Urban Land Institute (ULI)
Building Healthy Places
Workshop Report
Denver’s Montbello Neighborhood

December 9, 2016
Funded by a grant through The Colorado Health Foundation
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I. Overview

With funding from the Colorado Health Foundation and support from the Denver Office of Economic Development (OED), the Colorado District Council of the Urban Land Institute (ULI Colorado) hosted a Building Healthy Places (BHP) workshop in Denver’s Montbello neighborhood on Friday, December 9, 2016.

The global Urban Land Institute (ULI) is a 501-c-3 nonprofit research and education nonprofit supported by 40,000 members representing the spectrum of land use and real estate development disciplines working in private enterprise and public service. ULI’s mission is to provide leadership in responsible use of land and in creating and sustaining thriving communities worldwide.

In partnership with the Colorado Health Foundation, ULI has become a leader in best practices to create healthy and sustainable places—communities where all residents can enjoy active lifestyles, access to healthy food, clean air and water, green space and natural systems, and a safe community supporting physical and mental health.

This workshop brought together ULI volunteer experts with community leaders and other stakeholders to envision new designs, developments and infrastructure to benefit community health. The one-day workshop provided observations, findings, recommendations, and practical first and next steps in retrofitting or designing the built environment to enhance community health and wellness.

Areas of focus included active transportation (walking and bicycling), access to healthy food, strengthening community bonds, economic development, improved public safety, and outdoor/environmental education.

ULI Colorado volunteer experts worked with community leaders to examine potential catalytic development parcels and their surrounding land uses. They found the potential for public investment (both municipal and philanthropic) combined with robust resident involvement to improve Montbello’s built environment.

Host Organization: Denver Office of Economic Development

The Denver Office of Economic Development (OED) is dedicated to advancing economic prosperity for the City of Denver, its businesses, neighborhoods and residents. OED takes a purposeful and intentional approach to economic development is designed to broaden the tax base, stimulate balanced growth, increase the availability and affordability of housing, revitalize neighborhoods, and develop a skilled workforce for the region’s employers. Working with a wide
variety of community partners, OED works to build and sustain an economic culture that reflects values of innovation and sustainability.

Sponsoring organization: The Colorado Health Foundation

The Colorado Health Foundation is a nonprofit organization that engages through grantmaking, public policy and advocacy, private sector engagement, strategic communications, evaluation for learning and assessment and by operating primary care residency training programs. Partners include nonprofits, health care leaders, policy makers, educators and the private sector. The vision of The Colorado Health Foundation is to make Colorado the healthiest state in the nation.

Background/Overview

Montbello is a diverse and proud community of 42,000 at Denver’s northeastern tip. Annexed in 1965, it was the first major annexation of privately owned land to far northeast Denver. Montbello is largely characterized by suburban-style development, with large subdivisions bordered by major arterials. Housing stock ranges from small ranch houses to large multi-level family homes.

Despite Montbello’s growing population and increased connectivity to the metropolitan fabric, the neighborhood faces a crisis of disinvestment. Neighborhood housing is aging and demographics shifting. The community lacks the commercial and cultural/community hubs necessary for a healthy neighborhood that is safe and walkable with convenient access to services including transit and fresh food options. Large, primary employers are present at the edges of Montbello, though most have little engagement. Unsubstantiated crime and public safety concerns are among the negative perceptions of the area. The automobile-oriented arterial corridors and industrial uses compound these challenges and inhibit pedestrian access to schools, transit and services.

Issues that most affect Montbello tie in with ULI’s mission to create sustainable and healthy communities. By definition, a healthy community provides walkable access to healthy food options, open spaces, transit, jobs, and schools in safe environments where residents can interact. If a neighborhood lacks these basic components, residents often face significant challenges to not only their personal health, but obstacles to economic opportunities.

Montbello residents expect a more prosperous, equitable, sustainable and healthy future. Its proximity to highways and the RTD commuter rail, the community’s prime location, situated between downtown and DIA, the abundance of young and diverse residents, and a growing regional economy indicate movement in a positive direction.

