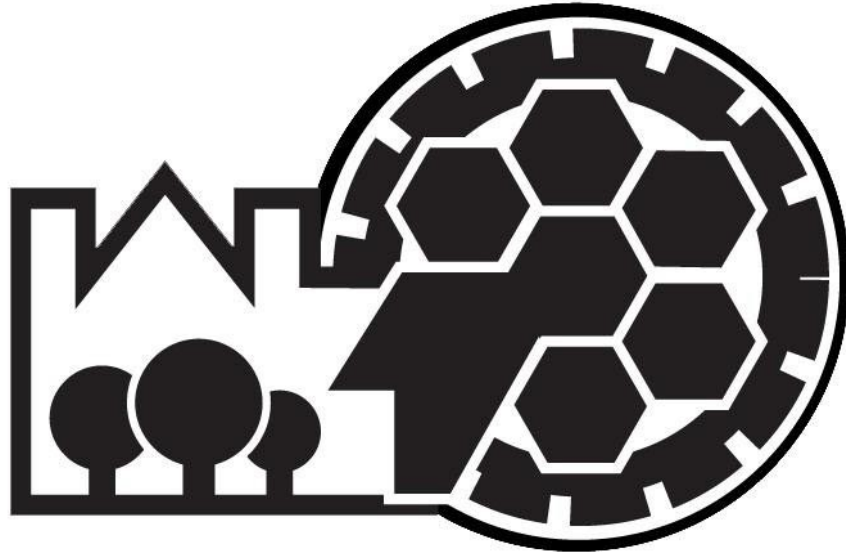


# WELBY: Where Deep Roots Grow



A **Neighborhood** Community Plan for Future Development

Prepared by  
Adams County Planning and Development Department  
and  
the Welby Community

November 2013

[WELBY SUBAREA PLAN DRAFT FEEDBACK](#)

[FROM](#)

[THE WELBY PROPERTY OWNERS ASSOCIATION](#)

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## Executive Summary

### Welby: Where Deep Roots Grow

~~–a~~ ~~Community Neighborhood~~ Plan for Future Development (Welby Plan) focuses on the urban, ~~business, employment, and~~ history ~~ie, the Welby Community of~~ ~~and important~~ southwest Adams County. ~~neighborhood of Welby.~~ The Welby Plan represents the product of hard work and innovative ideas for ~~both~~ how to build on existing assets, ~~transform idle assets, redevelop outdated asset, optimize underutilized assets,~~ ~~and reinvest~~ and maintain a vibrant community that attracts investments from both inside and outside of Welby.

### Why a Plan for Welby?

The 2012 Imagine Adams County, Adams County's comprehensive Plan, identified several areas for further planning and study –the Agricultural Tourism Study Area, ~~South of Brighton,~~ the Southwest Area (including Welby), and Federal Boulevard Corridor among others. Specifically, several potential issues and opportunities were identified in Welby through the Imagine Adams County planning process that required further discussion with area property owners, business owners, and residents. Working with the community, issues and opportunities were identified as well as the purpose for a plan:

- Detailed Existing Conditions Analysis
- More Refined Delineation of Future Land Use Mix
- Major Improvements and Planning Studies Integrate Clear Creek Trail System
- Review and Enhance Performance Standards as Needed
- Create a Community Common Vision
- Explore Opportunities for Civic/Cultural Attractions
- Revitalize Corridors and Gateways

### Planning Area

The core of the planning area ~~-(image);~~ is generally known as Welby. With approximately 3.7 square miles and almost 15,000 people, Welby is a unique ~~neighborhood~~ community with a diverse mix of land uses. The hard edges of Interstate 25 to the west, State Highway 224/Interstate 76 to the south are primarily agricultural and industrial uses contrasted by the residential areas north of 78th Avenue to 88th Avenue. Its two main corridors, Washington and York Streets provide north/south commuter travel but lack amenities that would attract travelers to stop and support the local economy.

## Welby Areas

Historically, Welby Colorado has always been considered to be the original 20-block town of Welby and the surrounding farmland in the river basin of the South Platte River. Welby Road was so named because it was the main road that led to the town of Welby from northern areas. The Welby boundaries used in this subarea do not correlate with this historical reference because they are derived from the US Census Bureau's definition of Welby as a CDP or census designated place.

Wikipedia defines a CDP as:

*"a concentration of population identified by the US Census Bureau for statistical purposes."*

*"CDPs are delineated for each decennial census as the statistical counterparts of incorporated places, such as cities, towns, and villages."*

*"CDPs are populated areas that lack separate municipal government, but which otherwise physically resemble incorporated places."*

*"The boundaries of a CDP have no legal status. Thus, they may not always correspond with the local understanding of the area or community with the same name."*

As the Welby subarea planning process progressed it quickly became apparent that the residential and nonresidential areas of Welby had uniquely different needs and issues. Some of the general issues are shared by both areas, particularly those relating to major traffic corridors, police protection and pedestrian safety in heavily traveled areas. Other issues such as parks, recreational areas and access to trail system are of reduced importance to the nonresidential area.

The residential areas of northwest Welby are mostly developed and will confront very few land use issues in the future. The nonresidential area has vast amounts of undeveloped or underdeveloped land so land use policy is very important and will have a profound effect on future values for the property owners in this area. These distinct differences necessitated and need to separate the two areas so each community could focus on the issues most important and relevant to their area. -

~~While Welby has diverse land uses, there are areas with predominant land uses.~~ Therefore, for the purposes of this plan, Welby has been divided into three distinct areas~~they are~~ identified as North, South and East Welby. (see graphic).

### North Welby (Purple Area)

The northwest area of Welby is predominantly residential with some neighborhood commercial along Washington Street. The majority of the Welby population resides here in a number of subdivisions. A major asset to this area is Rotella Park, just south of Coronado Parkway. This area is also adjacent to the Skyview campus just north of 88th Avenue in the city of Thornton.

### South Welby (Maroon Area)

The southwest area of Welby is primarily comprised of industrial and agricultural properties with some residential homes scattered throughout. [A one-block area from 77<sup>th</sup> avenue to 78<sup>th</sup> avenue is planned for mixed use neighborhood to provide a buffer between the mixed use employment area to the south and the urban residential area to the north.](#)

[What's left of the small scale farms in this area will soon be replaced by mixed use employment development. Lack of roads and infrastructure will challenge development in this area along with the unusually small size of land parcels and the limited availability of contiguous land plots of sufficient size that are owned by a single owner. These obstacles are not insurmountable to achieving the future development goals for this area but the south Welby subarea plan must preserve and protect the ability to use standard land use policies and regulations without additions to remain competitive in the area market.](#)

~~This area has seen a significant amount of zoning changes from agriculture to industrial. While residents in this area have expressed their affinity for this diversity in land uses, there are some concerns that such land use conflicts bring about some unwanted changes to the area, i.e. truck traffic, noise, etc. Although flanked by Washington and York Streets, this area lacks internal street connections or any collector street that could connect to these important arterials.~~

### East Welby (Green Area)

East Welby is comprised of many underutilized land [parcels](#) (primarily agricultural and some industrial zoned properties) and lacks street connectivity with the west side of Welby. There is great potential here for future development, especially with two future commuter rail station areas (72nd & 88th Avenues) on the North Metro commuter rail line within a half a mile away. [However, with the completion of the rail stations scheduled for 2018 it will take more than 5-years before land use markets in this area begin to witness a change. For this reason the subarea plan will preserve and retain the mixed use employment and mixed use neighborhood classifications for this area while reserving the right to amend the plan in the future if market conditions change.](#)

In addition, two important water bodies, Clear Creek and South Platte River, make up its southern and eastern borders, respectively.

### Neighborhood Planning

- Neighborhood Planning is important for several reasons:
- Important way for people to become involved
- Every place is different – variety of approaches
- Planning's overall purpose: guide what is built
- Seeks to guide both short-term and long-range improvements at local level
- A Plan helps prioritize investment decisions
- How does it inform to make things better?

## What Does a Plan Do?

### IT WILL:

- Allows the County to understand Welby's "needs and wants"
- Informs land development and decisions consistent with community's vision
- Marketing tool
- Protects and enhances the health, safety and welfare of residents and the county as a whole
- Market driven with community support

### IT WILL NOT:

- Won't raise taxes
- Won't take away property rights
- Won't affect current zoning and entitlements
- Won't cause the County to take property

Almost 1,000 people from the Welby community participated in community meetings, focus groups, and online outreach resources to help create and mold this plan. Many residents, [property owners](#) and business owners are passionate about making Welby a great place to live, work, [and visit](#), [and develop new business](#), and are prepared to do the work necessary to grow, develop and maintain its unique character. The plan is [both](#)-visionary, [realistic](#) and practicable as it offers strategies that:

- [Are based on qualitative data and predictable trends](#)
- [Provide standard land use policies for new development that are predicable, customary and well understood by the developer community](#)
- [Have been developed by the primary stakeholders from the three uniquely different Welby areas](#)
- [Reinvest in community assets;](#)
- [Attract investments from inside and outside the \[community neighborhood\]\(#\); and](#)
- [Explore opportunities that revitalize the community as a whole.](#)

The full plan provides graphics, narratives and statistics that provide a blueprint for Welby and the place it can evolve into as expressed by the community.

