



**TO:** Denver City Council  
**FROM:** Jason Whitlock and Sarah Cawrse, CPD Planning Services  
**DATE:** June 13<sup>th</sup>, 2019  
**RE:** Stadium District Master Plan

Community Planning and Development is pleased to submit the *Stadium District Master Plan* to the Denver City Council. Planning Board unanimously approved the plan at its meeting on May 15, 2019, and the Land Use, Transportation, & Infrastructure Committee voted on May 21, 2019 to move the plan to City Council for consideration for adoption as a supplement to the *Comprehensive Plan 2040*.

This memorandum documents how the plan contents and process is consistent with the three criteria established in the *Comprehensive Plan 2040*:

1. An inclusive community process was used to develop the plan.
2. The plan is consistent with the vision, goals and strategies of the *Comprehensive Plan 2040*.
3. The plan demonstrates a long-term view.

The memo concludes with the staff recommendation of adopting the *Stadium District Master Plan* as a supplement to the *Comprehensive Plan 2040*.

## 1. Inclusive Community Process

The *Stadium District Master Plan* is based on a robust year-long public engagement process, as described below:

- **Steering Committee-** The Stadium District Master Plan was guided and informed by a 24-person Steering Committee nominated by City Council members Paul Lopez (District 3) and Rafael Espinoza (District 1). Participants represented neighborhood and community organizations, non-profits, businesses, property owners, long-time residents, and the Broncos Football Club. The Committee met for 7 meetings over a 11-month period. Members developed the plan's vision statements, identified focus topics and community focus areas, and provided guidance throughout the process.
- **Public Meetings-** The planning team held three public meetings and a community open house during the year-long planning process. The meetings were very successful, with an average attendance of approximately 120 people per meeting and a total attendance of 370 across the meeting series.
- **Online Surveys-** Each public meeting was accompanied by an online survey replicating the input exercises from the meeting. Surveys were typically open for a period of one month following the public meeting. The surveys nearly doubled the input collected from the public meetings, attracting more than 900 additional participants.
- **Community Events-** CPD staff attended additional community events in the Sun Valley neighborhood including Sun Valley Garden Days and the Denver Days at Rude Recreation Center events providing information, maps, and a place for community feedback.
- **Communications and Additional Outreach-** Promotion of the Stadium District Master Plan process and advertisement of meetings, surveys and draft plans was conducted by CPD Communications.

- Outreach methods included email distribution, media releases, website information, social media, the Neighborhood Planning Initiative newsletter, and additional outreach through City Council offices.
- Project information, agendas, meeting materials, draft content, and announcements were posted to [www.denvergov.org/StadiumDistrict](http://www.denvergov.org/StadiumDistrict)
- An executive summary of the plan, meeting materials, and Public Meeting boards were translated into Spanish.
- Interpretation services (including Spanish and Vietnamese) and child care were provided at all public meetings.
- A transportation service from Sun Valley was provided to the Public Meetings to facilitate a simple and direct connection and was well used by Sun Valley residents to access the meetings.

**Finding:** *The Stadium District Master Plan was developed through an inclusive public process.*

## 2. Plan Consistency

Small area plans must be consistent with the *Comprehensive Plan 2040*. Because it is a key supplement to the *Comprehensive Plan 2040* and provides specific guidance for the plan area, a consistency analysis is also provided for *Blueprint Denver*, below.

### Comprehensive Plan 2040

The *Stadium District Master Plan* is consistent with the following goals and strategies found in the *Comprehensive Plan 2040*:

#### **Equitable, Affordable and Inclusive**

**Goal 1: Ensure all Denver residents have safe, convenient and affordable access to basic services and a variety of amenities.**

- A. Increase development of housing units close to transit and mixed-use developments.
- B. Implement a high-quality, affordable and accessible multi-modal transportation system.
- C. Improve equitable access to resources that improve quality of life, including cultural and natural amenities, health care, education, parks, recreation, nutritious food and the arts.
- D. Improve equitable access to city resources and city meetings through proactive and transparent communications, easy-to-access information and materials available in more than one language.

**Goal 2: Build housing as a continuum to serve residents across a range of incomes, ages and needs.**

- A. Create a greater mix of housing options in every neighborhood for all individuals and families.

**Goal 3: Develop housing that is affordable to residents of all income levels.**

- B. Use land use regulations to enable and encourage the private development of affordable, missing middle and mixed-income housing, especially where close to transit.
- D. Develop and promote programs to help individuals and families, especially those most vulnerable to displacement, access affordable housing

**Goal 4: Preserve existing affordable housing.**

- A. Expand existing tools, such as tax relief programs, to preserve the long-term affordability of housing throughout Denver.

**Goal 5: Reduce the involuntary displacement of residents and businesses.**

- A. Advance a comprehensive approach to mitigating involuntary displacement that includes expanding economic mobility, creating new affordable housing and preserving existing affordability.

- B. Stabilize residents and businesses at risk of displacement through programs and policies that help them to stay in their existing community

**Goal 6: *Integrate equity considerations into city policies, processes and plans.***

- A. Adopt strategies to ensure that city plans and processes, including budget decisions, incorporate equity.
- B. Track the information and measure the data needed to understand disparities and to evaluate the equity impacts of public programs and projects.

**Strong and Authentic Neighborhoods**

**Goal 1: *Create a city of complete neighborhoods.***

- A. Build a network of well-connected, vibrant, mixed-use centers and corridors.
- B. Ensure neighborhoods offer a mix of housing types and services for a diverse population.
- C. Ensure neighborhoods are safe, accessible and well-connected for all modes.
- D. Encourage quality infill development that is consistent with the surrounding neighborhood and offers opportunities for increased amenities.

**Goal 2: *Enhance Denver's neighborhoods through high-quality urban design.***

- A. Enhance collaboration between city agencies to ensure quality design and innovation across the public and private realm.
- B. Establish a scalable, predictable and adaptable approach to improve design quality across the city.
- C. Create people-oriented places that embrace community character with thoughtful transitions, aspirational design and an engaging public realm.
- D. Use urban design to contribute to economic viability, public health, safety, environmental well-being, neighborhood culture, and quality of life.
- E. Ensure civic buildings and public spaces enhance and contribute to the design legacy of Denver.

**Goal 4: *Ensure every neighborhood is strong and vibrant***

- A. Grow and support neighborhood-serving businesses
- C. Make city-led catalytic investments in neighborhoods to advance community goals

**Goal 5: *Create and preserve parks and public spaces that reflect the identity of Denver's neighborhoods.***

- A. Ensure that parks and recreational programs reflect the unique context and cultural identity of the neighborhoods they share.
- B. Design public spaces to facilitate social connections and enhance cultural identity.

**Goal 6: *Empower Denverites to be involved and collaborative in city government.***

- A. Continue to strengthen trust and communication between the city and all neighborhoods.
- C. Provide proactive communication and transparency about city policies, public safety, processes and plans.
- C. Improve the engagement and representation of all Denverites, including communities of color, in neighborhood groups and city processes.

**Goal 7: *Leverage the arts and support creative placemaking to strengthen the community.***

- C. Embrace existing communities and their cultural assets.

**Goal 8: *Conduct intentional, equitable and measurable neighborhood planning.***

- A. Create diverse and inclusive opportunities for communities to participate in planning.
- B. Ensure all neighborhoods have a future vision that is both community-driven and long-term.
- C. Ensure neighborhood plan recommendations are consistent with the local vision and with this comprehensive plan.

**Goal 9: *Ensure all neighborhoods are safe.***

- A. Encourage design and new development to improve public health and safety.

**Connected, Safe and Accessible Places**

**Goal 2: Provide a safe transportation system that serves all users.**

- C. Create a transportation system to serve all ages and physical abilities.

**Goal 4: Create an equitable and connected multimodal network that improves access to opportunity and services.**

- A. Ensure focused transportation investments—on streets as well as neighborhood trails—in areas with populations more dependent on walking, rolling and transit.
- B. Use the multimodal network to connect vulnerable populations to employment, education, parks and health services.

**Goal 5: Ensure the development of a frequent, high-quality and reliable transit network.**

- A. Promote a citywide network of frequent transit service—including buses— that is reliable, safe and accessible to users of all ages and abilities.
- B. Implement Denver Moves: Transit, including the frequent transit network and transit capital investment corridors.

**Goal 6: Build and maintain safe bicycle and pedestrian networks.**

- A. Create a citywide network for bicycling, walking and rolling that is safe and accessible to people of all ages and abilities.
- B. Implement the bicycle network, including facilities easy to use, recommended in Denver Moves: Bicycles.
- C. Implement the complete network of pedestrian infrastructure recommended in Denver Moves: Pedestrians & Trails.

**Goal 8: Strengthen multimodal connections in mixed-use centers and focus growth near transit.**

- A. Improve multimodal connections within and between mixed-use centers including downtown, Denver International Airport and major urban centers.
- B. Promote transit-oriented development and encourage higher density development, including affordable housing, near transit to support ridership.

**Economically Diverse and Vibrant**

**Goal 1: Grow a strong, diversified economy.**

- C. Support business development and grow the talent necessary to compete in the global economy

**Goal 4: Ensure Denver has a productive, educated, competitive and knowledgeable workforce.**

- A. Develop a highly trained local workforce with the skills and knowledge to effectively compete for a diverse range of local jobs.
- B. Provide training and programs to connect Denverites to high quality jobs at a range of skill levels.
- C. Encourage businesses to work with local workforce training and education organizations to better prepare residents for job and career opportunities.

**Goal 5: Strengthen Denver as a global city that will be competitive in the economy of today and tomorrow.**

- C. Promote Denver International Airport as the gateway between Denver and world.

**Environmentally Resilient**

**Goal 2: Prepare for and adapt to climate change.**

- A. Prepare for the impacts of climate change including increased temperatures, loss of tree canopy, infrastructure damage, increased frequency of extreme weather events and reduced snowpack and earlier snow melt.
- B. Plan for climate change through collaboration, innovation and special attention to the city's most vulnerable populations, who are disproportionately impacted by climate change.

**Goal 4: Integrate stormwater into the built environment by using green infrastructure to improve water quality and reduce runoff.**

- B. Restore and enhance waterways so they serve as community amenities

**Goal 6: Protect and expand Denver's green infrastructure network.**

- A. Recognize parks, public space, trees and plants as vital elements of green infrastructure and ensure that the provision of these elements keeps pace with Denver's growth.
- B. Connect parks, open spaces, trails, river corridors, parkways and street trees into an integrated green infrastructure network.
- C. Maintain and expand the citywide tree canopy.
- D. Preserve and enhance the city's system of parkland and adapt park landscapes to be more climate and heat resistant.

**Goal 8: Clean our soils, conserve land and grow responsibly.**

- B. Encourage mixed-use communities where residents can live, work and play in their own neighborhoods.
- C. Focus growth by transit stations and along high- and medium-capacity transit corridors.

**Healthy and Active**

**Goal 1: Create and enhance environments that support physical activity and healthy living.**

- A. Recognize parks, recreation and the urban forest as vital components of a complete community.
- B. Promote walking, rolling and biking through the development of a safe and interconnected multimodal network.
- C. Design safe public spaces and recreational areas to serve people of all ages and backgrounds.

**Goal 2: Provide high-quality parks, recreation facilities and programs that serve all Denver residents.**

- A. Ensure equitable access to parks and recreation amenities for all residents.
- C. Expand the supply of parks, recreational facilities and programs relative to Denver's population growth.

**Goal 3: Incorporate health analysis into relevant city policies, processes and planning.**

- A. Expand efforts to recruit and retain fresh-food retailers in low-income and underserved areas.
- B. Expand community food production and sharing.
- C. Build community-driven food resources.

**Goal 5: Incorporate health analysis into relevant city policies, processes and planning.**

- A. Integrate health impacts and considerations into relevant city programs and projects.
- B. Work across multiple city departments and partners to address health impacts.

**Denver and the Region**

**Goal 1: Be a regional leader in smart growth.**

- A. Demonstrate the benefits of compact, mixed-use development for the region.

**Goal 2: Embrace Denver's role as the center of regional growth.**

- A. Direct significant growth to regional centers and community centers and corridors with strong transit connections.

**Goal 3: Lead the advancement and promotion of regional collaboration.**

- B. Coordinate with RTD, DRCOG and local jurisdictions to lead investments in multimodal regional connections, including transit corridors.

**Goal 4: Capitalize on Denver's role as a transportation hub and enhance connections to the region and beyond.**

- A. Leverage the regional investment in RTD's FasTracks program to develop a network of transit-oriented centers at rail stations.

**Blueprint Denver**

*Blueprint Denver* Section 3.1 (Plan in Action- Implementation) identifies NPI area plans as “the greatest opportunity for covering all of Denver with small area plans that provide more specific guidance than *Blueprint Denver*”. The section describes how NPI area plans update and refine *Blueprint Denver* and establishes the following minimum content for NPI plans:

- A detailed vision for the future of the area that aligns with the comprehensive plan vision and the vision of *Blueprint Denver*.
- Strategies for achieving the vision, including recommendations for land use, built form, mobility and quality-of-life infrastructure.
- An implementation section identifying strategies by type, responsible entities, timelines, and any metrics for tracking plan progress over time.
- A summary of intended updates to *Blueprint Denver*.

The *Stadium District Master Plan* contains content specifically addressing each of the minimum standards listed above. Additionally, the *Stadium District Master Plan* is consistent with the following goals and strategies found in *Blueprint Denver*:

### **Land Use and Built Form**

General Recommendations- Land Use and Built Form

***Policy 1: Promote and anticipate planned growth in major centers and corridors and key residential areas connected by rail service and transit priority streets.***

- A. Use zoning and land use regulations to encourage higher-density, mixed-use development in transit-rich areas including:
  - Regional centers and community centers

***Policy 2: Incentivize or require efficient development of land, especially in transit-rich areas.***

- A. In regional centers, study and implement requirements or incentives for density. An example of a tool to implement this could include establishing minimum building heights.
- B. In transit-rich areas, including downtown, revise the zoning code to limit auto-oriented commercial uses that do not contribute positively to activating the public realm, such as mini-storage, drive-throughs and car washes. This may also apply to other desired mixed-use areas of the city, such as transit priority streets.
- C. Allow increased density in exchange for desired outcomes, such as affordable housing, especially in transit-rich areas.
- D. Incentivize redevelopment of opportunity sites such as downtown surface parking lots.

***Policy 3: Ensure the Denver Zoning Code continues to respond to the needs of the city, while remaining modern and flexible.***

- A. Rezone properties from the Former Chapter 59 zoning code so that the entire city is covered by the DZC, including continuing to incentivize owners to come out of the old code.

***Policy 4: Ensure equitable planning processes and include underrepresented residents in plans and plan implementation.***

- A. Include multilingual engagement in all public outreach.
- D. Integrate equity and environmental justice considerations into plans and identify methods to measure and reduce inequities as part of the planning process

***Policy 9: Promote coordinated development on large infill sites to ensure new development integrates with its surroundings.***

- B. Use large development review, or similar tools, to coordinate infrastructure and open space on large infill sites while minimizing and mitigating negative impacts on surrounding communities.
- C. Implement regulatory tools to set clear and predictable requirements for large redevelopments to provide benefits to the community such as affordable housing and open space.

Housing Recommendations- Land Use and Built Form

***Policy 8: Capture 80 percent of new housing growth in regional centers, community centers and corridors, high-intensity residential areas, greenfield residential areas, innovation flex districts and university campus districts.***

- C. Ensure land use regulations, small area plans and major transit investments support desired growth areas
- D. Advance housing affordability recommendations from this plan and Housing an Inclusive Denver to ensure new units include units affordable to a range of income levels.

Economic Recommendations- Land Use and Built Form

***Policy 2: Improve equitable access to employment areas throughout the city to ensure all residents can connect to employment opportunities.***

- A. Invest in high- and medium-capacity transit corridors to connect all Denver residents to the city's regional, community centers and community corridors.
- B. Promote and incentivize the development of affordable and family-friendly housing, as well as a full range of job opportunities, in and near regional centers, community centers and community corridors
- D. Align workforce training, career development and education programs with job opportunities in regional centers and create programs to connect workers with employers in regional centers.

Design Quality and Preservation- Land Use and Built Form

***Policy 3. Create exceptional design outcomes in key centers and corridors***

- C. Create a system of design tools, including standards and guidelines, that are scalable and repeatable to enable baseline design requirements that can be applied to a range of contexts and locations and be modified with a smaller subset of locally-applicable features.
- E. Revise the zoning code to provide standards for new mixed-use development that better responds to the surrounding context. Standards to examine for improvement include build-to ranges, transparency minimums, lot coverage, and entry features.
- F. Implement additional zoning tools to create appropriate transitions between places, especially for areas where centers and corridors are close to residential places. This may include standards related to height, massing and uses.

**Mobility Recommendations**

***Policy 1. Encourage mode-shift — more trips by walking and rolling, biking and transit — through efficient land use and infrastructure improvements.***

- A. Implement the bicycle, pedestrian and transit networks in Denver Moves plans.
- D. Increase the number of services and amenities that are available by walking, rolling and biking by integrating more local centers and corridors into residential areas, especially for areas that score low in Access to Opportunity.
- E. Promote mixed-use development in all centers and corridors.

***Policy 3. On all streets, prioritize people walking and rolling over other modes of transportation***

- A. Ensure safe pedestrian crossings, especially along the High Injury Network identified by Vision Zero.

***Policy 8. Connect centers and corridors across the city through a variety of modal choices.***

- A. Implement the sidewalk network in Denver Moves: Pedestrians & Trails

- B. Implement the bicycle network in Denver Moves: Bicycles.
- C. Update the bicycle network from the Denver Moves: Bicycles plan to ensure low-stress bicycle connections to centers and corridors.
- E. Implement the Transit Capital Investment Corridors in Denver Moves: Transit.

***Policy 9. Improve safety on Denver's streets and collaborate with city departments on safety programs when developing small area plans.***

- A. Build streets that are safe for everybody and implement the Vision Zero Action Plan to achieve zero traffic related fatalities by 2030.
- B. Advance the goals of the Vision Zero Action Plan in the Neighborhood Planning Initiative (NPI).
- C. Collaborate with Neighborhood Traffic Management Program in NPI.
- D. Support the safe routes to school program.

**Quality of Life Infrastructure Recommendations**

***Policy 1. Expand tools and regulations to ensure high-quality parks and outdoor public spaces keep pace with Denver's growth.***

- A. Explore a variety of methods to provide permanent, sustainable funding options for park, trail and recreation needs. This could include working with city agencies to seek increased participation from new development to help meet increased demand for park and recreations services and facilities.
- B. Evaluate the need to increase requirements and/or create incentives for publicly accessible outdoor space for mid- and large-scale developments in centers, corridors and districts.

***Policy 2. Protect and expand Denver's tree canopy on both public and private property.***

- B. Support a robust street tree canopy by prioritizing trees in right-of-way design.

***Policy 3. Minimize flooding and effectively manage stormwater as part of a larger integrated ecological system.***

- D. Encourage adaptable, multi-functional stormwater facilities to support redevelopment and provide neighborhood recreational amenities.
- E. Provide room for our waterways, where feasible, to help restore natural functionality that has been impaired due to increased urbanization and channelization.

***Policy 5. Ensure attractive streets and outdoor spaces in all centers and corridors, giving priority to pedestrian spaces and amenities.***

- A. Encourage street design that minimizes impervious surfaces and look for opportunities to re-purpose parts of the street to enhance the pedestrian realm.
- F. Prioritize pedestrian relationships in design such as building orientation, vehicular access points and public wayfinding.

***Policy 8. Develop tools to improve access to healthy foods to support community health outcomes.***

- C. Explore ways to increase use of public spaces for non-permanent fresh food retail, including farmers markets and mobile vending.
- F. Incentivize and support efforts to recruit and retain grocery stores in centers and corridors, with focus on areas of low food access.

***Policy 10. Work with public and private partners to improve access to shops, restaurants, entertainment, services and a variety of daily needs for all Denver residents.***

- A. Prioritize street and trail improvements and connections leading to and through existing and future centers and corridors.
- C. Promote development that compatibly integrates and includes daily needs such as child care centers, grocery stores and community-serving retail.

***Finding: The Stadium District Master Plan is consistent with Comprehensive Plan 2040 and Blueprint Denver.***

### 3. Long-Term View

*The Stadium District Master Plan* establishes a vision to incentivize redevelopment of surface parking lots and create a regional and community mixed-use center to focused growth near transit and to strengthen the multimodal connections. This vision will take many years to achieve.

***Finding: The Stadium District Master Plan has an appropriate long-term perspective.***

### Staff Recommendation:

Based on the findings that the *Stadium District Master Plan* used an inclusive community process, is consistent with the *Comprehensive Plan 2040* and *Blueprint Denver*, and encompasses a long-term view, **staff recommends adopting the *Stadium District Master Plan* as a supplement to the *Comprehensive Plan 2040*.**

### Attachments:

#### 1. Letters of Support

- a. Jefferson Park United Neighbors
- b. West Colfax Business Improvement District
- c. Stadium Management Company-an affiliate of the Denver Broncos, the Metropolitan Football Stadium District, and the “to be formed” Stadium Investment Corporation
- d. Westside Stadium Community Coalition
- e. Sun Valley Community Coalition

#### 2. Stadium District Master Plan

June 12, 2019

Denver City Council  
1437 Bannock Street,  
Denver, CO 80202



Dear City Council

Jefferson Park United Neighbors (JPUN) is the Registered Neighborhood Organization (RNO) for Jefferson Park. JPUN is the RNO immediately to the north of the Stadium District Master Plan. JPUN had a representative on the master plan steering committee and as a result was kept informed during the steering committee process.

Residents of Northwest Denver are excited about the prospects for development described in the Stadium District Master Plan Draft (the "Plan"), which blends the plan area with adjoining neighborhoods. We feel that there are many positives in the plan. Including a focus on affordable housing, porosity (due to FAR, step back/setback recommendations, and mass reduction recommendations), and a focus on community gathering areas/parks.

We would also like to thank Community Planning and Development for listening to residents' concerns and directly addressing two of our three major concerns in the Plan, including:

- Concerns regarding mobility and site access. We had felt that access into and out of the site was not initially well addressed. In dialogue with JPUN, CPD addressed our concerns and made a key access point more clearly indicated (an at-grade signaled intersection on Colfax for direct site access). As the process continues we would like to encourage traffic studies take place to help truly understand the site access difficulties
- Building heights and the potential for a wall to be created. The initial draft plan only had minimal restrictions on possible locations of up to 30 story development. Due to concerns expressed by JPUN the restrictions were increased/more clearly defined. This along with the addition of Figure 10 (Special Building Height & Mass) directly addressed our concerns.

We remain concerned about what the development may mean for street parking in Jefferson Park, especially during stadium events, and look forward to continued dialogue with city on best how to solve this issue.

We are also in support of the efforts by Councilman Lopez and his working group in drafting Community Benefits (which are mostly incorporated in the plan). However, we have heard some recent concerns raised by the Sun Valley Community Coalition regarding Good Neighbor Agreements and the proposed Entertainment District. JPUN would likely share these concerns, particularly how boundaries for open containers are defined and enforced.

Again, we thank both CPD and Planning Board for consideration of these issues that will make a significant difference for Jefferson Park residents.

Jefferson Park United Neighbors



3275 W. 14th Avenue, #202  
Denver, CO 80204  
(303)623-3232

April 14, 2019

Jason Whitlock  
Senior City Planner  
City & County of Denver  
Community Planning & Development

Dear Mr. Whitlock,

The West Colfax BID is writing to offer our support for the Stadium District Master Plan. As a member of the steering committee for the Plan, we appreciate that the final draft of the Plan incorporates many of the recommendations from the steering committee and a commitment to integrate the Stadium District with complementary adjacent new land development through all modes of travel on a restored street network.

In particular, we appreciate the Master Plan's reference to our efforts and the community's priorities for a rebuilt Colfax & Federal interchange and the opportunity to reconnect the neighborhood street network. Imagery showing the community's preferred design alternative for the interchange and connections across all transportation modes between the interchange and Stadium District point to the potential integration of these areas as they redevelop for the benefit of residents, businesses and visitors. Looking ahead, the commitment in the Master Plan to coordinate the Stadium District's planning and entitlement with the interchange area will be vital to ensure these outcomes are realized.

We look forward to actively partnering with the Stadium District and City, with our shared goals of improving safety, access, mobility, and quality of life for everyone who lives, works, and plays in this part of Denver.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Dan Shah', with a long, sweeping flourish extending to the right.

Dan Shah, Executive Director

May 6, 2019

Jill Jennings-Golich, Interim Executive Director  
Caryne Champine, Director  
Jason Whitlock, Planner Principal  
Sarah Cawrse, Planner Associate  
Community Planning and Development  
City and County of Denver

**RE: Stadium District Master Plan  
Letter of Support**

Dear Jill, Caryne, Jason and Sarah:

As members of the Stadium District Master Plan Steering Committee we would like to thank you for exceptional leadership, technical expertise and guidance bringing forward a plan document of which we can be proud. From the initial formation of the Steering Committee your robust outreach efforts to bring together a truly diverse group of stakeholders has succeeded in creating a document that reflects the values of Sun Valley, adjoining neighborhoods and businesses, Broncos Stadium at Mile High visitors, and the City and County of Denver. Your planning process has produced a thoughtful and enlightened vision for the Stadium District and surrounding areas sure to be appreciated by both locals and visitors while helping to create a revenue source to maintain our biggest public asset, Broncos Stadium at Mile High into the future.

We are sincerely appreciative of your consideration and incorporation of accommodating the 78,000 Broncos fans that we host throughout the football season on "Gameday". Equally important is the planning effort to create a livable and walkable neighborhood for guests, residents and employees within the Stadium District throughout the year. On balance, the Master Plan seamlessly creates a viable, walkable and connected neighborhood that we should celebrate.

On behalf of the Stadium Management Company – an affiliate of the Denver Broncos, the Metropolitan Football Stadium District, and the "to be formed" Stadium Investment Corporation, we wholeheartedly support the approval of the Stadium District Master Plan.

Very truly yours,

Mac Freeman

Matt Sugar

Jim Cobb

Westside Stadium Community Coalition

May 14, 2019

Jason Whitlock, Senior Planner  
Denver Community Planning and Design  
201 W. Colfax Avenue, Dept. 205  
Denver, CO. 80202

Follow-up letter to our May 6<sup>th</sup> letter re: SDMP Community Benefits

Dear Mr. Whitlock:

We very much appreciate your response to our May 6<sup>th</sup> letter requesting that Community Benefits be strengthened within the Stadium District Master Plan. Your inclusion of the Community Benefits, page 89 that incorporates a number of our priority areas into a one page summary, will serve as a good reference for future community benefit agreements as the SDMP is implemented. Thank you for your timely response and hard work.

As members of the SDMP Steering Committee, Community Benefits Working Group, and now going forward as the Westside Stadium Community Coalition, we are very committed to ensuring that benefits are realized for those residents, property owners, businesses and organizations who already invested in the neighborhood, particularly those underrepresented peoples who have not historically benefited or had access to economic opportunities generated from large scale development.

As indicated in our May 6<sup>th</sup> letter, we did meet with Councilman Lopez and Senior Council District 3 Aide, Jesus Orrantia on May 10<sup>th</sup> to further review the draft priorities sent to you. Councilwoman Kniech also attended the meeting. From them we gained a better understanding of the various stages of the development process beyond the adoption of the master plan at which specific community benefits will be able to be refined and incorporated.

With this understanding and upon further review of our priorities, we continue to support our request made via email on May 10<sup>th</sup> with Council District 3 - that a change be made for accuracy specific to the formation of a Neighborhoods Advisory Committee. On the final bullet point (ie. The one regarding a neighborhood advisory committee, we would like it to read as the following:

- A "Neighborhood Advisory Committee" shall be formed consisting of a working group of representatives of *Westside Stadium Community Coalition*, residents, property owners and businesses within Sun Valley and nearby neighborhoods.
  - The "Neighborhood Advisory Committee" will provide input on construction, operations, management issues and the creation and implementation of a Community Benefits Agreements and Good Neighbor Agreement within the plan area of development.

