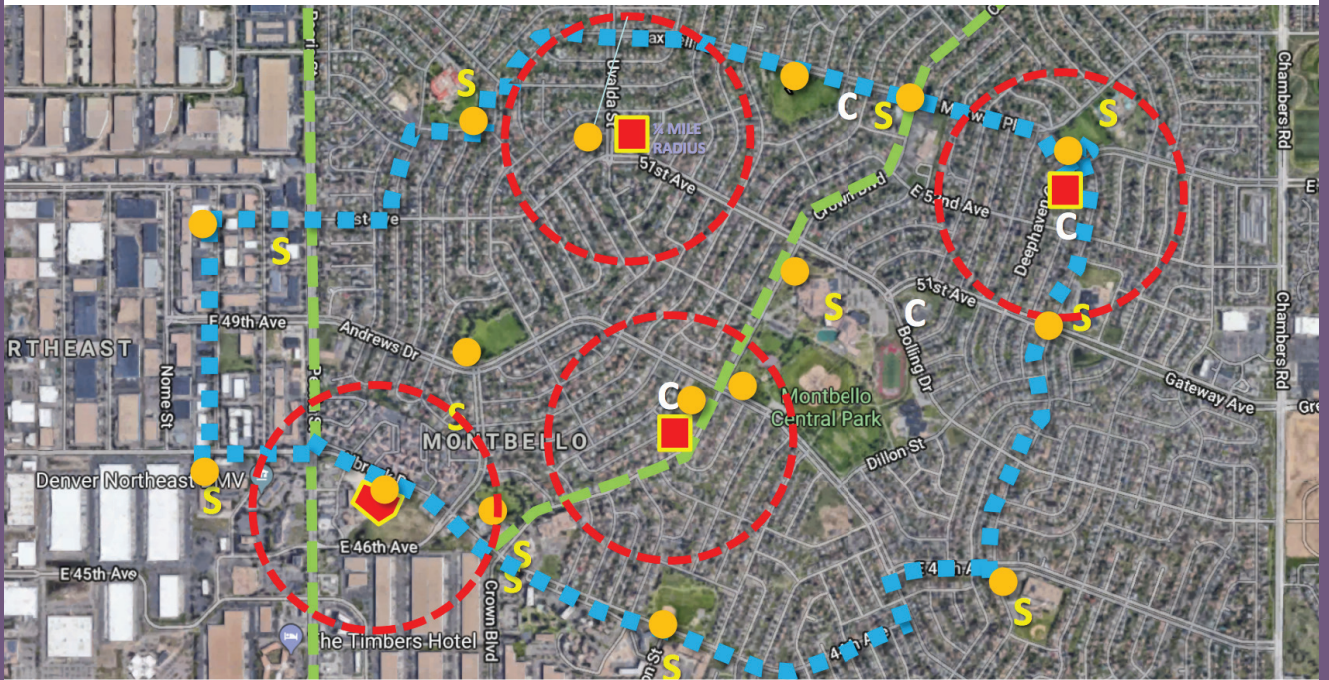


Montbello Denver, Colorado

March 11–16, 2018



Montbello Denver, Colorado

Promoting an Equitable and Healthy Cultural Hub
in Denver's Montbello Neighborhood

March 11–16, 2018

About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 42,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries.

ULI's extraordinary impact on land use decision making is based on its members' sharing expertise on a variety of

factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2017 alone, more than 1,900 events were held in about 290 cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

Cover: map, Tatiana Bohdnar; photos (from left), Michael Brown, Montbello 20/20, Klaus Philipsen.

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Colorado Health Foundation's Healthy Places Initiative

THE COLORADO HEALTH FOUNDATION is bringing health in reach for all Coloradans by engaging closely with communities across the state through investing, policy advocacy, learning, and capacity building. For more information, please visit www.coloradohealth.org.

Healthy Places is a four-year, \$5.3 million initiative to inspire and support the development of healthy communities in Colorado. Through a community-led approach, Healthy Places helps Colorado communities become healthier by creating opportunities to increase physical activity. The initiative aims to transform the places where we live, work, and play—to make our cities, towns, and neighborhoods safer and more appealing for walking, bicycling, and other daily activities that encourage movement, connection, and fun. The foundation originally launched the initiative in 2012 in three communities—the Westwood neighborhood of Denver, the suburban city of Arvada, and the rural city of Lamar—with the goal to increase opportunities for safe physical activities through improvements to the built environment of the community.

The current iteration of Healthy Places is focused on four additional Colorado communities—the East Memorial neighborhood of the city of Greeley, historic Commerce

City, the Montbello neighborhood of Denver, and southeast Colorado Springs. Much has changed since 2012. Most significant, Healthy Places has evolved to better address the foundation's efforts to advance health equity in all Colorado communities. This evolution reflects not only the foundation's values, belief, and vision, but, more important, direct feedback from the three prior Healthy Places communities regarding obstacles and challenges their residents face that extend beyond needed physical improvements.

Healthy Places supports community-identified solutions to increasing physical activity by targeting health where it matters most, with the individual and the community in which he or she lives.

The ULI Advisory Services program is partnering with the Colorado Health Foundation to conduct panels in each of the selected Colorado cities. Following each panel visit, the panel's recommendations will be reviewed by the communities and, working with a consultant, the communities will apply for up to \$1 million from the Colorado Health Foundation for implementation funding.

About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives, a day of hour-long interviews of typically 50 to 100 key community representatives, and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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ZANIE SEGAL/ULI

The ULI panel team.

Acknowledgments

THE PANEL ACKNOWLEDGES AND THANKS the more than 80 individuals who were interviewed throughout the week. Representing city and county agencies, the business community, community activists, faith-based communities, and residents, these stakeholders provided valuable insights into people's hopes, dreams, and goals for the future of Montbello as a place to live, work, play, and pray.

On behalf of the Urban Land Institute, the panel would like to thank its sponsors, the Montbello Organizing Committee—Donna Garnet, Terry Liggins, Mary Etta Curtis, and Khadija Haynes—for showing us your vision and inviting us into your community. Additional thanks to Chris Martinez, Denise Burgess, Willie Shepherd, Esteban Rivero-Rodriguez, Angelle Fother, and Khalid Morris for working closely with the panel throughout the week.

Finally, the panel thanks the Colorado Health Foundation for sponsoring this four-panel series focused on active, healthy communities. The panel also thanks Progressive Urban Management Associates (P.U.M.A.), especially J.J. Folsom and Amanda Kannard, for helping the Montbello

Organizing Committee prepare and for coordinating so closely with ULI and the host cities for this very important work.

Note: This publication contains recommendations by the Urban Land Institute Advisory Services panel that convened in the Montbello neighborhood of Denver the week of March 11–16, 2018. These recommendations constitute a comprehensive report of the Healthy Places: Designing an Active Colorado initiative for the Montbello community in Denver. The Healthy Places Initiative was designed to promote policies that incorporate physical activity into land development and land use. Although the Colorado Health Foundation contracted with ULI to conduct the Advisory Services panel, the complete recommendations do not signify key funding opportunities for or commitments by the foundation.

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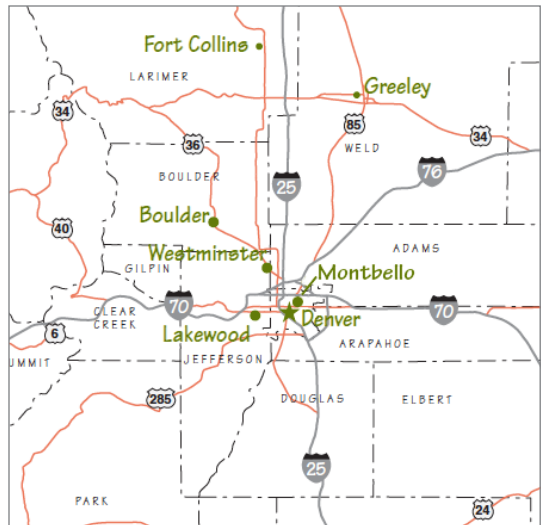
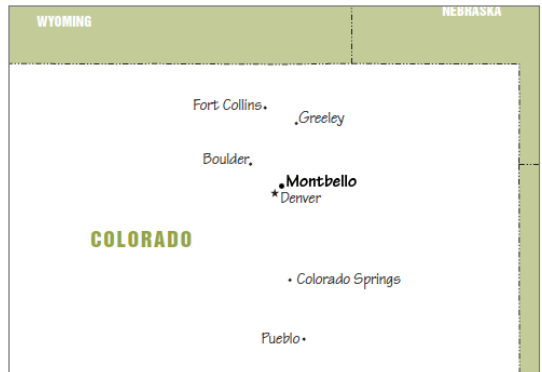
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Background and the Panel's Assignment

MONTBELLO IS A 3.5-SQUARE-MILE neighborhood in far northeast Denver. It is home to around 34,000 people and comprises 8,894 households. Montbello is a community that prides itself on diversity and claims a small-town feel. It is also characterized by its young population, with almost 50 percent of the residents under the age of 25. Most households comprise multiple generations and many have multiple families sharing a house. Montbello and its adjacent area represent a major employment center for the city of Denver, hosting more than 14,000 jobs and 12 percent of the city's manufacturing business.

With recent explosive regional population and employment growth driving transformations throughout the region, Montbello finds itself on the precipice of change. During the past two decades, Denver has grown by over 130,000 people, nearly 4 percent annually, making it one of the fastest-growing big cities in the nation. Montbello's demographics have also shifted from a predominantly African American population to today's population, which breaks down to 61 percent Latino, 24 percent African American, 11 percent white, and 4 percent other races. As Denver and Montbello continue to change, concerns about keeping the area affordable and diverse push to the front

Study area.

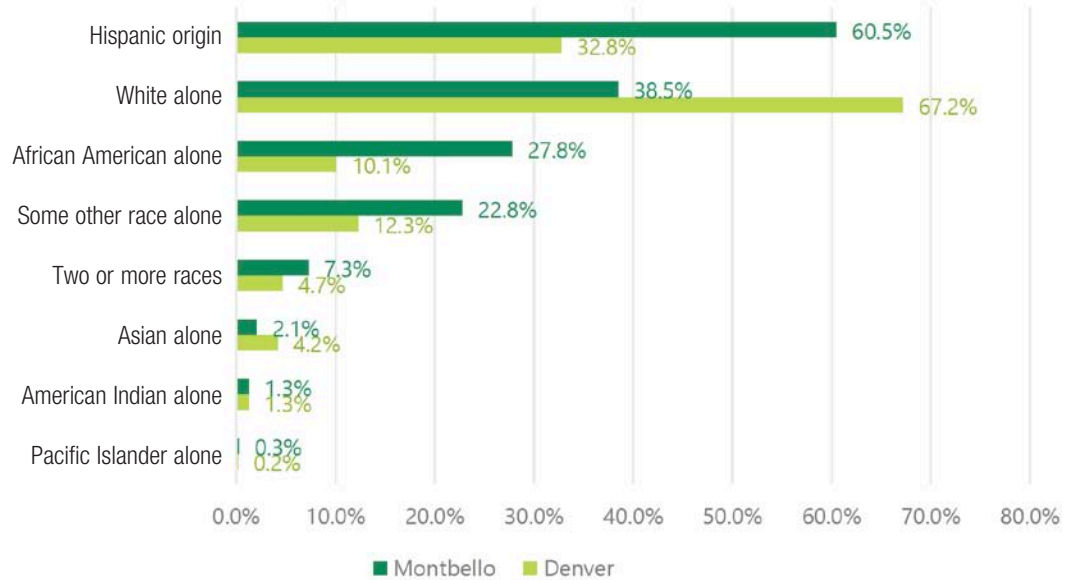


Map of the Denver metropolitan region.

of residents' minds. At the same time, Montbello sees resources streaming into other city neighborhoods and would like its fair share for its residents.

A main focus of this dynamic is the creation of a location that can both bring together the entire Montbello community and provide access to fresh food. The Montbello Organizing Committee (MOC) received a grant from the Kresge Foundation's FreshLo Initiative to "support [the] creation of a cultural hub to serve as a community gathering place and includes a new fresh food market and space

Race and Ethnicity, 2017



Source: American Community Surveys.

for artistic demonstrations, displays, and performances celebrating cultural heritage and neighborhood unity.”

Analyzing the numbers, the panel found that local resident expenditures show that residents are leaving the area to buy their groceries; only about 40 percent of Montbello residents’ food and beverage expenditures take place in the neighborhood. If unique food and retail options are offered within the neighborhood, an opportunity appears to exist to recapture a portion (20 percent) of the food spending that “leaks” to areas outside Montbello.

