

# TABLE OF CONTENTS

## I. EXECUTIVE SUMMARY

Background .....	I.4
Vision & Project Goals .....	I.5
Master Plan & Concepts Overview .....	I.6
Phasing, Finance & Implementation Strategies.....	I.8

## II. INTRODUCTION

Why South Lincoln Homes? .....	II.2
Planning Process.....	II.3
Community Outreach .....	II.4

## III. MASTER PLAN

Existing Conditions .....	III.2
Neighborhood Context .....	III.2
Market Context.....	III.3
Existing Utilities at South Lincoln Homes.....	III.4
Amenities .....	III.5
Access and Connectivity.....	III.6
Health.....	III.8
Summary Recommendations .....	III.9
Final Preferred Plan.....	III.10
Vision Narrative.....	III.10
Land Use.....	III.11
Program Tabulations - "On-site" .....	III.12
Parcel Key Map.....	III.13
Residential Program - "On-site" .....	III.14
Non-residential & Community Services .....	III.15
Flats and Apartments Goals & Character .....	III.16
Family-style Townhouses Goals & Character .....	III.17
Birdseye View .....	III.18
Sustainability and Metrics .....	III.19
Open Space Plan & Character .....	III.22
Access & Connectivity .....	III.29
Parking Demand Estimate & Management Plan .....	III.34
Parking Plan .....	III.41
Proposed Street Sections.....	III.42
Infrastructure .....	III.45
Stormwater Strategy .....	III.45
Utilities Overview.....	III.48
Wastewater .....	III.49
Potable Water .....	III.50
Energy & Greenhouse Gas Emissions .....	III.51
Energy Cost-to-Benefit.....	III.52

## IV. COMMUNITY AND SUPPORTIVE SERVICES PLAN

Introduction.....	IV.2
Recommendations/Overview.....	IV.3

## V. PHASING , FINANCE, AND IMPLEMENTATION STRATEGIES

Finance Evaluation & Recommendations .....	V.2
Phasing.....	V.5
Proposed Zoning Modifications .....	V.6
Health Impact Assessment Recommendations .....	V.7
Catalyst Actions: South Lincoln .....	V.21

## VI. ACKNOWLEDGEMENTS

## APPENDIX

*(available upon request)*

### CULTURAL AUDIT DOCUMENTATION

- Objectives and Methodology
- Interview Locations
- Findings at the South Lincoln Community

### COMMUNITY OUTREACH DOCUMENTATION

- Initial Stakeholder Interviews
- Meeting Minutes
- Sustainability Dots

### YOUTH OUTREACH DOCUMENTATION

### FINANCE MODEL

- Static Inputs
- Static Outputs
- Parcel Key Map
- Dynamic Outputs

### HEALTH REPORT

### PARKING DEMAND ESTIMATE & MANAGEMENT PLAN

### ZONING MEETING MINUTES



# Executive Summary

## South Lincoln Redevelopment Master Plan Final Report

Background

Vision & Project Goals

Master Plan & Concepts  
Overview

Phasing, Finance &  
Implementation Strategies  
Overview



## EXECUTIVE SUMMARY

### BACKGROUND

The Denver Housing Authority (DHA) is planning to redevelop South Lincoln Homes, currently severely distressed due to functional obsolescence and sustaining unacceptable levels of concentrated poverty, above-average crime, and missed opportunities for youth. The redevelopment enhances opportunities for Public Housing residents by creating a mixed-income community, enhanced links between the neighborhood and site, and increased likelihood for self-sufficiency.

