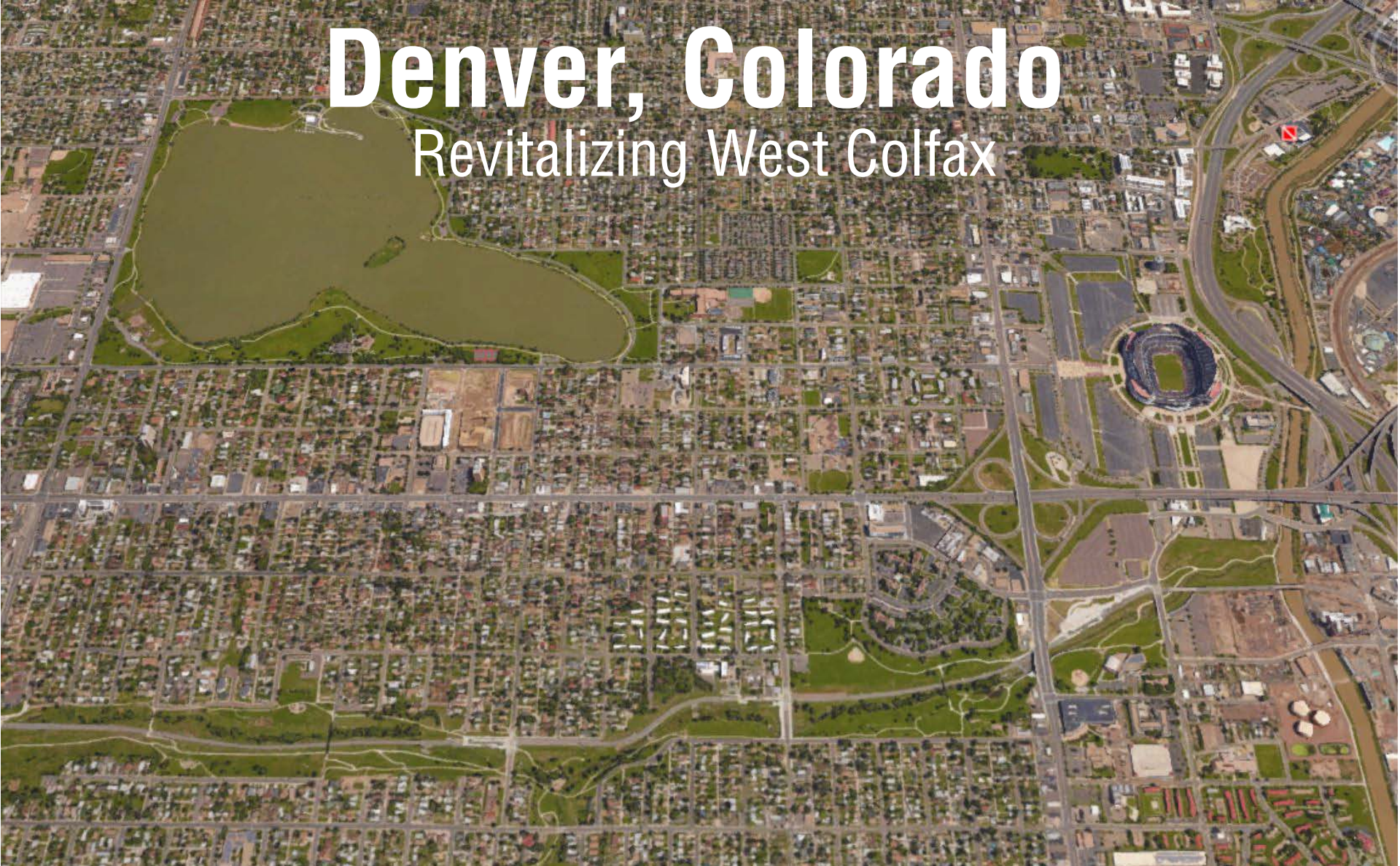


An aerial photograph of a city, likely Denver, showing a large lake on the left, a grid of city streets, and a large stadium (Coors Field) on the right. A red square marker is visible on a road in the upper right quadrant.

Thanks to the following people for their support in making this panel possible:

- The Honorable Michael Hancock, Mayor
- The Honorable Christopher Herndon, City Council President
- Evan Dreyer, Mayor's Office
- Crissy Fanganello, Department of Public Works
- Chris Nevitt, Department of Community Planning and Development
- Curt Upton, Department of Community Planning and Development
- Breena Alderete, Mayor's Office
- Amy Cara, Marilee Utter, Michael Leccese, Sarah Franklin, ULI Colorado



Denver, Colorado

Revitalizing West Colfax

The Rose Center
FOR PUBLIC LEADERSHIP

NATIONAL
LEAGUE
of CITIES



Urban Land
Institute

Mission:

To encourage and support excellence in land use decision making.

“We should all be open-minded and constantly learning.”

--Daniel Rose



The Rose Center
FOR PUBLIC LEADERSHIP

NATIONAL
LEAGUE
of CITIES



Urban Land
Institute

Mission:

Helping city leaders build better communities

Elected officials and staff from more than 19,000 US cities, towns and villages are members of NLC or its 49 state municipal leagues





Urban Land Institute

Mission:

Providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide

37,000 members worldwide:

- Developers
- Investors, Bankers and Financiers
- Architects, Designers and Consultants
- Public officials
- Academics



Rose Center Programming



- Policy & Practice Forums
- Education for Public Officials: webinars, workshops, and scholarships to attend ULI conferences

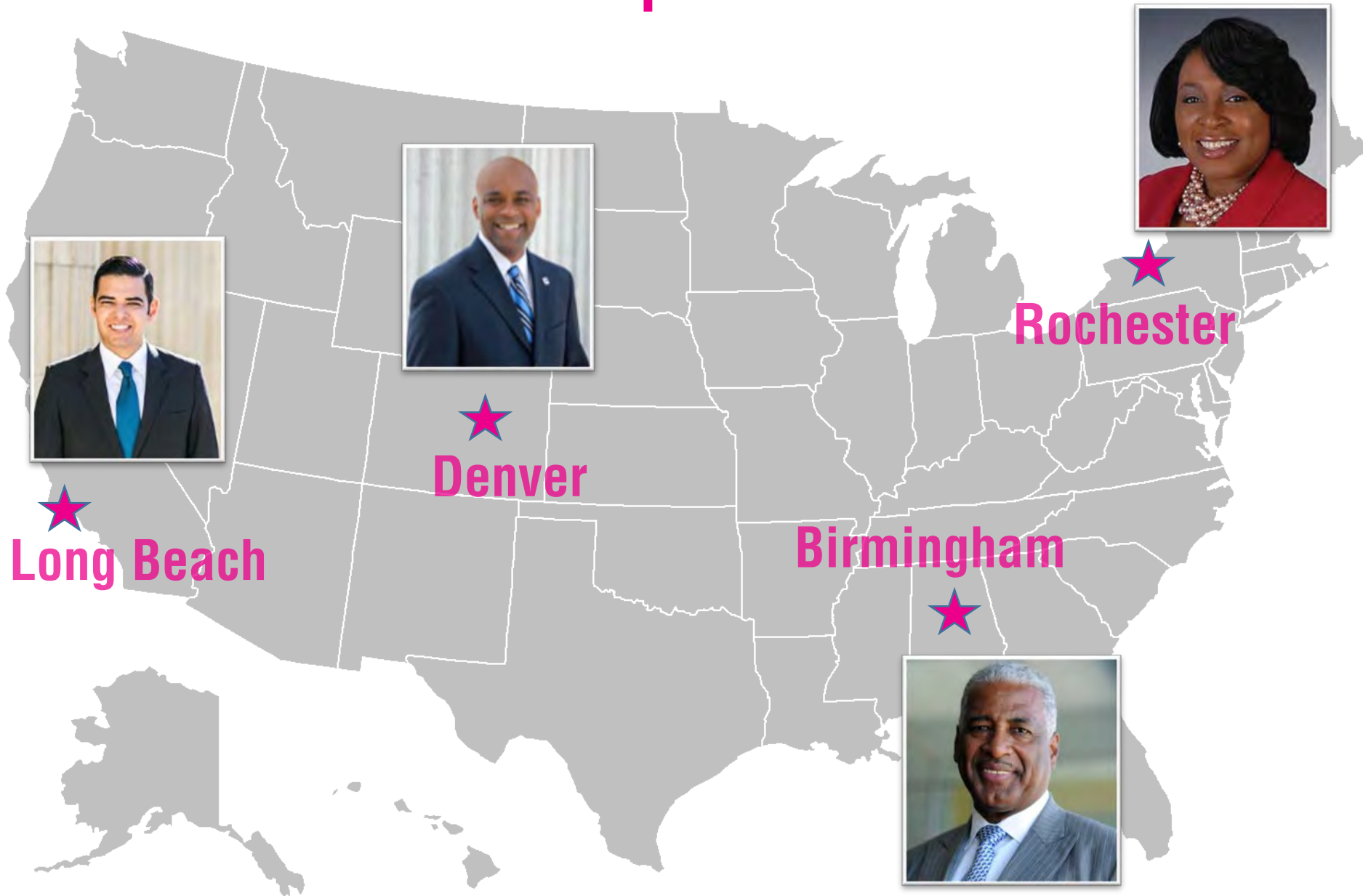


- Four cities selected for yearlong program of professional development, leadership training, assistance with a local land use challenge
- Mayor selects 3 fellows and team coordinator
- Participating cities to date:
Austin, Boston, Charlotte, Detroit, Hartford, Honolulu, Houston, Indianapolis, Kansas City, Louisville, Memphis, Minneapolis, Nashville, Oakland, Omaha, Philadelphia, Phoenix, Pittsburgh, Portland, Providence, Sacramento, Seattle, Tacoma & Tampa



Daniel Rose Fellowship: alumni mayors

Daniel Rose Fellowship: class of 2016



City Study Visits

- Assemble experts to study land use challenge
- Provides city's fellowship team with framework and ideas to start addressing their challenge
- Part of yearlong engagement with each city



The Panel



The Panel

- **Co-Chair:** Andre Brumfield, Gensler, Chicago, IL
- **Co-Chair:** Kate Collignon, HR&A Advisors, New York, NY
- André Bittas, Department of Planning, Engineering & Permits, City of Birmingham, AL (Rose Fellow)
- Juan Calaf, Rolluda Architects, Seattle, WA
- Sean Crumby, Department of Public Works, City of Long Beach, CA (Rose Fellow)
- Rick Dishnica, The Dishnica Company, Point Richmond, CA (Rose Center Advisory Board)
- Yianice Hernandez, Department of Health and Mental Hygiene, City of New York, Long Island City, NY
- Sarah Lovell, Sound Transit, Seattle, WA
- Emeka Moneme, Federal City Council, Washington, DC
- Bayé Muhammad, Department of Neighborhood & Business Development, City of Rochester, NY (Rose Fellow)
- Manuel Ochoa, Enterprise Community Partners, Washington, DC
- Mott Smith, Civic Enterprise, Los Angeles, CA
- Barbara Sporlein, Minnesota Housing Finance Agency, St. Paul, MN (Rose Center Advisory Board)

The Challenge



How can Denver attract new development to West Colfax that will support residents and businesses and enhance the unique identity of the corridor?

The Questions



The Questions

- What is the vision for the West Colfax neighborhood?
- What is the distinctive role of the West Colfax corridor within the life of Denver?
- How can new development be inclusive?
- Is there a missed opportunity around the viaduct and the cloverleaf?
- How do we leverage recent transit investment?
- How do we move forward?

