



## HOUSING STUDY AND POLICY DEVELOPMENT TIMELINE

July 3, 2023

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### PREVIOUS STUDIES AND PLANS

October 10, 2018 - **Centennial NEXT** Comprehensive Plan



#### **Decision Point**

*City Council adopts Centennial NEXT as the Comprehensive Plan envisioning the City's future into 2040.*

Centennial NEXT—the City’s framework for future growth and development—highlights key opportunities for expanded housing options in different areas of Centennial. Since the Plan was adopted in 2018, housing cost and availability have become a focus in Centennial and throughout the region. Centennial NEXT contemplates accessory dwelling units (ADUs) and workforce housing to address housing needs in the City. Both provide opportunities for new housing options that meet market trends and the evolving needs of current and future residents. The concepts would serve to diversify housing stock and attract and retain current and future targeted workforce. The concepts are defined in NEXT as follows:

*“Accessory Dwelling Units (ADUs) are small secondary residential structures located behind the primary house or within an existing house. They are commonly known as “granny flats,” “mother-in-law apartments,” “alley houses,” “secondary dwellings,” or “carriage houses.” ADUs can also be*



*incorporated into existing primary homes located within a basement, attic space, or above an attached garage with separate access.”*

*“Workforce housing is housing that is affordable to workers and close to their jobs. It is homeownership, as well as rental housing, that can be reasonably afforded by a moderate to middle income, critical workforce and located in acceptable proximity to workforce centers.”*

**November 2019 – Centennial Housing Market Study**

To further understand the state of housing in the City, Centennial also completed a Housing Market Overview study in 2019, which “presents a series of demographic and housing indicators to comprehensively characterize residential development patterns and the housing market in the City of Centennial and to describe how the city compares with other communities within the Metro Denver region.”

## HOUSING EXPLORATION (2021)

**April 12, 2021 – City Council Work Session**

Presentation of 2019 housing data, Council discussion on major housing concerns.

**May 10, 2021 – City Council Presentation**

Staff summarized seven key Housing Concern themes from April 12 meeting for consideration.



**Consensus Point**

*Seven housing concern “themes” move forward for further exploration:*

- Public Engagement*
- Housing Types*
- Housing Locations*
- Housing Cost*
- City Operations*
- Demographics*
- Regional and National Trends*

**June 2021 – Council - Meetings by District**

Discussions on locations of housing change.

**July 9, 2021 – Council Friday Focus**

Panelists from South Metro Denver Realtor Association, Arapahoe County, and Colorado Division of Housing.

**July 23, 2021 – Council Friday Focus**

Panelists from Colorado Housing Affordability Project and Department of Local Affairs, Q & A on the DOLA Planning Grant. A summary of these presentations is available here:



[https://www.centennialco.gov/files/sharedassets/public/documents/housing/current-research\\_v2.pdf](https://www.centennialco.gov/files/sharedassets/public/documents/housing/current-research_v2.pdf).

September 10, 2021 – **Council Housing Tour**

Council visited 10 sites across the South Metro area showcasing affordable and market-rate construction of units ranging from ADUs to duplexes to five-story multifamily. To view the tour virtually, visit <https://www.centennialco.gov/files/sharedassets/public/documents/housing/counciltourhandout.pdf>

## DOLA GRANT CONSIDERATION, APPLICATION AND RECEIPT (2021)

August 20, 2021 – **Council Friday Focus**

Discussion and feedback on the strategies referenced in House Bill 21-1271, intended to promote affordable housing development. The legislature provided grant funding for communities to study the role and application of locally selected strategies through a program administered by the Department of Local Affairs (DOLA). The strategies suggested were:

1. *Use of vacant publicly owned property,*
2. *Subsidize or reduce local development review or fees,*
3. *Expedited development review process for average median income (AMI) below 120% and/or underutilized commercial development,*
4. *Density bonus program,*
5. *Promote the use of sub-metering of utility charges,*
6. *Dedicated funding source to subsidize infrastructure costs and associated fees,*
7. *Multi-family housing options as a use by right in single family residential zoning,*
8. *The classification of a proposed affordable housing development as a use by right,*
9. *Authorizing accessory dwelling units (ADUs) as a use by right,*
10. *Allowing planned unit developments (PUDs) with integrated affordable housing units,*
11. *Allowing small square footage residential unit sizes,*
12. *Lessened minimum parking requirements for new housing developments,*
13. *The creation of a land donation, land acquisition, or land banking program,*
14. *A final strategy allows communities to propose other innovative strategies that are not included in the bill.*

September 2021 – Grant application process and submittal



September 7, 2021 – **Regular City Council Meeting**

Staff request for approval and support of DOLA Planning Grant application submittal.



