

ADOPTED APRIL 10, 2017

# NORTH CIVIC CENTER MASTER PLAN GLENN



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# executive summary

## How to Use This Document

The Northglenn Civic Center Master Plan is a comprehensive document that captures the **Background** and **Process** for the plan, the **Vision** for a new Northglenn Civic Center and provides a **Framework** for the future development of the current Civic Center Site. The **Implementation Plan** provides specific action items and steps for short, medium and long-term implementation. It can be a guide for decision makers to initiate and navigate implementation.

## Civic Center Master Plan Overview

The Civic Center site is located at the **heart of the Northglenn community**, adjacent to the central and popular E.B. Rains Jr. Memorial Park. The 21-acre site contains two separate operable structures, four entry and exit points, several surface parking lots and serves as a location for community festivals. With a large area along the western portion of the site undeveloped and challenges with accessibility, **tremendous opportunities** exist for site redevelopment.

The Northglenn Civic Center Master Plan **provides a vision and development framework for a re-imagined Civic Center**. The plan capitalizes on existing **opportunities**, proposes **new mixed-use development** and suggests **enhancements** to existing site features and streetscape.

The comprehensive redevelopment process included: determining a preferred program approach and master plan; detailed public realm design; refinement of development sites and features; design guidelines; and funding and phasing strategies. Numerous evaluations formed the basis for the recommendations for an **appropriate density and mix-of-uses** including residential, hotel, office, retail and commercial; the design of a **new corridor-wide strategy for Community Center Drive**; and the integration of **new facilities** to replace the aging Recreation and Senior Centers, D.L. Parsons Theatre and City Hall.

This Master Plan plan offers significantly **enhanced site accessibility, connectivity** with the surrounding context and the potential to **fully-utilize existing and vacant land** with redeveloped structures, new mixed-use development, adding and reconfiguring parking and new entry and exit points. Elements offered in the plan will create a **sense of place**, a **new and unique civic identity** and provide key **public open spaces** that can be enjoyed by all residents and help make the visitor experience to the City of Northglenn accessible, legible and memorable.

This visionary plan was a **collaborative effort** among urban, financial and transportation planners and civil engineers along with city staff, elected officials and the broader Northglenn community. Ongoing **input and feedback** from all of these participants are reflected throughout the plan.



*Community Engagement - Communicating the Civic Center Master Plan at Pirate Fest*

## Goals and Guiding Principles

The Northglenn Civic Center Master Plan offers six goals and guiding principles to leverage existing assets and opportunities and address challenges such as usage, parking, connectivity, accessibility and functionality.

### GOALS

- **Enhance stronger community identity** with the creation of a more inviting and functional heart of the community.
- **Integrate a vibrant mix of land use** through public-private development to ensure a thriving Civic Center.
- **Evaluate the best location and design of municipal facilities** including City Hall, Police and Courts, the Recreation and Senior Centers and the D.L. Parsons Theatre.
- **Provide public gathering spaces** by strengthening the existing Veterans' Memorial and creating flexible, iconic streetscapes.
- **Leverage the success of adjacent developments.**
- **Strengthen connections** to the rest of the Community by enhancing multi-modal connectivity and ensuring capacity of Community Center Drive.

### GUIDING PRINCIPLES

- **Vibrant** - Create a central public space that the community can utilize and that organizes development and has a cohesive mixed-use environment that helps provide nighttime activation in addition to evening programming.
- **Valuable** - Continue to maximize the site's potential by considering the highest and best use of valuable land and rightly-sized, planned facilities.
- **Strategic** - A good strategy makes plans achievable and a win-win opportunity for the public and private sectors. Encourage sustainable partnerships, honor commitments, remain flexible and adopt best practices.
- **Connected** - The highly-visible site offers great potential for multi-modal access for vehicular, pedestrian, bicycle and transit access. Create connections and consider wayfinding, ease of access and traffic demands, circulation and parking requirements.
- **Sustainable** - Integrate low-impact development and sustainable technologies appropriate to Colorado into the redevelopment.
- **Contextual** - Think of the Civic Center area as a key gateway to the City of Northglenn. Protect and enhance view corridors and site visibility and consider the condition, location and capacity of utilities.



*Multi-modal access to the site allows for vehicular, pedestrian, bicycle and transit.*



*Contextual, furnishings, a mix of hardscape and natural surfaces.*



*Vibrant spaces with evening programming and opportunities for gathering and play.*

## Master Plan Framework

The Master Plan Framework integrates site design and layout, programming and preliminary architectural direction, and an network of safe and inviting multi-modal connections and iconic public spaces. **Key adjacencies** are addressed between uses on the Civic Center site while **improving connections to neighboring amenities**. Integrated **stormwater features, detention and drainage, and parking** are also addressed in the framework. The framework was also informed and shaped by **traffic analyses, a utility assessment and fiscal studies**. These technical elements help to ensure successful implementation of the envisioned development.

The planning and design process explored many iterations of the site plan that tested relatively divergent approaches to redevelopment of the Civic Campus. The following recommendations reflect the decisions made and input received from those iterations. The result is a Master Plan for a new Civic Center that provides formal **civic elements**, a **mix of uses** to help activate the area and **contribute to the development costs**, and **ample public spaces**.

### RECOMMENDATIONS

- Retain and enhance existing assets (e.g., mature trees), including adding more public open space.
- Create a new major east-west parkway (Memorial Parkway) to serve as an extension of E.B. Rains Jr. Memorial Park, a gateway, primary circulation element and future home for civic events, festivals, concerts and markets.
- Create a new two-way Festival Street with parking on each side organizes commercial, residential and hotel uses and provides an inviting environment that can host additional civic and private events.
- Relocate City Hall, the Theatre and the Recreation Center/Senior Center within the new Civic Center.
- Leverage views to the parks and the mountains and visibility from I-25 and connections with adjacent development.
- Utilize all available land and incorporate infill development on a new gridded street pattern.
- Continue to activate the site with events and programming, day and night.
- Add parking spaces with close access to building entries.
- Incorporate public art throughout the new Civic Center.
- Improve Community Center Drive and site accessibility and circulation.

## Phasing and Implementation

The Phasing and Implementation section explores potential **phasing, planning-level cost estimates** associated with each phase, the range of tools and resources that are available for implementation, as well as an implementation strategy. **Three phases are recommended beginning 2017 through 2039:** Phase I 2017-2025, Phase II 2026-2035 and Phase III 2036-2039. Most of the improvements will be completed in Phases I and II, and though Phase II extends through 2035, *nearly all improvements will be completed by 2027*.

The total **project cost is estimated to be \$75,806,080**. However, **\$77,512,362 in funding opportunities are available** from bonds, property, sales and lodging tax revenues and land sales offset three project costs, resulting in a potential **\$1,706,282 funding surplus**.

### KEY ELEMENTS OF IMPLEMENTATION

- The plan expands the economic and fiscal base of the City, with uses that increase overall revenues. The hotel, in particular, with 123 mills of property tax and a commercial assessment rate of 29 percent applied against a base of zero generates substantial property tax revenue through the Urban Renewal Area (URA). Similarly, its sales and accommodations tax increase the City's general fund. The planned retail uses, although small in scale, also contribute positively to the City's sales tax base.
- The private improvements will also generate net new revenues of approximately \$950,000 annually in sales tax, accommodations tax, and property tax following the sunset of the URA. These will flow to the General Fund and could be used for future capital projects.
- The plan unlocks revenue potential of municipal property with sales to developers. It yields revenue by leveraging the initial investment of the City and enabling the City to sell pad-ready sites to private end users.
- Based on the location of existing facilities and the proposed location of water and sewer lines, storm drainage, and streets, much of the infrastructure in the plan would need to be constructed to access the western edge. The plan opens up developable parcels with little additional cost.
- The infrastructure is concurrent with the anticipated improvements. Public and private buildings will 'go vertical' in a timely manner, as streets are built.
- Finally, the phasing plan gives City Council options regarding the future. Phase I, provides new civic facilities and a civic core, even if Phases II and III are not implemented. Thus, the Council can move forward knowing that it can allocate resources to other capital projects if other needs evolve and priorities shift.





Site Perspective - Proposed Land Use







# introduction

OVERVIEW | BACKGROUND





# 1

## introduction

The City of Northglenn has a unique and exciting opportunity to create a more inviting and functional heart of the community.

### Overview

The Northglenn Civic Center Master Plan provides a vision and development framework for a re-imagined heart of the Northglenn community. This plan capitalizes on opportunities at the existing Civic Center site, proposes new mixed-use development and suggests enhancements to existing site features and streetscape. The planning process was focused on developing a comprehensive redevelopment plan for a new municipal campus. This included evaluating and designing a corridor-wide strategy for Community Center Drive and integrating new facilities to replace the Recreation and Senior Centers, D.L. Parsons Theatre and City Hall.

The plan significantly enhances accessibility and connectivity with the surrounding context. Considered an infill development, this plan and the proposed redevelopment is intended to complement existing properties adjacent to and surrounding the site. To the north of the site are the commercial uses of Webster Lake Promenade and the new hospital. These uses will benefit from new public spaces and new commercial amenities envisioned for the northern edge of the Civic Campus.

To the east, the edges of E.B. Rains Jr. Memorial Park help to frame new development in the Civic Campus and provide opportunities for stronger connections between Northglenn's signature park and its civic center. The neighbors to the south at Stone Mountain Apartments will also benefit from many of the proposed enhancements.

This visionary plan was a collaborative effort among urban, financial and transportation planners along with civil engineers, city staff, elected officials and the broader Northglenn community. Ongoing input and feedback from all of these participants are reflected throughout this plan.

The long-term vision for the full buildout of the site reflects a recommended approach to phasing and implementation that is fiscally sound and maximizes the sense of place at each stage of development. The redevelopment approach integrates private sector development opportunities to help mitigate costs and better leverage the public investment that will be necessary to realize new civic facilities and a more active and vibrant campus.



The City of Northglenn holds many community events each year including the July 4th Bikes and Bike Parade, Pirate Fest, the Food Truck Carnival, and more.



The Civic Center Master Plan incorporates a parkway and festival street. These flexible spaces provide opportunities for events and ensure that the valuable Civic Center land will be highly utilized and active.

## background

## Context

The City of Northglenn has grown into a mature inner-ring suburban community over the past half century since its establishment. Designed originally as primarily a residential community, the City of Northglenn has successfully introduced additional land uses into the community including several large retail and commercial shopping centers. Following the vision for the redevelopment of the Civic Campus, this plan suggests that additional uses be integrated into the Campus including hotel, office, commercial and residential.

The rapid population growth and demographic shifts anticipated to continue in the Front Range of Colorado will impact the City of Northglenn. In order to meet the needs of tomorrow, the Northglenn community has embraced the opportunity for improvements to the Civic Campus and not only improve the municipal facilities, but to re-imagine the Campus as well. Several areas adjacent to the Civic Campus have seen new investment in recent years and the I-25 and 120th Avenue interchange is growing in popularity and desirability for a variety of uses and users.

The Civic Center site is located at the heart of the Northglenn community. The property is adjacent to the central and most popular community park in Northglenn (E.B. Rains Jr. Memorial Park). Currently, the 21-acre site contains two separate structures, four entry and exit points and several surface parking lots. The existing site functions as the location for several community festivals and the current configuration requires several people to direct traffic for these events. However, the land is not fully utilized - a large area along the western area of the site is undeveloped.

A significant need for an actual civic space to complement E.B. Rains Jr. Memorial Park was a major driver of this master plan site design. Livability and placemaking elements drove unique program elements in the site plan, such as a Memorial Parkway and a Festival Street. These two key features are not only organizing elements for the street and block layout, but are intended to create additional active and passive public space. They are intended to host successful festivals and enhance the heart of the community and future Civic Center with a unique identity that the residents and visitors to Northglenn would be attracted to and proud to call their own.







## Civic Center Site

The larger area adjacent to the Civic Campus has undergone past efforts for site redesign. The current Webster Lake Promenade was recently redeveloped into successful commercial uses. The current master plan is intended to better connect Webster Lake Promenade, E.B. Rains Jr. Memorial Park and Webster Lake, the Civic Center Campus and the new community hospital recently constructed just south of the Metro North Building on the southeast corner of 120th Avenue and Grant Street.

In addition, the need was identified for a new mini park or plaza that could serve as a hub to all aspects of the project. This new public space could be used for public events and festivals.

It is important to note that the decision was made to move Police and Courts off site into a new Justice Center development in the early phases of this planning process. This eliminated the need to accommodate those uses on the Civic Campus site in this master planning effort.



Site Plan and Surrounding Context

## Existing Civic Facilities

The existing facilities are aging and in need of repair. If new facilities are built, they can be leveraged to help catalyze future development and a greater sense of place on the site. Many aspects of the existing site helped inform goal setting and decision making throughout visioning and the remaining planning process.

### RECREATION CENTER

The 40,500 square-foot Recreation Center is a heavily-used, multifunction facility located in the northern half of the Civic Campus. It includes a wide variety of recreational amenities and activity spaces, including an attached theatre and senior center (both described below). Insufficient space in the current facility, degrading facilities with high maintenance and operations costs and changing needs and desires for recreation center facilities locally, regionally and nationally indicate the need for a new Recreation Center.

### THEATRE

The existing 320-seat D.L. Parsons Theatre is attached to the Recreation Center and occupies the northern most section of the Civic Campus site. A sign adjacent to I-25 on the Civic Campus was recently removed as part of a Colorado Department of Transportation (CDOT) highway widening project, but did provide visibility to the theatre from the freeway and an opportunity to advertise upcoming events. It will be replaced as part of CDOT improvements and the direction provided in this plan. Theatre programs are very successful and demand exists for additional rehearsal space, flexible meeting space and event space rentals.



### SENIOR CENTER

The Senior Center is currently located on the second floor of the Recreation Center. In the future, the Senior Center will benefit from being dedicated space from, but attached to or immediately adjacent to the Recreation Center. Construction of new facilities for seniors allows for a ground-floor location and better parking solutions to accommodate an active, but aging population. Design of the Senior Center space can provide a relatively high-level of flexibility given that specific needs for specialty space are limited.

### CITY HALL

City Hall is currently on the top floor of a two-story structure on the south end of the Civic Campus site. The current and projected needs of City Hall and related functions can be accommodated in a more traditional office-type building with services on the ground floor. Community meeting space and adjacency to outdoor event space could enhance the City Hall program.



### POLICE AND COURTS

The existing Police and Courts functions reside on the bottom floor of the same two-story structure as City Hall. After a space needs assessment, it was determined that Police and Courts will be relocated off-site in a new Justice Center facility.

Civic structures should be kept in operation while the new structures are under construction. The most economical approach is to keep City Hall and Recreation Center facilities in operation in their current locations while new facilities are constructed since the large site and multiple undeveloped areas allow for construction while existing buildings are in operation. This fiscally-responsible solution avoids extra costs associated with an additional move, leasing and temporary space customization. Keeping the existing facilities in operation during the construction process is a key driver of phasing the new development and informs when and where new structures can be located on the Civic Campus.



## Existing Park Space and Memorials

The grounds around the City Hall and Recreation Center today are not as inviting or usable for visitors as they could be. The existing Civic Campus includes bluegrass turf with minimal seating and picnic areas. For the most part, the activated public spaces are immediately adjacent to the structures, but provide no activation or programming to support them.

Across Community Center Drive from the site is E.B. Rains Jr. Memorial Park, a very successful gathering space. Visitors across the front range visit E.B. Rains Jr. Memorial Park for access to Webster Lake, the play area, the skate park, walking paths and community events. In its current configuration, the connection to the Park from the Civic Campus is difficult for pedestrians.

Two memorials currently exist on or immediately adjacent to the Civic Campus. A Veterans Memorial is currently located between the City Hall/Police and Courts facility and the Recreation Center complex.

The Veterans Memorial is in the center of the site near Community Center Drive and surrounded by beautiful mature trees. The memorial has seating



areas and shade, yet is experiencing degradation of hardscape materials and is overall a challenge to locate and access. A desire to limit disturbance of or enhance the Veterans Memorial was expressed by many stakeholders early in the planning process.

The second memorial, the E.B. Rains Jr. Memorial, is directly east of the Veterans Memorial across Community Center Drive on the western edge of E.B. Rains Jr. Memorial Park.

## Existing Circulation and Infrastructure

### TRANSPORTATION AND PARKING

Access to the Civic Campus is provided via Grant Street and Community Center Drive. The majority of employees and visitors access the site from the north, but access from the south is important to many Northglenn residents. Four accesses are currently provided to the civic facilities from Community Center Drive.

The northernmost access serves as the main entrance to the Recreation Center and associated parking. The next access provides shared access to the Recreation Center parking and the west side of the combined City Hall and Police and Courts building. The next access to the south is primarily used for police operations, while the southernmost access provides the primary entry for City Hall and associated parking. A trail connects the Recreation Center to a Wagon Road Park'n'Ride transit facility west of the highway via a pedestrian tunnel under I-25.



Approximately 406 formal surface parking spaces exist on the Civic Campus site today, with 177 spaces associated with the Recreation Center and 229 spaces associated with City Hall, Police and Courts. The areas west of City Hall adjacent to the freeway are used for additional parking to meet peak demands during community events at E.B. Rains Jr. Memorial Park.

### DETENTION AND DRAINAGE STORMWATER

A large detention facility is located in the northwest portion of the Civic Campus in the lowest portion of the site. The majority of drainage currently flows to this facility.







# process

OVERVIEW | TIMELINE | ENGAGEMENT



# 2

## process

The planning process focused on developing a comprehensive redevelopment plan for a new municipal campus.

