Introduction
South Lincoln
Redevelopment Master Plan
Final Report

Why South Lincoln Homes?
Planning Process
Community Outreach
Why is redevelopment happening?

South Lincoln Homes is over 50 years old and is suffering from severe distress and economic and physical isolation. With redevelopment, we know that we can make improvements in the functionality of the homes, the home types, the opportunity of a mixed-income community and we can promote nearby jobs, businesses, schools and other services that support healthy living.

The following is a list of key observations and issues initially identified during the analysis phase that reinforce and contribute to why redevelopment at South Lincoln Homes is necessary.

- We can better accommodate a mix of family sizes, types, and incomes on site than is currently available.
- There is significant opportunity to reduce demand for energy, water, and fossil fuels.
- Connectivity needs to be enhanced. Although the neighborhood has much higher transit use and a stronger walking profile than other Denver neighborhoods, there is a perception that distances are farther than in reality that needs to be overcome. Pedestrian amenities and the creation of nodes can help to address these issues and to transform the community into a pedestrian-focused place.

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With a desire to explore redevelopment options at South Lincoln Homes, DHA procured the Mithun design team in March 2009. Mithun is an integrated design firm, encompassing urban design and planning, architecture, and landscape architecture. Subconsultants provided landscape, transportation, financial advising, civil and energy engineering, outreach, and development advising. This diversity allowed the team to easily address a full range of issues in a multi-layered approach. The team worked with DHA and Perry Rose, LLC, who was procured by DHA to create a Community and Supportive Services Plan.

As part of our approach, we employed special skill sets beyond a typical master planning process. These include sustainable site design, integrated innovative infrastructure, energy, and water strategies, a CulturalAudit™ process to ensure the authentic voice of the community was translated into the design, and a public health community planning perspective with in-house experts and EnviroHealth Consulting. In addition, Heartland provided economic and development analysis to confirm market feasibility of the scheme. These aspects of our integrated, multi-disciplinary approach worked together to ensure a visionary yet realistic Master Plan for the South Lincoln/10th Avenue and Osage Street community.

Mithun worked with the consultant team, gathering a variety of baseline conditions and information to conduct a systems level analysis and identify key issues relevant to development potential of the site and surrounding area.

Project goals and guiding principles generated early in the process kept the analysis relevant to the planning approach and responsive to specific site conditions, client goals, community interests and overall strategy. These were actively revisited throughout the process to ensure project goals were being met. Mithun reviewed various metrics to determine which may be most appropriate to guide the concept development to meet project goals. As alternates were developed, we tested them against the key issues, metrics, and sustainability goals.

Our Master Plan process consisted of these steps:

1. Discovery, fact-finding and data analysis
2. Collaboration with stakeholders to identify goals and vision
3. Review program and key components including:
   a. Block pattern design
   b. Building massing, types and density
   c. Infrastructure and Parking
   d. Open Space
   e. Linkages
4. Distill key ideas into viable opportunities and develop options
5. Evaluate concepts in the context of the project and DHA objectives, economic goals, and overall feasibility
6. Develop the preferred direction and review phasing and implementation strategies
7. Communicate and celebrate the results and process leading up to the preferred plan

The majority of planning work was completed in the five months between April and August 2009, concluding with a final preferred Master Plan concept vetted with the community in September. The contents of this report describe the key findings from our discovery phase, an overview of concept options that were presented to the community, and a detailed description of the final preferred Master Plan.
Community Outreach Overview
The South Lincoln Redevelopment planning project included a thorough and open community outreach process. The process began with the goals and key participants of existing plans: the 10th and Osage Station Area Plan, and the Station Area Plan's Resident Advisory Committee (RAC). Careful consideration was given as to how the project outreach would be coordinated with the existing Lincoln Resident Council (LRC) which functions as the ‘official’ resident liaison board; the surrounding neighborhood and the City and County of Denver. A Steering Committee of thirty (30) members served as the primary sounding board, guiding project goals, community outreach, key project questions and answers, the vision and review of plan options and recommendations. The Steering Committee met seven (7) times between April 20th-August 11th and utilized email and phone contacts at DHA and the design team community liaison. The project team also built and maintained a list of over 90 ‘stakeholders’ who identified the desire to receive ongoing project updates and reminders via email. The current project contact list includes Steering Committee members, a stakeholder email list and the 254 mailing addresses for the South Lincoln residents. In total 123 small to large community meetings and interviews were coordinated and held between February and September 24th, 2009. A summary of the process and input follows.