The Panel’s Assignment

The Montbello Organizing Committee (MOC) asked the Advisory Services panel to examine the particular 1.4-acre Regional Transportation District (RTD) Park-and-Ride site (henceforth referred to as the RTD site) to see if implementing a FreshLo project would be feasible and accomplish the goals of creating a healthier community. They asked the panel the following:

1. What is the feasibility of implementing the FreshLo plan, what resources are needed, what barriers must

be addressed, and what is a reasonable time frame for full implementation? Specifically, how can we take advantage of public and private financing?

2. What are the most effective structural mechanisms for realizing the FreshLo plan—nonprofit organization, community development corporation, business improvement district, etc.?
3. How can we create a healthier community in Montbello using the FreshLo Initiative?
4. What steps can residents take to mitigate the effects of gentrification so that this community-driven initiative can take precedence over the “mission-driven” priorities of outside developers and investors?
5. How can this initiative be positioned so that it leverages further economic development?
6. How can we work effectively with other community partners to accomplish the goals of FreshLo and the emerging goals for the Montbello community?

Summary of the Panel's Recommendations

Through talking to residents, hearing the MOC's vision, and running the numbers, the panel believes that the need for a fresh food market and community hub in Montbello is strong. The panel proposed three different complementary scenarios, which build off each other and show the effects of different levels of planning and time commitments. The three scenarios are all based on the acquisition or renting of the proposed RTD site.

In responding to the requirements of the FreshLo Initiative, the panel's scenarios all include best practices and principles that incorporate the following characteristics:

- The importance of food and art in placemaking is affirmed.
- The market demand for a fresh food market in Montbello is verified.
- It is confirmed that the core program of the cultural hub fits on the RTD site.
- The cultural hub needs a robust governance structure for the implementation of the FreshLo program.
- The cultural hub must be embedded in context improvements:
 - Internal and external connectivity needs to be improved for better access to healthy food and a healthy lifestyle consistent with the Colorado Health Foundation and ULI Building Healthy Places Initiative.
 - Land use on Peoria Street needs to be improved to support the cultural hub and to create better access to the RTD rail system.

Other recommendations include the following:

- Support immediate art programs throughout the community to create a sense of where and what Montbello is (e.g., support putting community art in gateways into Montbello through creative placemaking).

- Create a walkable loop throughout the neighborhood that connects different community assets, and activate the loop through signage indicating exercise stop points.
- Increase communication throughout the community and between its different subsections. In particular, resources should be shared and communicated between the African American and Latino communities.

Key Focus Area

The key focus area for the panel within the Montbello neighborhood was around the RTD site, 4690 Peoria Street, proposed for the cultural hub. Developing the cultural hub at the RTD site along Peoria Street brings exciting opportunities to the redevelopment of the entire surrounding area. The economic investment in the southern area along Peoria Street is fundamentally connected to the creation of the cultural hub through the following:

- An ideal location for the creation of affordable housing, additional services, and jobs due to its proximity to I-70 and the RTD rail. Further housing development in this area would not replace existing housing and cause displacement.
- Developing and investing in the area can fix the "food desert."
- An opportunity exists to vastly improve connectivity across the I-70 barrier.

The RTD site on Albrook Road is the primary focus for a fresh food market in the Montbello neighborhood.



Guiding Principles

FOOD CONNECTS US TO OUR CULTURES, *the stories of our ancestors, and the recipes of our grandparents. Food also connects us to the land where it is grown and to the people and businesses that grow, transport, prepare, sell, or share it. Food is what brings us together as family, friends, and strangers.* (Denver Food Vision 2017, Introduction)

Partners' Principles

Based on the priorities and guidelines provided by the Colorado Health Foundation, Kresge's FreshLo Initiative, and the Montbello Organizing Committee, the panel believes that the following principles provide guidelines for creating a successful community hub. The development needs the four aspects—healthy food access, culture and arts, physical activity, and responsible development—to work in tandem to create a successful project.

Below the four aspects are described in detail:

■ Healthy food access

- Provide fresh food access to all residents.
- Food options need to meet traditional demand (i.e., Latino specialties as well as African American specialties).
- Offerings need to be locally grown to the extent that is possible.

- Fresh food offerings need to be paired with educational, service, and workforce development elements.
- Food offerings need to include prepared foods.
- Culture and arts
 - Provide a “cultural hub” with meeting places offering opportunities for cultural and artistic expression. The programming could include the following:
 - Theater
 - Exhibits showcasing local art and “maker” goods
 - Dance
 - Festivals showcasing local talent and vendors
 - Open-air markets with food and locally drafted items
 - Community event and meeting space.
- Provide opportunities for physical activity
 - Exercise/yoga studio
 - Gym
 - Outdoor, public fitness equipment
 - Bike share.

THE KRESGE FOUNDATION

KRESGE



The Kresge Foundation Arts & Culture and Health programs collaborated to fund neighborhood-scale projects demonstrating creative, cross-sector visions of food-oriented development. With FreshLo, Kresge is the first national funder to intentionally and equitably integrate food, art, and community to drive neighborhood revitalization at this scale. FreshLo envisions strengthening low-income communities by integrating creative placemaking and food-oriented development.

- Responsible development
 - Community driven
 - Affordable
 - Works against displacement (i.e., senior- and family-friendly).

Panel's Guiding Principles

The panel's analysis is predicated on what the panelists saw and heard during their week in Montbello, their professional experience, and additional research. The following best practices and principles look at innovative ways to combine sustainable long-term solutions, best development practices, and FreshLo's requirements:

- Develop and support an equitable social enterprise business model.
- Establish a governance structure focused on health and wellness.
- Embed community participation and engagement at all levels.
- Have responsible levels of equity investment and debt.
- Mitigate risk by executing a proof of concepts.

- Maintain sustainable operating metrics to reach self-sufficiency.
- Respect and expand diverse cultural programming opportunities.
- Consider replicating other successful development strategies.
- Look for and evaluate new market trends.
- Take a long-term approach by phasing high-cost development.

If the above-referenced guiding principles are applied in conjunction with the partners' principles, the project will be poised for long-term success and widespread support.

Market Analysis

DETERMINING THE SUCCESS of implementing a cultural hub with a healthy food store depends on market factors within Denver, within the Montbello neighborhood, and specific to the RTD site itself. The panel believes that these factors—combined with community drive, commitment, and hard work—can make their vision of a fresh food store and cultural hub a successful reality.

Introduction

Denver, the far northeast area of the city, and Montbello each have different markets and market factors that, when considered together, identify what is necessary for a successful enterprise. Analyzing these, the panel determined that demand exists for additional grocery options in Montbello and that, with the right business model, it is possible to open an additional fresh food market.

Denver Overview

The city of Denver is one of the fastest-growing major cities in the United States. The city lies at the heart of a region comprising seven counties and 3 million people; and, according to Claritas, a market research organization, the city was home to 717,442 residents in 2018. During

the past two decades, the city grew by over 130,000 people—a rate of nearly 4 percent annually.

Strong and diverse, the Denver economy is exceeding the national economic rates of growth. The Metro Denver Economic Development Corporation reports that Denver's 2.9 percent employment growth in 2016 was 1.2 percent higher than the national average and included gains in each employment super sector.

Population and economic forecasts call for strong net growth and positive economic activity into the near future. This growth is driving transformation and development pressures throughout the region, including in Montbello.

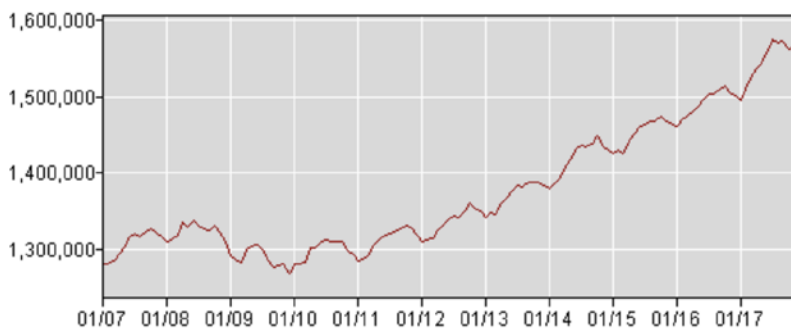
Montbello and Far Northeast Overview

The Montbello neighborhood is a 3.5-square-mile part of the far northeast area of the city of Denver. According to Claritas, Montbello is home to 34,250 people, constituting 8,894 households. The average household size in Montbello is 3.9 persons, nearly twice as large as that of Denver's overall household size of 2.2. The median household income in Montbello is \$48,250, compared with \$59,400 for the far northeast area and \$56,500 for Denver overall. Because the local residential area is largely built out, future population and household growth is expected to be limited in Montbello proper. However, in the larger far northeast Denver area, tens of thousands of households are planned to be added over the coming years, since the area is the last remaining option for greenfield development.

According to the U.S. Census, 14,319 employees worked in Montbello in 2015, with 42 percent of the local jobs in the manufacturing and wholesale trade sectors. The density of these sectors makes this area a regionally significant employment node for manufacturing and wholesaling. In fact, whereas less than 3 percent of all city of Denver jobs are in Montbello, 12 percent of the city's manufacturing

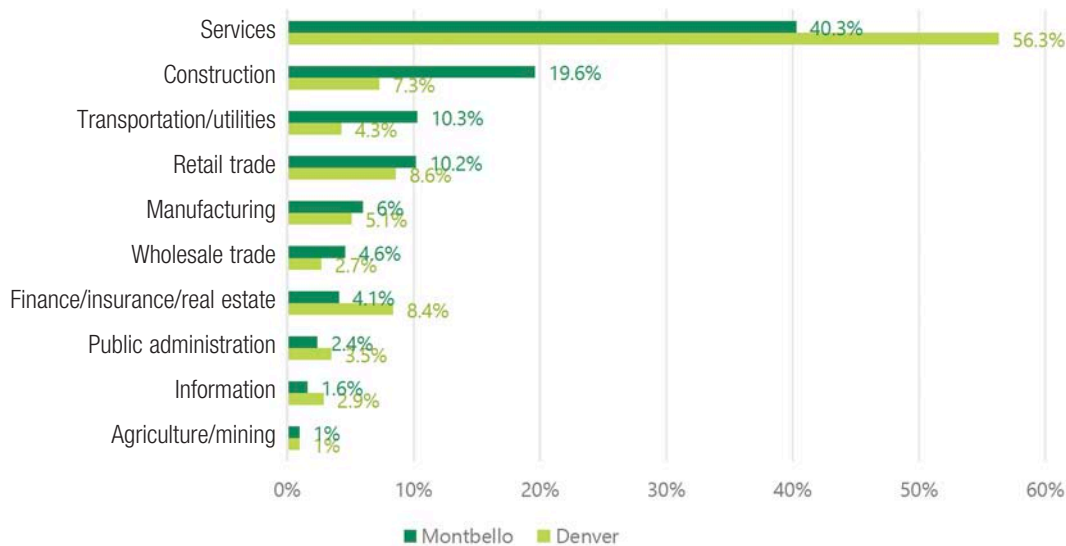
Total employment in the Denver region has dramatically increased over the past year, making Denver literally a boomtown.

Total Employment, Denver-Aurora-Lakewood Metropolitan Statistical Area



Source: U.S. Bureau of Labor Statistics.

Employed Population 16 and Older, by Industry, 2017



Montbello has strong employment in the manufacturing and wholesale sectors, but lags the rest of Denver in high-paying jobs in the service sector. The warehouse, transportation, and logistics sector is a legacy of the old Stapleton Airport, located just west of Montbello.

Source: U.S. Bureau of Labor Statistics.

and wholesale trade jobs are in the local area. Only 5 percent of the local jobs in Montbello are taken by residents in that neighborhood.

Community Desire versus Market Demand

A core concept of land economics and the ULI panel process is trying to better understand how the natural market demand for various land uses aligns with the community vision and desires. The market demand information uses historical data and attempts to project future demand using commonly accepted methodologies for forecasting. Where the desires of the community and the existing or projected pent-up demand for these land uses align, an excellent opportunity for success exists. When the demand does not match the community desires, the question becomes how to modify or change that demand or modify the desires of the community. Sometimes, it is possible to nudge the market with changes to the physical realm. Placemaking, improved infrastructure and amenities, direct investment, improved open space, and similar approaches are often used to achieve this end. The table on page 16 summarizes the market demand and the desires of the

community in Montbello, according to the stakeholder interviews.

Industrial Real Estate Metrics

Based on data from CoStar, provided by the Far Northeast Neighborhood Planning Initiative, industrial employers occupy 15.5 million square feet across 252 buildings in Montbello. The industrial real estate segment is performing well, with low vacancy rates indicating, according to the planning initiative, strong continuing demand for industrial space. Montbello retail merchants occupy approximately 271,000 square feet of space. The planning initiative points to strong vitality in the area, with demand growth expected to continue with the new households planned for the larger northeast area.

