



MASTER PLAN



Table of Contents

Contents

Acknowledgments	2
Chapter 1: Introduction	3
Background	3
Project Study Area	4
History of the Property	5
The North Metro Line.....	6
RTD Station	6
Project Scope	7
Key Study Area Conclusions and Observations.....	8
Chapter 2: Vision Development	10
Introduction.....	10
Constraints and Opportunities	10
Family Development Preferences	11
Elements the Family Does Not Want to See:.....	11
Elements the Family Does Want to See:.....	11
Guiding Principles.....	13
Overall Vision for the Property.....	14
Urban Land Institute Panel.....	15
Chapter 3: Concept Land Use Plans	16
Introduction.....	16
Land Uses	16
Northglenn M&O Facility	20
Street Network.....	22
Detailed Concept Scenarios.....	23
Concept A: Park View	24
Concept B: Curving Irma.....	25
Chapter 4: Recommendations	26
Issues for Further Exploration	26
Next Steps	27
Appendix	28
Concept Roadway Plans	
Karl’s Farm Market Analysis	
Northglenn M&O Area Market Assessment & Relocation Analysis	
120th Avenue Corridor Study:	
Washington Street to Claude Court	

Acknowledgments

City of Northglenn Staff:

Travis Reynolds, Project Manager
 Becky Smith, Deputy Project Manager
 Brook Svoboda, Director,
 Planning and Development Department
 Debbie Tuttle, Economic Development Manager

Consultant Team:

Mark Leese, Leese & Associates
 Arleen Taniwaki, Armand Land Use Economics
 Tim Baldwin,
 Rocky Mountain West Transit & Urban Planning LLC

ULI Developer Panel:

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

Hinkhouse Family:

Pam Drake
 Sharen Padzimek
 Karen Swaites
 Lloyd Swaites
 Deanna Durland

CHAPTER 1

INTRODUCTION

Background

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

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

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

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

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

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

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

Project Study Area

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

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

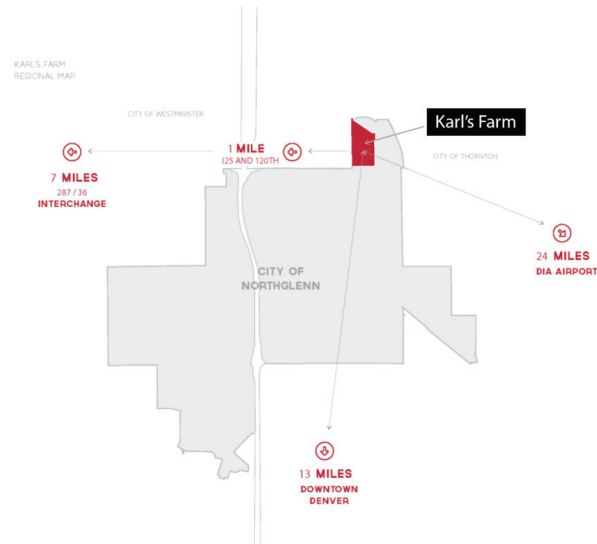


FIGURE 1-1B: KARL'S FARM PROPERTY STUDY AREA



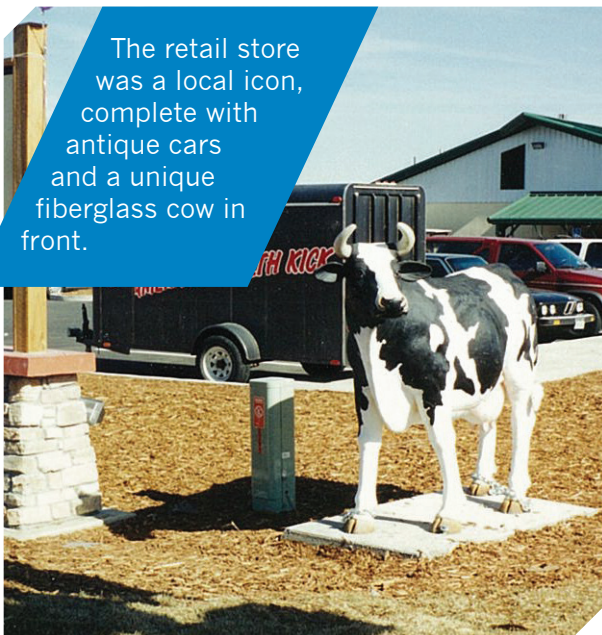
History of the Property

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

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

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

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



Karl's Farm Dairy shuts down

Longtime Northglenn business prepares to close after six decades



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

Karl's Farm Dairy to close

Slumping economy forces business to shut doors after six decades



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

By Joey Kirchner
YouHub Reporter

One of the area's longest-running businesses is shutting its doors next week after more than six decades in the community.