### Overview

The Northglenn community was highly engaged and involved throughout the Master Plan process. From informal one-on-one conversations at community events such as the Pirate Fest, to formal video-recorded City Council meetings that encompassed group discussions on the intricacies of the plan. In fact, the final Master Plan is a result of the collaboration and extensive input received throughout the process.

The current Civic Center site serves several important community functions and is the site for many successful community events in the warmer months. The Master Plan process confirmed that the community values the majority of existing uses, but is interested in updating the Civic Center and infusing more energy into the site. As such, constituencies for the existing civic uses on the site were very involved in crafting a vision for the future.

A clear need was identified, justified and supported for the new Recreation Center, Senior Center, Theatre, City Hall facilities and outdoor public spaces. The plan received extensive support to create a new, community-defining Civic Center. In fact, redevelopment of this public asset was highly encouraged and considered overdue due to many underutilized portions of the site and degrading facilities. Many current Recreation Center users requested new and updated facilities in a new recreation center. In addition, operations, maintenance and staffing needs were key considerations in conceptual programming, design and placement of new civic facilities.

The project had a robust public process that provided multiple opportunities for city staff, elected and appointed officials, neighbors, businesses, residents and non-residents to provide feedback. Staff also provided in-depth input on the suggested space requirements and future anticipated programs for the Recreation Center,

Theatre, Senior Center and City Hall. The planned improvement to the facilities were informed by these identified space planning and needs assessment.

With a strong public process component, this project helped articulate the community's vision, build consensus and determine the best approach to redevelopment. The process was designed to encourage participation from the widest range of current and future users while preserving the distinctive sense of community that Northglenn has today. Varying mechanisms of outreach and advertisement were important to understand the needs from a variety of perspectives. This involved multiple methods of reaching those in the community, from newsletter articles, newspaper advertisements and online promotion to intercept information stations at city events and community meetings.



1. September 2016 Community Workshop
2. September 2015 Planning Commission Walking Audit
3. September 2015 Pirate Festival Intercept Event



1



2



3

*The parkway is great.  
Community space outdoors  
is important.*

– Community Feedback from  
September Workshop

# timeline

## Project History

This Civic Center Master Plan was initiated on the heels of several preliminary studies related to individual civic uses on the site, including a programming study for the Recreation Center, a City Hall space-needs assessment and a preliminary capacity analysis for the Civic Campus site. A Request for Proposals for the Civic Center Master Plan was issued in early 2015. MIG approached the project from a holistic perspective and suggested a creative approach to redeveloping the site. The MIG Team included a collection of specialized sub consultants who brought a variety of perspectives and talent to this project: Martin/Martin for civil engineering, Economic & Planning Systems (EPS) for financial planning and analysis, Fox Tuttle Hernandez (FTH) for transportation planning, Barker Rinker Seacat Architecture (BRS) for the municipal buildings, JLL for commercial real estate development and Felsburg Holt and Ullevig (FHU) for technical transportation engineering.

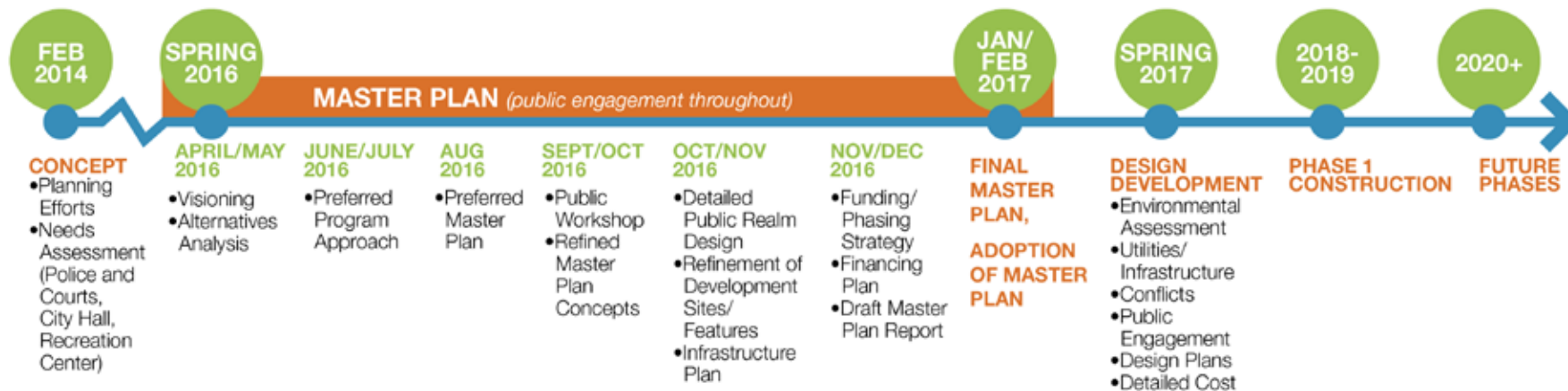
The Master Plan kicked off in late summer of 2015 and began with a request from City Council to provide further analysis to inform the decision as to whether to move Police and Courts off site.

The MIG Team performed an examination of the Civic Campus capacity, phasing possibilities given a desire to maintain active civic facilities throughout construction and the essential adjacencies for efficient and effective civic operations. Council ultimately decided to move forward with a new Justice Center near the intersection of I-25 and 112th Avenue and master planning for the remaining civic uses at the Civic Campus began in earnest.

The planning process included determining a preferred program approach, a preferred and refined master plan, detailed public realm design, refinement of development sites and features, design guidelines and funding and phasing strategies. Many new iterations of programming and alternatives of development on the civic campus site were explored. In addition to the civic uses of the Recreation Center, Senior Center, Theatre and City Hall, various programs were considered including a mix of land uses such as residential, hotel, office, retail and commercial. The density of these land uses fluctuated throughout the process and resulted in the most appropriate density for the current and growing community, traffic demand, utility capacity and fiscal capacity.







Community Intercept Event  
at 2016 Northglenn  
Food Truck Carnival



# engagement



## Stakeholders

### CITY COUNCIL AND STAFF

Stakeholder outreach consisted of several City Council Meetings from Spring 2015 through February 2017. City Council provided significant guidance to the direction and adjustments of multiple iterations of the site plan alternatives that were presented and discussed throughout the process. Senior City Staff also provided input on the plan alternatives. In addition to the formal council meetings, a walking audit of the study area was organized with the Planning Commission.

### RESIDENTS, COMMUNITY MEMBERS AND BUSINESSES

The Master Plan process thoroughly engaged the residents of the community with strong intercept outreach and communication at public community events. In addition, the community newsletter, Master Plan email distribution lists and website allowed for clear communication of the process and provided a mechanism for input and questions. Local businesses - in particular, the neighboring Webster Lake Promenade - supported the plan and helped advertise the community workshop. Strong engagement with City Council and City Staff throughout this plan allowed for a high transparency of this project to residents, community members and businesses.



## Public Outreach

### WEBSITE

A website ([www.northglennciviccenter.org](http://www.northglennciviccenter.org)) was created to broaden community opportunities to get involved in and learn about the project. Input could be provided by sending email comments directly from the website to the project team, in addition to the ability to sign up for e-notifications. The website provided visitors with information about master plans in general, the specific context of the Civic Center Master Plan, the project timeline and how to get involved. Visitors could also view materials and photos from past public events and council sessions.

### INTERCEPT EVENTS

Intercept events were conducted at the Pirate Fest on September 19th, 2015 and at the Food Truck Carnival on March 14th, 2016. The Pirate Fest intercept event served as platform to introduce Northglenn residents to the Civic Center Master Plan, explain the context and get reactions and comments about examples from other communities. At the Food Truck Carnival, visitors were encouraged to respond to civic center development examples with positive/negative stickers as well as provide comments about draft site plan alternatives.



## NORTHGLENN CONNECTION NEWSLETTER

Articles about the Civic Center Master Plan were included in the Northglenn Connection newsletter periodically throughout the master planning process. The various articles introduced the project, provided progress reports and updates and promoted the community workshop.

## COMMUNITY WORKSHOP

A community workshop was held on September 20th, 2016 at the Northglenn Senior Center. The purpose of this workshop was to present the draft plan to the public for input. Upon entering the event, attendees were given a feedback brochure. The brochure provided opportunities for both open-ended and quantitative written comments. The workshop was designed as an open house with three main stations.

The first station displayed posters showing background information, example photos and site plan graphics. MIG and City of Northglenn staff were strategically located to discuss the project with residents and answer questions. At the second station, MIG staff gave a presentation to workshop attendees. The presentation was given four times in total, each time to a different audience. The third station had a large site plan laid out across multiple tables and attendees were encouraged to leave sticky note comments and emoji stickers directly on the plan. Residents who attended the event provided a wide range of feedback. Much of this feedback instigated revisions to the draft plan which are reflected in the final master plan.







# vision

OVERVIEW | GOALS | GUIDING PRINCIPLES





# 3 vision

Northglenn is planning now  
for a city that will take us  
well into the future.

## Overview

The public process captured support for site improvements and identified the design needs for this Master Plan. The community's input guided an ambitious yet realistic site transformation of Northglenn's current Recreation Center complex and City Hall into a thriving and memorable Civic Center for Northglenn.

The site is physically located in the heart of Northglenn and has served the community well. The vision for the site captures the progressive insight to not only replace the aging City Hall and Recreation Center, but to look at the entire site and make holistic improvements that integrate functional public spaces and invite visitors to recreate, conduct city business, attend festivals and community events and showcase the community.

Overall, the goals respond to the issues and opportunities identified in the early phases of the project. The improvements proposed in this plan are in alignment with the vision and goals and contextually capture the needs and desires of the community for this site. The vision fully leverages the opportunity and potential in this site to be a central asset and activate public space.

Six major goals guided the planning process and design. These goals along with six guiding principles incorporate the community needs and provide the foundation for a re-imagined Civic Center for the Northglenn community. The goals also address how the Civic Center can better connect and be relevant to the Northglenn neighbors and surrounding community.

## goals

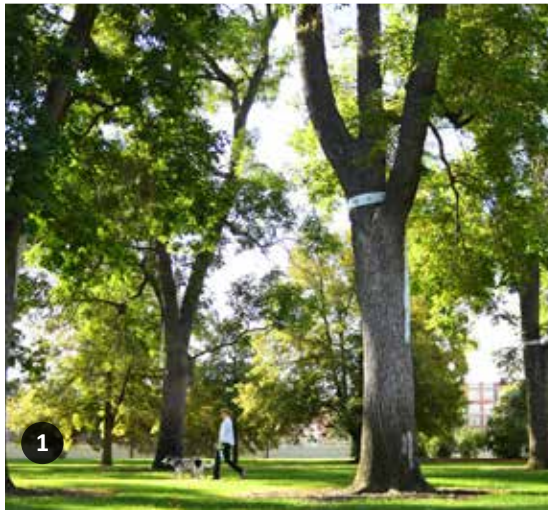
- **Enhance stronger community identity** with the creation of a more inviting and functional heart of the community.
- **Integrate a vibrant mix of land use** through public-private development to ensure a thriving Civic Center.
- **Evaluate the best location and design of municipal facilities** including City Hall, Police and Courts, the Recreation and Senior Centers and the D.L. Parsons Theatre.
- **Provide public gathering spaces** by strengthening the existing Veterans Memorial and creating flexible, iconic streetscapes.
- **Leverage the success of adjacent developments** such as Webster Lake Promenade, E.B. Rains Jr. Memorial Park and SCL Health Community Hospital.
- **Strengthen connections** to the rest of the Community by enhancing multi-modal connectivity and ensuring capacity of Community Center Drive.

1. The Civic Center Master Plan strives to achieve a balance between built and open space.

2. Community events such as beer festivals, farmers' markets and craft fairs can be held on-site.

3. Recreational opportunities and gathering spaces for all ages are present throughout the Civic Center.

4. The Memorial Parkway features site furnishings, a mix of hardscape and natural surfaces and opportunities for play and relaxation.





# guiding principles

## Vibrant



Creating a central public space that the community can utilize and that organizes development has been a key ingredient in successful projects throughout the Front Range of Colorado and the world. Features like festival streets, parkways and plazas provide for a variety of use that will be comfortable, convenient and accessible from paths and streets in the surrounding area.

- Prioritize the creation of a vibrant space.
- Create a mixed-use environment with a blend of services that are cohesive and appropriate for the site.
- Ensure nighttime activation through programming and mix of uses.

## Valuable



The return on investment for this development should be high in tangible and intangible ways. Value added with improvements to this property will contribute to the public good of the City of Northglenn.

- Think strategically about the highest and best use of valuable land.
- Rightly-sized, planned facilities and move police and courts off site
- Recognize the Civic Center site as the most valuable piece of land in Northglenn and continue to maximize its value.

## Strategic



A good strategy makes plans achievable and a win-win opportunity for the public and private sectors. Sustainable partnerships should be encouraged by garnering diverse human and financial resources. Honoring commitments, being flexible and adopting best practices should be continually practiced.

- Consider the importance and potential benefit of public-private partnerships.
- Explore and encourage private development opportunities.
- Utilize funding strategies & fiscal analysis.
- Study phasing and operational impacts.



## Connected



The proximity to I-25 makes the site highly visible and accessible. Multi-modal access to the site allows for vehicular, pedestrian, bicycle and transit access from near and far. Unique site design provides thoughtful form with innovative placemaking elements and great function that responds to adjacencies and access opportunities. The Civic Center will be a memorable place to which visitors will want to return.

- Incorporate traffic demands, multi-modal circulation and parking requirements.
- Ensure safety for all modes of transportation.
- Create connections to adjacent places.
- Consider internal wayfinding, ease of access and convenient parking.

## Sustainable



Low-impact development and sustainable technologies appropriate to Colorado such as solar should be integrated into the redevelopment of the Civic Center Campus.

- Integrate sustainable drainage, detention and water quality.
- Set an example of sustainability for the rest of the City.
- Practice smart growth and infill.
- Create a diverse and active City Center.
- Ensure a walkable environment and a comfortable pedestrian realm.

## Contextual



A new, updated Civic Center will become the identifiable character for the City of Northglenn. Iconic and contemporary civic buildings can serve the needs of both today and tomorrow along with additional uses that accommodate diversity and flexibility for long and short-term use.

- Think of the Civic Center area as a key gateway to the City.
- Protect and enhance view corridors and site visibility.
- Consider the condition, location and capacity of utilities.







# master plan framework

OVERVIEW | PLAN FRAMEWORK | MASTER PLAN ELEMENTS



# 4

## master plan framework

The quality of Northglenn's planning, development, services and volunteers creates a distinctive sense of community.

### Overview

The Master Plan Framework integrates site design and layout, programming and preliminary architectural direction, and a network of safe and inviting multi-modal connections and iconic public spaces. Existing assets are retained and enhancements are recommended, including the Veterans Memorial and a significant portion of the existing mature trees. The framework addresses key adjacencies between uses on the Civic Center site while improving connections to neighboring amenities, including E.B. Rains Jr. Memorial Park, Webster Lake Promenade and the Wagon Road Park'n'Ride facility west of the freeway. Key features of the framework also address integrated stormwater features, detention and drainage, and parking.

This Master Plan incorporates design elements that strategically create a sense of place and a new civic identity for the City of Northglenn. The new community space created by a major east-west parkway will serve as an extension of E.B. Rains Jr. Memorial Park and be the future home for civic

events, festivals, concerts and markets. The major elements were selected and located to help ensure that the Civic Center is safe, active and inviting day and night, weekdays and weekends, and throughout the year. On non-event days, residents and visitors will still have ample reason to frequent the Civic Center and enjoy strolling through great public spaces and visiting the mix of public and private destinations and amenities.

Visibility and views were factors considered in the planning and design process. The visibility of certain uses from I-25 will be capitalized upon as the site has great exposure to the freeway. In addition, there are tremendous views from the site to E.B. Rains Jr. Memorial Park to the east and the mountains to the west. The existing topography and grade of the site was a major consideration for circulation, drainage, building heights, building placement and the orientation of key public spaces.

The Master Plan framework was also informed and shaped by traffic analysis, utility assessment and fiscal studies. These technical elements were incorporated into the planning and design process

and help to ensure successful implementation of the envisioned development. As with any long-range plan with a framework approach, the specific details of the development may vary with changes in market trends and conditions, costs of materials and construction, as well as community needs. Therefore, this master plan is intended to provide the overall organizational structure and design intent for the community's vision of a vibrant, mixed use Civic Center. The specific heights, architectural details and location will likely evolve through more detailed programming, design and construction processes.

By setting a vision for the civic center with clear guiding principles, concrete recommendations, well-articulated priorities, and a certain level of flexibility and nimbleness, the Civic Center development will achieve the overall vision and goals expressed by the community. The Master Plan framework and careful planning of major elements will also help to ensure the development feels complete in each phase of implementation and makes significant contributions to the Northglenn community prior to full buildout.

1. There are multiple open spaces throughout the site, varying from a built plaza to a natural area designed for stormwater detention.
2. The main street is lined with ground floor retail and serves as a flexible festival space due to the curbsless condition.
3. The new Recreation Center will be an enhanced facility with additional amenities.