Outreach Approach
Door to door flyers were used to invite South Lincoln Residents to each of the four (4) Community meetings which structured the process for the creation of the redevelopment Master Plan. The four meetings covered: project goals, design options, the preferred plan and a final plan review & celebration. In addition, DHA maintained a project website and an on-site project information office at 1301 W. 10th Avenue. The office was opened Tuesdays and Thursdays 1:00 - 3:00 p.m. during the months of May through July. In August the hours expanded to 9:00 a.m. - 4:00 p.m. and staffed full time. Where segments of the South Lincoln population were reluctant to participate in the formal community meetings, a DHA and design team representative held meetings in the information office, at stakeholder offices or, if needed, went door to door discussing and distributing project handouts. Communication has been clear, team members have been accessible for clarification discussions/meetings and all key project information and handouts have been available in English, Spanish, Vietnamese and Somali; the four predominant languages spoken by South Lincoln residents.

Approximately 400 comments were received providing input and/or questions to help shape the South Lincoln Redevelopment Master Plan. Comments received at all of the community meetings helped the Steering Committee and design team to shape the goals, design of the plan, community amenities, location of community spaces and phasing strategy.

The time line of community meetings and priority community issues are summarized on the following pages. Detailed notes from key community meetings (with more than 2 participants) are included in the Appendix.
## Community Outreach Process Time Line

The following list is a chronological listing of the community outreach that was conducted on behalf of the master planning and Community Supportive Services efforts. In total, 123 small to large community meetings and interviews. A table identifying the organization of the outreach follows the time line.

- **February 24** - Local Resident Council
- **April 13** - LRC & Community members meeting to discuss ‘Steering Committee’
- **April 8 – 12** Cultural Audit™ initial interviews, some conversations continue through August. Community leaders (16), approximately 50 intercept interviews with residents at South Lincoln and 6-9 professionals and visitors to the South Lincoln site.
- **April 9** - project announcement and invite for stakeholder interviews (via email & phone)
- **April 14** - DICP interview and identification of stakeholders and community leaders
- **April 20** - stakeholder group interviews (32 community members interviewed in groups)
- **April 20** - City Council check-in
- **April 20** - Team meets with Councilwoman Montero
- **April 21** - Steering Committee Meeting - cultural audit, site analysis & goals
- **April 21** - Community Meeting #1 - Cultural Audit, Site Analysis & Goals (50 signed in)
- **April 28** - CCOD staff introduction meeting
- **April 28** - MOP Interview; FRESC Interview, CSS
- **April 28** - Denver Inner City Parish Interview, CSS
- **April 29** - Denver Indian Center and Denver Indian Health & Family Services Interview, CSS
- **April 11** - Community Meeting #2 - Concept Options (74 signed in, 190+/- comments 5/11-5/18)
- **April 16** - Local Resident Council
- **April 17** - Steering Committee Meeting - Concept Options
- **April 21** - Community Meeting #2 - Concept Options (74 signed in, 190+/- comments 5/11-5/18)
- **April 17** - Community Meeting #2 - Concept Options (74 signed in, 190+/- comments 5/11-5/18)
- **April 12** - Denver Mayor’s Office of Economic Development Interviews, CSS
- **May 1** - Project Wise Interview, CSS
- **May 6** - Stakeholder update and reminder of May 11th sent via email
- **May 8** - Boys and Girls’ Club Interview; DHA Resident Services Interview, CSS
- **May 11** - Community Meeting #2 - Concept Options (74 signed in, 190+/- comments 5/11-5/18)
- **May 12** - Denver Indian Center and Denver Indian Health & Family Services Interview, CSS
- **May 12** - Denver Librarian Interview, CSS
- **May 13** - Small group DICP Seniors & DICP staff
- **May 13** - Small group La Academia, students and school Director
- **May 13** - Project Information Office small group meeting.
- **May 14** - FRESC check-in, staff
- **May 15** - Metro State College Interview, CSS
- **May 18** - Bridge Project Interview; Mi Casa Interview, CSS
- **May 19** - Denver Department of Health & Human Services Interview, CSS
- **May 20** - Community College of Denver, CSS
- **May 21** - Team meets with Councilwoman Montero
- **May 21** - Colorado High School Interview, CSS
- **May 26** - Local Resident Council
- **May 26** - Steering Committee reminder/agenda sent via email
- **May 27** - Interim Steering Committee meeting (goals refinement)
- **May 28** - Newsed Interview, CSS

### Table: Community Outreach Process Time Line

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Total meetings & Interviews: 8

Total conducted: 123
Priority Issues for the Community
The best way to understand the range of issues raised by the community for the four phases of the Master Plan project is to review the notes from community meetings. These notes are included in the report appendix by date. The summary below provides an overview of the meeting and frequently mentioned ‘community’ comments and is helpful to see generally how issues shifted, what issues continue and the community expectations for the redevelopment of South Lincoln. Many comments and frequently asked questions appeared in recurring waves throughout the project as additional residents and neighbors discovered the project. Strongly expressed individual, but non-representative comments are identified as “individual comments” in an effort to identify an issue without confusing the point with more widely held or frequent community comments.

