



LUTHERAN LEGACY CAMPUS MASTER PLAN

ADOPTED OCTOBER 25, 2021



ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

**SCL Health will be moving
the majority of operations
from the existing Lutheran
Medical Center Campus
(Campus) to a new campus
at Clear Creek Crossing.**

This move is creating a once in a generation opportunity whereby two significant areas of Wheat Ridge can be transformed in very meaningful ways that align with community values.



Main drop off at the SCL
Health Lutheran Legacy
Campus today



The existing hospital, stepping down to 38th Ave



Lutheran Parkway, just north of the 32nd Ave entrance

Given the Campus' size of approximately 100 acres and the fact that zoning currently allows for medical uses only, SCL Health has partnered with the City of Wheat Ridge to ensure a well-defined, coordinated redevelopment strategy through this master plan process that balances the value of property with the values of the community. The Master Plan establishes a development framework with varying degrees of intent and direction for different areas across the Campus. The Master Plan sets up key development parameters that will ensure the quality, compatibility and contribution of future investments on and connecting to the Lutheran Campus.

This planning effort began during the COVID-19 pandemic and employed a combination of diverse outreach strategies and traditional engagement methods with safety, comfort and flexibility being priorities throughout the process. The focus of the robust engagement strategy was gathering input and feedback from stakeholders and the broader community at key milestones and touchpoints from start to finish.

The primary goal of the Master Plan is to establish a development framework to guide future planning and development on the Lutheran Campus. The Development Framework is intended to communicate key development parameters

and considerations to ensure that any future redevelopment of the Campus reflects the values and priorities expressed by the community throughout the planning process.

The Development Framework includes a transition in both form and function generally extending from the edges of the site to the center of the site. The major components of the Development Framework include:

Flexible Mixed-Use Development in Center.

- A critical aspect of the flexibility inherent in the Development Framework is the concept of middle to higher density mixed use development between North Lutheran Parkway and Lutheran Parkway West.

Buffers and Transitions to Existing Neighborhoods.

- The priority for the redevelopment on the edges is to thoughtfully transition to and buffer from existing single family detached neighborhoods. These critical transition areas should be a combination of lower density residential and/or open space.

Integration of Existing Assets.

- The Lutheran Campus is a highly valued community asset in part because of the open space it provides. The topography across the site frames the Rocky Mountain Ditch that traverses the site from southeast to northwest. Areas south of the ditch are approximately 30 feet higher than areas south north of the ditch. In addition, many of the existing buildings have varying degrees of community and financial value.



Aerial view to the northwest of the campus

As an important companion to the Development Framework, individual development types further illustrate land use and form combinations and their potential locations throughout the Campus. The geographies mapped for each of the Development Types are not mutually exclusive. Rather, the mapping is intended to depict where each

Development Type is appropriate and inappropriate on the Campus.

The final chapter of the Master Plan identifies key next steps to set the stage for implementation over the 15- to 20-year planning horizon. Moving forward, additional steps should be taken to ensure

that the vision and recommendations from this plan become a reality. The likely next steps include:

- Market the property to a developer
- Re-Entitle Property Including Zone Change and Subdivision
- Evaluate Amendment to Charter relative to allowable heights and density for portions of the existing campus
- Evaluate Creation of Urban Renewal Area

CHAPTER 1

INTRODUCTION AND BACKGROUND

The Lutheran Medical Center Campus (Campus) is currently owned and operated by SCL Health and is located at 8300 W. 38th Avenue.

SCL Health will be moving the majority of operations from the existing Campus to a replacement campus in the coming years. This move is creating a once in a generation opportunity whereby two significant areas of Wheat Ridge can be transformed in very meaningful ways that align with community values.



The Blue House, located on the SW corner of 38th Ave and Lutheran Parkway



Aerial view of the campus, to the northwest

INTRODUCTION

The new Lutheran Medical Center is being constructed at the Clear Creek Crossing development on approximately 27 acres at I-70 and 40th Avenue, also in Wheat Ridge. Once the replacement facility

is open, the Lutheran Medical Center will stop acute hospital operations at its current site. The target opening of the new facility is estimated to be in Summer of 2024.

A Once in a Generation Opportunity

It is extremely rare that any community has an opportunity to re-envision a property of this scale, especially with such a central location. And it is even less likely in a community like Wheat Ridge that is largely built out. While SCL Health plans to maintain its hospice program and the Foothills medical office building at the existing campus, the remainder of the property will likely be sold to one or more developers in the future. Given the Campus' size of approximately 100 acres, the existing ground-leases to Ventas for three of the medical office buildings, and the fact that zoning currently allows for medical uses only, SCL Health has partnered with the City of Wheat Ridge to ensure a well-defined, coordinated redevelopment strategy through this master plan process.

A master plan is a long-range planning document that articulates a vision for a specific area that will guide the reuse of the property. Unlike Envision Wheat Ridge, the City's comprehensive plan, which

outlines a vision for the entire City, a master plan describes more specific goals for the land use, design and transportation for a specific area. A master plan is sometimes called a subarea plan, small area plan, or station area plan.

Existing Guidance for the Campus

The City's Comprehensive Plan Envision Wheat Ridge was adopted in 2009 and includes a key chapter describing the Structure Plan for the City. The Structure Plan map corresponds with the key values, goals, and policies and balances current conditions, guidance from previous Subarea Planning efforts, community input, and market forecasts and analysis. According to the Comprehensive Plan, the Structure Plan is intended to provide strategic guidance and general land uses for future redevelopment.

The Comprehensive Plan did not anticipate the hospital moving. As such, the Structure Plan designates the Campus as a public/institutional land use noting that public and quasi-public uses, including the hospital, will "remain as community and neighborhood anchors." The plan also designates the site for primary employment. These designations are described below:

WHAT THIS PLAN DOES/N'T DO

This plan does not...

- Identify specific users
- Lay out or lock in a specific site plan
- Require existing buildings or uses to leave
- Require existing buildings or uses to stay

This plan does...

- Summarize overall vision and goals
- Outline key parameters or considerations for future development
- Identify appropriate locations for certain types of land uses
- Create expectations against which a future zone change can be reviewed against

Structure Plan

The Structure Plan corresponds with the community vision and key values. It provides strategic guidance for the future redevelopment of Wheat Ridge.

1. ASSETS

Parks and Open Space



Public



2. FOUNDATION

Neighborhoods

see Chapter 3 Criteria for different Neighborhood Types



Neighborhood Buffer Area



Mixed-Use Commercial



Employment



Mixed-Use Employment



4. ACTIVITY CENTERS

Regional Commercial Center



Community Commercial Center



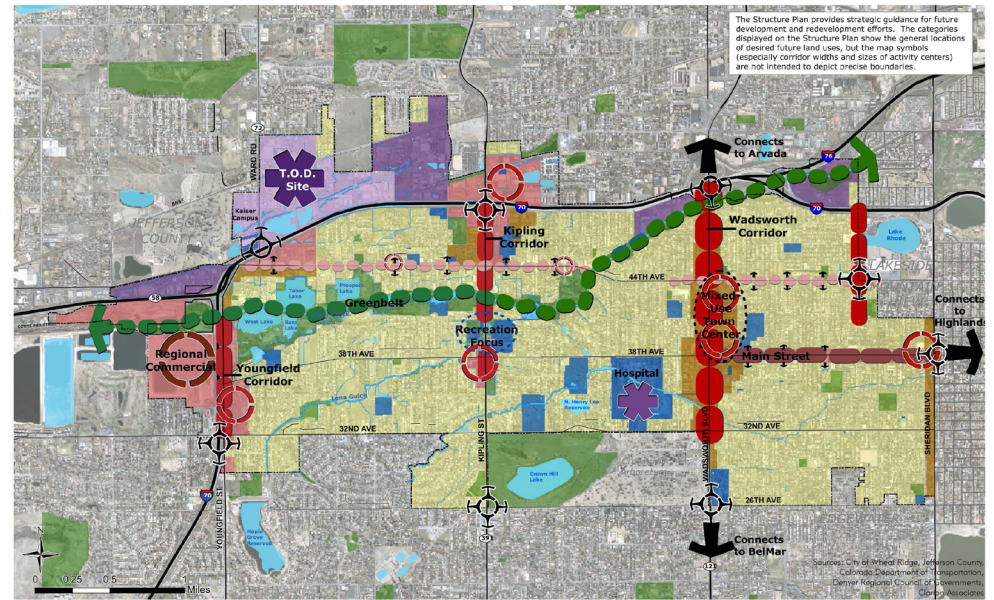
Neighborhood Commercial Center



Employment/Commercial Center



Primary Employment Center



Please see Chapter 3 of the Comprehensive Plan for a description of Assets, Foundations, Corridors, Gateways, and Activity Centers

3. CORRIDORS, GATEWAYS

Primary Commercial Corridor



Main Street Corridor with Neighborhood Portals



Neighborhood Commercial Corridor with Neighborhood Portals



Primary Gateway



2009 Structure Plan from Envision Wheat Ridge



“Public” example
in the current
Structure Plan



“Primary Employment
Center” example in
the current Structure
Plan

Public

According to Envision Wheat Ridge, public spaces are located throughout the community and within the neighborhoods. The Comprehensive Plan designates existing public and quasi-public facilities including schools, public buildings, hospitals, and other similar uses.

Primary Employment Center

Lutheran Medical Center and the parcels immediately surrounding it are encompassed in the primary employment center designated in the Structure Plan. As the largest employer in the City of Wheat Ridge, SCL Health (and its precursors) are well-supported in the Comprehensive Plan. Envision Wheat Ridge articulates support for long-term expansion and job growth around the Lutheran Campus, including along the southern end of Wadsworth Boulevard and small-scale businesses along 38th Avenue north of the hospital.

An alternative future for the Campus was not contemplated in 2009 when Envision Wheat Ridge was adopted. Reflecting that policy level guidance, it should also be noted that the Campus is currently zoned as a Planned Hospital District (PHD), and permitted uses include only hospitals, hospice care,

and accessory uses customarily associated with a medical campus.

INTENT OF THE MASTER PLAN

While the City’s guiding documents only allow for a hospital and medical campus on the Lutheran property, this is the community’s opportunity to envision what the site could be when it redevelops. Changes will not happen overnight, but it is critical that the City utilize this partnership with SCL Health to be proactive in articulating the goals for redevelopment and a set of parameters to guide redevelopment over a timeline that is expected to span 15 to 20 years.

There are many types of master plans with varied approaches. For this effort, the master plan does not identify specific users or site plans. The Lutheran Campus Master Plan provides high level policy guidance as a supplement to the Comprehensive Plan. The Plan is intended to communicate the overall vision and goals for redevelopment, but in a fashion that retains a relatively high degree of flexibility for future developers. The Master Plan articulates a viable vision for the Campus that

respects two things: the community's concerns and aspirations, as well as SCL Health's financial stewardship obligations and their responsibilities to their patients, staff and the broader community.

The Master Plan establishes a development framework with varying degrees of intent and direction for different areas across the Campus. The Master Plan sets up key development parameters that will ensure the quality, compatibility and contribution of future investments on and connecting to the Lutheran Campus.

OPPORTUNITY TO ADVANCE THE NEIGHBORHOOD REVITALIZATION STRATEGY

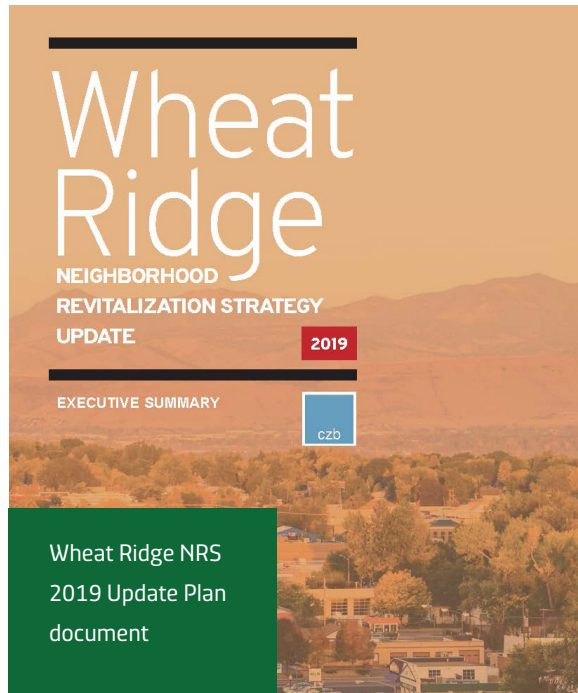
In 2005, Wheat Ridge completed and adopted Repositioning Wheat Ridge, its first ever Neighborhood Revitalization Strategy (NRS). The City's inaugural NRS was a full-scale community improvement plan that planted the seeds for an updated comprehensive plan, for new corridor plans and zoning updates, and for new property and business developments. In 2018, City Council agreed



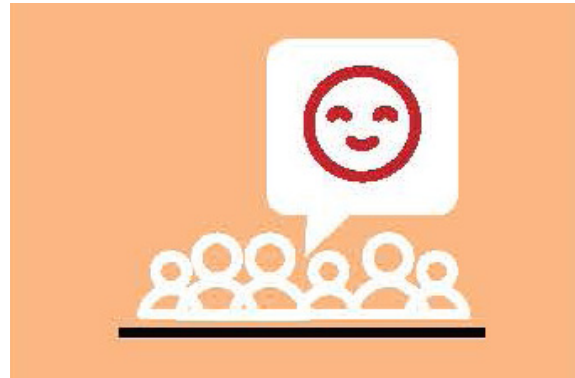
Comprehensive Plan

Adopted October 2009

Envision Wheat
Ridge Plan
document



that it was time to update the NRS to determine what the City wants to be today and into the future. The 2019 NRS Update attempts to answer this question: “How do we make the most of the assets we have resurrected, nurtured, invested in, grown, and must now optimize?” Four sets of key findings from the 2019 NRS are summarized below, along with opportunities for this Master Plan to help advance these community priorities.



Community Contentment

NRS Conclusion:

Wheat Ridge is quite content with its quality of life and its overall position. Community sentiment about life in Wheat Ridge is positive and the community does not perceive itself to be at an existential crossroads.

Master Plan Opportunity:

Based on this general sentiment, the Master Plan can work within the existing community context rather than attempt to be a catalyst for broad, widespread change across the community. The development framework articulated in this document is about enhancing opportunities and quality of life in ways that are contextually appropriate.



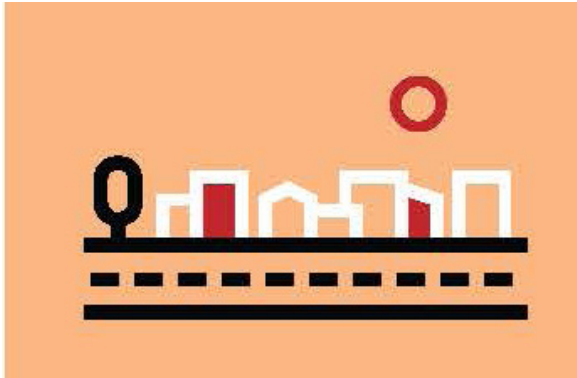
A Strengthening Market

NRS Conclusion:

Wheat Ridge is enjoying the benefits of a robust post-recession Denver area economy with the real estate market as the primary indicator. While the market is still dominated by an older and relatively lower income population which limits new restaurant and retail offerings, change is clearly afoot as incomes and education levels rise.

Master Plan Opportunity:

The scale of the Campus provides opportunities to bolster market support for certain uses, increase the overall housing supply to help ease rapidly increasing housing prices, and provide a greater diversity of housing types and price points.



Primary Corridors

NRS Conclusion:

There is a clear desire on the part of Wheat Ridge residents for more attractive commercial districts along major corridors like Wadsworth, 38th, 44th, and Kipling, and for better shopping and dining options, particularly those that are not national or regional chains.

Master Plan Opportunity:

The Master Plan's development framework is intended to complement existing and future development around Wheat Ridge. As such, any commercial or mixed-use development on the Campus should be sized appropriately, serve local residents and neighbors, and consider the impacts on and connections to commercial corridors nearby.



Neighborhoods

NRS Conclusion:

When it comes to Wheat Ridge neighborhoods, there are many people in the city—even if it is not a clear majority—who are at least somewhat uncomfortable with changes that are perceived to be too drastic, out of character with existing conditions, or both. Residents also express a desire for positive connection and engagement with their neighbors.

Master Plan Opportunity:

The Lutheran Campus is surrounded by more traditional neighborhoods on all four sides. The development framework acknowledges these critical adjacencies and provides guidance for thoughtful buffers and transitions from existing development to new development envisioned on the Campus.



Primary Corridor:
38th Avenue



Neighborhood: Bel
Aire, on Balsam
Street



Aerial view of the existing Lutheran Hospital

CAMPUS AREA

The Lutheran Medical Center is located at 8300 W. 38th Avenue. The Campus is 100 acres in size and extends between West 32nd Avenue and West 38th Avenue, and between Allison Street and Dudley Street. While there are no public rights-of-way within the property, this area is roughly equivalent to the size of 12 city blocks.

Adjacencies

The Campus is primarily surrounded by single family residential homes, along with the Olinger Crown Hill Mortuary and Cemetery located immediately to the South. The neighborhood is served by a variety of amenities such as Crown Hill Park to the southwest and a bustling commercial corridor along Wadsworth Avenue to the east.

Wheat Ridge High School is located a half-mile to the west on W. 32nd Avenue.

History

The origins of the Lutheran campus date back to 1905, when the site began as the Evangelical Lutheran Sanitarium with numerous tents erected

for the treatment of tuberculosis patients. Colorado's high, dry climate was beneficial for tuberculosis treatment, and with a high demand for medical care and many people not being able to afford it, several religious-affiliated sanitariums were organized to tend to the growing number of cases. The original site started as twenty acres of land with two structures, a two-story house (the Blue House) and a five-room cottage. The Blue House remains today and is the oldest structure on the grounds.

As the Sanitarium reached capacity in the 1920's, a new pavilion was constructed which ended the need for the tent colony that housed tuberculosis patients. In 1932, additional improvements were made including the construction of the Chapel of the Good Samaritan. As the population of Jefferson county rapidly increased through the mid-20th century and more modern facilities were constructed to tend to new health care needs, the tuberculosis sanitarium could no longer serve the public and was closed and sold in 1961, but was remodeled and converted into a 220-bed general hospital. By the 1970's, the hospital recognized its need to transition into a larger complex that could house new technologies and treatments. Up until the early 2000's, the Lutheran Medical Center has added several facilities to accommodate a wide range of

services for not only Wheat Ridge residents, but the Denver metro area as well.

The Lutheran campus has experienced numerous changes and transitions over the past century to keep up with the ever-changing needs and demands of the community, as it will continue to do so as the campus enters its next phase.

EXISTING CONDITIONS

Prior to a robust community engagement process and technical analysis in this master planning process, it was essential to establish a baseline summarizing the key physical and regulatory considerations related to the Campus. The physical aspects included the existing topography, vegetation, structures, parking and access. From a regulatory standpoint, the existing composition of building and land uses both on and around the Campus, as well as restrictions on certain types of development, were important in understanding appropriate use adjacencies moving forward. This foundation helped to frame and inform the critical assets, challenges, and opportunities for the study area. The following includes a high-level summary and review of the existing conditions.



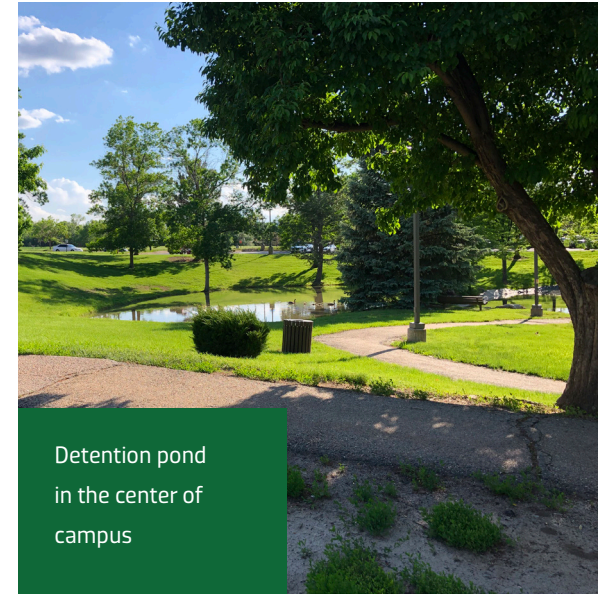
Blue House



Original Hospital



Detention pond
adjacent to West
Pines



Detention pond
in the center of
campus

Topography and Vegetation

The City of Wheat Ridge offers a variety of parks, open spaces, and trails for community residents to enjoy. Several parks are situated along the Wheat Ridge Greenbelt, which are connected by an urban trail, and others are tucked away in residential neighborhoods.





While the Crown Hill Park offers recreational opportunities for the area, the current Lutheran site has a lot of inactivated open space that is largely comprised of remnant areas between

development that has occurred over time. These discrete open spaces and undeveloped areas equate to approximately 1,370,000 square feet, or 52% of the site. Walking paths run along the ½ mile segment of the Rocky Mountain Ditch, but they do not meet contemporary accessibility standards. Several detention ponds are scattered around the site, many serving irrigation purposes. Tree canopy cover is fairly sparse given the size of the site and is focused along the ditch and in and adjacent to parking lots.




The untapped open space at the Lutheran Campus provides opportunities to activate these areas, as well as accentuate existing natural features such as the Rocky Mountain Ditch and detention ponds. In doing so, the site can provide additional parks and open space to nearby residents and achieve the City's goal of ensuring everyone is within a 10-minute walk of a park.

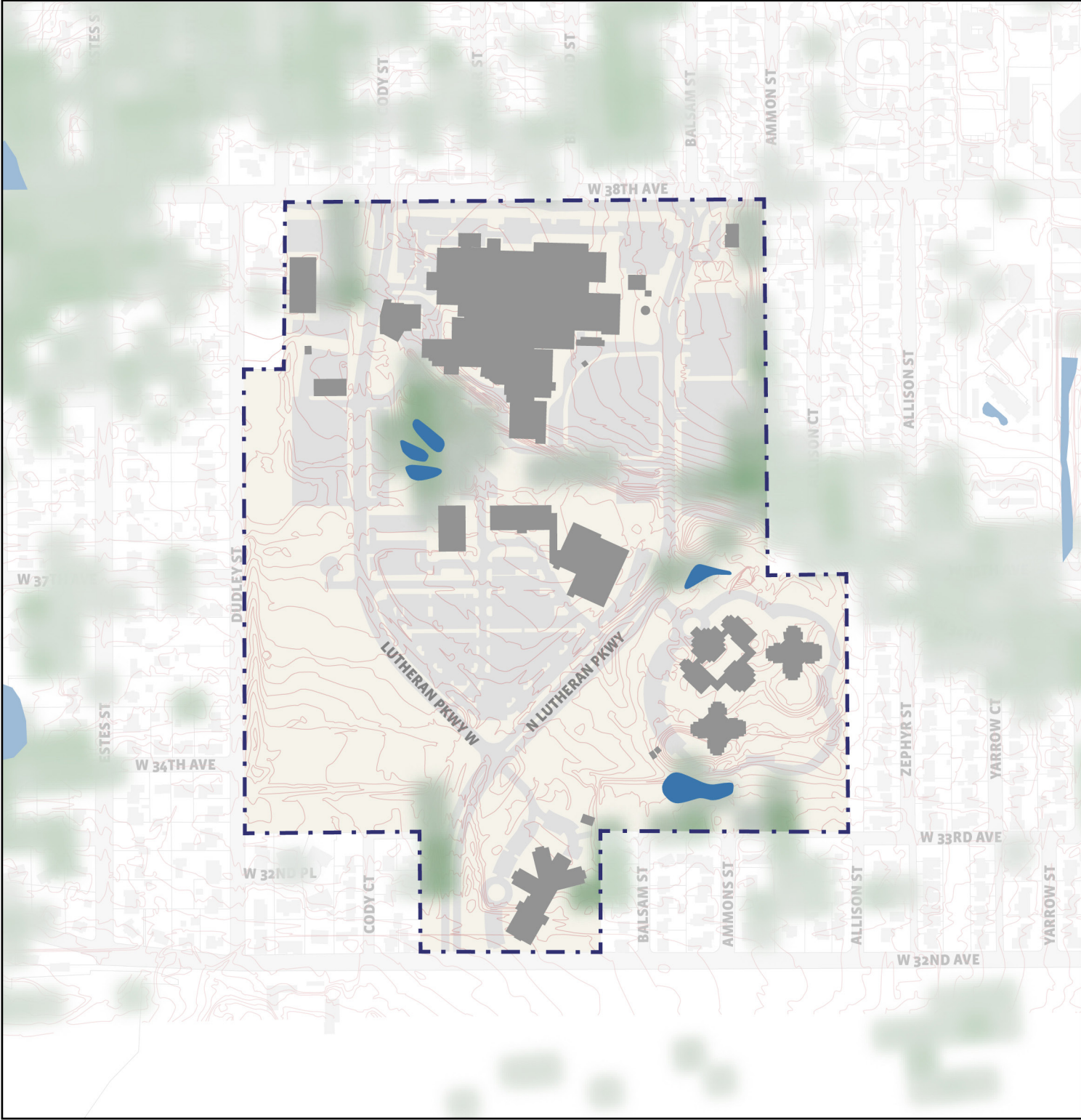
Existing Natural Features

Legend

-  Lutheran Campus Boundary
-  Lutheran Campus
-  Parking and Road Pavement
-  Hospital Building

Natural Features

-  Tree Canopy
-  Water Reservoir
-  1' Topography Lines



Zoning and Regulations

The main hospital Campus and majority of the site is currently zoned Planned Hospital Development (PHD). Parcels on the west side of the site owned by SCL Health and their predecessor Exempla are zoned Residential-One (R-1) and Residential-Two (R-2); these districts are intended to provide high quality, safe, quiet and stable low to moderate-density residential neighborhoods, and to prohibit activities of any nature which are incompatible with the residential character. The R-2 and hospital zoning designations have existed since the City's incorporation. The R-1 zoning was approved in 1981 (Case No. WZ-81-11) but developed never followed. The Foothills Medical Office building at the northwest corner of the site is zoned Planned Commercial Development (PCD); its zoning and development approvals date to 1986 and 1987.