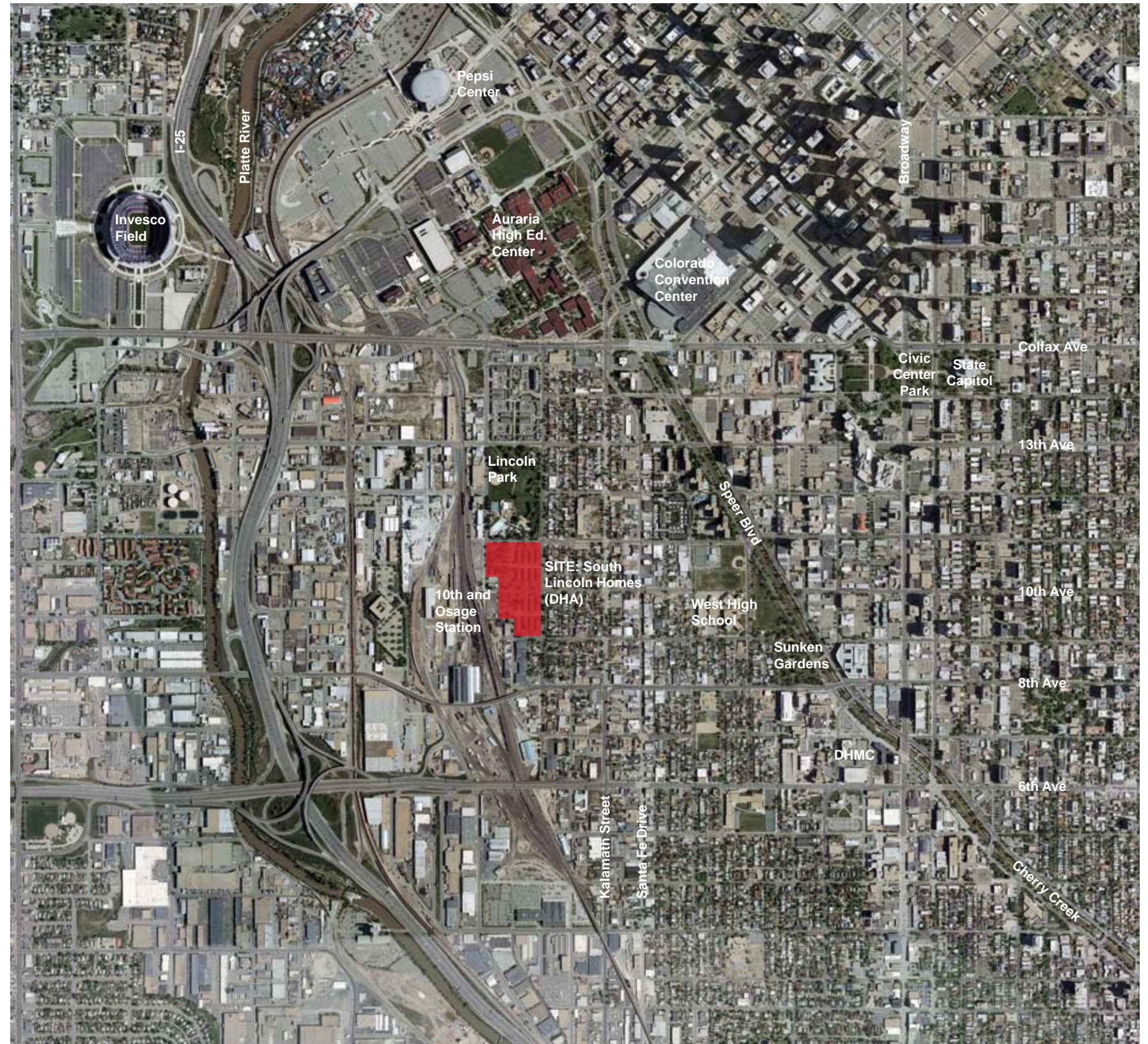
South Lincoln Homes is owned and managed by DHA and contains 270 Public Housing units on 15.1 acres in the La Alma/Lincoln Park neighborhood of Denver. The redevelopment of the site is to include a mix of housing products, which target a range of income levels. New economic opportunities will foster a sustainable Transit Oriented Development and cater to a broad resident base. Redevelopment activity could begin within 12-18 months based on funding availability.

The goal for the South Lincoln Redevelopment is to create an energized transit-oriented community where people choose to live and to experience a neighborhood that is environmentally sustainable, culturally diverse, close to downtown, and offers a spectrum of housing options. The South Lincoln Redevelopment will integrate planning, design, and operations to promote economic, environmental, and social vitality. Our planning effort is rigorous yet holistic, ensuring the delivery of cultural, economic, environmental and health-related benefits for the South Lincoln Redevelopment.

DHA's goal is to achieve a one-for-one (1:1) replacement of the existing housing while offering new mixed-income residences and commercial space on the site. In addition, DHA has the goal of developing a comprehensive community services program, including the creation of economic opportunities. The real focus of this plan are the people who reside in and around South Lincoln Homes.

