



City of Littleton

Littleton Center
2255 West Berry Avenue
Littleton, CO 80120

Meeting Agenda - Final City Council

Tuesday, October 27, 2026

6:30 PM

Council Chamber

Study Session

1. Study Session Topics

- a) [ID# 26-219](#) Geneva Village Redevelopment Advisory Team Recommendation

Attachments: [1. Presentation GV Redevelopment](#)

Scheduled time: 60 minutes

2. Updates

- a) Council Members
- b) Mayor
- c) City Manager
- d) City Attorney

3. Adjournment

The public is invited to attend all regular meetings or study sessions of the city council or any city board, commission, or committee. Please call 303-795-3780 at least 48 hours prior to the meeting if you believe you will need special assistance or any reasonable accommodation in order to attend, or participate in, any such meeting. For any additional information concerning city meetings, please call the city clerk's office at the above referenced number.



Staff Communication

File #: ID# 26-219, **Version:** 2

Agenda Date: 10/27/2026

Subject:
Geneva Village Redevelopment Advisory Team Recommendation

From:	James L. Becklenberg, City Manager
Prepared by:	Kathleen Osher, Deputy City Manager
Presentations:	Kathleen Osher, Deputy City Manager Jenn Todd-Goynes, Officer-in-Charge, Matrix Karlen Beitman, Broker-Developer, JLL Lizzie Lee, Finance & P3, Elee Advisory

PURPOSE:

Matrix Design Group has been engaged to provide Council with advisory support and a recommendation for the early-stage redevelopment effort of Geneva Village. Council discussion will center around redevelopment scenarios, peer community examples, the recommendation, and potential next steps.

LONG-TERM OUTCOME(S) SERVED:

Vibrant Community with a Rich Culture

DISCUSSION:

Matrix will recap key themes from the council discussion during the August 11 study session, review the typical disposition process, and roles for the city as well as potential partnership models. Matrix will review their assessment of the site to discuss with council the potential of reactivation versus moving forward with demolition.

Matrix is returning with four development scenarios that can meet the goal outlined in the city's long-range plan, Envision 2040: S&D 1: A downtown that continues to serve the entire community as a civic, historic, cultural, and economic focal point.

The four scenarios include all residential, horizontal mixed-use, vertical mixed-use, and a hotel. Matrix will contrast financial feasibility with market feasibility and then use a series of peer community examples to further illustrate the public role, the deal structure, and other key insights such as community engagement lessons learned.

Policy guidance from Envision 2040 (S&D 1-4, 6) provides important parameters for the discussion and as council determines the path forward for next steps:

- Pursue new efforts only where there are committed funding and other resources
- Evaluate investment and revitalization opportunities always with an eye toward Littleton's guiding principles

- Emphasize quality urban design and cultivation of Littleton's image involving both the public and private realms
- Facilitate further dialogue when efforts reveal that community desires differ from market-driven considerations
- Seek opportunities to engage public, private and non-profit partners to leverage local funds with other resources through joint initiatives

Matrix has prepared a recommendation for council to pursue a phased approach to the larger 28-acre site to equip the city with greater leverage and redevelopment options. The larger site's financial feasibility provides more control over the overall development program and can allow the city time to better align with other key initiatives underway such as the Facilities Master Plan.

BACKGROUND:

The city has not determined a desired disposition strategy, redevelopment program, governance model, or procurement approach. During the April 28, 2026, study session, City Council choose to accelerate discussions about next steps for Geneva Village and directed staff to engage a qualified advisor. Through the city's informal solicitation process for advisory services, staff received three responses to the advertised request for qualifications. Matrix Design Group was selected with a committee review.

Matrix has been assisting the city in evaluating redevelopment opportunities, market considerations, implementation pathways, public-private partnership structures, and strategic next steps necessary to position the Geneva Village property for future redevelopment planning and potential market engagement.

Matrix brings a combination of capabilities, including planning, civil engineering, land redevelopment, economic analysis, environmental services, demolition, construction management, partnership facilitation, and public engagement. Matrix is supplemented by four partners: JLL, a global leader in real estate services providing broker-dealer expertise; Public Alignment Communications, specializing in communications and facilitation; and Elee Advisory, a firm with deep experience in public-private partnership structuring and the specific tools most relevant to this project.

As presented during the 2027 budget workshop an additional project manager FTE and a budget for consulting, this process can accelerate in 2027 with project planning and community engagement leading to City Council decisions and commencement of visioning in 2028.

