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# Park Hill Golf Course Information Item - LUTI

October 25, 2022

# Anticipated Related Council Actions:

- Small Area Plan Adoption
- Rezoning
- Development Agreement
- Metro Districts
- Referral of conservation easement ballot question

# Why a package of bills?

- We are obligated to provide voters a clear and complete picture of what will happen on the property – the effect of a YES vote and the effect of a NO vote
- Various components work in concert to make the vision legally binding and assure the voters of enforceable commitments and constraints on the property
- Various items are referential and related
- Allows voters to have the final say in what happens on this property with some degree of specificity

# Why now?

- Legal agreements related to stormwater easements and new property ownership set a timeline for visioning on the site
- Two years of community process for most current visioning and area plan
- Expectation of next steps from that process
- Staff, community and elected representatives with experience and expertise in place
- Certainty around project can only come from a vote and residents deserve to know outcomes in timely manner










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# Small Area Plan

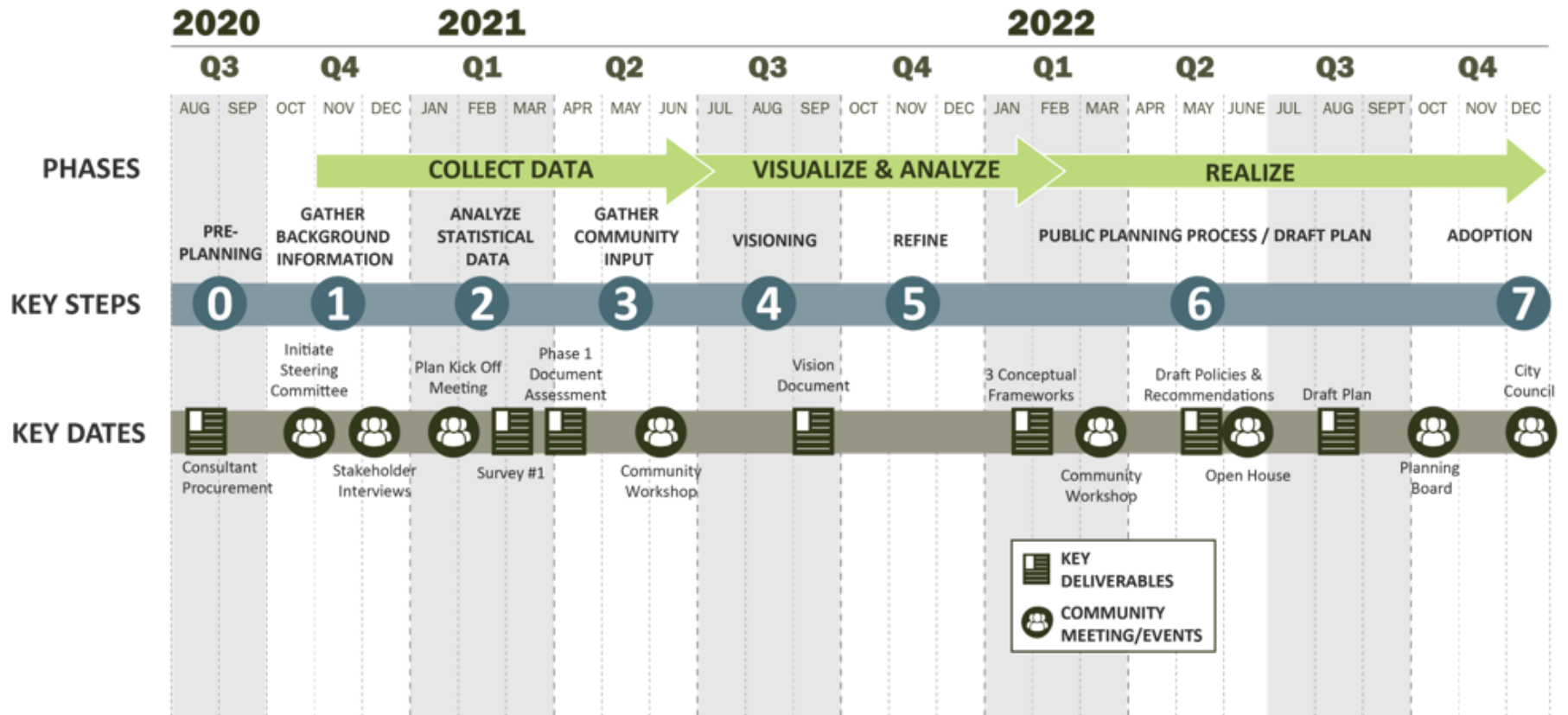
# More than a golf course

During the visioning phase, residents expressed support for these shared priorities:

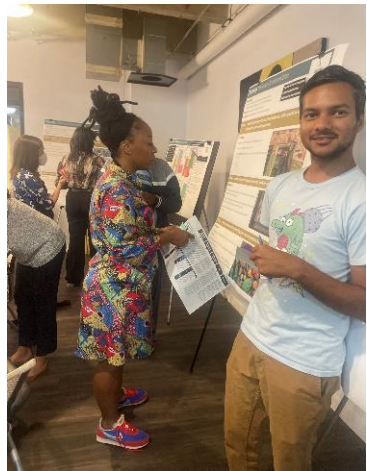
-  Create a large park and community gathering places
-  Preserve & add more trees to combat urban heat island effects
-  Add youth and recreational sports
-  Include affordable housing options, including for-sale options
-  Include space for grocery and fresh food choices
-  Create space for small local businesses and businesses owned by people of color
-  Address involuntary displacement



# More Than a Year and a Half Of Community Input



# Community Engagement



4

WORKSHOPS &  
OPEN HOUSES

16

STEERING COMMITTEE  
MEETINGS

24

COMMUNITY TALKS  
(Navigator small group  
conversations of 8-12  
people)

131

INDIVIDUAL  
COMMUNITY NAVIGATOR  
CONVERSATIONS

800+

IN-PERSON & VIRTUAL  
PARTICIPANTS

2,690

SURVEYS RETURNED



# Community Steering Committee

- Facilitated by [Dr. Ryan Ross](#).
- Racial equity training provided to Committee in February 2021
- Members reflective of the diversity of the neighborhoods in interest and demographics and includes variety of perspectives.
- 16 Steering Committee Meetings – all meetings have been recorded and are available on the [PHGC webpage](#).
  - Two site visits
  - Time for public comment at meetings



# Community Navigators

- Denver Metro Community Impact (DMCI), partnering with CPD to administer Community Navigators.
  - Navigators in Spanish and English
- A [community voice report](#) coalesced all input and feedback collected by the navigators. Available on webpage
- Community Voice Report reveals that the communities surrounding the golf course property want to see:
  - Desire for more affordable for-sale housing options
  - Some local retail opportunities – including grocery
  - Recreational opportunities, parks and open space

Community building, recreation and gathering space, affordable ownership opportunities were frequent discussion topics.



# Community Surveys

- 6,000 total surveys mailed within 1 mile of PHGC
- Strong response – 22% (vs. 11% national average)
  - Results weighted by race and age.
- Detailed report of results and interactive survey results dashboard
  - 70% favored some development on the site
  - 22 % favored green space only
  - 8% favored development only
  - 7% favored keeping a golf course

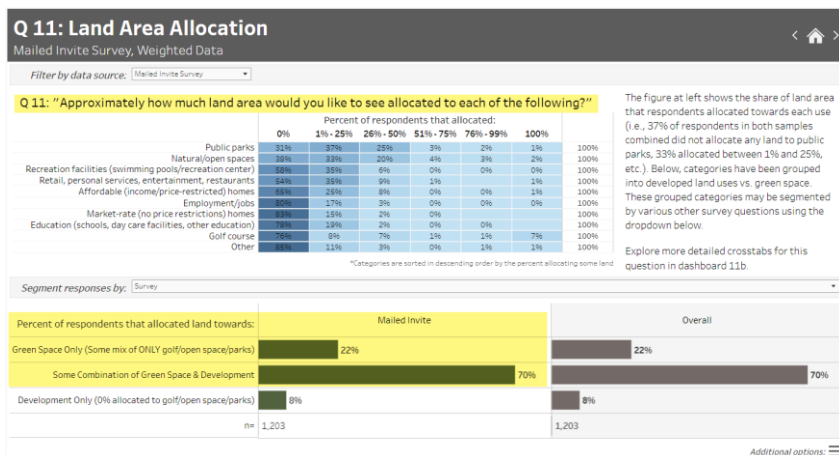


1,302  
Completed  
Mailed Surveys

1,388  
Completed Online  
Surveys

# Community Surveys

- Survey provided options to indicate if they wanted 100% used as open space or park.
- Survey included multiple free-text fields to allow respondents to provide open comments in their own words
- View all survey data, including views by neighborhood, citywide, race, income, etc. at [www.denvergov.org/parkhillgolfcourse](http://www.denvergov.org/parkhillgolfcourse)



**Q6: If you answered "Other" in the previous question, please specify: In addition to the parks and recreation opportunities identified in the previous question, which of the following uses and services would you also want to see at this site, if any (check all that apply)**

20% said none with the desire to keep the land undeveloped as open space or golf course or a park.



None of the above. All these things already exist in the surrounding communities. No commercial development needs to take place on this site! Make it a public park!

A golf course with a driving range

Solidarity economy housing, services, healthy food + agriculture, healing enterprises, community gathering places

Golf course, music venue, park

None of these. It needs to remain open space.

Housing for homeless population

# Workshops and Open Houses





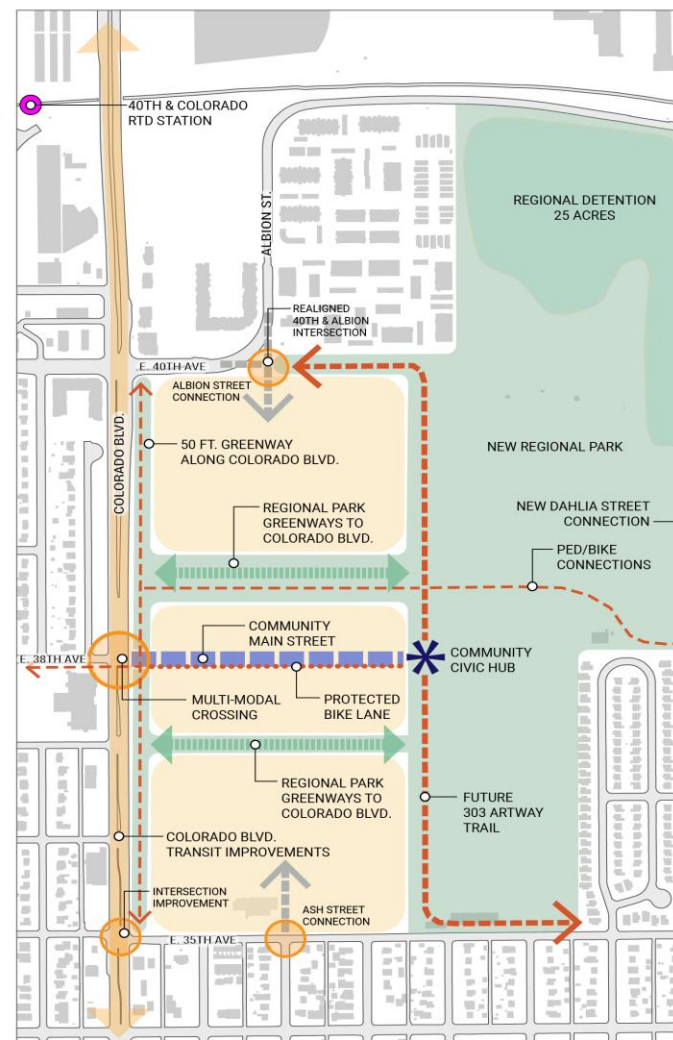
# Targeted Outreach

- Additional outreach at Park Hill 4000 apartments and Park Hill Station Apartments
  - Focus on lower-income residents and renters
  - Partnered with Food Bank Saturdays
- Community Navigators had targeted outreach to Latinx community
  - Two Spanish speaking navigators
  - Engagement sessions and materials entirely in Spanish