After the Redevelopment Master Plan is completed, DHA will prepare a HOPE VI redevelopment application. It will include the final Phasing Plan, Relocation Plan, and Demolition Plan based on the final Master Plan public meeting that discussed phasing and the relocation strategy with stakeholders and the Local Resident Council (LRC). If funded, DHA will pursue next steps in planning, which include entitlements and detailed design, Community and Supportive Services (CSS) planning, and architectural design. Construction through the HOPE VI program is anticipated to be approximately 5 years in duration.

The goals for this Redevelopment Master Plan were developed in conjunction with resident and community input, as well as the Steering Committee, that included residents, community stakeholders and city staff.



Location Map



**GOAL A**  
Base the redevelopment plan on the current and long term physical, social, economic and environmental NEEDS of South Lincoln residents.



**[GOAL B -"later combined with Goal E"]**  
**GOAL C**  
Use and implement an approach that promotes a sustainable and holistic site design and promote economic self sufficiency. A holistic site looks at integrated sustainable solutions on a site wide basis.



**GOAL D**  
Increase access to the outdoors by providing varied opportunities for open space and 'green' design solutions and materials.



**GOAL E**  
Provide mixed-income redevelopment. Replace public housing, expand affordable housing and attract market rate housing.



**GOAL F**  
Provide opportunities to increase jobs and job training, particularly in emerging sectors of the economy.



**GOAL G**  
Improve safety and security of homes, site amenities, public places and streets.



**GOAL H**  
Provide opportunities for non-residential uses that serve the neighborhood in specific locations within and surrounding South Lincoln Park.



**GOAL I**  
Provide amenities and site features that meet the needs of families and residents of different ages and cultures. Promote community interaction and active participation.



**GOAL J**  
Create a redevelopment consistent with the positive physical qualities of the surrounding neighborhood, increases interconnections between South Lincoln and the neighborhood and include non-residential uses that benefit the La Alma / Lincoln Park residents.



**GOAL K**  
Expand the visibility and opportunities for art and creative ways to channel graffiti.



**GOAL L**  
Incorporate and expand opportunities for education on the site, in the physical plan, in programming and in the community services that will be a part of redevelopment at South Lincoln. Promote hands-on experiences, community learning, and historical education.

## EXECUTIVE SUMMARY

### MASTER PLAN & CONCEPTS OVERVIEW

The South Lincoln Homes Redevelopment Master Plan seeks to revitalize this community by allowing residents the opportunity to enjoy the unique advantages of a holistic, transit-oriented development and a highly green mixed-use community, which focuses on a healthy lifestyle, increased non-auto mobility, an integration of resource conservation and management systems, and a diverse mix of new and existing residents.

The Redevelopment Master Plan proposes new residential units in a mix of townhomes and multi-family flats (available for a mix of income levels). In addition to replacing the existing public housing the plan encourages a mix of ground floor activity/uses such as retail/commercial and community services. The Master Plan weaves in outdoor amenities including a new plaza and promenade along with a variety of open spaces throughout the redevelopment.

Public input was critical to the success of the plan so residents of the neighborhood and local businesses and organizations had multiple opportunities to participate and comment on the redevelopment process and design. A Steering Committee was established including key leaders from each of these groups along with representatives from the City. Along with traditional outreach efforts, the design team conducted a Cultural Audit (TM) to gain insight into the “DNA” of the area. This process reaches out to residents and the community through one-on-one intercept interviews and scheduled interviews with local leaders, interested individuals and those

who could not participate in the community meetings.

After reviewing the work already completed for the Station Area Plan and the 10<sup>th</sup> and Osage Area Plan, the design team assembled existing Key Focus Areas and goals generated by the community as a starting point for the South Lincoln Redevelopment goals. The Denver Housing Authority supplemented these goals further with specific areas of concern for the development and the potential HOPE VI application. The goals were reviewed with the Steering Committee and shared with the public at the first community meeting. The goal statements, and their development, were posted at subsequent meetings to ground the discussion in the goals mutually agreed upon.

A health impact assessment (HIA) was conducted to set a baseline for the residents and the community, to make recommendations to the design team. The research identified that the main health related issues are a need to increase physical activity; improve pedestrian, bike and traffic safety; improve access to health care; reduce crime and the fear of crime; and improve social cohesion.