Presentation Outline

1. **Observations & Strategic Themes**
2. Opportunity Areas
3. Financing
4. Next Steps
5. Conclusion & Homework



Observations:
Lacking a coherent vision



Observations: Lacking a coherent vision

- Large, varied area
- Diverse stakeholders & relationships
- Harsh physical environment
- Disconnect between market, vision and regulatory codes
- Change is happening NOW

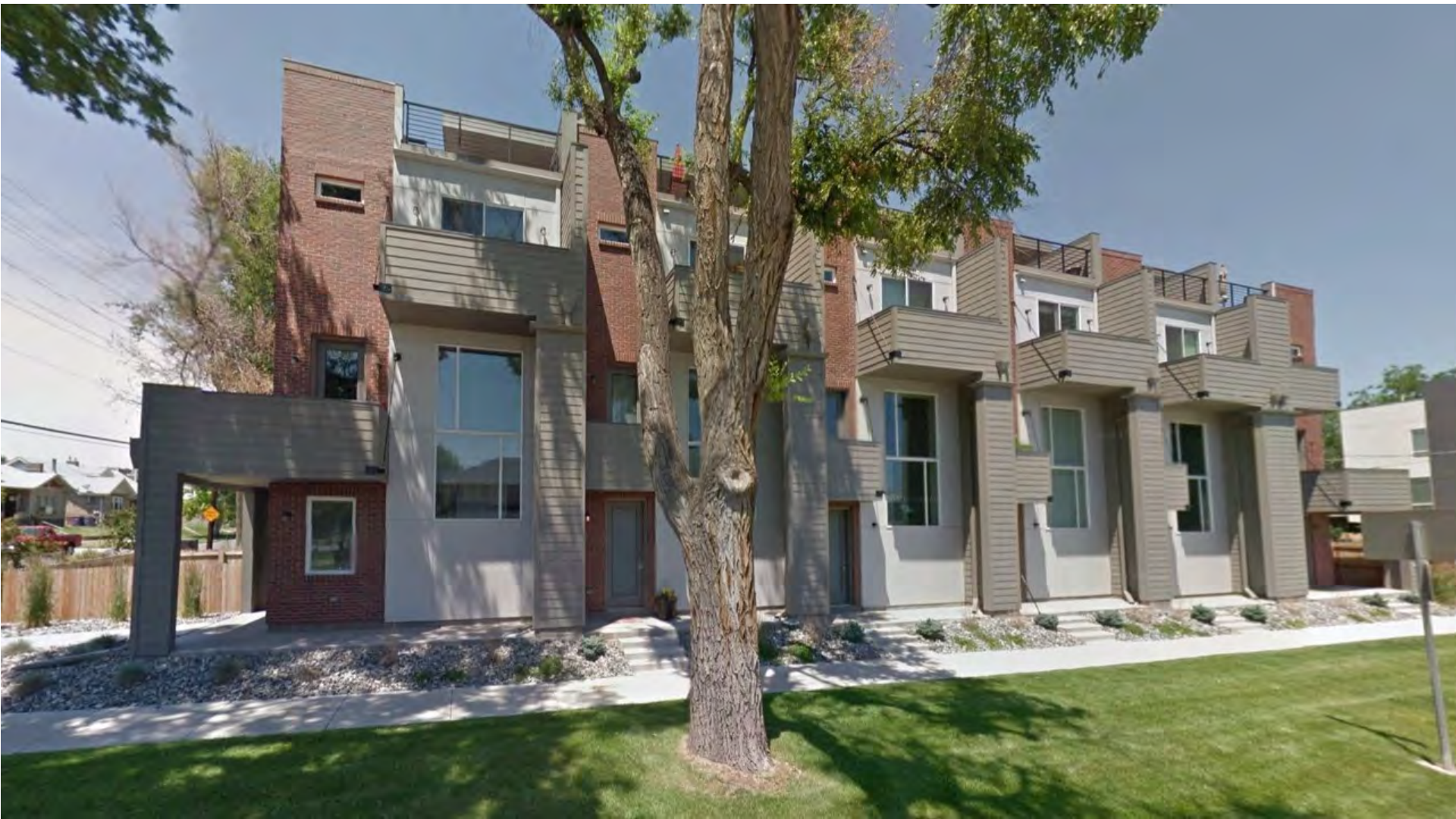
Observations: The Market



Observations: The Market

- 
- A blue boom lift is positioned against a modern, multi-story building with large windows and balconies. The lift's arm is extended, and it is carrying a large, heavy wooden crate on a platform. A worker in a blue shirt and safety harness is visible on the platform, securing the crate. The building has a light-colored facade and dark window frames. The scene is set outdoors during the day.
- Denver's real estate market is exceptionally strong
 - Region is attracting Millennials from around the country
 - Large population of empty-nesters seeking more urban lifestyle
 - Sloans project at St. Anthony's site example of market coming to West Colfax area

Observations: Displacement & exclusion concerns

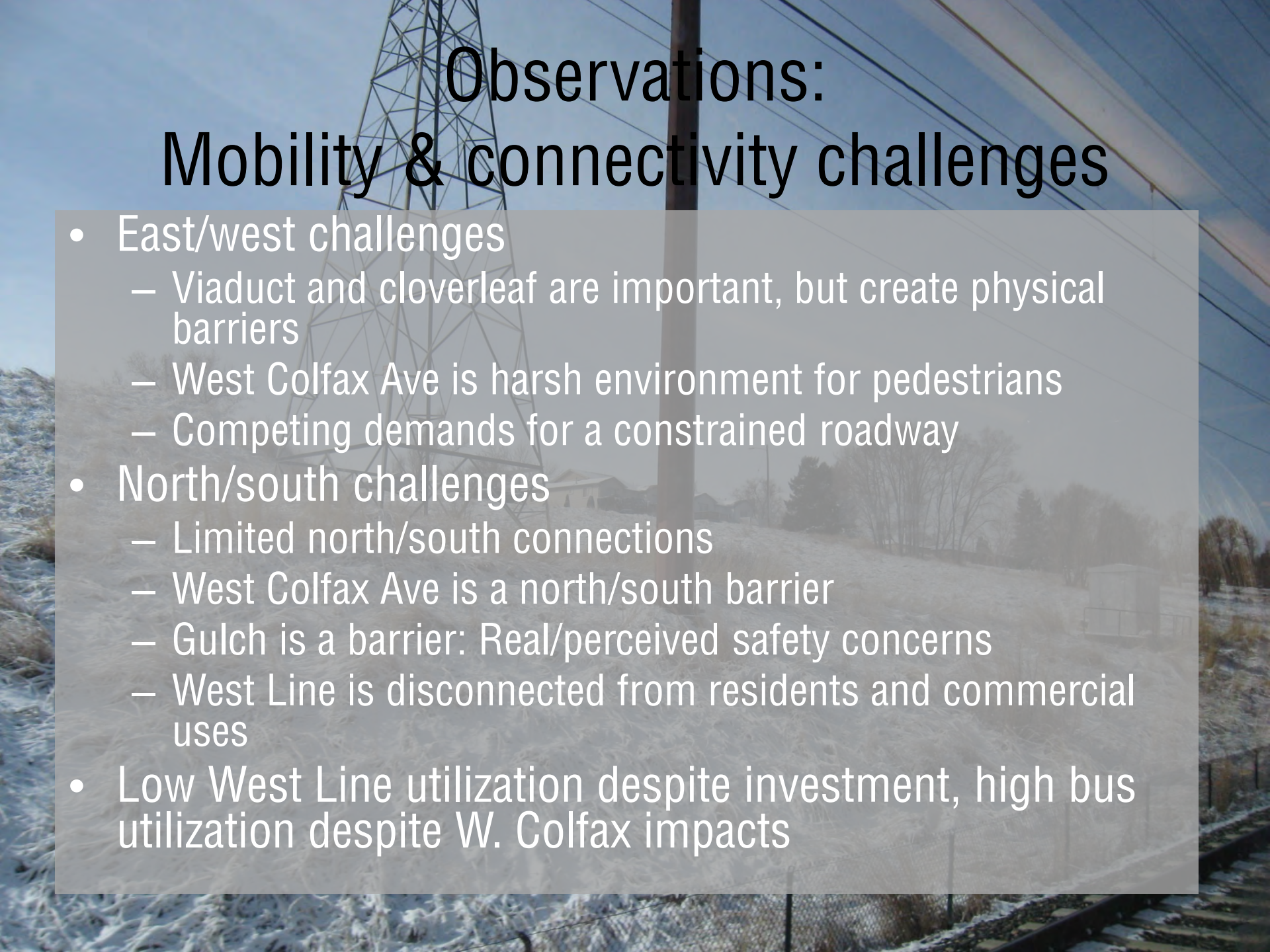


Observations: Displacement & exclusion concerns

- 
- Today
 - Unique housing product
 - Important cultural diversity
 - Limited neighborhood-serving retail (supermarket)
 - Loss of affordability
 - Homeowners with limited resources for improvements subject to opportunistic buyers
 - Individual and cultural displacement/exclusion

Observations: Mobility & connectivity challenges





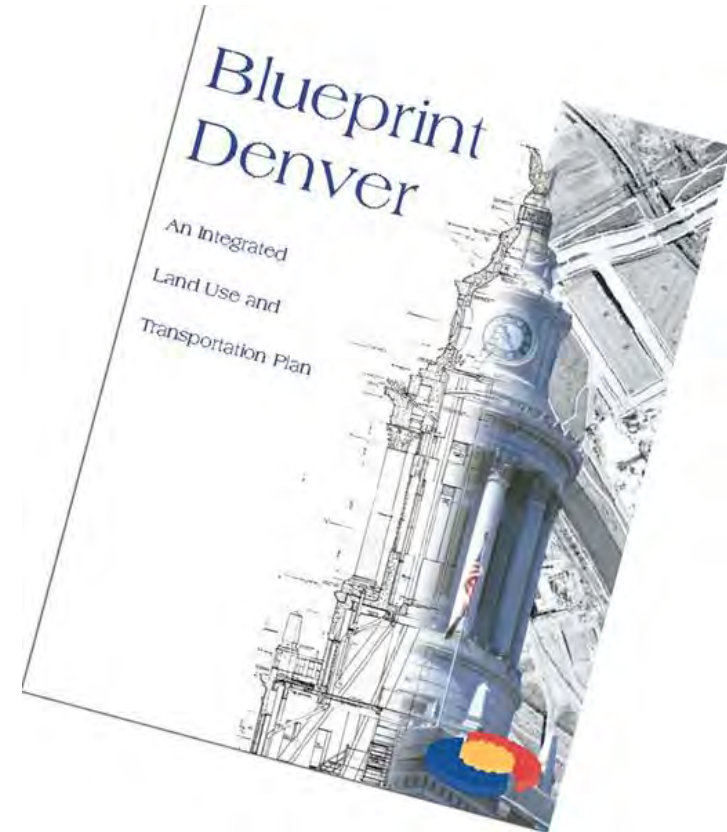
Observations: Mobility & connectivity challenges

- East/west challenges
 - Viaduct and cloverleaf are important, but create physical barriers
 - West Colfax Ave is harsh environment for pedestrians
 - Competing demands for a constrained roadway
- North/south challenges
 - Limited north/south connections
 - West Colfax Ave is a north/south barrier
 - Gulch is a barrier: Real/perceived safety concerns
 - West Line is disconnected from residents and commercial uses
- Low West Line utilization despite investment, high bus utilization despite W. Colfax impacts

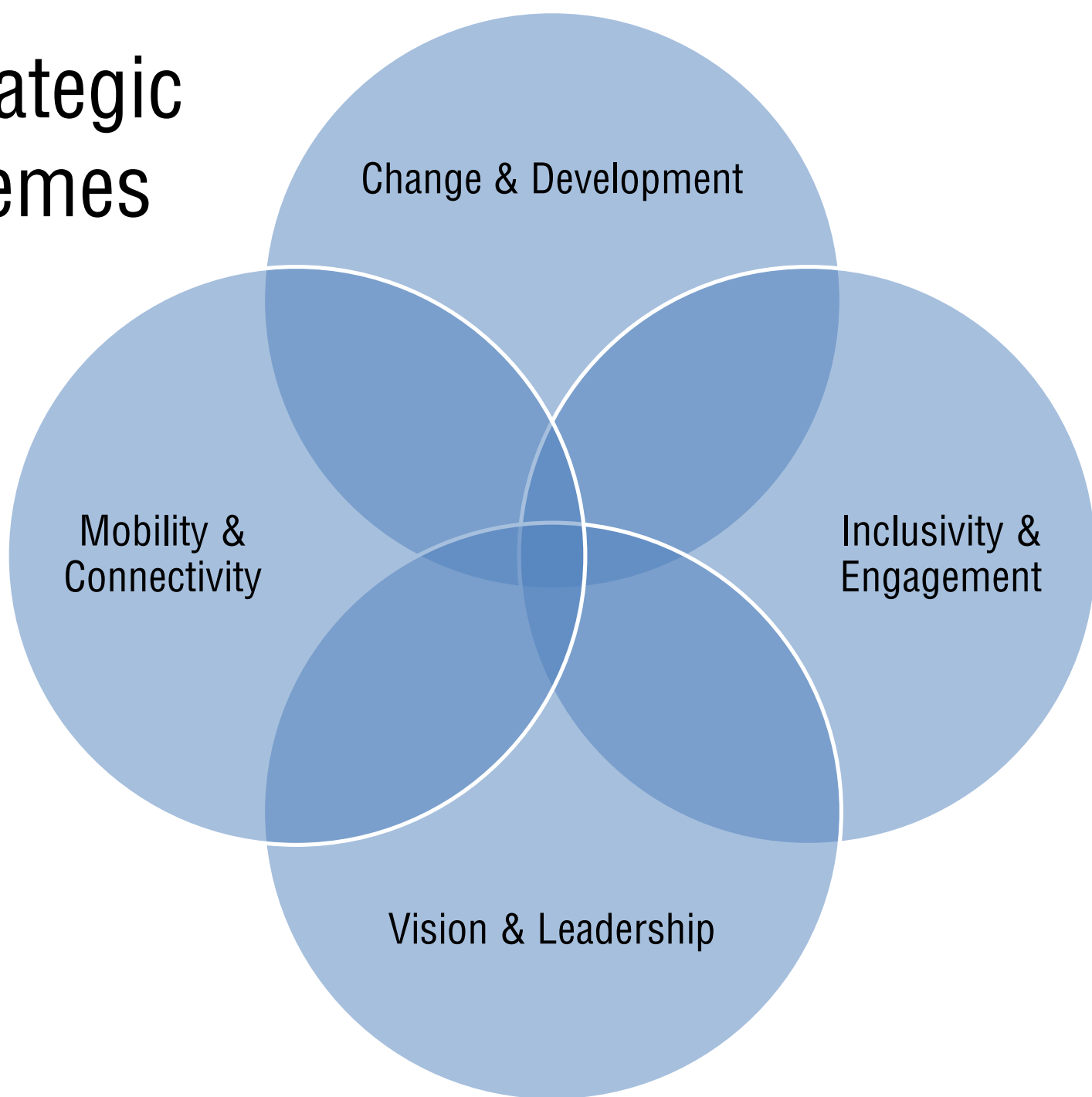
Observations:

