TO: Denver Planning Board, Joel Noble, Chair  
FROM: David Gaspers, CPD Planning Services  
DATE: February 12, 2020  
RE: Public Hearing - Blueprint Denver Future Places 2020 Plan Map Amendment

Community Planning and Development is pleased to submit to Planning Board the Future Places 2020 Plan Map Amendment to Blueprint Denver and approval as a supplement to Comprehensive Plan 2040. This memorandum 1) provides background for the Plan Map Amendment, 2) documents the proposed changes made to the plan map and 3) evaluates both the proposed change and the process based on the three criteria established in the Comprehensive Plan 2040:

1. Background:

Blueprint Denver establishes two ways for the plan’s Future Places Map to evolve over time.

Page 59 of Blueprint Denver:

*Updates to the neighborhood context map and future places map:* there are two major ways that these maps will evolve over time:

- **NPI area plans and other small area plans:** during a small area planning process, the future places map may be revised. This would occur at the time that a new or amended small area plan is adopted by City Council as a supplement to the comprehensive plan. These planning efforts, which may include corridor plans, are the main process to link land use compatibility with future transit investments as transit corridors are implemented through Denver Moves: Transit.

- **Consolidated updates:** CPD will explore and implement an approach for the future places map to be updated on a regular basis. This could entail a process, happening every one or two years, in which staff identifies potential changes to the map based on inquiries or requests from property owners and the community. This process would need to include public input and result in an amendment to the map that is approved by Planning Board and adopted by City Council.

The “Consolidated updates” approach specifically directs CPD to explore an approach to update the Future Places map on a regular basis. CPD has developed a plan map update process that can be initiated by either CPD or individual City Council District offices. Any Blueprint Denver Map Amendment proposals will be consolidated yearly and presented to Planning Board and City Council at the same time as the Blueprint Denver Annual Report.

2. Proposed Change

The 2020 Blueprint Denver Plan Map Amendment consists of one proposed change from Council District 7 for the Overland Park Neighborhood, generally bounded by West Louisiana Avenue to the north, West Colorado Avenue to the south, BNSF Railroad right-of-way to the west and the alley between Acoma and
Broadway to the east. The proposal would change the future place designation from Value Manufacturing to Innovation/Flex.

**Figure 1: Overland Park Industrial Area Proposed for Future Place Map Change**

*Current Future Place: Value Manufacturing*

Value Manufacturing districts serve the primary purpose of light manufacturing, wholesale trade, transportation and warehousing. Residential uses are not allowed.

*Land Use and Built Form:*
Value manufacturing areas are often located in business parks or on extra-large blocks. Such areas include advanced and larger craft manufacturing, research and design labs, robotics, technology and flex spaces. Residential uses are not compatible. These areas typically consist of single or multi-tenant buildings, that are designed for freight movement with some storage. They typically do not provide pedestrian-oriented features such as street level transparency.
Mobility:
Streets in value manufacturing areas are designed for safe movement of freight and goods, often with a grid and on-street parking. Most traffic in the area results from the movement of employees, goods, and customers.

Quality-of-Life Infrastructure:
A variety of green spaces may be found, typically on private property, with some areas having significant landscaping, green lawns and street trees.

Proposed Future Place: Innovation/Flex

Innovation/flex districts serve the purpose of craft or maker spaces, high-tech design and manufacturing with a mix of employment and residential. Multi-unit residential uses are allowed and can be integrated into the existing or future manufacturing uses.

Land Use and Built Form:
Innovation/flex districts often include assembly facilities, labs, small logistics and warehousing, local food catering, tech firms, value manufacturing and related offices uses. Residential uses are compatible. Multi-tenant buildings, often with office uses in the front and manufacturing in the back, are common. Buildings are typically oriented to the street and contain pedestrian-friendly features such as street-level windows. Building size varies and can be dependent upon the surrounding context and character.

Mobility:
Streets in these areas are typically on the standard grid system with on-street parking and access for cars, bikes, pedestrians and transit.

Quality-of-Life Infrastructure:
Flex/innovation areas might include parks and outdoor spaces, depending on the surrounding area. Trees often include trees and other types of green infrastructure.

In developing a process for updating the Blueprint Denver Future Places map, CPD established considerations to evaluate whether proposals meet good planning practices. Considerations include but are not limited to:

- **Timing of future/recent small area planning in the neighborhood** - The subject area does not have a recent small area plan and Overland Park has not yet been identified for a future phase of the Neighborhood Planning Initiative.
- **Proposed change shouldn’t circumnavigate the need for a small area plan**
  - **Scale and complexity** – The proposed future place designation maintains the area as a manufacturing district and goes completely from one place to another place (i.e. it does not add places). More complex or significant changes to the map may need the in-depth study that comes with a small area plan.
  - **Geographic size** – The subject area is approximately 5 blocks in size and would not typically constitute a small area plan process.
• **Appropriateness to adjacent future places** – The subject area is adjacent to community corridor and community center places that also allow mixed-use residential development.