### **PURPOSE OF A SUBAREA PLAN**

1. Complete a more detailed analysis of the area, which would include:
  - [Inventory of agriculture, residential, commercial and industrial uses](#)
  - [Inventory of assets and constraints](#)
  - [Inventory of infrastructure \(roads, sidewalks, water, sewer, etc.\)](#)
2. Identification of development trends
3. Preparation of a new land use plan which demonstrates which land uses should be allowed or permitted in certain areas

## COMPLIANCE

Compliance with the Welby subarea plan is voluntary and planning staff is required to inform all zoning and permit applicants that the plan does not have to be complied with unless the applicant chooses to comply with all or part of the plan.

### Planning Principles

The community neighborhood planning process was guided by values and principles discussed and decided upon by the Welby community. Through many outreach efforts, the community identified its needs and wants and informed the specific priorities and action steps outlined in the plan. These principles are as follows:

- Recognize and honor ~~Preserve and advance~~ Welby's History and Legacy
- Empower Current and Future Generations of Property Owners, Business Owners and Residents
- Build on the Community's Pride and Deep Roots
- Invest in Current and Future Infrastructure Needs

### Community Assets

Less than ten miles away from downtown Denver, Welby is strategically located near major transportation routes (I-25 & I-76)

~~South and East Welby cover 2.25 square miles and have 520 acres of Industrial land, 67 acres of commercial land and 500 acres of farmland. The farmland seems to be surpassing its useful life and is ready to be transformed into diverse mixed use employment and mixed use neighborhood applications. This area also has undeveloped Industrial and Commercial zoned property that will become available when market conditions improve.~~

By 2018 East Welby will have access to two commuter rail stations on the North Metro Line (72nd & 88th). With a Denver mailing address, lower taxes, excellent highway access, and available land, South and East Welby is one of Denver's premier industrial expansion zones.

Note, North Welby should contribute a narrative to this section about their area

~~With a diverse mix of land uses, Welby features some of the last agricultural lands in the metro-Denver region, close proximity to recreational amenities (Clear Creek and South Platte River trails), and many development opportunities. By 2018, Welby will also have access to two commuter rail stations on the North Metro line (72nd & 88th Streets.)~~

## Strategic Plan Goals

Seven core goals surfaced from the planning process completed since early 2013 as depicted below and discussed in greater detail in this neighborhood plan.

1. Economic Development: Develop a strong business community that encourages residential and neighborhood commercial development in North Welby, and commercial and industrial development with limited residential in South and East Welby. ~~that is appropriate to the Welby area~~
2. Environmental: Seek to create a greener and healthier environment
3. Historical & Cultural: Honor Welby's rich agricultural past and create and promote a culturally enriched environment
4. Infrastructure: Provide for the safe, efficient, and cost-effective movement of people, goods, and services that will promote growth in the community.
5. Public Safety: Maintain a safe neighborhood and business community environment
6. Recreation, and Open Space, and Agriculture: Provide a variety of recreational opportunities for North Welby Residents and, preserve open space where land owners are willing to voluntarily sell, and utilize agricultural areas for educational and economic prospects
7. Vibrant North Welby Neighborhoods: Support a resilient community rich in different ages, incomes, and household types, and promote distinctive and attractive neighborhoods with a strong sense of place that sustains the vision of Welby
8. Vibrant Business Community – Provide a business friendly culture that embraces new development from a diverse markets using the unrestricted and predictable standard land use policies that are employed throughout the county for mixed use employment and mixed use neighborhood categorizes.

## Next Steps Toward Plan Implementation

In the beginning of all planning processes, it is not always clear to ~~residents and~~ residents and businesses what a plan is for and why it is needed. ~~After~~ If the Welby Plan is adopted by the Adams County Planning Commission, and ratified by the Board of County Commissioners, it will become officially a part of the County's comprehensive plan (Imagine Adams County) and will assist in supporting the following:

- Fundraising: help to secure grant funding for projects identified in the plan
- Grass-Roots Organization: help neighborhood organizations, property owners association and businesses to come together and officially form grass-roots organizations (~~i.e. neighborhood association, business trade organization, etc.~~) with a unified voice and common vision for the good of Welby
- Plan Integration: help to inform the County of the residential neighborhood's and property owner's needs so as to collaborate with other existing plans and leverage resources



- Creating Implementation Partnerships: help to work together with other public agencies, County departments and local organizations to get things done
- A Clear Prioritized Agenda for Change: help to clarify what will and will not happen in Welby based on community direction

## INTRODUCTION

### A. Basis for the Plan

The Welby area is 3.7 square miles and is generally located north of I-76, east of I-25, south of 88th Avenue, and west of the South Platte River. Within the 2012 Adams County Comprehensive Plan (Imagine Adams County), Welby is identified as an area with a diverse mix of uses that includes single and multifamily residences, commercial businesses, agriculture, and industry.

*The ~~is~~ Welby area's diverse ~~sity~~ mix of uses and eclectic character is valued by area residents and reflects its unique history. ~~;~~ However, as the diversity of uses in the area has increased over time, conflicts between different uses, ~~;~~ such as conflicts between the ~~(~~residential neighborhoods and ~~industrial)~~ industrial operations ~~-~~ have emerged. Moreover, the mixed-use nature of this area has led to a lack of clarity and predictability in terms of what is envisioned and permissible in terms of existing and future land uses. The older nature of this area also means that infrastructure is aging and there are opportunities to address some of these deficiencies as future development and redevelopment occurs.<sup>1</sup>*

**Note: when quoting the 2012 comp plan make sure it is correctly quoted and footnote the source**

In 2005, The Southwest Adams County Framework Plan was adopted by the County and provides foundation for future planning and development in southwest Adams County. It identifies ten potential future planning areas and three major corridors (Federal Boulevard, Pecos Street and Washington Street). Of the ten areas, four have plans or are being developed: Berkeley Neighborhood (2008); Perl Mack/Goat Hill (ongoing); Welby and Federal Boulevard (presently).

From the work completed in both the Southwest Framework Plan and Imagine Adams County, Welby is recognized as an area with many strengths and opportunities, but also issues that need to be explored further. Policy 14.4 of Imagine Adams County specifically states, ~~"Promote Reinvestment and Reduce Land Use Conflicts—Encourage reinvestment in the Welby area and minimize conflicts between existing and future uses as development occurs over time." Strategies to support this policy include: completing a Subarea Plan, continuing to make public infrastructure improvements to enhance the image of the Welby area, and continue to utilize performance standards for nonresidential uses to avoid impacts on surrounding residential uses.~~

**POLICY 14.4: PROMOTE REINVESTMENT AND REDUCE LAND USE CONFLICTS**

Encourage reinvestment in the Welby area and minimize conflicts between existing and future uses as development occurs over time.<sup>1</sup>

<sup>1</sup> [2012 Adams County Comprehensive Plan](#)

## Strategies

**14.4.a. Subarea Plan**—Collaborate with residents, property and business owners, service providers and stakeholders to develop a clear vision, supporting policies, and implementation strategy as part of a subarea plan for the Welby area. Explore each of the issues and opportunities identified above as part of the subarea plan process and others as appropriate.

**14.4.b. Public Infrastructure Improvements**—Continue to make public infrastructure improvements—such as installing curbs and gutters, incorporating sidewalks where they are currently lacking, improving roadways, pedestrian/trail connections, and park facilities—to enhance the image of the Welby area and improve the health and quality of life of area residents and business and property owners.

**14.4.c. Nonresidential Use Standards**—Continue to utilize performance standards (e.g., noise, odor, vibrations, air quality, landscape buffering.) for nonresidential uses to avoid negative impacts on surrounding residential uses. Review and revise performance standards as needed to address issues such as traffic mitigation, hours of operation, and others that emerge from the subarea planning process.

Also as important is for residential uses to be located in areas where they will minimize conflict and avoid negative impacts on surrounding business uses. ~~i.e., low income multi residential units.~~

**NOTE: THIS SECTION HAS BEEN DELETED BECAUSE APPEARS ON PREVIOUS PAGES**

## B. Planning Area

~~The Welby area is generally located north of I-76, east of I-25, south of 88th Avenue, and west of the South Platte River. Residential areas are primarily located north of 78th Avenue, while to the south most parcels are agricultural and light industrial. Clear Creek and the South Platte River hug the southern and eastern boundaries respectively. Major regional transportation routes (I-25, I-76) are in close proximity as well as SH224 which runs along its southern boundary.~~

## C. Planning Principles

~~The neighborhood planning process was guided by values and principles discussed and decided upon by the Welby community. Through many outreach avenues, the community's feedback identified the needs and wants of the community as well as informed the specific priorities and action steps outlined in the plan. These principles are as follows:~~

- ~~➤ **Preserve and advance Welby's History and Legacy**~~
- ~~➤ **Empower Current and Future Generations of Residents**~~
- ~~➤ **Build on the Community's Pride and Deep Roots**~~
- ~~➤ **Invest in Current and Future Infrastructure Needs**~~

## D. Next Steps Toward Plan Implementation

In the beginning of all planning processes, it is not always clear to residents and businesses what a plan is for and why it is needed. After the Welby Plan is adopted by the Adams County Planning Commission, and ratified by the Board of County Commissioners, it will become officially a part of Imagine Adams County and will do the following:

- Fundraising: help to secure grant funding for projects identified in the plan
- Grass-Roots Organization: help neighborhood organizations and businesses come Together and officially form grass-roots organizations with a unified voice and common vision for the good of Welby
- Plan Integration: help to inform the County of the neighborhood's needs so as to collaborate with other existing plans and leverage resources
- Creating Implementation Partnerships: help to work together with other public agencies, County departments and local organizations to get things done
- A Clear Prioritized Agenda for Change: help leave the guess work out of what will and will not happen to Welby—the Community will drive the direction of its future

## E. Role of Community and Adams County

Throughout the development of the Welby Plan, the County, in conjunction with the Welby community, worked together to guide the planning process and identify issues, set goals and priorities, and reviewed suggestions made by the County based on the feedback it received from the community. The ultimate goal from the beginning of this project was to create a plan that would guide [business](#) development, revitalize neighborhoods, and strengthen the local economy.

