# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>TITLE</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>INTRODUCTION</strong></td>
<td></td>
</tr>
<tr>
<td>A. The Vision for Capitol Hill and Cheesman Park</td>
<td>1</td>
</tr>
<tr>
<td>B. Organization and Use of this Plan</td>
<td>2</td>
</tr>
<tr>
<td>C. Relationship to Other Plans</td>
<td>3</td>
</tr>
<tr>
<td>D. The Planning Process</td>
<td>3</td>
</tr>
<tr>
<td>E. The History of Capitol Hill and Cheesman Park</td>
<td>3</td>
</tr>
<tr>
<td>F. The Setting for Capitol Hill and Cheesman Park</td>
<td>6</td>
</tr>
<tr>
<td><strong>I. FRAMEWORK PLAN</strong></td>
<td>13</td>
</tr>
<tr>
<td>A. Land Use</td>
<td>18</td>
</tr>
<tr>
<td>1. Housing</td>
<td>23</td>
</tr>
<tr>
<td>2. Density</td>
<td>25</td>
</tr>
<tr>
<td>3. Vacant and Abandoned Buildings</td>
<td>25</td>
</tr>
<tr>
<td>4. Businesses</td>
<td>26</td>
</tr>
<tr>
<td>5. Mixed-Use Developments</td>
<td>29</td>
</tr>
<tr>
<td>6. Assemblages</td>
<td>30</td>
</tr>
<tr>
<td>7. Community Facilities</td>
<td>30</td>
</tr>
<tr>
<td>B. Zoning</td>
<td>30</td>
</tr>
<tr>
<td>C. Character and Form</td>
<td>42</td>
</tr>
<tr>
<td>1. Historic Preservation</td>
<td>44</td>
</tr>
<tr>
<td>2. Landscaping</td>
<td>46</td>
</tr>
<tr>
<td>3. Parks and Recreation</td>
<td>51</td>
</tr>
<tr>
<td>4. Open Space</td>
<td>53</td>
</tr>
<tr>
<td>5. Pedestrian Orientation</td>
<td>54</td>
</tr>
<tr>
<td>6. Neighborhood Edge</td>
<td>54</td>
</tr>
<tr>
<td>7. Landform</td>
<td>56</td>
</tr>
<tr>
<td>8. Urban Design</td>
<td>56</td>
</tr>
<tr>
<td>D. Circulation</td>
<td>57</td>
</tr>
<tr>
<td>1. Circulation Studies</td>
<td>58</td>
</tr>
<tr>
<td>2. Streets</td>
<td>65</td>
</tr>
<tr>
<td>3. Pedestrians and Bicycles</td>
<td>67</td>
</tr>
<tr>
<td>4. Transit</td>
<td>69</td>
</tr>
<tr>
<td>5. Parking</td>
<td>71</td>
</tr>
<tr>
<td>E. Community Services</td>
<td>74</td>
</tr>
<tr>
<td>1. Schools</td>
<td>75</td>
</tr>
<tr>
<td>2. Crime Prevention</td>
<td>77</td>
</tr>
<tr>
<td>3. Special Populations</td>
<td>78</td>
</tr>
<tr>
<td>F. Environment</td>
<td>80</td>
</tr>
<tr>
<td>1. Graffiti</td>
<td>80</td>
</tr>
<tr>
<td>2. Trash Collection</td>
<td>81</td>
</tr>
</tbody>
</table>
3. Street Sweeping ................................................. 82
4. Snow Removal .................................................. 82
5. Pet Care .......................................................... 83
6. Noise .............................................................. 83

II. DISTRICT PLAN ....................................................... 85
A. Broadway / Lincoln ........................................... 90
B. Sherman ............................................................ 97
C. Grant / Logan ..................................................... 101
D. Capitol District ................................................... 104
E. Heart of Capitol Hill ........................................... 107
F. Cheesman North .................................................. 110
G. Cheesman West ................................................... 112
H. Botanic Gardens .................................................. 114
I. Morgan's Addition .............................................. 117
J. 7th Avenue / Country Club North ......................... 120
K. 7th Avenue West .................................................. 122
L. Governor's Park .................................................. 124

III. FOCUS AREA PLAN .............................................. 135
A. 9th and Corona ................................................... 138
B. 11th and Ogden ................................................... 146
C. 6th Avenue ........................................................ 150
D. East Colfax / Park Avenue .................................... 156
E. East Colfax / Esplanade ....................................... 159

ACKNOWLEDGEMENTS ............................................... 165
# LIST OF ILLUSTRATIONS

<table>
<thead>
<tr>
<th>TITLE</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I. FRAMEWORK PLAN</strong></td>
<td>13</td>
</tr>
<tr>
<td>OVERALL NEIGHBORHOOD CONCEPTS</td>
<td>15</td>
</tr>
<tr>
<td>LAND USE</td>
<td></td>
</tr>
<tr>
<td>GENERALIZED EXISTING LAND USE</td>
<td>19</td>
</tr>
<tr>
<td>BUILDING FABRIC</td>
<td>21</td>
</tr>
<tr>
<td>NEW DEVELOPMENT STRATEGY</td>
<td>27</td>
</tr>
<tr>
<td>ZONING</td>
<td></td>
</tr>
<tr>
<td>EXISTING ZONING AND MOUNTAIN VIEW ORDINANCE</td>
<td>33</td>
</tr>
<tr>
<td>EXISTING HEIGHT LIMITS IN NEIGHBORHOOD</td>
<td>35</td>
</tr>
<tr>
<td>BUILDING HEIGHT STRATEGY</td>
<td>37</td>
</tr>
<tr>
<td>FORM CIRCULATION</td>
<td></td>
</tr>
<tr>
<td>EXISTING STREET SYSTEM</td>
<td>61</td>
</tr>
<tr>
<td>EXISTING ONE-WAY STREETS</td>
<td>63</td>
</tr>
</tbody>
</table>

| **II. DISTRICT PLANS**                                    | 85   |
| DISTRICT BOUNDARIES (STUDY SUBAREAS)                      | 87   |
| GOVERNOR'S PARK SUBAREA                                   |      |
| FORM ANALYSIS                                             | 127  |
| GOVERNOR'S PARK URBAN DESIGN IDEAS                        | 129  |

| **III. FOCUS AREA PLANS**                                 | 135  |
| 9TH AND CORONA FOCUS AREA                                 |      |
| URBAN DESIGN IDEAS                                        | 139  |
| EAST COLFAX / ESPLANADE FOCUS AREA                        |      |
| URBAN DESIGN IDEAS                                        | 161  |
INTRODUCTION
A. THE VISION FOR CAPITOL HILL AND CHEESMAN PARK

Capitol Hill and Cheesman Park neighborhoods are unique. With a mixture of single-family and multiple-family housing, they are the most densely populated neighborhoods in Denver. Home to a wealth of late 19th century and early 20th century residential, commercial, and public structures, they provide an irreplaceable historic resource for the City. Located between Downtown Denver, the State Capitol complex, and the Cherry Creek shopping district, they create a housing base for the region’s largest employment and retail centers. The neighborhoods are home to the City’s most diverse population: elderly, young, middle-aged, single, married, physically disabled, homeless, mentally disabled, runaway youth, wealthy, poor, middle class, gay, straight, African-American, Native American, White, Asian, and Hispanic. Finally, because of their location, their zoning, and the supportive nature of their residents, Capitol Hill and Cheesman Park neighborhoods have a concentration of group homes and other social service facilities.

Responding to these qualities, the vision for Capitol Hill and Cheesman Park neighborhoods has the following themes:

○ **LIVABILITY:** The neighborhoods will be reinforced as an inviting, well maintained, safe, and comfortable living environment for individuals and families of diverse ages, capabilities, incomes, lifestyles, and ethnic backgrounds. Schools, parks, transportation systems, retail businesses, and public and private maintenance programs will meet the needs of a diverse and dense urban residential neighborhood.

○ **DIVERSITY:** The rich mixture and diversity of age, lifestyle, ability, income, and ethnicity of residents will be encouraged and supported as valued characteristics of Capitol Hill and Cheesman Park neighborhoods.

○ **HISTORIC CHARACTER:** Parks, parkways, and historically and architecturally significant structures, streetscapes, and places will be preserved and enhanced. The design of new development and redevelopment will be compatible with the historic fabric of the neighborhoods.

○ **DISTINCTION WITHIN A COMMON FRAMEWORK:** While the distinct character of both neighborhoods and each of their sub-districts will be retained and enhanced, a common urban design framework will provide a cohesive visual image.
B. ORGANIZATION AND USE OF THIS PLAN

For simplification, this plan often refers to Capitol Hill and Cheesman Park as a single neighborhood.

The Capitol Hill / Cheesman Park Neighborhood Plan has three major sections: the Framework Plan, the District Plans, and the Focus Area Plans.

The Framework Plan presents the issues and recommendations which are relevant throughout the entire neighborhood and tie the neighborhood together. It provides a central theme or framework for the neighborhood, its districts, and focus areas.

The District Plans establish twelve districts which have relatively distinct characteristics, acknowledging that the boundaries between the districts are not sacrosanct and that some characteristics overlap district boundaries. The District Plans present issues and recommendations which are supplemental to those presented in the Framework Plan.

The Focus Area Plans establish five focus areas which are distinct from the character immediately surrounding them and provide important opportunities and challenges for the entire neighborhood. The Focus Area Plans present issues and recommendations which are supplemental to those included in the Framework and District Plans.

The Capitol Hill / Cheesman Park Neighborhood Plan functions as the official planning document for the neighborhood. Adopted by City Council, it is an element of the City's Comprehensive Plan. As such, it is used by City agencies, organizations, and private developers. It provides guidance for public improvements, programs, and private development.

The Neighborhood Plan is a guideline, not a regulation. Changes which it recommends for zoning or other City ordinances will require public notification and public hearings prior to their adoption and implementation.
C. RELATIONSHIP TO OTHER PLANS

This plan updates the Capitol Hill and Cheesman Park neighborhood plans adopted in 1973. The 1973 plans were revised because the conditions, issues, and priorities in the neighborhoods have changed significantly and because the programs for implementing the plans have evolved.

This and all other neighborhood plans are consistent with, and supplemental to, the City's Comprehensive Plan. The Comprehensive Plan presents a Citywide perspective, while each neighborhood plan provides more specific guidance both for the allocation of City resources and for the location and design of private development.

Other planning documents which impact the neighborhood have been reviewed and relevant material has been incorporated in the development of this plan. The plans which were reviewed include the Denver Comprehensive Plan, the Downtown Area Plan, the Uptown Neighborhood Plan, the Draft Denver Parks Master Plan, and the Southeast Quadrant Study.

D. THE PLANNING PROCESS

This plan was sponsored by the Denver Planning and Community Development Office and was developed by a residents' planning committee. Capitol Hill United Neighborhoods (CHUN) provided essential coordination and resources. Representatives of Colfax-on-the-Hill, Denver East Central Civic Association (DECCA), and Cheesman Area Residents Association provided valuable assistance. Graduate students from the Planning Studio II at the University of Colorado at Denver, School of Architecture and Planning, provided an excellent first draft of the revised neighborhood plan for Capitol Hill.

E. THE HISTORY OF CAPITOL HILL AND CHEESMAN PARK

Capitol Hill and Cheesman Park are two of the oldest residential neighborhoods in Denver and provide an irreplaceable legacy for the City.

The impetus for development of Capitol Hill was largely the work of two men, Horace A. W. Tabor and Henry C. Brown. Until Tabor's arrival in the 1880's, Denver's growth had been northwest, nearer to the South Platte River. Tabor bought land east of Larimer Street and wanted the City to develop in an easterly direction. To encourage such growth, he built the famous Tabor Grand Opera House on the corner of 16th and Curtis Streets.

About this time, building began on the site Henry C. Brown donated to the State of Colorado for the Capitol, on the brow of a hill looking west toward the mountains. The
ridge was known as Brown's Bluff, a Victorian double entendre indicting the folly of developing land so far off course from the downtown of the City.

These two acts served to turn the growth of Denver's business district eastward. As the business district advanced, the residential section moved before it and occupied the high prairie known as Capitol Hill.

By the end of the 1880's, Capitol Hill was completely platted and a sizable amount of development had occurred east of the Capitol and along the trolley lines which ran on East Colfax Avenue as far east as Alta Street, now known as Ogden Street. At this point, East Colfax Avenue was the City's premier residential street, home to some of Denver's most prominent families.

While during this period, Denver's wealthy built their mansions on Capitol Hill, the neighborhood was also home to many of the City's middle class. The architecture of the houses and of the commercial and public buildings reflected the diversity of the neighborhood and the eclecticism of the time, including Neoclassical, Colonial Revival, French, Italian Renaissance, Mission Revival, Craftsman, and Queen Anne designs.

While the Victorian-era building boom ended with the panic of 1893, the prominence of Capitol Hill as the fashionable residential area continued until after the turn of the century. After the panic, many of the single-family houses were converted to boarding houses. At the same time, investors, attracted by the prestige of Capitol Hill and by its proximity to Downtown, began building apartments in the neighborhood. In 1902, as apartment houses replaced single-family houses on Broadway and East Colfax, The Denver Times referred to the neighborhood as "flatberg". As the City grew and prospered and as more apartment buildings were built in the neighborhood, the wealthy began to move further east and south to the Cheesman Park and Country Club neighborhoods.

The first subdivision plat in the Cheesman Park neighborhood was recorded in 1868, and by the end of the 1880's the entire neighborhood was platted and sparse development had occurred. The Session Laws of 1883 annexed the majority of the neighborhood to the City. The Cheesman Park neighborhood was almost totally developed by 1915, and was characterized by large homes for the wealthy.