# Parks & Mobility

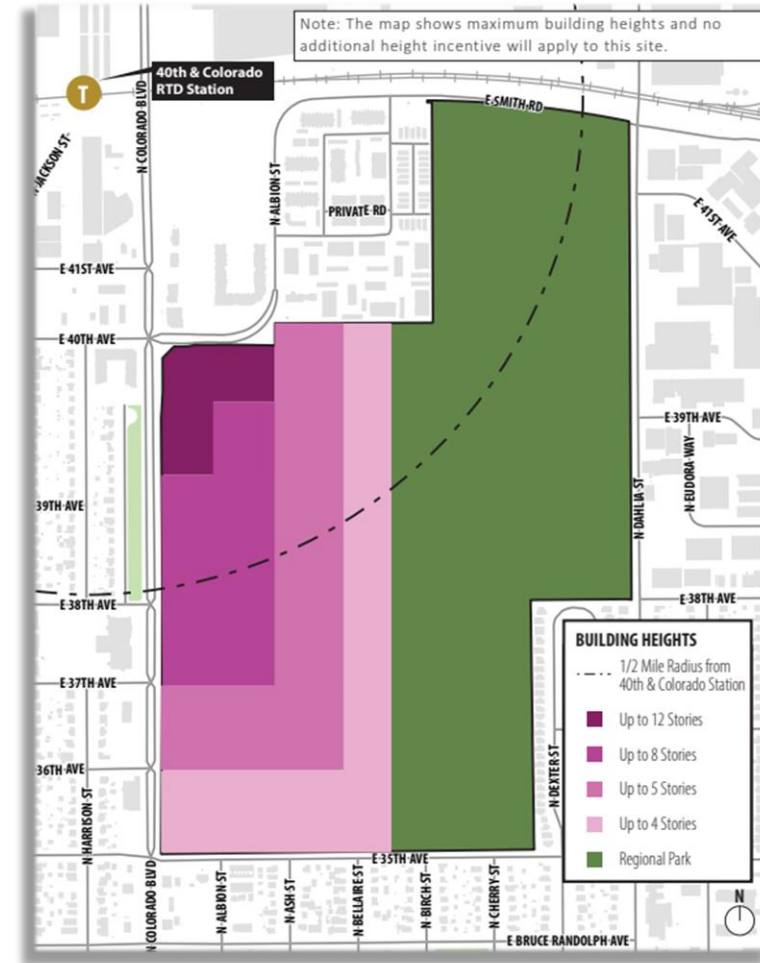
- More than 100 acres of park & open space, including new large park (p. 32)
- Explore improving and integrating stormwater detention area (p. 32, 37)
- Future Park Master Plan process to explore programming including aquatic amenities, fieldhouse (p.34)
- Connected park greenways open up views creating east west connections (p. 35)
- Improve Colorado Blvd, intersections, transit serving site
- New Dahlia Street Connection
- 303 Artway Heritage Trail for people biking/walking/rolling
- Discourage freight traffic on roadways



MOBILITY FRAMEWORK

# Building Height Guidance

- Tallest buildings at 40<sup>th</sup> and Colorado , proximity to transit (p.46)
- Reduce building height moving east and south.
- Reduce scale of taller buildings , open up views
  - Upper story setbacks, where applicable (D1.A, p.48)
  - Vary building height and spacing





# Affordable Housing Recommendations

- For sale housing opportunities for 70% - 120% AMI (p.53)
- Permanent supportive housing for 0 – 30% AMI
- Integrated rental units serving 30% - 80% AMI
- Affordable senior housing opportunities
- Require at least 30% of all new affordable units created to be prioritized for households at-risk of displacement. (p.54)



*Photo of Park Hill Station multi-family units, north of the site*

# Economic Recommendations

- Create a commercial land trust for small, local businesses that help provide affordable ownership opportunities with a specific focus on historically underserved communities (E2, p.56).
- Create connections to Park Hill neighborhood incubator space supporting new small local businesses and non-profits
- Improve access to resources for existing small, local businesses
- Create space for community resource center – connecting residents to businesses, educational programming and local heritage (E3. p. 56)



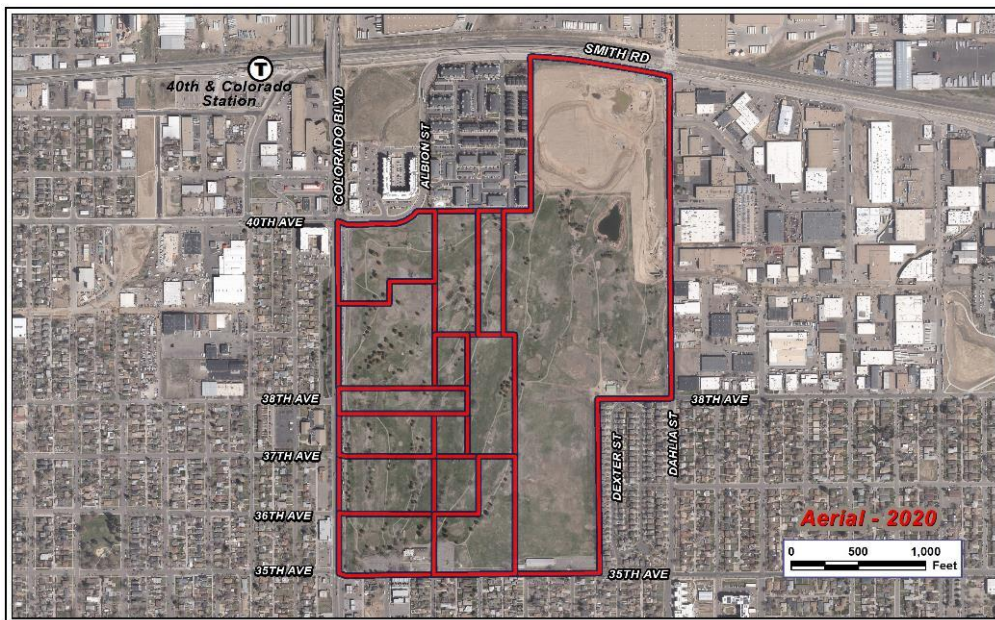
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# 4141 E. 35<sup>th</sup> Ave. Zoning

2022I-00158

Request: OS-B to OS-A, C-MS-5 w/DO-8, C-MX-12, C-MX-8, C-MX-5,  
C-MX-5 w/waivers, G-RX-5, G-RX-5 w/waivers

# Request: OS-A, C-MS-5 w/DO-8, C-MX-12, C-MX-8, C-MX-5, C-MX-5 w/waivers, G-RX-5, G-RX-5 w/waivers



- **Location**
  - Approx. 155 acres
  - Private open space, former golf course
- **Request**
  - Rezoning from OS-B to OS-A, C-MS-5 DO-8, C-MX-12, C-MX-8, C-MX-5, C-MX-5 w/waivers, G-RX-5, G-RX-5 w/waivers
- **Proposal**
  - Public park and open space
  - Mixed-use development with varying heights from 4-12 stories
  - Residential and commercial uses

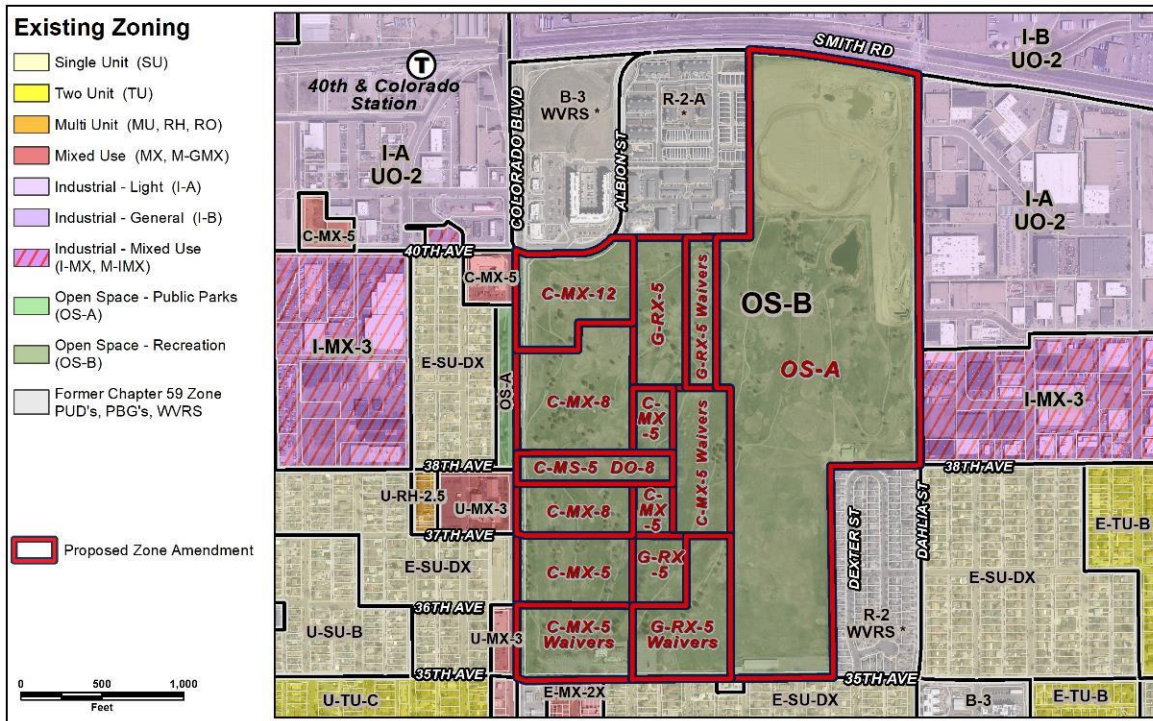
# Request: C-MX-5 w/waiver and G-RX-5 w/waiver

## Waivers

- Waives maximum permitted building height of 5 stories or 7 stories with incentives
- Waives maximum permitted building height of 70 feet or 95 feet with incentives
- Allows a maximum height of 4 stories or 55 feet
- Waives the right to use maximum height with incentives under Expanding Housing Affordability ordinance



# Existing Zoning



- Current Zoning: OS-B
  - Private park and open space

# Review Criteria

## Denver Zoning Code Review Criteria

1. Consistency with Adopted Plans
2. Uniformity of District Regulations
3. Further Public Health, Safety and Welfare
4. Justifying Circumstances
5. Consistency with Neighborhood Context, Zone District Purpose and Intent

# Development Agreement



# Development Agreement

Key priorities:

- Affordable housing
- Parks and public open space
- Funding for parks and infrastructure
- 303 Artway

Priorities shaped by community input received throughout the planning process



# DA Commitments

## Affordable Housing

- Construct at least 25% of total units as income restricted units (IRUs) – more than double what would be required under EHA
- Rental IRUs will be affordable to incomes ranging from 30% to 80% of Area Median Income, with an average affordability of no greater than 60% AMI
- For-sale IRUs will be affordable to incomes ranging from 70% to 120% AMI, with an average affordability of no greater than 100% AMI
- IRUs will include a minimum of 300 for-sale units. Minimum 100 for sale IRUs with 2 bedrooms or more and minimum 100 for sale IRUs with 3 bedrooms or more
- Commitments to build at least 60 senior IRUs, 40 permanent supportive housing IRUs, and 150 family rental IRUs
- Prioritization policy will apply to all units except permanent supportive housing IRUs
- Affordable projects with more than 50% IRUs at or below 80% AMI will be excluded from metro district debt mills
- Waiver of rights to height increases allowed under EHA

# DA Commitments

## Parks & Public Open Space:

- 100 acres of publicly accessible open space on-site. 80 acres transferred up front, with subsequent conveyances and easements expanding total to at least 100 acres
- \$20M from landowner to contribute to master plan, design, and construction of the park. Developer will cover cost of master plan and initial maintenance costs.
- Construction of 303 Artway Heritage Trail

## Infrastructure:

- Construct safety improvement at key intersections along Colorado Blvd., reconstruction of 40<sup>th</sup> and Albion intersection
- Provide funding for city to construct Dahlia

## Other Key Items:

- Requires landowner to rezone back to OS-B zoning if conservation easement is not lifted
- Commits the applicant to create private design standards and guidelines
- Addresses mechanics of lifting conservation easement, subject to citywide vote and in accordance with state law



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# Metro Districts

# District Details

- Districts are a financing mechanism to facilitate the development of the former Park Hill Golf Course.
  - The Districts are organized to work with one another to finance the construction of the public improvements servicing the development. The Districts also provide the ongoing operation and maintenance of the public improvements not otherwise dedicated to the City or another governmental entity.
- 5 total metro districts
  - 2 “financing districts” will serve the residential properties.
  - 2 “financing districts” will serve the commercial properties.
  - 1 “maintenance district” will serve and overlay the entire site.
- Applicant is using the Model Service Plan with small deviations.

# Service Plan Highlights

- Anticipated public improvements investment is approximately \$84.6M in 2022 dollars and includes:
  - Street and right of way improvements, water services, storm drainage improvements, sanitary sewer and wastewater, traffic and street safety, landscaping and recreation, and a parking garage.
- Currently the Districts are anticipated to own and maintain certain portions of the public improvements including:
  - Street trees and plantings, the project's plaza, irrigation system, fiber optic conduit system, open spaces, trails, and parks (in conjunction with City), and parking garage.
- District will be required to follow the City's standard contracting requirements including:
  - Public bidding of construction contracts, prevailing wages and minimum wages, small and disadvantaged business enterprises, equal employment and discrimination, Public Art.