The majority of the surrounding neighborhoods are zoned Residential-Two (R-2) and many of the homes in these adjacent neighborhoods are single family detached units. To the east of the hospital along Wadsworth are properties zoned Mixed Use-Commercial (MU-C) and Mixed Use-Neighborhood (MU-N), which both allow for medium to high-density mixed-use development and a wide range of residential, commercial, and retail uses.

Built Form and Use

Buildings on the Campus range from one to six floors in height, providing a variety of densities and heights. The main hospital building provides the greatest contrast with not only the smaller buildings on the site, but with the numerous single-family detached units in the adjacent neighborhoods.

Density

Section 5.10.1 of the City Charter limits the density to 21 dwelling units per acre. In consultation with the City Attorney, it has been determined that a net density approach can be taken for redevelopment on the site whereby the overall site is limited to 21 dwelling units per acre. Dispersion or concentration of those units will be permitted on individual lots, such that individual lots may be higher or lower than 21 dwelling units per acre, but the full site will not exceed the net site area multiplied by 21. This may be further limited through future zoning for the site as a whole or for specific areas of the property.

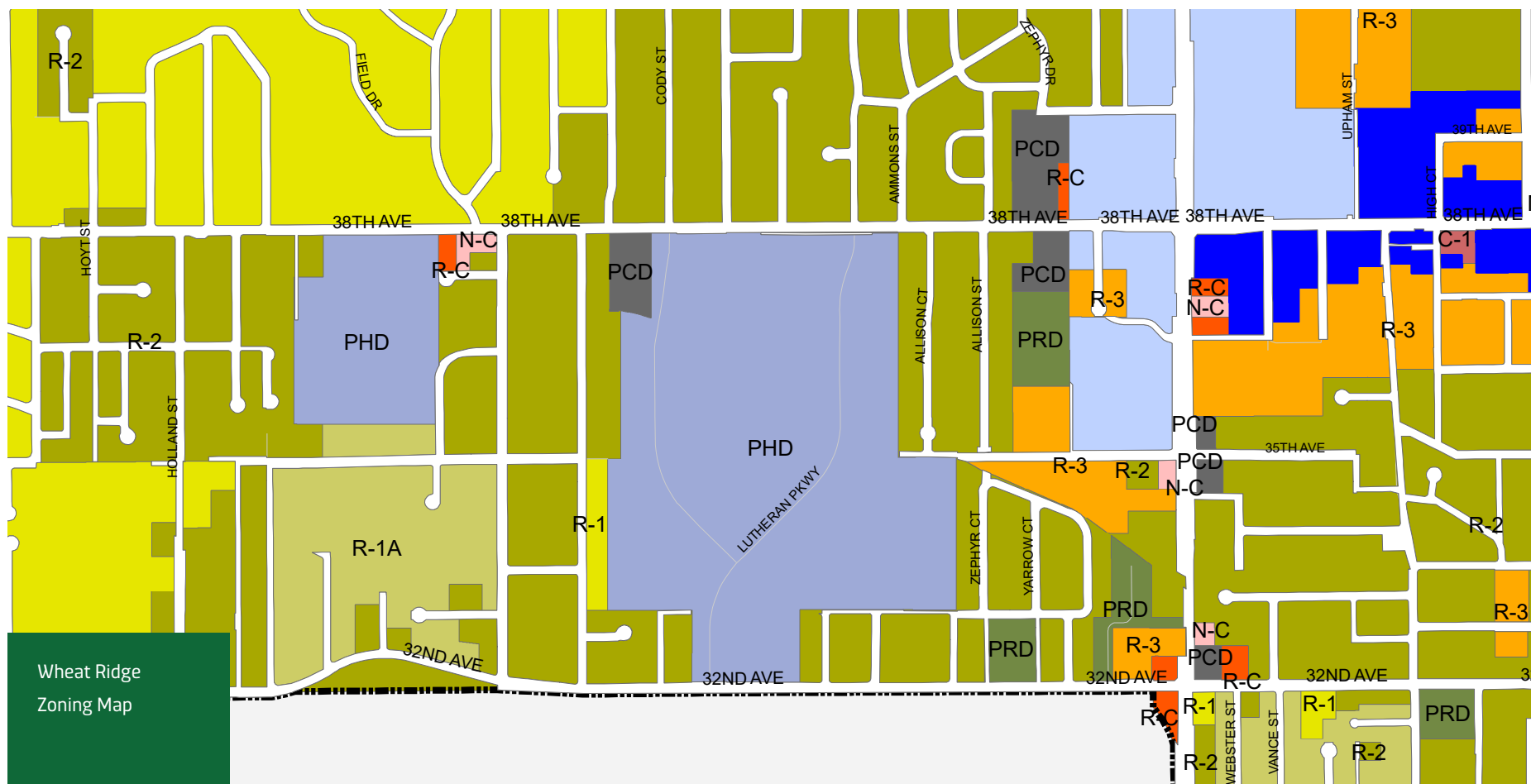
Height

Section 5.10.1 of the City Charter also limits building heights for residential uses and non-residential uses. Those restrictions include:



- 35-foot height limit for new structures containing residential uses
- 50-foot height limit for new nonresidential structures

These limitations apply to new buildings only. The existing buildings on the site that exceed these height limits could be repurposed for any use regardless of their current height.



A-1	C-2	MU-C	MU-N	PCD	PID	R-1	R-1C	R-3
A-2	CD	MU-C INT*	N-C	PF	PMUD	R-1A	R-2	R-3A
C-1	I-E	MU-C TOD**	PBF	PHD	PRD	R-1B	R-2A	R-C

FUN FACTS

Lutheran's core campus has about 2,300 parking spaces. During the most popular time, 71% of those parking spaces are full. That's 667 empty spaces, which is enough vacant parking spaces (including drive aisles) to fill 3.5 football fields.

Did you know you can travel on a bus from the Lutheran Legacy Campus to Downtown Denver, Arvada, the G line or the Flatiron Flyer Broomfield Station without any transfers!? Route 38 and Route 76 travel adjacent to the campus every 30 minutes!

For every 1,000 square feet of hospital, it is estimated that 11 vehicle trips will occur each day. For the hospital alone, that's over 9,500 daily trips. If that same square footage were low-to-midrise residential, that would reduce the trips by roughly 3,500.

Over 25,000 cars a day! 38th Avenue moves almost 17,000 vehicles per day! While 32nd Avenue moves 8,000 vehicles per day.

Vehicular Access, Circulation and Parking

From West 38th Avenue, there are two access points to the site—North Lutheran Parkway and Lutheran Parkway West. There is one access point to the site from West 32nd Avenue—North Lutheran Parkway. There are no access points to the Lutheran Campus from the east or west. The internal streets of the site—North Lutheran Parkway and Lutheran Parkway West—travel north-south and provide direct access to individual Campus parking lots and buildings. West 38th Avenue has a posted speed limit of 35 miles per hour and is a five-lane roadway east of Lutheran Parkway West and turns to a three-lane roadway west of Lutheran Parkway West. West 32nd Avenue is a two-lane roadway with intermittent left-turn pockets and has a posted speed limit of 35 miles per hour east of North Lutheran Parkway and drops to 30 miles per hour west of North Lutheran Parkway.

Transit Service

Regional Transportation District (RTD) operates fixed route bus service along West 38th Avenue (route 38) and Wadsworth Boulevard (route 76). Route 38 connects downtown Denver to the Ward Street/I-70 Park-n-Ride, operating along West 38th Avenue. Service currently operates between 4:48 AM and










12:02 AM at 30-minute frequency (except during early morning and late evening when it operates at hour frequency) seven days per week. The most proximate bus stops to the Lutheran Campus are located immediately north of the site on West 38th Avenue between North Lutheran Parkway and Lutheran Parkway West.

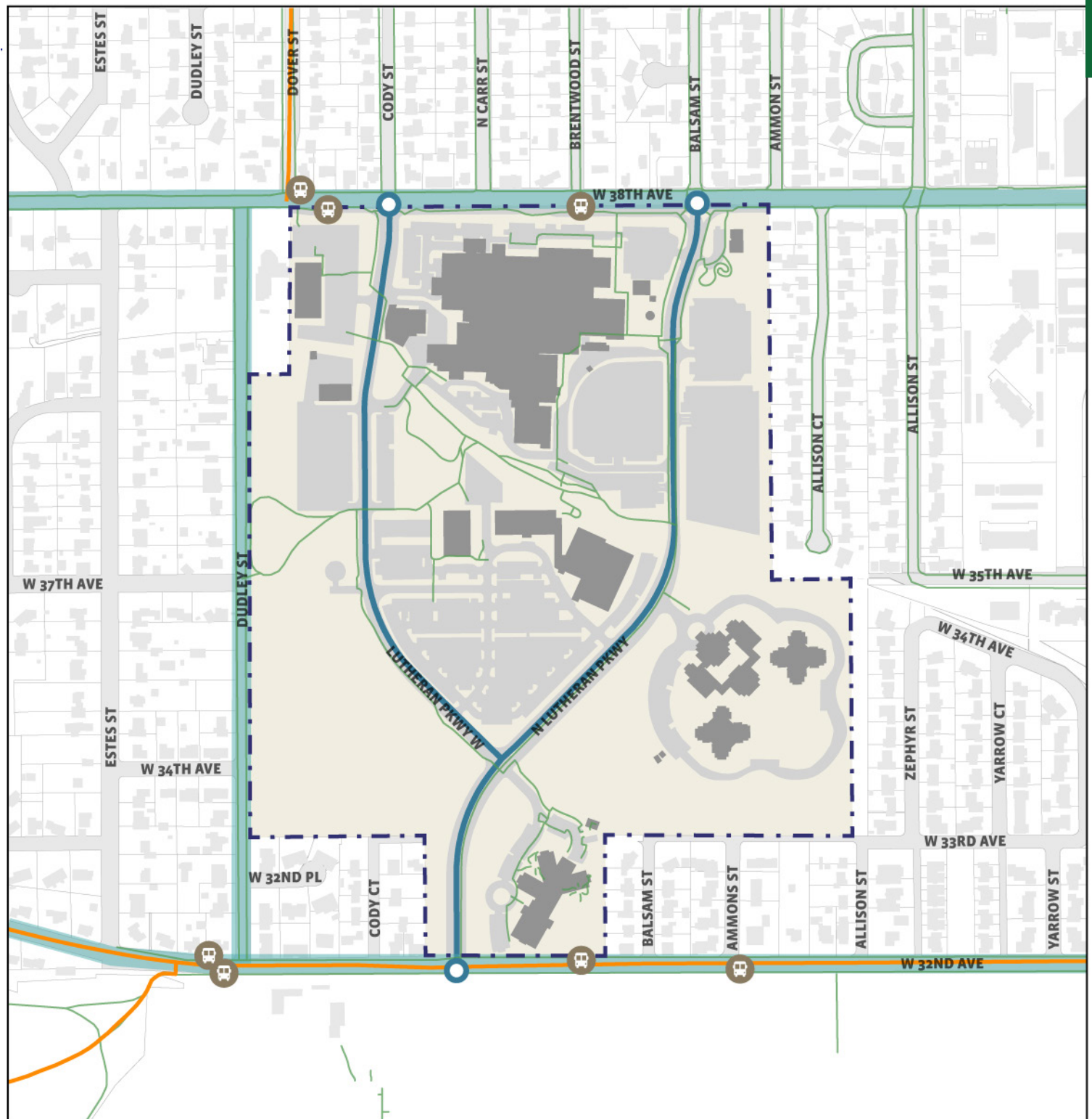
Route 76 connects the US 36 and Broomfield Station to the north to the Wadsworth/Hampden Park-n-Ride and Southwest Plaza on Bowles Avenue to the south, operating along Wadsworth Boulevard. Service operates between 5:22 AM and 1:10 AM at

Existing Campus Circulation

Legend

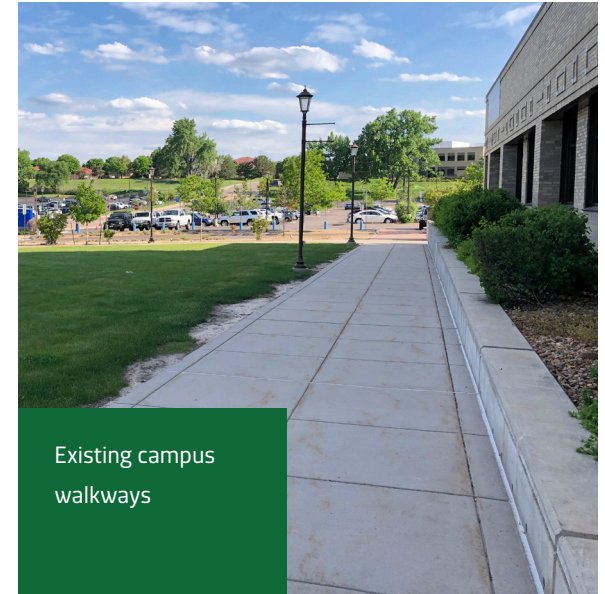
-  Lutheran Campus Boundary
-  Lutheran Campus
-  Parking and Road Pavement
-  Hospital Building
-  Arterial Vehicle Circulation
-  Internal Vehicle Circulation
-  Bike Route
-  Walking Paths
-  Bus Stop
-  Major Vehicle Point Entry

0 125 250 500
Feet





Bike lane along
32nd Avenue, at
the south entrance



Existing campus
walkways

30-minute frequency (except during early morning and late evening when it operates at hour frequency) seven days per week. The most proximate bus stops to the Lutheran Campus are located east of the site on Wadsworth Boulevard at West 38th Avenue and West 32nd Avenue.

Bicycle Network

There are designated bike lanes on West 32nd Avenue, along the southern boundary of the site. There are no designated bicycle facilities on West 38th Avenue or internal to the site.

Pedestrian Network

The sidewalk is at least five feet wide in all locations between Dudley Street and Wadsworth Boulevard. The sidewalk varies between attached (without a buffer) and detached (with a buffer between the sidewalk and vehicle travel lanes). The sidewalk along West 32nd Avenue is consistent along the south side, connecting to the trails of Crown Hill Park. The sidewalk on the north side of West 32nd Avenue is inconsistent with no sidewalks present between Yarrow Street and Dudley Street, except for the one block immediately adjacent to the

site (Balsam Street to North Lutheran Parkway). Sidewalks internal to the site are missing in many sections along North Lutheran Parkway and Lutheran Parkway West. There is a multiuse path internal to the site, along the Rocky Mountain Ditch, that travels east-west connecting Lutheran Parkway West and North Lutheran Parkway.

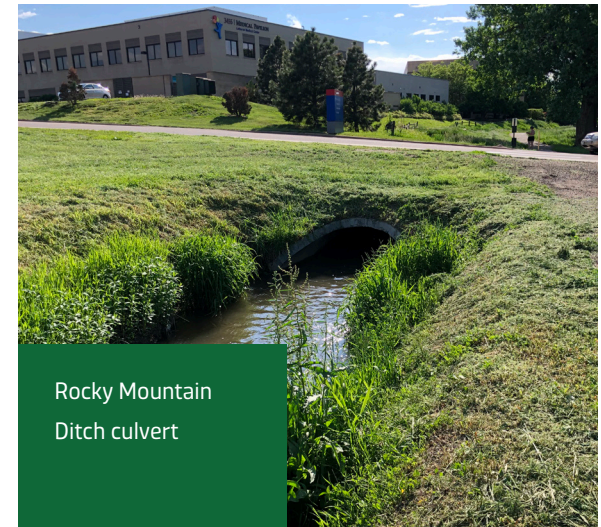
Utilities

While utility records for the site are not comprehensive, it appears there are no regional serving utilities running through the site. Therefore, existing and/or new on-site utilities could likely be relocated without impacts to off-site functionality. Water mains are available on all four sides of the site (Dudley, 32nd, 38th and 35th) for future connections if needed. Though the sewer data is incomplete, it appears that all buildings north of 33rd drain north to the 8-inch main in 38th Avenue. CenturyLink telecommunications, Xcel gas and Xcel electric utilities also serve the site. There are no planned CIP projects in the vicinity.

The Rocky Mountain Ditch is a significant physical constraint on the Campus. However, it also provides open space and connectivity opportunities. Should any modifications be proposed in or adjacent to the ditch, further coordination with the ditch provider will need to be made to ensure that the prior metrics are met. The Rocky Mountain Water Company notes that, “The Ditch, in accordance with its decreed



priorities, carries approximately 7,092 inches of water all of which are currently under contract. A full supply of water is measured at the rate of 40 inches for each cubic foot of water per second. The Ditch, in accordance with contracts with [Coors Brewing Company] CBC, also carries other water rights owned and operated by CBC.”





**31,331
RESIDENTS**



**\$49,340
MEDIAN
HOUSEHOLD
INCOME**



**36% INCREASE
IN COLLEGE
GRADUATES
AGED 25 - 44**



**80% OF SF
UNITS BUILT
BETWEEN
1940 AND 1979**

MARKET CONDITIONS

Demographics

In 2019, Wheat Ridge estimated a population of 31,331, which was a 5% decrease from the 2000 population of 33,015. Wheat Ridge has a reputation as a retirement community, which skews many of the income and household characteristics relative to the region and may be attributed to the population decrease. Compared to adjacent cities of Arvada, Westminster, Lakewood, and Golden, Wheat Ridge has the highest median age of 42 and the highest proportion of residents 65 and older at 19%. Having an older population who are more likely to be on a fixed income means that household incomes are also more likely to be lower. With a median household income of \$49,340, Wheat Ridge has the lowest amount, but has seen some of the largest income gains over the past two decades.

Fortunately, Wheat Ridge's median age has remained stable, indicating a rebalance in age groups that is critical for the city's vitality. The city has seen the largest increase in college graduates aged 25 – 44, which can be attributed to the city's attractiveness for family formation, career building, and homebuying. This has also resulted in the

college degree attainment rate of 25 – 34-year-old doubling, which if remains steady, can have positive implications on the local market in the coming years.

Like neighboring cities, Wheat Ridge's housing stock skews towards single-family detached units, but has some of the oldest housing with 80% of single-family units built between 1940 and 1979. It also has the lowest proportion of housing built after 2000 at only 3%. With an aging housing stock, many of these units have outlived their days for homebuying and are now being converted to rental properties. With many older single-family homes still headed by residents 65 and older, the city should be anticipating these units to be converted to rental properties as current occupants transition out.

With a larger number of residents 65 and older, an aging housing stock owned by these residents, and a growing post-college population seeking homeownership and family formation, this data indicates that Wheat Ridge is starting to transition from a retirement community to a more traditional community that serves people of all ages. As the elderly transition out and new families begin settling, there will be a need to ensure that the housing stock can accommodate this new population.

Economics

Employment


The City of Wheat Ridge is home to over 17,000 jobs based on data from the US Census LEHD tool. The largest employment sector is Health Care anchored by the SCL Health Lutheran Hospital. The Health Care industry has 4,900 jobs in Wheat Ridge and accounts for 28 percent of jobs in the City. A recent parking study completed for the Campus found that there are 1,275 full time jobs located on the campus. However, the total employment on the site is likely greater and the total capacity of the site (workers plus patients plus visitors) is likely significantly higher at peak hours. Employment in the City has declined since 2002, however employment totals have rebounded from low points in the late 2000's. Employment in the City has grown by nearly 700 jobs from 2010 to 2018.

Office and Retail

Wheat Ridge has had a limited amount of new development occur in the City despite activity in the primary market area that surrounds most of the city. There has been no new office development in the City since 2010 and average rental rates are much lower than the Market Area (\$15.97 per square foot (FS) versus \$21.85 (FS). The City has been successful in capturing new retail development. The City captured 167,205 square feet of retail space since 2010. The presence of newer retail spaces has generated higher average rents per square foot than the Market Rate. New retail development has occurred along Wadsworth Blvd near the Lutheran Campus, along Kipling Avenue, and in the western portion of the City in the Applewood area along I-70.

Multifamily Residential

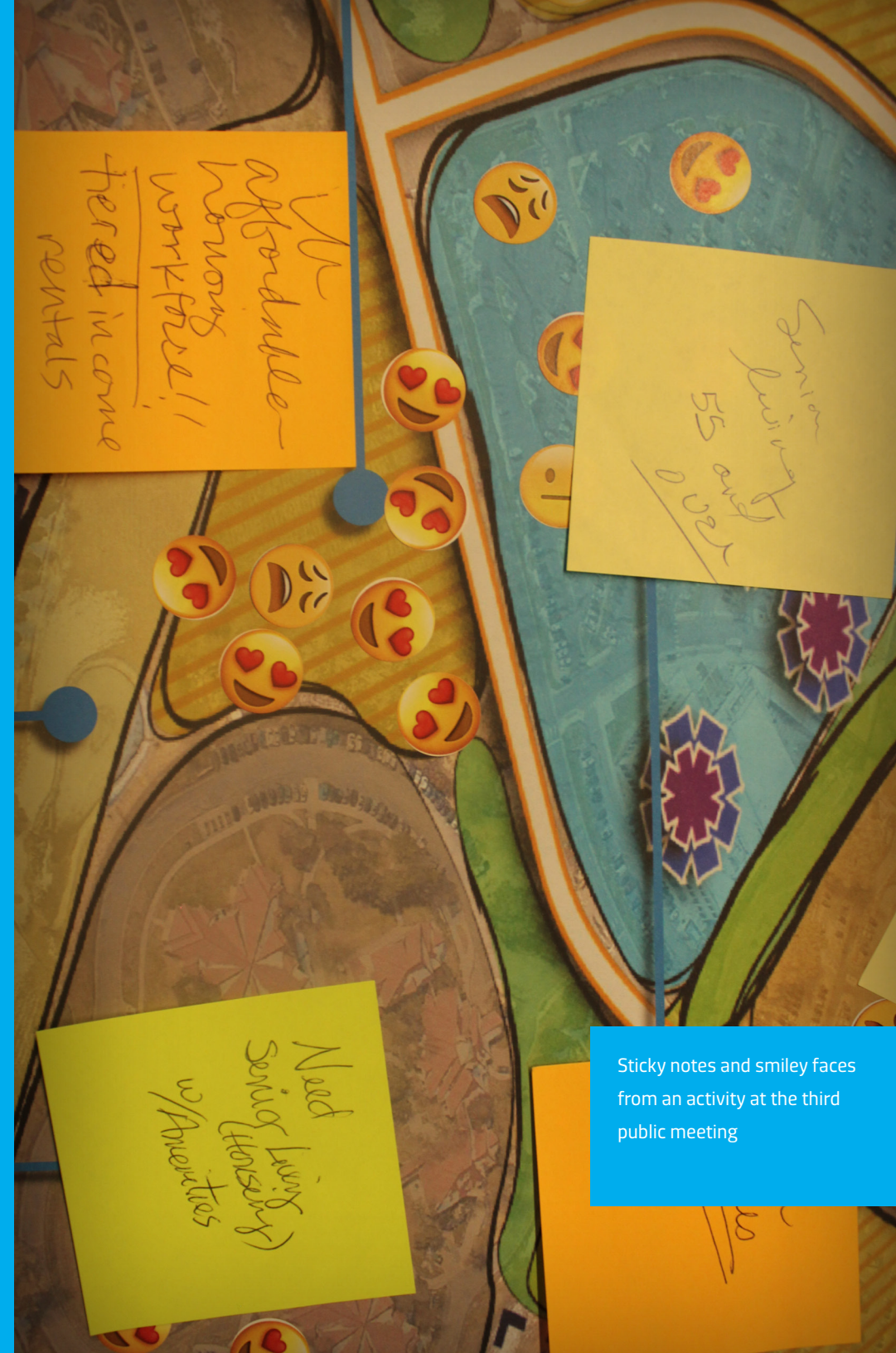
There has been a significant amount of multifamily development in the Market Area over the past 10 years. However, most of this development has occurred outside of Wheat Ridge in the City of Denver (along 38th Avenue and Colfax Avenue), in the City of Lakewood (along Colfax Avenue), and in the City of Arvada near Olde Town. The City of Wheat Ridge captured 628 new apartment units since 2010. The average monthly apartment rental rate in Wheat Ridge (according to CoStar) is \$1.57 per square foot. This rate has increased by an annual rate of 4.38% percent since 2010. In contrast, the average rate in the Market Area is slightly higher \$1.67 per square foot and \$1.80 in the MSA. The average rental rates in the Market Area and MSA increased by smaller annual percent (Market Area – 3.29%, MSA – 3.37%) than rents in Wheat Ridge since 2010. The newer projects in Wheat Ridge (e.g., West 38) have out-performed estimates for absorption and rental rates based on interviews with area developers.