In addition, the planning process for the Welby Plan created closer working relationships between the community and the following organizations:

- Community Enterprise, a non-profit organization leading the Live Well South Adams County Initiative who offered childcare services during the community meetings
- FRESC, a non-profit organization ~~who~~ [that](#) allowed the County to borrow its translation equipment for community meetings
- Adams County Neighborhood Services – sponsored healthy snacks and supplies for community meetings
- Adams County Sheriff's Office – supported and attended community meetings
- Mapleton School District – offered their facilities throughout the planning process

## THE PLANNING PROCESS

Note: THIS SECTION HAS BEEN REMOVED FOR THE PURPOSE OF EDITING

If the planning process sections needs to be included in the final document it should be an appendix

## EXISTING CONDITIONS

### A. History

## THE EARLY YEARS

Welby dates back to 1889, when the first settlers traveled west seeking gold and new opportunities. In 1909, the 20-block town was officially laid out by the Denver-Laramie Realty Company, a subsidiary of the Denver, Laramie and Northwestern Railroad, and named after its first Vice President, Arthur E. Welby.

In 1912, Assumption Church was dedicated at 78th Avenue and York Street. In 1916 its first parish house was built by Henry Cline who back in 1884 also built The Cline School. This four- room schoolhouse, located across the street, was made possible after a land donation by railroader David Moffat. The School served the Welby area until 1955 when school districts were consolidated and students were transferred to the new Lucy Auld School near 78th Avenue and Washington Street. By 1920, approximately 300 Italian families lived in Welby.

Farming was the primary industry for Welby up to 1960. The farms from this period were small-scale farms commonly known as "market farms or small-scale truck farms". Welby's 480 remaining farm parcels only average 2.9 acres in size, but this was ideal for the agricultural implements and equipment available at this time and manual harvesting methods.

High shipping costs to bring produce into Denver from other regions gave locally grown produce a competitive advantage. Welby enjoyed 60 years of prosperity from farming until new highway systems and modernized transportation equipment made it possible to ship produce from regions around the US that could provide fresh produce year around at much lower costs. This evolution marked the beginning of the diminished demand for small scale farming, not only in Welby but throughout the United States.

In 1923 Welby farm families formed the Vegetable Producers Cooperative Association or the Garden Association - one of the first attempts at co-operative vegetable marketing in Colorado with a primary objective to ensure fair prices. Another early grass-roots organization was the Welby Community Improvement Association (1937), which made improvement recommendations to the Board of County Commissioners.

~~Due to the high costs of freighting goods from the east, Welby settlers secured water rights from Clear Creek for irrigation purposes. This made Welby not only a desirable place to farm, but its vegetables were widely known. To ensure fair prices, farming families formed the Vegetable Producers Cooperative Association or the Garden Association in 1923—one of the first attempts at co-operative vegetable marketing in Colorado. Another early grass-roots organization was the Welby Community Improvement Association (1937), which made improvement recommendations to the Board of County Commissioners.~~

## THE TRANSFORMATION YEARS – South and East Welby

After 1960 the farmers in South Welby needed to find other ways to make a living from their agricultural land. By building and leasing commercial, industrial, warehouse and storage facilities on their land many property owners once again achieved financial security. Other farmers learned new skills and built new businesses on their land, achieving success with trucking, construction services, greenhouse operations, distribution services and much more.

Today, most of the agricultural business sector in Welby is greenhouse operations that have evolved over the past 70 years. Welby is home to several large scale greenhouse operations that use mechanized processes to germinate and grow plants from seeds and cuttings. Wholesale plants are shipped locally and throughout the US and Canada at various stages of maturity to correspond with the growing seasons in different regions. Plants are also sold retail through storefronts and through online websites.

The remaining agricultural sector in Welby is what remains of the small-scale farms from the early 1900's. This type of farming produces little financial benefit for the property owner or the contract farmer who grows the crop. Today it is financially impossible for an investor to purchase Welby land, acquire water rights, grow and harvest crops on a small scale and achieve a return on investment. The primary motivation for current landowners to continue cultivating this land is that it helps to pay taxes, keeps water rights active and it eliminates the need to control weeds on what would otherwise be dormant land.

It is becoming progressively more difficult to find contract farmers who own equipment small enough to work these small parcels and who consider the economic benefits worth their effort. Landowners will soon be faced with choosing the lower cost of either paying a contractor to plant crops or paying a contractor to control weeds on dormant land, marking an end to this chapter of Welby's history.

As the farm economy declined the younger generations in Welby and Mapleton (south of Welby) moved to surrounding areas with newer residential neighborhoods, more plentiful jobs, and a fully developed selection of residential amenities and services. Over time South and East Welby have become less desirable for residential living and Websites like Zillow.com indicate very few residential property transactions in recent time. Recent trends indicate a decrease in owner-occupied residential property many of which are now being rented.

The tradition of Welby farmers who lived and worked on the same plot of ground along with several generations of their family is still alive today but on a much on a smaller scale. Leveraging the flexibility of mixed-use zoning a few Welby families continue to enjoy the convenience of building new homes next to industrial property and new business operations next to their homes.

Starting in the early 1960s Adams County began warning property owners who applied for residential building permits that "this area seems to be going industrial and that they should consider this and possibly look for a more appropriate location for a new home". Those that did choose to build new homes did so because they concluded that the benefits of living next to their work far outweighed the negatives of living in an industrial area. This land use flexibility is very unique and should be preserved as a valuable and historic attribute that will attract new development from owners looking for the flexibility to build new homes and businesses next to each other without extra restrictions.

The Northwest portion of Welby is the highland area of Welby that sits above the floodplain of the South Platte River. This land is unsuitable for farming and has always been more affordable and better suited for urban residential development. Today, 96% of all the housing structures in Welby are located in North Welby on land that represents less than 38% of Welby's total 3.7 square mile area.

Note: this data will be confirmed after receiving the data request from the county

~~Up until 1960, Welby was the biggest vegetable producer in Adams County. With the completion of the Valley Highway (today I-25) in 1958 and later I-80S (today I-76), the area started transforming from farming to housing and new industry.~~

~~Over the years, Welby has become one of the most diverse communities in Adams County. While it still has some small farms that continue agricultural operations, Welby is also a strong source of commerce due largely in part to its central location and access to major regional roadways.~~

## B. Demographics

According to the 2010 U.S. Census, Welby is a Census Designated Place with a population of almost 15,000, representing 16.6% of the population of unincorporated Adams County. The median age is 30.7 years, which is 2.3 years younger than Adams County as a whole. Almost 30% of the population is under 18 years, and less than 10 % is over 65 years (Appendix A - Demographics).

## C. Housing

According to the 2010 U.S. Census, Welby has 5,352 housing units in its 3.7 square miles giving it a population density of 4,018.9 people per square mile. There are 5,045 households, and of these 68% are owner occupied, 26% are rented, and 6% are vacant. The average household has 2.85 persons with a per capita income of \$18,628 and a median home value of \$143,500. This is considerably lower than the median home value of \$196,100 for the County.

[South and East Welby are the nonresidential areas of Welby with only 190 housing units or 3.5% of the total 5,352 in Welby. By contrast, this area has 1,441 acres of land \(2.25 square miles\) representing 61% of the total 3.7 squares miles in Welby as a whole.](#)

[North Welby has 5,162 housing units averaging 3,560 units per square mile while east and north Welby have 190 housing units averaging 84 units per square mile.](#)

[South Welby has a mobile home park on the north boundary just south of 78th street and inside the area planned for mixed use neighborhood. This mixed use neighborhood area runs from 77th avenue north to 78th avenue and provides a buffer between the mixed use employment area of south Welby and the residential area of North Welby. East Welby has a smaller mobile home park on the north east boundary of this section of Welby.](#)

## D. Education

Both the Adams 12 Five Star Schools and the Mapleton Public Schools serve Welby:

- Coronado Hills Elementary School(K-5; Adams)
- Welby Montessori School(PK-8; Mapleton)
- McElwain Elementary School(K-5; Adams)
- Monterrey Community School(PK-8; Montessori)

While not in Welby, Sky view Campus, located in Thornton just north of 88th Avenue, is a part of the Mapleton Public Schools and composed of several specialty schools, including a branch of the Anythink Library that is accessible to the neighborhood.

