



Urban Land Institute (ULI) Building Healthy Places Workshop Report

Quigg Newton Homes in Denver's Sunnyside Neighborhood



September 6, 2018

Funded by a grant through The Colorado Health Foundation



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ULI volunteers speak with local stakeholders during the workshop.

I. Overview

With funding from the Colorado Health Foundation and support from the Denver Housing Authority (DHA), the Colorado District Council of the Urban Land Institute (ULI Colorado) hosted a Building Healthy Places (BHP) workshop in Denver's Sunnyside neighborhood on Thursday, September 6, 2018, focusing on the future redevelopment of DHA's Quigg Newton Homes.

The global Urban Land Institute (ULI) is a 501(c)(3) nonprofit research and education nonprofit supported by 40,000 members representing the spectrum of land use and real estate development disciplines working in private enterprise and public service. ULI's mission is to provide leadership in responsible use of land and in creating and sustaining thriving communities worldwide.

In partnership with the Colorado Health Foundation, ULI has become a leader in best practices to create healthy and sustainable places—communities where all residents can enjoy active lifestyles, access to healthy food, clean air and water, green space and natural systems, and a safe community supporting physical and mental health.

This workshop brought together ULI volunteer experts with around 50 community leaders and stakeholders to envision new designs, developments, and infrastructure to benefit community health. The one-day workshop provided observations, findings, recommendations, and practical first and next steps in retrofitting or designing the built

environment to enhance community health and wellness.

Areas of focus included active transportation (walking and bicycling), access to healthy food, strengthening community bonds, affordable housing, economic development, improved public safety, and outdoor recreation.

ULI Colorado volunteer experts worked with community leaders to examine potential ways to redevelop Quigg Newton Homes to accomplish DHA's long-term goals of increasing the density of affordable housing on the site while enhancing the community's health and well-being. This was the first of many public outreach efforts that DHA will host as it plans for the future of the Quigg Newton Homes.

Host Organization: Denver Housing Authority

The Denver Housing Authority is a quasi-municipal corporation with a portfolio of over 11,000 units and housing choice vouchers, providing affordable housing to more than 26,000 very low, low, and middle-income individuals representing over 10,000 families. DHA has transformed public housing in Denver creating vibrant, revitalized, sustainable, transit oriented, and mixed-income communities of choice, including Mariposa, Curtis Park, and Benedict Park Place. Today, DHA's vision has been honed to reflect the goal that every individual or family shall have quality and affordable housing, in communities offering empowerment, economic opportunity, and a vibrant living environment.



ULI volunteers walk with DHA staff and City Councilman Espinoza through the Quigg Newton Homes during the workshop.

Sponsoring Organization: The Colorado Health Foundation

The Colorado Health Foundation is a nonprofit organization that engages through grantmaking, public policy and advocacy, private sector engagement, strategic communications, evaluation for learning and assessment and by operating primary care residency training programs. Partners include nonprofits, health care leaders, policy makers, educators and the private sector. The vision of The Colorado Health Foundation is to make Colorado the healthiest state in the nation.

In 2013, recognizing the connection between physical health and the built environment, CHF launched the Building Healthy Places Initiative with the Urban Land Institute. This has resulted in influential national ULI advisory panels throughout Colorado; a series of new publications on principles and best practices; and local workshops in Adams County, Colorado Springs, Denver, Edwards, Loveland, Pueblo, and Westminster. Already these advisory services have resulted in measurable physical changes leading to the creation of healthier places.

Background/Overview

Quigg Newton Homes is the Denver Housing Authority's largest public housing site with 27.5 acres, 380 low-income public housing units, and over 600 residents. It is located on the eastern side of Denver's Sunnyside neighborhood, blocks away from the first commuter rail station outside of downtown at 41st & Fox—one of Denver's few commuter rail stations in an established neighborhood.

Sunnyside was recognized in Blueprint Denver from 2002 as an "Area of Change," meaning that it has already begun

experiencing a significant influx of new people and development, which will likely continue in the future. The median home value in Sunnyside is \$474,700, which has gone up by 6.5% over the past year and is predicted to continue to increase. This change has resulted in a great diversity of residents in the Sunnyside neighborhood, as well as concern over gentrification and ongoing housing affordability.

To help address citywide demand for housing affordability, **DHA is investigating the feasibility of redeveloping Quigg Newton Homes' 27.5 acres to increase the density of affordable and mixed-income housing on the site, while enhancing residents' health and quality of life.**

DHA's current vision is to reconnect Quigg Newton Homes to the surrounding street grid, mirroring the neighborhoods to the north and west, and to make the blocks more pedestrian-friendly to the 41st & Fox Transit Station. DHA's goals are to increase the density of housing on the site, provide new health-promoting infrastructure and amenities, and introduce a mixed-income, mixed-use healthy living community that welcomes both existing neighborhoods to the north, west, and south, and leverages the industrial area to the east to attract responsible private investment and development, making it an inclusive community and destination for all.

As DHA explores potential redevelopment options of Quigg, its vision includes:

- Increasing the density 3 to 4 times from 380 low income public housing units (or 14 DU/acre) to a potential 1,300-home mixed income community (including a mix of multifamily rental and for-sale housing), thus diversifying the socioeconomics and racial diversity of the community while also providing more homeownership opportunities to better stabilize the lower-income neighborhood;
- Increasing the activated open space of the community, reconnecting the urban street grid while improving the infrastructure (streets, storm water, lighting, sidewalks, green infrastructure);
- Bringing limited commercial and community serving uses to the site/neighborhood;
- Securing the unsecured blocks into safe and healthy living environments;
- Providing for a logical development pattern and phasing strategy to minimize resident displacement;
- Greatly improving the public circulation and connectivity to the overall neighborhood and community assets; and
- Breaking down super blocks into small urban blocks with safer, more pedestrian-friendly experiences.

