

# 2.2 AREA WIDE RECOMMENDATIONS: ECONOMY AND HOUSING

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## 2.2.1 ECONOMY AND HOUSING INTRODUCTION

A strong local economy and affordable housing are vital parts of a complete neighborhood, and the built environment both shapes and is shaped by local economic activity. The residents, workers, and visitors in an area benefit when they have convenient access to jobs, education and training to succeed in those jobs, goods and services to satisfy their daily needs, and arts and culture to enrich their lives. A diverse range of housing options—including different prices, sizes, types and a mix of rental and for-sale—also encourages 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 laid out in *Blueprint Denver* and *Housing an Inclusive Denver* is for every neighborhood in Denver to offer affordable housing options and have financially secure residents who are not vulnerable to displacement and have equitable access to jobs, housing, and opportunity.

East Central has many assets that will help the economy thrive over the next 20 years: proximity to Downtown Denver, the presence of three major hospitals, unique mixed-use areas including Colfax Avenue, 17th Avenue, and the small neighborhood nodes like 9th and Corona and 12th and Madison, and world-class cultural amenities like the Denver Zoo, Denver Museum of Nature and Science, and Denver Botanic Gardens. At the same time, the area faces challenges: neighborhoods with higher poverty and unemployment rates than the city average, rising commercial rents displacing local businesses, an over-concentration of retail jobs, and schools with enrollment projected to decline. The policies and recommendations in this section will help the neighborhoods of the East Central area capitalize on their assets and overcome the challenges to achieve the community's vision for an economically diverse and vibrant East Central.

Housing access and security are also key to supporting an active, diverse and inclusive community. East Central's neighborhoods have historically provided a broad range of housing options with easy access to amenities such as jobs, open space, retail and services. The area's appealing central location and large number of renters means many residents continue to be at risk of being displaced as costs rise. The strategies outlined in this plan are aimed at ensuring that neighborhoods in East Central continue to support a diverse, opportunity-rich community, with a range of housing types and affordability levels.

## CITYWIDE PLANS

In early 2018, the City adopted *Housing An Inclusive Denver*, a five-year housing plan to guide housing policy, strategy, and investment priorities. The housing plan has four key goals:

- Create affordable housing in vulnerable areas and in areas of opportunity.
- Preserve affordability and housing quality.
- Promote equitable and accessible housing options.
- Stabilize residents at risk of involuntary displacement.

Blueprint Denver advanced the housing plan's policies and strategies by incorporating land use strategies that expanded affordable and mixed-income housing options throughout the city. It also has specific recommendations to advance the four key goals, including many strategies related to preserving affordability and mitigating involuntary displacement. The East Central Area Plan builds upon the strategies and goals of *Housing an Inclusive Denver* and *Blueprint Denver*.



## #391

Posted by **Lisa P** on **01/27/2020** at **8:01pm** - [Link](#)

*Type: Question*

*Agree: 3, Disagree: 0*

Where is the documentation that school enrollment is projected to decline?

Reply by **Jane** on **02/05/2020** at **10:49am** - [Link](#)

*Type: Answer*

*Agree: 3, Disagree: 0*

Enrollment at schools in the ECAP has been on the incline for the past 5 years. The decline overall in the City of Denver cannot be applied to ECAP schools because it's untrue. This is erroneous macro-scale info being applied on a micro-scale. It is incorrect!

## #392

Posted by **Nancy Stephenson and Georganne Bley** on **02/04/2020** at **9:00pm** - [Link](#)

*Type: Suggestion*

*Agree: 2, Disagree: 0*

Why not do rent control with the businesses on these nodes such as 12th and Madison. Greed tends to drive up the commercial and residential rental rates. Regulation is the only way to curb this.

## #393

Posted by **CPN MT** on **12/21/2019** at **3:01pm** - [Link](#)

*Type: Question*

*Agree: 2, Disagree: 0*

Q40 – Please qualify these statements: higher poverty and unemployment rates that city average, over-concentration of retail jobs (has there been a survey of home businesses?), and school enrollment projected to decline.

## LONG TERM VISION FOR THE LOCAL ECONOMY

### ECONOMICALLY DIVERSE AND VIBRANT

In 2040, East Central has a strong economy and successful businesses that have helped residents achieve financial security. Colfax Avenue and the other mixed-use centers and corridors are welcoming to all and thriving with diverse, locally-owned retail and service businesses that complement the surrounding residential neighborhoods and where residents conveniently fulfill their day-to-day shopping needs. Residents have access to quality jobs within East Central, the adjacent Downtown, and elsewhere in the city and region, resulting in low rates of unemployment, poverty, and homelessness, and innovative businesses have resources and flexibility to start and grow in the area. Everyone can receive an excellent education, from daycare and early childhood education to adult education and job training through strong partnerships with local businesses, hospitals, and schools. The major cultural institutions in East Central, from the Botanic Gardens to the Colfax theaters, support a vibrant local arts community with galleries and local and regional events that make the area a great place to spend time, enhancing the quality of life for residents and strengthening local businesses.

## MEASURABLE GOALS

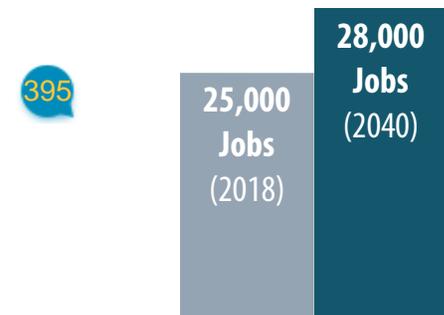
### REDUCE THE UNEMPLOYMENT RATE IN EACH NEIGHBORHOOD TO BELOW THE CITYWIDE AVERAGE



### MAINTAIN 75% OF BUSINESSES AS LOCALLY OWNED



### INCREASE THE NUMBER OF JOBS IN THE HEALTH, PROFESSIONAL, AND MANAGEMENT SECTORS BY 12%



## #394

Posted by **CPN MT** on **12/21/2019** at **3:07pm** - [Link](#)

*Type: Suggestion*

*Agree: 4, Disagree: 0*

Q41 – More detailed information on which neighborhoods and city averages would be helpful.

## #395

Posted by **CPN MT** on **12/21/2019** at **3:09pm** - [Link](#)

*Type: Suggestion*

*Agree: 1, Disagree: 0*

Q42 - More detailed information on jobs breakdown and categories of sectors would be helpful.

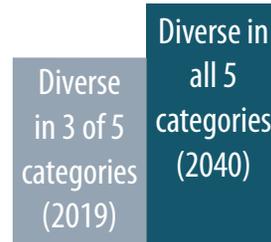
# LONG TERM VISION FOR HOUSING

## EQUITABLE, AFFORDABLE AND INCLUSIVE

In 2040, East Central is home to an active, diverse, and inclusive community in the heart of the City. Households of all incomes and sizes can comfortably afford safe and desirable housing without straining their monthly budget or worrying about displacement. Many residents live along Colfax Avenue and the area’s major corridors, enlivening the sidewalks and offering residents access to transit and everyday amenities. East Central is home to innovative affordable housing models and a comprehensive and well-designed network of supportive services, fostering a strong sense of community, reducing homelessness, and providing the most vulnerable with equitable access to opportunity and the support they need to succeed. The area’s diverse mix of housing types blends seamlessly into its historic neighborhoods, making it easy to find a home that fits a household’s needs, whether it’s an apartment in a reused mansion, a duplex for empty-nesters looking to downsize, a bungalow for a young family, or transitional housing for vulnerable populations. The variety of home sizes, rental and ownership opportunities, and access to services makes East Central a place where all residents truly have the opportunity to put down their roots and stay long-term.

# MEASURABLE GOALS

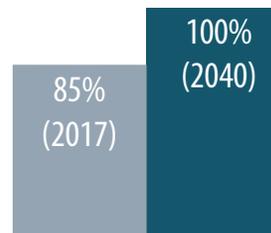
## EXPAND EAST CENTRAL’S HOUSING DIVERSITY



Blueprint Denver measures housing diversity in 5 categories. Overall, East Central is currently diverse in 3 categories. Diversity varies by neighborhood (see Chapter 3).

- ✓ Middle-Density Housing (2-19 units/building)
- ✗ Home Sizes (number of bedrooms)
- ✗ Housing Tenure (owner/renter)
- ✓ Housing Cost
- ✓ Affordable (income-restricted) housing units

## MAINTAIN AND INCREASE HOUSING & TRANSPORTATION AFFORDABILITY



The Center for Neighborhood Technology’s Housing + Transportation index factors in transportation costs when considering affordability. The index rates the affordability of an area based on how much a typical regional household would spend on both housing and transportation costs. 85% of census tracts in East Central are currently rated as affordable.



## #396

Posted by **Cindy sestrich** on **02/05/2020** at **10:56pm** - [Link](#)

*Agree: 1, Disagree: 0*

Change the AMI factoring standard to include housing costs + transportation, not just housing.

## #397

Posted by **Phillip B Danielson** on **11/19/2019** at **7:34pm** - [Link](#)

*Type: Suggestion*

*Agree: 7, Disagree: -6*

Affordable housing is a good goal but it has to be balanced with market forces. Everyone would like to have an affordable place to live but we also need to respect the rights of property owners to benefit from their investments and the fact that housing priced are determined by supply and demand.

Reply by **BJWilson10** on **12/02/2019** at **6:01pm** - [Link](#)

*Type: Suggestion*

*Agree: 10, Disagree: 0*

Great point, Phillip. I agree. I think this is the goal of some of the incentives. Instead of only 3 stories, a developer may build to 5, IF they build Low-Income or Affordable. The trade off is that they can build more units, if they comply with some restrictions. Otherwise, they can build as permitted, but not as many units.

Reply by **Kevin** on **12/31/2019** at **12:41am** - [Link](#)

*Type: Answer*

*Agree: 8, Disagree: 0*

My home in Congress Park has appreciated 40 to 50K every single year I've lived in Congress Park. Honestly, I think I'm good. Would prefer that friends of mine be just have a chance to buy a simple home here without having to sell any organs.

Reply by **Jane** on **02/05/2020** at **10:54am** - [Link](#)

*Type: Answer*

*Agree: 0, Disagree: 0*

Housing prices for single family houses will just continue to go up as stock goes down. I'm not suggesting there is a remedy to this but I think it's important to note that by simply building more condos, we aren't

going to see a decrease in the cost of a single family house so as long as folks want a condo and not a house, it will probably work. Again, not saying there is an issue with the plan but simple supply and demand will continue to drive up prices on single family homes.

Reply by **Emma Griffis** on **01/28/2020** at **3:54pm** - [Link](#)

*Type: Suggestion*

*Agree: 2, Disagree: 0*

Disagree with the original comment. I think policies that require (or at least incentivize) low-income/affordable housing are extremely important to positively impact the diversity and health of the overall community. I'd rather a diverse community that supports its residents than one designed to support the market and developers.

## #398

Posted by **CPN MT** on **12/21/2019** at **3:23pm** - [Link](#)

*Type: Question*

*Agree: 1, Disagree: 0*

Q43 – Where are these two housing diversity categories found in Blueprint Denver?



# ECONOMY CONCEPTS



## Community-serving retail

Retail and services that serve the day-to-day needs of nearby residents and workers, including everything from grocery stores and restaurants, to personal care businesses such as salons, and professional services such as banks. The community has prioritized preserving and enhancing community-serving, locally-owned retail throughout the planning process. See Policy E6. *(Photo: Sprouts, City Park, Denver)*

400



## Small<sup>399</sup> business incubator/support center

Organizations that offer small businesses and entrepreneurs shared work space, mentoring, business development training, funding support, and shared equipment. These centers often focus on a specific type of industry or people with similar cultural backgrounds. Mi Casa Resource Center is a successful example in West Denver that primarily serves people of color, low-income, and females. In 2018, over \$60 million in revenue was generated by businesses served by the Center. See Policy E7. *(Photo: Mi Casa Resource Center, Denver)*



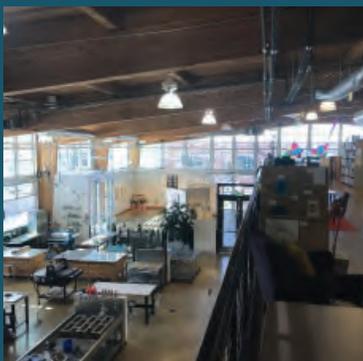
## Co-working

The use of an office or other working environment by people who are self-employed or working for different employers, typically so as to share equipment, ideas, and knowledge. The community has established a vision where innovative businesses have resources and flexibility to start and grow in East Central. More and more, co-working spaces provide an important jumping off point for new businesses and entrepreneurs. See Policy E2. *(Photo: co-work space, Denver)*



## Community learning center

Non-profit organizations that offer free services to help families increase their financial stability and academic success. Services and classes often include literacy classes, parenting workshops, computer skills training, and financial coaching, along with others. These centers are directly focused on helping East Central achieve its vision of being an area where “everyone can receive an excellent education, from daycare and early childhood education to adult education and job training.” See Policy E3. *(Photo: Denver Public Schools, Family and Community Engagement Center)*



## Flex/innovation space

Manufacturing places that serve the purpose of craft/maker space, technology, design and manufacturing. Flex and innovation spaces have multiple benefits – they support creative industries, provide opportunities for economic development, and take the burden off retail by providing other ways to activate streets and spaces. See Policy E2. *(Photo: Art Gym, Montclair, Denver)*



## Community resource center

A diverse range of service centers for people experiencing homelessness, ranging from hygiene centers that provide a place to use the restroom, shower, or do laundry, to navigation centers that offer case management, housing navigation, health services, and more. Nationally, these types of centers have been proven to help their guests end their experience of homelessness. See Policy E13. *(Photo: Division Circle Navigation Center, San Francisco)*

## #399

Posted by **Paula Machlin** on **02/05/2020** at **12:00pm** - [Link](#)

*Agree: 2, Disagree: 0*

Not sure if this is the proper place for this comment. I'm verify concerned about rent increases for businesses on Colfax, 12th and Colorado Blvd that would price out the small local businesses that we have. I don't want more national chains....that ruins the character and neighborhood feel. So anything that helps the small enterprenuers compete is great.