Prior Actions or Discussions

The City of Littleton bought the property and surrounding acreage in 1975 and built the current city hall at the east end of the site. The Geneva Village site was managed by South Metro Housing Options until they determined the management arrangement was not consistent with their organizational mission and they opted out of the management agreement in 2019. The city then engaged a new property manager and actively began a discussion with council about alternatives for the property.

Council has prioritized next steps for Geneva Village since 2019 and supported next steps that included:

- August 11, 2026, study session: Matrix Design Group was engaged to provide Council with advisory support for the early-stage redevelopment effort of Geneva Village. Four contrasting scenarios to frame the range of possible futures for the site were presented and Council discussed goals, approaches, uses, potential roles and partnership models.
- April 26, 2022, study session: Starboard Realty Group was engaged by the City of Littleton to provide

potential options and next step recommendations for the Geneva Village property located at 5444 South Prince Street, and the broader approximately 28.3-acre City owned property that includes Geneva Village, Geneva Lodge, Geneva Park, and the Littleton Center.

- February 14, 2023, study session: Council reviewed the rehabilitation estimate prepared by Reconstruction Experts (RE). Estimated at over \$5M in 2021, staff also explored with Council financing mechanisms, impacts to rent, and alternatives for redevelopment. Council emphasized best practices for supporting existing residents as discussions continue about the long-term plan for the site and requested an in-depth survey of Geneva Village residents as a first step. Council also requested a discussion with the Historical Preservation Board (now Commission) about the historic merits of Geneva Village and future considerations as Council considers rehabilitation or redevelopment. Staff was tasked with hosting an update meeting with residents of Geneva Village in March 2023 and engaging B-Konnected to conduct one-on-one interviews with residents.
- April 17, 2023: HPB members engaged in a discussion about the historic attributes and the unique elements of the Geneva Village site.
- July 2023: Council identified \$200,000 in ARPA funds to support ongoing housing navigation, day-to-day support, and future relocation planning for the then current residents of Geneva Village through BKonnected.
- August 22, 2023: Council reviewed the results of the Geneva Village resident survey conducted by BKonnected and the letter provided by the Historical Preservation Board outlining considerations for Geneva Village's historic significance.
- September 19, 2023, regular meeting: City Council directed staff to chart a course to redevelop Geneva Village, provide ongoing support for current residents.
- January 2024, Council provided an additional \$25,000 in ARPA funds to support additional support services for Geneva Village residents. BKonnected continues to support and work on the relocation of one remaining resident.
- February 13, 2024: Staff provided an update on Geneva Village and recommended potential next steps including an application for the ULI TAP and DRCOG grant.
- November 1, 2024: Staff applied for Downtown Littleton's Northern Gateway including Geneva Village to ULI-Colorado for a for a Technical Advisory Panel and a matching grant from DRCOG.
- January 6, 2025: ULI CO and DRCOG accepted Littleton's TAP application. The city was successful in winning the matching grant.
- March 25, 2025, study session: ULI staff presented an introduction and overview of ULI and the Technical Advisory Panel process.
- May 21-22, 2025: The ULI panel toured the site, held working sessions, and held a public presentation of the ULI technical advisory panel's findings on May 22.
- April 28, 2026, study session: During the council retreat follow-up, City Council choose to accelerate discussions about next steps for Geneva Village and engage an advisor and schedule a foundational study session for August 11, 2026, that would educate the Council and foster discussion on a series of topics including market reception, city development roles, peer community examples, ULI TAP consensus, and demolition pros/cons.

FISCAL IMPACTS:

Council has identified \$1.5M in the 2027 capital budget for potential next steps that could support project management and site preparation for next steps related to redevelopment.

STAFF RECOMMENDATION:

There is no staff recommendation associated with this update as this is an opportunity for Council to hear directly from the Matrix team about their analysis, findings, recommendation, and suggested next steps.

ALTERNATIVES:

Council discussion will explore and prioritize alternative strategies based on the Matrix team recommendation. Council may provide direction to return with a series of alternatives for either a future study session or discussion during Council's annual retreat.