DHA applied for this Building Healthy Places workshop with the following problem statement and questions for the panelists.

Problem Statement:

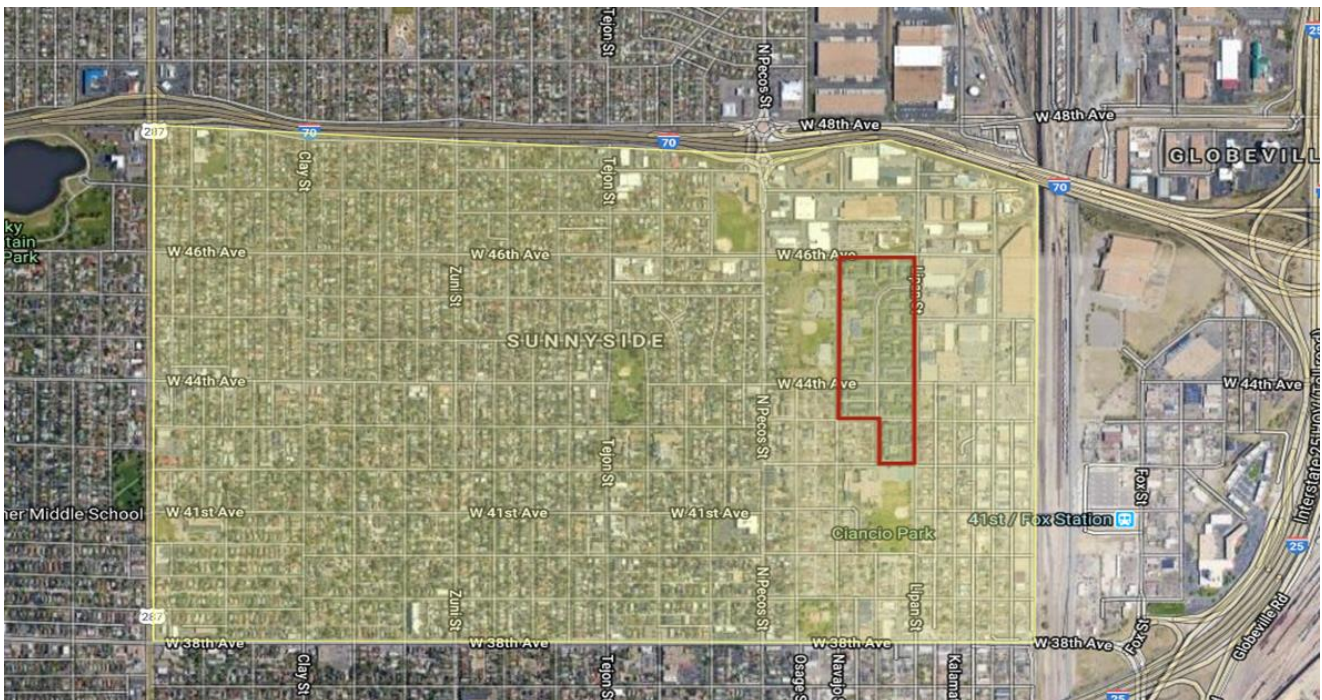
Current Quigg Newton community is described as “cut off” and “islanded” from the rest of the Sunnyside community and is in need of transformative change to address, among other things, transportation, infrastructure, healthy living, safety, mobility, and equity.

DHA currently has no funding sources identified for the redevelopment of Quigg Newton Homes, however it has already invested resources into multiple studies including massing studies, a strengths and opportunities study, physical needs assessments of the current property conditions; and interacted with multiple community stakeholders as well as public officials and city agencies. DHA believes this Building Healthy Places workshop will provide a solid first step for fostering a community vision supported by professional recommendations at a pivotal time in the conceptual planning phase.

The goal is to make the Quigg Newton community a healthy place for its residents and be a catalyst for healthy equitable change for the overall Sunnyside neighborhood.

Questions for the Panelists:

- How do we appropriately increase the density and diversify the socioeconomics of the community while also providing more permanent affordability and homeownership opportunities to better stabilize the lower-income neighborhood?
- How do we integrate healthy eating and active living (HEAL) best practices into the community?
- How do we activate existing multimodal transportation as well as develop additional multimodal transportation including buses, commuter rail, biking, walking, ride share, and other options?
- How do we provide a safe environment and defensible spaces to reduce crime?
- How do we create, provide and activate open space and green infrastructure for multi-generational activities?
- How do we best prepare and leverage existing and future financing opportunities for the development of the neighborhood?
- How do we employ effective job creation opportunities to support upward mobility and economic prosperity of low-income residents?
- How do we minimize displacement and/or gentrification due the growing population and rising cost of living, and preserve the culture and identity of the existing neighborhood?



Quigg Newton Homes, marked by the red border, is in Denver’s Sunnyside neighborhood (in yellow), which is bounded by I-70 to the North, Federal Boulevard to the West, 38th Ave. to the South, and Inca St. to the East.

II. Findings

Throughout the workshop, the panelists toured the site, spoke with local stakeholders, and reviewed materials from DHA about the site and its surrounding community. Before diving into recommendations for the site, the panelists came up with the following findings.