• **Overall impact on creating complete neighborhoods, meeting equity concepts, citywide population/employment projections** – Allowing residential development at the subject area advances the Blueprint Denver vision of creating complete neighborhoods and new jobs and housing could be directed to the location. Ne, market-rate housing being added to any neighborhood may impact Blueprint Denver’s Key Equity Concepts for the area. Currently, the key equity concepts for the subject area have low to mid-range scores (access to opportunity ≈3 out of 5, vulnerability to displacement ≈1.5 out of 3, housing diversity 1 out of 5, jobs diversity is similar to citywide average) largely due to the site itself being industrial (low scoring) and being adjacent to strong neighborhoods to the east (high scoring). Any large-scale rezoning or project that enters the large development review process is subject to a full equity evaluation.

3. **Comprehensive Plan 2040 Criteria**

1) An inclusive community process was used to develop the plan.

2) The plan is consistent with the vision, goals and strategies of *Comprehensive Plan 2040*.

3) The plan demonstrates a long-term view.

1. **An inclusive community process was used to develop the plan.**

CPD requires an inclusive public process to receive feedback on the proposed map change. Council District 7 hosted two community meetings on October 13 and 21. These public meetings were posted on the District 7 and CPD websites. Written notice of these public meetings was done consistent with the Large Development Review process (DZC 12.3.4.2.C & 12.3.4.6) including being sent to owners and tenants of the subject site and any real property located within 400 feet of the subject site and neighborhood organizations or other community organizations within the subject site or within 400 feet of the subject site. Approximately 40 people attended these meetings and overall comments were supportive of the proposed map change.

An online, map-based survey that was promoted on the District 7 website, CPD website and associated social media outlets was developed to solicit input on the proposed change. The survey received twenty total responses, nineteen responses “strongly supported” the proposal with one response not providing feedback (SEE ATTACHED SURVEY REPORT).

Registered neighborhood organizations that have been briefed on this plan map amendment and have provided letters of support include the Overland Park Neighborhood Association and Platt Park People’s Association.

**Finding:** *Blueprint Denver 2020 Future Places Map Amendment was developed through an inclusive public process.*

2. **The plan is consistent with the vision, goals and strategies of Comprehensive Plan 2040.**
The proposed change to the Blueprint Denver Future Places Map align with the Comprehensive Plan 2040 vision by advancing multiple goals and strategies found in both the Comprehensive Plan and Blueprint Denver. Highlights include:

**Comprehensive Plan 2040**

**Equitable, Affordable, Inclusive**
*Goal 1: Ensure all Denver residents have safe, convenient and affordable access to basic services and a variety of amenities.*
  - Strategy A: Increase development of housing units close to transit and mixed-use developments.

**Strong and Authentic Neighborhoods**
*Goal 1: Create a city of complete neighborhoods.*
  - Strategy D: Encourage quality infill development that is consistent with the surrounding neighborhood and offers opportunities for increased amenities.

**Economically Strong and Vibrant**
*Goal 9: Stimulate the growth of ideas and innovation.*
  - Strategy B: Encourage entrepreneurial and emerging business growth by fostering a startup ecosystem with places, mentors, peers and systems to assist innovators

**Blueprint Denver**

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

**Land Use and Built Form – Economics**
*Policy 1: Capture 90 percent of job growth in regional centers, community centers and corridors, certain districts and high-intensity residential areas in downtown and urban center contexts. Of the 90 percent job growth, focus 30 percent downtown.*
*Policy 3: Preserve high-value manufacturing areas and allow low-value manufacturing areas to transition to higher intensity uses (the proposed change is not identified as a manufacturing preservation area in Blueprint Denver).*

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

*Finding: Blueprint Denver 2020 Future Places Map Amendment is consistent with the Comprehensive Plan 2040.*

3. *The plan demonstrates a long-term view.*
The evolution of the proposed change in the Overland Park industrial area from a Value Manufacturing area to an Innovation/flex district that serves the purpose of craft or maker spaces, high-tech design and manufacturing with a mix of employment and residential will take many years to occur. The area is not in a manufacturing preservation area identified in Blueprint Denver and meets important policies, goals and strategies from Comprehensive Plan 2040 and Blueprint Denver.

Finding: Blueprint Denver 2020 Future Places Map Amendment has an appropriate long-term perspective.

Staff Recommendation:
Based on the findings that Blueprint Denver 2020 Future Places Map Amendment used an inclusive public process, is consistent with Comprehensive Plan 2040 and that the plan takes a long-term view, staff recommends approval.

Attachments: Proposed Blueprint Denver Future Places Map Update: Overland Park Industrial Area Survey report

How do you feel about the proposal to change the Overland Park Industrial Area's future place designation from Value Manufacturing to Innovation Flex?

- Strongly do not support the proposal
- Somewhat do not support the proposal
- Neutral
- Somewhat support the proposal
- Strongly support the proposal

How old are you?

- 80+ years
- 70 - 79 years
- 60 - 69 years
- 50 - 59 years
- 40 - 49 years
- 30 - 39 years
- 20 - 29 years
- 19 years or younger
What is your race and/or ethnicity? Please select all groups that apply. You may report more than one group.

- Some other race or ethnicity
- White
- Native Hawaiian or Other Pacific Islander
- Middle Eastern or North African
- Hispanic, Latino, or Spanish
- Black or African American
- Asian
- American Indian or Alaska Native

Please estimate your total household income, before taxes, in the last year.

- $200,000 or more
- $150,000 - $199,999
- $100,000 - $149,999
- $75,000 - $99,999
- $50,000 - $74,999
- $25,000 - $49,999
- $10,000 - $24,999
- Less than $10,000