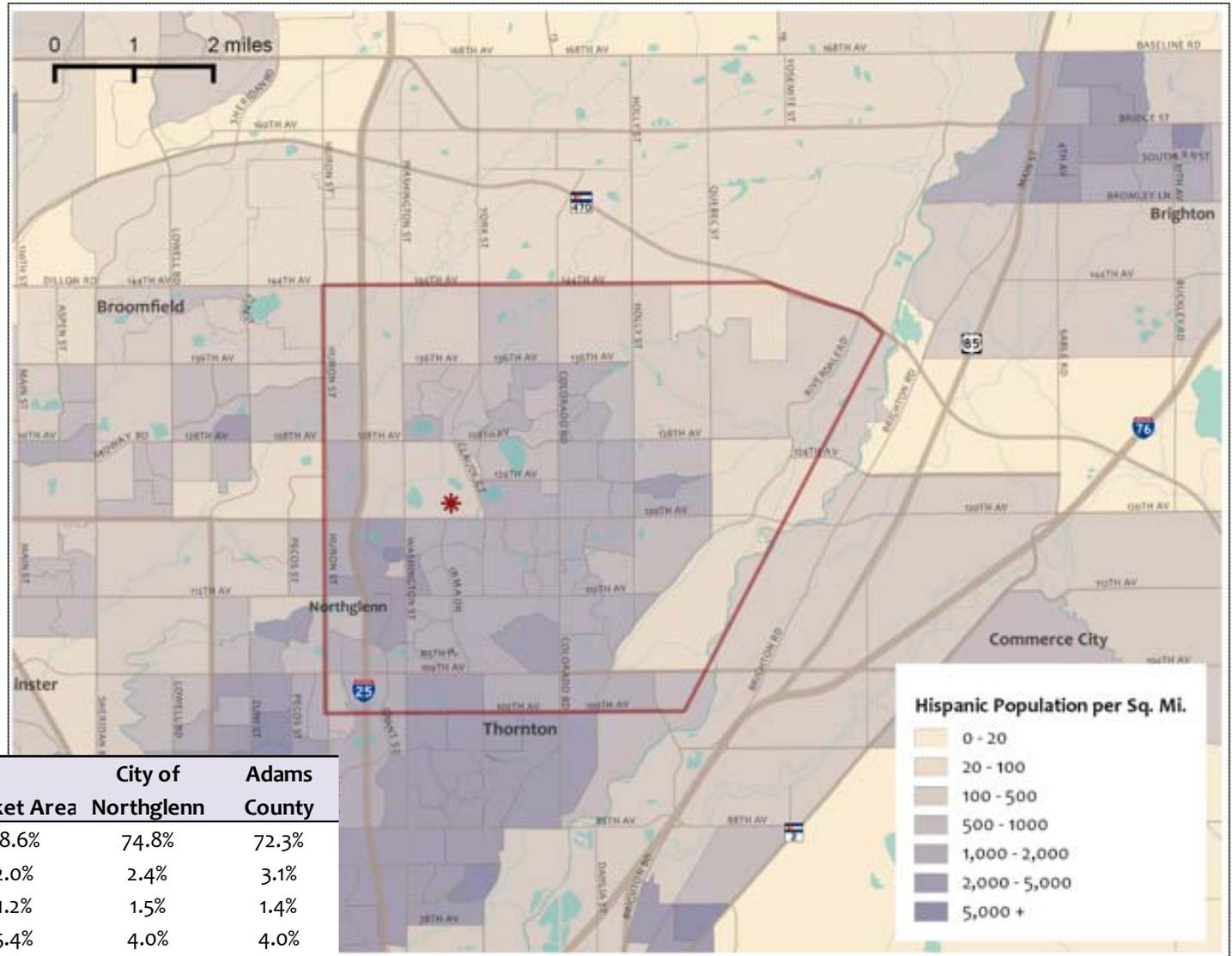


Source: ArLand, DRCOG, Claritas, US Census



# Ethnicity

The entire market area is predominantly white. A quarter to a third of the population are of Hispanic origin.



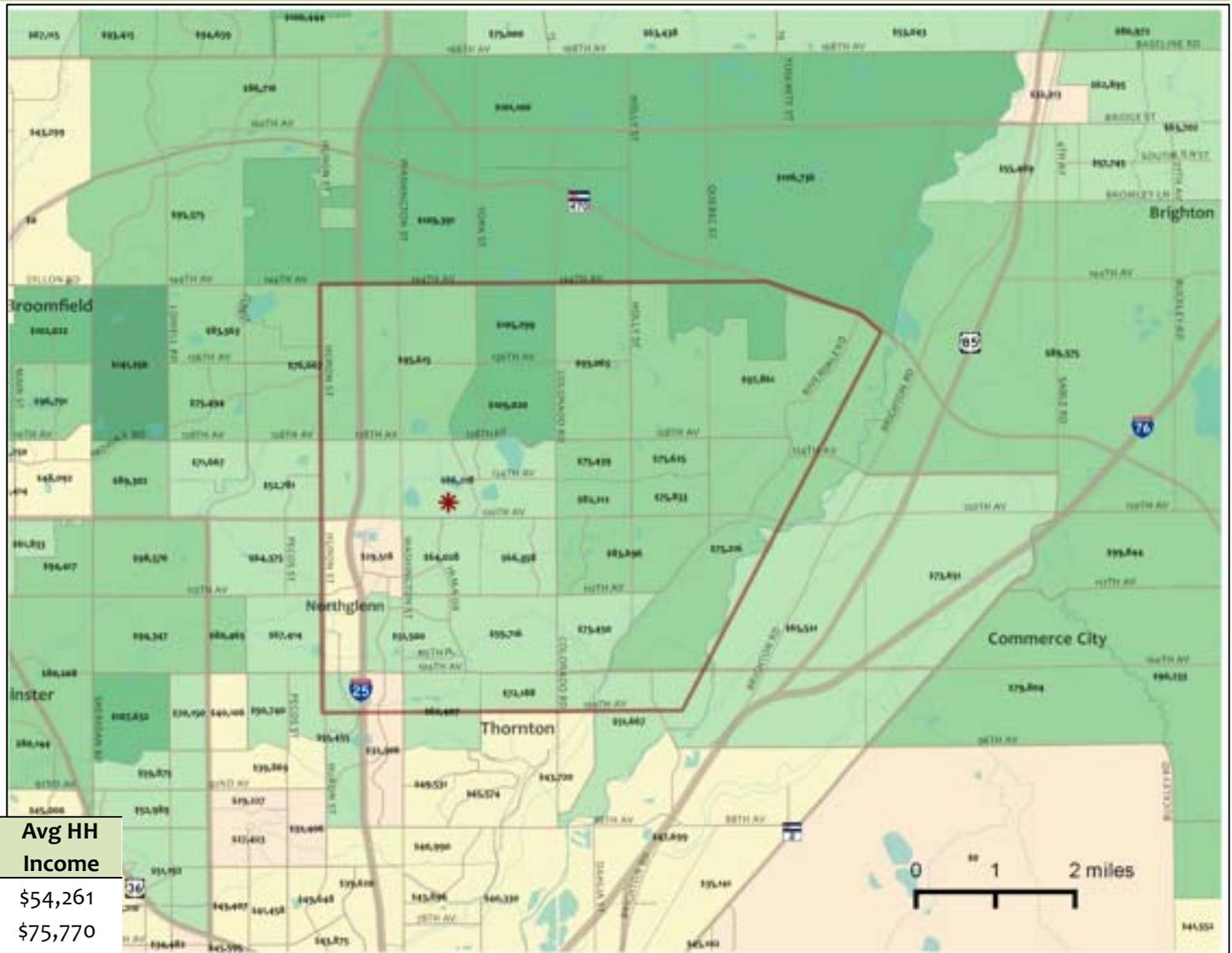
Race/Ethnicity	1/2 Mile Radius	Market Area	City of Northglenn	Adams County
White	77.8%	78.6%	74.8%	72.3%
Black	2.1%	2.0%	2.4%	3.1%
American Indian	1.0%	1.2%	1.5%	1.4%
Asian/Pacific Island	3.2%	5.4%	4.0%	4.0%
Other / Two or mo	15.9%	12.9%	17.2%	19.2%
Hispanic Origin*	25.4%	25.5%	31.7%	38.9%

Source: ArLand, DRCOG, Claritas, US Census

Source: Claritas, ArLand  
\* can be of any race

# Incomes

The Market Area has the highest median household incomes at nearly \$67,000 (2015 estimates). The average household income is \$76,000 in this area.



	Median HH Income	Avg HH Income
1/2 Mile Radius	\$42,780	\$54,261
Market Area	\$66,686	\$75,770
City of Northglenn	\$49,377	\$57,883
Adams County	\$57,751	\$69,066

Source: Claritas, ArLand

Source: ArLand, DRCOG, Claritas, US Census

# Household Growth

Forecast growth in the market area (DRCOG) is approximately 1% annually through 2035. In the broader area, the greatest amount of future household growth is forecast for the areas around E-470. The areas in white are predominantly areas that are currently built out (or open space).



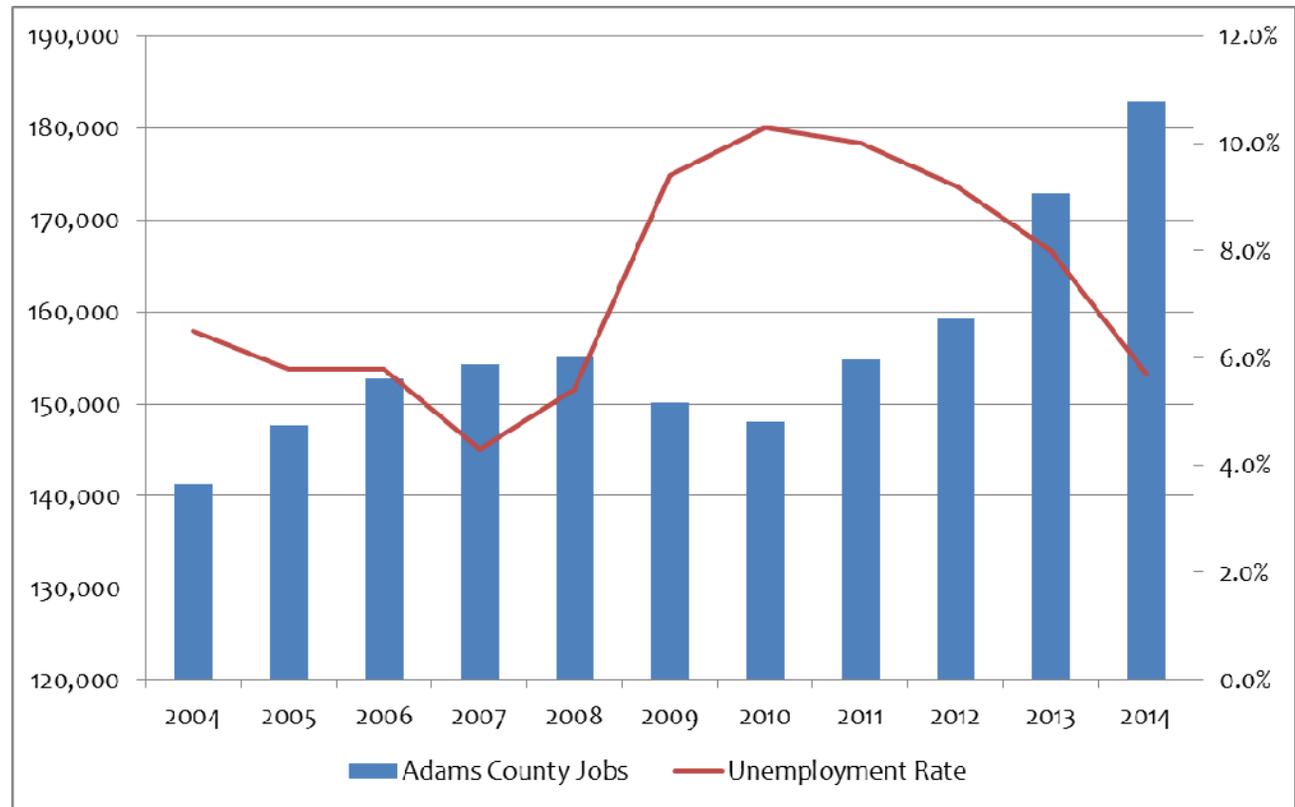
Source: ArLand, DRCOG, Claritas, US Census

	Population	Households	Persons / HH
2015	122,215	43,679	2.80
2020	128,710	45,895	2.80
2025	135,210	48,293	2.80
2035	148,615	54,260	2.74
<b>Change 2015-2035</b>	<b>26,400</b>	<b>10,581</b>	<b>-0.06</b>
<b>CAGR 2015-2035</b>	<b>1.0%</b>	<b>1.1%</b>	<b>-0.1%</b>

Source: DRCOG, ArLand, Claritas

# Adams County Employment

There has been an overall net gain of more than 41,000 jobs in Adams County from 2004 to 2014. Employment numbers reached a peak in 2008 and dropped sharply in 2009, due to the Great Recession. There has been steady employment growth since 2011.



Source: Colorado Department of Labor & Employment, BLS, ArLand

# Adams County Employment

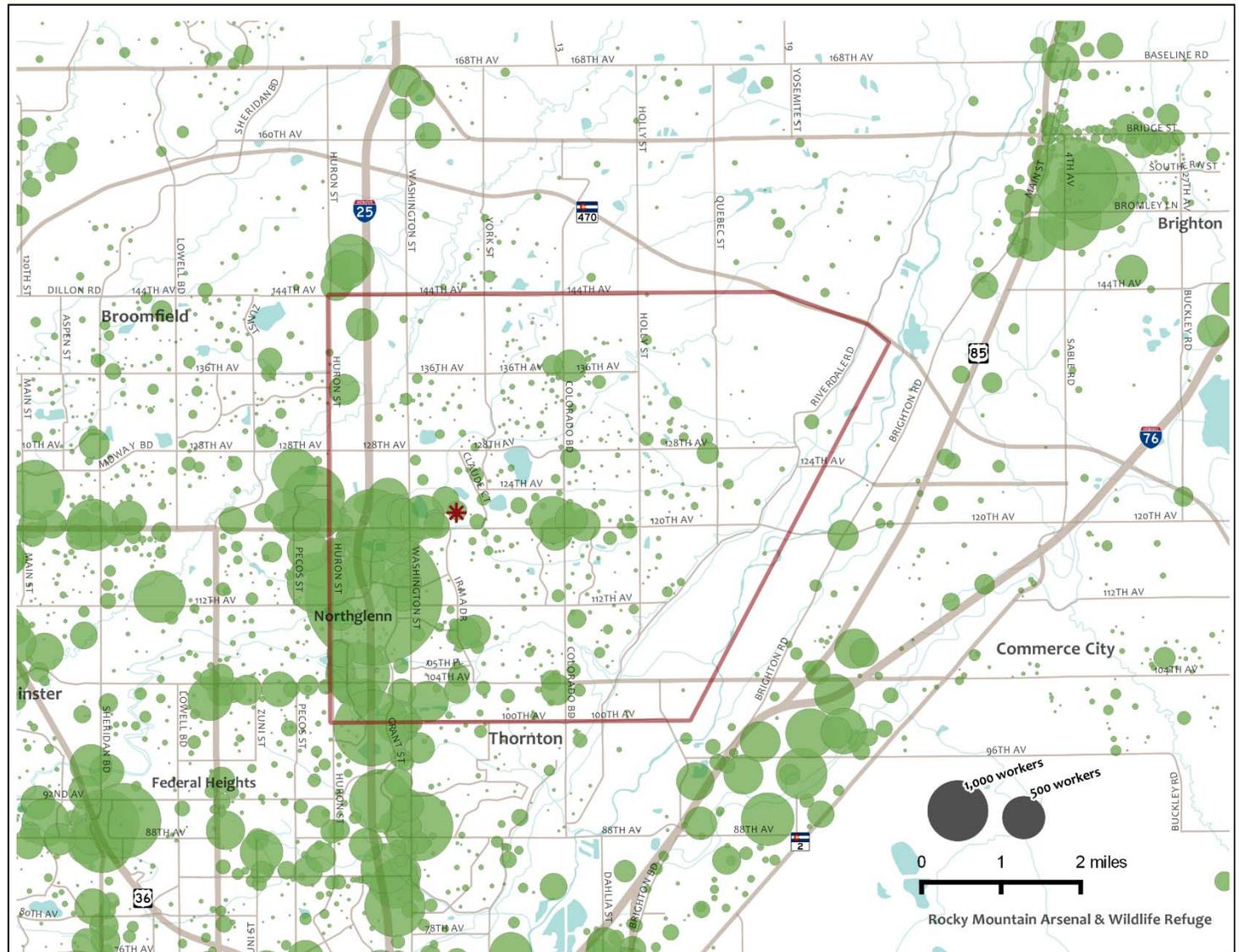
Industry	2004	2009	2014	Change 2004- CAGR 2004-	
				2014	2014
Agriculture, Forestry, Fishing and Hunting	987	1,069	1,138	151	1.6%
Mining	231	241	693	462	13.0%
Utilities	883	792	649	-234	-3.4%
Construction	17,509	15,056	19,257	1,748	1.1%
Manufacturing	13,345	10,803	13,110	-235	-0.2%
Wholesale Trade	13,185	13,425	15,077	1,892	1.5%
Retail Trade	15,037	16,667	19,028	3,991	2.7%
Transportation and Warehousing	14,965	13,972	13,936	-1,029	-0.8%
Information	1,749	2,296	2,501	752	4.1%
Finance and Insurance	3,332	2,838	3,062	-270	-0.9%
Real Estate and Rental and Leasing	2,718	2,691	2,812	94	0.4%
Professional, Scientific, and Technical Services	3,715	4,814	5,451	1,736	4.4%
Management of Companies and Enterprises	1,178	1,577	1,371	193	1.7%
Administrative and Support and Waste Management	8,992	9,390	11,082	2,090	2.3%
Educational Services	11,182	13,362	12,409	1,227	1.2%
Health Care and Social Assistance	9,092	15,446	17,027	7,935	7.2%
Arts, Entertainment, and Recreation	1,493	1,427	1,266	-227	-1.8%
Accommodation and Food Services	10,520	12,313	14,205	3,685	3.4%
Other Services (except Public Administration)	4,340	4,653	5,288	948	2.2%
Public Administration	6,859	7,320	7,483	624	1.0%
<b>Total</b>	<b>141,313</b>	<b>150,160</b>	<b>182,843</b>	<b>41,530</b>	<b>2.9%</b>

Source: Colorado Department of Labor & Employment, BLS, ArLand

# Adams County Employment

In 2014, most of the county's jobs were in Construction, followed by Retail Trade, Health Care and Social Assistance, Wholesale Trade, Accommodation and Food Services, and Transportation and Warehousing.

