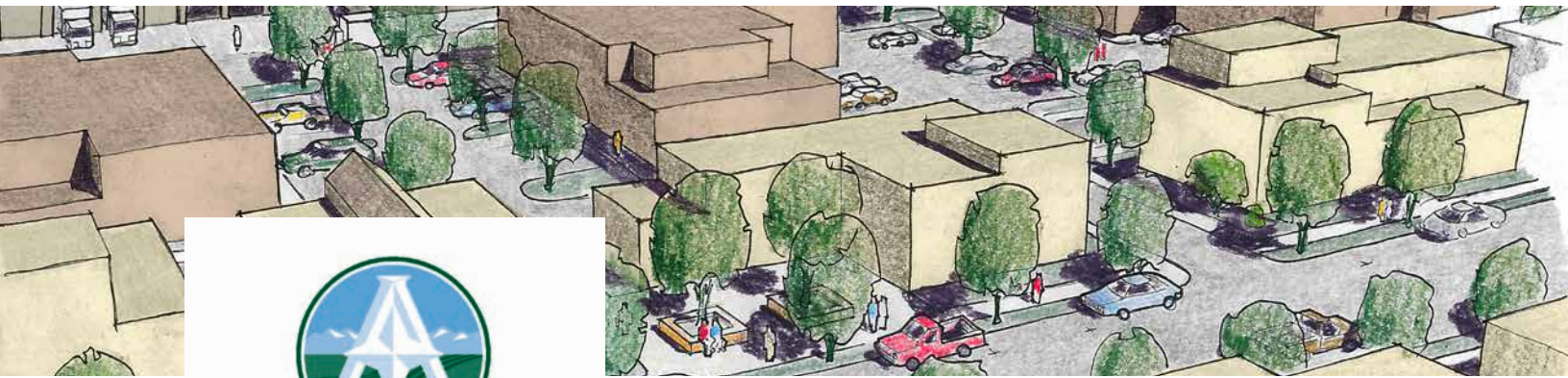
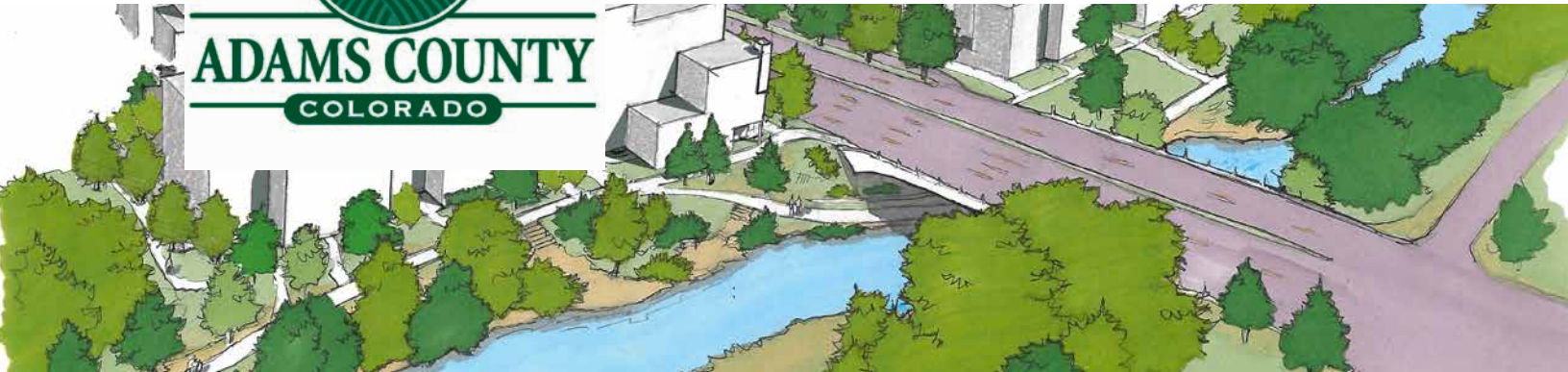




SOUTHWEST ADAMS COUNTY MAKING CONNECTIONS PLANNING AND IMPLEMENTATION PLAN



ADAMS COUNTY
COLORADO



DEPARTMENT OF LONG RANGE STRATEGIC PLANNING

WHY SOUTHWEST ADAMS COUNTY

Regional Location

Southwest Adams County includes 23,525 acres of land defined generally from Brighton Boulevard on the east, Sheridan Boulevard on the west, 52nd Avenue on the south, and 92nd Avenue on the north. Southwest Adams County has the highest propensity for significant urbanization in all of Adams County.

The MAKING CONNECTIONS PLAN is about capitalizing on the regional infrastructure that exists, and is coming online, to provide a diverse and economically stable County into the future.

Southwest Adams County Geographic Area



RTD Rail Context



In Southwest Adams County, 1,679 acres of land are within a half-mile radius (10-minute walk) of six planned Regional Transit District (RTD) FasTracks commuter rail stations. The stations include those on the G Line (open fall 2016), the B Line (opened July 2016), and the N Line (to open in 2018). A seventh station—the National Western Center Station—is just outside Southwest Adams County to the south.

Southwest Adams County is served by immediate access to I-25, I-76, I-270, and U.S. 36, with I-70 a half mile to the south. The area is three to eight miles from downtown Denver, and 15 to 20 miles to Denver International Airport (DIA).

The MAKING CONNECTIONS PLAN identifies a list of 10 critical path policies and projects to be undertaken by Adams County in partnership with surrounding jurisdictions, relevant utility agencies and districts, and the development community.

POISED FOR INVESTMENT

Triangles of Opportunity

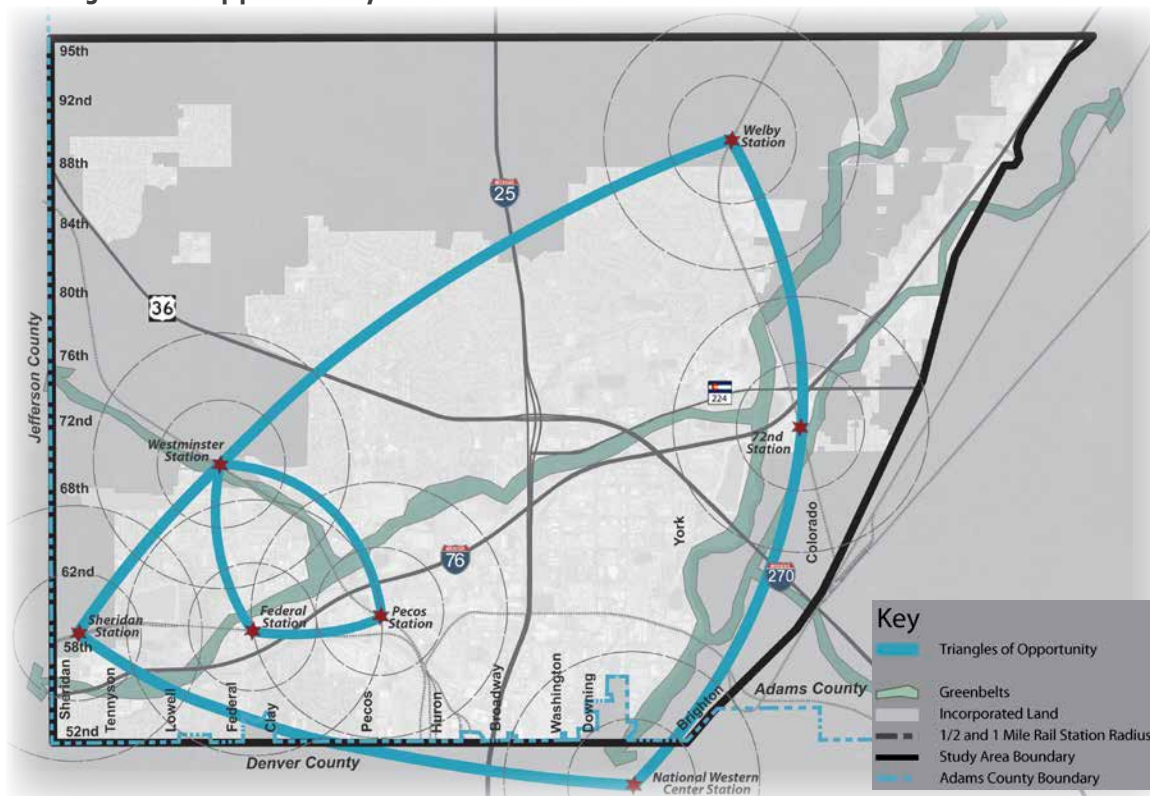
Southwest Adams County includes a larger “Triangle of Opportunity” formed by the Welby Station on the planned N Line just inside the City of Thornton to the northeast, the National Western Center Station of the A Line just inside Denver to the south, and the Sheridan Station of the G Line just inside the City of Arvada to the west. This broader Triangle of Opportunity includes a significant amount of underdeveloped land that:

Both the larger and smaller Triangles of Opportunity create significant investment opportunities for Southwest Adams County.

- ▶ has great regional access and location:
 - three to eight miles of downtown Denver,
 - 15-20 miles from DIA, and
 - at the crossroads of five major highways (U.S. 36, I-270, I-76, I-25, and I-70);
- ▶ is within a one-mile area of influence around rail stations, including the six planned stations lying within the Southwest Adams County area, plus the National Western Center Station just inside Denver;
- ▶ is flanked by the Clear Creek and South Platte River riparian corridors and trail system, as well as smaller waterways, and;
- ▶ has a higher propensity for development/redevelopment than other areas of the County.

A smaller, commuter rail transit-specific Triangle of Opportunity exists between the planned Pecos, Federal, and Westminster stations. This Triangle of Opportunity includes land at the juncture of these three stations in close proximity to each other and which are located on two different commuter rail lines. Investment in this area has already begun and development interest is anticipated to be high in this area. Opportunities include transit-oriented development, trail-oriented development, and innovative mixed-use development.

Triangles of Opportunity



PLAN PURPOSE

Purpose

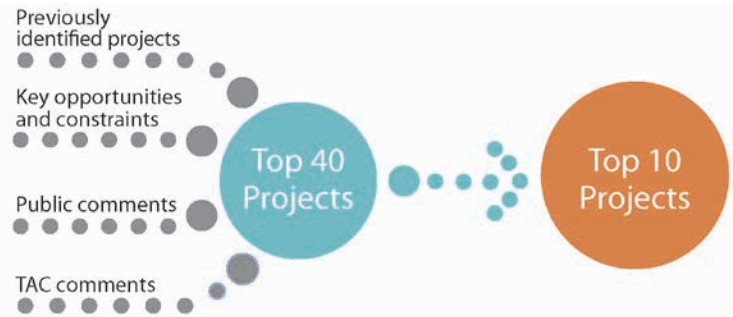
The MAKING CONNECTIONS PLAN focuses on formulating a sound and rational basis for guiding development, redevelopment and supporting infrastructure for 13,177 acres of **unincorporated** Southwest Adams County. The Plan includes projects ideal for multi-jurisdictional and public-private partnership and investment.

The Plan summarizes recommendations from previous plans, studies, and reports and prioritizes strategic land and infrastructure investments. It includes **10 implementation-focused "Projects"** that poise Southwest Adams County for the future. The Projects focus on:

- ▶ meeting citizen and business needs;
- ▶ working collaboratively with other agencies, utility districts, and the development community;
- ▶ fostering efficient and innovative infrastructure and development, and ultimately;
- ▶ providing for a high quality of life for those living, working, and recreating in the area.

The Plan focuses on economic return on investment while being strategic and equitable for the existing community, neighborhoods, and businesses.

Purpose and Process



Objectives

The primary objectives of the planning process were to review a list of more than 188 identified projects in 85 previously adopted plans, identify a Top 40 list of Projects (mobility and utility infrastructure, policy/program, and development areas), and then a Top 10. The Top 10 Projects became the core recommendations for critical path action, including prioritization from 2017 through 2027 and beyond.