Community Assets:

- Strong and diverse community
- Aztlan Recreation Center
- Denver Health and Head Start Program
- DHA and Denver Police Department engagement with the local community
- Nearby parks
- Multi-generational presence
- Community cohesion (people know each other)
- Community garden
- Community pride

Opportunities:

- DHA's largest public housing site (27 acres with 380 public housing units)
- DHA's ownership of adjacent sites where it can begin to build replacement housing during redevelopment
- Proximity to 41st and Fox commuter rail station
- Desirable location near downtown
- Plans for high frequency bus route along 38th and Tejon
- Jobs Plus and access to jobs and economic opportunity
- Enhancing community use of Aztlan Recreation Center
- Green spaces around Quigg Newton Homes
- Opportunity to remove physical barriers to surrounding community and activate spaces between

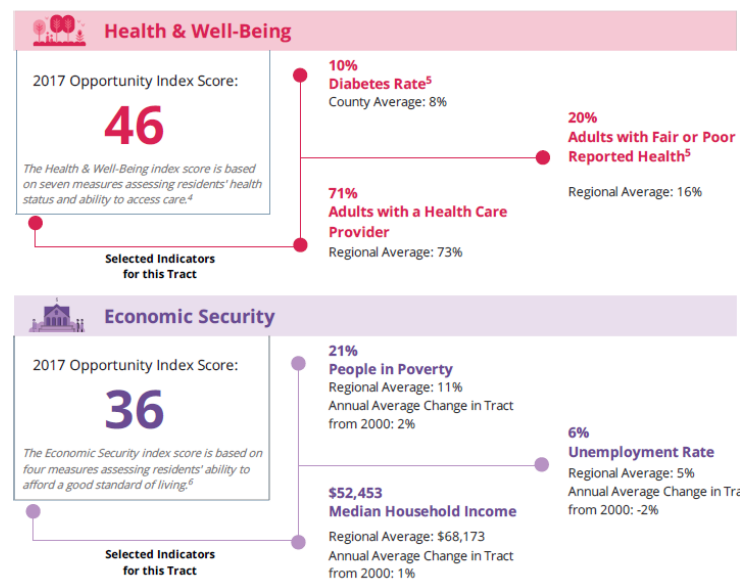


Quigg Newton Homes has issues with poor infrastructure and a lack of connectivity with the surrounding community.

- Reconnect the street grid
- Neighborhood seems open to density and affordability if the site has high quality design
- Community garden
- Navajo Art District nearby
- Makerspace coming into the Mile High Comics building on Inca

Challenges:

- Isolation of Quigg Newton Homes (inward facing, solely affordable housing – not a mix of incomes, not connected to community)
- Poor sidewalks/walkability
- Lack of central gathering space
- Lack of access to healthy food (would be nice to have a shuttle to nearby grocery stores)
- Lack of defensible green space
- Crime
- Poor lighting
- Lack teen and senior services: no library, Boys and Girls Club closed
- Childcare not year-round
- Trash, illegal dumping, dumpsters on street, no recycling
- Jobs Plus program expires in 2020
- Housing market is hotter here than around other DHA sites and the environment is rapidly changing
- Missing middle for housing (need for attainable housing)
- Not enough parking for residents and guests
- Discussions about overlay zoning
- Aging infrastructure
- Stormwater management: water going into buildings



According to Enterprise's Opportunity 360 report, this area of Sunnyside has lower than average health & well-being and economic security scores than the region.

III. Workshop Recommendations

Site Plan Recommendations

While DHA will iterate site plans in partnership with residents and community members, the workshop panelists drafted initial options for the site in response to these questions posed to the panelists:

- *How do we appropriately increase the density and diversify the socioeconomics of the community while also providing more permanent affordability and homeownership opportunities to better stabilize the lower-income neighborhood?*
- *How do we provide a safe environment and defensible spaces to reduce crime?*
- *How do we create, provide and activate open space and green infrastructure for multi-generational activities?*

The following sections provide more detail on the ideas included in the map below.

Housing:

To add higher density mixed-income housing throughout the site, panelists proposed:

- 8-10 story residential buildings along Lipan Street, facing existing light industrial uses, and W 46th Avenue, where there is higher traffic
- 5-8 story residential buildings proposed north of W 44th Avenue within the site
- 3-5 story mixed-use with ground level retail and residential above is proposed along W 44th Avenue
- Attainable townhomes on the southern end of the site, facing existing residential



Map of panelist recommendations for the Quigg Newton site in Sunnyside drawn by panelist Jay Renkens, Director of Planning and Design Services for MIG in Denver.

Boys and Girls Club Site:

Since the Boys and Girls Club recently closed due to budgetary issues, panelists proposed the following alternatives for reuse of the site:

- Phase I for replacement housing during the redevelopment since DHA owns the land
- Job training center to build on the success of the Jobs Plus program
- Re-program the building for youth, since stakeholders said that is a significant need in this area. If the Boys and Girls Club had to close though, this might not be a viable option on the site. It may work better to enhance the existing recreation center for this purpose, in addition to exploring options to partner with local schools and non-profits to host after school programs.

Main Street Concept:

Community members said that they want their streets to be more pedestrian-friendly—with more of a Main Street feel—especially since many of their streets currently feel like thoroughfares. To accomplish this, panelists suggest targeting a street on which to slow down traffic, add to the mix of uses with community serving amenities, and create public gathering spaces where people can come to events, markets, and festivals. **The panelists suggested that West 44th Avenue could serve as an appropriate corridor for a Main Street, and they provided the following thoughts on other suggested streets, all of which could use improved bike and pedestrian infrastructure.**

- West 44th Avenue:

Since there are already small businesses, including cafes and Tejon Market, and pedestrian-scale development along 44th west of Chaffee Park, extending that Main Street along the Quigg Newton site could help to connect the site to the surrounding community and to neighborhood-serving amenities.