Lots of planning, limited action

- 2002: Blueprint Denver
- 2006: West Colfax Plan
- 2009: Sheridan Station Area Plan
- 2009: Auraria West Station Area Plan
- 2011: Colfax Avenue Concept Plan
- 2013: Decatur-Federal Station Area Plan



Strategic Themes

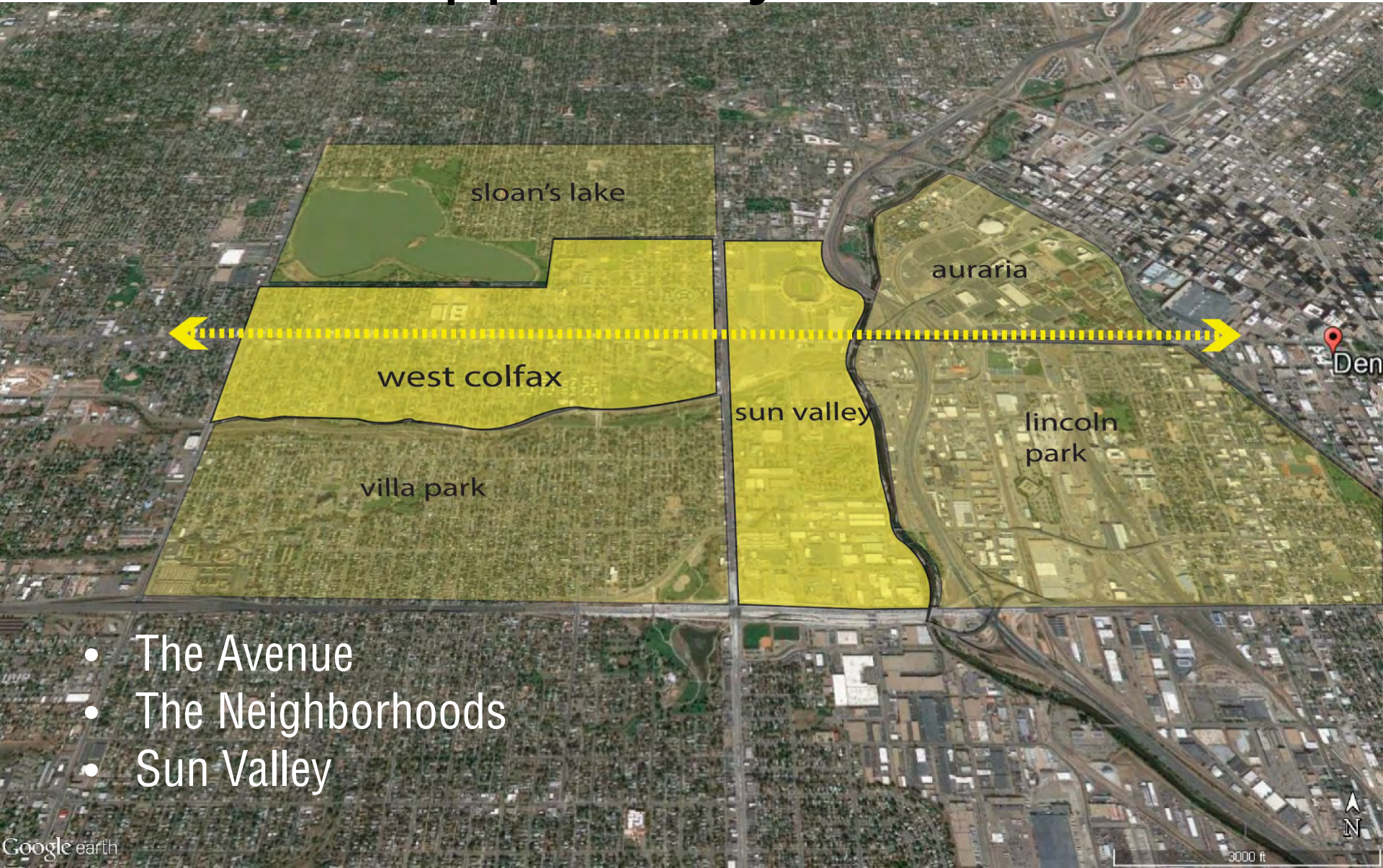


Presentation Outline

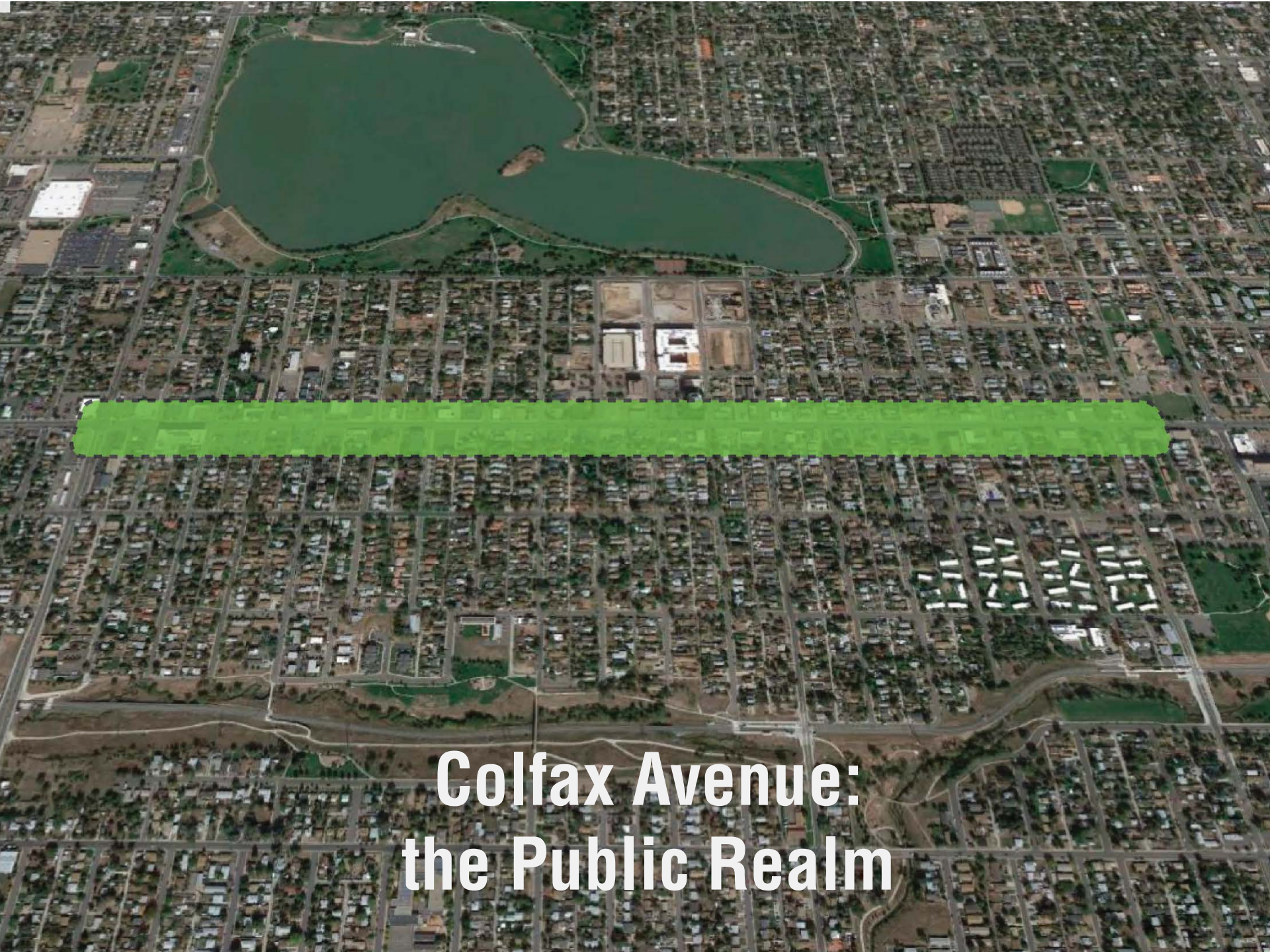
1. Observations & Strategic Themes
- 2. Opportunity Areas**
3. Financing
4. Next Steps
5. Conclusion & Homework



Opportunity Areas



- The Avenue
- The Neighborhoods
- Sun Valley

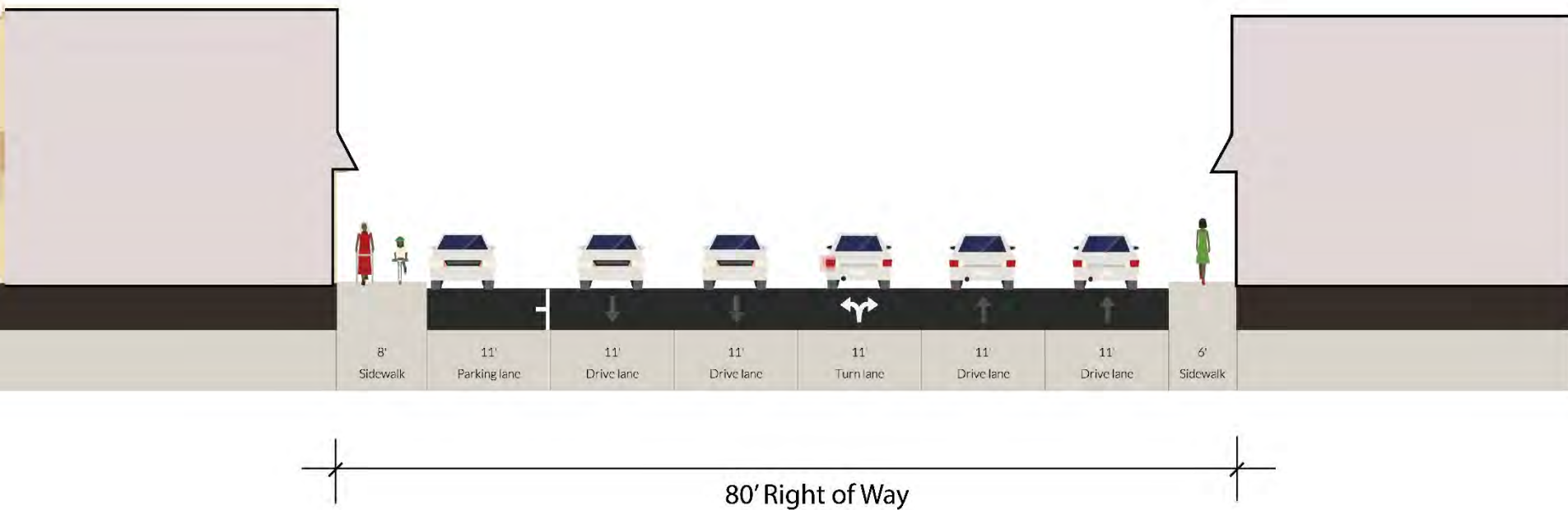


Colfax Avenue: the Public Realm

Streetscape Elements to Improve the Public Realm

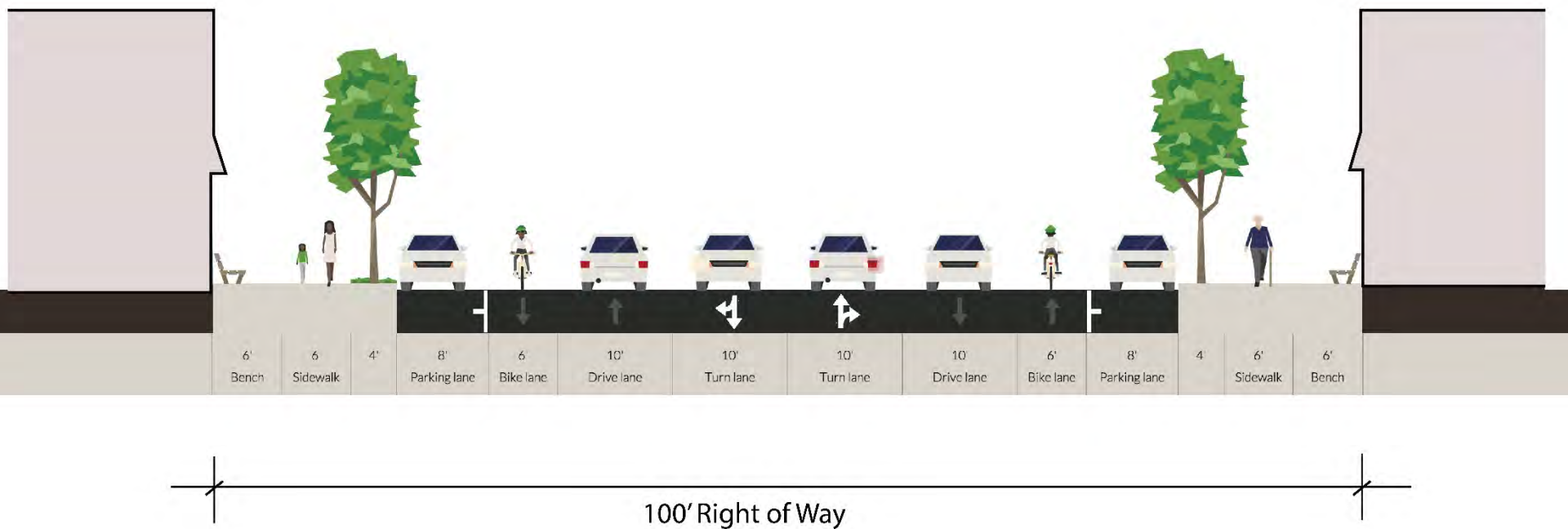
Street Trees
Planters and Landscape
Bike Lanes
Cafes on Sidewalks
Street Parking
Signage, Wayfinding & Identity