## #400

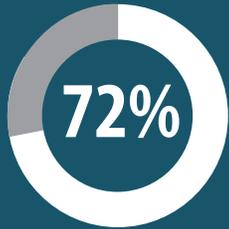
Posted by **BJWilson10** on **01/31/2020** at **10:10pm** - [Link](#)

*Agree: 1, Disagree: 0*

It's important for us all to understand that this concept as well as the others are intended to apply to all neighborhoods. We are lucky in that we are well served, but other areas are not.

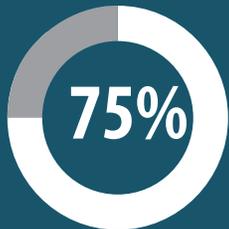
## COMMUNITY FEEDBACK

Participants in workshops and surveys supported the jobs and education recommendations:



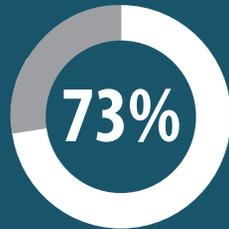
of participants support partnering with the healthcare sector to drive economic development in the area

Percent of Respondents (152)



of participants support improving the environment for small professional offices in the area

Percent of Respondents (150)



of participants support utilizing the area's adjacency to downtown to spur economic development in the area

Percent of Respondents (152)

Source: May/June 2019 community workshop and online survey

## 2.2.2 JOBS AND EDUCATION

Access to jobs and education is key to achieving Blueprint Denver's vision for a more inclusive city where all residents have equitable access to a quality education, jobs and services, are not vulnerable to displacement, and have a greater number and more types of job opportunities.

Education and training are critical to ensure East Central can accommodate forecast jobs growth and residents

have access to higher-wage jobs. Educating the future workforce by supporting neighborhood Denver Public Schools and providing job training for growing sectors in partnership with DPS, the local medical establishments, and others will help ensure that area residents benefit from future jobs.

### EMPLOYMENT IN EAST CENTRAL



TOTAL JOBS

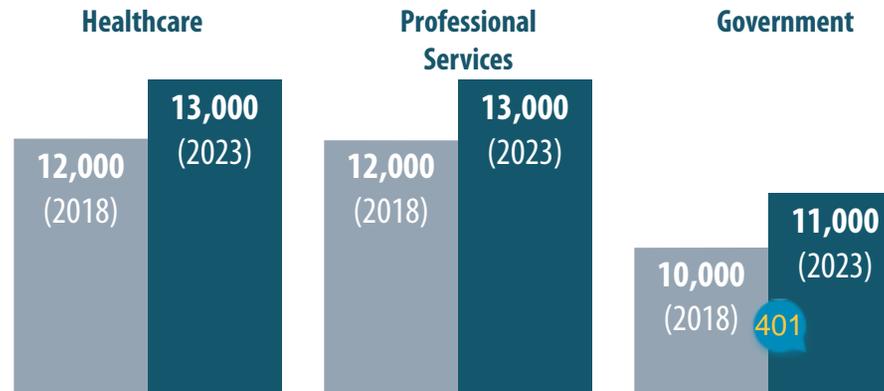
East Central benefits from proximity to downtown and the State Capitol as employment continues to expand in the North Capitol Hill and Capitol Hill neighborhoods. Other areas of job concentration include the hospitals in Uptown and National Jewish Health.

2,700

SMALL PROFESSIONAL SERVICES BUSINESSES

Many professional offices are integrated into residential areas, particularly in the urban neighborhoods of North Capitol Hill and City Park West.

### PROJECTED GROWTH IN TOP 3 EMPLOYMENT SECTORS



Approximate number of existing jobs (2018) and projected jobs (2023) for each sector

Forecasts point to an additional 10,000 to 15,000 jobs in East Central by 2040. The most growth will be in the healthcare, professional services, and government sectors.

Source: Infogroup, Emsi, City of Denver, Arland  
Printed 04/13/2020

#401

Posted by **CPN MT** on **12/21/2019** at **3:37pm** - [Link](#)

*Type: Question*

*Agree: 0, Disagree: 0*

Q44 – Are jobs at Denver Botanic Gardens, Denver Museums or The Denver Zoo, in the government category?

# RECOMMENDATIONS

## JOBS AND EDUCATION

**E1**

### Bolster the healthcare and wellness sector as the foundation for economic growth in East Central.

*The Uptown Medical District is an important employment hub that is slated for growth. The major medical facilities within the District have a variety of concerns related to future development, the availability of nearby services, the need for training, and affordable housing for their workforce. While the location of the medical facilities in an existing mixed-use urban neighborhood is an asset, managing the relationship between the neighborhoods and the Medical District should be an ongoing effort.*

- A.** Convene a working group of the Uptown district facilities, National Jewish Health, Rose Medical Center, Denver Health, and appropriate City staff.
  1. Explore a new staff position, potentially co-funded with the hospitals, to convene and lead the working group, with the goal of addressing issues identified in Strategy 404 below.
  2. The working group should evaluate the need to formalize the Uptown District hospitals into a legal nonprofit entity. Through a non-profit, geographically concentrated hospitals can work to directly address challenges such as workforce and affordable housing, workforce development, security, District marketing, and neighborhood engagement.
- B.** Through the working group, address common issues, such as:
  1. Future growth and facility needs and potential locations for medical offices and service providers.
  2. Partnering with nonprofit housing providers and others in order to develop workforce housing for medical staff (see Policy E10). (See sidebar for examples of how hospitals can invest in housing.)
  3. Access to an appropriate labor force and workforce training programs at Denver Public Schools, local universities, the City of Denver, and other resources.
  4. Access to and provision of area commercial services.
  5. Connectivity to area amenities including transit, parks, and services.
  6. Creation of gateways for the district.
  7. Measures that can be undertaken in order to promote healthy eating and active living among employees and surrounding residents.
- C.** Work with National Jewish Health on their long-term plans for their remaining undeveloped properties in and adjacent to East Central (on both sides of Colorado Boulevard) to ensure development integrates well with the community and advances the vision for the area.



## HOSPITALS AND AFFORDABLE HOUSING

Hospitals have many assets such as financial resources, land, and expertise, that make them valuable in community development efforts. Nationally, hospitals are gradually getting more involved in a range of community development strategies, including efforts to advance healthy and affordable housing options. Efforts include locating health clinics in public housing, building and operating supportive housing, designing programs that provide in-home care and treatment, among others. However, a majority of efforts to date have focused on financing affordable and workforce housing development.

According to research conducted by the Urban Institute, the top five investment strategies used by hospitals that have invested in affordable housing development are:

1. Utilize real estate holdings to support creation of affordable housing.
2. Allocate funds to financial intermediaries, including Community Development Financial Institutions (CDFIs) and other investment managers, that aggregate and deploy funds to multiple affordable housing projects.
3. Make direct equity investments in affordable housing development projects.
4. Designate a portion of investable reserves for affordable housing development.
5. Provide secured or unsecured direct loans to affordable housing developers.

*Sources: Research to Action Lab, Urban Institute; Center for Community Investment; Change Lab Solutions*

## #402

Posted by **CPN MT** on **12/21/2019** at **3:50pm** - [Link](#)

*Type: Question*

*Agree: 1, Disagree: -3*

Q45 – This sector is very important to the city, but in the Uptown area the city has up-zoned adjacent historic residential homes and the Hospitals are purchasing these properties for future development. How can the neighborhood character be preserved if Hospitals with unlimited funds continue to purchase adjacent residential properties for redevelopment?

Reply by **Jonathan** on **01/02/2020** at **3:54pm** - [Link](#)

*Type: Answer*

*Agree: 4, Disagree: 0*

This is likely a good thing for the sake of both supporting workforce housing in the area and reducing poverty/crime. As noted in the right box of this page, hospital systems are increasingly using their purchasing power and unique resources to build and operate programs like supportive housing, mental wellness programs, and just building housing that is affordable for their own employees.

## #403

Posted by **CPN MT** on **02/05/2020** at **1:44pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

Q46 – The city may need to create strategies to help the hospitals develop more expensive dense vertical development as they develop their properties instead of horizontal less expensive growth at the expense of adjacent residential properties.

## #404

Posted by **Jack Johnson** on **01/09/2020** at **11:37am** - [Link](#)

*Type: Typo*

*Agree: 0, Disagree: 0*

I think this should be Strategy B, not C.



Example of small office conversion from apartments on Colfax Ave.

# RECOMMENDATIONS

## JOBS AND EDUCATION

### E2

#### POLICY

**Strengthen the professional services market by promoting the development of small office space.**

#### BACKGROUND

Future development on Colfax and other mixed use corridors will likely not be able to support retail on the street level on every parcel, but accommodating small professional offices at the ground floor levels (as well in the more common upper levels) can help activate the street. These businesses bring in new employees that help keep the corridor active during the workday and support neighborhood retail and restaurants. There has been little recent office development in East Central and most existing small offices are embedded within neighborhoods. As office space in neighborhoods like RiNo and Cherry Creek is built out, and as BRT and other high capacity transit improvements help move residents and employees more easily through the area, office space development accommodating a range of professional services (such as law firms or architectural offices) becomes a growing opportunity.

#### STRATEGIES

- A.** Coordinate with Business Improvement Districts (BIDs) on work plans to provide services that help property owners to better utilize existing real estate along Colfax Avenue for small professional services.
  1. Provide matchmaking services between displaced or growing small businesses and landlords.
  2. With area developers and landlords, identify and market appropriate buildings as locations for small professional services.
    - a. Inventory available office spaces and identify missing space types.
    - b. Inventory upper floors in existing buildings for small office opportunities.
  3. Reach out to co-working space managers/developers to identify and develop co-working spaces to help incubate small businesses and provide a gathering space for entrepreneurs.
- B.** Where retail or restaurants might be difficult to accommodate and/or in areas outside of anticipated retail nodes near BRT stations, encourage and allow ground floor activation (beyond retail and restaurant uses) with office uses, services, or flex/innovation spaces.

#### 406

Continue to support small office uses where they are currently allowed in mixed-use areas off of Colfax and in Residential Office (RO) zone districts while ensuring they are compatible with existing neighborhood character.

## #405

Posted by **Ian Petersen** on **01/16/2020** at **12:50pm** - [Link](#)

*Agree: 2, Disagree: 0*

What is done to resolve parking for these new offices above existing businesses - add an office = add people = add cars = where do they car ?

Reply by **John Michael Watkins** on **01/21/2020** at **12:42pm** - [Link](#)

*Type: Suggestion*

*Agree: 6, Disagree: -3*

Hopefully the answer is to improve transit. We need more bus lines, not more parking spaces. In an urban area like this, people shouldn't have to rely on cars to get them around. Not having to rely on a car is a huge freedom most people don't realize they're missing.

## #406

Posted by **CPN MT** on **02/05/2020** at **1:49pm** - [Link](#)

*Type: Question*

*Agree: 0, Disagree: 0*

Q47 – What type of zoning changes are being proposed for allowing Residential Offices in residential areas? What is allowed now in regards to parking or types of offices?

# RECOMMENDATIONS

## JOBS AND EDUCATION

### E3

POLICY

**Partner with Denver Public Schools, the Downtown Denver Partnership, and other major area employers/projects in connecting East Central residents to job opportunities.**

BACKGROUND

*There are pockets of poverty in East Central such as City Park West, which has a poverty rate of 34%. At the same time, Denver's growth has resulted in a low unemployment rate (less than 5% in 2019) and a general labor shortage, illustrating the disconnect between area residents and high-quality jobs nearby. The Uptown Medical District facilities have identified the need for job training to meet growing medical demand. Furthermore, East Central is adjacent to Downtown Denver – the largest concentration of jobs in Colorado.*

STRATEGIES

- A.** Through the medical facilities working group (see Policy E1), identify training needs and potential partnerships with DPS and other higher education institutions to help provide training.
  1. Identify potential facilities to house the training, including any underused DPS facilities in the area.
  2. Develop public-private partnerships for training with local non-profits.
- B.** Work with DPS in identifying opportunities, such as US Department of Education and foundation grants to further support students and their families from cradle to career.
- C.** Connect area job seekers to BRT construction job opportunities (see Policy C-E3).
- D.** Work with the Downtown Denver Partnership to develop a program to identify workforce training needs among downtown businesses, and ultimately connect the businesses to job trainees and seekers in the area.

