Arapahoe Square Zoning

Task Force Meeting 4

June 11, 2015
3:00 – Opening/Welcome
3:15 – Presentation
  • Off-street vehicle parking requirements
  • Permitted uses
4:05 – Break
4:15 – Task Force Discussion and Feedback
5:45 – Update on Building Form Standards and Testing
5:55 – Wrap-Up and Next Steps
Off-Street Vehicle Parking Requirements
Parking Considerations

• The role of zoning = determine a **minimum** amount of parking required on-site for private development
  – The market/lender requirements often lead to more parking than what zoning requires

• Zoning does NOT regulate:
  – Public parking, including on-street parking
  – Parking management strategies
Parking: Guiding Documents

- Citywide Strategic Parking Plan (2010)
- Denver Zoning Code (2010)
Comprehensive, city-wide framework for coordinating parking related issues

One-size-fits-all approach cannot effectively manage parking for Denver’s diverse neighborhoods and business areas

Innovative strategies

Involve community in parking management
Parking management is a **VERB** not a noun.
• Acknowledge a variety of land use patterns & contexts

• Manage parking as an asset: most publically held, kept healthy, recover costs

• Encourage an integrated, collaborative approach to the parking management toolbox

Goal for the limited resource is BALANCE
1. Parking Demand
2. Parking Location
3. Parking Time
4. Pricing
5. Parking Supply

Reduce number of vehicles in an area, to reduce parking demand

EXAMPLE:
✓ Car Share Pilot Program
1. Parking Demand
2. Parking Location
3. Parking Time
4. Pricing
5. Parking Supply

Shift parking patterns away from high demand areas to take advantage of underutilized inventory

EXAMPLES:
✓ Shared parking

Highlands Square (32nd and Lowell)

Lower Highlands
1. Parking Demand
2. Parking Location
3. Parking Time
4. Pricing
5. Parking Supply

Shift parking patterns away from high demand areas to take advantage of underutilized inventory

EXAMPLE:
✓ Clear wayfinding and information
✓ Utilize new technologies
• SPP Toolbox organized by 5-step methodology
  1. Parking Demand
  2. Parking Location
  3. Parking Time **Limits the amount of time some or all users can remain parked in certain areas**
  4. Pricing
  5. Parking Supply

EXAMPLE:
✓ Posted time limits
✓ Parking Permit Programs
SPP Toolbox organized by 5-step methodology

1. Parking Demand
2. Parking Location
3. Parking Time
4. Pricing
5. Parking Supply

Introducing a fee for a parking stay. Limits stay duration and increases turnover. Moves vehicles off-street

EXAMPLE:
- On and off-street rate surveys
- Smart Meter installation and Customer Service
SPP Toolbox organized by 5-step methodology

1. Parking Demand
2. Parking Location
3. Parking Time
4. Pricing
5. Parking Supply

Maximize use of existing parking inventory before adding supply

 постоянно работает, чтобы максимизировать существующий парковочный парк, чтобы поддерживать множество видов деятельности и пользовательских групп.
Public Works is committed to partnering with stakeholder groups and logged over 10,000 stakeholder hours in 2012.

Who:
- ROWE
- Parking Operations
- TES
- Policy, Planning and Sustainability
- PW Cashiers

How:
- Council Offices
- Business/Merchant Groups
- Downtown Denver Partnership
- CCN Business Improvement and other districts
- Phone and E-mail Inquiries

Stakeholder outreach is the key to our success!
Public Works – Parking Operations

parkingoperations@denvergov.org

Cindy Patton
Cynthia.patton@denvergov.org
720-865-3157
What does the code regulate?