## E Zoning and Land Use

### Existing Zoning

Zoning regulates the uses and/or development forms of land. The Adams County Development Standards and Regulations assist in the orderly, efficient, and integrated development of the County in order to preserve the health, safety, and welfare of the public, in accordance with established County policies and plans. Among other things, they designate, regulate, and restrict the location of the buildings, structures, and use of land for residence, commercial, industry, agriculture or other purposes (Appendix B – Existing Zoning, Categories and Planned Unit Developments).

### Historic Zoning Trends - South and East Welby

The image below shows the historic zoning trends since the 1970's. South of 78th Avenue, there has been a significant trend where agriculture lands, once a predominant land use, have been rezoned into industrial properties to accommodate Welby's **fast**-growing industrial sector serving the Denver Metro region. This trend is primarily due to farming becoming economically unviable, Welby's strategic location near major regional transportation routes (I-25 and I-76), large amounts of undeveloped **land parcels**, affordable land prices, low property taxes, and its close proximity to downtown Denver.

~~This industrial development, however, has brought about various land use conflicts with existing residential and agricultural properties.~~

There are 1,067 non-residential parcels in Welby that average 2.6 acres in size. Many of these parcels are inaccessible for development purposes due to the lack of an adequate road system. When developing these small parcels, 5% to 11% of the land will be consumed for new roads to either accommodate a full 60' road or half of a road that is shared by an adjacent property. Using an average loss of 8% for road easements the remaining 2.4 acres must accommodate buildings, parking, outside storage and landscaping. Using the standard building size limitation of 25%, a building on this land will be limited at 26,000 square feet to accommodate operational and office functions for the business.

Consolidating multiple parcels into larger plots of land will increase marketability and allow the owner to compete on larger projects, but there is a limited supply of contiguous parcels that are owned by a single owner. Adjacent properties with multiple owners could leverage this option if and when all parties involved can agree to sell at the same time with mutually acceptable terms.

New development in South and East Welby has been moderate to slow. New construction permits since 2000 are as follows:

<u>Commercial</u>	<u>TBD</u>
<u>Industrial</u>	<u>TBD</u>
<u>Residential</u>	<u>TBD</u>
<u>Other</u>	<u>TBD</u>



Infrequent availability of land for sale, small parcel sizes and the lack of infrastructure are primary obstacles that must be overcome if this area is to realize its full potential for development as a mixed use employment center. These obstacles are significant and create a competitive disadvantage with other industrial expansion zones in the Denver. These disadvantages can be somewhat offset by South and East Welby continuing to use standard and predictable land use policies and by working with the county to make the application process more user friendly with shorter lead times.

Another notable trend is that a large percentage of the property owners in South and East Welby live outside the Welby area. This was a significant challenge to bringing the community together to participate in the subarea planning process. In August 2013, 7-months into the process, this nonresidential area of Welby came together to form an association of South and East Welby property owners to establish planning policies that specifically and uniquely pertain to this nonresidential community.

While many of these property owners reside elsewhere many of them have close ties to the history and culture of this community and realize that supporting the transformation of their land to industrial uses is in their best interest as well the best interests of surrounding communities and Adams County in general.

### Future Land Use

Imagine Adams County lays out objectives for future development and provides a rational basis for local land use decisions with a long-range vision for future planning and community decisions. It is advisory in nature. The future land use map (at right) is the product of an extensive review of existing physical conditions, planning influences, and analysis of likely future needs. It identifies land uses for all unincorporated areas in accordance with the comprehensive plan policies. While the County recognizes that the future land use map is based on existing conditions and current infrastructure plans as well as populations for the year 2035, it is also understood that conditions will change and new infrastructure plans, population, and employment projections will have to be made. As such, the future land use map for the Welby area contains land use categories as depicted on the Future Land Use Map below and described in Tables 2, 3, and 4 below.

**Table 2 – Urban Residential Land Use Category**

<b>Characteristics &amp; Uses</b>	<b>Purpose</b>	<b>Criteria for Designations</b>
<p><b>Primary:</b> Single and multi-family housing</p> <p><b>Secondary:</b> Compatible uses such as neighborhood schools, community facilities, parks, open space, and limited commercial development</p>	<ul style="list-style-type: none"> <li>• Provide areas for a variety of housing types</li> <li>• Create and maintain healthy residential neighborhoods</li> </ul>	<ul style="list-style-type: none"> <li>• Adequate urban services and transportation facilities</li> <li>• Requires central water and sewer services</li> <li>• Avoid incompatible uses in residential neighborhoods</li> </ul>

**Table 3 – Mixed Use Neighborhood**

<b>Characteristics &amp; Uses</b>	<b>Purpose</b>	<b>Criteria for Designations</b>
<p><b>Primary:</b> Mix of single and multi-family housing, commercial, office</p> <p><b>Secondary:</b> Compatible uses such as neighborhood schools, community facilities, parks, and open space</p>	<ul style="list-style-type: none"> <li>• Accommodate a range of housing types combined with a mix of complementary and supporting uses and activities to serve the neighborhood</li> </ul>	<ul style="list-style-type: none"> <li>• Compatible with surrounding environment</li> <li>• Avoid uses that are incompatible with residential uses</li> <li>• Central water and sewer required</li> <li>• Adequate transportation access</li> <li>• Adequate services and public infrastructure</li> </ul>

**Table 4 – Mixed Use Employment**

<b>Characteristics &amp; Uses</b>	<b>Purpose</b>	<b>Criteria for Designations</b>
<p><b>Primary:</b> Offices, light manufacturing, distribution, indoor warehousing, airport and technology-related uses, and clean industry</p> <p><b>Secondary:</b> Supporting retail and community facilities</p>	<ul style="list-style-type: none"> <li>• Accommodate a range of employment uses with a mix of supporting uses to serve employment needs</li> <li>• Increase employment and contribute to the tax base</li> </ul>	<ul style="list-style-type: none"> <li>• Central water and sewer required</li> <li>• Adequate transportation access</li> <li>• Adequate services and public infrastructure</li> </ul>

[During the planning process the property owners in South and East Welby considered the possibility of forming an industrial park in this area but this concept was quickly rejected. Industrial parks are typically developed by a private party or corporation who own a large contiguous mass of land and who create park specific building codes, performance standards and property owner covenants before development begins. This creates a uniform development pattern within the park and helps to maintain harmony and property values throughout time.](#)

The development pattern for South and East Welby has evolved over the past 50-years. "The Die has been cast" as stated by a property owner. There is a wide variety of business types spread out in a disorganized fashion using various building codes and building design that were applicable for the time, employing the standard performance standards for Adams County. New development will occur on parcels of land that will be surrounded by previous developments with a diverse and eclectic range of mixed use applications. This diversity has become part of the culture in this industrial area and it should be preserved to maintain balance and fair values for everyone. The majority of the resident, business owners and property owners like this diversity and are in support of the mixed use employment proposed.

The south and east property owners spent considerable time evaluating the need for additional regulations, restrictions, requirements, performance standards and special assessments. Unfortunately these would disrupt the balance and harmony for this area and it would increase the cost of future development. Enhanced performance standards were also evaluated but these would impose more restrictive regulations related to hours of operation and more stringent policies for controlling air quality, noise and vibrations. If development costs increase and operational flexibility decreases, Welby will become less desirable for developers and uncompetitive with neighboring communities.

Higher costs, reduced operational flexibility, more regulations and an unpredictable application process would also reduce property values. Developers who choose to develop in Welby in spite of these inherent negatives would discount the price they are willing pay for the land to mitigate these issues.

After considerable evaluation the South and East Welby property owners concluded that the subarea plan for this area will use the standard land use, zoning and building regulations used throughout Adams County with no additions or revisions. These standards have evolved over many years and have produced successful results for many diverse communities in the area without fail. If conditions change in the future the subarea plan can be amended.

The South and East Welby Property conducted a parcel by parcel evaluation for future land uses and submitted these revision to the county for inclusion with this plan.

In the future, land use in South and East Welby may be impacted by two new RTD commuter rail stations that are scheduled for completion in 2018. These stations will be east of Welby just beyond the north and south boundary lines. While not located within the community, both of these stations have extensive development plans (pp. 33, 34), but the impacts from this development on Welby are impossible to predict. For this reason South and East Welby will continue to plan for mixed use employment and mixed use neighborhood land uses in this area. If land use trends in this area begin to change in a predicable fashion this section of the Welby subarea plan will be amended appropriately.

## South and East Welby Land Use Conflict

Southwest Adams County is known to have land use conflicts, as stated in the 2012 comprehensive plan. South and East Welby property owners evaluated this condition and concluded that some of these conflicts arise from land use code violations. The newly formed Welby Property Owners Association will work with the county and code enforcement officers to help mitigate future conflicts of this nature. The property owners from this area believe that trying to mitigate future code related conflicts by adopting more codes and regulations is counterintuitive and it will require more code enforcement resources, will be difficult if not impossible for the community to accept and has the potential of resulting in more conflict than we have seen in the past.