Geneva Village Redevelopment Options

City Council Presentation
October 27, 2026

Agenda

1. **Introductions**
2. **Project Goal & Site Overview**
3. **What We Heard**
4. **Typical Process & Options for City's Role**
5. **Redevelopment Scenarios**
 - Reactivation or Demolition
 - Residential: Townhomes
 - Horizontal Mixed Use: Townhomes and Small-Scale Commercial
 - Vertical Mixed Use
 - Hotel
6. **Peer Community Examples**
7. **Consideration of 28-Acre Site**
8. **Next Steps**



Joining You Today



Jenn Todd-Goynes
AICP, CNU-A
Officer-in-Charge
Matrix



Karlen Beitman
Broker-Developer
JLL



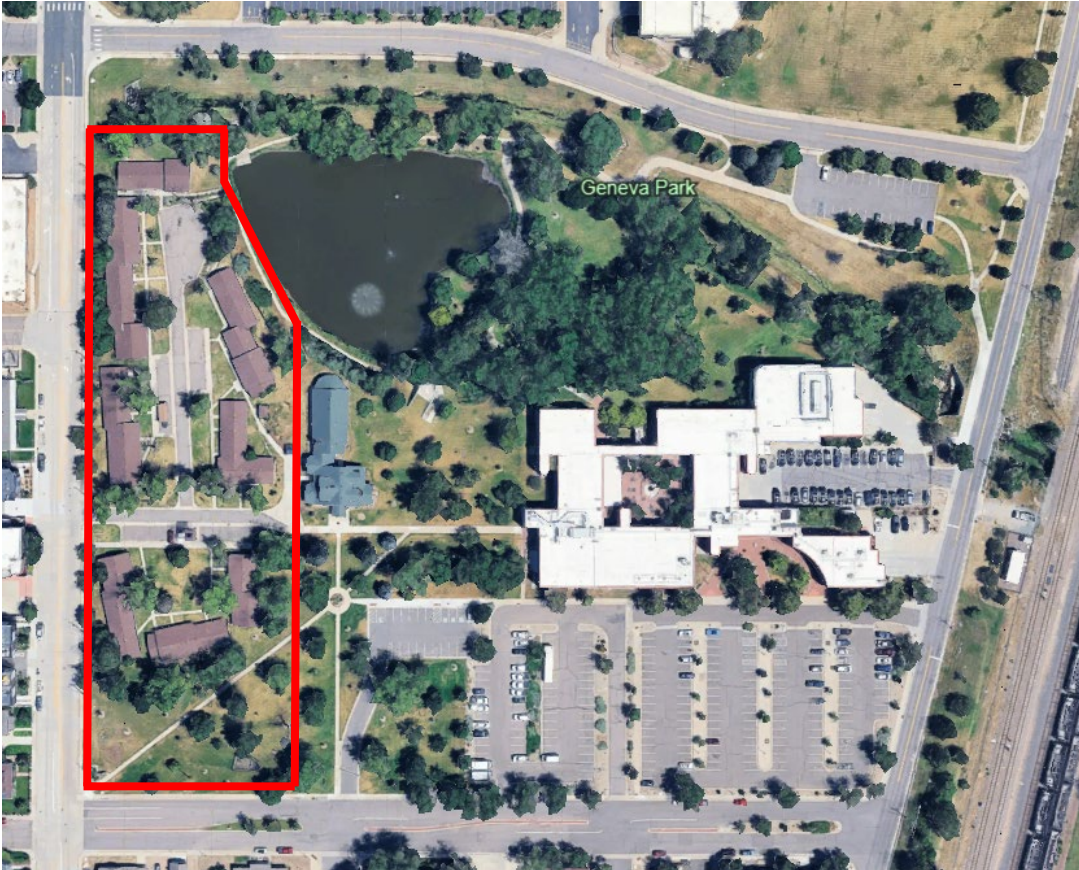
Lizzy Lee
Finance & P3
Elee Advisory



Project Goal

To provide City Council with decision pathways and discussion frameworks regarding redevelopment options for Geneva Village.

Site Overview



- ~2.8 acres of City-owned land
- Northern entrance to downtown
- Unoccupied 28-unit housing complex
- Utilities disconnected in 2025

What We Heard From Council

Geneva Village Could Be

- A gateway to downtown
- An asset to the community
- A way to achieve City goals
- Part of phased development
- Part of a public-private partnership

