

July 2014

Infill and Redevelopment White Paper

Today

- Introduce and Summarize
 - Few Will Read It All
- Frank Discussions
- Highlight Draft Findings and Recommendations
- Discuss Next Steps
 - Steering committee/ working group role
 - Path forward for refinement, vetting and continued involvement
 - Assignments of responsibility- focus groups

Why a White Paper?

- People are talking
- Topic is increasingly important
- “We” don’t know/agree on what we are talking about
- Background/ single source
- Some debunking
- Screening/ focusing
- Recommendations
- Backdrop for tough discussions, trade-offs and choices

Status of White Paper

- Work in progress
- Not vetted
 - May never be?
- Not a formal plan

Approach and Expectations

- Cast a wide net
- Have an open mind but stay real
- Then focus in
- Develop and adopt policies and priorities
- Get an attitude
- Implement controllable and doable things

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What Is Infill?

Old Definition:

- Mostly vacant land

New Global Definition

- Vacant land
- Vacant/ underutilized buildings
- Redevelopment
- Core area evolution and support
- Big and small projects
- Including ones that “fill the gap in the smile’

This Qualifies

May 11, 2010

Ivywild School Renovations

NEIGHBORHOOD MIXED-USED DISTRICT



Enhancing Neighborhood Identity
by Celebrating a Local Landmark

Inspired by the Dream City 2020 vision, a vibrant
"public" square links housing and commerce
with community gardens, cubinc, and art

FENNELL
GROUP

Even though land not vacant

Does This?



Old Mall of the Bluffs



New Marketplace at Austin Bluffs

What About This?

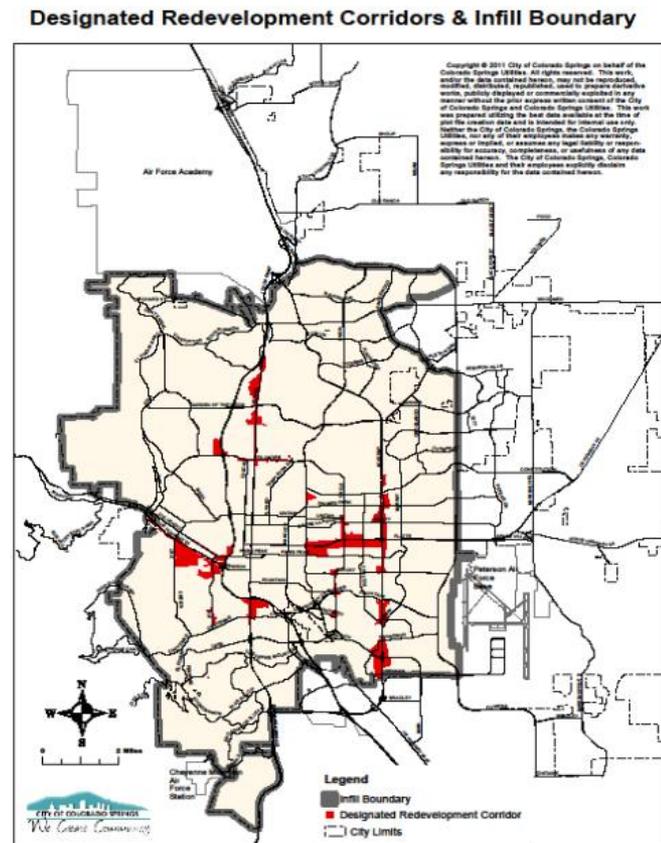


Same home on Franklin Street

Where Is It?

- Much of the core area of the City
- “Issues” can extend even further

Is anyone seeing a need for priorities yet?