Listed below are the members of the Westside Stadium Community Coalition (formerly the Community Benefits Working Group) who participated in our May 10<sup>th</sup> meeting or where unable to attend and have subsequently endorsed the decisions made and drafting of this letter.

- Lisa Saenz, Sun Valley resident, Sun Valley Community Coalition Vice-President, and SDMP Steering Committee Member
- Asnake Deferse, Sun Valley resident, Sun Valley Community Coalition Executive Committee, and SDMP Steering Committee Member
- Glenn Harper, Sun Valley resident and Founder, Sun Valley Kitchen and Community Center, Sun Valley Community Coalition Executive Committee, and SDMP Steering Committee Member
- Jose Betata, Owner, Raices Brewing Company, Sun Valley Community Coalition Member and SDMP Steering Committee Member
- Tess Williams, Urban Ventures, LLC and Sun Valley Community Coalition Secretary-Treasurer
- Leslie Twarogowski, Executive Director, Federal Blvd Business Improvement District and SDMP Steering Committee Member
- Jeanne Granville, Sun Valley Community Coalition President, Executive Director Fresh Start, Inc. and SDMP Steering Committee Member
- Dan Shah, West Colfax Business Improvement District Executive Director, and SDMP Steering Committee Member
- Stella Madrid, Denver Housing Authority, Sun Valley Community Coalition Executive Committee
- Chris Parr, Sun Valley EcoDistrict Trust (SVED), SDMP Steering Committee Member
- Rudy Gonzales, Executive Director, Servicios de La Raza and SDMP Steering Committee Member

Thank you for your consideration, and the excellent work that you, Sarah Cawrse, Afor Chavez and others have done in engaging community and putting vision into form.

We would also like to acknowledge and thank the Stadium District and the Broncos for their innovation and vision - inviting us to help imagine a dynamic, inclusive section of the Sun Valley neighborhood that adds to Denver's housing and economic vitality by offering every-day live-work-play amenities as well as providing an exciting game-day and event experience.

We look forward to our continued work with you, other City agencies, the Metropolitan Football Stadium District and its master developers, and the Neighborhoods Advisory Committee; and to the development of Community Benefits Agreements outside the Stadium District Master Plan.

Sincerely,

Jeanne Granville,  
SDMP Steering Committee Member  
Sun Valley Community Coalition President, and  
Westside Stadium Community Coalition Member

## Sun Valley Community Coalition

May 15, 2019

Jason Whitlock, Principal Planner  
Denver Community Planning and Design  
201 W. Colfax Avenue, Dept. 205  
Denver, Colorado 80202

### Neighborhood Position on Stadium District Master Plan

RNO meeting date of vote: May 14, 2019

28 eligible voters in attendance

26 votes in support, 18 with conditions/comments,

2 votes not in support, 1 with comment

The Sun Valley Community Coalition is excited for the development described in the Stadium District Master Plan, particularly its emphasis on a multi-income, mixed use community that will include affordable housing, green space and community gathering areas, and economic opportunity. We appreciate that a number of our recommendations for Community Benefits, including a Neighborhoods Advisory Committee, were included in the plan.

However, our enthusiasm continues to be tempered by real concerns for our children's safety throughout the Sun Valley neighborhood. Traffic speeds and congestion along Decatur Street are already creating an unsafe environment for kids in our neighborhood. We worry that an influx of traffic with the Stadium District plans will only exacerbate the issue. Even before the Federal Blvd reconstruction began, Decatur Street was being used as a thoroughfare from Alameda Ave, through Sun Valley, the Stadium, and Jefferson Park to Downtown. With the Choice Neighborhood development in the southern part and the Stadium District development in the northern part, we are very concerned and request that transit, mobility and traffic demand management planning begin right away to mitigate the current situation, to study the impact of the ensuing construction that will potentially span the next decade, as well as the future impact resulting from increased neighborhood density.

Thank you to the Metropolitan Football Stadium District and the Broncos for their innovation and vision – you have given us the opportunity to imagine a section of our neighborhood far beyond the Decatur Federal Station Area Plan. And thank you for including a Sun Valley Community Coalition (SVCC) representative and 3 residents on the Steering Committee. We appreciate the hard work, understanding and patience of the CPD team, Jason, Sarah, and Afor to engage the Sun Valley community in this transformative undertaking. We look forward to continued participation in the

Neighborhoods Advisory Committee to further refine and implement the plan and to incorporate community benefits in development and good neighbor agreements.

Thank you,

Jeanne Granville, President  
Sun Valley Community Coalition

Voters Comments:

- Yes with Condition – safety of traffic and streets with children
- Yes, if traffic concerns are addressed
- In favor with a condition that safety and traffic be dealt with immediately and that the Public Benefits and good neighbor agreements be integrated into the City Plan so enforcement can be handled through the city and not w/individual developers
- Yes with condition that RTD, Public Works, CDOT and the Stadium District immediately engage with the Sun Valley RNO on remediation of pre-existing traffic and pedestrian safety concerns
- In favor with condition of increased focus planning on traffic safety
- Support for the plan with the expectation that the good neighbor agreement is followed and continued work on community benefits, safety, parking
- Yes, conditions – safety/traffic concerns addressed, entrepreneurship leasing opportunities included
- Support – concern for safety/infrastructure, community benefits/neighborhood agreement, affordability for housing and small businesses
- Yes with plans to provide safety with traffic for the kids and people living in the area
- In support with safety/traffic conditions and expectations of continuing community benefits agreement
- Support but with safety of Sun Valley roads a priority for the children
- Support the plan with conditions/expectations for traffic safety, benefits to businesses, entrepreneurs and stakeholders of sun valley
- In favor, condition re: traffic looking at future development with safety
- Yes, find ways to support the kids in the neighborhoods (tickets to games, etc)
- Yes, but concerned about gentrification/displacement: property taxes have already tripled in past 5 years (what happens after development/gentrification)

2 Not in support

- 1 no with no comment
- 1 no with comment: Not until all the things from 1998 Plan are addressed. Can not trust that there will be follow through

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# STADIUM DISTRICT MASTER PLAN

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**DENVER**  
COMMUNITY PLANNING  
& DEVELOPMENT

City Council Draft | June 17<sup>th</sup>, 2019

# Acknowledgments

The Stadium District Master Plan is the result of extensive hard work and collaboration among a range of stakeholders, community and business leaders, elected officials, and members of the public who care deeply about the future of this area. In particular, the following people are recognized for their contributions to this effort.

## Mayor Michael B. Hancock

### Denver Planning Board

Joel Noble, chair  
Heidi Aggeler  
Jim Bershof  
Erin Clark  
Ignacio Correa-Ortiz  
Don Elliott  
Renee Martinez-Stone  
Frank Schultz  
Susan Stanton  
Andrew Abrams  
Simon Tafoya

### Denver City Council

Councilman Rafael Espinoza  
Councilman Kevin Flynn  
Councilman Paul D. Lopez  
Councilwoman Kendra Black  
Councilwoman Mary Beth Susman  
Councilman Paul Kashmann  
Councilman Jolon Clark, President  
Councilman Christopher Herndon  
Councilman Albus Brooks  
Councilman Wayne New  
Councilwoman Stacie Gilmore  
Councilwoman Robin Kniech  
Councilwoman Deborah "Debbie" Ortega

### Steering Committee

Jeanne Granville, Sun Valley Community Coalition  
Lisa Saenz, Sun Valley Local Resident Committee  
Asnake Deferse, Sun Valley Local Resident Committee  
Glenn Harper, Sun Valley Kitchen  
Justin Potter, Jefferson Park United Neighbors  
Renee Martinez-Stone, West Denver Renaissance Collaborative  
Marshall Vanderbug, Sloan's Lake Neighborhood  
Jeff Shoemaker, The Greenway Foundation  
Devon Buckels, The Greenway Foundation  
Dan Shah, West Colfax BID  
Leslie Twarogowski, Federal Boulevard BID  
Rhys Duggan, Revesco Properties  
Melissa Rummel, Nichols Partnership  
Sue Powers, Urban Ventures  
Davide Keefe, The Original Brooklyn's  
Comd. Joe Davalos, American G.I. Forum American Chapter  
Mark Anderson, Land Owner  
Derek Friedman, Sportsfan  
Rudy Gonzales, Servicios De la Raza  
Angela Alfaro, Servicios De la Raza  
Jose Beteta, Raices Brewing Co.  
Matt Sugar, Metropolitan Football Stadium District  
Mac Freeman, The Denver Broncos  
Jim Cobb, Stadium Investment Corp.  
Chris Parr, Sun Valley EcoDistrict Trust (SVED)  
Meredith Wenskoski, Livable Cities Studio  
Steve Sherman, Colorado Department of Transportation

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# EXECUTIVE SUMMARY

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# Introduction

## Vision

The community's vision for the Stadium District Master Plan area is for a new, mixed-use neighborhood destination on the southern portion of the Metropolitan Football Stadium District (MFSD) property, which consists primarily of surface parking lots used only during games and special events, and adjacent areas. This is an important site for the entire city because of the adjacent stadium and the opportunities to better connect the plan area to downtown, the Sun Valley neighborhood and other neighborhoods, major roads, transit, the Lakewood Gulch and the South Platte River.

The plan area can become a regional destination with a one-of-a-kind game day or special event experience and provide a variety of year-round activities, amenities, and access to waterways. A new seamless multimodal mobility network will better connect people to and through the plan area.

## Game Day Experience

Sports teams nationwide, including the Denver Broncos Football Club, realize the importance of good mixed-use development adjacent to or near stadiums. Surface parking lots used for games and events can be transformed to create family-friendly spaces that draw visitors year-round by providing places to eat, shop, park and tailgate, and enjoy music and activities on game day and on every day. This neighborhood hub should feel like a regional destination linked to local streets with amenities, like enhanced public spaces and a festival street, and for visitors and residents to conveniently be able to use all modes of transportation, including bus and transit.

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## Every Day Experience

Throughout the planning process, members of the community expressed the desire to create a destination for the surrounding neighborhoods and for people who will live and work in the plan area.

The public input emphasized things that included: high-quality urban design; support for local arts and culture; providing a vibrant mix of uses in a walkable, human-scaled development pattern that prioritizes pedestrians and bicyclists; and activated and enhanced access to a variety of high-quality public spaces. The community placed additional importance on providing a variety of housing, including additional affordable housing, and jobs within the plan area for people of all incomes, ages, and abilities.

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# Introduction

## The South Platte River

The plan area is uniquely positioned at the confluence of the South Platte River and Lakewood Gulch in the Sun Valley neighborhood. The waterways at this prime location, with connections to walking and biking trails along the South Platte River and Lakewood Gulch, are lined primarily by surface parking lots, with limited river edge activation or access. This section of the South Platte River has the potential to become a vibrant two-sided river experience that is a place to visit and enjoy.

This plan outlines the community's vision for an engaged and enhanced relationship between the plan area and the South Platte River and Lakewood Gulch, and recognizes these waterways as important amenities and assets. It provides specific recommendations and strategies to ensure that the vision is implemented. The plan includes goals regarding the river's natural environment, including cleaning stormwater in green infrastructure, and community-serving goals to provide places for people to gather, rest, or recreate.

Throughout the planning process, the community expressed the importance of the South Platte River and Lakewood Gulch as an important gateway to the plan area, and additional access should be provided from development to the waterways. The community expressed the desire to maximize the waterways as amenities for the new neighborhood and to create opportunities for an engaged, interactive water-edge experience. This multi-disciplinary approach for the river and gulch edges in the plan includes recommendations and strategies within each section of the Master Plan Framework chapter.

The South Platte River is a valued amenity to the Stadium District Master Plan and is an important link within the public space network and to future development guided by the plan.

## Mobility Connections

Mobility options, including bike sharing, pedestrian facilities, high frequency bus service, and integration of the Decatur-Federal transit station are essential to create the new, walkable neighborhood envisioned through the planning process. This will be achieved by leveraging the value of new development to support implementation initiatives, which include: a new multimodal street network with complete streets that prioritize pedestrians and bikes over automobiles, with emphasis on a shared Festival Street acting as the primary center of activity; creating new multimodal connections to downtown and the Sun Valley, Jefferson Park, and West Colfax neighborhoods; and achieving the goals of the West Colfax Business Improvement District (BID) and its community partners for the Over the Colfax Clover initiative. Safer and more walkable east/west and north/south connections to existing and future streets can be created by retrofitting or replacing the W Colfax Avenue and Federal Boulevard cloverleaf interchange.



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# Planning Area Overview

## Regional Context

Denver is Colorado's most populous city, and the state's main hub of commerce, transportation, government, and social and cultural amenities. The city's growing population is supported by a diverse array of neighborhoods, from historically single-family neighborhoods to the dense, mixed-use urban neighborhoods surrounding downtown. People travel from near and far to conduct business, attend conferences, shop, attend performances and sporting events, visit museums, or participate in the many outdoor activities to which Denver provides access.

The stadium within the MFSD is one of the major regional draws for the City and County of Denver (CCD). Located conveniently near Interstate-25 and near the Mile High and Decatur-Federal transit stations, the plan area has a high degree of regional accessibility. However, there is a lack of connectivity

to transit stations, surrounding neighborhoods, and downtown Denver. This results in significant traffic surges on game days that peak directly before and after games. Between events and games, the plan area is predominately empty and unused. This condition is ripe for change, especially since the adjacent area northeast of the MFSD is guided by the *Downtown Area Plan Amendment*, which directs significant new growth to the Central Platte Valley - Auraria District. The redevelopment of the Central Platte Valley - Auraria District to become more integrated with adjacent downtown and residential neighborhoods presents a unique opportunity for the plan area to develop into a vibrant mixed-use neighborhood that connects to and supports the neighboring downtown, while remaining a unique regional attraction.

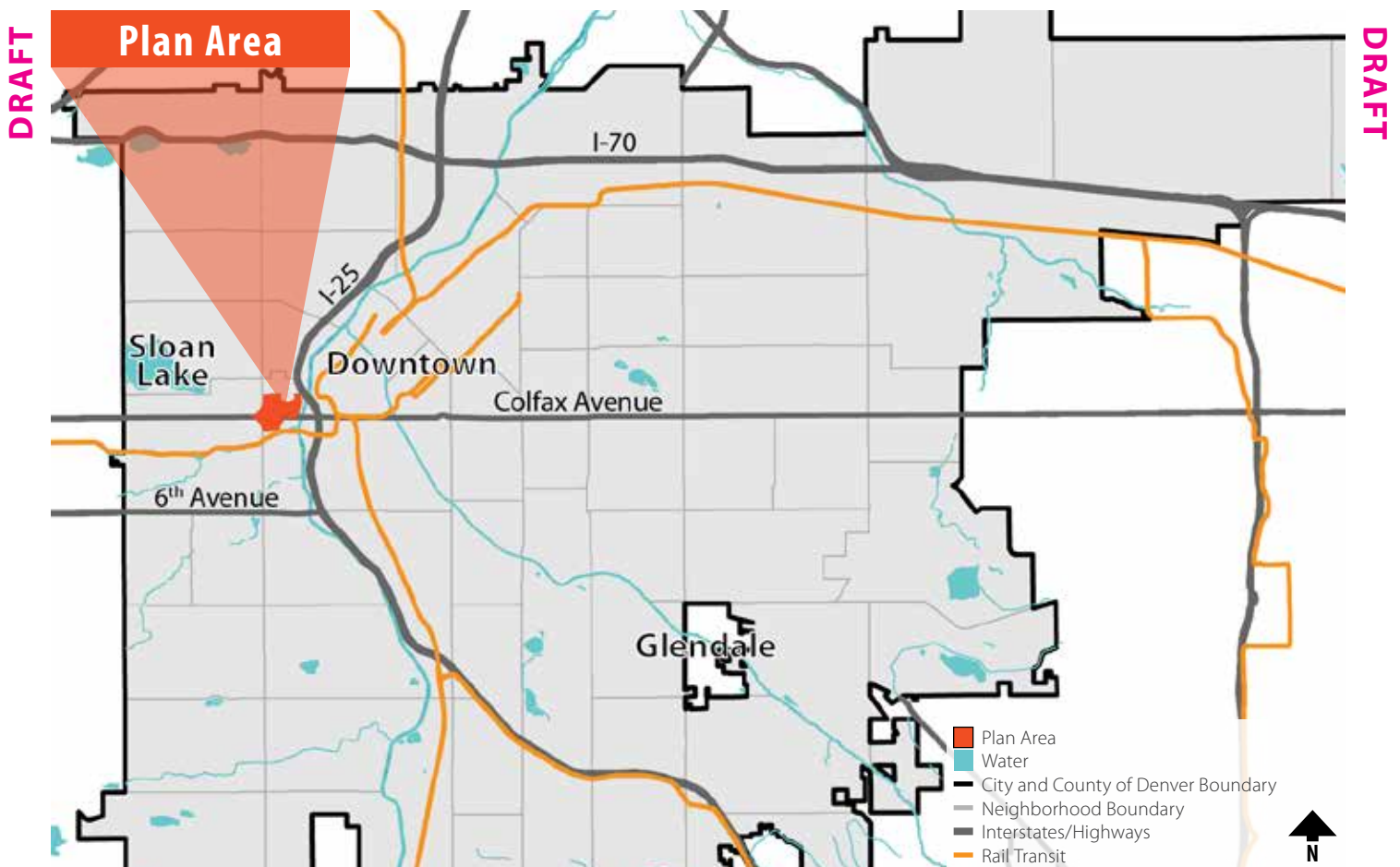


Figure 1 Regional Context

# Planning Area Overview

## Neighborhood Context

The plan area is in West Denver within the Sun Valley neighborhood and is bound by the South Platte River and Interstate-25 on the east, Federal Boulevard on the west, and Lakewood Gulch on the south. The plan area encompasses only the southern portion of the land owned by the MFSD. The Jefferson Park Neighborhood is located on the north, and Sloan Lake and West Colfax Neighborhoods are located across Federal Boulevard to the west. To the east, across the South Platte River, are the Auraria and Lincoln Park Neighborhoods.

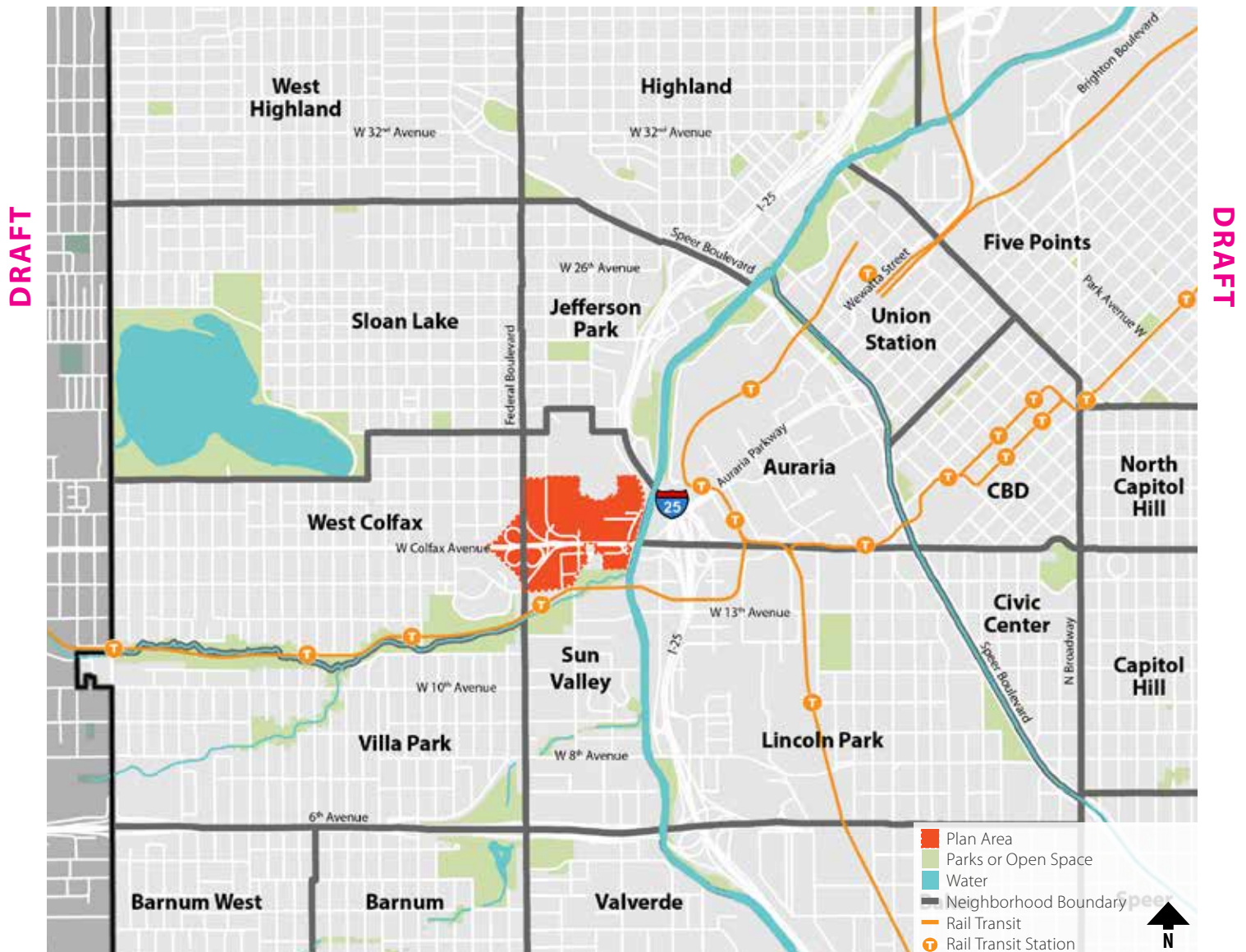


Figure 2 Neighborhood Context

# Planning Area Overview

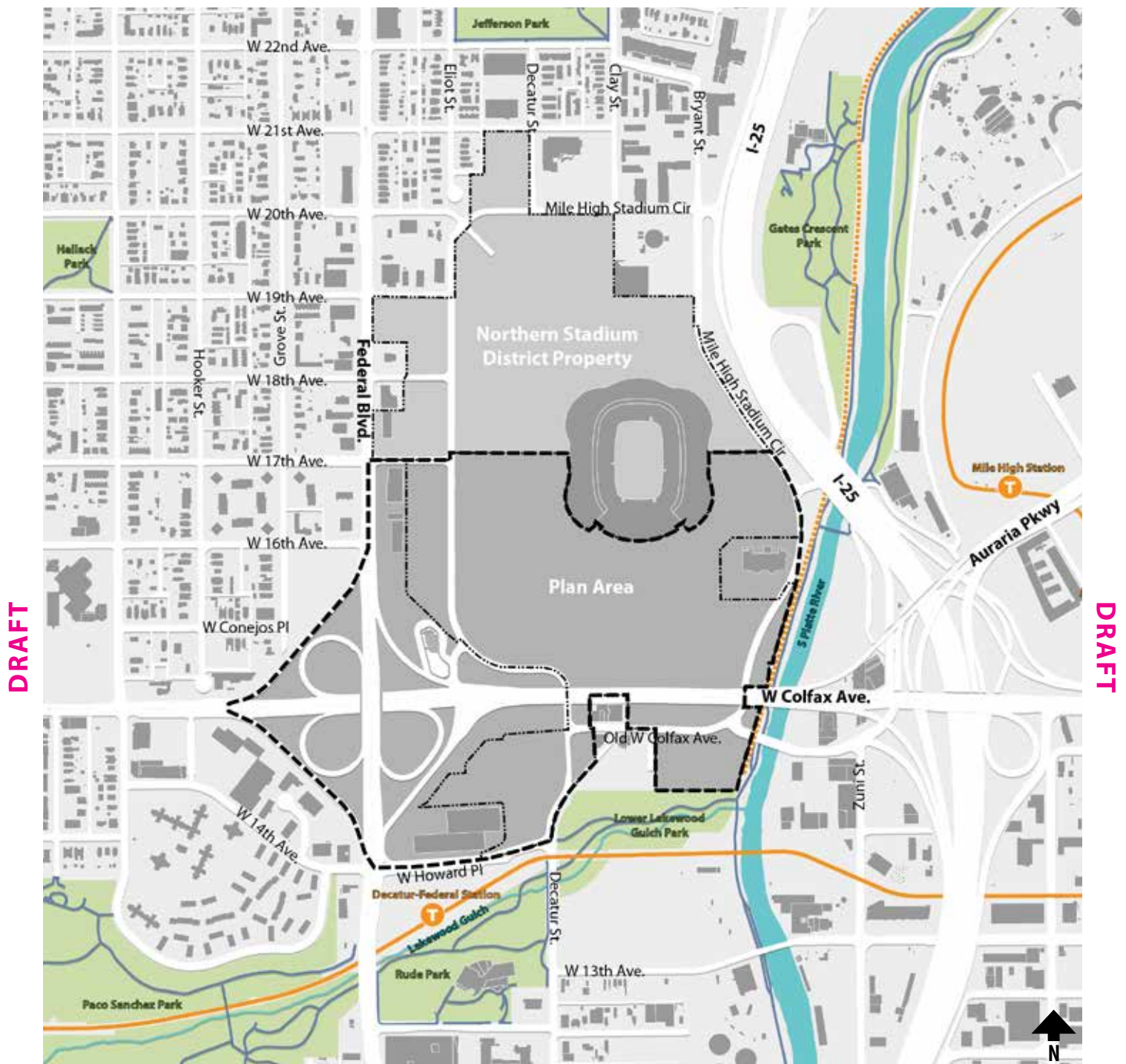


Figure 3 Plan Area

## Plan Area

The plan area consists of the southern portion of the MFSD's property and some of the adjacent properties.

# Planning Area Overview



Image taken from Old West Colfax Avenue facing north.



Image of the stadium.



Image of Brooklyn's, a bar and restaurant along Old West Colfax Avenue.



Image of the South Platte River multi-use trail.

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# Planning Area Overview

## Challenges

- The MFSD property is comprised primarily of surface parking with limited internal roads and circulation, resulting in a pattern of very large blocks with few connections to adjacent streets and neighborhoods.
- The space under the W Colfax Avenue viaduct, which crosses over the southern portion of the plan area, has remained largely unused and inactive, and creates a visual and physical barrier to development.
- Significant grade change between the South Platte River and Federal Boulevard, and at the intersection of Federal Boulevard and W Colfax Avenue, presents a challenge in terms of creating new connections to the west, and could potentially impact future development opportunities.
- The cloverleaf interchange at the intersection of Federal Boulevard and W Colfax Avenue presents multiple limitations for mobility connections, especially for pedestrians and bicyclists, and occupies a large amount of developable land. The cloverleaf interchange creates a challenge for future redevelopment in the plan area.
- Currently, Old West Colfax Avenue lacks pedestrian and bicycle facilities along most of the road and has minimal existing streetscaping. Development along Old West Colfax Avenue is inconsistent, and while there are a few historic buildings containing active uses, much of the streetscape remains inactive and uninviting for pedestrians.
- The existing Comcast building is surrounded by the MFSD property on three sides and sits immediately to the southeast of the stadium. It provides little visual interest and is surrounded by surface parking, which could create a gap in the potential neighborhood fabric of the plan area.
- The MFSD property, which includes the stadium, is leased to the Stadium Management Company - an affiliate of the Broncos Football Club. Similarly, the land to be developed would be leased from the MFSD to developers. This ownership structure creates complexity and limitations for incorporating for-sale residential units, which could limit the overall variety of units future development could provide.
- Much of the plan area is currently located within the FEMA Special Flood Hazard Area. Development within the floodplain will require detailed flood analysis and may be subject to additional local, state, or federal requirements.
- There are existing storm and sanitary mains within the plan area that may need to be rerouted or relocated to allow for new development. These mains are owned and operated by a variety of entities, including Metro Wastewater Reclamation District, Denver Water, and the MFSD.