Intergovernmental Cooperation

Local governments often find that there are limited resources to address the numerous challenges and opportunities within a community. Cooperation between government agencies, whether they be cities, counties, the state, or other government agencies, provides an opportunity for a more efficient and fiscally responsible local government. The same is true for the MAKING CONNECTIONS PLAN. Before the planning process was initiated, County staff met to determine what agencies should be participating in this strategic planning and implementation exercise. A Technical Advisory Committee (TAC) was formed, comprised of Tri-County Health Department, Adams County Housing Authority, and partners in the cities of Westminster, Thornton, Arvada, Commerce City, and Denver. In addition, numerous departments or offices within Adams County were involved, including: Long Range Strategic Planning, Parks and Open Space, Emergency Management, Transportation Administration, Transportation Engineering, Finance, Budget, Community and Economic Development, Business Solutions Group, Public Information Office, and the County Managers Office.

Throughout this planning process, conversations were held with local non-profits, the Colorado Department of Transportation (CDOT), Colorado Department of Public Health and the Environment, and the various water and sanitation districts that serve the planning area. **Adams County recognizes that only in cooperation and collaboration with these various agencies and developers, can the County be successful in executing and implementing this strategic plan.**

PROCESS

Overview

The planning process was grouped in four phases over a 15-month time frame. The process was designed to include opportunities for input from the public and stakeholders at strategic intervals. The results from Phases 1, 2, and 4 were documented in Chapters 1, 2 and 3. Each Chapter describes the public and partner outreach that occurred during each phase. Please refer to Chapters 1, 2, and 3 under separate cover for more detailed information on each phase of the process. The phases included:

1. Gathering information relevant to the study area, including applicable plans, land parcels, right-of-ways, brownfields, special districts, housing, and infrastructure. (Chapter 1)
2. Public and stakeholder involvement (see below). (In all Chapters)
3. Reviewing land use, zoning, design, and infrastructure improvement components from the 85 relevant plans to develop a comprehensive project list, and the prioritization process to create a Top 40 Project List. (Chapter 2)
4. Identifying and prioritizing the Top 10 Projects with implementation strategies. (Chapter 3)

Project Partners

The Project Team included a project management team, the TAC (as described on Page 4) and a consultant team. Through the input of the TAC, and a 60-agency Focus Group convened twice during the project, the Project Team helped to prioritize the 188 previously identified projects, clarify those that had been completed, and identify additional key infrastructure necessary to support investment in the area across jurisdictional boundaries. This provided the basis for the Top 40 Projects. The TAC, along with input from the public and other stakeholder agencies such as the RTD and CDOT, then focused on prioritizing the Top 10 Projects.

Community Involvement

Public participation highly informed the process, including identification of additional projects as well as aiding in the prioritization process. Five public meetings were held throughout the process: November 2015, and February, May, August, and September 2016. There were anywhere from 50 to 80 attendees per meeting. All meetings included Spanish translation services with simultaneous interpretation via headsets. Both dot-on-a-map and electronic poll voting was used throughout the process, as well as online surveys. Each meeting had a focus, such as helping to identify missing projects, helping to prioritize projects, and ascertaining public appetite for different funding mechanisms for project implementation. More detail on each of the first three public meetings can be found in Chapters 1, 2 and 3. In addition, more than two dozen one-on-one stakeholder meetings with businesses and citizen groups took place throughout the planning process.

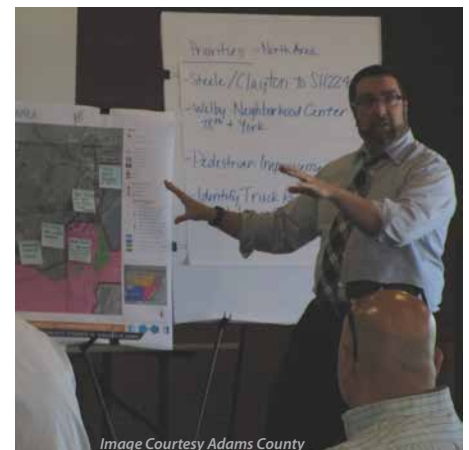


Image Courtesy Adams County

AREA STATISTICS

Adams County

Adams County's population is 491,337 (2015 estimate). The 2040 projection is 768,312 (via Denver Regional Council of Governments (DRCOG)). The 2040 projection indicates a 56% increase in population for the County and accounts for 16.18 % of the six-county Denver Metropolitan Area's growth during this time frame. **DRCOG projects Adams County to be the fastest growing county in the Metropolitan Area in both population and employment through 2040.**

Additional statistics include:

- ▶ Approximately 2 million people live in or within 15 miles of Southwest Adams County (ESRI).
- ▶ An estimated 150,000 residents live in Southwest Adams County (US Census 2015, includes unincorporated Adams County and cities).
- ▶ Roughly half of Southwest Adams County is unincorporated (53%) versus municipal (Thornton, Federal Heights, Commerce City, Arvada, and Westminster). This accounts for 13,177 acres of land.
- ▶ 5,203 acres of unincorporated Southwest Adams County is currently zoned for industrial or commercial uses.
- ▶ 80% of Southwest Adams County is eligible for Colorado Enterprise Zone business tax credits (www.choosecolorado.com).
- ▶ Approximately 2,749 acres of non-exempt land in unincorporated Southwest Adams County has an improvement to land value ratio (I/LV) of less than 1.0. An additional 736 acres has an I/LV ratio of 1-2.0. **These lands have a higher propensity for change given the lower improvement values as in comparison to land value.**
- ▶ Nearly 25 miles of U.S. highways and 70 miles of state highways traverse the Study Area.
- ▶ Nearly 12 miles of Clear Creek and the South Platte River flow through Southwest Adams County.

The strategic location, pro-business climate, and availability of land makes Southwest Adams County ripe for investment.

Midtown Development at 70th and Pecos



New Industrial Development at Crossroads Commerce Park (Previous ASARCO Site)



Federal Boulevard Bridge Over Little Dry Creek Under Construction



View Looking West from Lowell Boulevard



PRIORITIZING PROJECTS

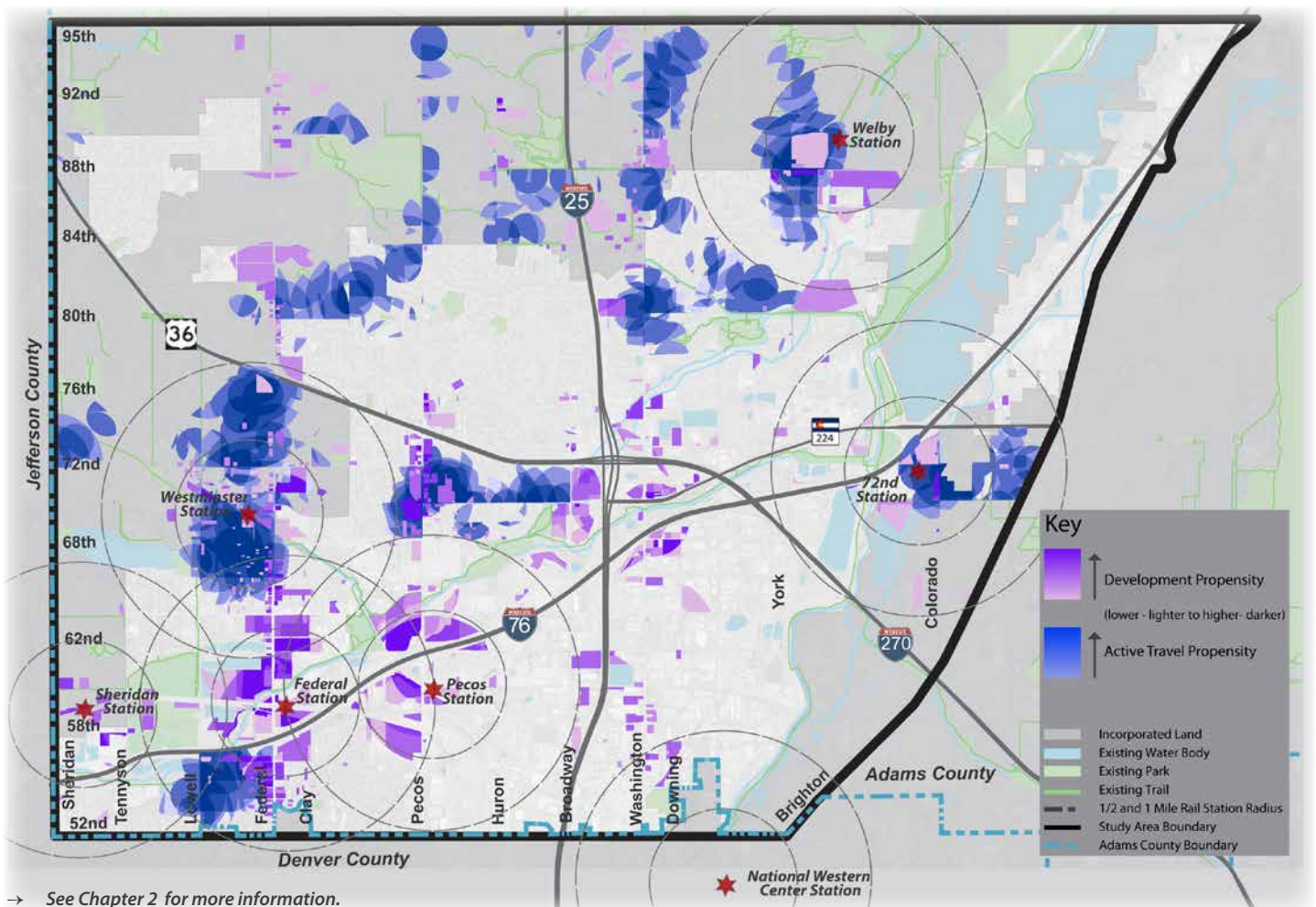
Getting to 40

The 188 individual projects previously identified via adopted plans or programs were compiled, mapped, and analyzed utilizing Geographic Information Systems (GIS). Existing and new data sets created a baseline for analysis. Next, priority areas were identified through propensity mapping. Two types of propensity mapping were completed, each including different variables as inputs:

- ▶ **Development Propensity Model** factors included: age of structures, improvement to land value ratio, future land use, proximity to transit and primary travel corridors, and public input.
- ▶ **Active Travel Propensity Model** factors included: adjacency to schools, civic uses, transit facilities (bus and rail), future commercial land use, and various US Census data points.

From these analyses the top 25 quartile scoring geographic areas were highlighted. See areas colored in blue (active travel propensity) and purple (development propensity) below. The exhaustive project list was then overlaid onto these geographic focus areas to identify the Top 40 Projects.

Propensity Modeling Mapping Results: The Top Geographic Areas



PRIORITIZING PROJECTS

The Top 40

The Top 40 Projects were organized in three categories:

1. policies/programs,
2. development areas, and
3. mobility/utility infrastructure

The table at right lists all 40 projects, identified per category.

While not every line item in the Top 40 Projects made it to the final Top 10 Projects, it is important to note:

- ▶ several of the items became “**bundles**” as part of a Top 10 Project;
- ▶ the five **Development Areas** are simply focused geographic clusters that—based on the propensity mapping—show a higher likelihood for investment in the shorter term, and;
- ▶ **several of the Policies or Programs—notably updating regulations—are still very important to provide for the sustainable, innovative and “open for business” attitude espoused within the County.**

In addition to the Top 40 Project list, recent investment was also compiled to provide a baseline for activity that is “on-the-boards” or “recently completed.” This information is discussed on the following page. The recent investment clearly illustrates the activity already occurring in Southwest Adams County from a regional, local, and private investment standpoint.