Montbello Food and Beverage Metrics

Montbello residents spend an estimated \$51.5 million annually at food and beverage stores. This represents 14 percent of all retail trade spending; by comparison, food and beverage spending represents 12 percent of all Denver resident retail spending, indicating that local residents spend a greater proportion of their expenditures on food than residents in other areas of the city. An analysis of local resident expenditures that occur near their homes

Community Desire versus Market Demand

	Use	Community desire*				Market demand**			
		High	Medium	Low		High	Medium	Low	No data
Food	Fresh food market	x				x			
	Farm market	x				x			
	Coffee shop	x						x	
	Community kitchen	x							x
	Culinary training	x							x
	Craft brewery		x					x	
	Sit-down restaurant	x				x			
	Neighborhood/corner grocer		x			x			
	Pharmacy	x						x	
	Arts and culture	Art gallery	x						
Performance space		x				x			
Theater (250 seats)		x							x
Artist studio space		x							x
Dance studio			x						x
Exercise/yoga studio			x						x
Community	Community gathering space	x							x
	Nutritionist					x			
	Daycare		x			x			
	Workforce development/training		x			x			
Commercial use	Executive offices		x					x	
	Coworking space		x			x			
	Shop featuring local arts and crafts		x					x	

Source: ULI panel.

*Community Desire for Neighborhood Survey and ULI panel interviews.

**Market demand from ESRI, Claritas, and discussions with brokers.

shows that residents are leaving the area to buy their groceries; only about 40 percent of Montbello food and beverage expenditures take place in the neighborhood.

All told, Montbello residents' food and beverage expenditures support approximately 100,000 square feet of grocery space throughout the far northeast region, including local stores such as the Walmart Neighborhood Market as well as stores outside the neighborhood such as King Soopers. An opportunity exists to recapture a portion of the food spending "leakage" to areas outside Montbello by offering unique food and retail options within the neighbor-

hood. More can be recaptured if the offerings are within walking distance to residents, there is prepared food for local employees, and there are culturally specific products.

Food and Beverage Retail Demand Overview

Given the local food and beverage options that are present in the local area, the grocery store leakage in Montbello supports approximately 50,000 square feet of space outside the neighborhood. It is likely that a properly executed new fresh food market at the RTD site could capture up to 20 percent of this leakage, creating an opportunity for 10,000 to 11,000 square feet of new grocery options at

the cultural hub location from the greater Montbello area. It is likely that a new fresh food market at the RTD site could capture a greater amount of leakage of the spending of households within a 15-minute walk of the site. This capture of spending from the closest households would account for an additional 4,000 to 5,000 square feet of support, providing an opportunity for 14,000 to 16,000 square feet of permanent fresh food market space at the RTD site.

Market Demand for a Montbello Fresh Food Market

Total opportunity gap	56,126 square feet
Support from within a 15-minute walk	4,372 square feet
Support from Montbello at large	10,059 square feet
Total potential supportable space	14,431 square feet

Fresh Food Market

To determine the feasibility of the local market area supporting a 14,000- to 16,000-square-foot store at the cultural hub site, it is instructive to understand that the national grocery store average performance typically ranges from \$500 to \$515 in sales per foot annually. In order to achieve sales at that level, the fresh food market will need to offer a relevant mix of products attractive and affordable to the local market audience. Given that a grocery opportunity gap exists in Montbello, and assuming that a well-executed fresh food market could attract sales similar to the national average, the store should be able to

generate \$7.5 million in annual sales. According to data from the U.S. Department of Agriculture, approximately 58 percent of independent grocers generated sales between \$4 million and \$8 million in 2016, placing the potential annual sales for the fresh food market within a reasonable range of potential feasibility.

Assuming that a properly executed new fresh food market at the RTD site could achieve sales on par with national averages, which appears possible given market conditions, it would be necessary to realize approximately \$20,000 in daily sales. According to the National Grocers Association,

Montbello Employment Density

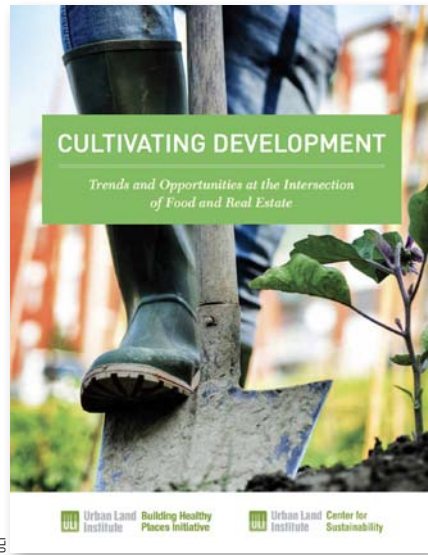


Key

- 5–317 jobs per sq mi
- 318–1,253 jobs per sq mi
- 1,254–2,814 jobs per sq mi
- 2,815–4,998 jobs per sq mi
- 4,999–7,808 jobs per sq mi

Employment density in the study area is concentrated in the western third of the Montbello neighborhood, another legacy land use from the days of Stapleton Airport.

Cultivating Development is a 2016 ULI publication focused on the trends and opportunities created in real estate and land use by the food industry. A major tenet of the publication is the integral role that food plays in social interaction and in the creation of community.



supermarkets average \$27.65 per transaction, thus necessitating over 700 daily transactions, or 61 transactions per hour in a 12-hour business day at the subject site.

To achieve a sales volume of a successful fresh food market, with over 60 transactions per average hour, the market will need to offer a wide variety of food-oriented products attractive to numerous target markets throughout the day. Given that this store will need to rely more on perishable items due to size, a unique mix of these offerings will be necessary to attract a diverse set of consumers throughout the day. Nationally, lower-margin perishable items represented 53 percent of total supermarket sales in 2016. A wide variety of nonperishables, dry goods, alcoholic beverages, pharmacy, and health/beauty care items made up the remaining 47 percent of all sales at national grocery stores.

The proposed fresh food market must tap into multiple community connections within Montbello, as well as attracting spending from the nearby 14,000-plus employees. Nearby employees often drive sales for breakfast and

lunch items, as well as prepared foods to take home after work.

The business model to create a successful fresh food market at the site must tap into mutually beneficial relationships between this space and nearby food- and community-based amenities. A recent ULI report, *Cultivating Development: Trends and Opportunities at the Intersection of Food and Real Estate*, explores the areas where food (such as community gardens, food halls, restaurants, and grocery stores) and successful real estate developments intersect. Relevant to the opportunities at hand, the ULI report lists numerous lessons in recognizing the importance of food in community and real estate development, including the observation that “investments in food-related enterprises within the context of larger development projects can support a developer’s bottom line while addressing health and environmental goals. Such developments require innovation, creativity, new business models, and inventive partnerships to be successful.”

At the same time, new independent grocers face many headwinds in today’s shifting retail landscape. “The supermarket business is not for the faint of heart. Low profit margins and constantly changing consumer preferences make it challenging even for the best operators,” said Peter J. Larkin, president and CEO of the National Grocers Association. “But as independents continue to invest in their local communities and work diligently to stay ahead of rapidly changing consumer trends, they are differentiating themselves in a fiercely competitive marketplace to become shoppers’ stores of choice.”

Visioning for a Healthier and More Equitable Montbello

DESIGNED IN THE LATE 1960S, Montbello is characterized by the norms of community planning of that time. The *Blueprint Denver* plan shows Montbello as an area of stability surrounded by areas of change. For the future of this community, it is vital for Montbello to be connected to the new opportunities occurring in surrounding areas, even with its goal to maintain stability inside the community.

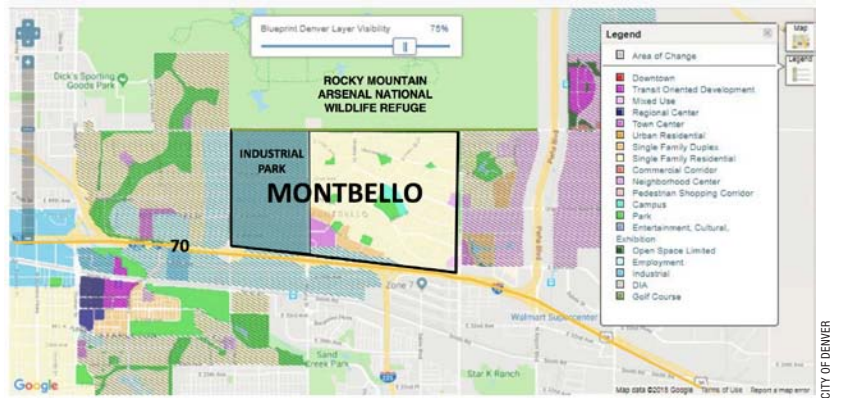
Key to the community's growth and prosperity is gaining access—access to resources, transportation investment, infrastructure investment, affordable housing, and parks. Gaining this access will give opportunities to current and future residents of Montbello while stabilizing its future. Access to greenways, recreation trails, parks, and natural lands is essential for a healthy lifestyle and for quality of life. Increased access to surrounding areas, including the airport and Stapleton, leads to much-needed job opportunities. These elements are key to attracting residents, keeping young people in the community, and supporting growing families.

Connectivity

The panel heard community members describe Montbello as surrounded by barriers: I-70 to the south, the industrial park to the west, and the fenced-off Rocky Mountain Arsenal National Wildlife Refuge to the north. For active lifestyles that depend on sound green infrastructure and easy access to services and jobs, the mental and physical barriers throughout the neighborhood need to become permeable. In addition, easy access to the community is necessary to entice visitors and for businesses to attract customers. The panel looked at connections both within the community and to the rest of the Denver metro area that leverage existing resources and infrastructure.

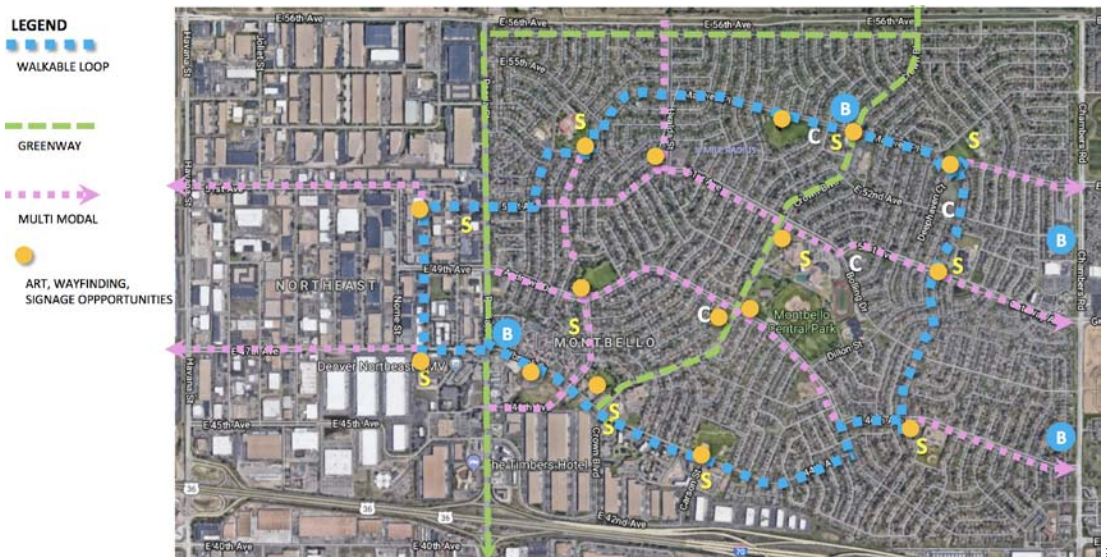
The FreshLo concept relies on synergies at the intersection of food production, distribution, and consumption with an emphasis on community services and arts and culture. These synergies are best achievable when the proposed program items are physically connected and can instill a sense of community unification and interaction.

The 2002 Blueprint Denver plan recognized Montbello as a neighborhood primarily made up of single-family homes and an interface in the southwest with industrial commerce and transit-oriented development.



The panel suggestions call for connections both within the community and to the rest of the Denver metro area that both leverage existing resources and infrastructure and better integrate the community with nearby employment and recreational assets. This approach is a primary tenet of promoting active lifestyles that improve human health.





For internal connectivity, the panel endorses the concept of a walkable loop, represented in blue.

For internal and external connectivity, the following principles are applied:

- Connections need to be part of a system, possibly several systems. These connected systems could include the overlay of a trail, drainage, and greenway system or the overlay of a recreational trail system with a system of destination access.
- Multimodal transportation planning should be conducted, focusing on safe and easy transitions between driving, walking, bicycling, and transit.
- Modes of transit should offer universal access, with accessibility for people of all ages and levels of personal mobility.

Connecting Within

Creating an environment within Montbello that promotes internal circulation and walkability fosters both healthy lifestyles and a cohesive community. Ease of mobility around the neighborhood is particularly important in Montbello, since the panelists heard residents talking about the large number of residents who do not have access to a car or the ability to drive, cutting them off from community resources and spaces. Particular places to connect are the parks along the walkable loop, community meeting places, and schools. It is important to incorporate different

types of mobility, so that someone hypothetically could safely walk to a bike-share station, easily bike to a transit hub, and then quickly get to his or her destination through public transportation.