# Planning Area Overview

## Opportunities

- The proximity of the plan area to the Decatur-Federal and Mile High transit stations supports incorporation of Transit Oriented Development (TOD) principles into future development.
- The abundance of undeveloped land within the plan area presents a unique opportunity to create a new vibrant, mixed-use neighborhood that incorporates small, walkable block sizes and a well-connected, multimodal street network utilizing current best practices for green infrastructure and complete streets.
- The lack of existing buildings creates the opportunity to implement development that incorporates high-quality design and builds a character that defines the plan area.
- The plan area is adjacent to the intersection of the Lakewood Gulch and South Platte River trails, two of the most heavily used multi-use paths in the city, providing strong opportunities to connect new development to the existing trail network.
- The existing open space between the South Platte River and Mile High Stadium Circle, through which the South Platte River Trail is located, has the potential to support a variety of new passive and active uses and amenities for residents and visitors to enjoy.
- Existing historic buildings along Old West Colfax Avenue provide an authentic character to that portion of the plan area, offering a unique placemaking opportunity for future development.
- A future retrofit or replacement of the W Colfax Avenue and Federal Boulevard cloverleaf interchange adjacent to the plan area can create the opportunity to seamlessly connect the plan area to the adjacent neighborhoods and street network. It can also provide the opportunity for new complementary uses in development that can integrate seamlessly with the plan area.

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# Planning Context

## Levels of Plan Guidance

This plan represents the land use, mobility, quality-of-life infrastructure, and equity vision for the plan area. As an adopted small area plan, the Stadium District Master Plan acts as a supplement to the *Comprehensive Plan 2040* and other citywide plans, including *Blueprint Denver*, *Denver Moves* plans, and *Game Plan for a Healthy City*, and helps to advance the vision of those plans while providing more detailed recommendations, strategies, and implementation actions for the plan area. Any updates to the above plans, or to other citywide plans, should incorporate and refine recommendations for the plan area based on this plan. This plan also incorporates and refines recommendations of previous small area plans and studies for the plan area and Sun Valley neighborhood, including the *2013 Decatur-Federal Station Area Plan*, and supplements those plans while providing more targeted guidance for the plan area.

### ADOPTED CITYWIDE PLANS

#### *Comprehensive Plan 2040*

Guiding document that represents the vision and long-term goals for Denver and its people, which is used to inform important policies and decisions.

#### *Blueprint Denver*

Citywide plan that provides the foundation for policies and recommendations related to land use, transportation, design, and growth.

#### *Game Plan for a Healthy City*

Citywide parks and recreation plan that provides a road map for parks, recreation programs, and urban forest to serve the needs of residents.

### ADOPTED AREA PLANS

#### *Decatur-Federal Station Area Plan*

Represents the land use, urban form, transportation, and economic development vision for the Decatur-Federal station area and Sun Valley.

#### **Stadium District Master Plan**

An area plan that provides detailed guidance and implementation strategies.

# Role of the Master Plan

## Intent

This plan establishes a long-range vision and guiding principles for the future development of the southern portion of the MFSD and adjacent areas (the plan area). Public agencies and private entities will use this plan in coming years for many purposes and actions that will affect the form and function of the plan area.

The plan provides city adopted policy direction to guide decision-making related to development opportunities, transportation, partnerships, etc. Many of the recommendations or strategies will require multiple steps over several years by a variety of participants.

The plan provides a sound policy basis for a thriving plan area. The recommendations identified in the plan provide direction to guide day-to-day decision making related to land use, public investment, private development, and partnerships. The plan is intended to give the latitude needed to pursue unforeseen opportunities that will arise and to respond to new challenges over the coming years.

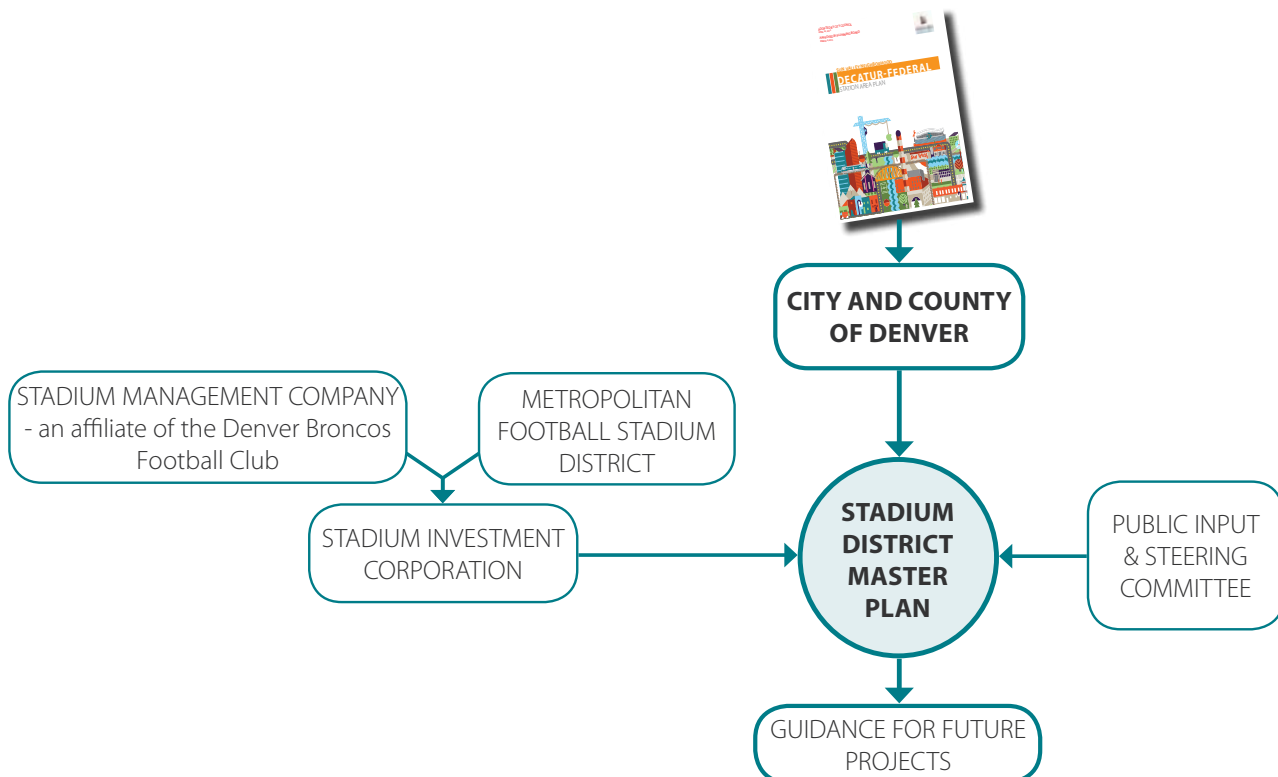
As with the *Comprehensive Plan 2040* and its supplements, this plan area's recommendations provide guidance. This plan is not intended to, and does not, rezone any property, render any existing uses non-conforming, or pre-dispose the outcome of any permitting processes related to properties within the planning boundary. Future implementation actions such as zoning map or text amendments, capital improvements and public-private partnerships require specific actions on the part of the city, property owners, and stakeholders.

## How to Use This Plan

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The Stadium District Master Plan builds on the visions, recommendations, and strategies detailed in the *2013 Decatur-Federal Station Area Plan*, and provides more detailed guidance for the plan area. While both plans will continue to apply to the Stadium District Master Plan area, where strategies and recommendations are conflicting, the more detailed guidance of this plan should take precedence.

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# Planning Process

## Overview

The Stadium Management Company - an affiliate of the Denver Broncos Football Club, and the MFSD partnered to create a nonprofit venture called the Stadium Investment Corporation. The intent was to explore creating a new, mixed-use neighborhood destination on the southern portion of the MFSD property and adjacent areas now occupied by surface parking used only during games and special events. Given the central location, the equity challenges, and the potential for this area to change substantially in the future, Denver's Community Planning and Development (CPD) department began a master planning process in May 2018 to gather input to help guide development in accordance with the **2013 Decatur-Federal Station Area Plan**.

The Stadium District Master Plan was prepared over a 13-month period that spanned three planning phases. The first phase focused on identifying existing conditions and building consensus to develop a vision for the plan area. The second phase focused on the creation of high-level recommendations that would guide future development and achieve the overall vision. The last phase focused on the development and refinement of final recommendations and strategies that would provide specific guidance for the plan area and inform future implementation.

The planning process included an extensive public process that engaged residents, business owners,

property owners, government agencies, non-profits, real estate development experts, and others who expressed interest in participating. There were a variety of public engagement and outreach efforts, with participation from over 1,300 members of the community.

## Steering Committee

The project was guided by a steering committee comprised of stakeholders within the plan area and surrounding communities. The committee was a broad and diverse group, representing City Council, property and private business owners, non-profits, cultural facilities, neighborhood organizations, and community activists. This steering committee served as the policy advisory group by discussing and guiding the vision, recommendations, and strategies included in the plan. The committee's discussions happened during multiple meetings that were held over the course of the planning process. In total, there were seven steering committee meetings, and one of the meetings was combined with a public open house to invite people outside of the committee to see the progress of the plan.

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# Planning Process

## Public Meetings

Public meetings were held for anyone interested to participate and provide their input in-person. These meetings provided background information regarding the plan area and the planning process, new information about the plan, and opportunities for feedback to be given.

- **Public Meeting #1** - Attended by 120 participants, this kick-off meeting was an opportunity for the public to learn about the plan's intention and to provide feedback on: their hopes and perceived challenges in creating a mixed-use neighborhood; priorities of the elements of a complete neighborhood that would be desired for every day and on game day; and the future character of the area that is influenced by the level of housing and jobs.
- **Public Meeting #2** - Attended by 115 participants, this meeting was an opportunity for the public to explore options and give feedback on: the mobility network; the public space network; the neighborhood character; community benefits; and the character and potential activities along the South Platte River.
- **Public Meeting #3** - Attended by 70 participants, this meeting included informational boards about the draft plan and a live panel consisting of members from the steering committee who discussed the draft plan.

## Online Surveys

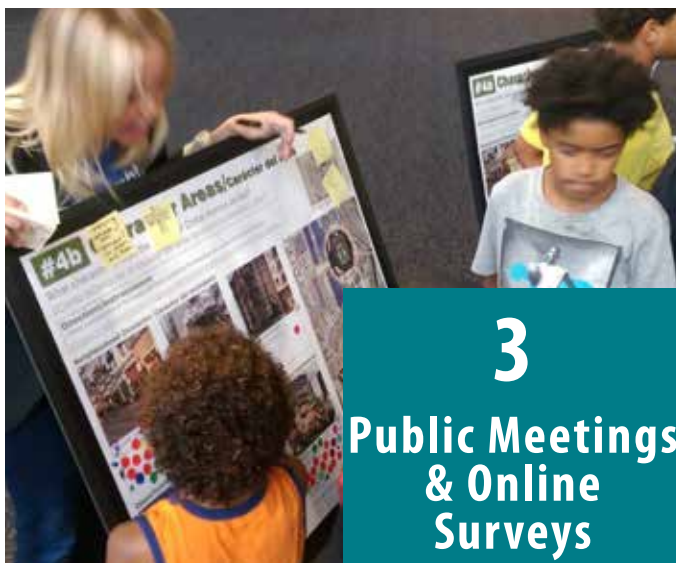
Online surveys were created to give people who could not attend the public meetings an opportunity to participate. The first two surveys were created to replicate the first two public meetings so feedback could be received and evaluated alongside the feedback received at the public meetings. The last survey provided an opportunity for people to submit their feedback on the draft plan.

## Other Public Outreach and Engagement

The project team also attended the Sun Valley Garden Fest and Denver Days in Sun Valley to reach a broader community and receive their input.

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**3**  
**Public Meetings  
& Online  
Surveys**



**2**  
**Pop-up events**

# Planning Process

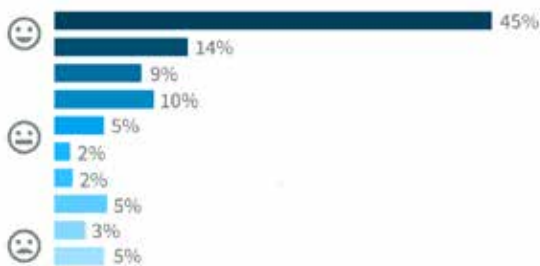
## Evaluating Feedback

A variety of feedback was received throughout the planning process, which included responses to targeted questions and hundreds of comments. After every meeting and public outreach effort, the project team compiled all the feedback and evaluated it. The evaluation included identifying common themes and understanding areas of consensus and concern. This evaluation then informed and guided the content of the plan. The graphics below represent some of the feedback received from the first and second public meetings. Graphics like the ones below are helpful to portray participants' priorities, but did not preclude other desires or concerns from being considered.

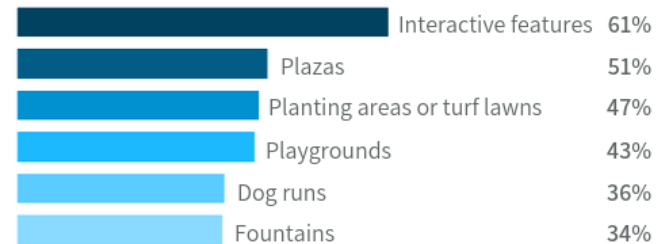
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### ARE YOU HAPPY OR UNHAPPY WITH THIS LOOK AND FEEL? (% SELECTED)



### THE NEW POCKET PARKS SHOULD INCLUDE... (CHOOSE UP TO 3)



### WE SHOULD INVEST IN...



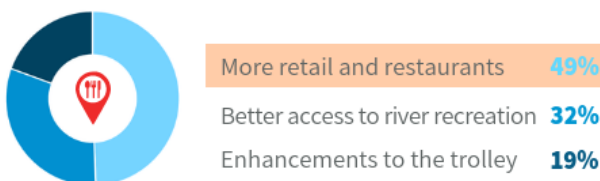
### THE NEIGHBORHOOD PARK SHOULD INCLUDE...



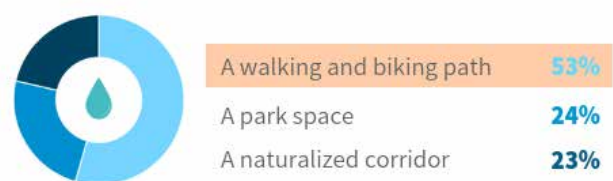
### THE SPACE UNDER THE COLFAX VIADUCT SHOULD BE USED FOR...



### THE RIVERFRONT AREA SHOULD HAVE...



### THE RIVERFRONT AREA SHOULD LOOK LIKE...



Challenge of creating a plan area that is "accessible for all income levels."  
-participant at public meeting #1

Challenge of future development and potential "impacts to adjacent neighborhoods."  
-participant at public meeting #1

"Diverse retail and housing with signature development, preserved green spaces, and inviting public plazas."  
-participant at public meeting #1

"Providing quality transportation options into the area on game day to reduce reliance on parking."  
-participant at public meeting #1

# Planning Process

## Summary of Public Outreach and Engagement

<b>Steering Committee Meeting #1</b> May 9, 2018	Kick-off meeting to introduce the project and members.
<b>Steering Committee Meeting #2</b> May 22, 2018	Identified the future vision and desired character of the plan area.
<b>Public Meeting #1</b> June 27, 2018	Kick-off meeting and introduction to the plan area was held to identify public input on the hopes, challenges, and vision for the plan area. There were about 120 participants.
<b>Online Survey #1</b> July 30-August 30, 2018	An online public survey identified hopes, challenges, and prioritized community needs and desires. The survey was open for one month and was completed by more than 333 participants.
<b>Steering Committee Meeting #3</b> July 17, 2018	Reviewed and discussed public feedback and explored ideas for mobility and public space.
<b>Steering Committee Meeting #4</b> August 21, 2018	Reviewed and discussed site constraints.
<b>Steering Committee Meeting #5</b> September 18, 2018	Reviewed and discussed desired neighborhood character and development intensity.
<b>Public Meeting #2</b> October 30, 2018	This meeting identified desires for neighborhood character, mobility network, and public space. There were about 115 participants.
<b>Online Survey #2</b> November 20-December 20, 2018	An online public survey identified desires for neighborhood character, mobility network, and public space. The survey was open for one month and was completed by more than 475 participants.
<b>Steering Committee Meeting #6 and Open House</b> December 7, 2018	A combined steering committee meeting and public open house was held at the Sun Valley Kitchen to communicate progress of the plan and receive feedback regarding the plan's recommendations. There were about 30 participants.
<b>Steering Committee Meeting #7</b> March 27, 2019	Reviewed and discussed the draft plan and reached consensus on next steps for the final plan.
<b>Public Meeting #3</b> April 4, 2019	This meeting included information about the draft plan and was an opportunity for participants to provide additional comments. There were about 70 participants.
<b>Public Review Draft &amp; Online Survey #3</b> March 28-April 25, 2019	An online survey supplemented the draft plan and allowed participants to make comments about the draft plan.

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# Vision Elements

## Comprehensive Plan 2040 Guidance

The *Comprehensive Plan 2040* identifies six vision elements that serve as the basis of the plan. These vision elements articulate a sustainable, comprehensive vision for the city, and are linked to a set of broad, long-term goals. Each recommendation and its strategies within the Stadium District Master Plan contributes to achieving one or more of the elements of the vision.



### Equitable, Affordable and Inclusive

Denver should be an equitable, inclusive community with a high quality-of-life for all residents, regardless of income level, race, ethnicity, gender, ability, or age.



### Strong and Authentic Neighborhoods

Denver's neighborhoods should be complete, unique, and reflective of our city's diverse history.



### Connected, Safe and Accessible Places

Denver should be connected by safe, high-quality, multimodal transportation options.



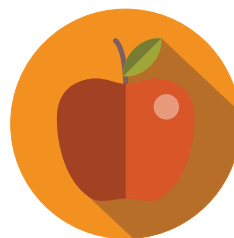
### Economically Diverse and Vibrant

Denver should be a global city with a robust economy that reflects the diversity of our community.



### Environmentally Resilient

Denver should be a thriving, sustainable city connected to nature and resilient to climate change.



### Healthy and Active

Denver should be a city of safe, accessible, and healthy communities.

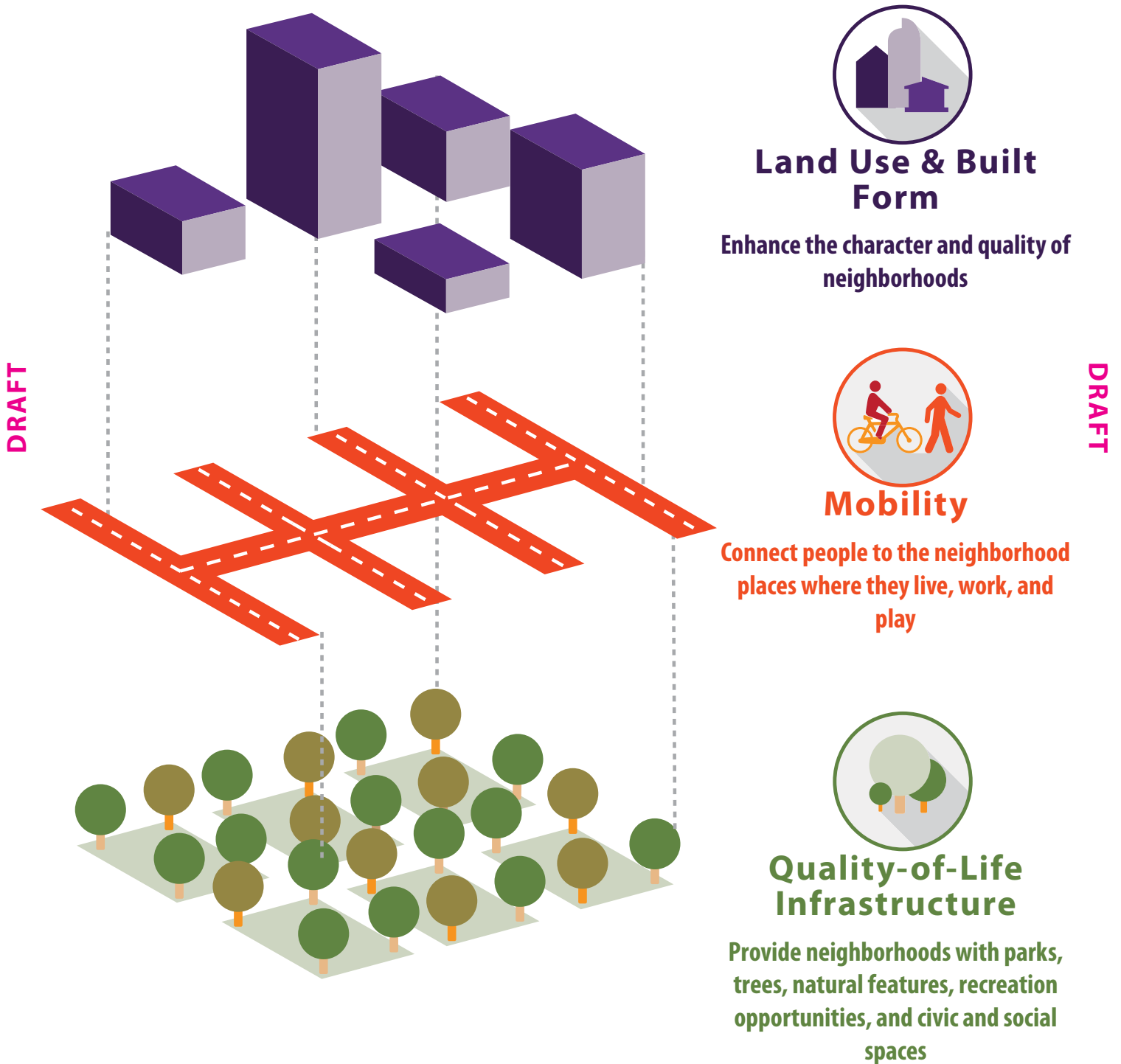
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# Complete Neighborhoods

## Blueprint Denver Guidance

*Blueprint Denver* is the framework for the city's major land use and transportation decisions, establishing citywide policies and specific strategies to achieve the vision for an inclusive city in 2040. *Blueprint Denver* identifies the importance of planning and implementing a system of complete neighborhoods with distinct identities. This plan's framework is based upon the three elements of a complete neighborhood.





## Build inclusive neighborhoods

### Goal

To ensure the recommendations and implementation strategies for the plan area collectively advance Denver's overarching goal of creating a more inclusive and equitable city through careful consideration of equity concepts throughout the planning and implementation process. *Blueprint Denver* offers three equity concepts that should guide policies and investments for future planning and implementation to ensure the benefits of growth and change are equitably shared by all.

### Why It's Important

Planning an equitable and inclusive city is important to ensure that everyone, regardless of who they are or where they are from, has the opportunity to thrive. Where there is equity, a person's identity does not determine their outcome. As a city, we advance equity by serving individuals, families and communities in a manner that reduces or eliminates persistent institutional biases and barriers based on race, ability, gender identity and sexual orientation, age and other factors. This is particularly important in Sun Valley, in which the plan area is located. Sun Valley faces many challenges, from lack of access to healthy food and job opportunities to low education rates and household incomes. By integrating the equity concepts into the recommendations and strategies of this plan, this plan can benefit Sun Valley and the surrounding neighborhoods and potentially help to improve many of the inequitable conditions that exist.



## What is Access to Opportunity?

- Access to opportunity reflects the goal for all neighborhoods to be complete with equitable access to a high quality-of-life. It is based on the vision for every Denver resident—regardless of income, race, ethnicity, age or ability—to live in a complete neighborhood of their choice with basic services and amenities. This includes equitable access to quality education.
- Areas with low access to opportunity lack key components of a complete neighborhood and often exhibit low quality-of-life outcomes—including life expectancy, educational attainment and income level—compared to the city as a whole. Unfortunately, many areas with low access to opportunity are also areas where the majority of residents are people of color. This pattern illustrates the need to improve equity across neighborhoods and to remove barriers to opportunity that negatively impact many communities of color.

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## What is Vulnerability to Displacement?

- Denver's recent rapid population growth brings many forces of change. One is the changing demographics of the city and its individual neighborhoods. This includes historically underserved or underrepresented areas where dramatic swings in income, racial, and ethnic composition have occurred.
- Involuntary displacement, which occurs when residents or businesses can no longer afford to stay in an area due to increasing property values and rents, is a negative transition which the city can take action to mitigate. Mitigating involuntary displacement means deliberate action to keep current residents and businesses in place, and providing equitable access to the benefits of economic growth for all residents and business owners.
- This plan recognizes the lack of current residents within the MFSD area. However, the measurement of vulnerability to displacement is taken from the surrounding census tracts to be sensitive to the adjacent neighborhoods and their potential vulnerability to displacement.

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## What is Housing Diversity?

- Housing diversity captures the community's vision for a city of complete neighborhoods with equitable access to quality housing options and choices that accommodate households of different ages, sizes and incomes.
- A diverse range of housing options—including different prices, sizes, types and a mix of rental and for-sale—is key to creating complete neighborhoods where families and households of all types and incomes can choose to live. Housing diversity includes the single-unit homes that are already found in many Denver neighborhoods, as well as units of different types and sizes that can complement the existing pattern of an area. The vision is for every neighborhood in Denver to offer affordable housing options.

## What is Jobs Diversity?

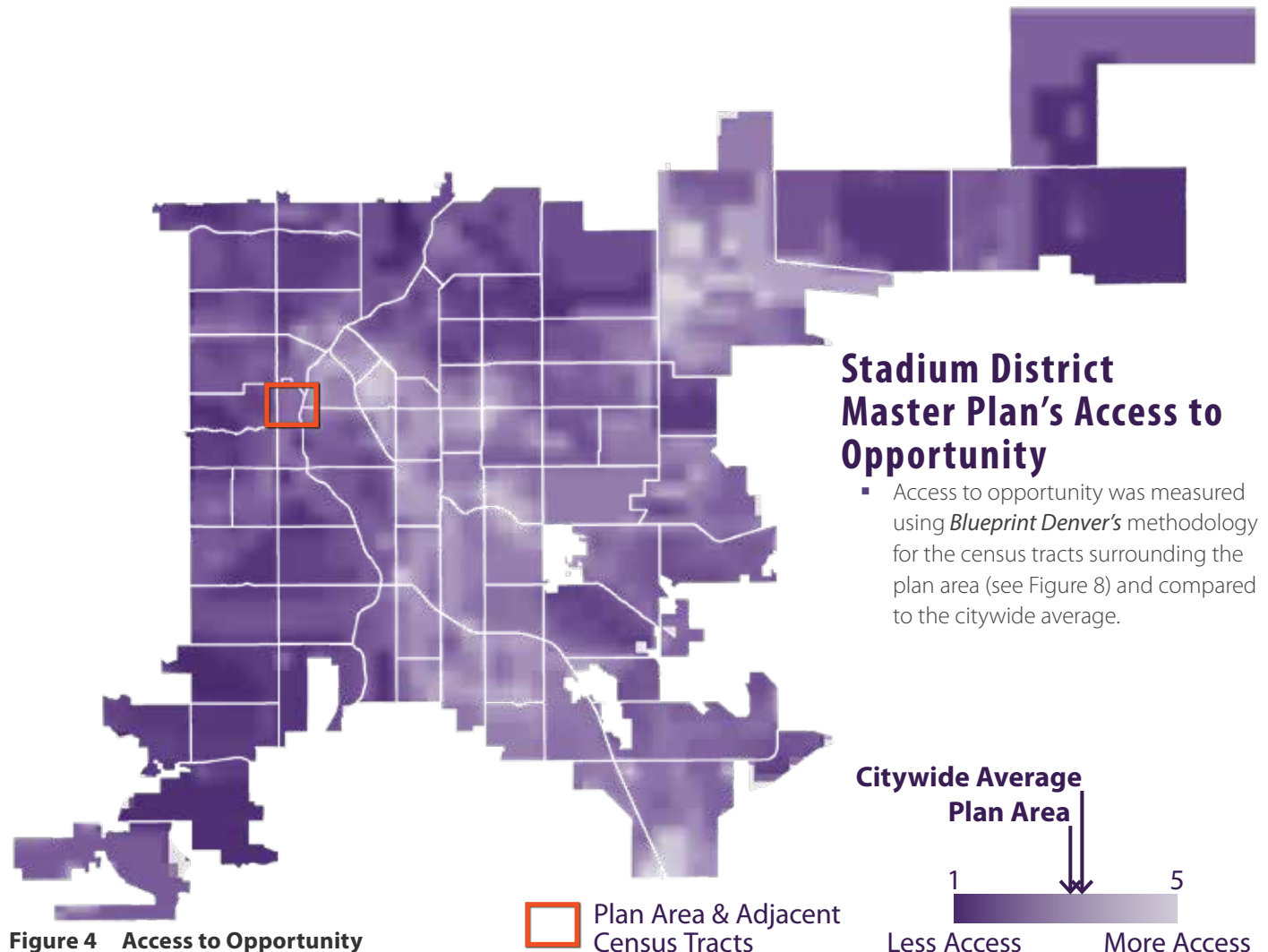
- Jobs diversity captures the community's vision for a city of complete neighborhoods with equitable access to quality employment options.
- Access to a range of quality jobs enables people of different incomes and education levels to find employment and wealth-building opportunities.