The overall concept of the Master Plan creates pedestrian zones throughout the community that focus density within a mixed-use environment, integrate natural and built features, provide a variety of passive and active open spaces, celebrate culture and community art and organize transportation and water management systems. The emphasis is on ‘green streets’ with new tree plantings

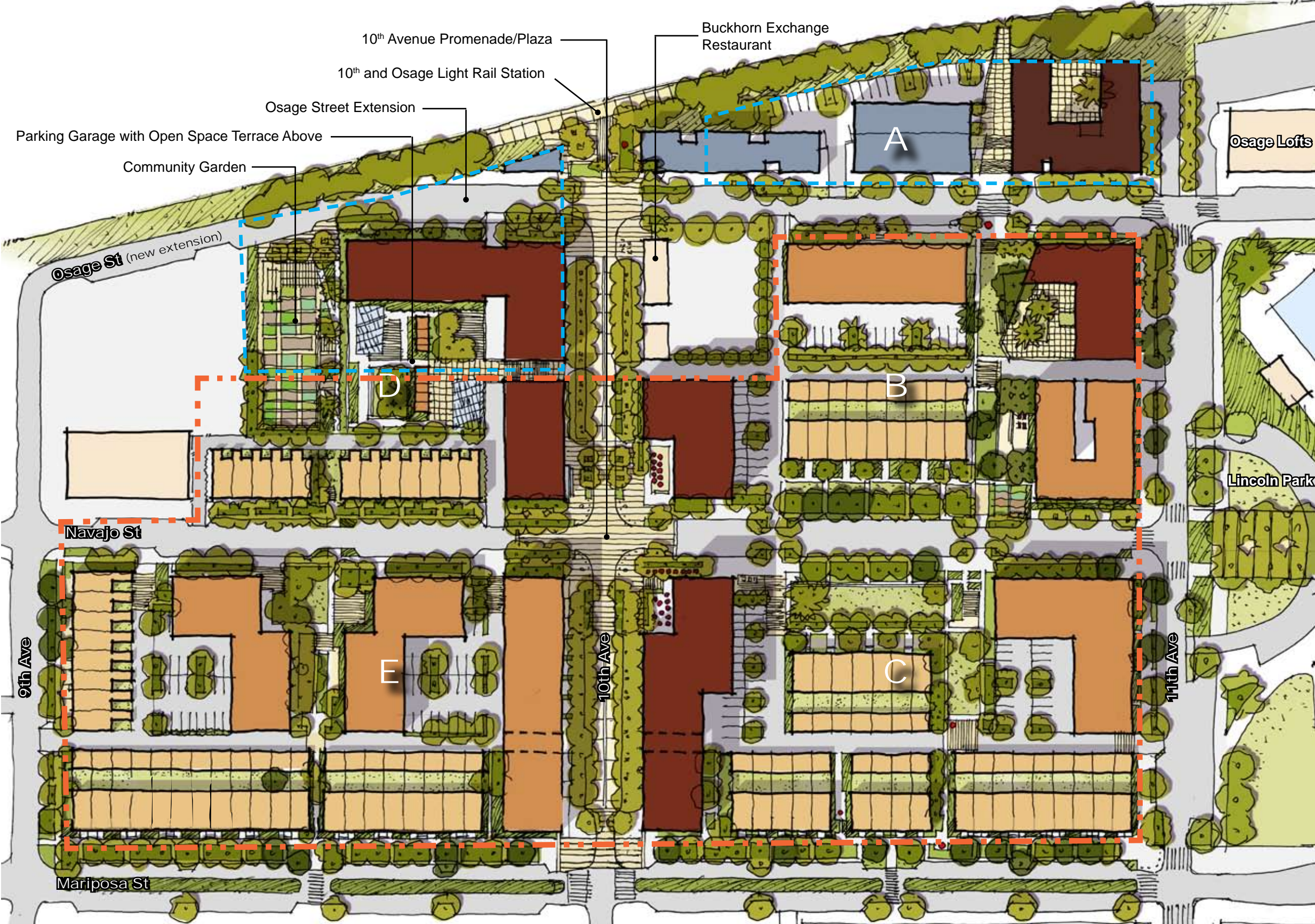
along with tree preservation and comfortable sidewalk widths to encourage walking, making it easier to meet neighbors and provide better access to community amenities.