CHAPTER 2 **PLANNING** **PROCESS** AND THE **COMMUNITY'S** **VISION**

The Lutheran Campus Master Plan was informed by a robust community engagement process that included:

a walking tour; focus groups; steering committee meetings; Planning Commission and City Council briefings, study sessions, and hearings; public meetings; and surveys. Through these different engagement activities, a wealth of information was provided by the community that shaped the vision for the site.



Sticky notes and smiley faces from an activity at the third public meeting

OUTREACH METHODS

This planning effort began in early 2021 during the COVID-19 pandemic and employed a combination of diverse outreach strategies and traditional engagement methods with safety, comfort and flexibility being priorities throughout the process. When formulating the outreach methods with a presumption that most events and activities would be virtual, it was important to allow for flexibility so that interactive online facilitation could transition to in-person events (such as with a walking tour) should the pandemic come under control. The focus of the robust engagement strategy was gathering input and feedback from stakeholders and the broader community at key milestones and touchpoints from start to finish. Lastly, these methods aimed to leverage existing City assets, such as with ongoing programming, in-person notifications at City facilities (such as the Rec Center and Active Adult Center), the What's Up Wheat Ridge (WUWR) platform, and the recent addition of a Community Engagement Specialist on staff. A summary of those various outreach methods follows.

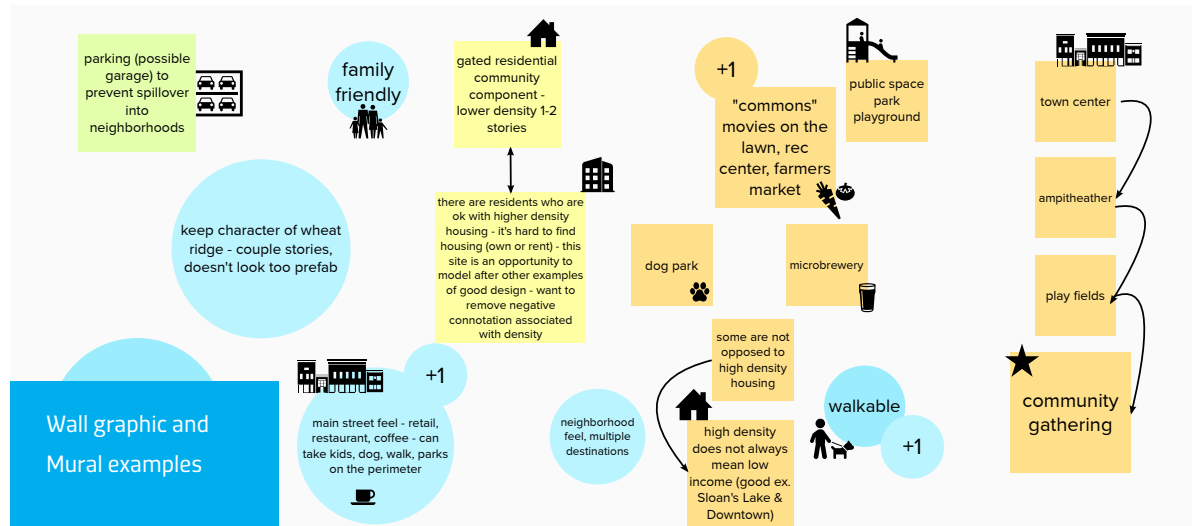


Activity station during the Self-Guided Tour

Self-Guided Campus Tour

At the beginning of the project, the community was invited to participate in a self-guided walking tour of the Lutheran Campus. The event served as the first community meeting and included over 75 community members that devoted a portion of a Saturday in early May to learn about the planning effort and to provide input. Several interactive

stations were set up around the Campus for visitors to learn about the Campus' unique history and current operations, traffic and transportation, and open space and redevelopment. It also provided the team preliminary insight on how residents engage with the site and what initial ideas they had for its future. A virtual interactive tour was also provided on WUWR.



Stakeholder Steering Committee Meetings

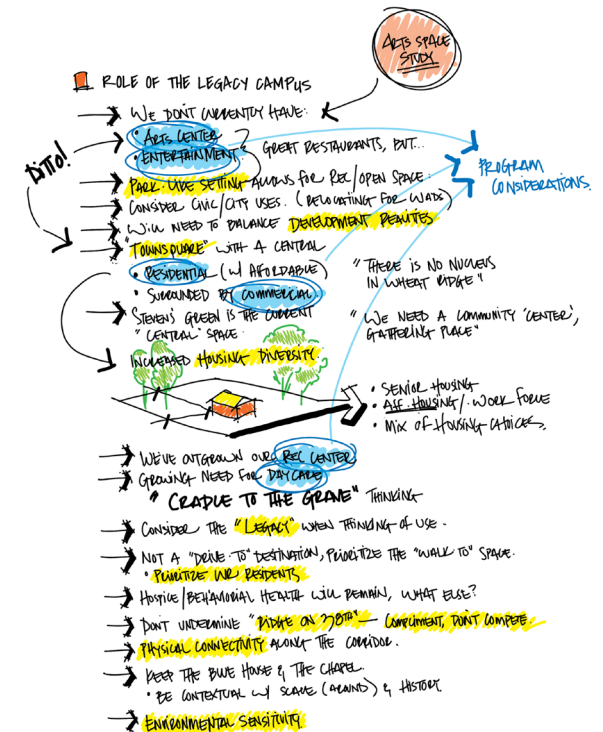
A stakeholder steering committee consisting of representatives from key community organizations was developed to allow more detailed input from stakeholders who could provide a specialized lens for the project and ensure the development framework was meeting the needs of the community while remaining feasible. This began with confirming the proposed process and engagement methods, included formation of and evaluation of preliminary alternatives, and concluded with a detailed review of the overall development framework.

City Council and Planning Commission Study Sessions

Two study sessions were conducted with the City Council and two with the Planning Commission to ensure elected officials were provided project updates and to allow direct contribution to the development of the project.

Neighbor, Community, and Business Focus Groups

Three focus groups comprised of neighboring residents who live next to the Campus, community members at large, and business leaders familiar



with the economic landscape of the area, were convened to get focused and detailed insight on the vision and feasibility of the reimagined Campus. The community and neighborhood focus groups met twice during the process, ahead of the second and third public meetings to preview findings and recommendations, and offer insight and refinements. The business-oriented focus group met during the same time periods, as well as a third time



Third public meeting

to provide input on the implementation section of the overall development framework.

Community Meetings

Beyond the self-guided Campus Tour in Spring of 2021, three additional public meetings (one virtual and two in-person) were conducted where attendees informed the vision for the site, provided feedback on the illustrative development alternatives, and

responded to the recommended development framework. Attendees were also able to engage directly with City staff and the consultant team through interactive online survey tools, comment cards, dot-preference activities, and candid conversation. The second two public meetings hosted over 150 community members and the final open house had over 100 residents and business owners in attendance.

What's Up Wheat Ridge and Online Surveys

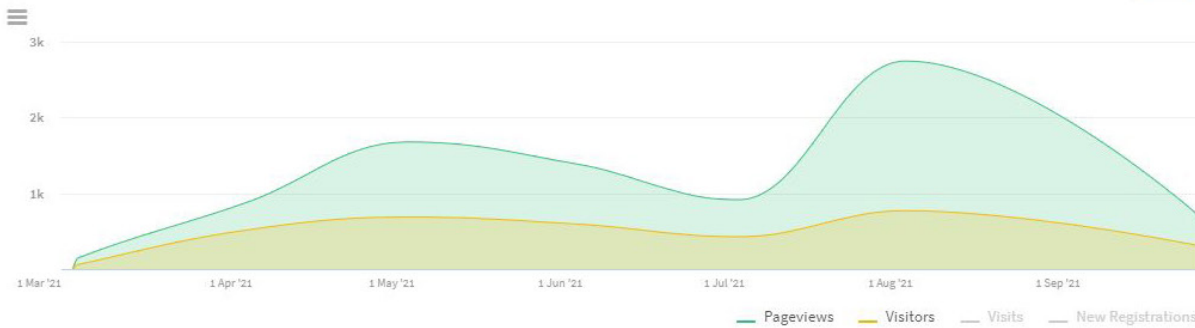
Important to the process was the ability to reach as many people as possible, knowing that single events, whether virtual or in-person, were bound to miss large sections of the community. The project page on WhatsUpWheatRidge.com included background information, a project schedule, ways to reach out directly to the project team, and a number of interactive, online surveys. The page launched ahead of the project start in March 2021, and by mid-September 2021 had been visited by 2,324 individuals.

Through each phase of the project and for every community meeting parallel engagement, project updates and meeting content was available online. One major online survey was administered during the early phase of the project and focused on the community vision. The survey launched alongside the second public meeting, ran for approximately one month, and was closed on July 12th after having received over 50 detailed inputs. The Visioning survey focused on identifying common themes and values in the community.

Visitors Summary

What's Up Wheat Ridge from 13 Feb'20 to 25 Sep'21

DAILY MONTHLY



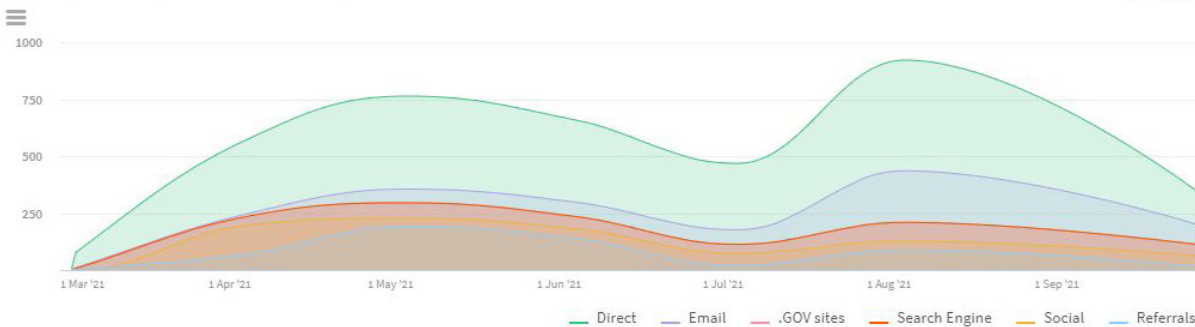
Highlights

TOTAL VISITS	MAX VISITORS PER DAY	NEW REGISTRATIONS
3.8 k	119	59
ENGAGED VISITORS	INFORMED VISITORS	AWARE VISITORS
202	1 k	2.4 k

Visits by Channel

What's Up Wheat Ridge from 13 Feb'20 to 25 Sep'21

DAILY MONTHLY



TRAFFIC CHANNEL	AWARE VISITS	INFORMED VISITS(%)	ENGAGED VISIT
DIRECT	2084	796 (38.2%)	105 (5%)
SOCIAL	343	89 (25.9%)	1 (0.3%)
EMAIL	515	248 (48.2%)	89 (17.3%)
SEARCH ENGINE	338	131 (38.8%)	15 (4.4%)
.GOV SITES	0	0 (0%)	0 (0%)
REFERRALS	525	217 (41.3%)	23 (4.4%)

A second online survey was provided during the second phase seeking input on preliminary concept alternatives; it was available for one week and received 164 responses. For both surveys, the

input from the live events was aggregated with the parallel online counterpart in an attempt to best reflect the broadest range of interests and their comments.

What's Up Wheat
Ridge project site
analytics



PLANNING PHASES AND KEY THEMES

The eight-month process included three major phases of planning and engagement, beginning with Background and Visioning, followed by Preliminary Concept Alternatives, and concluding with the Recommended Development Framework. Each phase deployed a wide range of methods designed to solicit meaningful feedback from key stakeholders and the broader community. A summary of all the key themes from the entire planning process is included below. That list is followed by a description of engagement and summary of key themes for each phase.

Key Themes

- Create density that transitions from the edge to the center to ensure compatibility with adjacent neighborhoods
- Create a mixed-use environment that transitions seamlessly between uses and builds off existing infrastructure
- Promote safe multimodal connections that does not exacerbate traffic
- Provide a variety of free, public amenities that incorporates existing natural features
- Build a variety of housing that serves a diversity of people

Phase 1: Background and Visioning

The first phase of the project involved engagement that solicited feedback regarding common themes and values that would guide the development of the preliminary alternatives. During Phase 1 of the engagement, the following activities and events occurred:

- Public Meeting #1: Self-Guided Campus Tour
- Stakeholder Steering Committee Meetings
- City County and Planning Commission Study Sessions, Round 1
- Neighbor, Community and Business Focus Groups, Round 1
- Public Meeting #2: Virtual, Visioning
- What's Up Wheat Ridge Virtual Campus Tour, Online Survey and Project Updates
- Facilities Focus Group Tour
- Email and Phone Questions and Comments

Key themes that emerged during Phase 1 of the process included:

- Importance of the history and legacy of the Campus
- Opportunity to create a center for the community, anchored by
- civic and cultural uses
- Desire for parks, open space and buffers with the adjacent neighbors
- Both concern and desire for housing and increased connectivity
- Excitement for potentially local-serving retail, dining and entertainment

Phase 2: Preliminary Concept Alternatives

The second phase of the project focused on gathering input on three preliminary alternatives and homing in on a final vision for the Lutheran Campus. During Phase 2 of the engagement, the following activities and events occurred:

- Stakeholder Steering Committee Meeting
- Round 2 of Neighbor, Community and Business Focus Groups
- Public Meeting #3: Preliminary Alternatives
- What's Up Wheat Ridge Online Survey and Project Updates
- City Council and Planning Commission Study Sessions, Round 2

From Phase 2, the **key themes** that emerged included:

- Keep height in center of site and have it taper off to respect surrounding community
- Allow more height/density to allow for a more diverse community
- Minimize impact on site edges
- Ensure affordable housing is included, including senior housing
- Allow homeownership opportunities for younger residents who want to raise a family
- Make the site a destination that attract visitors
- Preserve historical elements of the site and celebrate its agricultural past
- Maintain small town feel

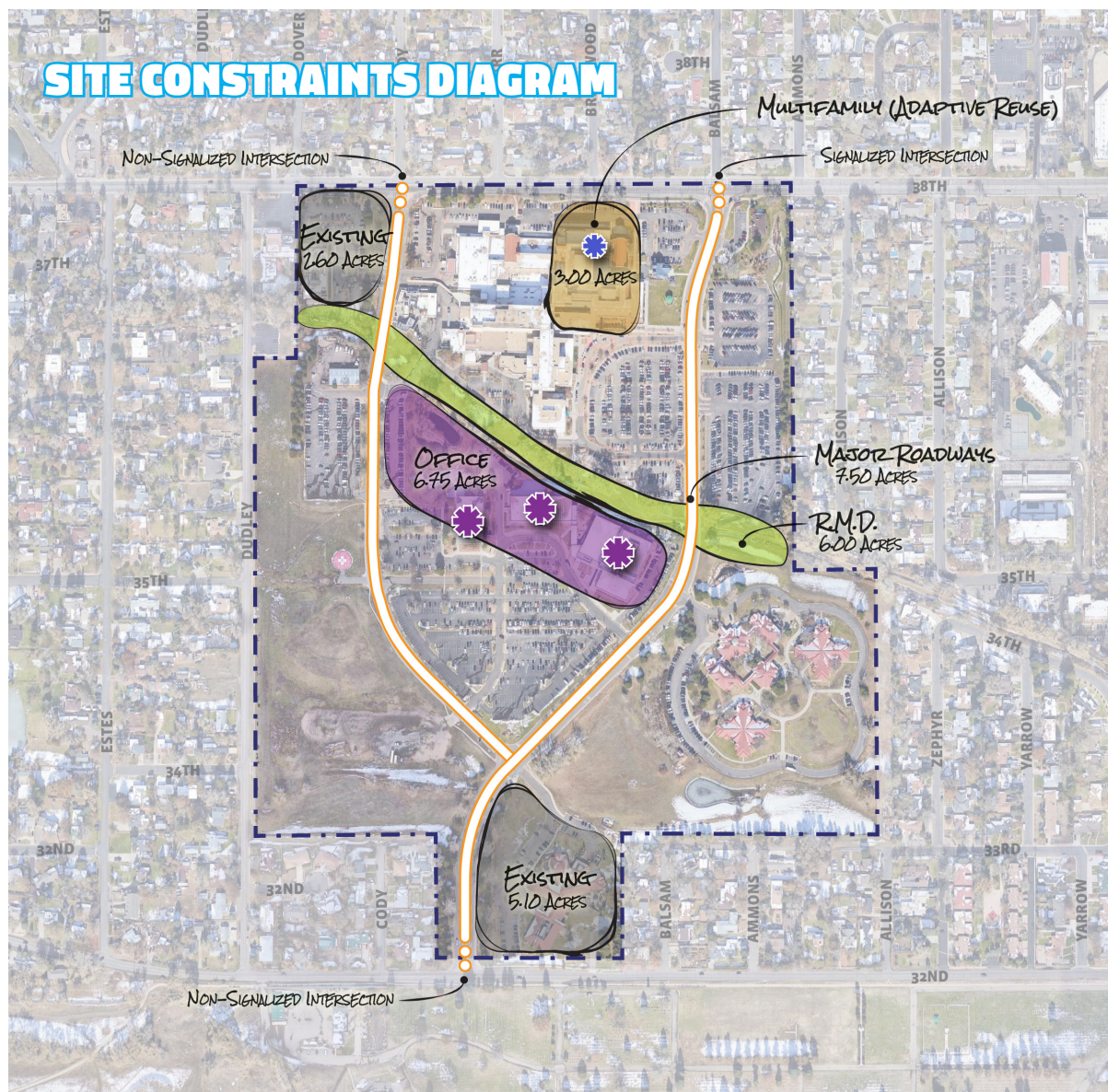
Phase 3: Recommended Development Framework

The third phase of engagement introduced the overall development framework and development types. For this phase, no major course corrections were anticipated, and the input was used to refine the final recommendations. During Phase 3 of the engagement, the following activities and events occurred:

- Stakeholder Steering Committee Meeting
- Round 3 of the Business Focus Group
- Public Meeting #4: Development Framework
- What's Up Wheat Ridge Project Updates
- Email and Phone Questions and Comments

From Phase 3, the focus was largely placed on an acknowledgement of the process and questions regarding next steps. The **takeaways** included:

- Appreciation for finding common ground among diverse inputs
- Appreciation for flexibility
- Appreciation for context-sensitive uses and building forms on edges
- Willingness for compromise and trade-offs
- Questions about next steps



SITE CONSTRAINTS AND CONSIDERATIONS

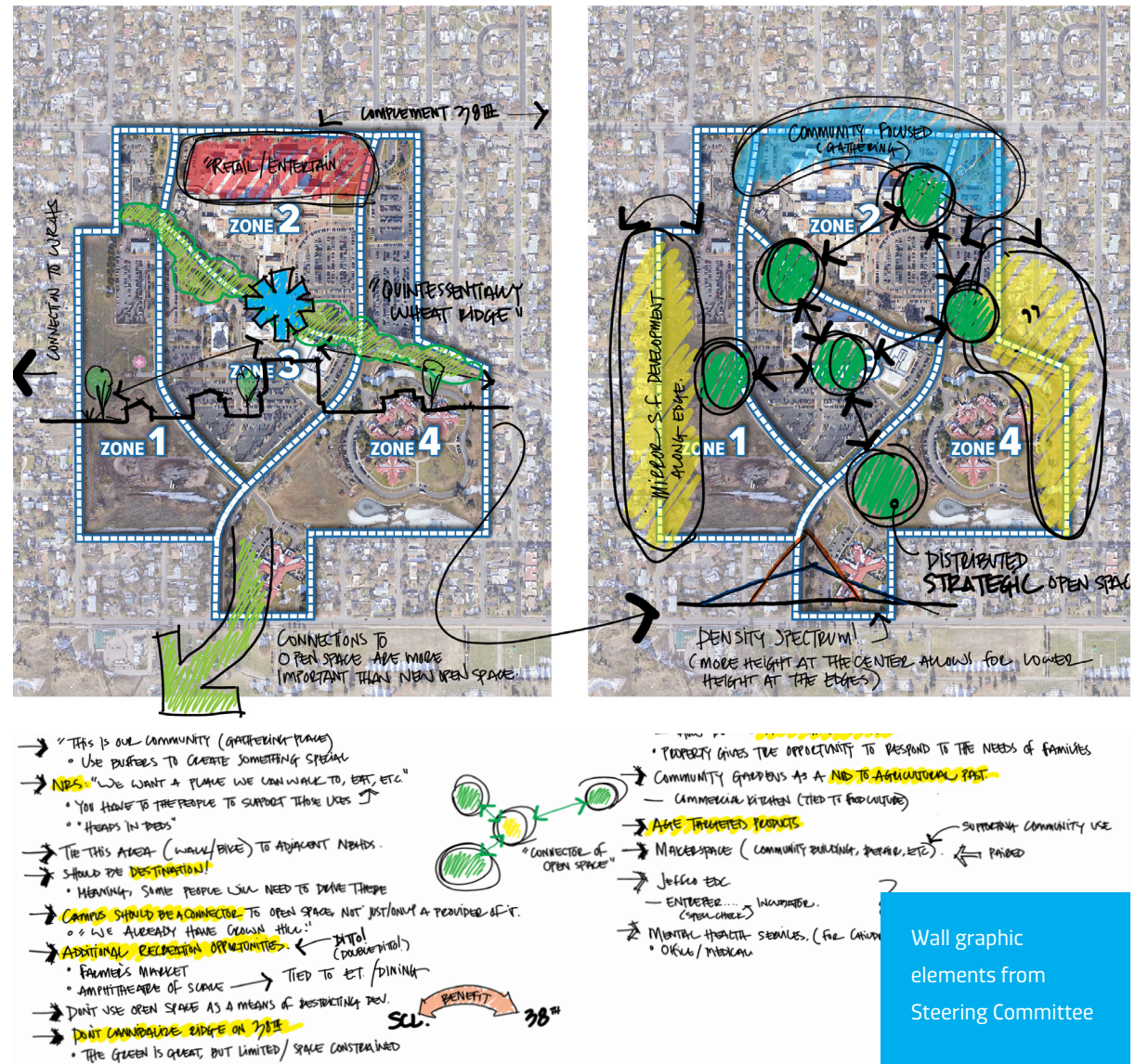
Existing facilities and uses likely to remain on the Campus include the Foothills Medical Office Building (2.5 acres) located along 38th Avenue, as well as Collier Hospice (5.0 acres) located along 32nd Avenue. These two uses account for approximately 7.5 of the 100 acres that make up the Lutheran Campus. At the time of adoption, it is unknown whether West Pines Behavioral Health will continue to operate in their current location. The future of the three central medical office buildings, under Ventas' purview, will be determined following an analysis of current and future operations in light of the hospital leaving this location as the demand for Medical Office Building space will significantly decline. Those uses aside, there are other physical constraints and considerations that either prohibit redevelopment or are not considered due to their ongoing functions. That full list includes:

- Approximately 6.0 acres for the Rocky Mountain Ditch will likely remain in place;
- Approximately 7.5 acres of major roadways will likely remain in place;
- The North Tower and associated parking (3 acres) have the best adaptive reuse potential;

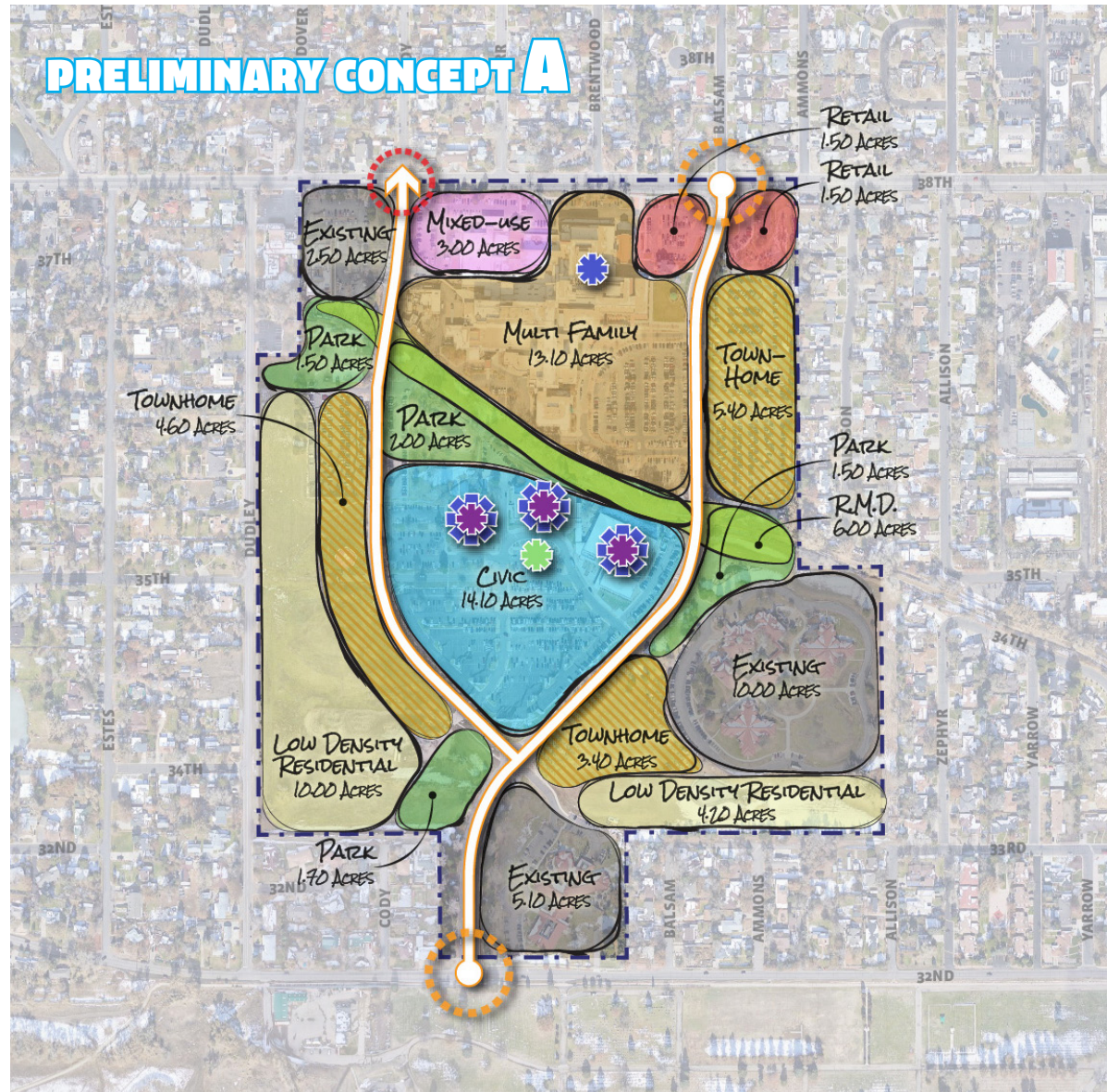
- The existing on-site (medical) office program is likely the largest office program for this site due to a lack of market support for new office space – that existing use and requisite parking requires approximately 6.75 acres; and
- The community has expressed a strong desire for retention and potential adaptive reuse of the Chapel and Blue House along 38th Avenue.