# Improving & Measuring Access to Opportunity



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**Figure 4 Access to Opportunity**

## Focus Areas

- Creating multimodal connections between Sun Valley and adjacent neighborhoods and downtown.
- Improving access to quality-of-life amenities such as parks and open space.
- Supporting the introduction of healthy food options into the plan area.

## Reference Sections

Refer to the sections below to see how the issues surrounding access to opportunity can be addressed:

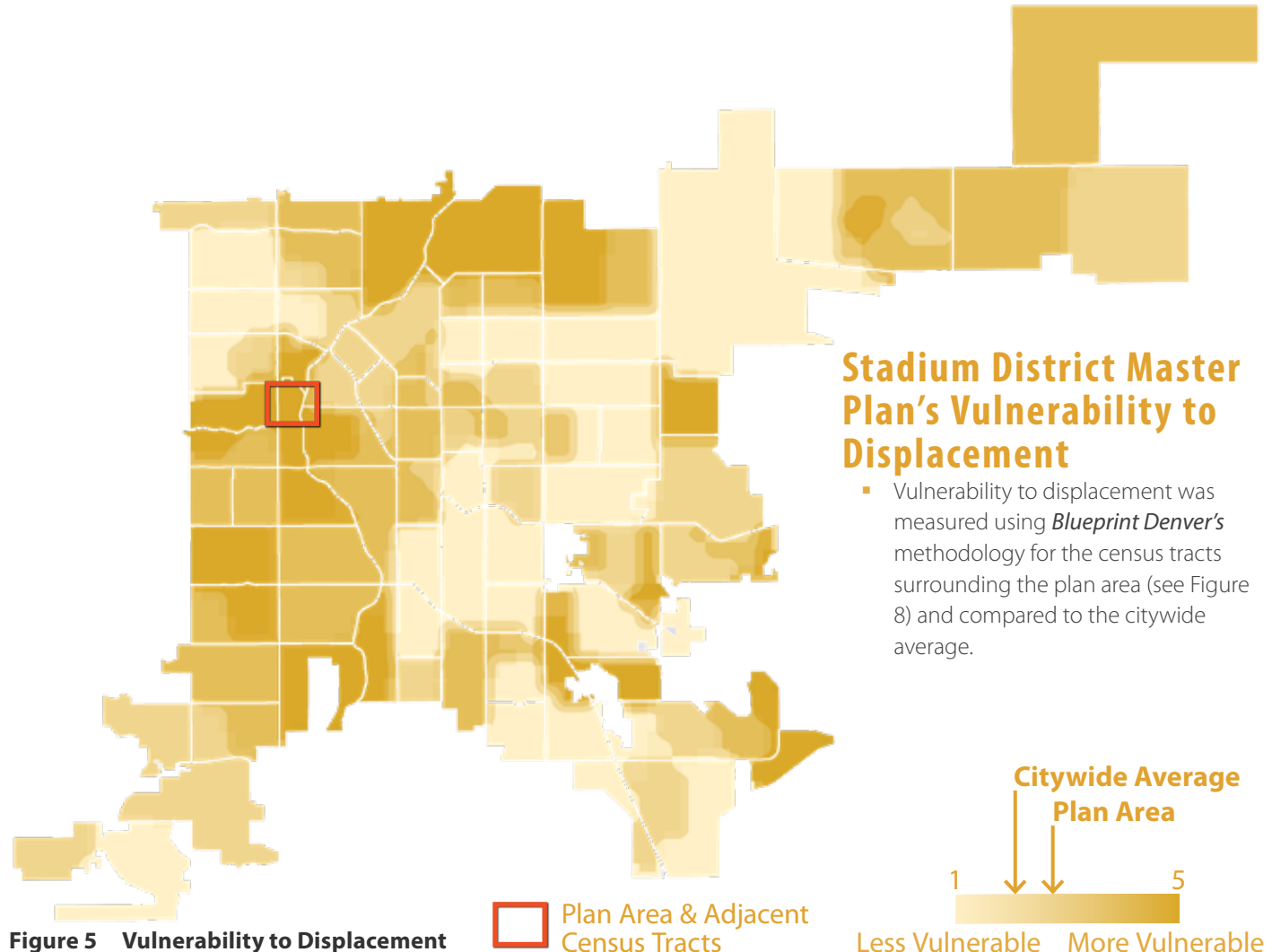
- Recommendations 1.2 and 1.3 in Land Use & Built Form.
- Recommendations 2.1, 2.2, 2.3, 2.4, 2.5, 2.6, 2.7, and 2.8 in Mobility.
- Recommendations 3.1, 3.2, 3.3, 3.4, 3.5, and 3.7 in Quality-of-Life Infrastructure.

# Reducing & Measuring Vulnerability to Displacement



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**Figure 5 Vulnerability to Displacement**

## Focus Areas

- Creating opportunities for development of the plan area that provides employment opportunities for local residents, with a focus on workforce development and retention programs.
- Ensuring affordable units are built on-site rather than through payment of the citywide linkage fee.
- Exploring opportunities to dedicate housing units as affordable for a time period consistent with citywide policy, potentially extending the time-frame defined by current policies.

## Reference Sections

Refer to the sections below to see how the issues surrounding vulnerability can be addressed:

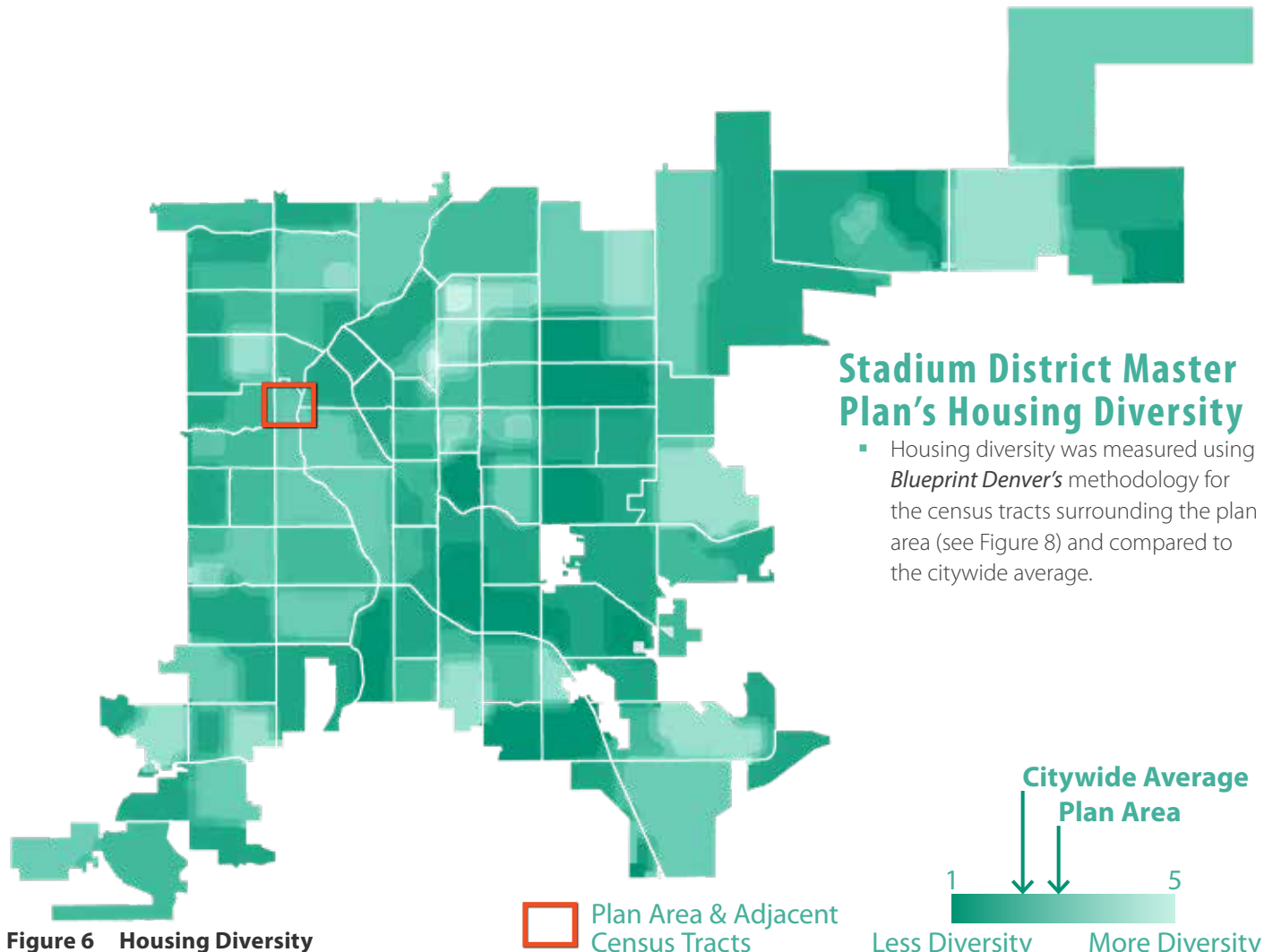
- Recommendations 1.2, 1.3, 1.4, and 1.5 in Land Use & Built Form.

# Expanding & Measuring Housing Diversity



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**Figure 6 Housing Diversity**

## Focus Areas

- Providing a diverse range of market-rate and affordable housing options throughout the plan area.
- Incorporating a variety of housing types and sizes to accommodate different household types and sizes.

## Reference Sections

Refer to the sections below to see how the issues surrounding housing diversity can be addressed:

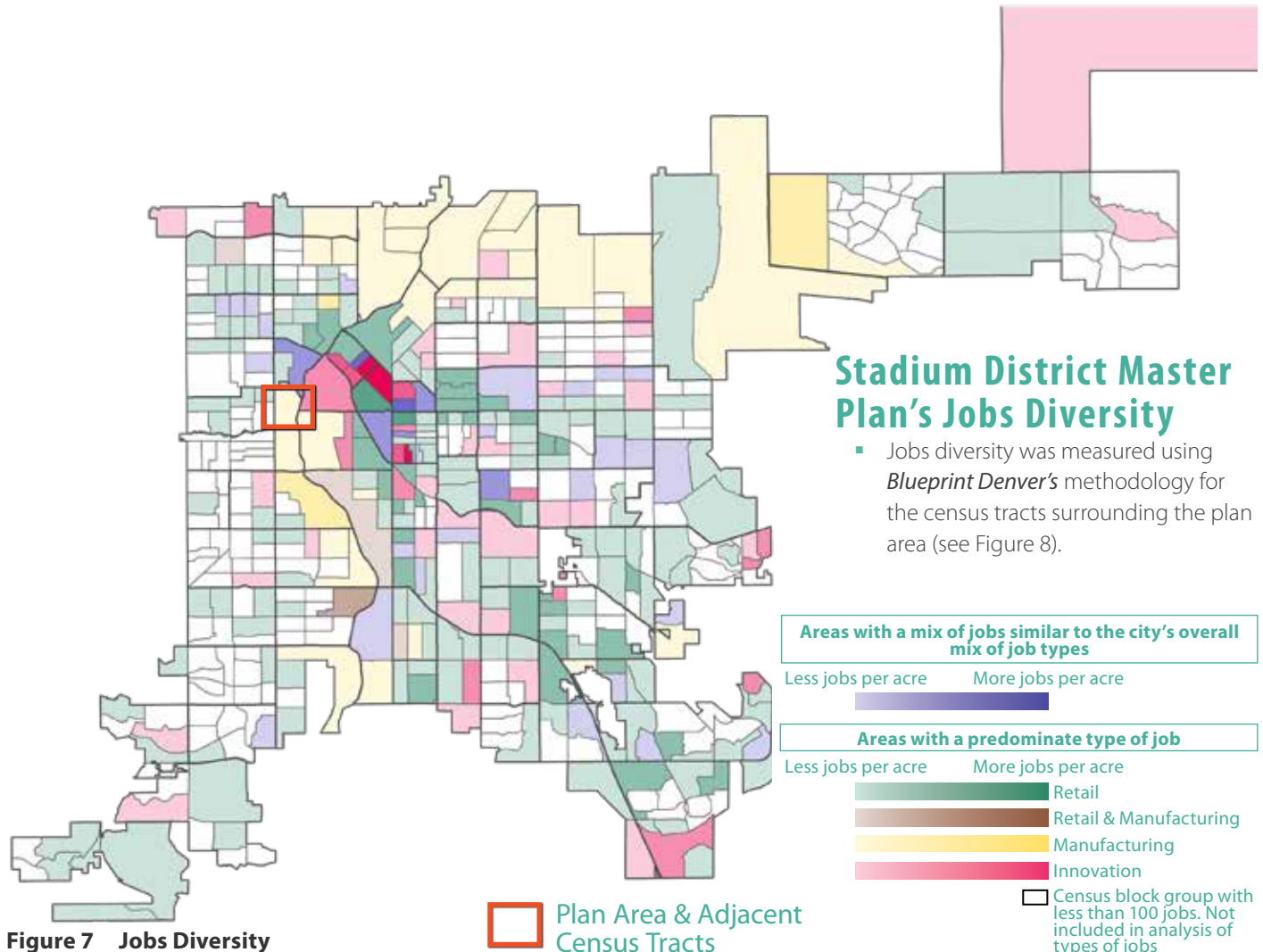
- Recommendations 1.4 and 1.5 in Land Use & Built Form.

# Expanding & Measuring Jobs Diversity



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**Figure 7 Jobs Diversity**

## Focus Areas

- Creating opportunities that support local businesses, including minority-or woman-owned businesses.
- Promoting local entrepreneurship and investment in the community.

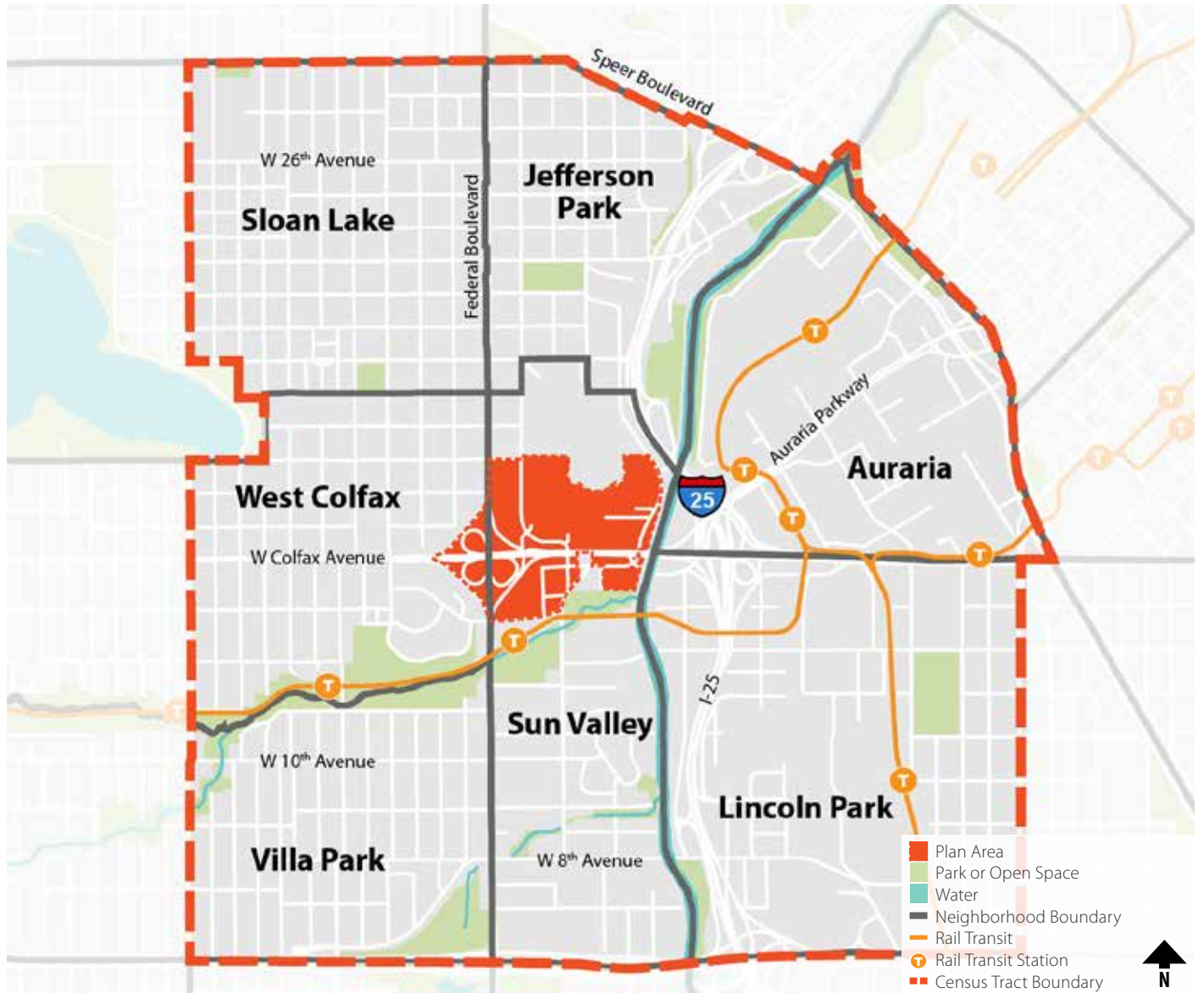
## Reference Sections

Refer to the sections below to see how the issues surrounding job diversity can be addressed:

- Recommendations 1.2 and 1.3 in Land Use & Built Form.

# Surrounding Census Tract Context

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**Figure 8 Census Tracts**

## Data by Census Tract

- The plan area does not have any residents, so the surrounding adjacent census tracts (shown in Figure 8) were used to obtain information about the plan area's context. The census tracts cover portions of neighborhoods, including Sun Valley, West Colfax, Jefferson Park, Sloan Lake, Auraria, Lincoln Park, and Villa Park.
- Demographic data from these census tracts is represented on page 31.
- Equity data from these census tracts is represented on pages 26-28.

# Surrounding Census Tract Demographics

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## Total Population

**23,539**  
residents

## Average Household Size

**2.4**  
Residents

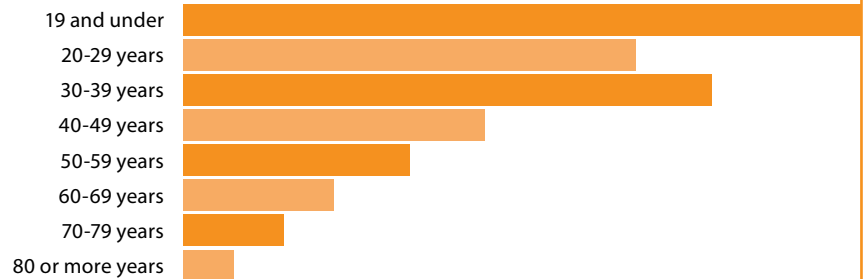
## Overweight/Obesity Rate

**56.7%**  
Of adult population

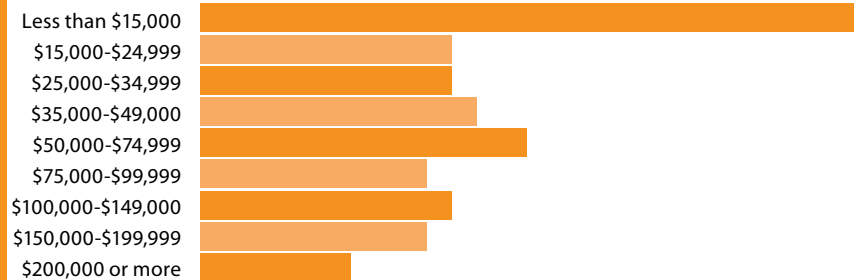
## Poverty Rate

**31.5%**  
Of population

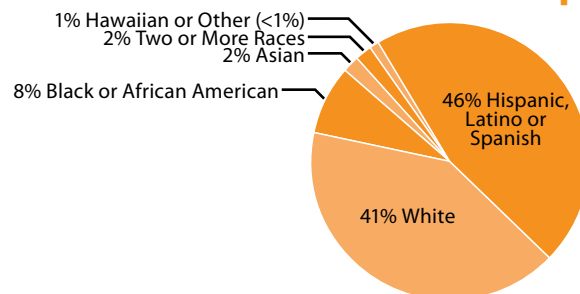
## Age Distribution



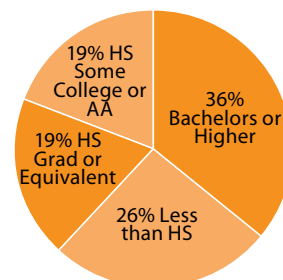
## Household Income Distribution



## Racial and Ethnic Makeup



## Educational Attainment (% of adult pop.)



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# MASTER PLAN FRAMEWORK

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# Master Plan at a Glance

## Guiding Elements of A Complete Neighborhood

## Goals



### Land Use & Built Form

Enhance the character and quality of neighborhoods

**DIVERSIFY**  
uses and experiences

**BUILD**  
quality places

DRAFT



### Mobility

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

**CONNECT**  
neighborhoods

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### Quality-of-Life Infrastructure

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

**GROW**  
access to public space

**ENHANCE**  
the public realm

# Recommendations

- 1.1** Ensure the MFSD Northern Property remains flexible for game day uses.
- 1.2** Allow a diverse mix of land uses that promote an active, livable neighborhood and enhance the regional draw of the plan area.
- 1.3** Encourage development that supports the Sun Valley community and surrounding neighborhoods by providing opportunities for small businesses and local employment.
- 1.4** Integrate affordable housing throughout the plan area to accommodate households of different ages, sizes, and incomes.

- 1.5** Promote a variety of building heights and intensities, including taller buildings that incorporate mass reduction and affordable housing
- 1.6** Ensure that taller buildings incorporate design techniques to reduce massing.
- 1.7** Promote human-scale and high-quality design throughout the plan area.
- 1.8** Promote pedestrian-oriented frontages throughout the plan area and especially along the South Platte River and Lakewood Gulch.
- 1.9** Apply regulatory tools that require streetscape, landscape, and public space standards that contribute to the character of the public realm.

- 2.1** Create a connected, multimodal street network by enhancing existing streets and creating new streets within the plan area.
- 2.2** Incorporate a variety of street types that utilize complete street design and support the function of every day and game day mobility.
- 2.3** Prioritize pedestrians by incorporating walkable streets with pedestrian facilities.
- 2.4** Create a complete network of high ease-of-use bicycle facilities (this includes people using mobility devices that use bike facilities).

- 2.5** Increase access to multi-use trails and pathways.
- 2.6** Implement an area-wide Transportation Demand Management (TDM) program for new development to maximize use of alternative modes of travel.
- 2.7** Increase and enhance transit and shared mobility options.
- 2.8** Retrofit, or replace, the cloverleaf interchange at Federal Boulevard and W Colfax Avenue with a safe, comfortable, and human-scale intersection.

- 3.1** Create a public space network that incorporates existing and new parks and public spaces that are a variety of sizes.
- 3.2** Encourage privately owned and operated open spaces and facilities to be publicly accessible for every day needs, when football games or concerts are not occurring at the stadium.
- 3.3** Update existing parks and public spaces to better utilize space and connect to future development.
- 3.4** Establish opportunities for existing and new parks and public spaces to accommodate a variety of activities for people of all ages, abilities, and incomes to enjoy year-round.

- 3.5** Provide a variety of amenities that promote public life, contribute to a sense of place, and enhance active and passive uses.
- 3.6** Use best practices and innovative solutions for stormwater management to improve water quality and mitigate flooding.
- 3.7** Expand the tree canopy throughout the plan area.
- 3.8** Prioritize enhancing the public space adjacent to the South Platte River.

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# LAND USE & BUILT FORM



**Enhance the character and quality of the neighborhoods**

## Land Use Goal

Create a vibrant urban neighborhood that supports year-round activity and provides a diverse mix of uses and experiences for residents and visitors.

## Why It's Important

When combined with a variety of market-rate and affordable housing options, a mix of uses that provides for a variety of every day needs in a pedestrian-friendly environment allows people to live, work, shop, enjoy entertainment, recreate, and dine all in one area, creating a vibrant and inclusive neighborhood that is active at all times of the day. This consistent activity supports a sense of place as well as social and economic prosperity for the people who live, work, or visit the plan area.

## Recommendations & Strategies

- 1.1 Ensure the MFSD Northern Property (see Figure 3 or Figure 9) remains flexible for game day uses.**
  - A. The MFSD Northern Property is envisioned to continue to promote stadium-related uses, allow for an area that is flexible for a variety of types and sizes of events, and provide opportunities for tailgating on game days.
  - B. Encourage the parking lots in the MFSD Northern Property to be publicly accessible whenever possible.

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## ***DIVERSIFY uses and experiences***

### **1.2 Allow a diverse mix of land uses that promote an active, livable neighborhood and enhance the regional draw of the plan area.**

- A. Apply zoning regulations that allow a wide mix of uses consistent with *Blueprint Denver's* Urban Center Neighborhood Context and Regional Center Place Type (land uses can be mixed in each building, development, or block to be within walking distance of one another).
- B. Explore regulatory tools that incentivize grocery stores, medical services, childcare and other land uses that serve local residents, especially families.
- C. Explore regulatory tools and public private partnership opportunities that promote civic and community land uses that support families (such as community centers and multi-generational care centers) and improve access to healthy food (such as farmer's markets, co-ops and urban farms).
- D. Work with MFSD and community partners to leverage stadium events to support expanded entertainment, cultural and exhibition uses, including programming guidelines for arts and cultural events, particularly under the W Colfax Avenue viaduct and along the South Platte River.

### **1.3 Encourage development that supports the Sun Valley community and surrounding neighborhoods by providing opportunities for small businesses and local employment.**

- A. Coordinate with Denver Economic Development & Opportunity (DEDO) to provide support for a wide variety of employment opportunities.
- B. Create opportunities that support nearby underrepresented residents and local businesses, including minority- or woman-owned businesses, to promote investment in the community.
  - i. Promote uses and amenities that complement local businesses and attract key retail tenants to draw residents and visitors to the neighborhood.
  - ii. Promote provision of tenant spaces that are sized and designed to be flexible and affordable to local businesses, especially along Old West Colfax Avenue, and can accommodate shared spaces and collaborative work environments, such as co-working.
  - iii. Collaborate with community-serving non-profits and local business groups to identify specialized land use needs.
  - iv. Encourage design and construction projects to consider certified businesses included in the Division of Small Business Opportunity (DSBO) certifications to bid and compete as prime contractors on construction and professional design contracts within the plan area.
  - v. Promote workforce development programs, such as construction workforce apprenticeship programs.

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## Recommendations & Strategies, continued

### 1.4 Integrate affordable housing throughout the plan area to accommodate households of different ages, sizes, and incomes.

