



# **STADIUM DISTRICT MASTER PLAN**

**Land Use, Transportation, and Infrastructure Committee**  
**May 21, 2019**



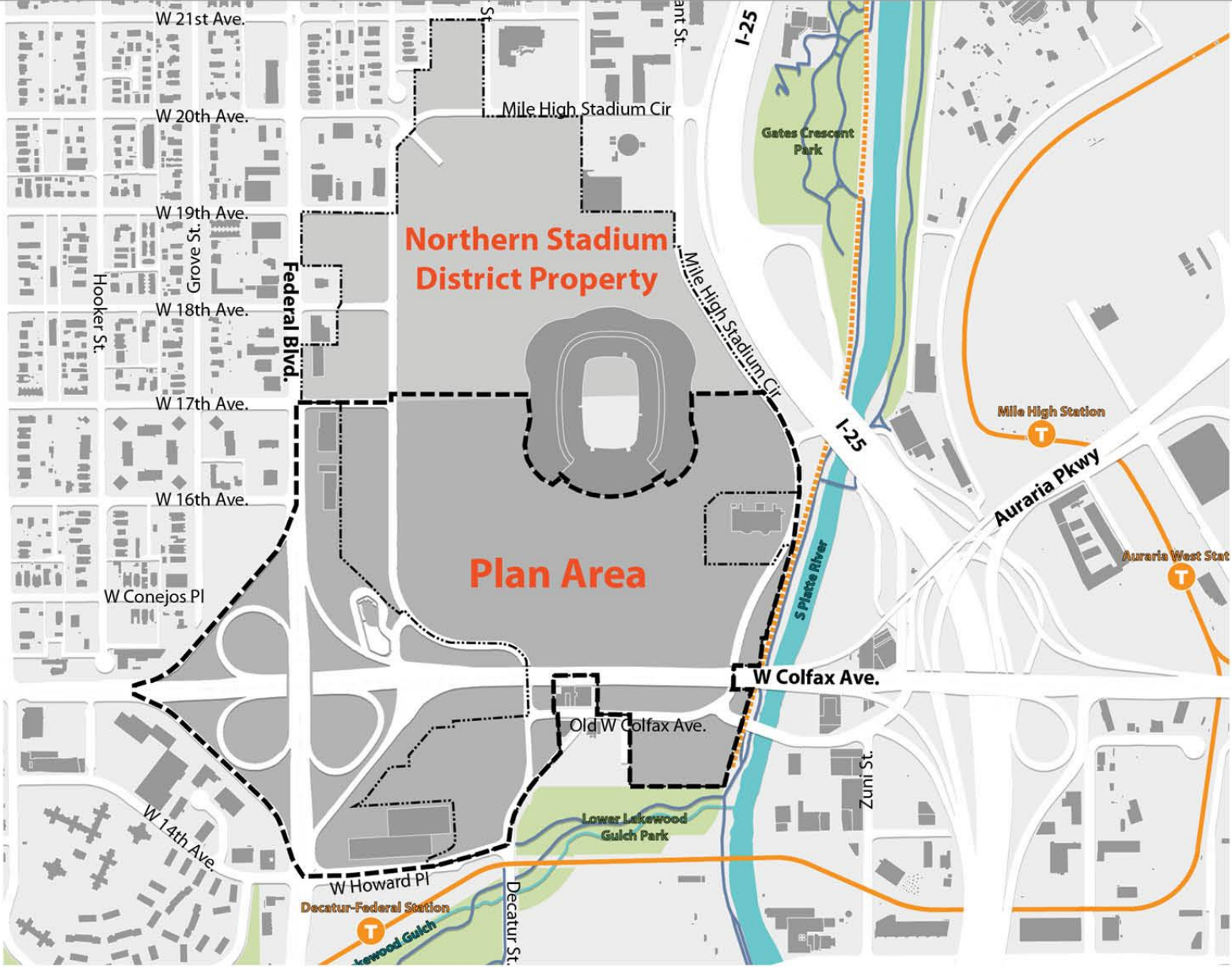
**DENVER**  
COMMUNITY PLANNING  
& DEVELOPMENT