Not surprisingly, most of the region's jobs are located along highways and major arterials.



Source: ArLand, DRCOG, Claritas

# Psychographics

# Psychographics

Psychographics is a term used to describe the characteristics of people and neighborhoods which, instead of being purely demographic, speak more to attitudes, interests, opinions and lifestyles.

Commercial retail developers are interested in understanding a community's psychographic profile, as this is an indication of its resident's 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 product types.

The segments and neighborhood groups for residents in the ½ mile radius and market area are depicted.

## Top Neighborhood Groups

Group	% in ½ mile radius	% in 3 mile radius
Urban Cliff Dwellers	45.8%	7.2%
Urban Cliff Climbers	0%	44.1%
Single in the Suburbs	42.9%	19.0%
Married in the Suburbs	0%	11.7%
Going it Alone	11.3%	5.0%

## Top Dominant Segments

Segment	% in ½ mile radius	% in 3 mile radius
Educated Earners	42.9%	9.6%
Sitting Pretty	0%	29.6%
Strapped	24.5%	1.8%
Social Whirls	21.3%	0%
Charmed Life	0%	19.5%

# Psychographics Preferences by Group

Neighborhood Group	Preference Overview
<b>Urban Cliff Dwellers</b>	<p>“Exceptionally ordinary” is the best way to describe Urban Cliff Dweller segments. Just as they are average in income, education, and occupations, they are also average in spending on and participating in everything from computer purchases, to groceries, to leisure activities. Most likely these neighborhoods do not rank above-average in most purchasing areas predominantly due to their lower income levels. In other words, they simply don’t have the money for extra spending after paying the mortgage or rent, utilities, and the car payment (most likely a small domestic make and model).</p>
<b>Urban Cliff Climbers</b>	<p>While Urban Cliff Climbers share several demographic similarities, their differences are glaringly obvious once you start looking at their purchasing patterns. This six-segment category is divided evenly into two consumer types: the high-purchase-high-activity group and the low-purchase-low-activity group. The first group includes: Charmed Life (the biggest spenders), Sitting Pretty, and Kindred Spirits. The second group includes: Middle of the Road, White-Collar Status, and Blue-Collar Starts.</p>
<b>Single in the Suburbs</b>	<p>Most of the households in these areas have children, with a much higher-than-average rate of single-parent households. Presumably they could be viewed as “starter suburbanites” who may move up to better suburban environs as they mature. In this category, you’ll find a cross-section of single lifestyles in the suburbs. They include active consumers, minimally active consumers, and minimalists. The most active consumers are the Educated Earners, whose higher incomes afford them the opportunity to pursue a wide range of interests. The minimally active consumers in this category are Suburban Singles, whose smaller incomes require more conservative spending.</p>

## Psychographics Preferences by Group

Neighborhood Group	Preference Overview
<b>Married in the Suburbs</b>	The Married in the Suburbs segments are populated by well-educated, white-collar workers. Everyone has a high-school degree and the vast majority of residents are college-educated. While not wealthy, Married in the Suburbs residents do very well at earning enough to support comfortable and active family-centered lifestyles.
<b>Going it Alone</b>	Like Thriving Alone segments, Going it Alone segments are single. But unlike Thriving Alone residents, Going it Alone singles are living modest lives with only a few luxuries. In fact, the common characteristic of Going it Alone segments is their propensity to live as well as possible despite their means. These residents are a true testament to finding opportunities for comfort and enjoyment no matter what their economic, education, age, and family status — whether it's through domestic travel, premium beer, rock concerts, or the occasional fast-food treat.

Source: Business Decisions, ArLand

# Resident Segment Profile Summary

½ mile radius

Educated Earners (1,704/42.9%)	
Median Age	20s/low 30s
Family Status	Single
HH Income	\$30k - \$50k
Urbanization	Suburban
Education	College
Occupation	White Collar
Group	Single in Suburbs

Strapped (973/24.5%)	
Median Age	30s
Family Status	Married
HH Income	\$30k or less
Urbanization	Urban
Education	High School
Occupation	White/Blue Collar
Group	Urban Cliff Dwellers

Social Whirls (847/21.3%)	
Median Age	30s
Family Status	Married
HH Income	\$50k - \$70k
Urbanization	Urban
Education	High School
Occupation	White Collar
Group	Urban Cliff Dwellers

Solo Acts (244/6.1%)	
Median Age	20s/low 30s
Family Status	Married & Single
HH Income	\$30k - \$50k
Urbanization	Urban
Education	High School
Occupation	White Collar
Group	Going it Alone

Hard Act to Follow (205/5.2%)	
Median Age	30s
Family Status	Married & Single
HH Income	\$30k - \$50k
Urbanization	Urban
Education	High School
Occupation	White Collar
Group	Going it Alone

ArLand Land Use Economics

# Resident Segment Profile Summary

## Market Area

Sitting Pretty (38,469/29.6%)		Educated Earners (12,553/9.6%)		Charmed Life (12,350/9.5%)	
Median Age	20s/low 30s	Median Age	20s/low 30s	Median Age	20s/ low 30s
Family Status	Married	Family Status	Single	Family Status	Married
HH Income	\$50k - \$60k	HH Income	\$30k - \$50k	HH Income	\$50k - \$60k
Urbanization	Urban	Urbanization	Suburban	Urbanization	Urban
Education	Some College	Education	College	Education	Some College
Occupation	White Collar	Occupation	White Collar	Occupation	White Collar
Group	Urban Cliff Climber	Group	Single in Suburbs	Group	Urban Cliff Climber

Suburban Singles (9,891/7.6%)		Couples with Capital (7,179/5.5%)		The Sweet Life (5,406/4.2%)	
Median Age	20s/low 30s	Median Age	30s	Median Age	20s/low 30s
Family Status	Married & Single	Family Status	Married	Family Status	Married
HH Income	\$30k - \$50k	HH Income	\$70k - \$90k	HH Income	\$70k - \$90k
Urbanization	Suburban	Urbanization	Suburban	Urbanization	Urban
Education	High School	Education	College	Education	College
Occupation	White Collar	Occupation	White Collar	Occupation	White Collar
Group	Single in Suburbs	Group	Married in Suburbs	Group	Crème de la Crème

# Residential Market Conditions

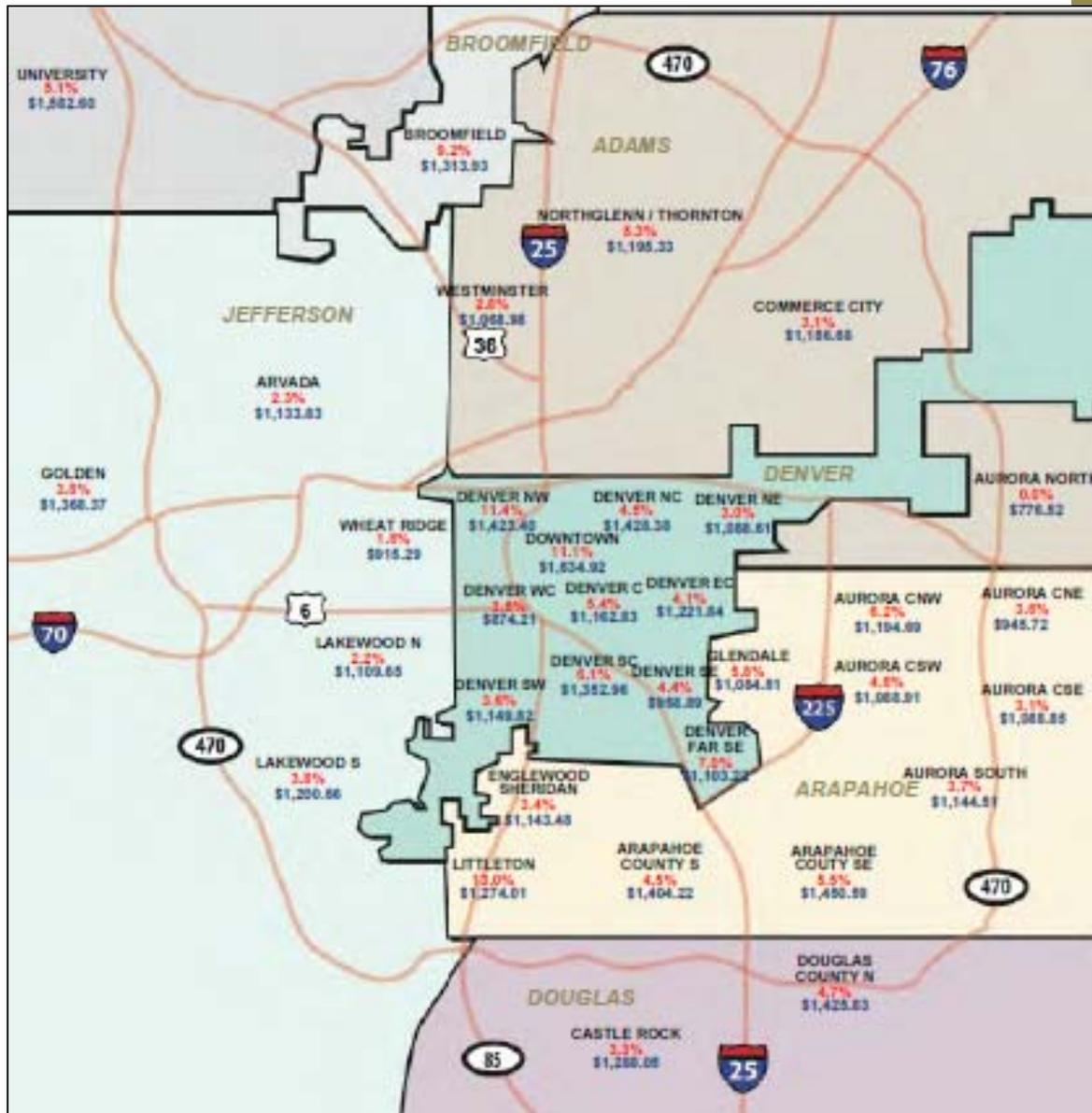
# Building Permits

City	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total	Avg	% 5+ Units MF
Broomfield	1,082	1,060	827	160	232	229	2,010	896	820	<b>7,316</b>	813	55.1%
Thornton	1,045	826	344	240	260	260	527	309	376	<b>4,187</b>	465	14.6%
Commerce City	818	480	248	132	240	116	192	384	354	<b>2,964</b>	329	2.2%
Westminster	320	168	88	44	48	96	148	32	34	<b>978</b>	109	8.1%
Federal Heights	2	20	5	3	5	3	4	2	12	<b>56</b>	6	0.0%
<b>Northglenn</b>	1	0	0	0	0	0	0	229	0	<b>231</b>	26	99.0%

Source: ArLand, HUD SOCDs

Since 2006, there have been 2 single family residences and the 228 unit Carrick Bend on Community Center Drive built in Northglenn. In the larger region, of the 15,731 units permitted since 2006, 32% of the permits were issued for multifamily units with at least 5 units. The remainder were primarily for single family detached units.

# Rental Housing



(2 Q 2015) Northglenn / Thornton vacancies at about 5.3% compared to downtown Denver at 11.1%. Many new properties in lease up in downtown Denver. Average rents in Northglenn / Thornton are 73% of downtown rents. Average rents downtown are \$1,635 compared to Northglenn / Thornton rents at \$1,195.

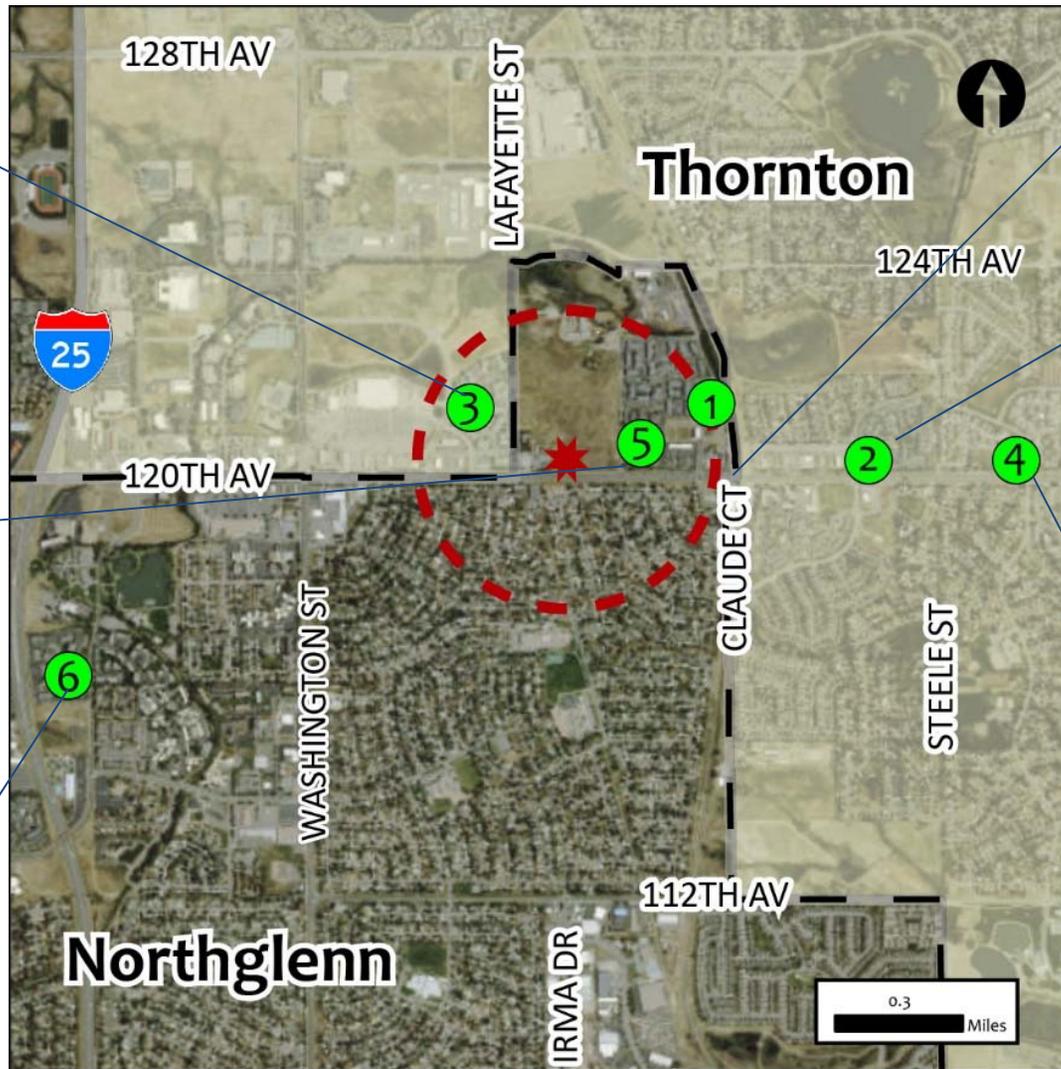
Source: Apt. Association of Metro Denver, ArLand

# Rental Comps (3Q 2015)

3. Red Hawk Ranch  
 384 Units  
 8% Vacancy  
 1, 2 & 3 BRs  
 \$1.50 / sf rents  
 Built in 2001  
 17 Dus/Ac  
 Plans to expand

5. Keystone  
 208 Units  
 6% Vacancy  
 1 & 2 BRs  
 \$1.57 / sf rents  
 Built in 1986  
 24 Dus / ac

6. Carrick Bend  
 228 Units  
 Built in 2013 / 2014  
 1, 2, & 3 BRs  
 \$1.47 / sf rents  
 25 Dus/ac  
 Leasing up



1. Griffis North Metro  
 228 Units  
 3% Vacancy  
 1, 2 & 3 BRs  
 \$1.50 / sf rents  
 Built in 2001  
 23 Dus / Ac

2. Waterford Place  
 335 Units  
 1% Vacancy  
 1,2 & 3 BRs  
 \$1.52 / sf rents  
 Built in 1998  
 18 DUs / Ac

4. Madison Park  
 344 Units  
 5% Vacancy  
 1,2, & 3 BRs  
 \$1.40 / sf rents  
 Built in 2004  
 13 Dus / Ac

Source: Colorado Apartment Insights, ArLand

## Other Residential Types

- Submittal under review at City of Northglenn for 36 duplexes and 1 single family residence at 12185 Claude Ct. The average size per unit will be approximately 2,300-2,400 sf for the duplexes and 2,200 sf for the single family residence. They will be ownership units.
- Very few single family attached ownership units in market. At 127<sup>th</sup> Avenue and Colorado Boulevard, Terra Lago Attached Townhomes are being sold for \$260,000 to \$292,000 at \$130 / sf, 1,969 to 2,297 sf on 4,300 sf lots.
- Newer resale residences (2000's) just east of Karl's Farm generally range from \$160 / sf to \$200 / sf for 3 and 4 bedroom houses. Older homes (1970's) to the south are priced much lower at about \$120 / sf.
- New single family detached units north and east of the market area range from \$204,800 to \$631,000 at about \$150 / sf.