- A. Ensure provision of affordable housing units within the plan area. Affordable housing should be:
  - i. Affordable to households earning very low, low, and moderate incomes, consistent with adopted City policy;
  - ii. Dispersed throughout the plan area, including within buildings containing market-rate housing units;
  - iii. Sized to accommodate a variety of households from studios to three or more bedrooms;
  - iv. Of similar types (condos, apartments, townhouses, etc.) to market-rate housing units built within the plan area;
  - v. Dedicated as affordable for a period of time consistent with or greater than adopted city policy.
- B. Apply zoning regulations or other regulatory tools to ensure that a portion of the value of increased building height is shared with the community through the provision of affordable housing consistent with the conditions listed under 1.4.A and citywide approaches that incentivize affordable housing (see recommendation 1.5 for guidance on increased building heights). Appropriate tools include:
  - i. A zoning incentive system that requires additional on-site affordable housing beyond what is required by the citywide linkage fee build alternative option to leverage the value of any building height allowances above five stories (see 1.5.A for more information); and/or
  - ii. Development agreements, affordable housing plans, or other agreements that require affordable housing consistent with the conditions listed under 1.4.A above.
- C. Explore mechanisms to ensure housing created is available and marketed to nearby residents.

### 1.5 Promote a variety of building heights and intensities, including taller buildings that incorporate mass reduction and affordable housing.

- A. Apply zoning regulations that establish a base height of five stories, beyond which special building mass reduction and affordable housing requirements apply.
- B. Apply zoning regulations that allow heights of up to 20-stories for buildings that incorporate mass reduction and provide affordable housing (see recommendation 1.6 for guidance on reduced massing and recommendation 1.4 for guidance on affordable housing provisions for taller buildings).
- C. Apply zoning regulations that allow heights of up to 30-stories for buildings in special locations that incorporate additional mass reduction and affordable housing. Criteria for allowing buildings above 20-stories and up to 30-stories in height include:
  - i. Site is not on a block adjacent to Federal Boulevard, the portion of Mile High Stadium Circle along the South Platte River, or Old West Colfax Avenue as portrayed by the hatch in Figure 10 called 'Special Building Height & Mass Recommendations Apply';
  - ii. Application of zoning tools to provide additional mass reduction beyond requirements applied to buildings up to 20 stories in height; and
  - iii. Provision of additional on-site affordable housing beyond what is required for buildings up to 20 stories in height.
- D. Evaluate strategies to resolve conflicts associated with the Old City Hall View Plane height restrictions prior to adoption of zoning standards to allow for the building heights anticipated in A-C above. Strategies may include:
  - i. Amending the view plane; or
  - ii. Repealing the view plane.

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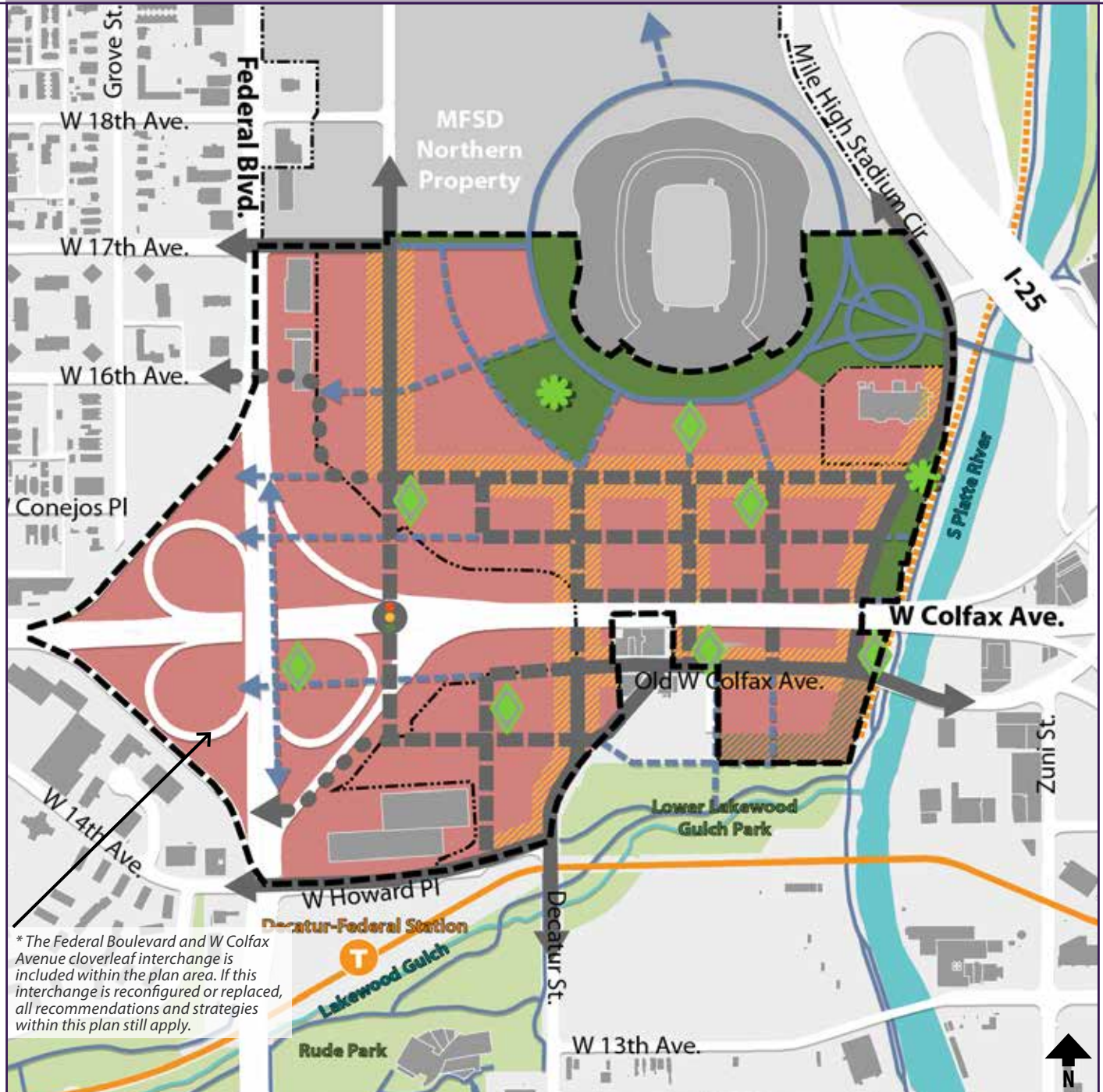
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# DIVERSIFY uses and experiences

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**Figure 9 Potential Land Use**

This is one potential scenario to implement this plan's recommendations.

- Existing Pedestrian/Bicycle Only Connection
- Potential Pedestrian/Bicycle Only Connection
- Important Future Connection
- Active Corridor
- Mixed-Use
- Potential Park or Public Space
- Potential Park
- Potential Pocket Park/Special Use Park
- Existing Road Connection
- Potential Road Connection
- Green Development Buffer
- Existing Park or Open Space
- Waterway
- Rail Transit
- Trolley
- MFSD Property
- Plan Area
- At-Grade Signaled Intersection

# LAND USE & BUILT FORM



**Enhance the character and quality of the neighborhoods**

## Built Form Goal

Promote high-quality development that creates diverse neighborhood places and experiences through a variety of building densities and intensities within a mixture of building forms that reinforce a comfortable, human-scale pedestrian experience.

## Why It's Important

Supporting walkable, high intensity, mixed-use development around transit is an important part of Denver's ongoing social, environmental and economic vitality. Channeling higher intensity (e.g. taller, larger) development to areas near transit is a key piece of Denver's growth strategy, and is essential for the city to remain resilient, inclusive, and sustainable. While this plan calls for a significant increase in building intensity to activate the area and help finance affordable housing and other recommended improvements, it is equally important that new development helps to create an attractive, comfortable neighborhood where people want to live, work, and play. The plan seeks to balance the recommended increase in intensity with a variety of building heights and massing.

## Recommendations & Strategies

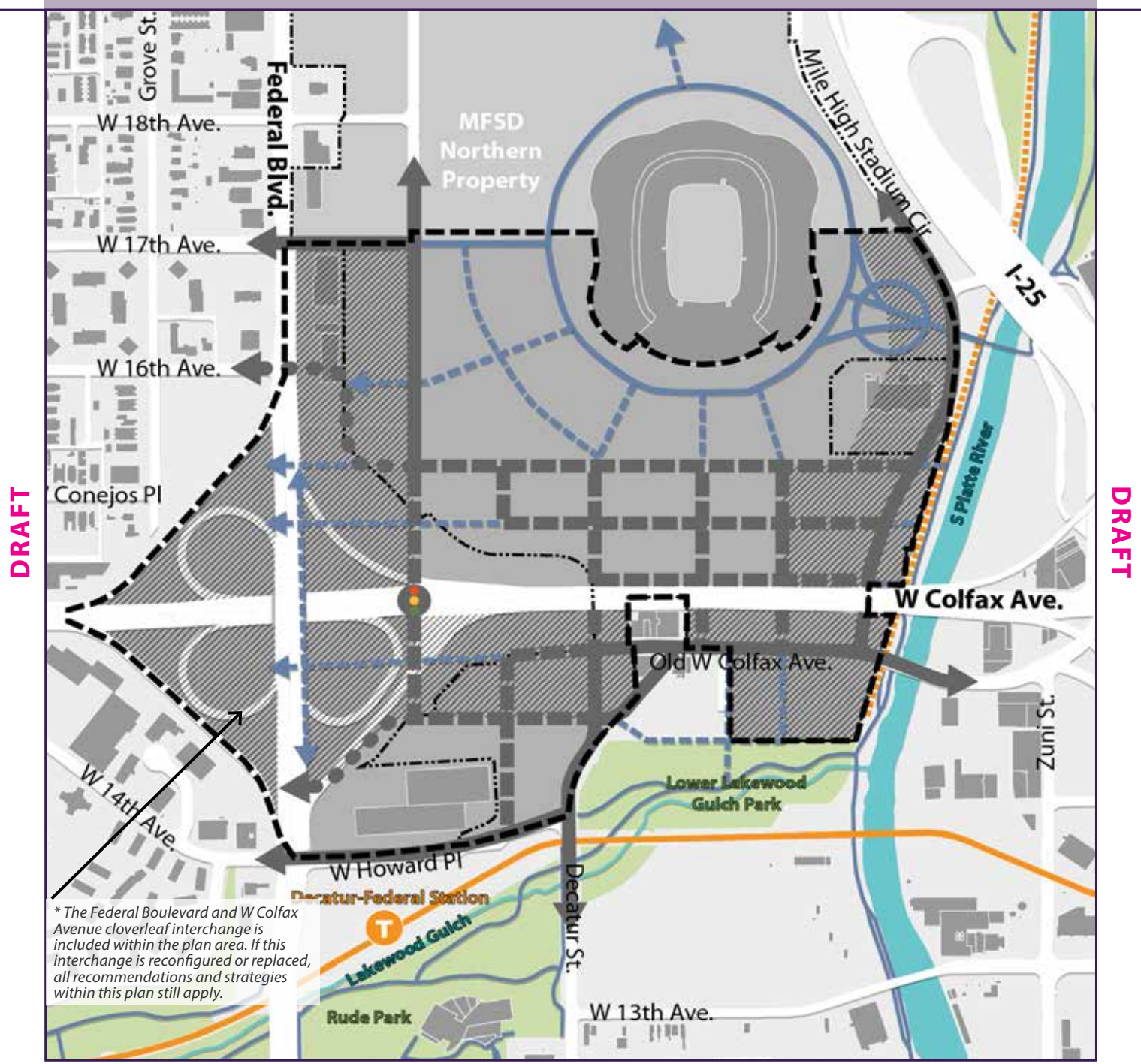
### 1.6 Ensure that taller buildings incorporate design techniques to reduce massing.

- A. Apply zoning regulations to reduce the mass of buildings over five stories throughout the plan area. Zoning tools to promote reduced mass, human-scale development, and access to light and air include, but are not limited to:
  - i. Maximum floor area ratio (FAR);
  - ii. Building floor plate limits;
  - iii. Minimum upper-story setbacks or stepbacks;
  - iv. Incremental mass reduction requirements (percentage reductions in building mass as height increases);
  - v. Maximum sizes for tower building elements; and/or
  - vi. Minimum spacing between tower building elements.
- B. Apply additional zoning regulations or other regulatory tools to further reduce the mass of buildings over five stories on frontages facing the South Platte River, Lakewood Gulch, and Old West Colfax Avenue. Tools to further reduce mass and scale and provide a transition to lower scale areas include, but are not limited to:
  - i. Calibration of a zoning tool or tools listed under 1.5.A to provide additional mass reduction;
  - ii. Design standards and guidelines that protect or frame key views, such as views toward the South Platte River, Lakewood Gulch, or Rocky Mountains; or
  - iii. Design standards and guidelines that focus mass reduction on facades adjacent to active public spaces, like the public space adjacent to the South Platte River and Lakewood Gulch, or existing lower-scale development.

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BUILD  
quality places



**Figure 10 Special Building Height & Mass**

*This is one potential scenario to implement this plan's recommendations.*

- Special Building Height & Mass Recommendations Apply (see recommendation 1.5.C)
- Existing Road Connection
- Potential Road Connection
- Existing Pedestrian/Bicycle Only Connection
- Potential Pedestrian/Bicycle Only Connection
- Important Future Connection
- Existing Park or Open Space
- Waterway
- Rail Transit
- Trolley
- MFSD Property
- Plan Area
- At-Grade Signaled Intersection



## Recommendations & Strategies, continued

### 1.7 Promote human-scale and high-quality design throughout the plan area.

- A. Apply zoning regulations and/or associated design standards and guidelines to ensure human-scale building design. Zoning and design standards and guidelines tools include, but are not limited to:
  - i. **Limitations on Visible Structured Parking:** Require most structured parking to be wrapped with other uses so that it is not visible from the street. Where structured parking is not wrapped with other uses, incorporate human-scale design techniques that integrate parking and non-parking facades through use of similar materials, articulation and window patterns.
- B. Apply additional regulatory tools, including design standards and guidelines, to further promote distinctive human-scale building design. Design standards and guidelines or other design tools should address:
  - i. **Facade Articulation:** Promote facade designs that provide a human-scale rhythm of vertical and horizontal design elements, such as wall offsets, material changes and other techniques.
  - ii. **Public Realm Enclosure:** Provide a comfortable sense of enclosure through the relationship of street widths and building height/massing.
  - iii. **Facade Materials and Finishes:** Promote the use of high-quality, durable facade materials and finishes that provide a sense of human-scale and contribute to the overall aesthetics and longevity of development, where applicable.
  - iv. **Distinctive Skyline Design:** Promote distinctive upper-story building designs that create a recognizable skyline.
  - v. **Adaptable Design:** Promote building designs that allow for future adaptation, such as converting street level residential to commercial use or structured parking to active use.
  - vi. **Timeless Design:** Promote a sense of permanence by incorporating classic proportions and materials into new building designs, including designs that incorporate innovative techniques.
  - vii. **Universal Design:** Ensure streets and buildings meet the needs of all potential users regardless of age, ability, or disability.

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## ***BUILD*** ***quality places***

### **Design Review with Design Standards and Guidelines**

Updated zoning and design review tools will be necessary to implement the recommendations and strategies in the Land Use & Built Form section. Development of a design review process informed by design standards and guidelines will be especially important to promote recommendations and strategies for high-quality, human-scale design and pedestrian-oriented frontages, with particular emphasis on the South Platte River frontage. A design review process supplements adopted zoning requirements by providing context-sensitive review of individual projects on a case-by-case basis using adopted design standards and guidelines drafted in collaboration with area stakeholders. Design review of proposed projects is usually conducted by city staff or an appointed design advisory board. Recommendations 1.6, 1.7, 1.8, and 1.9 and their strategies specifically state applying design standards and guidelines to implement the plan's recommendations and strategies. Reference recommendations 1.6, 1.7, 1.8, and 1.9 for additional information.



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## Recommendations & Strategies, continued

### 1.8 Promote pedestrian-oriented frontages throughout the plan area and especially along the South Platte River and Lakewood Gulch.

A. Apply updated zoning regulations that ensure active, pedestrian-oriented street frontages. Zoning tools include, but are not limited to:

- i. **Minimum Build To:** Require building frontages to frame the sidewalk edge while allowing flexibility for outdoor serving areas for restaurants and cafes, small plazas, and other spaces that provide a connection between private development and the public realm.
- ii. **Residential Setbacks and Entries:** Require a minimum setback and individual entries from the street for street level residential units to provide a transition between private residential space and allow for individual residential entries.
- iii. **Transparency:** Require significant street level transparency, including windows and other elements that connect building uses to the public realm.
- iv. **Vehicle Access:** Encourage consolidated vehicle access points (from alleys when possible) to minimize pedestrian conflicts.

B. Apply additional regulatory tools, including zoning regulations and design standards and guidelines, to ensure highly-active pedestrian-oriented frontages along Active Corridors (see Figure 9), including Mile High Stadium Circle along the South Platte River. Zoning and design standards and guidelines tools should be calibrated to:

- i. Require increased minimum build-to percentage and reduced maximum build-to range to promote an urban frontage on Active Corridors;
- ii. Require increased minimum street level transparency on Active Corridors;
- iii. Promote active non-residential uses at the street level to encourage pedestrian activity on Active Corridors;

- iv. Prohibit inactive street level uses such as parking, mini-storage or wholesale trade, car wash bays and drive-thru services on Active Corridors; and
- v. Promote the provision of publicly-accessible open space on Active Corridors.

C. Apply additional regulatory tools, including zoning regulations and design standards and guidelines, to ensure development near the South Platte River, Lakewood Gulch, and the confluence of the two waterways is oriented to the river and gulch.

- i. New development should respect the river as a natural resource while also promoting a lively riverfront and public access.
- ii. Encourage building height, massing, form, setbacks, and tower spacing to be sensitive to the natural environment along the river's edge, parks, and open space.
- iii. Require a minimum setback or buffer between development and the South Platte River or Lakewood Gulch when there is no road separating them. The location is portrayed through the 'Green Development Buffer' shown in Figure 9.
- iv. Conduct sun/shade studies of future development to assist with calibration of regulatory tools, such as tower spacing and upper-story setbacks, to prevent overshadowing of the river and adjacent open space.
- v. Promote quality building facades through facade articulation and materials, and orient patios, entries, and balconies towards the waterways.
- vi. In addition to the strategies described in 1.8.B, incorporate an especially high level of active non-residential uses on the street level at Mile High Stadium Circle.
- vii. Minimize visual impacts from automobiles along the waterway edges.

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## ***BUILD quality places***

### **1.9 Apply regulatory tools that require streetscape, landscape, and public space standards that contribute to the character of the public realm.**

- A. Encourage the creation of stronger physical and programmatic relationships between the landscape and architecture.
- B. Ensure these regulatory tools reference past and on-going planning efforts and design standards and guidelines.
- C. Prioritize high-quality landscape and public spaces along the South Platte River and Lakewood Gulch.



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## Potential Outcomes of Implementing the Recommendations & Strategies

Encourage high ease of use bicycle facilities.

Explore ways to connect streets to adjacent development, including public space.



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Figure 11 Example of Building Massing and a Mixed-Use Street

Encourage space for cafe zones and pedestrian refuge.

Promote a variety of vertical and horizontal uses that activate the street and public space.



Figure 12 Example of Building Massing and a Mixed-Use Street



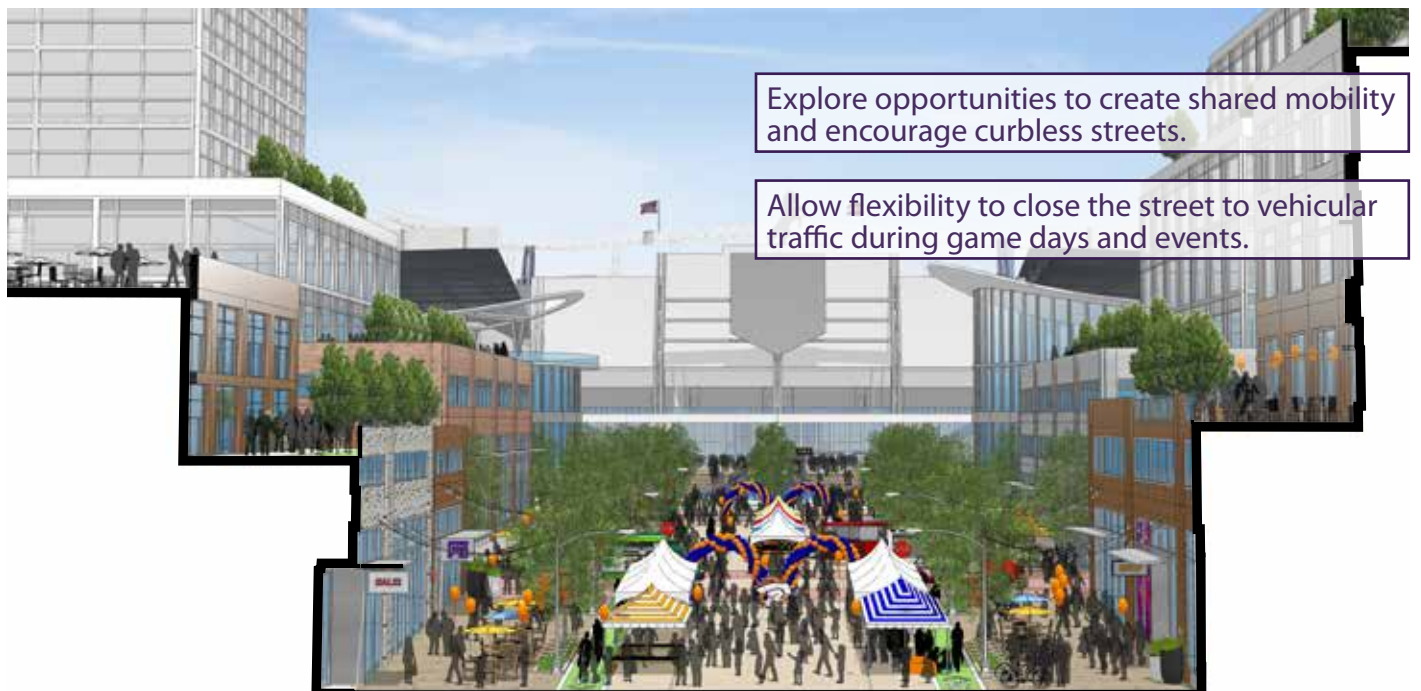
## ***BUILD quality places***



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**Figure 13** Example of Building Massing and the Festival Street

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**Figure 14** Example of Building Massing and the Festival Street - Game Day or During Events



## Potential Outcomes of Implementing the Recommendations & Strategies

Explore ways to activate the alley.

Encourage alleys to be used for vehicular access to development and for pedestrian and bicyclist access through the plan area.

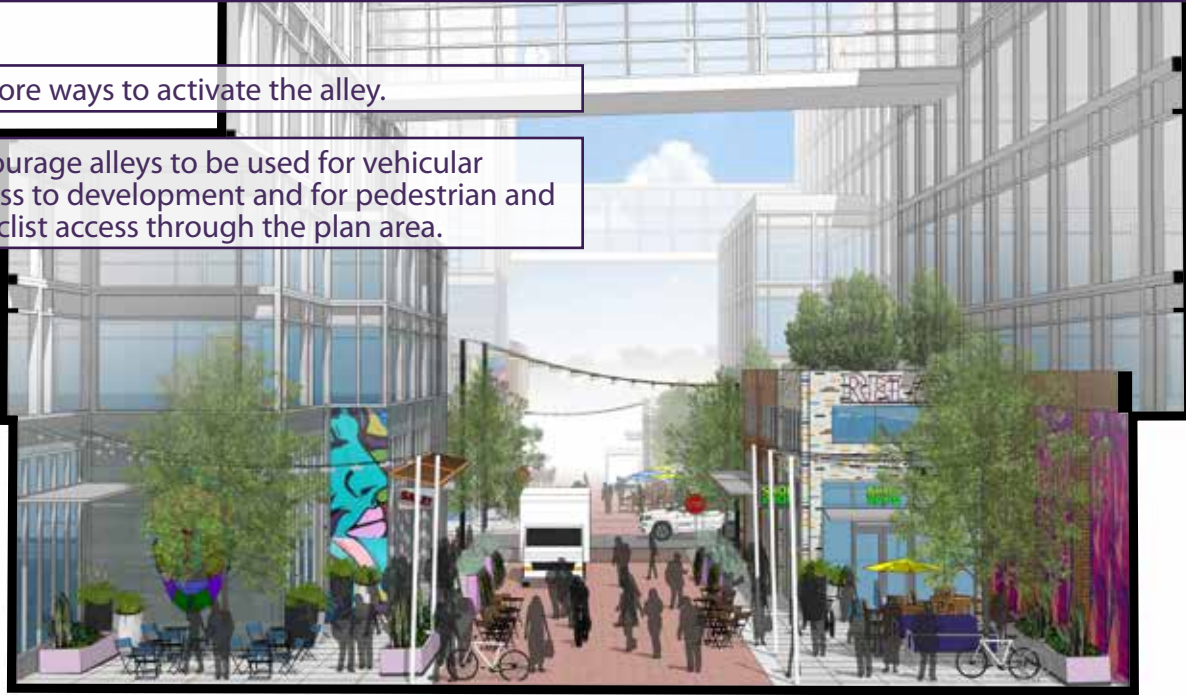


Figure 16 Example of Building Massing and an Alley

Explore designs that contribute to the street's character.

Recognize and contribute to the existing character through placemaking.



Figure 15 Example of Building Massing and a Main Street



## ***BUILD quality places***



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**Figure 17 Example of Building Massing**

This image is conceptual in nature and shows one example of building massing across the plan area.

# LAND USE & BUILT FORM

The **Comprehensive Plan 2040** creates a vision and goals to tie together the city's plans and policies. The vision is composed of six vision elements and this plan's recommendations support or help achieve those vision elements. Below are the recommendations in the Land Use & Built Form section that support the vision elements.

## Support of the Comprehensive Plan Vision Elements

Recommendations that apply to the  
**Comprehensive Plan 2040** Vision Elements

Equitable, Affordable and Inclusive



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1.3 (page 37)  
1.4 (page 38)

Strong and Authentic Neighborhoods



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1.3 (page 37) 1.6 (page 40) 1.9 (page 45)  
1.4 (page 38) 1.7 (page 42)

Connected, Safe, and Accessible Places



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Economically Diverse and Vibrant



1.2 (page 37) 1.5 (page 38)  
1.3 (page 37) 1.7 (page 42)  
1.4 (page 38)

Environmentally Resilient



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1.8 (page 44)  
1.9 (page 45)

Healthy and Active



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

## Goal

The future street network should prioritize multimodal features such as bikeways, detached sidewalks and traffic calming measures that encourage a shift from driving to other travel modes such as walking or rolling, biking, and transit. The plan area should be accessible to people of all ages, abilities, and incomes and provide mobility options that meet all needs. This plan should also utilize the existing transit infrastructure to connect the new neighborhood to the rest of the Denver metro area.

## Why It's Important

As Denver's neighborhoods grow, there is also a need to improve mobility, or how people, goods, and services are moved. A mobility network provides transportation and influences how people get to and from their destinations. All residents should have a variety of choices to satisfy their mobility needs. To ensure everyone has a choice of and access to mobility, it's important that this plan creates a multimodal, inviting, and accessible mobility network.