PRELIMINARY CONCEPT ALTERNATIVES

During the preliminary alternatives phase of project, an initial land use palette was established to test illustrative development concept alternatives. That set of land uses included: Low Density Residential; Townhome Residential; Multifamily Residential; Office; Mixed Use; Civic; Retail; and Parks and Open Space. Using these land uses, three concept alternatives were created to test illustrative development programs, locations of various uses across the Campus, and critical adjacencies and buffers. These were illustrated as site plans and intended to elicit public comment; the community was not asked to vote on or rank the concepts but rather asked to provide feedback on what they liked and disliked about each. The following summarizes the three concept alternatives, along with a summary of community and stakeholder likes and dislikes.



Wall graphic elements from Steering Committee



Preliminary Concept A

Key Elements

- Retail/dining edge along 38th Avenue
- Low-density residential mirroring existing housing on the west side of Dudley Street
- Large, civic core
- West Pines Behavioral Health remaining in place for foreseeable future
- Small, distributed open spaces supporting adjacent new and existing uses



Civic gathering space



Small-scale play areas

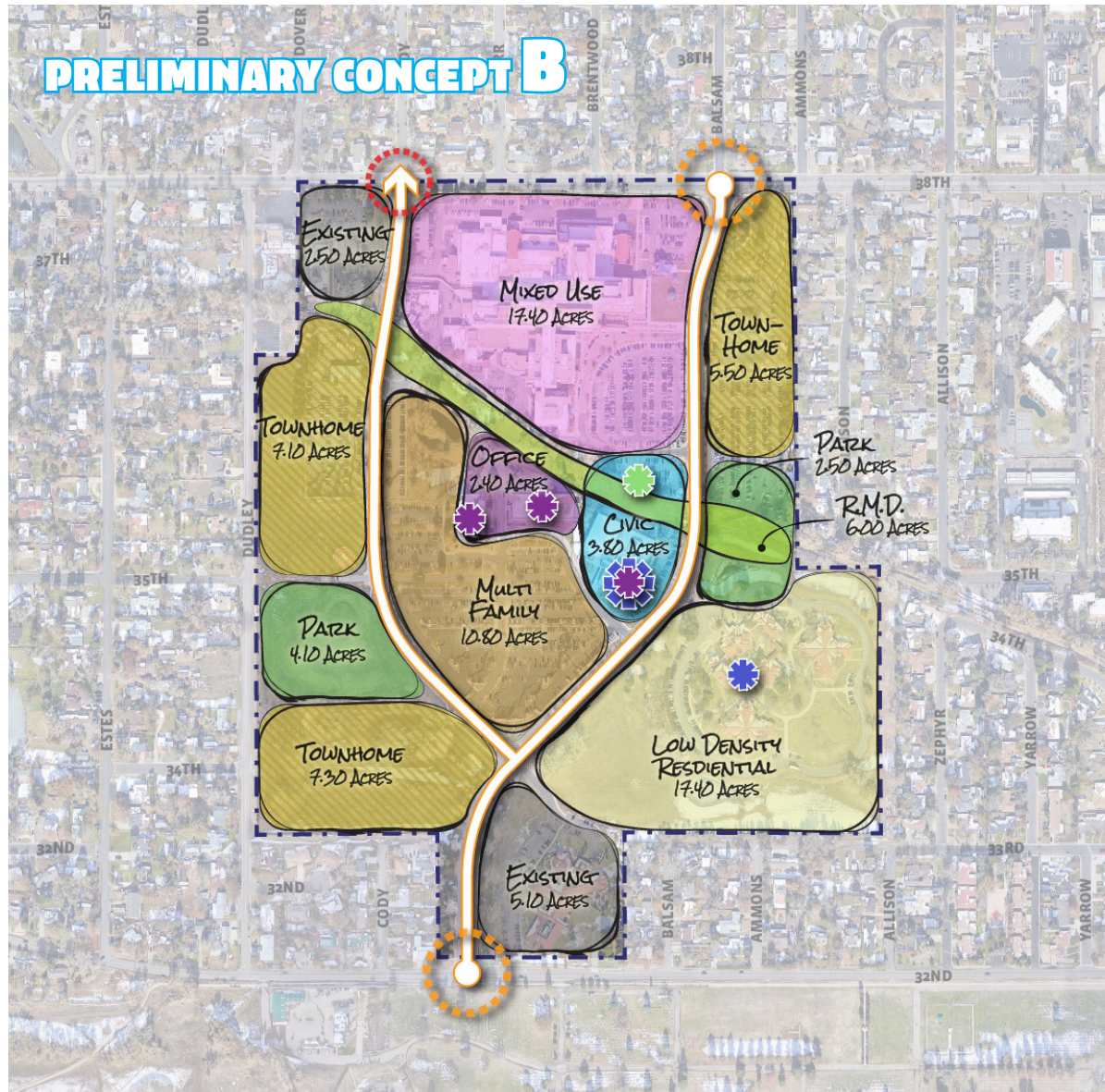


Community and Stakeholder **Likes**

- Park space along ditch that provides connections to existing neighborhoods
- Large, central civic space
- Low density residential that transitions to higher density, particularly along Dudley Street
- Diversity of housing types
- Active, mixed-uses along 38th
- Preserving West Pines in its current configuration and use

Community and Stakeholder **Dislikes**

- Location of townhomes next to Allison Court
- Lack of green space beyond Rocky Mountain Ditch that could provide connectivity to other places
- Perceived imbalance of housing and assets
- Potential negative impact of intensive uses along 38th
- Does not address historical buildings on site
- More high-density housing than low density housing
- Civic use size may be too large
- Additional retail while vacancies exist in other places



Preliminary Concept B

Key Elements

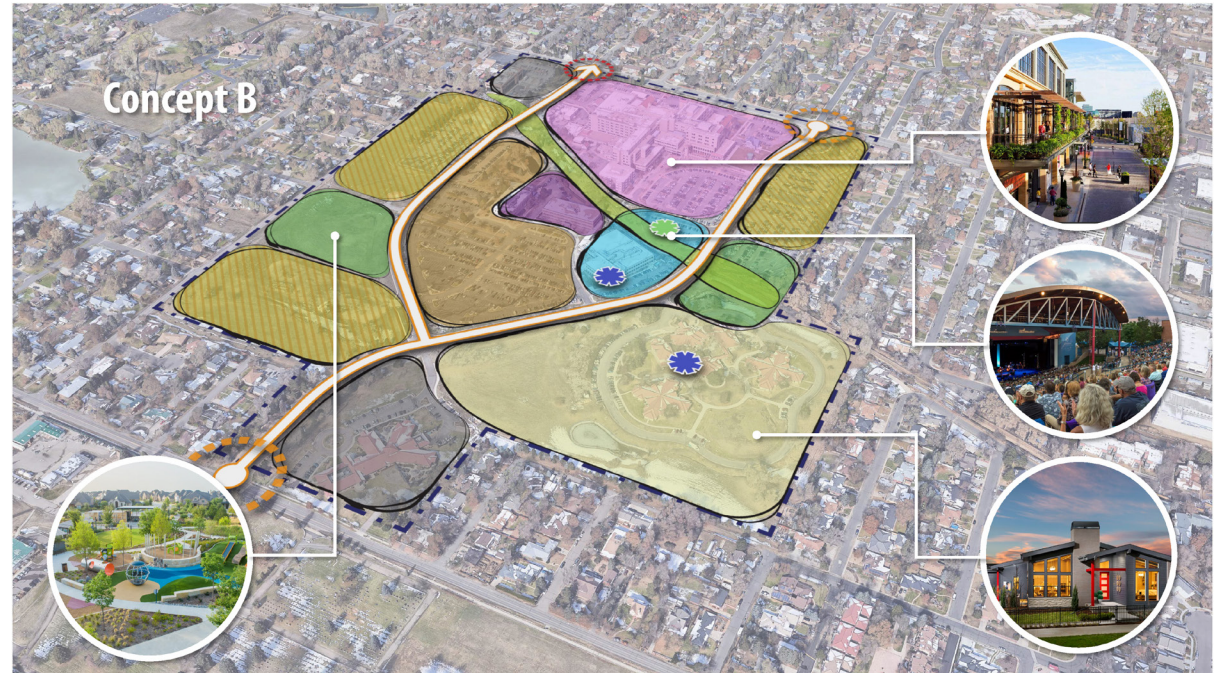
- Large, mixed-use destination north of the Rocky Mountain Ditch
- Diverse and distributed housing products
- Small civic, and office presence
- Open space on the eastern and western 35th Avenue alignments



Medium-scale neighborhood parks



Diverse housing products

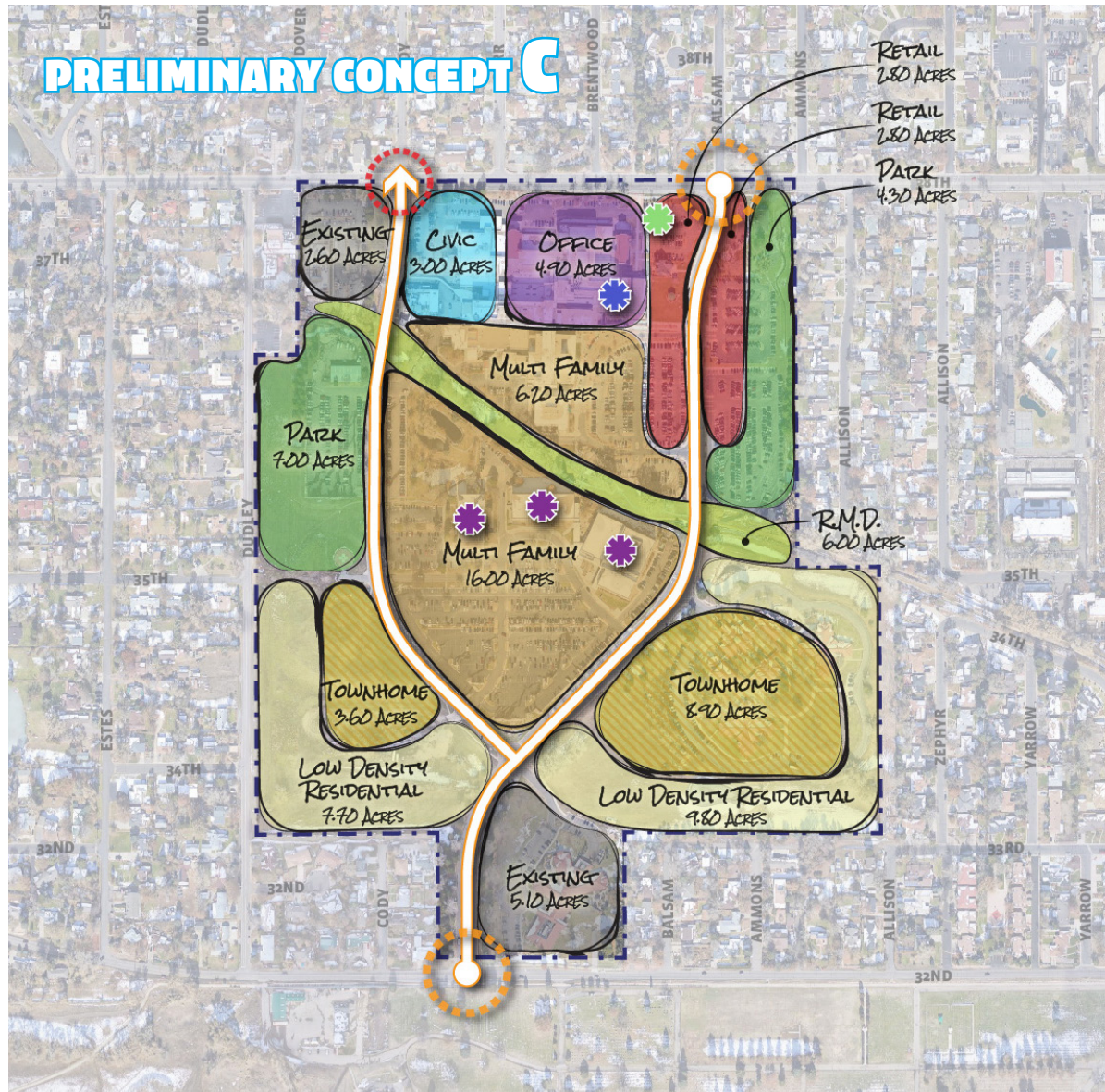


Community and Stakeholder Likes

- Mixed-use area along 38th
- Density concentrated in center
- Extent of lower density housing
- Potential to phase in civic and mixed-use development and activate those spaces in the meantime
- Townhomes on edge if traffic is routed internally

Community and Stakeholder Dislikes

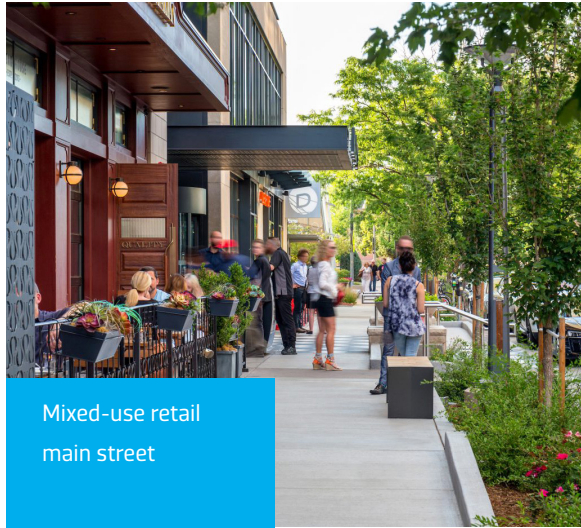
- Location of townhomes next to Allison Court and Dudley
- Vagueness of what mixed-use entails
- Skepticism that vertical mixed use is feasible
- Too little civic and open space
- Imbalance of housing and assets; lack of retail/restaurants
- Too much multi-family housing
- Does not address historical buildings on site
- Lack of connectivity



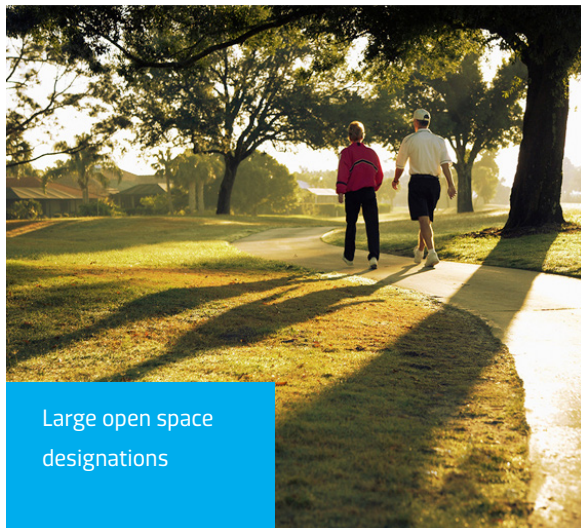
Preliminary Concept C

Key Elements

- Large, open space along the western and eastern edges
- Large, multi-family residential located in the center of the site
- Civic and office presence along 38th avenue
- Retail "Main Street" along Lutheran Parkway
- Low-density residential located in the southeast corner of the site



Mixed-use retail
main street



Large open space
designations

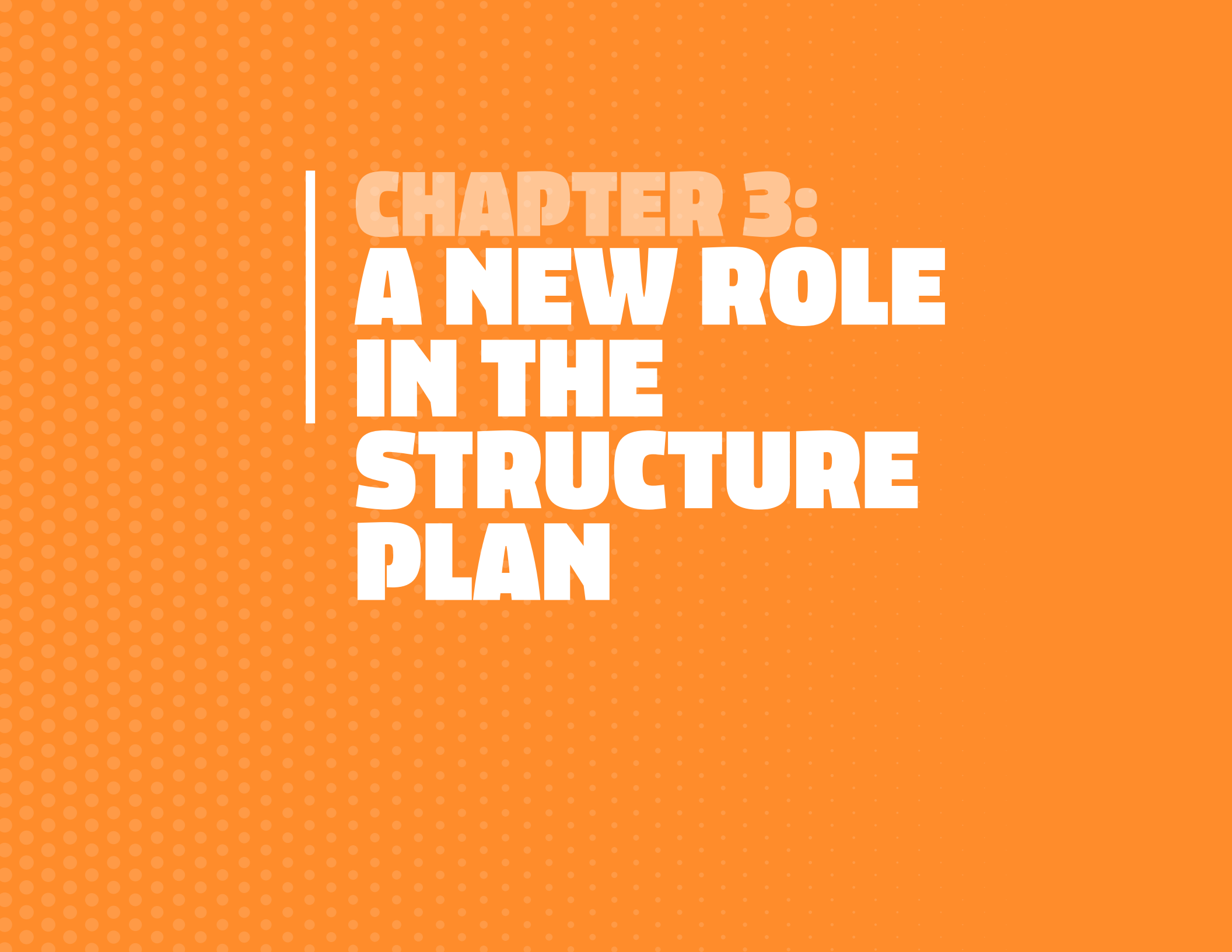


Community and Stakeholder **Likes**

- Main street design along Lutheran Parkway
- Parks and low-density housing buffering existing community
- Accessibility and connectivity for current residents
- Density concentrated in center and stepping down to edges
- Large open spaces linked with ditch
- Focus of civic and offices along 38th

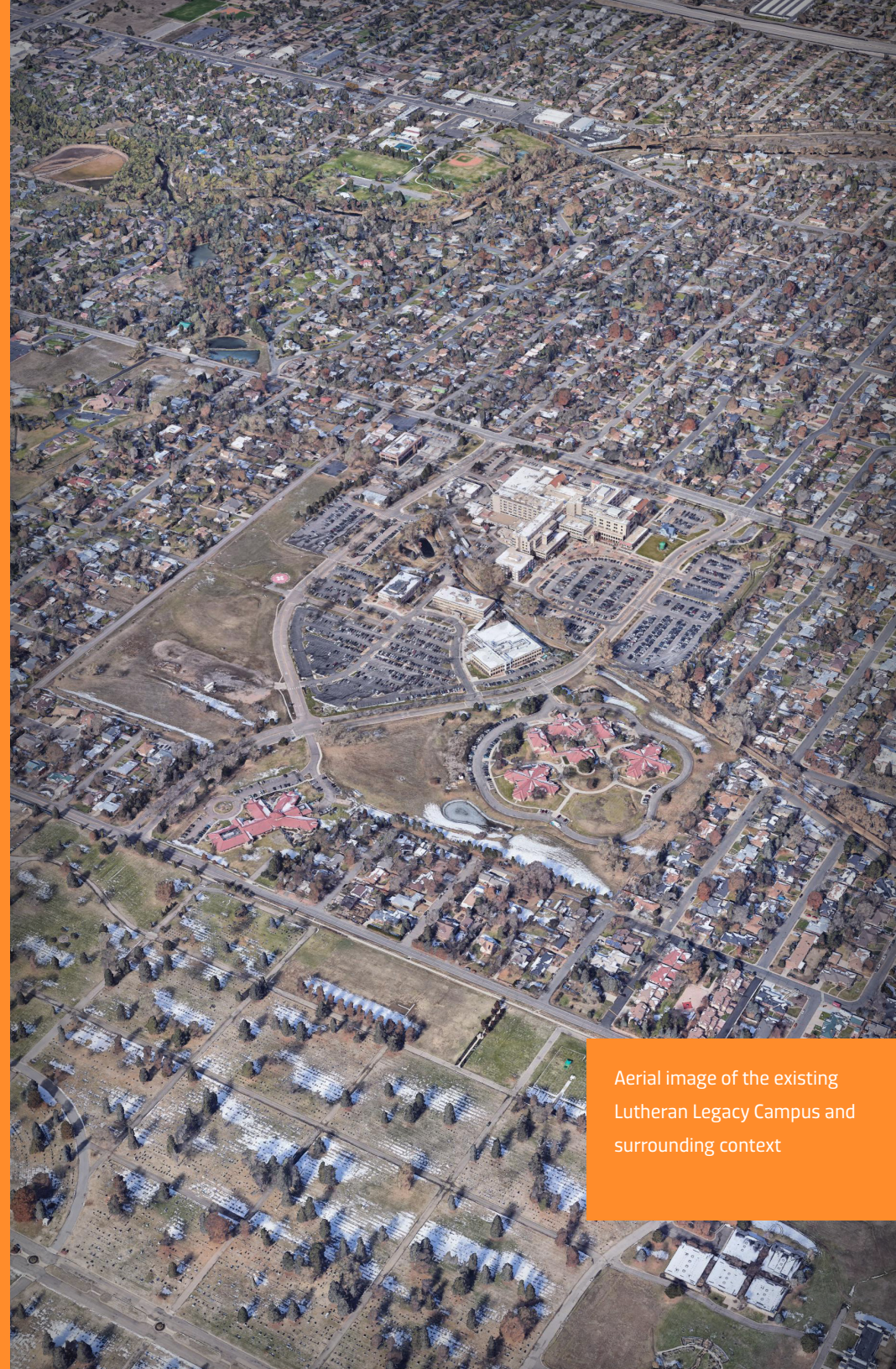
Community and Stakeholder **Dislikes**

- Would like open space along Rocky Mountain Ditch and green connectors through site
- Too much multifamily housing
- Amount of office space
- Does not address older structures on site one way or the other
- Focus of civic and offices along 38th
- Concern for viability of narrow land-use designations for lower-density residential and retail



CHAPTER 3: **A NEW ROLE IN THE STRUCTURE PLAN**

Based upon the community's input throughout the planning process, new mapping is identified for the Campus to update the Structure Plan.