• Required vehicle parking ratios
  – Vary by neighborhood context
  – D-AS is in the Downtown Context

• Citywide tools for flexibility
  – Reductions and exemptions in required parking
Citywide Parking Tools

- **Off-Site Parking**
  - All required parking may be located off site
  - Must be within 1,500 ft walking distance of site

- **Shared Parking**
  - For mixed uses on one site or multiple uses located next to each other
  - Can also use if there is a parking district in place that provides parking at a district-level
## Citywide Parking Reductions

<table>
<thead>
<tr>
<th>Type of Reduction</th>
<th>Reduction Allowed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Affordable Housing</td>
<td>20% reduction in total parking</td>
</tr>
<tr>
<td>Single Room Occupancy Hotel</td>
<td>0.25 per unit requirement</td>
</tr>
<tr>
<td>Assisted Living Facility</td>
<td>Requirements reduced up to 0.5 spaces per unit if it is demonstrated that the facility generates less parking demand</td>
</tr>
<tr>
<td>On-Site Car Sharing</td>
<td>Required parking may be reduced by 5 vehicle spaces for each 1 car share space available</td>
</tr>
<tr>
<td>Off-Site Car Sharing</td>
<td>Must be within 1,500 ft of site; zoning administrator determines reduction</td>
</tr>
<tr>
<td>Bike Sharing (on or adjacent to site)</td>
<td>Required parking may be reduced by 1 vehicle space for each 5 bike share parking spaces</td>
</tr>
</tbody>
</table>

*Note: may be used in combination but total reduction may not exceed 50%
These all currently apply in D-AS and would continue to apply in D-AS*
# Citywide Parking Exceptions

<table>
<thead>
<tr>
<th>Type of Exception</th>
<th>Reduction Allowed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small Lots</td>
<td>No parking required for lots 6,250 SF or smaller in all Mixed Use Commercial Zone Districts (includes D-AS)</td>
</tr>
<tr>
<td>Ground Floor Retail Uses in Mixed Use Projects</td>
<td>No parking required for ground floor retail uses and food sales (may not exceed 10,000 SF) or eating/drinking establishments (may not exceed 3,500 SF). Must be within multi-story mixed use building</td>
</tr>
<tr>
<td>Historic Structures</td>
<td>Range of options – see Section 10.4.5</td>
</tr>
<tr>
<td>Preservation of Existing Trees</td>
<td>May request reduction in parking to preserve existing trees; request through administrative adjustment process</td>
</tr>
</tbody>
</table>

*These all currently apply in D-AS and would continue to apply in D-AS*
# Current Off-Street Parking Requirements (minimums)

<table>
<thead>
<tr>
<th>Zone District</th>
<th>Downtown (except Golden Triangle and Arapahoe Square)</th>
<th>Arapahoe Square (D-AS)</th>
<th>Urban Center (C-MX, C-MS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>No Requirement</td>
<td>1.25/1,000 SF</td>
<td>1.25/1,000 SF</td>
</tr>
<tr>
<td>Retail</td>
<td>No Requirement</td>
<td>1.25/1,000 SF</td>
<td>1.25/1,000 SF</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>No Requirement</td>
<td>0.75/unit</td>
<td>0.75/unit</td>
</tr>
<tr>
<td>Restaurants</td>
<td>No Requirement</td>
<td>2.5/1,000 SF</td>
<td>2.5/1,000 SF</td>
</tr>
</tbody>
</table>
What is the Market Building in the Downtown Area?

<table>
<thead>
<tr>
<th>Use</th>
<th>Parking Ratios Provided (often where no parking is required by zoning)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>1.2 – 2.1 spaces per 1,000 SF</td>
</tr>
<tr>
<td>Residential</td>
<td>0.8 – 1.3 spaces per unit</td>
</tr>
<tr>
<td>Retail</td>
<td>2 – 4 spaces per 1,000 SF</td>
</tr>
</tbody>
</table>
• Retain existing off-street parking requirements, or adjust to match the rest of Downtown context, with no requirements?
Allowed Uses
Plan Guidance: Mix of Uses

GOAL
Redevelop Arapahoe Square as a cutting edge, densely populated, mixed-use area that provides a range of housing types and a center for innovative businesses.
Similar to all Downtown context zone districts, D-AS allows a wide range of land uses, including:

- Office
- Residential of all types (single family, multi family, live work, student housing)
- Retail/Restaurant
- Civic and Institutional
Uses to Discuss Today