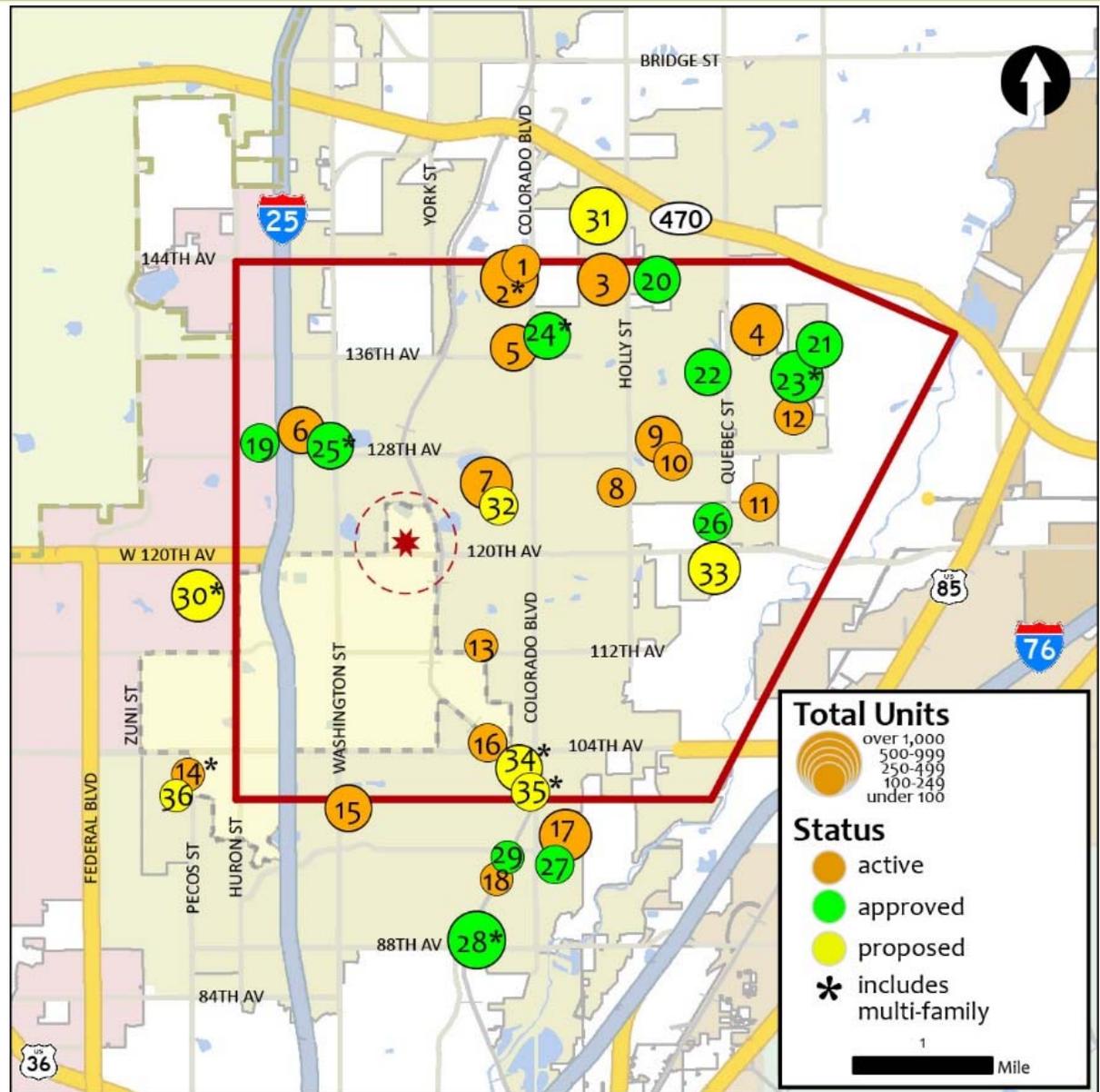


# Planned Residential

There are a total of 2,526 multi-family units and 6,576 single family units in the development pipeline shown in the attached map, including projects outside of the market area.

A number of these projects, particularly those closer to E-470, are larger and will take a number of years to materialize.

Inside the market area, there are a total of 1,597 multi-family units and 4,908 single family units proposed in the market area.



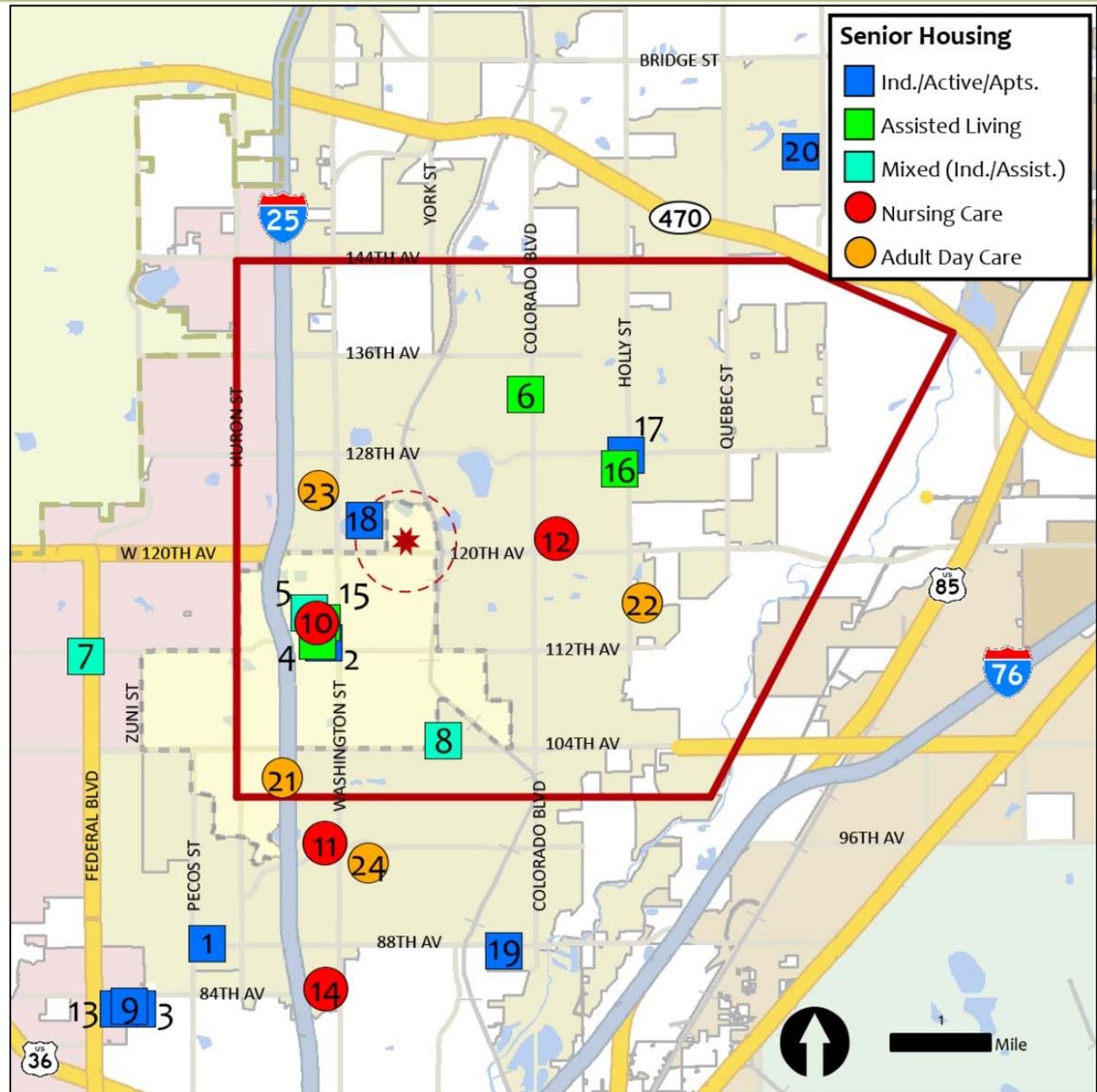
Source: ArLand, Municipalities in market area



# Senior Housing

While Northglenn has a significant senior population, it also has a number of senior facilities and services. Area facilities include Independent and Assisted Living, Alzheimer's care, nursing, and day care.

There are an estimated 938 Independent (Congregate care), Assisted Living, and Alzheimer's Units in the market area. There are about 400 estimated senior housing units in the market area including manufactured housing.



# Senior Housing

Existing senior affordable apartments generally have long waiting lists and very high occupancies. While there is significant senior affordable housing demand in the general market, the challenge is providing the appropriate amount of housing balanced with the desire to create an activated community.

## Senior Housing Demand

	2015	2020
Number of Age Qualified Persons	2,856	3,683
Number of Age and Income Qualified Persons	1,888	2,531
Percent Living Alone	50%	50%
Number of Existing Age Restricted Senior Units [1]	402	402
<b>Potential Demand</b>	<b>542</b>	<b>863</b>

Source: Dixon-Hughes, US Census; Claritas, ArLand

[1] includes Thornton Estates Manufactured Homes which provides affordable housing options for seniors

## Congregate Care and Assisted Living Demand

	2015	2020	2015-2020
Number of Age Qualified Persons	2,856	3,683	827
Number of Age and Income Qualified Persons	1,888	2,531	643
Percent Requiring Assistance	28%	28%	
Percent Living Alone	50%	50%	
Estimate Number of Age-Qualified Individuals	400	516	
Estimate Number of Age and Income Qualified Persons	264	354	90
5% of Caregiver Aged Population	525	641	115
Number of Existing Competitive IL and AL Units	938	938	
Number of Market Area Planned Units	--	--	
<b>Potential Demand</b>	<b>-148</b>	<b>57</b>	

ArLand Land Use Economics

There are a significant number of independent and assisted living units in the market area. Within the market area, there are an estimated 938 units and a number of other facilities in the general regional area. While additional research would be necessary to ascertain vacancy rates at existing facilities, there doesn't appear to be current demand for this use based on the available unit count and an estimate of persons requiring these types of services. However, demand will grow as the population grows and ages.

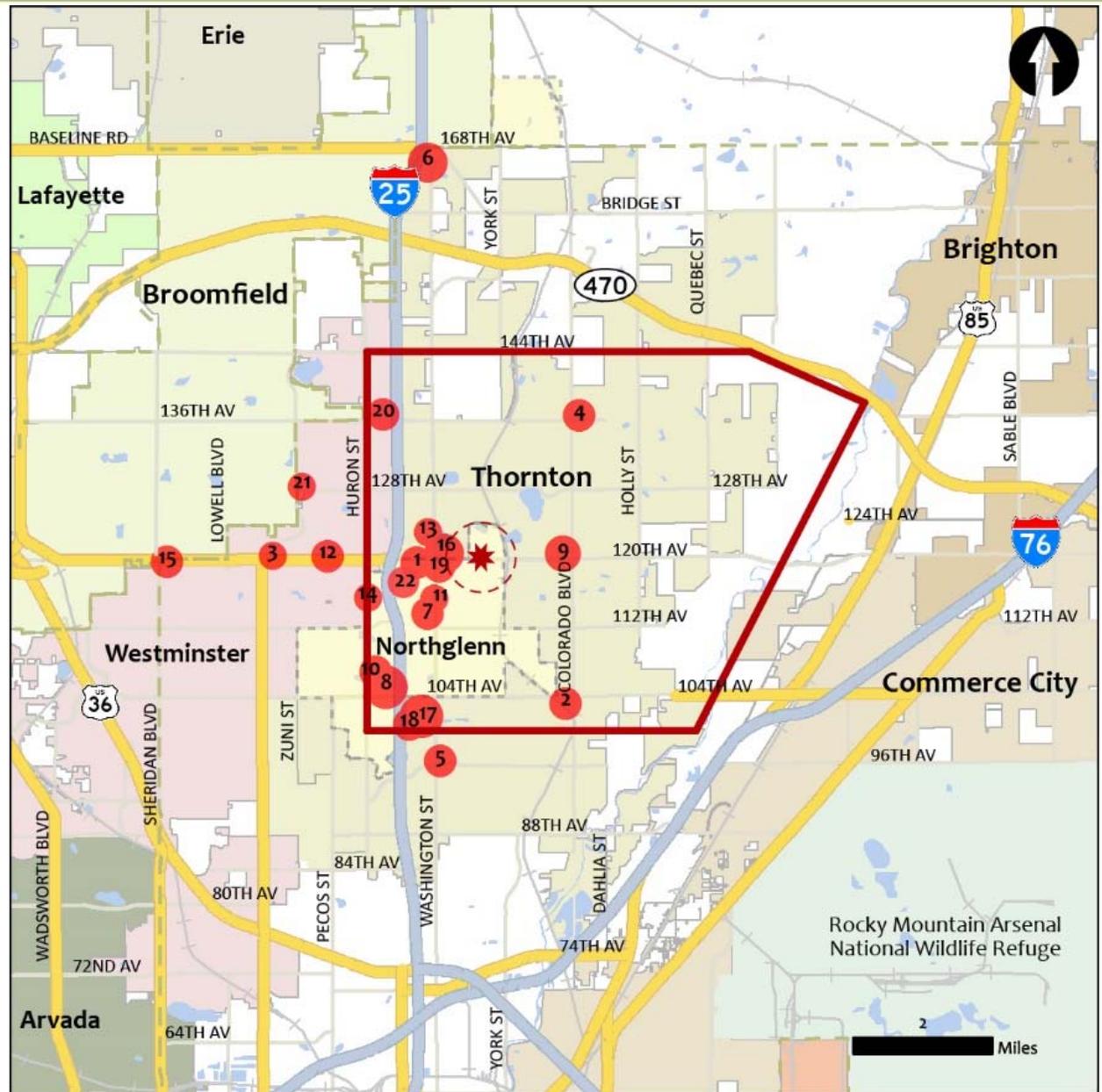
35

# Retail Market Conditions

## Retail Centers

120<sup>th</sup> Avenue is a continuous retail and restaurant corridor from Colorado Boulevard west to Sheridan Boulevard. There are also clusters of retail along Washington Street from 96<sup>th</sup> Avenue north to 120<sup>th</sup> Avenue. There is approximately 3.375 million square feet of retail and restaurants within major centers in the market area.

On the 120<sup>th</sup> Avenue corridor from I-25 to Claude Court (just east of Karl's Farm), there is approximately 1.7 million square feet. Vacancies along 120<sup>th</sup> are approximately 6.7% according to CoStar. Average lease rates are \$18.50 nnn.



# Retail Tenants

Wide variety of retail and restaurant tenants in the market area. At 120<sup>th</sup> Avenue and I-25, at the Webster Lake Promenade (#22), there are a variety of new restaurant tenants new to the market area

Map ID	Name	Address	Yr	GLA	Stores	Type	Grocery	Anchors	Tenant List
1	Albertson's Center	420 E 120th Ave	NA	63,828	14	Neighborhood	Yes	Albertson's	Party City, Petco, GNC, Discount Liquor, Cost Cutters, Tasty Garden, Hair & Nails, Select Physical Therapy, Snappy Nails & Spa, Second Hand Kids, Anytime Fitness
2	Colorado Marketplace	3778 E 104th Ave	1998	106,426	15	Community	Yes	Albertson's	O'Reilly Auto Parts, First Bank, McDonalds, H&R Block, Thollot Jewelry, Pizza Hut, Quizno's
3	Country Club Village	2851 W 120th Ave	2008	33,147	10	Neighborhood	No	No Major Anchors	Firstier Bank, Baker St Pub, Caribou Coffee, Village Bistro, Jewelry, My Dentist, B Fitness, Edible Arrangements,
4	Hilltop Village	4243 E 136th Ave	2003	100,028	22	Neighborhood	Yes	King Soopers	Dentist, Great Clips, Taco Bell, Pre-School, Wendy's, First Bank, Grease Monkey
5	Lambertson Lakes	771 Thornton Pkwy	2004	109,944	19	Community	Yes	Safeway	TCF Bank, Chipotle, Jackson Hewitt, Comfort Dental, Dry Cleaner, The Egg & I, Great Clips
6	Larkridge Retail Center	16557 Washington St	NA	441,959	51	Regional	No	Home Depot, Sears Grand, Costco	Toys/Babies R Us, Dick's, Bed Bath & Beyond, Pier 1 Imports, Office Max, Petsmart, Buffalo Wild Wings, La Fogata, Chik-Fil-A, Chili's, Famous Dave's
7	Malley Heights Shopping Center	450 Malley Dr	1978	86,383	25	Neighborhood	No	Mile High Thrift Store	EZ Pawn, The Green Solution, Dollar Shop, Cricket, Dry Cleaners, Laundromat, Hair Escape
8	Marketplace at Northglenn	10578 Melody Dr	1999	652,272	41	Regional	No	Lowes	Petsmart, Office Depot, Ulta, Bed Bath & Beyond, Ross, Radio Shack, Cinzettis, Gunther Toody's
9	Mission Trace North	3801-3929 E. 120th Avenue	1984	235,000	61	Community	Yes	King Soopers	Ace Hardware, Old Chicago, Carpet Mill, Dry Cleaner, Church
10	Northglenn Shopping Center	10669-10697 Melody Dr.	1990	73,624	10	Neighborhood	No	Dollar City	Barber, Antique Store, Mexican Restaurant