# Plan Area Context

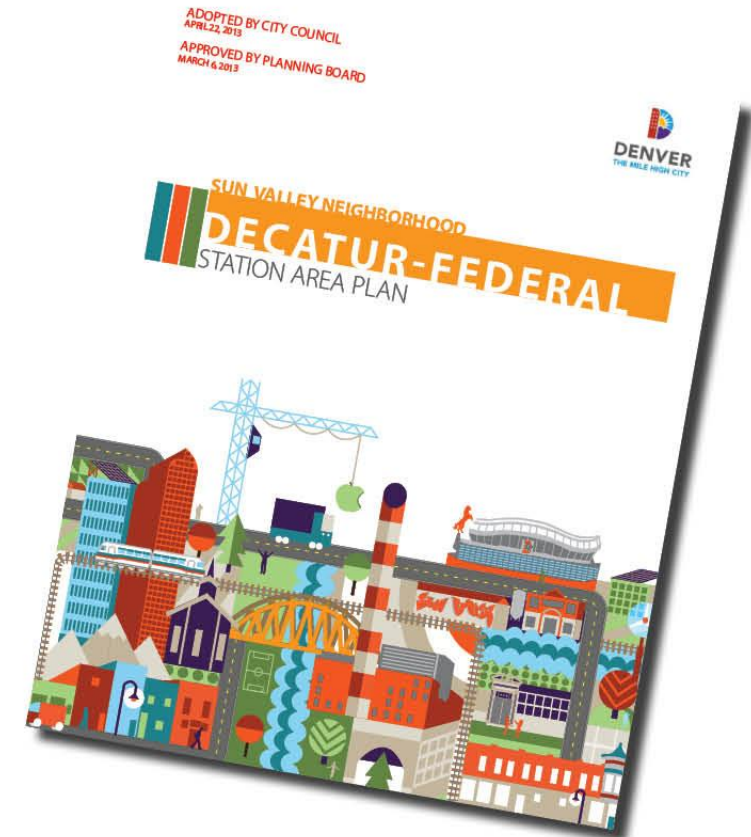
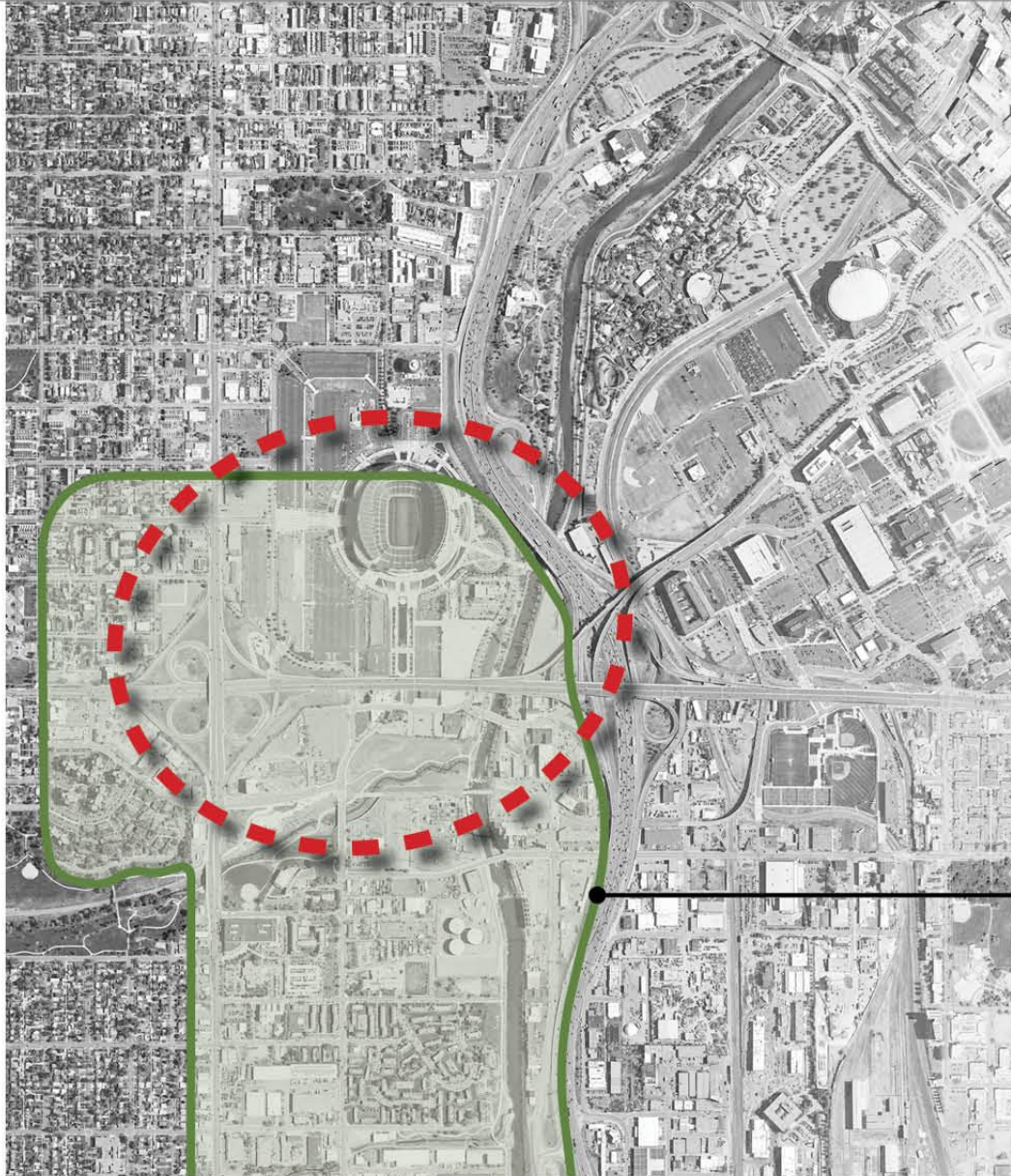