# plan framework

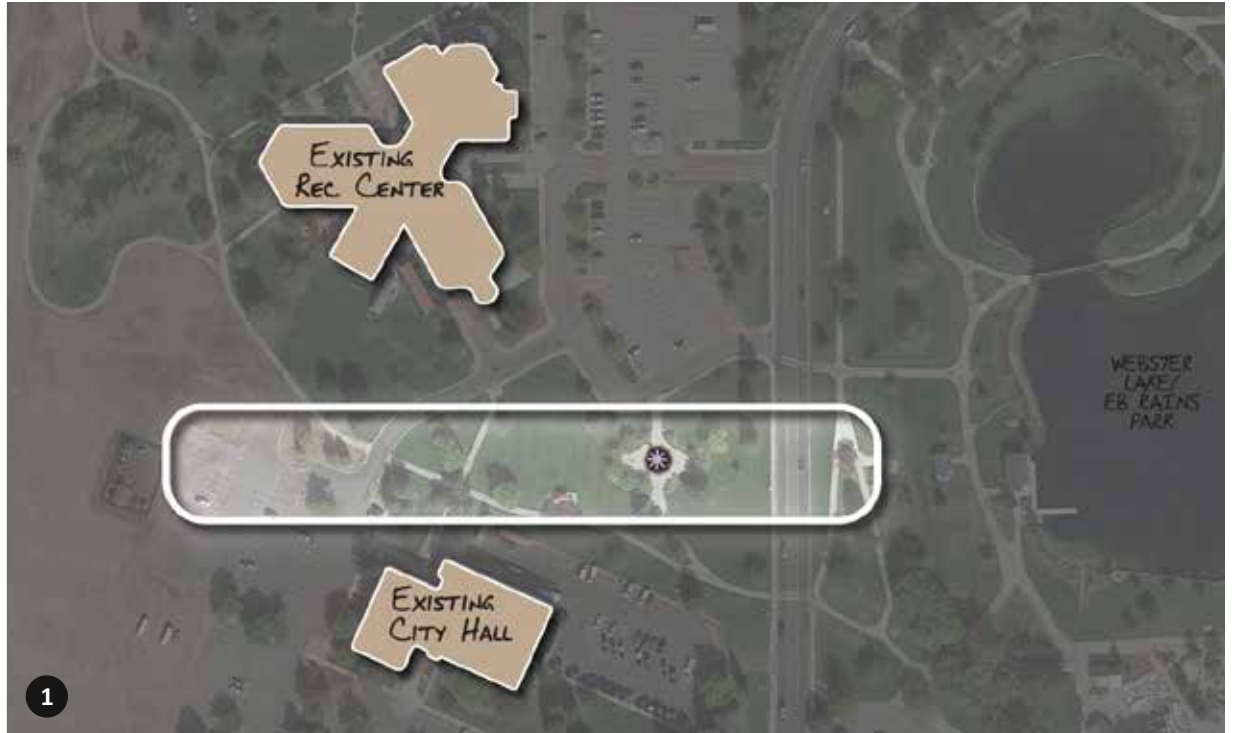
The residents of Northglenn deserve a stronger heart of the community. The Master Plan was undertaken to envision and guide the development of a physical environment that supports a strong community, provides safe and easy connectivity and accessibility within and through the site, and creates a place of distinction and quality that enhances the quality of life for all residents of Northglenn.

Elements offered in the plan will create a unique civic identity and provide key public open spaces that can be utilized by all residents and help make the visitor experience to the City of Northglenn accessible, legible and memorable. The Civic Center, especially when put in the context of the neighboring E.B. Rains Jr. Memorial Park and Webster Lake Promenade, will be a place residents and visitors will return with more frequency again and again.





1. Alignment of proposed Memorial Parkway
2. Existing mature trees on site
3. Existing Veterans Memorial



#### INTEGRATING SITE FEATURES

- Elevate the prominence of the Veterans Memorial
- Connect to and leverage views of E.B. Rains Jr. Memorial Park and Memorial
- Save mature trees where possible
- Utilize entire property
- Capitalize on visibility from I-25
- Showcase west-facing views of the mountains

## Site Plan and Conceptual Design

The planning and design process explored many iterations of the site plan that tested relatively divergent approaches to redevelopment of the Civic Campus. These explorations ranged from a well-spaced and civic-only suburban development with single use buildings and traditional expanses of parking lots, to a very dense development with a variety of uses and high density development with structured parking. Ultimately, the Master Plan Framework and major plan elements are informed by lessons learned from this full range of alternatives. The result is a Master Plan for the Civic Campus that provides formal civic elements, a mix of uses to help activate the area and contribute to the development costs, and ample public spaces.

In contrast to the current Civic Campus, the proposed site plan contains a gridded street pattern with infill development that not only creates a formal arrangement of the site, but better utilizes the City's property with civic uses, defined public space, a broader range of parking options, increased walkability, and opportunities for complementary development. The Master Plan framework and illustrative site plan concentrate the civic facilities and primary public space into the center of the site along a new east-west axis that will become the heart of the development and the larger community. Within a grid-like circulation pattern, public and private development opportunities are arranged around two major organizational elements: the Memorial Parkway and the Festival Street.

The Memorial Parkway establishes the new east-west axis connecting the west edge of the Civic Center to E.B. Rains Jr. Memorial Park.

The Parkway will serve as a gateway, primary circulation element and civic space. The Veterans Memorial is enhanced in its existing location, framing the center of the Parkway and anchoring the major entry and exit to the Civic Center. The Memorial Parkway is intended to be a public amenity zone, with formal and informal gathering spaces between two one-way streets and on-street diagonal parking framing both sides. The conceptual design for the Parkway includes tie-downs, utility hook-ups and maximum flexibility to support larger community events and gatherings. All civic facilities should front or have main entries on Memorial Parkway. In the site plan, the Recreation Center and Theatre are located at the western terminus of the Parkway. This location provides views to the mountains and high visibility from I-25. A new electronic marquee sign can be located on the Theatre.

City Hall is planned to have a prominent south facing location on the Parkway. There is also potential for a stand alone Senior Center to be integrated into mixed use development across the parkway from the City Hall in later phases of the project.

The Festival Street introduces commercial, residential and hotel uses to the site in an inviting environment that can host additional civic and private events. This street is intended to be a roadway that would contain higher end hardscape materials and public amenity zones. Parallel parking is proposed with a flush, curbsless streetscape. Ground-floor activation such as commercial use is suggested and encouraged at this location. The Festival Street intersects Memorial Parkway near the Veterans Memorial, signifying the physical and programmatic center of the site.







Site Plan





Site Perspective - Land Use





Site Perspective - Detailed



# master plan elements

## CIVIC FACILITIES

- Recreation Center
- Theatre
- Senior Center
- City Hall

## PRIVATE SECTOR DEVELOPMENT

- Commercial
- Residential
- Hotel

## PUBLIC OPEN SPACE

- Memorial Parkway
- E.B. Rains Jr. Memorial Park
- Webster Lake
- Green space, Integrated Stormwater Features and Detention

## EVENTS AND PROGRAMMING

## PUBLIC ART

## CIRCULATION AND PARKING

- Community Center Drive Streetscape Improvements
- Transit-Oriented Development
- Civic Center Access and Circulation

## SIGNAGE AND WAYFINDING

## UTILITIES AND INFRASTRUCTURE

The Master Plan for Northglenn Civic Center reflects the careful integration and assembly of many components and features. The remainder of this chapter provides more detailed explanations of these major elements and how they contribute to the overall Master Plan, plan framework and illustrative site plan.

## Civic Facilities

The highest priority elements of Civic Center are existing and future civic facilities. The placement of proposed facilities required careful consideration of existing operations, potential adjacencies, interim and long-term parking and service options, and remaining opportunities for complementary development.

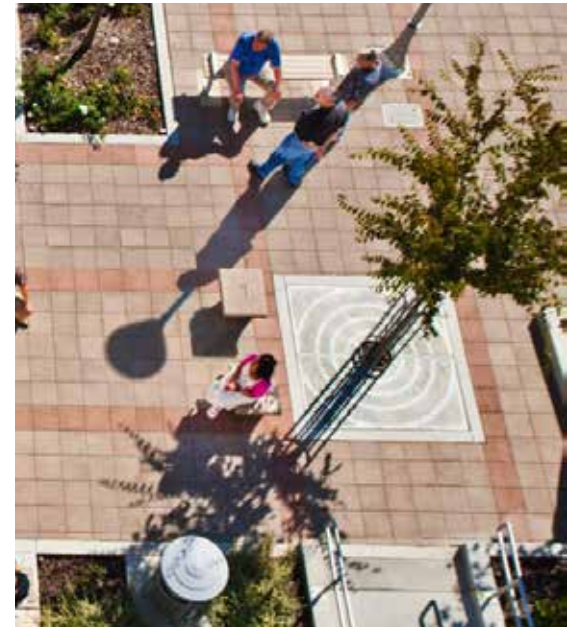
The existing program will expand for each of the proposed new civic facilities. The chart below depicts these adjustments.

	Existing Sq. Ft.	Proposed Sq. Ft.
City Hall	20,300	36,000
Theater	15,000 (320 seats)	16,000 -22,500 (300-350 seats)
Recreation/ Senior Center	40,500	88,500

Civic facilities are inseparable from their physical surroundings. All structures should have a strong relationship with the public spaces around them, but this is especially true of civic structures as the public realm adjacent to the civic structure is perceived as an extension of that space.

Creating the iconic Memorial Parkway and Festival Street and an organized grid of streets creates the perfect context for a variety of civic facilities while also creating opportunities for non-civic development.

At the master plan level, architectural study was focused on test-fit and program rather than on actual architectural details. Conceptually, City leadership and community members expressed preferences for a blend of traditional materials and more modern elements of architecture, including green building technologies, large quantities of glass, and good lighting. Prior to the breaking ground on any civic facility, all architectural and design elements will be revisited and refined through additional public processes focused on individual facility programming and design. Therefore, this plan focuses on the program elements, appropriate planned square footages and the placement of civic facilities on site.



1. Architectural style example for the Theatre.
2. The Parkway serves as great location for public art, play areas and open space.
3. Art from the 2016/2017 Art on Parade, organized by the City and the Northglenn Arts & Humanities Foundation (NAHF).





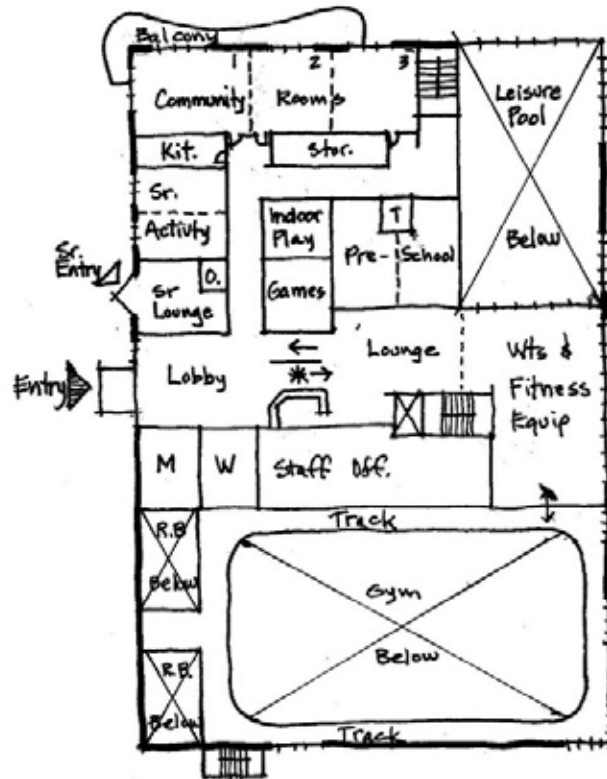
## RECREATION CENTER

The Recreation Center is proposed to be located at the western terminus of the new Memorial Parkway. This location will provide visibility from E.B. Rains Jr. Memorial Park, Community Center Drive, Memorial Parkway and I-25. Parking would be adjacent to the structure in a large surface lot or on-street. Options were explored for more immediate adjacency to E.B. Rains Jr. Memorial Park, but phasing and construction constraints resulted in the proposed location.

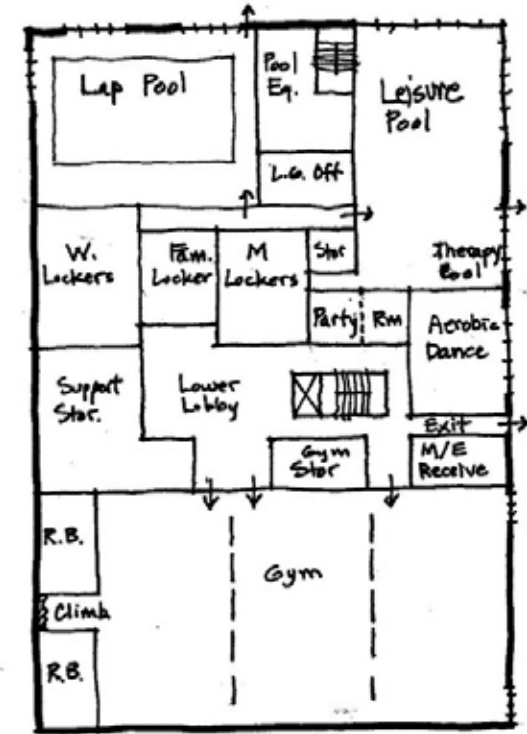


Improvements to Community Center Drive and the addition of a major public open space along the Memorial Parkway will significantly enhance connectivity between the Recreation Center and the Park.

The draft program for the Recreation Center includes a lap pool, leisure pool, locker rooms, Senior Center with activity and lounge, a separate preschool area, an indoor children's play area, party rooms, staff offices, racquetball courts, gym with upper track above, aerobics/ dance studio, weight and fitness room, and balcony that overlooks the Parkway. Secured entrances would be at the main entry and upstairs.



Conceptual Recreation Center - Level 1



Conceptual Recreation Center - Level 2

1,2. Architectural precedents  
for the new Recreation  
Center.

3. Example Recreation Center  
interior.

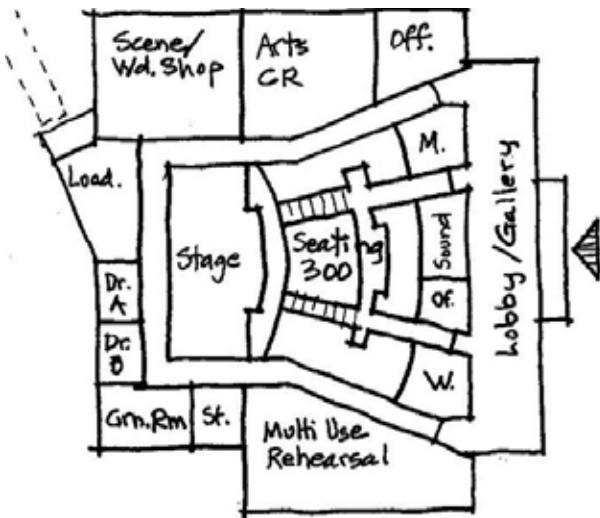




## THEATRE

The Theatre will also reside at the terminus of the Memorial Parkway and will be of a comparable size and seating with additional lobby space, to the existing theatre. The conceptual design is shown and would be accessible and multifunctional. The new D.L. Parsons Theatre is proposed to be at the prominent location at the end of the parkway which backs on I-25. Theatre program contains a large elegant lobby and gallery space that would overlook the parkway, as well as a seating area for 300-350 people and a main stage. The side rooms would contain office space, an arts and crafts room, a wood shop/set-making area, a multi-use rehearsal space and dressing rooms. The Theatre would continue to provide live theatre, dance and acting classes, chorale, musical productions and rent out the space. A potential connection between the Recreation Center and the Theatre should be explored during the detailed programming and design for each facility.

*Conceptual Theatre Floor Plan*





## SENIOR CENTER

The Senior Center needs to include multipurpose meeting rooms for activities and events, restrooms and a kitchen area. The additional needs for a potential senior center facility separate from the Recreation Center would be determined at a future date. Since the Senior Center is proposed to be part of the Recreation Center, flexible multipurpose rooms that can be converted to additional preschool rooms or other purposes are currently the programming and design. It is important to note that the Senior Center has a ground-floor entry and position within the proposed facility, as well as opportunities for priority parking adjacent to the building.

## CITY HALL

The City Hall, City Services and Municipal Offices are intended to be housed in a multi-story building, with City Services on the ground floor for easy access by residents and visitors. Offices, meeting rooms and council chambers can be located on the upper floors. These spaces would be customized and developed further in the detailed design of the building. The City Hall will have great views of the Memorial Parkway and the mountains from a rooftop terrace and meeting spaces. The central location of the City Hall on site helps to frame the Memorial Parkway, cultivate a civic identity, and make the facility easy to find and access.







## Private Sector Development

The community's vision for the redevelopment of the Civic Campus includes a mix of uses beyond the core civic elements described above. There are multiple benefits of introducing private sector development into the Civic Center, including:

- Better activation of the site on nights and weekends;
- Better utilization of sunken costs associated with parking, roadway improvements and utilities;
- Opportunities for new housing options in Northglenn that are close to many existing amenities and would support a live-work-play lifestyle;

- Ability to generate revenue from one-time fees, land sales and on-going taxes to help offset major infrastructure costs and accelerate implementation; and
- Addition of strategic entertainment and hospitality uses to complement and leverage the success of Webster Lake Promenade.

The following provides an overview of the suggested private-sector development program for the Civic Center redevelopment. It should be noted that specific uses can and potentially will differ from those suggested here. With that said, the benefits of facilitating private sector development on the site hold true whether the mix-of-uses includes more or less of any one of the elements described in the following pages.





## COMMERCIAL AREA

This small-scale commercial area is intended to complement the existing Webster Lake Promenade, support the potential hotel development and be a unique attraction and experience. This retail and restaurant area should be walkable and non-traditional in design. The design should contain a large focus on transitional spaces and indoor/outdoor rooms, taking advantage of the sunny and mild Colorado climate. Located between the Webster Lake Promenade and the Festival Street, the opportunity exists to integrate the two commercial concepts into a unique commercial experience. For example, the temporary farmers' markets on the Festival Street can inspire permanent commercial properties with themes such as being resourceful, selling local goods, offering farm-to-table seasonal foods and items related to the healthy Colorado lifestyle.