Aerial image of the existing Lutheran Legacy Campus and surrounding context



Naturalized play
amenities and
park space

The Public and Primary Employment Center designations mapped on the Campus in Envision Wheat Ridge's Structure Plan should be replaced with a combination of Parks and Open Space, Neighborhood Buffer Area, Neighborhood Commercial Center, and a new Mixed Use – General designation. Each of these four Structure Plan designations and related considerations is discussed below.

Parks and Open Space

According to Envision Wheat Ridge, Parks are located within neighborhoods or along corridors. Open spaces link the community together. Parks and Open Spaces are important within neighborhoods and for stewardship of natural resources. The Parks and Open Spaces designation on the Lutheran Campus corresponds to a linear greenway concept along the Rocky Mountain Ditch alignment extending southeast to northwest through the Campus. Additional parks, plazas and open space amenities should be encouraged as the Campus redevelops. It is likely these will be smaller in scale and may be quasi-public spaces and thus fit the Public category within the Structure Plan.

Structure Plan

The Structure Plan corresponds with the community vision and key values. It provides strategic guidance for the future redevelopment of Wheat Ridge.

1. ASSETS



Public



2. FOUNDATION

Neighborhoods

see Chapter 3 Criteria for different Neighborhood types



Neighborhood Buffer Area



Mixed-Use Commercial



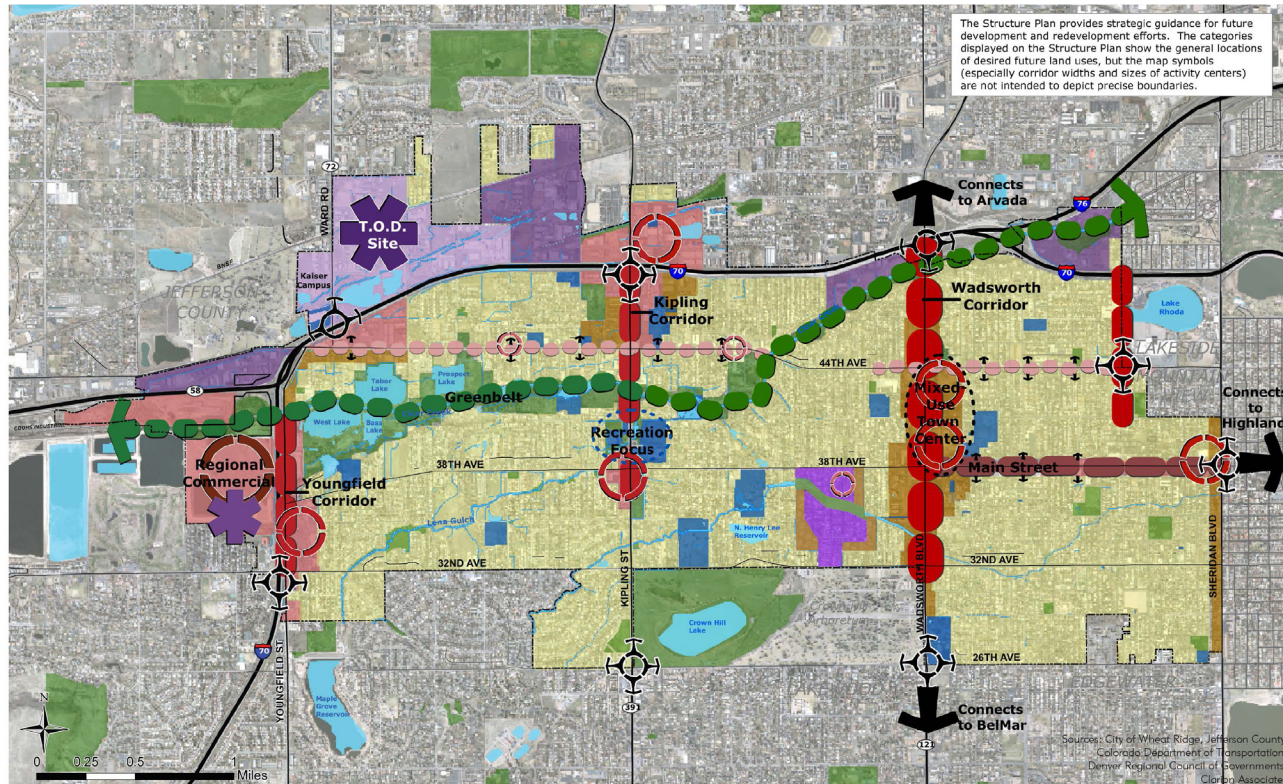
Employment



Mixed-Use Employment



Mixed-Use General



Please see Chapter 3 of the Comprehensive Plan for a description of Assets, Foundations, Corridors, Gateways, and Activity Centers

3. CORRIDORS, GATEWAYS

Primary Commercial Corridor



Main Street Corridor with Neighborhood Portals



Neighborhood Commercial Corridor with Neighborhood Portals



Primary Gateway



Primary Employment Center



4. ACTIVITY CENTERS

Regional Commercial Center



Community Commercial Center



Neighborhood Commercial Center



Employment/Commercial Center



The current Lutheran campus is highlighted and shaded with the updated Structure Plan designation.



Neighborhood Buffer Area

According to Envision Wheat Ridge, Neighborhood Buffer Areas are generally located at the “edges” of neighborhoods, and generally function as buffers between low-intensity residential areas and higher intensity commercial corridors and uses. The Neighborhood Buffer Areas designated in the revised Structure Plan for the Lutheran Campus should include a combination of lower density residential and parks, trails and open space. The emphasis should be creating a periphery pattern and character to the Campus redevelopment that does not feel like an edge. Future development should be complementary to existing single family detached neighborhoods adjacent to the campus. According to Envision Wheat Ridge, many Neighborhood Buffer Areas correspond with designated Urban Renewal areas.

Neighborhood Commercial Center

According to Envision Wheat Ridge, Neighborhood Commercial Centers will feature small clusters of businesses and mixed-uses to serve neighborhood needs (at residential, neighborhood scale), offer unique niche business opportunities, and add a “sense of place” and destination within distinct neighborhoods. The City will prioritize pedestrian accessibility within these condensed commercial



nodes that are generally along Neighborhood Commercial Corridors and neighborhood collector roadways. Other centers may occur in the community over time, particularly along other neighborhood collector roadways and within Neighborhood Revitalization and Neighborhood Buffer Areas.

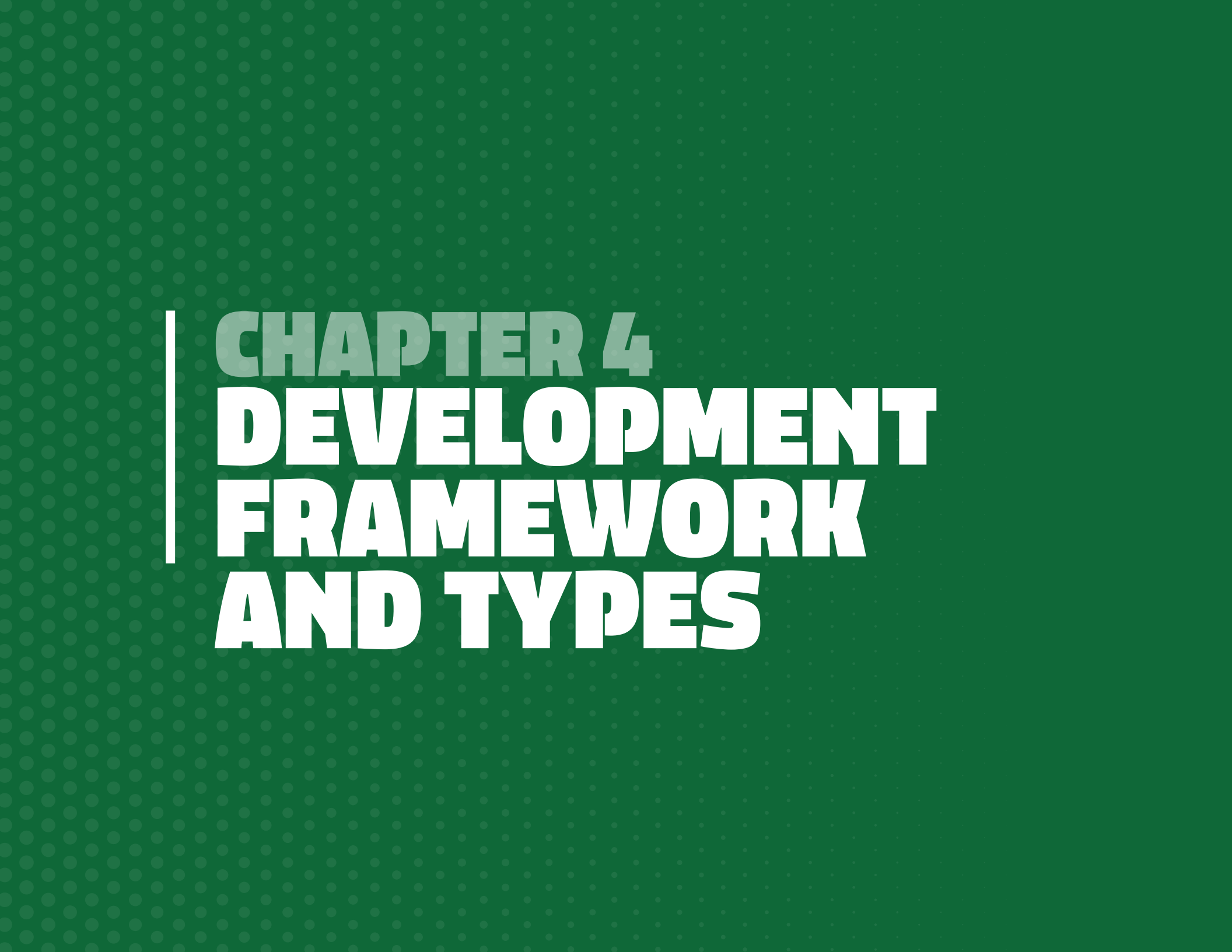
Mixed Use - General

Envision Wheat Ridge only includes two categories of Mixed Use in the Structure Plan. Those include Mixed Use Employment and Mixed Use Commercial. Both categories are relatively prescriptive and neither allows residential. As such, this Plan



introduces a new Mixed Use – General category for the Structure Plan. Mixed Use – General areas can include a combination of retail, office, employment, and/or medium to higher intensity residential, all of which could be integrated either vertically or horizontally. Focus in these areas is on long-term infill and redevelopment, reinvestment, and high-quality urban design and landscaping for vacant or underutilized properties, with creating more residential and/or employment diversity being the primary emphasis. Mixed Use – General areas should be highly walkable and well-connected to surrounding areas with development organized around public and/or quasi-public spaces of various scales and functions.





CHAPTER 4

DEVELOPMENT FRAMEWORK AND TYPES

The primary goal of this Master Plan is to establish a development framework to guide future planning and development on the Lutheran Campus.

The development framework is intended to communicate key development parameters and considerations to ensure that any future redevelopment of the Campus reflects the values and priorities expressed by the community throughout the planning process.



Mixed use environment
supporting a wide range of
community needs

The Master Plan's Development Framework sets key direction for the areas of the Campus in terms of both built form and land use. These in turn will have implications on mobility and other infrastructure needs. The overall Development Framework and associated Development Types provide a balance of certainty and flexibility for the community and future owners and developers of the Campus property. This chapter begins an overview of the Development Framework, and concludes with descriptions of Development Types suitable for Campus redevelopment.

OVERALL DEVELOPMENT FRAMEWORK

The Development Framework includes a transition in both form and function generally extending from the edges of the site to the center of the site. The major components of the Development Framework include flexible mixed-use development in the center of the site, buffers and transitions to existing neighborhoods abutting the Campus, and integration of existing natural and manmade assets.



Flexible Mixed-Use Development in Center

A critical aspect of the flexibility inherent in the Development Framework is the concept of **middle to higher density mixed use** development between North Lutheran Parkway and Lutheran Parkway West. Important considerations for this area include:

Accommodation of Community Amenities and Destinations

Community members that participated in the planning process indicated a strong desire for one or more community amenities on the campus but expressed a strong preference for these to be located in the central and/or north central portions

of the Campus. Ideas for community amenities and destinations ranged from small pocket parks, community parks, an amphitheater, and civic facilities to a small, neighborhood-serving main street or a mixed-use activity center.






Integration of a Diversity of Housing Opportunities.

One of the most prominent ideas expressed throughout the planning process included the incorporation of a diverse set of housing types that cater to a broad array of preferences, income levels, and households though there was some concern over the amount of multi-family housing. The vast majority of residential areas in Wheat Ridge




Legend

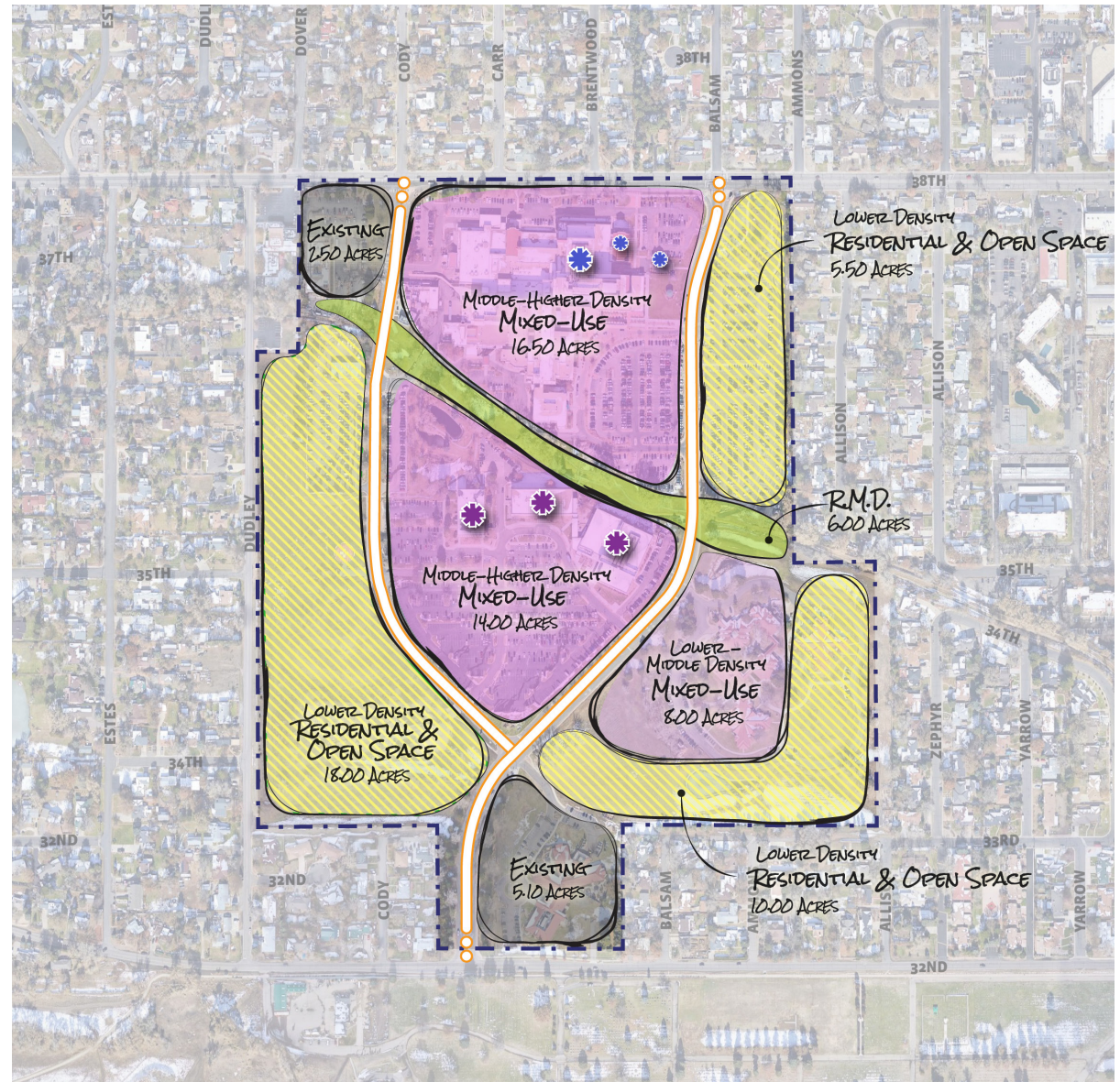
 Lutheran Campus Boundary

Development Framework

-  Existing Use to Remain
-  Lower Density Residential & Open Space
-  Middle - Higher Density Mixed-Use
-  Lower - Middle Density Mixed-Use
-  Rocky Mountain Ditch

 Primary Circulation

-  Adaptive Reuse
-  Targeted Adaptive Reuse
-  Existing Medical Office Building (M.O.B.)



are primarily traditional market rate single-family detached housing. Residents expressed support for creating mixed income housing with an emphasis on affordability and options to rent and own. Target audiences identified include families, young professionals, empty nesters, seniors, and working-class and lower-income residents.

Exploration of New Employment Opportunities

Many participants in the planning process expressed disappointment that the hospital will be moving. They appreciated that SCL Health will be keeping operations in Wheat Ridge, but were hopeful that a portion of the Campus could still serve as an employment center when it is redeveloped. New employment opportunities should be explored as a detailed development program is identified.

Preservation and Adaptive Reuse

Community members expressed a strong desire to preserve the Chapel and the Blue House along 38th Avenue. The future owner and developer of the Campus should explore options preserve and/or adaptively reuse one or both of these structures. Through a high-level facility assessment, the North Tower of the hospital was deemed to have the highest adaptive reuse potential. The North Tower



and other buildings on Campus should undergo a more detailed assessment to determine potential integration into future redevelopment.

Respect for Northern Neighborhoods

While the existing hospital facilities are relatively high intensity and approach or exceed 100 feet in height, they are set back from 38th Avenue. Community members, especially residents who live in the blocks north of 38th Avenue, expressed a desire to retain similar setbacks in any redevelopment or to step development intensity down as it approaches the 38th Avenue right-of-way.

Buffers and Transitions to Existing Neighborhoods

The priority for the western, eastern, and southern redevelopment areas is to thoughtfully transition to and buffer from existing single family detached neighborhoods. These critical transition areas should be a combination of **lower density residential and/or open space**. Important considerations for this area include:

Appropriate Scale and Orientation

The most important consideration expressed by neighbors living to the west, south and east of the Campus was for development that is of a compatible



scale as the single-family homes that abut the Campus. The buffer and transition areas mapped as part of the Development Framework should include lower density development that is oriented in ways to respect and complement existing neighborhood development.

Compatible Uses

In addition to scale, community members expressed a strong desire for uses that reflect or respond to the neighborhood feel and character of those areas. Lower density residential and/or open space are prioritized for the western, southern, and eastern edges of the Campus.

Pedestrian and Bicycle Connectivity

Most participants in the planning process supported the creation of a more robust pedestrian and bicycle network connecting to and through the Campus. With that said, many community members were concerned about new vehicular connections between existing neighborhoods and new development on the Campus. Many thought that new vehicular connections will increase cut through traffic on neighborhood streets.

Integration of Existing Assets

The Lutheran Campus is a highly valued community asset in part because of the open space it provides. The topography across the site frames the Rocky Mountain Ditch that traverses the site from southeast to northwest. Areas south of the ditch are approximately 30 feet higher than areas south of the ditch. In addition, many of the existing buildings have varying degrees of community and financial value. Important considerations related to existing assets include:

Retention of Tree Canopy

Future redevelopment of the Campus should work to integrate the tree canopy on the Campus to the extent possible. The mature trees, especially along the Rocky Mountain Ditch, are important assets on

a Campus with a relatively low level of tree canopy coverage.

Utilization of the Existing Topography

Future redevelopment of the Campus should work to integrate the existing topography on the Campus to the extent possible as well. The site topography may also be helpful in adding height to the future development in strategic and less noticeable locations as taller buildings north of the ditch will appear notably shorter than taller buildings south of the ditch due to a significant change in elevation.

Integration of Existing Access Points

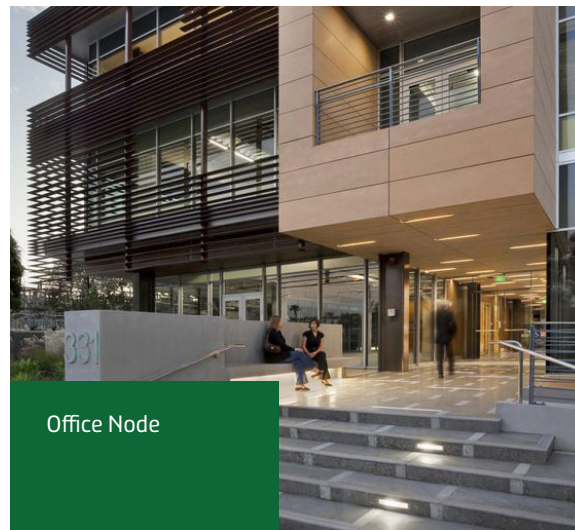
The Lutheran Hospital is a major traffic generator and is well supported with the two access points along 38th Avenue and the access along 32nd Avenue. These existing access points should be integrated into the future redevelopment plans.

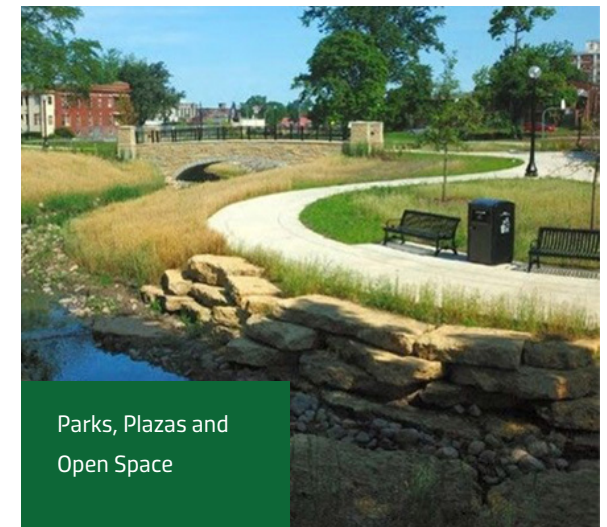
Prioritization of Adaptive Reuse Opportunities

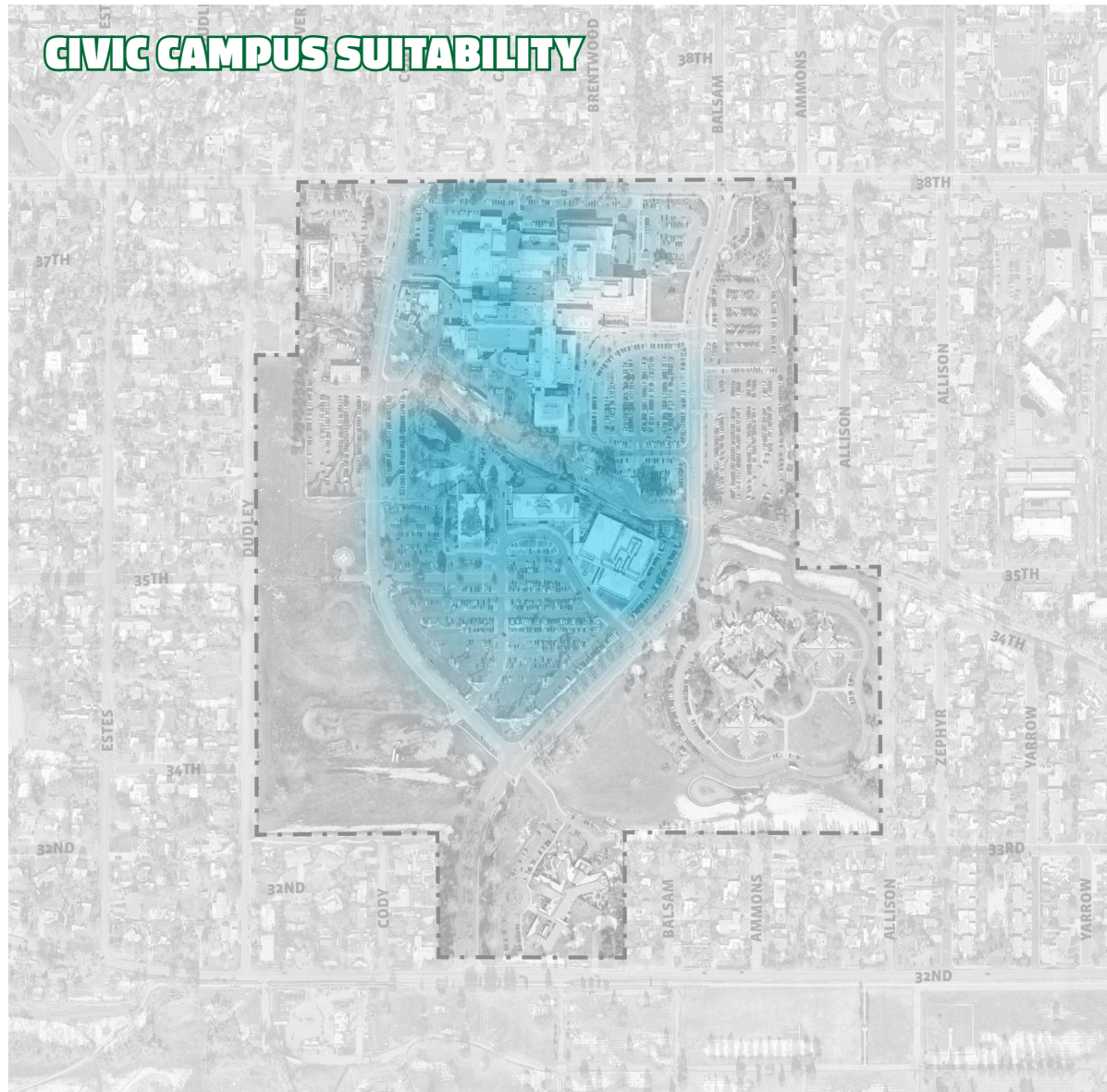
As stated above, existing buildings on the Campus should be examined for adaptive reuse potential. The Chapel, Blue House and North Tower should be prioritized in this assessment. Other opportunities may include other portions of the hospital facilities and West Pines Behavioral Health facilities (pending SCL Health's decisions).