To encourage walkability, the paths that people take should be safe to use and accessible to people of different ages and physical abilities. Creating this walkable environment would include widening sidewalks, making well-marked and signaled street crossings, putting in wayfinding signs, and adding public art along major corridors. Investing in these improvements not only improves community health and communication, but, by creating an environment that is inviting for pedestrians and bicyclists, car use would decrease, making the roads less busy and therefore more enjoyable for pedestrians, leading to better outcomes for the environment.

Connecting Outward

The panel heard the term *barrier* come up often when stakeholders described Montbello, particularly in regard to its location in the city. Although Montbello lies in the far northwest corner of the city, Denver has an excellent public transportation system that should feel accessible to residents. Although the new Peoria Street station was built in nearby Aurora, a number of physical barriers make it inaccessible to many residents. The following strategies

are essential for making Montbello better connected to the rest of Denver and surrounding areas, benefiting Montbello residents, business owners, and Denver at large.

Leverage Peoria Street Station

- Create access to the A Train at Peoria Station.
- Make the station multimodal.
- Plan for autonomous vehicles and a decreased need for parking around the station.
- Build transit-oriented development affordable housing.

Implement Greenway plan

- Connect Greenways from Stapleton Central Park all the way to the Natural Wildlife Reserve.
- Make the Natural Wildlife Reserve accessible to the community.

Open the community to surrounding areas by breaking down geographic boundaries

- Do not accept the west commercial and industrial area as a boundary.
- Do not accept I-70 as a boundary.

Equitable Community Growth

The *Blueprint Denver* plan designates the Montbello neighborhood as an area of stability surrounded by areas of change. Even though there is currently little planned physical change inside the community, invisible forces such as increased property values and rents will begin and have begun to affect the neighborhood. Gentrification with displacement is one of the most difficult issues facing communities in America, yet no comprehensive solution to this challenge exists. The panel suggests a few protective measures to counteract the risk of displacement and a loss of community identity.

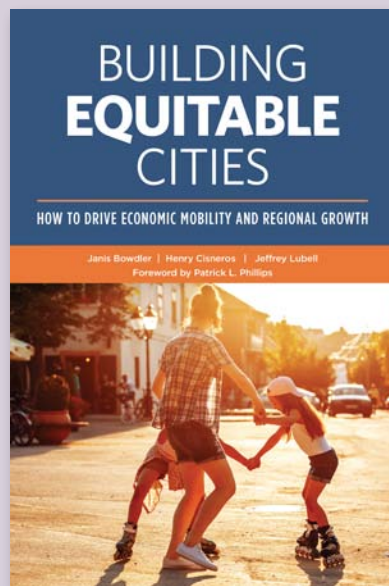
The efforts for the cultural hub will be a big step toward solidifying the cultural identity and social cohesion of Montbello. Having a place where residents of different backgrounds, ages, and lengths of time living in the neighborhood can come together to hang out, socialize, organize, and debate is key to creating an interconnected community that not only is resilient to change, but also finds a way to leverage change. With the proposed program elements for the cultural hub described below, an opportunity exists for this space to become an important site for connecting Montbello's community.

Additional Resource

Building Equitable Cities: How to Drive Economic Mobility and Regional Growth

By Janis Bowdler, Henry Cisneros, and Jeffrey Lubell

Through an analysis of best practices, proven policies, and case study examples, this book provides practical insights into how communities can expand opportunities for more residents and boost economic growth. The book provides real-world examples of both place-based and people-based strategies that are being used successfully to provide more equitable outcomes. One set of observations in this publication focuses on the issues of gentrification and displacement. Communities must balance encouraging new investment and rehabilitation of existing structures while not displacing residents who want to stay in the community.



Connecting the Community

Part of the magic of Advisory Services panels is that they give the time and the space for different members of a community to come together and step out of their typical roles and examine a project and opportunity. Through a sponsor dinner, a public reception, 80-plus interviews, and the day of the presentation, stakeholders and community members are thrown together in a variety of different settings and get the chance to talk about their experiences.

As part of the Montbello stakeholder interviews, two panelists interviewed an African American woman and two Latino community members. All of them described themselves as community activists, but the African American woman and Latino women had never met. Through the course of the interview about the proposed cultural hub, each group talked about different resources that their communities currently use to get access to fresh food, meeting spaces, exercise classes, and health care. It became evident during the interview that these resources were not being well communicated to either community.

After the interview, the three women exchanged numbers and left chatting about ways they see connecting these resources and expanding the collaboration between the African American and Latino communities.

The question of maintaining affordability while continuing to protect the existing supply of naturally affordable housing will require the creation of an area designated for future development. In the case of Montbello, this should happen along the identified areas of opportunity, including around Peoria Street and near transit. Permanent affordable housing should be incorporated at those sites to stabilize the presence of affordable housing throughout the neighborhood. In addition, having housing types at different market rates will give incoming residents a variety of housing options, taking the pressure off residences that have historically been below market rate. Creating room for gentrification to spur economic development but planning to protect against displacement can bring exciting resources and infrastructure that can benefit the entire community.

Building Healthy Places

Where people live directly affects their well-being. In many places, however, the built environment—including buildings, streets, and neighborhoods—does not adequately support practices that sustain healthy living, thereby causing health outcomes to vary widely from one neighborhood to the next. As Dr. Richard Jackson, professor emeritus of Environmental Health Sciences at UCLA's Fielding School of Public Health, said in ULI's *Ten Principles for Building Healthy Places* report, "We now know that developers can be more effective in achieving public health than the doctors in white coats."

The Commission to Build a Healthier America, a national group of leaders from both the public and private sectors that was convened by the Robert Wood Johnson Foundation, explains that neighborhood characteristics—such as the density of convenience stores and fast-food restaurants relative to that of grocery stores selling food; the concentration of poverty; the availability of high-quality affordable housing; and access to transportation and places to exercise—all directly affect public health outcomes.

In Montbello, the built environment presents major health challenges, including the following:

- **Active transportation:** The lack of wide and connected sidewalks prevents Montbello residents from incorporating "active transportation," such as walking and bicycling, into their daily routines. There also is a lack of access to public transportation throughout the neighborhood. These factors underscore the car reliance of the neighborhood, isolating residents who do not have car access and making it, for many, a "bedroom community."
- **Access to high-quality food:** The panel heard Montbello called both a food desert and a food swamp. There are limited places within the neighborhood to have a sit-down, healthy meal with family or friends. There also are not enough grocery stores to adequately provide for all the community's needs. In particular, the panel heard residents noting the lack of access to fresh fruits and vegetables. A number of food bank services are operated throughout the community, mostly by religious groups.

- **Affordable housing:** The low-density, subdivision nature of Montbello residences has created a lack of permanent affordable housing options. With the current demographic changes in Denver, this has generated concerns about displacement and resistance to change in the area that might attract a wealthier demographic.
- **Access to health care:** Montbello lacks primary care and urgent care facilities, causing many residents to use costly emergency room visits to obtain basic care.
- **Social connectivity:** In recent years, Montbello shifted from being a predominantly African American community

to a predominantly Latino one. Both communities face similar challenges regarding a lack of access to health care, fresh food, and community spaces. While many notable activities have occurred where diverse groups work together on behalf of the community, a more intentional and cross-cutting approach is needed to create a stronger, more cohesive Montbello.

As noted in the Urban Land Institute report *Ten Principles for Building Healthy Places*, successful places put people first. Communities that consider health upfront and integrate health into planning and development not only serve

Principles for Building Healthy Places

- **Put people first:** Individuals are more likely to be active in a community designed around their needs.
- **Recognize the economic value:** Healthy places can create enhanced economic value for both the private and public sectors.
- **Empower champions for health:** Community engagement is a powerful vehicle for bringing about changes that improve the health of a community and its residents.
- **Energize shared spaces:** Public gathering places have a direct, positive impact on human health.
- **Make healthy choices easy:** Health is about individual choices. To overcome inertia—after all, human nature is to do what is easy and what one knows—communities must make the healthy option the easy option.
- **Ensure equitable access:** Many segments of the population would benefit from better access to services, amenities, and opportunities.
- **Mix it up:** A variety of land uses, building types, and public spaces can be used to improve physical and social activity.
- **Embrace unique character:** Places that are different, unusual, or unique can be helpful in promoting physical activity.
- **Promote access to healthy food:** Because diet affects human health, access to healthy food should be considered a part of any development proposal.

- **Make it active:** Urban design can be used to create an active community.

For more information: <https://americas.uli.org/research/centers-initiatives/building-healthy-places-initiative/>.

Source: Thomas W. Eitler, Edward T. McMahon, and Theodore C. Thoerig, *Ten Principles for Building Healthy Places* (Washington, D.C.: Urban Land Institute, 2013).



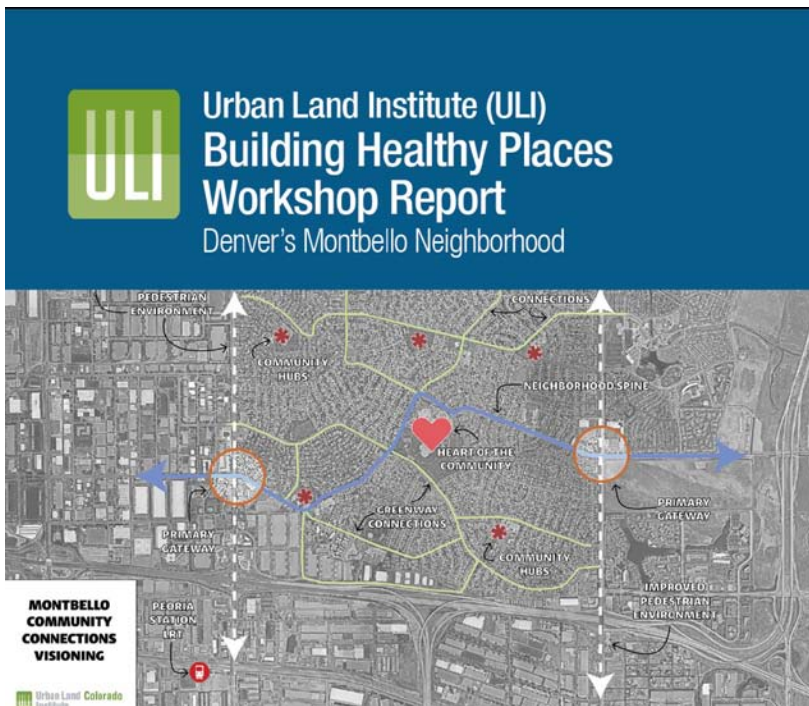
Ten Principles for Building Healthy Places distills lessons learned from the three spring 2013 Advisory Services panels that ULI conducted in Colorado, as well as insights from a workshop attended by experts from a variety of fields.

residents better, but also generate economic advantages that far outweigh associated costs.

Communities can equitably address the root causes of health disparities through investments in infrastructure to support walking and bicycling, access to high-quality food, affordable housing, access to health care services, and creating spaces for events that bring people together to celebrate.

Intentionally creating walkable, healthy, diverse, and thriving communities gives cities an edge. Employers now want to locate where they can be assured of a stable supply of educated and happy workers, and workers are moving to places that focus on these elements of community life. To compete effectively in today's marketplace, it is essential for cities to plan for their future by investing in infrastructure that promotes the health and well-being of all their residents.

In December 2016, in partnership with the Colorado Health Foundation, ULI conducted a Building Healthy Places workshop in Montbello. With a focus on the elements that make up a healthy community, the workshop report concluded with the statement: "With the right combination of thoughtful planning, organized community efforts, and dedicated capital investment, Montbello can be revitalized to ensure a proud and healthy future." The report is available at <https://uli.org/wp-content/uploads/ULI-Documents/Montbello-BHP-Report.pdf>.



Recognizing the Value of Active Transportation

Walkable and bike-friendly communities that connect key destinations, such as parks, community centers, transit services, residential areas, and employment destinations with “active transportation” infrastructure—including sidewalks, crosswalks, bike lanes, and trails—are growing in popularity throughout the United States.

According to the Urban Land Institute's *America in 2015* report, 50 percent of U.S. residents say that walkability is a top priority or a high priority when considering where to live. Over half of all people (52 percent) and 63 percent of millennials would like to live in a place where they do not need to use a car very often.

ULI's report *Active Transportation and Real Estate: The Next Frontier* notes the economic considerations, such as the high cost of owning, operating, and insuring a car—which averaged nearly \$8,700 per year in the United States in 2015, according to AAA—as well as the environmental, social, and health factors that have led to greater demand for places that accommodate walking and bicycling. Such places have the potential to benefit people in all income brackets because they provide less expensive alternatives to automobile ownership.