Panelists suggested partnering with Parks and Recreation to add an east-west connection across Chaffee Park to continue the pedestrian experience along 44th to the east side of Sunnyside.

Attention could be focused on the 10 blocks between Inca St and Chaffee Park, adding pedestrian and bike-friendly infrastructure.

Red areas highlighted on the map along 44th between Navajo Street and Jason Street are opportunities to activate the street with ground-level retail or other neighborhood serving amenities. The pedestrian and bike experience could extend along Jason Street for transit goers coming to and from the 41st and Fox Station.



Panelists suggested creating a Main Street feel along W. 44th Avenue, especially with a mix of uses between Navajo and Jason Streets. A fitting example of how this could work is South Pearl Street in Denver between Jewell and Butchtel. Image courtesy Urban Land Magazine.

- Inca Street:

The East Sunnyside Small Area Plan, created by Sunnyside United Neighbors Inc. (SUNI), has a goal of establishing Inca Street as more of a Main Street.

While Inca connects to the 41st and Fox Station and has a new sidewalk, it would be challenging for Inca to become a main street because it is single-loaded with light industrial uses, and along rail and fencing.

As a connector street to the commuter rail station, however, it could have enhanced bike and pedestrian amenities, such as a bike lane, trees, and shaded benches.

- Pecos Street:

Several stakeholders mentioned that they thought Pecos Street should serve as a Main Street, but the panelists thought that since it has such heavy traffic, it would not make for a pleasant pedestrian experience.

Pecos Street could benefit from traffic calming and improved bike and pedestrian infrastructure.

- W 46th Avenue:

Jill Locantore of Walk Denver suggested W 46th Avenue, where there are more bus lines. While the police station and post office are along this street, there are not many other characteristics of a Main Street to build from currently.

Green Space & Recreation:

Panelists suggested integrating green space in and around the proposed buildings on the map, including:

- Central park and recreation space around the existing Quigg Newton Head Start Center and the Aztlan Recreation Center
- Additional community gardens north of the Head Start Center
- Lawns and green space on buildings as amenities for their residents

- Integration of green storm water infrastructure



Panelists suggested integrating green space in and around the proposed buildings. Photo courtesy HotelRoomSearch.net.

Parking:

- Explore thoughtful building design relative to the changing demand for vehicles, such as integrating convertible parking structures versus below grade parking
- Explore district parking management to offset development costs

Street grid:

- Reintroduce the street grid throughout Quigg Newton Homes, creating smaller blocks, as well as within the block between Navajo Street and N Pecos Street, and between 44th and 46th
- Add pedestrian walkways throughout the site, enhancing the pedestrian experience within each block of Quigg Newton Homes
- Make Navajo Street into a “woonerf” between 44th and 46th by adding textured pavement and large crosswalks, encouraging slower traffic and prioritization of pedestrians and bicyclists

Community Development Recommendations

“How do we minimize displacement and/or gentrification due the growing population and rising cost of living, and preserve the culture and identity of the existing neighborhood?”

Both the good and the bad news for Sunnyside is that natural market forces will continue to place a high value on properties in the area. The presence of Quigg Newton Homes in Sunnyside and DHA’s desire to increase the amount of affordable housing on the site begins to address this concern about displacement within the community. DHA has rich experience with developing mixed-income and affordable housing without displacing residents since they provide replacement housing while they redevelop

sites. By creating developments that improve the neighborhood, all the residents benefit.

Blueprint Denver Recommendations on Mitigating Involuntary Displacement:

Blueprint Denver, the city’s 20-year land use and transportation plan, provides recommendations on how to mitigate involuntary displacement, including:

- Ensure equitable planning processes and include under-represented community members in plan decision making.
- Integrate mitigation of involuntary displacement of residents and/or businesses into major city projects, through methods such as zoning incentives for on-site income-restricted housing and/or affordable commercial spaces.
- Incentivize the preservation of structures that contribute to the established character of an area, even if they are not designated as landmarks or historic districts.

Blueprint Denver also maps access to opportunity throughout the city:



The map currently shows low access to opportunity in the Sunnyside area, demonstrating the need for greater access to physical and socioeconomic opportunity for local residents.

To create development that works to preserve and enhance the culture and identity of the neighborhood, panelists brainstormed the following recommendations.

- Engage with the community to identify what they hope to see on the site and how they prioritize those ideas. Based on that community engagement, create a value statement that states

the shared values and desired outcomes for the redevelopment.

- Focus on adding to the mix of community-serving amenities and supportive services
- Create a central community gathering space that includes meeting and event space
- Activate W 44th Avenue with small businesses and amenities, but not with fancy bars and restaurants
- Add height and density to the Quigg Newton Homes to add more affordable housing, along with a mixed-income housing. **Have greater proportions of affordable and attainable housing on the site, with less market rate housing, since the surrounding neighborhood has rapidly rising property values.**
- Establish a Heritage Cultural Center and/or Arts District complete with public art
- Create a neighborhood gateway or gateways to identify the neighborhood
- Create opportunities to support entrepreneurial jobs, year-round child care, multi-generational daycare centers, and art studio space
- Partner with local schools, non-profits, and service providers to provide programming for youth, job training, and seniors
- Work with the city to enhance the Aztlan Recreation Center
- Add bike share, bike and pedestrian infrastructure, and street grid improvements connecting Quigg Newton to the commuter rail station
- Draw Sunnyside and Quigg Newton residents into shared community gathering places with neighborhood serving amenities, parks, and spaces for public art.
- Program public gathering spaces with community events, such as music festivals, farmers' markets, and art fairs, in which Quigg Newton residents are welcome to participate

Housing Recommendations

"How do we appropriately increase the density and diversify the socioeconomics of the community while also providing more permanent affordability and homeownership opportunities to better stabilize the lower-income neighborhood?"