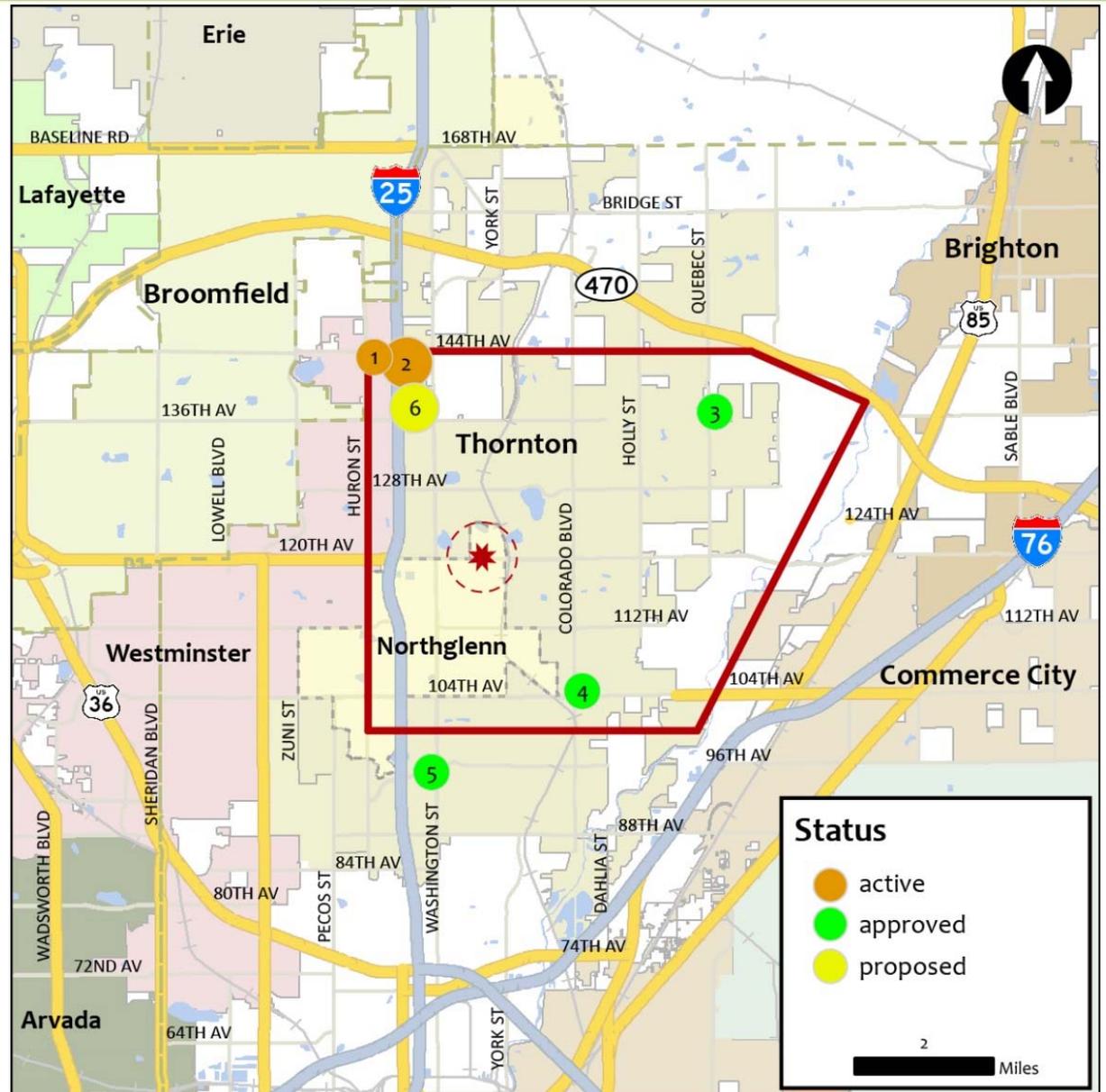
## Retail Tenants (cont'd)

11	Palmer Plaza Shopping Center	11455 Washington St.	1987	16,230	8	Neighborhood	No	No Major Anchors	Fantastic Sams, Abbey Carpet & Tile, Sherwin Williams, Curves, Nails, Check Cash, Teriyaki
12	Park Plaza	12001-12057 Pecos St	1982	63,828	14	Neighborhood	No	No Major Anchors	Pizza Hut, 7-11, Cricket, Jersey Mikes Subs, Karate, Cleaners, Wine & Spirits, Salon, Hookah Station, Kabob Station
13	Pinnacle at Washington Square	12295 Pennsylvania St	NA	10,198	10	Community	No	No Major Anchors	Vet Hospital, All Climate Systems, ARK Plumbing, H&H Builders, Team Direct
14	Road Masters Auto Center	11550 Huron St	NA	30,589	5	Neighborhood	No	No Major Anchors	Goodyear, Max Air, Splash Windows Tinting, Exhaust Pros
15	Sheridan Crossing Shopping Center	4830 W 120th Ave	1996	132,586	22	Community	Yes	Sprouts, Staples, 24 Hour Fitness	Big Lots, Fox & the Hound, IHOP, Wendy's, Jamba Juice
16	Thorncreek Crossing	931-1301 E. 120th Avenue	2002	386,000	33	Community	Yes	Super Target	Barnes & Noble, Office Max, Michaels, Cost Plus World Market, Sprouts
17	Thornton Marketplace	10160 Grant St.	2005	35,000	5	Neighborhood	No	Old Chicago	McDonalds, Tires Plus
18	Thornton Town Center	10001-10003 Grant St.	1990	562,981	30	Regional	Yes	SuperCenter, Home Depot	GNC, Family Christian, Gander Mtn., Gordmans
19	Washington Center	11870 Washington St.	1980	80000	16	Neighborhood	No	No Major Anchors	Pizza Hut, Quality Auto Sound, Smashburger, Subway, Check Cashing, Metro PCS, Colorado Drivers License
20	Westminster Crossings	13640 Orchard Pkwy	NA	63,828	14	Community	No	Lowes	Starbucks, Big City Burrito, Pet Grooming, Subway, Chase Bank, Carl's Jr, Mathnasium, Slimgenics, Fine Wine & Spirits, Venus Nails
21	Willow Run Plaza Shopping Center	12900-12910 Zuni St.	1999	91,575	16	Neighborhood	Yes	Safeway	Subway, McDonald's, Chase Bank, K&G Petroleum, Willow Run Liquors, Dentist, Cash Advance
22	Webster Lake Promenade	I-25 and 120th	2014	47,000	11	Community	No	No Major Anchors	Longhorn Steakhouse, Bad Daddy Burger Bar, Café Rio, Jamba Juice, Genghis Grill, Taziki Mediterranean, Pacific Dental, Panera Bread, Jim N Nicks BBQ, Jimmy Johns, Sleep Number

# Planned Retail

There are also a small number of retail projects in the development pipeline, likely neighborhood retail centers.

The larger retail developments are currently under construction and focused in areas along I-25 between 136<sup>th</sup> and 144<sup>th</sup> Avenues at the Grove anchored by Cabela's.



# Retail Demand

- **Corridor oriented retail demand potentially of 40,000 to 50,000 sf**
- There are grocery stores in the market (Albertson's, Sprouts, Super Target, Safeway, King Soopers), however, further exploration of smaller natural foods grocers could occur as residential community develops
- With a grocery store, a greater amount of retail space could be accommodated (100,000 to 120,000 sf)
- A grocery store could be an important anchor tenant to help solidify the community
- It could contribute to the food / agricultural heritage theme of the community
- Without an anchor tenant, lease-up will be slower
- Could be combined with small office space
- Explore retail in a village format; perpendicular to the arterial ie Bradburn, 29<sup>th</sup> Street at Stapleton



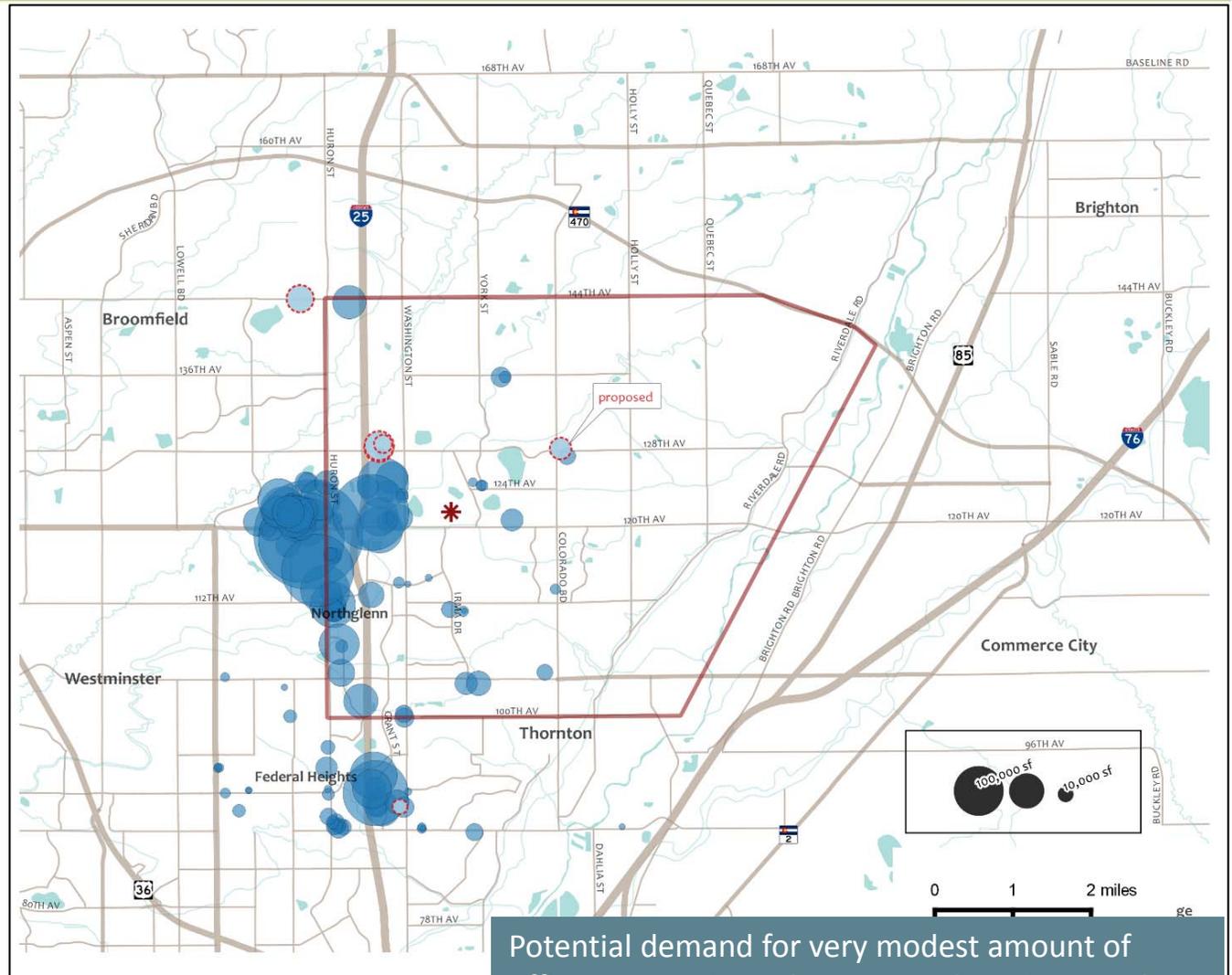
# Office Market Conditions

# Office

Office prefers locations accessible and visible to I-25. Most of the region's office buildings are along the I-25 corridor.

There is some office along 120<sup>th</sup> Avenue. According to CoStar, corridor office experiences high vacancies (19%) in office space along the corridor. Lease rates are \$22.12 / fs.

However, conversations with Economic Development staff indicate a potential demand and supply mismatch. Demand for small office space (1,000 to 2,000) sf spaces are not being met along the corridor. Most space available is much larger. Most of the proposed office projects are medical office.



Potential demand for very modest amount of office space oriented to personal services, such as medical, insurance, legal, etc. in conjunction with retail and restaurant services.



## Northglenn M&O Area Market Assessment & Relocation Analysis

Presented to:

***City of Northglenn, Colorado***

**July 21, 2014**

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## Appendix

- A. M&O Background Analysis
- B. Candidate Receiving Sites
- C. Infrastructure Analysis
- D. Environmental Overview
- E. Market Analysis
- F. Financial Feasibility Analysis
- G. Fiscal and Economic Benefit Analysis

## I. PROJECT BACKGROUND

ArLand Land Use Economics (ArLand), OZ Architecture (OZ), Drexel Barrell Inc., and Pinyon Environmental were retained by the City of Northglenn in 2014 to prepare a market assessment and relocation analysis for the Northglenn Maintenance and Operations (M&O) Facility located at 12301 Claude Court adjacent to the future 124<sup>th</sup> Avenue-Eastlake Station.

The M&O Facility is located on approximately 12.7 acres. Originally developed in 1912 for the school district, it has been added on to over the years and repurposed. It currently houses a number of the City's critical Maintenance and Operations functions including Public Works, Parks Maintenance, and Code Enforcement. Public Works encompasses:

- Fleet Services
- Facility Maintenance
- Streets Maintenance
- Utility Maintenance
- Solid Waste, and
- Engineering

The M&O Facility is directly across the street from the future Eastlake station area along the North Metro Commuter Rail Line. The RTD Board recently approved a contract award to Regional Rail Partners to design and build the North Metro Commuter Rail Line to 124<sup>th</sup> Avenue. The Regional Rail Partners team has committed to completing construction of the line by January 2018, with plans to open to the public in mid-2018. This changes the dynamic of the land use environment near the M&O station.

The City is interested in exploring various development strategies and options for its M&O Facility and potential TOD development. To that end, the ArLand team completed a series of technical reports and analysis which are summarized here to help the City determine the best potential strategy for the M&O facility site.

The technical analysis was comprised of:

- An Assessment of the M&O Facility Needs
- An Analysis of Potential Candidate Sites for M&O Relocation
- A High Level Infrastructure Assessment
- A High Level Environmental Overview
- A Market Analysis
- A Financial Feasibility Analysis
- An Analysis of the Fiscal and Economic Benefits

An updated M&O Facility needs approximately 9 to 10 acres; however, given the built out nature of Northglenn, a 10-acre site owned by the City with the potential to accommodate all of the relocated M&O functions proved to be impossible to find. Two scenarios were analyzed more specifically in order to provide the City with the best potential range of redevelopment options.

**Table 1  
Scenarios**

<b>Scenario</b>	<b>M&amp;O</b>	<b>TOD</b>
Scenario 1	Consolidates all of the M&O functions into the southern 9-10 acres of the current site	14,000 sf of retail and 44,000 square feet of office or residential
Scenario 2	All of the M&O functions would be moved off-site to other potential locations including: City Hall, Northwest Open Space, Scout Park, Water Tank area, and a privately owned Industrial Park	120 units, 84,000 sf of office, 10,000 sf of restaurant & 40,000 sf of retail

Source: City of Northglenn, OZ, ArLand

## II. M&O SCENARIOS

### Scenario 1

Scenario 1 groups all of the M&O facility functions on the southern portion of the current site and leaves approximately 2.5 to 3.5 acres on the northern section of the site for TOD as shown in Figure 1.

The team is assuming 14,000 square feet of retail and 44,000 square feet of office or residential TOD development on the northern section of the site.

Although this scenario would seemingly be cost-effective, utility relocations would be necessary from the northern section of the site where they're currently located in order to serve new facilities on the southern section of the site. Most of the buildings, with the exception of the newer office building on the site, would need to be redeveloped. The cost of new structures and utility relocations would result in an estimated cost of \$11.4 million.

Figure 1  
Consolidated M&O

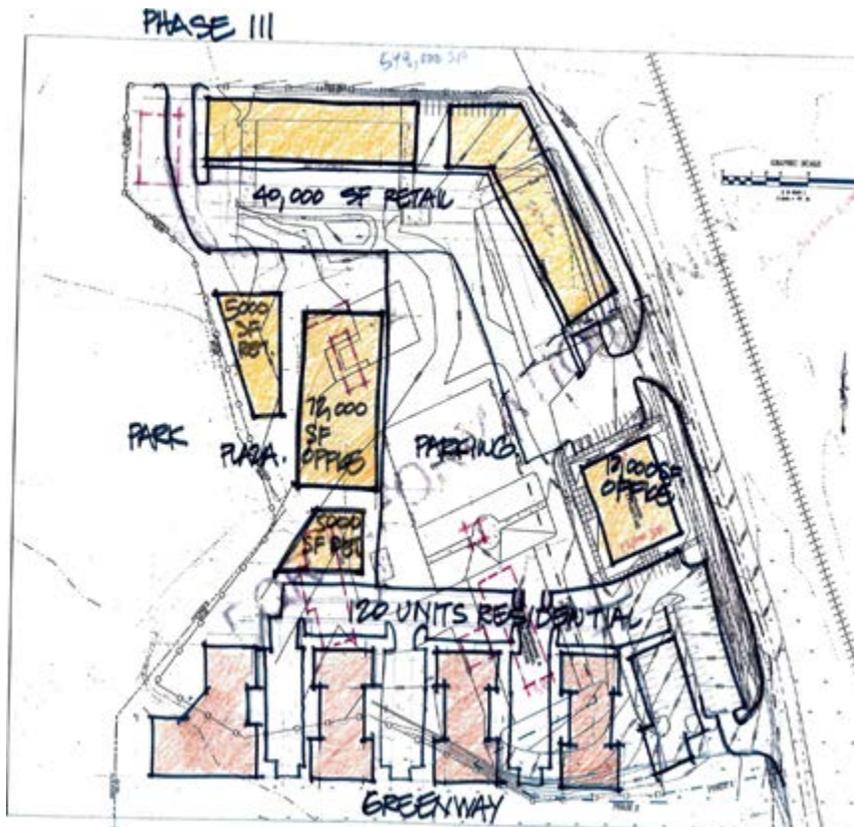


Source: OZ

## Scenario 2

Scenario 2 provides for significantly more redevelopment as shown in Figure 2. As depicted here, the scenario could result in 120 residential units, 84,000 square feet of office space, 10,000 square feet of restaurant space, and 40,000 square feet of retail space. Parking is accommodated on-site. **It should be noted that there is currently no commercial or office market in the area. This would need to be created, and as further discussed, would be attainable as part of a larger Karl's Farm and Eastlake Station area redevelopment scenario.** The scenario, as depicted here, would likely change in the future as master planning of these areas is undertaken.