# Service Plan Highlights Continued

- Districts are required to record a disclosure notice on all property to be included in the district.
  - Disclosure notice informs property owners of existence of Districts, the purpose of the Districts, the calculation of District taxes, and disclosure of any issued District debt.
- District's restricted and prohibited services:
  - Covenant control, eminent domain, fire protection services, public safety services, receiving grants from governmental agencies, golf course construction, residential solid waste collection, sales and use tax exemptions, sub-district creation, TV relay and translation, water rights, joining or creating any authorities.

# Mill Levy and Tax Revenues

- District application within DOF policy for debt mills.
- District application exceeds the DOF policy for O&M mills due to the “Maintenance District” and “Financing District” stacking.
- At full mill levy imposition, an average residential unit in the project is anticipated to pay an additional \$2,243 in property taxes, and an average commercial property is anticipated to pay an additional \$70,688 in property taxes.
- **Affordable projects with more than 50% IRUs at or below 80% AMI will be excluded from metro district financing district mills**

Park Hill MDs			
Additional Mills and Taxes Due to Metro District			
	Policy	Request	Difference
<b>Average Residential Market Value*/Unit at \$496,559</b>			
Aggregate Mill Levy:			
Debt plus O&M	50	60	10
Aggregate Mill Levy Tax \$	\$1,726	\$2,071	\$345
Regional Mills	5	5	0
Regional Tax \$	\$173	\$173	\$0
<b>Total</b>	<b>55</b>	<b>65</b>	<b>10</b>
	<b>\$1,898</b>	<b>\$2,243</b>	<b>\$345</b>
O&M Mills (included in above figures)	10	15	5
O&M Tax \$ (included in above figures)	\$345	\$518	\$173
<b>Average 10,000 Sq.Ft. Commerical Uses at \$3,750,000 Market Value*</b>			
Aggregate Mill Levy:			
Debt plus O&M	50	60	10
Aggregate Mill Levy Tax \$	\$54,375	\$65,250	\$10,875
Regional Mills	5	5	0
Regional Tax \$	\$5,438	\$5,438	\$0
<b>Total</b>	<b>55</b>	<b>65</b>	<b>10</b>
	<b>\$59,813</b>	<b>\$70,688</b>	<b>\$10,875</b>
O&M Mills (included in above figures)	10	15	5
O&M Tax \$ (included in above figures)	\$10,875	\$16,313	\$5,438

\* Average Market Values based on Applicant's Development Projections





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# Referred Ballot Measure

# Ballot Measure

- Ballot Measure 301, approved at the Nov. 2021 election, requires voters to approve release of conservation easement and commercial or residential construction on subject property
- Bill will refer a question to the voters for the April ballot authorizing release and commercial/residential uses
- A NO vote leaves conservation easement restrictions for golf-related purposes in place
- A YES vote allows commercial and residential uses to occur, including requirements for affordable housing and publicly accessible parks & open space, within the legally binding terms of the zoning and Development Agreement

# Ballot Language

“Shall the voters of the City and County of Denver authorize the release of the City-owned conservation easement on privately owned property known as the Park Hill Golf Course, which requires the land to be used primarily for golf-related purposes, and allow for publicly accessible parks and open space and residential and commercial uses, including affordable housing, community-serving retail and other purposes?”

# What if voters don't approve the measure?

- Development agreement is terminated, except for requirements to rezone property back to previous zoning
- Within 90 days, property owner must file an application to rezone back to OS-B (privately owned recreation uses)
- Metro Districts cannot impose mills unless authorized by an IGA with the City; Metro Districts will be required to dissolve within 10 years of service plan approval
- Property must return to golf related uses, as required by the conservation easement & settlement agreement

# Tentative Schedule

- Oct 25: LUTI Info Item

	Small Area Plan	Zoning	Met Districts*/DA/Ballot question
LUTI	11/8	12/13	12/13
Mayor-Council	11/15	Skip	12/20
1 <sup>st</sup> Reading	11/28	12/19	1/17
Final/Hearing* as Needed	12/5*	1/23*	1/23

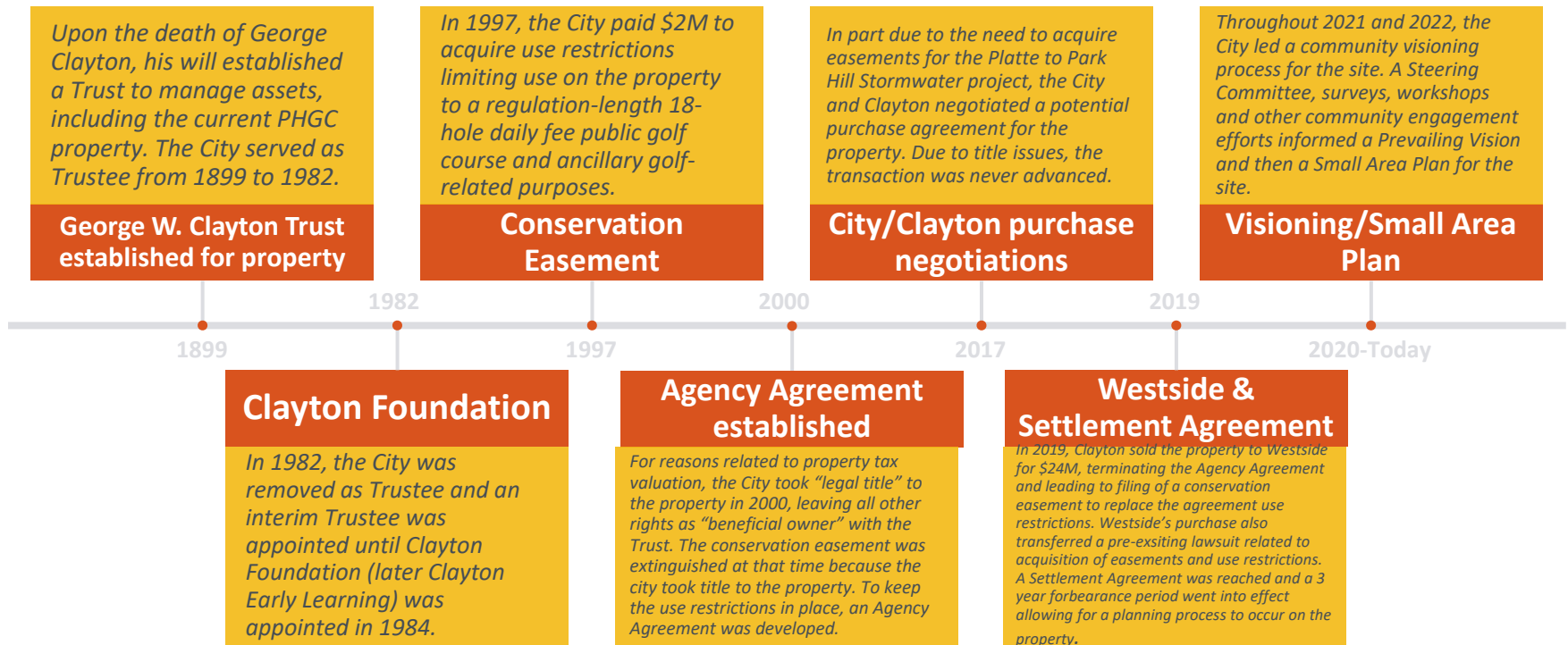


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# Appendix

# Park Hill Golf Course History/Timeline

## City Involvement with the Site



# Where we are today

## PARK HILL GOLF COURSE PLANNING PROCESS







# Community Benefits Agreement (CBA)

(City is not a party to this agreement; info for reference only)

- The CBA Working Group is still in the process of finalizing the asks they will be making of Westside Investment Partners
- All of the CBA Working Group's requests are grounded in the community values that emerged from the Community Voice Report and are centered on:
  - affordable housing;
  - housing for a diverse community inclusive of race, ethnicity, age, and household size;
  - retail opportunities that promote small and minority businesses;
  - support for healthy food options;
  - inclusive public spaces; and
  - year round recreational facilities for children.
- For more information please refer to the Community Benefits Agreement webpage at <https://dmcimpact.org/our-impact/phgc-cba> or email Mary Coddington

# Conservation Easement

- In 1997, the city paid The George W. Clayton Trust \$2 million to acquire conservation easement limiting the use of the land to an 18-hole public golf course with daily fee
- Any additional uses should be accessory or incidental to the golf-related use or unrelated recreational uses which cannot be detrimental to the golf-related use
- A vote of eligible voters is required to remove the easement



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# Small Area Plan

# Surrounding Context



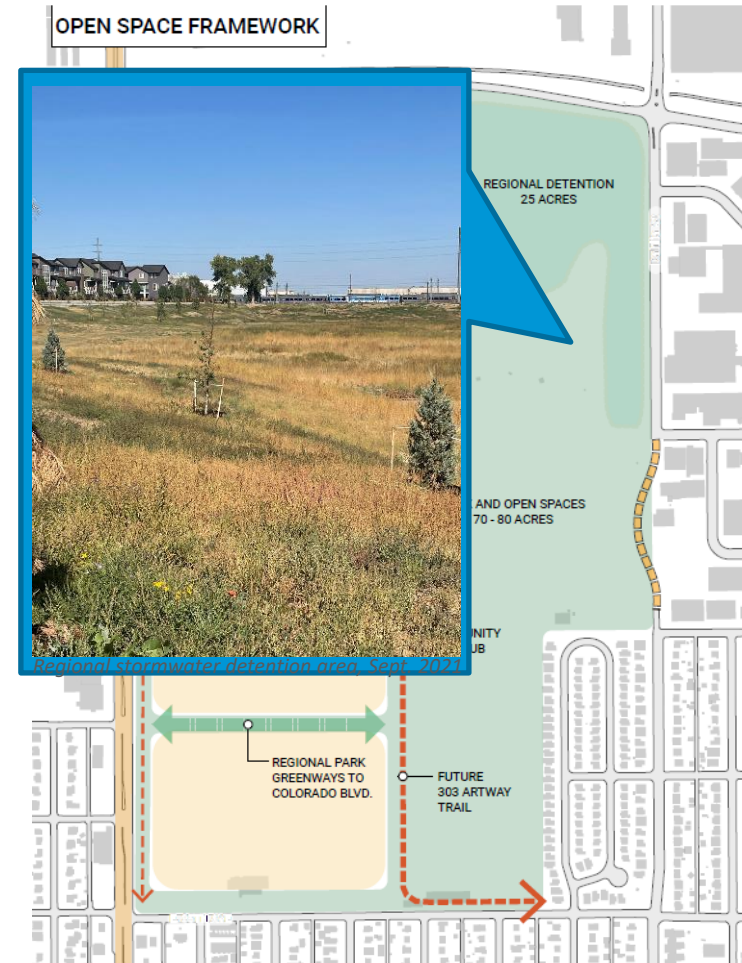
Image source: google maps, 2022

# Integrated Stormwater Opportunities

- Study the existing detention and look for opportunities to soften the edges, incorporate recreation and natural habitat (Policy Q5, p. 37)



Example of public space with integrated stormwater detention at Utah Park, Aurora, CO





# Community-Based Fresh Food Solutions

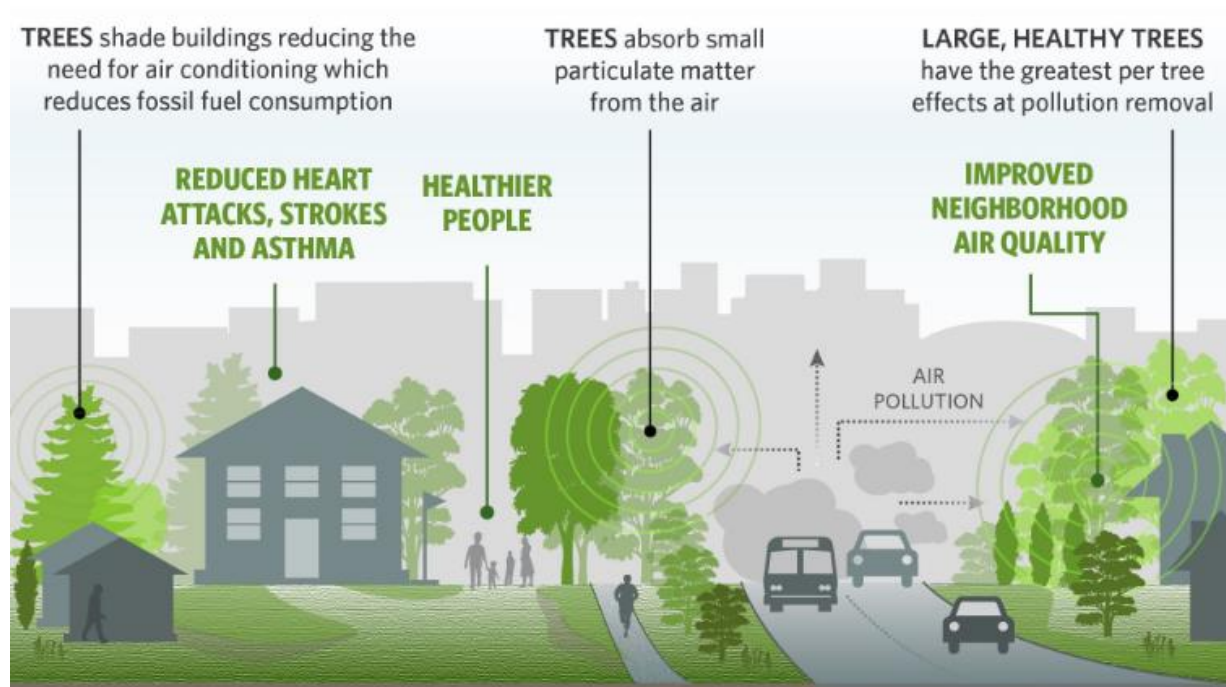
- Encourage and help recruit grocer to locate at or near E. 35<sup>th</sup> Ave. and Colorado Blvd
- Incorporate food access programming into affordable housing developments
- Improve access to affordable healthy foods supporting indoor and outdoor markets, community gardens, food pantries
- Partner with local organizations to locate community gardens.