The panelists responded: diversify and increase housing options for individuals and families on the Quigg Newton site. They agreed that DHA has a significant opportunity to realize this vision on such a large and high value site.



Panelists suggested adding a mix of housing types and densities to the Quigg Newton site, including townhomes. Image courtesy IrmaByen.

Opportunities:

- Leverage the resources in DHA's land asset of the Quigg Newton site
- Increase housing availability and quality within the community
- Benefit current Quigg Newton and Sunnyside residents and new residents alike
- Remove barriers between Quigg Newton and the surrounding community

Central Themes / Value Statements to Consider:

- Create equitable access to jobs, housing, transportation, education, and basic services
- Preserve the neighborhood character – "FAMILY" was a frequent theme – and architectural character (including brick and glass) of Sunnyside
- Minimize displacement of current residents while inviting neighborhood improvements
- Preserve and increase options for affordability
- Create new housing opportunities that serve the broader community with a mix of subsidized and affordable housing
- Disburse housing types and price points throughout a vibrant mixed-income community

Healthy Eating, Active Living (HEAL) Recommendations

"How do we integrate healthy eating and active living (HEAL) best practices into the community?"

Healthy Eating:

- Design spaces for food markets, such as micro and flexible retail, and/or a mercado, and subsidize small food businesses that seek to locate in community
- Allocate additional space for community gardens
- Enhance the Aztlan Recreation Center as a hub for healthy living opportunities

- Provide regular shuttle services from Quigg Newton to nearby grocery stores for residents
- Partner with Denver Health, local schools and non-profits to provide health-related programming, such as clinics and healthy cooking classes

Active Living:

- Connect green spaces (Aztlan Recreation Center, playgrounds, gardens) with a walking loop and wayfinding signs
- Provide benches, shade, pedestrian lighting and amenities to promote outdoor exercise
- Coordinate with the city to build out pedestrian infrastructure and amenities, since this area in Sunnyside is identified as a “Pedestrian Enhanced Area” in *Blueprint Denver 2020*

LiveWell Colorado’s HEAL Cities & Towns Campaign provides free training and technical assistance to help municipal leaders adopt policies in the primary areas of active community, healthy food access, and healthy workplace.

Transportation & Mobility Recommendations

“How do we activate existing multimodal transportation as well as develop additional multimodal transportation including buses, commuter rail, biking, walking, ride share, and other options?”

Bike and Pedestrian Infrastructure:

Enhance existing bicycle facilities and routes with improved infrastructure, especially along 44th and 46th avenues and Tejon and Navajo streets. Prioritize safety improvements in the neighborhood as identified in the Denver Vision Zero Action Plan for “Communities of Concern.”

Near-term:

- Install bollards, curbs, and pavement markings
- Partner with Parks and Recreation to develop an east-west connection across Chaffee Park
- Install wayfinding signs for people walking and biking to the commuter rail station, bus routes and community services, assets and local community-serving retail. Explore mini-grants to fund signage such as through Denver Vision Zero or the Denver Community Active Living Coalition.

Mid-term:

- Install more permanent improvements to bicycle facilities and address storm water needs with higher-end green infrastructure
- Build upon wayfinding signage with more permanent urban design features

Transit:

- Partner with the city, developers, and the community to identify and implement missing infrastructure for people walking and biking to transit stations, including sidewalks, curb ramps, and bike racks.
- Partner with Denver Public Works to implement neighborhood transportation management improvements to support people walking and biking, and improve safety, specifically along the High Injury Network (38th Avenue) and in and around and uses that attract people, especially vulnerable populations.
- Support adoption and implementation of the Affordable RTD Pass Program.
- Support implementation of Denver Moves Transit – High Frequency Network along Tejon and W. 38th Avenue.
- Be thoughtful about parking, including the cost and design/future flexibility of parking; consider parking maximums and overall site management of parking supply and utilization in partnership with the city before site redevelopment.

Financial Tools for Enhancing Transportation Infrastructure:

- **2017 General Obligation (GO) Bond:** around \$50 million is designated for building new sidewalks and bike infrastructure where they are currently missing in Denver.
- **Denver’s Neighborhood Sidewalk Repair Program:** offers financial assistance to property owners who can’t afford to repair sidewalks adjacent to their property.
- **Denver Moves Transit Program:** The High Frequency Network along Tejon and W. 38th Avenue could attract city resources.

Economic Development Recommendations

“How do we employ effective job creation opportunities to support upward mobility and economic prosperity of low-income residents?”

Quigg Newton residents currently benefit from the [Jobs Plus](#) program, the purpose of which is to develop locally-based, job-driven approaches that increase earnings and advance employment outcomes for the Quigg Newton residents. Although this program successfully provides job training and placement for residents, it will sunset in 2020 since the funding for the program was from a federal HUD grant to DHA.

The question is how to continue to build on the great work of Jobs Plus after its funding dries up.