# Plan Area Context





# Decatur-Federal Station Area Plan

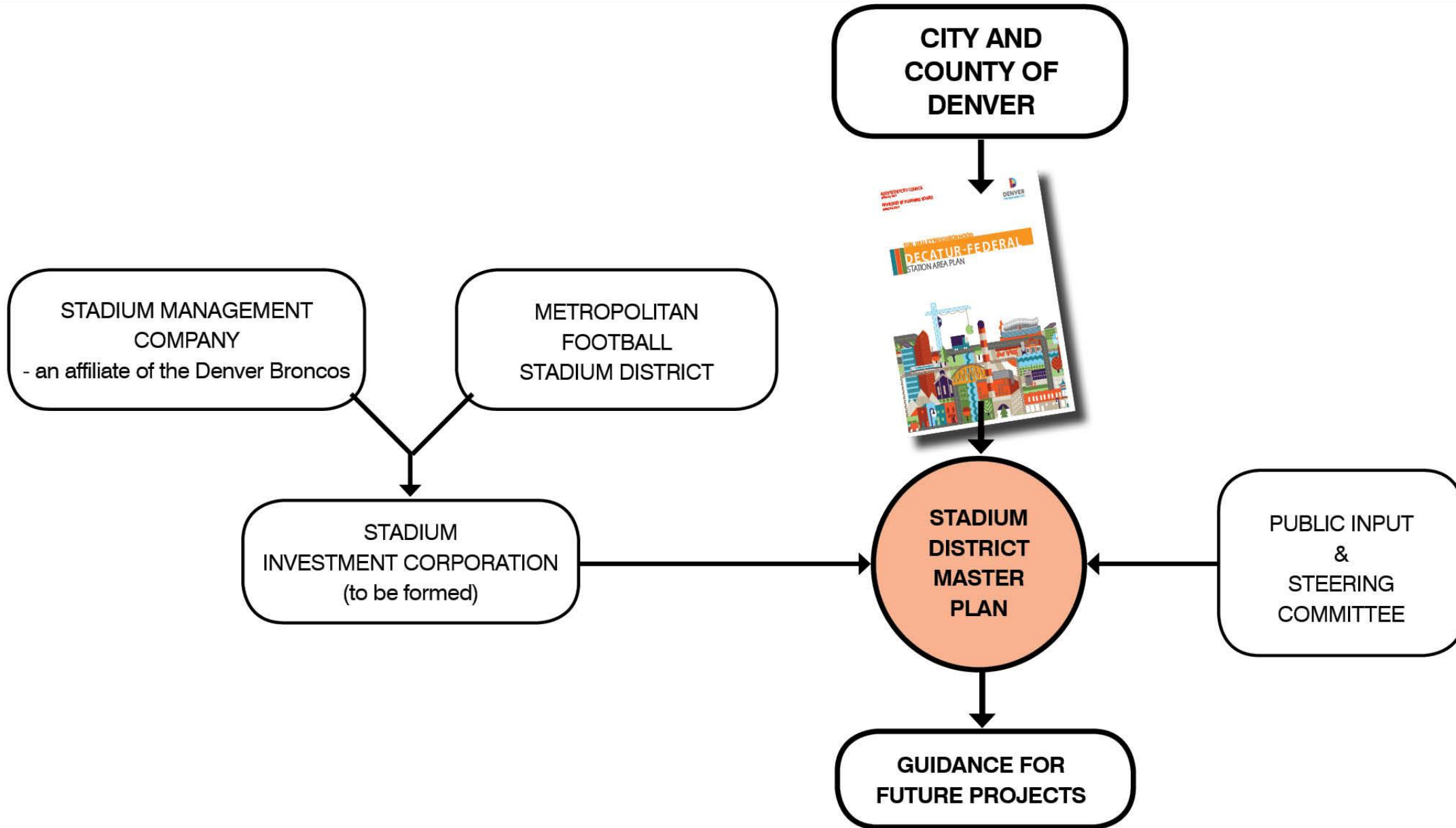


## Decatur-Federal Station Area Plan

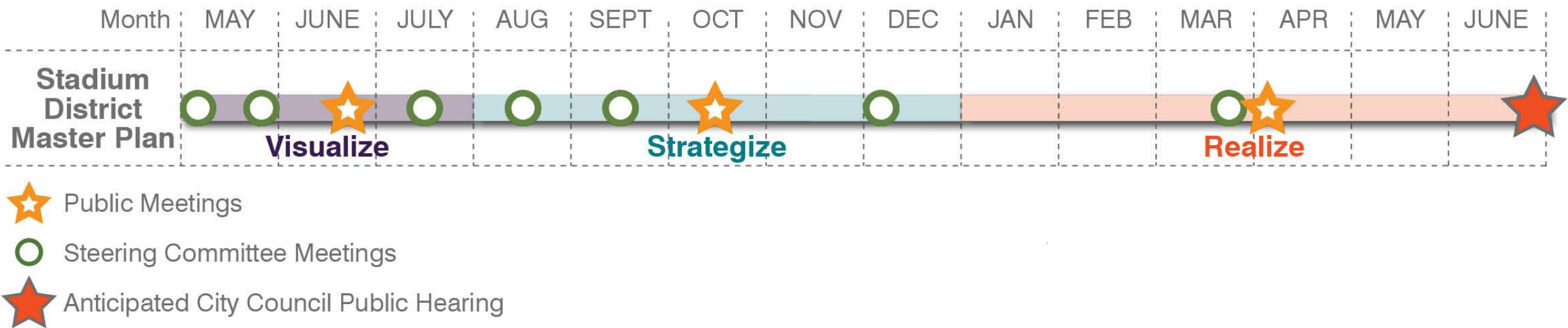
Approved by Planning Board:  
March 6, 2013