The Top 40 Projects

Top 40 Category	Top 40 #	Project Name	
Policies or Programs	1	Update Zoning	
	2	Update Parking regulations	
	3	Affordable Housing Policy	
	4	Sidewalk Gap Annual Implementation	
	5	Bicycle Facility Annual Implementation Program	
	6	Create Low Impact Development Standards	
	7	Create a Neighborhood Toolkit	
	8	Create a Transportation Demand Management Program	
	9	Create a Complete Streets Policy and Standards/ Annual Americans with Disabilities Act (ADA) Transition Plan Implementation	
	10	Conduct Improvement Funding Study	
	11	Create a “Planning to Programming” or “Planning to Projects” process at Adams County	
Development Areas	12	Federal Gold Line Station – Sites included in Clear Creek TOD Plan	
	13	Federal Boulevard – Between 62 nd and 70 th Avenues	
	14	64 th Avenue and Pecos Street – Both sides of Pecos Street, North of I-76	
	15	72 nd Avenue and Colorado Street	
	16	72 nd Avenue and Pecos Street – Southwest Corner	
Utility/Mobility Infrastructure	Federal Boulevard / Station Area	17	Federal Boulevard Comprehensive Street Design
		18	Federal Boulevard Waterline Improvements
		19	Little Dry Creek Federal Boulevard Bridge
		20	Intersection Improvements
		21	Westminster Partnership Project
		22	Proposed Clear Creek Parkway or 60 th Avenue
		23	Parcels to be Removed from Floodplain in proposed Phase B Urban Drainage Master Plan
		24	Park/Open Space & Trail Improvement
		25	Proposed “Elm Street,” 61st to 67th avenues (Multimodal)
		26	Proposed Clay Street, Federal Boulevard to Little Dry Creek (Multimodal)
		27	I-76 and Federal Street Ramp Improvement
		28	US36 and Federal Street Ramp Improvement
		29	Clay Community Outfall (Phase 2)
	Pecos Station / Commercial Area	30	Pecos Street Improvements
		31	Pecos Station Area Improvements
		32	Pecos/US36 Commercial Area Improvements
		33	New Parks/Open Space in Clear Creek TOD Plan
		34	US36 Highway Multi-Use Path, I-25 to Bradburn Boulevard
	Welby Station / Neighborhood Area	35	York/Welby Street Improvements
		36	Thornton Partnership Project
		37	North Washington Street Water and Sanitation Partnership Project
		38	Park/Trail Improvements
		39	Proposed Roadway Network (Approximate Alignments)
		40	78 th Street Improvements

→ Not listed in any order of priority

→ See back cover for map of the Top 40 Projects and Chapter 2 for more information.

RECENT INVESTMENT

Regional Investment

Both the RTD and CDOT are undertaking significant investment in the area. RTD is investing \$2.2 billion in commuter rail transit on three lines that traverse Southwest Adams County (The Eagle P3 project). They have also contributed \$10 million towards a regional bike path between Westminster and Boulder. CDOT is investing over \$160 million in the I-25 corridor to build managed lanes and a concrete sound wall from US 36 to E-470 and has invested (to-date) almost \$14 million for improvements along the Federal Boulevard corridor in Adams County.

Local Investment

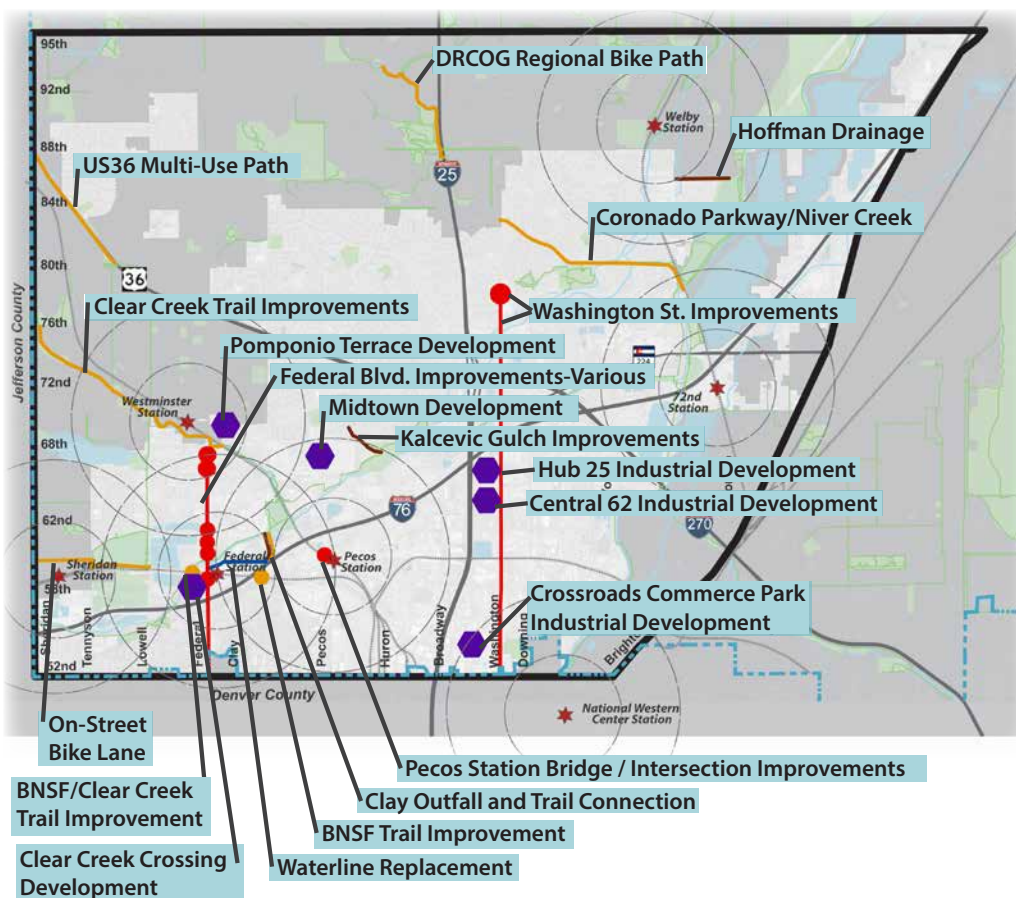
The County has completed over \$12 million in Capital Improvement Projects (CIP) between 2013 and 2015, and is budgeted to complete approximately \$50 million more between 2017 and 2021 (not including the Top 10 Projects herein). In addition, the City of Westminster has invested \$41 million in and around the Westminster Station area on the RTD B Line.

Private Investment

Six larger (not all) current developments in the area will result in the addition of up to 3,000 residential units, 350,000 square feet (sf) of commercial space, and 1.5 million sf of industrial space within Southwest Adams County.

Refer to the adjacent map for an overview of recent and current investment.

Recent and Current Investment



→ Note this is not a comprehensive list but rather an overview.

How Did We Get Here?

The Top 10 Projects are a result of the previous GIS base mapping, the propensity analysis, and prioritization through additional input from the public, the TAC, the Focus Group, and a prioritization charrette with the TAC/Project Partners that took place June 2016.

Six of the Top 10 Projects are focused on a program or policy (1-6), while four focus on a specific geographic location (7-10). The four geographic "Connection" Projects include a **bundling** of several mobility and utility infrastructure projects pertinent to that geographic area.

The remaining pages discuss each of the Top 10 Projects in more detail. All costs identified herein are planning level order-of-magnitude.

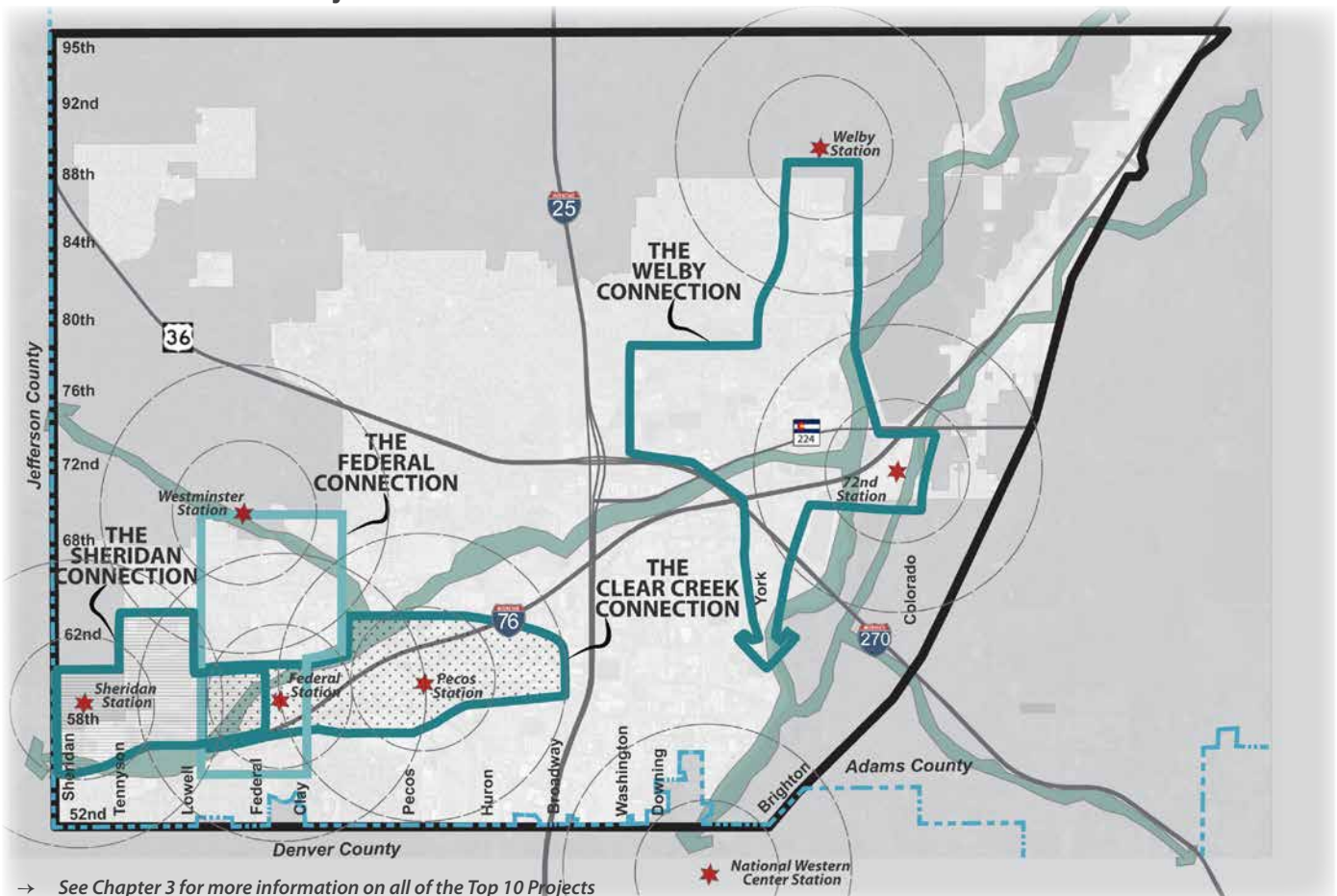
- ▶ *The projects identified here represent costs of \$377 to \$416 million over a 10-plus year time frame.*

The Top 10*

1. Local Financing Study
2. Plans to Projects Program
3. Complete Streets Policy and Standards
4. Sidewalk Program
5. Park and Trail Improvements
6. Affordable Housing Strategy
7. The Sheridan Connection
8. The Federal Connection
9. The Clear Creek Connection
10. The Welby Connection

* Not in any specific order

Four "Connection" Project Areas



LOCAL FINANCING STUDY

1

Adams County’s priorities include providing a high performing, fiscally sustainable government. This includes providing a reliable mobility and utility infrastructure network and supportive human services that result in educational and economic prosperity for residents, land owners, and business owners.

With that, a Local Financing Study should be undertaken to identify how to pay for and manage investments that create the most improved quality of life, dispersed equity, and highest return on investment. The Study will help the County to better understand its existing financial obligations and to expand upon the County’s understanding of the capacity for financing projects through both traditional and innovative funding strategies. The Study would also examine the public support for different financing strategies and conditions of support. There would be four primary components to the Study including: Revenue and Obligation; Survey; Tools; and Handbook.