The land that is now Cheesman Park and the Botanic Gardens was platted in 1859 by General William Larimer and his son as Mount Prospect Cemetery. It was later described as a "crowded, confused bone yard overrun with weeds and livestock." Given to the City for use as a cemetery in 1872 by a Congressional grant, in 1893, Congress awarded a grant to permit the use of the site as a park. The residents of the cemetery were then moved to Riverside, Fairmount, and Mount Olivet cemeteries. The entire park was called Congress Park until 1907, when the western section was named Cheesman Park in honor of Walter S. Cheesman, an early water and real estate tycoon. The Cheesman Park Pavilion was completed in 1910. It was not until 1958, that the City finished removal of the graves from the site of the Botanic Gardens and the development of the arboretum began.
The character of Capitol Hill changed rapidly after 1910. As early as 1929, Denver’s first Master Plan described East Colfax as "formerly a principal residential street, and now, in larger part, zoned for business and the principal artery through the Capitol Hill apartment district." The conversion of single-family houses to apartments increased during World War II when Capitol Hill provided rooms and apartments for people who could not find housing elsewhere. What started as legally non-conforming apartments and apartment conversions of single-family houses were legally recognized in 1955 when most of the neighborhood was rezoned for high density residential uses (primarily, the R-3 zone district). This zoning, combined with the high real estate values created by the neighborhood’s central location and proximity to Downtown, spurred the construction of additional apartment buildings and the additional conversion of single-family homes to apartments.

This trend continued through the 1960’s, until the movement toward citizen activism and a renewed interest in historic preservation and inner-city living led to a significant number of people questioning the future of the neighborhood and actively involving themselves in that future. In 1969, Reverend Bob Musil of Warren Methodist Church organized a group of concerned neighbors to fight the proposed conversion of East 11th and 12th Avenues into one-way streets. Encouraged by their success in this effort, the Capitol Hill Congress evolved, later to become Capitol Hill United Neighborhoods (CHUN). Also during 1969, Molly Brown’s house was threatened by demolition, leading to the formation of Historic Denver and the preservation of Molly’s house as a museum. The Denver Planning Office and the neighborhood residents worked together to develop the 1973 neighborhood plans, which were designed to "encourage and reinforce continuing private redevelopment which will complement the unique character" of the neighborhoods. In 1974, CHUN took responsibility for running the Capitol Hill People’s Fair, which quickly grew into a citywide event, attracting more than 250,000 people to its annual spring celebration. In 1975, the Denver Landmark Commission approved the status of Dora Moore School as a Denver Historic Landmark and in 1977 the Denver School Board appropriated funds for the renovation of the school, culminating a long effort by the students of Dora Moore School and the residents of the neighborhood to preserve and renovate the school. Also in 1977, homeowners around the 1100 blocks of Vine and Gaylord successfully petitioned City Council to downzone their property from R-3 to R-2, as recognition of their desire to retain the low density residential character of the area.

Combined, all of these actions indicated a resurgence of energy and a rededication to the neighborhood. They have been followed by the continuing revitalization of East Colfax and other retail areas as high quality neighborhood shopping districts, the renovation of single-family and multi-family houses and apartments, the conversion of multi-family units back to single-family units, the return of families to the neighborhood, a process for conversion of two of the one-way streets, the rezoning of other areas to lower zone districts to protect the existing low density residential uses, and numerous other actions which indicate the health of the neighborhoods.
F. THE SETTING FOR CAPITOL HILL AND CHEESMAN PARK

1. LOCATION OF THE NEIGHBORHOODS

Capitol Hill adjoins the southeast corner of Downtown Denver; Cheesman Park extends to the east of Capitol Hill. The official boundaries of Capitol Hill are Broadway on the west, Seventh Avenue on the south, Downing on the east, and Colfax on the north. The official boundaries of the Cheesman Park neighborhood are Downing on the west, Eighth Avenue on the south, York Street on the east, and Colfax on the north. Because the neighborhood tends to define itself as continuing south at least to Sixth Avenue and functions as though it extends to Sixth, the study area for this plan includes this area. The study area extends at least one block beyond all the stated boundaries in order to emphasize connections between the adjoining neighborhoods and Capitol Hill and Cheesman Park.

2. DISTRICTS WITHIN THE NEIGHBORHOODS

Capitol Hill and Cheesman Park have within their boundaries sub-areas, or districts, with distinct characteristics, issues, and opportunities. This plan explores each of these districts and recommends for each unique standards for land uses, open space, building height, density, and setbacks.

3. EXISTING CHARACTER OF THE NEIGHBORHOODS

a. RESIDENTS

○ DECLINING POPULATION: Between 1970 and 1985, Capitol Hill and Cheesman Park each experienced a drop in population, together declining from a population of 26,730 in 1970 to an estimated population in 1985 of 21,808, a decrease of 4,922 people, 18% of the 1970 population. This trend is expected to slow, with the 1990 population projected to be 21,214.

○ SMALLER HOUSEHOLDS: There are fewer people in the average household in both Capitol Hill and Cheesman Park than in the average household in Denver as a whole. The average number of persons per household in both the City and the neighborhoods is declining; the average number of persons per household in both neighborhoods dropped from 1.5 in 1970 to 1.3 in 1980 and is estimated at 1.2 for 1985. The 1985 estimate for Denver as a whole is 2.2 persons per household.
○ FEWER HOUSEHOLDS: Between 1980 and 1985, the total number of households is estimated to have declined in both Capitol Hill and Cheesman Park, for a total decline from 15,458 households to 14,733 households.

○ INCREASING INCOMES: Generally, the median household income in Capitol Hill and Cheesman Park is estimated to have increased between 1980 and 1985, with only one census tract (32.01 - West Cheesman Park) showing a decrease. While the estimated household income is lower than for the City as a whole (except for 32.02 - East Cheesman Park, where it is higher), the estimated 1985 per capita income is higher in the neighborhoods than for the City as a whole in all five census tracts. The most dramatic change, however, occurred in 32.01 (West Cheesman Park), where the per capita income is estimated to have dropped from $18,276 to $12,646 (both in 1985 dollars).

b. LAND USE AND ZONING

○ HIGH DENSITY HOUSING: With the mixture of high-rise, mid-rise, and low-rise apartments; townhouses; apartment conversions of single-family houses; and single-family homes, Capitol Hill is the most densely populated neighborhood in the City. Cheesman Park is the third most densely populated neighborhood in the City. The census tracts in Capitol Hill (27.03, 27.01, and 27.02) are the 1st, 2nd, and 3rd most densely populated in the City, respectively. Census tract 27.03 (northeastern Capitol Hill) is the most densely populated census tract in the neighborhood and the City and has an estimated 1985 population density of 19,663 dwelling units per square mile. The census tracts in Cheesman Park (32.02, and 32.01) are the 5th and 6th most densely populated in the City, respectively. Census tract 32.01 (western Cheesman Park) is the least densely populated census tract in the neighborhoods and has a population density of 11,293 dwelling units per square mile. The density of the City as a whole is 2,333 dwelling units per square mile.

○ HIGHER PERCENTAGE OF MULTIPLE-FAMILY AND HIGH DENSITY ZONING: In Capitol Hill and Cheesman Park, 63% of the total area is zoned for multiple-family and high density residential uses (77% in Capitol Hill and 47% in Cheesman Park). Only 17% of the City as a whole is zoned for multiple-family and high density housing. The majority of the zoning in the neighborhoods is R-3, accounting for 52% of the total area.

c. HOUSING

○ OLDER HOUSING STOCK: The average age of the residential structures in Capitol Hill and Cheesman Park is 45 years (48 years for Capitol Hill and 44 years for Cheesman Park), while the average age for residential structures in the City as a whole is 39 years.

○ SMALLER DWELLING UNITS: The average size of the dwelling units in Capitol Hill is 864 square feet (784 square feet for Capitol Hill and 1019 square feet for Cheesman Park). The average size for the City as a whole is 1024 square feet.
○ MORE RENTER-OCUPIED UNITS: In Capitol Hill and Cheesman Park, 86% of all the dwelling units are renter-occupied (89% in Capitol Hill and 81% in Cheesman Park). For the City as a whole, 52% of the units are renter-occupied, and 48% are owner-occupied.

d. HISTORIC DISTRICTS AND STRUCTURES

○ DESIGNATED DENVER HISTORIC DISTRICTS: The Capitol Hill / Cheesman Park neighborhood has three designated Denver Historic Districts within its boundaries: the Civic Center, Humboldt Street, and Morgan's Subdivision districts.

○ DESIGNATED DENVER LANDMARKS: In addition to the historic districts, the neighborhood has more than 50 designated structures and landmarks, including houses, schools, churches, and parks. Notable among these are the Molly Brown House, the Cheesman-Boettcher (Governor's) mansion, Saint John's Cathedral, the Botanic Gardens, and the Cheesman Pavilion. Several of the structures have approved "use exceptions", allowing their use as offices or art galleries, uses otherwise not allowed within their respective zone districts.

e. PUBLIC FACILITIES

○ COMMUNITY CENTER: The Capitol Hill Community Center is located in the Tears-McFarlane House at 1290 Williams, adjacent to the north edge of Cheesman Park. Run by the Board of Directors of the non-profit Capitol Hill Community Center, Inc., the Center provides space for the offices and activities of a diversity of neighborhood and special interest organizations and functions.

○ FIRE PROTECTION: There are no fire stations located within the neighborhood. The closest stations are located at 1616 Park Avenue, 40 West 2nd Avenue, 14th and Harrison, and Speer and West Colfax.

○ PARKS AND RECREATION FACILITIES: The neighborhood has, within and adjacent to its boundaries, several of the finest parks within Denver.

- BOTANIC GARDENS Located between Cheesman and Congress Parks, the Botanic Gardens provide 21.9 acres of both outdoor and indoor gardens with exotic and native plants, all with dramatic views of the mountains and skyline. The Gardens host a series of summer concerts.

- CHEESEMAN PARK Having been described as a national treasure, Cheesman Park is the psychological heart of the neighborhood. With 80.7 acres in the main park and 3.7 acres in its Williams Street Parkway esplanade, Cheesman is primarily a passive neighborhood park containing a children's playground, a walking/jogging trail, expansive lawns, and an impressive, protected, view of the mountains and skyline from the Cheesman Pavilion. Historically, Cheesman Park was the site of the Denver Post Opera, an annual event which
produced Broadway plays at the Cheesman Pavilion. In more recent years, Cheesman has been the location of a summer concert series sponsored by the Capitol Hill Community Center.

- **CITY PARK** Two blocks from the neighborhood, City Park is the largest and most significant park within the City. With a total of 484.2 acres, City Park is an active park, containing the Denver Museum of Natural History, the Denver Zoo, an eighteen hole golf course, lakes, a band shell, monumental sculptures, flower gardens, tennis courts, baseball and softball diamonds, walking/jogging trail, children's playground, and a protected view of the mountains and skyline.

- **CIVIC CENTER** Located at the northwest corner of the neighborhood, Civic Center combines with the Colorado Capitol complex and the State's Lincoln Park (between Lincoln and Broadway, 14th and Colfax) to form the nucleus for State and City governmental offices and facilities, including the State Capitol, the City and County Building, Denver Art Museum, the central branch of the Denver Public Library, the Colorado History Museum, RTD's Civic Center Station, and the Colorado Supreme Court. Formerly the site of housing and commercial buildings, the Civic Center was developed as an urban renewal project at the beginning of the 20th Century. Within its 18.2 acres, the Civic Center contains a Greek Theater and numerous monuments. Primarily a passive park, the Civic Center has in the last few years served as the location for numerous Citywide festivals, including the annual Capitol Hill People's Fair and the Taste of Colorado.

- **CONGRESS PARK** Immediately to the east of the Botanic Gardens, Congress Park is adjacent to the neighborhood and functions as the primary site of active recreation for the Cheesman Park/Botanic Gardens/Congress Park complex. With 20.0 acres, Congress Park contains an outdoor swimming pool, tennis courts, a baseball diamond, and a children's playground.

- **GOVERNOR'S PARK** A relatively new park, Governor's Park was an urban renewal project in 1966. Combined with the adjacent Humphrey's Mansion Park, developed in 1977, Governor's Park provides a focal point for the southwest corner of the neighborhood and a setting for both the Governor's Mansion and the Humphrey's Mansion, a property belonging to the Colorado Historic Society. With a total of 4.4 acres, this is a passive park with lawns, trees, and benches.

- **QUALITY HILL PARK** A new mini-park located at 10th and Pennsylvania, Quality Hill Park includes grass, trees, benches, and a flower display planted by its neighbors.

- **SEVENTH AVENUE PARKWAY** Stretching from Williams Street east to Colorado Boulevard, Seventh Avenue Parkway is part of a parkway system which connects Cheesman Park, the Williams Street Esplanade and Parkway, Downing Street Parkway, Marion Street Parkway, Washington Park, Botanic Gardens, Congress Park, Sixth Avenue Parkway, Clermont Street Parkway, and Cranmer Park. Heavily landscaped and well maintained, Seventh Avenue Parkway is a focal point for the southeast corner of the neighborhood.
- **ZECKENDORF PARK** A mini-park adjacent to Speer Boulevard as it passes through the neighborhood between Lincoln and Broadway, Zeckendorf Park was dedicated in 1966 with a statue and a landscaped backdrop.

- **POLICE PROTECTION:** East Colfax divides Police District 2 (north of Colfax) from District 3 (south of Colfax). The headquarters for District 3 is at 1625 South University.

- **RECREATION CENTER:** There is no City recreation center in or near the neighborhood.

- **SCHOOLS:** There are two schools - one elementary school and one middle school - within the boundaries of the neighborhood. Four other schools - three elementary and one high school - are just beyond the neighborhood boundaries. Dora Moore Elementary, at 846 Corona, was built in 1889 with a second, attached, building constructed in 1909. Dora Moore has a capacity for 796 students. A designated Denver Historic Landmark, the school is a highly visible symbol of the pride the neighborhood takes in its children, its history, and its diversity. Morey Middle School, 840 East 14th Avenue, was constructed in 1921 and expanded in 1926. With a capacity of 968 students, the school is an important focal point in the neighborhood's northwest corner, the "Capitol District". The four schools located just beyond the neighborhood boundaries are Bromwell Elementary at 2500 East Fourth Avenue, Wyman Elementary at 1630 Williams, and East High School at 1545 Detroit.

