An aerial photograph of a city, likely Denver, Colorado, showing a large stadium (Ballpark Ball Field) and a river (Stadium Expressway) winding through the area. The image is overlaid with a semi-transparent grey box containing text.

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

**The Rose Center**  
FOR PUBLIC LEADERSHIP

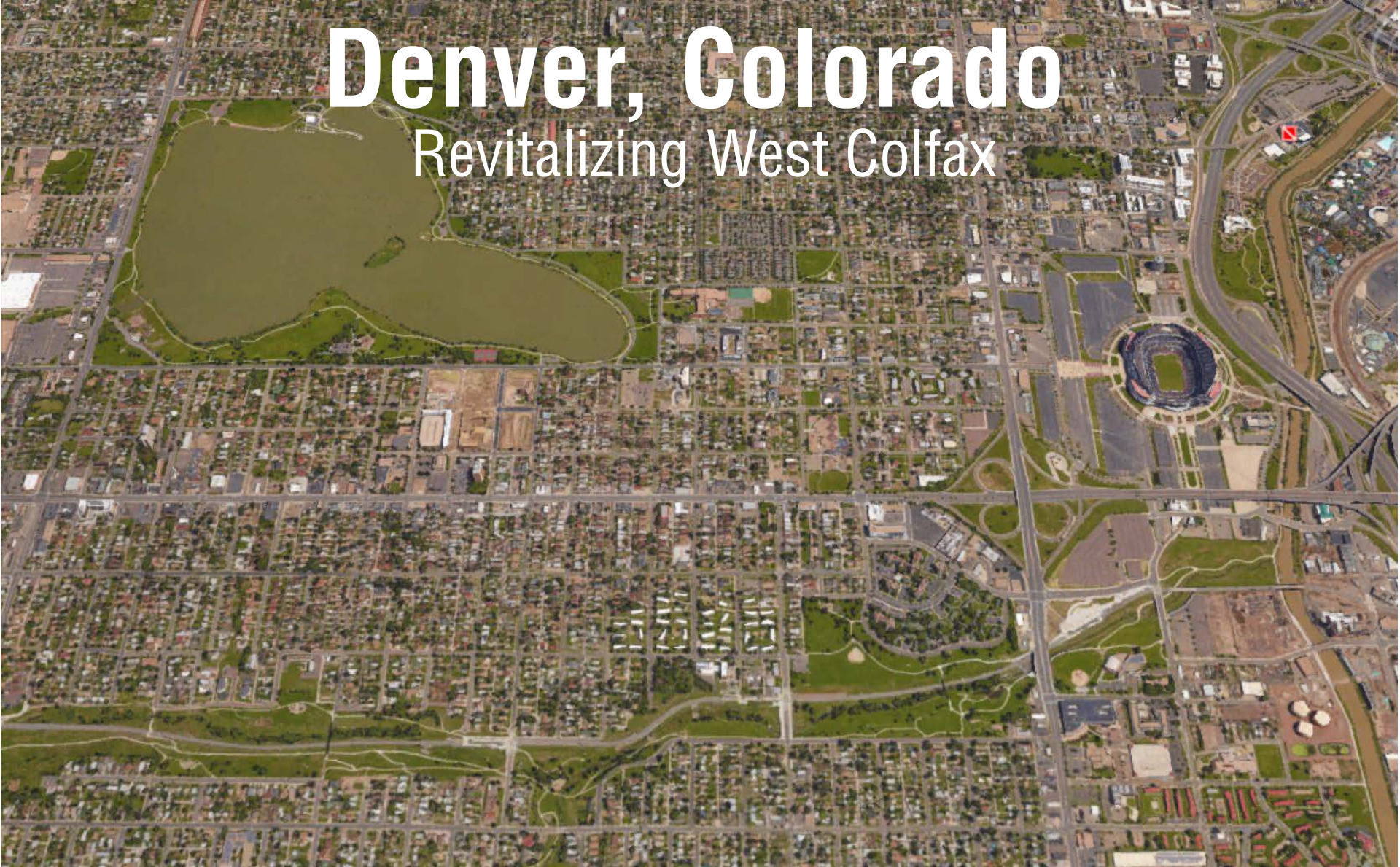
NATIONAL  
LEAGUE  
of CITIES



Urban Land  
Institute

# Denver, Colorado

## Revitalizing West Colfax



**The Rose Center**  
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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



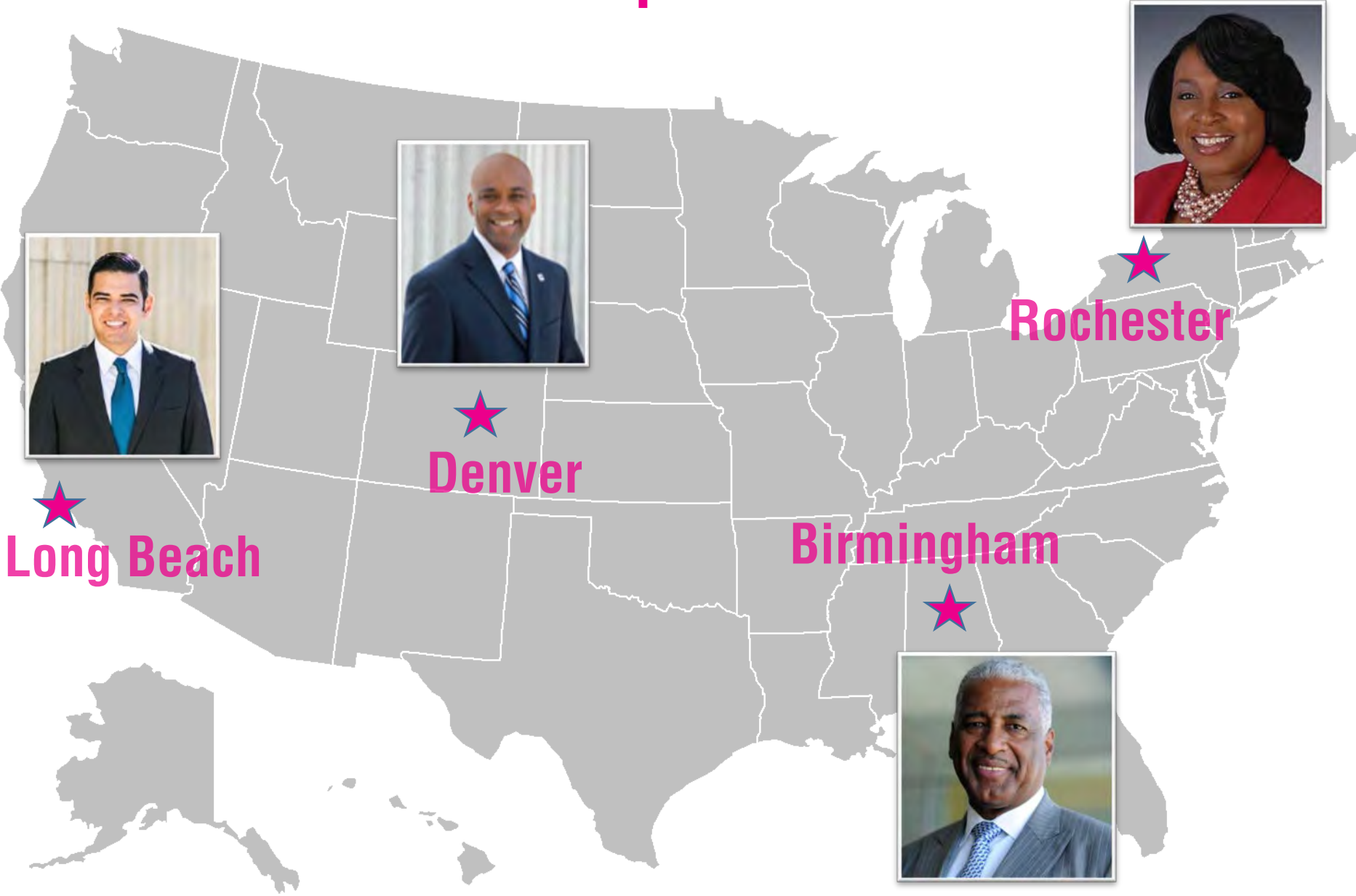
- Four cities selected for yearlong program of professional development, leadership training, assistance with a local land use challenge
- Mayor selects 3 fellows and team coordinator
- Participating cities to date:  
Austin, Boston, Charlotte, Detroit, Hartford, Honolulu, Houston, Indianapolis, Kansas 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