DEVELOPMENT TYPES

As an important companion to the Development Framework, individual Development Types further illustrate land use and form combinations and their potential locations throughout the Campus. The geographies mapped for each of the Development Types are not mutually exclusive. Rather, the mapping is intended to depict where each Development Type is appropriate and inappropriate on the Campus. A further level of nuance is provided on suitability maps with lighter and darker colors communicating less community support and more community support, respectively.







Potential for
adaptive reuse of
existing facilities

Civic Campus

Civic, cultural and community-focused programs were key uses discussed throughout the engagement process. Preliminary concept alternatives explored various sizes and locations for these types of uses, including a large civic campus located in the center of the site, as well as smaller locations along 38th Avenue and in an adaptive re-use of existing office facilities. The provision for these types of uses and spaces will require a significant investment and funding. Pending the financial viability and interest from the City and other



civic partners, a civic campus could include uses such as:

- City Hall and City Offices
- Jefferson County Branch Library
- Recreation Center
- Cultural Facility
- Art and/or History Museum
- Theatre, Visual, and Performing Arts Space
- Public Art
- Outdoor Event Space

In whatever combination comes to fruition, these uses are most appropriate in the center of the site, and perhaps with some presence along 38th Avenue. Some institutions, such as the library, would likely

require a presence along a major corridor if 1) they are to relocate from their current operations along 32nd Avenue and 2) they are not tied to a larger, civic campus. It is unlikely that an adaptive reuse of any of the hospital facilities would be well suited for any civic uses, however, one or more of the central medical office buildings may be appropriate for small uses such as City Hall and/or the City offices. Open space improvements and programming tied to any of these uses will also be a key consideration.



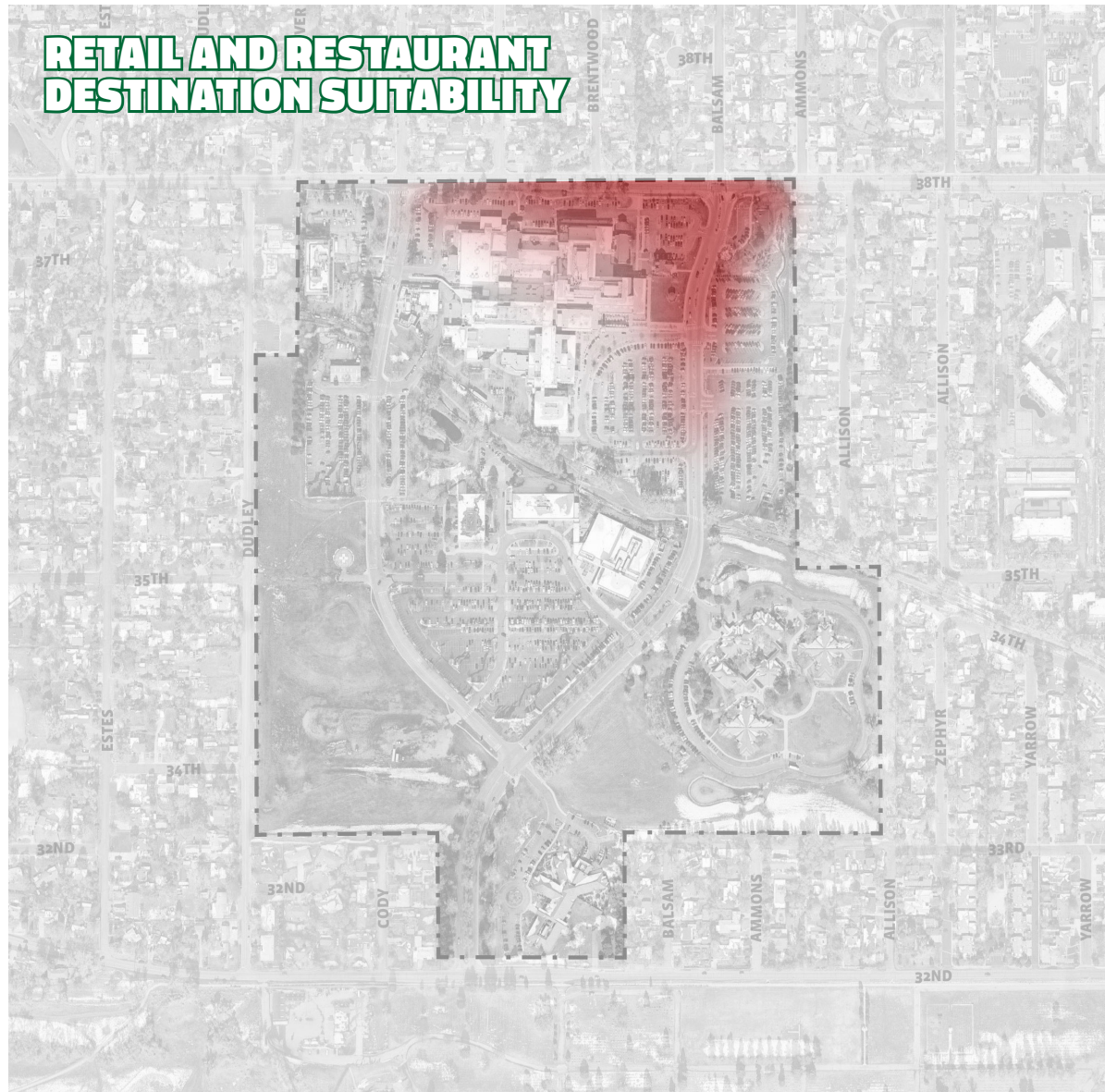
Office Node

Excepting the Foothills medical office building (MOB), the existing medical office uses on site comprise approximately 180,000 gross square feet. Through the real estate analysis, it was determined that new office uses were likely not going to be provided by the market beyond an additional 50,000 square feet of the current program. Whether or not those existing office uses remain in their existing places, or if new office users were to relocate to the office space, the eventual location of office uses on the site is likely the most flexible. Office use is flexible because it can vary in scale and character. So, while appropriate in the center of the site, office is a viable



use along the majority of the 38th Avenue frontage, as well as into the southeastern corner of the Campus. While a large office user is possible, it is less likely and should not be the primary consideration.





Retail and Restaurant Destination

A retail and entertainment destination for both community members as well as visitors to Wheat Ridge was another consistent element discussed throughout the engagement process. The destination type, though varied, largely focused on the provision of local retail and restaurant spaces, as well as the consideration for entertainment. The arts element noted in the 'Civic Campus' section, paired with an entertainment-focus, indicates a possibility for a themed-district within the larger Campus development.



Neighborhood-scale restaurant



Small-scale retail supportive environment



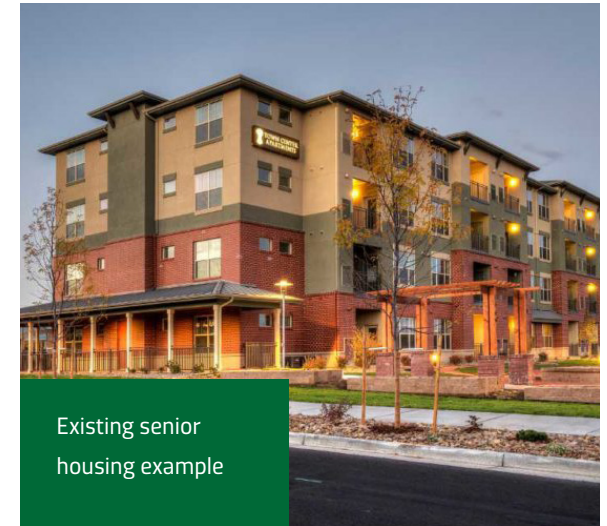
Community supporting retail opportunities

From a market standpoint, there's likely limited potential given the:

- Detached nature of the site from the retail energy along Wadsworth Boulevard and 38th Avenue east of Wadsworth Boulevard; and
- Desire to not 'cannibalize' existing retail at the Corners, the Ridge on 38th, and elsewhere throughout Wheat Ridge.

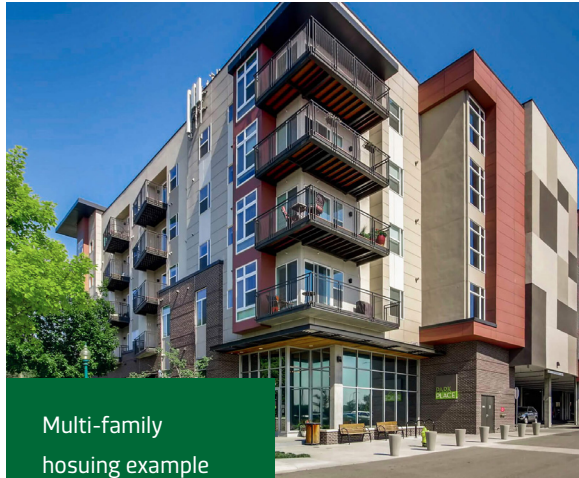
However, for the limited retail that is both viable and complementary to the potential mix of uses throughout the rest of the site, this development type is likely most appropriate along 38th Avenue with a concentration at the existing signalized intersection with Balsam Street/Lutheran Parkway

North. From there, the viability decreases as the use moves eastward or into the site. Moving into the site, a retail environment could create a sort -of 'main street' if paired with adequate redevelopment to ensure a high-enough density of residential, office or mixed-use that supports the retail and offsets a lack of visibility from 38th Avenue typically required for retail/restaurant users. Retail and restaurant uses should contribute to both the character of the site and the City's placemaking goals, and should not solely cater to vehicle traffic on 38th Avenue.



Higher Density Neighborhood

Given the height limitations tied to residential development (35-foot limit in both the City Charter and Zoning and Development Code), multi-family products will likely necessitate an amendment to the Charter to identify an area or areas where additional height is allowed. The area that the community identified as a most appropriate for additional height is the central area south of the Rocky Mountain Ditch (see Chapter 5: Detailed Recommendations and Considerations for additional descriptions). The density of these housing products are likely between 25 and 60 dwelling units per acre, though could



Multi-family
housing example



New multi-family
housing example

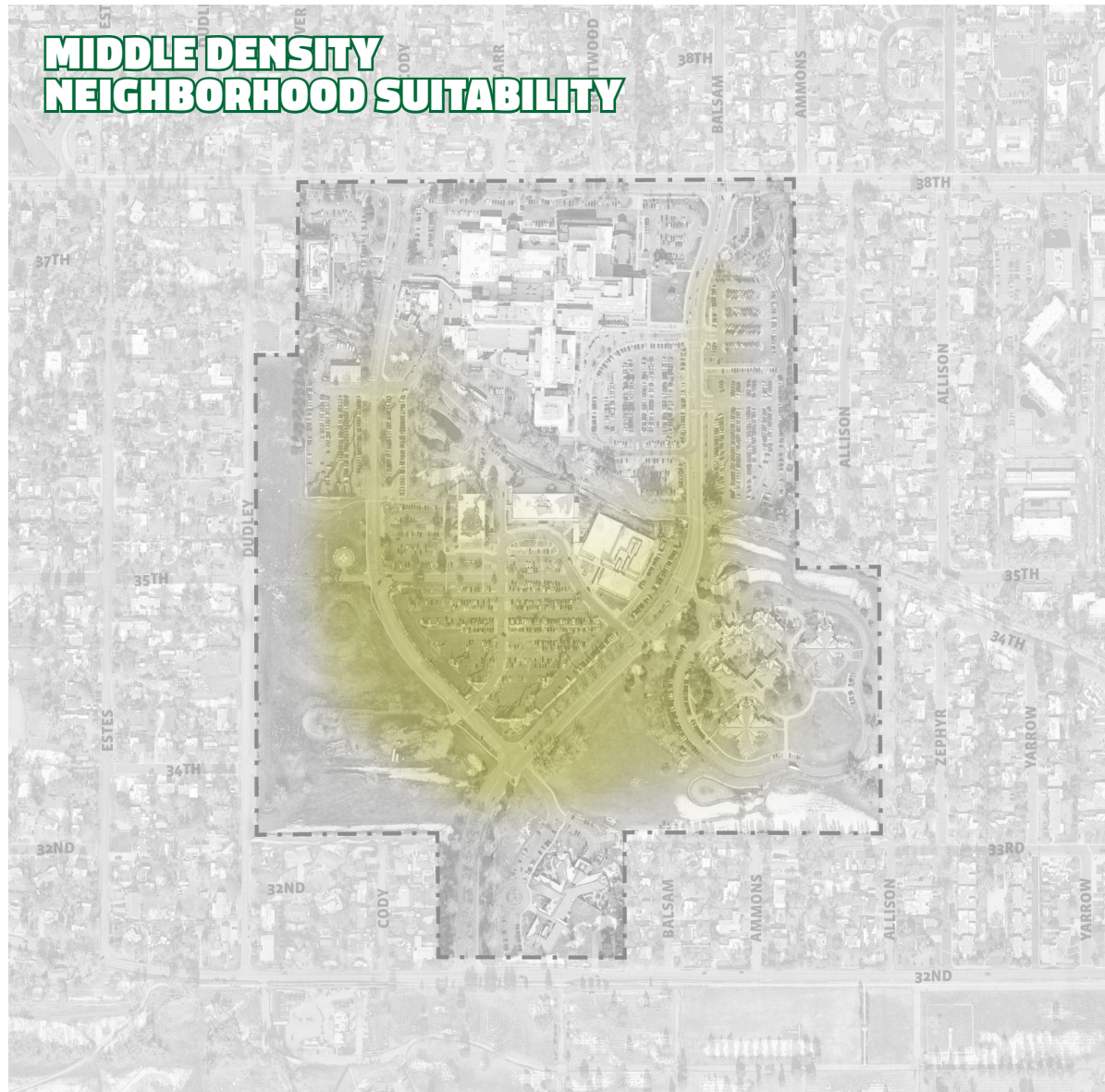


Active ground
floors in multi-
family housing

be higher or lower. The height limitation would not apply to adaptive re-use of the existing hospital where heights above 90' for the original 1923 hospital and 100' for the 2008 North Tower addition.

Along 38th Avenue, the engagement process revealed that there is limited support for higher density residential products unless they are set back from the right-of-way. Higher density residential uses should step up heading south and respect existing single-family neighborhoods. The one exception to this is the North Tower. Given the size of the North Tower (approximately 385,000 gross square feet, and over 100+' in height), this building

could likely provide between 350 to 400 new residential units if repurposed. Given the presence and scale of the North Tower, this has the potential to be a signature project that could accommodate a diverse range of multi-family house types, such as market-rate, affordable and senior housing.



Middle Density Neighborhood

Considering the emphasis placed on housing diversity, middle-density residential is an important and distinctly separate use designation. First, it can largely be achieved through existing residential height restrictions. Furthermore, it allows for a ‘wedding cake’ or tiered effect to be put in place to ensure adequate transitions between potentially denser projects at the center of the site, and lower density projects deemed most appropriate at the perimeter of the Campus. The density of these housing products is likely between 10 and 25 dwelling units per acre, though could be higher or lower.



This particular housing type, which includes mostly attached products such as smaller multifamily buildings, townhomes, duplexes and triplexes has the highest return on investment for any building type within the current zoning designations, City Charter restrictions, and the current real estate market. Through trade-offs (see Chapter 6: Implementation Strategy and Next Steps), this housing and neighborhood type can be part of a diverse mix of housing serving a variety of Wheat Ridge's housing needs, while not overwhelming the entire site. The Middle Density Neighborhood development type is most appropriate along the existing parkways, and primarily south of the ditch.





Lower Density Neighborhood

Throughout the entire engagement process, the provision of lower density residential units on the site received consistent support. This development type best reflects the adjacent development patterns in the largely single-family residential neighborhoods, and it provides new opportunities for those wishing the move to or remain in Wheat Ridge. Within a lower density neighborhood, there are many residential products that may be appropriate, from detached single-family homes and patio-products to other lower density attached homes. The density of these housing products is



likely between 5 and 15 dwelling units per acre, though could be higher or lower.

Given the existing single-family homes surrounding the site, the Lower Density Neighborhood development type is most appropriate adjacent to them. This is predominantly along the entire west and east edges of the site – along Dudley Street and backing up against the homes that front Allison Court and Zephyr Court (while not encroaching on the existing Denver Water easement in the southeast corner of the site which provides a buffer in and of itself).



Lower density
residential
examples



Parks, Plazas and Open Spaces

All development should integrate open space and placemaking. Beyond those project-specific improvements, larger parks, plazas and open spaces will be an important element in the reimagining of this Campus. The type and size of open space – be it a large scale, active park similar to Discovery Park, a community amphitheater, or small pocket parks and plazas – should be determined at the time of redevelopment in cooperation with the City. New parks and public spaces should serve both the existing community as well as the new development. The provision for these types of uses and spaces will require a significant investment and funding.



Amphitheater

Neighborhood
Park

Large Active Park

Not dissimilar to the Lower Density Residential products, new open space should serve multiple functions, not just in the provision of new park space, but in the creation of a physical buffer between existing residential neighborhoods and redevelopment on the site. As a buffer, these locations are most appropriate along the western edge (along Dudley Street), and along the eastern edge (primarily north of the ditch). Additionally, while the Rocky Mountain Ditch should maintain approximately 6 acres of water conveyance and buffer from new development, there is an opportunity to leverage the existing open space corridor by formalizing park and plaza space to augment the ditch greenway and connect via trails.



Small Plaza

Agricultural
Themed Park

SUPPORTING SYSTEMS

In support of the overall Development Framework, a more focused look at transportation and infrastructure was conducted to better understand further impacts of change. As previously noted, this Master Plan does not have a single, preferred concept. Without a singular program and layout, individual uses and densities are not assigned and therefore an analysis of a preferred direction for transportation and utilities cannot be performed at this master planning stage. However, in lieu of a preferred concept, an analysis can be performed of a hypothetical development possible within the Development Framework that would create the greatest infrastructure demands. In this case, the highest-intensity uses were identified across the site to determine the most intensive development outcome. This means uses were assigned in a hierarchical format based on how many vehicle trips they generate and how much water they demand. From that exercise, the analysis revealed the following:

Transportation Assessment:

This section describes the transportation assessment and recommendations for the Lutheran Campus site. It includes a future traffic analysis based on the land use conditions which are assumed to generate the most demand. It analyzes the need to improve the existing and 2045 transportation conditions entering and existing the site and provides recommendations to improve traffic operation and safety for vehicles, pedestrians, and bicyclists. In addition to this quantitative assessment for one specified land use scenario, this section provides general recommendations for consideration to improve the transportation circulation, efficiency, and comfort for all modes. These recommendations include operational improvements, internal circulation and site access enhancements, and Transportation Demand Management strategies.

Future Traffic Analysis

The future traffic analysis analyzes potential transportation impacts resulting from the redevelopment of the Lutheran Campus site. Potential redevelopment land uses were used to estimate future site generated trips. Since the land use plan for the site will not be finalized until it is

closer to redevelopment, this analysis took a “worst-case scenario” approach and looked at the maximum density of land uses that could be built on this site to determine the traffic impacts in this greatest density scenario. If the final development is ultimately less dense than the scenario analyzed, the generated trips would likely have less of an impact on traffic operations than what is shown in this report.

The future traffic analysis estimated what future traffic operations will look like in the year 2045 for the three intersections providing access into and out of the Lutheran Campus site:

- Lutheran Parkway West/38th Avenue
- North Lutheran Parkway/38th Avenue
- 32nd Avenue/North Lutheran Parkway

The future traffic analysis builds off of the existing conditions traffic analysis previously conducted. The existing conditions traffic analysis found that two of the three intersections operate acceptably (LOS C or better per City of Wheat Ridge standards) under existing conditions. However, the intersection of Lutheran Parkway West /38th Avenue currently does not operate at an acceptable level of service in both the AM and PM peak hours. For more details on the existing conditions traffic analysis and results see the Appendices for the full existing conditions transportation report.

Overall, a future redevelopment of the Lutheran Campus site is likely to have minimal impacts to traffic operations of the surrounding intersections. At the end of this section, potential mitigation strategies are discussed that the city or future developer could consider for the North Lutheran Parkway/38th Avenue intersection, which does not operate acceptably per City of Wheat Ridge Level of Service standards in both the existing conditions and future analysis scenarios.

Summary of Findings and Potential Mitigation Strategies

Under existing conditions (2021), 2045 Background Conditions, and 2045 Build Conditions, the intersection of Lutheran Parkway West/38th Avenue does not operate at an acceptable level of service in both the AM and PM peak hours per City of Wheat Ridge standards which require intersections to operate at LOS C or better. To be in alignment with City of Wheat Ridge standards, this intersection, and possible mitigation strategies, should be further studied to improve operations. Two possible mitigation strategies for the intersection of Lutheran Parkway West/38th Avenue that can be explored are:

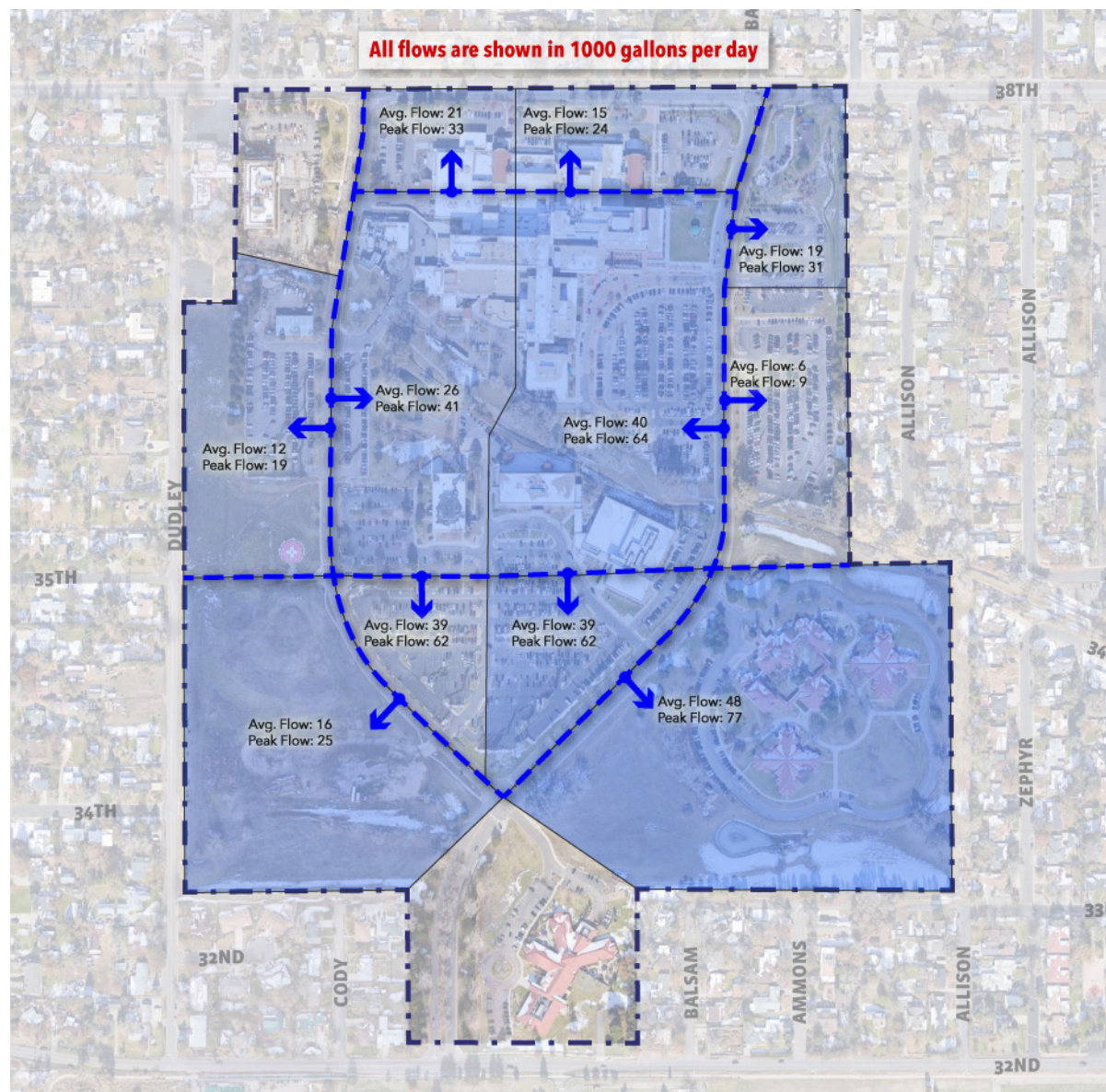
Making the south leg of the intersection right-in, right-out

- Restricting the south leg of the intersection to right-in right-out movements would eliminate all left turns into or out of Lutheran Parkway West as well as the northbound through and southbound through movements. Further study would be required to determine whether or not left turns in and out of Cody Street should be maintained. This mitigation strategy could improve operations by eliminating the movements causing delay on the south leg of the intersection. Right-in/right-out access at Lutheran Parkway West, which would shift left-turn access to North Lutheran Parkway, results in LOS E at North Lutheran Parkway without any changes to signal timing, LOS C if splits are optimized, and LOS B if the cycle length is optimized at a cycle length of 70 seconds. Compared to signalization, making the south leg of Lutheran Parkway West/38th Avenue right-in, right-out would likely be a lower cost mitigation strategy.