► **Cost: \$125,000**

Outline For The Local Financing Study

Financing Study Component	Guidance
Revenue and Obligation	<p>The Study would begin with a comprehensive understanding of existing revenues, such as:</p> <ul style="list-style-type: none"> ▪ Property Tax (including property tax rebates) ▪ Ownership Tax ▪ Sales and Use Tax ▪ Occupation Tax ▪ Other Taxes ▪ Licenses and Permits ▪ Intergovernmental Revenue (Federal and State) <p>Most of the revenue information should be readily available via annual budgeting and reporting. The Study would then focus on a clear understanding of current and projected financial obligations, such as:</p> <ul style="list-style-type: none"> ▪ Short-Term Notes ▪ Certificates of Participation ▪ General Obligation Bonds ▪ Revenue Bonds <p>This should include a clear stating of the County’s bonding capacity, current ratings through Moody’s and Standard and Poor’s.</p>
Survey	<p>The Study should include a county-wide survey (including ability to obtain information specifically for Southwest Adams County, e.g. this Study Area—or consider beginning by surveying just Southwest Adams County) to ascertain the public’s appetite for different financing strategies by project type.</p>
Tools	<p>The final recommendations should include:</p> <ol style="list-style-type: none"> 1. Existing Tools: <ul style="list-style-type: none"> ▪ Have a clear understanding of all the existing tools available to the County, and the propensity to utilize different tools by project type (e.g. streets, drainage, and parks) historically by department. 2. Potential Tools: <ul style="list-style-type: none"> ▪ Explore other funding options not previously used within the County. These may include existing traditional tools as well as new/innovative tools. ▪ Identify those tools that may not be currently available for county use within the State of Colorado but might be worth lobbying the state to change regulations to allow county use. ▪ Undertake the necessary legal and functional structures and obligations review and update to assure the tools can be used. 3. Funding Streams: <ul style="list-style-type: none"> ▪ Identify the funding streams most associated with each tool, as well as typical partnership funding structures.
Handbook	<p>A product of this Study would include a handbook for day-to-day use by County departments and for multi-departmental education and training. The handbook would provide a quick and concise way to ascertain specific tools that can be used for projects of all scales, complexities, budgets, and implementation timeframes. The handbook should include a summary table, or perhaps a series of tables with resources identified by project type, agency (e.g. federal, state, county), and/or dollar limits. Following the “quick glance” tables would be a more detailed description of each program/tool with contact information, annual filing deadline (for grants for example), and an example or two of where and when this was used in the County before, if applicable.</p>

2

PLANS TO PROJECTS PROGRAM

Adams County needs to better align long-range planning with capital improvements programming.

The Plans to Projects Program (P2P) will create an internal, logical, well-documented, defensible process where long range planning results in programmatic decision-making, the development review process, and prioritization within the capital improvements process.

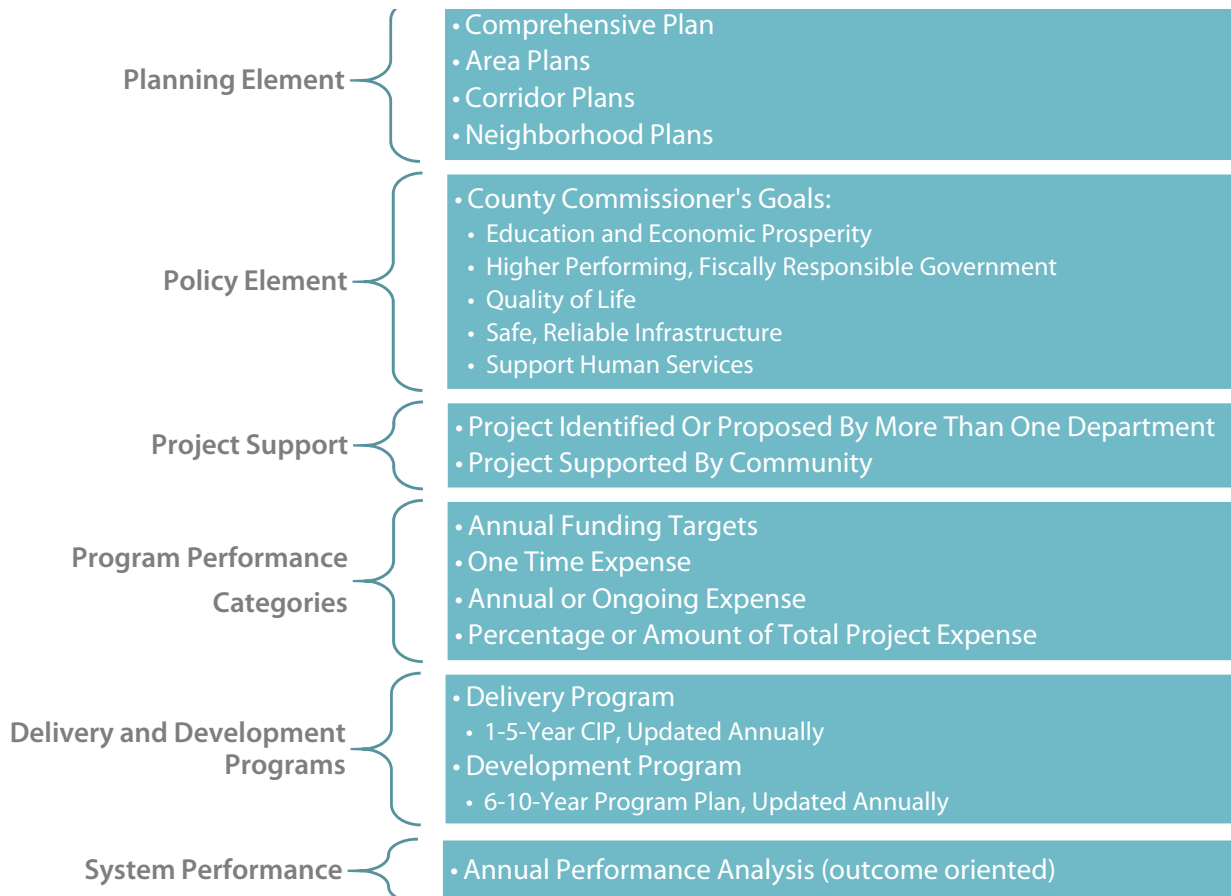
The P2P will include an evaluation process which brings all CIP disciplines to the table to better leverage opportunities, expertise, and funding. Creating a scorecard as part of the P2P will provide a tool for each department to adequately evaluate and prioritize projects through data driven information and close interdepartmental collaboration.

The existence of such a program will also provide certainty for residents, property owners, business owners, and investors.

The components envisioned for the P2P are outlined below.

► **Cost: \$100,000**

Outline For Creation of a Plans To Projects Program



COMPLETE STREETS POLICY/STANDARD 3

Why?

Examples of Complete Streets:

Context: "Urban High Use Corridor"

Prioritize pedestrian and bicycle movements while providing for adequate vehicular movement.



Context: "Urban Retail Street"

Prioritize pedestrian movement and short-term on-street parking.



Context: "Neighborhood Residential Street"

Provide pedestrian and bicycle facilities—signed route, shared lane (sharrow) or bike boulevard may be appropriate.



The County needs to establish **Complete Streets** policies and standards. Complete Streets provide a connected and safe community to walk, bicycle, use transit, and travel in vehicles. Significant improvement to the non-motorized transportation system improves health, encourages community interaction, promotes sustainability, and fosters transportation choice. Providing Complete Streets helps reduce vehicle miles traveled and greenhouse gas emissions (GHGe), both goals of DRCOG.

Not every street needs to provide for every single mode, but more importantly, every mode needs a complete network.

Create Policy

The creation of a Complete Streets Policy will direct planners, engineers, and developers to routinely design and implement mobility networks that promote safe access for all users. The policy will send a clear message that Adams County will be competitive in the region. Most, if not all streets should prioritize pedestrian movement first and foremost, and then consider other modes—including bicycles, vehicles, transit, and freight movement to/from and within industrial zones—as appropriate to the context.

Create Standards

Developing a variety of new street typologies that accommodate walking, bicycling, transit use, and driving is imperative for the County. The typologies (e.g. local to arterial, urban to rural, commercial to residential) must be calibrated for application based on geographic and development context.

Low-Impact Design Standards

Low-impact design approaches to landscape and drainage along roadways should be included with new/updated street standards. This includes basic components such as: native and drought-tolerant plantings, landscape to reduce heat islands, perforated or curbless areas, and/or use of pervious surface. A comprehensive review and update to overall landscape standards for subdivision and site development should also occur.

► **Cost: \$175,000**

4

SIDEWALK PROGRAM

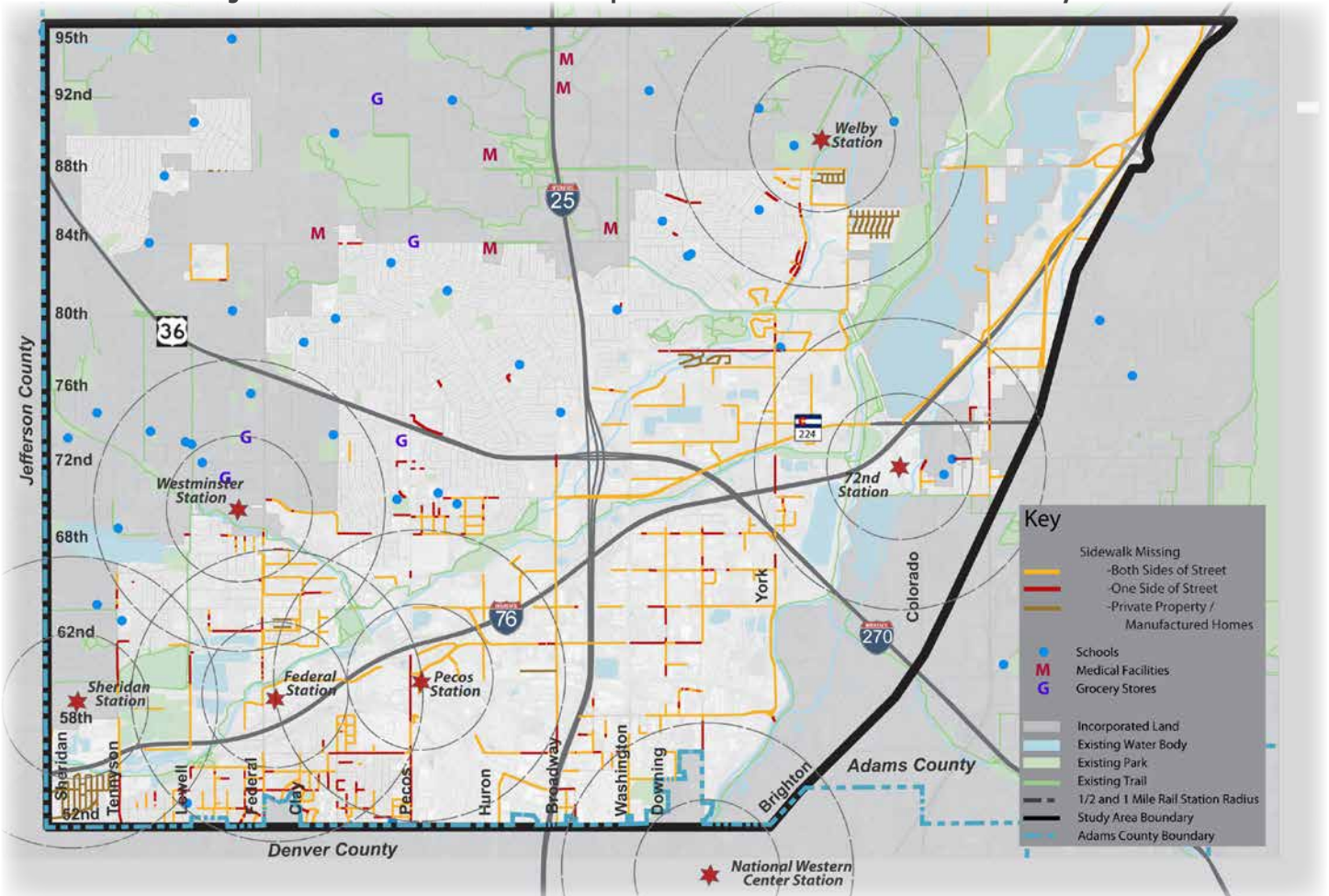
Sidewalks provide critical links within and between neighborhoods and key destinations such as schools, services, and transit. The Sidewalk Program has two components:

- 1. Missing Sidewalk Links:** A sidewalk gap analysis completed for unincorporated lands within Southwest Adams County identified 17 miles of roadway with sidewalk present on just one side of the street, and 74 miles of roadway with no sidewalk. An order-of-magnitude cost of \$192,000 per linear mile for a typical Adams County 5' 6" sidewalk (one side of street) results in a \$31,680,000 program need in order to complete the sidewalk gaps. An annual budget dollar amount of \$1 million should be allocated, beginning with a 10-year commitment, to implement missing sidewalk links in Southwest Adams County.
- 2. ADA Transition Plan:** The previously completed Americans with Disabilities Act (ADA) Transition Plan identified locations for ADA improvements at intersections. The Adams County Transportation Department has already identified an annual budget amount of \$1 million for 10 years (to start) for implementation.