The redevelopment is focused around 10<sup>th</sup> Avenue, where the non-residential uses combined with urban live-work units create an active street. The 10<sup>th</sup> Avenue promenade, lined with art and sculpture, intersects with Navajo Street to become the heart of the community and provides a clear connection from the light rail station to the Santa Fe Arts District. A public plaza provides flexible space for neighbors and visitors to gather, and the street could be closed to traffic for special community events or farmer’s markets.

The character of neighborhood streets weaves together the redevelopment with the surrounding community. Mixed-use buildings along Osage Street provide space for community service centers, office, retail and high density residential uses. The extension of Osage Street to 9<sup>th</sup> Avenue reinforces pedestrian and bike circulation around the transit station, creating an active public realm. Navajo Street is predominantly lined with lower scale family homes and generous open spaces. Landscaped parks provide places for gathering and outdoor activity along with storm water management features. Contemporary storm water strategies provide site-wide storage, as opposed to individual parcel storage of storm water, as well as create an onsite infiltration network integrated within the open space network and public realm.

Family-friendly townhomes and lower scale buildings along Mariposa Street provide a transition to the historic neighborhood to the east. Open spaces have been designed to be publicly visible. Homes face the open spaces, promoting passive surveillance and security. The design promotes safety by lining streets and sidewalks with front doors and stoops. Along 11<sup>th</sup> Avenue, higher density residential buildings face the existing Lincoln Park and the La Alma Recreation Center and promote a more active use of the park itself. These buildings provide more “eyes on the street” adjacent to the park creating a safer environment.

Integrated into the redevelopment are district level energy strategies which incorporate resource conservation programs and on site renewable energy generation. High performance building envelopes, Energy Star building standards and high efficiency heating and cooling systems will reduce consumption by 40%, benefitting the residents and DHA. An onsite, two megawatt photovoltaic system will offset up to 80% of the projected energy needs of the final community.



- LEGEND**
- Existing buildings to remain
  - Townhouses
  - Flats: 3-5 stories  
Type VB construction
  - Flats: 5-6 stories  
Type III construction
  - Flats: 7-9 stories  
Type III construction
  - Flex: 1-5 stories
  - Block designation
  - South Lincoln Parcel line
  - City Parcel line



# EXECUTIVE SUMMARY

## PHASING, FINANCE & IMPLEMENTATION STRATEGIES OVERVIEW

One of the key assumptions from the start of the project was that DHA was likely to face a financial funding shortfall for its core affordable housing, infrastructure and services programs based upon the most likely funding sources expected to be available to the project. The financial analysis process helped to identify the funding gap and what variables could be changed by DHA to close the gap most effectively while supporting broader, mission-based organizational goals.

The gap analysis involved looking at each of the major components of development, and determining the total “cost” or “benefit” of each component. After all the project components’ cost and benefits were aggregated, the resulting financial gap for the project could be assessed and strategies were developed to mitigated costs and maximize benefits. Key project components included:

- Project based affordable housing program
- Infrastructure and Open Space
- Community Services
- Market Uses

### Phasing Strategies

The proper phasing plan for the development will help mitigate displacement and match development of the site with funding availability. The phasing plan was developed with a number of key goals in mind, among them:

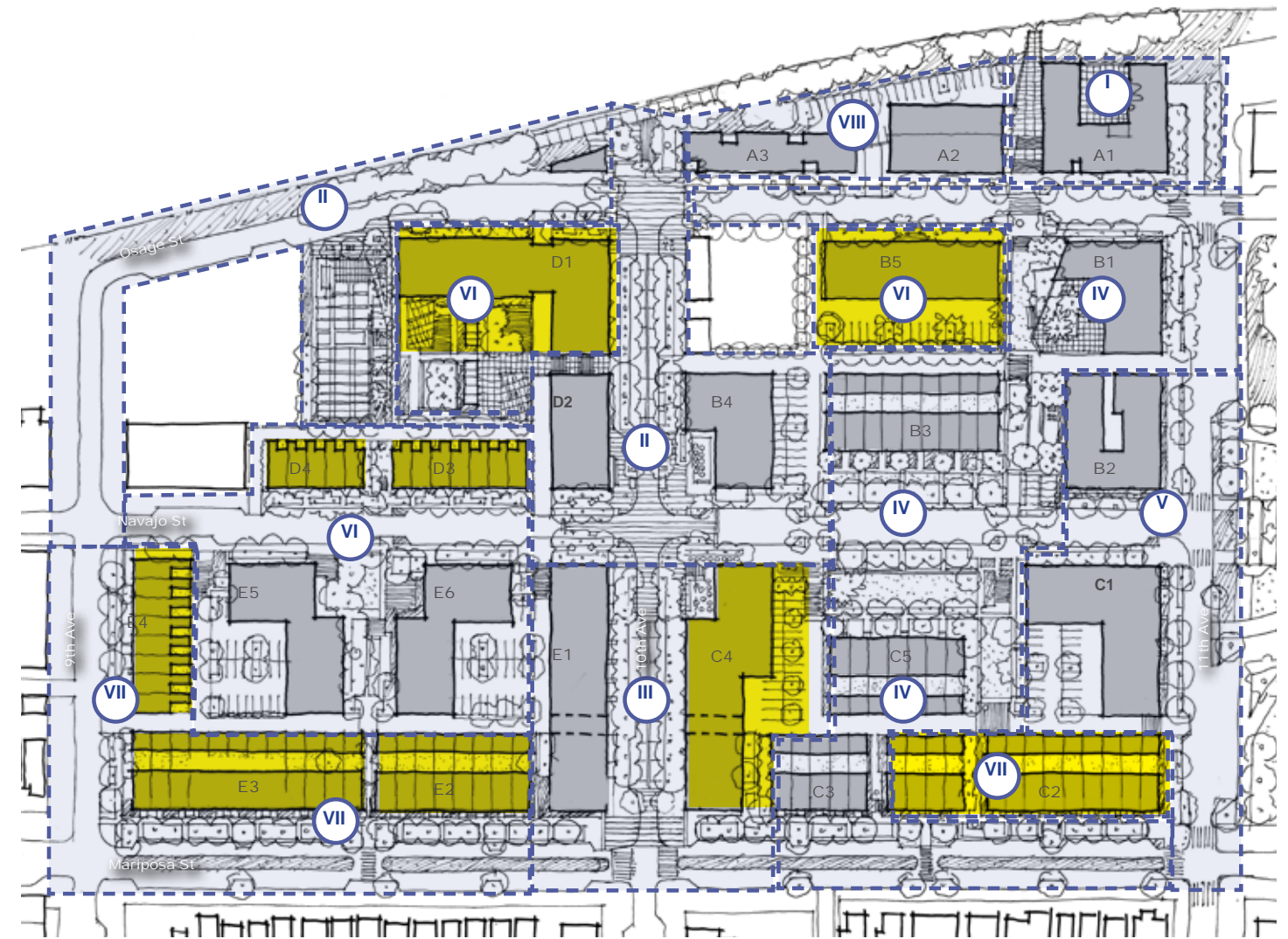
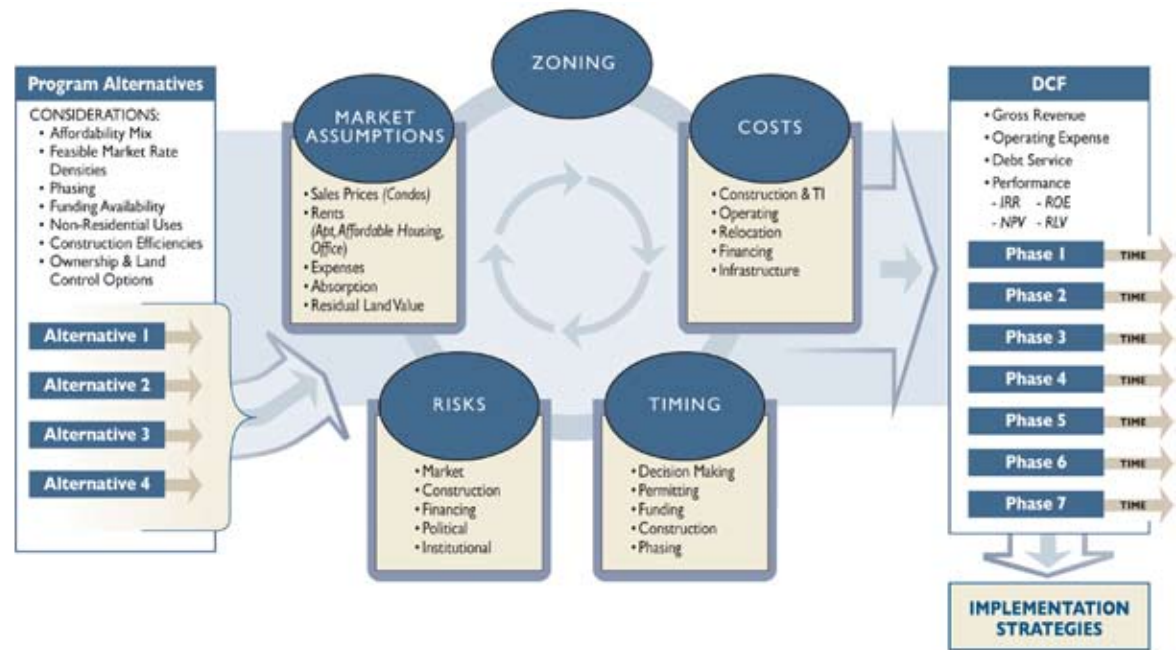
- Minimizing resident displacement;
- Maximizing the early phases to rebrand the South Lincoln community in the most visible manner;
- Replacing as many units as soon as possible;
- Minimizing construction affects upon remaining units and;
- Minimizing up-front infrastructure costs.