## Recommendations & Strategies

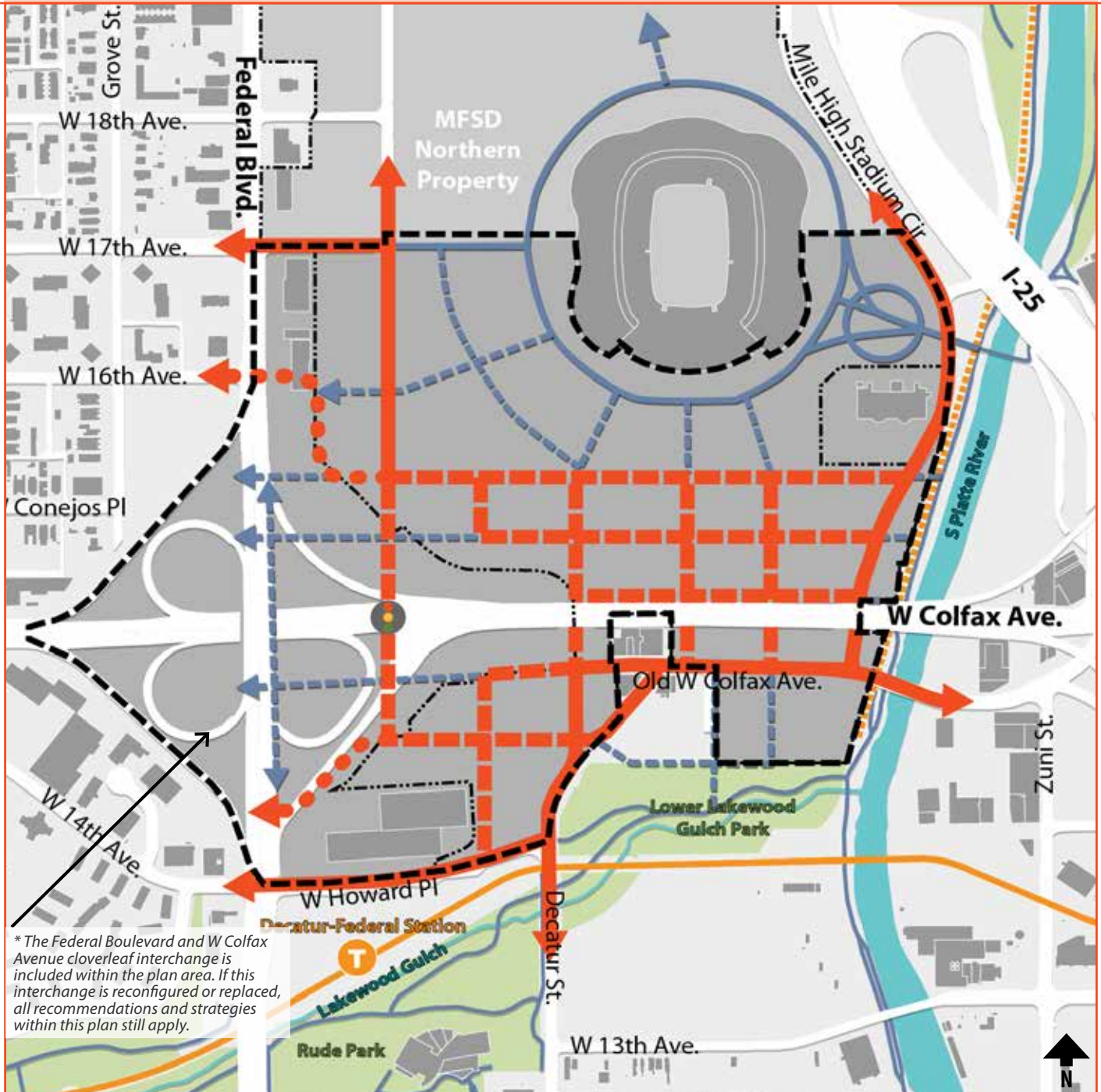
### 2.1 Create a connected, multimodal street network by enhancing existing streets and creating new streets within the plan area as shown in Figure 18.

- A. Implement new north/south and east/west connections across the plan area that connect to existing streets and neighborhoods (see Figure 18).
- B. Update existing streets to improve their functionality and connectivity.
  - i. Collaborate with the Department of Public Works (DPW) and Regional Transportation District (RTD) to improve pedestrian and bicycle access to Decatur-Federal Station by updating W. Howard Place, Morrison Road, and Decatur Street.
  - ii. Create one continuous street by connecting Old West Colfax Avenue to W Colfax Avenue and ending Mile High Stadium Circle at the intersection of those streets.
  - iii. Explore ways for the Old West Colfax Avenue bridge over the South Platte River and connection to Walnut Street to be updated with appropriate pedestrian and bicycle facilities.
  - iv. Update Mile High Stadium Circle Drive to include pedestrian facilities connecting to the open space along the South Platte River and traffic calming measures, such as raised intersections or curbless conditions, which could be pilot projects.
- C. Update existing intersections to increase comfort and safety for pedestrians and bicyclists.
  - i. Prioritize implementing recommendations to reduce fatalities and injuries on Federal Boulevard, as listed in the Denver Vision Zero Action Plan, by collaborating with DPW and RTD to improve pedestrian and bicycle safety at the intersection of Federal Boulevard and West Howard Place.
  - ii. Study opportunities to improve pedestrian and bicycle crossings at the intersection of Decatur Street and W. Howard Place.
  - iii. Update the intersection of W. 17th Avenue and W. Dick Connor Avenue to accommodate future bicycle facilities.

# CONNECT neighborhoods











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**Figure 18 Potential Road Network**

This is one potential scenario to implement this plan's recommendations. There are multiple network configurations that would implement this plan, and especially for a replacement or retrofit of the Federal Boulevard and W Colfax Avenue cloverleaf interchange.

-  Existing Pedestrian/Bicycle Only Connection
-  Potential Pedestrian/Bicycle Only Connection
-  Existing Road Connection - to be updated
-  Potential Road Connection
-  Important Future Connection
-  Existing Park or Open Space
-  Waterway
-  Rail Transit
-  Trolley
-  MFSD Property
-  Plan Area
-  At-Grade Signaled Intersection

# Recommendations & Strategies, continued

## 2.2 Incorporate a variety of street types that utilize complete street design and support the function of every day and game day mobility.

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- A. Create a robust street tree canopy by using best practices for tree planting and maintenance.
- B. Prioritize incorporating green infrastructure and streetscape amenities on all streets such as: attractive landscaping, green infrastructure planters, café seating, benches, public art, and trash/recycling receptacles.
- C. Use the city's current guides and standards and the most recent and innovative approaches for street design.
  - i. Where proposed street cross-sections conflict with current city standards, Manager of DPW approval is needed if a non-standard proposed street cross-section is desired and for updates to city standards and policies, for the plan area or citywide, that will allow the implementation of new and innovative street designs.
  - ii. Identify potential pilot projects that test alternative street designs which explore going above and beyond city standards to calm traffic and prioritize pedestrians and bicyclists by incorporating elements such as, but not limited to: curbless streets, different varieties of paving and permeable paving, raised intersections, and alternative locations and design of streetscape amenities.
- D. New and existing streets should be aligned with the street types identified in Figure 19, and portrayed in Figures 20-23, and seamlessly connect to each other.
- E. Work with property owners and DPW to allocate space needed to implement elements that achieve the identified street types.
- F. Incorporate a Festival Street centrally located between the stadium and Lakewood Gulch.
  - i. The street should be designed to be closed for game days and events, but also function for every day use.

- G. Identify portions of Mile High Stadium Circle that could be a Festival Street and include curbless conditions.
  - i. Mile High Stadium Circle is designated as a mixed-use collector to accommodate mobility needs during game days and events. During the rest of the year, the section of the road along the river may function as a Festival Street (see Figure 20) to accommodate different engagement opportunities at the river's edge and adjacent public space.
- H. Encourage streets across the plan area to be green spines and to have enhanced or wider pedestrian walkways and amenity zones with additional street trees, green infrastructure, or landscape.
  - i. These streets should facilitate access to public spaces, including parks, and to surrounding neighborhoods.

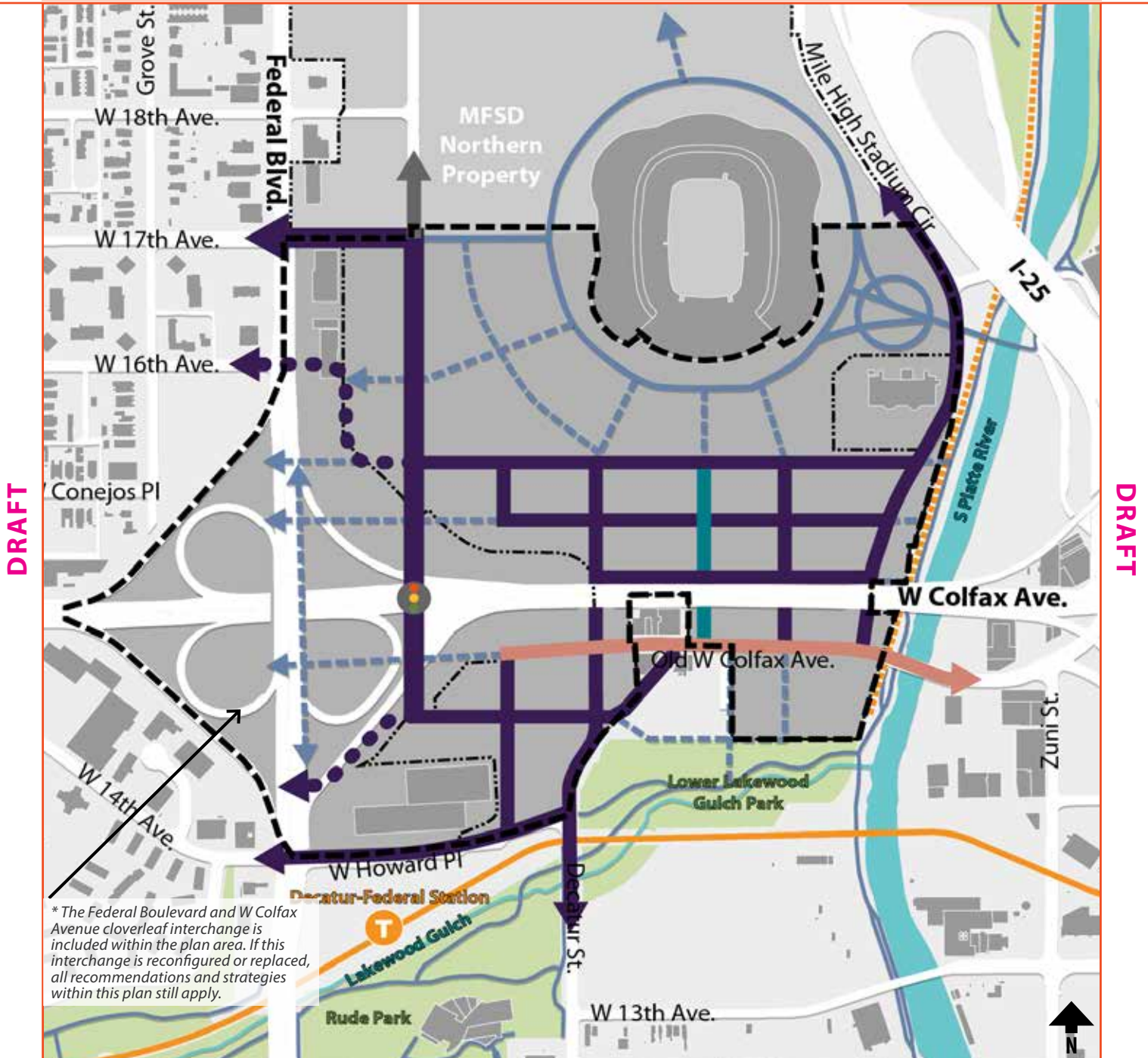
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## Complete Streets

Complete streets are streets for everyone and are designed and operated to enable safe and equal access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. There are a wide variety of design strategies and techniques that can be used to create complete streets, including:

- Vehicular lane reconfigurations or less travel lanes;
- Creating safe bicycle infrastructure and parking;
- Incorporating transit, such as bus lanes;
- Creating pedestrian-only streets or incorporating pedestrian plazas;
- Improved or updated crosswalks, including raised intersections, where the entire intersection is elevated to the level of the sidewalk;
- Signal timing that reduces crash risks;
- Curb extensions or bulbouts;
- Public seating or outdoor dining; or
- Landscaping and green infrastructure.

# CONNECT neighborhoods



**Figure 19 Potential Street Types**

This is one potential scenario to implement this plan's recommendations. There are multiple network configurations that would implement this plan, and especially for a replacement or retrofit of the Federal Boulevard and W Colfax Avenue cloverleaf interchange.

- Existing Pedestrian/Bicycle Only Connection
- - - Potential Pedestrian/Bicycle Only Connection
- Potential Festival Street
- Potential Main Street - Local
- - - Potential Mixed-Use Street - Local
- Potential Mixed-Use Street - Collector
- ... Important Future Connection
- Existing Park or Open Space
- Waterway
- Rail Transit
- ... Trolley
- - - MFSD Property
- - - Plan Area
- At-Grade Signaled Intersection

## Recommendations & Strategies, continued

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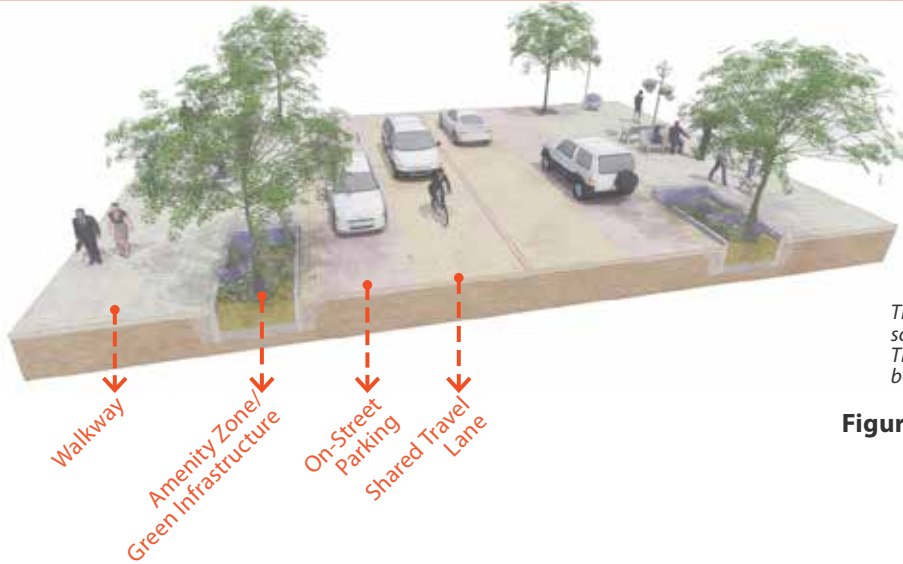
Street Types:	Should be designed to accommodate:	Components:	Other Design Elements and Amenities:
Festival Street	<ul style="list-style-type: none"> <li>Events or festivals</li> <li>Year-round activity</li> <li>Pedestrian-oriented activity</li> <li>Shared mobility for automobiles, bicycles, and scooters</li> <li>A mix of land uses</li> <li>Stormwater drainage</li> </ul>	<ul style="list-style-type: none"> <li>One travel lane in each direction</li> <li>On-street parking on both sides of the street</li> <li>Wider sidewalks that provide space for cafe zones and a high-volume of pedestrians</li> <li>Amenity zone with trees, planters, and seating</li> <li>Bikeways as identified in the bike network in Figure 24</li> </ul>	<ul style="list-style-type: none"> <li>Special paving treatments that create a shared street, such as textured or permeable pavements that are flush with the curb, and paving materials that define travel lanes and parking spaces</li> <li>Planters, street furnishings, or design elements that define travel lanes, parking spaces, and pedestrian areas</li> </ul>
Main Street	<ul style="list-style-type: none"> <li>Ground floor activity</li> <li>Pedestrians</li> <li>Movement of automobiles, bicycles, and scooters</li> <li>A mix of land uses</li> <li>Stormwater drainage</li> </ul>	<ul style="list-style-type: none"> <li>One travel lane in each direction</li> <li>On-street parking on both sides of the street</li> <li>Wider sidewalks that provide space for cafe zones and a high-volume of pedestrians</li> <li>Amenity zone with trees, planters, and seating</li> <li>Bikeways as identified in the bike network in Figure 24</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced paving materials and detailing</li> <li>Streetscape furnishings</li> <li>Green infrastructure wherever possible</li> </ul>
Mixed-Use Street	<ul style="list-style-type: none"> <li>Ground floor activity</li> <li>Pedestrians</li> <li>Efficient movement of automobiles</li> <li>Space for movement of bicycles and scooters</li> <li>A mix of land uses</li> <li>Stormwater drainage</li> </ul>	<ul style="list-style-type: none"> <li>One travel lane in each direction</li> <li>On-street parking on both sides of the street</li> <li>Wider sidewalks that provide space for cafe zones and a high-volume of pedestrians</li> <li>Wider amenity zone with trees, planters, and seating</li> <li>Bikeways as identified in the bike network in Figure 24</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced paving materials and detailing</li> <li>Streetscape furnishings</li> <li>Green infrastructure wherever possible</li> </ul>
Alley	<ul style="list-style-type: none"> <li>Access for loading, garage access, waste pickup, and other back-of-house uses</li> <li>Ability to vary in size depending on the type and intensity of adjacent uses</li> <li>Stormwater drainage</li> </ul>	<ul style="list-style-type: none"> <li>Travel lane(s)</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced materials and detailing</li> <li>Green infrastructure wherever possible</li> </ul>

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**Figure 20 Street Types Matrix**

The Street Types Matrix illustrates the types of streets the community desires in the plan area. The matrix defines a baseline for: what the streets should be designed to accommodate; the components of the cross-section of the street; and other design elements or amenities that could exist within these streets. This matrix portrays the design intent that will achieve the community's desires and citywide goals.

# CONNECT neighborhoods



*This image is conceptual and shows one scenario that achieves the goals of this plan. The intent of this image is to show one of the best possible outcomes.*

**Figure 21 Conceptual Festival Street**



*This image is conceptual and shows one scenario that achieves the goals of this plan. The intent of this image is to show one of the best possible outcomes.*

**Figure 22 Conceptual Main Street**



*This image is conceptual and shows one scenario that achieves the goals of this plan. The intent of this image is to show one of the best possible outcomes.*

**Figure 23 Conceptual Mixed-Use Street**

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# Recommendations & Strategies, continued

## 2.3 Prioritize pedestrians by incorporating walkable streets with pedestrian facilities.

- A. Create block sizes that are walkable (see recommendation 2.1).
- B. Provide pedestrian facilities on all streets that can handle the pedestrian load of major events and ensure safe pedestrian access for people walking or rolling on game day and every day.
  - i. Implement enhanced pedestrian facilities on streets that connect to the South Platte River, mobility hubs (see recommendation 2.7.F), transit stations and stops, and to the stadium, schools, parks, open space, and other amenities.
  - ii. Enhanced pedestrian facilities should include:
    - Wider sidewalks;
    - Amenities such as trees, attractive landscaping, café seating, benches, public art, trash/recycling receptacles, and bicycle parking;
    - Pedestrian-scaled lighting; and/or
    - Landscaping and water quality facilities.
- C. Reduce potential conflicts between pedestrians and other modes of transport, amenity zones, and adjacent development.
  - i. Develop alleys in conjunction with redevelopment and establish vehicular alley access to future development to eliminate curb cuts along streets.
  - ii. Ensure streets with café zones provide adequate space for pedestrians and streetscaping, especially in areas with high pedestrian volumes.
  - iii. Create spaces along streets that provide pedestrian refuge, are flexible spaces, and provide opportunities for events.

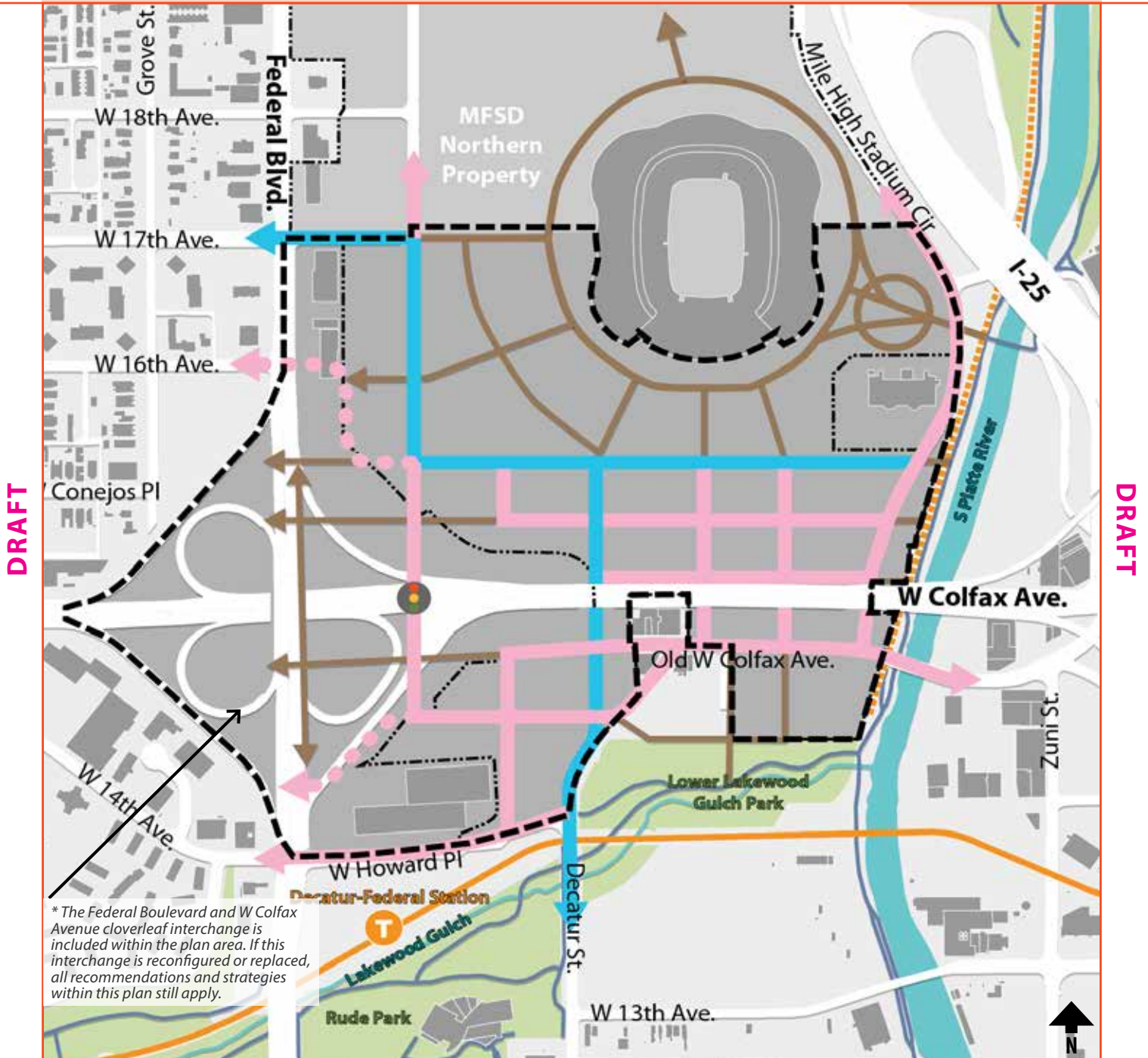
## 2.4 Create a complete network of high ease-of-use bicycle facilities (this includes people using mobility devices that use bike facilities).

- A. Incorporate bicycle facilities across the plan area and prioritize grade-separated facilities to be located on streets identified in Figure 24.
- B. For new roads not limited by a constrained right-of-way, utilize grade-separated bike and scooter lanes even where vehicle volumes are lower than where they might otherwise be recommended.
- C. Prioritize connecting bicycle facilities to the Decatur-Federal and Mile High transit stations, Lakewood Gulch, and the South Platte River.
- D. Consider additional bicycle facilities that connect development to the South Platte River and the Lakewood Gulch (see recommendation 2.5).
- E. Update the *Denver Moves Plan* to reflect the bicycle connections shown in Figure 24.
- F. Incorporate bicycle amenities throughout the plan area.
  - i. Include bicycle racks placed appropriately along streets and in parks and public spaces.
  - ii. Implement a bike hub as part of the mobility hub (see strategy 2.7.F) and include features such as: indoor bike parking; bike repair and maintenance equipment; and amenities for bicyclists that may include seating, changing rooms, and showers.

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# CONNECT neighborhoods



**Figure 24 Potential Bike Network**

This is one potential scenario to implement this plan's recommendations. There are multiple network configurations that would implement this plan, and especially for a replacement or retrofit of the Federal Boulevard and W Colfax Avenue cloverleaf interchange.

- Grade-Separated Bike Lane
- Shared Use Sidewalk
- Shared Roadway
- Important Future Shared Roadway Connection
- Trail
- Existing Park or Open Space
- Waterway
- Rail Transit
- Trolley
- MFSD Property
- Plan Area
- At-Grade Signaled Intersection

# Recommendations & Strategies, continued

## 2.5 Increase access to multi-use trails and pathways.

- A. Update or implement intuitive, low-stress connections that can handle the pedestrian load of major events.
  - i. Evaluate and update connections or infrastructure, such as the existing bridge over the South Platte River, to accommodate a higher capacity of pedestrians and bicyclists.
  - ii. Improve the intersection of the Lakewood Gulch and South Platte River multi-use trails.
  - iii. Explore ways to update the multi-use trail underpasses to be more comfortable and inviting.
- B. Provide additional multi-use trail or sidewalk access from the future mobility network and development to existing multi-use trails and pathways as shown in Figure 18.
- C. Prioritize creating seamless pedestrian and bicycle connections to and along the South Platte River and Lakewood Gulch.
  - i. Extend the multi-use trail on the east side of the South Platte River further south to better connect both sides of the river and adjacent properties and public space.
  - ii. Explore ways to connect the plan area's multi-use trails and pathways to adjacent ongoing and future projects and development along the South Platte River.
  - iii. Prioritize the alternative of moving the trolley to be located within Mile High Stadium Circle to create seamless access from the multi-use trails to the public space adjacent to the river.

## 2.6 Implement an area-wide Transportation Demand Management (TDM) program for new development to maximize use of alternative modes of travel.

- A. Create an area-wide TDM program that is aligned with the citywide TDM program and prioritizes reducing game day congestion.
- B. Require project-specific TDM plans that incorporate strategies and measures to achieve the area-wide TDM program.
  - i. Encourage appropriate strategies listed on page 61 to be communicated, evaluated, monitored, and enforced to create robust and implementable TDM plans.
- C. Work with the MFSD and future developers to amend the Parking and Traffic Management Plan to improve every day and game day area-wide circulation and efficient parking management for all modes through TDM strategies such as:
  - i. Area based parking management techniques that support shared parking arrangements.
  - ii. Designing and managing parking in a way that does not create barriers for pedestrians or future transit use.
  - iii. Sharing parking to maximize efficient use of available parking by combining both building-specific parking with publicly available parking.
  - iv. On-street parking management tools including time limits and meters to ensure parking availability.
  - v. Promoting carpooling, transit use, bicycling, walking, teleworking and off-peak travel options over driving alone.
  - vi. Implementing innovative parking standards that may include parking maximums, no requirements for parking, and unbundling of parking and development.
- D. Coordinate with Colorado Department of Transportation (CDOT), CCD, RTD, and other partners to utilize technology to implement TDM strategies.

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# CONNECT neighborhoods

## TDM Strategies

Transportation Demand Management refers to a suite of strategies that aim to reduce automobile traffic congestion and vehicle emissions by helping people use the transportation system more efficiently. TDM strategies aim to reduce drive-alone automobile trips, particularly during peak traffic periods, by shifting those trips to other modes of travel or to other times of day. The suite of TDM strategies is evolving and expanding, and certain strategies are more effective in specific circumstances. Therefore, any TDM plan should be measured by trip reduction outcomes and be flexible enough to incorporate new strategies for every day and game day mobility.

### Programmatic Strategies

- Discounted (or free) EcoPasses for employees, residents, and low-income residents;
- Neighborhood Eco Pass (NeCO Pass) for people living in the neighborhood;
- Discounted car-share memberships;
- Promotional campaigns such as Bike to Work Day, Walk to Work Day, or Dump the Pump Day;
- Leverage programs identified in the DRCOG Regional TDM Short Range Plan (2012-2016); and
- Individualized marketing.

### Design Strategies

- Building and destination access (e.g. a bike lane that links from a trail to the garage and into a bike parking area);
- Information boards/kiosks;
- Direct route to transit;
- Bike or other dock-less mobility parking;
- Passenger loading zones for ride shares, autonomous vehicles, etc. particularly at locations with high peak periods such as entertainment uses;
- Locate parking out-of-sight with alley access;
- Right-of-way improvements that encourage walking, biking, or ride sharing; and
- Curbside management strategies that transition depending on the activity (e.g. travel lanes that operate as one way during events and two-way on normal

### Transit Strategies

- Shuttle service to/from transit;
- Subsidized transit passes through employers or events;
- Bus shelters that are covered, well-lighted, and provide seating;
- Informative and visible signs and maps;
- Accommodations for bicycles on transit vehicles;
- Wireless capabilities for riders; and
- Broncos Ride Game Day Specialty Service.