In addition, the success of Webster Lake Promenade can help this commercial area thrive due to synergy in more patios, local foods, beverages, and goods. Sustainable elements such as green roofs, local materials, and smart design to an appropriate smaller scale could make this commercial site an attraction for residents. Although the outdoor spaces would be private in nature, the quality and desire for visitors to experience this area would also be a draw to the site.

The visibility from Community Center Drive is beneficial to ensuring an adequate draw to the development. Another draw to a commercial area on site is that it can provide goods and services to those living at Civic Center and visiting the Theatre, Recreation Center, and hotel.





**RESIDENTIAL**

A variety of residential products can be accommodated on site. The current market supports this need as does the residential nature of Northglenn. Depending on the market at the time of construction, units constructed can be flats, townhomes, condominiums or apartments. The area along Community Center Drive supports a higher-end product that fronts the Park. These units would ideally have porches and multiple levels with parking accessed from behind. Shown in the plan, the two blocks that front Community Center Drive would allow for a central parking area as well as below-grade or garage parking behind the units. This configuration, would not only optimize the parcel for development but provides

a functional and desirable residential product. Most importantly, the units that face Community Center Drive, the Memorial Parkway and the Festival Street are maximized. This would allow for a high-quality character and sense of place while framing these important civic amenities.

Senior housing was also desired on this site. This could be integrated into any of the residential development projects, but was targeted along the Parkway in the area where the City Hall is currently located. The proximity to transit, the central location, the walkable environment and adjacency to the Recreation and Senior Centers all support a senior housing element on-site.

**HOTEL**

A select service hotel with approximately 150 rooms was found to have strong market support and to be a need in this particular segment of the I-25 corridor. Locating a hotel on this site will allow for guests to stay in the Civic Center and near E.B. Rains Jr. Memorial Park. This also supports the surrounding businesses and can have synergy with the Theatre and theatre programs.



1. Example of boutique hotel
2. Example of apartments
3. Example of townhomes



1



2



3



## Public Open Space

All open space in this plan will become the heart and soul of the site by activating the area. The design allows for these areas to host a wide variety of community events, festivals, markets and concerts. The flexibility of both the Festival Street and Memorial Parkway provide a variety of experiences in the setting for community events. In addition, the roadway configuration is designed in a manner for these open spaces to be closed off during events.

Major park improvements to the preferred plan include the construction of the Parkway and enhancements to the Veterans Memorial. High-quality, organized streetscape would also go in line with the formal development plan. The detention areas should also act as natural space and are intended to be engineered in a manner to be aesthetically pleasing.

To further emphasize the placemaking character for these spaces, wayfinding signage and public art are strategically placed throughout the site. Connections are integral and special attention will be paid to the crossings to EB Rains Jr. Park, the RTD transit crossing and with the commercial area at Webster Lake Promenade to the north.

### MEMORIAL PARKWAY

The Veterans Memorial is a 23-foot-tall sculpture of the United States flag with soldiers representing many conflicts in American History. The memorial will be a key attraction on the site and will remain in the same location. The master plan process found the amenities and hardscape around the memorial will need to be enhanced when the Parkway is developed as they are currently degraded and can use some improvements.

The Parkway alignment emphasizes the existing Veterans Memorial, and as a key element in the design. Required site improvements include new

walkways, pavement materials, additional planting material and irrigation. When the enhancements go through design, they should include flowering perennial plants that are in accordance with approved the City of Northglenn Landscape materials. Opportunities to preserve existing bricks and integrate donated memorial bricks and other amenities shall be studied and incorporated in the upgrades to the design. Partnership opportunities may exist and the existing tree and bench donation program should be utilized through the Northglenn Community Foundation.

The Parkway traffic flow is anticipated to be one-way in each direction (each side of the parkway will be one-way traffic westbound on the north and eastbound on the south) with diagonal parking along the interior blocks. The desire to have events in this space requires foresight into initial needs that can be integrated to meet highly programmed and utilized space, such as hook up connections for electrical and sound.



Pedestrian impacts will be heavy to this environment and so Memorial Parkway should be designed to accommodate high use. The Parkway will have public plaza space which should include natural materials, unique paving and patterns, colorful and/or dramatic lighting, and light pole or above street seasonal or sculptural banners. Elements such as spray grounds and picnic areas should be incorporated to draw visitors to stay a while, and then plan to return to this attraction.

The Parkway will serve as the largest public forum for the community in order to meet the need for green open spaces. When open spaces are too large, they look and feel deserted, so the Parkway was intentionally sized to become a successful gathering space at an appropriate scale for the community. The tree and bench program should also be utilized within the Parkway and throughout the site, as community connection and relationship to the place through donations leads to community support, ownership and care.





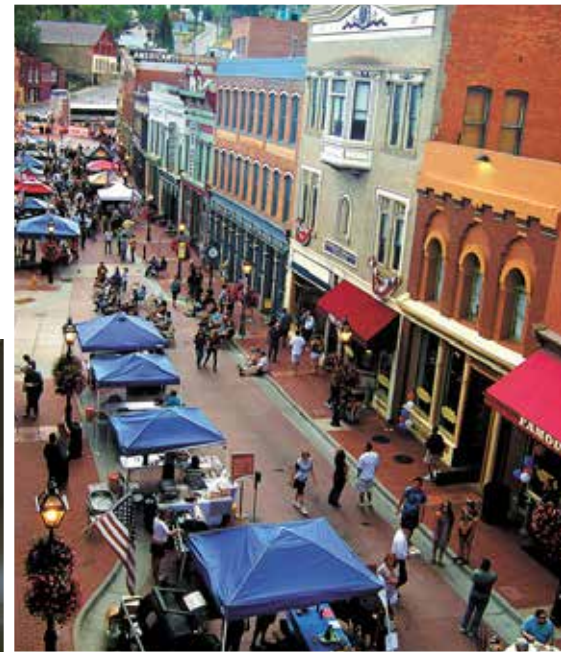
## FESTIVAL STREET

The Festival Street is anticipated to be a two-way street with parallel parking on both sides. The design of the Festival Street lends itself to be able to be closed off for community events to the north and south. Street edges should contain evenly spaced street trees lining the road in tree grates with active ground floor uses along the street. Intersections would be clearly marked and should incorporate unique and special paving materials.

The Festival Street is to be designed for a memorable urban experience and should handle high visitation, impact and use. It should accommodate the intense loads of people and densely programmed activities, such as a farmers' market and food truck vendors. The variety of appealing lighting, electricity and sound system

should be integrated in the design to further enhance the experience. The streetscape materials should be high quality and enhanced with high quality amenities such as benches, receptacles and planters. Maintenance of this street should be considered in the next step of design.

Given the civic nature of the site and the fact that the Festival Street can operate after hours and on weekends for various public events, public restrooms should be easily accessible and have access from the outdoors.

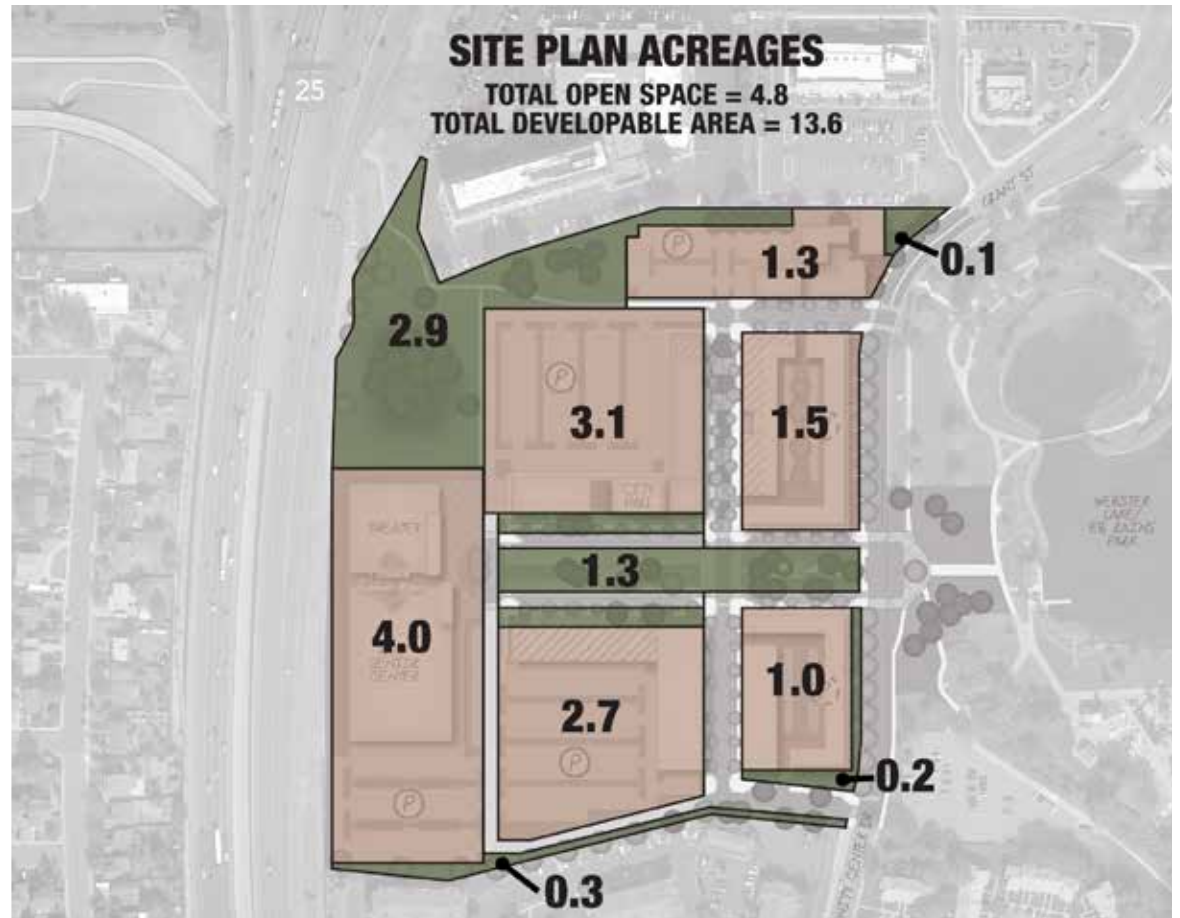




## E.B. RAINS JR. MEMORIAL PARK AND WEBSTER LAKE

The park edge will need to be addressed with a pedestrian crossing to the Civic Center and Parkway. The western edge of E.B. Rains Jr. Memorial Park should be improved to better integrate with the Memorial Parkway and connect the new pedestrian crossings. The improvements should incorporate the E.B. Rains Jr. Memorial. This memorial contains a plaque and ornamental tree and aligns with the Veterans Memorial.

Discussions have occurred around potentially connecting to an improved boat house and pier in the future. Part of the daylighted irrigation ditch may need to be buried, depending on the extent of these improvements. Landscape improvements and associated irrigation should conform to Northglenn park standards and planting palette.







### GREEN SPACE, INTEGRATED STORMWATER FEATURES AND DETENTION

Landscape and green space areas throughout the site should be designed to provide multiple benefits. Where contextually appropriate, Low Impact Development Best Management Practices should be used to clean stormwater runoff from pavement areas and maintain natural hydrology, including groundwater supplies. Low Impact Development Best Management Practices such as bioretention planters, tree trenches and permeable pavements are often applied to parking lots and parkway planters. Curb extensions used as bioretention planters can be used to enhance the pedestrian environment of streets and reduce excessive vehicle speeds.

The streetscapes and civic building sites provide opportunities to showcase high quality educational examples of emerging low impact development approaches. Landscape and green space areas also provide opportunities to create sensory and urban agriculture gardens and encourage active living.

A detention pond area will be located along the west side of the property to the north of the theatre and recreation center. This will be a maintained vegetated space that will be sloped to retain water drainage with a natural character appearing somewhat like the current detention area on the north side of the site today. The detention area is anticipated to be wall free, which is not only aesthetically pleasing but it prevents hazards and eliminates construction costs. Trees, native grasses and wildlife will utilize these areas. The area will act as green space and detain water, and will also be enjoyed by visitors to the site and will provide a contextual native character to the site.



1. A trail throughout the site will provide comfortable, multi-modal connectivity.
2. The Civic Center Master Plan aims to better connect the municipal site to the adjacent E.B. Rains Jr. Memorial Park.
3. The Parkway provides a strong connection from E.B. Rains Jr. Memorial Park into and through the Civic Center Site.
4. Example detention area such as on the Northwest corner of the site.





## EVENTS AND PROGRAMMING

The ability to accommodate events and programming was a major consideration throughout the planning and design process for the Civic Center Master Plan. It is also important to note the benefit that hosting events and programming public spaces can provide to civic areas and mixed use development. Existing events at E.B. Rains Jr. Memorial Park and on the Civic Campus attract visitors from around the entire Denver Metro region. Attendance has been increasing at recurring events and Northglenn sponsored events overall. Attendees include a growing number of residents and visitors who are choosing to visit local businesses and restaurants as part of their day in Northglenn.

Moving forward, the redeveloped Civic Center will provide multiple opportunities for hosting events and programming public open space. The center public space in Memorial Parkway includes a combination of hardscape and landscape portions, many of which are intended to host formal and informal gatherings. By using removable bollards at the end each street segment comprising the major intersection and its legs at the center of the redevelopment, event space is integrated into the street network and can be customized and scaled for different types and sizes of events. For instance, the streets running along both sides of the Parkway can be closed to motor vehicles in order to create a much wider event space that can incorporate the Parkway's plaza spaces, travel lanes and diagonal parking.

The Festival Street will be designed to be closed on both ends of the block with removable bollards to host smaller markets, fairs, and events. A similar space on Fillmore Street in Denver's Cherry Creek North is also used for fashion shows, outdoor

dinners and wine tasting events. The Parkway and Festival Street can be combined for larger events or programmed simultaneously for complementary events. The eastern leg of the Memorial Parkway and street segment south of the Festival Street can also be added to a car free event zone with simple integration of removable bollards into the planning and design. Finally, Community Center Drive can be closed to motor vehicles to create a seamless event space and/or safer crossing environment between Civic Center and the park. In instances Community Center Drive is closed to motor vehicles, the Civic Center roadway network can work with circulation and drive aisles in the proposed parking lots to create several alternative routes to get north and south through the Civic Center site.

Memorial Parkway and the Festival Street will be designed for maximum flexibility and as highly functional event spaces. In addition to removable bollards at the end of each street segment, the spaces should include a variety of infrastructure and amenities accommodate a variety of events. Considerations should be given to tie downs, water and electrical hookups, banners and lighting, temporary coverings, storage, temporary and permanent restroom locations and access, signage and wayfinding.

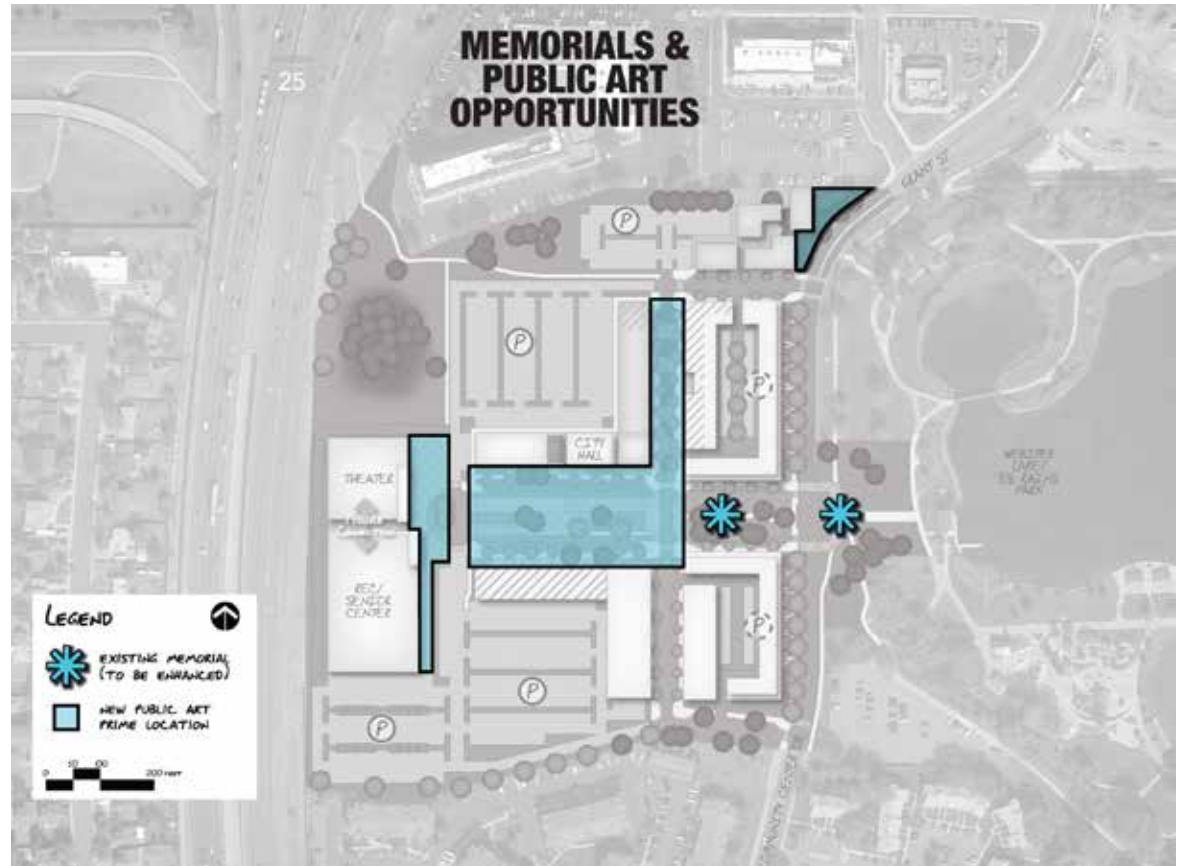


## PUBLIC ART

Several art opportunities exist with the proposed redevelopment. With the abundance of new public spaces, several types of art can be easily incorporated if the City of Northglenn and the community desires.