In addition, new development or redevelopment would spur new sidewalk construction. Implementation should be prioritized to high growth and/or change areas as well as connecting to existing schools, grocery stores, medical facilities, and transit facilities/routes.

► **Cost: \$2 million annually (\$1 million per component)**

Current Missing Sidewalks Within Unincorporated Southwest Adams County



PARK AND TRAIL IMPROVEMENTS

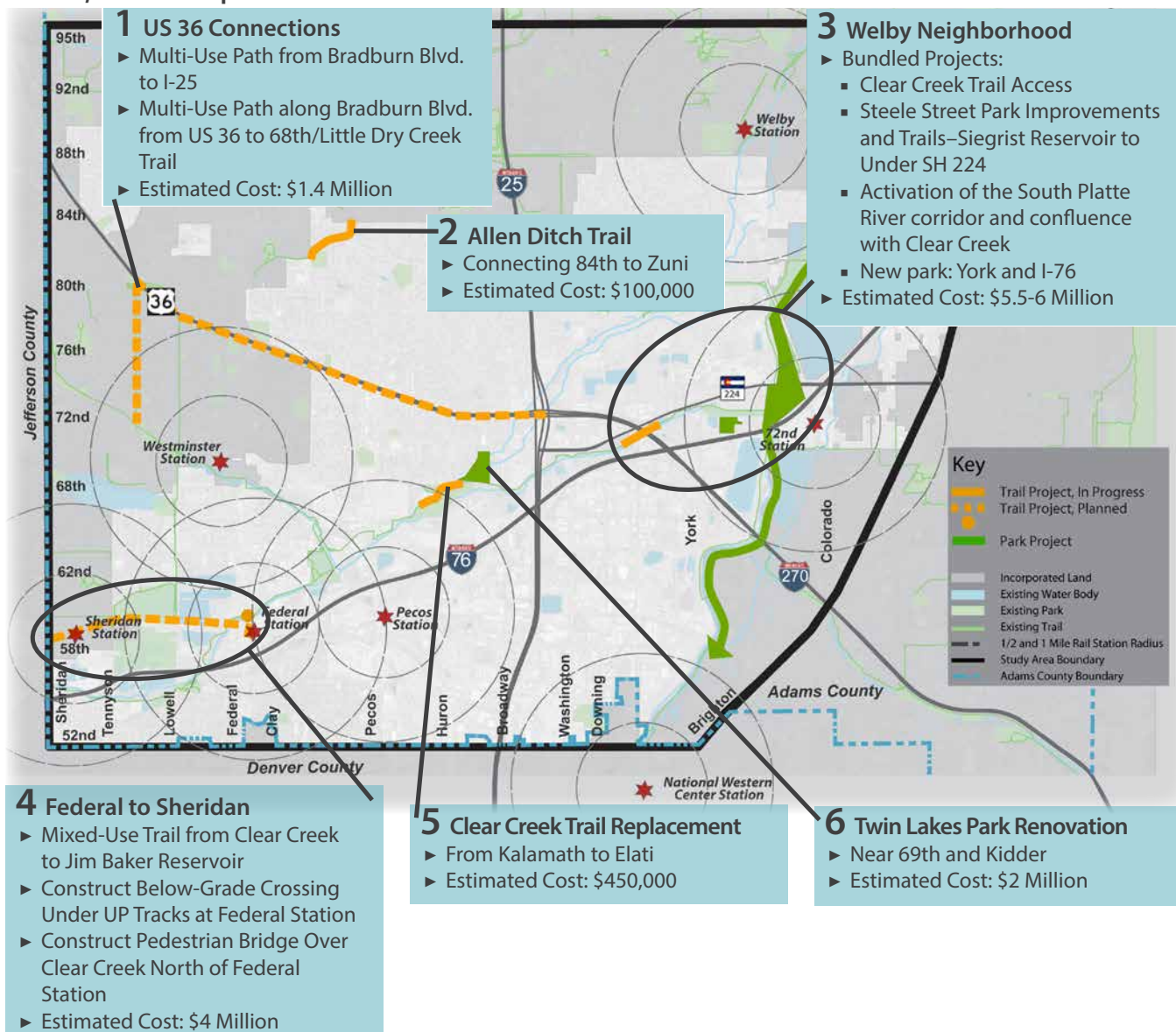
5

The Park and Trail Improvements bundle identifies a set of improvements to existing or identifies new County parks or trails. This will assure broader connectivity both within the County and to and from surrounding communities and regional facilities. The improvements will also provide access for first responders, as well as provide for signage/wayfinding (e.g. mile markers) within the system. The improvements will be designed utilizing the Crime Prevention Through Environmental Design (CPTED) guidelines. The projects were highly ranked through public input, data analysis, and improvement to regional connectivity.

Adams County Parks and Open Space Department will be the coordinating agency for these projects, working closely with Westminster, Arvada, and CDOT, and will utilize various resources including Great Outdoors Colorado (GOCO), Urban Drainage and Flood Control District (UDFCD), Colorado Parks & Wildlife, and Open Space Sales Tax Grant.

► **Cost: \$13.5 to 14 million**

Parks/Trails Improvement Bundles



6

AFFORDABLE HOUSING POLICY

A comprehensive Affordable Housing Policy should be created for Adams County. The Policy should begin by focusing within one mile of an RTD FasTracks commuter rail station (also identified as **Pedestrian Activity Centers in Imagine Adams County**) and primary bus routes. The Policy should be expanded to the larger Making Connections Plan Study Area and overall County after a baseline policy has been established, and perhaps a pilot project or two are completed. The pilot projects would then inform any calibration of the Policy for specific geographic areas prior to County-wide application. Several of the items outlined herein were also identified in the **2009 Balanced Housing Plan** (currently being updated). The Policy should comply with all Federal guidelines where Federal funding is solicited and utilized.

The creation of a comprehensive Policy should be organized into the following four categories:

1. Background/Baseline
2. Regulatory
3. Financing
4. Partnerships

The table on the next page provides detailed considerations for such a policy for each of the four categories.

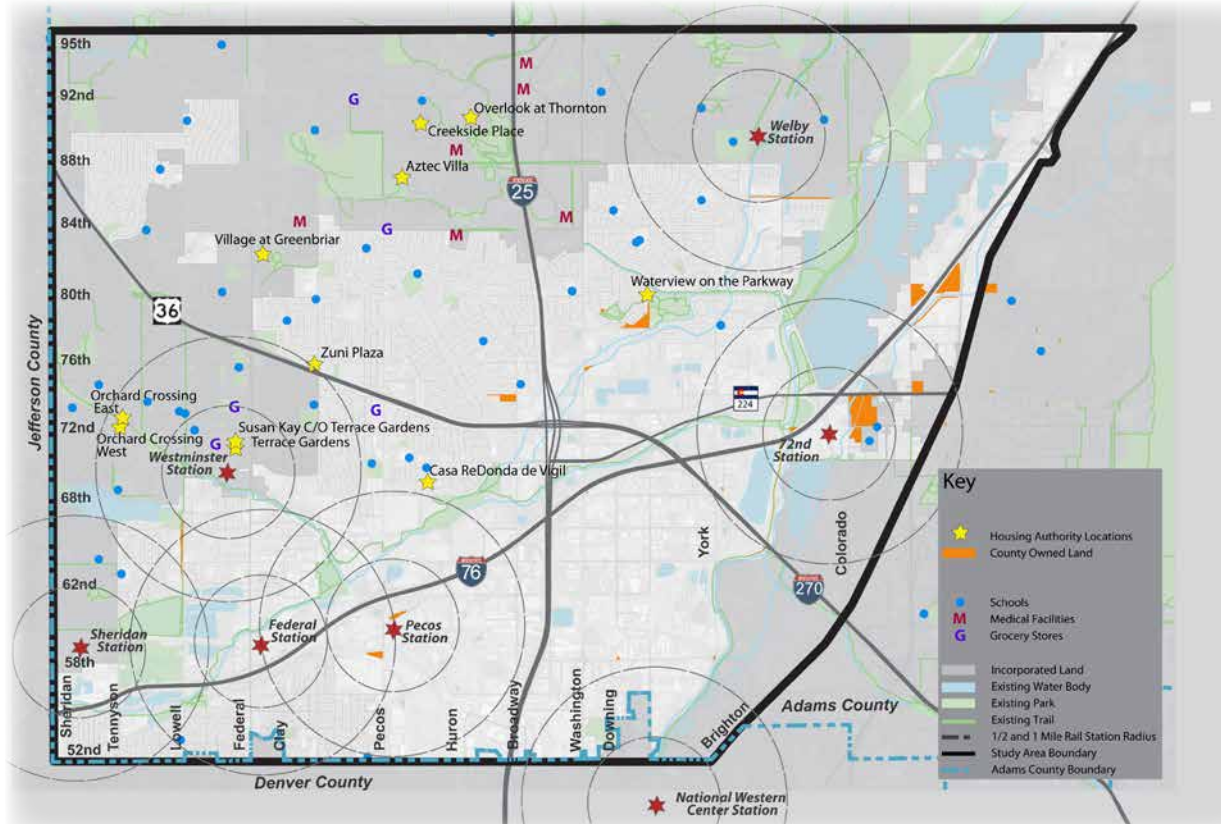
Adams County Housing Authority "Alto" Development Under Construction at Westminster Station



Image Courtesy Adams County Housing Authority/SA+R

► **Cost: \$150,000**

Location of Current Adams County and Adams County Housing Authority Land Holdings



Detailed Outline For Creation of a Comprehensive Affordable Housing Policy

Category	Considerations
Background/Baseline	<ul style="list-style-type: none"> • Update the 2009 Balanced Housing Study (underway-to be completed in 2016) as a pre-cursor to creating a comprehensive policy and action steps. • Review specific components of the 2009 plan. • Complete any further socio-economic/market trend research that may not be covered in 2009 Balanced Housing Study update to provide necessary baseline information to inform an affordable housing policy. • Create an inventory of existing affordable and workforce housing stock in GIS to be compatible with the existing Adams County GIS system/database. Begin with the Making Connections Study Area. Consider mapping tiers of <=40% AMI, 41-60% AMI, and 61-80% AMI. • Create GIS mapped inventory of Adams County Housing Authority and other non-profit (e.g. Mercy Housing) inventory locations, price points, size of units, number of units, etc.
Regulatory	<ul style="list-style-type: none"> • Make sure that affordable housing is addressed in the Comprehensive Plan/update land use map and category language as necessary. • Review options for enhanced efficiency in the development review and permitting processes. For example: <ul style="list-style-type: none"> ○ Add provisions for staff waivers (administrative review) for minor adjustments of use, density, and dimensional standards for workforce and affordable housing projects; ○ Remove or reduce dimensional standards that restrict affordable housing (e.g., lot widths, large minimum lot sizes); and ○ Reduce, offset, or waive development impact fees based on the percentage of affordable units. • Assure reduction in parking requirements. • Consider language on preservation of existing affordable housing, such as replacement clauses. • Consider how the current national phenomena of multi-generational living and the rise of the <i>Sharing Economy</i> may result in regulatory modifications to allowing for multiple housing units per lot, co-housing concepts, accessory dwelling units (ADUs), and/or higher numbers of unrelated people living in one household. For example: <ul style="list-style-type: none"> ○ The Housing Authority or a housing trust may provide financial off-sets to the development community to build ADUs with deed restrictions. The deed restrictions would only allow for income limits (or section 8 vouchers) to be used on either the principal or accessory dwelling unit (some flexibility to allow for different family sizes). The subsidy would make building the ADU enticing to the developer. • Additional zoning updates: <ul style="list-style-type: none"> ○ Allow for smaller lot urban development patterns. ○ Create mixed-use zone districts. ○ Update zoning to provide for final affordable housing policy provisions as necessary. ○ Require a variety of unit sizes in multi-family developments. ○ Update landscape standards to include Low Impact Design, which is more cost effective in the long term. ○ Allow manufactured and modular construction in larger geographic areas. ○ Consider affordable units and/or ADUs as bonus density units in key areas. • If Design Standards are created in addition to Zoning, assure that there are "Guidelines" and "Standards" to allow for enough flexibility for developers. Appropriate underlying zoning should eliminate the need for Design Standards altogether however.
Financing	<ul style="list-style-type: none"> • Establish a housing trust fund to provide debt/equity towards affordable housing projects. • Provide a low interest/interest-only loans (program with local bank partners). • Pursue grants and create an affordable housing revolving fund with \$10 million minimum to start. • Establish a County Land Trust to focus on the development of affordable housing. • County share on public street improvements adjacent to affordable housing. • Consider preservation of existing units funding. • Research different options of fee in-lieu of, linkage fee, and other. • Explore special use taxes for affordable housing. • Explore creative financing, including but not limited to a County Loan Guarantee. • Explore an innovative program whereby ADUs may be built in new, market rate developments with developer incentives and then subject to income restrictions. • Explore other innovative financing, including developer incentives for homeownership programs for low and moderate income residents.
Partnerships	<ul style="list-style-type: none"> • Advocate for statutory change at the state level to allow counties to create inclusionary housing policies. • Identify preservation priorities. What current affordable housing—either the existing units and/or locations—are a priority for retention/redevelopment as affordable. Work with current owners to identify a site-specific partnership plan to retain/preserve the stock and/or sites. • Consider use of County-owned property for development of affordable housing: donated, long-term no-to-low cost land lease, or sold at discounted rate. • Reduce/waive permit fees and Annual Inspection Fees. • Explore using a County-owned site for both temporary relocation assistance for residents of mobile home park closures and as a potential affordable housing site. This concept may include management or site development by the Adams County Housing Authority and may be better studied during the Balanced Housing Plan update. • Consider infrastructure partnerships to reduce cost per unit of affordable housing, such as: <ul style="list-style-type: none"> ○ Reduced tap fees; ○ Use of regional or off-site stormwater detention; and ○ Use of grey water for irrigation/site use. • Work with current owners of single-family detached affordable rentals for either County/Housing Authority to purchase or option of tenant to purchase rather than putting the property on the open market. • Utilize CDBG as feasible for neighborhood infrastructure. • Incentivize landlords to accept Housing Choice Vouchers.