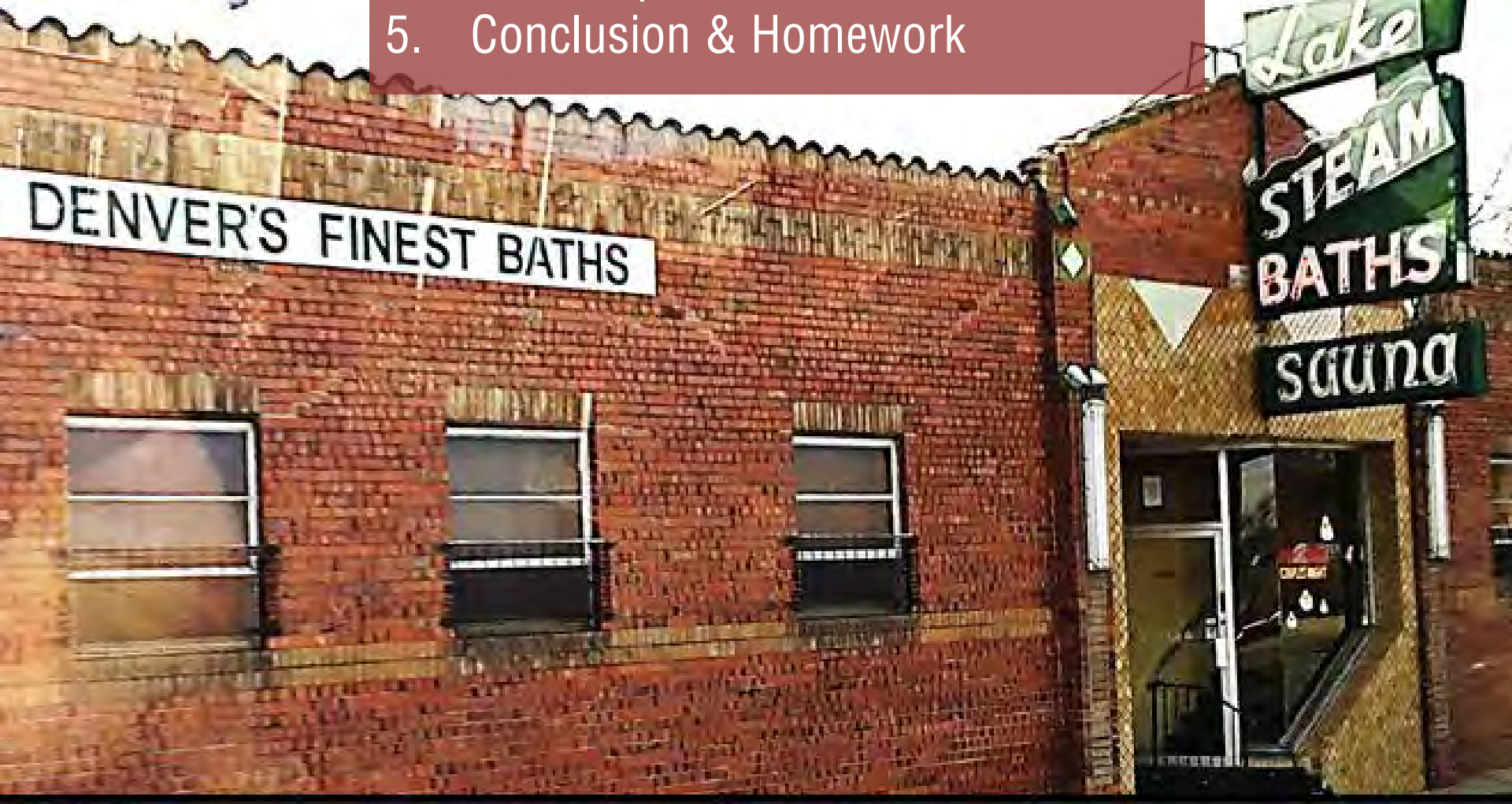


# The Questions

- 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

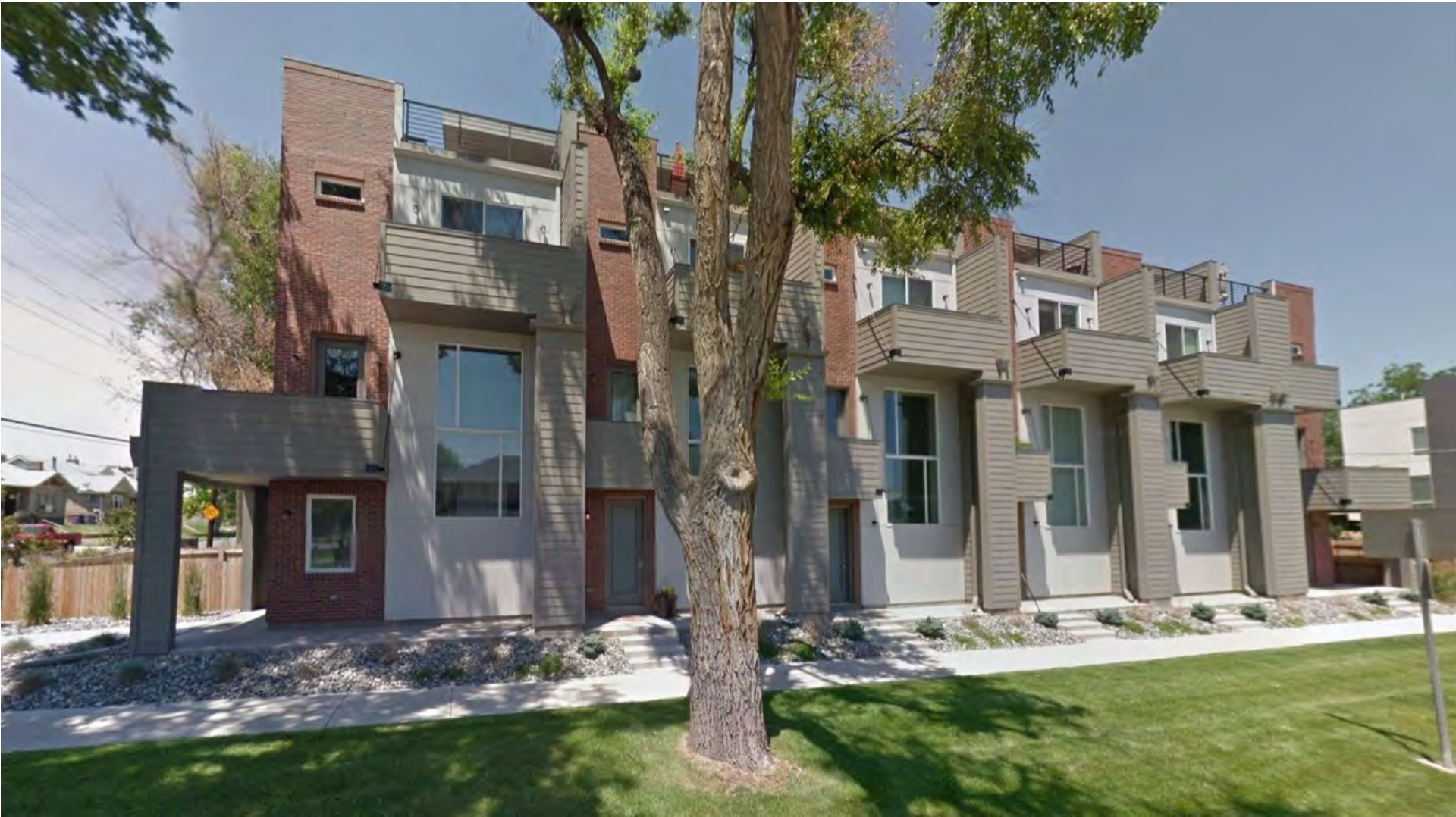
# Observations: The Market



# Observations: The Market

- 
- 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

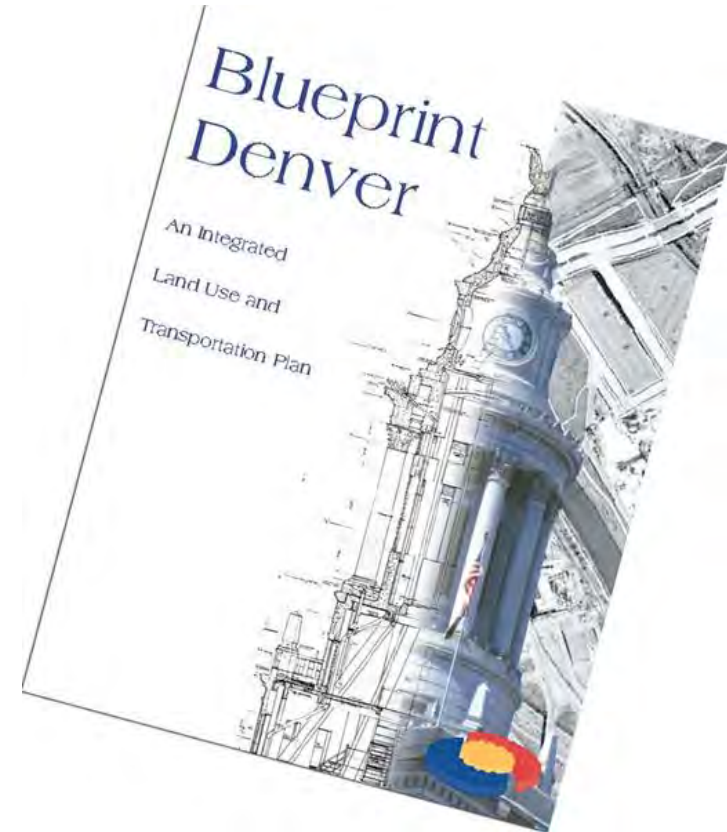
- East/west challenges
  - Viaduct and cloverleaf are important, but create physical barriers
  - West Colfax Ave is harsh environment for pedestrians
  - Competing demands for a constrained roadway
- North/south challenges
  - Limited north/south connections
  - West Colfax Ave is a north/south barrier
  - 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



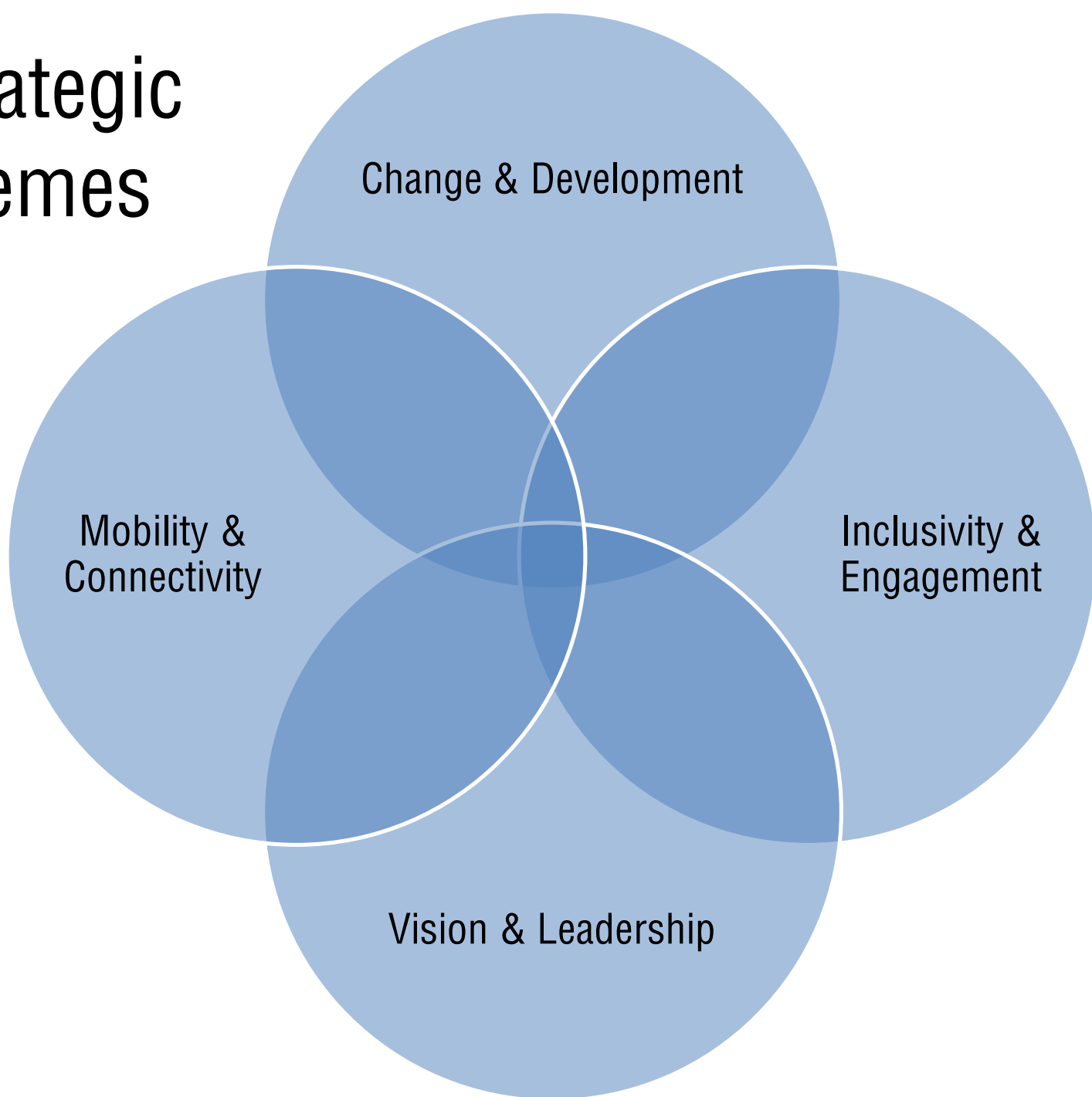
# Observations:

## 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

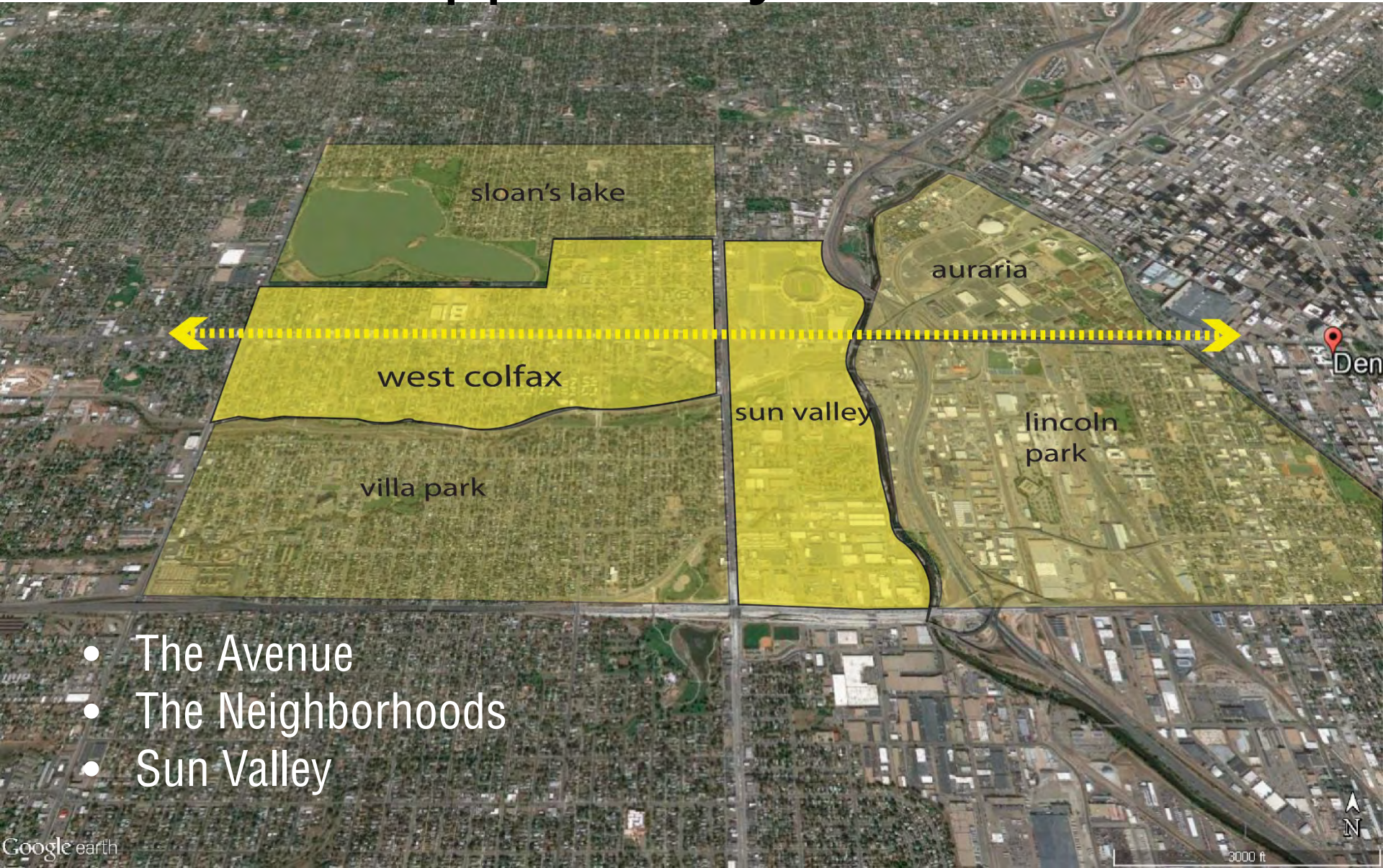


## Presentation Outline

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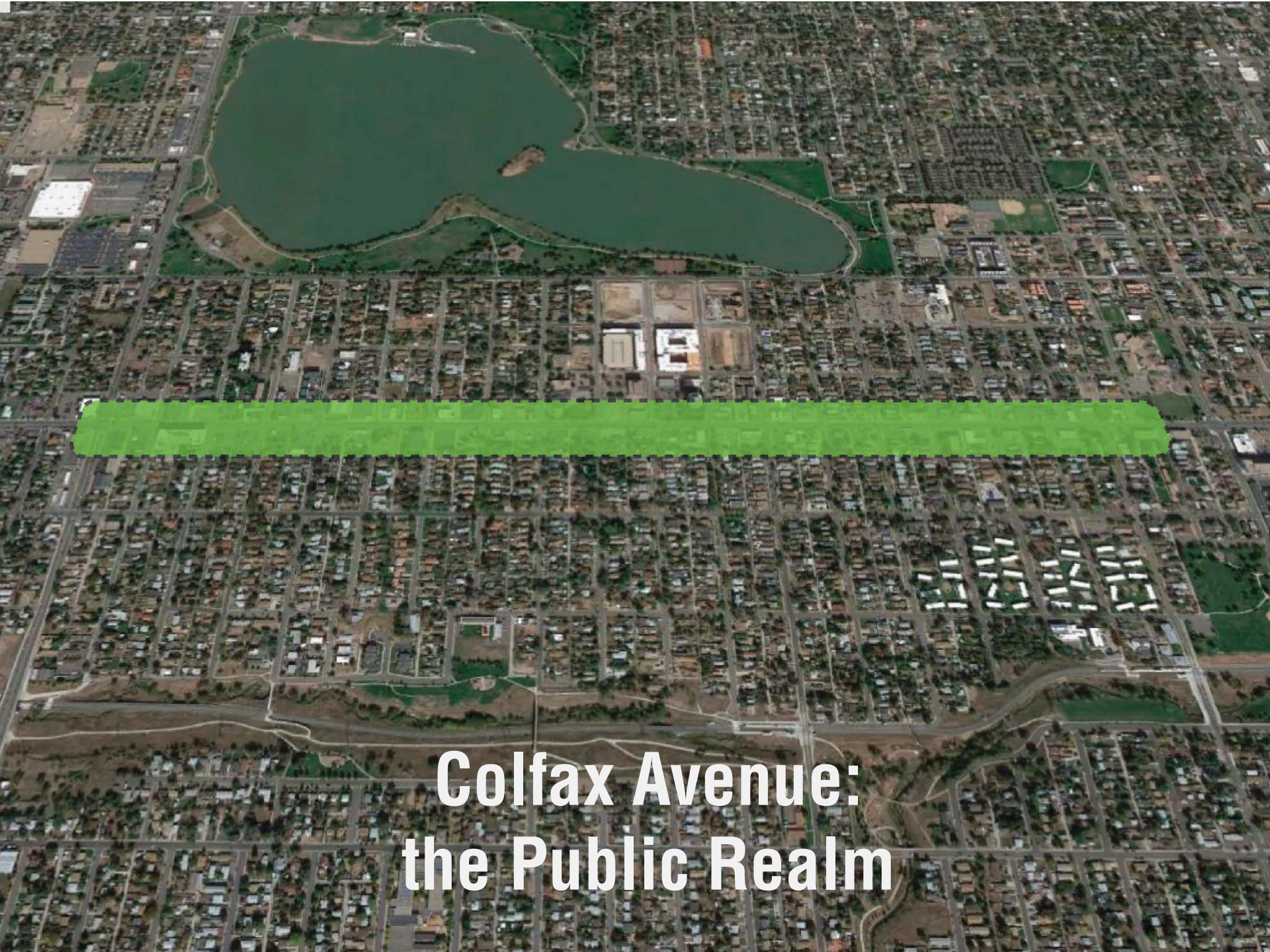


# Opportunity Areas



- The Avenue
- The Neighborhoods
- Sun Valley



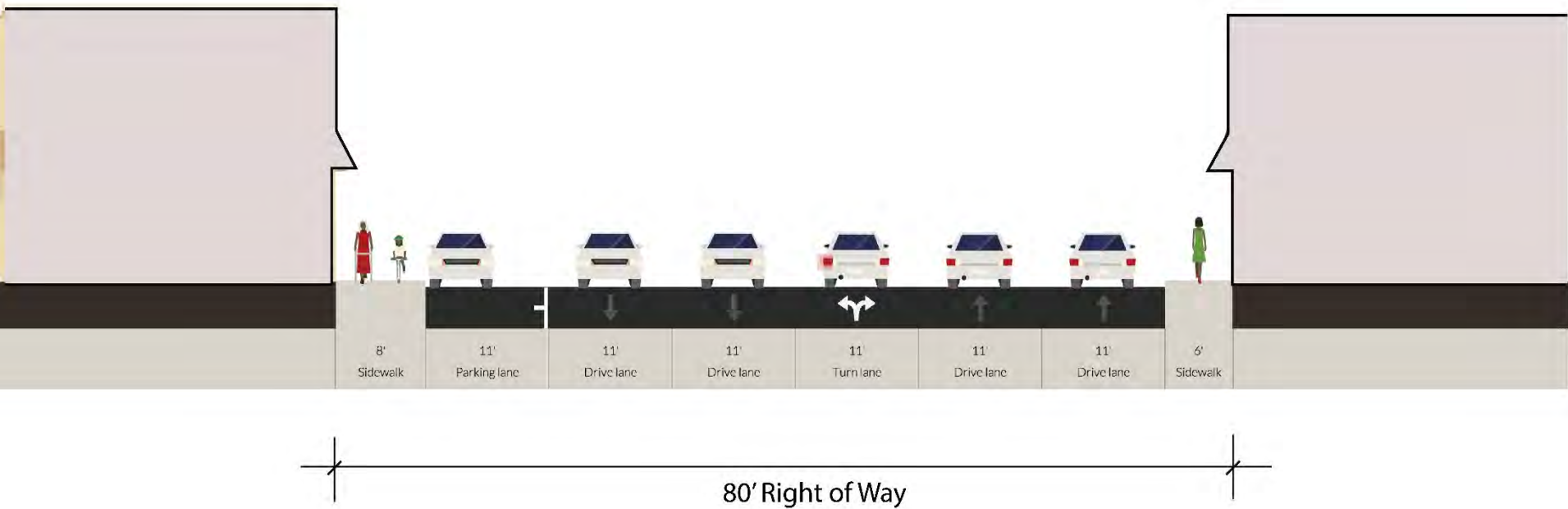


**Colfax Avenue:  
the Public Realm**

# Streetscape Elements to Improve the Public Realm

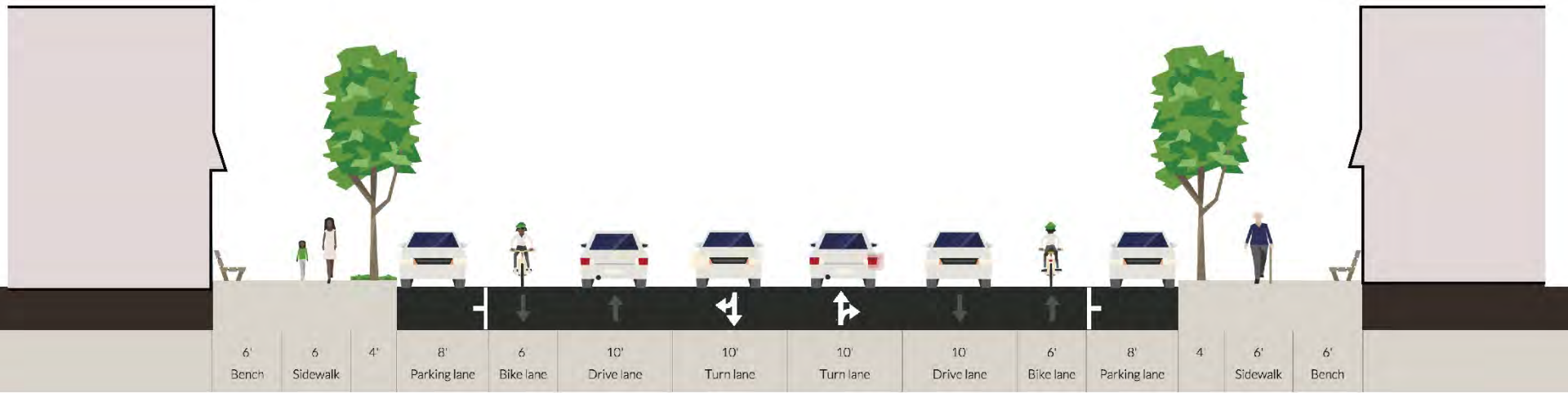
Street Trees  
Planters and Landscape  
Bike Lanes  
Cafes on Sidewalks  
Street Parking  
Signage, Wayfinding & Identity