2002 Infill Boundary

Potential New Definition

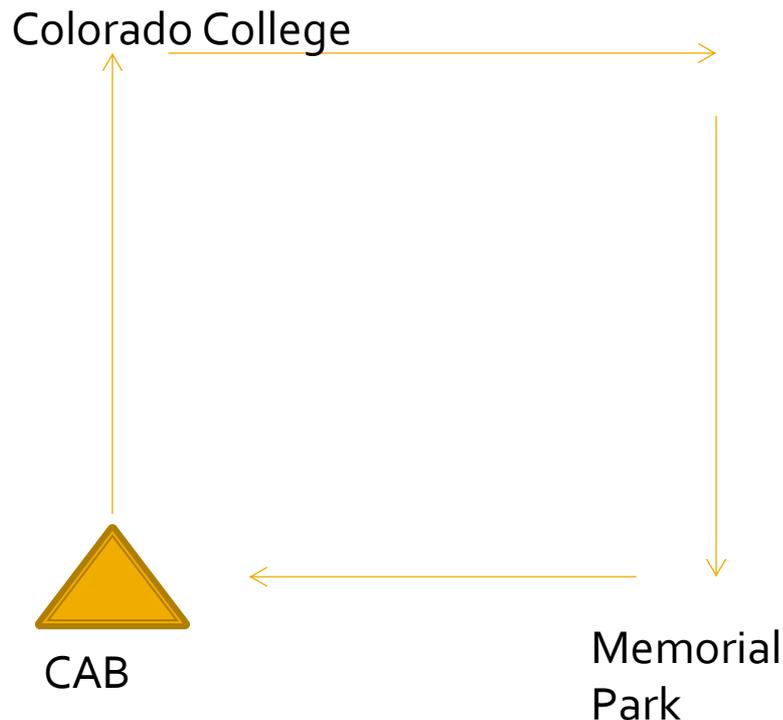
Development, redevelopment, expansion, major renovation and adaptive re-use activities within areas of the City that are already largely developed

Why Should We Care?

- Conversation can use focusing
- It is where most of us live/work
- Infill is happening
 - 43% of vacant land in Infill Area in 1999 no longer vacant in 2013*
- But maybe not enough
- Fiscal responsibility
 - Taking care of what we have
 - Efficient use of prior investments
 - Avoiding negative consequences

Maturing Community

- About one square mile matures every year
- Some gracefully
- Some not so gracefully



Near Fountain and Circle

Advantages to Developer

- Facilities and capacity in place?
- Entitlements in place?
- Less exactions?
- Lower aggregate taxes?
- Emerging market opportunities?

Comparative Disadvantages

- Competition from greenfield development
 - Market preference/ location
- Difficult sites; encumbrances
- Scale
- Opposition Risk

Attitude and Revised Way of Thinking

- Acceptance of land use change and intensification
- More focus on public realm
 - And less inside buildings
- Importance of supporting conditions
- Zoning often not the magic bullet
- Recognize (changing) realities
- Priorities can be okay
 - The playing field does not always have to be level
- Essential Questions should be asked

Trends That Could Support Infill

- Socio-economic
 - Aging- Boomers
 - Echo Boomers- Gen Y
 - Not the same
 - Diversity/Income/ Service economy
 - Less households with kids
- National Land Use Trends
 - Ex-urban reversal after 5 decades
 - More multifamily

Barriers and Counter-trends

- Continued demand for greenfield development
 - Up to 80% preference by some surveys
 - 60/40 more typical
- Experience and access to capital
- Difficult sites and locations
 - Scale and replicability
- Lots of curvilinear SF suburbs with covenants
- Lack of fully robust transit
- Neighbor and process risk
 - Denial Risk
 - Mitigation Risk
 - Process Time

Existing Plans and Recent Initiatives- Chapter V

- Strategic Plans
- Comprehensive Plan
- QLI, ULI, AIA
- EOZs
- Academy Boulevard Corridor
- West Colorado Avenue
- Sustainability Plans

Status and Progress

- 6,900 vacant acres absorbed in 15 years*
- Hundreds of “infill” projects
- Less projects are classically innovative
 - Most “fill in the gap in the smile”