7

THE SHERIDAN CONNECTION

The Sheridan Connection focuses on the area from Sheridan Boulevard east to Federal Boulevard, and generally from 54th Avenue to 64th Avenue.

The primary focus for the Sheridan Connection is filling in missing sidewalk and trail connections to/from the RTD G Line Sheridan Station, including connections to the RTD G Line Federal Station, to the Berkeley neighborhood to the south, and to the City of Arvada. The one motorized transportation component includes a study of Sheridan Boulevard (SH95) for multimodal and operational improvements including potential Bus Rapid Transit (BRT) service. This would be done in conjunction with the City of Arvada and CDOT.

The Sheridan Connection projects focus on **mode shift**—getting folks out of their cars, using transit, and assuring safe passage for non-motorized movement to and from the rail transit stations and along/across Sheridan Boulevard. The order-of-magnitude cost and effort to implement the items listed in The Sheridan Connection is much smaller than the other three geographic Connection areas identified in this Study.

Please refer to **The Sheridan Connection Project Bundles** diagram on the next page for more information.

► *Cost: Approximately \$42 to \$50 million*

The New Hyland Hills Clear Creek Valley Park (58th Avenue between Tennyson and Lowell)



→ *Note there is overlap between the Sheridan, Federal, and Clear Creek Connection geographic boundaries as seen on Page 10. The projects listed in the Sheridan and Clear Creek Connections include projects that do not fall within the Federal Connection area. Each Connection area includes projects that are specifically bundled for that area.*

The Sheridan Connection Project Bundles

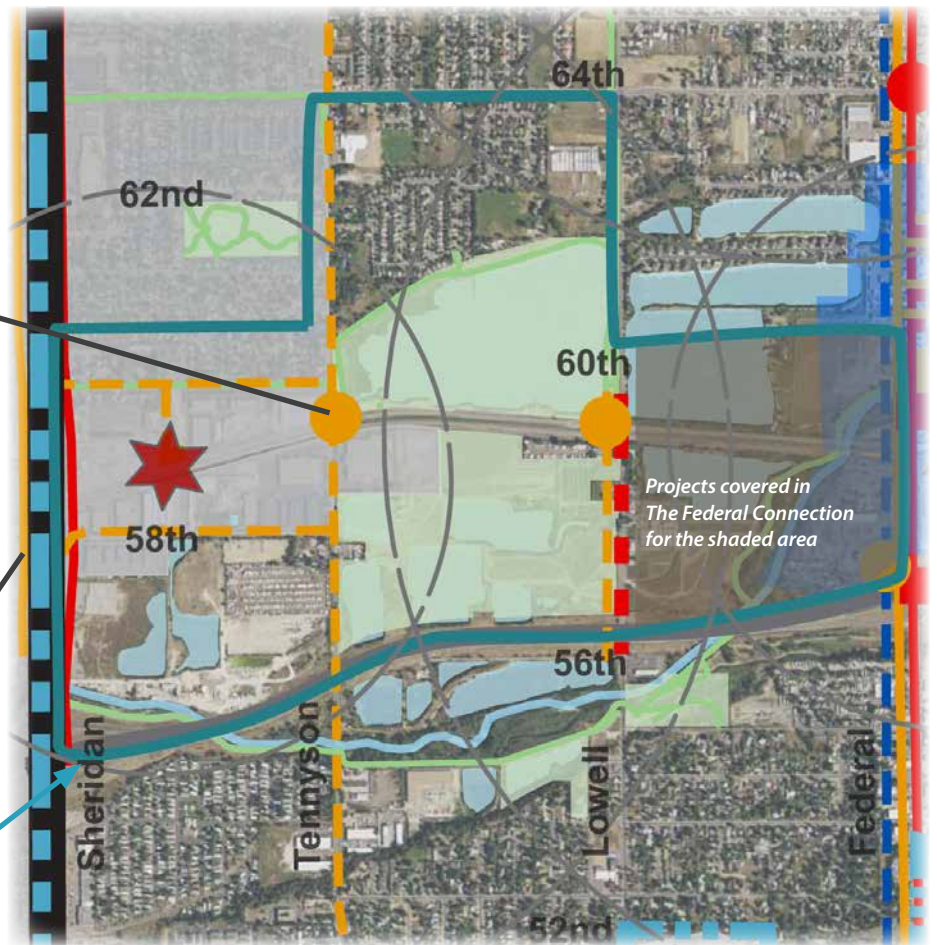
1 Area Connectivity Improvements

- ▶ Bundled Projects:
 - Lowell Boulevard/Jim Baker Trail: Connections from the Berkeley Neighborhood to the Sheridan Station
 - Tennyson Street Trail: From Clear Creek to 68th
 - 58th and 60th Avenues: Non-Motorized Connections to Station
 - 64th Avenue: Non-Motorized Connections Between Sheridan Station and the Clear Creek Trail
- ▶ Estimated Cost: \$2 million

2 Sheridan Corridor Improvements

- ▶ Bundled Projects:
 - Multi-Modal Improvements from I-76 to 104th
 - Includes Bus Rapid Transit Study from I-76 to US 36
- ▶ Estimated Cost: \$40-48 Million

The Sheridan Connection Core Geographic Area



Projects covered in The Federal Connection for the shaded area

→ See Appendix A, Figure 7-7 for a map that shows the three overlapping Connection Areas (Sheridan, Federal, and Clear Creek) all together.

→ Key is for each of the next four Connection Areas

Key	
	Non-Motorized Project, In Progress
	Non-Motorized Project, Identified
	Roadway/Traffic Project, In Progress
	Roadway/Traffic Project, Identified
	Roadway/Traffic Project, Possible
	Drainage Project, In Progress
	Drainage Project, Identified
	Water/Sanitation Project
	Drainage Project, In Progress
	Incorporated Land
	Existing Water Body
	Existing Park
	Existing Trail
	RTD Rail Transit Station
	1/2 and 1 Mile Rail Station Radius
	Study Area Boundary
	Adams County Boundary

Clear Creek West of Federal Boulevard

Context: Utilizing Clear Creek as a major asset for the area.

The proximity of the Sheridan and Federal Stations to each other and to Clear Creek provides significant opportunities for pedestrian and bicycle connections.

Development opportunities take advantage of the Creek as an asset and provide residential, retail, and new locations for small businesses within walking distance of stations.



8

THE FEDERAL CONNECTION

The Federal Connection includes a comprehensive vision, design, and phased improvements for two miles of Federal Boulevard in unincorporated Adams County (also known as US 287/SH 128) from 52nd Avenue on the south (border with Denver) to nearly 72nd Avenue on the north (Westminster border), and approximately one half mile on either side of Federal Boulevard. This is represented on the graphic on the following page.

Federal Boulevard is a primary north-south connection through Southwest Adams County and the greater Denver Metropolitan Area, and is Adams County's front door to its southwest area. This corridor connects two commuter rail stations—Westminster Station on the B Line and the Federal Station on the G Line. Federal Boulevard here is traversed by I-76, with I-70 just a quarter mile to the south, and US 36 a half mile to the north. Clear Creek is a primary asset that crosses the corridor at approximately the 60th Street alignment. The Creek is 600 feet from the Federal Station platform.

The comprehensive effort begins with the critical completion of a Planning and Environmental Linkage (PEL) Study that would include close multi-jurisdictional cooperation with Denver and Westminster, as well as partnering with CDOT, and involving RTD. The PEL study area would include a broader geographic area from I-70 and the Regis University campus on the south in Denver to 84th Avenue and the new St. Anthony's North campus in Westminster on the north, for a total of 4.5 miles. This area is represented in the diagram on this page.

The Federal Connection area lacks adequate non-motorized infrastructure— a necessity to serve existing neighborhoods and businesses— to provide critical connections to/from the commuter rail stations, and to entice future investment in the area. Motorized infrastructure improvements are also needed, along with utility and floodplain improvements to serve the area into the future.

Please refer to **The Federal Connection Project Bundles** diagram on the next page for more information.

► **Cost: Approximately \$23 million** (not including Fed. Blvd. construction)

Vision For Federal Boulevard

Context: Federal Boulevard buildings and streetscape.

Federal Boulevard currently has numerous curb cuts, parking in front of buildings, and lack of public realm facilities. Future conditions should provide for an identifying streetscape, strong pedestrian environment, and new development that provides parking behind buildings.



A comprehensive vision, design, strategy and phased improvements within The Federal Connection area will assure a solid foundation from which future growth and equitable investment can occur.