# Colfax Avenue – Existing Conditions

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



100' Right of Way

# Colfax Avenue – Desired Elements



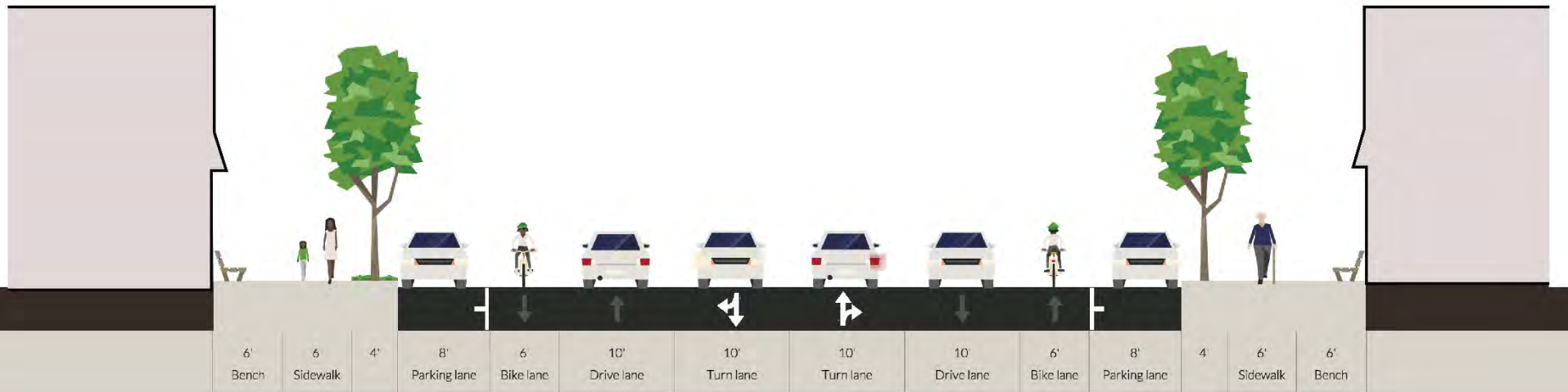
Street Trees

Bike Lanes

Narrow Travel Lanes

Cafes on Sidewalks

Street Parking



100' Right of Way

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

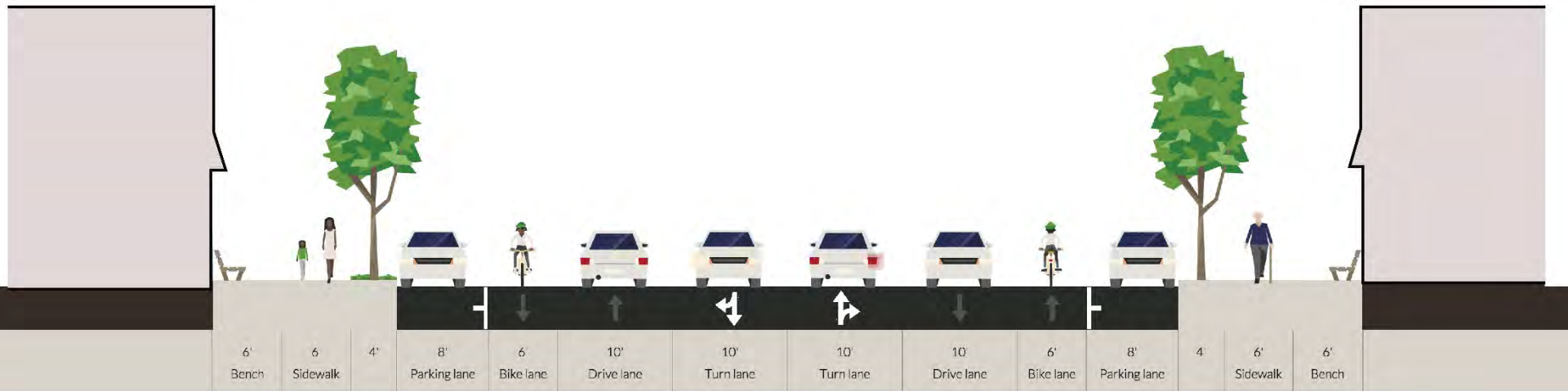
Street Trees

**Bike Lanes**

Narrow Travel Lanes

Cafes on Sidewalks

**Street Parking**



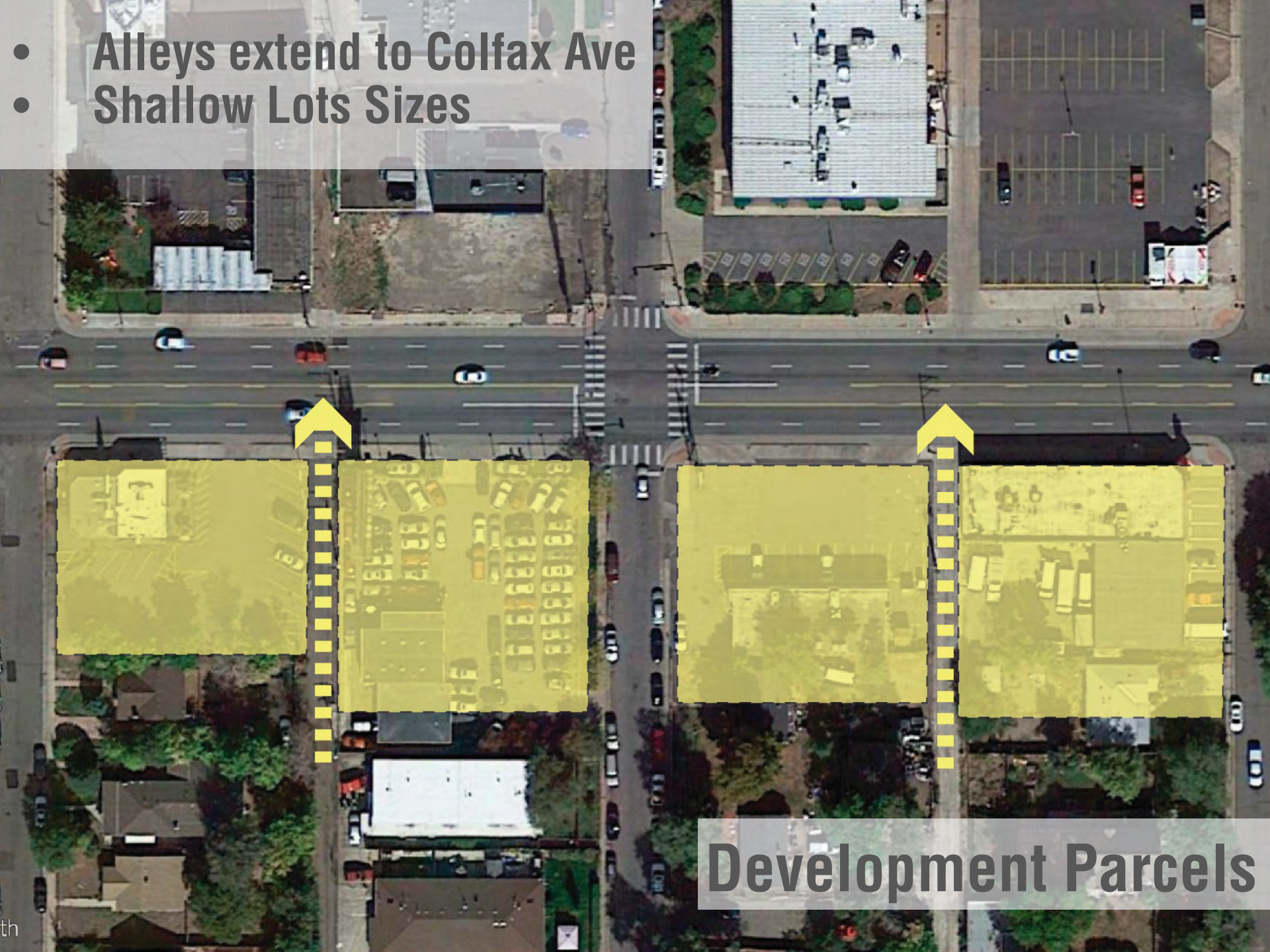
100' Right of Way

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**

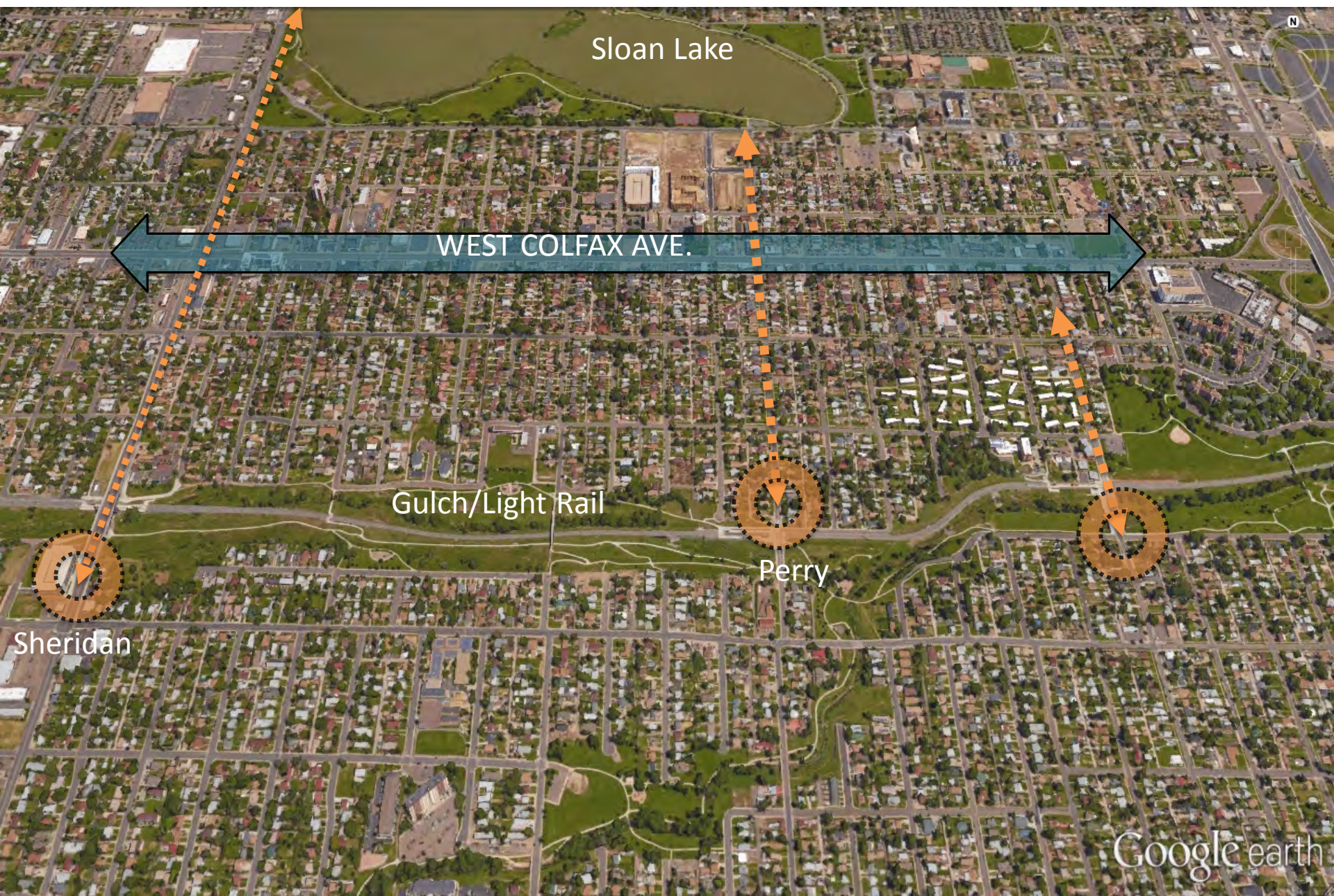
# Arterial Network



WEST COLFAX AVE.