Karl's Farm Dairy, which first opened in 1947, is going out of business and is set to close up shop on June 20. The owners are closing both stores, including the main location at 120th and Irma Drive.

pasture land, a dozen cows, a small bottling plant and a delivery truck. At the time, their farm was fairly isolated from the rest of the community; their nearest neighbor was still several miles away, Rucki said.

"It was all just dirt roads and farm land back then," she said.

Bud and Fern's eldest daughter, Deanna Durstland, fondly recalls growing up on the farm, waking up at the crack of dawn to deliver milk with her father. In those days, customers would allow them to simply

1980s, when it boasted 400 cows and delivered milk to more than 5,000 customers in the metro area, said co-owner Lloyd Swaithe. The business, however, began to slow down significantly in the face of growing competition from large supermarkets.

Finally, in 2005, the dairy was forced to shut down its creamery operation and put an end to home-delivery services, he said.

"I'm obviously disappointed, but at the same time, I'm also kind of relieved," Swaithe said. "Simply put, we can no longer

here are now about 20 employees left, said Mary Lopo, who has been working the cash register at Karl's Farm Dairy for 15 years.

"I miss the customers the most. I've known so many friends here through the years," Lopo said. "This is a local landmark. I think people are going to miss that."

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



Saying goodbye to a Northglenn landmark

Posted Thursday, May 31, 2012 3:42 pm.

Timmy Kranz

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

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

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

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

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

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

She said the company saw sales declining about three years ago, and although the economy is improving slightly, Karl's Farm in Northglenn and its smaller convenience store in north Denver are still struggling.

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

Northglenn Economic Development Newsletter

Northglenn Economic Development

City Thanks Karl's Farm Dairy for 65 Years



The North Metro Line

The North Metro commuter rail line is part of the RTD FasTracks regional transit system expansion program to build more than 100 miles of rail transit throughout the Denver region. The 18.5-mile North Metro line is proposed to run from Union Station in downtown Denver, through Commerce City, Thornton, and Northglenn to just north of Highway 7 near the Weld County border. Currently, the line is funded to the Eastlake at 124th Station, as shown in Figure 1-1a, and is expected to open in 2018. This means that, under current plans, **the Eastlake at 124th Station is assumed to be the end-of-line station when the line opens in 2018.**

FIGURE 1-1A: RTD FasTracks North Metro Line



FIGURE 1-1B: RTD Eastlake at 124th Station



SOURCE: RTD

RTD Station

The RTD Eastlake at 124th Station and Park-n-Ride will be located at 124th Avenue and Claude Court, with the bulk of the station located west of the former Union Pacific railroad tracks. Figure 1-1b shows details of the proposed RTD Eastlake at 124th commuter rail station. The project shows the roughly 400 parking spaces planned for the primary Park-n-Ride at the station, with Claude Court relocated to the west of the Park-n-Ride to provide auto and bus access to the station. Additional 'overflow' parking of approximately 130 spaces is tentatively proposed by RTD for the parcel south of 124th Avenue, east of the tracks. RTD has stated that it will re-evaluate the need for this interim overflow parking if the agency is successful in funding and constructing the remainder of the North Metro corridor by 2018.