Other community assets bode well for the neighborhood. Local government facilities like the Arie P. Taylor Building and the presence of primary employers attracts visitors beyond neighborhood residents. Existing retail centers have fostered local, homegrown businesses. Though the area lacks a full-service grocery store, several food distributors and hunger relief organizations call Montbello home and present opportunities for collaboration. An international jewel, the Rocky Mountain Arsenal National Wildlife Refuge is a 15,000-acre expanse of prairie, wetland and woodland habitat right next to the neighborhood.

Right next to Montbello, the 15,000-acre Rocky Mountain Arsenal National Wildlife Refuge is an untapped resource for the neighborhood.
II. Challenges

- Montbello is often disadvantaged compared to Denver as a whole. For example, Montbello has only 6.22 park acres per 1,000 residents; City residents enjoy 63.7 acres.
- From 2000 to 2014, the poverty rate doubled to 28 percent, compared to 18 percent for all Denver. Some 37 percent of children under 18 live in poverty.
- The neighborhood lacks healthy food options, parks, and infrastructure that would allow general walkability. Low-income residents without cars experience the most significant food access barriers.
- Some 23 percent of adults are non-English speaking.
- About 34 percent of residents over age 25 lack a 12th-grade education, while 85 percent lack an Associate’s Degree or better.
- Montbello has very little community meeting space. Even the Montbello Community Center is in an adjacent neighborhood, Green Valley Ranch. This lack of meeting space creates a barrier to a broader sense of community.
- Limited availability of fresh food options contributes to high rates of diabetes and obesity. Larger chain grocery stores regard neighborhood demographics as a barrier to entrance into the market.
- The neighborhood is not walkable to get to schools, transit, food shopping, or even for simple exercise. Major arterials feature long blocks, minimal crossings, high-speed traffic, and inadequate sidewalks.
- The neighborhood lacks walkable destinations – grocery store, deli, coffee shop or gathering space.
- Public transit is limited. Since RTD bus lines consolidated there are fewer stops.
- The 2014 closing of Montbello High left a hole in the community. Residents felt a sense of loss over the institution and loss of neighborhood identity. Many locals feel the core of the neighborhood (now charter schools) is no longer for the residents. Stakeholders expressed many negative feelings around changes at this location.

III. Opportunities

- This is where landlocked Denver can grow: Montbello and surrounding areas possess thousands of acres of undeveloped land.
- Montbello’s diversity is an asset.
- Growth is already coming: In the next year alone, more than 1,200 more homes will be built in Montbello. For example, in the works is the Denver Connection by Village Homes, a 700-home, 400-acre master-planned, mixed-use development. In a walkable environment, The Denver Connection is envisioned to provide office, retail, hospitality, research and development, industrial, and residential space at the confluence of I-70 and Pena Boulevard. It provides a model for a more walkable, mixed-use future for Montbello.
- The planned Denver Connection development poses a walkable, mixed-use scenario that may apply in the rest of Montbello.
- The proposed Aerotropolis/Airport City developments will create $26 billion in regional economic impacts while creating thousands of middle- and high-wage jobs. This new development can benefit Montbello if visibly and practically connected to the neighborhood.
- The 1.38 acre former RTD Park-and-Ride site is a prime redevelopment site.
- The $6 million Environmental Learning for Kids (ELK) Open Space project will bring outdoor activity programming to thousands of neighborhood children.
- The 15,000-acre Rocky Mountain Arsenal National Wildlife Refuge is a huge underused asset for hiking, biking, and even camping and fishing.
• Montbello enjoys more industrial jobs paying middle- and higher wages than the city as a whole.
• Montbello’s open-drainage system can be improved and repurposed for open space and transportation.
• Local employers can be encouraged to develop job-training and hiring to benefit Montbello residents.

ELK’s Montbello Open Space Park will create a 5.5-acre upland prairie as an environmental education center for local kids.

IV. Workshop Findings and Recommendations

a) Create a Multicultural Heart-of-the-Community Park and Activity Area near the former Montbello High, next to a central building for community services, activities and celebrations

As noted in this report, Montbello has much less park acreage per 1,000 residents compared to the Denver average. But just as importantly, Montbello lacks a focal point and central gathering place. Workshop participants felt strongly that the cluster of three charter schools near the former Montbello High is the best place to create such a neighborhood amenity.

The park would celebrate Montbello’s multicultural nature and possibly repurpose a school building as a community center. All roads, walking paths, bike lanes and greenway trails would literally lead to this new Multicultural Heart-of-the-Community Park.