- Street level active uses
- Surface parking lots
- Light automobile services (car washes, gas stations)
- Mini-storage
- Drive-throughs
- Homeless shelters/social service
Regulations of Uses in DZC

Is the use allowed?
• Permitted = P
• Permitted with Limitations = LP
• Not Permitted = NP

What process is required to establish the use?
• Zoning Permit = ZP
• Zoning Permit with Informational Notice = ZPIN
• Special Exception Review = ZPSE
Street Level Active Uses
Street Level Active Uses: Plan Guidance

- **Design Elements** – Give prominence to the pedestrian realm as a defining element of neighborhood character. Locate commercial uses on the ground floors to activate buildings and the street.
Existing D-AS Regulations

• Current D-AS Requirements:
  – No requirements in zoning for street level uses

• Design Standards & Guidelines (DSG) Requirements:
  – Standard: “The ground floor area of those portions of buildings conforming to build-to street orientation requirements shall be occupied by active commercial or residential uses” (p. 9)
DSG Requirements for Parking Structures:

– “Parking structures with street-oriented frontage shall provide the opportunity for leasable commercial space for not less than 50% of the ground level frontage” (p. 8)
<table>
<thead>
<tr>
<th>Zone District</th>
<th>Street Level Active Use Required?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Downtown Core (D-C)</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Within 30 feet of 16&lt;sup&gt;th&lt;/sup&gt; Street Mall, 65% of street frontage must have “pedestrian active use”</td>
</tr>
<tr>
<td>Urban Center (C-MX, C-MS)</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>For 70-75% of primary street frontage (same % requirement as build-to):</td>
</tr>
<tr>
<td></td>
<td>• No parking, mini-storage, or warehouse uses</td>
</tr>
<tr>
<td></td>
<td>• No accessory drive-through or accessory car wash bay uses</td>
</tr>
<tr>
<td></td>
<td>• Allowed active uses must occupy at least 15’ of depth</td>
</tr>
</tbody>
</table>
Proposal for Task Force Input

• Utilize approach similar to current DSG and the Urban Center zone districts:
  – Requirements only apply to 70% of street frontage
  – No parking, mini-storage, warehouse, accessory car wash or drive-through for 15’ of depth along the street
  – Consider also restricting Light Auto Service as a primary use (no gas station, car wash, etc.)
Exception for Small Lots

Curtis Lofts at 21st and Curtis. Lot size = 6,250 SF
Exception for Small Lots
Exception for Small Lots
• Exception for very small lots (~6,250 SF)
  – Requires full enclosure and high quality design (through design review)
  – Must be designed to allow for conversion to active use in the future
Surface Parking Lots
27% of private land zoned D-AS is occupied by stand-alone surface parking lots (parking lots are the primary use)
N.1 Encourage Development of Parking Lots:

- Significant reduction in parking lots will only occur when parking revenue streams become less viable, when market demand increases, or when sufficient community investment and economic development occurs.
- Changes most likely to help push toward redevelopment:
  - Market changes
  - Changes in transportation patterns (less demand for parking)
  - Citywide change in regulations for parking lots or billboards
Current Zoning

• D-AS: only existing Downtown zone district that allows new surface parking lots as primary use with no limitations
• D-GT: new parking lots allowed only with limitations:
  – Shall not offer parking to the public for a fee
  – Must be for the use of an existing residential or commercial use and within 200 ft of that use
• All other Downtown zone districts: parking lots are not permitted

Note: the discussion is about stand-alone parking lots that are the only use on the property, not parking lots that serve an active use/building on the same property.
Proposal for Task Force Input

• At minimum, apply the same limitations as D-GT zone district:
  – Shall not offer parking to the public for a fee
  – Must be for the use of an existing residential or commercial use (for their residents or employees) and within 200 ft of that use

• Consider making new surface parking lots not permitted
Light Auto Services (gas stations, car washes, etc)
Background and Plan Guidance

• Light Auto Services
  Includes:
  – Gas stations
  – Routine maintenance (e.g. oil and tire changes)
  – Car washes