Long-Term Goals

- Flexibility for the City of Littleton
- Honor Geneva Village's history

Potential Redevelopment Approaches

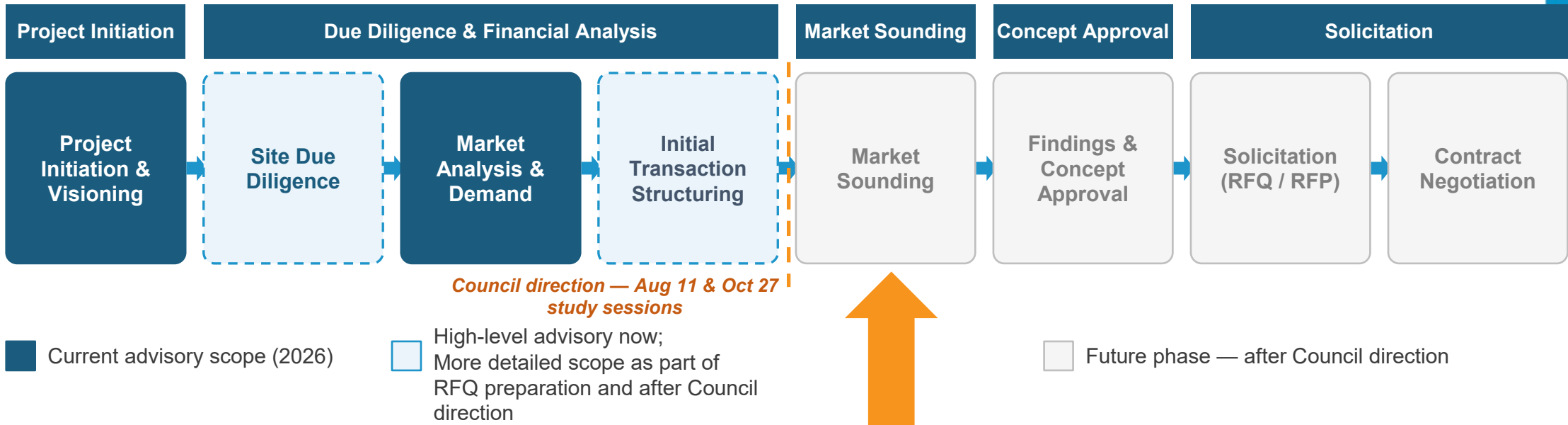
- Partial reactivation
- Full demolition
- Phased redevelopment
- Master redevelopment for Northern Gateway

Potential Uses

- Residential
- Mixed use
- Commercial
- Civic

Typical Disposition Process & Current Scope

The full path from visioning to closing — formal market engagement follows Council direction.



Unsolicited proposals & LOIs: welcome, but through one door. Inbound interest is an early signal of market appetite, not a deviation from the plan. Each proposal is logged through a single coordinated point of contact and folded into Market Sounding, where it informs deal parameters and the RFQ/RFP — alongside outreach to the broader development community, so no single party gains an inside track.

Best practice: equal footing — every prospective partner receives the same information and competes through the same solicitation, protecting the City and serious developers alike.

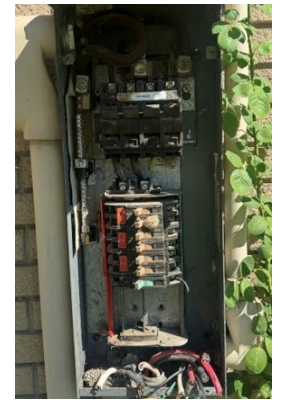
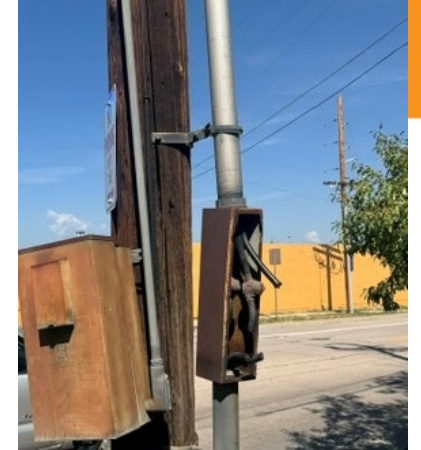
Reactivation Assessment

Current Conditions

- Electric, HVAC, water, and sewer are not functional
- Unsafe conditions exist and need remediation
- Attached unit conditions vary

Findings & Next Steps

- Reactivate one or more buildings
- Electricity: reconnect from the pole to breaker box, replace breaker box and internal wiring
- Gas, Water, Sewer, HVAC: inspect, repair, reconnect
- Internal remediation and repair; tenant finishing: walls, flooring, fixtures, etc.
- Reactivation is approximately twice the cost per SF when compared with demolition (\$62/SF compared with \$30/SF)
- Reactivation limits redevelopment scenarios, and may result in duplicative expenditures if demolition is part of a long-term plan