Project Scope

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

A VISIONING WORKSHOP,

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

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

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

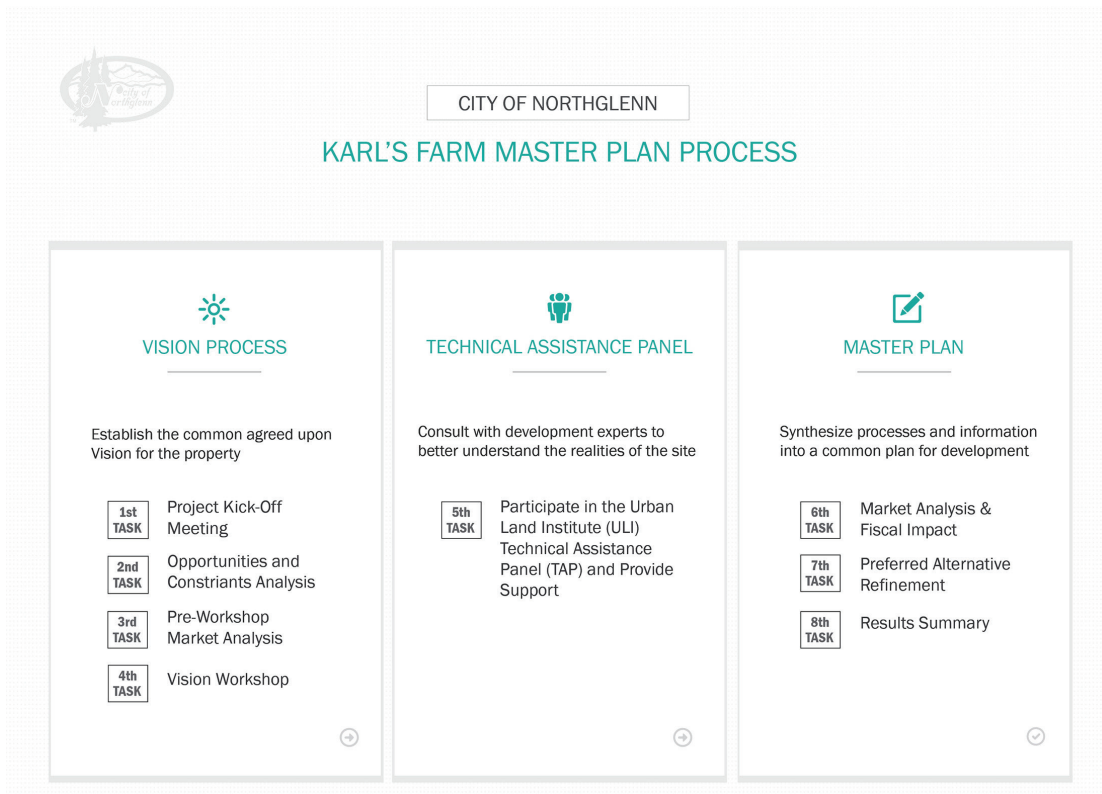
obstacles from the development community’s perspective. This panel provided a pragmatic, market-based viewpoint about the range of opportunities for the site, perceived constraints, and feedback on the potential of the vision established for the property. This panel was conducted on August 25, 2015.

A MARKET AND FISCAL IMPACT ANALYSIS

regarding market opportunities, constraints, and existing and future conditions.

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

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



Key Study Area Conclusions & Observations

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

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

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

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

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

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

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

Key Findings:

Infrastructure needs

Opportunity for multimodal connections

Opportunity to coordinate with Thornton station area redevelopment plans

Demand for residential development

PAGE LEFT INTENTIONALLY BLANK

CHAPTER 2

VISION DEVELOPMENT

Introduction

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

Constraints & Opportunities

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

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

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

TABLE 2-1: CONSTRAINTS AND OPPORTUNITIES

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

Family Development Preferences

Elements the Family Does NOT Want to See

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

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

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

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

Elements the Family DOES Want to See

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



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



Elements the Family DOES Want to See

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



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



Guiding Principles

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

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

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

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

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

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

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

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

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

Overall Vision for the Property

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

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

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

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

Urban Land Institute Panel

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

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

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

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

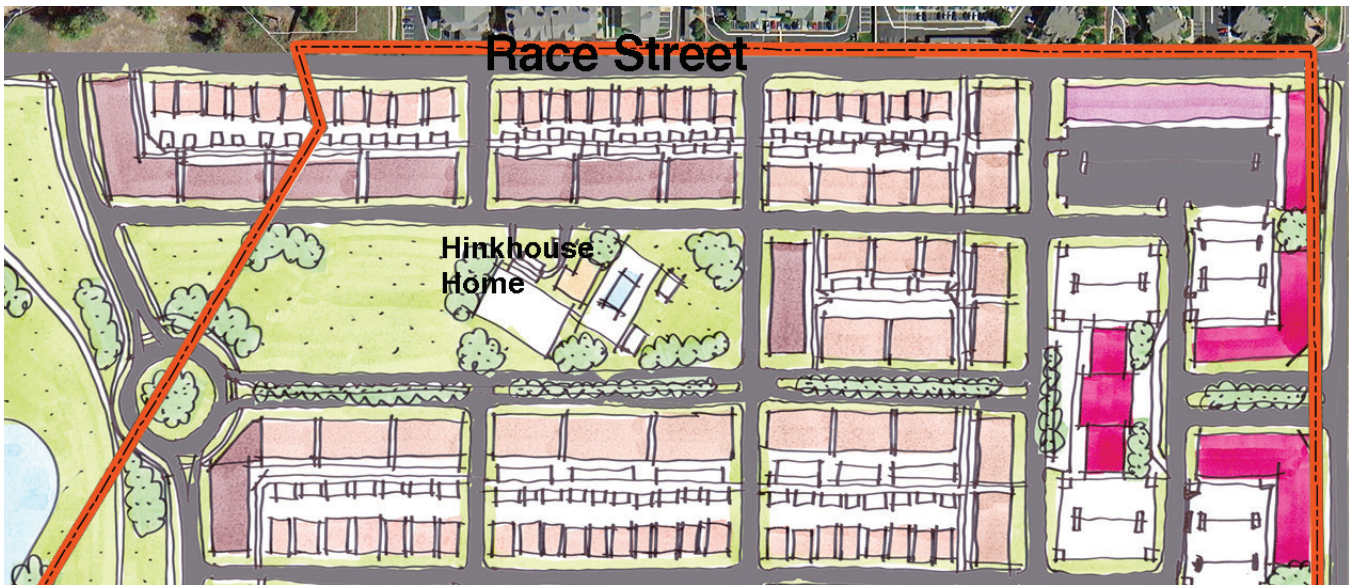
/// Understanding the **ON AND OFF SITE INFRASTRUCTURE COSTS** are critical to understanding the overall development costs. The City may need to assist with some of the development costs to realize the type of development it prefers for this location.