Some individuals thought that the public hearing process for county zoning cases is a source conflict. The Welby property owner community is very diverse, opinionated and engaged in community affairs. As a result the Welby community will rarely agree unanimously on what is, and is not, appropriate for the area. This democratic process has been used to administer land use policy in Adams and other counties for many years and it is the best and fairest method for resolving disputes of this nature for everyone involved. Most agree that these issues are not conflicts but simply a venue for the public to express differing opinions so land uses decisions can follow a pattern that is favored by a majority of the community.

Others believe that conflicts arise from residents who object to the industrial transformation in this area and only want to allow development that is compatible with residential living. Unfortunately the residential population in South and East Welby has declined and this trend is irreversible in the foreseeable future. Some property owners wanted to disallow future residential construction for this area noting that the Adams County Comprehensive Plan states "until a more detailed land use plan can be developed, additional residential development should be carefully evaluated to minimize future conflict".

The majority of the property owners in this area embrace the industrial transformation because it increases the value of their land. The few new homes that have been built in recent time were built by individuals who chose to build in this area for benefits that overshadowed the potential drawbacks of living next to industrial property or within a planned mix use employment zone. For this reason, the Welby subarea plan will continue to allow residential property within the mixed use employment boundaries, but, as they have done in the past 50-years, the Adams County Planning Staff will be required to continue warning individuals seeking residential permits that this is an unrestricted industrial area and that they must accept the standards policies for this type of land use as applied throughout Adams County.

### 78th & York Street

The intersection of 78th Avenue and York Street is generally known by residents as the "heart" of Welby. It provides connections to the north, south and west, as well as being "home" to Assumption Church, one of the oldest and historic buildings in Welby. This area is ideal for small scale neighborhood development and could act as a neighborhood center. As supported by the Future Land

Use map, this area could have neighborhood mixed uses such as buildings with retail on the bottom and residential on top or live/work spaces, or even small office spaces for neighborhood businesses. Conceptual ideas of this area will be discussed in the Strategic Corridors & Nodes section on page 27.

## F. Property Maintenance

While most residents overall enjoy living in Welby, they also expressed their concern regarding upkeep and maintenance of neighborhood properties in North Welby as well as code compliance with industrial properties in South Welby. Code enforcement is an issue that should be addressed in both areas in order to keep Welby clean, safe and attractive for present and future residents and businesses.

## G. Recreation

### Trails

The Welby area is in close proximity to two existing paved multi-use regional trails: the Clear Creek Trail and the South Platte River Trail (see next page for Existing Parks, Trails & Connections Map). Access to these trails from the neighborhood is limited to Steele Street Park, a small trailhead near Highway 224 and I-76, and Twin Lakes Park. Although people have used the CDOT right-of-way area on SH224 and the overpass of I-270 to access the Clear Creek Trail, additional access points should be explored at Washington and York Streets. Washington Street, north of Clear Creek has continuous sidewalk that can be used for trail access. York Street should be improved to create a continuous sidewalk from 88th Avenue to Clear Creek.

Internally, the Niver Creek Trail runs through the Welby area (along Coronado Parkway) and connects to the South Platte River Trail to the east. The connection westward toward Thornton could be improved upon near the intersection of 84th Avenue and Washington Street. This connection should be coordinated with the City of Thornton as the potential alignments would be located on lands annexed into the city.

### Parks

Acquired in 1972 by the County, and located almost in the center of Welby, is the 40-acre Rotella Park. While this park serves as the main recreation area for [North Welby](#) residents, people have expressed concern over access issues from 78th Avenue, safety, and graffiti issues. Addressing the safety and graffiti issues will be the \$1.2 million dollar renovations beginning in November

(Appendix C). The project is expected to be completed by the summer 2014, and will include:

- New grills and bike racks
- New toddler (ages 2-5) playground equipment
- New picnic shelters located near the parking areas
- Additional vault toilet on the west side of the park

- New linear parking lot with lighting along Coronado Parkway
- Drainage, landscaping and irrigation improvements

Currently, there is no formal access/parking area off of 78th Avenue. Such access would not only open the park to South Welby residents, but also provide educational opportunities for the Welby Montessori School. In addition to Rosella Park, residents can also utilize the recreational/open space areas administered by Mapleton School District during non-school hours (Welby Montessori and Monterey Elementary Schools).

### Future Possible Parks, Trails & Open Space

With Welby residents desiring a waterfront park, the County identified two areas of minimally developed land that could serve as a future regional park (image on next page). The first area is approximately 100 acres in size and is located between SH224 and I-76 east of York Street. With both Clear Creek and the South Platte River bisecting these lands, as well as several fishing ponds, there are ample opportunities for water based recreation. The second area is just north of 74th adjacent to the South Platte River Trail and it too is in close proximity to water bodies that can provide for water based recreation. Both of these areas could also have additional recreational amenities such as ball and soccer fields, an amphitheater, a farmers market, a community garden, a playground, natural areas, and other similar amenities.

In addition, 78th Avenue should be improved to include continuous sidewalk that connects the surrounding neighborhoods directly to the South Platte River Trail. Care should be taken to redesign the intersection of 78th Avenue and York Street to allow for safe pedestrian and bicycle crossings.

~~Over in the southwest section of Welby, the City of Thornton owns two ponds near 75th Avenue and Washington Street which could be an opportunity for additional recreation amenities for this area, i.e. trails, fishing docks, etc.~~ Note: The mixed use employment areas in Welby do not want this included in the plan. Public access in this industrial area will be discouraged to mitigate problems from anticipated congestion and heavy traffic from employees and business logistics in this area. This area of Welby will not support public access to public water supplies or irrigation ditches.

There are also opportunities to add infrastructure that would provide additional access to not only the Clear Creek and South Platte Trails, but also to the future 72nd regional rail transit station over in Commerce City less than a mile away from southeast Welby. Such opportunities include a Clear Creek Trailhead area on SH224 right before the I-270 overpass. While this area is technically a Colorado Department of Transportation (CDOT) right-of-way, residents have identified this area as a desirable place to gain access to the Clear Creek Trail. However, residents have also expressed their concern over safety issues in this area due to a history of undesirable activities. With the addition of lighting, signage and a designated parking area, this area could become a recreational asset for the community.

Another option would be to create an access trail near the intersection of Washington Street and SH224 (below images) to have additional access to the Clear Creek trail.

In addition, a new pedestrian bridge across the South Platte River would create a connection between Steele Street Park and Siegrist Lake Park as well as to outside trails.

Lastly, enhancing the assets and amenities Welby already has ~~will help is tantamount to~~ attracting visitors, businesses and future residents. Trailhead signs and kiosks at strategic recreational points (SH224 & I-270, SH224 & 74th Avenue, Steele Street & 78th Avenue), as well as expanding kiosks into various Welby public right-of-way areas can provide valuable marketing opportunities.

### Future Community Center

A group of residents expressed a desire for a community center within the neighborhood during the plan's outreach process. ~~There is already one. The closest one is~~ in Thornton, ~~almost three~~ only two miles from the center of north Welby ~~miles away but -and it~~ has limited services. Location of such a facility in South or East Welby will conflict with existing and future industrial and commercial land uses. Efforts to improve the existing community center in Thornton should be explored. ~~A possible location for a community center could be between Steele Street and west of the Thornton Gravel Lakes Fishing Facility. This land is for sale and would provide ample space for a center, fields, courts, play areas and other amenities for residents and children.~~

## H. Transportation

### ROADWAYS

Welby roads consist of five functional classifications: local, collector, major arterial, minor arterial, and interstate (see next page for Existing Infrastructure Map). Functional classification is a means of defining how much mobility versus how much access a roadway provides. I-25 to the west and I-76 to the south are interstate highways and provide regional access to the metro Denver area. Access ramps to I-25 are located at 84th Avenue and SH224. Both Washington Street and 88th Avenue are classified as a major arterial, which means it functions at a moderate to high operating speeds with somewhat limited access to adjacent properties and has a right-of-way width is 140 feet. Devonshire Boulevard, Welby Road, and York Street, are classified as minor arterials which means they function at moderate operating speeds and allows somewhat greater access to adjacent properties than principal arterials and ~~has~~ has a right-of-way width of 120 feet. McElwain Boulevard and Coronado Parkway are classified as collectors, which means they collect and distribute traffic between arterials and local streets and ~~has~~ has a right-of-way width of 80 feet. The remaining roads in the Welby neighborhood are classified as local streets, which provide local circulation and direct access to individual properties. Right-of-way widths for local ~~streets~~ streets vary up to 60 feet depending on roadway function.

In general, while Welby's roads do offer some circulation within and outside of the [community neighborhood](#), there is a strong need for better access, and connectivity east/west as well as infrastructure improvements. In addition, the County also recognizes that additional roads in South Welby are necessary in order to attract future development and businesses that would support and strengthen Welby's economy and increase the number of local jobs. As such, Appendix D illustrates a possible future road network in this area. This is only a conceptual drawing, and extensive community input as well as working closely with the County's Planning and Development and Transportation Departments would be required in order to develop any definitive future road network in South Welby. [However, this subarea plan for South and East Welby prohibits the planning of proposed or future roads, sidewalks, bike trails, public access, drainage systems, or other easements that bisect a property owner's contiguous land or that do not follow established parcel boundaries without prior approval from the property owner.](#)

## STRATEGIC CORRIDORS & NODES

### Washington Street

Washington Street is a 4-lane major arterial that provides north/south travel on the western side of Welby. It is primarily commercial in nature near 88th Avenue with more industrial properties closer to SH224. The area north and west of 84th Avenue is within the City of Thornton and predominantly commercial.