Upper images: Electric service disconnected at the pole; master meter removed.
Lower images: Electric service cut at the breaker box; breaker panel in poor condition

Demolition Assessment

Pre-Demolition Work: Step 1

- Asbestos containing material is present and requires remediation
- Remediation ROM cost estimate: \$450-\$550K
- Estimated duration – 2-3 months

Full Demolition: Step 2

- Structures, foundations, roads, sidewalk removed
- Remove select trees (consider watering remaining trees)
- Some grading & seeding needed
- May increase SF land value
- ROM cost estimate – \$525-\$625K
- Estimated duration – 2 months

Estimated Cost & Duration Summary

Phase	ROM Cost Estimate	Estimated Duration
Pre-Demolition	\$450 - 550K	2-3 months
Post-Demolition	\$525 - 625K	2 months
Total	\$975 - 1.175M	4 months- 7 months

Redevelopment Analysis Approach (Geneva Village Only)

Development Assumptions

- Maximize developable space
- Developable land extends south to Berry Ave
- Maintain existing vehicular access to Geneva Lodge
- Scenarios do not represent a guarantee of development, ROI, or funding availability
- This analysis is a high-level approach. Additional due diligence would be needed to move forward.

Evaluation

- Technical Feasibility
 - Allowed uses within existing zoning
 - Follow development standards
- Financial feasibility
 - What, if anything, is needed to incentivize development?
 - What financial benefits can the City anticipate?
- Market feasibility
 - Would a development pencil?
 - What do current market trends indicate?
- Community engagement
 - Not part of this process, but should be part of a future planning or redevelopment effort

Redevelopment Scenarios

Four scenarios frame the range of possible futures for the Geneva Village site. Each will be tested on the same criteria — none is a proposal or recommendation.

1 All Residential

Maximize housing

- Housing development with townhomes
- Affordable component included

2 Low Density Mixed Use

Balanced approach

- Housing and a stand-alone small-scale retail building
- Affordable component included

3 High Density Mixed Use

Maximize commercial & employment

- Mixture of first floor retail and residential (apartment/condo)
- Affordable component included

4 Hotel

Maximize tax revenue potential

- 120-key upscale hotel

Illustrative Approach: Land Value & Funding Gap

Positive Land Value

VALUE OF COMPLETED PROJECT

\$100.00

Expected value of the finished project

–

DEVELOPMENT COSTS

\$80

Construction • Design • Permits
Financing • Developer Return

=

RESIDUAL LAND VALUE

\$20

Maximum amount available to purchase the land

When a Funding Gap Exists

COMPLETED VALUE

\$100

–

TOTAL DEVELOPMENT COSTS

\$120

=

FEASIBILITY GAP

\$20

Project may not move forward without assistance.

Example Tools Cities Can Use to Help Close the Gap

- Public Infrastructure
- Tax Increment Financing
- Site Preparation
- Land Transfer
- Fee Waivers
- Density Bonuses



Scenario Summary: Market Feasibility

Scenario	Market Considerations	Impact to City
Scenario 1: All Residential ~70 townhomes, 1,800 SF average home; \$400 per SF (\$720,000) sale price	• 6 properties sold in the last year within .5 miles of the site • Nearby emergency response station not ideal for residential buyers	• Residential property tax revenue • Some affordable housing
Scenario 2: Horizontal Mixed Use ~60 townhomes, 3,000 SF daycare and coffee shop	• Tight retail market within 3 miles of the site (2.5% vacancy, none under construction) • Retail rents generally do not support new construction costs	• Residential property tax & commercial tax revenue • Some affordable rental housing
Scenario 3: Vertical Mixed Use ~50 apartments, 25,000 SF ground-floor retail	• Retail rents generally do not support new construction costs • 25,000 SF is about one-fifth of last year's net absorption	• Higher commercial tax revenue; some residential property tax revenue • Some affordable rental housing
Scenario 4: Hotel ~120 rooms, 70,000 SF: rooms, lobby, restaurant	• Limited nearby demand generators: surrounding uses are primarily residential and civic • South Denver market occupancy ~68%; market is stabilizing	• Highest potential impact on tax revenue