Year	Vacant (Citywide)	Vacant (Citywide) excluding Banning Lewis	Net Change (Citywide)	Vacant (Infill)	Net Change (Infill)
1999	51,001	28,152	-2,646	13,775	-2,097
2000	50,043	27,187	-958	13,210	-565
2001	48,548	25,707	-1,495	12,475	-735
2002	47,347	24,517	-1,201	11,833	-642
2003	45,822	23,114	-1,525	11,309	-524
2004	46,029	23,362	207	10,781	-528
2005	46,067	23,399	38	10,437	-344
2006	44,751	21,669	-1,316	9,938	-498
2007	43,802	20,756	-949	9,648	-290
2008	41,478	18,448	-2,324	9,371	-277
2009	40,701	18,020	-776	9,233	-138
2010	40,541	17,775	-160	9,215	-18
2011	40,447	17,741	-94	9,198	-17
2012	40,155	17,529	-293	9,098	-99
2013	39,899	17,295	-256	8,999	-99
Total			-13,748		-6,873

Case Studies

- 100 and growing
 - Big and small
- Semi-quantitative
- Located in Infill Boundary
- Focus on higher profile projects
- Issue areas:
 - Neighborhood
 - Transportation
 - Utilities
- Red, Blue or Green



Gold Hill Mesa- successful
but all Red

Case Study Findings

- Lots of infill
- Much happens with little fanfare
- Acute neighbor , transportation and/or CSU issues are the exception
- Every project has a special story
- Planners ordinarily support infill*
- And, more recently so does Planning Commission and City Council
- Bigger factors often:
 - Market/ financing
 - Sites/locations
 - Costs
 - Lack of (enough) incentives
 - Other externalities

*after submittal

Context- Chapter VII

- Physical location
 - Jurisdiction
 - Infrastructure
 - Regional competition
 - Lack of formal urban growth limits
 - “Sprawl” did peak in 60’s and 70’s
- City
 - Entitled capacity
 - Limited transit
 - Relatively new curvilinear suburban pattern

Case for Priority Areas

- We live in a public world
- Public investments, energy and incentives have limits
- Catalysts are important
- Dilution can be the enemy of inertia
- Priorities already happen
- Not all areas have the same:
 - Opportunity
 - Need
 - Importance
 - Capacity
 - Adaptability
 - Vulnerability to change

Heat Map Concept- Positive Factors

■ Positive Factors

- Vacant land
 - Downtown
 - Non-residential
 - Mature arterial corridors
 - Transit service*
 - Frequent transit corridor*
 - Road and utility capacity
 - Vulnerability to change
 - “Catalyst areas”
- Existing CSFD response
 - Pre- 1980 development
 - Urban renewal areas
 - Redevelopment plans and strategy areas

*points are additive

Negative Factors

- Most stable single-family neighborhoods
- Dedicated open space
- Environmental constraints
- Historic areas (to a degree)
- Environmental constraints

Downtown as the Cornerstone

Importance

- Bellwether of successful communities
- Successful communities prioritize and invest in their Downtowns
- Regional center
- Capacity and zoning
- Ongoing initiatives

Unique Issues

- Costs
- Parking
- “Anchor” and “catalyst” uncertainties
- Residential
- Transit
- FBZ zoning
- Unique demographic

Supporting Conditions

- Overall Job Growth
- Crime and Public Safety
- Schools
- Parks and Recreation
- Streetscape and Infrastructure maintenance
- Robust Transit as a Development Focus
 - 10% rule

Staff and Stakeholder Input- Chapter X

- Mostly around 2012
- Staff, developers, consultants, CONO, leaders, other communities, Planning Commission etc.
- Input documented and reflected in this Paper
- Need to refresh

Neighborhoods

- Important as the fabric and opportunity for infill and redevelopment
- Source of some barriers and risks
- Role of covenants
- (Most) SF suburbs least likely to change
- Importance of early input and front end area planning
 - Subject to resource limits
 - We also can't afford to entirely wait

Utilities

- Why Important?
 - Big ticket development costs
 - Investment, rate base, rate equity implications
 - Efficient use of investment
 - Impacts of existing facilities and easements
 - Lack of capacity in some cases
 - Lots of initiatives and solutions options already