US-6

# North-South Connections/TOD Nodes



Sloan Lake

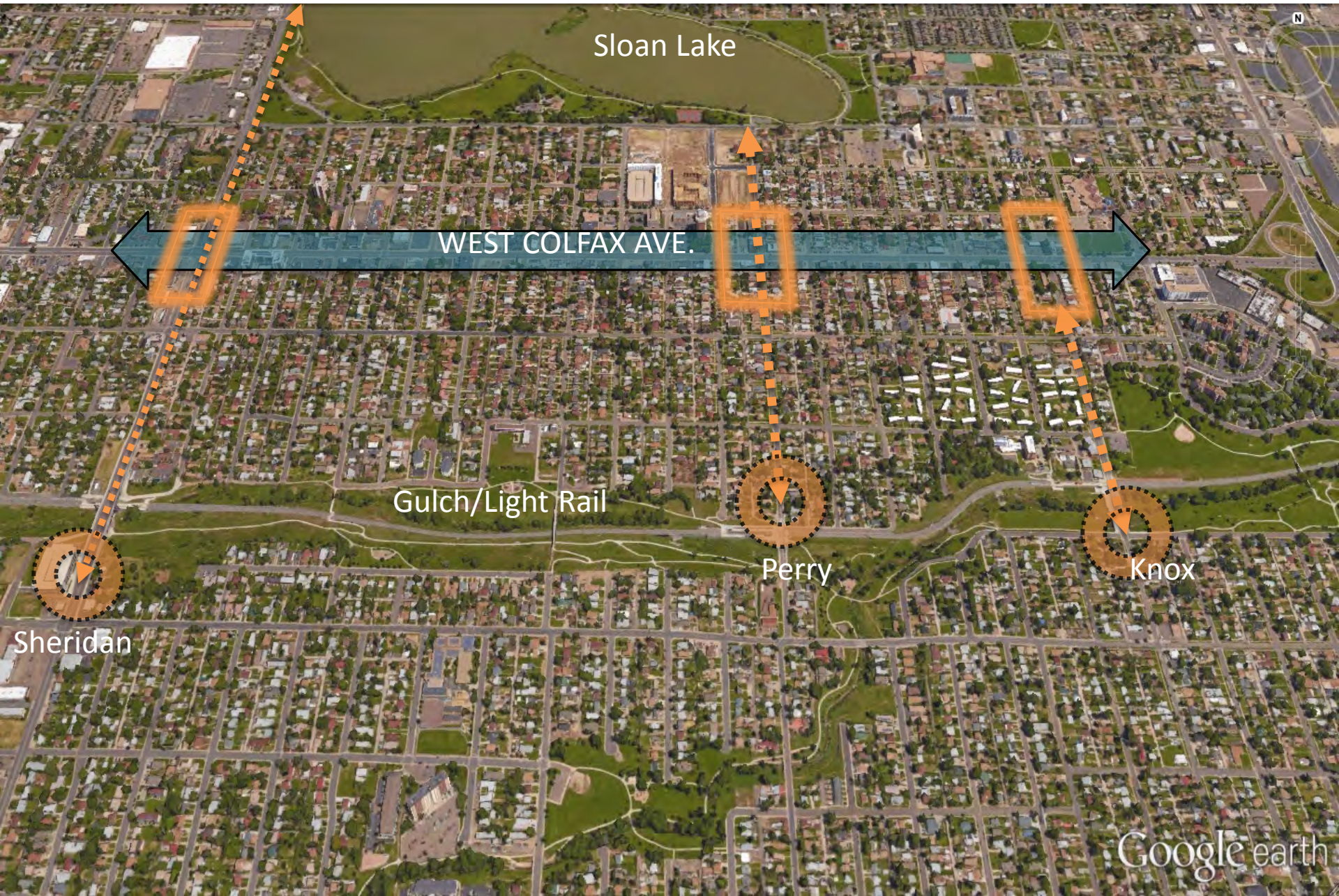
WEST COLFAX AVE.

Gulch/Light Rail

Perry

Sheridan

# North-South Connections/TOD Nodes



Sloan Lake

WEST COLFAX AVE.