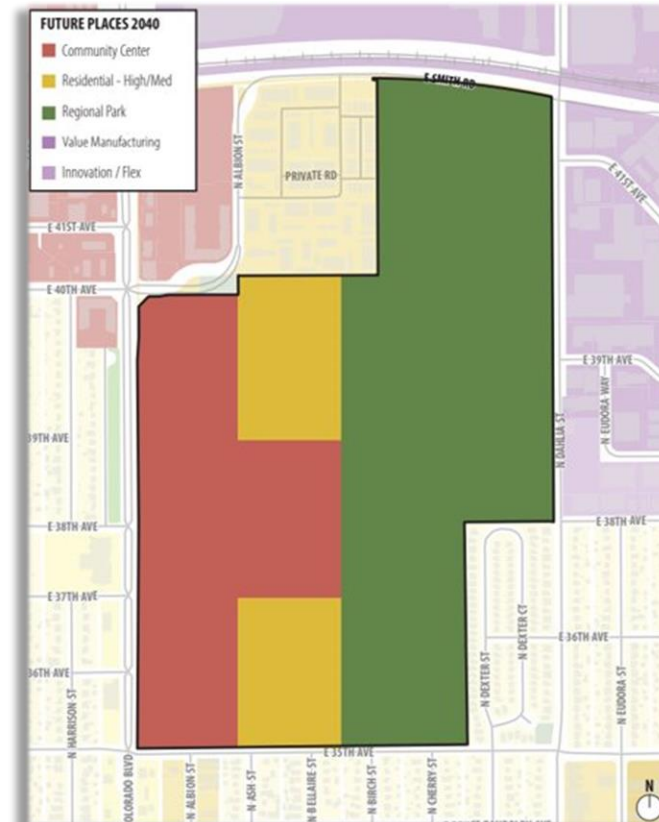
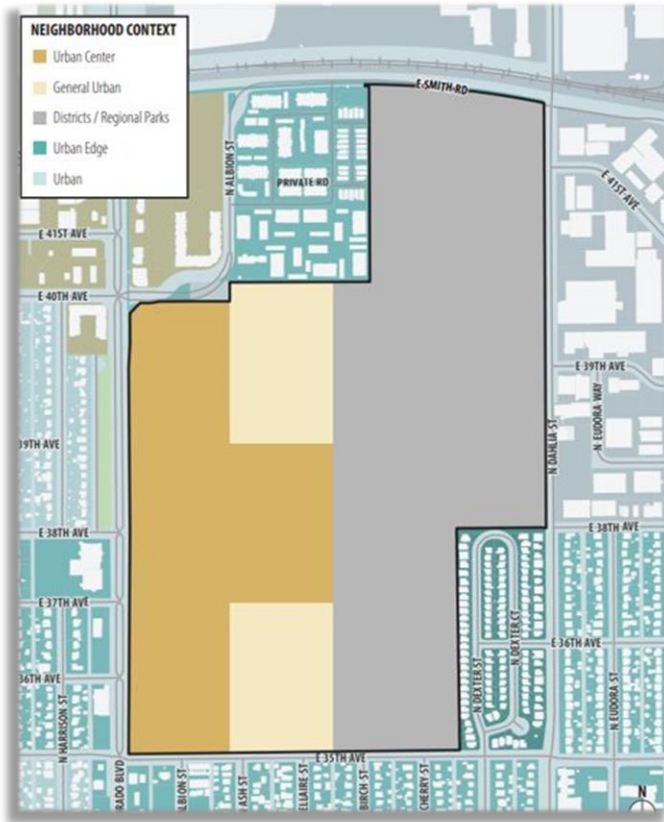
# Planting Urban Trees, Better Air Quality

- Increase the tree canopy of the site, exceeding goal of 20% tree canopy coverage (Q7, p.38)
- Include substantial, water-efficient landscaping in the new development to help reduce air pollution and noise (Q9, p. 39)
- Electric vehicle car share and electric vehicle charging infrastructure on both public and private property, to support low emission electric vehicle usage and reduction in air pollution. (Q9, p. 39)



Source: The Nature Conservancy, Erica Simek Sloniker

# Future Context and Places Recommendations



PHGC Plan,  
p. 40 - 43

# Design Quality Recommendations

- D3.C – Apply custom zoning tool like a design overlay to promote active mix of uses
- D4.A -Apply existing DZC residential, mixed-use and main street zone districts consistent with the neighborhood context, place and street types
- D4.B Promote design outcomes like buildings designed to incorporate variation in height/scale, open-up views from the park, or integrate an active and engaging street frontage.

Waivers to achieve max height recommendations  
Promote thoughtful transitions between park and private development by ensuring the relationship between the height of the buildings and spaces is appropriate ( p. 53)



# Other Community Input

- Online comment card allows community to comment on project anytime, when it makes sense for their schedule
- Over 400 people weighed in via email or through the comment card between January 2021 – October 2022
- All comments available on project webpage in public comment log

The image shows a screenshot of an online comment card titled "Park Hill Golf Course - Comments and Questions". The card features the Denver logo and the text "DENVER THE MILE HIGH CITY". It includes a progress indicator "My progress: 0%", a heading "Tell us what you think!", and instructions: "Please use this form to submit comments or questions about the draft Park Hill Golf Course Area plan." The form contains a large text area for comments, a "Name" field, an "Email Address" field, and a question "Would you like to receive email updates on the plan process?" with "Yes" and "No" radio button options. At the bottom, there are "Back", "Save", and "Continue" buttons, and a small "Powered by OpenForms" logo.





# Communications & Outreach

- Project website
- E-newsletters
- Fliers
- Banners posted in neighborhood
- Social media
- News media outreach

Intentional outreach to nearby residents:

- Bilingual postcards and mailers
- Targeted work by community navigators

**Let's get the details right!**  
Help carry out the community's goals for the Park Hill Golf Course  
**VIRTUAL COMMUNITY WORKSHOP**  
6-7:30 P.M., WEDNESDAY, MARCH 23, 2022  
Register: [DenverGov.org/parkhillgolfcourse](https://denvergov.org/parkhillgolfcourse)

**¡Acertemos los detalles!**  
Ayude a llevar a cabo los objetivos de la comunidad para el campo de golf de Park Hill  
**TALLER COMUNITARIO VIRTUAL**  
6-7:30 P.M., MIÉRCOLES, 23 DE MARZO, 2022  
Regístrate: [DenverGov.org/parkhillgolfcourse](https://denvergov.org/parkhillgolfcourse)

**How We Got Here**  
In 2021, residents participated in surveys, at public events, in small groups, and on a volunteer community steering committee. While not everyone agreed on a single vision for the golf course, there were eight shared priorities that rose to the top:

1. Create a large park and community gathering places
2. Stand up an oversight committee to guide future work
3. Add more trees to combat urban heat island effects
4. Add youth and recreational sports
5. Include affordable housing options, including for-sale units
6. Include space for grocery and fresh food choices
7. Create space for local businesses and businesses owned by people of color
8. Address involuntary displacement

**Ballot Initiative 301**  
In the November 2021 election, voters decided how conservation easements can be partially or fully released in Denver. Here's what the vote means for this project:

- **Before Ballot Initiative 301:** Any release of the easement had to be approved by City Council.
- **After Ballot Initiative 301:** Any release of the easement must be approved by City Council **and** a majority of voters in a municipal election.
- **What that means:** The City of Denver can continue to build on its work from 2021 and refine the eight shared priorities into a clear plan so voters can make an informed decision about the golf course in a future election.

**Cómo Llegamos Aquí**  
En 2021, residentes participaron en encuestas, eventos públicos, pequeños grupos y un comité directivo de voluntarios. Residentes también participaron en eventos públicos. Aun si no todos estuvieron en un comité directivo de voluntarios para el campo de golf, hubo ocho prioridades compartidas que resultaron de acuerdo en una sola visión para el campo de golf, hubo ocho prioridades compartidas que resultaron:

1. Crear un parque grande y lugares de reunión para la comunidad
2. Establecer un comité de supervisión para guiar el trabajo futuro
3. Agregar más árboles para combatir los efectos de isla de calor urbano
4. Añadir deportes juveniles y recreativos
5. Incluir opciones de viviendas asequibles, incluyendo unidades para la venta
6. Incluir espacio para opciones de mercados y alimentos frescos
7. Crear espacio para negocios locales y negocios propiedad de gente de color
8. Abordar el desplazamiento involuntario

**Iniciativa Electoral 301**  
En las elecciones de noviembre de 2021, los votantes decidieron cómo las servidumbres de conservación pueden ser liberadas parcial o totalmente en Denver. Hay una servidumbre de conservación sobre el campo de golf. Esto es lo que significa el voto para este proyecto:

- **Antes del voto:** Cualquier liberación de la servidumbre tenía que ser aprobada por el Consejo Municipal.
- **Después del voto:** Cualquier liberación de la servidumbre debe ser aprobada por el Concejo Municipal y la mayoría de votantes en Denver en una elección municipal.
- **Lo que eso significa:** La Ciudad de Denver puede continuar su trabajo de 2021 y perfeccionar las ocho prioridades en un plan claro para que los votantes puedan tomar una decisión informada sobre el campo de golf en una futura elección.

**PARK HILL GOLF COURSE AREA VISIONING PROCESS**  
What do you want to see happen with the old Park Hill Golf Course? Starting in 2021, we're bringing residents, neighborhood organizations, and local businesses together to discuss a future for the Park Hill Golf Course property. Join us! We will have online surveys and more in early 2021.  
Sign up for updates at:  
[www.bit.ly/parkhillgolfcourse](https://www.bit.ly/parkhillgolfcourse)

**PROCESO DE VISIÓN PARA EL CAMPO DE GOLF PARK HILL**  
¿Qué quiere que suceda con el antiguo campo de golf de Park Hill? A partir de 2021, reuniremos a residentes, organizaciones vecinales y negocios locales para discutir el futuro de la propiedad del campo de golf Park Hill. Tendremos encuestas por internet y más a principios de 2021.  
Regístrese para recibir noticias en:  
[www.bit.ly/parkhillgolfcourse](https://www.bit.ly/parkhillgolfcourse)



The Park Hill Golf Course has been a staple in Denver for decades. Join city agencies, Denver Metro Community Impact, and the Equity Project...  
Learn More

# Consistency with *Comprehensive Plan 2040*



Equitable, Affordable, & Inclusive  
8 Goals, 18 Strategies



Environmentally Resilient  
6 Goals, 11 Strategies



Strong & Authentic Neighborhoods  
9 Goals, 21 Strategies



Healthy & Active  
3 Goals, 7 Strategies



Connected, Safe, & Accessible  
8 Goals, 17 Strategies



Economically Diverse & Vibrant  
4 Goals, 10 Strategies

# Consistency with *Blueprint Denver*

## OTHER PARKS AND OPEN SPACE

These are privately-owned parks and/or open spaces. Some are publicly accessible, while others—such as golf courses—are not. Since these areas are privately owned, it is possible their use could change in the future. When large private open spaces are planned to change, the community should be engaged in planning for the future vision of the site.