### Movement

- **STREETS:** The Capitol Hill/Cheesman Park neighborhood has ten north-south and four east-west one-way streets within its boundaries. East Colfax, one of the City's major arterials, provides the northern boundary for the neighborhood. A report prepared by Denver Public Works, Transportation Division, in February 1988 for the Southeast Quadrant Study provides both average daily traffic volumes for 1988 and projected average traffic volumes for 2010 for these and other streets in the southeast quadrant of metropolitan Denver. The projected volumes were developed using several assumptions about changes in land use, transit, ride sharing, and the roadway network. Readers should refer to the final report of the Southeast Quadrant Study for a complete explanation of the methodology used to develop the projections.

1988 traffic volumes for the north-south one-way streets in the neighborhood totaled almost one and one-half times the volume of the east-west one-way streets and East Colfax. Together, the north-south and east-west one-way streets and East Colfax carried in excess of 240,000 vehicles per day through the neighborhood in 1988. 2010 traffic volume projections rise to 554,500 vehicles per day, a 130% increase over 1988 traffic volumes. Projected changes vary widely, with the Broadway/Lincoln corridor and Grant/Logan showing a dramatic increase, while Washington/Clarkson and Corona/Downing each are projected to have decreased traffic volumes.
○ **BUS ROUTES:** Because of its proximity to Downtown, Capitol Hill / Cheesman Park has some of the most frequent bus service in the metropolitan area. The "15" route along East Colfax is the most heavily-used and most frequent route. Additionally, the neighborhood is served by routes 0 (Broadway), 2 (Broadway/Colfax/Grant/Sixth/Corona-Downing/Eighth/Logan/Colfax/15th), 6 (Broadway/Sixth-Eighth/Lincoln), 10 (Broadway/12th), 12 (17th/Corona-Downing/Colfax/15th), and 24 (York/Josephine).

○ **PEDESTRIAN CONNECTIONS:** With its high density; proximity to Downtown; wide, detached sidewalks; mature street trees; and interesting streetscape, the neighborhood provides many natural encouragements to pedestrian traffic. Both the Downtown Plan and the Uptown Neighborhood Plan recognized this characteristic of Capitol Hill/Cheesman Park and made recommendations for improvements to the pedestrian connections into the neighborhood. Sherman, Pennsylvania, Clarkson, Franklin, 7th, 9th, 11th, and 12th already provide many of the characteristics desired for good pedestrian connections and have been identified as such in the Downtown and Uptown plans.

○ **BICYCLE ROUTES:** The City has designated both on-street and off-street bicycle routes. Within Capitol Hill/Cheesman Park, there are on-street bicycle routes along Sherman, Ogden, east of Williams, 12th, and 14th. The neighborhood also has good access to the off-street bicycle path along Cherry Creek and to the on-street route on East 16th Avenue. A 1987 report from the Department of Public Works Transportation Division recommends removing the bicycle lane from 14th Avenue because of traffic conflicts and the existence of better alternative routes.

### g. CRIME STATISTICS

○ **CRIME ISSUE REAL, BUT LOWER THAN MAY BE PERCEIVED:** In 1988, Capitol Hill ranked as the 16th neighborhood in the City in terms of serious crimes per 1000 population. Cheesman Park ranked 26th. The highest ranked neighborhood, Auraria/Lincoln Park, had 316.8 crimes per 1000 population. In contrast, Capitol Hill had 152.7 and Cheesman Park 108.3 serious crimes per 1000 population. The safest neighborhood, Wellshire, had 33.2 crimes per 1000 population. The average for the City was 117.5 crimes per 1000 population.
I. FRAMEWORK PLAN
Overall Neighborhood Concepts

- **Important Gateways**
- **Existing Parks and Improved Pedestrian/Bike Routes**
- **Major Pedestrian/Bike Route with Street Tree, Lighting, Improvements**
- **Street Tree/Landscape Buffering Along One Way Streets**
- **Neighborhood Commercial District Improvements**
- **Special Focus Area**
PREFACE

The Capitol Hill / Cheesman Park neighborhood is diverse: diverse culturally, socially, economically, and physically. As a result, while it is important to consider the elements which provide the distinctions in the neighborhood, it is perhaps even more critical to respond to those issues which create the framework of unity for the neighborhood.

The Framework Plan, therefore, includes the issues and recommendations which are relevant throughout the entire neighborhood and which tie the neighborhood together. As such, it provides a central design theme, or framework, for the neighborhood.
A. LAND USE

BACKGROUND ANALYSIS

Initially a single-family residential neighborhood, Capitol Hill / Cheesman Park has since its earliest days experienced pressures for redevelopment to higher densities and more intense uses. Because of this pressure, many of what were originally single-family houses have been converted to apartments and many others have been replaced by medium to high density apartment buildings or commercial structures. As a result, Capitol Hill / Cheesman Park is a medium to high density residential neighborhood with both destination and neighborhood retail areas.

The conversion and redevelopment in the neighborhood have followed patterns established by a variety of factors. The amenities of view and activities provided by Cheesman Park, for example, have attracted redevelopment along its northern, northwestern, and northeastern edges. The southeastern, southern, and western edges have retained their single-family houses, in part because of restrictive zoning and their designation as Denver Landmark Districts. Traffic patterns have also created land use patterns. For example, as traffic increased on East Colfax, which was once one of the premier residential streets in the City, the large houses were either converted to or replaced by commercial structures. Similarly, the conversion of two-way streets into one-way streets was followed by the conversion of single-family houses into apartments and the construction of medium and high density apartments along these streets. Another pattern has been affected by the size of parcels, since larger parcels are easier and more profitable to develop than smaller parcels, which may need to be purchased individually over time in order to assemble a parcel large enough to redevelop economically. As a result of this pattern, many of the largest houses in the neighborhood have been replaced by apartments or commercial structures. A final sample pattern is created by proximity to Downtown. This has resulted in intense real estate speculation and commercial redevelopment in the northwestern and western edges of the neighborhood because they are closest to Downtown and have the most permissive zoning.

Remnants of the historic land use patterns remain in redeveloped areas, while more stable areas often have isolated examples of the continuing redevelopment pressure: conversion of single-family homes to apartments and redevelopment to higher densities. Single-family houses, for example, remain on Logan Street, despite the conversion of most of the street to high density residential and office uses. On the other hand, even areas which are zoned R-0 have examples of "grandfathered" duplexes and single-family homes which are divided into apartments.

Service retail uses are located both within and at the edges of the neighborhood. While these shopping districts are outgrowths of historic retail areas, the conflicts between the
Existing Land Use

OFFICE/COMMERCIAL:

STRIP COMMERCIAL:

NEIGHBORHOOD COMMERCIAL

MIXED USE: COMMERCIAL/RESIDENTIAL

INSTITUTIONAL:

LOW DENSITY RESIDENTIAL: (0-10 UNITS/ACRE)

MEDIUM DENSITY RESIDENTIAL (11-30 UNITS/ACRE)

HIGH DENSITY RESIDENTIAL

LOW RISE (30+ UNITS/AC.)

HIGH DENSITY RESIDENTIAL

HIGH RISE (30+ UNITS/AC.)

PARKS

N 250' 1000' 0 560'
retail and the surrounding residential uses have increased over time because of the increasing intensity of the uses and the resulting need for additional parking and other services. Nonetheless, the retail areas function as focal points for the neighborhood and are essential to the urban character of the neighborhood.

The following land use issues and recommendations are considered to be those which apply to the entire neighborhood and, therefore, to the framework plan.

1. HOUSING ISSUES AND RECOMMENDATIONS

HOUSING ISSUE 1: Market and economic pressures threaten the quantity, quality, affordability, and diversity of housing.

sub-issue a: There are too many vacant apartments, too many irresponsible landlords, and too many run down buildings in the neighborhood.

HOUSING RECOMMENDATION 1a:
SUPPORT GOOD PROPERTY MANAGEMENT

Support landlords in getting good tenants, in being able to quickly get rid of irresponsible and potentially dangerous tenants, and in applying pressures to irresponsible property managers. Establish regularly scheduled meetings of the property managers within the neighborhood. Use these meetings to share information and ideas.

HOUSING RECOMMENDATION 1b:
IMPROVE THE ENFORCEMENT OF CODES

Establish regularly scheduled meetings between all the City inspectors assigned to the neighborhood and the neighbors. Use these meetings to identify problem buildings and sites, to assign priorities for dealing with these, and for aiding the inspectors in their efforts.

Identify buildings which do not comply with City health and safety codes and enforce compliance. The process of enforcing compliance and achieving a final resolution should be faster. The cost of habitual irresponsibility should be higher.

Strengthen the City's "registered agent" program with additional enforcement authority.
HOUSING RECOMMENDATION 1c:
MARKET THE ATTRIBUTES OF THE NEIGHBORHOOD

Improve the public perception of the neighborhood by marketing its attributes. The target of the marketing effort should include the press, City agencies, real estate brokers, and potential residents.

HOUSING RECOMMENDATION 1d:
ENCOURAGE HOME OWNERSHIP

Encourage owner occupancy in the neighborhood. Among potential programs is the expansion of the City's current Mortgage Bond Program to include greater participation for condominium and single-family owners.

HOUSING RECOMMENDATION 1e:
SUPPORT THE CONCEPT OF GUARANTEED HABITABILITY

Establish a standard for habitability and a process for guaranteeing landlord compliance with that standard.

sub-issue b: Housing, particularly low income housing, is deteriorating, and is being demolished or converted to non-residential uses.

HOUSING RECOMMENDATION 1f:
RETAIN AND IMPROVE EXISTING HOUSING

Provide programs and incentives for preserving and renovating existing housing. Potential methods might include a community development corporation or another form of neighborhood organization which focuses on housing, a property tax freeze for housing rehabilitation, a demolition tax, a land use tax, or a neighborhood housing trust funded by demolition fees or taxes. Existing tax incentives for abandoned housing should be eliminated.

HOUSING RECOMMENDATION 1g:
REPLACE LOW INCOME HOUSING

Develop a program requiring the replacement of low income housing which is demolished for redevelopment of the site. Replacement could be in the form of either actual housing units or a comparable fee in lieu of the actual units.
2. DENSITY ISSUES AND RECOMMENDATIONS

DENSITY ISSUE 1: Capitol Hill and Cheesman Park are the highest density neighborhoods in Denver.

sub-issue a: Although the recent population trend in the neighborhood has included a decrease in density, the residential density of the neighborhood as a whole can be expected to increase.

sub-issue b: The increase in residential density is a factor in many of the other issues facing the neighborhood, including noise, parking, inadequate public facilities, crime, loss of historic character, vacant and abandoned buildings, vacant lots, etc.

DENSITY RECOMMENDATION 1a:
SUPPORT COMPATIBLE HIGHER DENSITY

Support higher density residential development in the neighborhood, when that development is located and designed to be compatible with the character and livability of the neighborhood, particularly the immediate area, and when that development does not necessitate the demolition of an historic or architecturally significant structure.

DENSITY RECOMMENDATION 1b:
SUPPORT INFILL DEVELOPMENT

Give high priority to new development on sites which are currently either vacant or used as parking lots.

NOTE: Because of the close relationship between density and zoning, the reader interested in density recommendations should also pay close attention to the zoning recommendations.

3. VACANT AND ABANDONED BUILDINGS ISSUES AND RECOMMENDATIONS

VACANT AND ABANDONED BUILDINGS ISSUE 1: There are too many vacant and abandoned buildings in the neighborhood.

sub-issue a: There are no incentives for owners to have their buildings occupied.

VACANT AND ABANDONED BUILDINGS RECOMMENDATION 1a:
OCCUPY VACANT & ABANDONED BUILDINGS

Identify vacant and abandoned buildings, set priorities for targeting those buildings, enforce existing City vacant and
abandoned building ordinances, implement existing programs, strengthen and expand the existing programs, and create new programs and ordinances to deal with unmet needs.

sub-issue b: There is no policy on the maintenance of landscaping around vacant and abandoned buildings.

VACANT AND ABANDONED BUILDINGS RECOMMENDATION 1b: MAINTAIN LANDSCAPING AT VACANT AND ABANDONED BUILDINGS

Identify vacant and abandoned buildings which have poorly maintained landscaping, set priorities for targeting those buildings, enforce existing City weed and other property maintenance ordinances, and create new programs and ordinances to deal with unmet needs.

4. BUSINESS ISSUES AND RECOMMENDATIONS

BUSINESS ISSUE 1: The image of some of the commercial areas and businesses in the area is a detriment to the success of other businesses and to the neighborhood.

sub-issue a: Abandoned / vacant commercial space is a serious problem in some commercial areas.

sub-issue b: There are commercial areas and businesses in the neighborhood which are cluttered with litter.

sub-issue c: Signage can be either attractive or unattractive.

sub-issue d: Some of the buildings and streetscape in the commercial areas are poorly maintained.
New Development Strategy

- **AREA WHERE NEW NON-NEIGHBORHOOD RELATED OFFICE/COMMERCIAL DEVELOPMENT IS DESIRABLE**
- **AREA WHERE NEW MIXED USE DEVELOPMENT (WITH EMPHASIS ON RESIDENTIAL) IS DESIRABLE**
- **AREAS WHERE NEW MEDIUM DENSITY RESIDENTIAL DEVELOPMENT IS DESIRABLE**
- **AREAS WHERE NEW RESIDENTIAL INFILL COMPATIBLE WITH EXISTING CONTEXT IS DESIRABLE**

**Special Area**

- **SPECIAL AREA WHERE FUTURE REDEVELOPMENT SHOULD BE COORDINATED TO EMPHASIZE THE INTERSECTION OF IMPORTANT PARKWAYS, AND AN IMPORTANT GATEWAY TO THE NEIGHBORHOOD**

**Limitation**

- **LIMIT OF NON-NEIGHBORHOOD RELATED OFFICE AND COMMERCIAL DEVELOPMENT**
BUSINESS RECOMMENDATION 1:
FORM BUSINESS AND PROPERTY OWNER ASSOCIATIONS

Establish new business and property owner associations or reinforce existing business associations. These associations should focus on providing a focus for their areas, filling abandoned / vacant commercial structures, cleaning up litter, improving signage and streetscape, marketing the areas, and improving maintenance of buildings and streetscape. The associations should deal with these issues by using procedures similar to those used by the neighborhood association for the same issues.