Financial Feasibility of Hypothetical Scenarios

Scenario	Residual land value to a developer	Est. Gap to close	Illustrative tax increment from site	Structures that fit
Scenario 1: All Residential ~70 townhomes, 1,800 SF average home; \$400 per SF (\$720,000) sale price	-\$3 to +\$2 million	\$0 to \$4 million	~\$2 to \$3 million	✓ Land sale ✗ Ground Lease ✗ Joint Venture
Scenario 2: Horizontal Mixed Use ~60 townhomes, 3,000 SF daycare and coffee shop	-\$3 to +\$2 million	\$0 to \$4 million	~\$2 to \$3 million	✓ Land sale ✗ Ground Lease ? Joint Venture
Scenario 3: Vertical Mixed Use ~50 apartments, 25,000 SF ground-floor retail	-\$18 to -\$11 million	\$12 to \$20 million	~\$4 to \$8 million	✓ Land sale ? Ground Lease ? Joint Venture
Scenario 4: Hotel ~120 rooms, 70,000 SF: rooms, lobby, restaurant	about -\$33 million	about \$35 million	~\$3 to \$5 million + lodgers tax (~\$1 to \$2 million for public uses)	✓ Land sale ? Ground Lease ? Joint Venture

Gap = City site cost (about \$1 million) minus land value.

- ✓ Likely viable structure
- ✗ Likely not viable
- ? Potentially viable, depending on conditions

Note: TIF represents hypothetical NPV estimate of future tax revenues at 7% discount rate
Actual tax increment revenue projections subject to DDA confirmation



Options for the City's Role & Partnership Model

City involvement, control, and risk increase

Land Seller

One-time proceeds

- Fastest path, least risk
- Least long-term control over outcomes
- Proceeds can help fund city priorities

*** Not a partnership opportunity**

Ground Lessor

Recurring revenue

- City retains ownership of the land
- Long-term income stream and shared upside
- Requires patient capital and stewardship

*** Partnership opportunity**

Owner / Master Developer

Maximum control

- City shapes phasing, uses, and design
- Highest capital requirement and delivery risk
- Typically paired with private partners

*** Partnership opportunity**

Partnership Structures

Public-private partnerships will be critical tools. Options include development agreements, joint ventures, and phased dispositions — evaluated for risk, control, and return under each scenario.

Incentive & Financing Toolkit

Littleton DDA / tax increment financing, fee waivers, credit PIFs, and special districts — matched to the gap each scenario must close.

Threshold question: how the City funds demolition and site preparation shapes which roles and partnerships are realistic.

Peer Community Examples

Example	Public role	Acres	Deal structure	Status
Olde Town Arvada	Garage builder; land conveyance and TIF to support deal	~9	Land sale at \$30	Open 2024
CityCenter, Englewood	Ground lessor since 2000; now transferring title	~10 (lease portion)	Lease, then sale	Title transfer 2026
Market at 88th, Thornton	Buyer by eminent domain; demolition and cleanup	~15	Not yet set	Developer 2027
Eastlake, Thornton	Owner since 2001; two RFPs	~1 to 2	Sale at \$1 asked	Vacant
Downtown Westminster	Owner since 2011; city-controlled land disposition through development agreements.	~105	Land Sale	Development ongoing

Peer Example: Olde Town Arvada

~9 acres

former RTD park-n-ride

**252 apartments
128 room hotel + retail
600 space garage**

\$30

Land sale price

17 years

2007 plan to 2024 opening

Deal structure

Land Sale @ \$30

Nominal land sale value in exchange for commitment from developer on public improvements

Initial 2017 proposal:

- Total Public Improvements: \$26.25M
- AURA est. contribution (TIF+Land): \$13.5M
- Trammel Crow's Participation: \$12.75M

Process

- AURA conveyed the land for \$30 and rebates property tax increment
- RTD, the City, and AURA ran one joint RFP (2014)

Public engagement

- Engagement was part of the Olde Town Arvada Strategic Reinvestment Plan
- The City/AURA requested community feedback, conducted surveys and public engagement events such as open houses, maintained an online engagement platform, and had a public comment period before final adoption

Results so far

- 252 units open; retail fully leased
- 128 room hotel open and operating
- New development generating tax revenue for City
- The "\$30 land deal" drew public criticism through approval

Timeline



Peer Example: CityCenter, Englewood

~10 acres

retail core of the 55-acre CityCenter

Retail and civic

former Cinderella City mall; first TOD in Colorado

75 years

Original ground lease term (2000)

18 years

Time from ground lease signing to foreclosure

Deal structure

Ground Lease



Land Transfer

After a 2018 foreclosure, the City terminated the remaining ground lease / transferred land title to support future development