PEL Study Area



The Federal Connection Project Bundles

1 Federal Boulevard PEL

- ▶ Bundled Projects:
 - Comprehensive Street Design From 52nd to 88th
 - BRT Feasibility Study
 - Walkshed Analysis and Sidewalk Missing Link Installation
 - Intersection Improvements: 60th, 64th, 70th, 72nd
 - Federal Blvd. Little Dry Creek Bridge
 - I-76/Federal Ramp
 - Elm Ct. 61st to 67th
 - Clay St. Extension, Federal Blvd. to Little Dry Creek
- ▶ Estimated Cost: \$1.5 Million for PEL Study

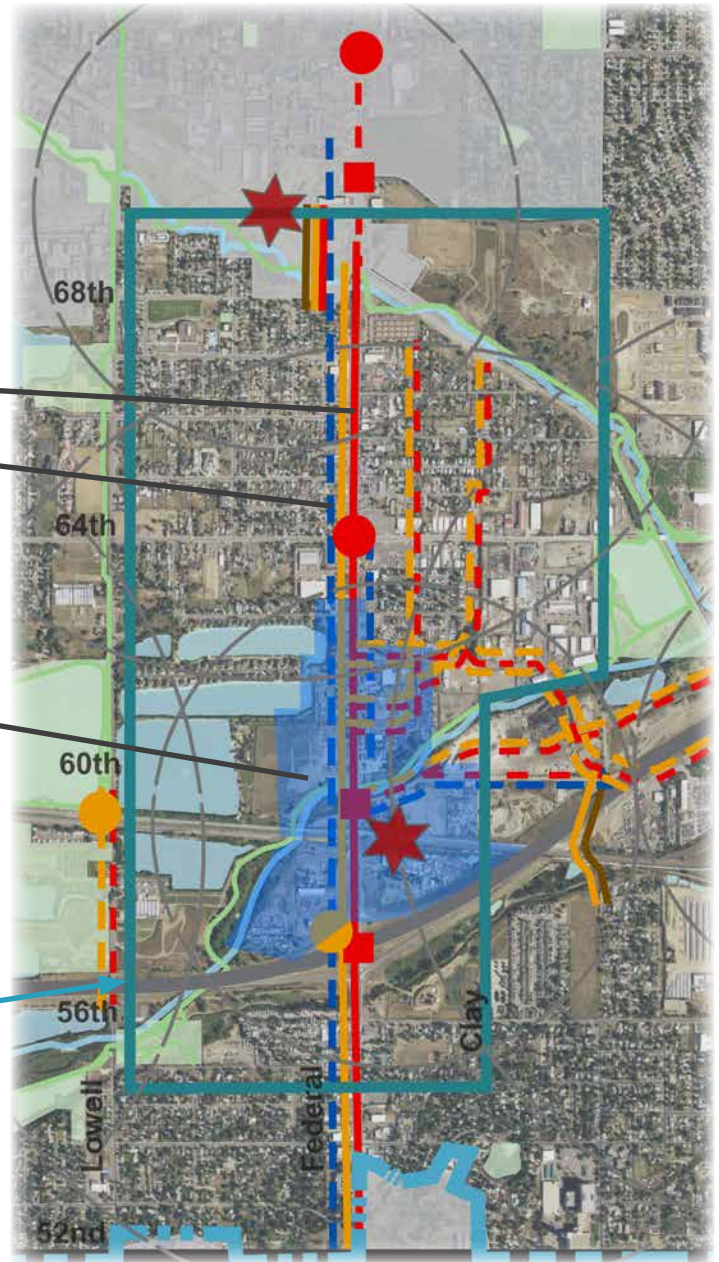
2 Federal Boulevard Waterline

- ▶ Bundled Projects:
 - Waterline Replacement: 52nd to 70th
 - Improve Crestview Area Water Capacity to Accommodate New Development, 52nd to 72nd
- ▶ Estimated Cost: \$10 Million

3 Floodplain Improvements

- ▶ Parcels to be Removed from Floodplain in Phase B Urban Drainage Master Plan Improvements. Includes: Channelization of Clear Creek, Bridge Replacement, Maintenance Trail, and Improvements to Two Sanitary Sewer Lines.
- ▶ Estimated Cost: \$11.4 Million

The Federal Connection Core Geographic Area



→ See Appendix A, Figure 7-7 for a map that shows the three overlapping Connection Areas (Sheridan, Federal, and Clear Creek) all together.

Vision For Federal Boulevard

Context: Ground level view at the junction of the public and private realms.

The future design of Federal Boulevard should allow for a strong pedestrian environment, bicycle movement, buildings closer to the street, outdoor eating areas, and parking that does not dominate the streetscape.



Photo Courtesy Pel-Ona



9

THE CLEAR CREEK CONNECTION

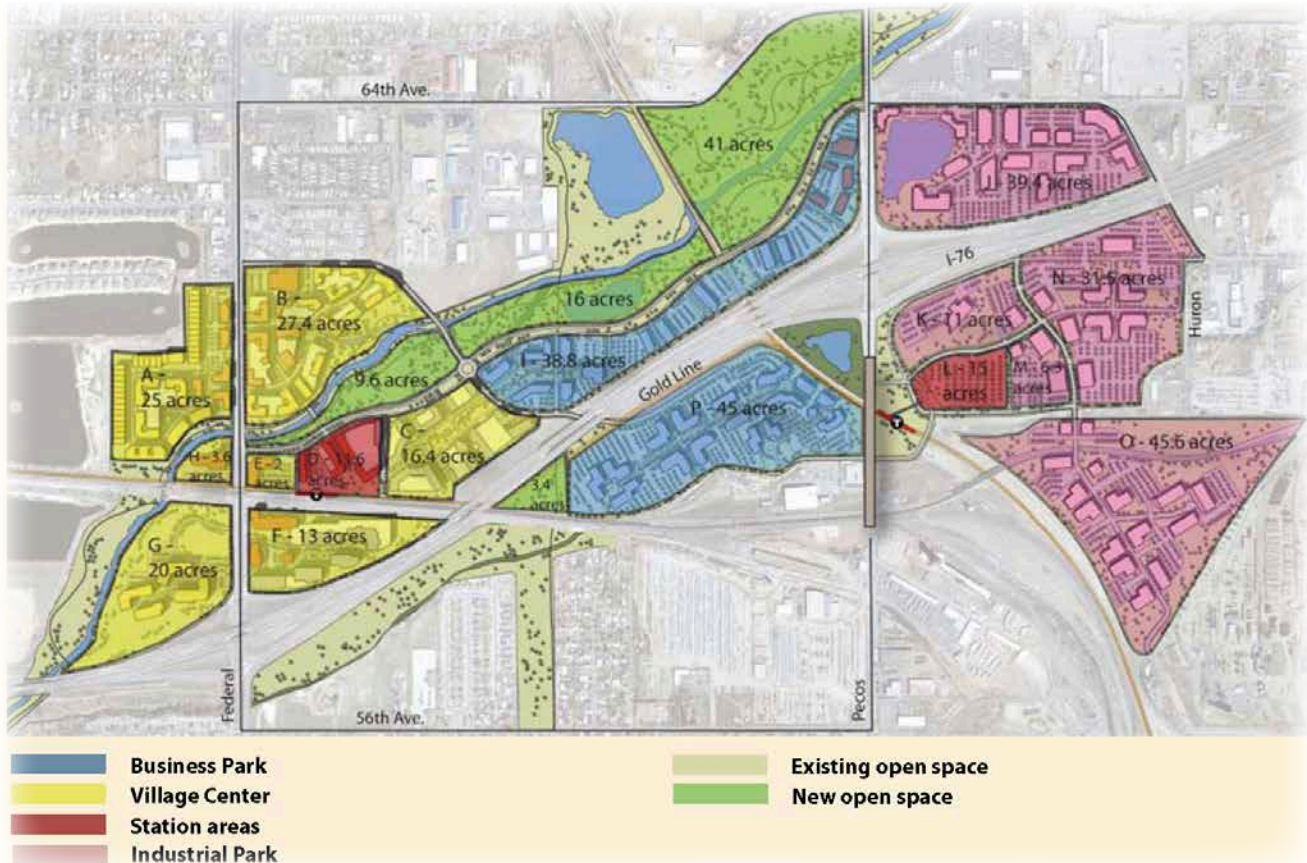
The Clear Creek Connection includes substantial new multimodal streets, park and trail improvements, and general infrastructure improvements in the area along Clear Creek generally from east of Federal Boulevard to west of Pecos Street. The majority of the improvements are focused between the RTD G Line Clear Creek at Federal Station and the RTD G Line at Pecos Station. The **Clear Creek TOD Plan** completed in 2009 envisions substantial new development in this area. In order to accommodate any development, adequate utility and mobility infrastructure needs to be implemented. A first step to accommodating new private investment is studying the feasibility of improved east-west and north-south connections through the area. Different concepts for principle connections have been identified in the previous plan. All of these and other mobility options should be vetted in a detailed study that includes:

1. Creating a database of parcels, property owners, and business owners for consideration of preferred alignments for new streets;
2. Following up with environmental studies as appropriate;
3. Completing a detailed projected traffic analysis and location for both future motorized and non-motorized connections; and
4. Ascertaining the need for easements and right-of-way acquisitions, and identifying engineering-level cost estimates and specific phasing for each new/improved street.

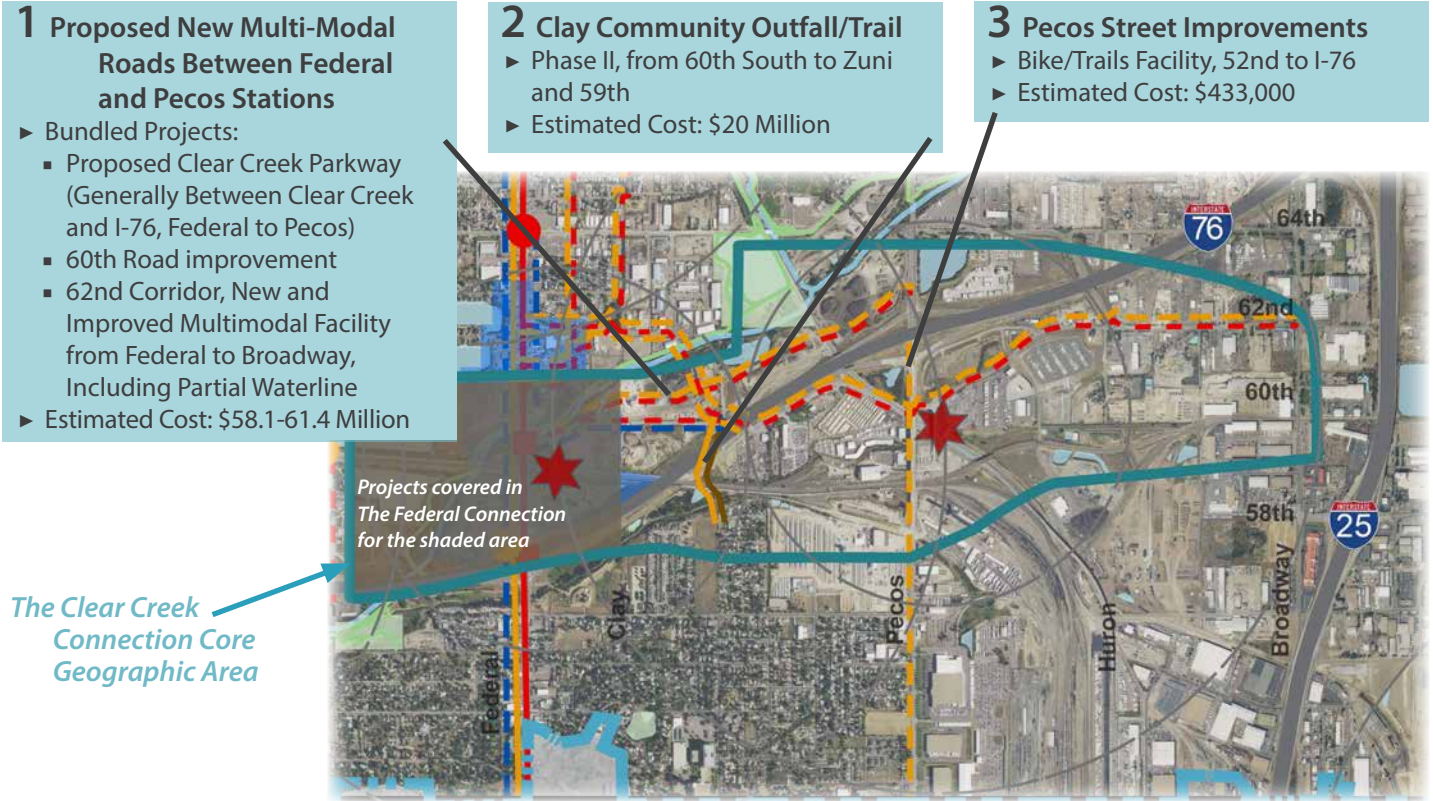
Please refer to **The Clear Creek Connection Project Bundles** diagram on the next page for more information.

► **Cost: Approximately \$79 to 82 million**

Clear Creek TOD Plan Vision



The Clear Creek Connection Project Bundles



→ See Appendix A, Figure 7-7 for a map that shows the three overlapping Connection Areas (Sheridan, Federal, and Clear Creek) all together.

Clear Creek Transit-Oriented Development

Context: View of new development along Clear Creek between the Pecos and Federal Stations.

New streets—including a prominent Clear Creek Parkway, and a significantly improved Creek—including active and passive park areas, trails, overlooks, and flood attenuation and water quality facilities; will set the stage for a new office park, clean industrial/flex uses, and residential to be built between the Pecos and Federal Stations.



Activate Station Areas

Context: Ground level view looking towards the Federal Station.