BUSINESS ISSUE 2: There are many neighborhood-oriented businesses, but the diversity provided by these businesses is being lost to large, absentee-owned businesses.

BUSINESS RECOMMENDATION 2:
ENCOURAGE A DIVERSITY OF BUSINESSES

Direct economic development programs in the neighborhood primarily to encouraging small, diverse businesses. Similarly, support building designs and land use patterns which encourage small, pedestrian-oriented businesses. The exception to this recommendation would be destination businesses which would help draw customers to other, smaller businesses. Large destination businesses should be carefully located, most likely on East Colfax, Lincoln, or Broadway.

NOTE: The Uptown Neighborhood Plan includes an extensive section on East Colfax. This plan supports the recommendations from the Uptown Plan.

5. MIXED-USE DEVELOPMENT ISSUES AND RECOMMENDATIONS

MIXED-USE DEVELOPMENT ISSUE 1: The current zoning ordinance and building and fire codes do not encourage developers to include residential units in retail projects. The building and fire codes, particularly, include provisions which raise costs and, therefore, may discourage mixed-use projects.

MIXED-USE DEVELOPMENT RECOMMENDATION 1:
ENCOURAGE RESIDENTIAL USES IN RETAIL PROJECTS

Develop incentives, and remove any unnecessary disincentives, for developers to include residential units in retail projects in commercially zoned areas. Incentives should be tied to meeting location and design criteria.
6. ASSEMBLAGE ISSUES AND RECOMMENDATIONS

ASSEMBLAGE ISSUE 1: Public and private interests have large land assemblages which, if redeveloped, would place additional traffic and parking pressures on the neighborhood and possibly disrupt the existing fabric of the neighborhood with incompatible building types and design.

ASSEMBLAGE RECOMMENDATION 1: DEVELOP JOINT PLANS FOR LARGE ASSEMBLAGES

Identify the owners of large land assemblages, contact those owners, and work with them to develop plans for their property which meet both their needs and the needs and desires of the neighborhood.

7. COMMUNITY FACILITY ISSUES AND RECOMMENDATIONS

COMMUNITY FACILITY ISSUE 1: While community gardens are an important asset for the neighborhood residents, they are generally located on privately owned land which is being held for future redevelopment. As a result, there is no guarantee of their continuing availability.

COMMUNITY FACILITY RECOMMENDATION 1: ENCOURAGE COMMUNITY GARDENS

Acquire parcels which can be used as community gardens on a permanent basis and use temporarily vacant parcels as community gardens as long as they are vacant.

B. ZONING

BACKGROUND AND ANALYSIS

The current zoning in Capitol Hill and Cheesman Park is an outgrowth of a long history of changing expectations for the neighborhood. Although initially developed as a low density, single-unit residential neighborhood, by the early 1900's, Capitol Hill / Cheesman Park was already seeing the construction of apartment buildings and the redevelopment of residential areas for retail use. Zoning, from its earliest application in Denver, has reflected both the changing character of the neighborhood and the assumption that the intensification of land uses in the neighborhood would continue.
The 1925 zoning map for Denver, for example, shows the Capitol Hill and Cheesman Park neighborhood zoned similarly to the current zoning. Residential zoning districts at that time ranged from a low density "Residence 'A' District" to a relatively high density "Residence 'E' District". Most of what was then zoned "Residence 'D" is now zoned R-3, a high density residential district. The western edge of the neighborhood was zoned "Residence 'E'" in 1925 and is now zoned R-4, the highest density residential district, which also allows office uses. That portion of the southern edge of the neighborhood which was zoned "Residence 'A'" in 1925 was generally rezoned R-1 at the time of the Citywide rezoning in 1956 and was later rezoned R-0, a restrictive, single-unit residential zone. In 1925, areas along Sixth Avenue, Thirteenth Avenue, and East Colfax, and at Ninth and Corona and Eleventh and Ogden were zoned for neighborhood businesses. While these patterns have shifted to some degree, with higher density zoning moving farther south and more restrictive zoning instituted in other areas, the historic zoning pattern is generally consistent with the current zoning.

Despite this long history of high density zoning, the neighborhood as a whole is still, at least 65 years later, not as dense as it was anticipated to become. In fact, the neighborhood as a whole in its most recent history has lost population, numerous apartment conversions have been converted back to single-unit houses, and the pattern of high-rise apartment construction has slowed dramatically. As a result, the existing character and density of the land uses in the neighborhood is significantly different from the existing zoning.

The potential impact of high-rise construction has been mitigated somewhat by a zoning ordinance passed by City Council in 1986 which established height controls on buildings adjacent to R-2 and lower density zoning districts, e.g. R-1 and R-0. This ordinance, however, does not apply to most of the neighborhood as it is currently zoned. The other mitigating elements are the Mountain View Preservation Ordinances. The Cheesman Park-Botanic Gardens Mountain View Preservation Ordinance sets a maximum building height for the majority of the areas west of the park, while the State Capitol Area Mountain View Preservation Ordinance restricts building height west of the Capitol. The City Park Mountain View Protection Ordinance covers a portion of the northwest corner of the neighborhood and a special set of building height restrictions has been adopted to protect the Civic Center from being surrounded by intense development. Even with these restrictions, however, the majority of the Capitol Hill/Cheesman Park neighborhood can still be developed to a significantly higher density than current uses, and views of the mountains and Downtown skyline are not adequately protected.

The following zoning issues and recommendations are those which are considered critical to the entire neighborhood and, thus, to the framework plan.
1. ZONING ISSUES AND RECOMMENDATIONS

ZONING ISSUE 1: Many areas of the neighborhood are overzoned relative to the existing character of those areas and the character desired by the respective residents and property owners.

**ZONING RECOMMENDATION 1:**
**INITIATE REZONINGS**

Initiate rezonings for areas which are currently overzoned in relation to both the existing and desired uses and character.

ZONING ISSUE 2: As currently written, R-4 zoning allows commercial parking lots which can service office uses in adjacent neighborhoods or Downtown. Because they are considered uses by right in the R-4, these commercial parking lots are not subject to review by either the City or the neighborhood organizations.

**ZONING RECOMMENDATION 2:**
**MAKE COMMERCIAL PARKING LOTS USES BY SPECIAL REVIEW IN THE R-4**

Amend the R-4 zoning district to change commercial parking lots to uses by special review.

ZONING ISSUE 3: The Cheesman Park Mountain View Preservation Ordinance is not working as it was initially intended. It does not cover a significant portion of the northern and eastern sectors of the neighborhood and extends only to Broadway on the west and to Speer on the southwest. New development outside these boundaries can be unlimited in height. Similarly, the Cheesman Park Mountain View Preservation Ordinance does not protect views from the neighborhood toward Downtown and the State Capitol or from the Grant-Humphrey’s Mansion and Governor’s Park.

**ZONING RECOMMENDATION 3:**
**STUDY THE EXTENSION OF THE MOUNTAIN VIEW ORDINANCE**

Study the extension of the existing Mountain View Preservation Ordinance and the creation of new view preservation ordinances to better protect views from the neighborhood.
Existing Zoning & Mountain View Ordinance

R4

R3
Existing Height Limits In Neighborhood

CIVIC CENTER HEIGHT RESTRICTIONS

MOUNTAIN VIEW ORDINANCE SHOWING APPROXIMATE BUILDING HEIGHTS AT 1000' INCREMENTS (BLDG. HT = DIFFERENCE BETWEEN THE TOP OF THE VIEW PLANE, AND THE GROUND LEVEL ELEVATION.)

75' HEIGHT LIMIT WITHIN 175' OF LOW DENSITY RESIDENTIAL ZONES
EXISTING DENVER LANDMARK HISTORIC DISTRICTS
LOW DENSITY RESIDENTIAL HEIGHT LIMITS BASED ON BUILD PLANE
NOTE: WHERE HEIGHT LIMIT ORDINANCE OVERLAP, THE MORE RESTRICTIVE SHALL APPLY
Building Height Strategy

- **Area Where Additional Height Control and/or Design Review is Needed to Achieve Compatibility with the Context**
- **Possible New Denver Landmark, Historic District**
- **Possible New View Ordinance Zones**

Legend:
- Dotted area indicates view ordnance zones.
- Solid area indicates an area where additional height control and/or design review is needed to achieve compatibility with the context.
- Dashed lines represent possible new Denver landmark, historic district boundaries.

Legend Symbols:
- N: North
- Scale: 0' 500' 1,000' 2,500'
ZONING ISSUE 4: The density and building height allowed under the current zoning in some cases may be inconsistent with the character of the neighborhood and may allow both buildings which are out of scale with surrounding buildings and uses which create excessive noise, generate unusually intense automobile traffic, or attract criminal activity.

sub-issue a: The R-3 zoning, which covers the majority of the neighborhood, allows high-rise residential structures.

If developed to the fullest extent allowed by the current zoning, the character of the neighborhood would change dramatically.

sub-issue b: The R-4 zoning on the western edge of Capitol Hill allows both high density residential and office uses as uses by right. If developed to the fullest extent allowed by the current zoning, the character of the western edge would change dramatically.

ZONING RECOMMENDATION 4a:
ADD COMPATIBILITY CRITERIA TO THE R-3 AND R-4 DISTRICTS

Develop a review process and review criteria which address compatibility in the R-3 and R-4 zoning districts. The use of the process would be required for any development which is larger than a given size or which includes the demolition of an existing structure.

ZONING RECOMMENDATION 4b:
REQUIRE NEIGHBORHOOD IMPACT STUDIES

As part of the development review process, require applicants for large scale developments in or adjacent to the neighborhood to provide an analysis of potential impacts and possible mitigation measures.

ZONING ISSUE 5: The current definitions of group homes, adult community correctional facilities, and similar uses have been out-dated by changes in the provision of these services. As a result, the City spacing ordinances can no longer achieve their original intent of dispersing these facilities.

ZONING RECOMMENDATION 5:
MODIFY THE DEFINITIONS AND ORDINANCES FOR GROUP HOMES AND SIMILAR USES

Modify the definitions and ordinances relating to group homes, adult community correctional facilities, and similar uses to further clarify the language and, thus, better achieve dispersal of these uses.
ZONING ISSUE 6: The neighborhood has a history of single and multiple-unit houses being converted to offices. While this often allows the preservation of historic homes, it can also result in a loss of housing and residents, and an increase in daytime traffic and parking demand.

ZONING RECOMMENDATION 6: REVIEW EACH OFFICE CONVERSION

Develop a process and criteria for reviewing the potential impact of each proposed conversion of a residential structure in the neighborhood to a non-residential use.

ZONING ISSUE 7: Constant vigilance and creative alternatives are required to enforce the City's sign code.

ZONING RECOMMENDATION 7: CONSISTENTLY ENFORCE THE SIGN CODE

Support continued and increased City enforcement of the sign code, including the prohibition and removal of handbills attached to private property. Educate the public to the fact that it is illegal to post handbills without first receiving permission from the property owner. Support the introduction of kiosks which can be used for handbills.

ZONING ISSUE 8: Billboards are incompatible with the residential character of the neighborhood and with neighborhood businesses. The current billboard ordinance does not protect the neighborhood from the intrusion of billboards located in adjacent business zones.

ZONING RECOMMENDATION 8: ELIMINATE BILLBOARDS

Eliminate the potential of any new off-premise general outdoor advertising devices (billboards), both within the neighborhood and in areas adjacent to the neighborhood. Consider providing an amortization schedule as just compensation for the removal of existing billboards.
ZONING ISSUE 9: Convenience food stores, drive-throughs, and drive-ins are generally incompatible with both the character of the residential sections of the neighborhood and the desire to reduce the number of automobile trips.

ZONING RECOMMENDATION 9:
PROHIBIT NEW CONVENIENCE FOOD STORES, DRIVE-THROUGHS, AND DRIVE-INS IN RESIDENTIAL AREAS

Prohibit new convenience stores, drive-throughs, and drive-ins in all areas of the neighborhood except Broadway and those sections of East Colfax which are designated for automobile-oriented uses in the Uptown Neighborhood Plan.
C. CHARACTER AND FORM

BACKGROUND AND ANALYSIS

The character and form of the neighborhood derive from a combination of natural and man-made elements: natural features, the street system, the parks and parkways, the "building fabric", and the prevalent landscaping.

The Capitol Hill / Cheeseman Park neighborhood presents a diversity of images, each image dependent upon whether one is a resident, someone driving through, or someone who has merely heard tales of the neighborhood. Part of the diversity of images results from the true diversity which the neighborhood contains. Other images result from unrepresentative information or from total misinformation.

Non-residents often develop their image while hurrying through the neighborhood along one of the fourteen one-way streets which pass through the neighborhood. By doing so, they miss many of the aspects of the neighborhood which form the residents' image of Capitol Hill and Cheeseman Park.

The Capitol Hill / Cheeseman Park neighborhood is located on a bluff rising above Downtown and Cherry Creek. While the location and topography provide excellent views of the Downtown skyline and the Front Range of the Rocky Mountains, the neighborhood is generally flat.

While the City Ditch winds its way through the neighborhood on its way from Washington Park to City Park, the ditch has been covered, and thus, hidden from sight for many years. Nonetheless, the ditch left a legacy of mature landscaping and fine homes along its path. Cherry Creek passes to the south and west of the neighborhood, yet, because it is easily accessed from the neighborhood, it provides a recreational opportunity for pedestrians and bicyclists.