Background

- **2000:** a private venture built the retail on City land under a 75-year lease;
 - City received one-time payment
 - Developer financed/built new development
- **2018:** high retail vacancy;
 - developer defaulted on debt;
 - bondholders foreclosed on the leasehold

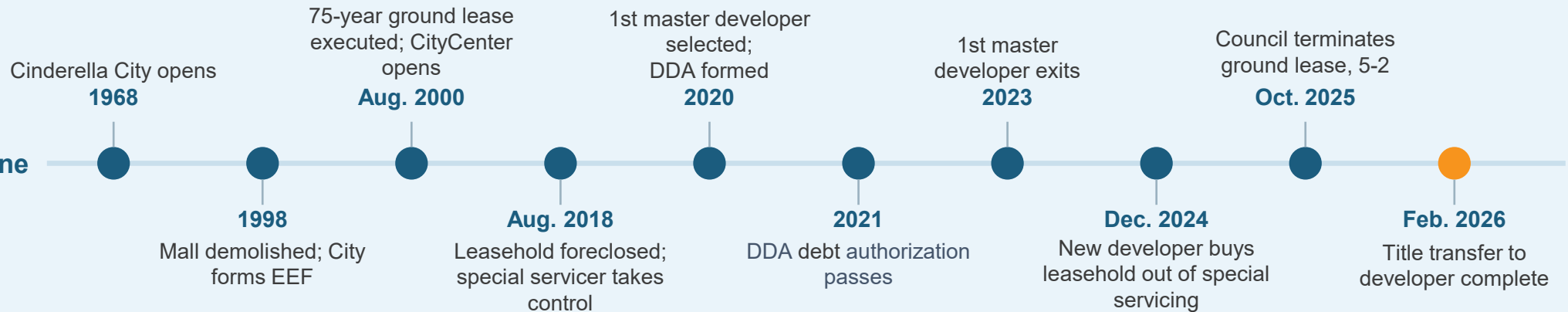
Public engagement

- Engagement tested redevelopment concepts and build consensus around future land uses or amenities
- Feedback gathered from community meetings and a survey

Results so far

- Retail core about 60 percent vacant by 2025
- Lease termination (2025): City traded land title for assets and use covenants
- First title transfer closed February 2026; no construction yet
- Phase 1 design expected to begin in 2027

Timeline



Matrix

Peer Example: Market at 88th, Thornton

15.6 acres

former Thornton Shopping Center

Mixed use

retail, dining, residential; set by the RFP

TIF award TBD

TIF anticipated to be used as gap funding source

6 years

2021 vote to acquire, to developer agreement in 2027

Deal structure: Not yet decided: RFP / selection process ongoing. The City will set sale or lease terms with the developer chosen in 2027.

City's Vision

- Revitalize and remediate former Thornton Shopping Center
- Mitigate development and site risk prior to engaging with private developer, creating "blank slate" for development
- Achieve a walkable, retail-driven community destination
- High quality design and placemaking with active public realm

Approach

- Council took the center by eminent domain (2021)
- Urban renewal authority relocated tenants, demolished, and removed contaminated soil
- TIF anticipated to be used to provide gap funding;
- RFP / developer selection process ongoing

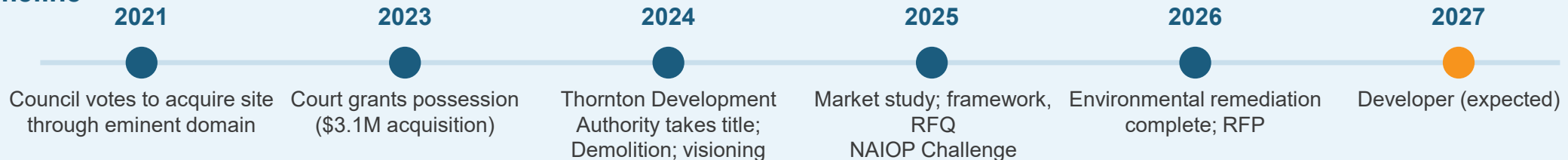
Public engagement

- Community visioning process
- Public-hearings;
- Community meetings held to provide updates on development progress
- Community voted on interim name choices for development

Results so far

- Cleanup certified complete September 2026
- Three developers shortlisted through RTP process; decision pending

Timeline



Peer Example: Eastlake, Thornton

1 to 2 acres

historic 1920 grain elevator

Restaurant hub

two restaurants and a bakery

\$2 to \$3 million

City infrastructure requested

25 years

City-owned since 2001; still vacant

Deal structure

Land Sale

Land sale requested at \$1 by both proposers, with City-built infrastructure; no deal has closed.