Figure 2  
Scenario 2 TOD



Scenario 2 relocates the M&O facility functions off-site. Due to the lack of available sites within the City, it scatters the M&O facility functions to various properties, most of them City-owned, located throughout the City. The summary table below shows the needs for each of the departments / functions broken out. This scenario assumes that administrative functions would move to City Hall.

**Table 2  
Space Needs**

Program	2014 - SF	Acres	2034-SF	Acres	Notes
Single site	410,502	9.42	440,222	10.19	Single site with entire program
Single site with Admin off-site	386,600	8.88	415,395	9.54	Single site with program excluding Admin
Admin at City Hall	3,990		4,389		Office Square Feet only
Public Works	204,012	4.68	218,631	5.02	PW Fleet Garage & heated storage as well as
Parks	90,920	2.09	96,463	2.21	fuel, MGCL Sand and Salt and material bins
Facilities	56,338	1.29	59,509	1.37	
Solid Waste	107,843	2.47	111,715	2.56	Solid Waste only
<b>4 Site Total with Admin at City Hall</b>	<b>459,113</b>	<b>10.54</b>	<b>486,318</b>	<b>11.16</b>	<b>Includes area required for program if split between 4 sites and using City Hall for admin</b>
Public Works	204,012	4.68	218,631	5.02	
Parks, Facilities & Solid Waste	195,727	4.49	211,004	4.84	
<b>2 Site Total with Admin at City Hall</b>	<b>399,739</b>	<b>9.17</b>	<b>429,635</b>	<b>9.86</b>	<b>Includes area required for program if split between 2 sites and using City Hall for admin</b>

Source: OZ

The candidate receiving sites were provided by the City and include the sites shown in Figure 3.

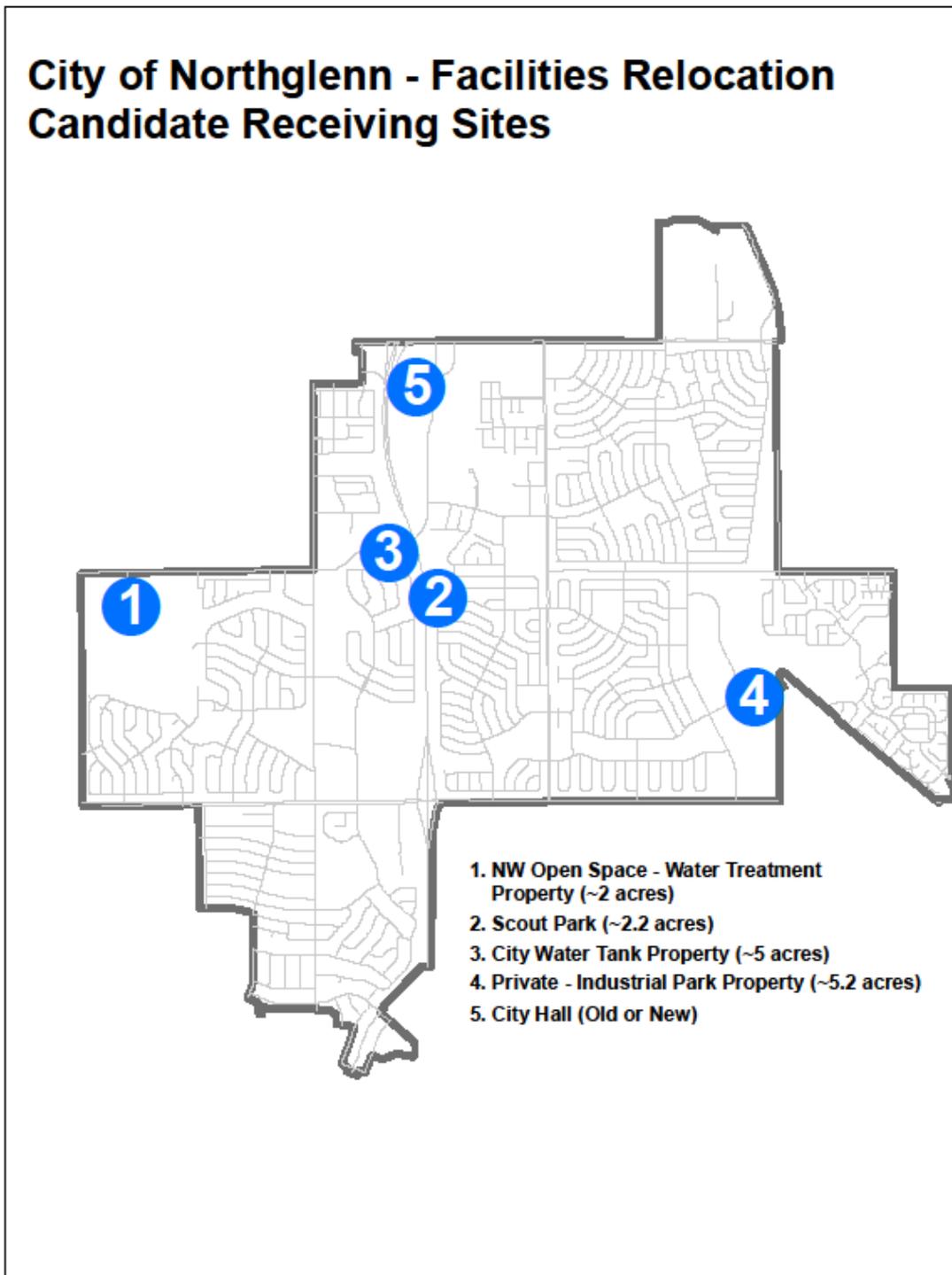
The sizes of the sites are shown in Table 3. The City Hall site would be assumed to accommodate administrative functions only in existing space. The sizes of the other sites are as follows:

**Table 3  
Alternative Site Sizes**

Area	Land Area
Northwest Open Space	2 Acres
Scout Park	2.2 Acres
City Water Tank area	5 Acres
Industrial Park	5.2 Acres

Source: City of Northglenn

Figure 3  
Candidate Receiving Sites



Source: City of Northglenn

Public Works has the largest space needs and could potentially locate on the Industrial Park site, as shown in Figure 4.

**Figure 4**  
**Public Works on Industrial Site**



Source: OZ

While the team did have preliminary discussions about potential locations for each function / department, it became clear that further consideration of community concerns would need to be incorporated. The Parks Department had the most serious short term need for a new facility, given the state of its existing facility. Our infrastructure analysis also highlighted serious cost issues which need to be considered.

### **Infrastructure Analysis**

Drexel Barrell conducted a high level infrastructure analysis in order to identify infrastructure challenges that would need to be addressed prior to either M&O area redevelopment or the relocation of M&O facilities to alternative locations.

It should be noted that the existing M&O site has adequate infrastructure to serve the needs of the facilities as they are currently in place. However, relocating or consolidating buildings to the southern portion of the site will require significant changes to the current utility layout. Fire hydrants, storm sewer, potential need for new water quality / detention (which may limit the developable area), potential need for a sanitary sewer lift station and changes to the existing sanitary sewer layout would need to be addressed. Dry utilities to the area appear to be adequate and the relocation of facilities should have no impact on traffic conditions.

Table 4 summarizes the infrastructure needs on each of the sites. The industrial park is currently best suited to most easily accommodate any new City facility. The Northwest Open Space, Scout Park, and the Water Tanks site would all need to address storm sewer issues prior to further development. The Water Tanks site would need to address sanitary sewer issues. The Northwest Open Space and Scout Park would also need to potentially address site access issues.

**Table 4  
Infrastructure Needs of Candidate Receiving Sites**

	WATER		STORM SEWER		SANITARY SEWER		SITE ACCESS	
	ADJACENT TO/ WITHIN SITE?	SIZE/LOCATION	ADJACENT TO/ WITHIN SITE?	OUTFALL LOCATION	ADJACENT TO/ WITHIN SITE?	SIZE/LOCATION	PROVIDED?	LOCATION
Existing M&O	Yes	Internal (Unknown size)	Yes	Drainage Channel South Property Line	Yes	4" - Internal Force Main-Claude Court	Yes	Claude Court
NW Open Space	Yes	20" - W. 112th Ave 16" - Pecos Street	No	Drainage Channel Crossing @ W. 112th Ave	Yes	8" - Internal	No	Pecos Street Ranch Drive
Scout Park	Yes	10" - North Property Line 8" - Northglenn Drive	No	Ditch East Property Line	Yes	8" - Northglenn Drive	No	Northglenn Drive
Water Tanks	Yes	10" - Acoma Street 12" - South Property Line	No	I-25 Roadside Swale and Culvert	No	8" - Acoma Street	Yes	Community Center Drive
Industrial Park	Yes	12" - Leroy Drive Internal (Unknown Size)	Yes	Stub adjacent to Leroy Drive	Yes	Internal (Unknown Size) 18" - Leroy Drive	Yes	Leroy Drive

Source: Drexel Barrell

The estimated infrastructure needs on the Northwest Open Space, Scout Park, and Water Tanks site roughly total \$200,000 per acre, adding significantly to the cost of new facilities. The M&O Facility site with reconfigured facilities would need \$1.5 to \$1.75 million. The industrial park site appears to have most of the major infrastructure issues addressed. It should be noted that the site is currently for sale at \$450,000 which is equivalent to \$86,000 per acre for land and infrastructure.

### III. TOD POTENTIALS

ArLand Land Use Economics conducted a market study to analyze the potential demand for residential, office, retail, and other uses near the station area taking into consideration local market trends, feedback from area real estate experts, brokers, property owners, and competitive development projects.

- As with other rail lines in the Denver metro area, strong development interest in TOD is likely to materialize after the construction of the commuter line.
- The presence of the station alone is not enough to create a change in the real estate market. While it is a desirable amenity and has served to significantly enhance real estate values in areas where TOD has been planned thoughtfully, market fundamentals always apply. The Northglenn M&O facility would be competitive currently for a multifamily rental project.
- While townhome and condos are also strong potential residential alternatives or additions, there is strong interest on the part of the City in exploring the potential for commercial and office development.
- Current office and retail development interest would primarily be on I-25 or the major east-west corridors (ie 120<sup>th</sup> Avenue). The M&O property is somewhat buried currently making it challenging for any commercial or office development. There is limited connectivity to the site beyond the current connections. While the presence of the station will bring additional traffic to the site, and potentially change the nature of Claude Court, additional studies would be needed to more fully understand the magnitude of the anticipated traffic in the area.
- The redevelopment of the 60-acre Karl's Farm to the west could potentially have synergies with the M&O site as would redevelopment at the Eastlake Station Area.
- As the economy has emerged from the recession, various infill development opportunities have emerged in the Northglenn / North Denver area. Larger and longer term development interest is primarily along I-25 near State Highway 7. The North Park development, in particular, has generated substantial interest. It is nearly 1,000 acres and is being developed by the McWhinney Company into a large mixed use community. The area near the Orchard Town Center and the new St. Anthony's hospital and medical facilities at 144<sup>th</sup> Avenue is also an area of interest. To potentially garner development interest and change market perceptions, the M&O site should be part of a larger mixed use development such as a Karl's Farm and the Eastlake Station Area redevelopment.
- While redevelopment of the M&O site into a multifamily site would potentially be feasible in the nearer term, this option was not considered attractive enough to outweigh the potential costs of relocating the M&O facility for a variety of different reasons including:
  - Desire to assist in the rebranding of the City
  - Desire to attract a higher level of investment and development than previously seen in the City
  - Desire to provide additional commercial services in the area
- The scenarios carried forward envisioned commercial mixed use on the site. It should be noted that currently, there is no commercial or office market on this site. This would need to be created. The mixed use scenario that has been analyzed as part of this project would undoubtedly change in the future.

## Environmental Considerations

- The M&O site has environmental issues which need to be further explored should redevelopment be desired. Pinyon Environmental conducted a high level environmental overview. The site has seven (7) above-ground and underground storage tanks. Although there are no reported releases, staff has reported smells during past construction projects.

Recommendations for further investigations of the site include:

- An ASTM-compliant Phase I Environmental Site Assessment (Phase 1 ESA) would include additional information which would potentially identify additional environmental concerns. The estimated cost for this task is \$2,500.
- Due to the historical presence of Underground and Above Ground Storage Tanks containing petroleum products, Pinyon recommends soil sampling and subsurface soil and groundwater investigation to evaluate potential site contaminants. The estimated cost for this task is approximately \$20,000.
- A survey for asbestos containing building materials must be conducted on all of the buildings per state and federal regulations prior to demolition. The estimated cost for this task is approximately \$50,000.

## Financial Feasibility

Table 5 shows the potential financial feasibility of the two mixed use scenarios on the site. Because Scenario 1 does not accomplish the goal of placemaking and makes it difficult to include the site in a larger community, it assumes that rental rates for commercial development do not have the potential to rise to make development feasible.

Scenario 2 assumes that the M&O is part of a larger community and that rental rates for commercial development rise above current levels in the community at \$12-\$15 per square foot to \$25 per square foot. This would only occur with placemaking and the inclusion of the M&O site in a larger community which Scenario 1 doesn't accomplish.

Tax increment is one of the more powerful potential financial tools that cities have to encourage redevelopment. Both scenarios assume that the M&O site is found to be blighted and that the site is part of a future urban renewal area.

Both scenarios show the potential value of tax increment financing over 25 years assuming projected property development and retail and restaurant sales equivalent to \$375 per square foot (without taking into consideration an increase in revenues over time and up-front legal and administrative fees). To compare, big boxes and grocery stores typically gross over \$500 per square foot.

- Under Scenario 1, land values are negative because it assumes that revenue values are constant at today's rates. Adding the costs of the M&O on site creates a financial gap of nearly \$20 million. Under the scenario where only the City's Mills are assumed for property tax increment (and including sales tax revenue) to help fill the gap, a gap of over \$12 million

remains. The financial gap is closed when sales tax increment and the entire property tax increment becomes available to offset the financial gap.

- Scenario 2 assumes a significant amount of placemaking and development lease rates at much higher values supporting redevelopment. The land value is positive. It should be noted that the potential costs for the M&O facility are much larger in this scenario because the facilities are scattered across multiple sites, some of which have significant infrastructure needs. Consolidating the M&O into fewer sites would help offset this large potential cost. Even with this larger significant cost, the value of the sales and property tax TIF generated by the City alone or the TIF generated by future sales and the entire property tax mill levy more than offsets the cost of new M&O facilities.

**Table 5**  
**Financial Feasibility**

	<b>Scenario</b>	
	<b>1</b>	<b>2</b>
Total Revenue Value	\$4,324,000	\$41,118,000
Development Costs	\$12,697,212	\$38,297,512
Land Value	(\$8,373,212)	\$2,820,488
M&O Costs	\$11,400,000	\$17,561,823
Financial Gap before TIF	(\$19,773,212)	(\$14,741,335)
<b>With City Portion of Property Tax Mill Levy Only</b>		
Value of Property Tax TIF	\$1,334,449	\$2,177,405
Value of Sales Tax TIF	\$6,000,000	\$18,750,000
Financial Gap	(\$12,438,763)	--
<b>With Entire Mill Levy</b>		
Value of Property Tax TIF	\$14,106,245	\$23,016,999
Value of Sales Tax TIF	\$6,000,000	\$18,750,000
Financial Gap with TIF	--	--

Source: ArLand, OZ

\* Numbers in parentheses are negative

\* Assumes that the M&O site is found to be blighted, and ultimately becomes part of an urban renewal area

It is important to note that the analysis provides a “snapshot” in time after the M&O facility is moved and constructed and TOD development is successful on the site. The returns to the City do not materialize until later in the process after redevelopment has occurred. It assumes that the City would make up front investments in land, planning, new M&O facilities, infrastructure, and that long term this opens up TOD redevelopment potentials that ultimately result in property and sales tax revenues.

## Public Finance Tools

While there are a variety of financial tools that Cities can use to help pay for needed public infrastructure improvements, the two most common and powerful tools, applicable here, are Urban Renewal and Title 32 Metropolitan District. They are outlined below:

- **Urban Renewal Area (URA)**– Urban Renewal Areas are a commonly used tool to generate money for redevelopment. Northglenn’s Urban Renewal Authority (NURA) was established in 1990. NURA is governed by a board of commissioners consisting of seven commissioners and two advisers appointed by the mayor with the approval of City Council. The designation of a URA must be preceded by a hearing to determine whether conditions of “slum” and blight exist within the urban renewal area. Urban Renewal Authorities have the power of eminent domain and tax increment financing (TIF). TIF earmarks new property and/or sales tax revenue generated from new development and funnels this “incremental” revenue toward various infrastructure costs. After a period of time (TIF districts last for 25 years) incremental annual tax revenue is redirected back to the city. NURA also has the ability to issue tax exempt revenue bonds based upon the projected increment.
- **Title 32 Metropolitan Districts** - Title 32 Metropolitan Districts (Metro Districts) are the most widely used special district, seen particularly in large scaled master planned new development and redevelopment projects. It would be most appropriate for use here if the site is part of a larger Karl’s Farm redevelopment. A metro district is a quasi-governmental entity and political subdivision of the state formed to finance, construct, and maintain public facilities. A common use of metro districts is the financing of public infrastructure as part of new development or redevelopment. A wide array of public improvements can be provided including: street improvements, water, sewer, drainage, parks and recreation, fire protection, TV relay, mosquito control, public transportation systems, ambulance, solid waste, some transportation, limited security. Metro districts possess ad valorem taxing authority and can also establish fees for services. They do not levy assessments or sales taxes. Metro districts have the ability to issue general obligation and revenue bonds and have limited condemnation powers.