There are many opportunities to better utilize this corridor to showcase Welby and market its businesses, lifestyle and other community assets. With approximately 20,000 vehicles traveling this major arterial, unique streetscapes such as banners, lighting and design elements could promote Welby's branding concepts and attract developers, businesses, visitors, and prospective residents.

Various conceptual ideas for Washington Street (next page) show how utilizing "complete streets" can create a sense of place and identity for Welby. According to the National Complete Streets Coalition, Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.

Creating complete streets also means transportation agencies, such as the County's Transportation Department, CDOT, and RTD must examine their approach to community roads. By supporting complete streets in Welby, it sends a direct message to transportation planners and engineers to design and operate the entire right-of-way to enable safe access for all users, regardless of age, ability, or mode of transportation. This means that every transportation project in Welby will make the street network better and safer for drivers, transit users, pedestrians, and bicyclists thus making Welby an attractive place to for live and do business in.



In addition, Washington Street should be a corridor that provides an inviting commercial area with careful consideration of vertical integration of commercial/residential components as well as industrial uses that have a commercial feel. Since there is little to no history or market trend data supporting this as a viable concept for this area, this concept will be available to developers as an option but there will be no restrictions against developing a traditional mixed use employment establishment in this area. If conditions and trends change for this area the subarea plan will be amended as needed.

For over a decade, there have been improvements along Washington Street from 88th Avenue to the City and County of Denver border at 52nd Avenue. In 2013, the \$7.8 million dollar Capital Improvement Program (CIP) project, Washington Street Improvements Phase III North, focused on the corridor between SH224 and the Union Pacific Railroad tracks north of 58th Avenue. The project included the installation of pedestrian facilities, concrete curb/sidewalks, asphalt and concrete pavement, storm sewer, relocation of water lines, traffic signal improvements, and a water quality pond. The design for the next segment, the Washington Street Improvements Phase IV North, is 95% complete and includes widening the street from a 2-lane roadway to a 3-lane roadway with the middle lane being a shared left turn lane. Additional improvements include curb, gutter, sidewalk, and a new storm sewer system. The County's Transportation Department's goal is to complete the design by the end of 2013, relocate utilities in 2014, and start construction in 2015.

#### York Street

York Street is a minor arterial that provides north/south travel on the eastern side of the neighborhood and is widely used by trucks traveling to and from industrial properties located in the southeastern region of Welby. A ~~few number of~~ residential properties are scattered throughout this area often adjacent to industrial zoned properties. As the South and East Welby areas continue to evolve with mix use employment and mixed use neighborhood development the York street corridor will experience more truck traffic (over 18,000 vehicles per day)

Due to the condition of York Street and the inability to walk safely due to lack of sidewalks the Welby subarea will temporarily prohibit future new residential development in this area, south of 78<sup>th</sup> street, as suggested in the 2012 comprehensive plan. If and When York Street is improved and if there is a demonstrated and predicable demand for new residential housing in this area the subarea plan can be amended accordingly.

~~While the residents are not opposed to such uses, they have expressed concern over truck traffic (over 18,000 vehicles a day), the condition of the road, and the inability to walk safely due to lack of sidewalks.~~

York Street has been identified by the Transportation Department as the next major arterial street in the long range plans to receive CIP funds. While the work plan for these improvements is at the conceptual stage and requires more information before it is finalized and becomes the basis for creating project objectives and establishing design criteria, the feedback received from citizens throughout this planning process will be invaluable to these efforts. Until that time; however, the conceptual ideas for York Street at 78th Avenue (next page) show a neighborhood center with mixed uses that support and are to scale with the surrounding area.

#### 78th Avenue

78th Avenue is generally in the middle of the neighborhood providing east/west travel and is the most direct connection between Washington and York Streets. With the exception of a few gaps, 78th Avenue has sidewalks on the north side providing safe passage for pedestrians. Community issues are primarily related to illegal parking across the street from Springbrook Apartments, which creates sight distance issues for cars exiting the Franklin Mobile Home Park.

#### BUS

Three RTD bus lines run along the boundaries of the Welby area: 12, ~~80~~ (80 (along Washington Street), 72 (along SH224) and 88 (along 88th Avenue). Pick-ups occur approximately every 30 minutes. Currently, there are no stops within the neighborhood, rendering most residents dependent on automobiles for their traveling needs.

#### SIDEWALKS

The sidewalks in Welby, predominantly in North Welby, are a major asset in providing safe pedestrian passage and connections to adjacent neighborhoods, amenities and services offered just outside of Welby (i.e. Anythink Library at the Skyview Campus north of 88th Avenue in Thornton). They are generally in fair to good condition; however, they are sporadic and there is a lack of continuity. A major concern for the community is the lack of sidewalks along York Street as well as safe connections/access to parks, trails and across 88th Avenue (Appendix F for existing sidewalks).

#### BIKE LANES

There are no bike lanes in the neighborhood, nor are there any proposed bike lanes in the County's Transportation Plan. Bike lanes would however, provide not only a another means by which residents and visitors could safely move about the community, but also a way to connect to adjoining areas such as the future RTD North Metro stations.

## STREET PARKING

There is ample parking along most streets in the area; however, there is a need for police ~~enforcement~~[enforcement](#) where cars are parked illegally, most notably along the south side of 78th Avenue near Springbrook Apartments and in the vicinity of 78th Avenue and York Street. There are also areas throughout Welby where parking has been restricted due to various reasons, i.e. safety, schools (see page 34 – Existing Infrastructure map for parking restrictions).

## WAYFINDING & GATEWAYS

Throughout the Welby area there is a need for way finding and pedestrian-level signage. North Welby's street patterns are not on a traditional grid system and can be difficult to navigate. Wayfinding signs would inform visitors of key destinations as well guide children to safe connections and pathways.

Gateway installations near key entrances to the neighborhood (88th and Washington, 88th Avenue & Welby Road, and along SH224 at the overpass of the South Platte River and near Washington Street) could include things such as [publicly funded](#) art, signage, distinctive design elements unique to Welby, and lighting would announce direct visitors orientation and provide opportunities for Welby to convey a distinct image.

## TRANSIT

Presently, there are no commuter rail access points near Welby; however, by 2018, there will be two Regional Transit District (RTD) commuter rail stations along its North Metro corridor line – 72nd and 88th Avenue stations. The Welby neighborhood will be within ½ mile radius of both stations that will connect to downtown Denver and eventually north to 162nd Avenue Station near SH7 in Brighton. While not located in the neighborhood, both of these stations have extensive development plans (pp. 33, 34) [but the impact from this development on Welby is five or more years away and they are impossible to predict. For this reason South and East Welby will continue to plan for mixed use employment but remain flexible and prepared to change the Welby subarea land use plans if needed to respond to demonstrated market changes.](#)

~~and can have profound effects on the neighborhood.~~The County has been working closely with both the Cities of Thornton and Commerce City to ensure compatible development within the TOD ~~zone.~~  
[zone.](#)

### Note to county:

- [1. Add a section after the illustration for the "Proposed 72nd Station Area Plan" that briefly defines what a TOD is, what it means for the community, how it will affect landowners and future development, who controls land-use policy inside the restricted ½ mile radius area,](#)

and what these restrictions will entail.

2. Provide a detailed illustration showing exactly where the 1/2 mile and/or 1/4 mile TOD radiuses intersect existing Welby properties lines for both RTD stations.

### Welby Road/Steele Street Extension

The Transportation Department has initiated the design process for the Welby Road/Steele Street Extension, which involves constructing a new Welby Road from 86th Avenue to 88th Avenue, tying into the Thornton's Welby Road project north of 88th Avenue. The road will be at least 24 feet wide, except as it approaches the intersection at 88th Avenue, where it widens to 36 feet to accommodate a left turn lane. At a minimum, the road will have curb and gutter on both sides, and a 5.5 feet sidewalk on one side, to be determined through the County's public outreach process and final design. The project will allow residents and businesses south of 88th to access the future North Metro Train station at 88th.

Note: Add a blowup illustration showing this area after the road is completed

### I. Safety

Crime in Welby is relatively low; however, during the planning process a top issue of concern was feeling unsafe in public areas. Beginning in November 2013, the Parks Department will be initiating renovations for Rotella Park, which include, but not limited to, additional lighting and new picnic shelters on the north side of the park closest to Coronado Parkway. With the new parking lot adjacent to the parkway and the removal of the southern picnic shelters, which have little public visibility, many of the safety concerns and graffiti issues should be addressed here.

In addition, the lack of sidewalks and safe connections to areas within and outside of the neighborhood lends itself to an increase for pedestrian and automobile accidents, most notably along arterials such as 88th Avenue, 78<sup>th</sup> Avenue, Washington and York Streets. In addition, residents have expressed that speeding is an issue along York Street and 78th Avenue near the Welby Montessori School.