The north-south-east-west grid establishes a clearly legible pattern of streets and blocks. Blocks in the neighborhood are elongated north-south, with the majority of the structures thus having either an eastern or western frontage. Lot width generally follows a 25' increment. Heavily travelled one-way streets provide boundaries for districts within the neighborhood.

Cheeseman Park is the psychological heart of the neighborhood, with the Cheesman Pavilion framing its commanding view of the mountains and skyline. A formal park, it is valued as a passive retreat. Together, Cheesman, the Botanic Gardens, and Congress Park form an impressive complex of active and passive parks and cultural and recreational facilities. All three provide outstanding mountain views. Seventh Avenue Parkway is both an impressive connection between neighborhoods and one of the City's premier residential streets. The Williams Street Parkway provides a distinctive north-south connection between neighbor-
hoods. The Civic Center, although it adjoins Capitol Hill / Cheesman Park on the west, is not easily accessed from the neighborhood and does not provide a quiet, safe, and inviting environment for neighborhood residents. As a result, it is not perceived as a major asset.

The neighborhood's "building fabric" is a product of interrelated factors, including building siting, age, materials, scale, and historic value. The majority of buildings in Capitol Hill / Cheesman Park, for example, are related to the grid pattern of streets, with common setbacks, widths, and frontages. Service access is generally from the rear, through the alleys which divide the blocks longitudinally. While the image presented by the neighborhood is diverse and sometimes confusing, the most prevalent building type is late nineteenth and early twentieth century (pre-automobile) homes. Stone churches and red brick schools provide a sense of history. More recent apartment buildings and commercial structures, including numerous high-rises, provide a counterpoint to the historic image. The building material perceived to be most common is red brick, with stone foundations and lintels. New buildings have neither followed the historic precedent nor established a new standard for materials. The neighborhood has a "human scale", created by the predominance of 2-3 story houses and setbacks deep enough to allow front yards and front porches. Hand-crafted ornaments on homes, churches and schools add interest and a sense of history. The neighborhood is historically significant. It is the location of the homes of some of Denver's most interesting and well-known citizens, several of its premier parks and parkways, and a well preserved architectural legacy.

The street trees, parks, and parkways of Capitol Hill / Cheesman Park are the foremost elements of Denver's landscaping legacy, reminders that Denver is a green oasis in the dry High Plains grasslands. Unfortunately, a significant portion of the mature landscaping has been lost to age and disease, and with it, the historic landscape pattern has often been lost as well.

Capitol Hill / Cheesman Park is an urban, high density residential neighborhood, with a wealth of neighborhood shopping districts, good access to Downtown, good transit service, and a population distinct in its economic and lifestyle diversity.
1. HISTORIC PRESERVATION ISSUES AND RECOMMENDATIONS

HISTORIC PRESERVATION ISSUE 1: The historic integrity of the neighborhood has deteriorated, continues to be threatened, and is neither adequately recognized nor protected.

HISTORIC PRESERVATION RECOMMENDATION 1a: EXPAND UPON THE HISTORIC CHARACTER

Both the public and private sector should use the historic residential, commercial, and institutional character of the neighborhood as the basis for the design of new development and redevelopment activities, including streetscape improvements. Flagstone sidewalks, for example, should be preserved and repaired. Where new sidewalks are constructed, they should either be flagstone or, if that proves too expensive, flagstone-colored concrete. Funding should be provided to assist with the preservation and repair of flagstone sidewalks.

HISTORIC PRESERVATION RECOMMENDATION 1b: EMPHASIZE HISTORIC PRESERVATION

Give top priority to the preservation of the historic and architecturally interesting buildings and the historic fabric of the neighborhood when reviewing development proposals, proposing capital improvements, and allocating funding. Emphasis should be placed on preserving structures on their original sites, rather than moving them.

HISTORIC PRESERVATION RECOMMENDATION 1c: DESIGNATE HISTORIC DISTRICTS AND STRUCTURES

Improve the current historic inventory of the neighborhood and review areas and structures in the neighborhood for potential designation as Denver Landmark Districts or as individual landmarks. Consider designating the entire neighborhood as a Denver Landmark District. At a minimum, seek landmark designation for the most cohesive areas in the neighborhood, including areas along Sherman, Pennsylvania, Franklin, and Vine.
HISTORIC PRESERVATION RECOMMENDATION 1d:
EXPLORE STRONGER PRESERVATION STRATEGIES

Develop additional and stronger preservation strategies, programs, incentives, and funding sources for preserving historically significant and architecturally interesting structures and districts in the neighborhood.

HISTORIC PRESERVATION RECOMMENDATION 1e:
EMPHASIZE PUBLIC EDUCATION

Continue to educate the public about the presence of historic resources in the neighborhood, about the significance of their preservation, about the preservation process and available programs, and about how to get involved in that process.

HISTORIC PRESERVATION RECOMMENDATION 1f:
ESTABLISH TDR DISTRICTS

Establish within the neighborhood boundaries transferable development rights (TDR) districts. Within the districts, owners of registered Denver Historic Landmarks would be allowed to sell or transfer to another owner the right to use the amount of square footage not used by the first owner. The purpose of these districts is to promote preservation of historic structures. To illustrate this recommendation: a person might own a single-family house, say of 1,200 square feet. If the lot were 1,000 square feet, with the R-3 zone 3 to 1 floor area ratio, 1800 of the 3,000 square feet allowable would not be used. The 1800 square feet of allowable floor area could be sold to another owner within the district. The first owner would then have a deed restriction or covenant running with the property which bound development on it to a maximum 1,200 square feet. The second owner would be able to apply the extra square footage to a new building or the expansion of an existing building, with the provision that no development in the district could exceed the allowable floor area ratio by more than a given percentage, e.g. 15%. The transfer of rights would only be applicable within the designated districts and could never be transferred outside the particular district.
2. LANDSCAPING ISSUES AND RECOMMENDATIONS

LANDSCAPING ISSUE 1: While the neighborhood is distinguished by mature landscaping, changes to this landscaping have altered the character of the neighborhood.

sub-issue a: Trees and other landscaping throughout the neighborhood have been lost to old age, disease, and poor maintenance.

sub-issue b: Much of this landscaping has not been replaced.

sub-issue c: More trees will be lost in the future.

LANDSCAPING RECOMMENDATION 1a: PLANT TREES

Support and enlarge existing tree planting programs for both the public rights-of-way and private property. Efforts should be directed to re-establishing and enhancing the neighborhood's historic tree canopy. Species similar to those of the mature trees in the neighborhood should be planted so that the size, shape, and density of the street trees create a cohesive canopy. Attention should also be paid to maintaining a similar alignment and spacing of trees to help preserve the historic character of the neighborhood.

LANDSCAPING RECOMMENDATION 1b: PLANT SHRUBBERY AND FLOWERS

Encourage property owners, business owners, and tenants to soften the urban landscape with shrubbery and flowers.

LANDSCAPING RECOMMENDATION 1c: PROTECT EXISTING TREES

Discourage the removal of healthy trees from either private or public property by tightening procedures for approving tree removal. Establish maintenance programs. Assist low income property owners with maintenance.
LANDSCAPING RECOMMENDATION 1d: 
REPLACE TREES WHICH ARE REMOVED

Require the replacement of street trees immediately following the removal of existing trees.

LANDSCAPING RECOMMENDATION 1e: 
REQUIRE STREET TREES AND LANDSCAPING

Require street trees and landscaping for any new development.

sub-issue d: In too many cases, sod has been replaced by rocks, gravel, dirt, or pavement.

LANDSCAPING RECOMMENDATION 1f: 
PLANT GRASS

Sod is the ground cover which is most consistent with the residential character of the neighborhood.

Therefore, discourage property owners from using rocks, gravel, dirt, or pavement as a ground cover.

sub-issue e: Many of the tree lawns, or parking strips, (the area between the street and the sidewalk), particularly along the one-way and more heavily travelled streets, are poorly landscaped and poorly maintained.

LANDSCAPING RECOMMENDATION 1g: 
LANDSCAPE AND MAINTAIN PARKING STRIPS

Improve the landscaping and maintenance of the tree lawns. Most tree lawns should be planted with sod, rather than covered with rocks, gravel, dirt or pavement. Tree lawns along heavily travelled streets require special consideration, and may benefit from a combination of raised landscaping and pavement or from alternative plant materials. Encourage designs which are consistent with the historic urban character of the neighborhood. Focus efforts on one-way streets. Enforce City requirements for trimming trees which overhang sidewalks.

sub-issue f: Tree trimming can be an exorbitantly expensive procedure for low-income homeowners. There is currently only one, limited, public assistance program which can be used for tree trimming.
LANDSCAPING RECOMMENDATION 1h:
HELP LOW-INCOME HOMEOWNERS WITH TREE TRIMMING

Either expand existing City programs or find alternative funding sources to help low-income homeowners with the expense of tree trimming.

sub-issue g: There is a lack of information on landscaping maintenance procedures and responsibilities.

LANDSCAPING RECOMMENDATION 1i:
PROVIDE LANDSCAPE MAINTENANCE INFORMATION

Disseminate information on landscaping maintenance procedures and responsibilities, including information on plants which require less water than normal but which maintain the historic character of the landscaping in the neighborhood.

LANDSCAPING RECOMMENDATION 1j:
PARTICIPATE IN A PILOT PROJECT

Participate in a pilot project to test alternative methods for lowering landscaping water and maintenance requirements, while enhancing the historic and urban character of the neighborhood.

sub-issue h: City requirements for planting trees are in many cases unclear, too restrictive, or too complex.

LANDSCAPING RECOMMENDATION 1k:
SIMPLIFY TREE PLANTING REQUIREMENTS

Minimize the impediments to planting trees by simplifying and clarifying the City requirements for planting trees in the public rights-of-way.

LANDSCAPING ISSUE 2: Poorly located or inadequately landscaped and buffered parking lots and structures can be incompatible with the nearby residential uses and the character of the neighborhood.

LANDSCAPING RECOMMENDATION 2:
CAREFULLY LOCATE & BUFFER PARKING

Attain compatibility of parking with the character of the neighborhood by sensitively locating, landscaping, and further buffering parking from nearby residential uses.
LANDSCAPING ISSUE 3: The neighborhood has too many ugly, unlandscaped, and poorly maintained parking lots and vacant lots.

LANDSCAPING RECOMMENDATION 3a:
MAINTAIN VACANT LOTS

Identify vacant lots which are not in compliance with City ordinance requirements for maintenance, establish priorities for enforcement, and enforce the ordinances.

sub-issue a: The parking lot landscaping ordinance does not contain a provision for retroactive enforcement. As a result, the existing parking lots will not be landscaped.

LANDSCAPING RECOMMENDATION 3b:
LANDSCAPE EXISTING PARKING LOTS

Amend the City’s parking lot landscaping ordinance to include a provision for retroactive enforcement. Consider an amortization schedule as an implementation method which would help minimize the financial burden.

sub-issue b: The new parking lot landscaping ordinance provides only minimum requirements for interior landscaping and no requirements for small lots.

LANDSCAPING RECOMMENDATION 3c:
LANDSCAPE INTERIORS & SMALL LOTS

Amend the City’s parking lot landscaping ordinance to include additional provisions for interior landscaping, for small lots, and for permanent maintenance.

LANDSCAPING ISSUE 4: The edge between retail and residential uses is often ugly, noisy, too bright, lacking in landscaping, attractive to anti-social activity, uncomfortable, and disruptive to residential uses.

LANDSCAPING RECOMMENDATION 4:
EXTEND THE RETAIL STREETSCAPE INTO THE NEIGHBORHOOD

As street trees, pedestrian lights, and other streetscape improvements are installed in retail areas, extend them around the street corners to the edge between the retail and residential uses.
LANDSCAPING ISSUE 5: Several streetscaping projects have been completed, along East Colfax and on the 1500 block of Clarkson. Each of these projects is an element of a larger streetscape project, Colfax between Grant and Josephine and Clarkson from 13th to 20th Avenue.

LANDSCAPING RECOMMENDATION 5: COMPLETE EXISTING STREETSCAPE PROJECTS

Give priority to completing existing streetscaping projects in order to maximize their impact.

LANDSCAPING ISSUE 6: Overhead utility lines dominate the streetscape along Sixth, Seventh, Eighth, Eleventh, Thirteenth, and Colfax Avenues and will detract from other programs and expenditures designed to improve the image of those streets. Overhead lines on the west edge of Cheesman create a jarring edge between the park and the neighborhood.

LANDSCAPING RECOMMENDATION 6: UNDERGROUND UTILITY LINES ALONG 6TH, 7TH, 8TH, 11TH, 13TH, 14TH, AND COLFAX AVENUES AND ON BOTH THE EAST AND WEST EDGES OF CHEESMAN PARK.

Underground the overhead utility lines which currently run along 6th, 7th, 8th, 11th, 13th, and Colfax Avenues and on the west edge of Cheesman Park. As part of the effort to improve the streetscape in the neighborhood, coordinate the timing of the undergrounding with other streetscaping projects.
3. PARKS AND RECREATION ISSUES AND RECOMMENDATIONS

PARKS AND RECREATION ISSUE 1: With the exception of the Capitol grounds and the adjoining Civic Center, there are limited parks and open space available for the western end of the neighborhood.

PARKS AND RECREATION RECOMMENDATION 1a: IMPROVE EXISTING PARKS

Improve Civic Center, Governor’s Park, and Quality Hill Park in order to better accommodate and encourage use by neighborhood residents. Add fountains, similar focal points, and better pedestrian lighting to help add life to currently under-utilized parks. All three parks should continue to provide passive, rather than active, open space. All improvements should be compatible with the formal urban qualities of these parks.

PARKS AND RECREATION RECOMMENDATION 1b: IMPROVE THE LINKAGES TO PARKS

Improve landscaping, sidewalks, crosswalks, and other pedestrian treatments along connecting streets such as 11th, Sherman, Pennsylvania, and Franklin in order to improve the pedestrian and bicycle linkages to Cheesman, Congress, City, Civic Center, Quality Hill, and Governor’s Parks and to Cherry Creek and the Platte River.