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

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

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

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



CHAPTER 3

CONCEPT LAND USE PLANS

Introduction

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

Land Uses

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

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

FIGURE 3-1: CONCEPTUAL LAND USE PLAN

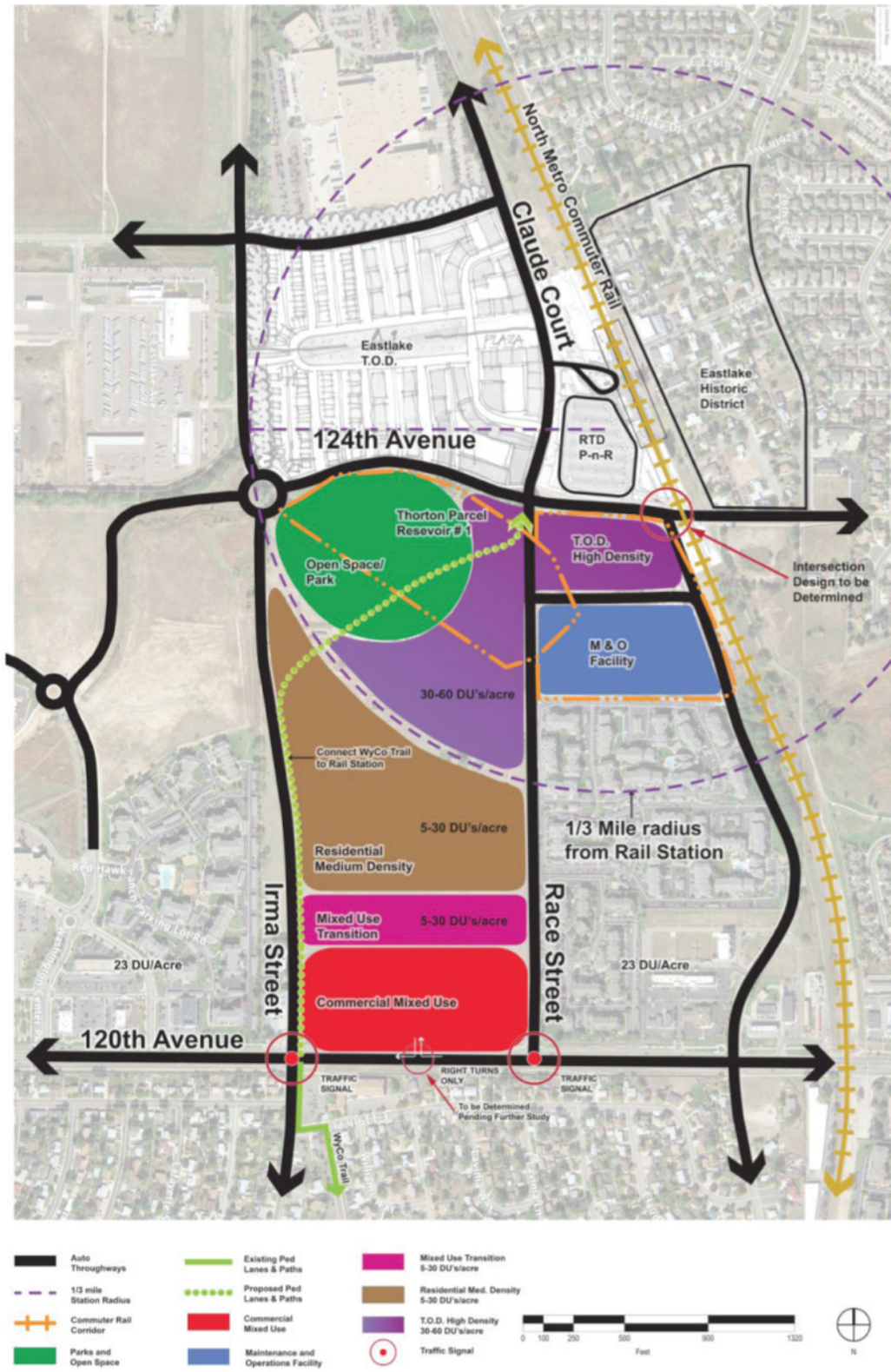


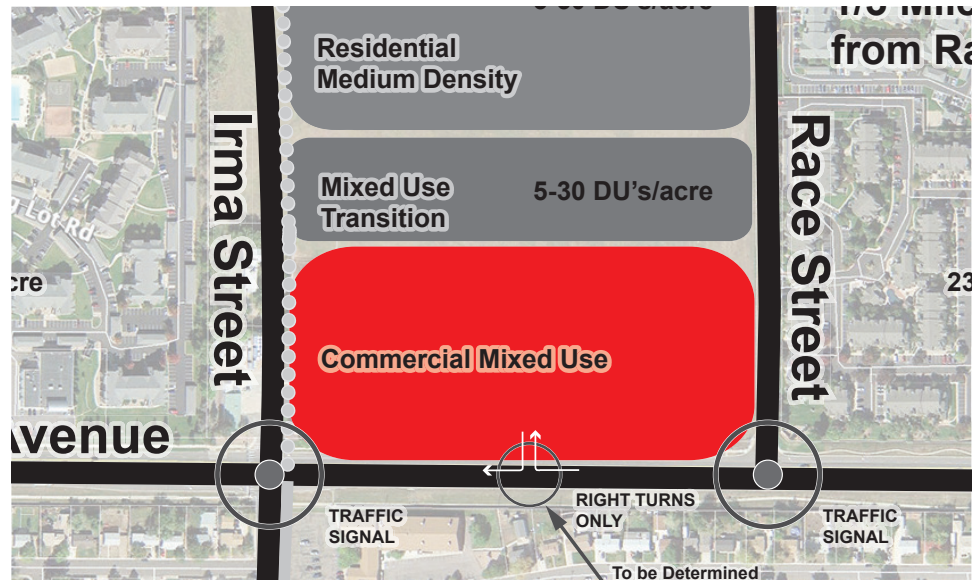
FIGURE 3-3A: SOUTH END DEVELOPMENT CONCEPT

The south end of Karl's Farm