*Some golf courses in Denver are privately-owned and not publicly accessible, yet they provide multiple ecological benefits and contribute to the city's network of open spaces.*



*Many plazas are on private property, yet they are publicly accessible. Spaces like these contribute to pedestrian activity and active, well-designed places.*



*Many privately owned open spaces can be accessed by the public and provide recreational and ecological value.*



# Consistency with *Blueprint Denver*



## Land Use & Built Form (General)

4 Policies, 6 Strategies

### Housing

3 Policies, 5 Strategies

### Economic

4 Policies, 7 Strategies

### Design Quality & Preservation

4 Policies, 8 Strategies



## Mobility

6 Policies, 13 strategies



## Quality of Life Infrastructure

9 Policies, 21 strategies

# Long Term View

## *The Park Hill Golf Course Area Plan:*

- creating a new mixed-use community and a network of public open space, including a significantly-sized park.
- directing future growth to areas designated as a community center and high-medium residential places that are served by transit.
- This vision will take many years to fully achieve.



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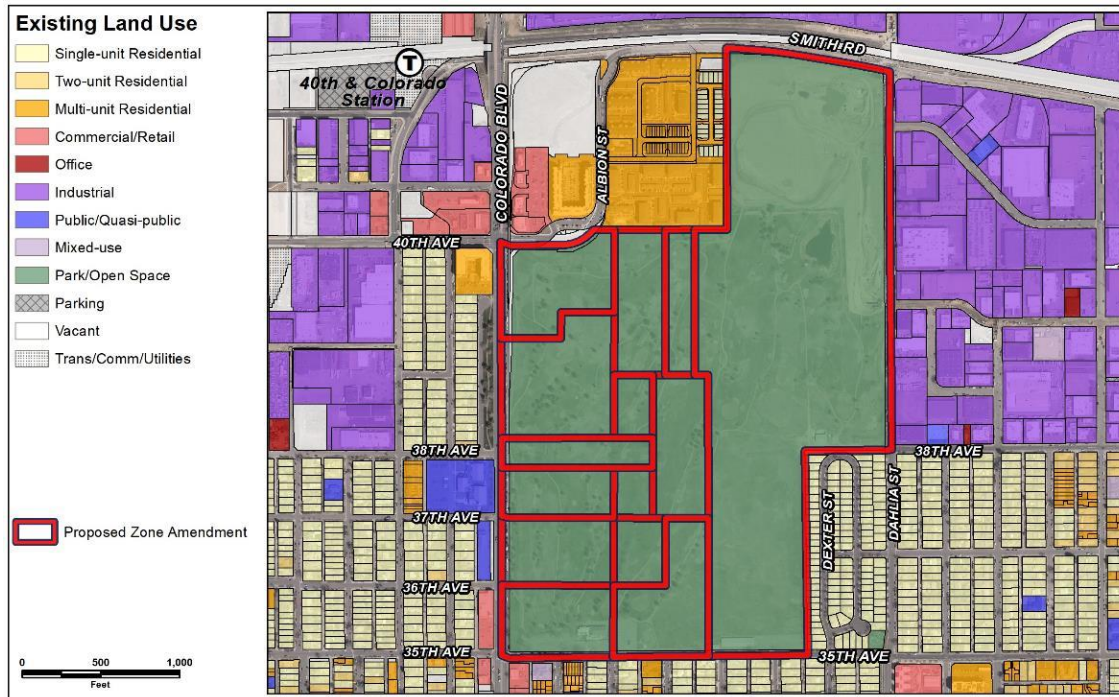
# Zoning



# Large Development Review

- LDR was determined to be applicable
  - Circumstances warranted a master framework process
  - Land use, open space, housing and infrastructure could not be resolved through other regulatory processes
  - Land is subject to a conservation easement
- Proposed Large Development Framework includes
  - Small area planning process
  - rezoning,
  - Infrastructure master plan
  - Subdivision
  - Development agreement

# Existing Land Use



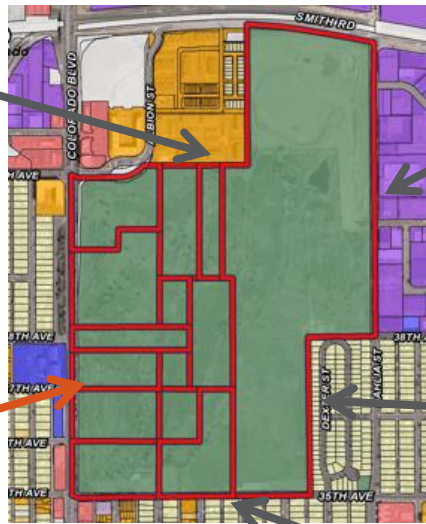
**Land Use:** Former private golf course

## Surrounding Land Uses:

- Single-Unit Residential
- Industrial
- Public/Quasi-Public
- Multi-unit Residential
- Commercial/Retail



# Existing Building Form/Scale



Subject Property



# Review Criteria

## Denver Zoning Code Review Criteria

### 1. Consistency with Adopted Plans

- *Comprehensive Plan 2040*
- *Blueprint Denver: A Land Use and Transportation Plan*
- *Park Hill Golf Course Small Area Plan*

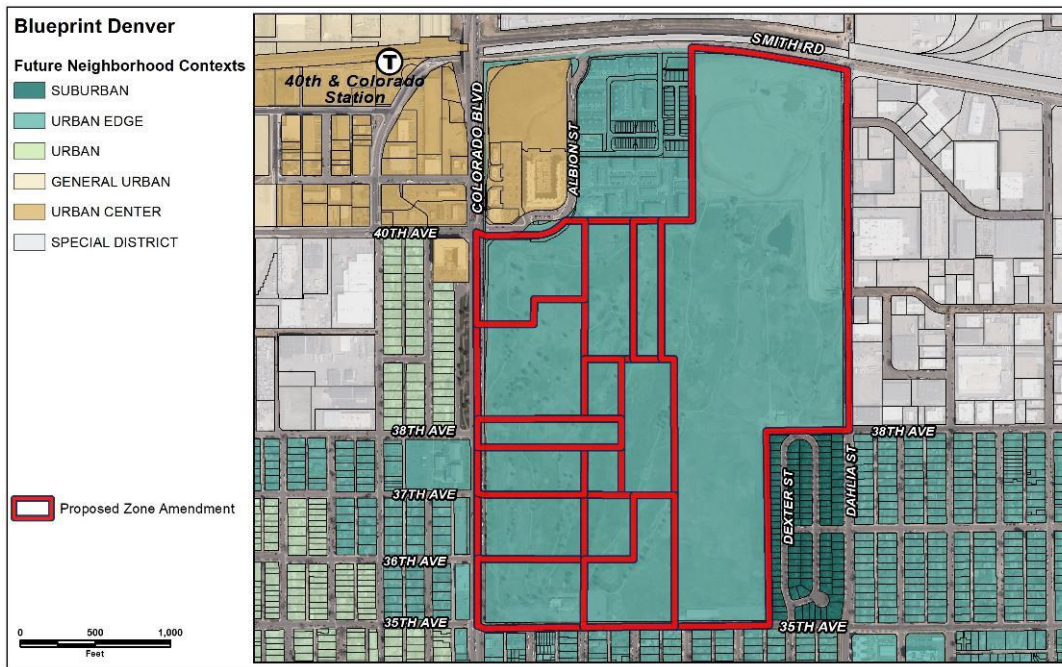
### 2. Uniformity of District Regulations

### 3. Further Public Health, Safety and Welfare

### 4. Justifying Circumstances

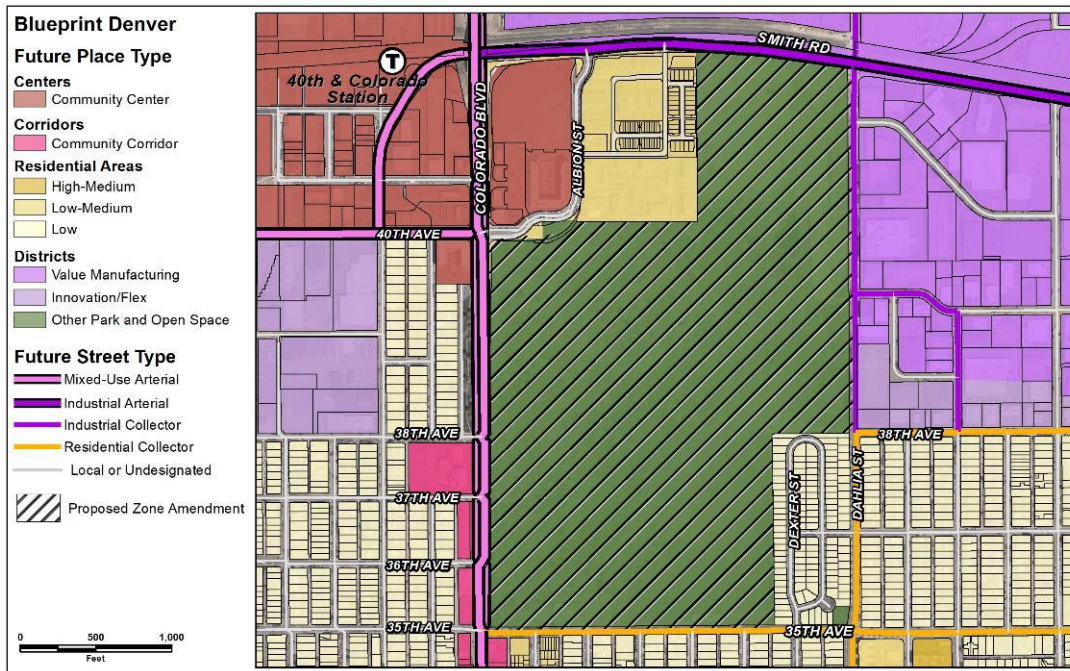
### 5. Consistency with Neighborhood Context, Zone District Purpose and Intent

# Consistency with Adopted Plans: Blueprint Denver 2019



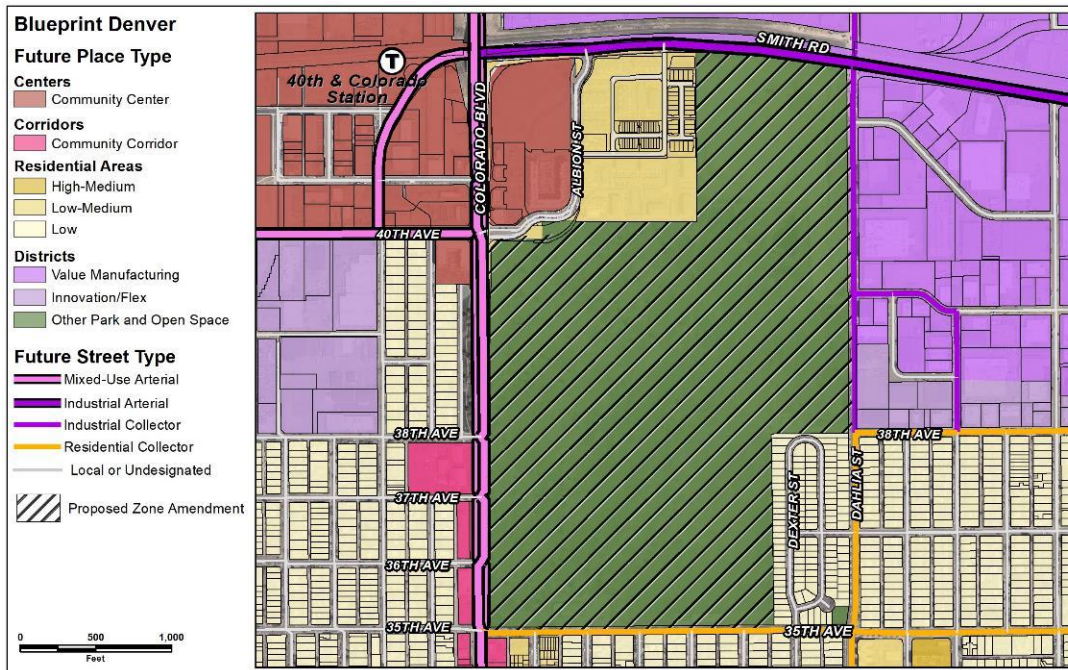
- **Urban Edge**
  - Elements of both the Urban and Suburban contexts
  - Small multi-unit residential and commercial areas embedded in 1- and 2-unit areas

# Consistency with Adopted Plans: Blueprint Denver 2019



- **Other Park and Open Space**
  - Privately-owned parks and open spaces
  - Some are publicly accessible and others – like golf courses – are not
  - When a large private space is planned to change, the community should be engaged in planning for the future vision of the site