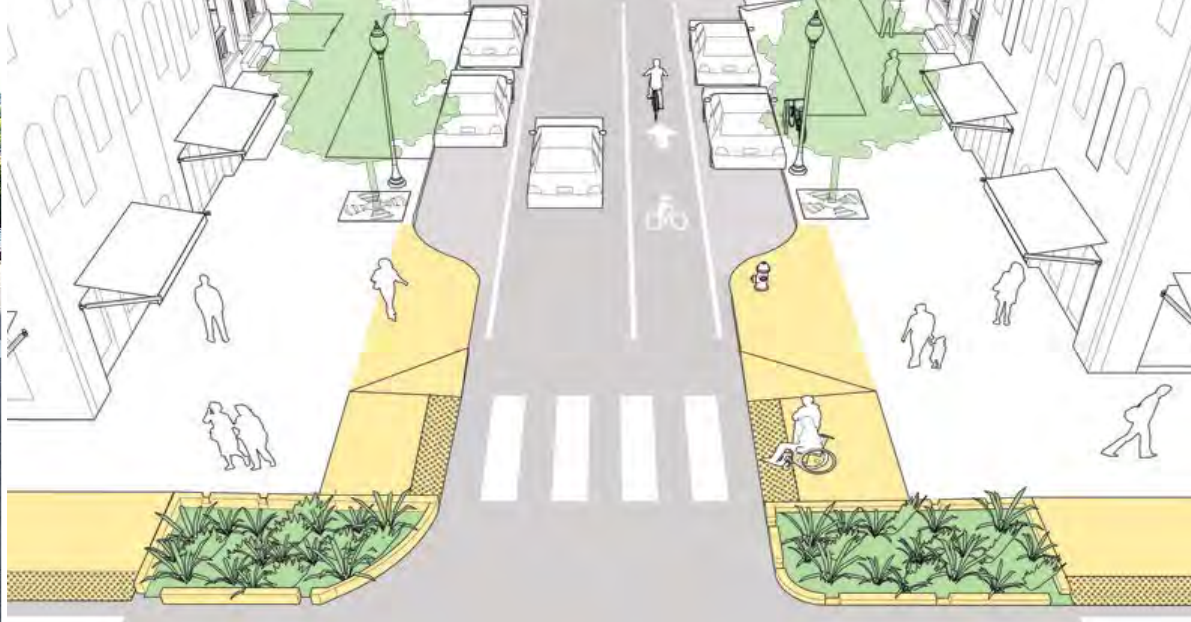
Gulch/Light Rail

Perry

Knox

Sheridan



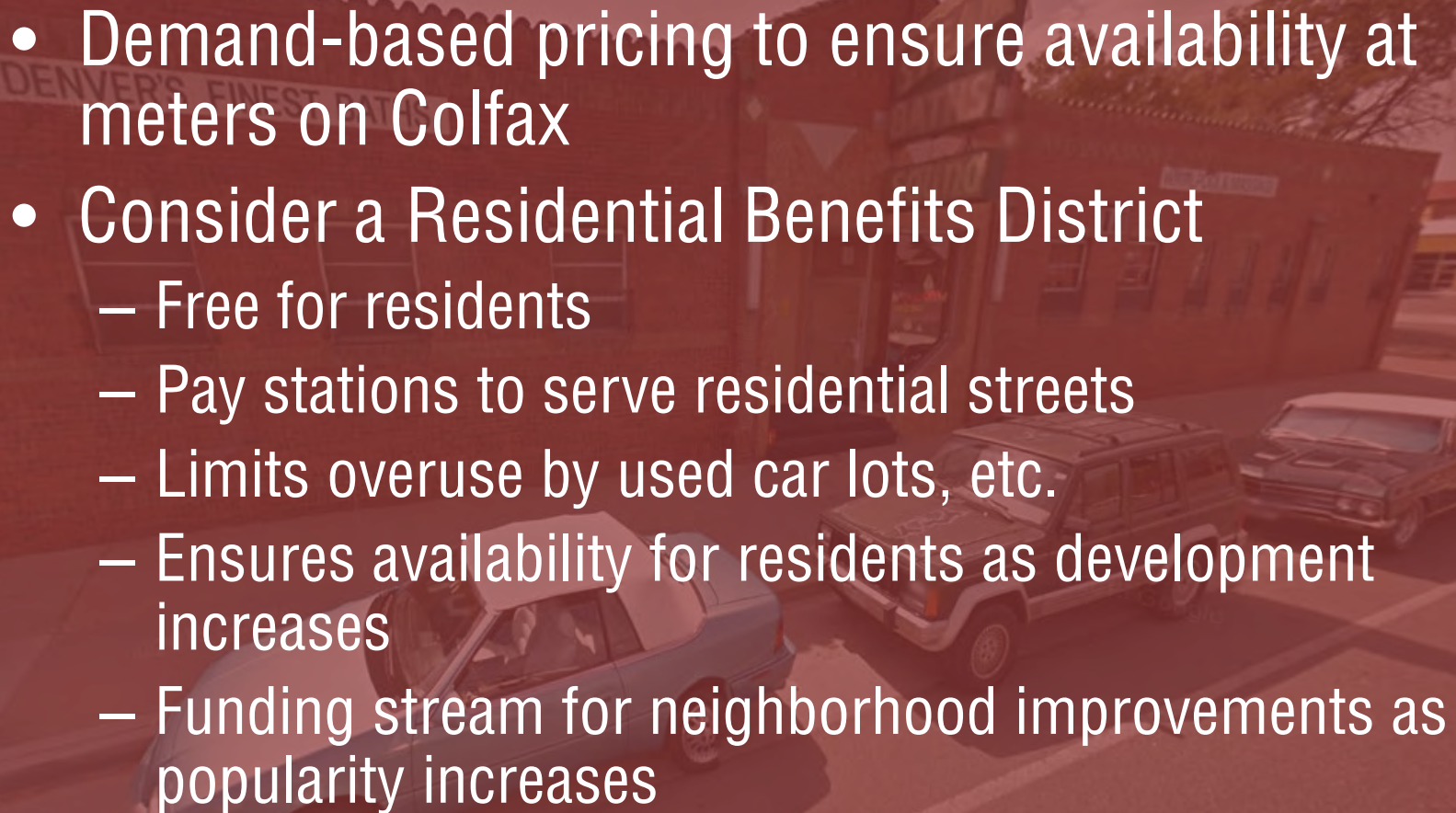




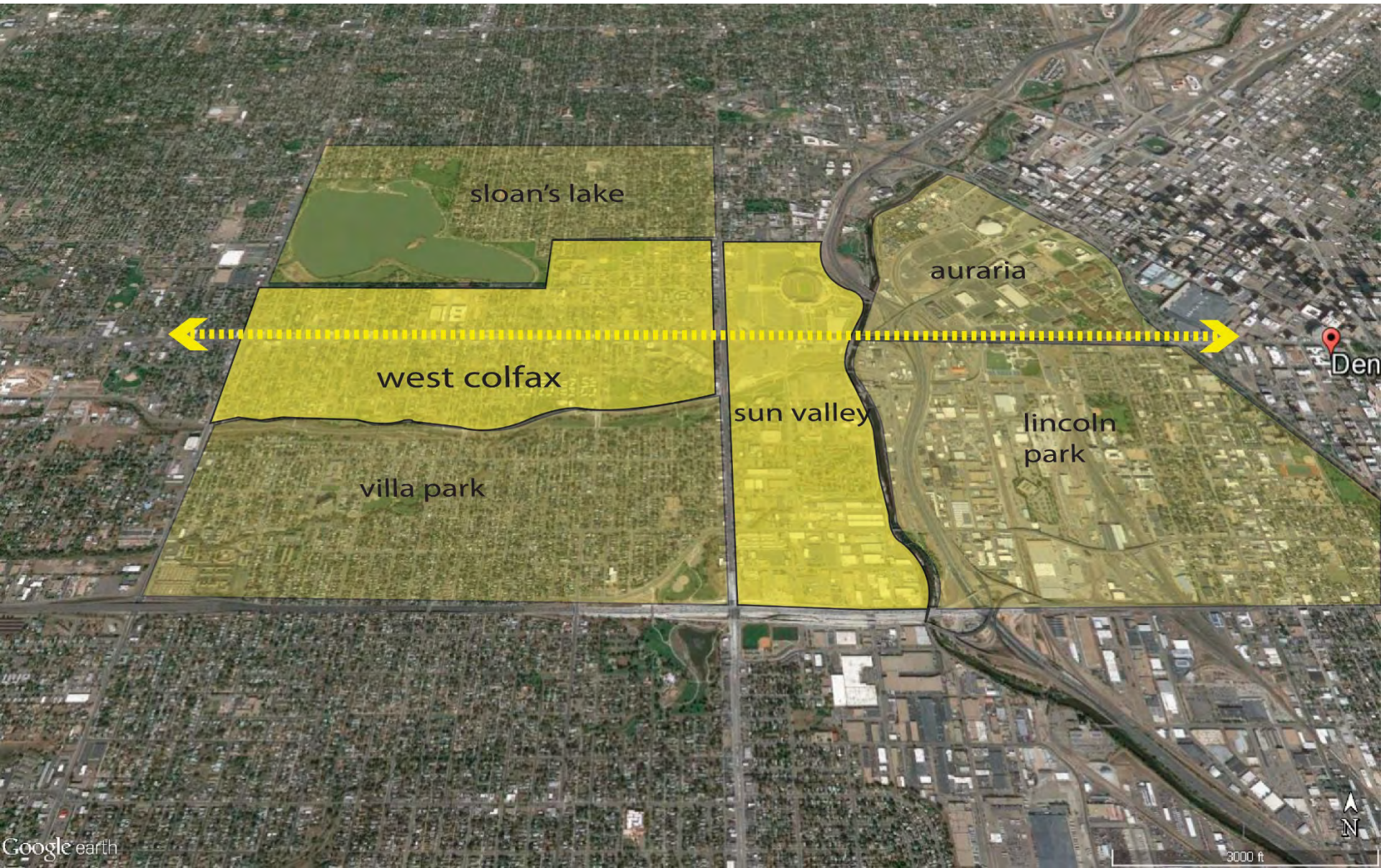
# Manage On-Street Parking



# 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



sloan's lake

west colfax

villa park

sun valley

auraria

lincoln park

Den

# 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

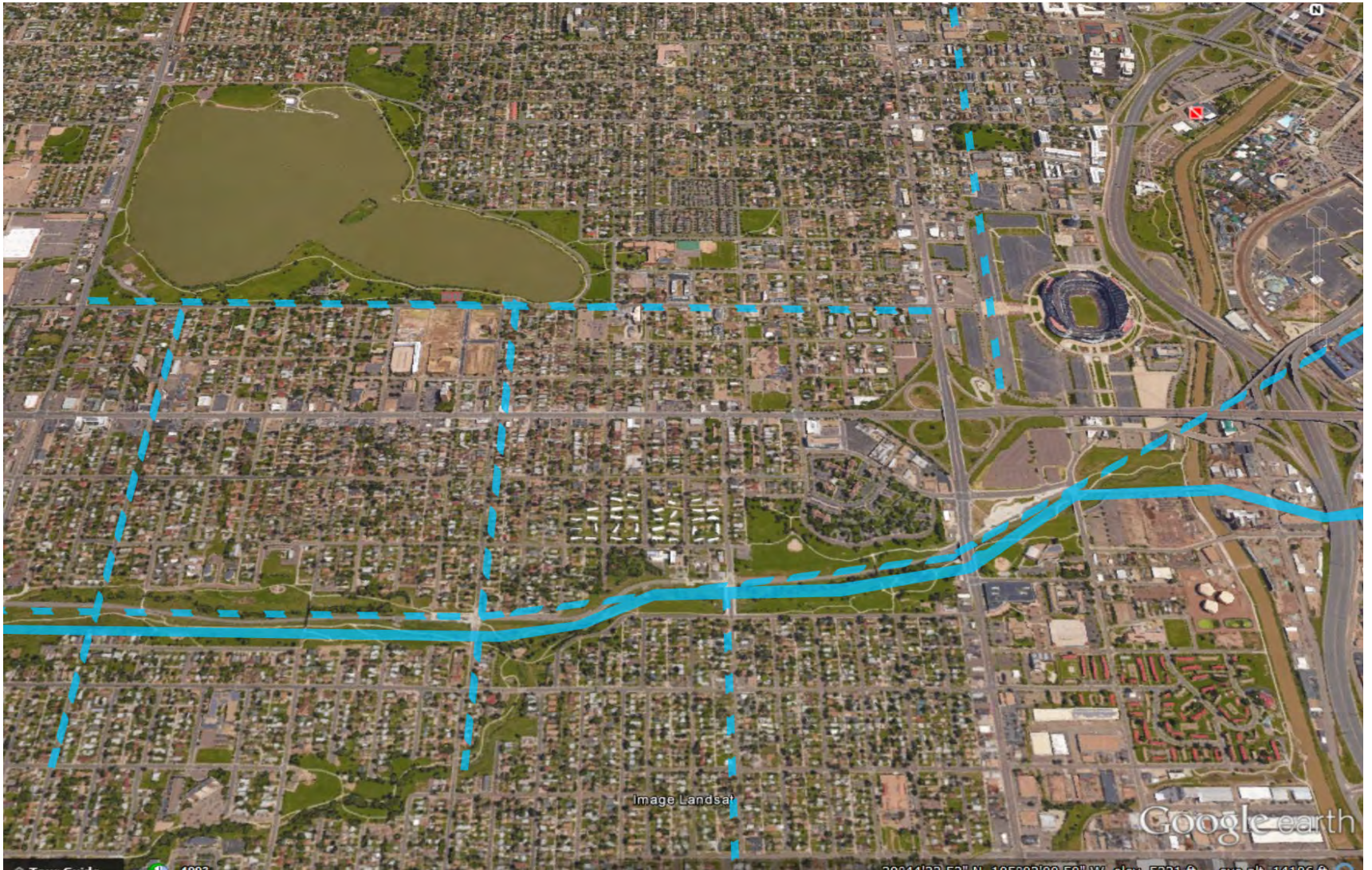


# Community Assets – Open Space





# Community Assets – Rail & Bike Routes

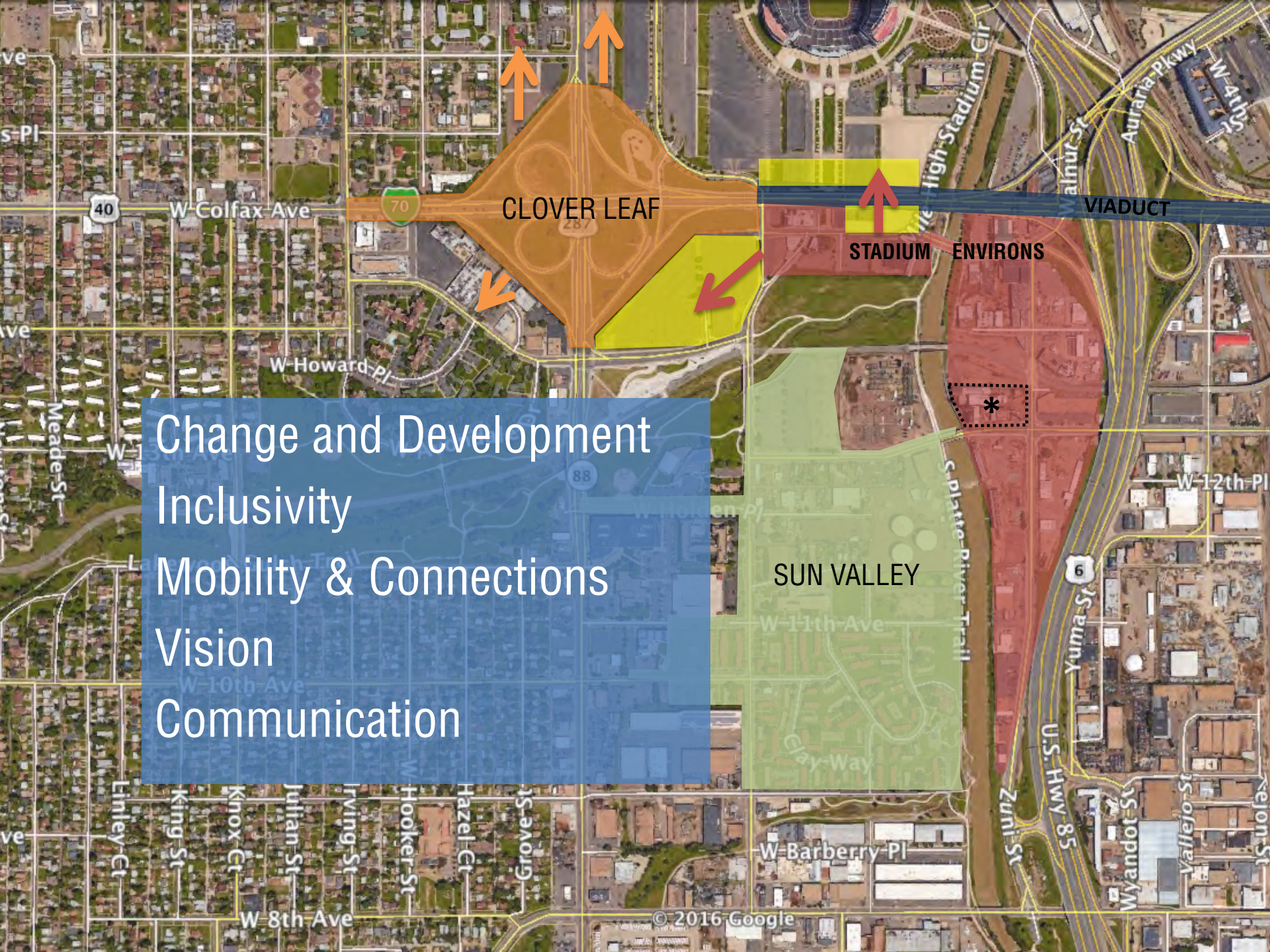


# Inclusivity



# 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



CLOVER LEAF

STADIUM ENVIRONS

VIADUCT

SUN VALLEY

Change and Development  
Inclusivity  
Mobility & Connections  
Vision  
Communication