• Nothing specific in plan about this use
Current Zoning

• D-AS = permitted with limitations. Limitations include:
  – Vehicles may not be parked on the street
  – Outdoor lighting shall be turned off at close of business, 11pm at the latest

• Light Auto Services not permitted in all Downtown districts except D-GT and D-AS
Proposal for Task Force Input

• Consider applying additional limitations:
  – Must be fully enclosed with no outdoor displays, sales or storage
  – Do not allow within the 70% of building frontage that must meet street level active use requirements
Mini-Storage Facilities
• Nothing specific in plan
• Similar to above grade parking
  – Not an active use
  – Often have blank, uninteresting facades
Current Zoning

• D-AS = permitted
  – Use table says with limitations, but limitations do not apply since they are only for MS and MX zone districts

• All Downtown districts (except Civic Center) = same as D-AS

• Urban Center (C-MX and C-MS): permitted with limitation that there cannot be outside entrances to individual storage units
Proposed Mini Storage and Champa and Park Ave
• Treat similarly to above grade parking:
  – Mini-storage use does not qualify as street-level active use
  – Above street-level, high quality architecture for facades
Examples of Quality Architecture
Drive-Throughs
• Drive-throughs are an accessory use in the code
  – Accessory to the primary use of eating/dining establishment

• Nothing specific in plan

• Market is not building this use in Arapahoe Square/downtown
Current Zoning

• D-AS = permitted with limitations. Limitations are only applicable where the site is adjacent to a residential zone district. Limitations include:
  – No lighting glare on neighboring property
  – Restrictions on hours of operation

• Not Permitted in all Downtown districts except D-GT and D-AS
Proposal for Task Force Input

• Change drive-through accessory use to Not Permitted
Homeless Shelters/Social Service Uses
Plan Guidance

Social Services

GOAL STATEMENT
Better manage the provision of social services and provide more appropriate facilities in order to improve the development climate, connectivity, and safety.

THE ARAPAHOE SQUARE COMMUNITY IDENTIFIED TEN MAJOR ISSUES:
1. Concentration of service providers and homelessness – The concentration of social service providers and congregating homeless individuals are factors, both real and perceived, that hinder new investment, degrade the pedestrian experience, and diminish personal safety and security.
Current Zoning

• The zoning code does not have a category for social services
  – Zoning regulates the “what,” not the “who”
  – Social service uses fall into broader land use categories such as medical office/clinic

• There is a category for “Shelter for the Homeless”
  – Complex regulations with many limitations, including limitations applicable to Residential Care Use
• Homeless shelters permitted with limitations in all multi family and mixed use commercial zone districts in the city. Limitations include:
  – Min 2,000 ft spacing between shelters
  – Proposed shelter cannot be within 4,000 ft radius of two or more existing shelters
  – 200 bed limit per shelter (350 for shelters with a legal zoning permit as of Jan 1, 2005)
  – No more than 950 beds in one council district
  – Min 500 ft spacing from a school (to meet state law)
Arapahoe Square

Zoning
and Design Standards
& Guidelines

May 2015

Existing shelter/large residential care use

Large Res Care or Shelter
2000' Radius
One facility within area

4000' Radius
No more than two other such uses

School
No Shelter within 500'

Arapahoe Square

University Prep

Emily Griffith

Polaris at Ebert

May 2015

Existing shelter/large residential care use
Plan Recommendations to Address Social Services

- Focus on creative housing strategies and public-private partnerships

<table>
<thead>
<tr>
<th>Related to Zoning</th>
<th>Not Related to Zoning</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encourage <strong>courtyard development form</strong>: new zoning will allow for courtyards</td>
<td>Create an Arapahoe Square <strong>Social Services Working Group</strong></td>
</tr>
<tr>
<td></td>
<td>Develop a <strong>pilot SRO project</strong></td>
</tr>
<tr>
<td></td>
<td><strong>Repurpose Triangle Parks</strong> along Broadway</td>
</tr>
<tr>
<td></td>
<td><strong>Public-private partnerships</strong>, such as the Community Coordinating District formed in 2011</td>
</tr>
</tbody>
</table>
For Task Force Consideration