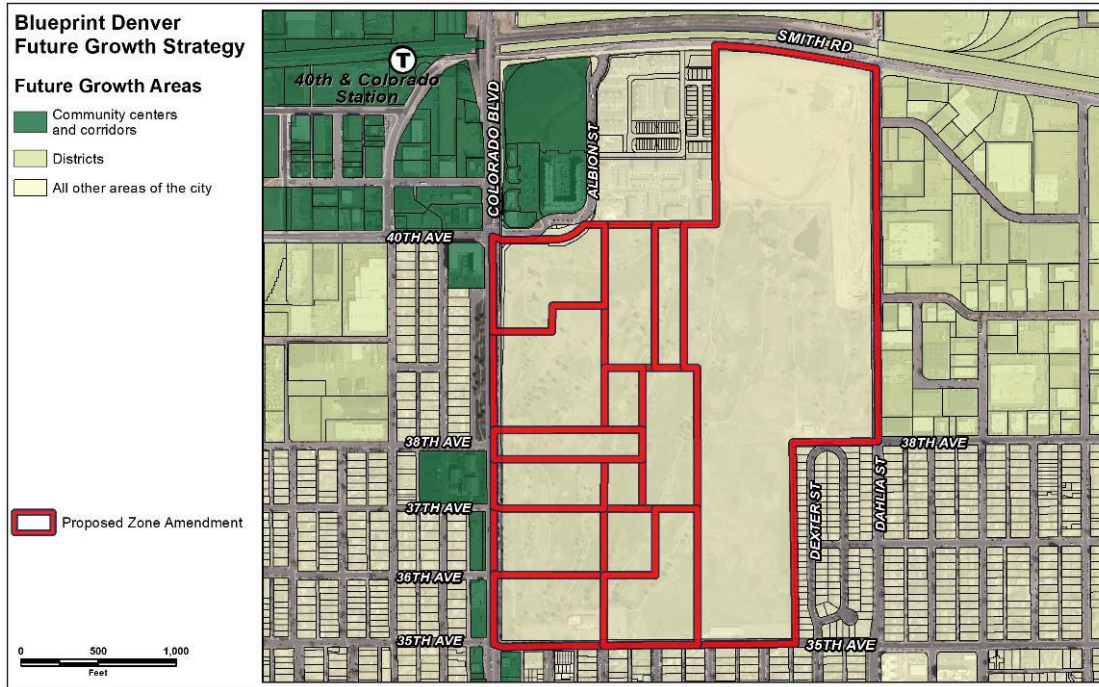
# Consistency with Adopted Plans: Blueprint Denver 2019



- Colorado Blvd: Mixed Use Arterial
- Smith Rd: Industrial Arterial
- 35<sup>th</sup> Ave: Residential Collector
- Albion St: Local



# Consistency with Adopted Plans: Blueprint Denver



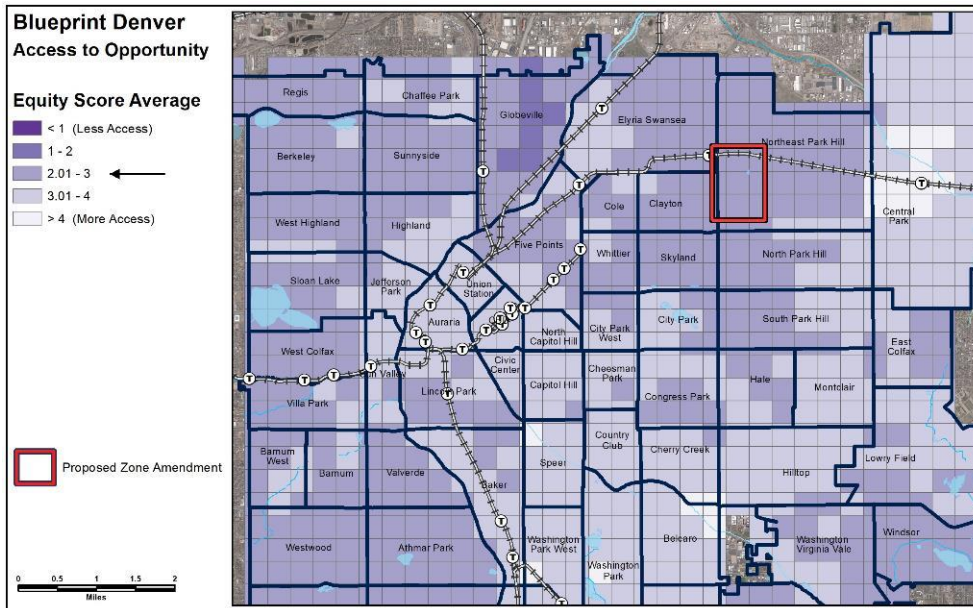
- **Growth Areas Strategy: All other areas of the city**
  - 10% jobs by 2040
  - 20% housing by 2040

# Consistency with Adopted Plans: Blueprint Denver

**Land Use & Built Form, General Policy 3: Ensure the Denver Zoning Code continues to respond to the needs of the city, while remaining modern and flexible.**

Strategy B: Limit the use of site-specific, customized zoning tools – such as Planned Unit Developments (PUDs) and waivers/conditions – to unique and extraordinary circumstances. The zoning code offers a wide variety of zone districts that cover the diverse contexts and places of Denver. Custom zoning tools are most effective when a standard zone district does not exist to implement the adopted plans for an area (p. 73).

# Consistency with Adopted Plans: Blueprint Denver

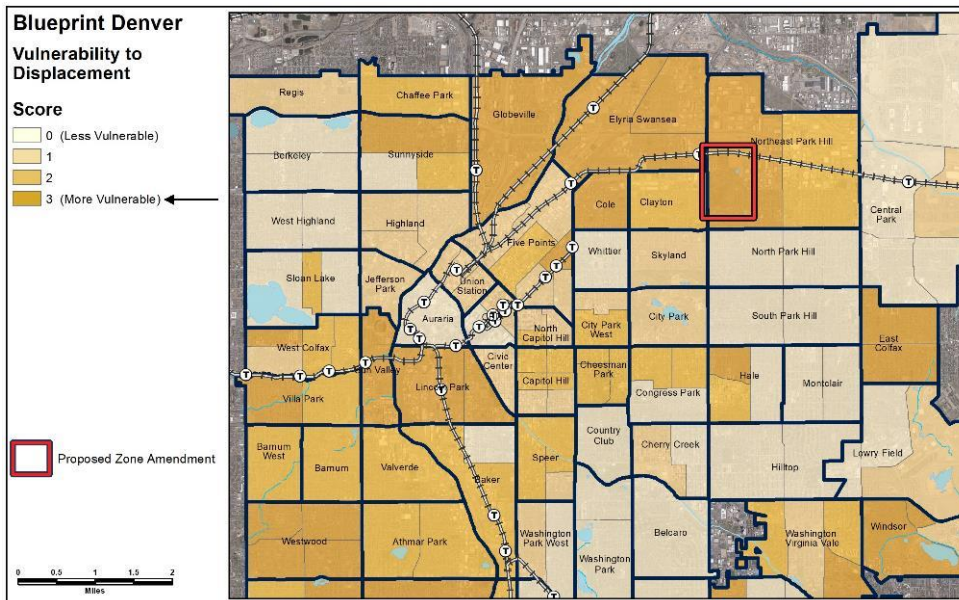


## Access to Opportunity

- Average Access
  - Low access to grocery stores and centers and corridors
  - Less equitable in childhood obesity and life expectancy
- Proposed rezoning will enable a mixed-use development bringing more amenities to the area
- Development agreement includes provisions for affordable housing and 100 acres of publicly accessible park/open space



# Consistency with Adopted Plans: Blueprint Denver



## Vulnerability to Involuntary Displacement

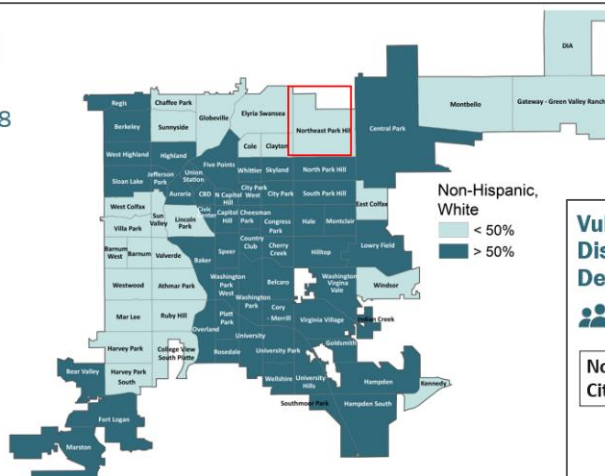
- More vulnerable, based on all three metrics:
  - Educational attainment
  - Median household income
  - Percent renter-occupied
- Applicant is developing a high impact affordable housing compliance plan
  - 25% of total units as income restricted units (IRUs)
  - IRUs include rental units at lower AMI levels, including 30%
  - IRUs also include for sale units with two to three bedrooms

# Consistency with Adopted Plans: Blueprint Denver

## Vulnerability to Involuntary Displacement Supplemental Demographic Data

Racial Composition | 2018

Northeast Park Hill: 25.01%  
Citywide: 53.7%



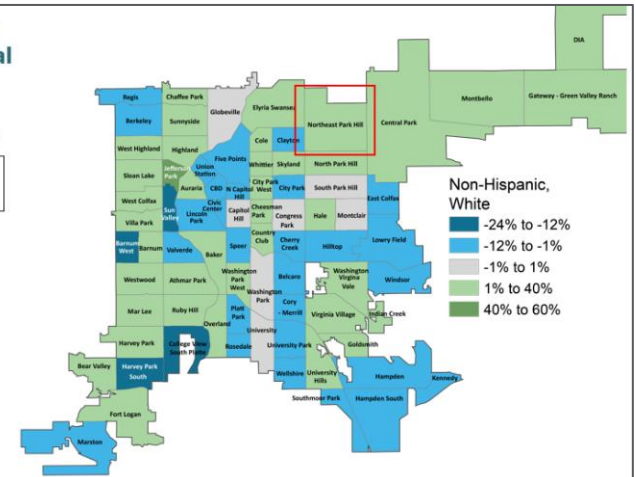
## Racial Composition

- Greater increase in white, non-Hispanic population than citywide

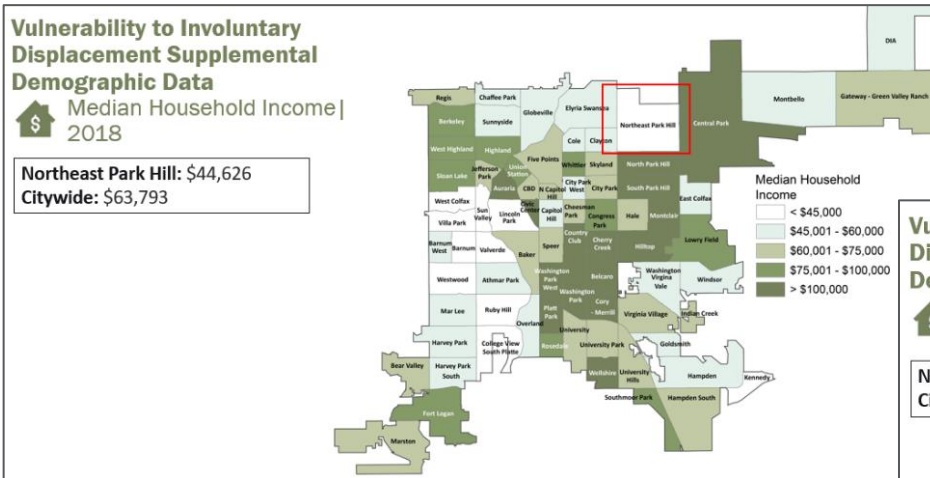
## Vulnerability to Involuntary Displacement Supplemental Demographic Data

Racial Composition | 2015-2018 (% Change)