To promote economic development within Sunnyside, the city and Metro Denver Chamber of Commerce can focus on the following:

- Diversifying industry sectors in the area, especially in the context of more residential uses
- Adding opportunities for economic mobility and quality wages
- Supporting incentives for individuals to enter and stay in the workforce

Within the Quigg Newton site, DHA can build on the work of Jobs Plus to:

- Create a viable link between local employers and job candidates, and expand the list and geographic area of employers over time
- Identify employment opportunities that will enhance the skillsets and economic opportunities of individuals and households
- Provide training to align candidates with employment opportunities

To take advantage of local employment opportunities, DHA could work with the City's Office of Economic Development and the Mi Casa Resource Center to continue to provide job training and placement. The former Boys and Girls Club building or the DHA Satellite Office could be used to house job training services.

Panelists recommended providing specific training in maker skills, such as the skilled trades and manufacturing, since there is high demand for employees in these sectors. They recommended linking residents with an interest in construction with the Colorado Home Building Academy and community colleges in the area that provide training in construction.

DHA could also build on its ongoing successes of linking residents with entrepreneurship opportunities, such as culinary training at Mariposa's Osage Café and micro-business incubation in Sun Valley. **Expanding the spectrum of opportunity for Quigg Newton residents will support both their well-being and the local economy.**

Local employers:

- **Food and beverage:** Denver Beer Co. Can Works, Dawn Food Products, Lombardi Bros Meat Packers Inc, Silver State Foods, Leprino Foods Company, Crooked Stave Brewery and Barrel Cellar, Bonacquisti Wine Company, Diebolt Brewing Company, Factotum Brew House
- **Manufacturing:** Furniture (Where Wood Meets Steel Custom Furniture, LoHi Custom Furniture), Colorado Custom Stainless Inc., New Brothers Concrete Services Denver, Alfred Manufacturing, Backer Rod Manufacturing Inc.
- **Construction:** Granite finishing (Granite Countertops Denver, Evergreen Granite & Marble Company Inc, Freeway Marble and Granite), Cabinetry (JSB Design & Manufacturing Inc., A&A Custom Cabinetry, RJM Cabinets, Denver Cabinet Restoration, Concept 32 Custom Cabinet Studio), NM Industrial Services
- **Other:** National Western Center, Mile High Stadium, Downtown Aquarium

Financing Recommendations

"How do we best prepare and leverage existing and future financing opportunities for the development of the neighborhood?"

While adding density to Quigg Newton will increase the financial feasibility of the redevelopment and DHA's ability to maximize the site's value, panelists noted that the development density does need to fit with the surrounding community. Future development must be both equitable for existing residents and attractive to the broader community.

Panelists offered the following recommendations for financing DHA's future development of the site:

- Collaborate with the city on neighborhood planning and zoning. The value of the site is enhanced when risks and unknowns are reduced ahead of financing discussions.
- Consider criteria and requirements of affordable financing tools as phases of development are planned (mix of public housing, LIHTC, missing middle, market rate) to maximize public financing resources.

- Explore best practices for incentivizing developers to meaningfully integrate affordability into the project.
- Use new financing tools being developed and offered by partners within mixed income developments – i.e., CHFA capital magnet equity funds, and equity investments for social benefit (CHFA, Enterprise).
- Use New Market Tax Credits and other commercial financing tools as feasible.
- Explore the land trust model and city and foundation opportunities that support home price restricted home ownership.
- Develop an intentional strategy for land transactions, such as deciding what land to sell at maximum value, what land to transact with conditions, and what land to keep because of maximum social value.

Overall, a considerable infrastructure investment will be required to support the demands of increased density and to realize the vision of a reconnected street grid at the Quigg Newton site. Because many of the future improvements will be tax exempt, the common tools available for infrastructure financing may be inefficient or may not immediately apply. The inclusion of private taxable development within the mixed-use and mixed income project may offer the ability to finance certain aspects of public infrastructure through mill levy. For example, Title 32 Districts may impose taxes, tolls, charges, and fees and may issue tax-exempt bonds to finance construction of public infrastructure. Once development plans have been further defined, a study of the mix and density of taxable development counterbalanced by the impact to marketability of additional mill levy should be evaluated to determine the viability of a district finance strategy.

Alternatively, it is worth investigating the potential of Tax Increment Financing (TIF) through the Denver Urban Renewal Authority as a financing tool for elimination of blight, likely in the form of antiquated buildings and infrastructure. While residential developments do not typically offer much in the way of property benefit to support TIFs, the fact that the DHA property is currently non-taxable may provide the opportunity to establish a low base to capture increment on the future taxable developments within an urban renewal area.

Recommendations on Next Steps

In terms of process, panelists suggested taking these next steps with the local community:

- Establish a Quigg Newton Community Advisory Committee / stakeholder group. This could include Quigg Newton staff and residents, as well as others who were interviewed for this TAP and who are interested in participating in the city's NPI process.
- Participate in the city's Neighborhood Planning Initiative on the Sunnyside Neighborhood Plan in 2019. DHA can collaborate with the city to zone its property in a manner that supports the mix of uses and density that DHA hopes to create on the site. Rezoning before site redevelopment will increase the value of the land for DHA by reducing risk and uncertainty for future land buyers and development partners, allowing them to focus on product development and delivery.

Neighborhood Planning Process in Sunnyside:

Denver's Neighborhood Planning Initiative is a new long-term commitment to ensure every corner of Denver can enjoy the benefits of an area plan. Over the next 10 to 14 years, residents, neighborhood groups, and community leaders will work alongside the city's neighborhood planning team to create a vision and plan for their specific area.

City planners are scheduled to start working on a neighborhood plan for Sunnyside in Phase 2, which is scheduled to begin in 2019.