New public art opportunities would become available with this development. Ideal locations would be along the Parkway, in front of the Theatre and in front of City Hall. The Festival Street could provide a good platform for appropriate art that could fit in the streetscape or above the street. The concept for the commercial area also includes a central courtyard that could provide a setting for the appropriate art piece(s). The mature trees in the lawn adjacent to this commercial area could also be a good setting for art as pedestrians would utilize this unique area of the property.

The western side of the property has a natural area with proposed pedestrian paths and seating. This too can be a great location for art, new benches and memorial plantings of trees or other landscaping.





## Circulation and Parking

### COMMUNITY CENTER DRIVE STREETSCAPE IMPROVEMENTS

Planning and design of the Civic Center included extensive assessment of Community Center Drive, including gaining an understanding of existing traffic volumes and patterns, existing access to the Civic Campus and E.B. Rains Jr. Memorial Park, and future needs related to the proposed Civic Center development. It was ultimately determined that the additional traffic generated by the Civic Center development will not require additional lanes on Community Center Drive. The existing two lane (one lane north and one lane south) configuration will provide enough capacity for the project traffic associated with new civic facilities and potential private sector development.

The Master Plan framework elevates the role of the central access to the site from Community Center Drive at Memorial Parkway. As such, the left-hand turn lane will be required to accommodate increased ingress and egress at this important location. As the Master Plan is implemented and more uses are added to the site, traffic controls will also be necessary at the intersection of Community Center Drive and Memorial Parkway. It is expected that a traffic signal will ultimately be necessary to process the increased traffic and multiple movements through the intersection. A traffic signal will provide significant benefits to pedestrians and cyclists crossing Community Center Drive as well.

It is recommended that the improvements to the Community Center Drive and Memorial Parkway intersection be extended to include resurfacing Community Center Drive, adding a landscaped median in locations where left hand turns are not necessary or permitted, and enhancing the intersection and crosswalk at the intersection itself to provide create an enhanced pedestrian environment and a gateway to the Civic Center development. As redevelopment occurs along Community Center Drive, a 6-to-8-foot wide buffered sidewalk with landscaping should replace the existing narrow sidewalk that immediately adjacent to the curb.



## TRANSIT-ORIENTED DEVELOPMENT

The existing Civic Campus is in close proximity to the Wagon Road Park'n'Ride transit facility located at the southwest corner of the I-25 and 120th Avenue intersection. A pedestrian and bicycle pathway and tunnel exists under the freeway connecting the Civic Campus to the transit facility. The envisioned Civic Center development provides an opportunity to strengthen this connection and support a more significant share of trips to and from the Civic Center being made by transit. The addition of housing to the site will also provide an attractive opportunity for true transit-oriented development. Residents living in the Civic Center will be able to own fewer vehicles and/or leave their vehicle at home more often. The current widening project for I-25 adjacent to the Civic

Campus includes light and drainage improvements to the pedestrian and bicycle tunnel under the freeway. Pedestrian and bicycle circulation is a priority throughout the Civic Center development and connections to the transit facility are critical to repositioning the site for a wider array of uses and private sector investment.

## CIVIC CENTER ACCESS AND CIRCULATION

Within the Civic Center site, a small grid of roadways and access aisles will help to distribute traffic, provide convenient deliveries and maintenance access, and establish a more walkable and bikeable environment. The new Festival Street and its extension southward will parallel Community Center Drive and the new Memorial Parkway runs west from and perpendicular to

Community Center Drive. On-street parking (discussed below) will be provided on most streets and creates opportunities for designated disabled parking, convenience parking, loading areas, and mobility hubs to accommodate car share and bike share.

Additional access is expected immediately adjacent to civic facilities located adjacent to I-25. Fire lanes around the Recreation Center and Theatre will also provide access for servicing and loading. There is also the possibility of providing access and services internal to several of the blocks included in the plan framework. The illustrative plan includes alley-type access for the residential development abutting Community Center Drive.





## PARKING

Parking for the redeveloped Civic Center will be distributed throughout the site primarily in both on-street and off-street surface parking. While it is expected that new housing development will include some form of tuck-under parking, the majority of parking across the site will be uncovered. Structured parking was explored as an element of several development alternatives, but was ultimately deemed to be financially infeasible. An approach that integrates well-placed surface parking lots can provide opportunities for integrated storm water management, water quality features and solar arrays in the short-term while still allowing long-term development options in the future.

The vast majority of parking will be located on-street and behind structures. Proposed off-street surface parking lots include over 800 spaces. On-street parking will be provided along almost streets in the Civic Center to provide more convenience parking and buffer the pedestrian realm from motor vehicle traffic. Memorial Parkway contains diagonal parking along the western portion to maximize street parking and ease of access to the civic facilities on the site. Parking was a large concern for civic facilities, residents, and staff.

### Existing Parking Spaces

Total = 406

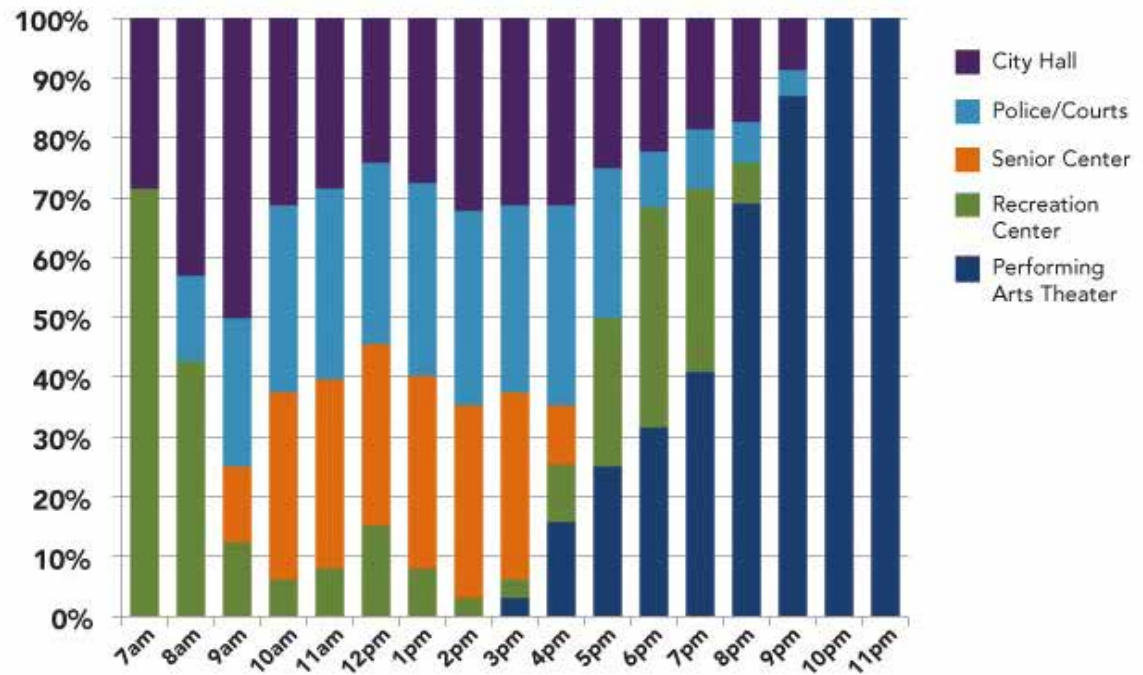


### Proposed Parking Spaces

Total = 806 (with additional on-street)



### Existing Shared Parking Analysis





## Signage and Wayfinding

The new design creates a clear organization of the site, thus creating two natural gateways to the key access onto the site. One would be the northern entry which would provide quick access to the commercial, hotel and festival street. The entrance/exit to the parkway from the property creates a natural gateway to the civic amenities and creates a sense of arrival and departure. The circulation is designed in a manner to take the visitor through the site and is simple enough to easily navigate.

Supplemental wayfinding opportunities exist for vehicular travel and can double as pedestrian wayfinding opportunities helping orient the user to the site. These can be site specific signs, may be able to incorporate a customized element or can be standard city of Northglenn signage.

Interpretative signage opportunities exist at the two memorial and can be incorporated into the parkway (depending on the future design). Technology can be utilized to create learning opportunities or status on traffic and parking.





## Utilities and Infrastructure

The infrastructure is organized on a grid pattern, with the major trunk infrastructure provided under Community Center Drive and the proposed Memorial Parkway. The diagram shows the proposed infrastructure plan. The detention area is located at the northwest area of the site.

### DOMESTIC WATER SYSTEM

The proposed water distribution system will be supplied from the existing 10-inch and 12-inch distribution mains mentioned in the Existing Conditions section. It is proposed to relocate and upsize the existing 10-inch distribution main from its current alignment across the site to a location that coincides with the proposed access circulation roads.

### DOMESTIC WATER PEAK FLOW

Domestic water demand has been estimated using the criteria and design guidelines for Residential and Commercial/Industrial development(s) listed in section 3.2.3 of the Public Right-of-Way Standards and Specifications. The proposed domestic water demand for the Civic Center is based on peaking factors for the peak day and peak hour of 2.5 and 4.0, respectively.

### OFF-SITE DOMESTIC WATER IMPROVEMENTS

The Northglenn Treated Water System Modeling Evaluation (Integra, 2008) identifies an 8-inch dead-end water main on the hotel property immediately north of the Civic Center site that is proposed to be looped into the overall city distribution system. Extending the proposed water distribution system northerly to the adjacent property and connecting into the existing dead-end main is included in the Master Plan costs.

As part of the offsite water distribution system extension, the City would require an easement from the adjacent property owner.

### SANITARY SEWER SYSTEM

Similar to the existing condition, the proposed sanitary sewer collection system will route wastewater to the north and south to a location where existing 8-inch collection mains are available to discharge into. Generally, wastewater flows from blocks A, B, and C will be routed to the north, whereas flows from Blocks D/E, F, and G will be routed to the south. On-site sanitary sewer mains will be situated within the proposed access circulation roads.



### STORMWATER COLLECTION SYSTEM

Consistent with Low Impact Development (LID) principles, stormwater will be captured and treated as close to the source as possible. LID stormwater facilities will be dispersed throughout the site as described in the Green space Section. The proposed storm sewer collection system will route runoff to the northwest corner of the property toward the location of the existing detention basin, maintaining existing on-site drainage patterns. In addition to LID facilities, a new, expanded pond will be required to accommodate the detention volume and remaining on-site water quality volume. The expanded pond will also accommodate the water quality and detention for the existing multi-family development located south of the Civic Center site.

Generally, surface runoff will be collected in LID facility overflow structures, curb inlets and catch-basins throughout the site and will be conveyed in the underground collection system. On-site storm sewer mains will be situated within the proposed access circulation roads.

### STORMWATER DETENTION

The proposed Master Plan improvements propose to utilize and expand the existing detention basin in the northwest corner of the property. Consistent with the Urban Storm Drainage Criteria Manual, the detention basin will be sized to detain runoff from the 10-year and 100-year storm events. The detention basin will also be sized to accommodate the remaining Water Quality Capture Volume (WQCV) that is not accommodated by LID facilities.

It is estimated that 215,000 cubic-feet of storage volume will be required, and that the storage volume will be provided at a depth of approximately seven (7) feet. The detention basin is proposed as an open pond with maximum side slopes of 4:1 (H:V) and an anticipated footprint of approximately 250 ft. x 300 ft. An allowance for the earthwork grading and excavation associated with the detention pond is included in the overall costs.

### DRY UTILITIES

Estimated costs for proposed electric, gas, communications, and data infrastructure are assumed and included in the Master Plan costs. Basic routing is assumed with allowances included in the costs. Specific routing, sizing, and load estimates are outside the scope of this narrative. The final alignment, size and design details of these utilities should be determined in the later stages of design and Master Plan development.









# phasing and implementation

OVERVIEW | KEY ELEMENTS OF IMPLEMENTATION | PHASING AND PRELIMINARY COST ESTIMATION  
FUNDING AND COST RECOVERY | IMPLEMENTATION STRATEGIES





# 5

## phasing and implementation

**Implementation tools will diversify costs, introduce new revenues and incorporate both public and private sector development opportunities.**

### Overview

The previous sections of the Master Plan articulate the community's vision for a redeveloped Civic Center with new civic facilities, a safe and inviting street network, signature public spaces, updated utilities and private development opportunities. This section explores potential phasing, planning level cost estimates associated with each phase, the range of tools and resources that are available for implementation, as well as an implementation strategy. One of the central concepts introduced early in the project was to incorporate both the public and private sectors in the implementation and development. Accordingly, the Master Plan calls for a level of concurrency, with elements of public and private uses being constructed within the same phase. The benefits of this approach include a vibrancy and sense of place that comes from a diversity of uses and more importantly as it relates to implementation, the plan diversifies the costs, introduces new revenues, and calls for capital investment from both sectors.

### Key Elements of Implementation

The plan has been built around several driving elements. These include:

- The plan expands the economic and fiscal base of the City, with uses that increase overall revenues. The hotel, in particular, with 123 mills of property tax and a commercial assessment rate of 29 percent applied against a base of zero generates substantial property tax revenue through the Urban Renewal Area (URA). Similarly, its sales and accommodations tax increase the City's general fund. The planned retail uses, although small in scale, also contribute positively to the City's sales tax base. The Civic Center Master Plan provides substantial cost recovery and leaves the City with a projected cumulative surplus of \$1.7M at the end of the 25-year planning horizon.
- The private improvements will also generate net new revenues of approximately \$950,000 annually in sales tax, accommodations tax, and property tax following the sunset of the URA. These will flow to the General Fund and could be used for future capital projects.
- The plan unlocks revenue potential of municipal property with sales to developers. It yields revenue by leveraging the initial investment of the City and enabling the City to sell pad-ready sites to private end users.
- Based on the location of existing facilities and the proposed location of water and sewer lines, storm drainage, and streets, much of the infrastructure in the plan would need to be constructed to access the western edge. The plan opens up developable parcels with little additional cost.
- The infrastructure is concurrent with the anticipated improvements. Public and private buildings will 'go vertical' in a timely manner, as streets are built.
- Finally, the phasing plan gives City Council options regarding the future. Phase I provides new civic facilities and a civic core, even if Phases II and III are not implemented. Thus, the Council can move forward knowing that it can allocate resources to other capital projects if other needs evolve and priorities shift.

1. Select service hotel
2. Civic Center Site Plan
3. Example of a retail street with flush curbs





# phasing and preliminary costs

This section provides planning level cost estimations for environmental assessment and preparation, site utilities and infrastructure, landscaping and public space improvements, and civic development. The Phase I cost estimates are in current 2017 dollars and include factors and contingencies for furniture, fixtures, and equipment (FF&E), design, permitting and other soft costs, as well as other miscellaneous costs that may be unanticipated at this stage of the project. Note that Phase II and III cost estimates have been escalated at 2 percent annually. The proposed phasing for Civic Center implementation takes these preliminary cost estimates into account, but is also based on balancing several critical factors, including:

- Establishing the primary utility and infrastructure network;
- Limiting multiple disturbances to any one area of the site or adjacent to the site;
- Establishing a new character for the Civic Center and creating a critical mass to support a new sense of place;

- Creating pad-ready development opportunities early in the development process to engage the private sector and promote concurrency;
- Providing short-term interim and long-term parking solutions to serve existing civic uses as well as future civic, residential, hospitality and commercial uses on site;
- Maximizing constructability and optimizing staging for each individual development and overall suggested phase; and
- Maintaining operations of current civic programs in existing facilities until new replacement facilities are completed.

The placement of the existing Recreation Center complex and the City Hall facility provide both opportunities and constraints in terms of phasing and placement of various programmatic elements of Civic Center. The diagram below labels each grouping of proposed developments or blocks with a letter from A to G. The rest of the Phasing and Implementation section of the Master Plan refers to these blocks when summarizing costs and phasing.

*Table 1. Approximate Square Footages of Civic Center Parking and Development*

	PARKING		CIVIC	RETAIL	RESIDENTIAL		HOTEL	
	Sq Ft	Spaces	Sq Ft	Sq Ft	Sq Ft	Units	Sq Ft	Rooms
A	31,150	89	-	14,968	-	-	-	-
B	71,750	205	36,031	3,000	-	-	53,400	150
C*	7,000	20	-	10,800	77,400	42	-	-
D/E	57,050	163	111,008	-	-	-	-	-
F	69,300	198	14,566	-	86,731	70	-	-
G*	11,200	32	-	-	76,737	42	-	-
<b>Total</b>	<b>247,450</b>	<b>707</b>	<b>161,605</b>	<b>28,768</b>	<b>240,868</b>	<b>154</b>	<b>53,400</b>	<b>150</b>

\*Blocks C & G have additional tuck-under parking for residential not included in total

# TAKEOFFS BY BLOCK

## LEGEND

-  ROAD
-  FESTIVAL STREET
-  PLAZA
-  SIDEWALK/PATH
-  CIVIC
-  FUTURE SENIOR CENTER
-  HOTEL
-  RESIDENTIAL
-  RETAIL
-  GROUND FLOOR RETAIL
-  OPEN SPACE
-  PARKING LOT
-  TUCK-UNDER PARKING
-  VETERANS MEMORIAL
-  EXISTING TREE
-  PROPOSED TREE

0 50 100 200 FEET





As stated previously, a key consideration in phasing the development will be maintaining operations of the existing civic facilities. The diagram shows that the existing civic facility footprints require portions or all of Blocks B and F development to occur in later phases. While the central portion of the site is then relatively encumbered through the early phase or phases of development, large portions of the site are available for development now. The western portion of the site with the detention facility and Blocks D and E are available for development now. Similarly, the eastern portion of the site can be available for development in the near term assuming that interim parking solutions can be provided for the Recreation Center. Finally, the alignment and proposed footprint of Memorial Parkway and the major infrastructure planned within that new right-of-way allows for construction in the near term.