Places where people can safely reach their destinations without a car also support residents' health. The *American Journal of Preventive Medicine* found that people who live in neighborhoods with shops and other retail establishments within walking distance have a 35 percent lower risk of obesity.

Numerous studies have demonstrated the value of investing in active transportation infrastructure through how it promotes economic development. For example:

- A 2014 study of Indianapolis's eight-mile Indianapolis Cultural Trail by the Indiana University Public Policy Institute found that since its opening in 2008, the value of properties within a block of this high-quality biking and walking trail has risen by 148 percent. The value of the nearly 1,800 parcels within 500 feet of the trail increased by more than \$1.01 billion over the same period.

- A study by the Salt Lake City Department of Transportation found that “replacing parking with protected bike lanes increased retail sales.” After 30 percent of on-street parking on Broadway Avenue was replaced with improved sidewalks, crosswalks, and protected bike lanes, retail sales went up by 8.8 percent in a year, compared with a citywide average increase of 7 percent.

Recognizing the Value of High-Quality Food in Community Development

As noted in *Cultivating Development: Trends and Opportunities at the Intersection of Food and Real Estate*, a 2016 Urban Land Institute report, U.S. residents of all income levels have recently shown an increased awareness of and demand for high-quality foods that are consistent with healthy lifestyles. This preference shift presents opportunities for community groups, nonprofit organizations, and the local real estate industry to leverage the topic of food while addressing health challenges.

ULI's *Building Healthy Places Toolkit* suggests that new development projects and communities consider including grocery stores, hosting a farmers market, facilitating healthy food retail, and offering on-site gardening and farming programs. Projects can go even further by including food hubs, kitchen incubators, and programs and services that improve knowledge of health, nutrition, and cooking.

By creating projects near existing food-based community amenities or by accommodating facilities such as farmers markets, community farms, and local restaurants within projects, real estate developers can leverage the growing demand for fresh, healthy, and local food while supporting the local food economy.

Recognizing the Value of a Full Range of Affordable Housing Options

Providing a full range of affordable housing options is an essential component of creating stable, healthy, and vibrant communities; however, high-quality housing is largely unavailable for many low- and middle-income U.S. residents.

As noted in the Urban Land Institute's report *The Economics of Inclusionary Development*, multifamily apartment construction across the United States reached near-record highs in 2016, yet millions of Americans were experiencing significant housing affordability challenges, paying more than half of their incomes for housing.

Stable, affordable housing for people and communities offers numerous benefits. According to *Impact of Affordable Housing on Families and Communities: A Review of the Evidence Base*, a 2014 report by Enterprise Community Partners Inc., these benefits include preventing homelessness, improving educational outcomes for children, and reducing the risk of negative health impacts, including “[the] risk of depression, development delays, mental stress, and trauma.”

The provision of affordable housing can also drive economic development by increasing the amount of available discretionary income for individuals and families, which in turn expands local purchasing power. Places with more resources available to support local businesses can attract additional community-serving retail anchors that add to a community's strength and vitality.

Providing affordable housing can also serve to create jobs and attract workers and employers, thereby bolstering local tax revenues. According to the National Association of Home Builders, building 100 new units of affordable housing can lead to the creation of 120 jobs during project construction and can generate an additional 30 longer-term jobs. Furthermore, affordable housing can produce the same amount of local tax revenue for local governments as market-rate properties.

Recognizing the Value of Access to Health Care

All too often, people with limited incomes and people who cannot drive or choose not to do so are presented with barriers to accessing health care services when hospitals and clinics are unavailable near where they live. Ensuring that all residents can reach health care services is essential in developing equitable, stable, and healthy communities; improving access to health care also can create economic benefits. The National Immigration Law Center



Stable, affordable housing for people and communities offers numerous benefits, including reduced homelessness, improved educational outcomes for children, and lowered risk of negative health impacts—among these, the risk of depression, delayed childhood development, mental stress, and trauma. These images represent the variety of multifamily unit types that can be used for workforce and affordable housing, including walk-ups with ground-floor retail space, to rowhouses and residential towers.

reports that workers who have access to health care are significantly more productive, and health-related productivity losses have been found to reduce U.S. economic output by \$260 billion annually.

Furthermore, state and local economies benefit when residents can access affordable health care because their disposable income that can be spent locally on goods and services increases, thereby bolstering local tax revenues and reducing the strain on limited public resources.

Recognizing the Value of Social Connectivity

A growing body of evidence shows that social connections not only give us pleasure but also make a significant positive contribution to people's long-term health. Strong social connections in one's life have been shown to be as essential as getting an adequate amount of sleep, eating nutritiously, and not smoking. Evidence shows that people who have satisfying relationships are happier, have fewer health issues, and live longer.

Conversely, a relative lack of social ties is associated with depression, later-life cognitive decline, and increased mor-

tality. In 2010, the Harvard Medical School reported that a lack of strong relationships increased the risk of premature death from all causes by 50 percent—an effect similar to smoking up to 15 cigarettes a day and an effect greater than being obese or physically inactive.

In addition to the health benefits of social connections, creating spaces such as parks, community gardens, restaurants, libraries, and community centers for people to gather with their friends, families, and neighbors is increasingly understood to be an integral component of community economic development. Creating gathering places can generate spillover benefits that support local retail and development opportunities. For example, a Project for Public Spaces report notes that 60 percent of shoppers at indoor and outdoor food markets around the United States visited other local retail establishments on the same day they visited the markets—and they did so only on days they visited the markets.

The Montbello Cultural Hub

THE PANEL CONSIDERED A NUMBER of potential development scenarios to meet the needs of the Montbello community. The panelists evaluated the proposed development of the “cultural hub,” which includes a full-service fresh food market on the 1.4-acre RTD park-and-ride site and agrees with the MOC that this, if executed well, can be a tremendous community asset. In addition, the panel looked at other opportunity sites that could potentially address the list of goals identified by the Montbello Organizing Committee:

- Build a cultural hub to unify diverse cultural perspectives;
- Increase local production and distribution of fresh and healthy food;
- Create a “healthy living loop” that connects community gardens to the cultural hub; and
- Maintain a communication platform to increase support for the FreshLo Initiative.

The Cultural Hub

The RTD site has long been identified as an underused parcel in the Montbello neighborhood and can be developed to address the community and economic development needs of the residents of Montbello. The goal of establishing the cultural hub in the western area of the neighborhood is that it can provide improved opportunities for community-focused placemaking and greater access to basic goods and services. The focused efforts to integrate culture, walkability, healthy eating, and health education within the cultural hub are rooted in achieving social equity throughout the community and increasing economic development.

The primary business anchor of the cultural hub is a medium-sized fresh food market operated by a local entrepreneur. This startup business and others are part of an economic development strategy supported by the MOC under its FreshLo Initiative. The fresh food market concept is designed to fill a gap in the local market by offering fresh groceries and prepared food in the neighborhood.

The social enterprise anchor of the cultural hub will include a presence or a connection to a variety of community-based organizations and programs that offer:

- Theater performances;
- Artist exhibitions;
- Community gatherings;
- A commissary kitchen;
- Office/incubation space; and
- Ancillary retail.

At this point, the Family Food Tree Market has been identified by the MOC as a prospective anchor tenant for the new development on the RTD site, and its business model is committed to offering more locally sourced fresh foods along with nutritional education and monitoring. The panel recommends that the Family Food Tree Market be considered along with other experienced and qualified grocers after a process of identifying candidates.

While no definitive budgets, business plans, development proposal, or capitalization requirement was provided, the panel used current market information and the team’s expertise to perform a variety of preliminary analysis and conclusions. The panel’s conclusions are expressed in the form of three development scenarios that attempt to offer potential solutions to move the cultural hub forward with

guidelines and assumptions that will need to be reviewed and evaluated by the MOC and its consultants.

Programming Concept

“FreshLo envisions strengthening low-income communities by integrating creative placemaking and food-oriented development.”—from the Kresge Foundation website

To achieve the Partners’ Principles and Guiding Principles outlined earlier in this report, the panel proposed four elements of programming to be incorporated into the hub: food, art and culture, healthy lifestyle facilities, and community space. The cultural hub needs to encompass all four categories and have selected components from each of the elements described below and depicted in figure 1.

- **Food** programming can include the delivery, production, and consumption of healthy food, as well as programming to inform the community about making healthy food choices. Healthy food includes fresh food and meats, freshly baked goods, beverages, and prepared foods.
 - *Delivery:* there is a range of food delivery mechanisms, including home food delivery systems, indoor food stands, seasonal outdoor farmers markets, small neighborhood grocery stores, and full-service grocery stores.
 - *Production:* facilities to prepare and grow food such as commercial and demonstration kitchens, urban gardens, and greenhouses for use by residents and entrepreneurs in the food industry.
 - *Consumption:* this encompasses a heightened variety of food providers ranging from “grab and go” markets to coffee shops and restaurants.
 - *Programming:* making healthy food choices is facilitated by a dietician on site to educate and provide personalized advice on food that promotes health

and well-being. The dietician can tell individuals and families how to shop for healthy, balanced ingredients, prepare healthy meals, and grow and cultivate healthy food at home.

- **Art and culture** interventions are designed to showcase the rich culture of Montbello and the talents of its community members. Residents and visitors can be culturally enriched through facilities that enable the presentation of visual arts, performing arts, music, dance, and theater. Presentation spaces can include a production theater, an art gallery, performance and rehearsal spaces, or a dance studio. They could also include a space to display and purchase locally made art and craft products by Montbello’s creative types.
- **Healthy and active lifestyle** is inspired through indoor and outdoor facilities that promote active lifestyles, such as regular exercise, walking, and biking. This can include an indoor gym, an outdoor park with exercise facilities, and walking and bike paths. Walking and bike paths can also take form in an informal loop, with activating exercise equipment or idea signs at stops along the way.
- **Community space** represents a physical space where members of the community can convene and connect, aimed at promoting community cohesion and helping to bring Montbello’s rich and diverse cultures together. This can include meeting and office space, as well as child care facilities. The process for booking space should be transparent and have discounted rates as applicable.

All the elements of the cultural hub should be activated through well-thought-out and well-managed programming, including classes, festivals, and other events. Overseeing this programming should be part of the responsibilities of the cultural hub staff.

Figure 1. Potential Uses for the Cultural Hub

Food

Components

- Produce
- Butcher
- Bakery
- Specialty/ethnic foods
- Packaged goods
- Florist
- Pharmacy
- Vitamins and wellness
- Health, beauty, and sundries

Delivery Methods

- Fresh food market
- Neighborhood/corner grocer
- Farm stand
- Indoor market
- Farmers market
- Home delivery systems

Education

- Dietician
- Cooking classes
- Gardening/cultivation

Food Production

- Demonstration/community kitchen
- Commercial kitchen
- Food incubator space
- Urban farm(s)
- Rooftop gardens
- Greenhouses

Food Consumption

- Coffee shops
- Restaurants
- Market/incubator stalls
- Prepared food
- Grab-and-go options

Art and Culture

- Performance space
- Rehearsal space
- Exhibition/gallery space
- Black-box theater
- Artist studio space
- Dance studio
- Outdoor space for arts/exhibition
- Amphitheater
- Shop featuring local arts and crafts

Active Lifestyle

- Exercise/yoga studio
- Gym
- Outdoor fitness equipment
- Bike share

Community Space

- Event space
- Meeting space
- Office space (tech or creative)
- Cowork or shared office space
- Workforce development/training
- After school/child care
- Hangout space

Other Available Services

- Parking
- Storage
- Restrooms
- Administrative/facilities
- Mechanical
- Loading
- Trash/recycling



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What Can Be Done Now

A series of interventions can be done immediately that work at achieving the above-referenced goals throughout the community. These interventions, which are listed below, do not mitigate the need for the cultural hub, but begin the work now with available resources to bring the community together and make Montbello a better place to live.

- **Food:** Continue the MOC's weekly pop-up farmers markets at the RTD site until building on the site begins. Look for other sites to continue this market during construction and on an ongoing basis.
- **Arts and culture:** Montbello's cultural heritage can be depicted in many features of the built environment, including its buildings, parks and public spaces, sidewalks, transit stops, signage, and even manhole covers and stormwater management systems. These can be implemented through creative placemaking and by partnering with local schools, artists, and community groups.
- **Active lifestyle:** Start using and programming Montbello parks, including a partnership with community exercise classes.

- **Community space:** Partner with existing institutions that have space. These can include, but are not limited to, schools and churches.

Design Scenarios

The panel proposes three visions for how the cultural hub can be put together and leveraged for the greatest community benefit. These scenarios build off each other and should be seen as complementary to one another rather than as stand-alone choices.