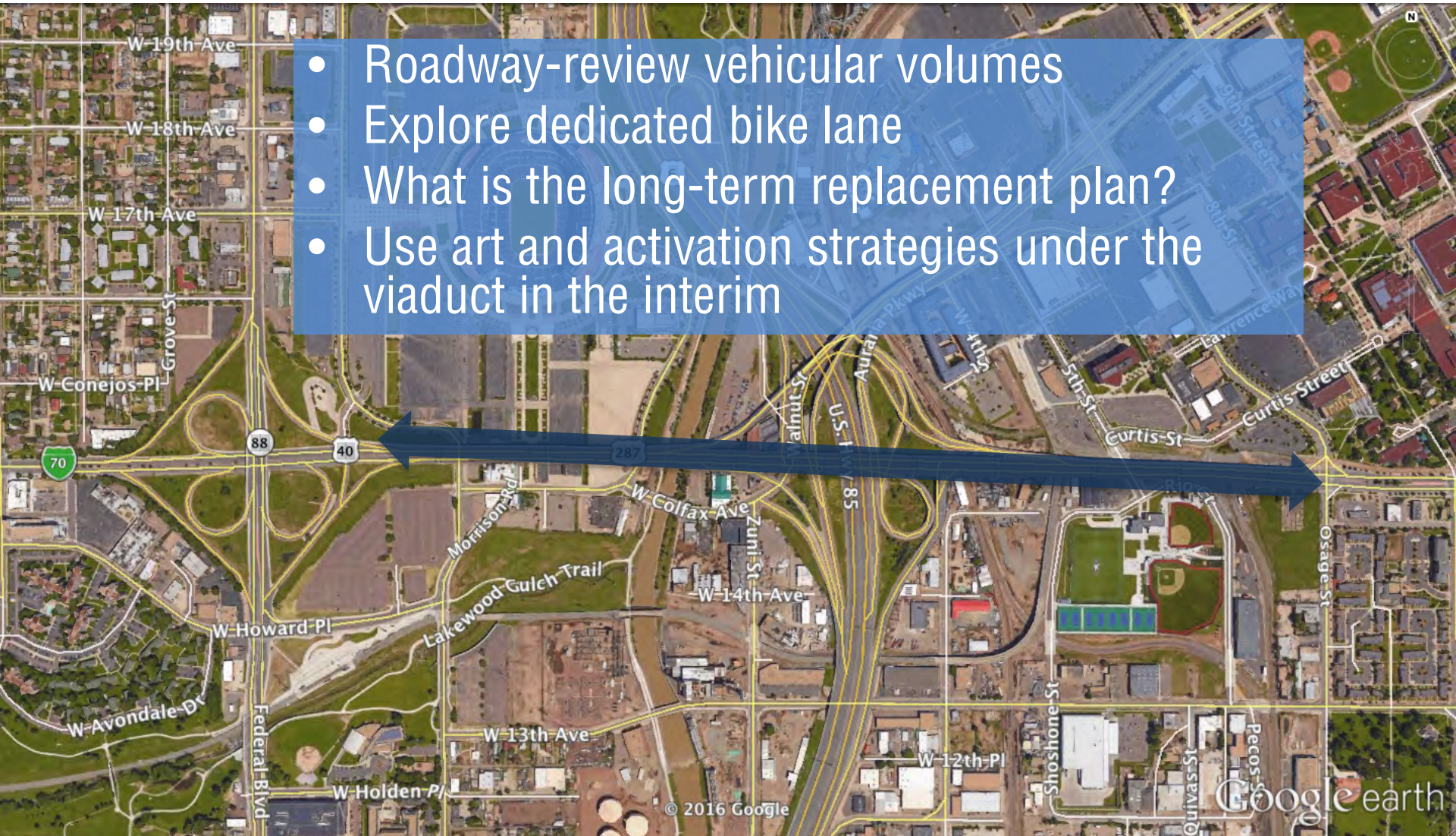
# SUN VALLEY

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

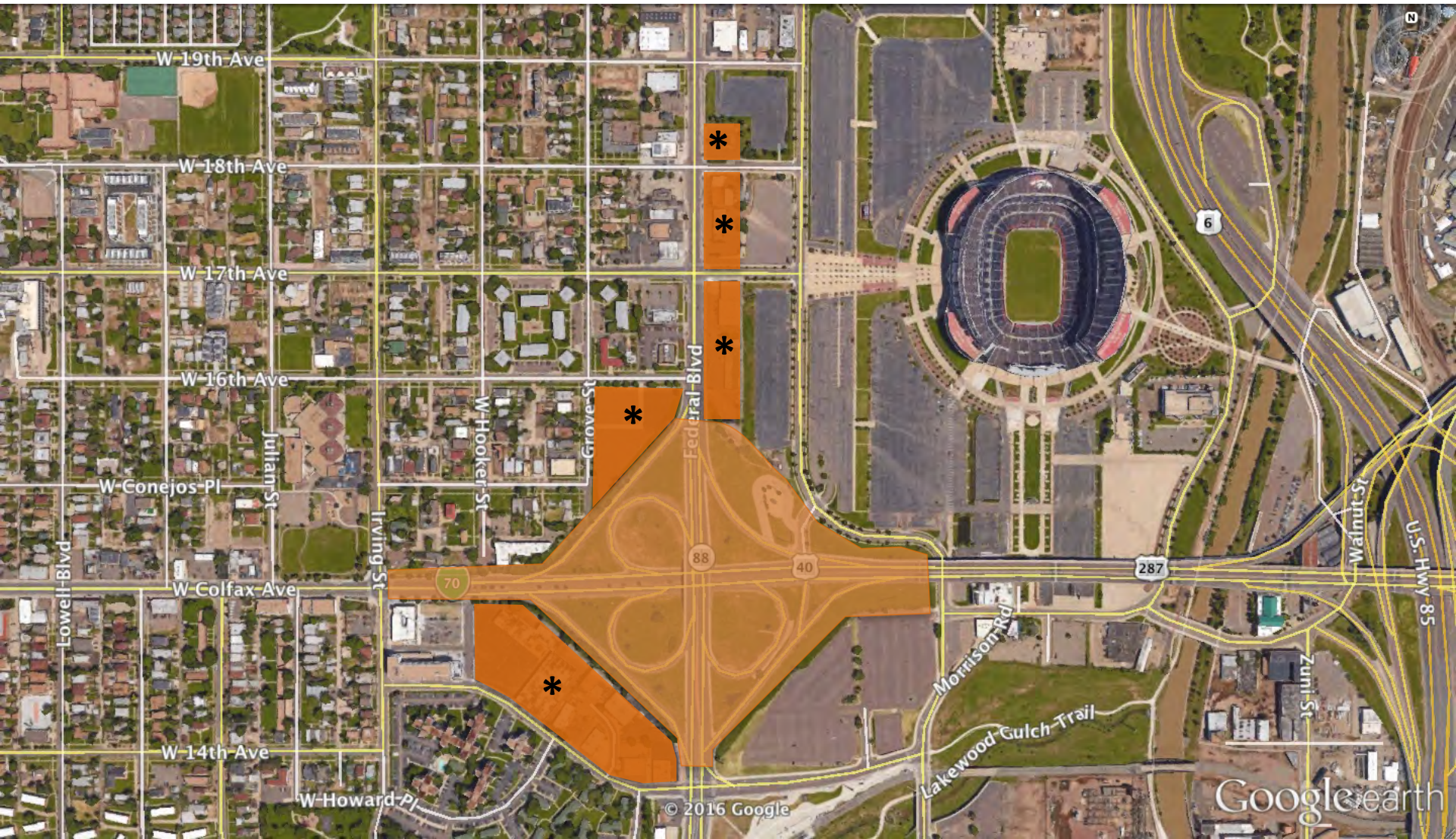


# VIADUCT

- 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

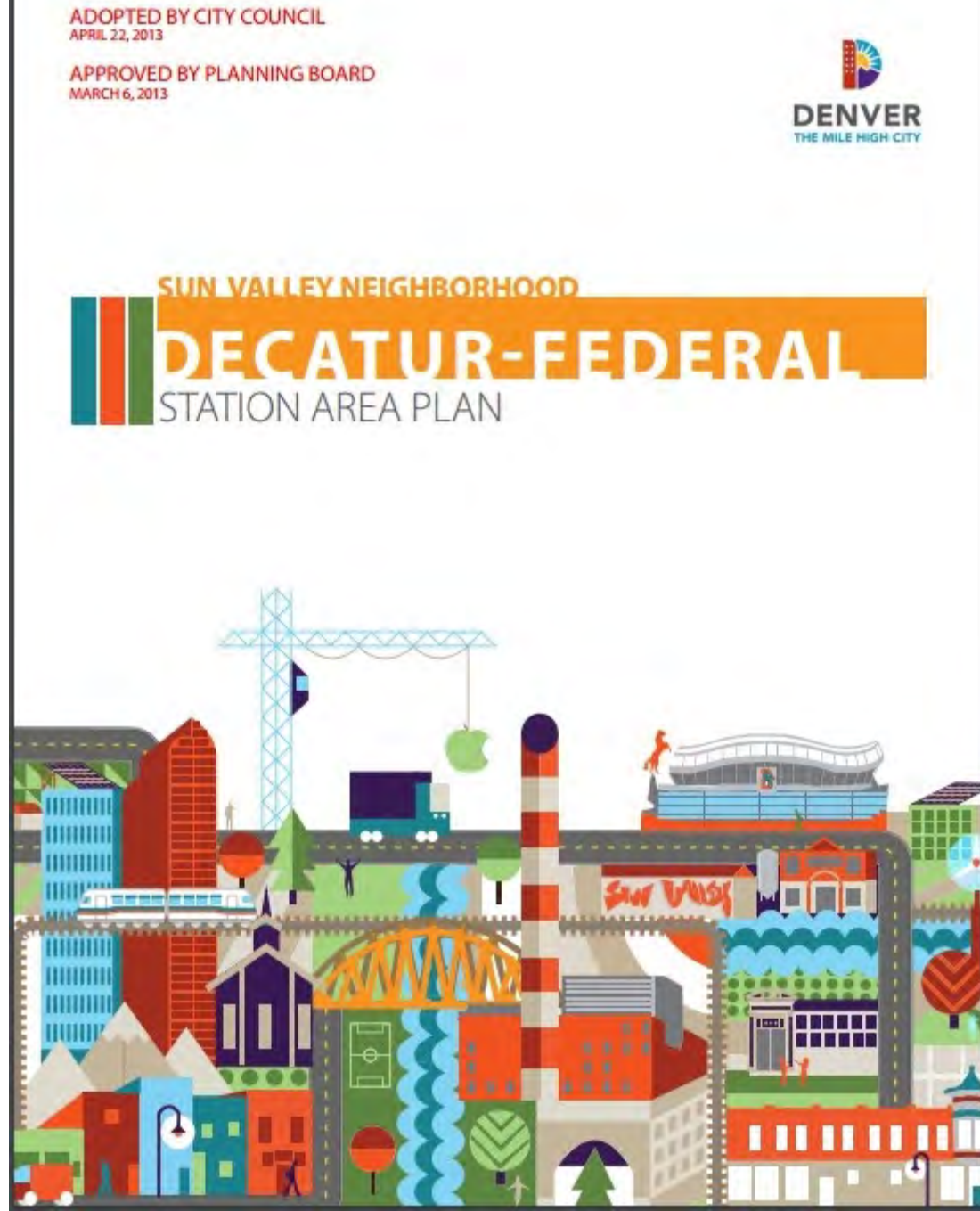
- Steam Power Plant redevelopment (catalyst)
- Landowners north of Sun Valley Plan Area from Federal to I-25
  - Current buildings and owners
  - Vacant land – Private and Public (not Stadium)
  - Stadium District & Stadium Operator-parking and compatible uses
- Opportunities
  - Cultural institutions
  - 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)



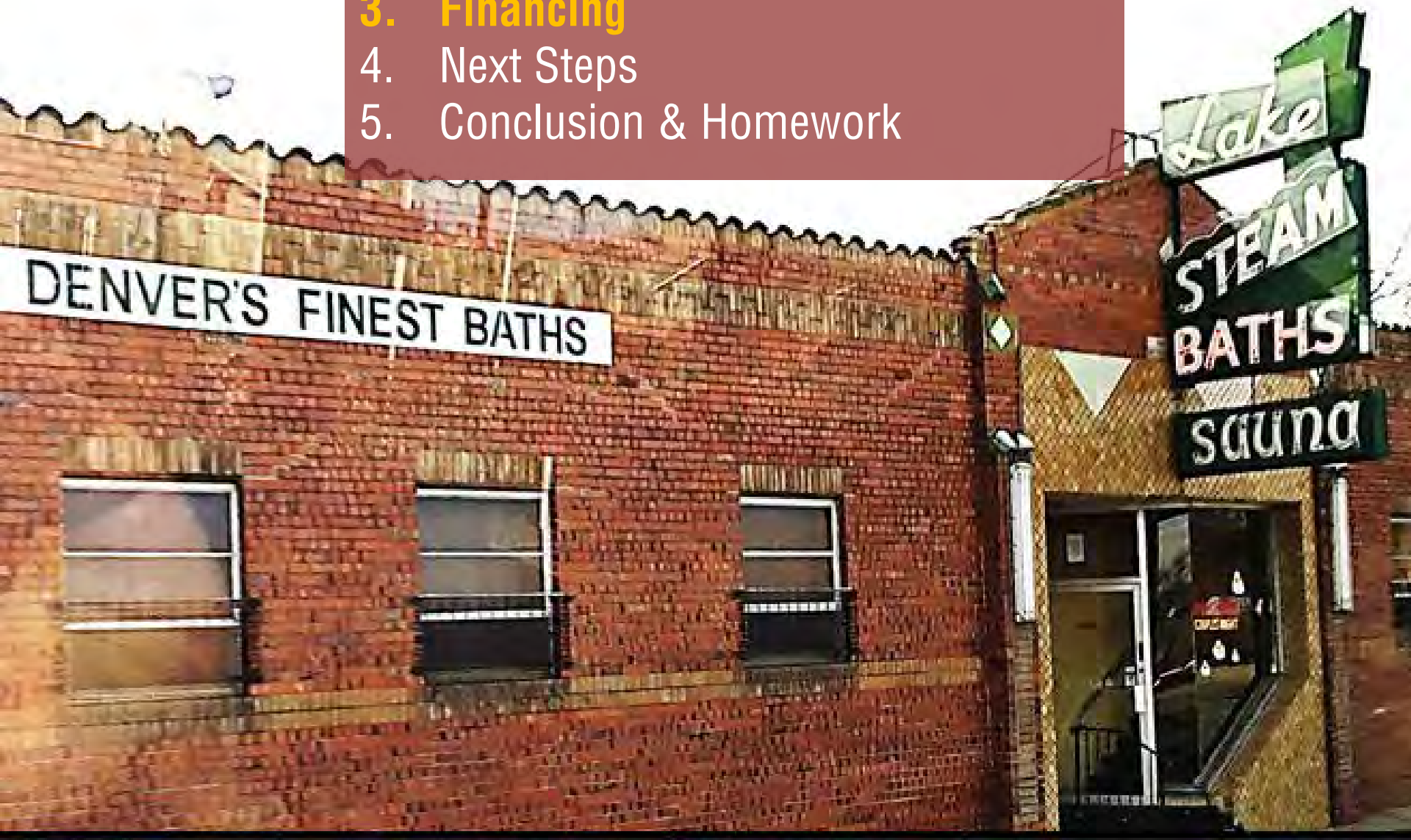
# Review & Refer to Plans

- 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)