### Parking Strategies

- Secure bike, scooter, and other non-auto parking;
- Unbundle residential parking (sell or lease parking spaces separately from residential units);
- Parking cash-out options for on-site "free" employee parking;
- Parking maximums instead of minimums (a lower volume of vehicles entering and exiting from garages will also enable garage access on alleys); and
- Parking management: car share, electric vehicle sharing, public parking garages.

### Commute Trip Reduction Strategies

- Carpool, vanpool, schoolpool, and ride share;
- Guaranteed ride home;
- Showers and lockers; and
- Flexible work schedule.

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# Recommendations & Strategies, continued

## 2.7 Increase and enhance transit and shared mobility options.

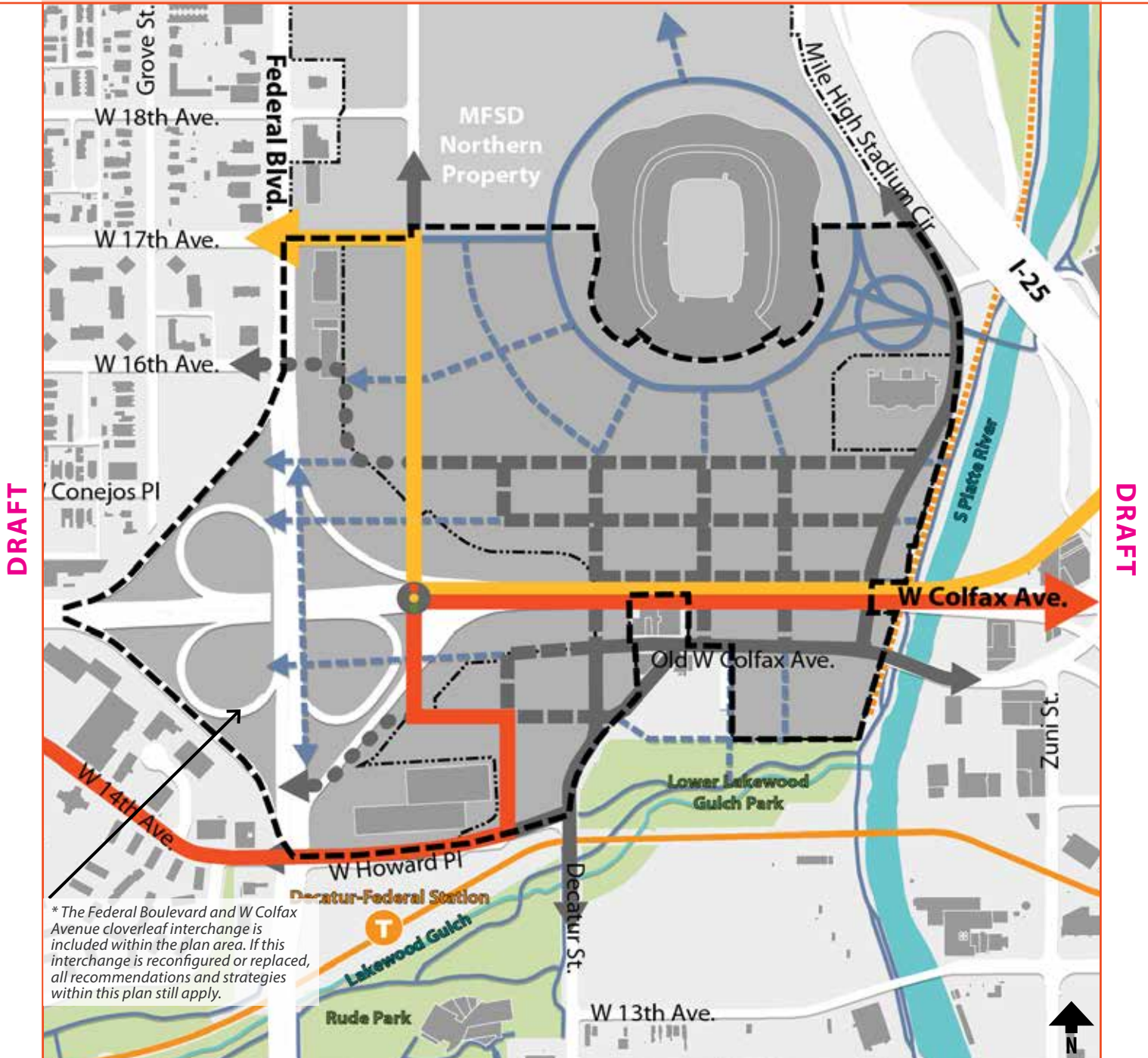
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- A. Provide improved and additional bus connections and stops.
  - i. Work with RTD to establish new potential bus routes and/or update existing bus routes as needed to provide better service across the plan area (see Figure 25).
  - ii. Update street cross-sections and intersections, such as incorporating a full-movement traffic signal at Federal Boulevard and W Colfax Avenue, where future bus routes have been identified to include speed and reliability corridor elements and to accommodate operational needs of transit.
  - iii. Provide new bus stops as needed to be appropriately located for service and safety.
  - iv. Update the bus stop at Federal Boulevard and West Howard Place as needed to create a safer user experience.
  - v. Incorporate amenities at bus stops such as seating, shelters, and signage.
- B. Work with RTD and the MFSO to identify the best new location for the Broncos Ride Game Day Specialty Service and the bus boarding, alighting, and parking area.
  - i. The existing location on the southeast side of the plan area works well with operational needs and a new location as close to the existing location would be ideal.
  - ii. The new location should not increase trip time or walk distance to stadium gates.
  - iii. The Broncos Ride Game Day Specialty Service bus boarding, alighting, and parking is encouraged to be located beneath future development.
  - iv. The new location should minimally impact the flow of pedestrians and bicyclists on game day.
- C. Encourage short distance shuttle services or micro-transit service options within the plan area that better connect people across the plan area, to adjacent neighborhoods, and to transit stations.

- D. Study potential expansion of the trolley into the study area and the desired or needed frequency of service.
- E. Work with RTD to improve the transit rider experience and the pedestrian experience leading to and from transit stations to improve every day use and the game day experience.
  - i. Explore adding additional tracks for the W line between the Auraria West station and Union station to allow for separate operation of W-Line trains from the E/C Line trains.
  - ii. Incorporate amenities at stations such as seating, shelters, and signage.
  - iii. Evaluate the need for an elevated pedestrian walkway on the east side of the stadium connecting over Mile High Stadium Circle to create efficient access to Mile High station.
- F. Identify a location, or locations, for a mobility hub that integrates multiple modes of travel and is designed to accommodate and include:
  - i. Pedestrian and bicycle connections; bicycle and scooter parking; charge stations for electric shared mobility (e.g., scooters); bicycle share; on-demand transportation service (e.g. transportation network companies or those using mobility devices) drop-off zones; transit facilities, such as bus stops with shelters, signage, and seating; and wayfinding.
- G. Dedicate curb space in appropriate areas for on-demand transportation services and drop-off zones that can also be utilized for delivery vehicles.
  - i. Ensure these drop-off zones function for necessary game day services and use.
- H. Encourage shared mobility options such as electric scooters, electric bikes, bike shares, etc.
- I. Adapt to changing technology that influences mobility usage and demand by incorporating Smart City Technologies to enhance the mobility experience (see page 64).

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## CONNECT neighborhoods



# Recommendations & Strategies, continued

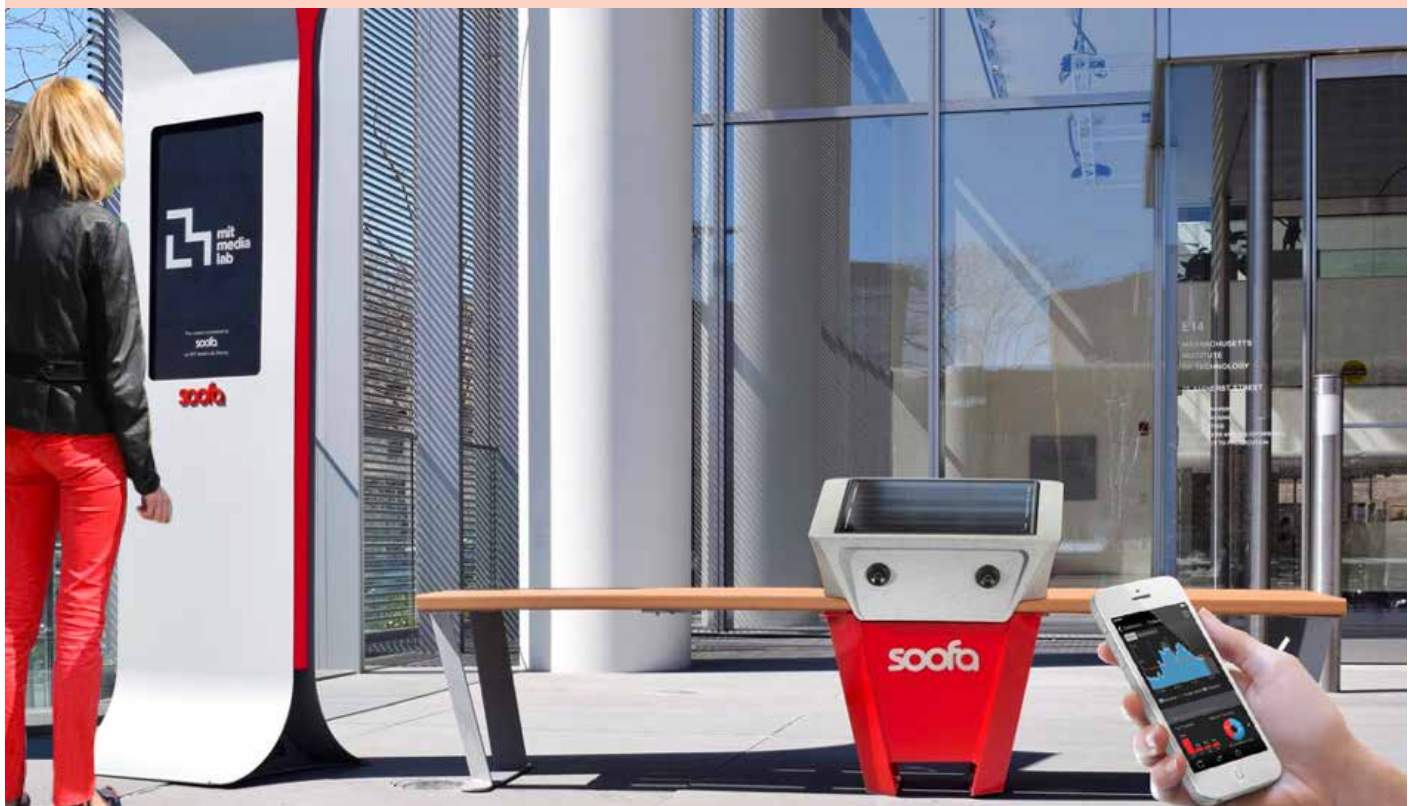
## Smart City Strategies

The term “Smart City” has been in use since the 1990s, and while definitions and applications vary, the goal of Smart Cities is generally to use information and communication technologies (ICTs) to engage citizens, improve the delivery of city services, and enhance urban systems.

The use of ICTs can help improve city transportation and parking services, water and waste management, energy usage, and a host of other infrastructure factors affecting the lifestyle of urban citizens. Examples of Smart City technologies that can help to achieve the plan’s goals and recommendations include, but are not limited to: mobility hubs and dynamic curbside management; dockless micromobility; EV charging stations; car and bike share; shared parking/ smart parking technologies; real-time bus and transit scheduling; broadband, fiber, and wireless technology; intelligent street lighting and crosswalk signals; QR codes; interactive public engagement; and online information and transparency. Some of these technologies require public infrastructure investment, while some rely entirely on private companies for implementation; the majority requires a combination of both public and private investment. As the plan area develops, special consideration should be given to providing opportunities for Smart City technologies to help achieve the plan’s goals and elevate the game day experience.

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# CONNECT neighborhoods

## 2.8 Retrofit, or replace, the cloverleaf interchange at Federal Boulevard and W Colfax Avenue with a safe, comfortable, and human-scale intersection.

- A. Work with CDOT, High-Performance Transportation Enterprise (HPTE), West Colfax BID, Federal Boulevard BID, MFSD, RTD, and city departments to explore a transformation of the cloverleaf interchange into a multimodal intersection.
  - i. Reference past planning efforts and studies such as: West Colfax BID's Over the Colfax Clover; CDOT's Federal Boulevard/W Colfax Avenue Interchange Alternatives; and *Decatur-Federal Station Area Plan's* transformative project #7.
  - ii. Utilize the most recent study from the West Colfax BID, shown in Figures 26-28, as a potential option for an alternative to the cloverleaf interchange.
  - iii. Collaborate with the MFSD to combine the cloverleaf interchange land into an integrated development program.
- B. Ensure future development and any retrofit or replacement of the cloverleaf achieves the goals of the West Colfax BID's Over the Colfax Clover initiative:
  - i. Design new and existing streets to calm traffic, promote active living, and ensure a safer, more equitable environment for all users.
  - ii. Create improved connections between West Denver neighborhoods, downtown Denver, and to area amenities.
  - iii. Create opportunities to improve the public realm and create great new activated public spaces on streets, parks, and plazas.
  - iv. Configure streets to foster improved multimodal access to area amenities, especially for pedestrians, cyclists, and transit users.
  - v. Maximize community benefits, including an equitable mix of housing options, while maintaining project viability and attracting private sector interest and potential funding.



Figure 26 Aerial of alternative



Figure 27 View facing east on W Colfax Avenue



Figure 28 View facing north

# MOBILITY

The **Comprehensive Plan 2040** creates a vision and goals to tie together the city's plans and policies. The vision is composed of six vision elements and this plan's recommendations support or help achieve those vision elements. Below are the recommendations in the Mobility section that support the vision elements.

## Support of the Comprehensive Plan Vision Elements

Recommendations that apply to the  
**Comprehensive Plan 2040** Vision Elements

Equitable, Affordable and Inclusive



2.1 (page 52) 2.4 (page 58)  
2.2 (page 54) 2.6 (page 60)  
2.3 (page 58) 2.7 (page 62)

Strong and Authentic Neighborhoods



2.1 (page 52)  
2.2 (page 54)  
2.3 (page 58)

Connected, Safe, and Accessible Places



2.1 (page 52) 2.4 (page 58) 2.7 (page 62)  
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2.3 (page 58) 2.6 (page 60)

Economically Diverse and Vibrant



2.2 (page 54)  
2.6 (page 60)  
2.7 (page 62)

Environmentally Resilient



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Healthy and Active



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# QUALITY-OF-LIFE INFRASTRUCTURE



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

## Goal

Future development should create a precedent-setting public space network that incorporates a variety of public spaces for people of all ages and abilities to use year-round. The plan area's potential to be developed as part of a cohesive plan, rather than parcel by parcel, also provides an opportunity to explore innovative best practices for green infrastructure techniques and environmental sustainability.

## Why It's Important

Quality parks and public spaces greatly contribute to quality-of-life. They provide important opportunities for people to be active, spend more time outside, and engage in social interaction and recreation. Public areas also shape community ties in neighborhoods, because it's in these spaces where human exchanges and relationships are manifested. It's important to incorporate quality parks and public spaces within the plan area and to ensure everyone has access to them.

## Recommendations & Strategies

### 3.1 Create a public space network that incorporates existing and new parks and public spaces that are a variety of sizes (see Figure 29).

- A. Retain land to expand upon parks and public spaces.
  - i. The amount of land used for parks and open space should be based upon future density and population.
  - ii. Identify public and private partnerships to create parks or public spaces.
- B. Encourage new parks and public spaces that are dispersed throughout the plan area.
  - i. Locate a larger park central to the plan area (see 'B' in Figure 29) and close to the extension of Decatur Street to ensure future residents, visitors, and adjacent neighborhood residents have access to a larger park.
  - ii. Prioritize additional parks and public spaces to be located in the southern portion of the plan area so they are more centrally located within the Sun Valley neighborhood.
  - iii. Locate parks and public spaces so residents are within a five-minute walk of a park (either a neighborhood or special-use park, which is a pocket park with a themed or specialized space such as a playground for children), and within a three-minute walking distance to a quality outdoor public space.
- C. Coordinate efforts between other plans, projects, and development to create a public space network that seamlessly connects and integrates existing parks and public spaces, especially along the South Platte River (see 'A' in Figure 29).
- D. Identify underutilized right-of-way space to provide additional public space (e.g. parklets).
- E. Maintain parks and public spaces to a higher standard by developing a comprehensive maintenance plan.
- F. Identify public and private partnerships to maintain and operate parks and public spaces.

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## ***GROW***

### ***access to public space***

#### **3.2 Encourage privately owned and operated open spaces and facilities to be publicly accessible for every day needs, when football games or concerts are not occurring at the stadium.**

- A. Year-round public access to parks should be provided through cooperation of the MFSD, the Department of Parks and Recreation (DPR), and other city departments by exploring options to maintain public accessibility.
- B. Minimize closures and restrictions of privately owned and operated open spaces and facilities that limit equitable public access.

#### **3.3 Update existing parks and public spaces to better utilize space and connect to future development.**

- A. Enhance Lakewood Gulch by incorporating additional trees and vegetation where appropriate.
- B. Encourage the public space adjacent to the stadium to integrate future development and further connect adjacent neighborhoods while continuing to serve the needs of stadium operations and events.
  - i. Evaluate and update the design, materials, and uses of existing public space as needed to cohesively connect it to adjacent future development and the Jefferson Park Neighborhood.
- C. Explore ways to enhance the public space near the pedestrian bridge over the South Platte River.

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## Recommendations & Strategies, continued

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### Potential Public Space Network

Creating a precedent-setting public space network is important to the community. All the recommendations and strategies in the Quality-of-Life Infrastructure section strive to achieve the goals of the community and Figure 29 shows one potential diagrammatic scenario of the public space network. The public space network is further explained through the intent statements below:

#### Distribution of Public Space

- The intent of Figure 29 is to show a potential distribution of public space as identified in recommendation 3.1.
- The intent of this plan is to locate parks and public spaces, whether privately or publicly owned, across the plan area to accommodate needs of residents, workers, visitors and those participating in the game day experience.

#### Variety of Public Space Sizes and Types

- The intent of Figure 29 is to use symbols and colors to show the potential types of public spaces described in the matrix shown in Figure 30.

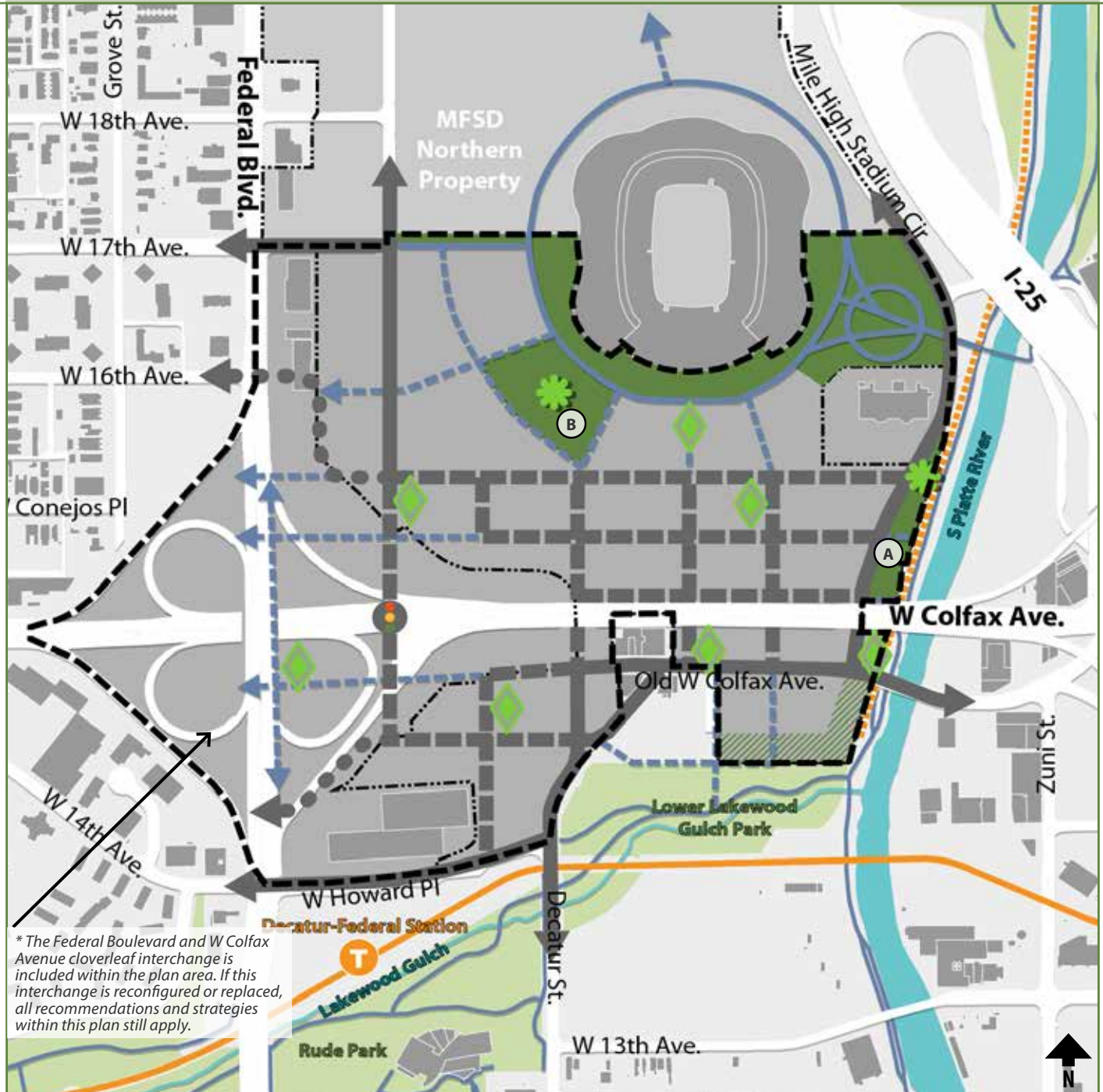
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# GROW access to public space

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**Figure 29 Potential Public Space Network**

This is one potential scenario to implement this plan's recommendations. There are multiple network configurations that would implement this plan.

- Existing Pedestrian/Bicycle Only Connection
- - - Potential Pedestrian/Bicycle Only Connection
- ▨ Green Development Buffer
- (A) Potential Riverfront Park
- (B) Potential Neighborhood Park
- Potential Park or Public Space
- ✿ Potential Park
- ◆ Potential Pocket Park/Special Use Park
- Existing Road Connection
- - - Potential Road Connection
- ⋯ Important Future Connection
- Existing Park or Open Space
- Waterway
- Rail Transit
- ⋯ Trolley
- ⋯ MFSD Property
- - - Plan Area
- At-Grade Signaled Intersection



## Recommendations & Strategies, continued

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Park/Public Space:	Should be designed to accommodate:	Potential Size:	Potential Distribution/ Location:	Potential Amenities/ Elements:
Neighborhood Park	<ul style="list-style-type: none"> <li>Events</li> <li>Community gathering</li> <li>Markets</li> <li>Festivals</li> <li>Year-round activity</li> <li>Multi-generational</li> <li>Family-friendly</li> <li>Sports recreation for all ages</li> </ul>	more than 1 acre	<ul style="list-style-type: none"> <li>Near residential/retail/ office</li> <li>Near main north/ south and east/west connections</li> </ul>	<ul style="list-style-type: none"> <li>Open lawn</li> <li>Picnic/shelter</li> <li>Food and beverage</li> <li>Playground</li> <li>Flexible events space</li> </ul>
Pocket Park	<ul style="list-style-type: none"> <li>Passive activity</li> </ul>	less than 1 acre	<ul style="list-style-type: none"> <li>3 minute walk from another pocket park or special use park</li> </ul>	<ul style="list-style-type: none"> <li>Small play features</li> <li>Seating</li> <li>Access to sun/shade</li> <li>Fountains</li> </ul>
Special Use Park	<ul style="list-style-type: none"> <li>Family-friendly</li> <li>Small-scale recreation</li> </ul>	less than 1 acre	<ul style="list-style-type: none"> <li>3 minute walk from another special use park or pocket park</li> </ul>	<ul style="list-style-type: none"> <li>Dog areas</li> <li>Sport courts</li> <li>Playground</li> </ul>
Enhanced Public Space	<ul style="list-style-type: none"> <li>Events</li> <li>Community gathering</li> <li>Multi-generational</li> </ul>	varies	<ul style="list-style-type: none"> <li>Along Festival Street</li> <li>Near the stadium</li> <li>Under the viaduct</li> </ul>	<ul style="list-style-type: none"> <li>Should vary depending on location</li> </ul>
Riverfront & Riparian Public Space/Open Space	<ul style="list-style-type: none"> <li>Events</li> <li>Community gathering</li> <li>River recreation access</li> <li>Improved trail connections</li> <li>Passive activity</li> </ul>	varies	<ul style="list-style-type: none"> <li>Along the South Platte River, Lakewood Gulch and trails</li> </ul>	<ul style="list-style-type: none"> <li>Food and beverage</li> <li>Seating</li> <li>Small play features</li> <li>Picnic/shelter</li> <li>River views</li> <li>Access to nature</li> </ul>

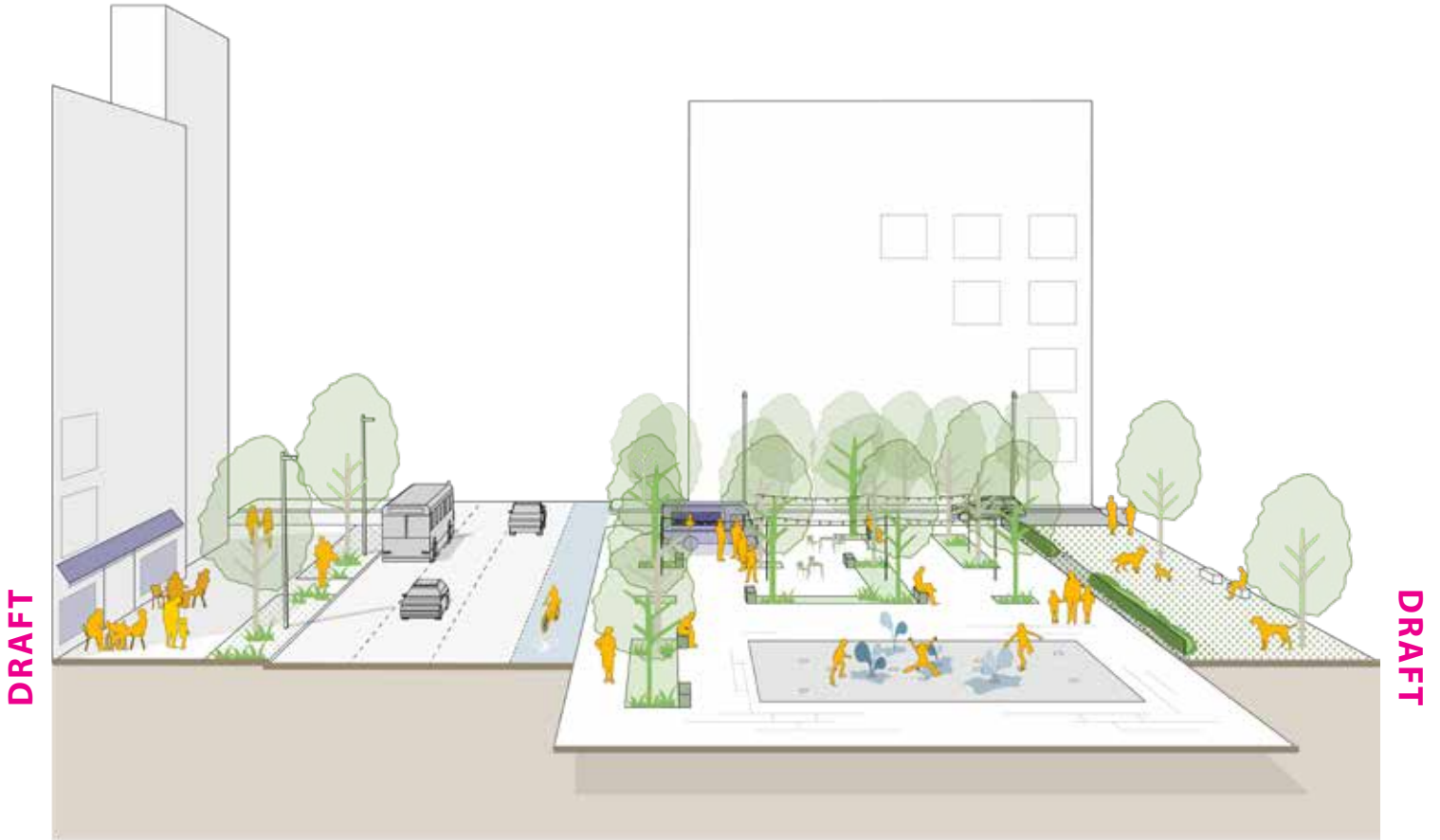
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**Figure 30 Parks and Public Space Matrix**

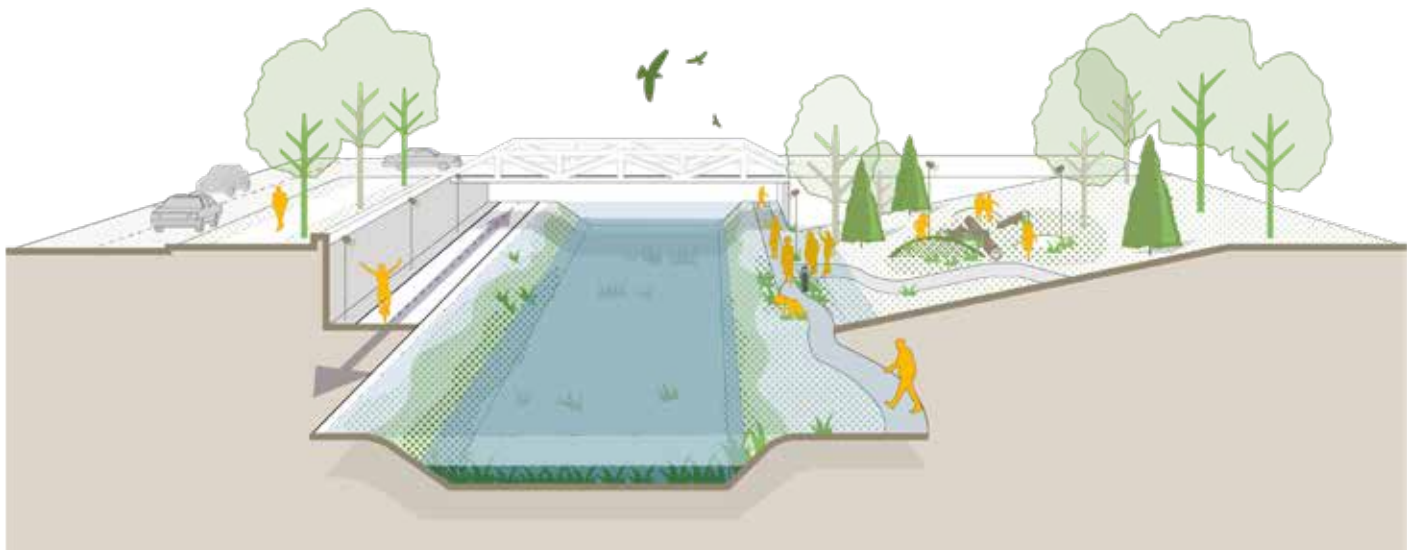
The Parks and Public Space Matrix sets a foundation for the types of parks and public spaces the community desires in the plan area. The matrix defines a baseline for: what activities the parks and public spaces should be designed to accommodate; the potential sizes; the potential distribution or location; and the potential amenities or elements.