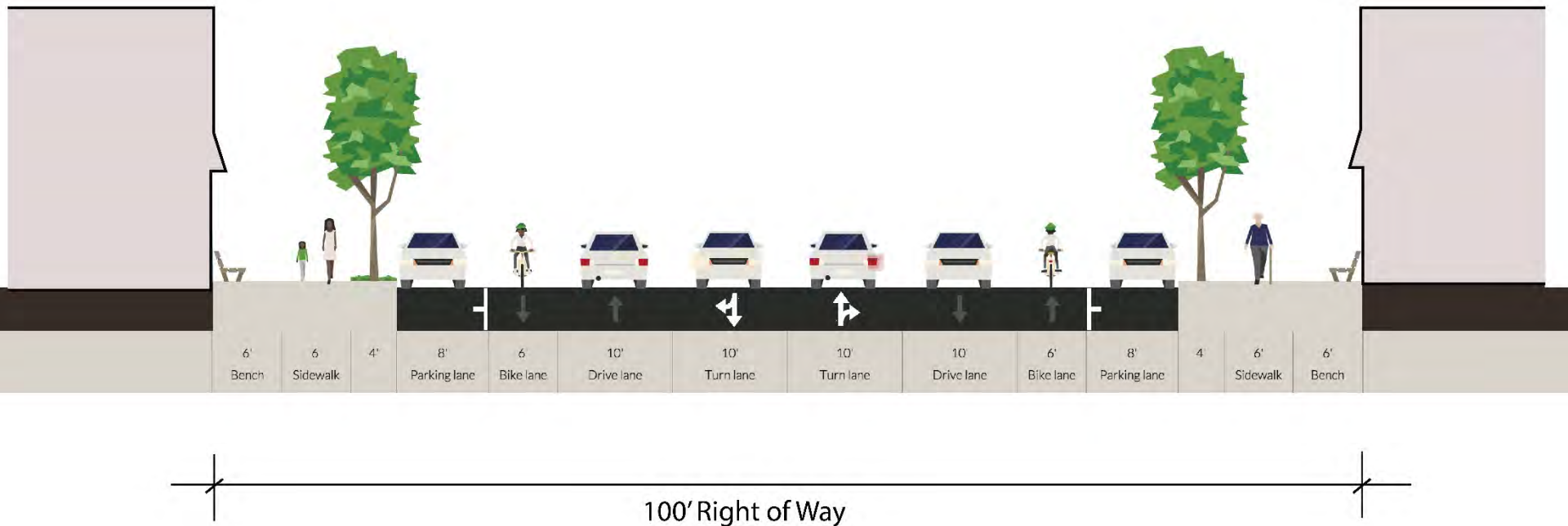
Colfax Avenue – Existing Conditions

Street Trees Bike Lanes Narrow Travel Lanes Cafes on Sidewalks Street Parking



Colfax Avenue – Desired Elements

Street Trees Bike Lanes Narrow Travel Lanes Cafes on Sidewalks Street Parking



A Series of **Trade-Offs** to Create a
New Public Realm

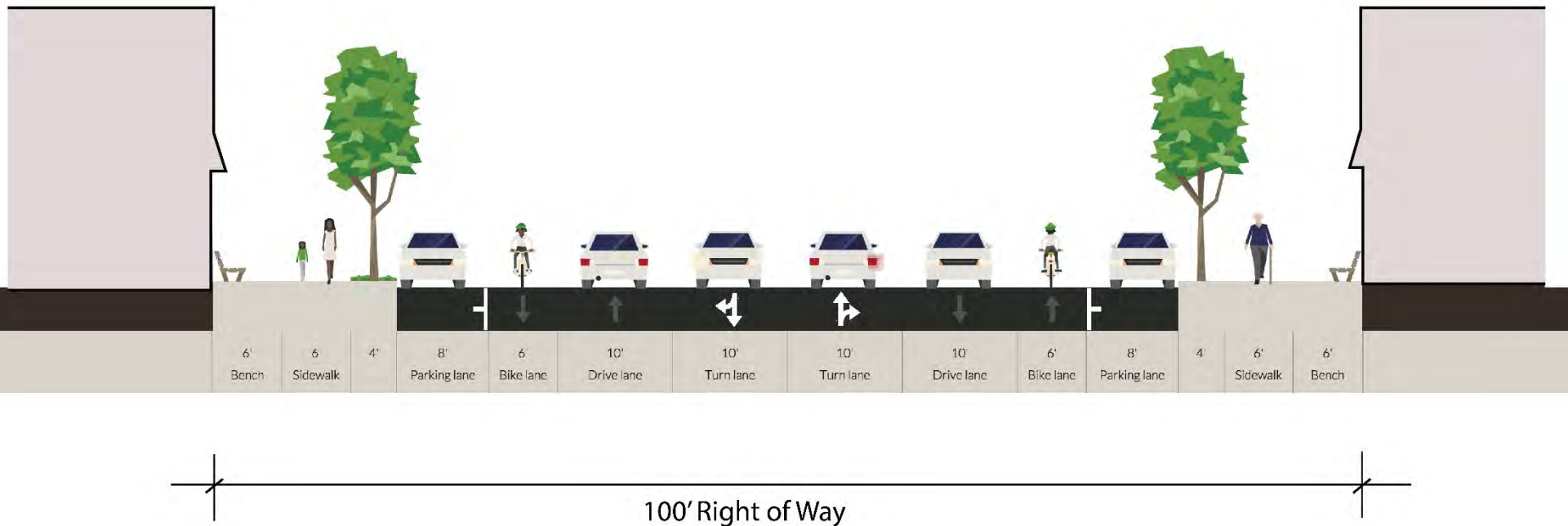
Street Trees

Bike Lanes

Narrow Travel Lanes

Cafes on Sidewalks

Street Parking

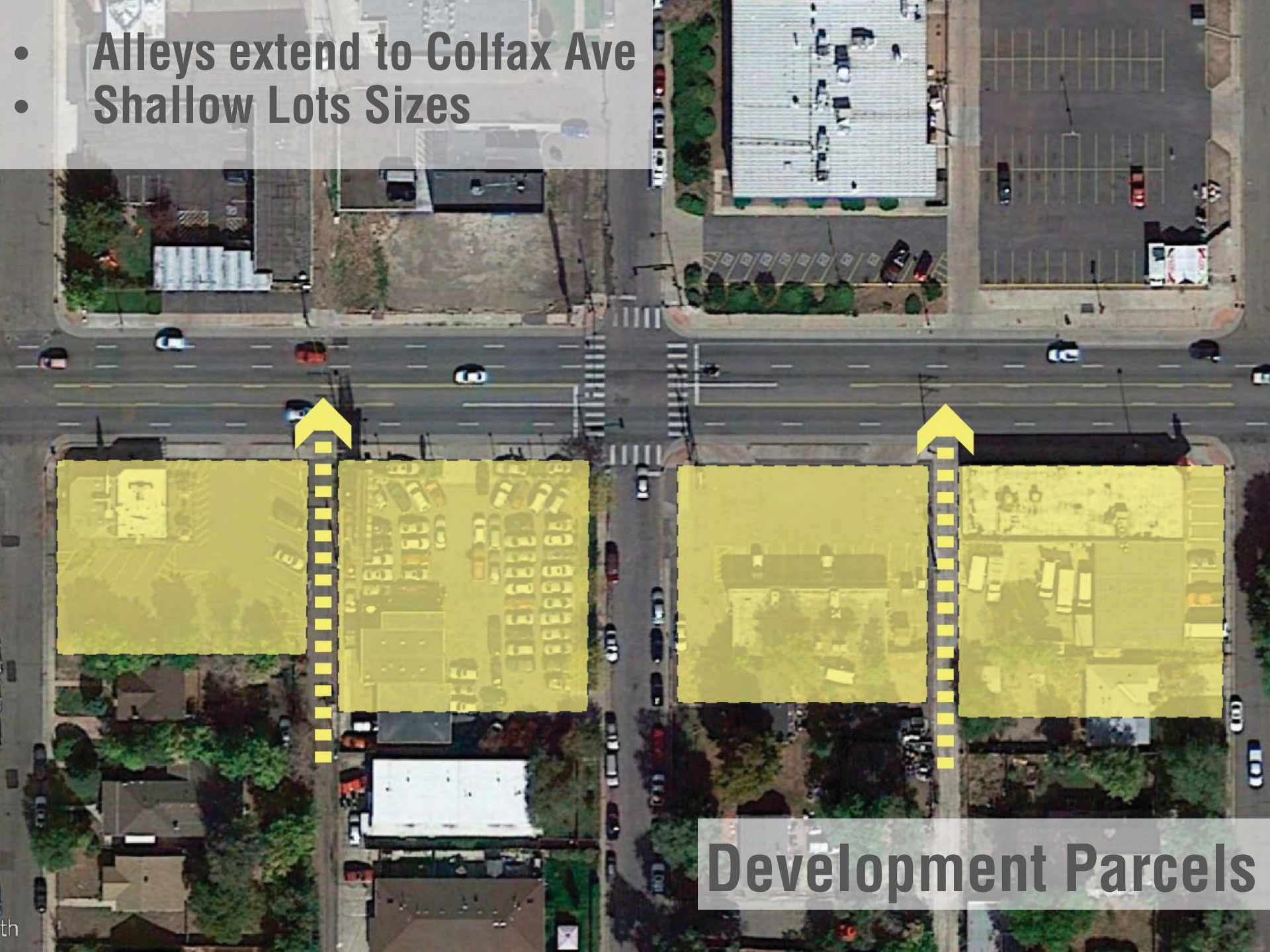


A Series of **Trade-Offs** to Create a
New Public Realm



Respect the Past... Preserve the Identity

- Alleys extend to Colfax Ave
- Shallow Lots Sizes



Development Parcels

- Vacate section of alley
- Create larger development parcel



Development Parcels

[illegible]

Arterial Network

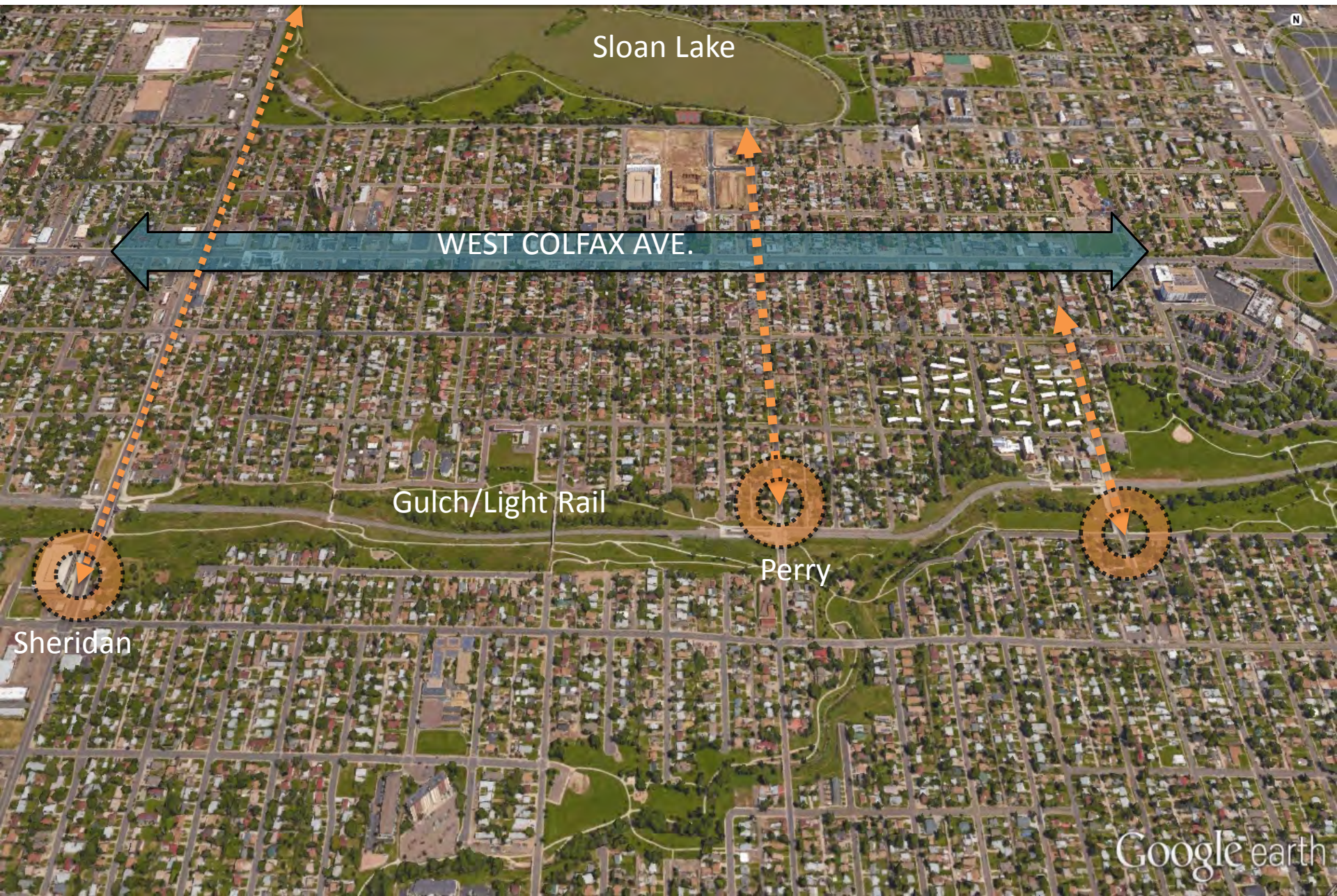
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Arterial Network