### J. Economic Conditions

During the first half of the 20th century, Welby was a thriving agricultural center known for its produce and agricultural lands. Since the 1960s, this industry has declined and more land has been rezoned to industrial. While Welby remains strong in wholesale trade, construction and agriculture greenhouses the top ten industries by employment are different compared to Adams County and Colorado (Appendix E - NAICS Jobs Sector and Location Quotient Data). Location Quotient data or LQ data, is used to reveal what makes a particular region unique in comparison to data about a larger reference region according to some characteristic or asset. By far the two largest job sectors in Welby are educational services and construction, which make up 50% of all jobs in Welby. Education alone represents almost 30%.

Note to County: You should validate the stats quoted here regarding Education. According to your charts Welby has 42% of all the educational jobs for the whole county. Where are these people working?

As depicted to the right, approximately half of the Welby population commutes outside of Welby and travels 22 minutes or more to work. ~~Over a third are employed in Welby but live outside of the area.~~ In addition, only 158 ~~less than 200~~ people ~~are employed and work and~~ live in Welby.

According to the 2010 U.S. Census, there are only 3,100 primary jobs in Welby. The median household income in Welby is \$39,884 and the unemployment rate is 8.3% ~~(% (.2% higher than the County)~~. In 2011, almost 16% of families are below the poverty rate.

Welby's industrial uses play an important role in the County's overall fiscal health. According to ~~a~~ the fiscal impact study completed by Adams County in 2012 during the Comprehensive Plan update, whether in incorporated or unincorporated Adams County, commercial and industrial uses are economic benefits to the County. Residential uses, however, cost the County money since the services provided cost more than the property taxes collected (see image on next page). The study estimated that the County loses \$991 per single family unit when comparing the revenue generated to the cost of service to a single-family home in unincorporated Adams County.

Fiscal Findings						
Net Fiscal Impact by Use						
	Per Unit Factors			Per Sq Ft Factors		
Proposed Development	Single Fam.	Attached	Multi-Fam.	Retail	Office	Industrial
Annual General Fund Fiscal Balance						
Annual GF Net Fiscal Balance - Incorporated	(\$106)	(\$66)	(\$124)	\$0.81	\$0.98	\$0.61
Annual GF Net Fiscal Balance - Unincorporated	(\$991)	(\$741)	(\$712)	\$0.61	\$0.78	\$0.52

Welby's commercial and industrial zoned properties are an asset not only to the local economy, but also to the County as a whole. Development of commercial and industrial property is important to the fiscal health of the County. It is therefore even more important to ensure adequate planning for the necessary infrastructure and services needed for future [commercial and industrial](#) development and businesses.

### Adams County Economic Development

Adams County Economic Development (ACED) is a public-private partnership funded by Adams County, nine municipalities, and private businesses. ACED is the only economic development agency covering all of Adams County and strives to develop quality jobs, a strong tax base, and a desirable community. ACED offers a variety of services including research and demographics to prospect developers ([www.adamscountyed.com](http://www.adamscountyed.com)).

### Beehive Concept

Welby's proximity to the Denver Metro region, Denver International Airport, and regional interstates make it very attractive for a wide range of industrial businesses. However, Welby residents expressed opinions about the types of industrial businesses that would enhance the community rather than detract from it. A business model that is already being practiced in Welby has been termed the "Beehive" vision within this plan. This term describes the combination of manufacturing, distribution, and retail sales all within a single location. [This Welby Subarea plan support this concept as a float zone entitlement that could be made available by request for development on major corridors where commercial sales are part of the business model and have a high probability for success. While current mixed used employment zoning entitlements already provide for the development of a business that includes manufacturing, distribution and retail sales, the beehive concept would provide a quicker application process because much of the development specifics will be predefined.](#)

~~This plan supports this concept because it can be utilized to bridge the gap between industrial uses and community spaces. In many businesses that currently are located within Welby, as well as many that might one day locate here, there are various components of the business that could be complementary and could be physically located on a site in a way that supports both economic development and community character.~~

The beehive model is unique in that manufacturing, distribution and retail are all at one location - much like Boyer's Coffee's operations at 72nd Avenue and Washington Street. The retail portion of the business is placed closest to the road, with distribution and manufacturing placed toward the back of the property. ~~Udi's Bakery~~ [Welby Gardens \(Hwy 224 and York\) and Paisano Sausage Company \(73<sup>rd</sup> and Washington\)](#), ~~less than a mile away~~, also uses a similar business concept. Working with the County, the Welby business community and land owners could create a "Beehive Concept" [specification area](#) that would [simplify the application process. Beehive operations would be available to developers on request on major corridors with easy access to for retail sales customers. If a commercial market in Welby starts to develop with predicable trends the subarea plan can be amended to better plan for this concept in areas that would achieve the desired results.](#) ~~market the neighborhood with this vision and attract businesses that operate similarly.~~

### 3- STRATEGIC PLAN

#### A. Goals & Strategies

Throughout the neighborhood planning process, Goals and Strategies for Welby have been categorized into seven issue areas as well as an “Other” category, which addressed financing issues and other issues not specifically addressed by the below categories:

1. Economic Development
2. Environment
3. Historical & Cultural Resources
4. Infrastructure
5. Public Safety
6. Recreation ~~and~~ Open Space
7. ~~Agriculture and Agriculture~~
8. Vibrant Neighborhoods
9. Other

#### 1. Economic Development – North Welby

Goal 1: Develop a strong business community that encourages residential, commercial, and industrial-development that is appropriate to the North Welby area. ~~area and provides jobs and services for area residents.~~

Strategies:

(ED1-1) Maintain and enhance the “quality of life” enjoyed by residents in order to retain current and attract new businesses and workers.

(ED1-2) Create a unified residential business community through more formal organizations (e.g. Welby Residential Property Owners Association ~~Trade Federation~~) to support the needs of North Welby residents, local businesses and reinvestment.

~~(ED1-3) Identify alternative revenue streams (i.e. start-up incubators)~~

~~(ED1-4) Create hubs for future employment areas.~~

~~(ED1-5) Work with County to develop better street connections that support I-1 industrial uses that will attract prospective developers/businesses.~~

~~(ED1-6) Diversify local economy thereby reducing the risks of depending too heavily on one economic sector.~~

~~(ED1-7) Work with County to develop regulations that are specifically designed for special business area parks.~~

Note: the North Welby Strategies should focus on North Welby issues. The property owners and business community will develop strategies for South and East Welby.

### 1b. Economic Development – South and East Welby

Goal 1b: Develop a strong business community that encourages industrial and commercial development to provide jobs and services while optimizing the tax generating potential of this mixed use employment and mixed use neighborhood area for the benefit of the whole community.

#### Strategies:

(ED1b-1) Continue to use the land-use administrative processes employed by the rest of Adams County so new development in Welby remains as competitive and predictable as other unincorporated areas around Denver.

(ED1b-2) Adopt a land use policy for South and East Welby that prohibits additional land use regulations, requirements, building standards, building codes, performance standards, special assessments, special taxes, special dedications and/or other burdens on new or existing development beyond the current standards employed by Adams County without the consent of the Welby Property Owners Associations.

(ED1b-3) Restrict future land use applications in Welby only to the following categories leaving everything else open for consideration by the community using the standard zoning case public hearing procedures used throughout Adams County

#### Welby Land-use Restrictions:

- Adult entertainment of any kind

(ED1b-4) Work with the county to improve the zoning and permitting application process so development can be accomplished more efficiently in shorter time frames. Recommend the use of a county planning department facilitator who can act as a single point of contact to help developers navigate through the various county departments and processes

(ED1b-5) Formalize the recently developed grassroots organization of “The Welby Central Property Owners Association” to represent the businesses, and landowners of South and East Welby with Zoning Cases, Code Compliance, Planning Strategies and other community affairs.

(ED1b-6) Work with County to develop better street connections that support industrial uses that will attract prospective developers and businesses.



(ED1b-7) Develop a combined name for South and East Welby, for example: WELBY CENTRAL so both areas can use a brand describing the community as “Denver’s Premier Business Expansion Zone”-

ED1b-8) Monitor the development of both RTD Train Stations and evaluate land use opportunities that may occur in Welby over time. If trends become predictable amend this plan as appropriate

ED1b-8) Ensure that new businesses who obtain conditional use permits receive no less than 20-years before renewal is required

ED1b-9) Adopt a policy for South and East Welby that prohibit proposed or future roads, sidewalks, bike trails, public access, drainage systems, or other easements that bisect property owners land or that do not follow established boundaries without prior approval from the property owner

## **Goal 2: Develop and Promote the Welby Brand- North Welby**

(ED2-1) Develop a comprehensive marketing plan that includes an aggressive branding campaign to give North Welby an identity that is unique and what it can offer

(ED2-2) Create a Welby Neighborhood Website for North Welby to educate current and prospective **businesses as well as** residents

(ED2-3) Utilize social media outlets to provide a dynamic connection to the region and world and offer a valuable marketing avenue. These marketing tools can develop a more trusted and personable Relationship with people and businesses

(ED2-4) Use partnerships with area and regional organizations including the County to increase awareness of prospective residential **business** activities

## **Goal 2b: Develop and Promote the Welby Brand – South and East Welby**

(ED2b-1) Establish a brand for Welby Central that can be used to promote the area if and when a substantial development opportunity materializes for the area.