Steering Committee formation
DHA initiated the South Lincoln Redevelopment Master Plan project by hosting a meeting on April 13th with LRC, RAC and community members to discuss the goal of convening a project steering committee. This meeting addressed with key community members: project intent, Steering Committee role and potential members, lessons learned from the RAC and how to tie in with LRC meetings. The first Steering Committee members emerged from this meeting.

Stakeholder Interviews - April 20, 2009
Stakeholder interviews were held April 20th and provided great insight into the history, character and content of the neighborhood. Overall, 32 community members identified opportunities and possibilities for the redevelopment.

Top Issues
(listed by frequency of comment in the 7 group interviews with stakeholders 4/20)
- Replacement of Units/keeping or improving affordability
- Relocation concerns
- Better community services
- Connection to Sante Fe
- Gentrification concerns/retain diversity
- Supports non-residential/mixed-use
- Improved education opportunities
- Improved jobs/training
- Importance of redevelopment communication
- Safety
- Pedestrian improvements
- Personal responsibility
- Community gardens
- Healthcare

April 21, 2009 Community Meeting #1 - Cultural Audit Presentation, Site Analysis & Goals
On April 21, the project Steering Committee and over 50 participants in community workshop #1 reviewed the site analysis, a presentation of the consultant team’s cultural audit and focused on the “goals” for the redevelopment. Participants were invited to provide input at ‘stations’ where one of the community goals was the focus of discussion. The input of the community was summarized, reviewed and used to guide creation of the final project goals and plan options for presentation to DHA and the community on May 11th. The need for a project office emerged to provide information and an on-site venue for discussing the redevelopment project.

Top Issues from Community Meeting #1 - Goal Focused Discussion
(no frequency in listing 4/21)
- Address the individual difficulties that will be faced by temporary displacement
- Create an affordability ladder
- 1:1 replacement of units, type to type
- Better pedestrian connections needed
- Community Resources need: a guide, connections, partnerships
- What about a on-site community resource center?
- Park safety is very compromised and limits park usage
- Open space integrated into South Lincoln, near units, is desired
- More usable opens space than the lawns that exist now: pool, playgrounds, fields, basketball, skate park, gardens, picnic areas, barbecue pits, picnic tables
- Curfews and management/enforcement of equitable use of active open space
- Link residents to jobs & job training resources to promote self-sufficiency; create an entrepreneurial training center/ green technology training
- Incorporate live/work opportunities
- Address parking
- Public transportation is needed to clinics, hospitals, grocery stores, social services
- Letters/emails aren’t sufficient on their own to build trust
Key Project Facts: South Lincoln Redevelopment - 1 June 2009
Why is redevelopment happening?
South Lincoln homes are over 50 years old and it is time to build new homes. With redevelopment, we know that we can make improvements in how the homes look, in the different home types and where the buildings are placed; we can promote nearby jobs, businesses, schools and other services that support good living.

Can anyone participate in the redevelopment process?
Yes, the community meetings offer important information and are translated in English, Spanish, Vietnamese and Somali. Residents of South Lincoln Homes, as well as those in the South Lincoln/La Alma neighborhood, are welcome. The meetings are open to the public and are at the La Alma Recreation Center.

South Lincoln Redevelopment community meetings are April 21 (we discussed goals), May 11th (we listened and discussed ideas), June 9th (we will show what South Lincoln Redevelopment might look like based on input we have received) and July 7th (we will discuss the final plan that will be based on input from the meetings April 21st, May 11th and June 9th). Information, ideas and comments can also be made at the project office (1301 W. 10th Ave.), open Tuesdays and Thursdays 1:00-3:00 p.m.

WHEN will the South Lincoln redevelopment occur?
Construction on the first part, also called phase 1, could begin in 12-18 months. No homes will be torn down, and no one who lives in South Lincoln Park will need to move during this first part or phase. The following parts or phases will happen over a 1-5 year time frame.