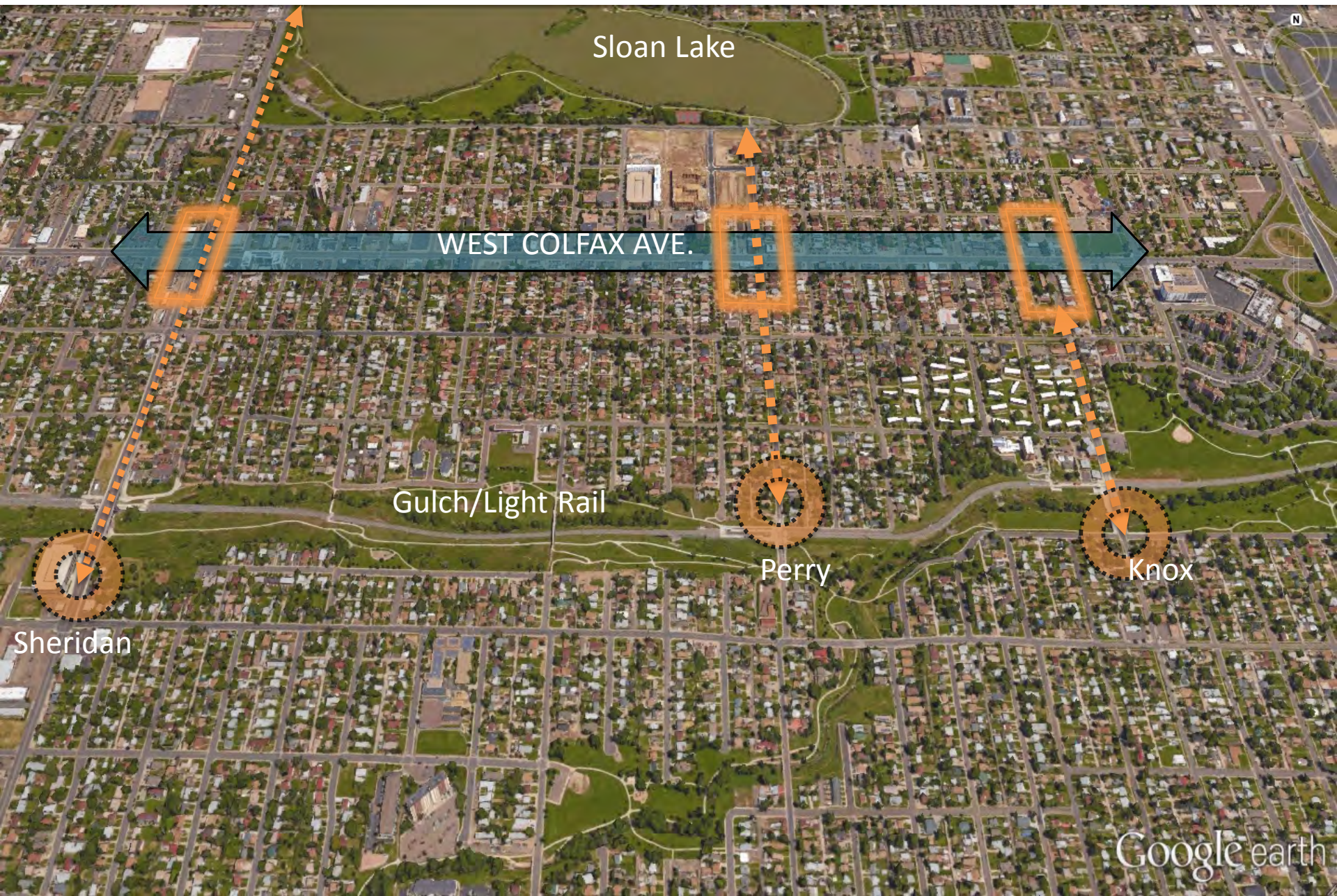
Arterial Network

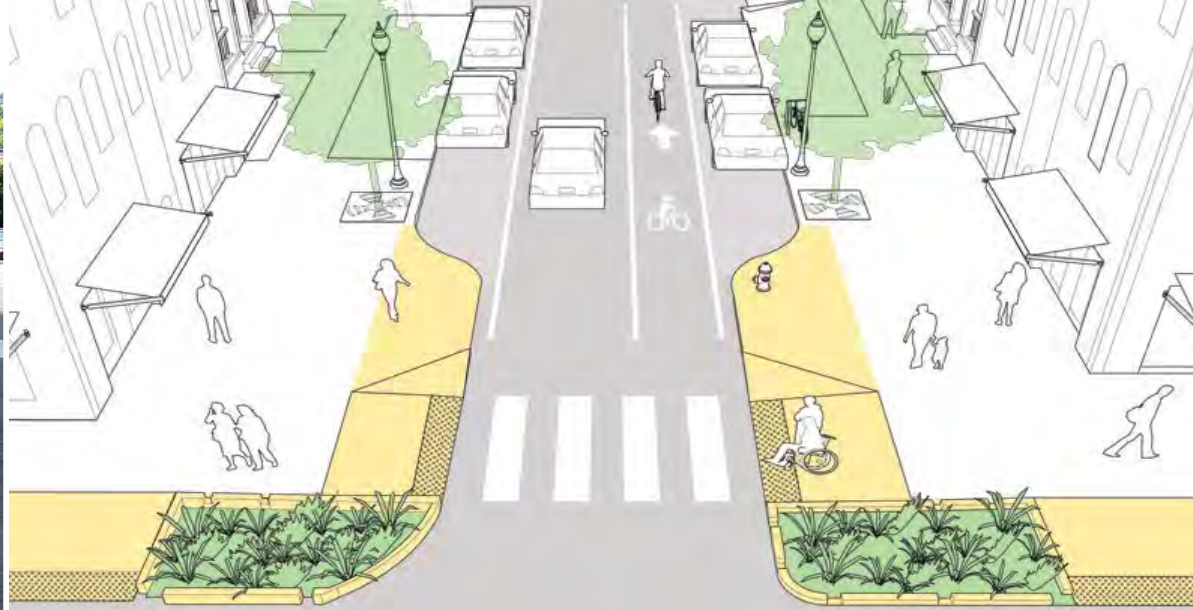
The image is an aerial view of a city grid, likely Denver, Colorado. It highlights the arterial network with yellow lines. A prominent blue double-headed arrow runs vertically through the center of the map, indicating a major north-south corridor. A green double-headed arrow runs horizontally across the middle of the map, labeled 'WEST COLFAX AVE.'. Another green double-headed arrow runs horizontally at the bottom of the map, labeled 'US-6'. The map shows various street names, including W 29th Ave, W 26th Ave, W 23rd Ave, W 19th Ave, W 18th Ave, W 17th Ave, W 16th Ave, W 14th Ave, W 13th Ave, W 12th Ave, W 11th Ave, W 10th Ave, W 9th Ave, W 8th Ave, W 7th Ave, W 6th Ave, W 5th Ave, W 4th Ave, W 3rd Ave, W 2nd Ave, W 1st Ave, W 0th Ave, W -1st Ave, W -2nd Ave, W -3rd Ave, W -4th Ave, W -5th Ave, W -6th Ave, W -7th Ave, W -8th Ave, W -9th Ave, W -10th Ave, W -11th Ave, W -12th Ave, W -13th Ave, W -14th Ave, W -15th Ave, W -16th Ave, W -17th Ave, W -18th Ave, W -19th Ave, W -20th Ave, W -21st Ave, W -22nd Ave, W -23rd Ave, W -24th Ave, W -25th Ave, W -26th Ave, W -27th Ave, W -28th Ave, W -29th Ave, W -30th Ave, W -31st Ave, W -32nd Ave, W -33rd Ave, W -34th Ave, W -35th Ave, W -36th Ave, W -37th Ave, W -38th Ave, W -39th Ave, W -40th Ave, W -41st Ave, W -42nd Ave, W -43rd Ave, W -44th Ave, W -45th Ave, W -46th Ave, W -47th Ave, W -48th Ave, W -49th Ave, W -50th Ave, W -51st Ave, W -52nd Ave, W -53rd Ave, W -54th Ave, W -55th 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North-South Connections/TOD Nodes