Adopted by City Council:  
April 22, 2013

# Organization



# Planning Process





**Over 1,300 participants!**



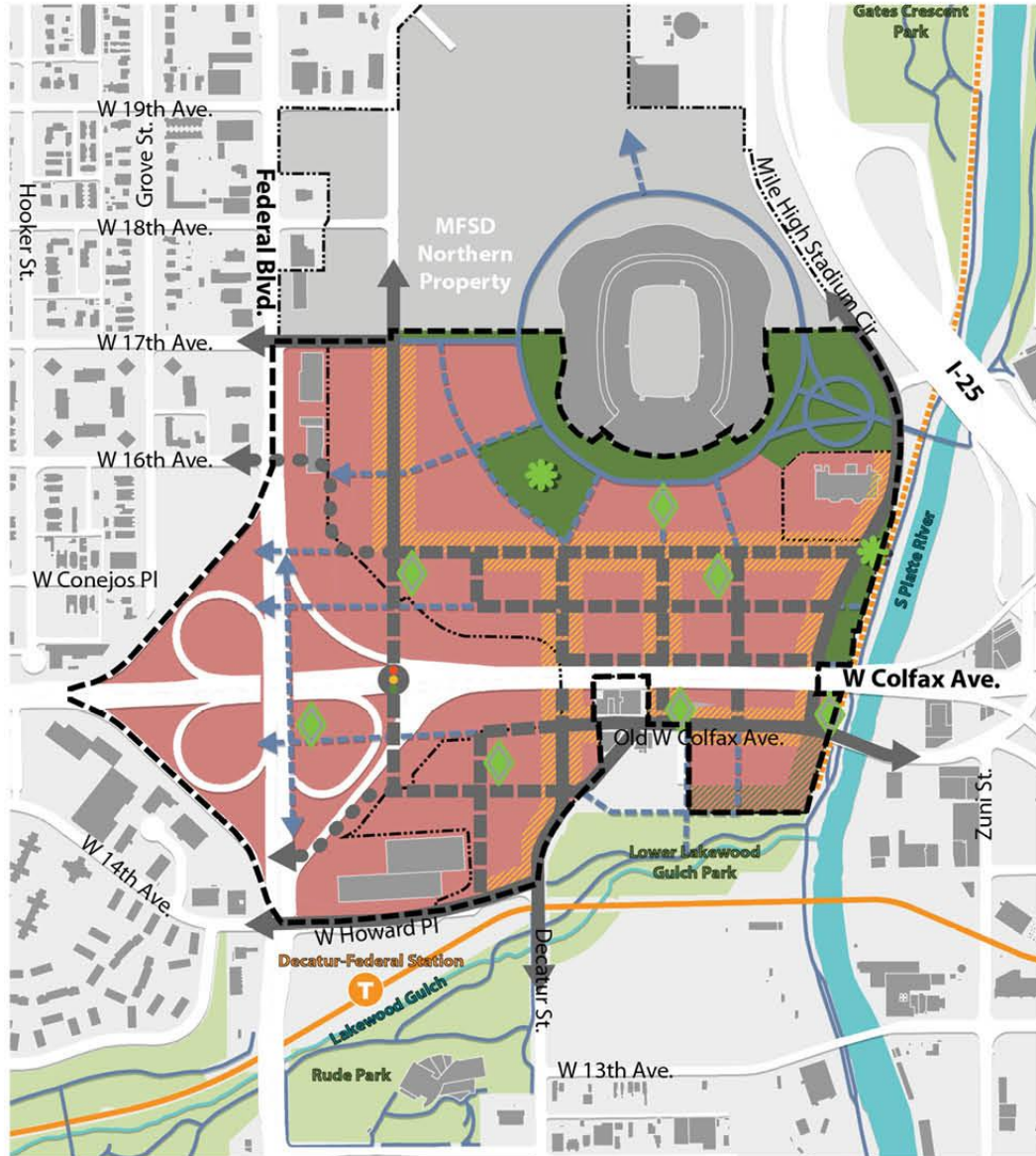
# LAND USE & BUILT FORM



Enhance the character and quality of  
the neighborhoods



# Land Use & Built Form



- Existing Pedestrian/Bicycle Only Connection
- - - Potential Pedestrian/Bicycle Only Connection
- Important Future Connection
- ▨ Green Development Buffer
- ▨ Active Corridor
- Mixed-Use
- Potential Park or Public Space
- Potential Park
- ◆ Potential Pocket Park/Special Use Park
- Existing Road Connection
- - - Potential Road Connection
- Existing Park or Open Space
- Waterway
- Ⓣ Rail Transit
- ▨ Trolley
- ▨ Stadium District Property
- ▨ Plan Area





## Recommendations:

- Integrate affordable housing throughout the plan area.
  - Apply zoning regulations or other regulatory tools to ensure the provision of affordable housing.
  - Zoning incentive system to integrate affordable housing on-site for development above a base height.
  - Mechanisms to explore housing created to be available and marketed to nearby residents.