DO I need to move away from South Lincoln Park Homes?
The first part or phase 1 of building (in the next 12 to 18 months) can start without anyone needing to move. After phase 1, everyone who lives in South Lincoln will need to move, but there will be homes in new areas of South Lincoln Park or in the surrounding neighborhood to move to. These homes will be sections 8 homes or homes that DHA owns. The homes that you will move into during redevelopment will be located in a variety of locations such as:

- In the newly constructed buildings on the South Lincoln property
- In homes or buildings in the neighborhood
- In units at North Lincoln Park
- In other DHA homes or properties throughout Denver for residents who want to move to other neighborhoods. The residents who want to move to new neighborhoods will have help with support services so that the transition to a new neighborhood will go as smoothly as possible.

Will you replace all of the homes in South Lincoln and will I have the option to come back?
Yes, all people who live there now will be able to come back to the new South Lincoln Homes. You will need to meet DHA eligibility requirements like now. We will replace all 270 homes and will also have more affordable housing and market rate home options.

Are all of the new buildings going to be really tall?
Our South Lincoln redevelopment planning is consistent with the station area plan for 10th and Osage, which means the possibility of 800-1200 homes for the area. The heights of buildings will be different as they will need to house all the residents who live there now, plus new residents. Our goal is to create a "mixed income" neighborhood where people can live there if they need assistance from DHA, and even if they don’t. Different housing styles, sizes and shapes will be built.

We will also think about the cost of all these improvements and the positive impact of the new spaces like: offices, small stores, restaurants, community services, market rate housing and semi-affordable housing for those who want to stay in the neighborhood, but don’t need affordable housing. We will show the proposed locations and heights of different buildings during the June 9th and July 7th meetings.

Who decides what improvements the redevelopment will include?
A South Lincoln redevelopment project Steering Committee made up of South Lincoln residents and neighborhood leaders is working closely with the DHA and the people who were hired by DHA. Now is the time for us or the Steering Committee to listen to you! Now & the time for us to tell us about what would make better homes, a stronger and safer neighborhood and community at South Lincoln Homes.

How can I help?
Share the facts with your neighbors and encourage them to tell us about what would make South Lincoln Park better for them, their neighbors and their children. Bring a neighbor to the community meetings.

May 11, 2009 Community Meeting #2 - Concept Options
(74 signed in, 190+ comments 5/11-5/18)
On May 11th the project Steering Committee and the community reviewed many ideas for the South Lincoln Redevelopment. At the public meeting and in the week following, 90 comments were received. The submitted comments focused on the goals of the project, services resident’s would like to have in the new homes or redevelopment community and the proposed plan ideas.

Important key questions emerged creating the need for the preparation and distribution of a Key Project Fact Sheet with the eight (8) most commonly asked questions and answers was prepared in an effort to allow input to progress.

A new project website was created to provide ongoing information on the project http://www.denverhousing.org/DHA/Development/South+Lincoln/.
May 27, 2009 Interim Steering Committee - Project Goals

The Steering Committee (SC) reviewed a summary of community issues from May 11; discussed the current project goals and expectations for Community meeting. #3. The role of the Steering Committee as facilitators and leaders was emphasized. The bulk of the discussion was spent on areas where the Steering Committee felt the draft project goals needed more detail or were missing top community priorities. After additional goals were suggested, the committee asked that the project team included examples of how each goal may be achieved.

GOAL A:
- Needs Focused Approach

GOAL B*:
- Replace Public Housing
- Expand Affordable Housing
- Attract Market-Rate Housing

GOAL C:
- Sustainable and Holistic Site, Culture, Economic Self Sufficiency

GOAL D:
- Green: Open Space, Design and Materials

GOAL E:
- Mixed-Income Redevelopment

GOAL F:
- Jobs & Training

Proposed additional GOALS (SC 5/27)
- Provide open space and site opportunities that encourage community interaction and active participation
- Improve security and safety throughout the community
- Encourage diverse residential and non-residential uses
- Incorporate Art, encourage Education and celebrate Culture
- Maintain community spaces and amenities
- "Family" was mentioned by the SC and isn’t included
- The benefits/impact of the redevelopment on neighborhood aren’t included
- Solutions of how to achieve the goals should be included and where they are in the plan, highlighted.

June 9, 2009 Community Meeting #3

Draft Preferred Plan (62 signed in, 84+/ comments 6/9-7/13)

On June 9th the Steering Committee and the community reviewed the Preferred Concept for the South Lincoln Redevelopment. At the public meeting that followed, the project team received over 80 comments. The submitted comments focused on the goals of the project, details of the Preferred Plan and on solutions for achieving safety and sustainability. DHA took comments on the Preferred Plan through June 25th and the plan was made available for review at the project website (in the four predominant languages).