North-South Connections/TOD Nodes





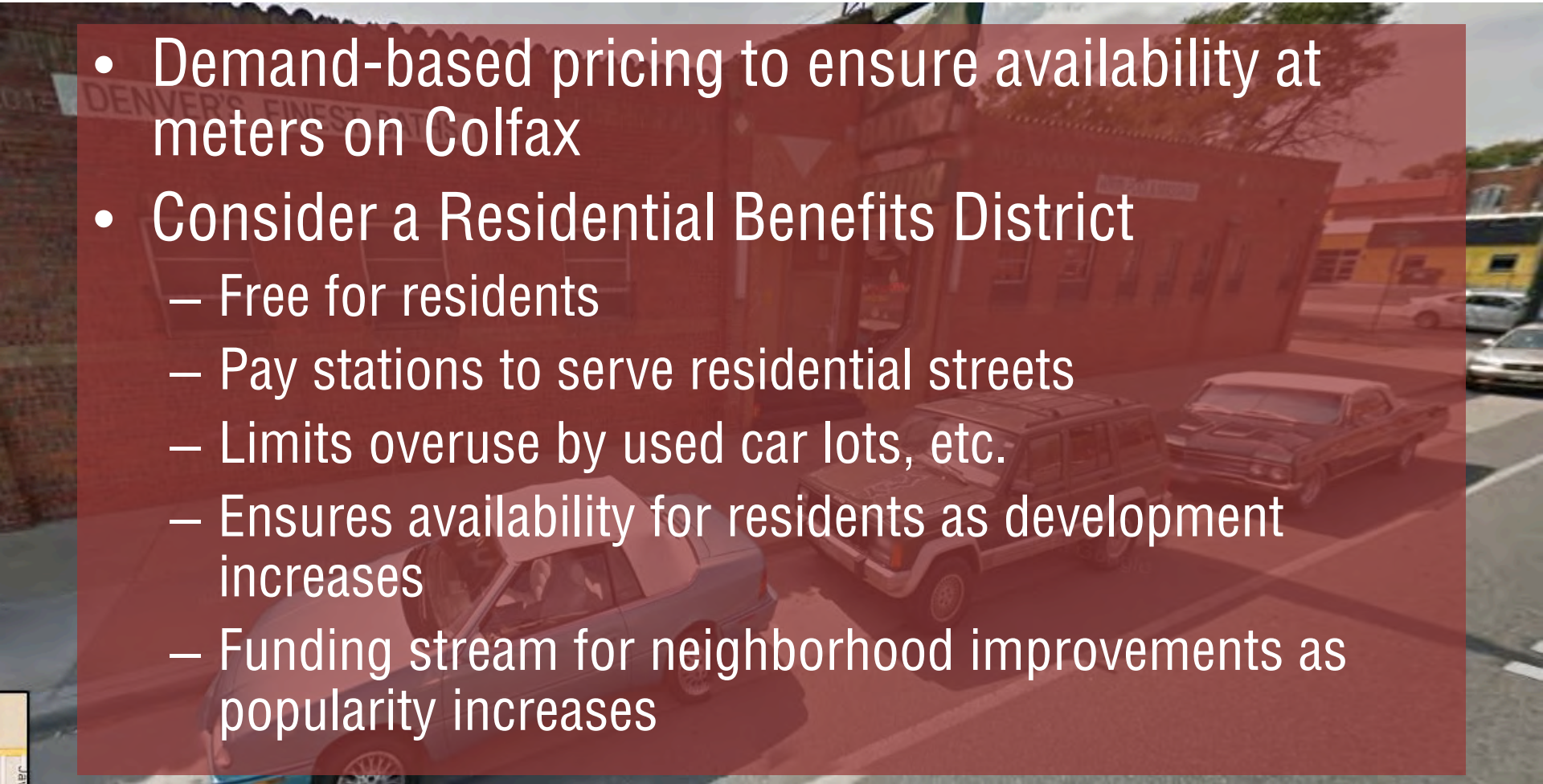


Manage On-Street Parking

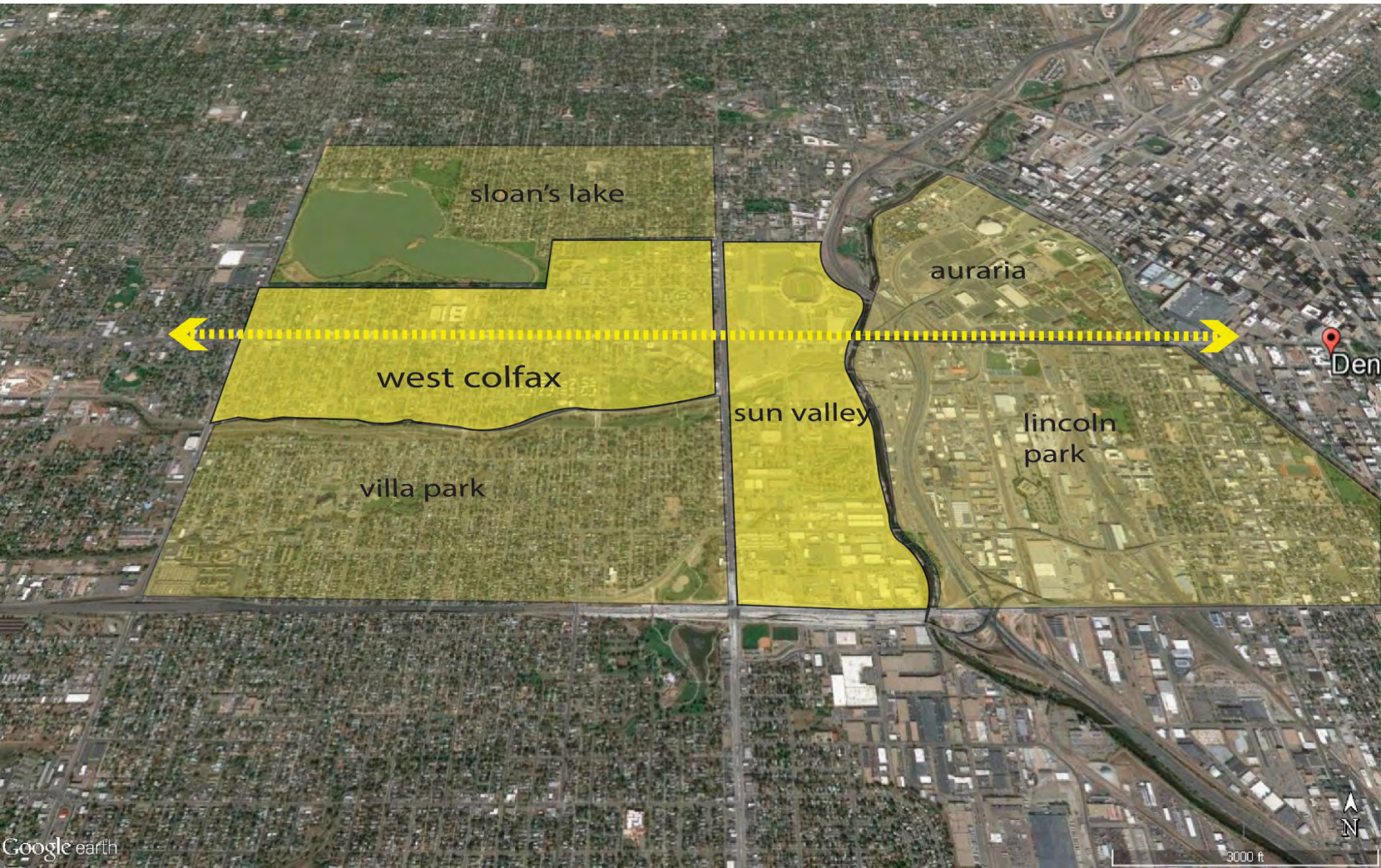


Manage On-Street Parking

- Demand-based pricing to ensure availability at meters on Colfax
- Consider a Residential Benefits District
 - Free for residents
 - Pay stations to serve residential streets
 - Limits overuse by used car lots, etc.
 - Ensures availability for residents as development increases
 - Funding stream for neighborhood improvements as popularity increases



West Colfax Neighborhoods



Change and Development

- Observations
 - Lack of clear communication with community
 - Community perception that new investments are not for them
 - New development sometimes out of scale and character with neighborhood
- Opportunity
 - Knit together existing and emerging health promoting community assets
 - Explore supermarket potential
 - Leverage potential TOD nodes to promote affordable housing

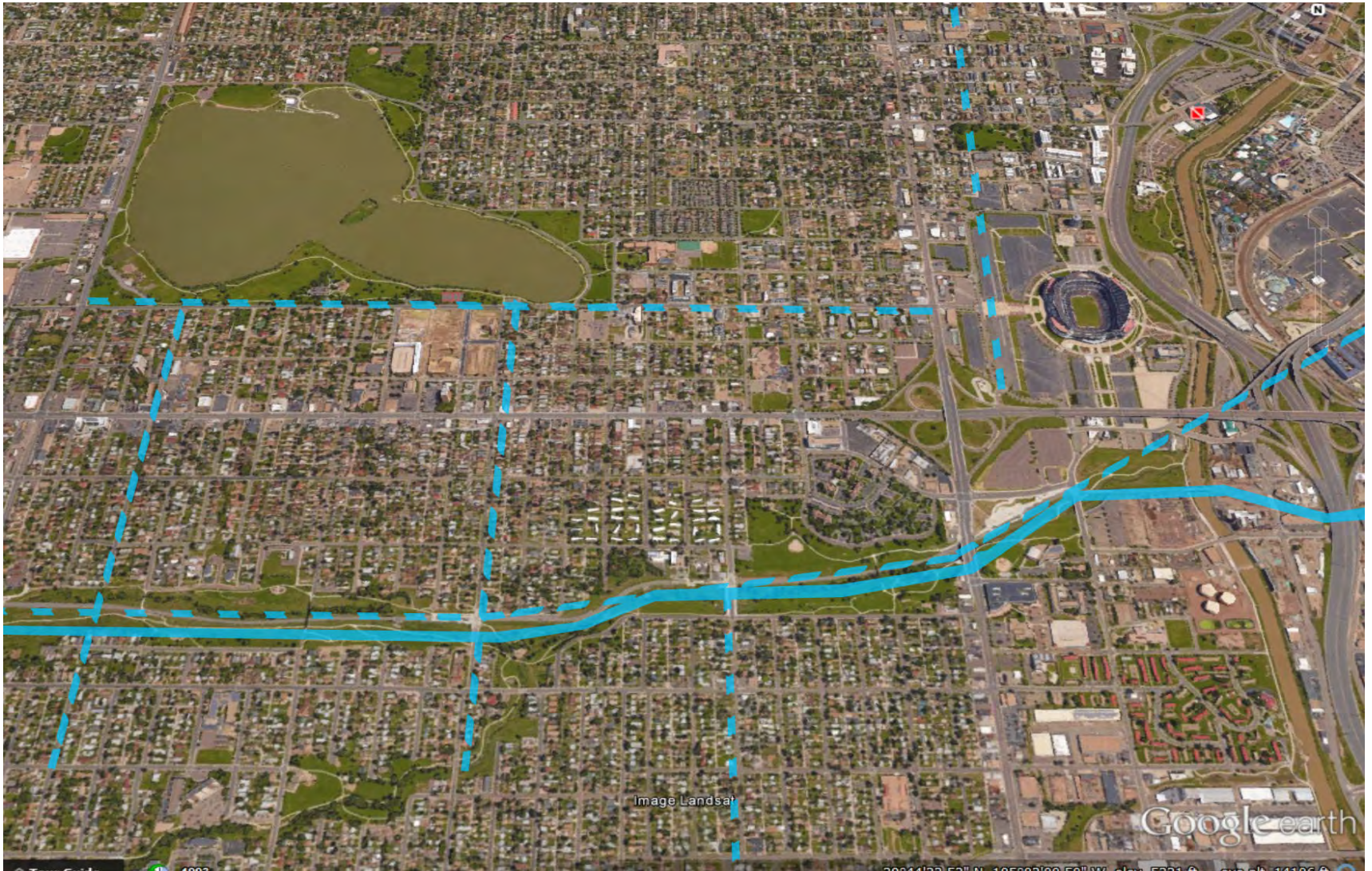
Community Assets – Social



Community Assets – Open Space



Community Assets – Rail & Bike Routes

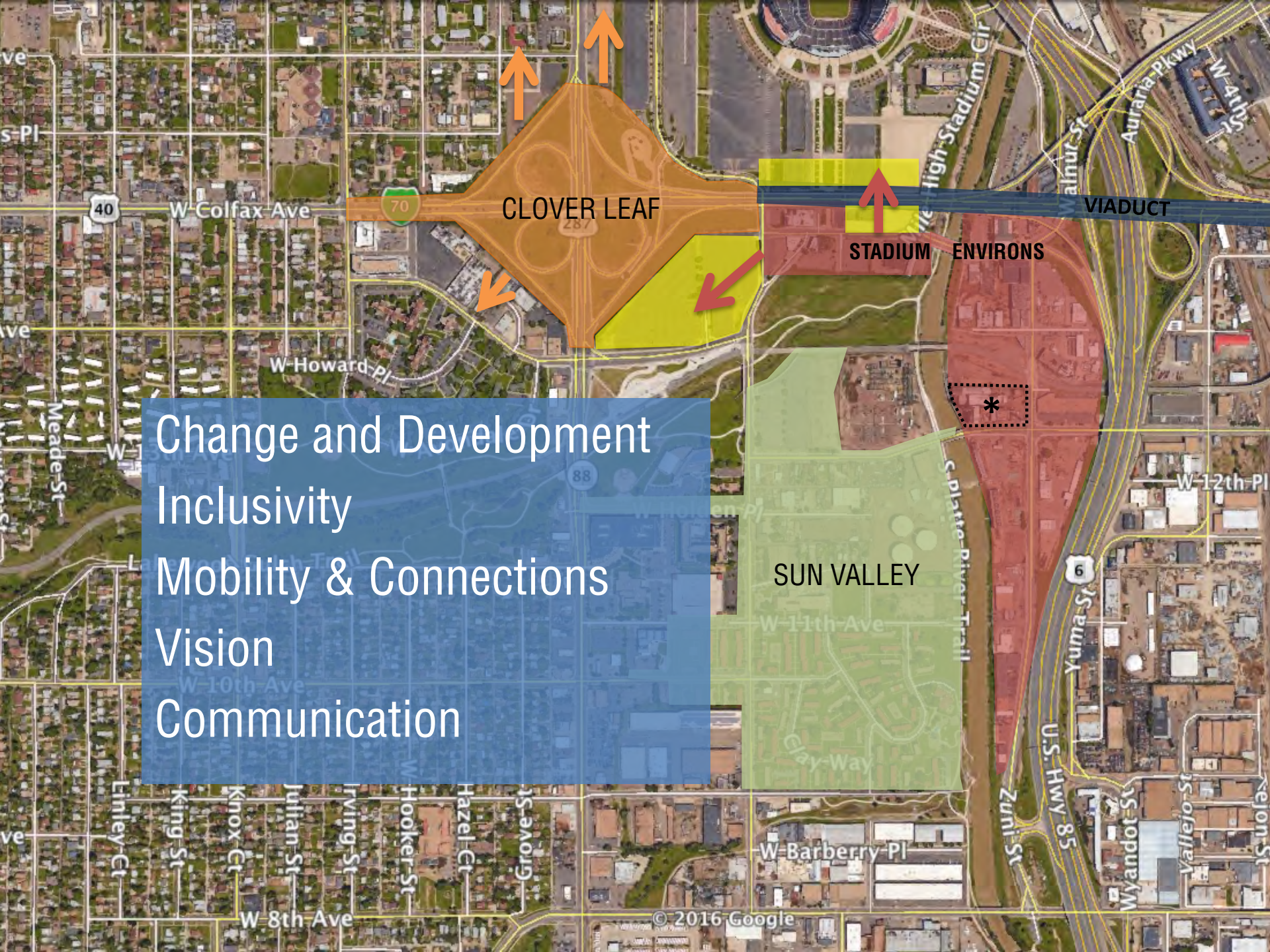


Inclusivity



Inclusivity

- Safeguard and preserve the existing residential community
 - Existing resources to support housing preservation
 - Financial Education/Credit Repair
 - Direct outreach to homeowners to access loan products to assist current residents
- Reinforce the historic character and community fabric
 - Historic or conservation district?
- West Colfax BID
 - Maintain Latino and resident presence in governance