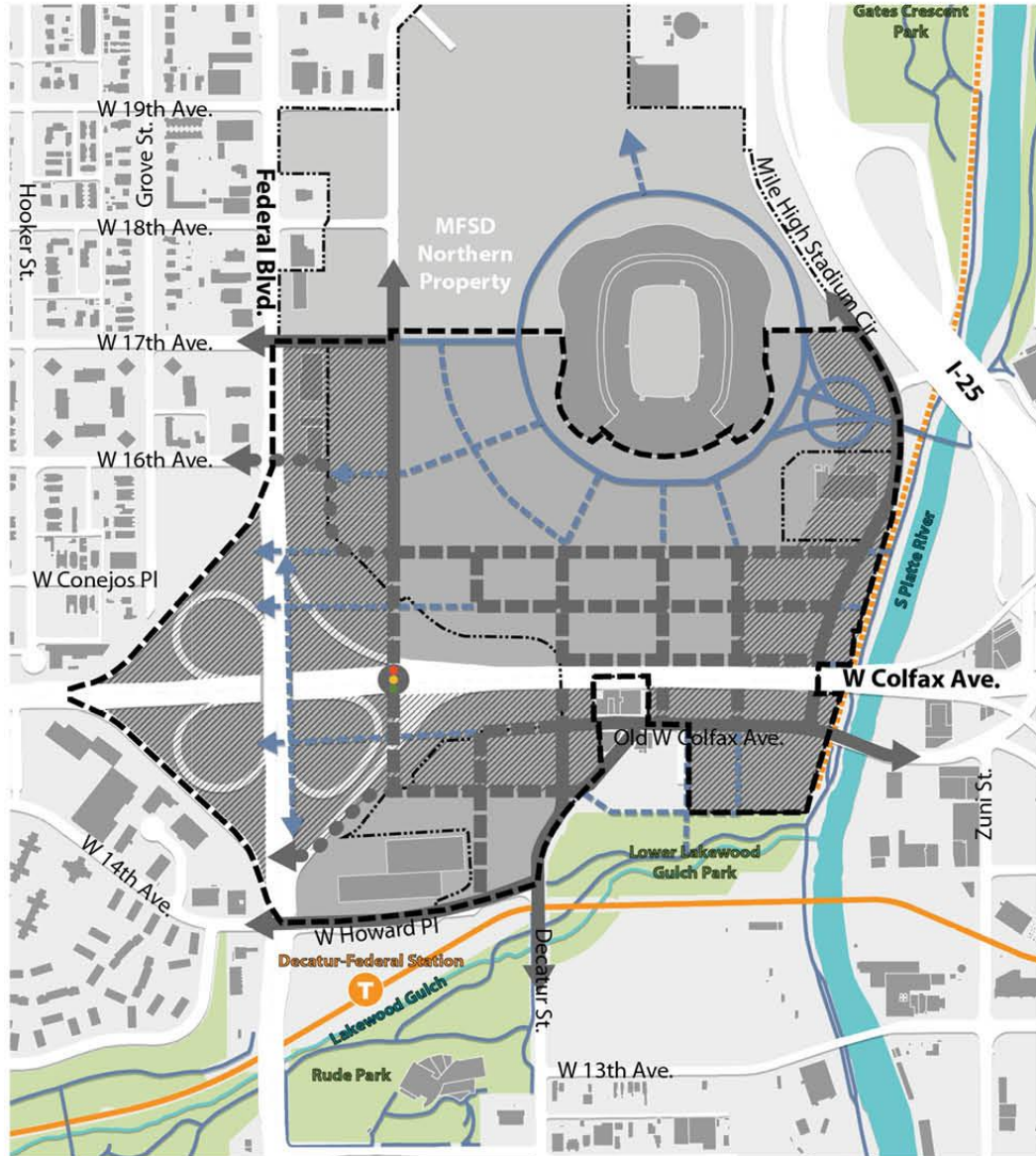




## Recommendations:

- Promote a variety of building heights and intensities, including taller buildings that incorporate mass reduction and affordable housing.
  - Apply zoning regulations that establish a base height of five stories, beyond which special building mass reduction and affordable housing requirements apply.
  - Apply zoning regulations that allow heights of up to 20-stories for buildings that incorporate mass reduction and provide affordable housing.
  - Apply zoning regulations that allow heights of up to 30-stories for buildings in special locations that incorporate additional mass reduction and provide affordable housing.

# Land Use & Built Form



- Special building height and mass recommendations apply on blocks adjacent to Federal Boulevard, Old West Colfax Avenue, and the portion of Mile High Stadium Circle along the South Platte River.

- Special Building Height & Mass Recommendations Apply (see recommendation 1.5.C)
- Existing Pedestrian/Bicycle Only Connection
- Potential Pedestrian/Bicycle Only Connection
- Important Future Connection
- Existing Road Connection
- Potential Road Connection
- Existing Park or Open Space
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## Recommendations:

- Promote human-scale design throughout.
  - Apply zoning regulations and/or associated design standards and guidelines that incorporate mass reduction.
- Promote pedestrian-oriented building frontages, especially along the South Platte River.