Phase I is located on land formerly owned by the City of Denver, in an effort to provide early replacement housing before any demolition of existing housing has occurred. Phase 1 would permit the relocation of a number of existing residents to an adjacent parcel and allow Phase 2 demolition to occur. The Steering Committee and community input identified that developing along 10<sup>th</sup> Avenue as early as possible was key to provide open space for amenities and services; re-brand the area; and create a stronger transit-oriented node at

the 10<sup>th</sup> and Osage Station; and strengthen the connection between the transit station and the Lincoln Park/La Alma neighborhood, while aiding pedestrian connectivity to the Santa Fe Arts District. Phase 3 continues the development to Mariposa Street along 10<sup>th</sup> Avenue.

These first phases focus on replacement of units with mixed income housing on small land footprints and are therefore all stacked-flat rental buildings. By Phase 4, construction

of the first ground-related DHA units will be accomplished. Phase 5 continues the redevelopment adjacent to Phase 4, and is again much more focused on stacked flats. Most of the planned market-rate for sale units are included in Phase 6 and Phase 7, allowing the market for the product type to evolve.



**Finance Strategies**

In a collaborative effort the design team and the Denver Housing Authority worked to develop an optimal financial program within the context of broader project goals, based in large part on the key criterion that construction sources of program financing should approximate projected uses of funds over the assumed 6-8 year redevelopment period. Key findings from this iterative financial analysis process addressed the following issues:

- Income mix and unit location—the overriding goal of the housing program was to replace the existing low-income public housing (LIPH) units within a mix of units that function well from a social and financial perspective.
- Market-rate residential, amount and location—a full residential market study was not conducted however, market research indicates that the strongest near-term market rate housing type is for-rent and for-sale detached or for-sale attached townhouse development. The design team realized that both the desired replacement program and market rate townhouses would be challenging; therefore, for-sale stacked flat units were slated for development during later phases.
- Parking construction type and location—given the amount of parking likely to be demanded and acquired on site, most of the DHA-constructed parking can be accommodated in above-grade garages located in residential building podiums. To the extent that parking cannot be accommodated above grade, below grade garages will be required (as the ground plane is very constricted) but project costs will be higher.

- Residential construction type—Type V, four-over-one construction is more economically viable than accommodating parts of the program in more expensive construction types, even if this requires sacrificing ground plane to do so.
- Retail amount and location—Experience and research indicate that DHA would be advised to limit the amount of DHA-constructed retail uses at South Lincoln. The challenge for DHA is how to best brand the location as a unique place absent near-term market depth for copious amounts of retail uses. Strategies examined by the team included creating spaces for interim community and social services uses until a later time when retail might be more viable, or creating building pads and flexible zoning that allow third-party retail to grow into their development projects over time.
- Solar and geothermal cost—DHA assumed a capital cost premium of about 5% of residential cost for the construction of Photovoltaic (PV), solar thermal and geothermal units needed to meet standards for green energy set for the project, but did not assume any cost savings or revenues from energy production in the financial model. The financing “gap” associated with the PV cost could be substantially reduced if debt can be supported via a production agreement that takes long-term financial benefit into account.