There are a variety of special districts as well as other grants / tax credit programs and the like that could be applicable for specific issues like environmental cleanup or to help with specific projects within the broader development.

## Economic and Fiscal Benefits

**Table 6**  
**Summary Economic and Fiscal Benefits**

	Scenario 1	Scenario 2
<i>Construction Period - 1 Time</i>		
Direct Employment	153	337
Direct Earnings	\$4,947,228	\$10,862,623
Construction Value	\$13,950,000	\$30,630,000
Sales Taxes and Fees	\$1,307,971	\$4,453,053
<i>Ongoing - Annual</i>		
Direct Employment	240	543
Direct Earnings	\$16,004,484	\$33,112,344
Property Taxes	\$620,695	\$1,012,871
Sales Taxes	\$240,000	\$750,000

Source: ArLand

The one time construction and ongoing operations as a result of the construction of new M&O facilities, and new commercial development in either of the scenarios is shown in Table 6. Both scenarios would result in additional employment, property taxes and sales taxes and other fees paid to the City of Northglenn, although given the larger magnitude of development under Scenario 2, both the one-time and ongoing benefits are considerably larger.

## IV. CONCLUSIONS AND RECOMMENDATIONS

### *Immediate Actions for Consideration*

- **Address the Parks Department needs.** The Parks department has the most immediate need for upgraded facilities or a fix. A move on the current M&O property would require costly utility upgrades and short term remodeling doesn't accomplish long term goals.
- **Purchase the Industrial Site.** From our experience with this exercise, there appears to be very few available sites in Northglenn for a M&O relocation. The industrial site is reportedly for sale at \$450,000 for land and infrastructure, and provides some planning flexibility for the M&O facility. Our high level assessment indicated that there were no major infrastructure issues, however, additional due diligence would be recommended. At approximately 5.2 acres, the price of the site is equivalent to \$86,000 per acre. Estimated infrastructure costs at the alternative sites identified ranged up to \$200,000 per acre with the largest component

of costs being curb and gutter, as well as water, storm drainage, sewer, and dry utilities. The site is also located in the middle of an industrial park with unlikely neighborhood opposition to a relocation scenario.

### **Near Term Actions**

- **Engage in a Development and Phasing Plan for relocating the M&O Facility.** One scenario has the Public Works Department (which has the greatest space needs) moving to the industrial park site with the Parks department moving into the current Public Works department space in the short term. Another scenario would move Parks, Facilities & Solid Waste to the industrial site. A development plan exploring the scenarios and phasing would be necessary to identify the optimal scenario to keep the departments functioning while the transition is taking place.
- **Explore M&O environmental issues.** This analysis identified high level environmental concerns. Further testing has been recommended, which would be necessary for redevelopment, as well as any M&O building demolition (due to the potential presence of asbestos).
- **Master Plan the Karl's Farm site.** Real estate value for the M&O site would ultimately be best created by developing a large mixed use community in the area. A station alone doesn't create value. Connecting to a larger Karl's Farm redevelopment would enable some of the mix of uses desirable to the Northglenn community. The station area should be planned taking into consideration the larger framework of potential redevelopment of this area. The master plan should plan for community connectivity and the improvement of area amenities including Eastlake Reservoir #1.

### **Maintenance and Operations Facility**

- **Consider dividing the M&O functions into two locations, rather than multiple locations.** While the M&O staff was open to dispersing their activities across a number of different City-owned locations, a dispersed scenario significantly added to costs because of the need to address infrastructure issues on multiple sites. While interviews indicated that staff can operate in dispersed facilities, the industry trend is towards consolidation for a number of different reasons. The ideal scenario would actually keep all the functions in one location.
- **Explore other sites of at least 5 acres in size.** A search should also include consideration of other sites within the southeast industrial park. While most of the industrial park is built out, parcels become available from time to time. Remodeling and demolition would need to be factored into the analysis, however, it would keep many of the City functions in the same general area.
- **Explore political feasibility and potential community input.** Although political feasibility was not explored, a couple of the smaller sites (Scout Park, Northwest Open Space) appear to be close enough to residential neighborhoods, where there may be opposition to any M&O facility activity.

- **Do not consolidate the M&O facility on the current site.** The team explored consolidating the M&O facility on the southern portion of the site. This move doesn't save much because of the need to relocate the majority of the buildings, which are on the northern section of the site. Additionally, the utilities for the site are primarily on the northern section of the site and would need to be upgraded in order to serve consolidated facilities on the southern section of the site. While there will unlikely be an immediate shift in land use, once the train is operational, in the long term, the M&O land uses should be shifted to a more appropriate non-TOD location.

#### **Transit-Oriented Development**

- **Engage the Owners / Developers of the Karl's Farm Properties.** Value would be created for the M&O property if it's part of a larger community. A larger area redevelopment could take advantage of urban renewal, Title 32 Metropolitan Districts, and other powerful financial tools to help offset environmental and infrastructure costs. It would be anticipated that there would be significant commercial development particularly along 120<sup>th</sup> Avenue, which would generate the tax increment to help offset the necessary investment costs.

# 120TH AVENUE CORRIDOR STUDY

## WASHINGTON STREET TO CLAUDE COURT

### CITY OF NORTHGLENN



AUGUST 2015

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## INTRODUCTION

This study was commissioned to determine recommended ultimate improvements to 120th Avenue between Washington Street and Claude Court in anticipation of the new rail transit station at East Lake, the eventual re-development of Karl's Farm and the potential development of other vacant properties in the area. The City of Northglenn seeks a safe and efficient roadway facility that provides for appropriate access to adjacent properties, presents a pleasing pedestrian and driver experience and maintains an overall roadway "character" consistent with prior planning efforts for the City's arterial corridors.

## TRAFFIC

A traffic study was conducted to determine the future traffic demand expected on 120th Avenue. The focus of this study was to estimate the potential trip generation and distribution of those new trips from the current undeveloped area north and east of Washington Street and 120th Avenue bounded on the north 128th Avenue and on the east by the Claude Court. Working with the Community Development staff, a land use scenario was developed for roughly 220 acres of undeveloped property including Karl's Farm within this area. Assuming this land use scenario, a total trip generation estimate was prepared. The trip generation analysis assumed full build out of the 960 parking spaces planned by RTD at the East Lake Transit Station. Through conversation with City staff, a general trip distribution and resulting trip assignment was made to a proposed roadway network within the same area. The emphasis was directing traffic to 120th Avenue via either Irma Drive or Race Street. Claude Court was assumed to be a "non-through" street to 124th Avenue.

To determine future (2034) "background" traffic, a nominal growth rate was applied to existing traffic volumes obtained from traffic counts conducted as part of this study. The estimated total traffic demand is the sum of the new trips, assigned to the network, plus the future (2034) "background" traffic. Using total traffic demand, the operational character of the existing 120th Avenue roadway was then checked and improvements designed to:

- Create a consistent six lane cross section from west of Washington Street to east of the railroad tracks.
- Respond to the turning movement demand on and off of 120th Avenue at Washington Center Parkway, Irma Drive, Race Street and Claude Court by identifying required auxiliary (right turn and left turn) lane requirements.

Recommendations for signal synchronization were also included to improve the efficiency of 120th Avenue to accommodate the through traffic.

The proposed concept plan is shown at the end of this report.

The results of this detailed analysis are presented in the Appendix and summarized below:

Figure 1 - Intersection Level of Service  
 2034 Traffic Conditions

Intersection	Intersection Level of Service (LOS)			
	2034 Traffic Conditions			
	AM Peak		PM Peak	
	Roadway Geometry			
	Existing	Improved	Existing	Improved
Washington Center Parkway	C	A	F	C
Irma Drive	F	C	F	C
Race Street	D	B	E	C
Claude Court	E	C	F	C

## DRAINAGE

### 1.0 GENERAL LOCATION AND SITE DESCRIPTION

This report represents a Conceptual Drainage Report for the reconstruction and widening of 120th Avenue from Washington Street to east of Claude Court (railroad tracks) in Northglenn, Colorado. 120th Avenue is currently a four/six lane minor arterial that will be reconstructed and/or widened to a six lane divided arterial roadway. 120th Avenue is primarily surrounded by residential property and housing on the south and commercial properties on the north.

Although no major drainage ways or facilities are present in the area, the present flows are conveyed northerly on Race Street to a channel located southerly of the City of Northglenn's maintenance facility. The drainage area associated with 120th Avenue is very linear and is roughly south to 119th Avenue north to the north right-of-way (ROW) line of 120th Avenue. According to FEMA flood maps, this site is not located in a flood hazard area.

Proposed construction includes widening 120th Avenue and installing storm sewers to accommodate the 10-year event from the tributary drainage area. Flows exceeding the capacity of the system will be conveyed by the street section. This report has been prepared with the assumption that surrounding and contributing land (south of 120th Avenue) will remain as currently developed (2015). Likewise, it is assumed that any future development will also include adequate on-site detention to reduce the discharges to the current existing conditions with a runoff coefficient equal to existing and as shown in the drainage calculations found in the Appendix.

### 2.0 DRAINAGE FACILITY DESIGN

The hydrologic analysis and hydraulic design for the site is based on criteria established in the Northglenn Storm Drainage Design and Technical Criteria Manual. The Rational Method was used to calculate peak runoff rates during the 10-year storm event. 100-year peak runoffs were also calculated and are found in the tables in the Appendix. Street inlets were also sized based on the 10-year flows and were sized based on curb opening inlets similar to CDOT Type R inlets.

Final pipe sizes and slopes will be finalized during the Preliminary and Final Design processes. Potholes of utilities will also be used to determine the final design.

Water quality for this project will be provided by a regional water quality facility that will likely be part of a regional storm water detention facility. Neither the sizing nor the design of either the regional water quality facility or the regional storm water detention facility is being developed as part of this conceptual design.

The existing storm sewer is primarily corrugated metal pipe (CMP). The life of the pipe has likely been reached and should be replaced before failure of the pipes begins to occur. Reinforced concrete pipe (RCP) is the selected replacement pipe type due to it being longer lasting and is more hydraulically efficient due to its relatively smooth interior, especially compared to CMP. The outfall in Race Street north is believed to be CMP as well and should be replaced with the reconstruction of the street.



## DRAINAGE

### 3.0 CONCEPTUAL DRAINAGE FACILITY SYSTEM

The primary drainage outfall system is located on the south side of 120th Avenue. The south side was selected for several reasons: the largest contributing drainage area is south of 120th Avenue and the number of inlets is greatest on the south and minimizes inlet cross pipe sizes; the increased number of inlets on the outfall side allows the most opportunities to adjust pipe slopes and depths; a large portion of the existing drainage system is on the south and reconstruction will likely be easier in a corridor already constructed around an existing storm sewer system; and lastly the existing utilities, including the existing irrigation system, are currently located around the existing storm sewer system.

The generalized conceptual storm sewer system is as follows based on the north-south street grid:

#### Washington St. to Sylvia Dr.

- Q10 = 18 cfs, Q100 = 30.4 cfs
- Street Slope = 2%
- 10-yr. Pipe = 21" RCP

#### Irma Dr. to Race St.

- Q10 = 46.6 cfs, Q100 = 77.9 cfs
- Street Slope = 0.18%
- 10-yr. Pipe = 42" RCP

#### Sylvia Dr. to Washington Ctr.

- Q10 = 26.4 cfs, Q100 = 44.5 cfs
- Street Slope = 1.6%
- 10-yr. Pipe = 24" RCP

#### Race St. to Claude Ct.

- Q10 = 9.9 cfs, Q100 = 16.5 cfs
- Street Slope = 3.1%
- 10-yr. Pipe = 30" RCP

#### Washington Ctr. to Lafayette St.

- Q10 = 33.4 cfs, Q100 = 56.2 cfs
- Street Slope = 1.6%
- 10-yr. Pipe = 30" RCP

#### Claude Ct. East to Railroad

- Q10 = 21.3 cfs, Q100 = 38.7 cfs
- Street Slope = 3%
- 10-yr. Pipe = 30" RCP

#### Lafayette St. to Irma Dr.

- Q10 = 39.4 cfs, Q100 = 66.2 cfs
- Street Slope = 0.3%
- 10-yr. Pipe = 36" RCP

## ROADWAY IMPROVEMENTS

The current roadway section varies where generally, there are two through lanes eastbound and three through lanes westbound starting just west of Irma Drive. In the eastbound direction the section narrows to two lanes with the lane drop at Sylvia Drive. It remains a two lane section eastbound until east of the railroad where, in Thornton, it changes to a 3 lane section.

The alignment was designed to use the north curb line along the Washington Center shopping complex (within Thornton). This places the centerline (the project control line) slightly south of the center of the right-of-way. The exception is at Washington Center Parkway where a right turn is recommended. A right turn lane at Lafayette Street is not shown in this design but could be considered during the preparation of the preliminary/final design.

An intersection or access point for the proposed Karl's Farm is not recommended or shown. Access to the future development of the Karl's Farm property is recommended to be focused to and from the collector street network of Irma Drive on the west, Race Street to the east, or to a potential future street between Irma Drive and Race Street approximately on the 122nd Avenue alignment. Connections to Irma Drive and Race Street should be a minimum of 500 feet north of 120th Avenue. An intersection or access point for the proposed Karl's Farm directly to 120th Avenue is not recommended or shown on the Concept Plan.

Salient features of the proposed roadway include:

**Section:** 6-lane major arterial section with raised medians and turn lanes at major crossing roadways. Right turn lanes are recommended at each crossing public street. Double left turn lanes (eastbound to northbound) are recommended at Washington Center Parkway, Irma Drive and Race Street. The following design criteria is recommended:

- Design speed = 50 mph (posted speed = 45 mph)
- Through lanes = 12 feet
- Turn lanes (right and left) = 11 feet
- Outside gutter = 2 feet
- Median gutter = 1 foot
- Side Streets = 11 feet

**Traffic Control:** the design will replace or modify four signals (Washington Center Parkway, Irma Drive and Claude Court) and install one new signal (at Race Street). The signal control for intersections along 120th is recommended to be an eight phase, coordinated system. Generally, it is recommended that a protected only phase be provided where there are double left turns. Final design should consider the phase treatments for the other turning movements.

**ROW:** The design presented avoids taking of additional right-of-way. However, there are several locations within the corridor (the southwest corner of Irma Drive and the southwest corner of Claude Court) that right-of-way is limited. Should the shopping center (and the City of Thornton) wish to provide a westbound to northbound right turn lane at Washington Center Parkway (or Lafayette Street), new right-of-way will be needed. Temporary easements thought out the project will be needed during construction.

**Utilities: The utilities that exist in the corridor include:**

- Xcel Energy (electric)
- Xcel Energy (gas)
- The East Lake Ditch (City of Thornton)
- The Union Ditch (City of Thornton)
- Water
- Telephone (underground)
- Fiber Optics (underground) – 2 lines
- Storm Sewer



## LANDSCAPE

**Lighting:** Lighting is currently provided on both the north and south sides of 120th Avenue along then entire corridor. The Xcel standard “cobra head” fixtures are currently installed. There is the desire to create a metered system along 120th Avenue where the City owns and controls this system.

The concept plan unifies landscape treatments from Washington Street to Claude Court with an emphasis on xeriscape plantings and rock mulch. Irrigated turf areas are minimized to reduce water consumption and maintenance activities. Canopy trees bordering the street particularly along the residential sections help to reduce traffic noise, make the trail more comfortable with increased shade and provide a psychological buffer between the vehicular and pedestrian/bicycle traffic.

## PEDESTRIAN TREATMENTS

**Walkways:** Where possible, a 10’ wide trail to provide continuous pedestrian connections on both the south and north sides of 120th Avenue is incorporated. Intermittent benches and directional signage to recreational and other important regional landmarks is included. The irrigation canal may either need to be placed in a conduit or contained by retaining walls in order to maintain the 10 foot multi-use trail section.

**Crossings:** A major crossing for bicycle and pedestrian movements is incorporated at Irma to encourage safer and more direct access between the south and the north properties. The eastern leg of 120th Avenue at Irma Drive contains a widened median to provide a refuge. A pedestrian crossing button should be provided so as to not trap pedestrians/bicyclist in the median area. The Race Street intersection is a secondary node for bicycle and pedestrian features.

**Bicycles:** Due to the nature of the arterial with its high traffic volume, an on-street bike lane is not included in the design. Instead, a combined multi-use 10’ wide trail with pavement markings to delineate directional flow will be provided. In some isolated areas, the open irrigation ditch will need to be covered or contained by retaining walls in order to accommodate this widened trail section.