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

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

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



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

FIGURE 3-3B: BRADBURN DEVELOPMENT EXAMPLE

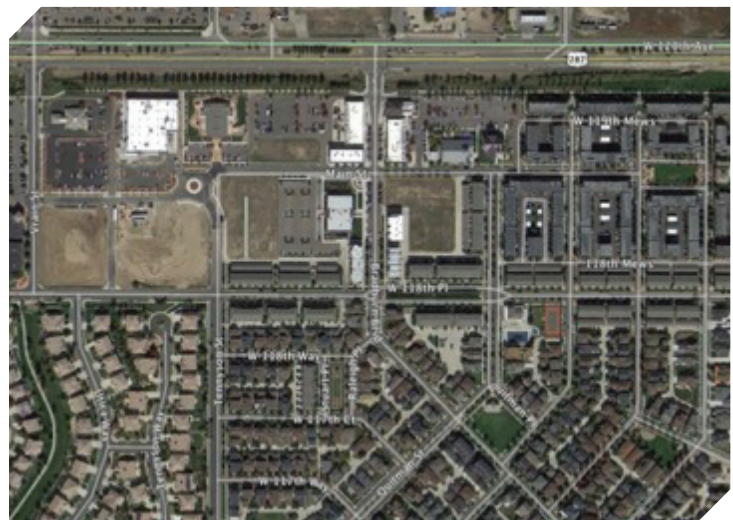


Figure 3-5). Because of the proximity to the station, and the potential to create a desirable residential community, Karl's Farm has the potential to provide new housing types to the northern metro market, including small lot single family residences, townhomes, and condos (assuming the construction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