As Table 1 illustrates, the constraints created by the existing facilities and civic programs on the site do not significantly limit the ability to create a mix of uses on the site early in the implementation process. In fact, programmatic elements of civic, commercial and residential uses can be introduced on site while the existing civic facilities remain in operation. Only hotel development would be significantly affected by the required sequencing of development (i.e., new Recreation Center, Senior Center and Theatre facilities must be constructed prior to the existing complex is demolished). The full development program totals approximately 484,791 square feet.

The following provides a suggested phasing strategy that organizes the proposed site improvements and development into three primary phases. It should be noted that a level of sequencing is necessary within each proposed phase. For instance, the new civic facilities included in Phase I must be completed prior to the demolition of existing civic facilities. To that end, it is likely that each phase of implementation will take approximately 2 to 5 years from initial design through occupancy of new facilities and demolition of old facilities. A delineation of phasing by year is provided in the latter part of this section. Generally, Phase I covers 2017 through 2025; Phase II covers 2026 through 2035; and Phase III covers 2036 through 2039. Most of the improvements (infrastructure, civic facilities, and private development) will be completed in Phases I and II. While the phasing period extends through 2035, *nearly all improvements will be completed by 2027.*

## Phase I – 2017 through 2025

The first phase of the Civic Center development includes many significant improvements to the site, including:

- Reconstruction of Community Center Drive with a landscaped median treatment, new pedestrian lighting, furnishings, removable bollards and an enhanced crossing at the new intersection of Community Center Drive and Memorial Parkway;
- A new east-west spine in Memorial Parkway with enhancements to the Veterans Memorial, new underground utilities, lighting, street trees, diagonal parking, community event accommodations, removable bollards, and central plaza space with a sprayground, hardscape and landscaping;

- Festival Street north of Memorial Parkway with a curbside streetscape treatment, pavers, lighting, landscaping, removable bollards and new underground utilities;
- An enlarged detention pond in the northwest corner of the Civic Center site with improved pathways and landscaping that will accommodate site drainage for the full build out of the envisioned development;
- A new Recreation Center with Senior Center on ground floor (Block E) with associated surface parking facilities south of the buildings;
- A new Theatre that may be physically connected to the Recreation Center (Block D);
- Demolition of the existing Recreation Center complex on Block B;
- At least a portion of the proposed retail development on Block A and associated surface parking facilities with integrated stormwater features and landscaping; and
- Housing development (primarily townhomes) on Blocks C and G.

To evaluate the feasibility of the Civic Center Master Plan, it is important to separate the horizontal infrastructure costs, private vertical development costs and the civic vertical development costs. Horizontal infrastructure includes the construction of roads, utilities, and water detention, among other items needed to facilitate development. The anticipated horizontal costs, including demolition costs, to construct the entire development program is nearly \$19,000,000 or approximately \$900,000 per acre. More than half of the infrastructure costs appear in Phase I. These costs are related to construction of the Parkway, improvements to Community Center Drive, roadway and utilities network through the majority of the site, and demolition of the existing Recreation Center complex.

Phase I Programmatic Elements



Phase II Programmatic Elements



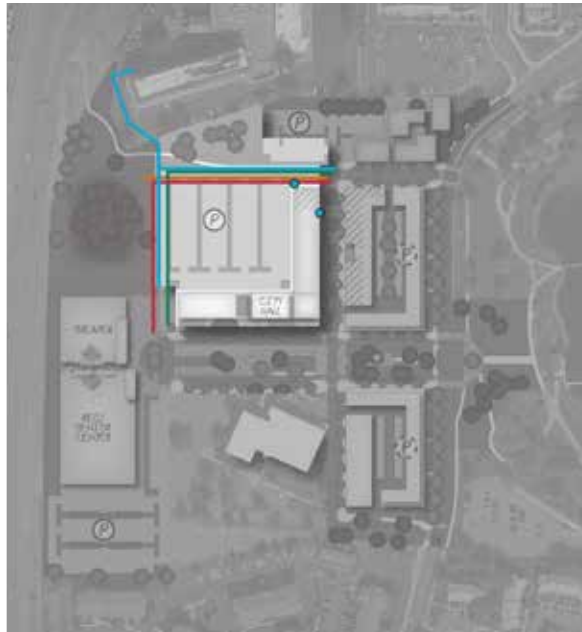
Phase III Programmatic Elements



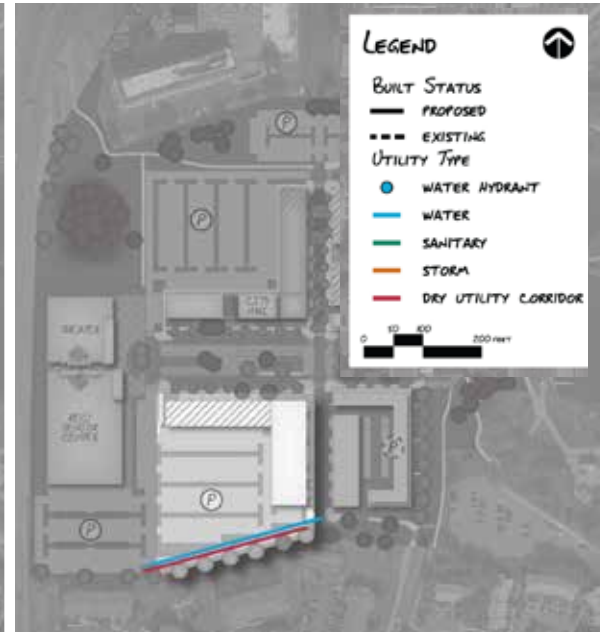
Phase I Utilities and Infrastructure



Phase II Utilities and Infrastructure



Phase III Utilities and Infrastructure





The relatively high infrastructure costs as compared to revenue derived from the private sector vertical development in Phase I makes the likelihood of engaging a master developer somewhat low. If a master developer process were pursued it would require additional time for implementation, further detail on cost estimating and feasibility, and a much greater level of investment by the City to offset developer risk. The desire to create a more urban environment poses challenges. The surrounding land use patterns set the precedent for low-density and high parking ratios. If a more urban environment is to be created per the vision of the Master Plan the City will need to invest funds and take a risk

to facilitate that vision. That means shouldering a heavy portion or all of the initial horizontal infrastructure costs. Because of the risk and cost of interest carry associated with a full build out of the infrastructure in Phase I (for either the City or a developer), it is recommended to move forward incrementally. An approach where the civic amenity, new facilities, and commercial/residential uses occur commensurately with the infrastructure development is a more cost effective approach.



Table 2. Phase I Planning Level Cost Estimates

Site and Infrastructure Construction	Construction Cost Estimate	FFE Estimate	Site & Soft Costs		Total Cost Estimate	Misc. Fees		Total Cost
			% of Cost	Total Cost		% of Cost	Total Cost	
PHASE I								
Site and Infrastructure								
Phase I Infrastructure	\$5,486,800	N/A	30%	\$1,646,040	\$7,132,840	10%	\$713,284	\$7,846,124
Community Center Drive Signal	\$350,000	N/A	30%	\$105,000	\$455,000	10%	\$45,500	\$500,500
Phase I Landscape Totals	\$2,092,470	N/A	20%	\$418,494	\$2,510,964	10%	\$251,096	\$2,762,060
Demolition Recreation Center (Block B)	\$620,000	N/A	20%	\$124,000	\$744,000	10%	\$74,400	\$818,400
Demolition Hazardous Material Recreation Center (Block B)	<u>\$100,000</u>	<u>N/A</u>	20%	<u>\$20,000</u>	<u>\$120,000</u>	10%	<u>\$12,000</u>	<u>\$132,000</u>
Subtotal	\$8,649,270	N/A		\$2,313,534	\$10,962,804		\$1,096,280	\$12,059,084
Vertical Construction								
New Recreation Center (Block D/E)	\$21,479,746	\$908,087	20%	\$4,477,567	\$26,865,400	10%	\$2,686,540	\$29,551,940
New Theater (Block D/E)	\$5,444,000	\$698,139	20%	\$1,228,428	\$7,370,567	10%	\$737,057	\$8,107,623
Commerical (Block A)	---	---	---	---	---	---	---	---
Residential (Block C)	---	---	---	---	---	---	---	---
Residential (Block G)	---	---	---	---	---	---	---	---
Subtotal	\$26,923,746	\$1,606,226		\$5,705,994	\$34,235,966		\$3,423,597	\$37,659,563
PHASE I TOTAL	\$35,573,016	\$1,606,226		\$8,019,528	\$45,198,770		\$4,519,877	\$49,718,647

## PHASE I

1. Programmatic Elements (next page)
2. Utilities and Infrastructure
3. Bird's Eye View





## Phase II – 2026 through 20235

The second phase of the Civic Center development primarily includes improvements associated with Block B where the existing Recreation Center complex is currently located. Phase II can begin after the existing Recreation Center complex is demolished. Improvements included in Phase II include:

- Completion of commercial development and associated surface parking facilities on Block A;
- Development of select service hotel on Block B;
- Development of surface parking lot facilities on Block B with integrated stormwater features, landscaping, lighting and underground utilities as necessary;

- Development of new City Hall on Block B facing Memorial Parkway; and
- Demolition of the existing City Hall complex on Block G.

While nearly all aspects of Phase II can commence immediately following the demolition of the existing Recreation Center complex, it should be noted that vertical development (whether City Hall or the proposed select service hotel) will require additional parking that is not provided in Phase I. The final surface parking solutions and cost estimates proposed in the Master Plan include less costly interim parking solutions to be provided prior to fully improved surface parking lots.

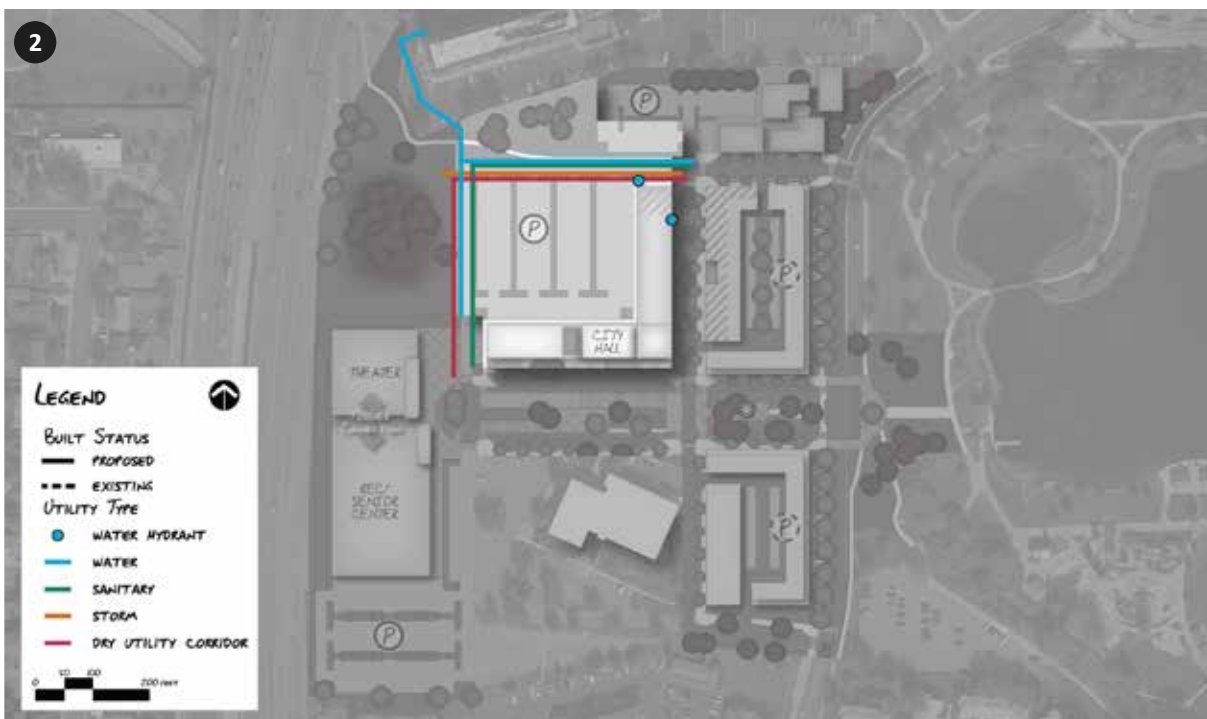


Table 3. Phase II Planning Level Cost Estimates

Site and Infrastructure Construction	Construction Cost Estimate	FFE Estimate	Site & Soft Costs		Total Cost Estimate	Misc. Fees		Total Cost
			% of Cost	Total Cost		% of Cost	Total Cost	
PHASE II - CITY HALL								
Site and Infrastructure								
Phase II Infrastructure	\$1,539,300	N/A	30%	\$461,790	\$2,001,090	10%	\$200,109	\$2,201,199
Phase II Landscape Totals	\$724,992	N/A	30%	\$217,498	\$942,490	10%	\$94,249	\$1,036,739
Demolition* City Hall estimate (Block F)	\$310,000	N/A	30%	\$93,000	\$403,000	10%	\$40,300	\$443,300
Hazardous Material Demo estimate for City Hall (Block F)	\$100,000	N/A	30%	\$30,000	\$130,000	10%	\$13,000	\$143,000
Parking lot (Block B)	\$820,439	N/A	30%	\$246,132	\$1,066,571	10%	\$106,657	\$1,173,228
Subtotal	\$3,494,731	N/A		\$1,048,419	\$4,543,150		\$454,315	\$4,997,465
Vertical Construction								
New City Hall (Block B)	\$8,665,000	\$1,121,034	20%	\$1,957,207	\$11,743,241	10%	\$1,174,324	\$12,917,565
Select Service Hotel (in Block B)	---	---	---	---	---	---	---	---
Subtotal	\$8,665,000	\$1,121,034		\$1,957,207	\$11,743,241		\$1,174,324	\$12,917,565
PHASE II TOTAL	\$12,159,731	\$1,121,034		\$3,005,626	\$16,286,391		\$1,628,639	\$17,915,030

## PHASE II

1. Programmatic Elements (next page)
2. Utilities and Infrastructure
3. Bird's Eye View





## Phase III – 2036 through 2039

The final phase of Civic Center implementation includes the redevelopment of the existing City Hall facility on Block G. Since Phase III will take the longest to realize, the suggested program for the site is most tentative. While a large portion of the site will be occupied by parking necessary to support new development on Block G and provide additional long-term shared parking for the Recreation Center, Theatre and E.B. Raines Jr. Memorial Park, it is currently assumed that the most likely development on this site will be some form of housing. Based on community input, it is suggested that a housing project targeted at active seniors be explored at the commencement of Phase III. If demand is high enough for senior or other recreational programming, a new Senior Center facility could be explored as a ground floor use facing the Memorial Parkway.

Improvements reserved for Phase III of Civic Center implementation include:

- Development of residential (potentially senior housing) on Block G;
- Inclusion of a new Senior Center or other street activating uses on the ground floor of the residential development identified above; and
- Development of surface parking lot facilities on Block G with integrated stormwater features, landscaping, lighting and underground utilities as necessary.

Since Phase III follows the significant public and private investments projected for Phases I and II of implementation, the total cost of Phase III is relatively low in comparison. With the exception of potential joint ventures for the shared parking lot facility on Block G and a potential Senior Center space, civic uses are limited in Phase III.



Table 4. Phase III Planning Level Cost Estimates

Site and Infrastructure Construction	Construction Cost Estimate	FFE Estimate	Site & Soft Costs		Total Cost Estimate	Misc. Fees		Total Cost
			% of Cost	Total Cost		% of Cost	Total Cost	
PHASE III								
Site and Infrastructure								
Phase III Infrastructure	\$630,425	N/A	30%	\$189,128	\$819,553	10%	\$81,955	\$901,508
Phase III Landscape Totals	\$59,995	N/A	30%	\$17,999	\$77,994	10%	\$7,799	\$85,793
Recreation Center Parking Lot	<u>\$1,514,557</u>	<u>N/A</u>	30%	<u>\$454,367</u>	<u>\$1,968,924</u>	N/A	---	<u>\$1,968,924</u>
Subtotal	\$2,204,977	N/A		\$661,493	\$2,866,470		\$89,755	\$2,956,225
Vertical Construction								
Senior Center & Residential- tbd (Block F)	---	---	20%	---	---	10%	---	---
Subtotal	\$0	\$0		\$0	\$0		\$0	\$0
PHASE III TOTAL	\$2,204,977	\$0		\$661,493	\$2,866,470		\$89,755	\$2,956,225

### PHASE III

1. Programmatic Elements (next page)
2. Utilities and Infrastructure
3. Bird's Eye View

2



3





# funding and cost recovery

A public-private partnership (P3) can range from simple to complex. In some cases, a developer will take on all investment, financing, development risk, and financial return on land provided by the public sector. In other cases, a successful P3 can be a blended approach that integrates public and private projects into the same development area. The recommended strategy detailed in this section reflect the latter approach, with the City taking the lead on master planning, entitlements, infrastructure, and civic improvements, with the goal of unlocking land value through this process and selling pad-ready sites to developers.