Scenario 1: Multiprogram Development

This scenario involves the acquisition of the RTD site on Albrook and Peoria to develop a single-level structure to house a fresh food market as well as other community, cultural, and arts uses. The overall land area is 1.38 acres and the buildable area of the site is approximately 1.1 acres if existing utility easements can be removed or relocated. While this strategy allows for multiple components of the cultural hub to be located in one location, it is the opinion of the panel that this scenario may not fit all the goals of the FreshLo plan.



Scenario 1 for the RTD site includes 30,000 square feet of space for the cultural hub and presents a multiuse building that can accommodate the varied uses of that hub, including the fresh food market. The location maximizes connections with the nearby park, under construction at the time of the panel's visit.



Scenario 1 for the RTD, showing in more detail uses of the site, including 15,000 square feet of space for the fresh food market and 15,000 square feet for components of the cultural hub, plus parking and outdoor activity space that opens out to existing green space and the park.

The panel strongly recommends a single-story building. While multistory buildings can be cost effective for certain uses, combining many different uses in one location can also increase cost and decrease efficiency. In this scenario, the size of the site and disparate uses will drive cost and increase risk.

Adding multiple levels to the building is not recommended since the additional levels would result in diminishing returns. Stacking also increases the cost per square foot and decreases the flexibility of how space is allotted or how a 30,000-square-foot program could be built over time. Higher cost and less flexibility mean more risk for the future success of the development.

This type of building would need to be built all at once and could not easily be phased, resulting in more upfront capital than that required for alternative approaches. Programming a multilevel building is also less flexible and cannot adapt as the project and community change over time.

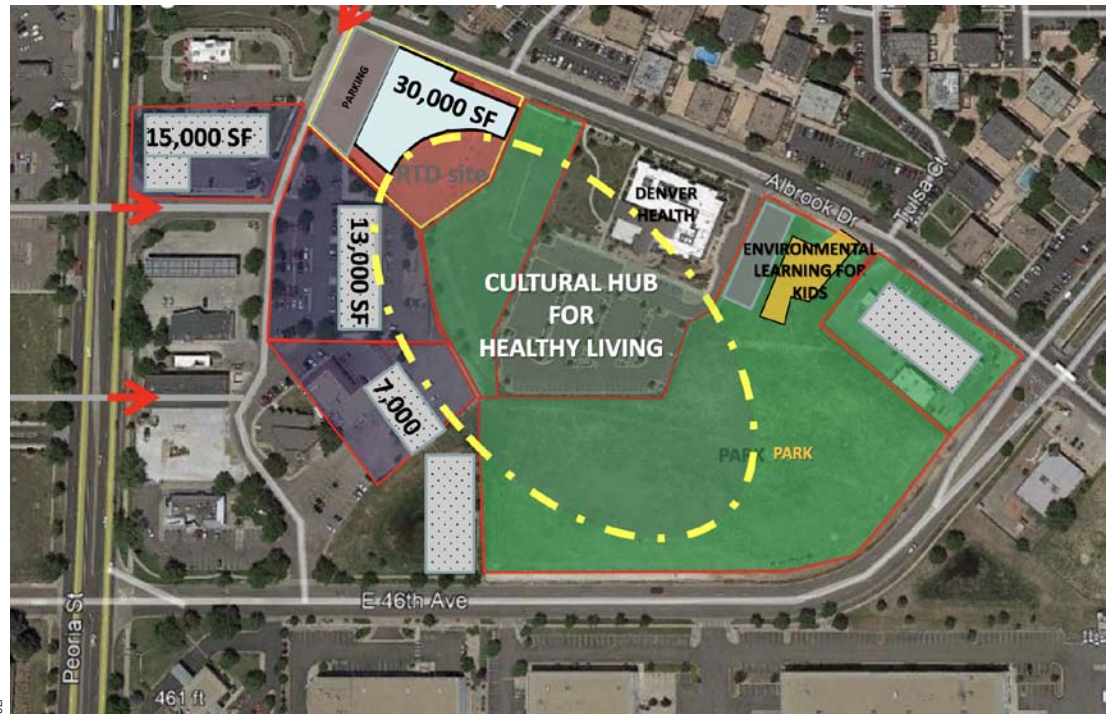
Design: The core program area of the building is assumed to measure about 30,000 square feet, with 15,000 square feet for the grocery store and 15,000 square feet for the community program areas consisting of retail uses, a

kitchen, arts, and culture. A program like this fits on the preferred site in a single-story configuration as shown in the above image. The easement side of the RTD property is kept open and used for parking.

Access to the fresh food market is from the westerly end, near parking, bus stops, and the sidewalk. Deliveries are made on the northwest corner. The south side of the hub is conceived to be as open as possible to the market, with windows, sliding walls, or garage-type doors allowing for flexible programming between the inside and outside. The outside area should be partially paved for activities, also enabling a seamless flow into the adjacent Environmental Learning for Kids (ELK) open space and park.

Parking is limited to one space per program area, which is 50 percent of the parking needed by zoning. A variance or an agreement for shared parking with adjacent commercial properties to the west or potentially also the health center should be sought out. Creating more parking spaces is possible, but the panel does not recommend it since it would take away space available for outdoor program areas. In addition, demand for parking will likely be drastically reduced as more automated shuttles and car-share services become the norm. If public transportation and

Scenario 2 combines the cultural hub with adjacent commercial uses into a more inclusive layout that includes frontage on Peoria Street and use of the rear lots of the adjacent commercial strip centers. While such a scenario will require more intensive coordination with owners of adjacent properties, the value created by this combination will benefit the neighborhood, the existing commercial properties, and the park.



bicycling become more popular modes of transportation, parking demand on site will shrink even more.

Scenario 2: Assemblage

The Assemblage scenario looks at transforming the area around the cultural hub into a town center of sorts for the Montbello community. The panel heard many residents speak about the loss of the Montbello High School as the loss of the heart of the community. If existing assets in the area are leveraged, the panel believes that over the course of three phases the area around the RTD site could become a new hub of activities and amenities.

- **Phase I—Title:** Develop the 1.4-acre RTD site on Albrook Drive into a neighborhood grocery store and selected components of the cultural hub.
- **Phase II—Assemblage at Albrook and Peoria:** Acquire adjacent parcels, including the 13,000-square-foot strip center (1.61 acres), Good Times Burgers (0.86 acre), and potentially the liquor store parcel. Develop the fresh food market and the cultural hub on this expanded

site that allows for better visibility, placemaking, and connectivity to other neighborhood amenities.

- **Phase III—Long-term strategy:** Create a master plan for the future town center that combines resources, community space, and transit-oriented development. The MOC needs to be a leader in the conversation about transforming Peoria into a high-quality commercial district with good urban design and placemaking principles. This will enhance life throughout the overall community—socially, economically, and health wise.

Design: In the long run, the panel believes that the new community hub, the health center, the ELK building, a future new use in lieu of the existing gas station, and the strip commercial structures on the west side would all contribute to the sense of a large community and health-centered area. All these institutions and their various functions have the potential to synergistically work together and create a town-center feel. This vision would be supported by the MOC developing, investing in, renting, or partnering with additional walkable sites to increase the

draws for people to come to the area and to increase the feel of walkability.

Scenario 3: Dispersal

Step one is to develop the 1.4-acre RTD site on Albrook Drive into the fresh food market and selected components of the cultural hub through additional development and partnerships. Look to integrate the remaining proposed programming throughout the Montbello neighborhood, increasing the neighborhood's walkability and access. These incremental developments could happen on public land such as parks and schools and on privately owned and church-owned properties. Several well-located parcels are underdeveloped and have great potential as walkable "nodes" to strengthen the connections created by the "walkable loop." These developments can also become "third places," or unofficial community gathering spots, such as a coffee shop or café, a farm stand, greenhouses or grow houses, a community kitchen, and community rooms and meeting spaces dispersed throughout the community.

This scenario fills out the bigger-picture, healthy-community overlay by focusing on connectivity, parks, and farm development, bringing the opportunity for a truly walkable, connected community.

Short-term strategy for proof of concept: Lease an existing building near Peoria Street. The best option right now is behind the Dollar Tree store for \$8 per square foot.

Design: The dispersal model best amplifies the MOC's mission as it diversifies the investments and types of outreach to the community. This model should not decrease the synergy that comes from concentrating many diverse uses around the RTD site, but it should invest in the hub's momentum to influence change throughout the entire community. These additional sites should also be strategically placed in coordination with the walkable loop.

Several well-located parcels (shown at right and circled in red on the map) are underdeveloped and have great potential as walkable nodes to strengthen the connections created by the walkable loop. These developments can also become "third places"—unofficial community gathering spots serving as dispersed versions of the cultural hub.



Implementation

IMPLEMENTING THE VISION for the cultural hub will require the creative use of various types of funding and partnering with the right experienced organizations and individuals. As emphasized throughout this report, the creation of the cultural hub and fresh food market is not easy nor is its long-term success a given. Setting up the project correctly by making sure that the individuals working on this project are well versed in New Markets Tax Credits, local incentive programs, and private/public partnerships will be essential for its realization. The panel has proposed a governance structure for the cultural hub and a series of different types of funding that should be used in combination with each other to make the project a reality.

Governance Structure for the Cultural Hub Project

Several private, public, and public/private development structures could theoretically work to make the cultural hub project happen. The panel feels that a purely private development structure would not be viable in this location; for example, if a private company desired to build a full-service grocery store in the Peoria corridor, it would already have been done. Similarly, if a governmental entity desired to develop a cultural facility that could serve as a cultural hub, it would have already done so. Therefore, the panel agrees with the MOC leadership that the creation of a cultural hub will need to be instigated by the community, with a public/private structure then put into place to make the project a reality.

Setting Up

The panel favors an approach to making the cultural hub happen by establishing a new special-purpose entity (SPE), a 501(c)(3) tax-exempt charitable organization to own, develop, and operate the cultural hub project. An

alternative would be to establish a 501(c)(3) community development corporation (CDC) to create the cultural hub as well as other community development projects, such as affordable housing, arts facilities and programming, hike-and-bike trails, job training, and other activities typically performed by CDCs. The panel feels that an SPE to develop the cultural hub is the place to start; if the community gets behind the project sufficiently, the purview of the SPE can be expanded to additional projects or a CDC established to build on the success of the cultural hub project.

To create an SPE, a governing board of five to nine competent directors will be selected from community leaders, funding resources, real estate professionals, and legal, accounting, arts, health, and food-industry professionals, with a strong emphasis on capability to raise funds and oversee the development and operation of a complex mixed-use development project. The MOC may be the organizer of the SPE (or CDC) and may serve initially as the fiduciary agent for initial charitable donations, but once the 501(c)(3) nonprofit status of the new organization is approved by the Internal Revenue Service (IRS), the new organization needs to be completely independent. This is critical, because if the cultural hub is ever deemed to be infeasible by the governing board and the project is terminated, it would not affect the ongoing operations and activities of the MOC.

The first act of the board is to hire a business attorney who is well versed in nonprofit formation and, preferably, in bond sales and New Markets Tax Credit transactions as well, which may come into play later.

Upon initial funding, the board has the option to hire an executive director (ED) and/or development consultant (DC), people or firms that are well experienced in the intended

form of mixed-use development and operations. Until funding is available for this, the board members need to fulfill these activities as well as make the policy and financial investment decisions.

Whether or not an ED or a DC is hired early on, the board must formulate a mission statement and development program for the project. A development program is a list of anticipated uses and an approximate square footage for each, as well as how the various uses relate to each other. The aforementioned scenarios indicate a range of options that can serve as a starting point for the development program. Once this is established, a market-based parking requirement can be determined, and then an approximate size for the property to be acquired.

The board will proceed to assess various potential sites for the project, then make an offer on the chosen property or properties. If there is not sufficient real estate expertise among the board membership (including the ED or DC, if any), it is strongly recommended to engage the services of a commercial broker specializing in the area to assist the board in site selection, valuation, negotiation, and due diligence, as well as a competent real estate attorney to control the acquisition process.

Due Diligence and Design

Once a site is under contract, the process of funding the property purchase begins, starting with due diligence activities to ensure that the property is suitable for the purpose. Due diligence entails surveying, appraisal, title and survey review, entitlement with the city (including rezoning, if required), engaging a civil engineer to determine the site's constraints, hiring an architect or a planner to determine whether the project fits on the property, contracting for a market study, and hiring an environmental company to perform a Phase I review (and further environmental studies, if necessary). All these steps are necessary to be certain that a site is developable for the purpose before the acquisition is finalized.

Once a property has been determined to be acceptable for the purpose, an architect well experienced in the project type is engaged to do a concept package that fulfills the

program determined by the board. A canvass of potential architecture firms can be conducted simultaneously with the site's survey and due diligence activities.

The architect's concept package should include a detailed site plan (showing egress, parking, easements, and setbacks), floor plans of the ground floor and a typical upper floor, elevations from all sides, a general level of interior buildout, and recommended construction methodology.