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

FIGURE 3-4: TRANSITION AREA DEVELOPMENT CONCEPT DETAILS

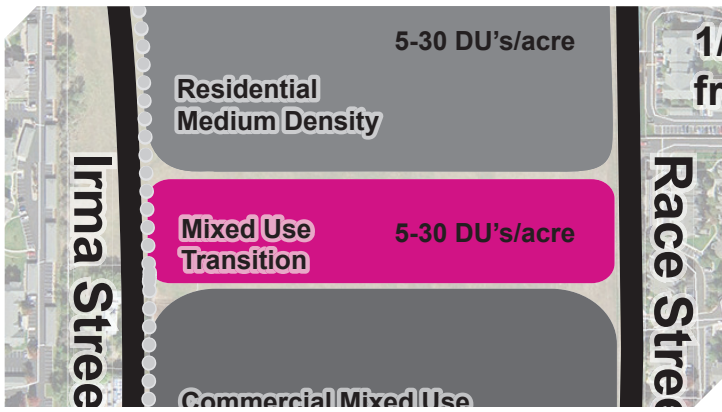
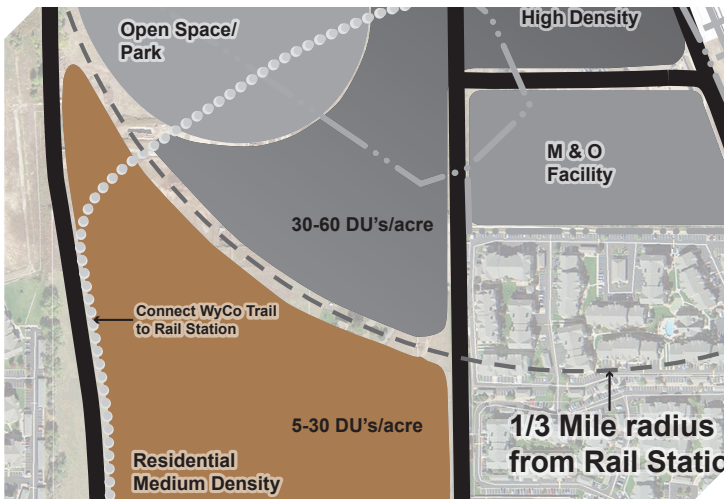


FIGURE 3-5: NORTH RESIDENTIAL AREA DEVELOPMENT CONCEPT DETAILS

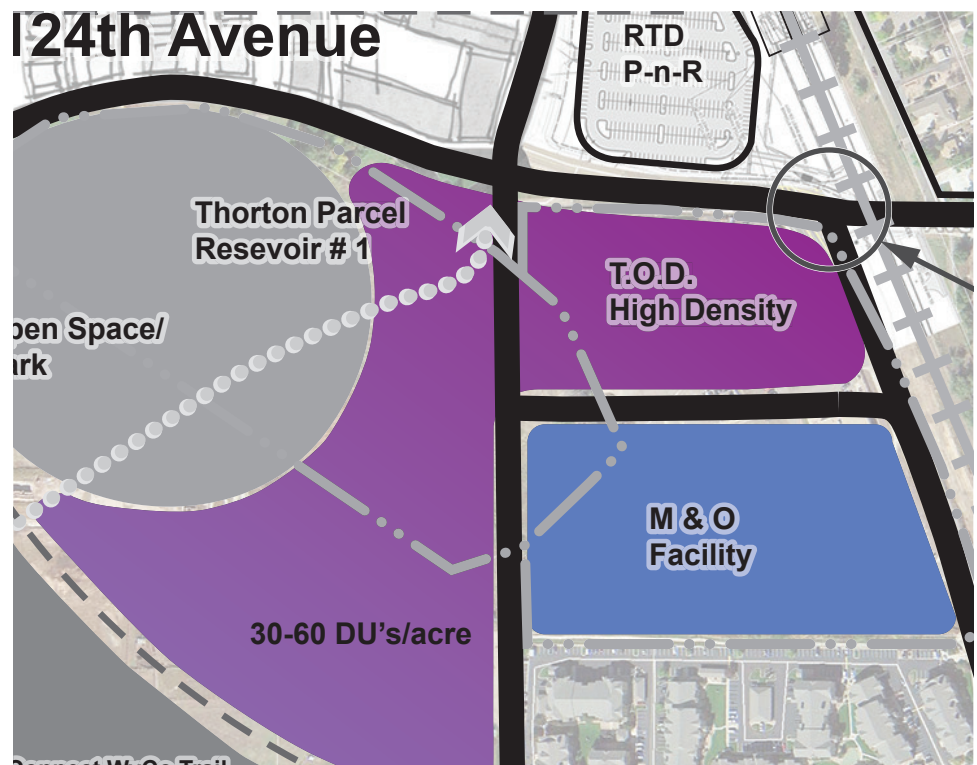


Examples from Longmont's Prospect Development.