Like the Montbello Boulevard proposed below, the Heart-of-the-Community Park expresses a vision for transformation that will require collaboration, cooperation, creative funding and finance, and broader community support from the public and private sectors.

“The neighborhood parks system already has good ‘bones.’ Most residences are within one-quarter mile of a pocket or neighborhood park. In addition to creating a ‘central’ park, Montbello would benefit from neighborhood parks assessment to determine who and how many are using parks. This will allow the neighborhood to re-imagine how parks can become a catalyst for social interaction and healthy lifestyles.”

—Chris Parezo, Civitas, Inc., ULI volunteer

b) Create a Montbello Boulevard that provides a new spine and source of community pride.

The new “Montbello Boulevard” spine is envisioned to connect from Peoria Street to Chambers Road. Inspired by Denver’s historic parkways, this new boulevard will link residents to adjacent uses and foster a Montbello identity inspired by Denver’s neighborhood heritage. Practically, this will link the edges of Montbello to the proposed “heart of the community” park and gathering space.

• In a related step, create three identifiable and proud Montbello gateways. One can be an auto-access gateway at the new Montbello Boulevards and Chambers (also a good location for a new grocery store). The other two will be smaller, pedestrian-oriented gateways to create access to Rocky Mountain Arsenal NWR and to the new greenway system.
c) Healthy Food

Since the neighborhood Safeway closed in 2014, Montbello has struggled to attract another local vendor for fresh healthy food. The nearby Neighborhood Walmart has not filled the void to the community’s satisfaction. Stakeholders noted that the Safeway didn’t provide culturally relevant food programming when it was present. The workshop produced some alternatives until another grocer can be found:

- Work with Z Mart at East 52nd Avenue to expand its services into a coffee shop/local market.
- Partner with OED and others to create a business incubator/entrepreneurial center/fresh-food market.
- Identify vacant properties (examples: owned by city, churches or institutions) for urban agriculture. Work with schools and nonprofits to implement growing programs.
- Leverage the existing funding, programming, and location of the Urban Farm at Montbello, with the goal of adding a greenhouse to the community garden.
- Partner with ELK on urban agriculture and culinary training programs.
- Reach out to organizations like GrowHaus and Re:Vision to explore how models for urban agriculture and food coops might work in Montbello.

d) Active (and other) Transportation

ULI defines active transportation as walking and bicycling integrated into everyday life for commuting, getting to school, errands, or even walking to a transit stop to get to work. While walking and biking will not replace all auto trips, these options provide healthy alternatives, foster independence among children and seniors and place more “eyes on the street” to enhance public safety.

Active transportation requires an infrastructure framework including safe, shaded, well-lit sidewalks and public areas, safe and frequent street crossings, bike lanes, and greenways that link to everyday destinations such as schools, parks, shopping, jobs, and transit.

Although Montbello has a reasonable and complete network of sidewalks, the neighborhood Walk Score is only 40, meaning a car is needed for most daily activities. What Montbello lacks is convenient, safe destinations for walking and biking—reasons to leave the car at home.

A few “quick win” solutions that will start to make Montbello more walkable with more safe and convenient transit options:

- Several streets include a concrete drainage channel in the median. Explore opportunities to redesign the right of way to reduce paved areas and incorporate natural drainage into linear parks, thereby creating threads of green that link all edges of the community and pocket parks to one-another, the central park and the Rocky Mountain Wildlife Refuge.
- Create signed loops and distance markers that provide opportunities for short or long neighborhood walks linking destinations.
- Add safe, generous sidewalks to Peoria to enhance walking to the RTD train station, which could also blossom as a local retail area providing new neighborhood services.
Provide sidewalks under the I-70 overpass

- Create two pedestrian “gateways” at the northern end of the neighborhood and enhance the pedestrian environment along 56th Avenue, and into Rocky Mountain Arsenal. One should be at Uvalda Street with a direct connection to the new heart-of-the-community central park.
- Work with RTD to redesign east-west bus routes serving three neighborhood areas: North, Central and South.
- Ensure that RTD routes follow the new pedestrian-enhanced “Montbello Boulevard” – a central spine through the neighborhood that increases bike, pedestrian and transit mobility and links residents to the “heart of the community.”
- Explore a partnership with Uber/Lyft ride share programs to improve access to the Peoria RTD rail station

The workshop proposed improved pedestrian connections to RTD’s Peoria Station. Foot traffic may also be inviting to new retail services for Montbello.