With this concept package, the board and/or the ED and DC can interview and then select a general contractor to price out the project on a preliminary basis. Once a total project price—including land; construction; interior buildout; furnishings, fixtures, and equipment (FF&E); and landscaping—has been determined, a pro forma of sources and uses must be developed, including ongoing operations.

Funding

Development sources include funds from charitable donations (including crowdfunding and contributions by board members), bonds, bank financing, and governmental grants. Uses are generally broken down into hard construction costs (sticks and bricks), soft costs (architecture and engineering, development fee, loan interest during the construction period, land, and interior buildout [including furnishings, fixtures, and equipment]), and landscaping. Some or all of the interior buildout can be provided by the users of specific space.

Sources and uses for the operational pro forma must then be developed. Sources for this period include rent (base and/or percentage), parking fees, and miscellaneous income, while uses are loan and bond principal and interest, operations and maintenance, property taxes on any areas not deemed to be nonprofit, and salaries and benefits of the ED and staff.

Only once a concept package and financial pro forma based on realities have been developed is it sensible to approach major funding sources for their participation. A list of potential funding sources would include the following:

- Commercial banks;
- Foundations and private charitable donations, including those from board members;
- Corporate sponsors, including the sale of naming rights;
- Government grants (local, regional, state, and national);
- Government-sponsored, special-purpose bonds;
- New Markets Tax Credits;
- Crowdfunding, both for tenants and the SPE;
- Users as financial partners (for-profit or nonprofit); and
- Tenants as contributors of part or all of their respective buildout.

Nonprofit ventures such as this often require a complex capital stack that may be cobbled together in phases. The first stack is required to fund the purchase of the property and the due diligence activities required to accomplish this, including entity formation. Depending on the site, this can include a land lease, which could greatly simplify the raising of the upfront cost, traditional land-loan bank financing for a reasonable percentage of the land cost, or owner financing for the length of time required to raise the budget of the vertical construction, which is normally the larger sum.

It may prove more successful to approach large funders such as foundations, corporate partners, and local government corporations for bond underwriting once the site is secured (i.e., acquisition closed or lease executed). If it becomes impossible to fund the construction or continued operation of the facility at any point, then the project can be terminated by the board and the land (and building, if constructed) sold.

Operating

A structure that could work in this case is to engage an operating partner (for-profit or nonprofit) for relevant components early in the process. This operating partner should have considerable experience with and expertise in the operation of similar facilities and, preferably, will be

able to bring equity (private, charitable, or governmental) and/or debt capacity to the project. The operator may work under a lease arrangement, a concession agreement, or a partnership between entities. A partnership between a for-profit operator and a nonprofit owner can work, as long as the terms of the relationship are clearly spelled out in the beginning of the partnership.

There can be more than one operating partner (or lessee or concessionaire) overseeing different components of the project. Leases can be fixed-rate with escalations, base rate plus percentage, or straight percentage, and need not be the same structure. One tenant can operate the retail aspects while another oversees the cultural facilities. These operators can also be employed on a contract basis as employees to the ownership nonprofit.

Presuming the cultural hub begins as a site-specific installation, the board can reach out to additional nonprofit and community groups for programming and participation. The cultural hub need not be a single-site project, and the board may seek to take on additional pieces of the cultural hub or team up with other groups to broaden the scope of the cultural hub.

Public Development Options

Opportunities exist to leverage the public sector for the provision of particular program elements. The goals and expected outcomes of this project align with the mission of many city, county, state, and federal agencies and departments, which include goals from the following:

- *Comprehensive Plan 2000*—citywide
- *Blueprint Denver (2002)*—citywide
- Imagine 2020 Denver’s Cultural Plan
- Central 70—Colorado Department of Transportation
- Far Northeast Area Plan
- Montbello Open Space Park
- And the upcoming Neighborhood Planning Initiative.

Tools for Financial Assistance

The following are potential tools that can be leveraged to help finance this project. As noted, the panel believes that a combination of these tools should be constructed to finance the cultural hub.

Public Development Options

Below are public sector–based tools that can be leveraged to help finance aspects of the cultural hub.

Project Types

- Drainage upgrades
- Bike and pedestrian upgrades (sidewalks, crosswalks, accessible ramps, new trails)
- Cultural facilities/performance spaces/galleries/museums (Silverman Park, Falcon Park)
- Recreational facilities (playgrounds, exercise equipment)
- School facilities accessible to public use
- Vocational urban agricultural program
- Landscape enhancement

Funding Sources

- Hotel taxes
- Property taxes
- Sales taxes
- Special-purpose bonds
- Gasoline, alcohol, and cigarette taxes
- Soda tax
- Tax increment financing district—include industrial district, Peoria Station, and corridor
- Business improvement district—include industrial district and Peoria corridor

Private Development Options

Below are public sector– and private sector–based tools that can be leveraged to help finance aspects of the cultural hub.

Project Types

- Retail/pharmacies/flower shops
- Grocery stores/bakeries
- Restaurants and cafés
- Office buildings/coworking facilities

- Medical facilities/medical office buildings/clinics
- Urban agricultural greenhouses
- Marketplaces/farmers markets/food halls
- Gymnasiums/workout facilities

Funding Sources

- Developer equity and borrowing capacity
- Private, for-profit equity
- Commercial banks
- Corporate finance

Nonprofit Development Options

Below are nonprofit-based tools that can be leveraged to help finance aspects of the cultural hub.

Funding Mechanism/Project Types

- Community development corporations—affordable housing, retail, arts and cultural spaces, health care, education
- Homeowners association—cultural, recreational, security
- 501(c)(3)—charitable organizations—education, health, recreation, culture, arts
- Nonprofit co-ops—grocery co-ops, buying co-ops, residential co-ops

Public/Private Development Options

Below are public sector– and private sector–based tools that can be leveraged to help finance aspects of the cultural hub.

Funding Mechanism/Project Types

- Community development corporation with government grants and bonds plus private and charitable funds
- Nonprofit 501(c)(3) owner with government grants and bonds plus private and charitable funds
- Governmental entity (or local government corporation) plus private and charitable funds
- Synthetic tax increment financing—government entity agrees to dedicate the tax increment to the chosen area or project

Using existing funding sources within government departments reduces the workload for resident-led community initiatives. Fundamental governmental structure is the provision of infrastructure such as transportation, education, water and sewer, and community facilities. The cultural hub could benefit from service enhancement projects in the following areas.

Cultural and Recreational Facilities

The Department of Parks and Recreation (DPR) provides and manages programs, services, facilities, and amenities within approximately 118 acres of parkland within the Montbello community. The 2018 update to the DPR's Denverright Game Plan that is underway will assess the quality of recreational needs and existing assets. Such analysis may lead to the provision of additional playground equipment and the implementation of exercise stations throughout the community.

An opportunity also exists to repurpose passive lawns with new community-serving buildings identified in the FreshLo Initiative. Co-locating parks with additional facilities currently not found in the community such as performance space, theaters, and galleries has been successful throughout city and could be replicated within Montbello's residential areas.

Right-of-Way Landscape and Drainage Enhancement

The Department of Public Works constructs, operates, and maintains public facilities designated for transportation, utilities, and wastewater. The existing concrete channels in the median of several roads are vital to quantity control. Naturalizing those facilities is an opportunity to improve the treatment of stormwater with natural plantings, shrubs, boulders, and stones. In addition to improved water quality, a naturalized channel will improve the aesthetic quality of the roadway.

Bike and Pedestrian Facility Upgrades

The Department of Public Works has demonstrated a commitment to providing high-quality, low-stress bicycle facilities throughout the city. Montbello should be evaluated for projects to install bike parking, bike lanes, and signage appropriate for the road design.

The Mobility Action Plan initiated by the mayor recognizes the barriers to a high-quality pedestrian network. In 2018, two programs were launched to provide solutions to the gaps in the system and address inferior sidewalks. An evaluation of the neighborhood under these programs could be used to create safe walking facilities that connect neighborhood destinations.

Improved Access to School Facilities

Denver Public Schools (DPS) owns a handful of school facilities in the Montbello community. Every effort should be made to maximize the community's use of those facilities without disruption to the schools' programs and operations. The DPS Community Use Office, which operates under the auspices of the Facilities Maintenance Services Department, currently provides an opportunity for groups to use school facilities. However, as evidenced by the booking of spaces in the library and boys and girls club, the demand for space is significant and growing. Working in coordination with Montbello residents, the DPS Community Use Office should evaluate its application process, fees, facility availability, and advertising methods to ensure that there are no unintended barriers in making the facilities available for this diverse community.

Montbello High School can serve as an important community gathering place. Every effort should be made to maximize the community's use of those facilities without disruption to the school's programs and operations.



DENVER PUBLIC SCHOOLS

Modern Urban Agricultural Program

Children in the Montbello community are currently engaged in classes and programs dealing with fresh foods and healthy eating. Through the use of the DPS Career and Technical Education (CTE) program, an opportunity exists to create a curriculum that prepares students for a college education and a career in urban agriculture. With the challenges of diminishing resources and climate change, this emerging field combines the science of food production with technological advances. Early results have shown the ability to yield exceedingly more food in enclosed warehouses (vertical farming) with a fraction of water and land used in traditional methods. Such a program could bring a science, technology, engineering, and math (STEM) component to the FreshLo Initiative in partnership with the aforementioned ELK.

Public Arts Program

IMAGINE 2020 Denver's Cultural Plan envisions the future of arts, culture, and creativity throughout the city. Future government projects should seek to advance the plan's seven vision elements. These efforts are identifiable at the Montbello Recreation Center and the community channel along East 51st Avenue. The continued celebration of arts and culture in Montbello is integral to increasing the community's efforts in placemaking, branding, and identity.

Governments used many financing mechanisms to fund capital improvement projects. The following sources could be explored:

- Hotel tax
- Property tax
- Sales tax
- Soda tax
- Gasoline tax
- Alcohol and cigarette taxes
- Development fee-in-lieu fund: as an alternative for new construction to meet development requirements on site,

a payment is made into a trust fund and used to finance development projects off site

- Tax increment financing (TIF)
- Synthetic tax increment financing
- Business improvement district (BID)
- Philanthropy
- Grant.

Nonprofit Development Options

The Montbello community is already well versed in the world of 501(c)(3) organizations; however, there is a lack of organizations specifically working on economic and community development. Leveraging the existing organizations and finding gaps in needed programs can be an excellent source of funding and support for the cultural hub.

Community Development Corporation

A CDC is tax-exempt organization usually formed to support and revitalize a neighborhood in the areas of real estate, education, economics, housing, health care, and other social programs. CDCs are governed by a board of directors composed of business owners, residents, funders, and professionals with technical expertise in the areas of focus, including attorneys and accountants. The board establishes and outlines the mission, goals, and organizational structure in the bylaws. The board is also responsible for overseeing hired staff members who handle the day-to-day operations.

As a nonprofit, tax-exempt organization established under section 501(c)(3) of the IRS code, CDCs may receive unlimited donations and grants from private and public sources, such as cash donations; corporate sponsorships; philanthropic, governmental, and institutional grants; and in-kind donations of goods and professional services.

Homeowners Association

A homeowners association (HOA) is a private organization responsible for the management of shared open space

and community property reserved only for residents of the particular subdivision. Common duties include maintenance of streetscape elements such as benches, lighting fixtures, sidewalk pavement, public art, landscaping, and recreation amenities such as open space, playground equipment, swimming pool, clubhouse and activity courts, and programming events such as community zumba, ice cream socials, and neighborhood cleanup. Where public sanitation services are not available, some HOAs operate trash and recycle pickup and snow removal.

Residents elect a board of directors to govern the HOA. The board has the fiduciary responsibility to act in the best interest of the community. Some HOAs hire a management company to handle the day-to-day operations.

HOAs are typically established by the developer through restrictive covenants before lots are sold. The operation is funded through a mandatory assessment fee on each residential property. Establishing an HOA in an existing residential community will require each property owner to agree to the rules, regulations, and fees. A pricing model could be used to make membership attractive by providing services to paying members at a greatly reduced cost than what nonmember residents would pay.

Nonprofit Cooperative

A nonprofit cooperative (co-op) is an association controlled by and operated for the benefit of its members. Shares are sold to individuals interested in the organization's enterprise with members having equal say in the governance and operations, with profits allocated on patronage. These organizations can take many forms, such as consumer co-ops and housing co-ops.

Consumer co-ops are created to allow members to buy goods and services. Westwood Food Cooperative is a local example of a consumer co-op where members own and operate a community grocery store. Another common type of consumer co-op is a credit union. Community development credit unions are established to serve lower-income communities.

The purchase of shares by the founding members is the initial source of funding. Raising capital from lenders and investors proves difficult because of the organizational structure that prevents a larger ownership stake with increased voting rights—benefits that make lending and investing attractive. Nevertheless, co-ops are able to raise additional funds through donations, microloans, and member capital contribution.