There are four primary vehicles that will help the City achieve cost recovery with implementation of the Civic Center Master Plan. They include:

- Land Sales;
- Tax Increment Financing (TIF) through the existing Urban Renewal Area;
- Enhanced Sales Tax Incentive Program (ESTIP) or other method for redirecting sales tax proceeds generated within the project to cover project costs; and

- Existing uncommitted revenue stream and corresponding bond proceeds.

In addition to these revenue sources, there will be one-time permit and use tax revenue. (It has been assumed that the City will waive this for the public facilities.) The private improvements are expected to generate between \$400,000 and \$500,000 of revenue for the City through these sources. These revenues are in addition to those included in the financial modeling that follows.

A metropolitan district or improvement district were considered for the project. These tools are often implemented to defray infrastructure costs. In this case, because the City currently owns the land, any future district that would require commercial owners to contribute to a financing district would be factored into the Net Operating Income and as part of the underwriting process, would be used to adjust the land value down. Thus, the City can receive this income up-front as part of a land sale, or over an extended thirty-year time frame, but either can be expected to yield approximately similar revenues to the City.



## Land Sales Potential

Market conditions for land in Northglenn are reasonably strong, depending on the use. The highest demand is for new hotel development, based on market research and confirmed by the unsolicited inquiries to City staff from developers seeking hotel sites along the northern I-25 corridor. Residential use is relatively strong, given the lack of new development sites close to the interstate corridor and the competitive advantages of a site within Northglenn, as opposed to other areas where buyers can find new product that are located further out. Demand for retail is mixed. Some corridors within the market area are weak, while some are strong. The Webster Lake Promenade has strong sales and traffic numbers and given the Civic Center site abuts this development, the market can be expected to support some amount of additional retail. The goal of the City is to unlock this value and monetize the community's land assets. This can be done based on the assumptions summarized below in Table 5.

Table 5. Estimated Land Value

Description	Phase I	Phase II	Phase III	Total
<b>Residential</b>				
Units	84	0	71 [1]	155
Market Value per Unit	\$275,000	\$275,000	\$150,000	\$217,742
Total Value	\$23,100,000	\$0	\$10,650,000	\$33,750,000
Land as % of Value	<u>18.0%</u>	<u>18.0%</u>	<u>18.0%</u>	<u>18.0%</u>
<b>Land Value</b>	<b>\$4,158,000</b>	<b>\$0</b>	<b>\$1,917,000</b>	<b>\$6,075,000</b>
<b>Commercial</b>				
Building Area	14,968	13,800	0	\$28,768
FAR	0.25	0.25	0.25	0.25
Sites Area	59,872	55,200	0	115,072
Land Value per Sq. Ft.	<u>\$12.0</u>	<u>\$7.5</u>	<u>\$10.0</u>	<u>\$29.5</u>
<b>Land Value</b>	<b>\$718,464</b>	<b>\$414,000</b>	<b>\$0</b>	<b>\$1,132,464</b>
<b>Lodging</b>				
Hotel Rooms	0	150	0	150
Land Value per Room	<u>\$12,500</u>	<u>\$12,500</u>	<u>\$12,500</u>	<u>\$12,500</u>
<b>Land Value</b>	<b>\$0</b>	<b>\$1,875,000</b>	<b>\$0</b>	<b>\$1,875,000</b>
<b>TOTAL LAND VALUE</b>	<b>\$4,876,464</b>	<b>\$2,289,000</b>	<b>\$1,917,000</b>	<b>9,082,464 [2]</b>

[1] Senior housing units

[2] Values shown in 2017 dollars

Source: Economic & Planning Systems



## Tax Increment Funding Proceeds

The Civic Center site is included in an existing Urban Renewal Area (URA #2). As a result, any property tax increment that is generated by

new development can be used to fund public improvements within the URA. Based on the expected development timing and anticipated market values, the project is estimated to generate approximately \$1.17 million in property tax

revenues at stabilization, which occurs in year 2025 (this amount is escalated at 1.5 percent per year and assumed to be revalued on odd numbered years), as shown in Table 6.

Table 6. TIF Revenue (Property Tax)

Year	Development			Property Tax			Total	Cumulative
	Residential Units	Retail Sq. Ft.	Hotel Sq. Ft.	Residential	Retail	Hotel		
2017	0	0	0	\$0	\$0	\$0	\$0	\$0
2018	0	0	0	\$0	\$0	\$0	\$0	\$0
2019	0	0	0	\$0	\$0	\$0	\$0	\$0
2020	42	14,968	0	\$0	\$0	\$0	\$0	\$0
2021	84	14,968	0	\$0	\$0	\$0	\$0	\$0
2022	84	14,968	0	\$123,065	\$116,207	\$0	\$239,272	\$239,272
2023	84	28,768	54,000	\$251,053	\$118,531	\$0	\$369,584	\$608,857
2024	84	28,768	54,000	\$251,053	\$118,531	\$0	\$369,584	\$978,441
2025	84	28,768	54,000	\$261,196	\$237,017	\$667,351	\$1,165,563	\$2,144,004
2026	84	28,768	54,000	\$261,196	\$237,017	\$667,351	\$1,165,563	\$3,309,566
2027	84	28,768	54,000	\$271,748	\$246,592	\$694,311	\$1,212,651	\$4,522,218
2028	84	28,768	54,000	\$271,748	\$246,592	\$694,311	\$1,212,651	\$5,734,869
2029	84	28,768	54,000	\$282,727	\$256,554	\$722,362	\$1,261,643	\$6,996,512
2030	84	28,768	54,000	\$282,727	\$256,554	\$722,362	\$1,261,643	\$8,258,154
2031	84	28,768	54,000	\$294,149	\$266,919	\$751,545	\$1,312,613	\$9,570,767
2032	84	28,768	54,000	\$294,149	\$266,919	\$751,545	\$1,312,613	\$10,883,380
2033	84	28,768	54,000	\$306,032	\$277,703	\$781,907	\$1,365,643	\$12,249,023
2034	84	28,768	54,000	\$306,032	\$277,703	\$781,907	\$1,365,643	\$13,614,665
2035	84	28,768	54,000	\$318,396	\$288,922	\$813,497	\$1,420,814	\$15,035,480
2036	84	28,768	54,000	\$318,396	\$288,922	\$813,497	\$1,420,814	\$16,456,294
2037	84	28,768	54,000	\$331,259	\$300,594	\$846,362	\$1,478,215	\$17,934,510
2038	84	28,768	54,000	\$331,259	\$300,594	\$846,362	\$1,478,215	\$19,412,725
2039	84	28,768	54,000	\$344,642	\$312,738	\$880,555	\$1,537,935	\$20,950,660
<b>TOTAL</b>	<b>84</b>	<b>28,768</b>	<b>54,000</b>	<b>\$5,100,828</b>	<b>\$4,414,609</b>	<b>\$11,435,224</b>	<b>\$20,950,660</b>	

Source: Economic & Planning Systems

## Sales Tax and Potential ESTIP

The contemplated retail and hotel development included in the proposed development program will generate both sales and lodging tax for the City. At stabilization, which is anticipated to occur for the commercial development in 2023, the project is estimated to generate approximately \$766,800 in annual sales tax revenues for the City, as shown in Table 7. Although the anticipated sales tax will flow directly to the City, there are a number of strategies the City can pursue to direct sales tax back into the project area. One of the most frequently employed strategies to accomplish this is through an Enhanced Sales Tax Incentive Program (ESTIP), which allows a City to establish a generic sales tax shareback agreement. The specific powers associated with this type of agreement include the following:

- Based on municipal home rule powers
- Primarily to attract or retain regional retail projects
- Can support other economic development goals
- Similar to sales tax increment financing (TIF)
- Not limited to urban renewal or downtown settings

## Existing Revenue Stream and Corresponding Bond Proceeds

Based on conversations with city staff, current City revenues have the capacity to service a \$45.0 million bond issuance. For the purposes of this plan, these revenues have been programmed to be used to finance the first phase of construction with any remaining funds being put towards subsequent phases.

Table 7. City Sales and Lodging Tax

Year	Development		Sales Tax		Total	Cumulative
	Retail Sq. Ft.	Hotel Sq. Ft.	Sales Tax 3.0%	Lodging Tax 5.0%		
2017	0	0	\$0	\$0	\$0	\$0
2018	0	0	\$0	\$0	\$0	\$0
2019	0	0	\$0	\$0	\$0	\$0
2020	14,968	0	\$166,808	\$0	\$166,808	\$166,808
2021	14,968	0	\$169,310	\$0	\$169,310	\$336,118
2022	14,968	0	\$171,850	\$0	\$171,850	\$507,968
2023	28,768	54,000	\$497,060	\$269,692	\$766,752	\$1,274,720
2024	28,768	54,000	\$504,515	\$273,738	\$778,253	\$2,052,973
2025	28,768	54,000	\$512,083	\$277,844	\$789,927	\$2,842,900
2026	28,768	54,000	\$519,764	\$282,011	\$801,776	\$3,644,676
2027	28,768	54,000	\$527,561	\$286,242	\$813,803	\$4,458,479
2028	28,768	54,000	\$535,474	\$290,535	\$826,010	\$5,284,488
2029	28,768	54,000	\$543,506	\$294,893	\$838,400	\$6,122,888
2030	28,768	54,000	\$551,659	\$299,317	\$850,976	\$6,973,864
2031	28,768	54,000	\$559,934	\$303,806	\$863,740	\$7,837,604
2032	28,768	54,000	\$568,333	\$308,363	\$876,696	\$8,714,300
2033	28,768	54,000	\$576,858	\$312,989	\$889,847	\$9,604,147
2034	28,768	54,000	\$585,511	\$317,684	\$903,195	\$10,507,342
2035	28,768	54,000	\$594,293	\$322,449	\$916,742	\$11,424,084
2036	28,768	54,000	\$603,208	\$327,286	\$930,494	\$12,354,578
2037	28,768	54,000	\$612,256	\$332,195	\$944,451	\$13,299,029
2038	28,768	54,000	\$621,440	\$337,178	\$958,618	\$14,257,647
2039	28,768	54,000	\$630,761	\$342,236	\$972,997	\$15,230,644
<b>TOTAL</b>	<b>28,768</b>	<b>54,000</b>	<b>\$10,052,186</b>	<b>\$5,178,458</b>	<b>\$15,230,644</b>	

Source: Economic & Planning Systems



## Project Funding

The redevelopment of the Civic Center site is expected to be completed in three phases and is estimated to require approximately \$71.4 million in project funding, as shown in Table 8. Major project costs include demolition of existing buildings and structures on the site, installation of site-wide infrastructure, and general public improvements such as landscaping and parking lot construction.

There are a number of strategies that the City can pursue in order to finance the construction of the improvements on the site. These include the utilization of existing City revenues that could service a bond, utilizing future revenues generated by tax increment financing (TIF) that could also service a bond, and reinvesting future land sale revenues from the disposition of improved on site pads.

*Table 8. Civic Center Project Cost Summary*

Description	Amount
<b>PHASE I</b>	
Site and Infrastructure	\$12,059,084
Vertical Construction [1]	<u>\$37,659,563</u>
<b>Subtotal</b>	<b>\$49,718,647</b>
<b>PHASE II</b>	
Site and Infrastructure	\$4,997,465
Vertical Construction	<u>\$12,917,565</u>
<b>Subtotal</b>	<b>\$17,915,030</b>
<b>PHASE III</b>	
Site and Infrastructure	\$2,956,225
Vertical Construction	<u>---</u>
<b>Subtotal</b>	<b>\$2,956,225</b>
<b>TOTAL PROJECT COST</b>	<b>70,589,901 [2]</b>

[1] Festival Street (between Blocks A and C)

[2] Costs shown in 2017 dollars

Source: MIG; Economic & Planning Systems

## ONGOING TIF REVENUES

The Civic Center site falls within one of the City's existing URA boundaries (URA #2), allowing the project to use TIF revenues generated from on-site property taxes to fund public improvements. In addition, the City can pursue strategies, such as ESTIP, to divert sales tax revenues back into the project. For the purposes of this analysis, sales tax revenues are included as a revenue source.

At stabilization, the project is estimated to generate roughly \$1.8 million in annual property, sales, and lodging tax revenue. However, due to a construction period that may range from three-to-five years and a natural lag in property tax that is due to the state's assessment and taxation process, the amount of TIF revenue available during the early phases of the project will be reduced. Over the course of the remaining URA, which began in June of 2014 and lasts for 25 years, the project is expected to generate approximately \$37.7 million in TIF revenues that can be used to fund public improvements.

## LAND SALES

As noted above, specific blocks within the master plan are anticipated to be sold to developers with proceeds used to defray infrastructure costs. The proceeds are shown by phase in Table 9 and assume 84 townhome units, 28,786 square feet of retail, a 150 room hotel, and 71 senior housing units will be sold for fair market value. (Note that the senior housing units, as stacked flats, have a lower land value than the townhomes slated for Phase I.) The land sales are occurring in Phase I through Phase III, with the majority of revenue anticipated in Phase I. Overall, the project is estimated to generate approximately \$9.1 million in revenues due to land sales, which can be used to fund site costs.

## Sources and Uses of Funds

The implementation of the Civic Center requires the integration of many activities including horizontal improvements, vertical improvements, public financing, developer solicitations, and community engagement. Each of these actions has been delineated in the next section. In Table 10, the dollar flow has been provided that corresponds to each activity for each year. The table shows the total proceeds and expenditures for each given year, as well as the cumulative value for the project. The time horizon aligns with the City of Northglenn URA #2, which has a 25-year lifespan and which was started by the City in June of 2015 and will end in 2039.

The table shows two bond issues. The first, for \$45M, is based on City funds that are currently unencumbered and could be dedicated for debt service. These proceeds, combined with land sales in Years 5 and 6, are sufficient to cover the \$49M cost for the Recreation Center, Theatre, and associated infrastructure for Phase I. A second bond is planned for Year 11, 2025, for \$12M. This is based solely from on-site revenues, specifically the property tax from the URA and the sales and accommodations tax from the City's general fund, generated by the on-site hotel and retail space. This bond has a limited duration, 14 years. The amortization period ends at the same time that the URA clock expires.

After all improvements have been completed, the City can expect to realize a \$4.9M surplus. In addition, the annual cash flows attributed to the privately-owned improvements will contribute approximately \$950,000 in sales, property, and accommodations tax. These will be unencumbered and available for future capital projects.

A key to cost recovery is participation from the private sector. With a combination of retail, hotel, senior housing flats, and family-oriented townhomes, the plan incorporates a range of public and private uses. The City's actions to plan, entitle, and improve the site will enable it to unlock the value and monetize it by sales to developers, estimated to generate approximately \$9M in proceeds to the City.

*Table 9. Sources and Uses of Funds Summary*

Description	Phase I Residential and 50% of commercial space	Phase II Remaining 50% of commercial space and hotel	Phase III Senior housing	Total
<b>Source of Funds</b>				
City Bond Estimate [1]	\$45,000,000	\$0	\$0	\$45,000,000
City Hall Bond	\$0	\$11,860,000	\$0	\$11,860,000
Property, Sales, and Lodging Tax [2]	\$5,411,027	\$4,043,387	\$2,115,484	\$11,569,898
Land Sales	<u>\$4,876,464</u>	<u>\$2,289,000</u>	<u>\$1,917,000</u>	<u>\$9,082,464</u>
<b>Total</b>	<b>\$55,287,491</b>	<b>\$18,192,387</b>	<b>\$4,032,484</b>	<b>\$77,512,362</b>
<b>Use of Funds [3]</b>				
Site and Infrastructure	\$12,059,084	\$6,002,296	\$4,570,263	\$22,631,643
Vertical Construction	<u>\$37,659,563</u>	<u>\$15,514,874</u>	<u>\$0</u>	<u>\$53,174,437</u>
<b>Total</b>	<b>\$49,718,647</b>	<b>\$21,517,170</b>	<b>\$4,570,263</b>	<b>\$75,806,080</b>
<b>Gap (-) / Surplus (+)</b>	<b>\$5,568,844</b>	<b>-\$3,324,783</b>	<b>-\$537,779</b>	<b>\$1,706,282</b>
<b>Cumulative Gap/Surplus</b>	<b>\$5,568,844</b>	<b>\$2,244,061</b>	<b>\$1,706,282</b>	

[1] Based on current revenue stream.

[2] While property tax is can be diverted through TIF, sales and lodging tax will flow directly to the City and must be diverted through an alternative financing mechanism.