Total documented comments: 85

Comments general distribution by issue 6/9:
- Preferred Plan comments 38
- Safety Issues 16
- Non-residential issues 11
- Goal comments 11
- Streets 7
- Others 2
- Sustainability votes by dot (see Appendix)

Preferred Plan top comments (no frequency in listing 6/9)
- Active outdoor spaces: skate park, water amenity; basketball; tetherballs
- Like balconies, stoops
- 10th Avenue Promenade liked
- Incorporate art/ artwork with artists
- Mixed income
- Outdoor furnishings & amenities
- Neighborhood history
- Flexible non-residential spaces
- Buffer along railroad
- Building heights
- Bicycle safety needs to be addressed
- Safe streets

(No comments about building height noted)
INTRODUCTION

COMMUNITY OUTREACH

June 22 - July 14

Additional outreach efforts included several meetings aimed at meeting with resident groups who had not been represented, neighborhood groups and the Steering Committee to get feedback on the preferred plan. Two interim Steering Committee Meetings were held. Two meetings, one with the neighborhood association and one with the Osage Loft HOA were attended by the design team. Additionally, door to door outreach and a follow-up meeting were held with the South Lincoln Somali residents.

Somali Outreach: June 22-25

In door to door outreach with the help of an interpreter and written translation of project handouts several Somali families were able to engage in discussions about the redevelopment and master planning effort. DHA then received a request to hold a meeting in the project office with the Somali translator. The resident’s had much to say about South Lincoln, their living situation, goals and redevelopment hopes. Many of their issues followed the larger input pattern of focusing on home, the neighborhood and the larger level (info and knowledge/excitement for what is coming)

Community Gardens and options for farmers markets

The Steering Committee primary issues: June 25

The Steering Committee’s focus began to shift to the implementation details, phasing, marketability and character of the plan.

The ‘market’ that is driving the non-residential uses, how retailers and community service providers will be identified

Community gardens and options for farmers markets

Phasing - what should come first to illustrate the project vision and goals

Establishing the character in early phases

Who is the market that will be drawn to the market rate units

The 10th Avenue plaza, street improvements & the potential to link Santa Fe & the art community

Parking access and service provision

Building heights and their locations and the impact on views to the west (discussion reviewed many of the past conversations about the uses of height/density along 10th Avenue for placemaking and enclosure; preference for height at the stations with breaks in the buildings for views and access to views; the preference for height along 11th Avenue at the Park to optimize number of units with views to the Lincoln Park)

A discussion of the senior building was prompted by a sketch which was interpreted as modern; the appropriate character and style of architecture were identified as a need for the redevelopment

The redevelopment vision, branding, naming and marketing of the vision

Ongoing Community engagement and outreach: at the steering committee level (design and goals) and at the community level (info and knowledge/excitement for what is coming)

La Alma/Lincoln Park Planning Committee & Osage Loft HOA:

The need for a public art program to characterize the redevelopment

Many questions about architectural character and when and how it will be established as complementary with the surrounding neighborhood

The Osage Lofts HOA had similar questions about architectural character

Two individuals in particular voiced concern that their property is adjacent to the proposed senior building was planned to be mid-rise despite lower density planned along Mariposa Street. The underlying zoning, close proximity to the transit station and multi-family future of the area were factors supporting the recommendation.

August 11 - Community Meeting #4

Final Master Plan Review and Celebration

On August 11th the Steering Committee gathered to preview the Final Master Plan. Community Meeting #4 consisted of a community dinner, a description of the next steps in the planning process and a description of final plan modifications. Participants had the opportunity to review the final illustrative plan, the project vision statement and goals and graphics illustrating the location and type of proposed open space amenities.

The top issues from 8/11 Meeting:

Overall there was optimism and excitement surrounding the Final Plan. Attention was turning to questions that would be important to implementation of the redevelopment vision.

• Is there a guarantee DHA can provide to ensure replacement of existing units?

• Who will oversee that the mixed income and social dynamics of ‘shared public spaces’?

• How will affordable units be distributed and integrated with the unit types proposed across the site?

• How will the process handle priority and choice for specific units for South Lincoln residents?

• How will architectural character be established along with the high ‘quality’ standard for the project?

• Will the steering committee or key community members who played a role in shaping the Master Plan be allowed to participate reviewing how the development and redevelopment occur in the next few years?

• What does the process look like that will ensure the goals of the plan are accomplished and that the architectural character is complementary to the surrounding neighborhood?