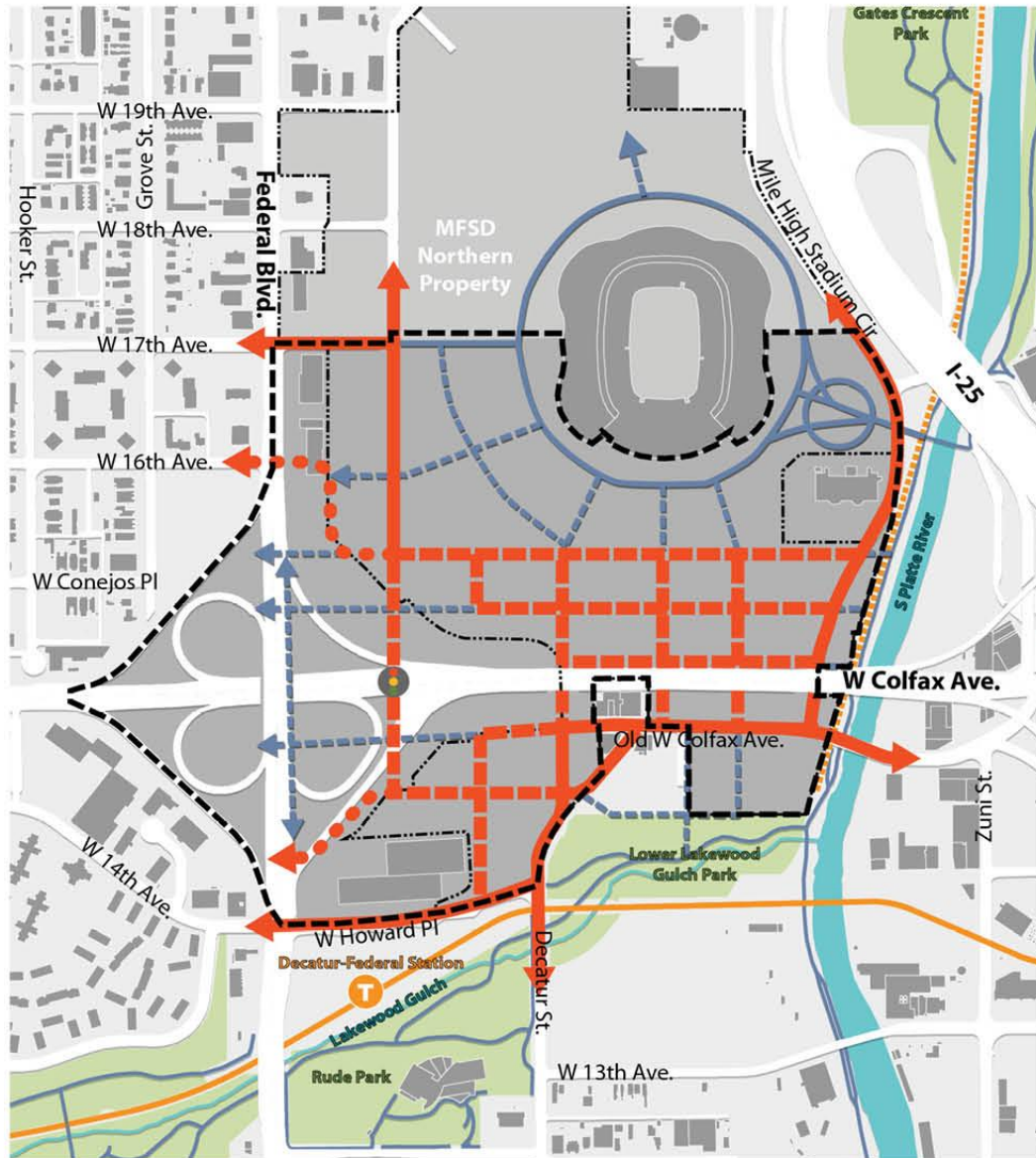
# MOBILITY



Connect people to the neighborhood places where  
they live, work, and play



# Mobility





## Recommendations:

- Create a connected, multimodal street network.
- Prioritize pedestrians by incorporating walkable streets with high-quality pedestrian facilities.
- Create a complete network of high ease-of-use bicycle facilities.
- Increase access to multi-use trails and pathways.
  - Prioritize connections to the South Platte River.





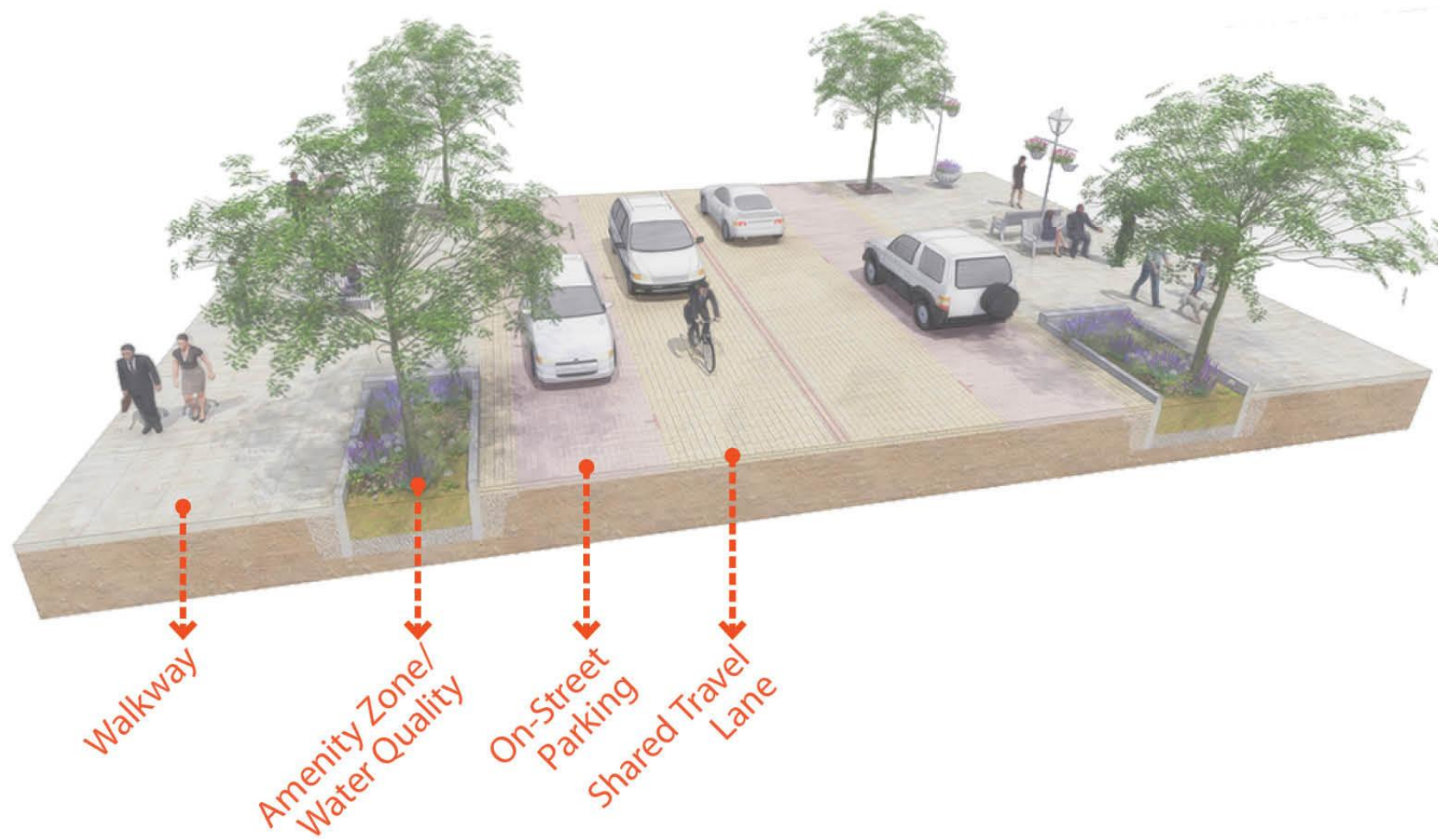


## Mixed-Use Street



## Main Street





## Festival Street

## Recommendations:

- Implement an area-wide Transportation Demand Management (TDM) plan.
  - Utilize strategies that improve every day and game day area-wide circulation.
- Retrofit or replace the cloverleaf at Federal Boulevard and W Colfax Avenue.
  - Collaborate to explore a transformation of the interchange that builds upon past planning efforts and studies.