**Decision Point**

*City Council approves Resolution 2021-R-39 to support a Planning Grant application to Colorado DOLA. The City's grant request is \$200,000 (total project cost estimate: \$400,000).*

November 2, 2021 – DOLA Planning Grant awarded to Centennial

November 8, 2021 – **Council Work Session**

Announcement of planning grant award, summary of 2021 research, feedback from September housing tour, initial proposal for 2022 DOLA Grant and scope.



**Decision Point**

*Nine Housing Strategies were advanced by City Council. These strategies were included in the RFP Scope for further research and evaluation:*

- 1. Expedited Review for affordable housing development*
- 2. Expedited Review for commercial conversion to affordable housing*
- 3. Subsidized or reduced development fees for affordable housing*
- 4. Establish a density bonus program*
- 5. Create an inclusionary zoning program*
- 6. Authorization of ADUs*
- 7. Create a land donation, acquisition or banking program*
- 8. Establish a fund to subsidize infrastructure costs*
- 9. Incentivize current landlords with subsidies to lower rents*

November 2021 – Request For Proposals (RFP) published

December 2021 – RFP proposals received

February 26, 2022 – **Council Strategic Planning**



**Consensus Point**

*Council supports the Housing Study as a priority project for 2022-2023 and acceptance of the Colorado DOLA Planning Grant.*

March 3, 2022 – Contract signed with Clarion Associates



## DOLA PLANNING GRANT: EXPLORING OPTIONS (2022)

### March 28, 2022 – **Working Group Meeting #1**

Kick-off, introductions, project overview

**Note:** All Working Group presentations are available on the project website:

[centennialco.gov/housing](https://centennialco.gov/housing) under the "Past Housing Presentations" tab.

April 2022 – Bi-weekly public e-newsletters begin

### April 25, 2022 – **Working Group Meeting #2**

Housing Needs Assessment (HNA) update and housing gaps analysis, decision-making exercise, Centennial NEXT overview, strategy discussion, opportunities and challenges

### May 9, 2022 – **Council & P&Z Joint Session**

Project scope, milestones, and Housing Needs Assessment key questions, Public participation plan overview

### May 17, 2022 – **Housing Needs Workshop #1** (Eagle Street)

Approximately 15 attendees discussed Accessory Dwelling Units and multifamily housing types. Open-ended discussions about housing challenges, opportunities, and possible solutions. View the meeting notes:

[https://www.centennialco.gov/files/sharedassets/public/documents/city-projects-and-initiatives/centennialhousingstudy\\_housingneedsworkshop.pdf](https://www.centennialco.gov/files/sharedassets/public/documents/city-projects-and-initiatives/centennialhousingstudy_housingneedsworkshop.pdf).

### May 23, 2022 – **Working Group Meeting #3**

HNA update, setting strategy review priorities

### June 2022- **Resident focus groups**

Consultant team held focus groups for four populations with unique needs: Seniors; people with developmental disabilities and service providers; Low income - recipients of SNAP/TANF; young adults – Arapahoe Community College.

### June 6, 2022 – **Council presentation**

Initial Housing Needs Data presented

June 8, 2022 – Same presentation to **P&Z**

### June 27, 2022 – **Working Group Meeting #4**

HNA report, strategy discussion, strategy evaluation criteria (ADUs, Inclusionary Zoning)



**July 11, 2022 – Council presentation**

Video from interns, present HNA, Intro to ADUs and Inclusionary Zoning. Watch the video:  
[https://www.youtube.com/watch?v=HtE9NSyPzIs&t=1s&ab\\_channel=CityofCentennialGovernment](https://www.youtube.com/watch?v=HtE9NSyPzIs&t=1s&ab_channel=CityofCentennialGovernment)