- A commercial kitchen
- A cultural hub with performance spaces

Other vacant/underused sites with potential for positive redevelopment

- The St. Andrews Lutheran property, which is for sale, could be a good location for high-density senior housing. Such a residential complex could partner with the neighboring Montessori school for intergenerational activities/learning; working with Public Works to improve the crossings at Peoria.
- 4611-4631 Peoria Street: A “greenfield” site near city offices and services.
- 4005 Peoria Street (former bank site). Just over an acre. Repurpose existing building or redevelop entire site.

Commercial development possibilities that meet community needs may include:

- Bowling alley
- Movie theater
- Skating rink
- Arcade

f) Knitting the community together

- Create a community hub, potentially by moving the three charter schools and reclaiming Montbello High as a multicultural community center—the proposed new “heart of the community”
- Focus walking/biking initiatives and trails to link all parts of Montbello to this multicultural community center.
- Research opportunities for federal and state grants that aim to improve quality of life in neighborhoods.
- Launch a “Front Porch fund” to encourage/incentivize neighbors to add sociable front porches to their homes (fostering social interaction and ‘eyes on the street’ for public safety).
- Collaborate with the Colorado Construction Institute or another contractor industry group to leverage this as a job-training opportunity.
- Create a coalition of existing organizations that support health and wellness

e) Healthy Development (to create services, destinations and community focus)

ULI volunteers viewed the RTD land (12300 Albrook Drive) as the best opportunity for neighborhood-serving development to provide a community focus. RTD increasingly works in joint ventures with private developers to repurpose surplus properties as transit-oriented development (TOD).

Potential uses for the RTD land could include:

- Affordable, workforce housing and senior housing.
- A multipurpose space that would offer
  - Retail services
Pursuing any of these opportunities requires “buy in” from the community and engagement with other entities. They will include government agencies, nonprofit organizations, funders, and the business community.

Create a Multicultural Heart-of-the-Community Park

As the property owner, DPS must be engaged right away to play a significant role in any pursuit of this effort. Denver Parks and Recreation would likely be responsible for the operations and management of outdoor facilities and would be an important stakeholder. Engaging the help of the Greenway Foundation, the Colorado Health Foundation, Temple Hoyne Buell Foundation, or the Gates Family Foundation could provide the financial support for such a goal. These are examples of organizations that support the development of young people, one of Montbello’s demographic assets. Capital improvement grants could support smaller scale improvements at outdoor amenities, building projects and other projects in public spaces that serve multiple health, recreation, place making and urban agriculture objectives.

Healthy Food

Work with Z Mart and its current ownership, while incorporating the help of OED, small business support organizations, the Colorado Housing and Finance Authority (CHFA), and community development financial institutions to expand Z Mart’s services into a local market. These same entities would be helpful in creating any type of incubator, entrepreneurial center, or market. OED, CPD, and Public Works (DPW) would be valuable partners to identify city-owned properties that could be used for urban agriculture. Convening local produce distributors with groups like Denver Food Rescue, Metro Caring, Food Bank of the Rockies could also leverage existing hunger relief efforts.

V. Making it Happen: Where to Start, and What’s Next?

After the workshop, ULI volunteers produced a map showing new connections for pedestrians, bikes, cars and transit. (Courtesy OV Consulting)
Active (and other) Transportation

The community should take an active role in Community Planning and Development’s Neighborhood Planning Initiative. Coordinating goals and current efforts with these future plans will promote their success. Engaging Denver’s DPW will be vital to pursuing bicycle, pedestrian and wayfinding improvements. The community should explore opportunities to link Montbello to existing active transportation assets near the neighborhood. These include Rocky Mountain Arsenal Wildlife Refuge, Sand Creek Greenway and Highline Canal.

Organizations like BikeDenver and WalkDenver are already working to improve policies and infrastructure to ensure that walking and bicycling are viable and prioritized modes of transportation in Denver. Collaborating with them and identifying ways to enhance those efforts in Montbello is an important step in pursuing active transportation.