Change and Development
Inclusivity
Mobility & Connections
Vision
Communication

CLOVER LEAF

STADIUM ENVIRONS

SUN VALLEY

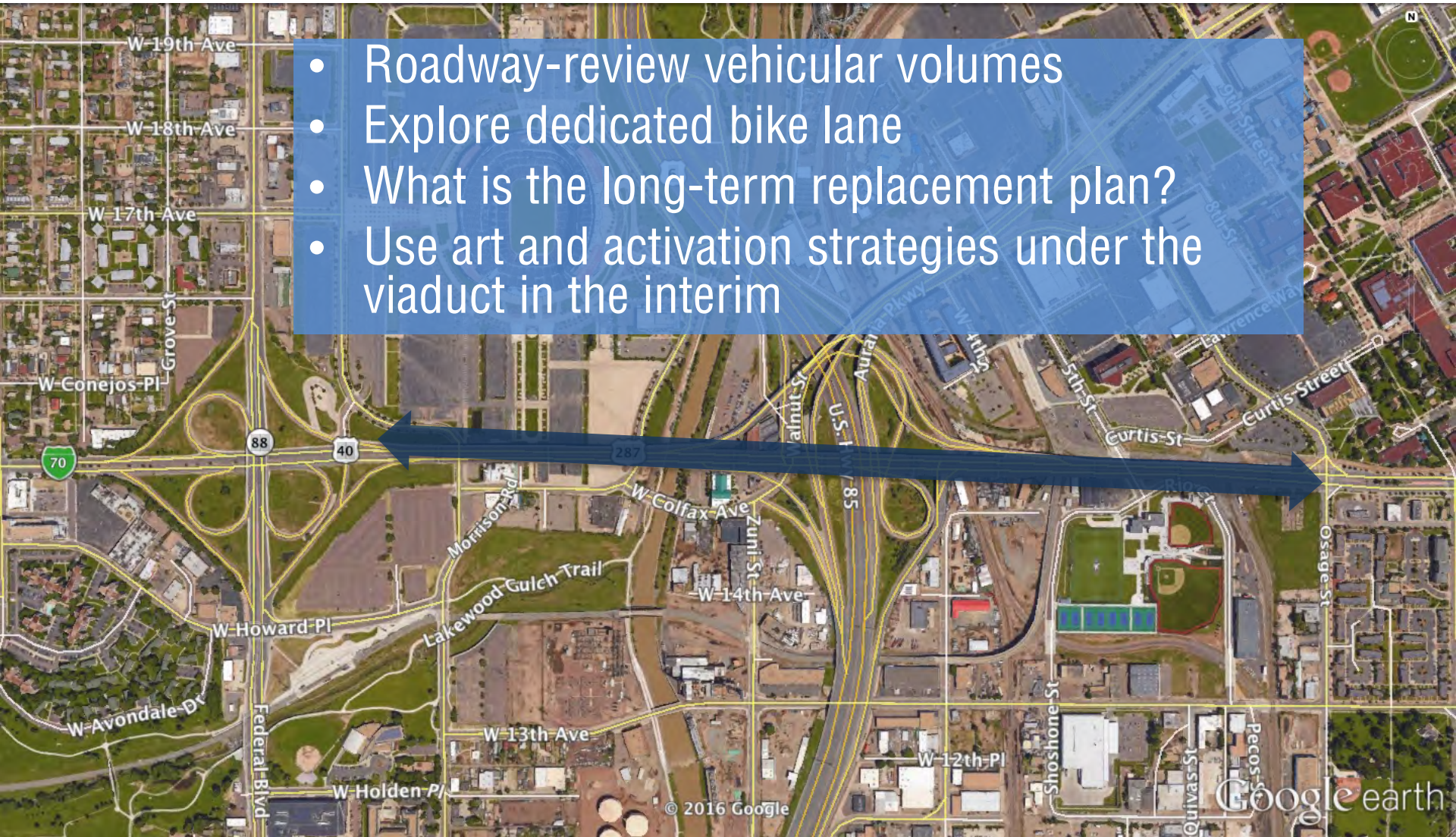
SUN VALLEY

- Vision
- Inclusivity
 - Job training
 - Job creation
 - New affordable housing
 - Community building
- Mobility & Connections
 - 13th Avenue realignment
 - Bikes, Pedestrians, River, Auraria, Safety, Art, Lighting

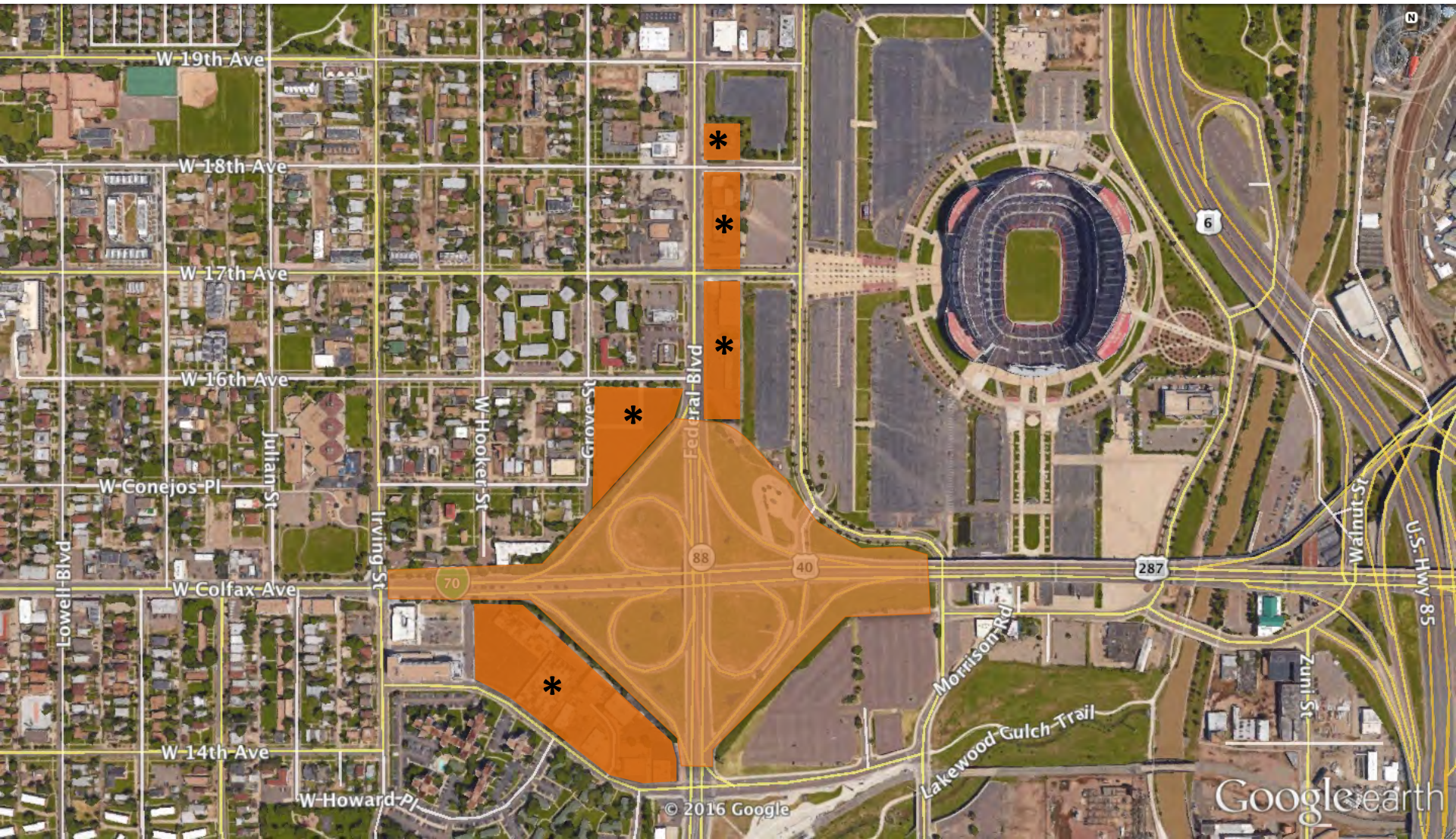


VIADUCT

- Roadway-review vehicular volumes
- Explore dedicated bike lane
- What is the long-term replacement plan?
- Use art and activation strategies under the viaduct in the interim



CLOVER LEAF AREA



Cloverleaf Discussion

- Current layout of intersection
 - Ownership/Multijurisdictional Situation
- Challenges/Goals
 - Move all modes of transportation
 - Improve/Create connectivity between West Colfax and Downtown/Stadium/River
 - Create a Gateway/Entrance for West Colfax and the Denver Broncos
- Stakeholders
 - City of Denver
 - Residents/Businesses of West Colfax
 - Stadium Ownership
 - CDOT and RTD

Cloverleaf: Current Layout



Potential Layout At Grade



Studies and Options

- Colfax and Federal Interchange Alternatives: Improve interchange to effectively move vehicular traffic, connect pedestrian/bicycle mobility, and create development opportunities
- NW Corner: mixed-use with Commercial/Residential
 - NE Corner: Entertainment (in conjunction with the Stadium)
 - SW Corner: Retail
 - SE Corner: Institutional/Public
- Potential Uses
 - Restaurants and pubs
 - Entertainment
 - Revenue generators for stadium operations

STADIUM ENVIRONS



Stadium Environs Discussion

- Steam Power Plant redevelopment (catalyst)
- Landowners north of Sun Valley Plan Area from Federal to I-25
 - Current buildings and owners
 - Vacant land – Private and Public (not Stadium)
 - Stadium District & Stadium Operator-parking and compatible uses
- Opportunities
 - Cultural institutions
 - Entertainment venues
 - Restaurants and brew pubs
 - Sports activities
 - Arts
 - Maker/ industrial uses
 - Zoning and Building code updates
- Revenue for stadium operations
- Other (Pop ups, markets, specialty food, festivals, reuse of containers)

Steam Power Plant (Concept)



WHERE ENERGY FLOWS

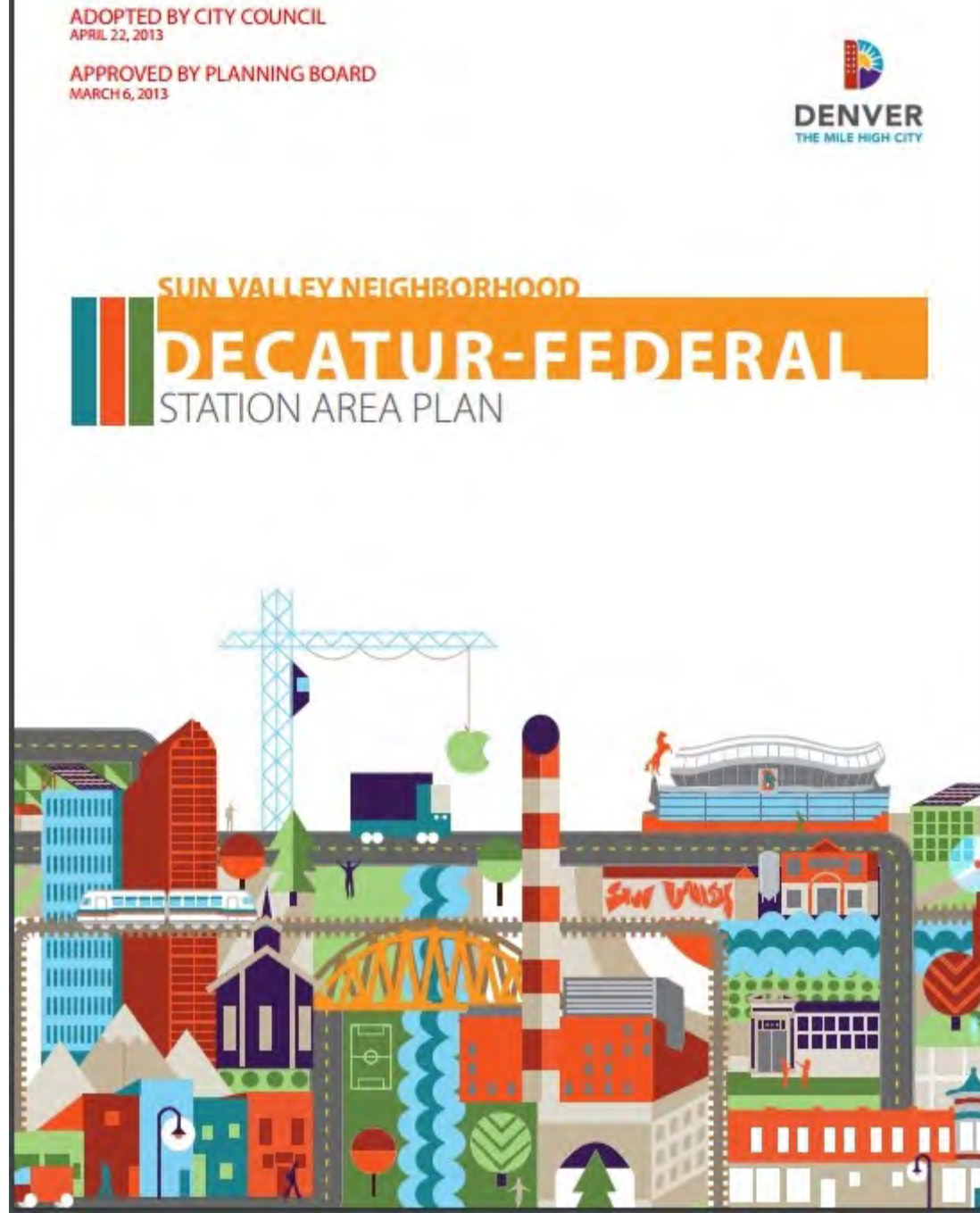
SPACE FOR LEASE

LEARN MORE



Review & Refer to Plans

- Federal/Decatur
Station Area Plan
(2013)
 - Lower Colfax Main
Street
 - Stadium Parking Lots
 - Federal Blvd.
 - Colfax & Federal
Interchange
Alternatives (2012)
- Auraria West Station
Area Plan (2009)



Presentation Outline

1. Observations & Strategic Themes
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- 3. Financing**
4. Next Steps
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Denver: Local Funding Picture

2016 CIP

- Public Works/Transportation: \$41.9M
- Wastewater Management Enterprise Fund: \$64.7M
- Housing Programs (Revolving Loans and Incentives): \$9.3M

The study area (and city) has limited discretionary funding for meaningful and catalytic capital improvements, therefore creative financing solutions must be identified

Recommendations: Infrastructure

Develop Ultra-Urban Green Infrastructure financing program

- City is developing a long-term stormwater management strategy that optimizes investments by public and private parties
- The new UUGI requirements will be passed along to developers
- City should explore whether it can use stormwater fees to capitalize a loan guarantee and credit enhancement program