*Top: East Central should leverage its proximity to Downtown Denver – the largest concentration of jobs in the state – to connect area residents to quality job opportunities. Bottom: Area hospitals are challenged by labor shortages and need for more job training.*



#407

Posted by **Paula Machlin** on **02/05/2020** at **12:01pm** - [Link](#)

*Agree: 1, Disagree: 0*

yes

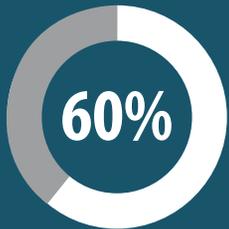
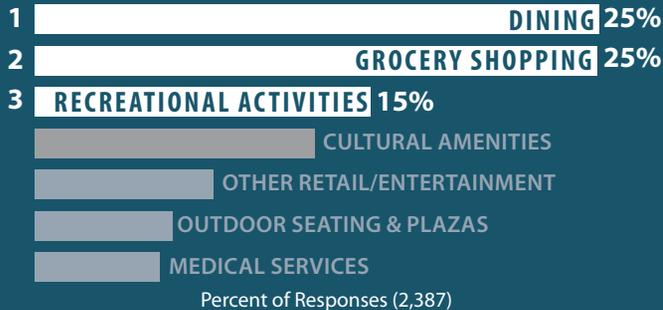
## COMMUNITY FEEDBACK

Throughout the planning process, community members made it clear that they value East Central's locally owned retail and want to ensure it remains a strength of the area moving forward.

### "What I like most about the East Central Area is..."



### "The amenities most important to me are..."



OF COMMUNITY MEMBERS THOUGHT THAT BUSINESSES IN EAST CENTRAL "MEET MOST OF THEIR DAILY NEEDS"  
Percent of Respondents (869)

Source: 2017 East Central Kick-off survey  
NPI\_EC\_IndesignBook - part 2.2.pdf

## 2.2.3 COMMUNITY-SERVING RETAIL

A strong retail environment is diverse and unique and an essential component of a complete neighborhood. It will serve a variety of people, provide neighborhood residents with convenient access to daily goods and services, and attract people from near and far who are seeking unique shopping, dining, or entertaining experiences. As used below, the term "retail" includes not just stores, but also restaurants and bars, personal care businesses such as salons and tattoo shops, and professional services such as banks and copy shops.

While retail nationally is being disrupted and challenged by e-commerce, the majority of retail sales still occur in a physical store and retailers are adapting with success, especially in urban environments such as East Central. Small, independently owned retail that offers a unique experience and an emotional connection with the consumer has proven successful. However, as demand for urban environments increases, real estate prices threaten to displace some small independent businesses that have made these neighborhoods attractive to so many.

### RETAIL IN EAST CENTRAL

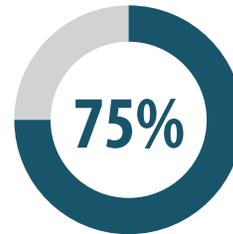
East Central's retail environment is predominately locally owned and offers a wide variety of goods and services. The centerpiece of East Central's retail environment is the Colfax Corridor. Colfax is buoyed by regional destinations for live music (Fillmore Auditorium, Ogden Theater, and the Bluebird Theater) and other businesses that pull from beyond East Central (Tattered Cover Book Store,

Twist & Shout, Sie Film Center, Natural Grocers, Sprouts Farmers Market, Argonaut Wine & Liquor). Other retail corridors in East Central include 17th/18th Avenues, Broadway/Lincoln, and Colorado Boulevard. Finally, there are a variety of small, neighborhood retail nodes – concentrated south of Colfax – such as those at 9th & Corona, 12th & Madison, or 22nd & Lafayette.

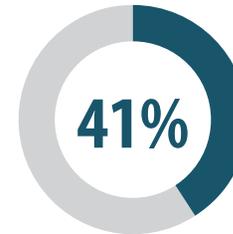
523  
STOREFRONTS



SMALL  
INDEPENDENT  
BUSINESSES



FOOD AND  
BEVERAGE  
RELATED



LOCATED ON  
COLFAX



# RECOMMENDATIONS

BACKGROUND POLICY

413

**E4** **Improve the regulatory process to provide additional support for existing and new small businesses in the area.**

*Small business and commercial property owners in East Central identified challenges they face when trying to open and grow their business or improve their property. The time it takes to work through code and permitting processes is lengthy and can quickly become costly. Some of these processes, such as change-of-use, are complicated. Other processes and requirements, such as sign regulations, can be overly restrictive.*

- A.** Identify opportunities to provide flexibility in change-of-use requirements for small businesses and analyze the costs of public realm improvements to be more proportional to private investment (see Policy C-L1).
- B.** Revise signage requirements along Colfax to ensure businesses have the ability to advertise to a variety of passing customers, including pedestrians and transit riders. Areas of focus should be allowing certain forms of blade signage, neon signage, and energy efficient options (see Policy C-L4).
- C.** Continually improve the online *Toolkit for Startups and Small Businesses* based on user feedback from small businesses.
- D.** Continue to expand the number of applications available for submittal and review online to reduce trips to the city permitting counter and further expedite the process.
- E.** Assess the feasibility of application fee waivers or deferrals to support new businesses and other small independent business owners.
- F.** Develop a handbook for adaptive reuse projects to promote predictability and reduce variations in case-by-case decisions.
- G.** Improve design quality in mixed-use areas to attract and retain visitors (see Policy 414).

412

409

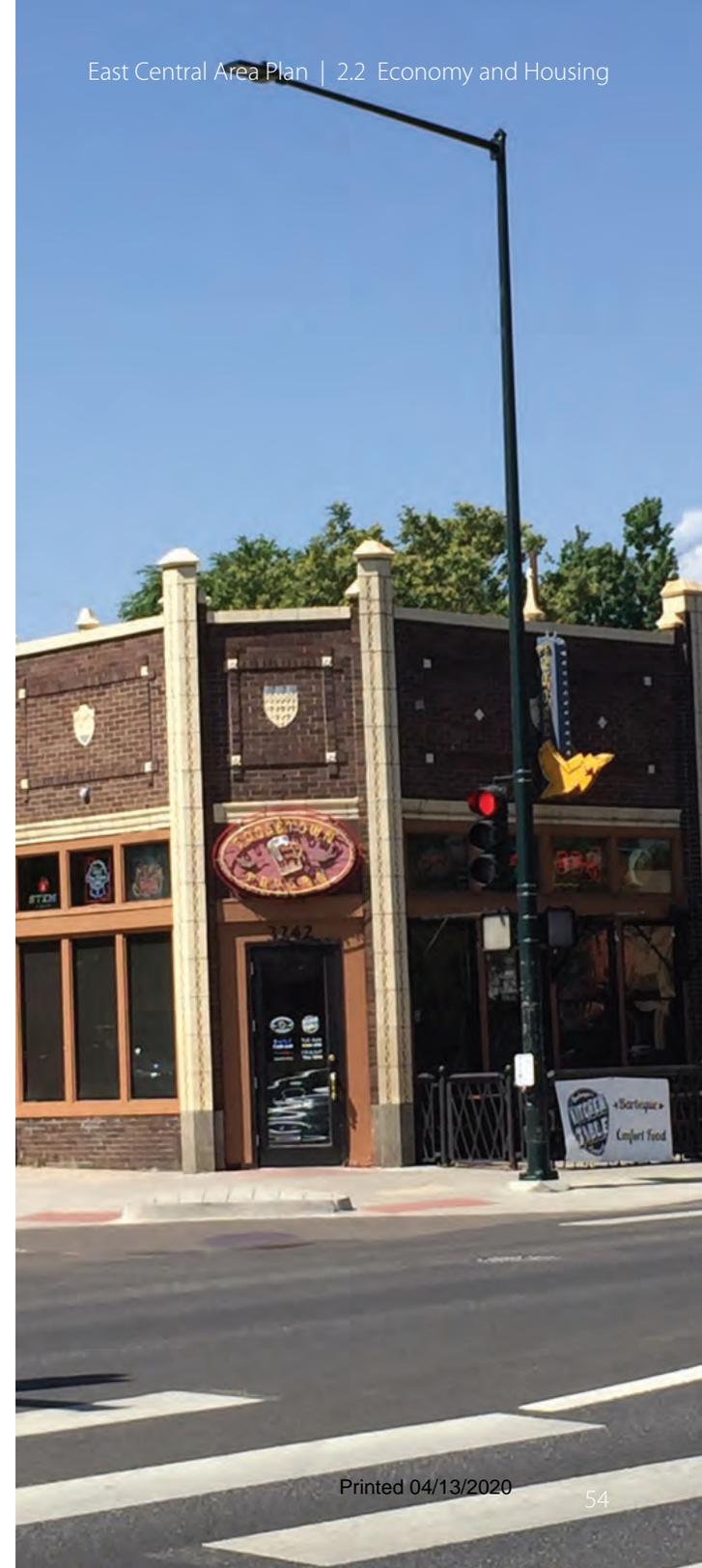
STRATEGIES

410

**E5** **Work in tandem with Business Improvement Districts to provide technical assistance to existing small independent businesses to help them succeed and prevent involuntary displacement.**

*In East Central, retail vacancy rates have been dropping and lease rates rising since 2009. At last measure, just 2% of the area's retail space sat empty and asking rents were higher than citywide averages. While this creates a vibrant retail environment for customers and property owners, it also creates a larger risk of displacement for independent businesses.*

- A.** Work with each BID to develop a marketing package for small independent businesses in the Colfax Avenue and Bluebird BIDs to help attract customers to individual businesses, and to help locally-owned businesses locate and remain in the districts and provide living wages and benefits to staff such as transit passes.
- B.** Ensure all small business technical assistance is provided for English-as-a-second-language business owners.
- C.** Offer matchmaking services to connect small independent businesses with landlords. Provide relocation assistance to displaced small businesses to help them remain as close to their prior location as possible.
- D.** Develop and maintain lists of pre-qualified tenant leads that can be provided to property owners and leasing professionals as alternatives to large national brands, while also making a case to developers and landlords for a broader and more strategic approach to retail tenaning.
- E.** Encourage BIDs and other appropriate organizations to provide technical assistance with succession or transition planning, lease negotiations, and other highly technical challenges faced by small business owners.



## #408

Posted by **Mary Maguire** on **11/13/2019** at **8:02am** - [Link](#)

*Type: Suggestion*

*Agree: 6, Disagree: 0*

Retaining and drawing more independent small business is vital to the health and vibrancy of this neighborhood. This is should be a key priority!

## #409

Posted by **Cindy sestrich** on **02/05/2020** at **10:57pm** - [Link](#)

*Agree: 0, Disagree: 0*

Signage on E. Colfax and all pocket commercial should not be LED brightly lit. Rather signage should be in character with a historic neighborhood, conducive to people who live there.

## #410

Posted by **Craig Vanderlan** on **02/05/2020** at **7:22pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

The positive or negative impact on community serving retail has a ripple effect. If they are healthy, they will provide economic benefits to the community both in the products and services they provide and in local employment opportunities. We are in a deficit mode currently with more local business closures and business vacancies than new thriving businesses. Gentrification is not the answer.

## #411

Posted by **Cindy sestrich** on **02/05/2020** at **10:58pm** - [Link](#)

*Agree: 0, Disagree: 0*

Fantastic idea to develop a handbook

## #412

Posted by **Ally M.** on **02/03/2020** at **5:21pm** - [Link](#)

*Type: Suggestion*

*Agree: 5, Disagree: 0*

No billboards or large signs please... looks bad.

Reply by **Joseph** on **02/05/2020** at **1:27pm** - [Link](#)

*Agree: 0, Disagree: 0*

Agree. Billboards and large signs also cause street side distractions for drivers. Signage should be maintained at a human scale in a close proximity to viewership.

## #413

Posted by **Ally M.** on **02/03/2020** at **5:20pm** - [Link](#)

*Type: Suggestion*

*Agree: 4, Disagree: 0*

Yes, please make it simpler/easier for small businesses to thrive in the area! I don't want chain stores occupying our neighborhoods. Keep it quaint, unique, local!

## #414

Posted by **Nancy Stephenson and Georganne Bley** on **02/04/2020** at **9:17pm** - [Link](#)

*Type: Suggestion*

*Agree: 1, Disagree: 0*

There are many of the small shops along the Colfax corridor that are worn and not well taken care of. Many of these shops are in historic buildings and would like these to be preserved as well. What incentives and resources would you provide these business owners to spruce up their storefronts while maintaining the historic nature of a building? Also, if the building isn't of any particular historic significance, this same support to spruce up the property would go a long way towards improving the Colfax corridor.



Example of community-serving retail at 12th and Madison in Congress Park

# RECOMMENDATIONS

## COMMUNITY-SERVING RETAIL

### E6

#### POLICY

**Broaden the range of financial incentives for small independent businesses and landlords to strengthen the area’s tenant mix and help prevent displacement.**

#### BACKGROUND

East Central’s local independent retailers are highly valued by neighborhood residents, and financial stability is key to helping small businesses thrive. With rapidly changing real estate conditions, technical and regulatory assistance is sometimes not enough to prevent displacement. Financial incentives can help strengthen businesses and the ability of property owners to accommodate them.

#### STRATEGIES

- 420** A. Assist small businesses in buying their building or condo space, by utilizing programs such as **419** Small Business Administration’s 504 Loan Program and **416** utilizing community development organizations, such as Community Development Corporations (CDCs), to acquire commercial property.
- 421** B. Offer new forms of financial support for upgrading or expanding retail space, storefront improvements, business signage upgrades, and unexpected repairs and building rehab. Support can come in varied forms including fee waivers or deferral, low-interest loans, or small grants.
- C. Offer financial incentives to landlords that are willing to sign long-term leases with small businesses. (See profile of San Francisco’s Legacy Business Historic Preservation Fund.)
- D. Incentivize **418** new projects that offer smaller retail spaces and/or provide below-market commercial space with incentives such as height bonuses **417**, low-interest financing, and direct subsidies.