Development Opportunities

Continued engagement with RTD is essential to redevelop former Park-and-Ride for community benefit. The community must work to ensure that other vacant properties are redeveloped with a catalytic use that may provide affordable housing, jobs, services, and access to healthy food options. To this end, the community must continue to engage with OED, property owners, and commercial real estate brokers selling local properties. Small business resources, including the Small Business Administration, Small Business Development Center, Mi Casa, the Rocky Mountain MicroFinance Institute, and DRI Goods (Denver Retail Incubator) will play an important role in growing local, homegrown businesses.

Conclusion

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. Although Montbello currently experiences disinvestment and demographic issues, the neighborhood is well-poised and positioned to share in new economic opportunities with the great Aerotropolis/Airport City area.

Investments from the public, institutional, nonprofit and foundation sectors will probably come first and should be carefully coordinated with the goals of creating a healthy community. Areas of focus can include youth programs and job training, community and urban agriculture, parks and recreation, and infrastructure that supports active transportation and access to transit, parks, community centers, and open spaces.

Denver’s current gentrification issues may benefit Montbello by enticing new residents into the neighborhood, which could spur new investment/redevelopment in neighborhood-serving commercial. However, this gentrification could pose a long-term threat to neighborhood character and social mix. Montbello’s residents need to work with the City through the upcoming neighborhood planning effort to chart a future that is right for them. The planned Denver Connection neighborhood poses a promising direction for future greenfield development that includes mixed-use, access to transit, and walkable streets.
VI. Stakeholders Participating in the Workshop

Office of Mayor Michael Hancock, Office of Councilwoman Stacie Gilmore, Denver Office of Economic Development, Denver Department of Community Planning and Development, Denver Department of Public Works, Montbello Organizing Committee (MOC), Montbello 2020, North Denver Cornerstone Collaborative, Environmental Learning for Kids (ELK), Denver Food Rescue (DFR), Mi Casa Resource Center, Denver Public Schools (DPS), Academy 360, Transit Alliance, WalkDenver, Northeast Denver Housing Center, and Athletics and Beyond.

OED also engaged businesses from the following sectors: health and wellness, manufacturing, warehousing, medical, retail, and hospitality.

Acknowledgments

Thank you to: Christopher A. Smith, The Colorado Health Foundation; Paul Washington and John-Michael Hill, Denver Office of Economic Development; Max Lubarsky, OV Consulting; Jocelyn Hittle and David Thorpe, co-chairs, ULI Colorado Building Healthy Places Committee.
VII. ULI Volunteer Panelists

**Doug Elenowitz**, Principal, TrailBreak Partners, is a co-founder and principal of Trailbreak Partners where his focus is investment in and development of Colorado real estate. He is an expert in urban redevelopment having managed urban infill and environmentally complex real estate developments across the U.S. for nearly two decades. Previously, Doug was EVP and Director of Development for EnviroFinance Group (EFG), a development company that acquires, remediates and repositions environmentally impaired real estate throughout the U.S. He joined EFG following its 2011 acquisition of Brownfield Partners, the development firm he co-founded in 2003. In Denver, Doug oversaw redevelopment of the former St. Anthony Central Hospital, a 19-acre TOD urban mixed use development, and redevelopment of the ASARCO Globe Smelter; a public private partnership and one of Denver area’s most significant remediation and urban redevelopment projects. Before starting Brownfield Partners, Doug was a Project Manager with a national developer of environmental properties, an Associate with a private equity fund, making equity and debt placements in assets with environmental complexities and an underwriter with a leading international insurer. He holds a B.S. in Environmental Health from the University of Georgia and an MBA from CU. He is a member of the ULI Urban and Mixed Use Development Council, the Denver Public Schools Bond and Mil Levy Oversight Committee, is a Real Estate Diversity Initiative (REDI) Mentor, and is a 2011 graduate of Leadership Denver. Doug is married with a son and daughter and lives in Denver.