Vision & Background

- 1920 grain elevator site purchased by city from Union Pacific
- Iconic historic site and
- Strategic reinvestment focus as future community gathering and revitalization center

Public dollars and tools

- City bought the site in 2001 for about \$570,000
- Proposers asked the City to build the infrastructure, waive fees, and sell the land for \$1
- Council split in 2022 over using ARPA funds; deferred again in 2023

Public engagement

- Thornton Eastlake Station Area Master Plan leveraged engagement to set a vision
- Better Block Foundation partner event to gain community input
- Community feedback informed streetscape design

Results so far

- Two RFPs, one response each; no agreement closed
- Staff projected about \$2 million of tax revenue over 5 to 7 years
- Infrastructure ask grew from \$2 million to \$3.2 million

Timeline



Peer Example: Downtown Westminster

105 acres

Former shopping mall site

300 hotel rooms expected
2,300 residential units planned

7 million

Square feet of development at build-out

20 years

Purchase to first development opens

Deal structure

City as Master Developer

Land Sale

Led by the City of Westminster, the Westminster Chamber of Commerce, the Downtown Westminster Business Association, the Westminster Economic Development Authority, and the Westminster General Improvement District

Capital structure

\$450M

\$122M

Private: At least \$450M in housing, retail, hotel, and entertainment development

Public: At least \$122 million, to include acquisition, demolition, infrastructure, and site improvements

Public dollars and tools

- The Westminster Economic Development Authority acquired ~95% of site and retained control over redevelopment plan
- Individual blocks conveyed to private developers
- Designated URA area; WEDA uses tax increment financing; GID uses property tax levies and assessments

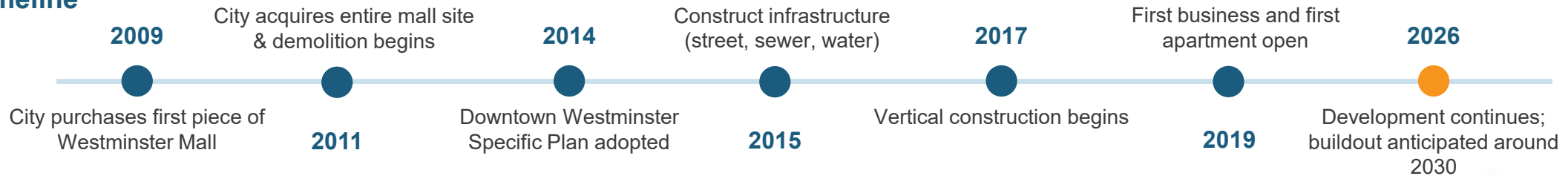
Public engagement

- Community-supported Downtown Westminster Specific Plan
- Community objectives are embedded in implementation

Results so far

- 700 residential units; nearly 200 are affordable or workforce housing
- ~250,000 SQ/FT of entertainment and retail
- Boutique hotel
- Alamo Drafthouse
- Housing, retail, and entertainment development continues

Timeline



Recommendation: Area Plan for the 28-Acre Site

Advantages

- Equips the City with greater leverage and redevelopment options than a piecemeal approach to site disposition
- The larger site may be more financially feasible for developers, and provides more control over the overall development program
- Alignment with the ULI TAP report; opportunity to align with the Facilities Master Plan and other City planning initiatives
- Can still pursue a phased approach to development, unified under a master plan

Phased Approach Options

- Create a master plan, or preferred approach
- Decide if the approach will incorporate a City Center redevelopment as part of development phasing
- Incremental approach allows for market adjustments and incremental absorption of development

Illustrative Next Steps

2026

- Identify a preferred alternative and process for redevelopment
- Prioritize next steps within the context of other key City initiatives

2027

- Process for determining interim Geneva Village site conditions
- Pre-demolition remediation (*Geneva Village*)
- Site demolition (*Geneva Village*)
- Post-demolition remediation (*Geneva Village*)
- Community engagement to evaluate potential redevelopment scenarios
- Infrastructure investments to position the site for redevelopment
- Market sounding/RFQ

2028

- RFP (as relevant)
- Findings and concept approval
- Contract negotiation

Thank you!