**Implementation Strategies**

**City Zoning Code Changes:**

The City of Denver is in the process of updating and revising a 53-year-old zoning code. Overall the new code will to work to support a better city framework and development pattern that reflects the vision and concepts in adopted

plans. DHA’s South Lincoln Redevelopment Master Plan will benefit by more accurately reflecting the vision identified in both the DHA plan and the City’s La Alma/Lincoln Park Neighborhood Plan and Station Area Plan.

The new zoning code is taking a context and form-based approach using visuals that clearly delineates what can be built in terms of building height and placement. City staff, DHA and the design team worked closely to ensure the new code reflected the desired basic use, heights, and form details for the South Lincoln Redevelopment. Recommendations to the Zoning Code based on the Master Plan included:

- An accessory structure form to allow carriage homes over detached, alley-served garages;
- CMX-12 and CMX-8 at the core of the South Lincoln Redevelopment permitting an additional unit to be constructed above a garage;
- CRX-5 along Mariposa Street is a residential mixed-use category that limits heights to 5 stories;
- URH-3A east of Mariposa Street, along 10<sup>th</sup> Avenue is an urban row homes designation of heights of 3 stories connecting South Lincoln and the 10<sup>th</sup> and Osage Station to the Santa Fe Arts District;
- Proposing an industrial district south of the site, continuing the current light industrial uses and allowing some commercial and other appropriate uses, such as artist live/work uses.

The new zone districts proposed for the Master Plan area will accommodate the proposed uses and density that are included in the Plan. In addition, the neighborhood on all sides of the

Housing Authority property will be rezoned to accommodate development that is consistent with and supportive of the La Alma/Lincoln Park Neighborhood Plan, Station Area Plan and the South Lincoln Redevelopment Master Plan.

**Catalyst Actions - (Aggressively Establish Key Partnerships for Leverage):**

A primary means of showing a deep commitment to positive change in the community is to identify new “partnership-ownership” models to stabilize and transition key community facilities into the neighborhood, for example were a library branch to relocate at the site, helping set up a new entity to own/manage the existing historic structure would demonstrate DHA’s commitment to overall revitalization of La Alma. These kinds of activities would serve two purposes:

- Avoid short-term distractions and loss of community stakeholder confidence from uncertainty arising from issues like operating budget shortfalls;
- Signals a new “brand of ownership” and commitment to creative leverage for re-investment.

The following list of opportunities is available to DHA to working creatively with the City of Denver and other key nonprofit partners in the South Lincoln neighborhood.

- Library branch: Explore the creation of a new Denver Public Library branch facility and programming to South Lincoln. Assist in long-term planning and use of the existing Byer Branch Library.
- Recreation Center: Support enhanced youth and family programming at the Recreation Center. Work with the City of Denver and nonprofit partners on long-range capital maintenance and replacement plans to better integrate with the South

Lincoln Redevelopment Master Plan. Provide mechanisms for value recapture and re-investment from future market rate development.

- Denver Health: Establish a partnership with Denver Health increasing accessibility to Denver Health and nearby transit accessible affordable workforce housing at South Lincoln.
- Work closely with the artistic community and businesses along Santa Fe to incorporate unique spaces that support existing artists (including both housing and work space) and provide a forum for artists to train/teach share at South Lincoln.
- Identify and include in the development some unique elements (not found elsewhere in Denver) that build off of the cultural character and artistic nature of area.
- Research and encourage employment potential by coordinating with the Office of Workforce Training to identify neighborhood businesses that could create mentor programs for residents and other skill building programs; and develop training program for South Lincoln residents to learn other skills.
- Develop a marketing program for this neighborhood with the artistic community to create a common message (to attract business and residents). Start this early so that when South Lincoln is built, there is already a common brand of the area.
- Reach out to Metro State College about their CVA art gallery relocation to Santa Fe Arts District and use this new physical presence of the College in the neighborhood to develop a closer linkage with the school.