Conclusion

IMPLEMENTING THE VISION of a Montbello cultural hub as proposed by the MOC is an ambitious goal. To make it a reality will require perseverance, an openness to learning, acceptance of new challenges, and a lot of hard work. The panel believes that it is possible for the plan to succeed, so long as the right partnerships are established to help guide the process. Creativity with funding and planning also is of paramount importance since the nature of the project will require the putting together of elements that do not naturally fit. However, through studies and tests, the cultural hub has the opportunity to bring much-needed and much-anticipated resources to help the Montbello community grow and strengthen.

This project is analogous to the oncoming change that not only is coming to Montbello via Denver, but also is hitting communities across the country and around the world. Change is not inherently bad, and accepting new players

is instrumental to being prepared to have change work for Montbello's benefit. As opportunities continue to arise, the MOC and the Montbello community should continue to be proactive in finding out what they want and going after it.

The panel has no doubt regarding the Montbello community's passion in becoming a healthier and more equitable place for all of its residents and believes that, with a lot of time and effort, all of their aforementioned goals can be accomplished. Accomplishment will not only come out of the creation of the cultural hub, but also through instilling the lessons learned and recommendations given throughout this report in all new community endeavors.

About the Panel

Michael Banner

Panel Chair
Los Angeles, California

Banner is the president and CEO of the Los Angeles LDC Inc., a mission-driven commercial finance lender that provides capital and advisory services to foster positive community development impacts in distressed neighborhoods. The LDC is an expert at aligning the needs of both borrowers and investors and has delivered \$300 million of capital into transactions located in low-income and distressed communities.

Banner is a sought-after community development solution provider and is well known for turning around failed economic development finance organizations and managing targeted investment funds that produce market-rate returns and high-quality community impacts. He is active in numerous business and community development initiatives and serves on the board of the University of Southern California Ross Minority Program in Real Estate, the ULI Los Angeles Board of Advisors, and the ULI Los Angeles Governance Committee.

Before taking over the leadership of the LDC, Banner was a vice president with Security Pacific National Bank. During his tenure in the banking industry, he held a variety of positions in commercial lending, credit administration, credit training, and retail bank management.

He is a graduate of the Ross Minority Program in Real Estate at the University of Southern California, and holds a degree in business administration from Loyola Marymount University. A Los Angeles native, Banner is a founding member of the ULI Los Angeles Urban MarketPlace.

Tatiana S. Bendeck

Washington, D.C.

Bendeck is a project manager at Beyer Blinder Belle in Washington, D.C., a planning and architecture firm. She is passionate about creating sustainable, integrated live/work/play/learn places for all.

Bendeck has over 15 years of experience in the fields of architecture, interior design, and planning, with a specialty in mixed-use transit-oriented developments. Her mixed-use portfolio includes projects such as the Wharf at D.C.'s Southwest Waterfront, and the Boro in Tysons Corner, Virginia. She has worked on K–12 schools including Roosevelt High School in D.C. She recently completed Moorings Park, a high-end senior living community in Naples, Florida.

Her experience includes managing design teams as well as coordinating design presentations, jurisdictional approvals, and construction documents. Bendeck has also been active in collaborating with developers and contractors on design, constructability, building codes, and life-safety issues.

Bendeck has participated in UN Habitat's World Urban Forum, which focuses on the broader issues of housing and transportation needs and trends worldwide. She has balanced her career with volunteering for different organizations, including the Urban Land Institute, the American Institute of Architects (AIA), the District of Columbia Building Industry Association (DCBIA), and Habitat for Humanity, and as a visiting critic at the Corcoran School of the Arts and Design and the Catholic University of America.

Bendeck has been a D.C. resident for over 15 years. She holds a bachelor of science degree and a master's degree in architecture from the Catholic University of America.

She is a LEED Accredited Professional in Building Design and Construction and a graduate of ULI's Washington Regional Land Use Leadership Institute.

Michael Brown

Silver Spring, Maryland

Brown supervises a multidisciplinary team producing comprehensive land use plans and implementation documents such as design guidelines, streetscape manuals, and placemaking guides, all to shape the built environment of Montgomery County, Maryland. His projects with the Montgomery County Planning Department range from visionary concepts to detailed site plan review and approval. With the county's mix of urban, suburban, and rural landscapes, he has worked on a range of residential, commercial, industrial, institutional, mixed-use, and transportation projects at varying degrees of scale.

With over 15 years of experience working at the intersection of architecture, urban design, community building, and real estate development, Brown manages collaboration among the many stakeholders with each assignment to deliver solutions balanced between the practical and the aspirational.

Brown serves as president of the American Planning Association National Capital Area Chapter and sits on the board of directors for Leadership Montgomery, an organization that educates, inspires, convenes, and connects leaders to advance Montgomery County. He also participated in ULI Washington's Regional Land Use Leadership Institute.

Brown holds a master's degree in urban planning and policy from the University of Illinois at Chicago and an undergraduate degree in architecture from Hampton University in Virginia.

Geoff Koski

Atlanta, Georgia

Koski is Bleakly Advisory Group's president and leader of the six-person firm. He has 15 years of experience researching, analyzing, and reporting on real estate and community development trends across the United States.

He joined Bleakly Advisory Group in 2012, bringing with him extensive experience in assessing the market and financial potential of various real estate product types and mixed-use developments. He has helped identify opportunities for hundreds of urban mixed-use projects and made redevelopment recommendations for downtowns, ranging from the city of Atlanta to historic small towns.

In 2016, he served on the ULI Advisory Services panel for Georgetown, South Carolina, helping identify long-term market and economic development opportunities for a 150-acre former steel mill on a highly visible waterfront site.

Before joining Bleakly Advisory Group, Koski served as director of consulting at Robert Charles Lesser & Company (RCLCO). He is past president of the Atlanta chapter of the Congress for the New Urbanism (CNU), a member of the Urban Land Institute, and an alumnus of ULI Atlanta's Center for Leadership. He has a graduate degree from Western Carolina University, and spent many years teaching history, government, and economics at the secondary and collegiate levels.

Juanita Hardy

Washington, D.C.

Hardy is the ULI senior visiting fellow for creative placemaking. Her work supports the Institute's Building Healthy Places Initiative by deepening and broadening ULI's focus on creative placemaking through content, the ULI District Council Network, and the Healthy Corridors grant program.

Hardy has a passion for making business and cultural connections that foster healthy, thriving, and culturally rich places to work, live, and enjoy. She founded Tiger Management Consulting Group, a global training and business consulting services firm, after retiring from IBM in 2005. Hardy has over 43 years of business experience, including 31 years with IBM, and over 35 years in the arts as a nonprofit leader, trustee, collector, and patron of the arts. For IBM, she led many client transformational leadership initiatives and frequently coached leaders on making change at the individual and organizational levels. Her work with Tiger Management included helping clients build successful relationships with businesses in other countries and cultures.

As senior visiting fellow for ULI, Hardy has done extensive research and identified best practices, conducted an assessment on the presence of creative placemaking at ULI, worked with ULI district councils on programming and capacity-building activities, and written a guide on implementing creative placemaking in real estate development (2018 release).

Hardy is the former executive director of CulturalDC, a nonprofit entity committed to making space for artists and art organizations and fostering cultural and economic vibrancy in communities through its creative placemaking services. While at CulturalDC, she worked closely with area developers to integrate arts and culture into development projects across the D.C. area. She served as an awards program juror for ULI Washington's Real Estate Trends Conference for three years, 2015–2017.

Since 2006, Hardy has served as an executive coach with Right Management, a global human capital development firm, and has served on many nonprofit art boards dating to the 1980s. She cofounded Millennium Arts Salon, an art education initiative, in 2000. Hardy is an accomplished writer and public speaker. Her recent writing includes a trilogy of creative placemaking articles in *Urban Land* magazine (June 2016–October 2017).

Jeremy Hudson

Fayetteville, Arkansas

Hudson is cofounder and CEO of Specialized Real Estate Group in Fayetteville, Arkansas, where he leads design, development, and marketing. Since 2002, he has been involved in all facets of real estate in northwest Arkansas, including brokerage, design, development, and construction. He regularly speaks nationally about the importance of building for health and sustainability.

Hudson led the development and construction of Eco Modern Flats, the award-winning and LEED Platinum–certified apartment renovation project in downtown Fayetteville that has earned the prestigious “Multifamily Project of the Year” from the U.S. Green Building Council, the organization that administers the LEED Certification program. Eco was also honored as a finalist for the Urban Land Institute's 2013 Global Award for Excellence.

The Cardinal and Sterling Frisco, both award-winning student housing projects from Specialized Real Estate Group, with a combined total of over 1,000 beds, have earned LEED certification and continue to be the leading design standard for student living in area.

Hudson has been an active member of ULI since 2013 and has served as a member on the Redevelopment and Reuse Council since 2014. He is a founding member and chair of ULI Northwest Arkansas.

Hudson served as an adviser on the Building Healthy Places Initiative Workshop, and was named to the Urban Land Institute's inaugural 40 Under 40 class in 2014. He also has served on the board of several organizations, including the Arkansas Chapter of the USGBC and Habitat for Humanity of Washington County, Arkansas.

Hudson is a graduate of John Brown University with a degree in construction management and business administration.

Klaus Philipsen

Baltimore, Maryland

Philipsen is president of ArchPlan Inc., an architecture and urban design firm in Baltimore specializing in community revitalization, adaptive use, historic preservation, and transportation since 1992. He has been named a fellow of the American Institute of Architects for using his profession to affect communities through advocacy. He is a recipient of the Baltimore Larry Reich Award given to individuals whose volunteer and professional work exemplifies a special commitment to community-based planning and design.

Philipsen has lately rediscovered writing and publishes articles on urban issues on his blogs "Community Architect" and "Community Architect Daily." Most recently, he authored *Baltimore: Reinventing the Industrial Legacy City*, published by Routledge.

In addition, Philipsen is engaged in the nonprofit sector such as the 1000 Friends of Maryland, a statewide growth management group that he helped found in 1994; NeighborSpace, an urban land trust for which he is president; D center, a nonprofit design center in Baltimore that he cofounded; and Transit Choices, a transit advocacy group.

Philipsen chaired the Urban Design Committee of AIA Baltimore for 20 years and is past chair of the national Regional and Urban Design Committee of AIA (RUDC). He is a regular participant in national Advisory Services panels dispatched by the Urban Land Institute (ULI) to advise stakeholders about urban planning issues and has also participated on local ULI Technical Assistance Program panels. He was for ten years a member of the Maryland Growth Commission, Subcommittee on Planning Techniques, and was for ten years a member of a Borough Council in Stuttgart, Germany.

He received a five-year degree of architecture at the University of Stuttgart in 1975. He has also worked as an architect and planner in Stuttgart and London, and has resided in the United States since 1986. He has taught architecture and urban design as adjunct faculty at the

University of Maryland and at Morgan State University; is a frequent speaker at international, national, regional, and local conventions and venues; and is a regular contributor on local radio regarding urban design.

Zane Segal

Houston, Texas

Segal is a developer, landowner, marketing consultant, and licensed real estate broker. He is knowledgeable about commercial, single-family and multifamily residential, hospitality, transit-oriented, and mixed-use properties in historic, urban, suburban, and resort areas. He has 40 years of experience in venture management, equity sourcing, construction, and project development.

With various co-general partners, Segal is developing two single-family subdivisions with 220 lots; an urban-density mixed-use project with 350 loft units above 15,000 square feet of retail; a 142-unit active-adult community; and a waterfront resort with a 200-key hotel, a commercial marina, and adjacent condominium buildings and townhouses.

Segal has been a principal/managing venturer for significant properties in Houston's center city and in suburban areas in all directions from the urban core. He has brokered many multifamily, single-family, investment, and commercial sites, and arranged financing for a resort.

At its 2008 Fall Meeting, the Urban Land Institute conferred upon him the Robert M. O'Donnell Award for outstanding contributions to the success of its Advisory Services program. He has chaired five and served on 11 additional national ULI Advisory Services panels, as well as chairing ULI Houston's first two Technical Assistance Program panels and participating on others.

Segal served on the board of ULI Houston for eight years, as vice chairman of membership and of Advisory Services. Having participated on the committees of the first three ULI Houston Urban Marketplaces, he also instigated and led its initial Suburban Marketplace, the first such conference held by any ULI district council.

He served on the Houston Planning Commission's Mixed-Use/TOD Committee, chaired its task force on urbanizing the suburbs, and engaged in numerous other community visioning and planning efforts. Segal has often spoken, written for publications, and been quoted by the media on real estate, development, urbanity, and the arts.

Segal received a bachelor of science degree in humanities with a minor in visual design from the Massachusetts Institute of Technology and a master of fine arts degree in cinema from the University of Southern California. He studied graduate-level architecture and planning at the University of Houston, and was initially licensed in Texas as a real estate agent in 1982 and as a broker in 1998.

A ULI Advisory Services Panel Report



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