**Dr. Djuana Harvell** is a be well/be EPIC Project Manager for the Stapleton Foundation for Sustainable Urban Communities. She is responsible for managing all project activities of a Center for Disease Control and Prevention funded Racial and Ethnic Approaches to Community Health (REACH) initiative. This effort is aimed to demonstrate the impact of creating access to opportunities for physical activity on reducing health disparities among African-Americans. She was previously a research associate in the Department of Medicine at the University of Colorado Denver where her research areas were breast cancer and HIV. Dr. Harvell graduated from Clark Atlanta University with a B.S. and M.S. in Chemistry and in 2001, earned a Ph.D. in Pathology and Microbiology from the University of Nebraska Medical Center. She serves on numerous community boards including: Mountain States Regional Health Equity Council VIII, Delta Sigma Theta Sorority, Inc., Denver Alumnae Chapter, a public service organization, and the Bennie E Goodwin After-School Academic Program. Her awards and acknowledgements include the Torch of Excellence Award, Irma Kelly Hudson Image Community Award, the Denver Urban Spectrum’s African American’s Who are Making a Difference Award, and the Women of Distinction Award by the Girl Scouts of Colorado. She is also a graduate of the Colorado Black Chamber’s Chamber Connect Program and is currently a participant of the Delta Sigma Theta Sorority, Inc. Delta Fellows National Leadership Program.

**Chris Parezo**, principal, Civitas, Inc, is passionate about cities, and infinitely curious about how design influences the way we live. Chris joined Civitas 15 years ago and brings 15 years of experience in architecture and urban design. He works with both public and private clients in creating a vision for their project and obtaining the necessary approvals and entitlements to move the project toward reality. He has led significant public outreach process to garner community input and support that is necessary to the success of the project. Chris recently completed a 400-acre urban design master plan for Pena Station, a transit-oriented, community in Denver. He is currently leading the I-25/Broadway Station Area Plan for the City of Denver, as well as the urban design for a 185-acre transit-oriented Fitzsimons Innovation Campus in Aurora.

**Beth Vogelsang** (ULI panel chair), AICP is the Owner and Principal Planner of OV Consulting. Beth is a transportation and land use planner with 20 years of experience in the public and private sectors. Her work history includes land use planning, transit planning, bicycle-pedestrian connectivity, station area planning and stakeholder/community outreach and consensus building. Beth has worked extensively throughout Colorado and in the Denver metro area planning for synergistic land use densification and multi-modal mobility. She has recently enhanced her core planning practice with an emphasis on healthy communities planning and livable community design. Beth is currently the Project Manager for Denver’s University and Colorado Multi-Station Mobility Study and 40th & Colorado Next Steps Study. Her transportation and land use work extends to Colorado counties, RTD and CDOT as she continues to look for innovative ways to shape future mobility.
VIII. Overview of ULI Colorado Advisory Services

In 2013, recognizing the connection between physical health and the built environment, TCHF launched the Building Healthy Places Initiative with the Urban Land Institute. This has resulted in influential national ULI advisory panels in Arvada, Denver and Lamar; a series of new publications on principles and best practices; and local panels in Adams County, Colorado Springs, Denver, Edwards, Loveland, Pueblo, and Westminster. Already these advisory services have resulted in measurable physical changes leading to the creation of healthier places.

The Colorado District Council of the Urban Land Institute (ULI Colorado) is the 1,400-member field office of the global ULI, a 501-c-3 nonprofit dedicated to best practices in land use. ULI Colorado mobilizes the volunteer skills of members from 26 different professions for the betterment of careers and communities. ULI’s key issues included affordable housing, building healthy places, diversity, economic revitalization, transit-oriented development, and compact, walkable development. ULI Colorado is led by volunteer chair Amy Cara, a partner in East West Denver. The staff includes executive director Michael Leccese, director Eric Swan, manager Sarah Franklin, and associate Charles Allison-Godfrey. ULI Colorado conducts 40+ programs a year including panel discussions, project tours, advisory services, mentoring and leadership, community service and publications.

Example of a pedestrian/bike gateway. Largely funded by foundations, this new gateway and plaza in Overton Park, Memphis, links to downtown and neighborhoods through bike lanes and trails. It has been called a love letter to Memphis cyclists.

Houston’s Buffalo Bayou trails provide alternatives for active transportation in this freeway-laced city. Good for neighborhood services and business, too: A 2013 study of these urban trails showed a fourfold increase in the number of businesses in the area and boosted retail sales from $10 million to $57 million.