# QUALITY-OF-LIFE INFRASTRUCTURE



Provide neighborhoods with parks, trees,  
natural features, recreation opportunities, and  
civic and social spaces

# Quality-of-Life Infrastructure



- Potential Park or Public Space
- Potential Park
- Potential Pocket Park/Special Use Park
- Green Development Buffer
- Existing Road Connection
- Potential Road Connection
- Existing Pedestrian/Bicycle Only Connection
- Potential Pedestrian/Bicycle Only Connection
- Existing Park or Open Space
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## Recommendations:

- Create a public space network with parks and public spaces that are a variety of sizes.
- Encourage open spaces and facilities that are publicly accessible for everyday needs.
- Variety of activities for people of all ages, abilities, and incomes to enjoy year-round.
- Coordinate efforts between other plans, projects, and development.
- Prioritize the South Platte River and enhancing the public space adjacent to the river.



# MOVING FORWARD



Achieving the vision.



- Regulatory & Policy Strategies
- Public Investment Strategies
- Partnership Strategies
- Community Benefits
  - Summary of community benefit priorities, including items that may be addressed in a Community Benefits Agreement between the developer and community.



## Partnership Strategies

Partnership strategies represent the most diverse category of implementation activities. Public-private partnership (PPP or P3) activity has expanded greatly in recent years and has gone well beyond its roots of public subsidies of private development projects. Increasingly, public-private partnerships are being used to fund infrastructure projects. Denver Union Station and RTD's East and Gold commuter rail lines are among the largest P3 projects in the country. Another local example is the reconstruction of 14th Street in Downtown Denver using a combination of City bond funds and a property-owner approved General Improvement District.

Public-private partnerships come in many forms. They require an investment from the City, property owners, a private developer or development project, or all of the above. Common examples include tax increment financing (TIF), New Market Tax Credits (NMTTC), and Special Districts (such as a Metropolitan District or a Business Improvement District). Some of these tools, such as TIF and NMTTC, require the area to be declared eligible through determinations of blight or census tract poverty levels, respectively. A key issue with public-private financing tools is that a private development partner must be willing to invest a considerable amount of private money upfront in order to harvest the benefit from them. In order for them to work, the developer must feel that the risks associated with the investment are sufficiently outweighed by the potential returns generated by the investment. The public sector can help to reduce risks by implementing many of the strategies described in this plan, such as:

1. A clear vision for the redevelopment of the area.
2. Streamlined and clear decision-making that supports that vision.
3. Public investments in infrastructure.
4. Land assemblage, ideally offering large land parcels at attractive prices.
5. Flexible entitlements that allow the developer to respond to changes in market conditions.

Given the plan area is mostly owned by the Metropolitan Football Stadium District, many of this plan's recommendations will rely on some form of public-private partnership between the City and the Metropolitan Football Stadium District for implementation. In some cases, partnerships may include additional parties such as community groups, non-profits, and developers/leaseholders. Some form of public-private partnership will likely be required to implement the following priorities:

- Festival Street north of W Colfax Avenue.
- South Platte River and Colfax Avenue Viaduct public space enhancements.
- DHA mixed income and affordable housing development.
- Old West Colfax Avenue area main street redevelopment.
- Integrated stormwater and water quality improvements.
- Provision of and programming for arts and cultural space.
- Local workforce hiring programs.

88 IMPLEMENTATION

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## Community Benefits

Community benefits are public amenities and/or mitigations that support a livable, economically viable, diverse, equitable, and family-oriented community. These community benefits, which can include public, social, economic, infrastructure, or environmental benefits, are critical for the success of development. The cost of some of these benefits and agreements may be shared between the private and public sectors.

Several tools can be used to achieve community benefits, including land use, zoning, design standards and guidelines (DSG), infrastructure planning, and the entitlement process pursuant to City code and processes, as well as agreements between the community and the developer, such as a Community Benefits Agreement.

Below is a summary of community benefit priorities, including items that may be addressed in a Community Benefits Agreement:

- Establish a neighborhood advisory committee consisting of a working group of representatives from the community such as Westside Stadium Community Coalition, property owners and businesses within Sun Valley, and nearby neighborhoods. The neighborhood advisory committee's responsibilities include:
  - Providing input on construction, operations, management issues, and the creation and implementation of a Community Benefits Agreement and Good Neighbor Agreement for development within the plan area.
- Encourage affordable housing, consistent with recommendation 1.4.
- Provide input to the developer on the quality and quantity of existing public parks, open spaces, and trail connectivity (recommendations 3.4 and 3.5).
- Promote construction apprenticeship programs and job hires for youth and adults within nearby neighborhoods (recommendation 1.3.B.v) that are:
  - During development and construction; and
  - Ongoing to promote the "live where you work" goals of the Decatur-Federal Station Area Plan.
- Promote opportunities that support nearby underrepresented residents and local businesses, including minority- or woman-owned businesses. These opportunities may include:
  - Entrepreneurship opportunities (recommendation 1.3.B.i);
  - Affordable commercial space for businesses (recommendation 1.3.B.ii); and
  - Business contracts (recommendation 1.3.B.i and 1.3.B.iv) for new development, ongoing operations, and stadium/special events.
- Promote the development of healthy food access, including grocery stores and retail goods and services, especially near light rail stations and Active Corridors (recommendations 1.2.B and 1.2.C).
- Promote development of an indoor/outdoor gathering space for community meetings and activities such as a neighborhood food market (recommendation 1.2.C).
- Utilize community input on existing mobility connections and create a pedestrian-focused network to promote a walkable, bikeable, family-safe neighborhood (recommendations 2.1, 2.3, and 2.4).
- Utilize and promote the Decatur-Federal Station Area Plan and Decatur-Federal Station Area Plan and Decatur-Federal Station Area Plan on public art and other amenities that "Celebrate Culture and Encourage Diversity" (recommendation 1.2.D).