IV. Conclusion

The panelists concluded that since the Quigg Newton site is so large and in such a valuable location, it deserves DHA's special focus. The site's proximity to RTD commuter rail, in particular, will have a dramatic impact on the area's health and vitality, and the redevelopment of this site can leverage that proximity to create a vibrant mixed-income community with access to jobs and economic opportunity for people of all socio-economic backgrounds.

DHA has a long history of developing equitable mixed-income and affordable housing, preventing displacement so that everyone can benefit from neighborhood improvements. The timing is ripe to begin planning for redevelopment on this site since DHA has the opportunity to work with the City of Denver on the Neighborhood Planning Initiative in Sunnyside during 2019.

With the attention of both DHA and the city, Quigg Newton and Sunnyside can grow into a world-class case study of community revitalization without displacement. The panelists of this workshop envisioned new pedestrian and bike infrastructure, open green spaces with recreation opportunities and community gardens, healthy food access, community gathering spaces, mixed-income housing, local jobs, and a main street with neighborhood-serving amenities.

We believe all of this and more is possible for Sunnyside and we look forward to future community planning efforts that will shape the future of this area.

V. Stakeholders Participating in the Workshop

Councilman Rafael Espinoza
Amanda Sandoval, Chief of Staff for Councilman Rafael Espinoza
Ismael Guerrero, Executive Director, Denver Housing Authority
Chris Spelke, Development Program Manager, Denver Housing Authority
Chris Jedd, Portfolio Energy Manager, Denver Housing Authority
Brett Jacques, Associate Principal, Architect and Project Manager, Van Meter Williams Pollack
Renee Martinez-Stone, Director, West Denver Renaissance Collaborative
Katherine Cornwell, Representative of Sunnyside United Neighbors Inc. (SUNI) RNO
Jesse Kajer, local land owner
Richard Himmelstein, local land owner
Rose Rodriguez, Chief of Operations, Independence House
30 Quigg Newton Homes Residents
Lisa Morano, Property Manager for Quigg Newton Homes
Luis Limon, Supervisor for Quigg Newton Homes
Lynne Picard, Workforce Development for Quigg Newton Homes
Tommy Visconsi, Development Associate, Confluence Companies (developer of ZIA)
Eugene Howard, Associate City Planner, City and County of Denver
Scott Robinson, Planner, City and County of Denver
Jill Locantore, Executive Director, WalkDenver
Bill Mahar, Senior Associate, Norris Design

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ULI Program Staff & Author:

Marianne Eppig, Director, ULI Colorado

VI. ULI Volunteer Panelists



Panel Chair Doug Elenowitz is a co-founder and principal of Trailbreak Partners where his focus is investment in and development of Colorado real estate assets. He is an expert in urban redevelopment having managed the origination, structuring, and execution of urban infill and environmentally complex real estate developments across the United States for nearly two decades. Previously, Doug was Executive Vice President and Director of Development for EnviroFinance Group (EFG), a development company that acquires, remediates and repositions environmentally impaired real estate throughout the United States. He is an expert in public finance having originated more than \$30 million in financings including negotiation of urban renewal areas, tax increment financing agreements, metropolitan districts, HUD Section 108 loans, and federal and local grants. Doug has a strong entrepreneurial and operations background having co-founded, grown and successfully exited operating companies in the real estate and insurance industries. Prior to starting Brownfield Partners, Doug was a

Project Manager with a national developer of environmental properties, an Associate with a private equity fund, making equity and debt placements in assets with environmental complexities and an underwriter with a leading international insurer. Doug holds a B.S. in Environmental Health from the University of Georgia and an M.B.A. from the University of Colorado.



Debra Bustos is a Senior VP of Real Estate for the Urban Land Conservancy. Debra completes strategic property acquisitions along current and future transit corridors to support the creation and preservation of affordable housing, leveraging investments to create transit-oriented mixed-use development and spur economic development. Debra has over 35 years of experience in mortgage lending, nonprofit management, and community development. She has been involved in the development of over 3,000 units of affordable housing and over 300,000 sq ft of commercial community space. Prior to joining ULC, she held positions with several affordable housing and community development organizations, including a regional nonprofit organization, and has also served as executive director of two start-up nonprofit organizations involved in community development and affordable housing, and as a Community Relations Officer for JP MorganChase. Debra was instrumental in helping to establish the Colorado Foreclosure Prevention Task Force in 2005 and served as its co-chair, helping to spearhead efforts to combat foreclosure in Colorado. Debra holds a Bachelor of Business Administration Degree from the

University of Denver Women's College and is a Colorado native.



Gretchen Armijo is a Built Environment Administrator for the Denver Department of Public Health and Environment. She is a professional urban planner and public health practitioner working to improve public health through community design. In her role, she works with neighborhoods to implement evidence-based strategies to promote health and reduce chronic disease. Before that, she served in the same role at the Colorado Department of Public Health and Environment. Gretchen practiced urban planning at the City of Aurora, Colorado and Douglas County, Colorado, where she led multi-disciplinary project teams for developments including transit-oriented development with light rail. She also led the comprehensive planning process for a Recreation and Tourism Master Plan. Gretchen has been a member of the Healthy Places Research Group at the University of Washington – Seattle, sharing best

practices in healthy community design. She taught "Health in the Built Environment" at the University of Colorado-College of Architecture and Planning and serves as a guest lecturer. Gretchen has a Bachelor of Arts in American Studies from Wilson College, and a Master of Urban and Regional Planning from the University of Colorado. She is a Certified Urban Planner (AICP), a LEED accredited professional, and a member of the Society of Practitioners of Health Impact Assessment (SOPHIA). She is a graduate of the RIHEL Advanced Leadership Training Program (2014).