### Case Study:

#### San Francisco’s Legacy Business Historic Preservation Fund

*In San Francisco, where intense development pressures threaten the livelihoods of longtime small businesses and “community touchstones” across the fabric of the city, residents in 2015 approved Proposition J authorizing the creation of a “Legacy Business Historic Preservation Fund” which, established by the city in 2016, includes rent subsidies of \$4.50 per sq. ft. (capped at \$22,500 per year) as an incentive to landlords willing to sign leases of ten years or more with tenants already on its Legacy Business Registry. To qualify for the Registry, a business must have been in operation for at least 30 years (20 years if in immediate danger of displacement), contribute to the history or identity of its neighborhood and commit to maintaining the physical features or traditions which define it. In the first year, the Fund awarded \$34,000 in such Rent Stabilization Grants to property owners for this purpose.*

Photo Source: Roxie Theater

## #415

Posted by **Logan Meyer** on **12/10/2019** at **3:09pm** - [Link](#)

*Type: Suggestion*

*Agree: 16, Disagree: -2*

Recently spoke with the COLFAX BID team, and the number one thing preventing redevelopment and new small business along Colfax is parking minimums. This is especially egregious when this corridor has been selected and approved for a BRT as well as pedestrian upgrades. Please allow Colfax to be a walkable, safe from cars, beautiful, small business oriented corridor by eliminating parking minimums. This is especially prevalent in walkable Cap Hill, I guess Congress Park can continue to be car and fossil fuel dependent if it really want to.

Reply by **Sarah** on **12/17/2019** at **2:06am** - [Link](#)

*Type: Suggestion*

*Agree: 5, Disagree: -12*

As a local resident, please do not remove parking minimums! We cannot park on our street as is. This is a recipe for disaster if parking is reduced along Colfax to accommodate BRT and more housing is built in this area. Most people who move to Colorado need a car to get to the mountains, go to the hardware store, bulk grocery shopping, take kids to all their activities, go to dinner parties, etc. Hopefully many new residents will use public transportation for daily things like work, but most will still own at least one vehicle and need a place to put it. Plus, we want to be able to invite our suburban friends over once in a while and not make them walk half a mile to our house.

Consider allowing landowners whose lot sizes are too small to provide parking, pool with other landowners who are in the same boat. Perhaps rather than having onsite parking at each building, developers could buy into centralized parking structures within a reasonable distance of their site.

Reply by **Azar** on **12/21/2019** at **8:19pm** - [Link](#)

*Type: Answer*

*Agree: 11, Disagree: -4*

As a local resident, abolish all parking minimums. They do nothing but encourage people to bring their cars and cause congestion and pollution while mowing down pedestrians.

Reply by **Kevin** on **12/27/2019** at **2:19pm** - [Link](#)

*Type: Answer*

Agree: 7, Disagree: -2

Agree. There is plenty of parking in Congress Park.

Reply by **Jonathan** on **01/02/2020** at **3:57pm** - [Link](#)

Type: Answer

Agree: 7, Disagree: -2

Seconded! Please remove the parking minimums. Maintaining the parking minimums in a zone like this directly conflicts with the other stated goals within this plan and within blueprint overall. It's going to be very difficult to create and maintain reliable, frequent transit if we continue to dedicate space on the Colfax avenue for parking, and prevent businesses who aren't grandfathered into exceptions from building in a form that makes sense for them.

Reply by **KLK** on **02/03/2020** at **1:21pm** - [Link](#)

Agree: 0, Disagree: 0

Reply by **KLK** on **02/03/2020** at **1:22pm** - [Link](#)

Agree: 2, Disagree: -2

While I am sympathetic to those residents (such as Sarah above) that may not have enough parking, I feel reducing or eliminating parking minimums is better for the common good.

## #416

Posted by **Steve Lang** on **11/14/2019** at **12:23pm** - [Link](#)

Type: Suggestion

Agree: 9, Disagree: -1

This relates to E6A.: One problem facing local businesses is the continued escalation in rents. This drives out small businesses and leads to the introduction of franchises and national brands. Here's an idea to help mitigate this: If a developer wants to add height to a building, make the added height contingent on the sale of retail space at an attractive price. So: "Yes, you may add a floor, but in exchange, you have to sell the ground-level retail space at a price equivalent to what it would fetch if it were in an older building in the neighborhood." This would allow local businesses to own their space (like a condo) and be assured that their rents would not increase at the whim of the developer.

Reply by **Carol Becht** on **01/16/2020** at **8:00pm** - [Link](#)

Type: Suggestion

*Agree: 2, Disagree: 0*

Want to agree, this is definitely happening. Denver Bicycle Cafe on 17th went out of business due to rising rent, I was told they tried to negotiate to stay in business but the building owner would not, clearly with an eye to getting a more lucrative tenant. This was a unique business and a loss for the area.

## #417

Posted by **John** on **02/05/2020** at **3:02pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

The negative impact of the proposals to allow 8-12 story buildings as an incentive for this benefit significantly outweighs positive aspects of encouraging small businesses.

## #418

Posted by **Elyse** on **02/01/2020** at **3:45pm** - [Link](#)

*Type: Suggestion*

*Agree: 1, Disagree: 0*

San Francisco took great steps to support local businesses. I would love to see something similar to their ordinance that penalizes landlords for more than 6 months of storefront vacancy. Landlords should be incentivized to meet the market where it's at, especially in this climate for displacement.

Reply by **KLV** on **02/03/2020** at **1:25pm** - [Link](#)

*Agree: 0, Disagree: 0*

Agreed.

## #419

Posted by **Gale** on **01/29/2020** at **11:11pm** - [Link](#)

*Type: Suggestion*

*Agree: 6, Disagree: 0*

While helping small business don't forget the residents of the area and their guests and make sure there is enough parking. Relying on public transportation is not always a realistic option for seniors, parents with young children

## #420

Posted by **Craig Vanderlan** on **02/05/2020** at **7:15pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

Along with some of these excellent ideas, the impact from disruption of new construction projects on existing small businesses needs to be mitigated. 1. When a new project changes both pedestrian and traffic flow, the surrounding small business will be impacted, not only during construction, but for weeks or months after completion. Studies show it only takes a couple weeks for people to change their routes, and once they do, they rarely revert back. The reduction in foot and car traffic negatively impacts every adjacent business. I'm sure there are studies on the negative financial impact and some type of financial support needs to be developed or Denver will lose even more of our great small businesses. These businesses need a "during construction subsidy" to weather the reduction on their revenue. Developers seem to have a free pass to close streets, have their workers park all over the local streets where patrons of the small businesses can no longer have access. Let's institute a form of compensation to the affected businesses to offset this impact.

**#421**

Posted by **KLV** on **02/03/2020** at **1:26pm** - [Link](#)

*Agree: 2, Disagree: 0*

This is great. There are some local businesses in Congress Park that I feel would greatly benefit from sprucing things up, if financial package options were better.

# RECOMMENDATIONS

## COMMUNITY-SERVING RETAIL

E7

**Support and develop new community-minded ownership models that have a goal of maintaining East Central’s variety of small, local businesses.**

*Community-minded ownership models, such as cooperatives and community land trusts, offer multiple benefits. They can help preserve and retain small independent businesses by insulating these businesses from rising rents and other market forces that may create displacement. They build upon the sense of ownership that East Central residents feel for their neighboring local businesses. Community-minded ownership could also help in the Colfax corridor’s evolution from an old highway to a neighborhood-serving main street.*

- A.** Help local community groups to assume ownership of small businesses through a variety of ownership models that could include cooperatives, CDCs, and innovative crowdsourcing models (see profile of United Kingdom’s More Than A Pub program).
- B.** Provide support for existing and/or new BIDs, CDCs, Community Land Trusts, and/or commercial real estate investment cooperatives purchasing buildings or master-leasing ground floors as below-market space for small businesses.
- C.** Work with property owners and BIDs to develop small business incubators and/or accelerators to test market new neighborhood serving retail and services. Successful incubator tenants should then be encouraged to move to permanent storefront locations within East Central with matchmaking assistance from BIDs.



### Case Study:

**423** United Kingdom’s “More Than A Pub” Program

**422** *In the United Kingdom, the traditional pub has long served as the “Third Place” for small rural towns, large inner-city neighborhoods and everywhere in between. For a variety of reasons, however, their numbers have been dwindling in recent decades. With the “More Than A Pub” program that it launched in 2016, the central government, under the auspices of its “Community Pubs Minister,” offers various forms of financial and technical assistance – grants and loans as well as workshops, peer site-visits and advice phone-lines – to community organizations that want to assume ownership of these important local institutions and keep them in business. In just its first year, the initiative played a role in the preservation of fifty pubs.*

*Photo Source: Plunkett Foundation*



POLICY

BACKGROUND

STRATEGIES

424

## #422

Posted by **KLV** on **02/03/2020** at **1:16pm** - [Link](#)

*Agree: 0, Disagree: 0*

## #423

Posted by **BJWilson10** on **02/01/2020** at **8:28pm** - [Link](#)

*Type: Suggestion*

*Agree: 3, Disagree: 0*

"More than a Pub" program is a great idea to try and keep those local businesses in place.

Reply by **KLV** on **02/03/2020** at **1:16pm** - [Link](#)

*Agree: 1, Disagree: 0*

This is such a wonderful, vital, necessary concept. This really needs to be implemented.

Reply by **Paula Machlin** on **02/05/2020** at **12:04pm** - [Link](#)

*Agree: 0, Disagree: 0*

so important

## #424

Posted by **Cindy sestrich** on **02/05/2020** at **10:59pm** - [Link](#)

*Agree: 0, Disagree: 0*

Helping local community groups establish businesses in existing commercial space is conducive to supporting the community, instead of isolating it in creating new pockets. Many factors of why this creates problems in neighborhoods that I've mentioned elsewhere

## COMMUNITY FEEDBACK

When asked what they are concerned about for the future, declining affordability and increased risk of displacement were significant concerns raised by East Central community members (2017 East Central Kick-Off Survey). In targeted outreach to vulnerable and underrepresented populations, community members indicated a general need for more affordable housing for low income residents that is safe, secure, and well-maintained. There was also a desire for more accessible housing for people with disabilities and larger units that would support more multi-generational households with children. Lastly, these participants would welcome opportunities that help long-time renters become homeowners.

### “The East Central Area has good housing options for...”



Percent of Responses (732)  
Source: 2017 East Central Kick-Off Survey

### What are your top 3 priorities for advancing housing affordability?



Percent of Responses (291)

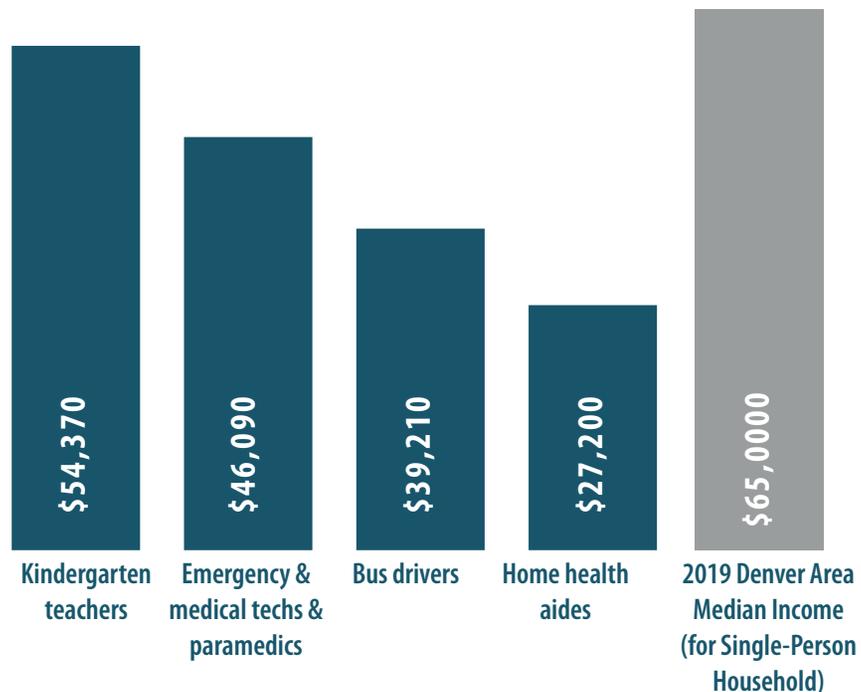
Source: February 2019 East Central Community Workshops

## 2.2.4 AFFORDABLE HOUSING

The most common measure of housing affordability assesses the “burden” housing costs put on a household. If a household pays more than 30% of their gross income in rent or mortgage payment, taxes, and basic utilities, they are considered to be “cost-burdened” and have a housing need. The higher the cost burden, the greater the need. Stretching income on housing leaves residents with less to spend on other needs, such as health care, child care, transportation and groceries. Affordable housing often refers to income-restricted housing that is required by covenant to keep costs affordable, but there are a number of strategies that can help to ensure a household’s costs are reasonable and do not put them at risk for displacement. In addition to those outlined in this section, improving access to multimodal transportation can also help reduce a household’s costs (See Mobility recommendations in Section 2.3).

Affordability does not just refer to subsidized housing and options for people at extremely low income levels; it also affects a <sup>425</sup>creasingly wide spectrum of working people in the city. East Central and Denver’s workforce includes critically important occupations that struggle to find affordable housing given their annual incomes which are all below current medians.

### MANY OCCUPATIONS PAY WAGES LESS THAN DENVER’S MEDIAN INCOME



Source: City and County of Denver 2019; Bureau of Labor Statistics 2018 wage estimates

## #425

Posted by **Gale** on **01/29/2020** at **11:14pm** - [Link](#)

*Agree: 3, Disagree: -1*

Require every new development/expansion to allocate a certain percentage for low income units

Reply by **Katie** on **02/04/2020** at **10:28pm** - [Link](#)

*Type: Answer*

*Agree: 1, Disagree: 0*

I totally agree, but apparently a requirement such as this was struck down in the Colorado Supreme Court a bit ago. It's illegal to require developers to do that. It was mentioned in the last community feedback meeting at East High.