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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**

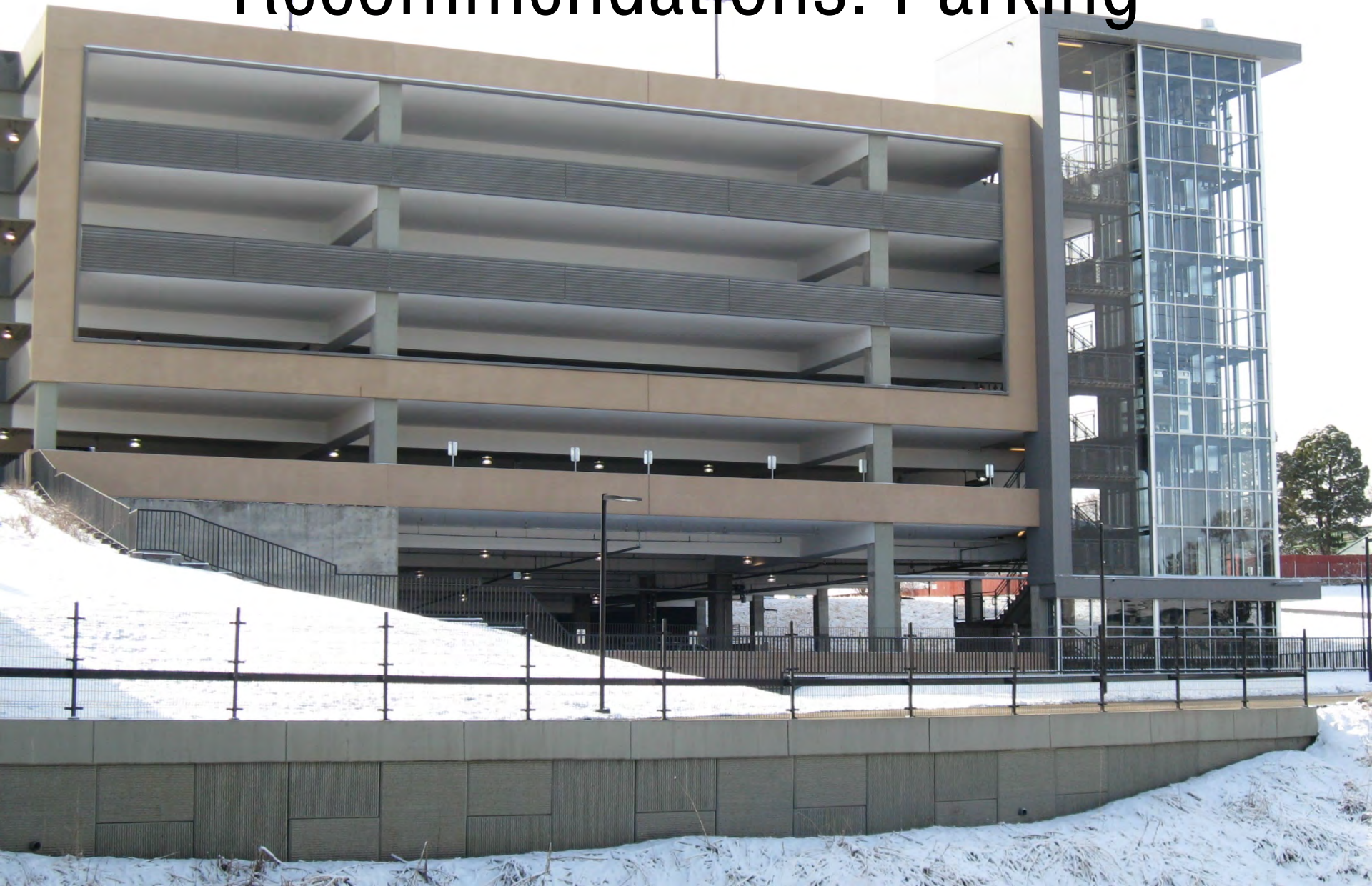
- Allow local BIDs and other community associations to self-assess their property
- Both parties would then work to collaboratively plan neighborhood improvements
- Assessments are pledged to match Denver GO Bond Issue projects at a TBD ratio (e.g. 75/25)

# 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**

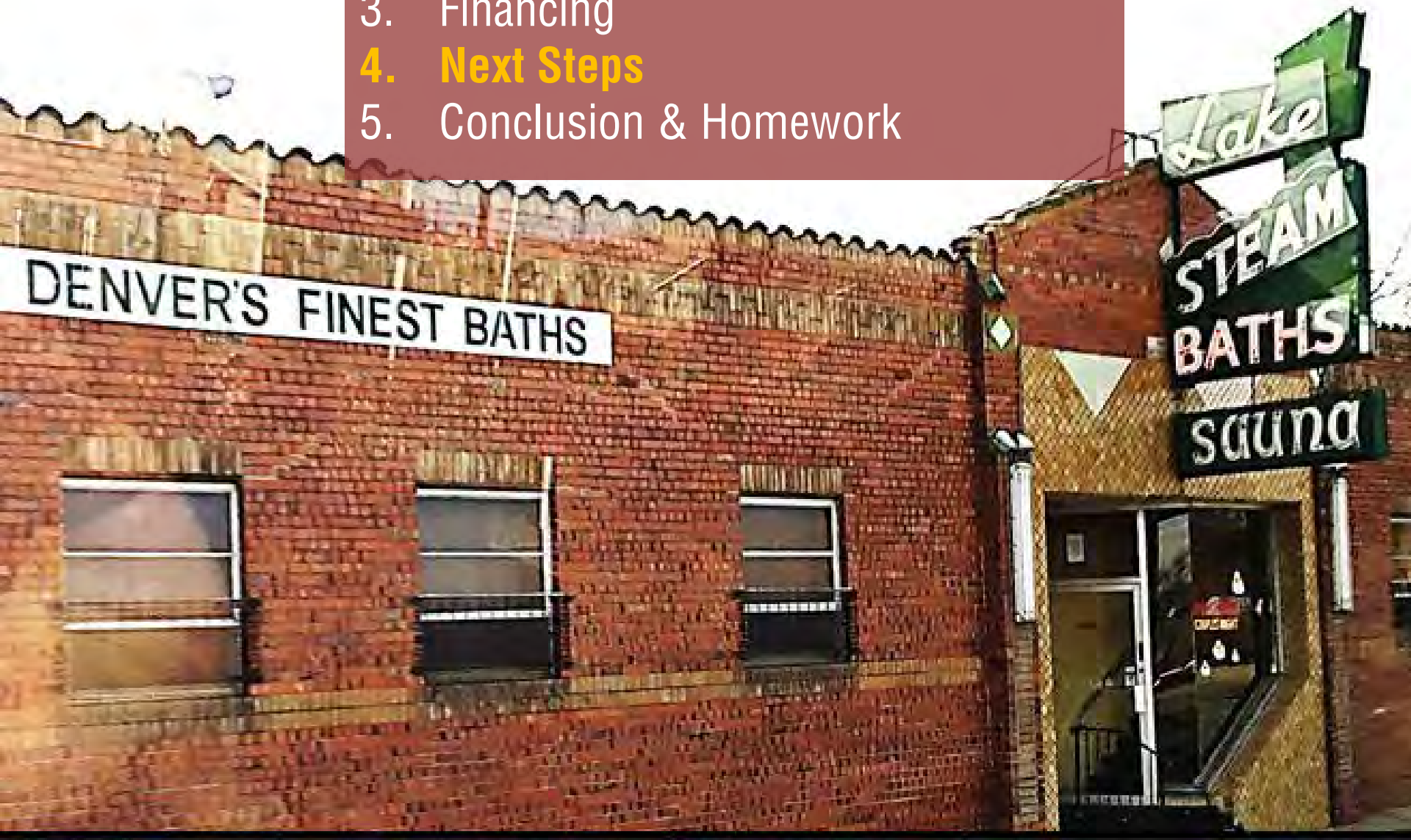
- There may be opportunities to dispose of city land or swap property with other land owners along the Colfax corridor
- Partnerships should be explored with major landowners (i.e., Stadium District) to help catalyze development and realize financial benefit

## **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

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# 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

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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



# Thank you to the following people; their assistance was essential to the panel's work:

Adriana Abarca, Ready Foods | Chris Achenbach, Zocalo Community Development | Laura Aldrete, Matrix Design Group | Charles Allison-Godfrey, ULI Colorado | John Applegate, Denver Broncos | Ernie Archuleta, RTD Board | Lacy Bell, RTD | Ferd Belz, LC Fulenwider, Inc. | Cameron Bertron, Enviro Finance Group | Hon. Albus Brooks, Denver City Council | Jonathan Bush, Littleton Capital Partners | Frank Cannon, Continuum Partners | Pilar Castro-Reino, Corky Gonzalez Library | Matt Cheroutes Colorado Center for Infrastructure Investment | Steve Chester, Department of Community Planning & Development | Yong Cho, Studio Completiva | Michael Coriano, Ink Monster Apparel | Dana Crawford, Urban Neighborhoods Real Estate | Tom DeFrancia, Alamo Draft House | Doug Elenowitz, Trailbreak Partners | Lisa Elstun, Ink Monster Apparel | Hon. Rafael Espinoza, Denver City Council | Carina Gaz, Bike Denver | David Genova, RTD | Karen Good, Department of Public Works | Jeanne Granville, Sun Valley Coalition | Margie Grimsley, Sloan's Lake Citizen Group | Glenn Harper, Sun Valley Coalition | Jay Hendrickson, CDOT | Steve Hersey, Department of Public Works | Marvin Kelly, Del Norte CDC | Ed Kiang, Corky Gonzalez Library | Win King, King Commercial Real Estate | Carl Koelbel, Koelbel and Company | Gosia Kung, Walk Denver | Will Kravolic, Urban Land Conservancy | Sarah Lavery, Enviro Finance Group | Brian Levitt, NAVA Real Estate Development | Jill Locantore, Walk Denver | Jason Longsdorf, HDR Consulting | Hon. Paul Lopez, Denver City Council | Sean Mackin, Department of Public Works | Sam Mamet, Colorado Municipal League | Patrick McLaughlin, RTD | Michael Miera, Office of Economic Development | Aaron Miripol, Urban Land Conservancy | Kathleen Osher, Transit Alliance | Chris Parr Denver Housing Authority | Joshua Patrick, West Colfax Association of Neighbors | Nadia Patrick, West Colfax Association of Neighbors | Cindy Patton, Department of Public Works | Commander Paul Pazen, Denver Police Department | Sue Powers, Urban Ventures | Jay Roberts, Denver Broncos | Gordon Robertson, Department of Parks and Recreation | Amanda Sandoval, Office of CM Espinoza | Paul Schmiechen, Department of Environmental Health | Dan Shah, West Colfax BID | Bill Sirois, RTD | Emily Snyder, Department of Public Works | Matt Sugar, Metropolitan Football Stadium District | Richard Taft, Rocky Mountain Communities | Paul Tamburello, Generator Real Estate | Curt Upton Department of Community Planning & Development | Brad Weinig, Mile High Connects | Barbara Weiske, Auraria Higher Education Campus | Ginger White, Create Denver