Jay Renkens (AICP) is Director of Planning and Design Services and Director of the Denver office for MIG. He is a planning and design leader with national experience in downtowns, transit-oriented development, streetscapes, land use, and higher education. While researching health and motivational theory, he was struck by the significant influence that the environment has on people's choices and behavior, and he has sought to shape environments for the better ever since. Although his original studies are behind him, they still form the lens that Jay uses in taking a holistic approach to optimizing social, economic, and physical wellness for the greatest number of people. He strives to integrate equity into planning and design and to address the unintended consequences of gentrification such as displacement and the losses of culture and authenticity. Jay can distill concepts and articulate complex ideas in written, verbal, and visual communications that provide a common foundation for decision-making. He has successfully led projects from high-level vision to implementation by facilitating client, community, and stakeholder collaboration, consensus, and engagement. Jay's management, design, and planning skills have contributed to transformational change in communities throughout the country from Boston to San Antonio, Portland to Charlotte, and Spokane to Denver.



Andrew Knudtsen is a Managing Principal of Economic & Planning Systems. He is a planner and economist with 20 years of experience in the areas of real estate feasibility analysis, market assessment, public-private partnership formation, fiscal impact assessment, and affordable housing strategic planning and development. Andrew has expertise in evaluating project feasibility and has quantified economic viability using pro forma modeling to test a range of factors and assumptions about market conditions and risk tolerance. He has worked with numerous clients to provide data and findings that can be incorporated into their decision-making processes, including projects sponsored by public sector entities that entail community involvement. Andrew has developed implementation strategies that leverage investment and externalize costs by incorporating public finance. His work involves a range of funding tools applied to a variety of projects across different states, including tax increment finance, special improvement districts, downtown development authorities, housing authorities, and urban renewal authorities. Affordable housing work spans from regional needs assessments to policy formation and implementation strategies. Andrew holds a Bachelors of Environmental Design, Magna Cum Laude from the University of Colorado.



Jennie Rodgers is vice president and Denver market leader for Enterprise Community Partners, Inc. She has 30 years of experience in the arenas of affordable housing policy, finance and development, and has worked in the nonprofit, private and government sectors on urban and rural housing initiatives. Jennie began her career developing a homeless shelter and establishing homeless services in Durango, Colorado. She then moved on to a housing consultancy firm, an urban nonprofit and finally the state of Colorado Division of Housing. For 11 years, Jennie helped local agencies and governments identify housing needs, create local services and housing programs, develop real estate and establish nonprofit agencies. For the past 15 years, Jennie has led the Community Strategies Institute (CSI), an affordable housing and community development consulting firm based in Denver. In Denver, Jennie's recent work includes assisting in the development of the new "Housing an Inclusive Denver" plan, the creation of the West Denver Renaissance Collaborative Single Family Plus Program, the Denver-wide NSP program and Denver Housing Authority Sun Valley Choice Neighborhoods redevelopment. Jennie has a B.A. in

Anthropology and Business from Vanderbilt University.



Crissy Fanganello was the Director of Transportation & Mobility for the City and County of Denver for the past five years. She oversaw transportation planning, engineering and operations citywide, as well as the policy, institutionalization and implementation of the city's multimodal vision. She believes that transportation professionals can and must raise the bar for how the transportation system functions to move people and goods as well as its opportunity to contribute to the human fabric of the city. She also led Denver's USDOT Smart City Challenge application and Denver's cutting-edge Smart City efforts as they relate to transportation. She sits on the boards for DRCOG and Denver Bike Sharing as well as NACTO. Previously, she served as the Director of Policy and Planning for Denver Public Works and was a Senior Planner for both the City and County of Denver and for URS Corporation. She has a Master's in Urban and Regional Planning from the University of Colorado in Denver and a Bachelor's in Political Science and Government from the University of Colorado in Boulder.

VII. Overview of ULI Colorado Advisory Services



In 2013, recognizing the connection between physical health and the built environment, the Colorado Health Foundation launched the Building Healthy Places Initiative with the Urban Land Institute. This has resulted in influential national ULI advisory panels in Arvada, Denver and Lamar; a series of new publications on principles and best practices; and local panels in Greeley, Adams County, Colorado Springs, Denver, Edwards, Loveland, Pueblo, and Westminster. Already these advisory services have resulted in measurable physical changes leading to the creation of healthier places.

The Colorado District Council of the Urban Land Institute (ULI Colorado) is the 1,300-member field office of the global ULI, a 501-c-3 nonprofit dedicated to best practices in land use. ULI Colorado mobilizes the volunteer skills of members from 26 different professions for the betterment of careers and communities. ULI's key issues included affordable housing, building healthy places, diversity, economic revitalization, transit-oriented development, and compact, walkable development. ULI Colorado is led by volunteer chair Tracy Huggins, Executive Director of Denver Urban Renewal Authority. The staff includes executive director Michael Leccese, senior manager Sarah Franklin, manager Marianne Eppig, and senior associate Jack Tiebout. ULI Colorado conducts 40+ programs a year including panel discussions, project tours, advisory services, mentoring and leadership, community service and publications.



Example of a pedestrian/bike gateway. Largely funded by foundations, this new gateway and plaza in Overton Park, Memphis, links to downtown and neighborhoods through bike lanes and trails. It has been called a love letter to Memphis cyclists.



Houston's Buffalo Bayou trails provide alternatives for active transportation in this freeway-laced city. Good for neighborhood services and business, too: A 2013 study of these urban trails showed a fourfold increase in the number of businesses in the area and boosted retail sales from \$10 million to \$57 million.

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