## #426

Posted by **Nancy Stephenson and Georganne Bley** on **02/04/2020** at **9:31pm** - [Link](#)

*Type: Suggestion*

*Agree: 3, Disagree: -1*

I truly believe the ADU emphasis is short-sighted and will cause more problems than it solves. Unless there is supportive regulation around parking and short term rentals, the ADUs may not achieve their desired purpose. Also, how many garages might be turned into ADUs, thus losing off street parking? Also, why not tie public transportation incentives to those renting ADUs? This could be in the form of free vouchers/tickets, etc.

Reply by **Rob Carnachan** on **02/04/2020** at **11:24pm** - [Link](#)

*Type: Answer*

*Agree: 1, Disagree: -1*

Agreed. The loss of privacy is a big concern for many of us. If my neighbor decides to build an ADU on top of their garage, it will have a direct view over my backyard, which we use as an extension of our home in the warm months. This is not why people bought (at considerable expense) into my area of Congress Park.

# HOUSING IN EAST CENTRAL

## SIGNIFICANT HOUSING NEED

**11,314**  
COST-BURDENED  
HOUSEHOLDS

Source: 2013-2017 American Community Survey 5-Year Estimates

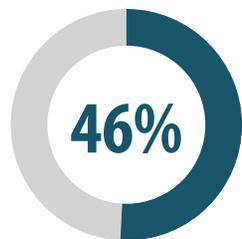
36% of East Central's households pay more than 30% of their income towards housing costs.

**3,100**  
AFFORDABLE  
HOUSING  
UNITS NEEDED

Source: 2000 U.S. Census; 2013-2017 American Community Survey 5-Year Estimates, and Root Policy Research

East Central currently is short 3,100 units renting at less than \$625 per month for low-income households in the area.

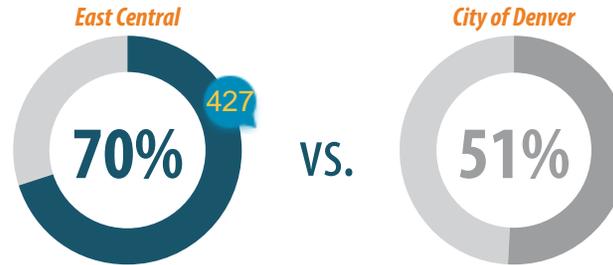
## AFFORDABILITY COVENANTS AT RISK OF EXPIRING WITHIN NEXT 20 YEARS



Percent of covenant-restricted units in East Central that have covenants at risk of expiration; Source: City and County of Denver, 2018

East Central has approximately 3,000 existing income-restricted units, nearly half of which have covenants that may expire in the next 20 years.

## MOST EAST CENTRAL RESIDENTS RENT THEIR HOMES



Percent of units that are renter-occupied; Source: 2013-2017 American Community Survey 5-Year Estimates

## MOST HOMES ARE STUDIOS & 1-BEDROOMS



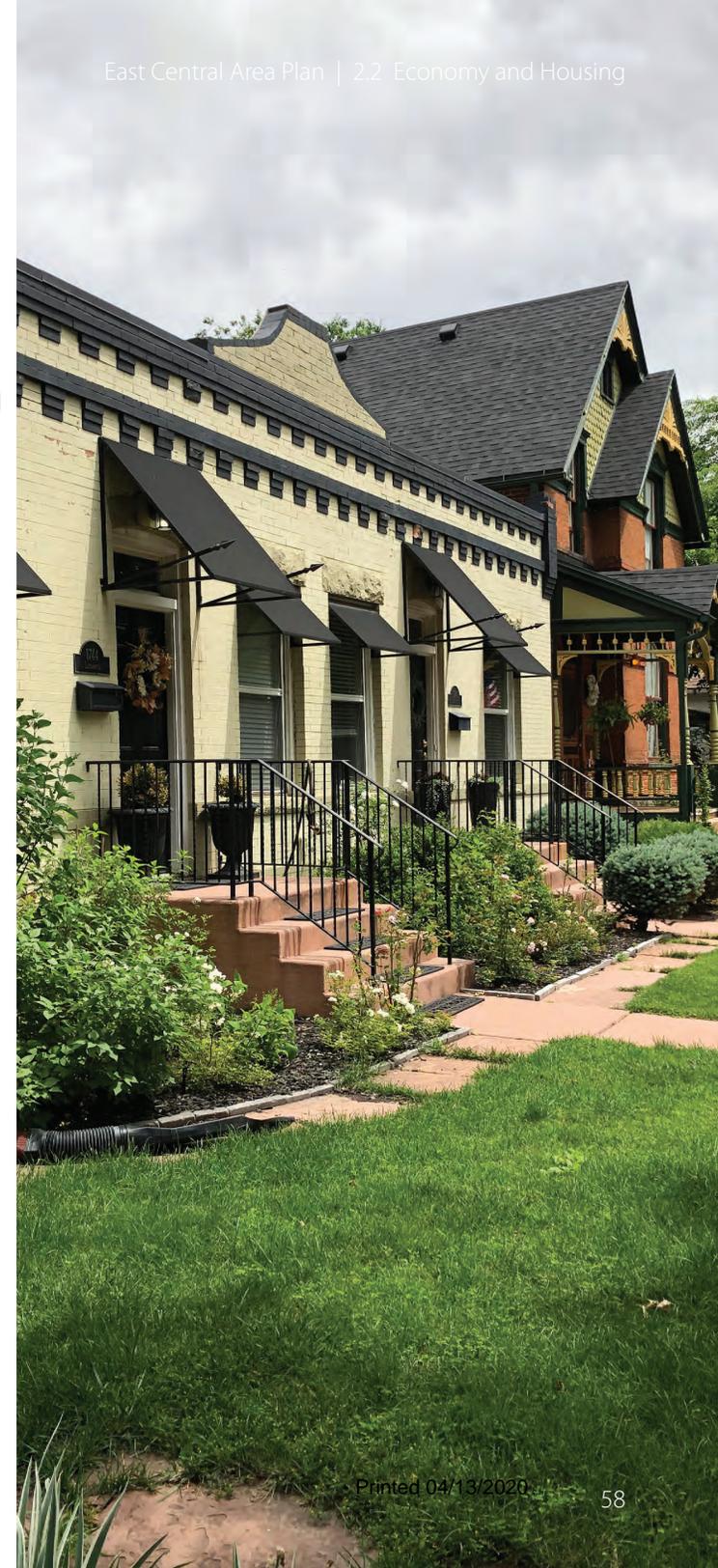
Percent of units that are studios or one-bedrooms; Source: 2013-2017 American Community Survey 5-Year Estimates

## PERCENT OF HOUSEHOLDS LIVING IN AREAS VULNERABLE TO DISPLACEMENT



Percent of East Central households located in vulnerable census tracts; Source: City and County of Denver; 2011-2015 American Community Survey 5-Year Estimates

65% of East Central households, including 72% of renter households, live in areas that are considered vulnerable to displacement (See Vulnerability to Displacement map in Section 1.3)



## #427

Posted by **Andrew Rogge** on **01/26/2020** at **5:58pm** - [Link](#)

*Type: Suggestion*

*Agree: 5, Disagree: 0*

As a current renter, I would like to see the development of more condominiums in the East Central Area. Almost all of the attached units that are being constructed are rental apartments. I would like to stay in my current neighborhood, or close by, but there have not been many opportunities to purchase a new unit in this area. I would suggest a strategy somewhere in this part of the plan to "Increase the supply of attached, condominium units to increase the availability and affordability of housing ownership."

## #428

Posted by **Denise** on **01/28/2020** at **8:19pm** - [Link](#)

*Type: Suggestion*

*Agree: 2, Disagree: -2*

Low income homes need to be held accountable for keeping up their property,

# HOUSING CONCEPTS



## Income-restricted housing

Income-restricted housing is housing that has a covenant that requires rents to be affordable for residents. The requirements are typically tied to specific Area Median Income levels, and many income-restricted units involve a subsidy to help maintain lower rents. See Policy E9 & E10. (Photo: *Income-Restricted Housing, North Capitol Hill, Denver*)



## Co-housing

An intentional community of private homes clustered around shared space. Shared spaces and amenities may include community kitchens, dining areas, laundry, and courtyards. Co-housing provides opportunities for community-focused living environments that use connection, for gently boosting density in neighborhoods since amenities such as yard space are often shared, and for giving seniors a viable option to age in their community. See Policy E11. (Photo: *Aria Cohousing, Denver*)



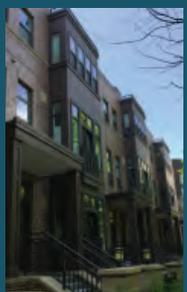
## Cooperative housing

Housing that is owned or rented by members who intentionally and equitably share resources, governance, rights, and responsibilities. Cooperative housing help expand access to housing for all, and increases opportunities for home ownership and wealth building for middle-income earners living in increasingly expensive areas. See Policy E9. (Photo: *Chrysalis Cooperative, Boulder*)



## Accessory Dwelling Units (ADUs)

An additional dwelling unit located on the same zone lot as a primary dwelling use. An ADU may be either "attached" (e.g. a basement unit) or "detached" (e.g. a unit over the garage or a smaller house in the backyard). These units provide sensitive ways to integrate attainable living into low residential neighborhoods; they allow empty-nesters to age in place by moving into a smaller unit and renting their home; or they accommodate residents that want to live in the neighborhood but cannot afford a larger home. See Policy E11. (Photo: *ADU, Denver*)



## Missing middle housing

"Missing middle" refers to housing types that fall between high-density and single-unit houses, including duplexes, fourplexes, and row homes. They are designed to be compatible with single-unit homes in size and scale, and units can be divided horizontally or vertically. Missing middle also captures units that are attainable to middle-income households. See Policy E11. (Photo: *Left: City Park, Denver, Right: Highlands Garden Village, Denver*)



## Preservation of NOAHs

Naturally Occurring Affordable Housing (NOAH) refers to affordable housing that exists without subsidy or covenant requirements. A majority of affordable housing falls into this category, and NOAH is an important housing option for low-income families or individuals who do not qualify for subsidized housing. See Policy E9. (Photo: *NOAH, Denver*)



## Supportive housing

Supportive housing combines quality, affordable housing with supportive services to help people experiencing homelessness achieve residential and mental stability. On-site 24/7 staff and services may include clinical case managers, psychiatrists, nurses, clinical supervisors, and therapists. This housing has been shown to effectively reintegrate homeless families and individuals into the community by addressing their basic needs for housing and providing ongoing support. See Policy E11. (Photo: *Sanderson Apartments, Denver*)



## Campus employee/student housing

Multi-unit buildings dedicated to housing employees and/or students of large institutions. The housing is often owned or subsidized by the institution, and is located either on or adjacent to campus. Saint Joseph Hospital in City Park West is currently converting the historic Tammen Hall on its campus to income-restricted senior housing, an example of how large institutions can utilize their capital and property holdings to help address housing affordability challenges. See Policy E10. (Photo: *Tammen Hall, St. Joseph Hospital, Five Points, Denver*)



## Family-friendly housing

Housing designed to serve households of more than one generation, usually including children. This includes housing units with more than one bedroom and amenities, such as daycares and playgrounds that serve a variety of ages. See Policy E11. (Photo: *Mariposa, Denver*)



## Senior housing

Senior housing serves an aging population, ranging from independent living to 24/7 assisted care. There is a stronger emphasis on safety, accessibility, adaptability, and longevity that many conventional housing choices lack. See Policy E11. (Photo: *City Park West, Denver*)



## Live-work

Live-work provides a combination of a primary residential and commercial uses located within the same unit. Live-work units reduce commuting, often provide more affordable office space than stand-alone office space, and can play an important role in the incubation cycle for small businesses. Live-work units can help to reduce housing costs for small businesses owners who can combine office space and living costs. See Policy E11. (Photo: *live-work units, Denver*)

440

438

441

439

## #429

Posted by **Leslie James** on **02/29/2020** at **4:46pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

Encourage more daycare options in our community as well!

## #430

Posted by **Adam** on **01/29/2020** at **9:00pm** - [Link](#)

*Type: Suggestion*

*Agree: 3, Disagree: 0*

This is a super important investment for the city. San Francisco found a lot of success with buying and preserving NOAHs despite their other housing issues.

## #431

Posted by **Elyse** on **02/01/2020** at **3:49pm** - [Link](#)

*Type: Suggestion*

*Agree: 4, Disagree: -1*

Legal barriers to co-housing need to be stripped to allow people to live in community and affordably if they so choose. This is an ideal way to preserve large single family of character, while meeting housing needs for a variety of people.

## #432

Posted by **John Riecke** on **12/30/2019** at **11:47pm** - [Link](#)

*Type: Suggestion*

*Agree: 9, Disagree: -3*

The lack of zoning for this type of housing is a primary cause of housing unaffordability. We've zoned for single family or high-rise and nothing in between.

## #433

Posted by **David** on **01/09/2020** at **4:23pm** - [Link](#)

*Type: Suggestion*

*Agree: 6, Disagree: 0*

I think this is a really neat idea. I'm really curious to see how it plays out once open, but reusing existing spaces to create a distinctly different community within a coop has the potential to be really beneficial. Albeit, they allude to larger, international companies as some intending to move into the space which would not bode well for long-term resiliency and character so finding a balance between being able to pay for diverse/affordable/more dense housing and supporting local small developers and businesses would have to be more central...