## CONSTRUCTION COSTS



**Engineer's Estimate of Probable Cost and Quantities**  
 McIntyre Street: W. 44th Avenue to W. 54th Avenue

City of Northglenn Costs Only Date: May 31, 2015  
 120th Avenue from Washington St. to East of Claude Ct. (Railroad)

Item No.	Description	Unit	Estimated Quantity	Unit Cost	Extented Cost
201	Clearing and Grubbing	LS	1	\$100,000.00	\$100,000.00
202	Removal of Pipe	LF	0	\$20.00	\$0.00
202	Removal of Concrete/Asphalt Median Cover	SY	10200	\$12.00	\$122,400.00
202	Removal of Sidewalk	SY	5700	\$32.00	\$182,400.00
202	Removal of Curb and Gutter	LF	22200	\$5.00	\$111,000.00
202	Removal of Asphalt Mat	SY	38100	\$4.50	\$171,450.00
202	Removal of Asphalt Mat (Planing)	SY	500	\$3.25	\$1,625.00
202	Removal of Pavement Markings	SF	1000	\$2.00	\$2,000.00
202	Removal of Ground Sign	EACH	20	\$103.00	\$2,060.00
202	Removal of Traffic Signal Equipment (Intersection)(CIP)	LS	1	\$5,000.00	\$5,000.00
203	Unclassified Excavation (CIP)	CY	3100	\$10.50	\$32,550.00
203	Potholing	HOURL	120	\$250.00	\$30,000.00
208	Erosion Control Temporary	LS	1	\$250,000.00	\$250,000.00
210	Reset Ground Sign	EACH	20	\$240.00	\$4,800.00
210	Adjust Manhole	EACH	20	\$625.00	\$12,500.00
210	Adjust Valve Box	EACH	40	\$475.00	\$19,000.00
214	Landscaping Restoration and Irrigation System Restoration	LS	1	\$6,500.00	\$6,500.00
304	Aggregate Base Course (Class 6)	CY	3100	\$22.00	\$68,200.00
306	Reconditioning	SY	38100	\$4.30	\$163,830.00
403	Hot Mix Asphalt (Grading SX) (75) (PG 64-22)(2")	TON	4300	\$85.00	\$365,500.00
403	Hot Mix Asphalt (Grading S) (75) (PG 64-22) (10")	TON	20100	\$75.00	\$1,507,500.00
403	Hot Mix Asphalt (Patching) (Asphalt)	TON	600	\$200.00	\$120,000.00
411	Emulsified Asphalt (Slow Setting)	GAL	5000	\$3.00	\$15,000.00
504	Landscaping, Median and Pedestrian Treatments	LS	1	\$650,000.00	\$650,000.00
603	18 Inch Reinforced Concrete Pipe (CIP)	LF	936	\$91.00	\$85,176.00
603	24 Inch Reinforced Concrete Pipe (CIP)	LF	620	\$120.00	\$74,400.00
603	30 Inch Reinforced Concrete Pipe (CIP)	LF	1670	\$140.00	\$233,800.00
603	36 Inch Reinforced Concrete Pipe (CIP)	LF	408	\$160.00	\$65,280.00
603	42 Inch Reinforced Concrete Pipe (CIP)	LF	1250	\$185.00	\$231,250.00
604	Inlet Type R L 10 (5 Foot)	EACH	7	\$4,500.00	\$31,500.00
604	Inlet Type R L 10 (10 Foot)	EACH	9	\$5,500.00	\$49,500.00
604	Manhole Box Base (15 Foot)	EACH	1	\$7,000.00	\$7,000.00
608	Concrete Sidewalk (6 Inch)	SY	11100	\$39.50	\$438,450.00
608	Concrete Curb Ramp	SY	170	\$100.00	\$17,000.00
609	Concrete Curb & Gutter Type 2 (Section I-B)	LF	12900	\$16.00	\$206,400.00
609	Concrete Curb & Gutter Type 2 (Section II-B)	LF	9200	\$18.00	\$165,600.00
610	Median Cover Material (Patterned Concrete) (4 Inch)	SF	15300	\$7.00	\$107,100.00
613	3 Inch Electrical Conduit (Plastic)	LF	12200	\$16.00	\$195,200.00
613	Wiring (Signals)	LS	1	\$30,000.00	\$30,000.00
613	Wiring (Luminaires)	LS	1	\$244,000.00	\$244,000.00
613	Luminaire & 30' Pole	EACH	35	\$4,500.00	\$157,500.00
614	Modify Traffic Signal	EACH	4	\$300,000.00	\$1,200,000.00
614	Traffic Sigant	EACH	1	\$350,000.00	\$350,000.00
620	Field Office Class 2	EACH	1	\$32,400.00	\$32,400.00
621	Detour Pavement (As Directed by Engineer)	SY	2000	\$34.00	\$68,000.00
625	Construction Surveying	LS	1	\$75,000.00	\$75,000.00
625	Mobilization	LS	1	\$500,000.00	\$500,000.00
629	Survey Monument (Type 3A)	EACH	10	\$730.00	\$7,300.00
630	Uniformed Traffic Control	HOURL	100	\$114.00	\$11,400.00
630	Construction Traffic Control	LS	1	\$400,000.00	\$400,000.00
630	Concrete Barrier (Temporary)	LF	500	\$32.50	\$16,250.00
630	Impact Attenuator (Sand Filled Plastic Barrel) (Temporary)	EACH	5	\$1,800.00	\$9,000.00
700	F/A Minor Contract Revisions	FA	1	\$250,000.00	\$250,000.00
700	F/A Asphalt Cement Cost Adjustment	FA	1	\$65,000.00	\$65,000.00
700	F/A Dewatering Pretreatment	FA	1	\$20,000.00	\$20,000.00
700	F/A Erosion Control	FA	1	\$75,000.00	\$75,000.00

Total: \$9,361,821.00  
 Concept Contingency (30%): \$2,809,000.00  
 Engineering(12%): \$1,405,000.00  
\$13,575,821.00

## ENVIRONMENTAL CONDITIONS/PERMITS

EST conducted a review of the potential environmental impacts that would be encountered during the course of this project.

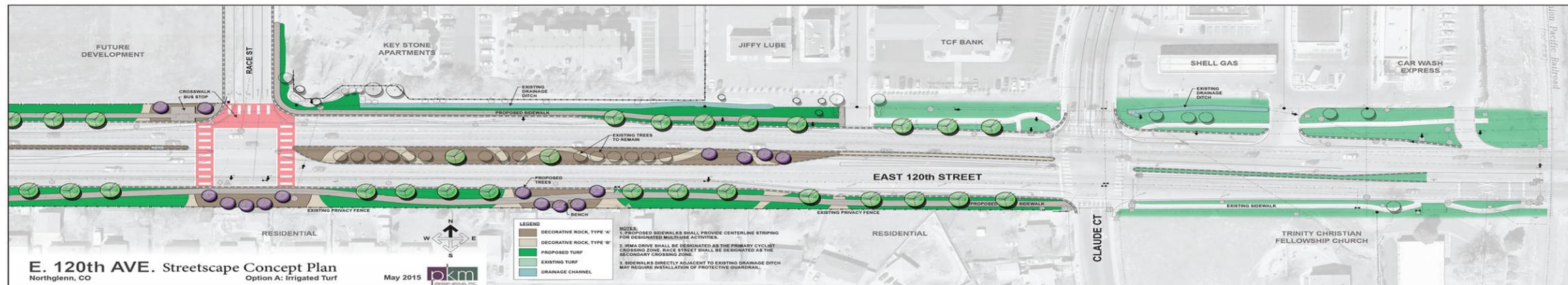
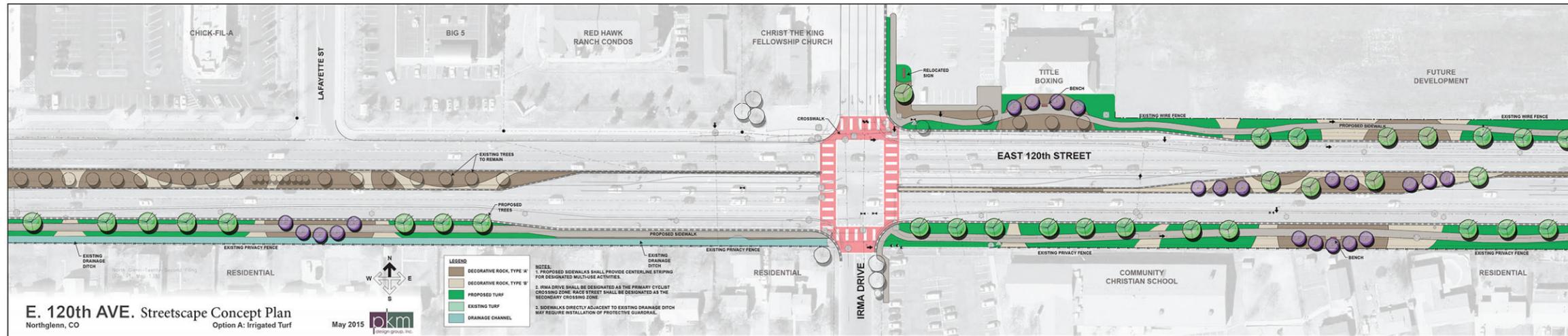
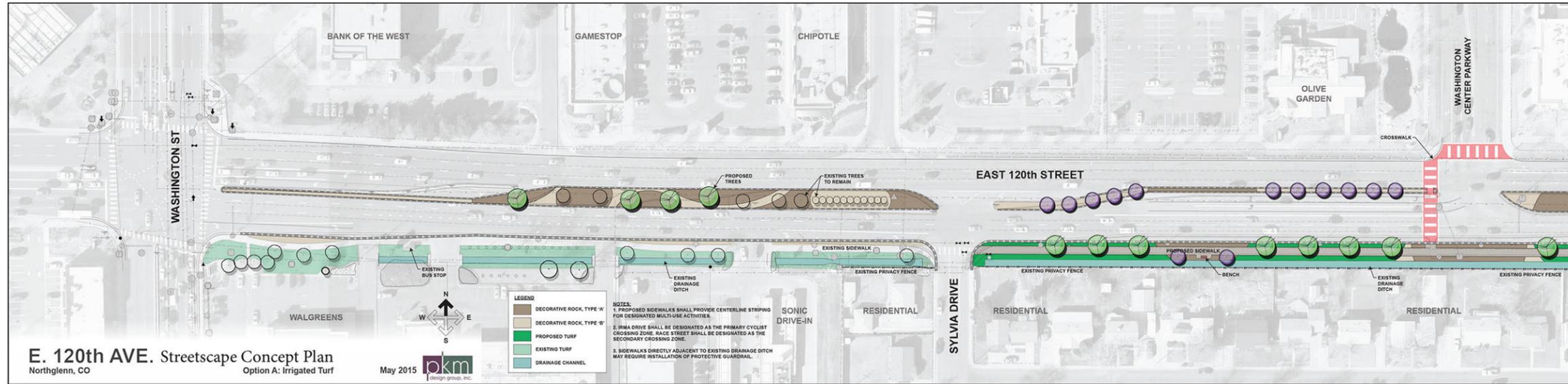
Potential Significant Natural and Cultural Resources and/or Hazardous Material Conditions in the Project Areas

1. Irrigation Canal - cultural resource
2. Lead based paint
3. Contaminated soil or groundwater
4. Migratory birds
5. Prairie dog burrows- burrowing owl habitat
6. Wetlands/stream
7. Railroad tracks - cultural resource
8. T&E species habitat
9. Temporary closure of City parks or trails

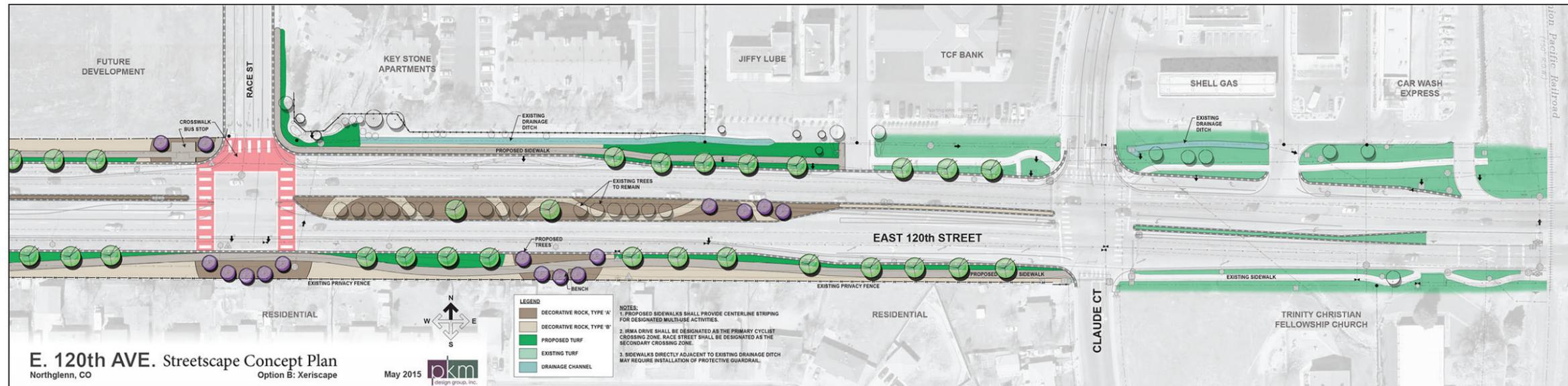
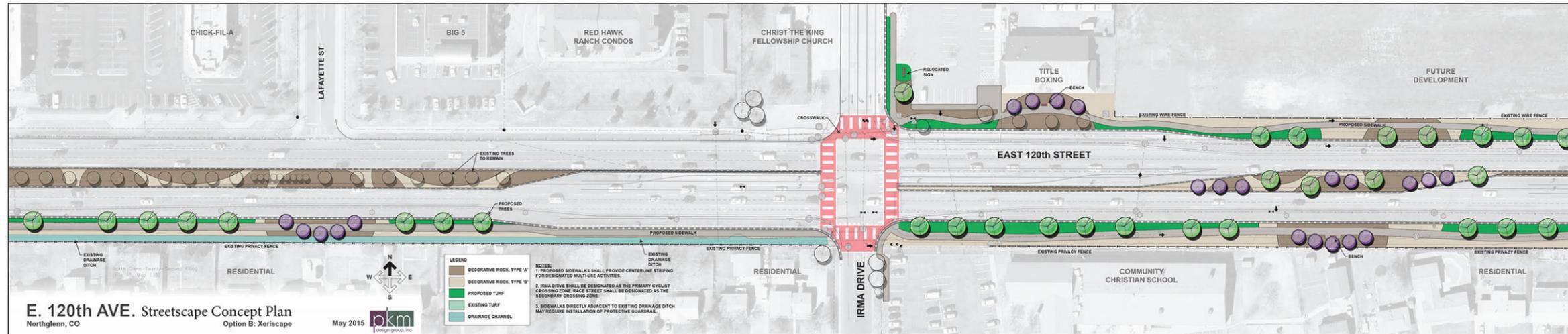
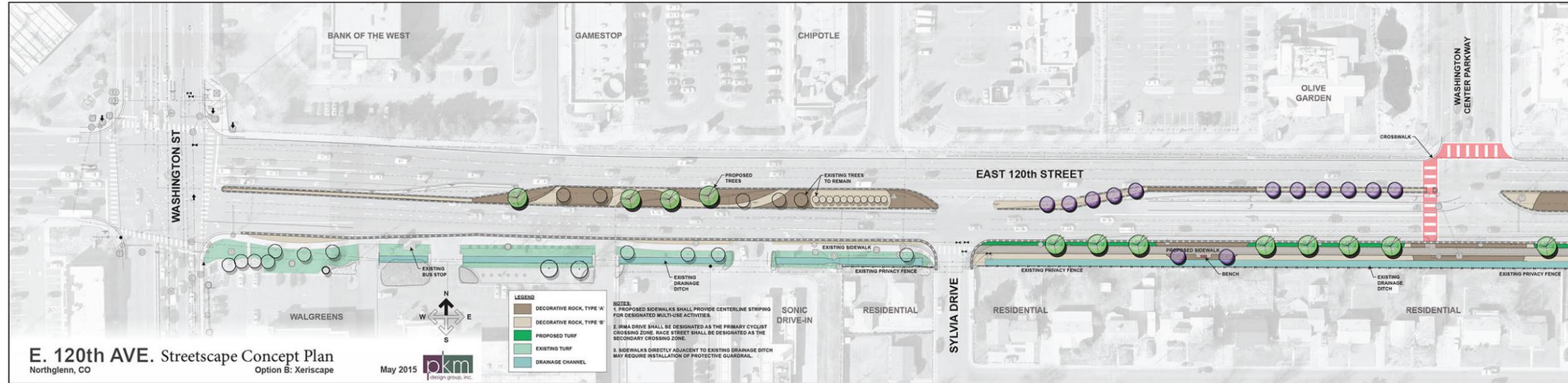
A detailed discussion of these conditions is presented in the Appendix.