Signalizing the intersection

- Signalizing the intersection could improve the operation of the intersection because it would give the side-street movements a separate phase or phases, rather than cars having to wait for gaps in traffic on 38th Avenue. This would make being able to execute side-street movements at the intersection more reliable and therefore reduce the average delay of those movements. The peak hour signal warrant of the 2045 Build Conditions is met at this intersection.

Overall, a future redevelopment of the Lutheran Campus site, even with higher density land uses than are likely to be built, is not likely to have significant impacts on the traffic operations of the study intersections. The intersection of Lutheran Parkway West/38th Avenue is not operating acceptably under existing conditions and not estimated to operate acceptably under 2045 Background Conditions, so mitigation strategies to improve operations will likely be necessary with or without redevelopment of the site.



Infrastructure

Any new or relocated sanitary sewers would likely connect to 38th Avenue, similar to the existing condition. Connection to the sanitary sewer in 32nd Avenue may also be possible for the south end of the site, depending on the elevation of the existing main and downstream capacity (not currently known). New or relocated water mains would likely use the existing points of connection at Dudley Street, 38th Avenue and 35th Avenue. Connection may also be available at 32nd Avenue.

Estimate of Sanitary Sewer (SS) and Water (W) Demands - Based on Land Use

	SS Average Daily Demand (1000 GPD*)	W Average Daily Demand (1000 GPD)
Existing	201	252***
Full-Buildout**	224	280

- *GPD: gallons per day
- **Calculations are based anticipated highest use development, accounting for current market conditions. Maximum demands based on the most intense development allowed by zoning may be higher.
- *** This represents the calculated existing water demand, using the same methodology as the other demand estimates and therefore is directly comparable. However, the actual measured existing demand is lower suggesting the calculation method is conservative (see Appendix)

These estimates will be used to begin conversations with the applicable water and sanitary sewer districts about if any offsite utility upgrades may potentially be needed to serve the full buildout of the site. Final layout and sizing for onsite utilities would be developed through an Infrastructure Master Plan process by the future developer, to be reviewed by the City as part of future entitlement processes.

Water/Sewer Demands

Legend

 Lutheran Campus Boundary

 Water Sub-basins

 Sewer Sub-basin

 Water Mains

 Sewer Line

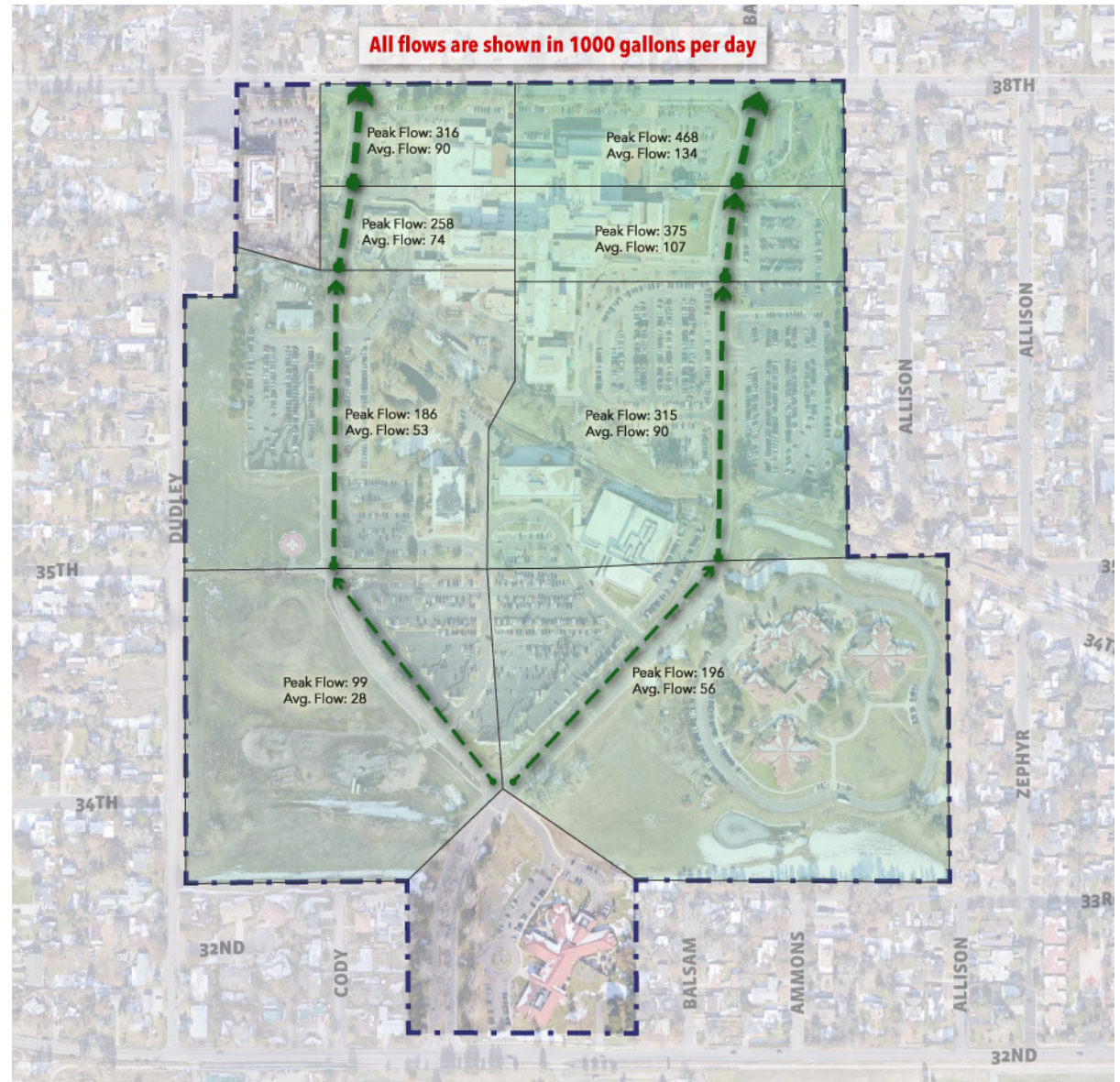
 Sub-basin Total


ASSUMPTIONS & NOTES - WATER

1. All flows are shown in 1000 gallons per day (KGD)
2. 185gpd demand was assumed for each dwelling unit in residential areas. 250gpd, 440gpd, and 250gpd for 1000SF of office, restaurant/retail, and civic use respectively.
3. A peaking factor of 1.6 was applied to the average flow to attain the peak flow.
4. Flows were calculated using sewer demand estimates with an applied estimate of 80% of water demand returns as sewer flow.

ASSUMPTIONS & NOTES - SEWER

1. 148gpd demand was assumed for each dwelling unit in residential areas. 200gpd, 350gpd, and 200gpd for 1000SF of office, restaurant/retail, and civic use respectively.
2. Flows are summed as the sewer flows from south to north.
3. A peaking factor of 3.5 was applied to the average flow to attain the peak flow.



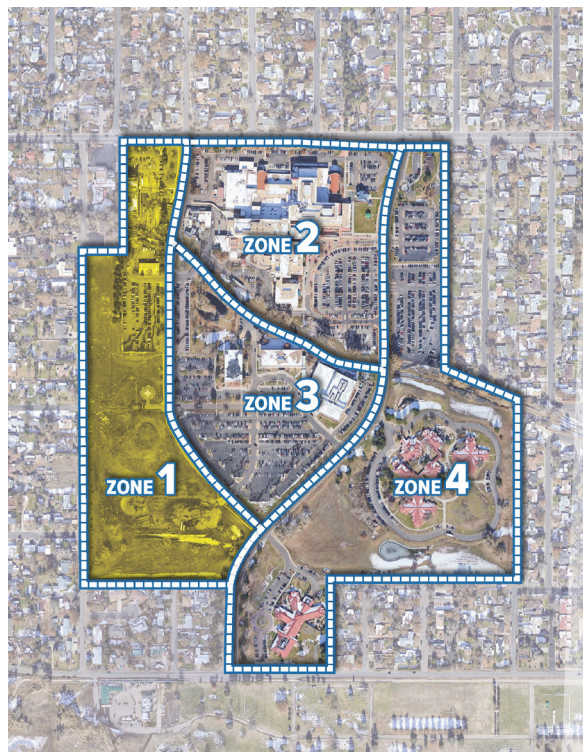


CHAPTER 5 **DETAILED** **RECOMMENDATIONS** **AND CONSIDERATIONS**

Within the overall Development Framework for the Campus, four primary sub-geographies or zones were identified through phase one of the engagement process.

Each zone was examined to better understand land use, connectivity, infrastructure and amenity implications at a more granular level. Within each zone, there are a mix of uses that are most appropriate to consider for future development and rezoning. Additionally, based on those future development patterns, there are a number of other factors to take into consideration.





While Chapter 4 outlined Development Types across zones, this chapter describes important considerations by zone which apply regardless of Development Type. Chapters 4 and 5 should be used together to assess any future zone change.

ZONE 1

Existing Conditions

Zone 1 is located on the western edge of the Campus, from 38th Avenue to approximately 33rd Avenue, and from Dudley Street to Lutheran Parkway West and is approximately 23 acres. This zone does not include the adjacent Wheat Ridge Evangelical Lutheran Church and their associated parking lot. Of the existing elements within Zone 1, the Foothills Medical Office Building, approximately 45,000 gross square feet, and associated parking will likely remain in place in their existing form and use, regardless of what may change elsewhere on Campus. The other elements south of the Rocky Mountain Ditch, include a metal storage building, surface parking, stalled construction pads and a helicopter landing site. Those elements are tied together by a remnant landscape berm along Dudley Street and overgrown vegetation that currently is concealing defunct, privately owned park elements.

Potential Mix of Uses

Given the proximity to the existing residential neighborhood west of Dudley Street, Zone 1 will have fewer intensive uses and primarily consist of

lower density residential units that are compatible with the surrounding single-family homes. The existing medical offices on the corner of 38th and Dudley will be preserved, and open space will be integrated into the site providing connectivity to other zones that provide more uses.

Urban Design and Building Form

With Lower Density Residential being the primary Development Type of the zone, single family homes (detached or attached), duplexes, triplexes, and other attached products will be constructed and building form should be compatible with the surroundings regardless of housing type. Walkability and connectivity to other zones and existing neighborhoods should be prioritized.

Multi-Modal Connectivity

With more intensive uses located in other zones, the site will offer safe bike and pedestrian routes so residents will not have to use vehicles to access amenities. Residents in this zone are more likely to own vehicles, so access to the major thoroughways around the Campus will be accommodated in a thoughtful way that minimizes impacts on existing neighborhoods.



Overgrown private
ball field



Stalled parking lot
construction

Community Desires and Benefits

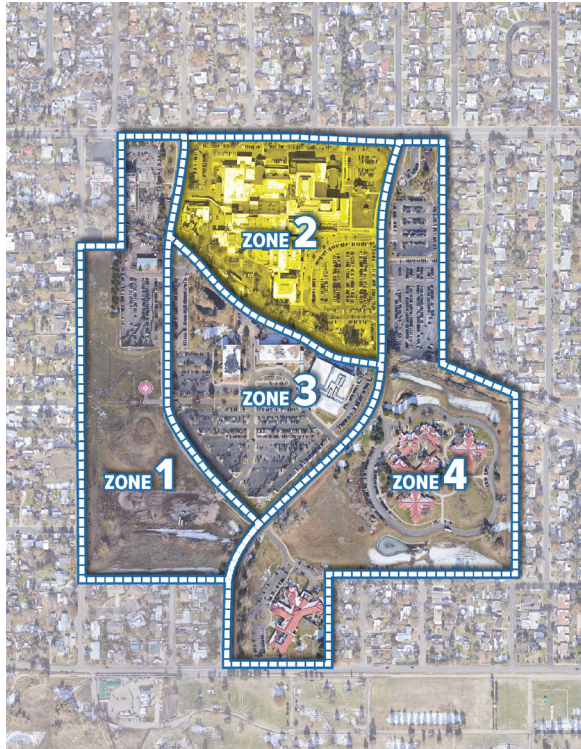
This zone will act as a buffer between existing neighborhoods and dense development in the center of the site, addressing community concerns about new development not being compatible and negatively impacting their properties. It also increases the probability that there are homeownership opportunities for families who want to live in new single-family homes.



Foothills medical
office building



Storage yard and
facility



ZONE 2

Existing Conditions

Zone 2 is located on the northern edge of the Campus, from 38th Avenue to the Rocky Mountain Ditch, in between the Lutheran Parkways, and is approximately 21 acres. The predominant use in this zone is the nearly one million square feet of

hospital operations. This includes both the original hospital, as well as the North Tower expansion in 2008. Other elements include the associated surface parking, medical office building #4, and the central utility plant. Of more historic significance and community interest, this zone also includes the Blue House, Chapel and old water tank. The majority of the operations in this zone will be relocating to the new medical campus at Clear Creek Crossing, and therefore, may be subject to notable change.

Potential Mix of Uses

With the community expressing interest in more intensive use of this area (as compared with Zones 1 and 4), Zone 2 can provide a mix of uses including community destinations, employment opportunities, and a diversity of housing. A distinguishing element of this zone would be the retail along directly Along 38th Avenue and the northern most section of Lutheran Parkway North.

Urban Design and Building Form

With denser, multifamily housing, office, civic uses, and retail concentrated in this space, a dynamic and vibrant public realm will be key to allow for an engaging experience for residents, workers, and

visitors. Buildings should be designed to maximize public access and circulation for pedestrians and provide amenities that encourage people to linger and engage with the space. Retail with an engaging ground floor and streetscaping will be key to encouraging foot traffic.

Multi-Modal Connectivity

With this zone directly fronting 38th Avenue, transit will be an important part of accessing this zone. Bike and pedestrian connectivity to adjacent areas, and within the site, will also be critical. Given existing traffic along 38th Avenue, vehicular access should still be prioritized to minimize congestion for drivers.

Community Desires and Benefits

Some strategic retail will be a key component for delivering additional community needs and amenities, particularly creating a walkable, main street environment. Access to the Rocky Mountain Ditch will be another key amenity to this zone. The concentration of civic uses also provides the opportunity to integrate facilities such as amphitheaters, libraries, and plazas for residents and visitors to enjoy.



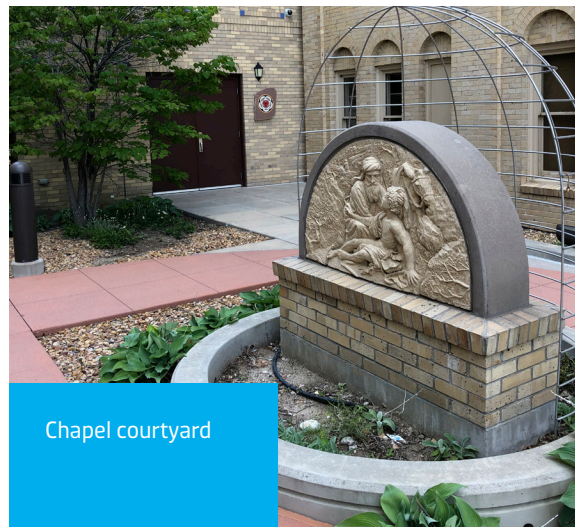
38th Ave, looking
East



Blue House

Historic Structures

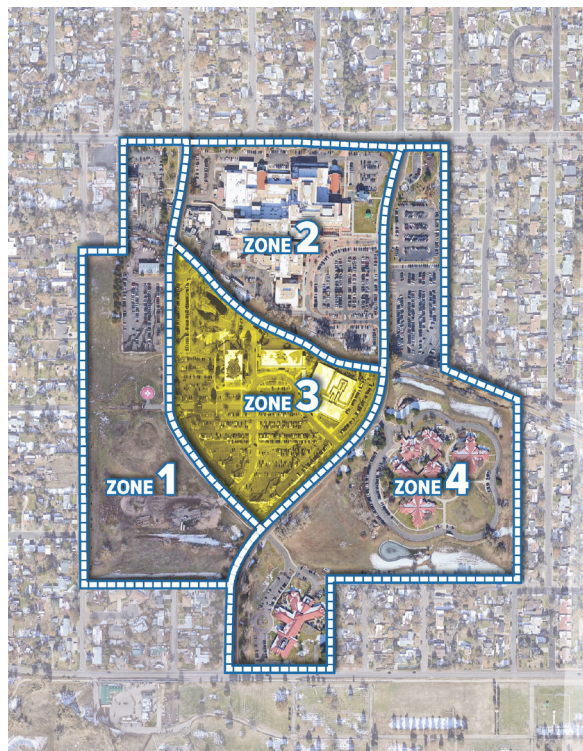
Unique to Zone 2 are the Chapel and Blue House. Through the engagement process, both of these facilities were identified as key community assets with historic value. Currently, neither facility is designated on the historic places register. Both the Chapel and Blue House should be targeted for 1) Preservation, 2) Rehabilitation, or 3) Restoration, assuming that other, adjacent development can offset the reduced return on the investment.



Chapel courtyard



Lutheran Parkway,
looking South



ZONE 3

Existing Conditions

Zone 3 is located in the center of the Campus, bounded by the Rocky Mountain Ditch on the north and between the two Lutheran Parkways on the east, west and south, and is approximately 17.5 acres. The predominant use or element in this area

is surface parking, accounting for nearly 60% of this entire zone. This parking largely supports the three medical office buildings (numbers 1, 2 and 3) also located in this zone. These three buildings are currently under a land lease with a real estate investment trust (REIT), Ventas. The future of these buildings will be determined by the REIT following an analysis of current and future operations in light of the hospital leaving this location. Other elements in this area include a smattering of art installations, detention ponds, and walking trails along the Rocky Mountain Ditch.

Potential Mix of Uses

As the central portion of the site, along with the community expressing the most interest for height and density in this area, Zone 3 accommodates the greatest diversity of development types including community destinations, employment opportunities, and a diversity of housing.

Urban Design and Building Form

With denser, multifamily housing, office, and civic uses concentrated in this space, a dynamic and vibrant public realm will be key to allow for an engaging experience for residents, workers, and

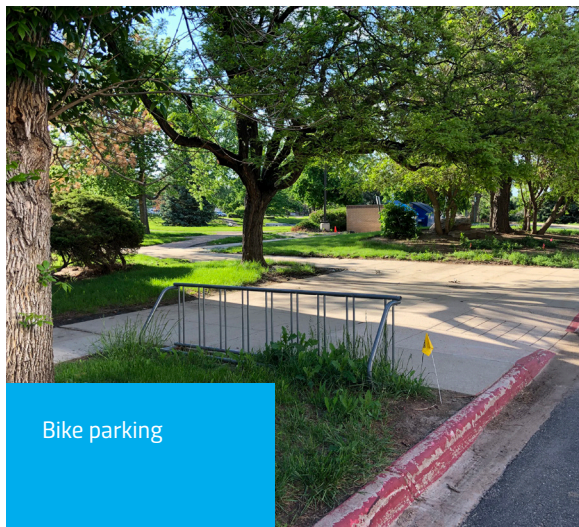
visitors. Buildings should be designed to maximize public access and circulation for pedestrians and provide amenities that encourage people to linger and engage with the space.

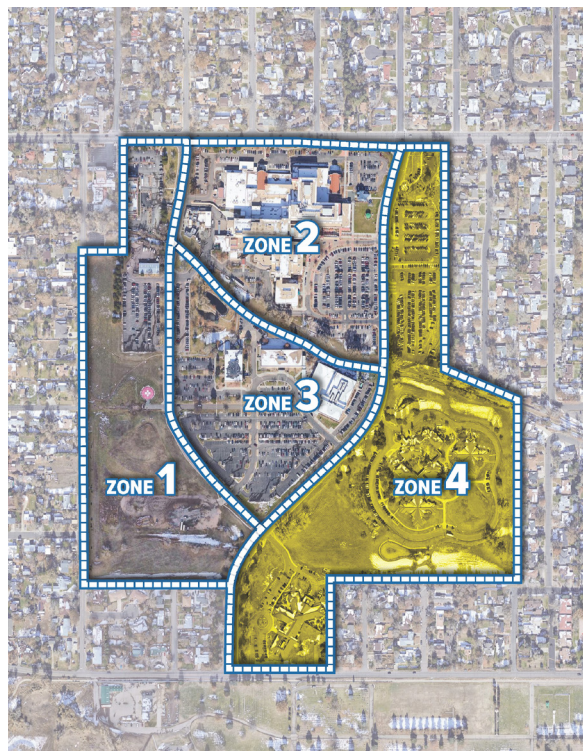
Multi-Modal Connectivity

Given the density of the zone, non-vehicular modes of transportation should be prioritized to minimize congestion on site. With transit stops remaining on the edge of the Campus, safe and accessible bike and pedestrian routes leading to this zone will be critical.

Community Desires and Benefits

The Rocky Mountain Ditch will be a key amenity to this zone. A potential concentration of civic uses provides opportunities to integrate facilities such as amphitheaters, libraries, and plazas for residents and visitors to enjoy.





ZONE 4

Existing Conditions

Zone 4 extends along the eastern and southern edges of the Campus, from 38th Avenue to 32nd Avenue, and from Lutheran Parkway to the existing single family residential along both Allison Court and Zephyr Court. A Denver Water easement

extends along the southerly eastern edge. Zone 4 is approximately 38.5 acres. In the south end, Collier Hospice, approximately 36,000 gross square feet, and its associated parking and access drive, total approximately 5 acres in size; they will remain in place in their existing form and function, regardless of what may change elsewhere on Campus. In the center of this zone, south of Rocky Mountain Ditch, the West Pines Behavioral Health facility will stay on the Lutheran Campus as SCL Health evaluates alternative options for locations and partners as mental health care is an integral part of SCL Health's commitment to the community. This plan contemplates a longer-term usage and does not suggest there will be any immediate change to the operations. The remaining area south of the ditch is comprised of large open fields and detention ponds. North of the ditch, most of the space is devoted to surface parking for the hospital, as well as the Bridges Health & Wellness facility.

Potential Mix of Uses

Given the proximity to the existing residential neighborhood along Allison Street, Zone 4 will have fewer intensive uses and primarily consist of the Lower Density Residential development type,

with dwelling units that are compatible with the surrounding single-family homes. The existing hospice center at the south end of zone will be preserved, and open space will be integrated into the site providing connectivity to other zones that provide more uses. There could also be retail along Lutheran Parkway and 38th Avenue, and some office use at the current West Pines location.

Urban Design and Building Form

With lower density residential being the primary use of the zone, single family homes, duplexes, and triplexes, and other attached products will be constructed. Walkability and connectivity to other zones and existing neighborhoods should be prioritized.

Multi-Modal Connectivity

With more intensive uses located in other zones, the site will offer safe bike and pedestrian routes so residents will not have to use vehicles to access amenities. Residents in this zone are more likely to own vehicles, so access to the major thoroughways around the Campus will be accommodated in a thoughtful way that minimizes impacts on existing neighborhoods.