FIGURE 3-6: STATION AREA RESIDENTIAL DEVELOPMENT CONCEPT

housing bordering open space in the Bradburn development in Westminster.

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



Northglenn M&O Facility

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

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

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

The technical analysis was comprised of:

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

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

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

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

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

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

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

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



Higher density residential development examples.

Residential development in Lowry development of Denver.



Residential development in Holiday neighborhood of North Boulder.

Residential development in Bradburn development in Westminster.

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



Open space example from Denver's Lowry development.

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

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

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

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

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

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



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

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

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

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

/ Street Network

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

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

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

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

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

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

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

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

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

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

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

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

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

/// Detailed Concept Scenarios

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

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

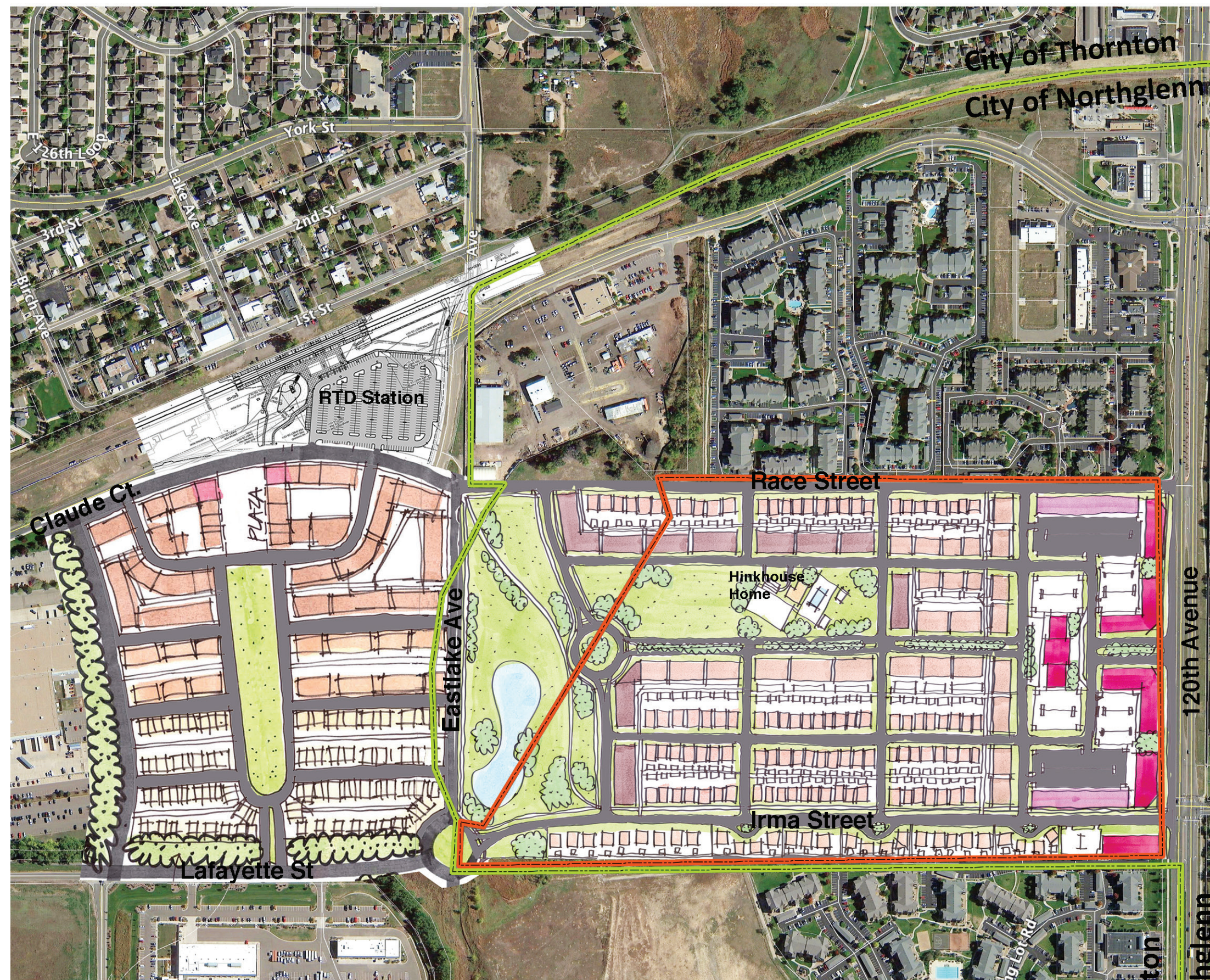
- /// Area for a farmer's market and/or retail store
- /// Adaptive re-use of the Hinkhouse family home as a museum, library, community center, or other civic use
- /// Retention of the family name on one or more parks or the name of a civic building
- /// An iconic family or agricultural-themed sculpture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