## CONCEPT LANDSCAPE & ROADWAY PLANS

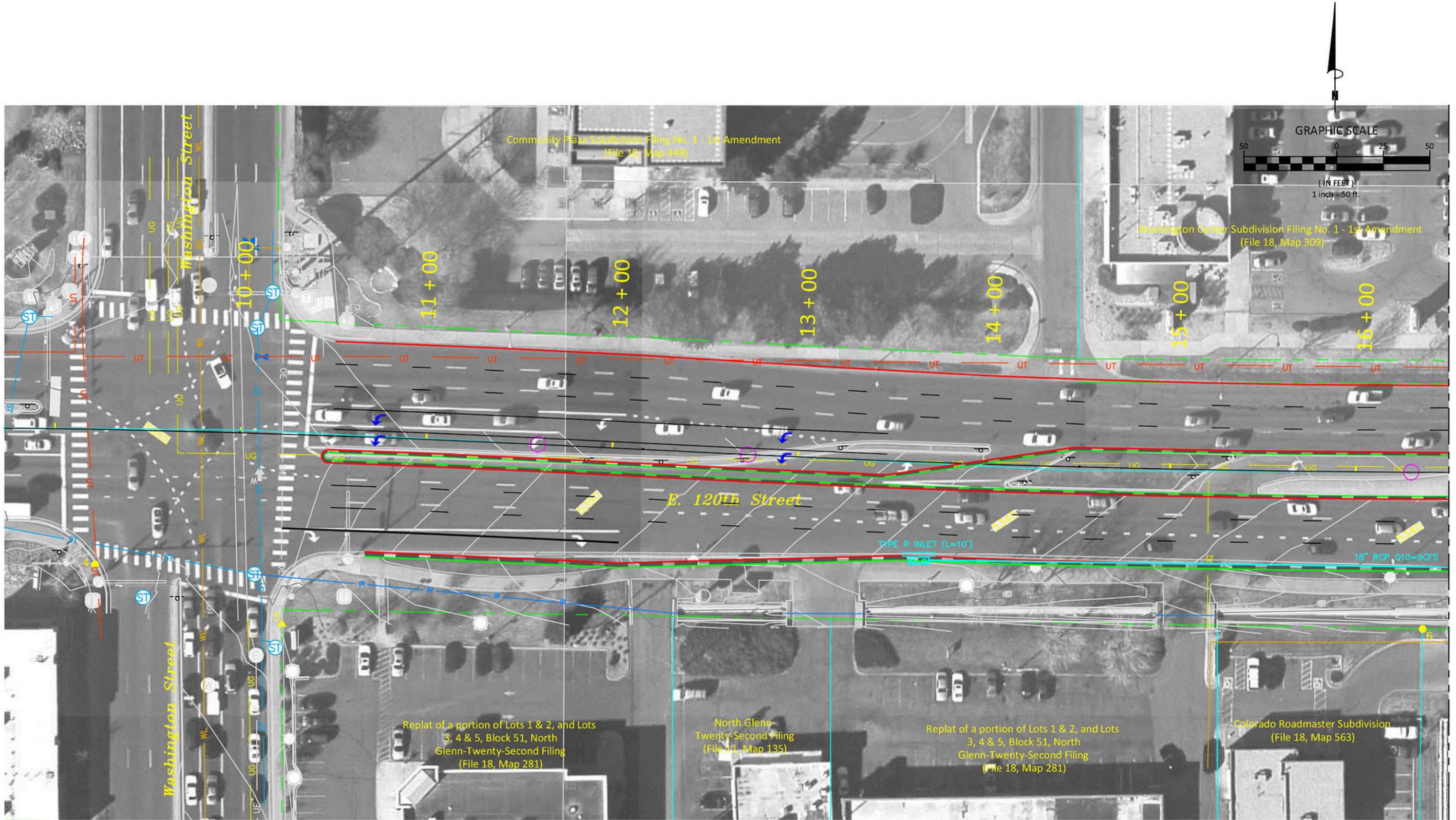
# CONCEPT LANDSCAPE PLANS



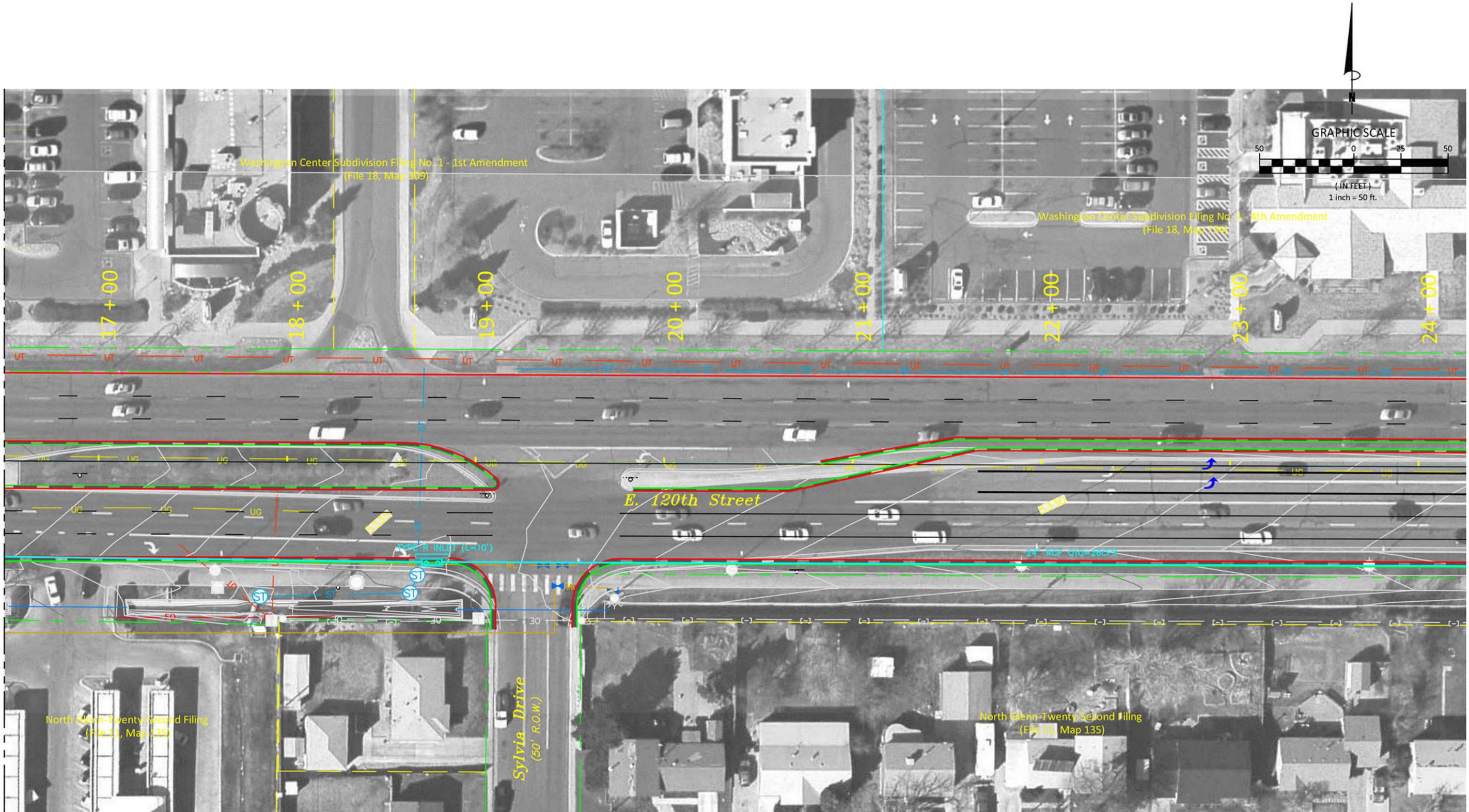
# CONCEPT LANDSCAPE PLANS



# CONCEPT ROADWAY PLANS



# CONCEPT ROADWAY PLANS

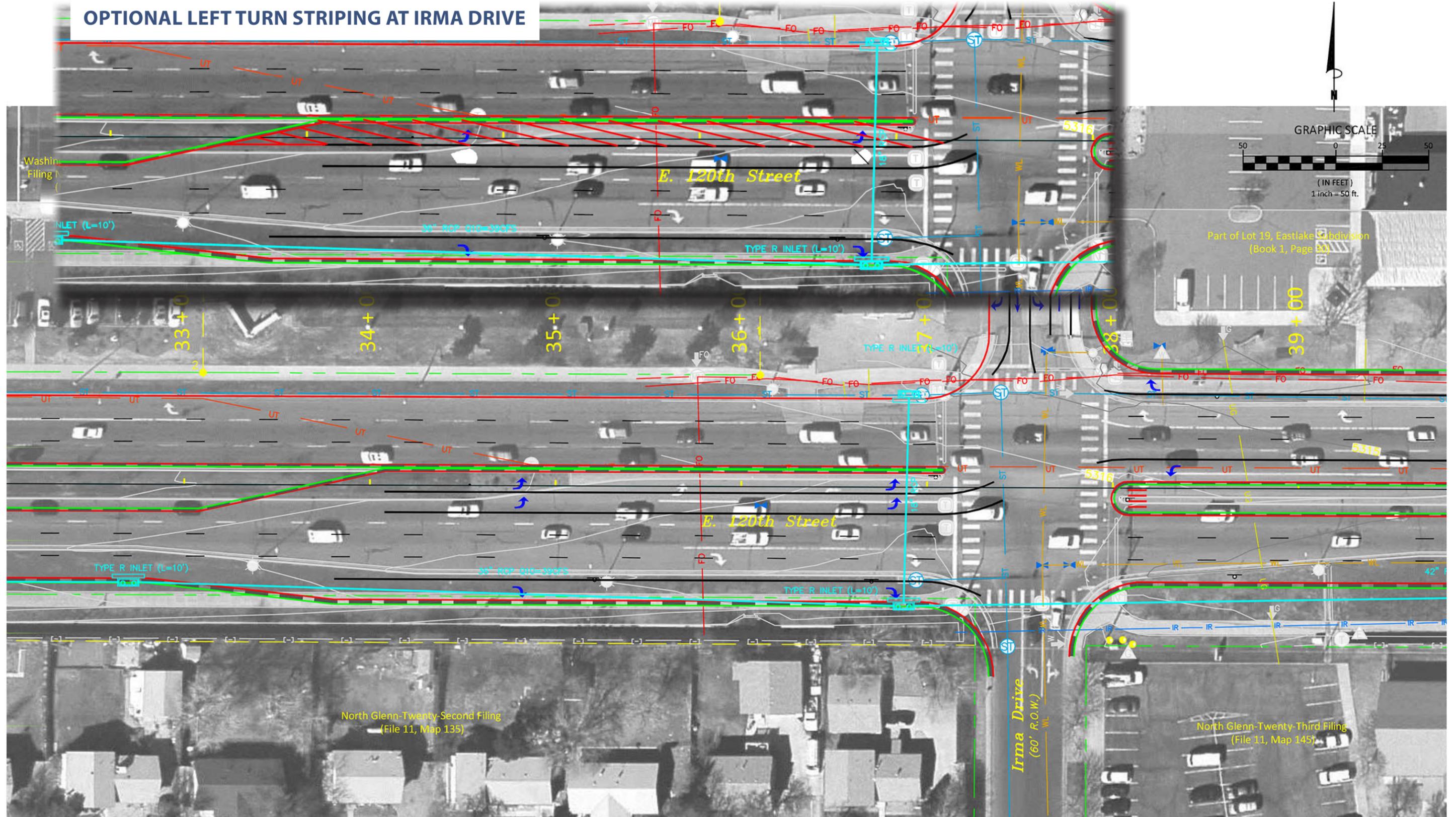


# CONCEPT ROADWAY PLANS

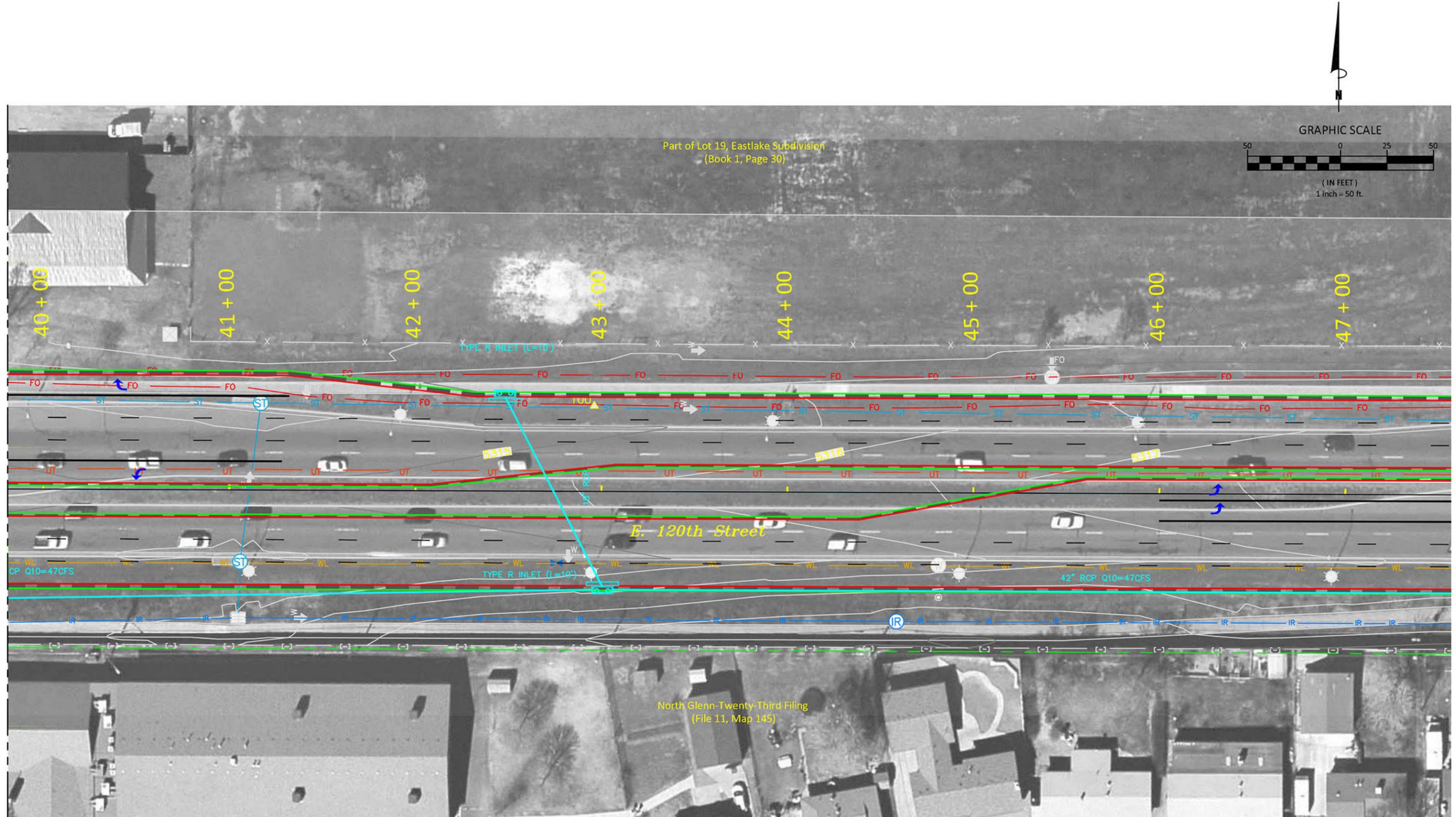


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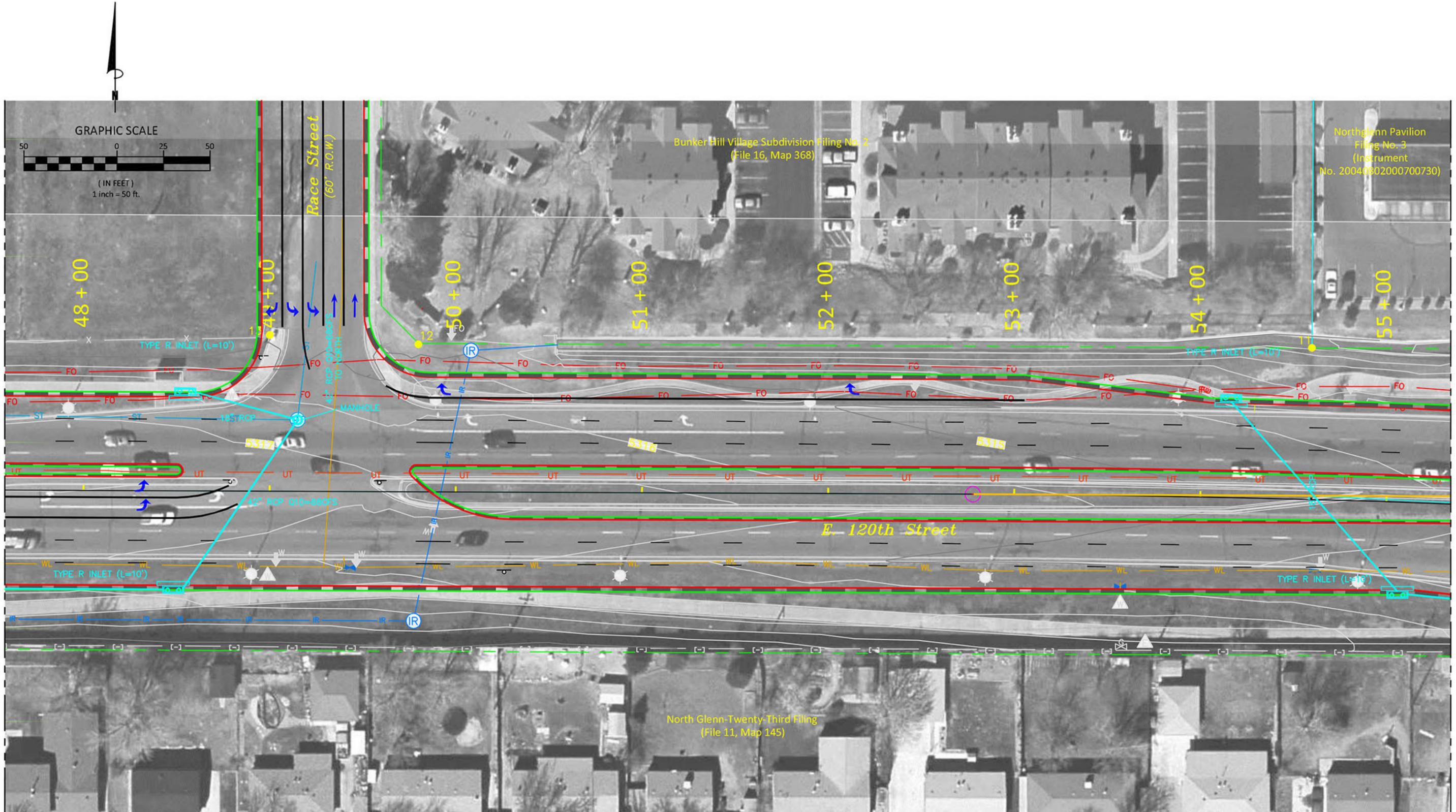
## OPTIONAL LEFT TURN STRIPING AT IRMA DRIVE



# CONCEPT ROADWAY PLANS



# CONCEPT ROADWAY PLANS





# CONCEPT ROADWAY PLANS