Develop local matching program for Denver GO Bond Issue

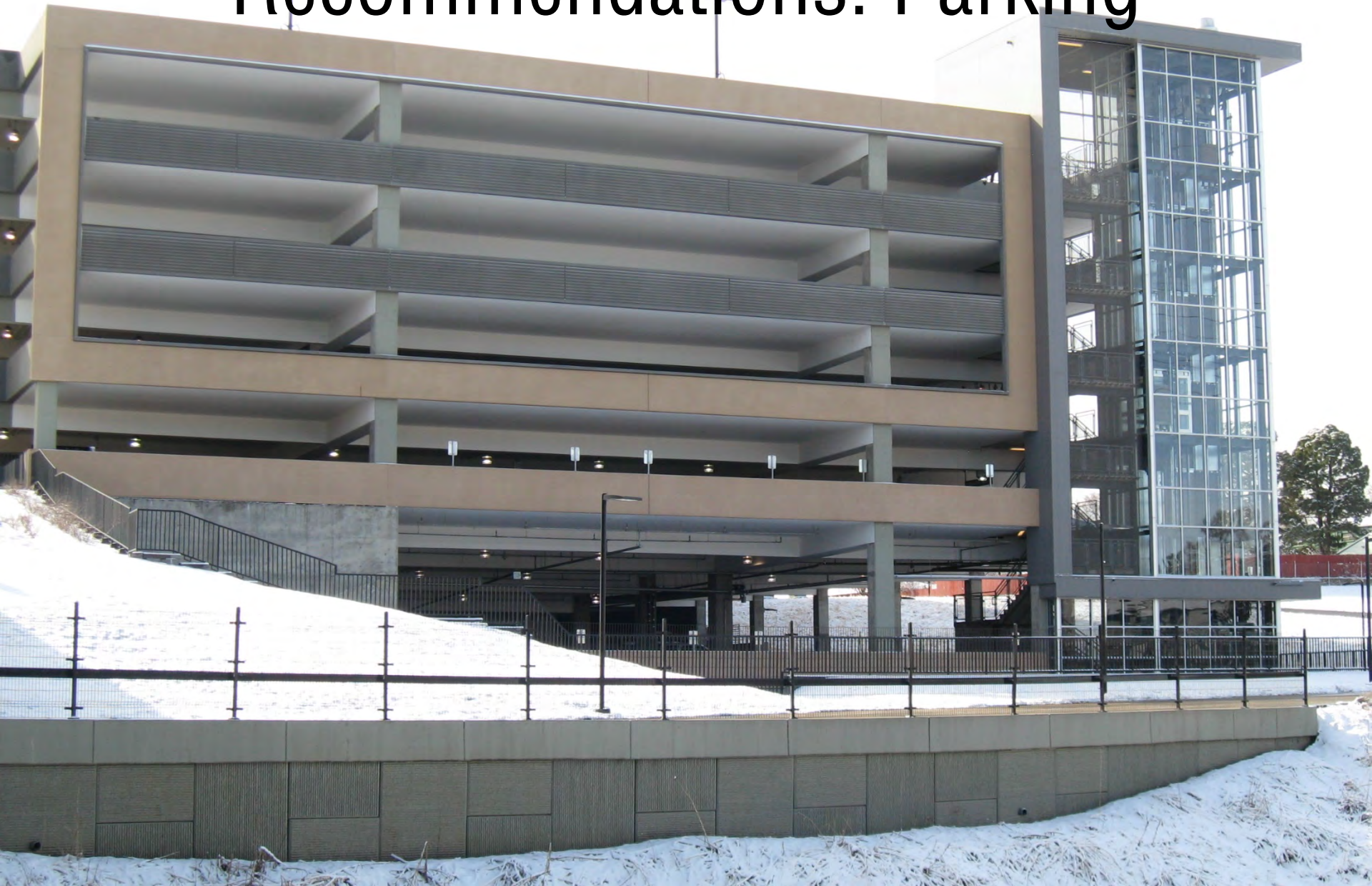
- Allow local BIDs and other community associations to self-assess their property
- Both parties would then work to collaboratively plan neighborhood improvements
- Assessments are pledged to match Denver GO Bond Issue projects at a TBD ratio (e.g. 75/25)

Recommendations: Infrastructure

Explore an Infrastructure P3 pilot project

- Develop a pilot project on Perry Street (locally controlled street) to simultaneously address north-south connectivity and the need for improved community infrastructure, by:
 - Improving the pedestrian streetscape experience
 - Providing high-quality bike & pedestrian facilities
 - Addressing stormwater flooding
- Work with Intermountain Infrastructure Exchange to develop and structure program
- Aggregate stormwater fees and demand-based parking fees to provide funding to a ***community benefit district*** to underwrite financing

Recommendations: Parking



Recommendations: Parking

- 
- Explore options to better manage parking assets
 - Expand shared-use agreements

Recommendations:

Housing & Development

Create homeowner alternative financing program

- For homeowners with credit challenges and homes with physical deterioration
- Many feel forced to sell to opportunistic buyers
- The program would provide the following services to homeowners:
 - Credit counseling
 - Alternative financing for improvements and ADUs to develop additional equity and income
 - Home improvement capacity and assistance (from local non-profit)
- Denver Urban Renewal Authority (DURA) manages a HOME rehab program that may offer a starting point
- Explore whether CDBG owner-occupancy grant programs can be leverage to support these programmatic goals

Recommendations:

Housing & Development

Foster Public Land Leveraging Strategy

- There may be opportunities to dispose of city land or swap property with other land owners along the Colfax corridor
- Partnerships should be explored with major landowners (i.e., Stadium District) to help catalyze development and realize financial benefit

Investigate Utility Financing Program

- Many jurisdictions enjoy a partnership with their local utility to finance and deliver infrastructure investments, with cost recovery taking place through rate increases
- Denver and XCEL Energy should explore how a partnership might be structured to allow for catalytic utility infrastructure investments

Presentation Outline

1. Observations & Strategic Themes
2. Opportunity Areas
3. Financing
- 4. Next Steps**
5. Conclusion & Homework



Next Steps: Change & Development

1. Define desired scale and character of development on West Colfax Ave and stadium environs
2. Revisit & revise regulations (Are your regulations achieving the outcomes you wanted?)
 - Maximize W Colfax Ave development parcels
 - Allow one-story retail Main Street Code
 - Protect industrial uses while expanding opportunities for maker space
 - Promote local design vernacular & appropriate scale with design/development guidelines
3. Identify and preserve physical and cultural resources
 - Assess assets (signage, classic buildings, historic features)
 - Promote adaptive reuse
4. Promote temporary & transitional uses
5. Implement new parking strategies
 - Plan for success – demand will increase
 - Manage on-street parking through demand-based pricing and consider residential benefits district
 - Pursue opportunities for shared parking

Next Steps: Inclusion & Engagement

1. Preserve and enhance authentic cultural heritage and character
NOW
2. Retain homeowners
 - Financial resources for home improvement & additional dwelling units
 - Financial education/ credit repair
3. Create jobs – through new construction & commercial uses
 - Supporting job training & placement
4. Support local entrepreneurs
 - Business planning & financing
 - Adaptive reuse opportunities
5. Promote affordable housing within new construction
6. Support Sun Valley revitalization strategy
7. Launch communication campaign across neighborhood

Next Steps: Mobility & Connectivity

1. Leverage major investments already made -- LRT, gulch, viaduct
2. Reassess current volume, flow and other conditions on overall network (West Colfax, Viaduct, US 6, etc)
3. Evaluate at-grade alternative for cloverleaf redesign
4. Explore bike & pedestrian access on viaduct and under viaduct along with art and beautification strategies
5. Undertake traffic calming on major arterials
6. Improve streetscape on W Colfax and other key north/south streets (Perry, Knox)
7. Evaluate tradeoffs within Colfax right-of-way
8. Advance financing strategies

Stakeholders

West Colfax

- Residents
- Businesses
- Property Owners
- West Colfax Business Improvement District
- CDOT
- Etc.

Neighborhoods

- Residents
- Businesses
- Property Owners
- Sloan's Lake Citizens Group
- West Colfax Association of Neighbors
- Etc.

Sun Valley

- Residents
- Businesses
- Property Owners
- Denver Housing Authority
- Stadium District
- Auraria Campus
- Etc.

Next Steps: Leadership

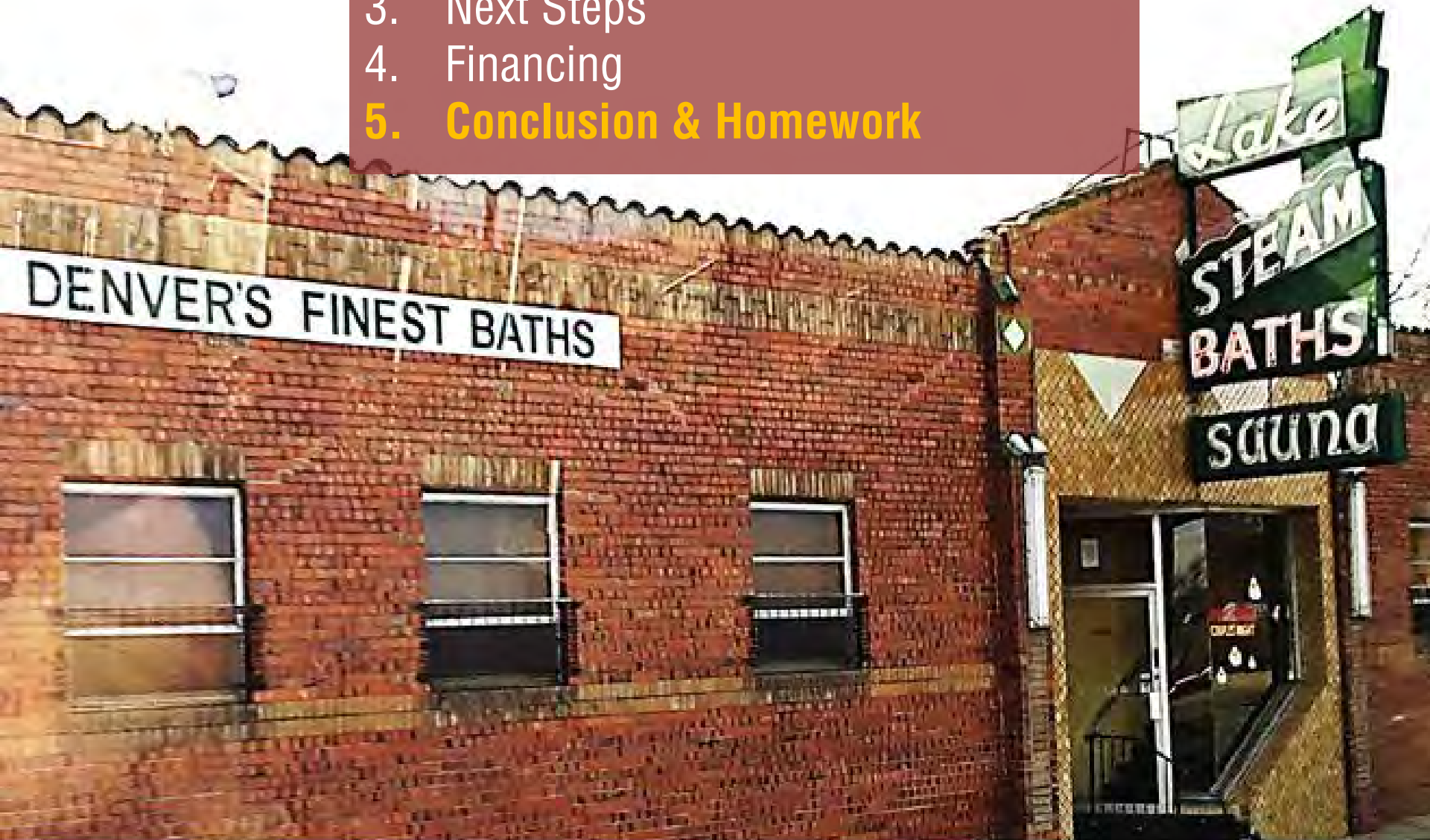
- Establish go-to individual responsible and accountable for advancing implementation
- Attributes include stature, credibility, experience, great interpersonal communication skills, commitment, etc.
- Key Person and core leadership team facilitate visioning process
- Identify key participants in stakeholder groups
- Continued responsibility through implementation

Next Steps: Implementation Strategy

- Unify existing plans into cohesive vision
- Identify actionable implementation items
- Engage community to determine priorities
- Create preliminary sources and uses budgets
- Define short-term priorities, and prepare for medium & long-term actions

Presentation Outline

1. Observations & Strategic Themes
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Conclusions

- West Colfax is an opportunity to create a new inclusive approach to community development in Denver
- Act now: There is great momentum and it's early enough to make a difference in the outcomes
- You need a shared, actionable vision that achieves consensus on your priorities
- There are cultural and physical resources that should be celebrated and preserved to create a unique and authentic place
- You need to align your tools and resources (e.g., regulations, finance, programming) to achieve your vision
- The big new opportunity is in the stadium environs
- Leverage the economic benefits of your infrastructure investments (including future cloverleaf redesign) and development opportunities (e.g., stadium area)

Homework

1. Work with community stakeholders to synthesize a vision from the existing plans
2. Identify community partners for outreach to residents and commence delivery of services (e.g., credit counseling, home improvement funding, transit information, etc.)
3. Determine what land use regulatory changes are currently hurdles for West Colfax and how they could be addressed by code amendments and Blueprint Denver process
4. Develop order-of-magnitude baseline costs for key public improvements, identify potential funding sources and create potential budgets
5. Start discussion with stakeholders about trade-offs for right-of-way design changes on Colfax
6. Discuss common development interests with landowners in stadium environs

Next check-in:
Rose Fellowship Retreat
Philadelphia, April 19

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