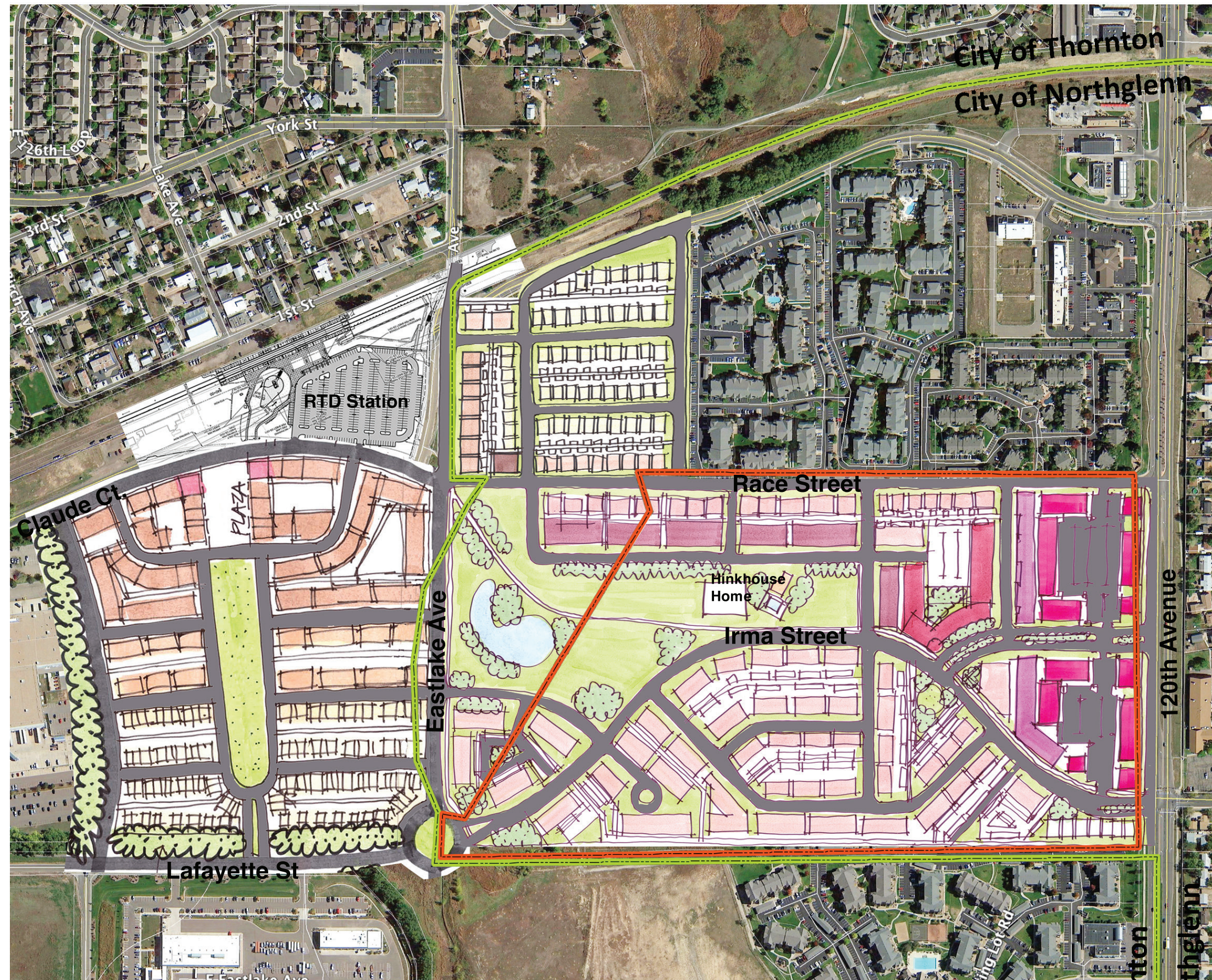
CONCEPT A: PARK VIEW

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

Key Elements

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





CONCEPT B: CURVING IRMA

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

Key Elements

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

RECOMMENDATIONS

Issues for Further Exploration

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

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

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

Off-site infrastructure construction to accommodate

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

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

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

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

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

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

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

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

Next Steps

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

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

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

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

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

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

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

CHAPTER 5

APPENDIX

 **Concept Roadway Plans**

 **Karl's Farm Market Analysis**

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

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

Karl's
FARM
DAIRY