(ED2b-3) Utilize the newly formed Welby Property Owners Associations to monitor growth opportunities and coordinate marketing and promotional campaigns when the time comes.

(ED2b-4) Through the Welby Property Owners Association establish partnerships with area and regional organizations including the County to increase awareness of prospective business activities

## **2. Environment**

Goal: Seek to create a greener and healthier environment for the community through respectful use, care and maintenance of the area's overall environment to support a high quality of life.

Strategies:

(E-1) Enforce County's current regulations for natural resource conservation.

(E-2) Preserve and protect, where possible and with consent of landowner, natural resources and wildlife habitats that enhance the area.

(E-3) Protect and maintain greenbelts and landscaping ~~existing trees, as appropriate,~~ and plant new trees and flowers.

(E-4) Ensure new development is to scale with water resources and quality.

(E-5) As new development occurs, encourage the maintenance and improvement of surface, ground and ~~stormwater~~storm water quality.

**3.3. Historical & Cultural Resources**

Goal: Honor Welby's rich agricultural past and create and promote a culturally enriched ~~Environment~~environment.

Strategies:

(H-1) Explore grant funding to establish a Welby a museum to showcase historic memorabilia to educate visitors and serve as the nexus for neighborhood enrichment

(H-2) Establish a historical society for the purpose of managing a Welby museum, recording Welby's history and educating new generations of Welby's historical agricultural contributions to the region and state.

(H-2) Identify potential areas to display local art (e.g. murals, sculpture gardens).

(H-3) Use various tools such as historical markers to identify sites of cultural and historical significance.

(H-4) Work with History Colorado in developing ways to preserve and record Welby's unique history.

Goal: Provide for the safe, efficient and cost-effective movement of people, goods and services while supporting a diverse economy and high quality of life for all residents and businesses.

### Strategies:

(I-1) Improve internal circulation by identifying future streets that provide more effective movement of motor vehicles from east to west

(I-2) Increase transit opportunities throughout Welby with connections to the future North Metro line commuter stations at 72nd Street and 88th Avenue.

(I-3) Encourage sidewalk connectivity along major transportation corridors including York Street and Welby Road, Devonshire Blvd and along the south side of ~~78th Avenue~~[78th Avenue](#) between Washington and York Street.

(I-4) Improve crossing and general intersection safety for pedestrians and bicyclists (i.e. 88th Street, Washington Street, York Street, 78th Avenue).

(I-5) Utilize streetscapes (i.e. trees, lighting, sidewalks, landscaping, banners, bicycle lanes, etc.) along Washington and York Streets to enhance pedestrian safety and overall aesthetics and community character.

(I-6) Install wayfinding signage and kiosks to direct and assist residents and visitors.

(I-7) Seek opportunities to provide public access to public water bodies.

[\(I-8\) Discourage public access to busy areas in mixed use employment areas that do not have commercial establishments. Minimize traffic in these areas not specific to business logistic, business visitors and employees.](#)

## **5. Public Safety**

Goal: Maintain a safe neighborhood environment [in North Welby](#) that actively addresses graffiti and emphasizes public awareness and crime prevention. [Work with business establishments in South and East Welby](#)

### Strategies:

(P-1) Build strong relationships and open communications with public safety agencies serving the neighborhood.

(P-2) Establish Neighborhood Watch Programs and/or bike patrols to promote neighborhood safety and share information.

(P-3) Work with the County to remove and reduce graffiti vandalism by reporting graffiti activities and assisting with removal on private property.

(P-4) Explore areas where murals or local art can help to reduce opportunities for graffiti and provide marketing for local artists.

(P-5) Install lighting and call boxes along bike trails (Niver, Clear Creek and South Platte).

- (P-6) Work with County to learn about and implement Crime Prevention Through Environmental Design (CPTED) principles to deter criminal activities.
- (P-7) Explore opportunities to increase the visibility of law enforcement efforts and maintain an adequate presence of officers within the community.
- (P-8) Identify areas where increased lighting will promote safety and deter criminal activities.
- (P-9) Work with Sheriff's Office to explore speeding mitigation measures.

## 6. Recreation, Open Space & Agriculture

Goal: Provide a variety of recreational ~~opportunities,~~[opportunities](#) ~~preserve and preserve~~ open space ~~and utilize agricultural areas for educational and economic prospects.~~

### Strategies:

- (R-1) Work with Parks Department to identify and implement open space opportunities and pocket parks [in the North Welby area](#).
- (R-2) Support opportunities to learn about agricultural history ~~through educational farms or other sources~~
- (R-3) Explore recreational and redevelopment opportunities (Riverwalk) to leverage recreational areas around Clear Creek and the South Platte River.
- (R-4) Work with Parks Department to explore opportunities to create a formal access to Rotella Park at 78th Avenue.
- (R-5) Develop more and safer connections to existing bike trails along Clear Creek and the South Platte River.
- (R-6) Work with Parks Department to explore an intergovernmental agreement with CDOT to utilize its ROW as the Clear Creek Trailhead.
- (R-7) Enhance the neighborhood feel of Rotella Park by creating a year-round gathering place for community members.
- (R-8) ~~Develop a market/feasibility study regarding the viability of agricultural lands in Welby.~~
- (R-9) Expand access to locally grown food (i.e. farmers' markets).
- (R-10) ~~Create opportunities for the community to learn how to establish and maintain urban agriculture practices in the neighborhood.~~

## 7. Vibrant [Residential Neighborhoods in North Welby](#)

Goal: Support a resilient community rich in different ages, incomes, and household types, and promotes distinctive and attractive neighborhoods with a strong sense of place that sustains the vision of Welby.

### Strategies:

(V-1) Create a unified identity for Welby to nurture neighborhood pride.

(V-2) Explore forming a [North](#) Welby Neighborhood Association to keep lines of communication open to share ideas and concerns amongst the three [distinct](#) areas of Welby (i.e. North, South and East Welby).

(V-3) Explore ideas regarding a neighborhood center (possibly at 78th Avenue and York Street) Street to provide a focal point with local amenities (i.e. small scale grocery store, bank, coffee shop, etc.) that serve and support the neighborhood

(V-4) Work with the County to attract neighborhood amenities to serve residents and businesses.

(V-5) Work with Neighborhood Services Department to resolve code compliance issues.

(V-6) Hold regularly scheduled cleanup and beautification events (i.e. remove graffiti, plant trees, pick up litter).

(V-7) ~~Plan for future vertical residential areas (i.e. along Washington and York Streets) with mixed uses and higher densities that are attractive to a range of —  
Zemographics.~~

Note: This idea will be considered as an amendment opportunity by the South and East Welby community when and if market demand for residential property materializes and stabilizes substantially enough to justify this type land use.

(V-8) Create a “Greening Committee” [in North Welby](#) to encourage community upkeep and street beautification.

(V-9) Develop community projects [in North Welby](#) that promote community health such walk-to- school programs, helpers for the elderly or disabled.

## [7b. Vibrant Business Community - South and East Welby](#)

Goal: Preserve and protect the ability to remain competitive for mixed use employment development opportunities by retaining the use of current Adams County land use policies and procedures, building codes, requirements and performance standards

without additional requirements, restriction, fees, assessments, dedications, or other burdens.

#### Strategies:

(Vb-1) Formalize the recently developed grassroots organization of "The Welby Central Property Owners Association" to represent the businesses, and landowners of South and East Welby with Zoning Cases, Code Compliance, Planning Strategies and other community affairs.

(Vb-2) Work with Neighborhood Services Department to resolve code compliance issues.

(Vb-3) Coordinate with the Welby Central Property Owners Association to Hold regularly scheduled cleanup and beautification events (i.e. remove graffiti, plant trees, pick up litter).

(Vb-4) ~~Create a "Greening Committee"~~ Coordinate with the Welby Central Property Owners Association to encourage community upkeep and street beautification.

## **8. Other**

Goal: Putting the Welby Plan into action by implementing the recommended strategies in a way that will not increase taxes or burden current or future development in any way, but rather identify, utilize and leverage all available funding resources to support the financial requirements of accurately budgeted projects that include all the costs of land, construction, implementation and maintenance throughout the expected life of the asset.

(O-1) Balance what Welby would like to achieve with what resources and public support it can realistically expect to gather in support of its goals after carefully studying less expensive alternatives and quantifying how well other similar assets in and around the area are currently utilized

(O-2) Prioritize and identify area specific responsible entities for each strategy-

~~(O-3) Address strategies that pave the way for other strategies.~~

(O-4) Form private/public partnerships and subcommittees and delegate tasks.

(O-5) Simultaneously address at least one strategy from each of the major goals

(O-6) Be consistent with the role of the ~~jurisdiction's~~ Adams County economy in the larger regional and state economies.

(O-7) Prioritize public funds including, but not limited to, the Adams County Capital Improvement Program & other government funds (i.e. Community Development Block Grants, Federal transportation funds awarded by Denver Council of Regional

Governments (DRCOG))

(O-8) With the consent of property owners identify alternative sources of financing such as local improvement districts, and voluntary contributions by private parties. ~~developers~~

## IMPLEMENTATION

THIS SECTION INTENTIONALLY DELETED UNTIL DRAFT PLAN HAS BEEN COMPLETED