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IMPLEMENTATION 89

## **Three criteria established in the *Comprehensive Plan 2040*:**

1. INCLUSIVE COMMUNITY PROCESS
2. PLAN CONSISTENCY
3. LONG-TERM VIEW



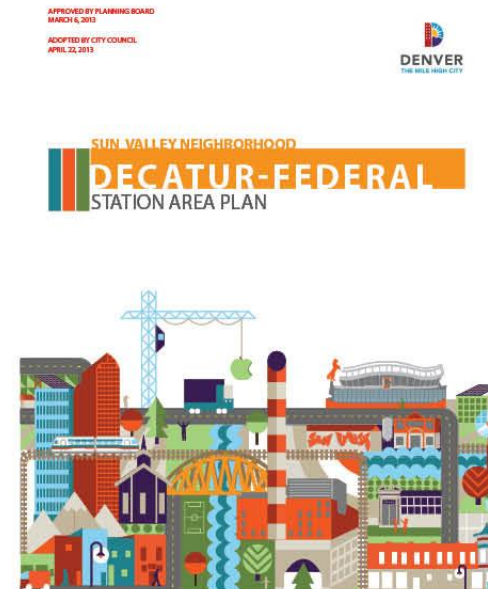
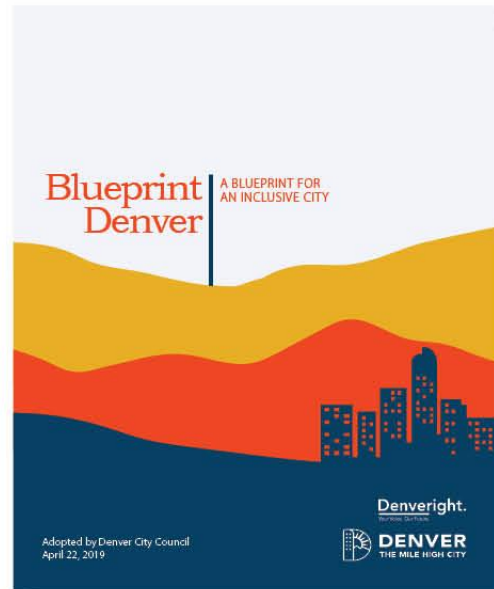
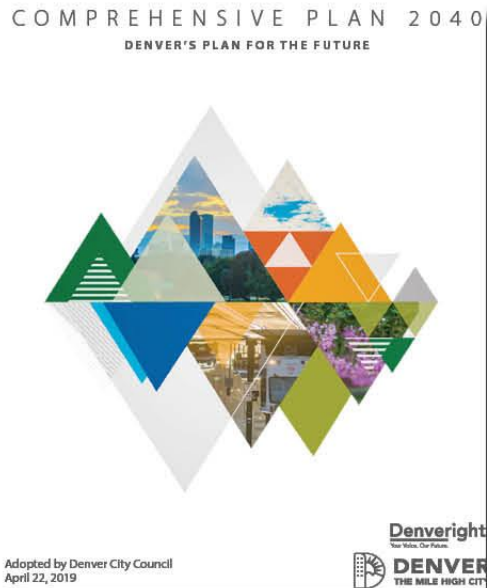
# 1. INCLUSIVE COMMUNITY PROCESS

The Stadium District Master Plan was developed through an inclusive community process.



## 2. PLAN CONSISTENCY

- Denver Comprehensive Plan 2040
- Blueprint Denver (2019)
- Decatur-Federal Station Area Plan



**Equitable, Affordable and Inclusive**



**Economically Diverse and Vibrant**



**Strong and Authentic Neighborhoods**



**Environmentally Resilient**



**Connected, Safe and Accessible Places**



**Healthy and Active**



### 3. LONG-TERM VIEW

- The Stadium District Master Plan establishes goals, recommendations, and strategies that will guide change in the plan area for the next 20+ years.
- Plan implementation takes place over the course of many years, and may take shape in multiple phases.



## STAFF RECOMMENDATION

Planning Board approved the Stadium District Master Plan with the following conditions:

1. The document be edited for clarity and correctness
2. The applicable maps are revised as follows:

Add an additional north/south potential pedestrian/bicycle only connection near Federal Boulevard on Figures 9, 10, 18, 19, 24, 25, and 29; and

Add the symbol for potential pocket park/special use park within the Federal Boulevard and W Colfax Avenue cloverleaf interchange area on Figure 9 and Figure 29 to clearly align maps with strategy 2.8.B.iii

*\*The plan document has been updated to include revisions to the applicable maps.*



## STAFF RECOMMENDATION

- Based on the findings that the applicable review criteria has been met, **staff recommends moving the Stadium District Master Plan to City Council for adoption as a supplement to the *Comprehensive Plan 2040*.**