Northeast Park Hill: 25.81% ↑  
Citywide: 1.13% ↑

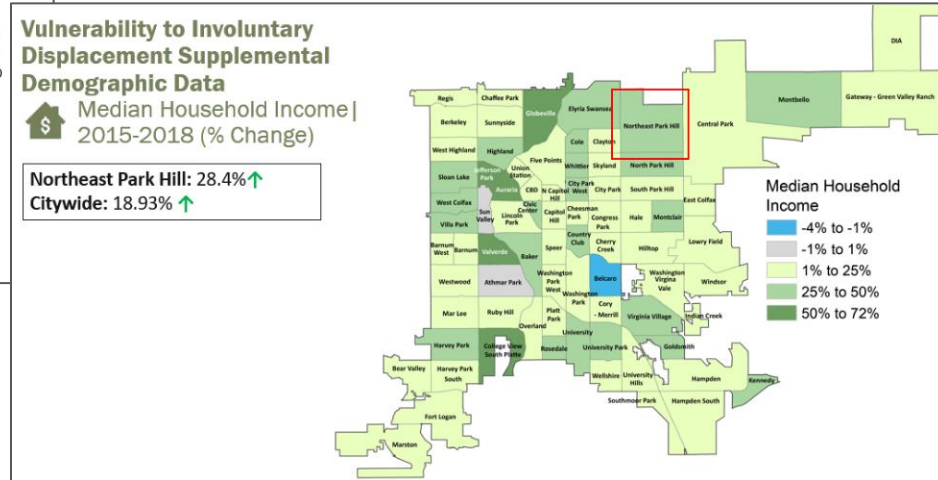


# Consistency with Adopted Plans: Blueprint Denver

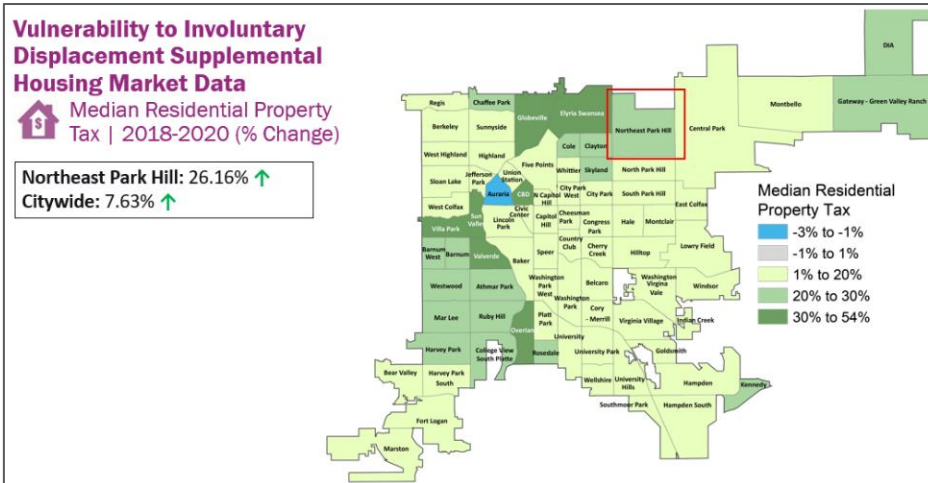


## Median Household Income

- Lower median income but higher percent change than citywide



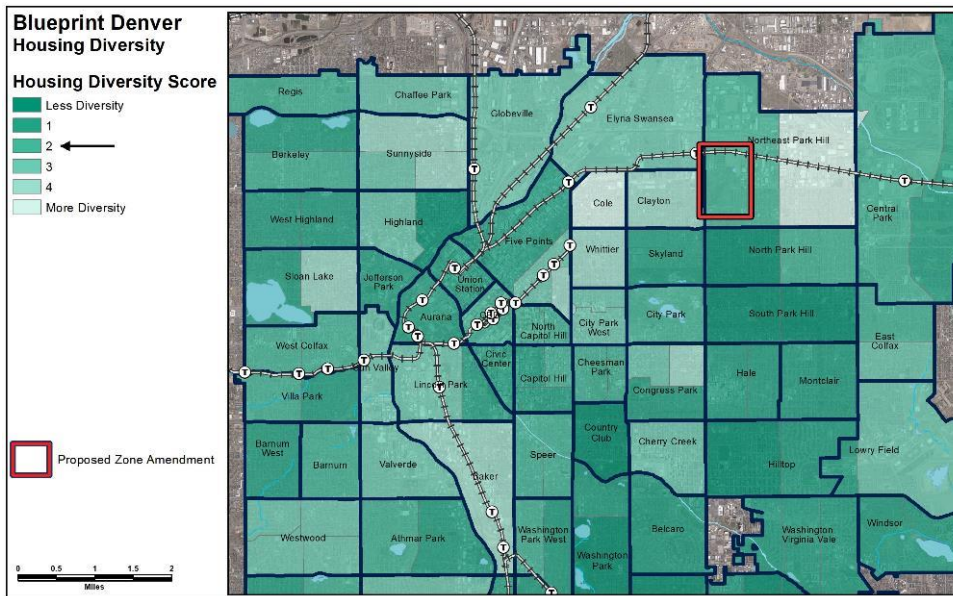
# Consistency with Adopted Plans: Blueprint Denver



## Median Residential Property Tax

- Greater increase in residential property tax than citywide

# Consistency with Adopted Plans: Blueprint Denver

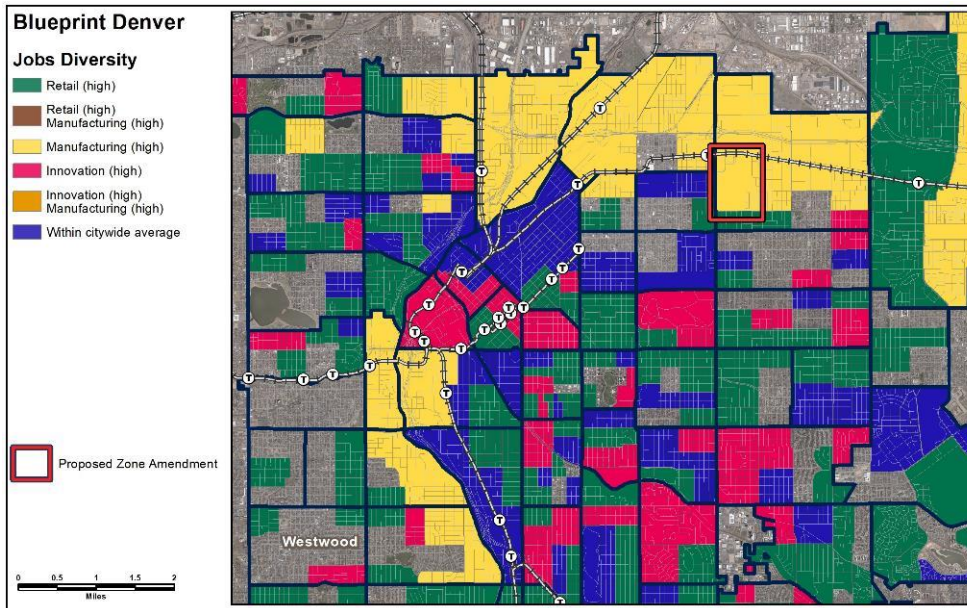


## Housing Diversity

- Below average diversity based on three of five metrics:
  - Housing costs
  - Mix of rented and owned homes
  - Bedroom counts in homes
- Proposed development agreement includes income restricted units, including for-sale units with two and three bedrooms



# Consistency with Adopted Plans: Blueprint Denver



## Jobs Diversity

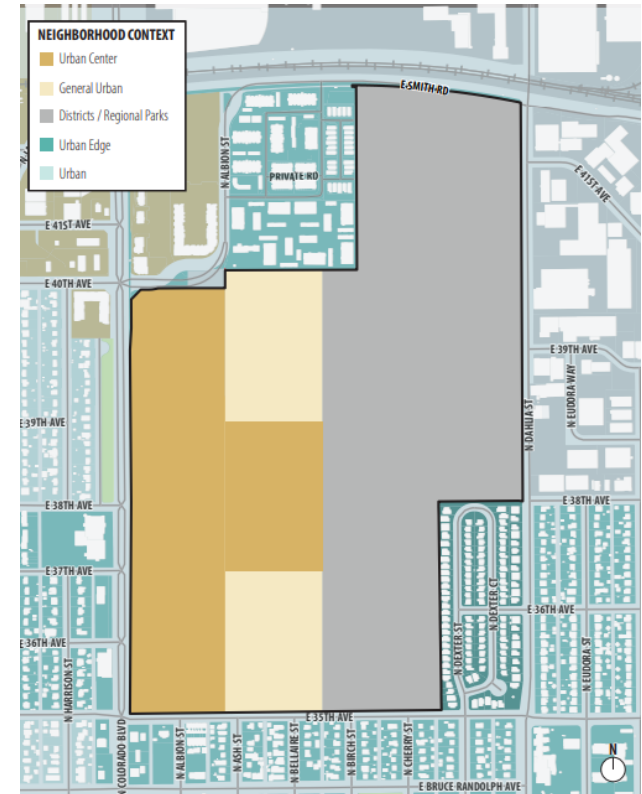
- Higher proportion of manufacturing jobs
- Proposed rezoning will allow for various commercial, office, and retail jobs



# Consistency with Plans: Park Hill Golf Course Small Area Plan

## Future Neighborhood Context

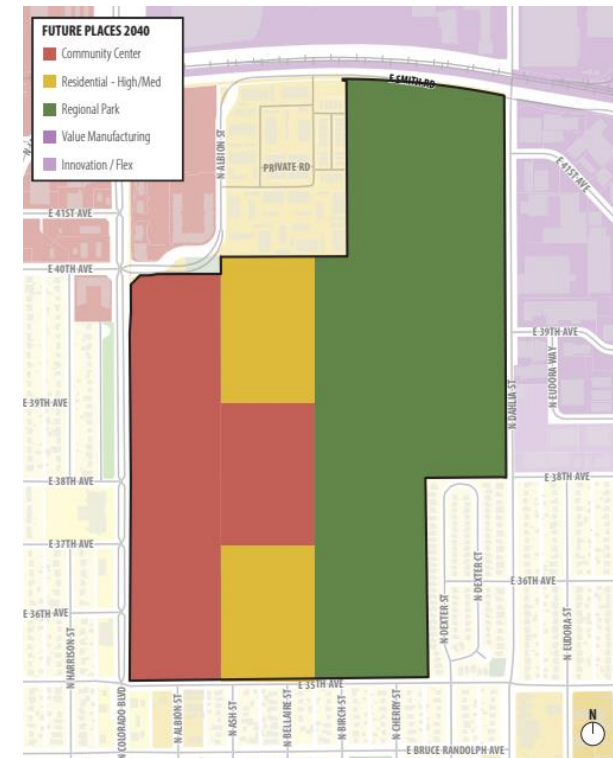
- Urban Center
  - Proposed zoning is C-MS-5 DO-8, C-MX-12, C-MX-8, C-MX-5, C-MX-5 w/waivers
  - High mix of uses where the highest densities are planned
  - Includes multi-story, mixed-use building forms located close to streets
- General Urban
  - Proposed zoning is G-RX-5 and G-RX-5 w/waivers
  - Higher-density development like larger multi-story residential buildings
  - Serves as a transition between Urban Center and District contexts
- Districts/Regional Park
  - Proposed zoning is OS-A – public park/open space
  - Specifically designed purpose, such as regional park



# Consistency with Plans: Park Hill Golf Course Small Area Plan

## Future Places

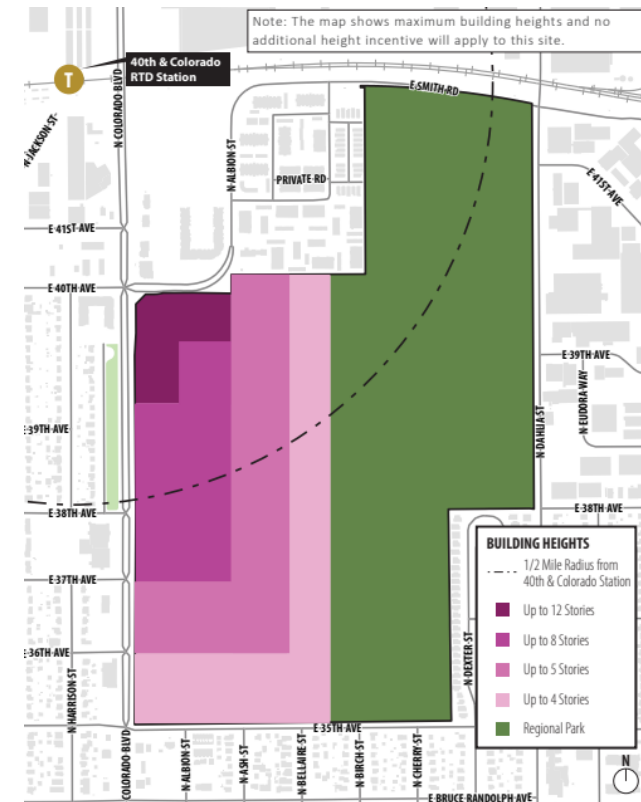
- **Community Center**
  - Proposed zoning is C-MS-5 DO-8, C-MX-12, C-MX-8, C-MX-5, C-MX-5 w/waivers
  - Mixed-use place typically oriented around a shared space or set of spaces
  - Good mix of office, commercial and residential uses
- **Residential – High/Medium**
  - Proposed zoning is G-RX-5 and G-RX-5 w/waivers
  - Predominately multi-unit buildings located closer to centers
  - Focus is residential, but neighborhood-serving uses may be found
- **Regional Park**
  - Proposed zoning is OS-A – public park/open space
  - Provide large scale public open space, recreation and event locations