## #434

Posted by **Nancy Stephenson and Georganne Bley** on **02/04/2020** at **9:40pm** - [Link](#)

*Type: Suggestion*

*Agree: 2, Disagree: 0*

As missing middle housing is added, it needs to be built in historically accurate ways including design and building materials that are in keeping with the surrounding neighborhood.

## #435

Posted by **Adam Estroff** on **01/29/2020** at **8:58pm** - [Link](#)

*Type: Suggestion*

*Agree: 5, Disagree: -1*

Co-ops are a great way to provide affordable housing while preserving existing structures. The plan should have explicit benefits for non-profit co-ops like a property tax exemption. Since co-ops fulfill so many goals.

## #436

Posted by **Lou and Kate Kintz** on **03/31/2020** at **2:15pm** - [Link](#)

*Agree: 0, Disagree: -1*

During a pandemic like the Covid-19, where social distancing is required, this type of housing will make that difficult or impossible.

## #437

Posted by **Lindsey Earl** on **01/29/2020** at **9:37pm** - [Link](#)

*Type: Suggestion*

Agree: 6, Disagree: 0

PLEASE. I'm trying to start an affordable housing cooperative in Denver and there is an insane amount of demand for this model and not a lot of supply. I posted one post on the Denver Housing Collective Facebook page about wanting to start a housing coop and hundreds of people responded with interest, 20 people set up individual meetings with me, as well as several nonprofits. Housing cooperatives are an amazing ways to preserve the historical integrity of the building while providing affordable housing in neighborhoods with increasing property value. Denver, by comparison to other cities, has less housing cooperatives due to prohibitive occupancy ordinances. I would like to see this change and the city support the demand for cooperatives that clearly exists. Specifically, I would like to see ordinance reforms that allow cooperatives and financial support including down payment assistance, technical support, and/or funding for car shares for cooperatives to limit the number of cars that would be parked on the street. I would be happy to talk to anyone interested in talking more. The outcome of this section will dramatically change my ability to formalize a cooperative in this area.

## #438

Posted by **CPN MT** on **02/05/2020** at **2:12pm** - [Link](#)

Type: Question

Agree: 0, Disagree: 0

Q49 – Would this also be called a Rooming House? Is this plan proposing this in historic homes or new construction replacing existing homes? This could incentivize replacement of existing homes for income generating rooming houses which would be more cost effective build then apartment buildings.

## #439

Posted by **CPN MT** on **02/05/2020** at **2:19pm** - [Link](#)

Type: Question

Agree: 0, Disagree: 0

Q50 – Can you provide examples of how this would be implemented in our neighborhood context and different types of zoning. I would like to understand how this new construction could fit into an existing neighborhood, in comparing size and scale.

## #440

Posted by **CPN MT** on **02/05/2020** at **2:11pm** - [Link](#)

Type: Question

Agree: 0, Disagree: 0

Q48 – Would this also be called a Rooming House? Is this plan proposing this in historic homes or new construction replacing existing homes? This could incentivize replacement of existing homes for income generating rooming houses which would be more cost effective build then apartment buildings.

## #441

Posted by **Gregory L.** on **11/13/2019** at **3:48pm** - [Link](#)

Type: Suggestion

Agree: 9, Disagree: 0

Strongly agree with adding more missing middle housing. If allowed City-wide, it could be a more effective housing policy than subsidized units - but can also work in conjunction.

## #442

Posted by **Niccolo Casewit AIA** on **02/04/2020** at **5:28pm** - [Link](#)

Type: Suggestion

Agree: 2, Disagree: -3

Detached and attached Accessory Dwelling Units should be a use by right in all neighborhoods. The implementation plan should include subsidies for permits, fees and construction costs for homeowners. Grants for individuals for needing accessible ADUs such as cottages or cassitas should be a priority in this plan.

Reply by **Nancy Stephenson and Georganne Bley** on **02/04/2020** at **9:38pm** - [Link](#)

Type: Suggestion

Agree: 0, Disagree: -1

The grant idea to encourage accessible ADUs is a good one.

Reply by **Rob Carnachan** on **02/04/2020** at **11:26pm** - [Link](#)

Type: Suggestion

Agree: 2, Disagree: -2

Strongly disagree. ADUs simply aren't appropriate on the tiny lots that fill most of this part of the City. If permitted at all, they should be extremely rare and only on large lots where there is room for them to exist without adding any height to an existing structure.

# RECOMMENDATIONS

## AFFORDABLE HOUSING

BACKGROUND POLICY

E8

448

### Stabilize residents at risk of involuntary displacement.

East Central's strong housing market is becoming increasingly costly for residents. The area is currently short 3,100 units for the area's lowest income households. These renters are often extremely cost-burdened by their rents and don't have any affordable options to buy a home in East Central. Consistent with the goals of Comprehensive Plan 2040, this plan recommends targeting resources to serve residents, both renters and homeowners, who are at risk of involuntary displacement. (Source: City and County of Denver, U.S. Census, and Root Policy Research)

- A. Connect residents with programs to help them stay in their homes, including temporary rental and utility assistance, property tax rebates, homeowner preservation initiatives, ownership programs, eviction legal defense, financial empowerment training, and energy and accessibility assistance.
  1. In areas vulnerable to displacement, use door-to-door engagement and promotion through neighborhood organizations and providers to reach residents.
- B. Conduct outreach to understand the needs of older adults and explore additional assistance options to mitigate their involuntary displacement.
  1. One example to explore is a reverse mortgage program administered through a local community development financial institution, coupled with home improvement grants for seniors aging in place who need equity to manage expenses.
- C. Support citywide efforts to explore a preference policy that would give new affordable housing preference to existing residents that have been or are at risk of being displaced.
- D. Integrate resources and strategies to mitigate involuntary displacement of residents with the implementation of major city investments and projects, including regulatory changes, legislative rezonings, and transportation infrastructure improvements. (See Blueprint Denver Policy LU-G 05).

STRATEGIES

E9

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445

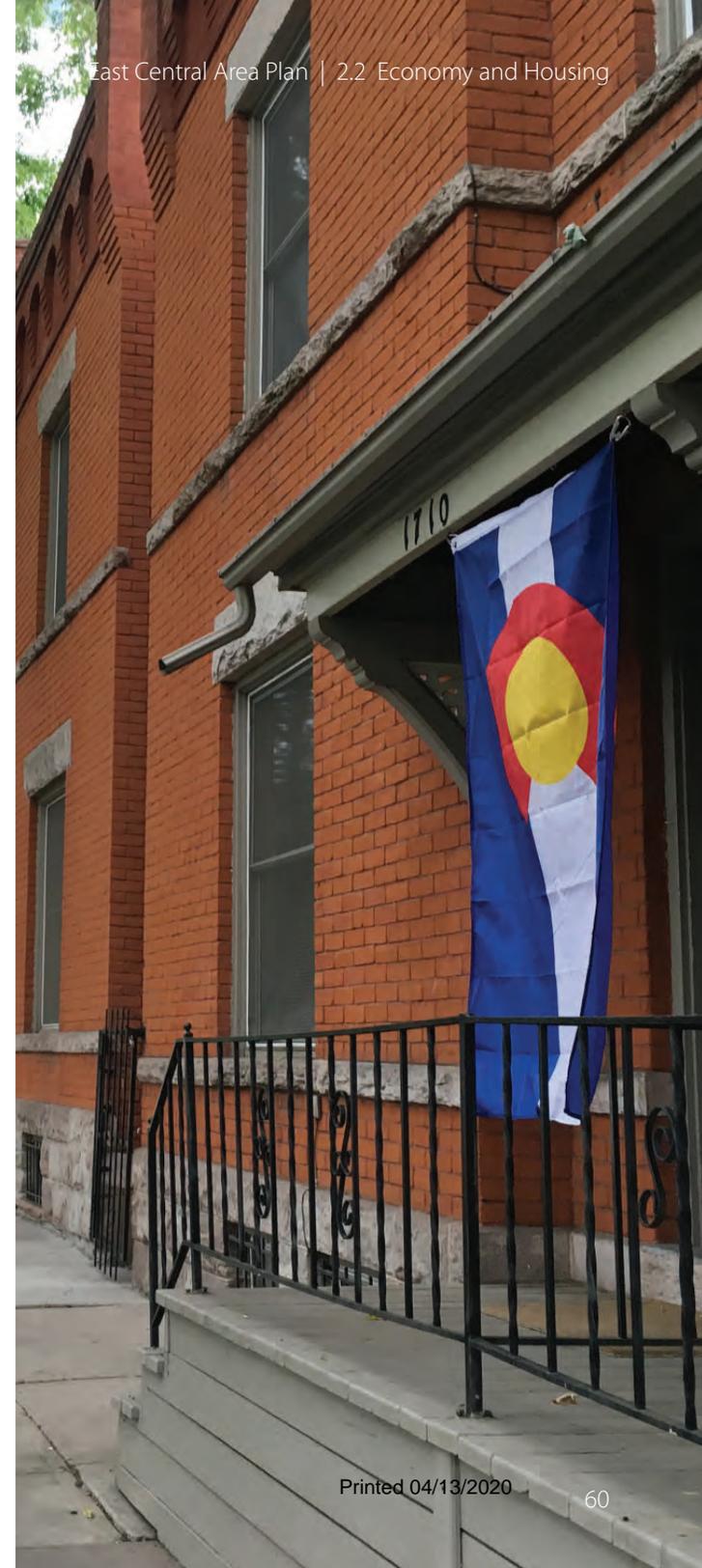
443

### Preserve existing affordability and housing quality.

Nearly half of East Central's existing income-restricted units could be at jeopardy of expiring over the next 20 years. Additionally, there are many aging multi-unit buildings in the area that are at risk of losing their natural affordability as rents and sale prices continue to quickly rise. In targeted outreach, participants also expressed a need for more accessible housing for people with disabilities. (Source: City and County of Denver)

- A. Extend affordability covenants for existing income-restricted properties through existing tools and new strategies such as extending notice requirements, working with potential purchasers to extend affordability commitments, and enhancing support for tenants.
- B. Explore partnerships with non-profits and foundations to work with owners of existing income-restricted properties to inform them about their covenant requirements and, where needed, to encourage resale to qualified buyers.
- C. Preserve naturally occurring affordable housing, particularly in areas vulnerable to displacement and close to transit, through new tools such as:
  1. An incentive program for small landlords that provides for rehabilitation of small multi-unit properties in exchange for affordability commitments.
  2. Partnering with existing cooperatives and other organizations to assist tenants with acquiring and transforming housing into cooperative housing (Encouraging cooperatives also requires reducing barriers to shared living. See Policy E11).
- D. Connect residents and building owners with programs that assist with upgrades to older homes to improve accessibility and energy efficiency.

447



## #443

Posted by **Cindy sestrich** on **02/05/2020** at **11:02pm** - [Link](#)

*Agree: 0, Disagree: 0*

Please add incentive to landlords for small business that has been in place for a long time.

## #444

Posted by **Elyse** on **02/01/2020** at **8:37pm** - [Link](#)

*Type: Suggestion*

*Agree: 2, Disagree: 0*

C/D. Specifically, there should be an incentive for landlords to maintain existing rental rates (with inflation) after these kinds of improvements. Maybe reducing property tax rates if landlords can demonstrate that rents have not increased with their property value increases.

## #445

Posted by **Cindy sestrich** on **02/05/2020** at **11:01pm** - [Link](#)

*Agree: 0, Disagree: 0*

All fantastic ideas. Recognizing that incentives to Landlords is a great tool to help those who are trying to be good community members because of higher moral standards. The double to triple assessed values of property isn't conducive to keeping diversity of housing.

## #446

Posted by **John Riecke** on **12/30/2019** at **11:50pm** - [Link](#)

*Type: Question*

*Agree: 7, Disagree: 0*

I'm not sure this is a great idea. Buildings have lifecycles, as do neighborhoods. Should a currently cheap building always be cheap? How can redevelopment occur when some buildings are locked into their current use and price point?

## #447

Posted by **CPN MT** on **02/05/2020** at **4:22pm** - [Link](#)

*Type: Question*

*Agree: 0, Disagree: 0*

Q51 – If cooperative housing is allowed, developers would be allowed to build new rooming houses that would generate cash flow and be profitable to built that would replace existing homes. How would the character of the neighborhood be preserved if investors took advantage of this type of construction?

## #448

Posted by **Cindy sestrich** on **02/05/2020** at **11:01pm** - [Link](#)

*Agree: 0, Disagree: 0*

all points are fantastic and of high priority. Giving priority to existing residents to remain in the neighborhood and not in some outlying suburb is of highest priority. I-70 displacement was an example of a bad practices. Again, please integrate different socioeconomic classes together for diversity.

## #449

Posted by **Emma Griffis** on **01/28/2020** at **4:06pm** - [Link](#)

*Type: Question*

*Agree: 0, Disagree: 0*

What are the options to work with landlords to educate them on these resources and encourage them to work with their tenants to help them remain in their homes? I.e. in addition to providing resources to the residents, provide resources (or implement stricter policies) to landowners to minimize opportunities for them to evict residents.



Supportive housing in North Capitol Hill

# RECOMMENDATIONS

## AFFORDABLE HOUSING

### E10

**POLICY**

**Create new affordable housing with access to transit and amenities.**

**BACKGROUND**

While the prior two policies focus on stabilizing residents and preserving affordability, there is also a need to create new affordable housing in the area, as demonstrated by significant shortages in units available for low-income households. In accordance with Blueprint Denver and Housing an Inclusive Denver, a majority of new affordable housing should be located near transit corridors to give residents convenient access to jobs, education, services, and amenities (See Blueprint Denver Policy LU-H 06). Improving access to multimodal options, as outlined in the Mobility recommendations (Section 2.3), can also help reduce a household's transportation costs.