**Consensus Point**

*Council agrees to move forward with seven strategy evaluation criteria points: the city's comprehensive plan implementation (Centennial NEXT), technical feasibility, administrative feasibility, diversity and equity considerations, impact, cost, and effectiveness (later referred to as benefits).*

July 13, 2022 – same presentation to **P&Z**

**July 25, 2025 – Working Group Meeting #5**

Strategy discussion (Bonus Density, Expedited Approvals, Land Banking) updates to review criteria, potential survey questions, community outreach update, City Council/P&Z feedback, HNA comments

**August 9, 2022: Housing Workshop #2** (Trails Rec Center)

Provide update on strategy review and process generally; seek input on first four strategies (Accessory Dwelling Units, Bonus Density, Expedited Review, Inclusionary Zoning). View the meeting summary:

<https://www.centennialco.gov/files/sharedassets/public/documents/housing/housing-workshop-two-8.9.22.pdf>

**August 17, 2022 - Council & P&Z Joint Session**

Discussion of ADU, Inclusionary Zoning, Expedited Review, Bonus Density strategies.

**August 22, 2022 – Working Group Meeting #6**

Strategy discussion (Inclusionary Zoning, Land Banking, Application Fee Reductions, Dedicated Infrastructure Funding Source, Incentivize Landlords to lower current rental rates), potential survey questions, community outreach update, City Council/P&Z feedback

**September 2022 – Developer Focus Groups**

The project team conducted one-on-one interviews with the development community including representatives from BB Living, Community Housing Development Association, Connett Real Estate, Mile High Development, Medici Communities, and Vermillion Creek ownership

**September 26, 2022 – Working Group Meeting #7**

Strategy discussion (Dedicated Infrastructure Funding Source, Incentivize Landlords to lower current rental rates), community outreach update, affordable housing developer survey update, preliminary strategy review and recommendations, WG report overview



October 4, 2022 - **Housing Workshop #3** (Newton Middle School)

Provide update on strategy review; seek input on second batch of four strategies (Land Banking, Application Fee Reductions, Dedicated Infrastructure Funding Source, Incentivize Landlords to lower current rental rates). View the meeting summary:

<https://www.centennialco.gov/files/sharedassets/public/documents/housing/centennial-housing-study-workshop-3-10.04.22-summary.pdf>

Oct 19, 2022 – **Council Wednesday Work Session**

Review calendar/approach for upcoming presentations to Council & P&Z



**Decision Point**

*Council makes formal request to involve P&Z in goal setting discussions and recommendations for strategy advancement.*

October 24, 2022 – **Working Group Meeting #8**

Strategy discussion (Inclusionary Zoning and feasibility analysis), affordable housing developer survey results, housing developer roundtable discussion, WG review and strategy support

November 7, 2022 – **Last Working Group Meeting #9**

Discuss and confirm WG summary tables (WG strategy review criteria, WG support for strategies, housing need/strategy link), finalize WG summary report, community outreach update, WG presentations to CC and P&Z on recommended strategies.

November 2022 – Bi-weekly public e-newsletters end



### November 14, 2022 – Council Work Session and Working Group Presentation to City Council

Present public feedback on the nine strategies under consideration, WG summary report and findings, review of draft affordable housing goals, City Council to strike any strategies not suited to Centennial.



#### **Decision Point**

*Two strategies were recommended for elimination by the Working Group and subsequently removed by the City Council from further consideration:*

1. Expedited Review for affordable housing development
2. Expedited Review for commercial conversion to affordable housing
3. Subsidized or reduced development fees for affordable housing
4. Establish a density bonus program
5. Create an inclusionary zoning program
6. Authorization of ADUs
7. Create a land donation, acquisition or banking program
- ~~8. Establish a fund to subsidize infrastructure costs~~
- ~~9. Incentivize current landlords with subsidies to lower rents~~

### December 14, 2022 (rescheduled from Dec 7, 2022) – Working Group Presentation to P&Z

Present WG summary report and findings, review of draft affordable housing goals, WG summary report and findings, P&Z review of seven remaining strategies. P&Z to consider remaining seven strategies and share feedback about which strategies Council could consider moving forward for policy development consideration.