# GROW access to public space



**Figure 31** Example of an Urban Park (image from *Game Plan for a Healthy City*)



**Figure 32** Example of Greenway (image from *Game Plan for a Healthy City*)



## Recommendations & Strategies

### 3.4 Establish opportunities for existing and new parks and public spaces to accommodate a variety of activities for people of all ages, abilities, and incomes to enjoy year-round (see Figure 30).

- A. Parks and public spaces should be designed to have open sight lines and encourage social interaction.
- B. Larger parks and public spaces, such as park 'A' and 'B' shown in Figure 29, should be designed to be adaptable, to prioritize recreation, and to accommodate multiple activities that may include:
  - i. Events, community gatherings, play areas for all ages such as playgrounds, interactive elements, games, recreation, ice skating, etc.
- C. Pocket parks and special-use parks should be designed to balance active and passive uses that may include:
  - i. Playgrounds, art, small-scale recreation, plaza, seating, dog runs.
- D. Design parks and public spaces to include interactive features for all ages to promote play and fitness.
- E. Prioritize implementing playgrounds for a variety of ages and abilities.
- F. Establish opportunities for food and beverage services, especially with outdoor seating, to be near, adjacent to, or within parks and public spaces.
- G. Encourage alternative ways to utilize and activate the space beneath the viaduct.
  - i. Work with the City Attorney's Office (CAO) and Department of Finance's Real Estate Division to determine permissible uses under the viaduct.
  - ii. Establish ways to incorporate community-driven uses and elements such as: public art; temporary recreational uses (such as a skate park); temporary businesses; events (such as farmer's markets); and plazas.
- H. Explore a fitness loop around the stadium with fitness stations.

### 3.5 Provide a variety of amenities that promote public life, contribute to a sense of place, and enhance active and passive uses (see Figure 30).

- A. Build parks and public spaces to a high-standard by utilizing resilient and sustainable materials that contribute to the usability and enjoyment of those spaces.
- B. Provide amenities that support every day use such as: drinking fountains, restrooms, shade structures, etc.
- C. Provide functional and adaptable facilities that contribute to year-round services, programs, and events (e.g. space for kiosks or infrastructure needed for events/activities).
  - i. Integrate facilities and infrastructure to host food and beverage services, especially food trucks and farmer's markets, within parks and public spaces.
  - ii. Prioritize locating these amenities and facilities within park 'B' shown in Figure 29, along the Festival Street, and adjacent to the South Platte River.
- D. Collaborate with local artists for the design and implementation of art.
- E. Encourage a signage and wayfinding master plan to be developed to provide meaningful and attractive tools to help users effectively navigate the plan area, surrounding neighborhoods, and the South Platte River trails.
- F. Create a lighting plan that encourages the use of public spaces and satisfies lighting needs for events and high-traffic areas within the plan area and along the South Platte River.
- G. Incorporate outdoor furnishings in parks and public spaces as needed to contribute to the character of the plan area.
- H. Encourage an amphitheater to be located in park 'B' shown in Figure 29.
- I. Utilize Smart City technologies to enhance amenities and experiences (see page 64).

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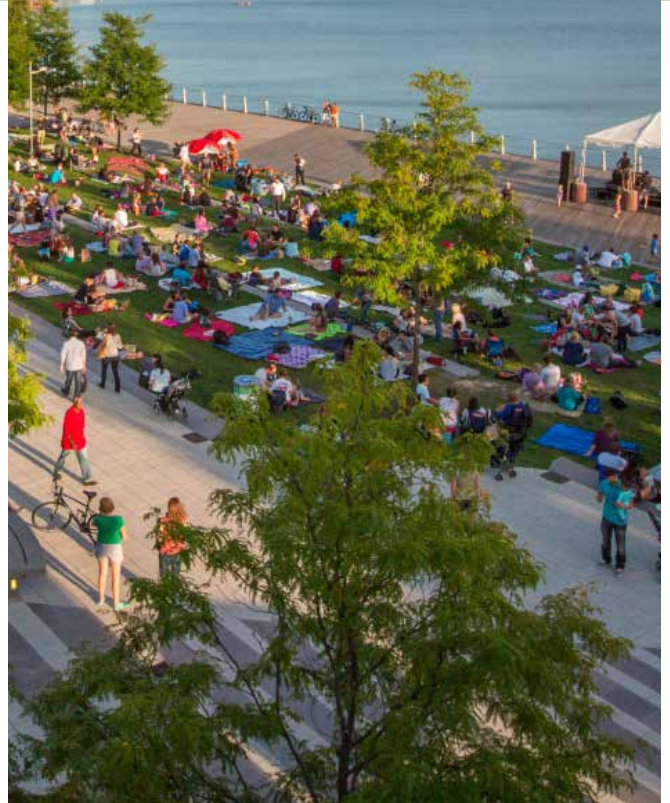
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## ENHANCE the public realm

### 3.6 Expand the tree canopy throughout the plan area.

- A. Provide enough trees within appropriate streets, parks, and public spaces to exceed DPR's goal of tree canopy coverage.
- B. Per the *Game Plan for a Healthy City's* section called "Urban Trees and Mountain Forests", implement strategies 1.6-1.10.
  - i. Coordinate with DPR's City Forester's Office to identify best practices for soil volumes, tree spacing, drainage, and protection from compaction or other disturbance from right-of-way uses.
- C. Explore incorporating a district-wide irrigation strategy for street trees.



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## Recommendations & Strategies, continued

### 3.7 Prioritize enhancing the public space adjacent to the South Platte River.

- A. Foster an interactive relationship with the river and the adjacent open space by providing efficient, convenient, and intuitive access from development (see recommendation 1.8).
- B. Encourage future development to engage the riverfront and activate it (see recommendation 1.8).
- C. Engage the river by transforming the public space adjacent to the river to incorporate a variety of experiences along the river that can vary from passive natural space to active urban space.
  - i. Study consolidating the mobility routes along the river to create more usable public space and better access across the trolley and multi-use trail to or from the river (see recommendation 2.5.C.iii).
  - ii. Encourage the public space to be adaptable so it may accommodate a broad range of leisure and recreational activities (see Figure 30 for more information).
- D. Utilize the potential for the river and the adjacent multi-use trails, parks, and open space to become the connecting link between existing and future development for people walking, rolling, or biking.
- E. Protect the river as a natural resource and natural corridor.
- F. Consider impacts to the river by coordinating all river improvements and development near the river with ongoing studies from other departments or external entities.
  - i. Consider the U.S. Army Corps of Engineers (USACE) Urban Waterways Restoration Study recommendations to address loss of riparian, wetland, and aquatic habitat along the South Platte River.
  - ii. Reference and implement strategies detailed in the Ultra-Urban Green Infrastructure Guide and the Green Infrastructure Implementation Strategy.
- G. If a new trolley shed is needed, locate it so it minimally impacts the public space along the river and contributes to an enhanced riverfront.

### Importance of the South Platte River

This plan recognizes the importance of the South Platte River and its connection to the plan area, surrounding neighborhoods, and the Lakewood Gulch. This plan addresses the river through recommendations and strategies in all three sections of this chapter.

Land Use & Built Form recommendations encourage appropriate land uses and building orientation, height, and scale along waterways. Buildings should be activated and oriented toward waterways by locating front doors, windows, balconies, and outdoor seating facing waterways. The height, scale, and mass of structures along the river should be lower and less than in the center of the plan area. Buildings along the river's edge should be designed to be attractive, human-scaled, comfortable (especially from the sidewalk along Mile High Stadium Circle), and have an attractive design appeal from both sides of the river corridor.

Mobility recommendations promote multimodal connections across the plan area and to the river. Movement of pedestrians and bicyclists to and through the river corridor is prioritized, particularly for every day use. One example is creating a safe and easy crossing over Mile High Stadium Circle to reach the river. Mile High Stadium Circle, which is adjacent to the South Platte River, should not prioritize vehicular traffic. Any vehicular access along this street should be limited to lower-speed access with a clear priority for pedestrians and bicyclists.

Quality-of-Life Infrastructure recommendations consider impacts to the South Platte River watershed during all stages of decision-making (design, construction, or operation). Green infrastructure should be incorporated throughout the entire plan area, not just at the river's edge. By incorporating a network of green infrastructure to filter stormwater, slow stormwater flows, and alleviate the heat island effect throughout the site, the river edge benefits by having cleaner water returned to the river.

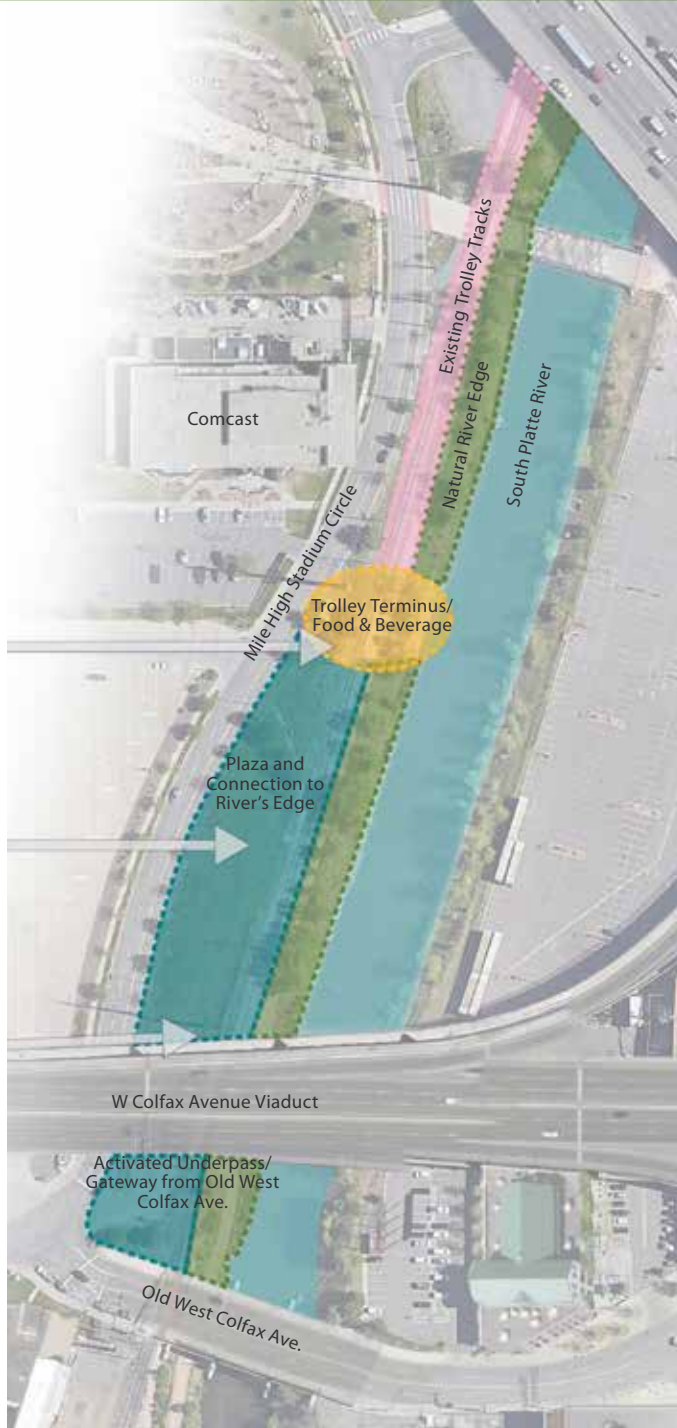
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# ENHANCE the public realm

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**Figure 33 River Edge Functional Diagram**

The diagram is conceptual in nature and shows an example of different uses and their relationships that could occur along the South Platte River.



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## Recommendations & Strategies, continued

### 3.8 Use best practices and innovative solutions for stormwater management to improve water quality and mitigate flooding.

- A. Encourage a network of large-scale and site-scale green infrastructure within public and privately-owned spaces that mitigates the impacts caused by impervious surfaces.
  - i. Prioritize using sustainable green infrastructure systems that protect, restore, or mimic the natural water cycle, improve water quality, and mitigate flooding and storm water runoff volumes.
  - ii. Create opportunities to implement green infrastructure that provides multiple benefits.
  - iii. Explore best practices to ensure green infrastructure components thrive, are functional, and remain effective.
- B. Improve water quality by incorporating green infrastructure systems that connect to the South Platte River and treat all storm water runoff before it reaches the river.
- C. Use best practices to ensure storm drainage design, installation, maintenance, and management incorporates strategies and design solutions identified in Denver's Ultra Urban Green Infrastructure Guide, Urban Drainage and Flood Control District's (UDFCD) Urban Storm Drainage Criteria Manual: Volume 3 and DPW's Storm Drainage Design and Technical Criteria Manual.
  - i. Incorporate new technologies and practices, such as storm inlet filtration devices, as they are approved by the city.
- D. Provide a drainage system that can safely convey upstream flood flows through future development to the South Platte River. Example of mitigation measures can be found in the following documents:
  - i. 2018 UDFCD/CCD Major Drainageway Plan (MDP) for Sloan's Lake.
  - ii. 2019 CCD Storm Drainage Master Plan (SDMP).
- E. Work with city departments to establish regulations to minimize impervious surfaces and utilize materials and techniques that allow for natural water absorption and flow.
  - i. For denser urban areas, work with the city and the Urban Drainage Flood Control District to develop new and improved methods for runoff volume reduction, such as the use of infiltration-based water quality methods rather than volume-based methods for stormwater management.
- F. Development of the plan area and potential street layout will need to be evaluated to accommodate both stormwater and wastewater needs.

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## ***ENHANCE the public realm***



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**Figure 34 Example of Building Massing, Mile High Stadium Circle, and the South Platte River - During Events**

The South Platte River is an important feature to the Stadium District Master Plan. All three sections of this chapter address the river. Figure 34 is conceptual in nature and shows one example that achieves the plan's recommendations and strategies.

# QUALITY-OF-LIFE INFRASTRUCTURE

The **Comprehensive Plan 2040** creates a vision and goals to tie together the city's plans and policies. The vision is composed of six vision elements and this plan's recommendations support or help achieve those vision elements. Below are the recommendations in the Quality-of-Life Infrastructure section that support the vision elements.

## Support of the Comprehensive Plan Vision Elements

Recommendations that apply to the  
**Comprehensive Plan 2040** Vision Elements

Equitable, Affordable and Inclusive



3.1 (page 68) 3.4 (page 74)  
3.2 (page 69) 3.5 (page 74)  
3.3 (page 69) 3.7 (page 76)

Strong and Authentic Neighborhoods



3.1 (page 68) 3.4 (page 74)  
3.2 (page 69) 3.5 (page 74)  
3.3 (page 69) 3.7 (page 76)

Connected, Safe, and Accessible Places



3.1 (page 68) 3.4 (page 74)  
3.2 (page 69) 3.7 (page 76)  
3.3 (page 69)

Economically Diverse and Vibrant



3.4 (page 74)  
3.5 (page 74)

Environmentally Resilient



3.1 (page 68) 3.4 (page 74) 3.7 (page 76)  
3.2 (page 69) 3.5 (page 74) 3.8 (page 78)  
3.3 (page 69) 3.6 (page 75)

Healthy and Active



3.1 (page 68) 3.4 (page 74)  
3.2 (page 69) 3.5 (page 74)  
3.3 (page 69) 3.8 (page 78)

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# IMPLEMENTATION

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# MOVING FORWARD



Achieving the vision

## Goal

To prioritize the recommendations and strategies included in this plan and set forth an achievable path towards implementation through a variety of strategies including leveraging private development investment and thoughtful collaboration between multiple city agencies and the private sector.

## Why It's Important

Implementation is the process of turning the vision and goals of this plan into reality. Providing clear, measurable, and achievable steps to implementation is important to ensure that the community's vision for the plan area is realized. Implementation is most successful when guided by a living document and ongoing evaluation of progress. The following approaches are intended to set forth a clear path towards implementation while allowing for the flexibility to respond to unforeseen opportunities, challenges, market forces, and public policies that would contribute to future development patterns within the plan area.

## Introduction

### Realizing the Vision

- This plan sets forth a vision for the future of the MFSD and contains numerous recommendations aimed at achieving that vision. Plan implementation takes place over many years and is the result of large and small actions by the public sector and the private sector, sometimes in partnership. The recommendations in this plan are intended to provide direction for future actions from the city and other public and semi-public entities, the MFSD, the Stadium Investment Corporation, private sector developers, and community and neighborhood groups. As a policy document, the Stadium District Master Plan directs updates to zoning and other regulatory tools that will shape the area, and it also informs future conversations about infrastructure investment. New or updated zoning and other regulations applied to the plan area will be required to be consistent with this plan.
- The goals, recommendations, and strategies detailed in this plan are interconnected and complex, and rely in large part on development activity by the private sector. Additional area studies to support public infrastructure and right-of-way dedication (e.g. geotechnical and environmental studies), will also need to be initiated by the developer in advance to support implementation and collaboration phases. Therefore, successful implementation of this plan will require coordination between a variety of stakeholders, including multiple public agencies, the private sector, non-profits, and community groups. Given the size and consolidated ownership of the property included in the plan area, the plan's vision will likely be implemented through large-scale, phased development over the course of many years. Adopting a comprehensive Development Agreement between the city and the MFSD will be a critical component to ensure that new development, whether of large consolidated areas, or smaller incremental pieces, contributes to achieving the community benefits envisioned by the plan.

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## Collaboration

- Achieving the vision for the plan area will take concerted, sustained effort among all stakeholders to tackle the initiatives in this plan and set the course for success. The CCD, the MFSD and Stadium Investment Corporation, Denver Housing Authority (DHA), RTD, and CDOT share the primary responsibility for plan implementation. To facilitate this coordinated effort and sustained commitment, it is critical these entities form a standing partnership to champion redevelopment efforts and continue to collaborate with area stakeholders toward success. It will also be critical to work closely with local neighborhood representatives and community groups to ensure the community benefits described in this plan, including support for local businesses, local hiring practices and workforce development, and community-oriented and cultural uses, are given priority during implementation activities.
- The community has played an important role in shaping the recommendations and strategies of this plan. The community should be a part of the implementation of this plan through additional outreach, meetings, and engagement. Many recommendations and strategies within this plan require the community, the city, the MFSD, and others to continue to work together to identify priorities for future projects, investments, regulatory tools, and policies.

## Types of Implementation Activities

- *Blueprint Denver* identifies three types of implementation actions: regulations, investments, and partnerships. These are generally public sector actions intended to create a positive environment that enables actions by other groups, such as property owners, developers, neighborhood organizations, districts, or homeowners. While public actions can help set the stage, in most cases it is private actions (such as constructing new buildings and homes, opening new businesses, and attracting new residents) that are the most critical elements to achieving a plan's vision. Each of the three implementation action types is described in further detail in this section, with specific implementation priorities provided in each category.



# Regulatory & Policy Strategies

Regulatory and policy strategies change city codes or regulations to affect desired outcomes. Typical examples include Denver Zoning Code text and map amendments, DPW requirements for infrastructure improvements associated with development projects, and DPR requirements regarding open space and landscaping. Below is a summary of regulatory implementation priorities for the plan area with references to the plan elements they help to achieve:

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- Apply zoning or other regulatory tools to promote a high mix of uses, including high intensity residential and significant employment areas, consistent with the Urban Center Neighborhood Context and Regional Center Place Type guidance for the plan area contained in *Blueprint Denver* (recommendation 1.2).
- Apply zoning regulations that support the plan's recommendation to achieve a variety of building heights and intensities throughout the plan area (recommendations 1.4, 1.5, 1.6, 1.7, and 1.8).
- Apply regulatory or other tools to achieve, either through requirements, incentives, or a combination thereof, the community benefits described in the plan, including a diverse mix of housing types and sizes for people of all incomes, ages, and abilities (recommendation 1.4); support for local businesses and local hiring practices (recommendation 1.3); public space and community facilities (recommendations 3.1, 3.2, 3.3, 3.4, and 3.5); and arts and cultural programming (recommendations 1.2, 1.3 and 3.5).
- Complete an infrastructure master plan (IMP) for the plan area that includes street cross-sections, street corridor hierarchies, and primary and side street classifications in accordance with plan recommendations. The IMP is a narrative document combined with graphical depictions of the plan concepts, and should include supplemental engineering studies. These combined elements outline the on-site and off-site infrastructure and open space requirements as well as any required TDM measures associated with developing the property in the future. The IMP and supporting supplemental engineering studies will include conceptual design and layout of transportation, water, wastewater, stormwater, and open space (recommendations 1.9, 2.1, 2.2, 2.3, 2.4, 2.5, 2.6, 2.7, 2.8, 3.1, 3.3, 3.4, 3.5, 3.6,

3.7, and 3.8).

- Work with the MFSD and DPR to update the Parking and Traffic Management Plan for the plan area to address area-wide parking and access management and incorporate TDM recommendations and strategies (recommendation 2.6).
- Consider amending or repealing the Old City Hall View Plane affecting the plan area to allow for the building heights proposed in the plan (recommendation 1.5).
- Work with MFSD and community partners to create ongoing programming guidelines for arts and events throughout the plan area, particularly under the W Colfax Avenue viaduct and along Old West Colfax Avenue and the South Platte River (recommendations 1.3 and 3.4).
- Apply zoning, design standards and guidelines, or other regulatory tools to achieve the human-scale building forms and streetscapes envisioned by the plan (recommendations 1.4, 1.5, 1.6, 1.7, 1.8, 1.9, 2.1, 2.2, 2.3, and 3.6).

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# Public Investment Strategies

Public investment strategies are those involving public funding of public infrastructure. Examples include: street reconstruction, bike lane installation, new transit lines, park improvements, or new or expanded recreation centers. The city takes the lead in designing, constructing, and funding these projects and may use a variety of public funding sources such as the annual Capital Improvements Program, bond funds, or state or federal grant programs. In some cases, this plan identifies public transportation projects as studies because the impacts and consequences of a particular improvement on the transportation system are so complex that the broader system must be examined to determine the feasible options to meet the intent. Extensive study may also be needed to meet eligibility criteria to apply for federal funding. Below is a summary of public investment implementation priorities with references to the major plan elements (Mobility, Land Use & Built Form, and Quality-of-Life Infrastructure) they help to achieve:

- Pursue opportunities for future analysis and partnering to leverage public investments for major infrastructure and facility improvements to implement the strategies and recommendations of this plan (all recommendations in Mobility and Quality-of-Life Infrastructure).
- Establish new pedestrian and bicycle connections to and from adjacent neighborhoods and within the plan area, consistent with this plan's recommendations and in accordance with *Denver Moves* plans (recommendations 2.1, 2.2, 2.3, 2.4, and 2.5).
- As development occurs, work with DHA, DEDO, and the Sun Valley EcoDistrict to leverage public and private funds toward the provision of on-site affordable housing for a variety of income levels (recommendation 1.4).
- Work with the MFSD, CDOT, DPR, RTD, West Colfax BID, Federal Boulevard BID, and community stakeholders to finalize an alternative of the W Colfax Avenue and Federal Boulevard cloverleaf interchange and determine next steps and timelines (recommendation 2.8).
- Determine overall cost of the plan's proposed parks and open space improvements, and work with the MFSD, developers, The Greenway Foundation, and DPR to explore opportunities to leverage public and private investment to achieve the plan's goals. Prioritize enhancements to public space along the South Platte River, Lakewood Gulch, and the

confluence of the two waterways. (recommendations 3.1, 3.2, 3.3, 3.4, 3.5, 3.6, 3.7, and 3.8).



# 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 (NMTC), and Special Districts (such as a Metropolitan District or a Business Improvement District). Some of these tools, such as TIF and NMTC, 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 receive the benefit from them. In order for them to work, the developer must feel 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 MFSD, many of this plan's recommendations will rely on some form of public-private partnership between the city and the MFSD 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 W 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.

# 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 the plan area. 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, 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:

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- 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 or new parks, open spaces, and trails (recommendations 3.1, 3.2, 3.3, 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 identified in the *2013 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 transit stations and Active Corridors (recommendations 1.2.B, 1.2.C, and 1.8.B).
- 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, 2.2, 2.3, 2.4, and 2.5).
- Utilize the *2013 Decatur-Federal Station Area Plan* and Decatur-Federal GDP recommendations on public art and other amenities that celebrate culture and encourage diversity (recommendations 1.2 and 1.3).

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