New mixed-use development around the Federal Station will provide a strong gathering place for the Berkeley, Aloha Beach, Goat Hill, and Utah Junction neighborhoods.



10

The Welby Connection includes both motorized and non-motorized transportation improvements. Existing roadway and intersection improvements, along with new streets, will enhance the connectivity between the greater Welby neighborhood to both the RTD Welby Station to the north, to the 72nd Street Commerce City Station to the east, and further south to the National Western Center Station.

The improvements will provide pedestrian-prioritized corridors and nodes, while identifying truck routes, recognizing this area will continue to see a high percentage of truck traffic. Close collaboration between Adams County Transportation and Long Range Planning Departments will occur, as well as Community and Economic Development and Parks and Open Space, with partnering agencies including the Cities of Thornton, Commerce City, and Denver.

Please refer to **The Welby Connection Project Bundles** diagram on the next page for more information.

► **Cost: Approximately \$166.5 to 194.5 million**

THE WELBY CONNECTION

Platte River Amenity

Context: Looking west towards the Platte River.

Recognizing the Platte River as a key asset in the Welby area includes providing a continuous "Riverside Drive," aligning new mixed-use, multi-story development to face the River, and providing public amenities such as a water sports club house, active water sport launch area, and access for emergency responders.



Beehive Employment Center

Context: A site design concept for future employment centers within the broader Welby neighborhood.

The sketch illustrates the transition of smaller building footprints along the primary road that would include offices, display rooms, customer centers, and supporting uses such as cafes (office row) transitioning to larger manufacturing footprints (production row), and ultimately transitioning to large warehouse facilities with large truck access to the rear (storage row).

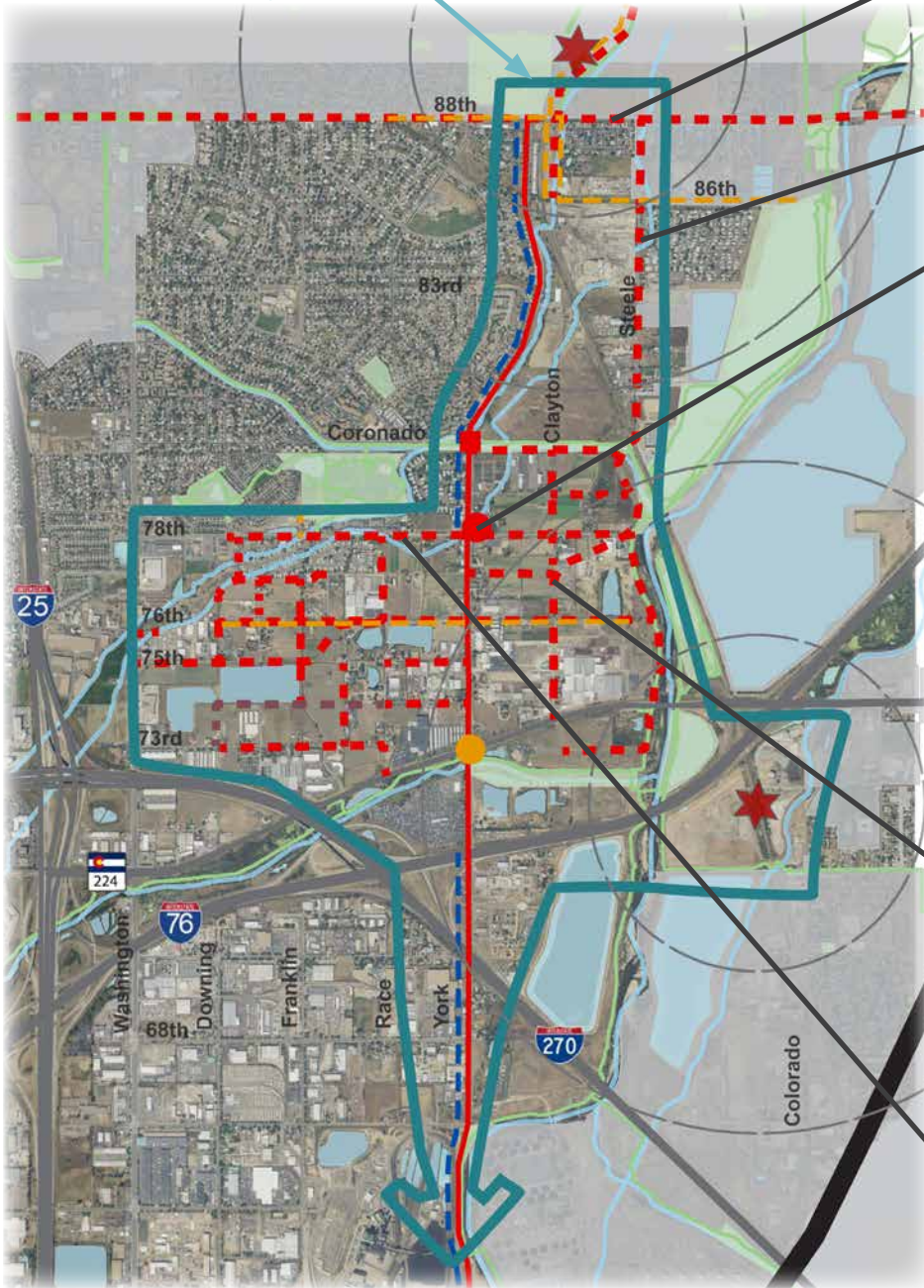


Juncture of the Niver Creek and Colorado Front Range Trails in the Welby Neighborhood



The Welby Connection Project Bundles

*The Welby Connection
Core Geographic Area*



1 Thornton Partnership Projects

- ▶ Bundled Projects:
 - Bike Connection: 86th and 88th
 - New Bus Route: 88th to 96th
- ▶ Estimated Cost: \$150,000

2 Steele/Clayton St. Improvements

- ▶ 78th to 88th
- ▶ Estimated Cost: \$20 Million

3 York/Welby/Washington Streets Improvements

- ▶ Bundled Projects:
 - Welby Street Bike/Trail Facility
 - York Street: SH 224 to 78th, Includes Pedestrian Underpass, Emergency Creek Access, Sidewalk connections to Clear Creek Trail, and 58th to SH 224
 - Washington Street: SH 224 pedestrian underpass
 - York/Welby St. 78th to 88th
 - York/78th Pedestrian Priority Intersection Improvements
 - York/Welby/Coronado Grade Separation for Niver Creek Trail
 - York Street Water and Sewer Improvements, 58th to SH 224 and 78th to 88th
- ▶ Estimated Cost: \$55 Million

4 Proposed Roadway Network

- ▶ Bundled Projects:
 - N/S Streets: Downing, Lafayette, Franklin, Richard, Race
 - E/W Streets: Brannan, 74th, 75th, 76th, 77th, 79th
 - Potential Improvements to 73rd and 74th
- ▶ Estimated Cost: \$79.5-108 Million

5 78th St. Improvements

- ▶ From Downing to Steele, Includes Sidewalk and Pedestrian Connection to South Side of Rotella Park
- ▶ Estimated Cost: \$11.5 Million

Welby Downtown Area

Context: View looking northwest at York Street and 78th Avenue intersection.

A vision for the future heart of the Welby neighborhood may include a neighborhood center at York and 78th, with new mixed-use, multi-story development. Urban streets with sidewalks, amenity zones separating pedestrians from vehicles, and on-street parking will support the place contemplated.



SOUTHWEST ADAMS COUNTY MAKING CONNECTIONS

PLANNING AND IMPLEMENTATION PLAN



Reference to Comprehensive Plan:

The Southwest Adams County Making Connections Planning and Implementation Plan serves as an amendment to the 2012 **Imagine Adams County Comprehensive Plan**. Chapter 1 of this Plan describes the use of the Plan and its relationship to other relevant plans in shaping land use, infrastructure, and other community development policies and regulations for this sub-area of Adams County.

► Resources:

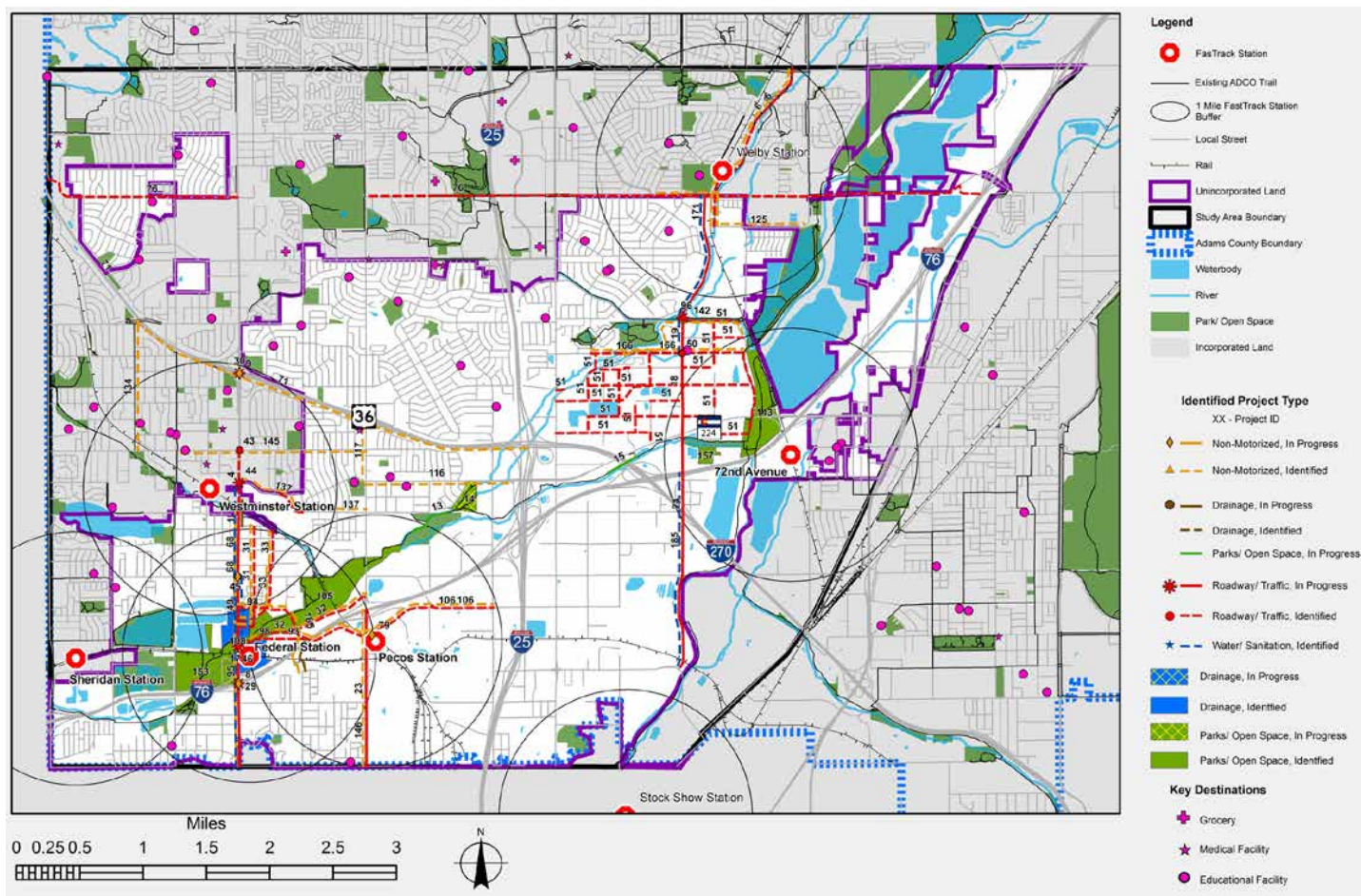
Adams County Website: www.adcogov.org

Southwest Adams County Making Connections link: www.adcogov.org/makingconnections

► Contact:

Long Range Strategic Planning Department: 720-523-6990

Map of Top 40 Projects



Consultant Team:
Wilson & Company
Entelechy
Hispanidad
Urban Integrations

All photos courtesy Entelechy unless otherwise noted
Illustratives by Pel-Ona
Select aerial images via Google Earth

Making Connections was adopted by the Adams County Planning Commission on October 27, 2016 and ratified by the Adams County Board of County Commissioners on December 6, 2016