#### **P&Z Recommendation**

*Of the seven remaining strategies, P&Z recommended carrying 6 of the 7 strategies forward for further refinement, with varying levels of support from the Commissioners.*

1. Expedited Review for affordable housing development
2. Expedited Review for commercial conversion to affordable housing
- ~~3. Subsidized or reduced development fees for affordable housing~~
4. Establish a density bonus program
5. Create an inclusionary zoning program
6. Authorization of ADUs
7. Create a land donation, acquisition or banking program





## DOLA PLANNING GRANT: REFINING STRATEGIES (2023-2024)

January 17, 2023 – **Council Presentation**

Share feedback and recommendations from P&Z Dec 14 meeting, working group, and public feedback to decide which strategies to advance to phase three for initial policy development. Review criteria against which the individual strategies were compared and discussed. Draft affordable housing goals presented.

Several supplemental resource documents were presented at this meeting. These resources summarized nearly a year of research, feedback and reasoning behind the recommendations:

- Innovative Housing Strategies Support Table
- Community Housing Strategies Report (January 2022)
- Draft Affordable Housing Goals
- Planning And Zoning Commission Feedback
- Inclusionary Housing Policy Considerations
- Inclusionary Housing Feasibility Analysis

Given the considerations and feedback by the WG, P&Z, and the community, the Project Team recommended the following strategy approach:



### **Project Team Recommendation**

1. *Expedited Review for affordable housing development*
2. ~~*Expedited Review for commercial conversion to affordable housing*~~
3. ~~*Subsidized or reduced development fees for affordable housing*~~
4. ~~*Establish a density bonus program*~~
5. *Create an inclusionary zoning program (could include #4 as an incentive)*
6. *Authorization of ADUs*
7. *Create a land donation, acquisition or banking program*

*Supported by all three feedback groups (WG, P&Z, Community):*

1. *ADUs*
2. *Inclusionary Zoning*
3. *Land Donation or Land Banking Program*

*If Council wants to explore a fourth strategy, possible state funding and generally supported by feedback groups:*

4. *Expedited Review for Affordable Housing*

Council gave the following direction:



**Decision Point**

*Council directs staff to advance four strategies for policy development drafting:*

1. *Expedited Review for Affordable Housing*
2. *ADUs*
3. *Inclusionary Zoning*
4. *Land Donation or Land Banking Program*

February, 2023 – Public e-newsletters resume (monthly)

March 7, 2023 – **Regular Council Meeting**



**Decision Point**

*Council approves Resolution 2023-R-07 to extend term of planning grant to March 1, 2024.*

March 21, 2023 – **Council presentation (dinner)**

Introduction of 30% “outline” drafts for 4 strategies, receives Council feedback on two proposed calendar approaches for drafting schedule.



**Consensus Point**

Council provides feedback on schedule options, agrees to have project team explore questions and recommendations included in 30% “outline” drafts by hosting small group discussions, and bringing 75% “rough” drafts of each strategy through April and May.

March 22, 2023 – Same presentation to **P&Z**

April 18, 2023 – **Council presentation**

Review of Batch 1 (Accessory Dwelling Units and Expedited Review) 75% “rough” drafts



**Decision Point**

*Council tables Expedited Review Strategy. Council asks for feedback from residents and neighborhoods about ADUs.*

April 26, 2023 – **P&Z presentation**

Review of Batch 1 (Accessory Dwelling Units) 75% “rough” draft (Expedited Review is NOT presented).

May 1- September 15, 2023 – Public comment period for Batch 1 (ADU only)



May 1, 2023 (Special Meeting) – **Joint Council and P&Z**

Review of Inclusionary Zoning 75% “rough” draft presented and discussed.