Community Desires and Benefits

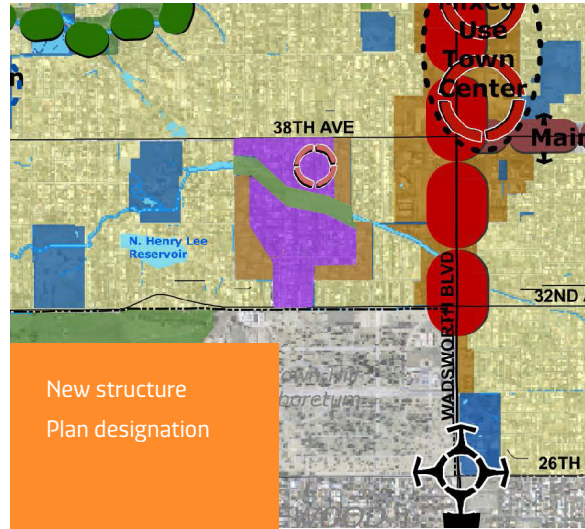
This zone will act as a buffer between existing neighborhoods and denser development in the center of the site, addressing community concerns about new development not being compatible and negatively impacting their properties. It also ensures that there are homeownership opportunities for larger families who want to live in new single-family homes. Retail will be a key component for delivering additional community needs and amenities, particularly creating a walkable, main street environment.



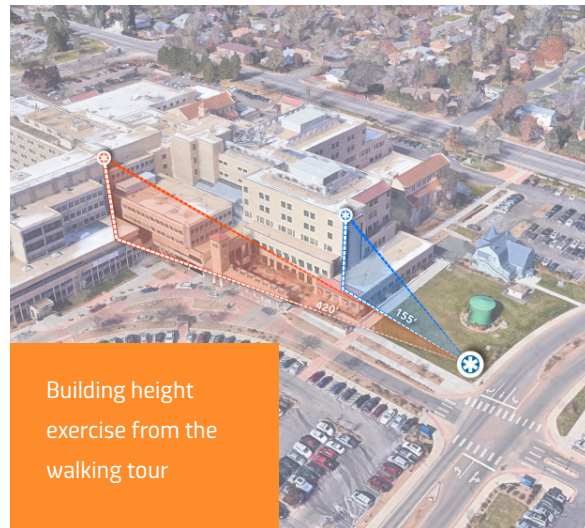
CHAPTER 6: **IMPLEMENTATION** **STRATEGY AND** **NEXT STEPS**



Eastern-most medical office building on campus, currently leased by Ventas



New structure
Plan designation



Building height
exercise from the
walking tour

PROCESS MOVING FORWARD

Chapters 1 through 5 have provided the background and description of a Development Framework from which SCL Health, the City of Wheat Ridge, and the larger community can be assured of several key tenets to redevelopment, while maintaining the necessary level of flexibility to respond to the needs of the community and the reality of market forces over a 15-20 year planning horizon. Moving forward, additional steps should be taken to ensure that the vision and recommendations from this plan become a reality.

Amend Envision Wheat Ridge

The first step to transitioning from the recommendations of this plan to an actionable step will be to amend the designations for this project area in the Structure Plan exhibit of Envision Wheat Ridge, the City's Comprehensive Plan. The Master Plan is adopted as an amendment to Envision Wheat Ridge.

Property Disposition and Re-Entitlement

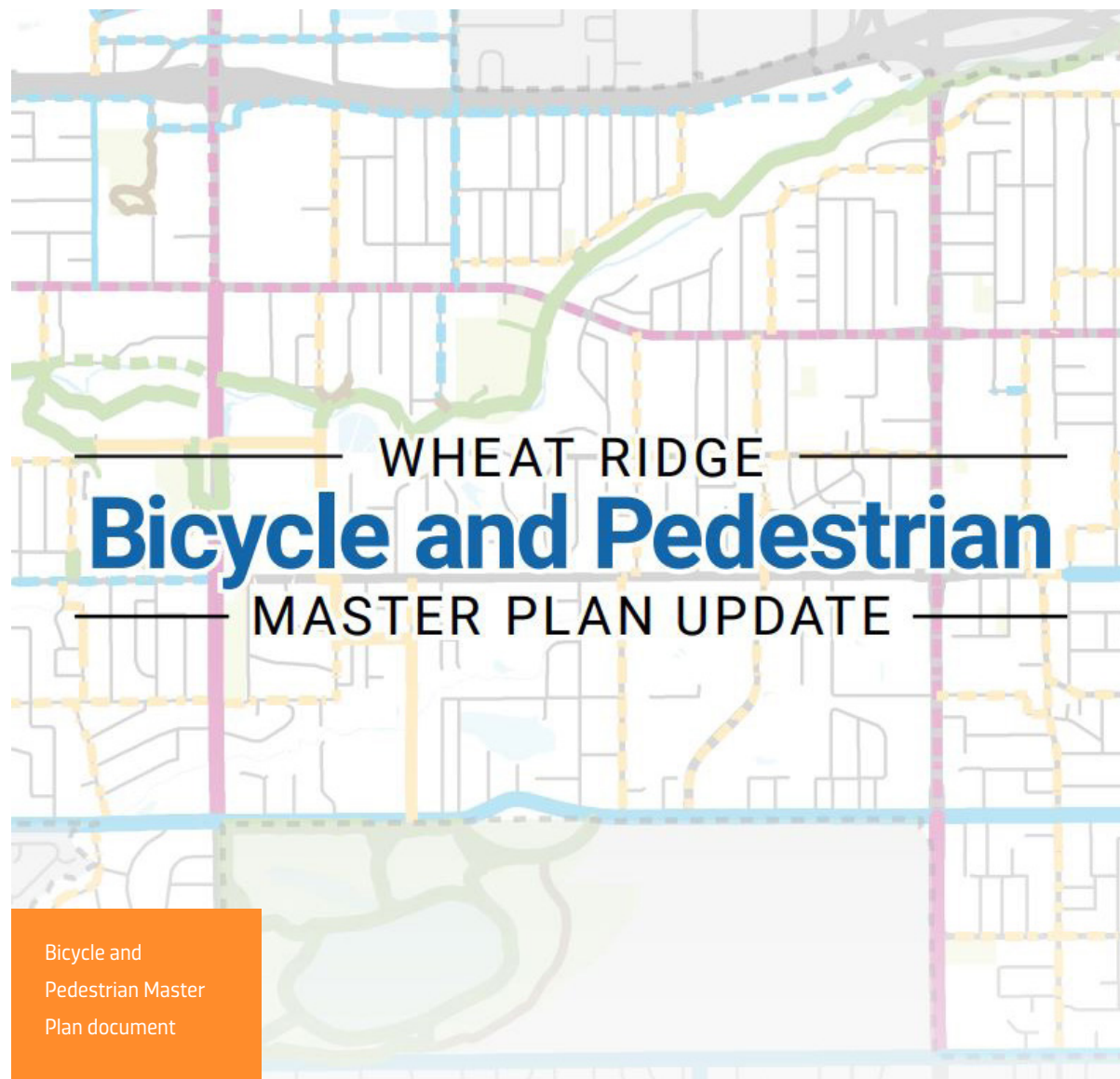
While the disposition of the property will ideally follow the formal amendment to Envision Wheat Ridge, in all reality, SCL Health may choose to dispose of the property at any point in time. However, following the disposition of the property to one or more owners, and following the formal amendment to Envision Wheat Ridge, it is anticipated that new entitlements and zoning designations may be required to satisfy the needs of a new development program. Chapters 3 and 4 of this document should provide adequate guidance from which Staff may review in reference to new development proposals.

Amendment to Charter

Through the process, there were a number of community- and civic-focused amenities and uses that were deemed highly desirable by the community. Given the lower redevelopment value of public uses and open space, a tradeoff may need to take place. The provision for these types of uses and spaces will require a significant investment and funding. Additional height above and beyond the 35-foot height limit for residential uses and 50-foot height limit for non-residential uses may be



Aerial of the
existing Lutheran
Legacy Campus



Bicycle and
Pedestrian Master
Plan document

required to offset the development with lower or no return. The two areas identified for consideration of increased height limits were Zones 2 and 3 (see Chapter 4 for more information). Both zones should be considered for additional height allowances.

In Zone 2, given the current hospital's height of over 100' and the lower elevation of this portion of the Campus, the City should explore a height amendment to allow mid-rise buildings. However, a buffer of no less than 35 feet should be maintained from the existing southern edge of the 38th Avenue right-of-way to maintain an average of distance of 125 feet between new potential development and the existing single family residential. In Zone 3, given the higher elevation (approximately 20-30 feet), the City should consider a height amendment to allowing buildings up to between 50-60 feet, or 4-5 stories.

While a charter amendment through a ballot question can extend the upper limit for development, other regulatory tools such as zoning and development agreements can outline the expectations for earning these heights, within the bounds of economic feasibility and are not overly prohibitive to redevelopment. Locating additional height and density in Zones 2 and 3 these areas should be paired with additional regulatory tools tied

to the provision of the community- and civic-focused amenities and uses. In other words, additional height should be tied to additional “benefit” for the community. Additional considerations for projects that could be linked to height amendments include:

- Additional fees based on a unit count/percent gross square feet for development in excess of the existing height restrictions;
- Community benefit agreements;
- Supplemental project-specific open space requirements above and beyond the existing code requirements; and/pr
- District-based fees.

Evaluate Creation of Urban Renewal Area

Above and beyond the challenges that height restrictions play in redevelopment, there will be financial complexity when determining how to fund redevelopment of or provision for adaptive reuse of existing structures, update and/or expansion of the utility and infrastructure systems, and enhancements of the public realm. In consideration of those challenges, the City should evaluate the creation of an Urban Renewal Area (URA), beginning with a Conditions Survey.

The Wheat Ridge Urban Renewal Authority, otherwise known as Renewal Wheat Ridge (RWR) is committed to improving the visual aesthetics and environmental aspects of the community, both concerns that have been noted in the engagement process given the infrastructural implications of redevelopment and the declining quality of the existing open space.

Additional Infrastructure and Sustainability Tools

Infrastructure Master Plan

In order to ensure that all developments within the site have adequate access and utility capacity (which will help ensure that no portion of the site remains undeveloped due to overly burdensome utility extension requirements), Low Impact Development (LID) practices, such as minimizing impervious surfaces, dispersing runoff and managing near the source (including the use of green infrastructure) should be used in the development of the Master Plan.

At a minimum, each of the Green Infrastructure (GI) techniques listed in the Utilities and Drainage Analysis Appendix should be evaluated for feasibility. This includes performing adequate survey and geotechnical investigation at the master plan level to be able to characterize the infiltration potential of the site and downstream storm drain constraints.

Sustainability

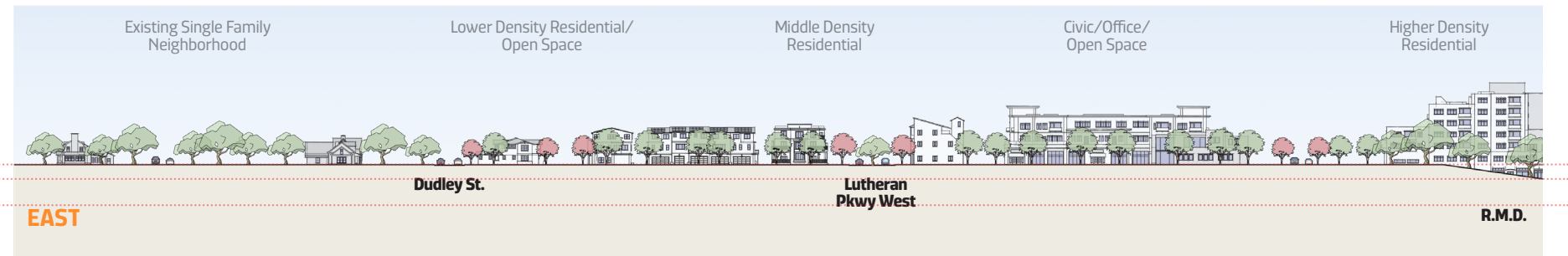
The City may encourage development at the site to obtain sustainability certification. Certification for vertical development may be at the individual building scale or master plan scale. LEED and EcoDistrict certifications are commonly used.

The most common infrastructure certifications are Envision and EcoDistricts. These would typically be pursued at the master plan scale but Envision can also be used for standalone Capital Improvement Projects.

HEIGHT STUDY

As noted in the previous 'Amendment to Charter' section, additional height above and beyond 35-foot height limit for residential uses and 50-foot height limit for non-residential uses may be required to achieve some of the community priorities. The

following site sections illustrate a hypothetical development pattern reflective of building heights that exceed the current height limits in Zones 2 and 3. These illustrations do not reflect an actual, proposed development.



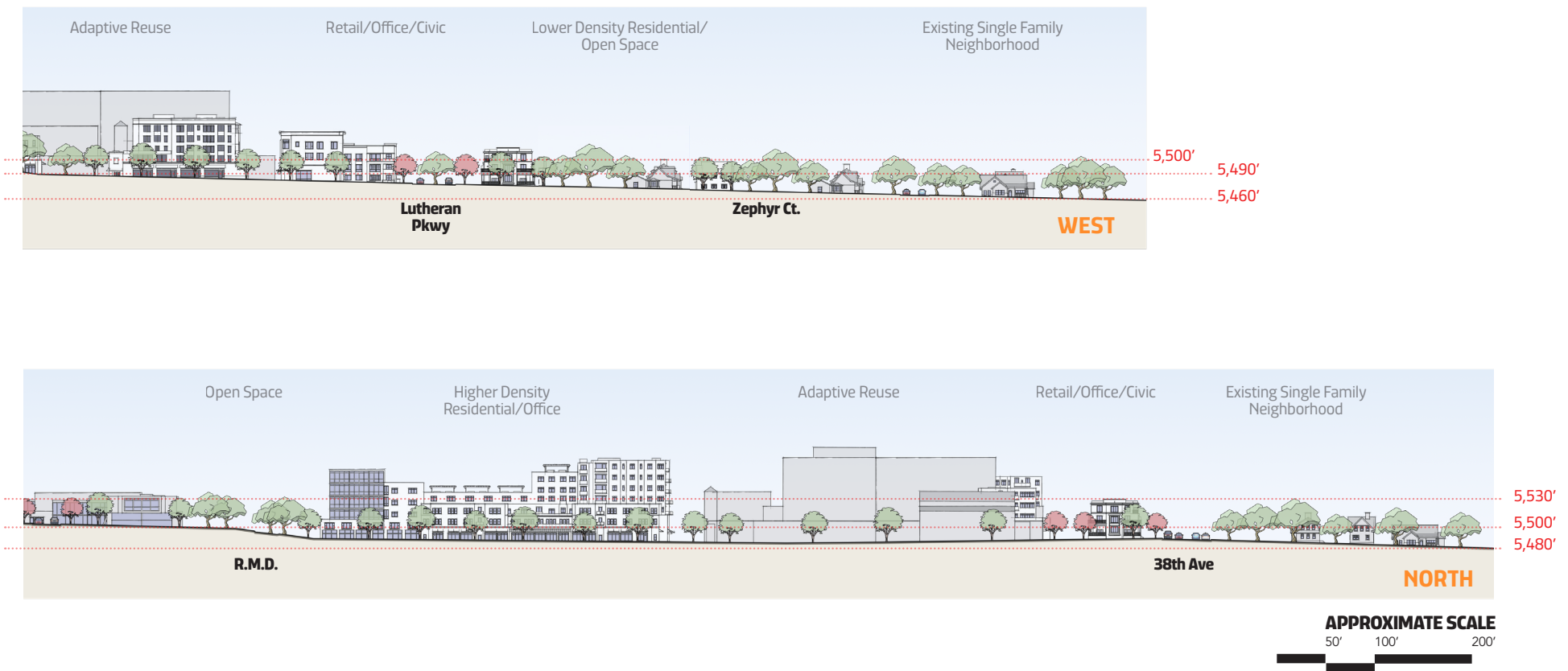
EAST/WEST

Potential Uses and Heights



SOUTH/NORTH

Potential Uses and Heights



MULTIMODEL CONNECTIONS, PROGRAMS, AND POLICIES

Internal Circulation and Site Access

Internal circulation of the site for people walking, biking, and driving will be important to ensure that people can move both through the site and to specific destinations efficiently and comfortably. This section also discusses site access, which identifies additional connections between the site and the surrounding transportation network. Increasing these connections will help provide access to the planned locally serving uses and create a street grid that fosters connectivity. This section describes the internal circulation and site access considerations for all the campus at large.

All Zones

- A fully connected and intuitive multimodal path and sidewalk network should be completed within the site. The existing site has an extensive path and sidewalk network with only a few missing gaps or substandard facilities; the first priority is to complete these missing gaps and upgrade deficient sidewalks with ADA (Americans with Disabilities Act)-compliant widths and curb ramps. Depending on the development patterns of the site, modifying the current path network to create a gridlike layout would be the next priority. This gridlike structure should provide more direct

access for people walking and biking, create a more intuitive experience, and provide users with more route options.

- For people biking looking for a more direct route, they may choose to bike on internal roadways rather than the path network. Given the forecasted volume and speeds on internal roadways, bike lanes are recommended. If vehicle speeds are greater than or equal to 25 mph or vehicle volumes are greater than 3,000 vehicles per day, a bike lane is needed to provide a low-stress experience for bicyclists.
- Depending on development patterns and the approach to site development, the existing internal roadways should either be maintained or re-envisioned. If the existing roadways are maintained, the previous recommendations regarding the path network identify opportunities for providing more of a street grid within the site. If internal roadways are relocated, they should be done so in a grid. This should create a more human scale, improve connectivity, distribute traffic, and improve walkability.

Considerations for Transit Oriented Development (All Zones)

Due to the site's location adjacent to RTD's Route 38, and potential future opportunities to increase the frequency of this route, finding opportunities to leverage transit is an important opportunity for future developments on this site. Developments near transit stops or stations that are designed to promote accessing the site via transit are called Transit Oriented Developments (TODs). TODs

consider both the completeness, ease, and comfort of walking and biking routes between the site and transit stops, as well as providing information and amenities that make riding transit accessible and convenient. TODs also include a mix of land use types on a site, so that once people arrive on the site, they can access different amenities they might need throughout the day without needing to drive. TODs provide many benefits including reducing the need for people to drive to and from the site, reducing the amount of parking needed on the site, and creating a comfortable environment for walking and biking around the site.

Transportation Demand Management (All Zones)

Transportation Demand Management (TDM) strategies are policies, services, and programs to encourage people to travel by walking, rolling, bicycling, using transit, or carpooling, rather than driving alone. Shifting travel modes away from driving alone allows existing infrastructure (like roadways, signals, and sidewalks) to operate more efficiently. TDM strategies are a cost-effective complement to infrastructure and help optimize available infrastructure and services and improve transportation options for everyone.

POTENTIAL FUNDING STRATEGIES AND FINANCING TOOLS

The Master Plan calls for the inclusion of community amenities that can support the redevelopment of the campus and the creation of a community gathering place. As well, the ultimate redevelopment of the campus will likely necessitate capital infrastructure investments from both the future developer and the city to achieve the vision for the area. To support the funding and financing of these amenities and infrastructure improvements, a menu of potential public financing tools has been created that the City of Wheat Ridge could establish. A description of each tool, including how it is established, its source, its benefits, its limitations, and its projected revenue are provided below. The purpose of this menu is to provide guidance on the tools the community is willing to explore in concert with the redevelopment of the site.

Tax Increment Financing

The use of tax increment financing (TIF) is a major tool that can be used to fund projects. Tax increment financing uses net new tax (potentially including property, sales and use taxes) generated by the development to fund public improvements that are needed and support the redevelopment. To use tax increment financing, the City of Wheat Ridge has two options. The first is the creation of an urban renewal area for the campus, which authorizes the use of TIF for the removal of blight conditions. The second is the creation of a Downtown Development Authority (DDA), which is authorized to use tax increment financing to support the revitalization of a community's central business district(s). A description of each approach and the trade-offs between each approach are described below.

Urban Renewal

Urban renewal authorities (URAs) are enabled by state statute, and the City of Wheat Ridge has an existing URA which is active in supporting development and revitalization in the community through its use of TIF. The URA can use tax increment financing to pay for eligible

redevelopment and public improvements costs associated with the project. TIF redirects the incremental property taxes from all taxing entities (including city, county, school district, and any special districts) from a new development within a defined urban renewal area to pay for eligible expenses including extraordinary costs for remediation and infrastructure.

Considerations – The City of Wheat Ridge has an active and engaged Urban Renewal Authority that has funded several projects in the recent past. The City's approach has been to use individual tax increment districts within in urban renewal areas to fund needs of specific projects. The application of the urban renewal area and use of TIF for the Lutheran Campus may necessitate the use of an area wide TIF district, with the tax increment clock starting in concert with the first major developments built on the campus. To use TIF, the City will have to perform a conditions study for the campus to document site conditions to justify the designation of the campus as an urban renewal area. Since most of the campus is owned by a non-profit, much of the site is exempt from property tax. The timing of creation of a urban

renewal area and the start of the TIF clock needs to be completed in concert with the sale/transition of the land to private ownership.

Downtown Development Authority (DDA)

A potential alternative to the use of TIF through urban renewal is the establishment of a Downtown Development Authority. A DDA is quasi-municipal corporation created to assist municipalities in the development or redevelopment of central business districts (CBDs). DDAs are established to promote development and redevelopment, and to finance improvements. There are existing DDAs in several Colorado cities.

DDAs are initiated and designated by a local legislative body (the City), and DDAs require approval by a majority of electors residing, owning, or leasing property within the district, which is a limited number of parties for the Lutheran Campus. A DDA can collect and levy ad valorem tax on property (up to 5 mills) for the cost of operations. It can also impose fees or charges for services and special assessments. The City can issue revenue bonds on

behalf of the DDA as well as utilize TIF. There can only be one DDA in a municipality.

Considerations— The use of a DDA for the Lutheran Campus may be a desirable alternative to the use of TIF through urban renewal for a few different reasons depending on if the needs of the campus necessitate the use of the added powers. First, a DDA can fund and serve as a place management entity for the campus master plan. Additional property tax mills can be used to fund the place management entity that could provide event/campus programming, safety and cleanliness services for the campus, and other operational costs. The key limitation is that DDAs are limited to CBDs, although the statutes do not define what constitutes a CBD. In the generic sense of the word, the CBD would apply to most commercial business districts and would only eliminate primarily residential areas from consideration. The DDA would not be able to leverage the residential development in the district for the operations components. A DDA may be a more desirable option if the campus becomes the location of major civic uses and additional employment/commercial uses.

Other Potential Tools

Below are additional public financing tools that could also be explored in addition to or instead of the use of TIF.

General Obligation Bond

The City can choose to seek resident approval of a bond to fund major capital improvements related to the campus. The City would dedicate future revenues to the City's General Fund or other dedicated revenue sources to repayment of the bond to upfront the funding and construction of the improvements. The use of a bond to fund improvements is most appropriate for the funding of large public improvements that serve the community as a whole and not just the residents/businesses and the surrounding neighborhoods. Examples of large projects include the construction of a new municipal center, community recreation center, performing

arts venue, and other similar community attractions that are too costly to be supported through the other tools described in this section and serve a wider audience that is city-wide or even broader.

General Improvement District (GID)

A general improvement district (GID) is a public infrastructure district that applies an additional property tax or assessment to a specific improvement area to pay for new public infrastructure (CRS 30-20-501). GIDs can be used to fund any public improvement or service the city is authorized to undertake or provide. It is commonly used to fund infrastructure facilities (such as roads, utilities, parking garages, pedestrian improvements, and/or storm water) in a defined district or subarea shared by or serving multiple development projects. A GID is initiated by petition of at least a majority of the owners of property in the district followed by publication, notice, and public hearings. A GID can levy a property tax (additional mill levy) to pay for the specified improvements. It can alternatively or additionally levy an assessment that would allow for a varied fee structure based on benefits received. Bonds can be issued to pay for up-front infrastructure costs. Although organized and managed by the City, a GID is a separate

governmental entity with its own board of directors and powers and duties. The city is not responsible for any debt. Issuance of debt requires a TABOR election. Also, any tax levy applies uniformly to all property owners in the district regardless of development status.

Considerations - A GID could be used to fund major public improvements that are needed for the campus that the project developer is unable to fund or to fund improvements that serve a more public purpose than just the facilitation of redevelopment.

Title 32 Metropolitan District (Metro District)

A Metro District is an independent special district formed to develop and/or operate two or more public infrastructure improvements and/or services such as roads, utilities, parks, or public parking. A metro district is most often created by a land developer (but requires the City's approval of the service plan) to apply an additional mill levy to future development to create a revenue stream to help pay for infrastructure costs or services. There is an industry practice of limiting the mill levy to 50, but there is no time limit on the duration of the district. Metro Districts are an effective financing tool for many development projects. There are several

Metro Districts in the City, including for a couple of residential properties and for the mixed-use development at Clear Creek Crossing.

Considerations - A Metro District could be enacted by the master developer for the project. It is atypical for a city to enact one, but it can be done. Ultimately, the Metro District is managed by an elected board of property owners and residents. Similar to the GID, a major consideration would be the impact on the operating costs (from increased property tax) for businesses and developments attracted to the campus. The use of Metro District is a good option to support the development and funding of public improvements or services that will primarily serve the future residents and businesses of the campus (e.g., library branch, public pool, small/pocket parks, school).