**STRATEGIES**

- A.** Ensure affordable housing is provided when large city-owned property, particularly the District 6 police station, is redeveloped.
- B.** Ensure that the value of increased development potential is shared with the community through the provision of affordable housing or other community benefits (see Policy L3). Appropriate tools include:
  1. Zoning and other incentives that require the construction of income-restricted housing as part of new development.
  2. Development agreements, affordable housing plans, or other agreements that provide affordable housing as part of a rezoning or Large Development Review. These tools should be considered prior to the implementation of an incentive tool or other citywide affordable housing regulations for large development sites.
- C.** Support acquisition of land by the city and/or its partners, such as Denver Housing Authority and community land trust entities, for future affordable housing, particularly along major transit corridors and in Corridors, Centers, and High, High-Medium, and Low-Medium Residential Places.
- D.** Promote the use and expansion of tools, such as Low-Income Housing Tax Credits, Tax Increment Financing, and the Affordable Housing Fund, to fund development of affordable housing.
- E.** Partner with area hospitals, Denver Public Schools, and other major employers to create and/or fund affordable workforce housing (see Policy E1).
- F.** Ensure new affordable housing is
  1. Affordable to households earning very low, low, and moderate incomes, consistent with adopted city policy.
  2. Sized to accommodate a range of households, including families.
  3. Dedicated as affordable for a period of time consistent with or greater than adopted city policy.
  4. Of similar types to market-rate housing built within the plan area.
- G.** Work with affordable housing developers and managers on transportation demand strategies that help ensure residents have access to multimodal transportation options (see Policy M12).

## #450

Posted by **Craig Vanderlan** on **02/05/2020** at **3:51pm** - [Link](#)

*Type: Suggestion*

*Agree: 1, Disagree: 0*

Develop metrics that compare the actual affordable housing units available based on the economic demographics. Publish a goal or target as part of the plan and hold the city government officials accountable for meeting the established goals. This will help residents elect officials who are committed to sustaining the goals and offer solutions that ensure long term health of the city.

## #451

Posted by **Craig Vanderlan** on **02/05/2020** at **3:46pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

Reduce affordable housing options that are rent based, or wealth-building only for the developer and/or building owner, by providing co-housing and other forms of co-ownership where lower income populations can gain financial benefits (equity) of home ownership

## #452

Posted by **David** on **01/09/2020** at **4:33pm** - [Link](#)

*Type: Suggestion*

*Agree: 1, Disagree: 0*

IF TIFs are going to be implemented, would love to see a really strong requirement on the part of the city to heavily invest in affordable housing.

## #453

Posted by **John** on **02/05/2020** at **3:10pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

This seems like a better approach for supporting affordable housing .

## #454

Posted by **BJWilson10** on **01/31/2020** at **10:23pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

Yes, all seem like great ideas. Let's build on them.

## #455

Posted by **Elyse** on **02/01/2020** at **8:39pm** - [Link](#)

*Agree: 0, Disagree: 0*

This is an ideal way for the city to contribute to income restricted housing needs.

## #456

Posted by **Paula Machlin** on **02/05/2020** at **12:08pm** - [Link](#)

*Agree: 0, Disagree: 0*

I support all efforts to increase affordable housing. We need workforce housing in the neighborhood. Teachers, Firefighters, and waiters and waitresses need to live reasonably close to where they work. It's best for all of us. I am concerned that the City has managed programs poorly in the past...Green Valley Ranch had below market housing and apparently oversight was a mess. Please avoid letting good ideas be poorly implemented, Mr. Mayor...

## #457

Posted by **Elyse** on **02/01/2020** at **8:45pm** - [Link](#)

*Agree: 0, Disagree: 0*

Though this is important, mandating income restricted units would likely dissuade developers from building on the corridor if they're not willing to go through the process for securing funding through CHFA.

Perhaps a program that incentivizes units that affordable to the 60-80% AMI range would be easier to incorporate in zoning.

## #458

Posted by **David Engelken** on **02/05/2020** at **5:27pm** - [Link](#)

*Agree: 0, Disagree: 0*

p. 58 Re: affordable housing as a Community Benefit, thank you for including the target figure of \$625. per month as a definition. The term affordable housing has been used for new, small square footage apartment construction near Colfax Avenue subsequently rented for nearly twice that figure. Needed here: express provision and schedule for community input to define and carefully monitor affordable housing permitting as a Community Benefit, to allow increased building height.

**#459**

Posted by **John** on **02/05/2020** at **3:08pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: -1*

There is no question about the need for more affordable housing. However, this need should not allow developers to secure exemptions from critical restrictions like maximum height, parking requirements or other infrastructure that is required to support a project.

# RECOMMENDATIONS

## AFFORDABLE HOUSING

E11

### Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes throughout East Central.

Consistent with Blueprint Denver, this plan aims to provide housing choice throughout East Central by diversifying housing options across the spectrum of housing needs. The area's housing types should reflect the diverse population that lives here currently and those that seek to live in East Central, and should include quality options for vulnerable populations, aging in place, non-traditional living arrangements, and families. When community members were asked about housing options in the area, a majority felt that the East Central neighborhoods do not have good options for seniors, low-income residents, and residents with disabilities, illustrating the need to expand diversity of housing types. When asked about "missing middle" housing types – a variety of multi-unit or clustered housing types that are compatible in scale with detached, single-unit homes – the most desired types were live-work units, detached ADUs, and townhouses. Existing housing diversity varies between East Central's neighborhoods; see Chapter 3 for neighborhood priorities.

- A.** Develop more permanent and supportive housing, combining low-barrier affordable housing, health care, and other supportive services to help create stability.
- B.** Increase access to homeownership for low- and moderate-income renters by implementing citywide programs and working with partners to create new pilot programs.
  - 1. Encourage the creation of ownership options that are affordable to moderate-income residents among the diverse range of housing types being promoted in strategies C-G below.
  - 2. Support existing and explore new programs intended to help make homeownership more attainable for residents of income-restricted rental housing.
  - 3. Help residents prepare to become homeowners by offering targeted home-buyer counseling courses that integrate financial coaching and education with down payment assistance.
- C.** Encourage more family-friendly development, including larger unit sizes and family-supportive amenities (see Blueprint Denver Policy LU-H 07).
- D.** Expand housing options for non-traditional households, aging-in-place, co-housing, cooperatives, and group living.
- E.** Integrate missing middle housing types into Low and Low-Medium Residential Places, with a focus on discouraging demolition and encouraging affordability (See Blueprint Denver Policy LU-H 02 and East Central Area Plan Policies L5 and L6). In coordination with citywide efforts to implement this policy through an inclusive community process, considerations for East Central include:
  - 1. Support citywide efforts to revise city regulations to respond to the demands of Denver's unique and modern housing needs (see Blueprint Denver Policy LU-H 01).
  - 2. Make it easier for households to age within their neighborhoods by encouraging senior/assisted living, home-sharing, and co-housing (See Sunshine Home Care case study).
  - 3. Encourage subletting of extra rooms in large homes by communicating opportunities through neighborhood organizations.
  - 4. In addition to removing zoning barriers, explore tools to encourage more cooperation where residents can reduce costs through shared living or ownership.



### Case Study:

#### Sunshine Home Share Colorado

Sunshine Home Care Colorado is a non-profit organization that was established in 2015 with the mission of promoting aging in place through a safe, care-managed, home-sharing model. It offers the dual benefit of generating income, assistance, and companionship for older adults (55 and over), while accessing untapped affordable housing for home seekers. Sunshine, staffed by geriatric care managers, provides an in-depth screen and matching program that includes an application, reference check, interview, trial period, and formalized Match Agreement.

Photo Source: Sunshine Home Share

BACKGROUND POLICY

STRATEGIES

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466

## #460

Posted by **Sarah Wells** on **01/29/2020** at **10:40pm** - [Link](#)

*Type: Suggestion*

*Agree: 5, Disagree: -1*

One mechanism for supporting cooperative housing would be to offer property tax exempt status to cooperative houses offering income-qualifying Affordable rental Housing

Reply by **Elyse** on **02/01/2020** at **8:54pm** - [Link](#)

*Agree: 0, Disagree: 0*

This seems like a fair way to encourage existing property owners to provide income restricted housing.

## #461

Posted by **Nancy Stephenson and Georganne Bley** on **01/25/2020** at **5:14pm** - [Link](#)

*Type: Suggestion*

*Agree: 1, Disagree: 0*

This is an extremely high priority for us. We own a 114 year old home and the historic nature of Congress Park is a big part of why we chose to move here over twenty years ago.

## #462

Posted by **Sarah Wells** on **01/29/2020** at **10:43pm** - [Link](#)

*Type: Suggestion*

*Agree: 5, Disagree: 0*

I think there are a lot of opportunities to take rowhomes and small apartment buildings and convert them into urban co-housing options that are made more affordable through group purchasing.

## #463

Posted by **Lou and Kate Kintz** on **03/31/2020** at **2:22pm** - [Link](#)

*Agree: 0, Disagree: -1*

Pandemics like Covid-19 make this kind of housing dangerous due to the close proximity of many people sharing a small space.

## #464

Posted by **Elyse** on **02/01/2020** at **8:52pm** - [Link](#)

*Agree: 2, Disagree: 0*

Many families could benefit from living in neighborhoods as walkable as those in the ECA. 3+ bedroom options are essential for providing a diversity of options for residents, especially in Capitol Hill and Uptown.

## #465

Posted by **Cindy sestrich** on **02/05/2020** at **11:04pm** - [Link](#)

*Agree: 0, Disagree: 0*

Along with helping new home owners attain housing, there should be education on the duties of home owner maintenance and sustaining a home's responsibilities. Habitat for Humanity has a great program for this education.

## #466

Posted by **Elyse** on **02/01/2020** at **8:55pm** - [Link](#)

*Agree: 0, Disagree: 0*

Creating opportunities and incentives for these homes to be subdivided into apartments or used for co-housing can help maintain character while meeting housing needs.

## #467

Posted by **CPN MT** on **04/13/2020** at **12:01am** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

Q50d – This could become an incentive to redevelop and build large commercial SRO's at the cost of character single family homes because the SRO's would generate much more income. This would not lead to neighborhood preservation.

## #468

Posted by **CPN MT** on **02/05/2020** at **4:29pm** - [Link](#)

*Type: Question*

*Agree: 0, Disagree: 0*

Q50 – Can you provide examples of how this would be implemented in our neighborhood context and different types of

zoning. I would like to understand how this new construction could fit into an existing neighborhood, in comparing size and scale. How would this be done without demolishing existing homes?

## #469

Posted by **CPN MT** on **04/12/2020** at **11:53pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

Q50c – This recommendation needs to be more neighborhood context sensitive because it raises different concerns in each type of neighborhoods. The wording is very general and not clearly defined. These changes are far reaching and need to be discussed with the community.

## #470

Posted by **CPN MT** on **04/12/2020** at **11:45pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

Q50b – This topic has not been clearly discussed at public meetings so I am not sure residents are aware of the recommendations impacts in low density zoning. Some impacts could include incentivizing commercial SRO's of existing houses or redevelopment of homes with larger structures with many rooms to rent and shared living with no parking requirements. This recommendation needs to be discussed so neighborhood feedback can be gathered on this subject.

## #471

Posted by **Sarah Wells** on **01/29/2020** at **10:30pm** - [Link](#)

*Type: Suggestion*

*Agree: 5, Disagree: 0*

I would love to see limited equity cooperatives included in this plan. It's a hybrid form of ownership that allows individuals to earn some equity in what would otherwise be a rental option.

## #472

Posted by **Cindy sestrich** on **02/05/2020** at **11:04pm** - [Link](#)

*Agree: 0, Disagree: 0*

Expanding these housing options are fantastic, with the added priority, as mentioned before, to existing residents when

their housing needs change. This will allow them to keep the familiarity of their known neighborhood.

**#473**

Posted by **John** on **02/05/2020** at **3:14pm** - [Link](#)

*Agree: 0, Disagree: 0*

Effective implementation of this option, particularly for group living, should include requirements that avoid having a home effectively turned into an SRO hotel. Perhaps a requirement that the group home be owner-occupied.



Senior housing in City Park West

# RECOMMENDATIONS

## AFFORDABLE HOUSING

### E11 cont. from prior page

#### POLICY

**Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes in all neighborhoods. (continued from prior page)**

#### STRATEGIES

- 2. Reducing barriers to missing middle building forms that reflect the existing diverse built character of East Central neighborhoods. This could include allowing a new, compatible urban house form that has multiple units within it.
  - 3. Incorporating strategies to advance goals for affordability, wealth-building for low- and moderate-income homeowners, and opportunities for home ownership. Strategies could be explored in coordination with accessory dwelling unit implementation (See Policy E11-F).
  - 4. Exploring an adaptation of the West Denver Single Family Plus ADU pilot program (see sidebar) that provides technical assistance and financial incentives to help existing homeowners build ADUs. Elements to consider include funding in exchange for an affordability commitment, approved prototype designs (with universal design features), and streamlined access to lenders and builders. Non-profit partnerships should be leveraged in creation and administration of a program.
  - 4. Until a citywide ADU approach is complete, it may be appropriate to consider a neighborhood-wide rezoning that is consistent with the strategies in this Policy E11-F.
- G.** Expand live-work opportunities in a manner that is compatible with surrounding neighborhood character to reduce housing costs for small business owners and entrepreneurs.