[3] Costs and revenues in Phase II and Phase III escalated at 2.0 percent per year

Source: Economic & Planning Systems



Table 10. Sources and Uses of Funds by Year

Description	TOTAL	2016 URA Year 2	2017 URA Year 3	2018 URA Year 4	2019 URA Year 5	2020 URA Year 6	2021 URA Year 7	2022 URA Year 8	2023 URA Year 9	2024 URA Year 10	2025 URA Year 11
<b>USE OF FUNDS [1]</b>											
<b>Phase I</b>	\$ (49,718,647)	\$ -	\$ -	\$ -	\$ (40,303,757)	\$ (9,414,891)	\$ -	\$ -	\$ -	\$ -	\$ -
Site and Infrastructure	\$ (12,059,084)	\$ -	\$ -	\$ -	\$ (12,059,084)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Vertical Construction	\$ (37,659,563)	\$ -	\$ -	\$ -	\$ (28,244,672)	\$ (9,414,891)	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Phase II</b>	\$ (17,915,030)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Site and Infrastructure	\$ (4,997,465)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Vertical Construction	\$ (12,917,565)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Phase III</b>	\$ (2,956,225)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Site and Infrastructure	\$ (2,956,225)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Vertical Construction	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>TOTAL COSTS</b>	\$ (70,589,902)	\$ -	\$ -	\$ -	\$ (40,303,757)	\$ (9,414,891)	\$ -	\$ -	\$ -	\$ -	\$ -
CUMULATIVE COSTS	\$	\$ -	\$ -	\$ -	\$ (40,303,757)	\$ (49,718,647)	\$ (49,718,647)	\$ (49,718,647)	\$ (49,718,647)	\$ (49,718,647)	\$ (49,718,647)
<b>SOURCE OF FUNDS</b>											
<b>Bond Revenue</b>	\$ 56,860,000	\$ -	\$ -	\$ -	\$ 45,000,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
City Bond	\$ 45,000,000	\$ -	\$ -	\$ -	\$ 45,000,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
City Hall Bond	\$ 11,860,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Public Funding Sources</b>	\$ 11,569,899	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 173,522	\$ 416,264	\$ 996,725	\$ 1,833,307	\$ 1,991,209
Property Tax Revenue (TIF)	\$ 6,452,610	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 239,272	\$ 369,584	\$ 1,023,849	\$ 1,165,563
Sales Tax Revenue (3%)	\$ 3,382,110	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 173,522	\$ 176,992	\$ 348,010	\$ 524,744	\$ 535,239
Lodging Tax Revenue (5%)	\$ 1,735,178	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 279,131	\$ 284,713	\$ 290,407
<b>Land Sales</b>	\$ 9,082,464	\$ -	\$ -	\$ -	\$ -	\$ 4,724,232	\$ -	\$ 1,875,000	\$ 566,232	\$ -	\$ -
Townhomes	\$ 4,158,000	\$ -	\$ -	\$ -	\$ -	\$ 4,158,000	\$ -	\$ -	\$ -	\$ -	\$ -
Retail	\$ 1,132,464	\$ -	\$ -	\$ -	\$ -	\$ 566,232	\$ -	\$ -	\$ 566,232	\$ -	\$ -
Hotel	\$ 1,875,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,875,000	\$ -	\$ -	\$ -
Senior Housing	\$ 1,917,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>TOTAL REVENUE</b>	\$ 77,512,363	\$ -	\$ -	\$ -	\$ 45,000,000	\$ 4,724,232	\$ 173,522	\$ 2,291,264	\$ 1,562,957	\$ 1,833,307	\$ 1,991,209
CUMULATIVE REVENUE	\$	\$ -	\$ -	\$ -	\$ 45,000,000	\$ 49,724,232	\$ 49,897,754	\$ 52,189,018	\$ 53,751,976	\$ 55,585,282	\$ 57,576,491
<b>DEVELOPMENT SURPLUS (+) / GAP (-)</b>											
Annual Amount	\$	\$ -	\$ -	\$ -	\$ 4,696,243	\$ (4,690,659)	\$ 173,522	\$ 2,291,264	\$ 1,562,957	\$ 1,833,307	\$ 1,991,209
Cumulative Amount	\$	\$ -	\$ -	\$ -	\$ 4,696,243	\$ 5,585	\$ 179,106	\$ 2,470,371	\$ 4,033,328	\$ 5,866,635	\$ 7,857,844

[1] Cost and revenue estimates reflect 2% annual escalation for each

Source: Economic &amp; Planning Systems

2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039
URA Year 12	URA Year 13	URA Year 14	URA Year 15	URA Year 16	URA Year 17	URA Year 18	URA Year 19	URA Year 20	URA Year 21	URA Year 22	URA Year 23	URA Year 24	URA Year 25
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ (16,057,590)	\$ (5,459,580)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ (4,479,325)	\$ (1,522,971)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ (11,578,264)	\$ (3,936,610)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ (4,570,263)
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ (4,570,263)
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ (16,057,590)	\$ (5,459,580)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ (4,570,263)
\$ (65,776,237)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (71,235,818)	\$ (75,806,081)
\$ 11,860,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ 11,860,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ 2,007,722	\$ 63,932	\$ 81,112	\$ 147,627	\$ 165,501	\$ 234,703	\$ 253,299	\$ 325,297	\$ 344,644	\$ 419,551	\$ 439,680	\$ 517,613	\$ 538,555	\$ 619,636
\$ 1,165,563	\$ 47,089	\$ 47,089	\$ 96,080	\$ 96,080	\$ 147,050	\$ 147,050	\$ 200,080	\$ 200,080	\$ 255,252	\$ 255,252	\$ 312,653	\$ 312,653	\$ 372,373
\$ 545,944	\$ 10,919	\$ 22,056	\$ 33,416	\$ 45,003	\$ 56,822	\$ 68,878	\$ 81,174	\$ 93,716	\$ 106,510	\$ 119,559	\$ 132,869	\$ 146,445	\$ 160,293
\$ 296,216	\$ 5,924	\$ 11,967	\$ 18,131	\$ 24,418	\$ 30,830	\$ 37,371	\$ 44,043	\$ 50,848	\$ 57,789	\$ 64,870	\$ 72,091	\$ 79,457	\$ 86,971
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,917,000
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
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\$ 13,867,722	\$ 63,932	\$ 81,112	\$ 147,627	\$ 165,501	\$ 234,703	\$ 253,299	\$ 325,297	\$ 344,644	\$ 419,551	\$ 439,680	\$ 517,613	\$ 538,555	\$ 2,536,636
\$ 71,444,214	\$ 71,508,145	\$ 71,589,257	\$ 71,736,884	\$ 71,902,385	\$ 72,137,088	\$ 72,390,387	\$ 72,715,684	\$ 73,060,328	\$ 73,479,879	\$ 73,919,559	\$ 74,437,171	\$ 74,975,726	\$ 77,512,363
\$ (2,189,868)	\$ (5,395,649)	\$ 81,112	\$ 147,627	\$ 165,501	\$ 234,703	\$ 253,299	\$ 325,297	\$ 344,644	\$ 419,551	\$ 439,680	\$ 517,613	\$ 538,555	\$ (2,033,627)
\$ 5,667,977	\$ 272,328	\$ 353,440	\$ 501,067	\$ 666,568	\$ 901,270	\$ 1,154,569	\$ 1,479,866	\$ 1,824,511	\$ 2,244,061	\$ 2,683,741	\$ 3,201,354	\$ 3,739,909	\$ 1,706,282



# implementation strategies

As stated previously, the City should look to the private market as a way to recover costs associated with the horizontal infrastructure and potentially offset costs associated with one or more civic facilities. Further discussion should be considered on funding alternatives for the civic facilities that separate the vertical construction costs of these new facilities from the horizontal infrastructure. Financing the cost of some or all the civic facilities through a voter approved tax increase or certificates of participation could ensure funding is available for horizontal infrastructure through each phase of the Civic Center Master Plan. This would also create more certainty on implementation timing and bring private development opportunities to the Civic Center sooner.

The recommended implementation strategies below do not assume alternative financing for the civic facilities and instead focus on cost recovery through incremental sales and property taxes over time, land sales and City bonding capacity as detailed above.

The recommended implementation strategies detailed below are intended to achieve three primary objectives, including:

- Facilitates development opportunities that further communicate commitment to the Civic Center Master Plan;
- Engages the private sector to realize the highest and best use of the Civic Center Campus; and
- Provides a phasing strategy so the City is not spending funds on speculative development.



## Communicate Commitment

The vision for the Civic Center Master Plan was created from consensus-building processes that identified the goals, objectives, and opportunities for the community. The City must consider and identify its long-range public interest goals and resolve any conflicts that it might have for the development or the prioritization of the project among others. The City should describe these goals and objectives both verbally and graphically so that residents and the real estate community can visualize and understand the desired program. Pre-development steps, like this Master Plan, provide an important foundation by indicating the City's intent to structure and implement the Civic Center development.

## COMMUNITY PROCESS

The Civic Center Master Plan Process provided several opportunities for community input and feedback (as described in Section 2). While the overall vision and development program reflects the community input received throughout the process, the programming and design of the civic uses will require additional community outreach and engagement processes. Table 11 includes each of the major civic components of the project, potential groupings into streamlined engagement processes and the suggested level of engagement for each.



*Table 11. Recommended Community Engagement*

Recommended Timing	Topics	Level of Engagement
<b>Phase I</b>		
2017	Recreation Center, Senior Center and Theatre	Include community in refinement of program for each civic component; vet preliminary design concepts; and solicit feedback on preferred design
2017/2018	Community Center Drive improvements, Memorial Parkway and Festival Street	Include community in programming for Memorial Parkway public plaza space; solicit input on potential event types that will be accommodated on Memorial Parkway and the Festival Street; vet preliminary design of all three roadways with community and targeted focus groups (pedestrian and bicycle advocates, event organizers and vendors, residential developers, hotel developers, etc.); and solicit feedback on preferred design
<b>Phase II</b>		
2024/2025	City Hall	Vet preliminary design concepts; and solicit feedback on preferred design
<b>Phase III</b>		
2037/2038	Potential Senior Center and/or Senior Housing Development	Include community in refinement of program for potential Senior Center and amenities associated with potential Senior Housing; vet preliminary design concepts; and solicit feedback on preferred design



### DETAILED PLANNING AND DESIGN

In conjunction with the community engagement suggested above, the City should select design teams to develop detailed programming, more detailed conceptual design, design details and construction drawings for the major civic components. It will be beneficial to select a single team to perform the detailed planning and design of the Phase I civic facilities. Even if the Recreation/Senior Center and Theatre are constructed as two separate buildings, the adjacency of the two structures and the potential programmatic synergies will benefit from a single coordinated architectural design team.

Similarly, the streetscape design for Community Center Drive, Memorial Parkway and the Festival Street will benefit from a single, coordinated urban design, landscape architecture and engineering design team. It may be beneficial to include surface parking facilities and underground utilities within the same process. Regardless of the contractual structure, the streetscape design and utility planning and design must be closely coordinated.

### ENTITLEMENTS AND DUE DILIGENCE

It is recommended that the City be proactive in entitling the site for development and making due diligence information such as environmental and soils reports available. Regulatory delays pose significant risk to developers. Steps to ensure the site(s) are ready for development may include the creation of a Strategic Development Plan that stipulates the actions of the City and will reduce risk for future developer partners.

### DETAILED DESIGN GUIDELINES

An additional step to further guide the quality of development is to incorporate Design Guidelines for the site. Design Guidelines should be established to articulate the goals and vision of this Master Plan. Design Guidelines are intended to work in conjunction with the City zoning code by providing qualitative statements intended to guide the character, materiality, and articulation of specific sites and buildings. Design Guidelines can mandate minimum expectations related to the public realm including parking and streetscape improvements. Design Guidelines may also stipulate maintenance requirements to ensure the long-term viability of the buildings and spaces. The intent of the Design Guidelines is to state the vision for the built environment for campus and provide definition to any variances from the existing zoning code.

The Design Guidelines set documented expectations related to development. This assists the private sector in understanding the infrastructure that will be brought to the site, level of design quality, and establishes a land use framework that assists in the entitlement process. Design Guidelines inform the community and assist the City in ensuring that the goals and vision of the Master Plan are being followed through after transfer of land from the public to the private sector. By committing to this process the City of Northglenn will effectively be marketing the sites for development and showcase its commitment to constructing Civic Center.

## Private Sector Engagement

The recommended implementation strategy of the City funding the cost of the infrastructure and selling land to the private developers is not a full-blown public-private partnership. It does, however, involve partnership among both the public and private sectors and a shared desire for the overall success of the project. Creating a clear process to be followed to structure a deal between public and private stakeholders is important to complete as early as possible. Documenting the decision-making process allows for sharing of information and transparency related to the project.

### ESTABLISH POINT OF CONTACT

The City must establish a point of contact to interact with the private sector as the development opportunities arise. Private sector expectations should be managed appropriately by establishing a schedule and clarifying the City's decision making process. This may be done through a formal Request for Proposals ("RFP") process undertaken by the City. The RFP process may provide insight into the real estate community's interest in the Civic Center Campus that goes further than market studies or developer interviews.

## ARTICULATE DIFFERENTIATORS

The Civic Center Campus offers an excellent location to the southeast of the heavily-used I-25 and 120th Avenue interchange. Webster Lake Promenade has established itself as a successful retail center due to its location and diverse eateries. An evaluation of the hotel market on the northern I-25 corridor suggests unmet demand and support for one or more additional hotels. Northglenn has not seen extensive new construction of for-sale or for-rent residential units to the same extent as neighboring communities. However, Webster Lake and E.B. Rains Jr. Memorial Park offer a unique feature to facilitate new residential construction. The combination of land uses can strengthen the overall development program by providing a mix of uses and desired placemaking components. The private sector development opportunities have been evaluated against market conditions and comparable data to confirm that the development program is feasible and set up for long term success.

- Retail Opportunity- Approximately 28,768 square feet of retail development has been programed for the campus, with 14,968 square feet located to the northeast portion on Block A to take advantage of the adjacency to Webster Lake Promenade. The balance of the retail is programmed for ground floor uses within the ground floor of the multifamily development on Block C and the ground floor of the select service hotel.

## HIGHLIGHTS OF THE IMPLEMENTATION TIMELINE

### PHASE I

- 2017** Community outreach to finalize Rec Center/Theatre program.
- 2018** Construction documents, bids, permits.  
Prepare bond issue.  
Prepare term sheet for residential and retail land sale.  
Informal marketing and tech. review with prospective developer.
- 2019** Issue bonds.  
Begin Rec. Center/Theatre construction.  
Build Phase I Infrastructure.  
Formal RFP for retail and residential builder/developers.
- 2020** Sell residential pads. Sell Retail pads.  
Finish Rec. Center/Theatre.  
Informal marketing to hotel developers.
- 2021** Demolish existing Rec. Center.  
Finish Phase I infrastructure, including the Festival Street.  
Issue RFP for hotel developer.
- 2022** Sell hotel land. Developer constructs hotel.
- 2023** Developer engagement, term sheet, and construction of Phase II retail.
- 2024** Accrue revenue from private sector activities
- 2025** Prepare for second bond issue.

### PHASE II

- 2026** Issue second bond.  
Construct Phase II Infrastructure.  
Construct City Hall.
- 2027** Finish City Hall.  
Finish Phase II Infrastructure.
- 2028** Demolish existing City Hall

### PHASE III

- 2036** Developer engagement and RFP for senior housing site.
- 2037** Sell land. Developer constructs senior housing.
- 2039** Construct Phase III Infrastructure.



- **Hotel Opportunity-**Based on a review of hotel market conditions, there is likely demand for a 150 room select service hotel . Generally, it would appear that a full-service hotel with conference space would not be feasibility without significant public subsidy. Per on the recommended development plan the hotel has been identified for Block B and would be visible from I-25.
- **Residential Opportunity-** The Master Plan identifies a total of 84 residential units to be built on Block C and Block G with additional land set aside for senior affordable housing on Block F. The planned residential program could be a combination of for-rent and for-sale product. For-sale townhomes fronting Webster Lake and E.B Rains Jr. Memorial Park offers an excellent amenity not found elsewhere in Northglenn. Additionally, locating the residential product to the east end of the campus keeps the residential uses away from I-25 and further frames the entrance to the Civic Center Campus. Residential new construction has been sparse in the City with only one new apartment project being constructed in the last ten years. The Civic Center Master Plan offers an opportunity to create a more urban like setting for residential development while benefiting from the adjacent park and access to I-25.

The variety of land uses will help drive activity at the campus and offer complementary services to one another. The parcel by parcel land use plan will attract a greater level of development interest from developers who specialize in each product type. Creating development ready sites will minimize the development timeline and negotiation required with the City. This also increases the likelihood that the City will receive full fair market values for the associated land.

## Phasing Strategy

The vision for the Civic Center stresses the civic components of the program in the first phase of the development. Costs will be greater than initial revenue. The development of the Civic Center must be looked at from both a qualitative and quantitative manner to be considered successful. The value of creating a new Civic Campus that enriches the lives of the residents of Northglenn cannot be valued directly. A successful Civic Center project from the private market perspective will result in proportionate future financial returns in exchange for significant financial risk. Success to the public sector, in return for providing infrastructure and entitlements, will include both tangible and intangible benefits like increased taxes, employment, improved infrastructure, greater activity and vibrancy, a greater sense of community and potential spillover effects that could influence the reinvestment in and/or redevelopment off nearby properties.

For the full cost of the horizontal and vertical civic facilities to be recouped by the City, the City would have to issue new debt, capture the incremental sales and property tax value, and sell associated land. The Civic Center fiscal resources would need to be prioritized for many years. However, by separating the cost of the horizontal infrastructure from the cost of the new civic facilities the City can recover all costs associated with the horizontal infrastructure over the duration of the URA #2 TIF clock, expected to sunset in 2039.

Initial infrastructure and demolition costs total approximately \$9.6 million, significantly more than might be required to just construct a new Recreation Center and Theatre. With that said, completion of Phase I environmental, site and infrastructure improvements will provide the infrastructure needs associated with a large portion of the site, establish a formal civic gateway to the new Civic Center, and create a variety of pad-ready development opportunities for the private sector. New residential units with immediate connection to the park, new signature public spaces linking to E.B. Rains Jr. Memorial Park, safer crossing of Community Center Drive, and newly built civic facilities, visible from I-25, will create tangible results for the City's vision for the greater Civic Center. In addition, the infrastructure and public realm improvements to support the proposed hotel development will be completed by the tail end of Phase I and can be initiated as the bookend to Phase I or as the kick-off of Phase II.

The phasing plan has been created to allow for pauses in development while still maintaining the functionality and desired character of the Civic Center. The phasing plan isolates infrastructure spending relative to each block thereby minimizing infrastructure costs for future and potentially more speculative phases. This allows for public and private uses to go vertical simultaneously and for timing of improvements to align with new development. Finally, the phasing and implementation plan allows for flexibility in the development program so that the City can react to changes in market conditions over time.