PARKS AND RECREATION RECOMMENDATION 1c: DESIGNATE ADDITIONAL PARKWAYS

Designate the Capitol Hill / Cheesman Park segments of York, Josephine, Franklin, and Eleventh Avenues as City Parkways.

PARKS AND RECREATION ISSUE 2: Maintenance is less than desirable in the parks.

sub-issue a: The sprinkler system in Cheesman Park is one of the oldest in the City, is irreparable, and needs to be replaced.

PARKS AND RECREATION RECOMMENDATION 2: IMPROVE PARKS MAINTENANCE

Give higher priority to parks maintenance, including funding a new sprinkler system for Cheesman Park.
PARKS AND RECREATION ISSUE 3: The majority of park space in the neighborhood is passive, rather than active.

sub-issue a: The Capitol grounds, Cheesman Park, Governor's Park, Quality Hill Park, and Seventh Avenue Parkway provide needed passive open space without the level of activity of parks with athletic facilities.

sub-issue b: The neighborhood has ready access to Congress Park and City Park, where active recreation facilities are concentrated and are more appropriate.

PARKS AND RECREATION RECOMMENDATION 3a:
PROTECT PASSIVE PARK SPACE

Protect the integrity of the neighborhood's passive park space from active and organized uses.

PARKS AND RECREATION RECOMMENDATION 3b:
IMPROVE ACTIVE PARK SPACE AND ACCESS

Improve the active recreation facilities in Congress Park and City Park and improve the access to those parks and their facilities.

PARKS AND RECREATION ISSUE 4: Improvements to the neighborhood parks seem to happen on a piecemeal basis and have little sense of permanence, consistency with a grand design, or compatibility with the character of the neighborhood.

sub-issue a: The impact of the collection of these individual actions is to denigrate the quality of the parks.

PARKS AND RECREATION RECOMMENDATION 4a:
ADOPT AND FOLLOW A PARKS MASTER PLAN

Adopt and follow a master plan for City parks, including their improvement and maintenance. Improvements should be compatible with the historic designs for the parks and the character of the neighborhood.

sub-issue b: Changes to Cheesman Park and the traffic flow through it run the risk of creating more negative impacts on the surrounding streets.

PARKS AND RECREATION RECOMMENDATION 4b:
STUDY ANY TRAFFIC PATTERN CHANGES

Involve the neighborhood in the discussion of any proposed changes to Cheesman Park and the traffic flow through it. Thoroughly review potential impacts on the park and the surrounding streets.
sub-issue c: The west entrance to the Botanic Gardens is closed, making pedestrian access from the west end of the neighborhood more difficult.

PARKS AND RECREATION RECOMMENDATION 4c:
OPEN THE WEST ENTRANCE TO THE GARDENS

Whenever possible, the Botanic Gardens should open its west entrance.

sub-issue d: The parks have inadequate and poorly designed pedestrian lighting.

PARKS AND RECREATION RECOMMENDATION 4d:
IMPROVE LIGHTING IN PARKS

Improve the pedestrian lighting in the parks. The lighting should be compatible with the historic designs of the parks and with the character of the neighborhood.

PARKS AND RECREATION ISSUE 5: There is a lack of recreation facilities in the neighborhood, especially for children.

sub-issue a: The residents of the neighborhood do not have adequate access to any city recreation center.

PARKS AND RECREATION RECOMMENDATION 5:
PROVIDE RECREATION FACILITIES

Provide additional recreation facilities, particularly a community recreation center and children’s facilities. Consider joint parks/school use of facilities at Morey Middle School, East High School, and Dora Moore Elementary.

4. OPEN SPACE ISSUES AND RECOMMENDATIONS

OPEN SPACE ISSUE 1: The current zoning ordinance allows new developments to meet their open space requirements in ways which do not best serve the neighborhood and which may not be compatible with the character of the neighborhood. The zoning ordinance states that "unobstructed open space may be located on the ground and on roof decks having an average height of not more than six (6) feet above grade and shall be utilized only for landscaping and/or recreational facilities." This language does not include sufficient criteria for determining the quality or compatibility of open space.
OPEN SPACE RECOMMENDATION 1:  
IMPROVE THE CRITERIA FOR OPEN SPACE

Tighten the criteria for open space to improve both its quality and its compatibility with the character of the neighborhood.

5. PEDESTRIAN ORIENTATION ISSUES AND RECOMMENDATIONS

PEDESTRIAN ORIENTATION ISSUE 1: New commercial development tends to be more automobile-oriented than pedestrian-oriented.

sub-issue a: The neighborhood has the history and potential of being more pedestrian oriented.

PEDESTRIAN ORIENTATION RECOMMENDATION 1a:  
ORIENT RETAIL AREAS TO PEDESTRIANS

Orient new and existing commercial development to pedestrians, rather than to automobiles. The only exception to this would be in areas designated for automobile-oriented uses.

sub-issue b: Narrow sidewalks create pedestrian / automobile conflicts.

PEDESTRIAN ORIENTATION RECOMMENDATION 2b:  
WIDEN AND BUFFER NARROW SIDEWALKS

Widen sidewalks, while retaining landscaped parking strips, and buffer the sidewalks from traffic.

6. NEIGHBORHOODS EDGE ISSUES AND RECOMMENDATIONS

NEIGHBORHOOD EDGE ISSUE 1: The edges of the neighborhood show the greatest impacts from the character and density of adjoining areas, act as transition zones between the neighborhood and those adjoining areas, and have a concentration of arterial streets and, consequently, heavy traffic.

sub-issue a: The area between 13th and Colfax is heavily affected by the cumulative impact of traffic and the associated noise and dirt.

sub-issue b: The area between 13th and Colfax is not as well maintained as other areas in the neighborhood because of a complex of interrelated factors, some of which are not in themselves problematic.

sub-issue c: Redevelopment of areas peripheral to the neighborhood may cause significant impacts in the neighborhood.
NEIGHBORHOOD EDGE RECOMMENDATION 1a:
DIRECT EFFORTS TO IMPROVING EDGES

Improve and stabilize the edges of the neighborhood, minimizing and buffering the impacts of traffic and intense development.

NEIGHBORHOOD EDGE RECOMMENDATION 1b:
WORK WITH NEIGHBORING ORGANIZATIONS

The neighborhood organizations should work with organizations from adjoining neighborhoods, including Downtown, to support common and compatible goals.

sub-issue d: Sherman provides a strong residential edge for the neighborhood but is threatened with redevelopment by the existing R-4 zoning and the large land assemblages.

sub-issue e: The area between Broadway and Logan, an extension of the western edge of the neighborhood, has a mixture of older residential uses and newer offices, retail uses, and parking lots. This mixture of uses encourages intrusions of incompatible land uses into the neighborhood and increases the difficulty of protecting the character of the neighborhood.

NEIGHBORHOOD EDGE RECOMMENDATION 1c:
EMPHASIZE THE RESIDENTIAL CHARACTER AND USE OF THE WESTERN EDGE OF THE NEIGHBORHOOD

Encourage retention and enhancement of the residential character and use of the western edge of the neighborhood.

NEIGHBORHOOD EDGE RECOMMENDATION 1d:
DEVELOP DESIGN GUIDELINES

Develop design guidelines which will help retain and enhance the residential character of the western edge of the neighborhood. These guidelines should evolve from the urban design strategy for the neighborhood.

sub-issue f: East Colfax, the northern edge of the neighborhood, is commercial, while the southern and eastern edges of the neighborhood are residential. Because the streets which form the southern and eastern edges are busy, there are on-going pressures to convert the residential uses to commercial uses.
NEIGHBORHOOD EDGE RECOMMENDATION 1e:
RETAIN THE RESIDENTIAL CHARACTER AND USE OF 6TH AVENUE
YORK, AND JOSEPHINE

The primary uses on 6th, York, and Josephine should be
residential. Any additional commercial or office uses should be
neighborhood-oriented, pedestrian-oriented, and compatible
with the residential scale and character of the neighborhood.

7. LANDFORM ISSUES AND RECOMMENDATIONS

LANDFORM ISSUE 1: The neighborhood has interesting topography which provided the
original attraction for building houses in the area, served as an inspiration for naming the
neighborhood (Capitol Hill / Quality Hill), and continues to distinguish the neighborhood
from surrounding areas. The design of buildings and other improvements can serve to
either accentuate or minimize this topography.

LANDFORM RECOMMENDATION 1:
ACCENTUATE TOPOGRAPHY

The design of new construction located on hillside sites should
accentuate the topography, placing high-rise buildings on the
top of hills and low-rise buildings at the base of hills.

8. URBAN DESIGN ISSUES AND RECOMMENDATIONS

URBAN DESIGN ISSUE 1: There is not a grand design which defines the character of
the neighborhood and which provides guidelines for public improvements, such as additions
to neighborhood schools and the construction of State office buildings, and for
improvements within the public rights-of-way.

sub-issue a: Recent streetscape improvements - such as trees, pedestrian lights, and
benches - may be helping to define individual commercial areas, but may not be
compatible with each other or with future streetscape improvements. They may not
be building upon the character of the neighborhood and helping to distinguish it from
adjoining neighborhoods.

URBAN DESIGN RECOMMENDATION 1:
CREATE A COHESIVE URBAN DESIGN STRATEGY

Create an urban design strategy for the neighborhood which
will provide general guidelines for new public and private
improvements and help reinforce the distinct character of the
neighborhood.
D. CIRCULATION

BACKGROUND AND ANALYSIS

Because of its location between Downtown and the ever-expanding eastern and southeastern sectors of the metropolitan area, the neighborhood is, and always has been, directly affected by the external demand for improved traffic circulation. Similarly, as the neighborhood has become more dense and as the number of automobiles has increased, the neighborhood has also experienced an increased internal demand for improved traffic circulation, parking, transit service, and bicycle and pedestrian opportunities and safety.

East Colfax Avenue provides an example of the changes produced by increased external traffic demands. Originally, East Colfax was one of Denver’s premier residential streets. However, as the City developed to the east, traffic along the street increased, the street became a transit route, and the character of East Colfax changed from residential to commercial.

Similar pressures have been placed on other streets throughout the neighborhood. As traffic demands increased, many streets were converted from two-way to one-way traffic. Currently, there are 14 one-way streets in the neighborhood: Broadway, Lincoln, Grant, Logan, Washington, Clarkson, Corona, Downing, York, Josephine, 6th, 8th, 13th, and 14th. According to a report produced by the Denver Public Works Transportation Division in February of 1988 for the Southeast Quadrant Study, average daily traffic volume on these one-way streets as they pass through the neighborhood exceeds 240,000 vehicles per day. For the same report, the Transportation Division produced a 2010 Average Daily Traffic Volume Projection, which projects average daily traffic volume on these same sections of the one-way streets to increase approximately 130% to 554,500 vehicles per day. These projected traffic volumes assume the following:

1. Land Use
   a. Realization of the Southeast Quadrant Study 2010 population and employment forecasts

2. Transit
   a. Construction of a regional system on I-25 and I-225
   b. Use of a high frequency bus network
   c. Use of activity center circulators

3. Ride Sharing
   a. A 30% increase ride sharing for work trips

4. Roadway Network
   a. Construction of the Quebec and Alameda connectors
   b. Expansion of I-25 and I-225 to 10 lanes
   c. Implementation of the recommendations from the One-Way Street Study

57.
As a result of the need to carry traffic more efficiently, streets were widened, resulting in narrower sidewalks and yards; and in some cases, the landscaped tree lawns between the sidewalk and the street were eliminated entirely. At the same time, increased demands for on-street parking have clogged the already narrow streets. Along with congestion, increased traffic has brought additional noise, dirt, and safety concerns to the neighborhood. Because of the significance of these issues, Sixth Avenue has been included in the Plan as a Focus Area, and many of the issues and recommendations for 6th Avenue also are relevant to the other one-way streets in the neighborhood.

With its proximity to Downtown, having the highest density of any neighborhood in the City, and having healthy and centrally located neighborhood-orientated retail uses, Capitol Hill / Cheesman Park has heavy transit ridership and a highly pedestrianized population. Both the transit and the pedestrian environment need improvements, however, and these improvements would result in higher transit ridership and pedestrian activity.

Over the years, numerous responses have been generated for these and related transportation issues. Recent studies include the "Central Denver North-South Traffic Impact Mitigation Study", also known as the One-Way Street Study, and the Southeast Quadrant Land Use and Transportation Review, known as the Southeast Quadrant Study. The recommendations related to the Capitol Hill / Cheesman Park neighborhood from these two studies are consistent with the recommendations in this plan.

The following circulation issues and recommendations are those which are considered critical to the entire neighborhood and, thus, to the framework plan.

1. ISSUES AND RECOMMENDATIONS FROM CIRCULATION STUDIES

CIRCULATION STUDIES ISSUE 1: There is an exceptionally high volume of traffic through the neighborhood which creates a negative impact on the adjoining property and on both pedestrian and bicycle traffic.