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## #474

Posted by **Elyse** on **02/01/2020** at **9:01pm** - [Link](#)

*Agree: 0, Disagree: 0*

It would be great to expand this program to other neighborhoods within the city. Particularly in these older neighborhoods, assistance in converting alley garages or carriage houses could meet needs quickly.

## #475

Posted by **Sarah** on **11/09/2019** at **10:39pm** - [Link](#)

*Type: Suggestion*

*Agree: 18, Disagree: -5*

Yes! Let's not wait on the City-wide program. Let's rezone to have ADUs in all of East Central!

Reply by **Kevin** on **12/27/2019** at **2:27pm** - [Link](#)

*Type: Suggestion*

*Agree: 8, Disagree: 0*

By Right.

Reply by **Carol Becht** on **01/16/2020** at **8:11pm** - [Link](#)

*Type: Suggestion*

*Agree: 4, Disagree: 0*

At the Congress parking meeting last night, we were told there will be specific criteria before each ADU can be approved. Just one example, can the sewer line accommodate another hook up? There needs to be some thought put into this rather than just jumping off a cliff saying all of East Central can get an ADU.

## #476

Posted by **Jon Hindlemann** on **02/05/2020** at **12:43pm** - [Link](#)

*Type: Suggestion*

*Agree: 0, Disagree: 0*

I would assume that the 'neighborhood(s)' and / or certainly the RNO's representing the neighborhood would be involved in this consideration process.

## #477

Posted by **Sarah Wells** on **01/29/2020** at **10:49pm** - [Link](#)

Type: *Suggestion*

Agree: 2, Disagree: -1

I would love to see more subsidy here with requirements on use of the end product. Building an ADU is very costly and often out of reach for homeowners who are barely able to make their mortgage payments. In order to make this an option for more than just the city's elite, we need more subsidy.

## #478

Posted by **Jon Hindlemann** on **02/05/2020** at **12:42pm** - [Link](#)

Type: *Question*

Agree: 0, Disagree: 0

Given the City's propensity for approving mediocre designs along the urban corridors, I am concerned about the 'aesthetic design criteria,' it would utilize in selecting these 'pre-approved designs,' as well as how the designs would integrate within the neighborhood fabric.

## #479

Posted by **Nancy Stephenson and Georganne Bley** on **02/04/2020** at **9:58pm** - [Link](#)

Type: *Suggestion*

Agree: 1, Disagree: 0

Any new buildings in Congress Park residential neighborhoods should have resources to help them learn how to build/remodel with historically accurate architectural methods.

## #480

Posted by **Cindy sestrich** on **02/05/2020** at **11:06pm** - [Link](#)

Agree: 0, Disagree: 0

Design is critical to being accepted within a neighborhood. Of course, discouraging demolition is the first factor with the possible new building form. Creating diversity of residents is the first goal, not increasing high cost units to a developer's monetary advantage, which isn't in the community's envisioned goal. So maybe only allowing, if possible, for affordable housing AMI categories. It would allow for more aging in place/same neighborhood. Aligns with page 60 goals.

## #481

Posted by **Lou and Kate Kintz** on **01/13/2020** at **5:59pm** - [Link](#)

*Agree: 1, Disagree: -2*

Will zoning for ADU affect our tax rates? We will not be building an ADU, and we sure don't want to be taxed as if we had one. Nor do we want to be taxed for extra infrastructure needed when population density has increased drastically. Our property taxes have risen too much already in the last few years.

## #482

Posted by **Lisa P** on **01/27/2020** at **8:06pm** - [Link](#)

*Type: Question*

*Agree: 2, Disagree: 0*

How many ADUs are you anticipating in the plan? 10? 100? 1000?

I would assume these numbers have been modeled as we need the infrastructure to support this FIRST, something I don't see anywhere in this plan. The increased ADUs will put pressure on water, sewer, schools, etc.

Reply by **Elyse** on **02/01/2020** at **9:00pm** - [Link](#)

*Agree: 3, Disagree: 0*

Zoning for ADUs allows them as an option, but it's very unlikely that enough people will build them that there will be drastic changes to neighborhood density. Population density has decreased in most of these neighborhoods since the time that infrastructure was built, so their normal contribution through tap fees, etc. is likely sufficient.

ADUs are a great way for people to collect income and house others on their existing property while maintaining their personal living space.

## #483

Posted by **Rob Carnachan** on **02/04/2020** at **11:32pm** - [Link](#)

*Type: Suggestion*

*Agree: 1, Disagree: -1*

ADUs, if they are going to be permitted at all, must be restricted to large lots where they can be accommodated without increasing the height of any existing structure on the property. Residents are not going to stand for having their privacy rights violated by the additions of extra stories on top of homes or garages.

## #484

Posted by **BJWilson10** on **02/01/2020** at **8:31pm** - [Link](#)

*Type: Suggestion*

*Agree: 2, Disagree: 0*

Yes, short-term rentals decrease the rental market supply driving up cost.

## #485

Posted by **CPN MT** on **02/05/2020** at **4:37pm** - [Link](#)

*Type: Question*

*Agree: 0, Disagree: 0*

Q53 – Can you qualify how building ADU’s will create affordable housing? Developers have said to build an ADU would begin at \$250K and is limited in SF. How would these numbers work and how are you defining affordable?

## #486

Posted by **CPN MT** on **02/05/2020** at **4:40pm** - [Link](#)

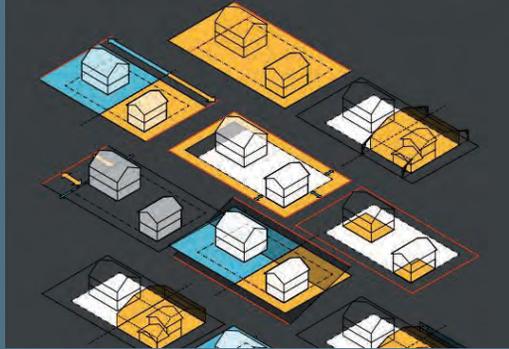
*Type: Question*

*Agree: 0, Disagree: 0*

Q54 – Would there be limitations on using ADU’s as short term rentals? The rentals could be built for higher short-term income and not for Denver residents.

## WDSF+ ADU Handbook

A Guide to Detached ADU & Tandem House Development



### Case Study:

#### West Denver Single Family Plus (WDSF+) ADU Pilot Program

*In late 2018, the West Denver Renaissance Collaborative, in partnership with the City of Denver, launched a forgivable loan pilot program to finance ADUs in nine west Denver neighborhoods. The program provides moderate- and low-income qualified homeowners (those earning up to 120% of the area median income) with development, financing, and construction resources to develop a detached ADU. Additionally, some homeowners may be eligible for a forgivable loan of up to \$25,000 to cover costs of building an ADU. ADUs created through the program are designated as affordable housing for 25 years, to be occupied or rented at a rate no higher than the 80% area median income maximum rent. As part of the program, Denver Community Planning and Development is working to streamline permitting for prototype ADU designs offered by WDRC. Habitat for Humanity has also been brought on board to build an estimated 40 homes during the two-year pilot period.*



487

#487

Posted by **CPN MT** on **02/05/2020** at **4:43pm** - [Link](#)

*Type: Question*

*Agree: 0, Disagree: 0*

Q55 – Can you provide examples of how the construction and rental numbers work?

## COMMUNITY FEEDBACK

When asked about their top concerns, homelessness was the sixth most common concern raised by East Central community members.

### “What are you most concerned about?”

#### Issues of homelessness & perceived related issues



Percentages of respondents

Source: 2017 East Central Kickoff Survey

In targeted engagement with persons experiencing homelessness and service providers, they noted the following as key issues:

- New models need to be explored to create opportunity and stability in overnight shelters (ensuring persons have a secured bed).
- The sense of community within persons experiencing homelessness is vibrant and must be respected and preserved.
- Explore alternate housing models: open space concepts, communal spaces, shared cooking, etc.
- Hygiene centers are needed and are a matter of basic dignity.
- Transportation costs are an obstacle for physical mobility and access to services (especially for families).

## 2.2.5 SOCIAL SERVICES

To support thriving communities, vulnerable individuals must be connected to social services that directly support their physical, economic, and mental well-being. This is particularly important for those persons who may be susceptible to housing insecurity or who are experiencing homelessness. By providing a robust social service network with programs such as eviction prevention, legal services, mental health, substance abuse treatment, domestic violence programs, and financial literacy, an environment that is inclusive and accessible to all residents of East Central can be created.

### SOCIAL SERVICES IN EAST CENTRAL

Homelessness in the City and County — Everyone Counts - 2019 Point in Time Survey by Metro Denver Homeless Initiative (Citywide Numbers)	Household without Children		Household with at Least 1 Adult and 1 Child		Households with Only Children under 18	
	#	%	#	%	#	%
<b>Persons Staying in Emergency Shelters</b>						
TOTAL OF 2,119 PERSONS, OR 53.7% OF THE TOTAL HOMELESS POPULATION	1,966	92.8%	149	7.0%	4	0.2%
<b>Persons Staying in Transitional Housing</b>						
TOTAL OF 1,235 PERSONS, OR 31.3% OF TOTAL HOMELESS POPULATION	589	47.7%	643	52.1%	3	0.2%
<b>Persons Staying in Safe Haven</b>						
TOTAL OF 35 PERSONS, OR 0.9% OF TOTAL HOMELESS POPULATION	35	100%	0	0%	0	0%
<b>Persons Unsheltered</b>						
TOTAL OF 554 PERSONS, OR 14.1% OF TOTAL HOMELESS POPULATION	547	98%	6	1.1%	1	0.2%

In the City and County of Denver, there are approximately 4,000 individuals who are experiencing homelessness. Some of these individuals frequent Colfax Avenue and East Central because of the existing resources and services that are provided, including several shelters and residential care facilities (six day, overnight, and domestic violent shelters and 15 residential care facilities that include special care homes and transitional housing). Moreover, with increasing cost of living and stagnating incomes, some vulnerable Denverites are becoming at risk of homelessness. In the East Central area alone, there are approximately 4,800 renter-occupied units that are considered severely cost-burdened (those who pay more than 50% of their income on housing costs) and 16% of households live below the poverty rate, both factors which may place many of these East Central residents at-risk of homelessness as defined by U.S. Department of Housing and Urban Development. *Source: 2011-2015 American Community Survey 5-year estimates.*

BACKGROUND POLICY

STRATEGIES

**E12**

**Improve the existing social service system through collaboration, co-location and coordination between providers, and between providers and city agencies.**

*There are currently hundreds of providers and volunteers working across Denver to address the issue of homelessness. Ensuring the strength and resiliency of the system means building stronger partnerships between existing services providers across the board, and doing so can help reduce duplication, inefficiency, and increase accountability to meet shared goals.*

- A.** Identify existing homelessness prevention and rapid-rehousing resources in the community and bring in additional partners for more local collaboration.
- B.** Identify existing drug and alcohol rehabilitation resources and promote collaboration between providers, and between providers and city agencies.
- C.** Support workforce training and education programs that connect workers to employers (see Policy E3).
- D.** Explore models that promote co-location of services (e.g. Dahlia campus for mental health and well-being and the Rose Aodom Center).

**Case Study:**  
Rose Aodom Center

*The Rose Aodom Center is a place for domestic violence victims to find the safety, support, and services needed to rebuild their lives by facilitating access to services and staff of community organizations and city agencies in a single, safe location.*

**E13**

**Promote innovative service delivery models, and expand pool of service provider partners—to address gaps in existing social service system.**

*Homelessness is a multi-faceted issue requiring many-sided solutions. Coordinated, efficient, and creative work across system care will be required to effectively meet the needs of those at risk of and experiencing homelessness. The strategies below aim to encourage innovative solutions and models that integrate homeless service provisions into other mainstream services to address existing gaps in the system.*

- A.** Conduct gap analysis with homeless service partners, school and early childhood partners, and human services partners.
- B.** Create models to address gaps of services, such as resource navigation, hygiene, and rest centers (referred to in this plan as community resource centers).
- C.** Increase funding for substance treatment services, including training and implementation of cross-sector teams to address needs of people experiencing homelessness, school children, immigrants or refugees, or other special populations.
- D.** Increase funding for homelessness prevention and rapid re-housing resources in the community.
- E.** Invest in new partnerships for service provision, including mini-grants to fund innovative work from local community partners.

**Case Study:**  
Denver Public Library Peer Navigators

*Administered by the Denver Human Services and the Colorado Mental Wellness Network, this “peer navigators” program allows library customers experiencing poverty and homelessness to navigate the social service system in Denver through one-on-one and peer led discussion groups. Connections to services include resources such as housing, mental health, and/or substance abuse services.*

**E14**

**Build access to, awareness of, and support for social services for residents in East Central.**

*Successfully addressing the issue of homelessness requires the commitment and sustained advocacy of all partners involved, from city agencies to service providers and especially local communities. The strategies below aim to strengthen the social service system by proactively engaging residents around the issues related to homelessness to increase knowledge of available resources.*

- A.** Encourage stronger relationships between service providers and their neighbors through strategies such as:
  1. Assisting service providers with the creation of good neighbor agreements.
    - a. Explore the development of a tool-kit to engage and build support within the community.
    - b. Staff a dedicated community organizer to serve as a liaison between the broader community and service providers.
  2. Encouraging collaboration on events and volunteer opportunities between service providers and neighborhood organizations.
- B.** Integrate supportive services with housing and connect private landlords to existing social services in their neighborhood.