- Types of Costs

- Capacity
- Relocation ←
- Physical connection
- Development charges
- Ongoing rates and charges



Utilities Considerations

- Pro-active capacity marketing and planning
 - Downtown
- Limited recovery potential in some cases
- Finer grain for development charges
- Focus (mostly) on where the capacity is and where it works

Zoning

- No Magic Bullet
- FBZ working (slowly) for Downtown
- FBZ approach has potential in other areas
 - But with a trade-off
 - Need to know/ agree on what we want, and if practical
 - Less control inside, but more outside
- Hard to do Transit Oriented Development (TOD) without the “T”
- Purely voluntary options are mostly a waste
 - Aurora Sustainable Infill and Redevelopment District (SIR) example

Processes, Standards, Requirements and Fees

- Involvement varies by project and stage
 - LUR
 - DRE
 - CSU
 - RBD
 - Engineering
 - Other Depts. and Agencies
 - Owners Associations
- Processing versus improvements costs*
- Hearing-based development approvals particularly challenging
- Reconsideration of suburban standards in mature areas
 - Access
 - Off-street parking
 - Acceptance of congestion
- Challenge of adapting older buildings

*importance of protecting interests of general tax and ratepayers

What Other Communities are Doing- Chapter XIV

- None appear to have a fully comprehensive infill approach and plan
- Downtowns are important- as are corridors
- So is having a vision and buy-in
- So is TOD as a focus
- Considered “bookend” examples”
 - Detroit
 - Portland
 - Houston
 - Greenville
 - Aurora, CO as a leading indicator

Possibly Less Important Factors

- Land area
- School districts
- Zoning (versus processing)

Incentives

- City or Region-wide goals are key but not Incentives (for purposes of this discussion)
 - Low taxes
 - Efficient services
 - Stewardship
 - Accountability/ transparency
 - Overall elimination of barriers
 - Overall economic development

Need for a Roadmap

- Not as effective without first having accepted and adopted Policies, Plans and Priorities
- Need to be synched with economic development and urban renewal area policies
- Okay (even necessary) to be adaptable and opportunistic

Infill and Redevelopment incentives Involve a Preference

- Highest Impact Incentives:
 - Public Investments
 - Tax increment financing (TIF)
 - Including urban renewal

Other Incentives

- Rapid Response/ development support
- Tax sharing agreements
- Location-specific State and federal programs
 - CDBG/ Housing
 - Enterprise zones
- Infill plans, infill zoning, refined standards and processes

Not Ordinarily an Incentive

- Special Districts
- City-owned lands
- City as a full public-private partner
 - But we might get close

Strategies

- Allow for a directed combination of actions, investments, incentives and attitudes
- Develop and adopt policies
- Formalize priority areas and actions

Recommendations

- Formalize this process; more input; additional analysis
- Foster a community attitude
- Stay real
- Agree on definitions, needs and priorities
- Develop, adopt and align policies
 - Infill and redevelopment
 - Economic development
 - Urban renewal
 - Public investment
- Evaluate all relevant decisions against these policies
- Continue to plan and implement

Recommendations- Continued

- Continue to improve/align Codes, requirements, fees and procedures
 - Possible new infill and redevelopment district or overlay (non-voluntary)
 - Assist with FBZ and/or design guideline initiatives
- Develop/update macro neighborhood plans with a focus on adaptation, change and infill
 - Strategically implement for highest priority areas
 - Continue to measure and report
 - Remain adaptable

Next Steps?

- Finalize/appoint Steering Committee
 - Establish priorities, tasks and timelines; re-engage stakeholders
- Continue GIS/ future land use capacity analysis
- Decide what other information we want
- Re-engage Code scrub process
 - Including more controversial items
- Pursue North Nevada plans with UCCS (with Economic Vitality)
- Continue Academy Boulevard pilot projects
- Begin to draft Infill Policy and Urban Renewal Policy