CIRCULATION STUDIES RECOMMENDATION 1: CONSIDER EXISTING STUDY RECOMMENDATIONS

Consider those recommendations of the One-way Street study and the Southeast Quadrant Study which relate to the neighborhood. Delay further consideration and studies of one-way conversions until the construction of the Speer Boulevard / Sixth Avenue / Lincoln Street grade separation project is completed and its effect on traffic patterns can be adequately assessed. In assessing one-way street conversions, the status of major ingress and egress routes to Downtown should be considered. Specifically, the recommendations of these studies which apply to the neighborhood include:
<table>
<thead>
<tr>
<th>CORRIDOR/SEGMENT</th>
<th>PRIMARY INTENT</th>
<th>PROPOSED ACTION</th>
</tr>
</thead>
<tbody>
<tr>
<td>BROADWAY / LINCOLN</td>
<td>ENHANCE THE DESIRABILITY OF USING TRANSIT FOR MID-DAY DEMANDS ALONG CORRIDORS</td>
<td>Provide high frequency bus transit services.</td>
</tr>
<tr>
<td>and EAST COLFAX</td>
<td></td>
<td></td>
</tr>
<tr>
<td>CORONA STREET</td>
<td>REDUCE TRAFFIC FLOW THROUGH CAPITOL HILL AND PROVIDE A NEIGHBORHOOD COLLECTOR ROUTE</td>
<td>Convert to 2-way local collector street, subject to adequate alternative roadway/transit improvements and access to the Central Business District and other appropriate employment and activity centers.</td>
</tr>
<tr>
<td>Colfax to 6th Ave.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>DOWNING STREET</td>
<td>REDUCE TRAFFIC FLOW THROUGH CAPITOL HILL AND PROVIDE A NEIGHBORHOOD COLLECTOR ROUTE</td>
<td>Convert to 2-way local street, subject to adequate alternative roadway/transit improvements and access to the Central Business District and other appropriate employment and activity centers.</td>
</tr>
<tr>
<td>Colfax to 8th Ave.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>DOWNING STREET</td>
<td>REDUCE TRAFFIC FLOW THROUGH CAPITOL HILL AND PROVIDE A NEIGHBORHOOD COLLECTOR ROUTE</td>
<td>Convert to 2-way collector street, subject to adequate alternative roadway/transit improvements and access to the Central Business District and other appropriate employment and activity centers.</td>
</tr>
<tr>
<td>8th Ave. to Speer</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PEDESTRIAN/BICYCLE</td>
<td>PROVIDE PHYSICAL CORRIDOR FOR ALTERNATIVE TRAVEL MODES</td>
<td>11th Avenue</td>
</tr>
<tr>
<td>CORRIDOR</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Downtown to Cheesman Park</td>
<td></td>
<td></td>
</tr>
<tr>
<td>COLFAX AVENUE</td>
<td>INCREASE AUTOMOBILE CAPACITY TO REDUCE TRAFFIC DEMANDS ON ALTERNATIVE ROUTES</td>
<td>Improve signalization to facilitate traffic flow.</td>
</tr>
<tr>
<td>Broadway to Yosemite</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Existing One Way Streets
2. STREET ISSUES AND RECOMMENDATIONS

STREET ISSUE 1: A conflict exists between the need to carry traffic around the City and through the neighborhood and the desire to retain and reinforce the character and livability of Capitol Hill.

sub-issue a: Although they are an essential element of the existing metropolitan transportation system, the one-way arterial street pairs divide the neighborhood and are destructive to the quality and livability of the neighborhood.

sub-issue b: Actual traffic speeds are too high on the one-way streets.

STREET RECOMMENDATION 1a:
DISCOURAGE ADDITIONAL TRAFFIC

Find alternative means for carrying traffic through or around the neighborhood. Additional traffic, street widening, and additional negative impacts on the residential desirability of the neighborhood are to be avoided. Traffic improvements should improve the residential quality of the neighborhood.

STREET RECOMMENDATION 1b:
STUDY THE CONVERSION OF ADDITIONAL ONE-WAY STREETS AND OTHER IMPROVEMENTS

To help protect the livability of the neighborhood, study both the conversion of additional one-way streets to two-way traffic and the introduction of other improvements which will help buffer the neighborhood from traffic impacts. Consider, for example, off-peak on-street parking along East Eighth Avenue between Colorado Boulevard and Lincoln Street.

STREET RECOMMENDATION 1c:
ENFORCE SPEEDS ON ONE-WAY AND TWO-WAY ARTERIALS

Improve enforcement of posted traffic speeds on one-way and two-way arterial streets, study the potential for lowering speed limits on those streets, and time lights to limit effective speeds.

sub-issue c: Traffic flow, particularly in the commercial areas at 9th and Corona and 11th and Ogden, needs to be reviewed for efficiency and safety.
STREET RECOMMENDATION 1d:
STUDY TRAFFIC FLOW IN COMMERCIAL AREAS

Study and implement improvements to the traffic flow, efficiency, and safety in commercial areas of the neighborhood.

STREET ISSUE 2: Thirteenth Avenue widens from two to three traffic lanes west of Franklin Street. Because the right-of-way itself does not expand until Grant Street, the additional street width results in reduced setbacks between the street and the adjoining buildings, most of which are residential, and in narrower sidewalks. The narrow setbacks intensify the impacts of noise, dirt, and safety hazards.

STREET RECOMMENDATION 2a:
STUDY THE POTENTIAL NARROWING OF THIRTEENTH AVENUE

Complete a traffic study of 13th Avenue between Franklin and Broadway, focusing on the potential for narrowing the street and widening the setbacks, allowing for widening the sidewalks and providing additional landscaping and other buffering for the adjoining land uses. Address capacity issues, sub-area circulation and access concerns, air quality impacts, and other related issues. Implement the recommendations of the study.

STREET RECOMMENDATION 2b:
IMPLEMENT AN INTERIM SOLUTION FOR THIRTEENTH AVENUE

Until a permanent solution can be constructed for Thirteenth Avenue, allow parking on the south side of Thirteenth Avenue during off-peak hours, focusing on the area between Washington and Logan.

STREET ISSUE 3: The neighborhood suffers because of the flow of traffic through it, rather than traffic which is generated within it.

STREET RECOMMENDATION 3:
LOBBY FOR A STATE TAX TO MITIGATE TRAFFIC IMPACTS

Lobby for a State tax on gasoline which will go for mitigating impacts on existing neighborhoods, similar to the subsidy program for noise barriers along Interstate Highways.
STREET ISSUE 4: The reconstruction of the intersection of 6th, Lincoln, and Speer has been funded. The design of the intersection will impact the neighborhood.

STREET RECOMMENDATION 4: INVOLVE THE NEIGHBORHOOD IN DESIGNING 6TH/LINCOLN/SPEER

The design of the 6th/Lincoln/Speer intersection, at a minimum, should consider aesthetic compatibility with the historic character of Speer and with the neighborhood, the traffic impact on the surrounding area, access to Cherry Creek, and creation of a gateway for Downtown.

3. PEDESTRIAN AND BICYCLE ISSUES AND RECOMMENDATIONS

PEDESTRIAN ISSUE 1: The pedestrian orientation of the neighborhood as a whole is strong, but the scarcity of marked crosswalks and drivers’ ignorance of pedestrian rights weaken the system.

PEDESTRIAN AND BICYCLE RECOMMENDATION 1a: GIVE PRIORITY TO WALKING AS THE MOST DESIRABLE FORM OF TRANSPORTATION

Encourage people in the neighborhood to walk to work, shopping, and recreation. Give other forms of transportation lower priority.

PEDESTRIAN AND BICYCLE RECOMMENDATION 1b: ENFORCE PEDESTRIAN LAWS

Enforce laws which give pedestrians the right-of-way over automobiles, educate the public to these laws, and institute significant fines for violations.

sub-issue a: Pedestrian crossing of arterials - such as Colfax, Lincoln, Broadway, 13th, and 14th - is difficult at best.

PEDESTRIAN AND BICYCLE RECOMMENDATION 1c: IMPROVE PEDESTRIAN CROSSINGS

Identify priority intersections where pedestrian crosswalks should be marked. Mark these crosswalks and then give higher priority to maintaining them.

sub-issue b: The neighborhood suffers from inadequate pedestrian and bicycle linkages between both external and internal destinations. Parking lots, barren streetscapes, narrow sidewalks, and poorly maintained properties on the northern and

67.
western edges of the neighborhood make walking less comfortable and enjoyable, thus discouraging pedestrian traffic.

PEDESTRIAN AND BICYCLE RECOMMENDATION 1d: IMPROVE THE PEDESTRIAN ENVIRONMENT

Improve the pedestrian environment with streetscape programs, landscaping of parking lots, and improved property maintenance.

PEDESTRIAN AND BICYCLE RECOMMENDATION 1e: EMPHASIZE PEDESTRIAN STREETS

Improve both north-south and east-west streets as pedestrian and visual linkages within the neighborhood and with adjoining neighborhoods, including Downtown. North-south streets which should be considered include Sherman, Pennsylvania, Clarkson, Franklin, Columbine, and Elizabeth. East-west streets include Seventh, Ninth, Eleventh, and Twelfth Avenues.

PEDESTRIAN AND BICYCLE RECOMMENDATION 1f: COMPLETE EXISTING STREETSCAPE PROJECTS

East Colfax and Clarkson both have had initial streetscape improvements completed. Give priority to completing these projects.

PEDESTRIAN AND BICYCLE ISSUE 2: Bicycle ridership is lower than one would anticipate given the location of the neighborhood, its demographics, and Denver's climate.

sub-issue a: Bicycles are thought of primarily as recreation, rather than as transportation.

sub-issue b: Conflicts exist among automobiles, bicycles, and pedestrians.

PEDESTRIAN AND BICYCLE RECOMMENDATION 2a: GIVE HIGHER PRIORITY TO BICYCLES

Develop strategies for improving the capacity, safety, enjoyment, and speed of bicycle travel. Strategies should include improved maintenance of both on-street and off-street bicycle routes, the review of existing and possible bicycle routes for their capacity, safety and efficiency, and the provision of bicycle racks in commercial area.
PEDESTRIAN AND BICYCLE RECOMMENDATION 2b:
EDUCATE DRIVERS AND BICYCLISTS

Develop public education programs on the rights and obligations of bicycle ridership and safety precautions for both bicyclists and automobile drivers.

PEDESTRIAN AND BICYCLE RECOMMENDATION 2c:
ENFORCE BICYCLE LAWS

More strictly enforce bicycle laws, emphasizing the rights and responsibilities of bicyclists.

4. TRANSIT ISSUES AND RECOMMENDATIONS

TRANSIT ISSUE 1: The neighborhood has a large transit-independent population, the highest residential density in the City, proximity to Downtown, and a higher-than-normal level of transit ridership. While the neighborhood has a high bus ridership, given its location and the character of its residents, it should have even higher ridership.

sub-issue a: RTD bus transfers currently cannot be used for return trips, thus discouraging use of the bus for short shopping trips.

TRANSIT RECOMMENDATION 1a:
PROVIDE RETURN TRIP BUS TRANSFERS

Expand the current use of bus transfers to allow roundtrip transfers within a two hour period.

sub-issue b: The bus shelters in the neighborhood are scarce and in poor condition.

TRANSIT RECOMMENDATION 1b:
PROVIDE MORE BUS SHELTERS

Provide additional bus shelters. Shelters should be located and designed to be compatible with the neighborhood and adjacent property.

sub-issue c: Bus stop areas and bus benches are in need of better maintenance.

TRANSIT RECOMMENDATION 1c:
MAINTAIN BUS STOPS AND BENCHES

Develop programs and funding for improved maintenance of bus stops and benches.

69.
TRANSIT RECOMMENDATION 1d:
IMPROVE BUS STOPS

Improve bus stops to better buffer them from weather and traffic.

sub-issue d: Riding a bus to and from Downtown is convenient, but other areas of the metropolitan area are far less accessible by bus from the neighborhood.

TRANSIT RECOMMENDATION 1e:
EXPAND BUS SERVICE

Support efforts of RTD to expand bus service throughout the metropolitan area.

sub-issue e: Peak hour circulator buses are too infrequent and too widely spaced. Additional circulator routes and buses would help make bus service more convenient and competitive and, thus, would attract additional ridership.

TRANSIT RECOMMENDATION 1f:
ADD MORE PEAK HOUR CIRCULATOR BUSES

Support and work with RTD in their efforts to expand the system of circulator buses through the neighborhood and to improve headway between buses. RTD and the neighborhood organizations should work together in locating additional bus routes.

sub-issue f: Diesel buses pollute the neighborhood with particulates and odors. Many of the buses generate excessive noise and vibrations.

TRANSIT RECOMMENDATION 1g:
BUY QUIET, NON-POLLUTING BUSES

Work with RTD to assure that new buses will be quiet and non-polluting.

TRANSIT ISSUE 2: As mass transit systems are developed, their design and location will potentially both impact the livability of the neighborhood and create pressure for more intense redevelopment.

TRANSIT RECOMMENDATION 2a:
INVOLVE THE NEIGHBORHOOD

Incorporate representatives of the neighborhood and its concerns in key discussions regarding future mass transit and rapid transit alignments and technology.
TRANSIT RECOMMENDATION 2b:
PROVIDE READY ACCESS TO RAPID TRANSIT ROUTES

As alternative rapid transit routes are analyzed and routes are proposed and selected, study the potential for ready access from the neighborhood to the rapid transit lines while meeting the needs of the neighborhood.

TRANSIT RECOMMENDATION 2c:
REZONE THE NEIGHBORHOOD TO ACCOMMODATE TRANSIT IMPACTS

If rapid transit is approved adjacent to the neighborhood, zone the neighborhood to allow it to take advantage of the potential positive effects and to protect from the potential negative impacts.

5. PARKING ISSUES AND RECOMMENDATIONS

PARKING ISSUE 1: The neighborhood suffers from limited on-street and off-street parking. Both are less than is necessary to meet the needs of the residents, institutions, and businesses in the neighborhood. While on-street parking clogs the already-narrow streets, it does help buffer the sidewalks and the adjoining uses from the traffic and helps slow traffic.

PARKING RECOMMENDATION 1a:
PROVIDE TRANSPORTATION ALTERNATIVES

Improve transit, pedestrian, and bicycle alternatives to the use of automobiles and thus, help limit the demand for parking.

PARKING RECOMMENDATION 1b:
USE ON-STREET PARKING TO BUFFER TRAFFIC IMPACTS

Use on-street parking as a buffer between the traffic, the sidewalks, and the uses adjacent to the street.