• Social service uses are a citywide topic: cannot solve through an approach unique to Arapahoe Square
  – Any potential changes to the zoning code should result from a citywide dialogue and approach

• The best avenue to address this topic currently: updated plan for Denver’s Road Home
Break
Task Force Discussion
• Retain existing off-street parking requirements, or adjust to match the rest of Downtown context, with no requirements?
• Utilize the same approach as the Urban Center zone districts:
  – No parking, mini-storage, warehouse, accessory car wash or drive-through for 70% of street frontage (for 15’ of depth)
  – Consider also restricting Light Auto Service as a primary use (no gas station, car wash, etc.)
• Exception for lots ~6,250 SF and smaller
  – Requires full enclosure and high quality design (through design review)
  – Must be designed to allow for conversion to active use in the future
• At minimum, apply the same limitations as D-GT zone district:
  – Shall not offer parking to the public for a fee
  – Must be for the use of an existing residential or commercial use (for their residents or employees) and within 200 ft of that use

• Consider making new surface parking lots not permitted
Mini-Storage

• Treat similarly to above grade parking:
  – Mini-storage use does not qualify as street-level active use
  – Above street-level, high quality architecture for facades
• Consider applying additional limitations:
  – Must be fully enclosed with no outdoor displays, sales or storage
  – Do not allow within the 70% of building frontage that must meet build-to requirement
Drive-Throughs

• Change accessory drive-through use to Not Permitted
Update on Building Form and Testing
Upper Story Setback: Approach

- Last meeting: task force feedback was that 80% of façade length required to setback was a bit too much
  - Try 65-70% instead (with 30-35% max façade length not stepped back)
- Staff tested 65-70% of façade setback on a variety of lot sizes
Upper Story Setback: Approach
Upper Story Setback: Approach

35% (35’)

100’ wide zone lot
Upper Story Setback: Approach

35% (70')

200’ wide zone lot
Upper Story Setback: Approach

35% (105')

300' wide zone lot
Upper Story Setback: Approach

35% (105')

300' wide zone lot
Upper Story Setback: Approach

30% (90')

300' wide zone lot
Upper Story Setback: Approach

30% (120')

400’ wide zone lot
Upper Story Setback: Approach

80'

400’ wide zone lot
Upper Story Setback: Approach
Upper Story Setback: Approach

80'

400’ wide zone lot
Upper Story Setback: Approach

• For testing group to test:
  – 65% min of façade length must setback by at least 15’ (35% does not setback)
  – 80’ max façade length that does not setback
  – Whichever is more restrictive applies

• Will have them test the entire approach, including the 15’ min dimension
• Goal: test for buildability
• Experienced architects, developers and builders
• Staff will share all results with the task force
• All major building form standards, including:
  – Upper story setback requirement
  – Point tower form (10,000 SF max floorplate, etc.)
  – Potential incentive for wrapped parking garages
<table>
<thead>
<tr>
<th>Name</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chris Frampton – East West Partners</td>
<td>Developer</td>
</tr>
<tr>
<td>Jim Erwin – The Opus Group</td>
<td>Developer</td>
</tr>
<tr>
<td>John Yonishefski – RNL</td>
<td>Architect</td>
</tr>
<tr>
<td>Chris Shears – Shears Adkins Rockmore</td>
<td>Architect</td>
</tr>
<tr>
<td>Jim Bershof – OZ Architecture</td>
<td>Architect</td>
</tr>
<tr>
<td>Brian Klipp – gkkworks</td>
<td>Architect</td>
</tr>
<tr>
<td>David Daniel – Davis Partnership</td>
<td>Architect</td>
</tr>
<tr>
<td>Randall Phelps – Kimley Horn</td>
<td>Civil Engineer</td>
</tr>
<tr>
<td>Scott Conrad – Swinerton</td>
<td>Builder</td>
</tr>
</tbody>
</table>
Next Steps

Test Group Work Session:
June 25, 8:30-11am, Webb Building
(task force members may observe)

Task Force Meeting 5:
July 16, 3-6pm