# Consistency with Plans: Park Hill Golf Course Small Area Plan

## Maximum Building Heights

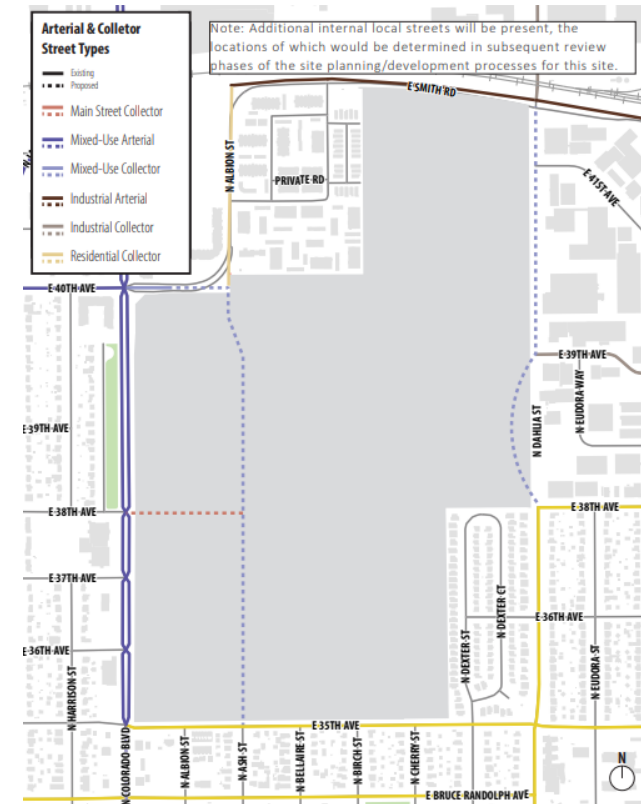
- Up to 12 stories
  - Proposed zoning is C-MX-12
  - Corner of 40<sup>th</sup> and Colorado
- Up to 8 stories
  - Proposed zoning is C-MX-8 and C-MS-5 DO-8
- Up to 5 stories
  - Proposed zoning is C-MX-5 and G-RX-5
- Up to 4 stories
  - Proposed zoning is C-MX 5 w/waivers and G-RX-5 w/waivers
  - Waivers allow a maximum of 4 stories in height
- No additional incentive height will apply to subject property



# Consistency with Plans: Park Hill Golf Course Small Area Plan

## Future Street Types

- Colorado Blvd: Mixed Use Arterial
- E. 35<sup>th</sup> Ave. & Albion St: Residential Collector
- E. 40<sup>th</sup> Ave. & Dahlia St: Mixed Use Collector
- New Connection between Ash and Albion: Mixed Use Collector
- E 38<sup>th</sup> Ave Connection: Main Street Collector



# Consistency with Plans: Far Northeast Area Plan

## Policy Recommendations

The proposed OS-A district will facilitate the creation of a new park:

- Quality of Life, Strategy 1.A: Establish 70-80 acres of contiguous park space that can support a spectrum of recreational activities and serve as a place of connection for the surrounding neighborhoods

The proposed C-MX-12, C-MX-8, C-MS-5 DO-8, C-MX-5, C-MX-5 w/waivers allow for the height of the site to transition from the northwest corner to the east and south:

- Land Use, Strategy 2.A: Transition building height and intensity from highest in the northwest of the site, closest to 40<sup>th</sup> and Colorado rail station, to lowest at the south and east, closest to existing neighborhoods and future regional park.

# Consistency with Plans: Far Northeast Area Plan

## Policy Recommendations

The proposed C-MS-5 w/DO-8 includes a design overlay that would allow a pedestrian-oriented, active main street with enhanced design standards:

- Design Strategy 3.A: Promote design of a future neighborhood main street that encourages an enjoyable experience through engaging and active uses, such as shops and restaurants located at the street level adjacent to sidewalks and open spaces.
- Design Strategy 3.B: Ensure main street building designs have a strong connection between sidewalks, open spaces, and building activities, which could include design elements such as window and specific first-floor building heights to create engaging storefronts.
- Design Strategy 3.C: Encourage the application of a custom zoning tool like a design overlay to promote an active mix of uses at the street level.



# Consistency with Plans: Far Northeast Area Plan

## Policy Recommendations

The proposed C-MS-5 w/DO-8, C-MX-5 w/waivers, and G-RX-5 w/waivers uses customized zoning for a design overlay and waivers to achieve a maximum building height of 4 stories:

- Design 4.B: Consider additional regulatory tools to promote specific design outcomes such as buildings designed to incorporate variation in height/scale, open-up views from the regional park or integrate an active and engaging street frontage. Potential regulatory tools could include:
  - Customized zoning solutions such as a design overlay to achieve street level activation.
  - Customized zoning solutions such as waivers to achieve maximum height recommendations.

# Review Criteria

## Denver Zoning Code Review Criteria

### 1. Consistency with Adopted Plans

### 2. Uniformity of District Regulations

- Proposed rezoning will result in uniform application of zone district building form, use and design regulations

### 3. Further Public Health, Safety and Welfare

- Implements the Park Hill Golf Course Small Area Plan
- Facilitate the creation of a new public park, which may lead to better health outcomes
- Mixed-use districts will allow for an increase in employment and housing options

### 4. Justifying Circumstances

### 5. Consistency with Neighborhood Context, Zone District Purpose and Intent

# Review Criteria

## Denver Zoning Code Review Criteria

1. Consistency with Adopted Plans
2. Uniformity of District Regulations
3. Further Public Health, Safety and Welfare
4. Justifying Circumstances
  - Changed or Changing Conditions:
    - Park Hill Golf Course Small Area Plan
5. Consistency with Neighborhood Context, Zone District Purpose and Intent

# Review Criteria

## Denver Zoning Code Review Criteria

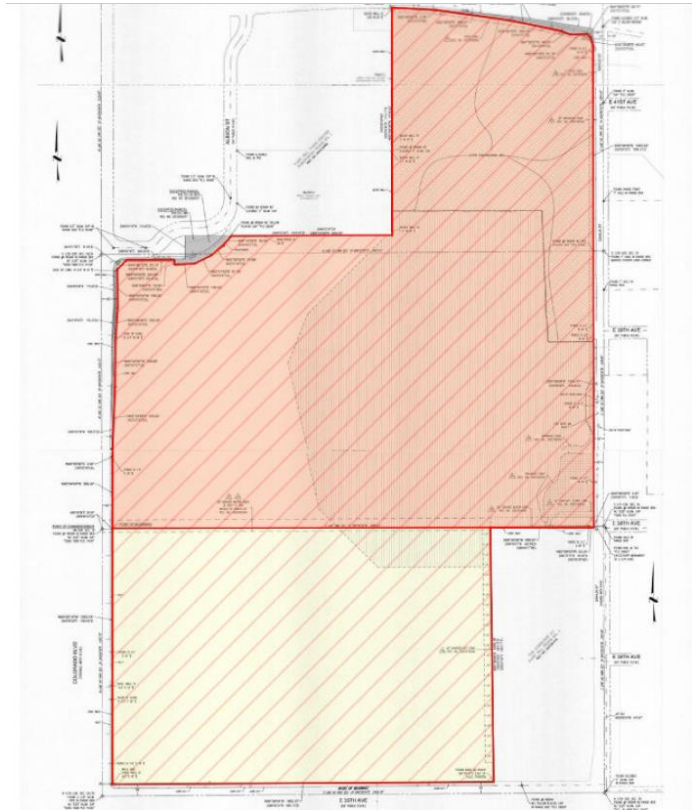
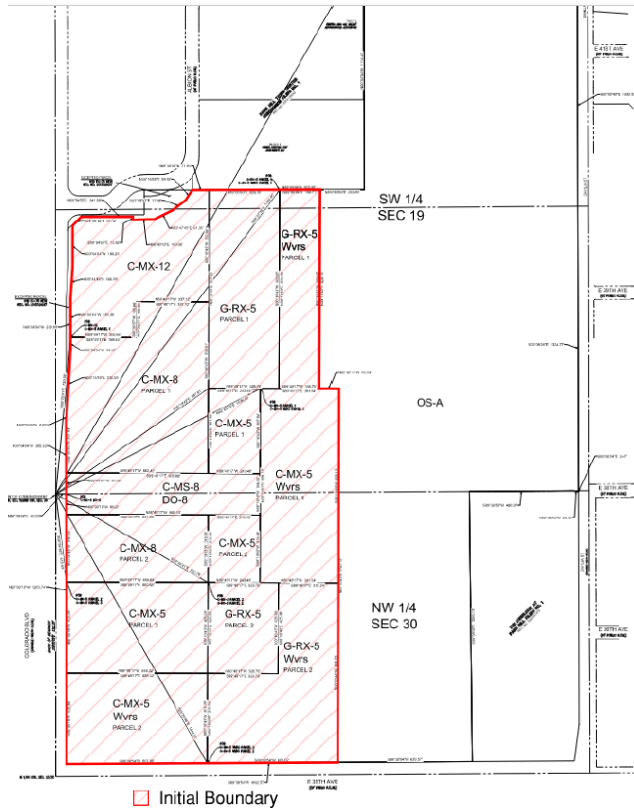
1. Consistency with Adopted Plans
2. Uniformity of District Regulations
3. Further Public Health, Safety and Welfare
4. Justifying Circumstances
5. Consistency with Neighborhood Context, Zone District Purpose and Intent
  - OS-A zone district is intended to
    - Protect and preserve public parks owned, operated, or leased by the city and managed by DPR
  - C-MS-5 w/DO-8
    - Applies primarily to collector or arterial street corridors or may be embedded in larger sites where a building scale of 2-5 stories is desired
    - Encourage neighborhood mixed-use areas that support nonresidential active uses at the street levels, promote active pedestrian-oriented building frontages, and provide sufficient space for transitions between the public realm and private residential dwellings
  - C-MX-12, C-MX-8, C-MX-5, and C-MX-5 w/waivers
    - To enhance the convenience, ease and enjoyment of transit, walking, shopping and public gathering within and around the city's neighborhoods
  - G-RX-5 and G-RX-5 w/waivers
    - Applies to residentially dominated areas served primarily by local or collector streets where a building scale of 1 to 5 stories is desired



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# Metro Districts

# Location





# Service Plan Financial Highlights

Mill Levy	Financing Districts	Maintenance District	Combined	Policy	Difference
Aggregate Mill Levy Cap	50.000	10.000	60.000	50.000	10.000
O&M Mill Cap*	5.000	10.000	15.000	10.000	5.000
Debt Mill Cap	45.000	N/A	45.000	50.000	-5.000
Regional Mill Levy Authority	5.000	N/A	5.000	5.000	0.000

\* O&M Mill Levy can be 50 mills for the Financing Districts until such time as a Debt Mill Levy is imposed, at which time the O&M Mill Levy Cap drops to 5 mills.

- Debt Mill Levy Imposition Term.
  - The Districts can only impose a Debt Mill Levy for 40 years after its first imposition.
- Mill Levy imposition restriction.
  - Service Plan requires the District to enter an IGA with the City if the development project has not received “Development Approvals”.

# Service Plan Financial Highlights

- Financing Plan anticipates two series of bond issuances.
  - ~\$58M issuance in 2023
    - Estimated ~\$41M of proceeds to be used for the project fund to pay for public infrastructure, the difference is used for capitalized interest, cost of issuance and a surplus deposit.
  - ~\$115M issuance in 2033
    - 2033 issuance will refinance the 2023 issuance and provide additional project funds, reserve funds, and pay for the cost of issuance.
    - In total the 2 debt issuances are anticipated to generate approximately \$90M of proceeds to pay for public improvement infrastructure.
- The Financing Plan indicates the District will be able to fully amortize the anticipated debt issuances within the 40-year debt mill levy imposition term limit.

# Differences from Model Service Plan

1. Maximum mill levy imposition.
  - Request for 60 mills
  - Policy is a limit of 50 mills.
2. “Development Approval” definition.
  - Development Approval to be as soon as the election approval eliminating conservation easement.
  - Policy states Development Approvals is “satisfaction of all requirements from CPD placed upon project as part of LDR or other development process as may be applicable for the project.”
3. Regional Mill Levy Term
  - Request is for a 25-year term.
  - Policy is for a 15-year term.