**Consensus Point**

*Council and Planning and Zoning Commission request feedback from the development community and an evaluation of outcomes in other cities with IZ policies.*

May 8, 2023 (Special Meeting) – **Joint Council and P&Z**

Review of Land Bank 75% “rough” draft



**Consensus Point**

*Council and Planning and Zoning Commission request feedback from other jurisdictions with land banking policies.*



May 9, 2023 – **Council Presentation**

Summary and Review of recent 75% strategy discussions

**Consensus Point**

Council identified the following data needs for each strategy:

**ADU**

- Impact to water, other utilities, emergency response
- Visuals of allowable ADU unit sizes compared to main home
- Building code compliance and sizing
- Split draft to address attached vs detached
- Workshop with HOA, CA, and residents for feedback (in-person and recorded)
- Details on financing / federal loans

**Inclusionary Zoning**

- Feedback from development community and other stakeholders about impacts on construction choices, financing, and incentives
- Outcomes from similar communities with IZ policies about:
  - Voluntary inclusionary programs
  - Number of units created and impact on housing construction
  - Cost and set-up of administration
  - Impact on market-rate housing prices
  - Parking adjustments
  - Range of in-lieu fees adopted in other communities
- Opportunities for equity building
- Add one-page memo highlighting general pros/cons

**Land Banking**

- Feedback from groups who operate Land Banks about maturation of operations and funding (include details about realistic timelines to property acquisition and housing construction)
- Foreclosed/tax lien properties in Centennial
- Options for Board of Trustees
- Potential for partnerships with existing land banks or land trusts
- Add-in details encouraging mixed-use/commercial (re)development on LB property
- Add one-page memo highlighting general pros/cons from other cities



**June 13, 2023 – Joint Council & P&Z**

Introduction of Inclusionary Zoning Follow up data

- Feedback from development community and other stakeholders about impacts on construction choices, financing, and incentives
- Outcomes from similar communities with IZ policies about:
  - Voluntary inclusionary programs
  - Number of units created and impact on housing construction
  - Cost and set-up of administration
  - Impact on market-rate housing prices
  - Parking adjustments
  - Range of in-lieu fees adopted in other communities

Discussion unfinished – Follow up scheduled

**July 11, 2023 – Council Presentation**

Continuation of Inclusionary Zoning data discussion.

- Impact on housing starts
- Number of affordable units created
- Impact on housing prices over time
- Examples of voluntary programs
- In-lieu fees
- Operations and administration

July 12, 2023 – Same presentation to **P&Z**

**October 3, 2023 – Council Presentation**

Presentation of available funding through the Colorado Housing and Finance Authority (CHFA)

- Steve Boice, Manager of Business Finance for CHFA presented.

**October 25, 2023 – P&Z Presentation**


Presented public feedback on 75% ADU “rough” draft and requested feedback from P&Z on four (4) policy considerations.

**P&Z Recommendation**

- **ADU Size** – Change requirement to be 50% of footprint of the primary home versus 50% of gross floor area.
- **Parking** – Require one (1) off-street parking space.
- **Occupancy Limit** – Remove requirement of maximum of two (2) people per bedroom and rely on current LDC regulations related to unrelated people per unit.
- **Owner Occupancy** – Remove owner-occupancy requirement for ADUs.

November 6, 2023 – **Council Presentation**

Presented public feedback on 75% ADU “rough” draft and P&Z recommendation on four (4) policy considerations. Requested Council direction on the four policy considerations.




**Decision Point**

- **ADU Size** – Change requirement to be 50% of footprint of the primary home versus 50% of gross floor area.
- **Parking** – Require one (1) off-street parking space.
- **Occupancy Limit** – Keep requirement of maximum of two (2) people per bedroom and rely on current LDC regulations related to unrelated people per unit.
- **Owner Occupancy** – Remove owner-occupancy requirement for ADUs.

January 9, 2024 – **Council Presentation**


Presented an update on the Land Banking Strategy and proposed approach to move the Strategy forward. Following the Land Banking discussion staff requested direction from Council on the ADU Strategy regarding two (2) policy considerations.



**Consensus Point**

**Proposed Land Banking Research**

- A. Understand and identify available land and sites.
- B. Identify and describe affordable housing site criteria.
- C. Detail broad land use areas and identify potential sites within land use areas for housing.



**Decision Point**

- **Occupancy Limit** – Confirmed removal of maximum occupancy requirement for ADUs.
- **Owner Occupancy** – Confirmed removal of owner-occupancy requirement for ADUs.

February 6, 2024 – **Council Presentation**

Presented ADU Ordinance, proposed ADU webpage, and ADU Guideline.



**Consensus Point**

- Require pre-submittal meetings for new ADU applications.
- Make it clear in the Ordinance that trash/recycling services are required.

February 14, 2024 – Same presentation to **P&Z**