PARKING RECOMMENDATION 1c:
STUDY THE CREATION OF PARKING DISTRICTS

Study the creation of parking districts which would provide joint parking facilities.

sub-issue a: The inadequacy and under-utilization of commercial parking is partially a result of a parking management problem.
PARKING RECOMMENDATION 1d: IMPROVE COMMERCIAL PARKING

Inventory existing parking, evaluate parking needs, and establish programs for better managing available parking and, if necessary, acquiring additional parking.

PARKING ISSUE 2: A conflict arises between the desire to provide adequate parking and the desire to retain the historic urban residential character of the neighborhood.

sub-issue a: Parking is perceived as both pervasive and inadequate.

PARKING RECOMMENDATION 2a: IDENTIFY WHERE OFF-STREET PARKING WILL BE ENCOURAGED OR DISCOURAGED

Identify specific locations where off-street parking will be encouraged and specific locations where it will be discouraged.

sub-issue b: Existing on-street parking laws are not well enforced.

PARKING RECOMMENDATION 2b: ENFORCE ON STREET PARKING LAWS

Give higher priority to enforcing existing on-street parking laws.

sub-issue c: Some of the major employers in and near the neighborhood provide neither adequate parking nor transportation alternatives for their employees and visitors.

PARKING RECOMMENDATION 2c: ENCOURAGE EMPLOYEE TRANSIT OPTIONS

Employers should provide incentives for their employees to use transportation alternatives and should provide adequate parking for those employees who cannot use alternative transportation.

sub-issue d: Parking lots and structures are both incompatible with the residential character of the neighborhood.

PARKING RECOMMENDATION 2d: REVIEW PARKING FOR COMPATIBILITY

Review proposals and designs for parking lots and structures for compatibility with the surrounding land uses and the character of the neighborhood.
1. SCHOOL ISSUES AND RECOMMENDATIONS

SCHOOL ISSUE 1: The presence of public and private schools in the neighborhood is essential to maintaining the residential character of the neighborhood and to attracting families to live here.

SCHOOL RECOMMENDATION 1a:
RETAIN NEIGHBORHOOD SCHOOLS

Retain and improve the public schools in the neighborhood. The City and the neighborhood organizations also should work together to encourage private schools to locate and stay in the neighborhood.

sub-issue a: The retention and maintenance of the historic school buildings as neighborhood schools is critical to retaining the sense of history in the neighborhood and the character of the neighborhood.

SCHOOL RECOMMENDATION 1b:
PRESERVE HISTORIC SCHOOL BUILDINGS

Maintain and improve the historic school buildings as neighborhood schools.

SCHOOL ISSUE 2: Community members who are not parents of school age children are seldom involved in education issues or programs.

SCHOOL RECOMMENDATION 2:
ENCOURAGE PARTICIPATION IN EDUCATION

Encourage all residents, property owners, and business owners, including those who are not parents of school age children, to participate in school issues, and programs, including budgeting.

As part of this effort to encourage participation, the School District should designate a permanent community contact person for each school.

The School District should also stabilize the administration of each school, extending the tenure of school principals rather than transferring them from school to school.
SCHOOL ISSUE 3: There is little encouragement of community use of school facilities.

SCHOOL RECOMMENDATION 3: ENCOURAGE COMMUNITY USE OF SCHOOLS

Open school facilities for greater community use.

The School District should develop a policy allowing and encouraging community use of schools for recreation programs and public open space.
2. CRIME PREVENTION ISSUES AND RECOMMENDATIONS

CRIME PREVENTION ISSUE 1: Neighborhood crime is a serious problem but receives undue adverse publicity.

sub-issue a: While the neighborhood and the District 3 office of the Police Department have an excellent working relationship, crime prevention would benefit from an even stronger police presence in the neighborhood.

CRIME PREVENTION RECOMMENDATION 1a:
CREATE A STRONGER POLICE PRESENCE

Strengthen the presence and the perception of the presence of the police in the neighborhood. The Police Department's newly created bicycle patrol program is an excellent example of developing a program which responds to the unique characteristics of the neighborhood.

As part of this recommendation, the Police Department should encourage longer tours of duty within the neighborhood in order to allow officers to be more familiar with the area and for the people within the area to be more familiar with the each officer.

sub-issue b: Because of the differences between Capitol, Hill / Cheesman Park and other neighborhoods in the City, there is a question whether the neighborhood watch program is the appropriate model for the neighborhood.

CRIME PREVENTION RECOMMENDATION 1b:
ESTABLISH A UNIQUE NEIGHBORHOOD WATCH PROGRAM

Establish a resident crime prevention program which is tailored to the neighborhood. The program should respond to the characteristics which make the neighborhood unique, such as the high percentage of residents who are renters and the high density of the housing. Crime prevention programs in similar neighborhoods throughout the country should be reviewed for replicable ideas. The need for 75% participation should be reviewed and, if appropriate, modified for the neighborhood. Once a new program is developed, the Police Department and the neighborhood organizations should work together to promote the program and to encourage police and citizen participation.

sub-issue c: Alleys, streets, parking lots, and parks need better standards for lighting.
CRIME PREVENTION RECOMMENDATION 1c: IMPROVE NEIGHBORHOOD LIGHTING

Improve neighborhood street, alley, and pedestrian lighting. Efforts should be directed to public education of the available options, their costs and benefits. Residents and property owners should be included in selecting locations for additional light fixtures.

sub-issue d: X-rated bookstores and theaters and some bars are a magnet for anti-social and criminal activity. The comfort and safety of residents, business people, and visitors to the area are threatened by the activity.

CRIME PREVENTION RECOMMENDATION 1d: REMOVE AND DISCOURAGE TROUBLESOME USES

Remove those uses which have been demonstrated to be a public nuisance. Discourage new uses which are likely to act as magnets for anti-social and criminal activity.

3. SPECIAL POPULATIONS ISSUES AND RECOMMENDATIONS

SPECIAL POPULATIONS ISSUE 1: The neighborhood has a high concentration of special populations and their service facilities.

- GROUP HOMES AND OTHER SOCIAL SERVICE FACILITIES

  sub-issue a: There is an unequal share of group homes and other social service facilities in the neighborhood.

  sub-issue b: Current City and State legislation regarding the siting of group homes and other social service facilities does not adequately address the concerns of either the neighborhood or of the social service providers.

- ALCOHOL AND DRUG ABUSE

  sub-issue a: The neighborhood is highly impacted by a high incidence of alcohol and drug abuse.

- HOMELESS

  sub-issue a: There are many homeless people in the neighborhood.

- RUNAWAY AND THROWAWAY YOUTH

  sub-issue a: There has been an increase of runaway and throwaway youth living in the neighborhood.
SPECIAL POPULATIONS RECOMMENDATION 1a: DISCOURAGE ADDITIONAL SOCIAL SERVICE FACILITIES IN THE NEIGHBORHOOD

Do not locate any additional social service facilities in the neighborhood until other areas of the metropolitan area accept their fair share of facilities.

SPECIAL POPULATIONS RECOMMENDATION 1b: SUPPORT FUNDING OF PROGRAMS AND FACILITIES

Support funding of programs and facilities throughout the City for the treatment of alcohol and drug abuse, caring for the homeless, and caring for runaway and throwaway youth.

SPECIAL POPULATIONS RECOMMENDATION 1c: WORK WITH SOCIAL SERVICES PROVIDERS TO REVIEW THE LOCATION OF FACILITIES AND TO DEVELOP PROGRAMS

Once other areas of the metropolitan area have accepted their fair share of social service facilities, then require social service providers to work with the neighborhood organizations in locating social service facilities and in developing programs which will impact the neighborhood.

SPECIAL POPULATIONS RECOMMENDATION 1d: ESTABLISH ONGOING RELATIONSHIPS WITH SERVICE PROVIDERS

Establish ongoing relationships between the neighborhood organizations and the social service providers in the neighborhood.

- ELDERLY AND PHYSICALLY DISABLED

sub-issue a: The neighborhood has a high concentration of elderly and physically disabled residents.

sub-issue b: There are not enough sidewalk curb cuts for the elderly and disabled.

SPECIAL POPULATIONS RECOMMENDATION 1e: BUILD MORE SIDEWALK HANDICAP RAMPS

Identify priority locations for building new sidewalk handicap ramps, identify funding sources, get funding commitments, and monitor the construction and maintenance.
F. ENVIRONMENT

BACKGROUND AND ANALYSIS

The high density, urban character of the neighborhood and its location create special environmental challenges. Graffiti and trash proliferate. The high volume of traffic, the narrow streets, and the high density of residents generate sand, dirt, and trash on the streets and make street sweeping difficult. Similarly, the traffic and density of residents generate a high volume of noise. Because the neighborhood is highly pedestrianized, residents are particularly dependent on safe, accessible sidewalks.

1. GRAFFITI ISSUES AND RECOMMENDATIONS

GRAFFITI ISSUE 1: The problem of graffiti is increasing throughout the neighborhood.

sub-issue a: While graffiti lowers property values as well as our senses of enjoyment, security, ownership, and pride in the neighborhood, no successful means has yet been developed for protecting against it.

GRAFFITI RECOMMENDATION 1: DISCOURAGE GRAFFITI

Discourage graffiti, using techniques such as the installation of protective wall coverings and landscaping, immediate removal of graffiti, brighter lighting, enforcement of existing ordinances prohibiting graffiti, and public education and awareness. Work with Keep Denver Beautiful and other anti-graffiti programs. Consider using juvenile offenders in graffiti removal efforts.
2. TRASH COLLECTION ISSUES AND RECOMMENDATIONS

TRASH COLLECTION ISSUE 1: Trash accumulates in streets, alleys, bus stops, and poorly maintained yards and parking lots.

TRASH COLLECTION RECOMMENDATION 1a: IMPROVE TRASH COLLECTION AND INCREASE PUBLIC AWARENESS

Work with "Keep Denver Beautiful" and similar programs to disseminate information on requirements and procedures for trash collection and litter prevention, encourage private and public trash collection efforts, and enforce City trash ordinances. Consider the City taking over commercial trash collection programs and charging a fee, offering more frequent trash pick-up, and enforcing stricter standards.

TRASH COLLECTION RECOMMENDATION 1b: EXPAND RECYCLING EFFORTS AND PROVIDE CURBSIDE RECYCLING

Work to expand existing recycling programs and to institute curbside recycling throughout the neighborhood.

TRASH COLLECTION RECOMMENDATION 1c: PROVIDE ENOUGH DUMPSTERS

Provide enough dumpsters to meet the demand generated by residents and businesses.

TRASH COLLECTION RECOMMENDATION 1d: PROVIDE ADDITIONAL TRASH RECEPTACLES

Place trash receptacles and provide for improved maintenance at bus stops, convenience stores, carry-out fast food restaurants, and other locations where trash is either generated or where it collects.

TRASH COLLECTION RECOMMENDATION 1e: CREATE SPECIAL DISTRICTS TO IMPROVE AND MAINTAIN ALLEYS

Consider the creation of special taxing districts to improve and maintain alleys.

TRASH COLLECTION ISSUE 2: Dumpster lids are heavy and create a hazard for many elderly and disabled residents.

TRASH COLLECTION RECOMMENDATION 2: INSTALL LIGHTER LIDS ON DUMPSTERS

Install lighter lids, perhaps plastic, on dumpsters.
TRASH COLLECTION ISSUE 3: Because the neighborhood has a mixture of single-family and multiple-family residential, retail, and institutional uses, the demands for trash collection for each of these uses often conflict with one another.

TRASH COLLECTION RECOMMENDATION 3:
RESTRICT TRASH COLLECTION

In areas which include residential uses, restrict trash collection to those times which do not conflict either with residents sleeping or with access or egress from their garages or parking areas through the alleys.

3. STREET SWEEPING ISSUES AND RECOMMENDATIONS

STREET SWEEPING ISSUE 1: Major traffic arteries accumulate sand, dirt, and trash, creating hazards for bicyclists and degrading the air quality by adding particulates.

STREET SWEEPING RECOMMENDATION 1:
SWEEP STREETS MORE FREQUENTLY

Because of the demands created by the high density of the neighborhood, the City should give the neighborhood a higher priority for street maintenance and should demonstrate its commitment by sweeping streets more frequently and by improving the cleanup of sand following snowstorms. Signs giving notice of impending street cleaning should be more visible - larger and more colorful, while being designed and located to minimize the potential for additional visual clutter.

4. SNOW REMOVAL ISSUES AND RECOMMENDATIONS

SNOW REMOVAL ISSUE 1: Too many people do not clean snow off their sidewalks.

SNOW REMOVAL RECOMMENDATION 1:
ENFORCE SNOW SHOVELLING

Disseminate information on requirements and procedures for snow removal from sidewalks, encourage snow removal, and enforce City snow removal ordinances.
5. PET CARE ISSUES AND RECOMMENDATIONS

PET CARE ISSUE 1: Too many people do not clean up after their pets.

PET CARE RECOMMENDATION 1:
CLEAN UP AFTER PETS

Initiate a concerted public relations effort which will educate people to their responsibility to clean-up after their pets, particularly in the parks, by disseminating information on requirements and procedures for cleaning up after pets, encouraging individuals to clean up after their pets, and enforcing City animal ordinances.

6. NOISE ISSUES AND RECOMMENDATIONS

NOISE ENFORCEMENT ISSUE 1: The neighborhood is too noisy.

NOISE ENFORCEMENT RECOMMENDATION 1:
ENFORCE THE NOISE ORDINANCE

Disseminate information on the City noise ordinance and its enforcement procedures, and aid its enforcement.
II. District Plans
Study Subareas & District Boundaries
PREFACE

The Capitol Hill / Cheesman Park neighborhood is diverse culturally, socially, economically, and physically. Because it is important to consider the elements which provide the distinctions in the neighborhood, the District Plan establishes 12 districts which have relatively distinct characteristics, acknowledging that the boundaries between the districts are not sacrosanct and that some characteristics overlap district boundaries.

The District Plan provides a description of each of the 12 districts, a vision for what the characteristics of the district should be in the future, and the issues and recommendations, including general zoning recommendations, which are most important to the district. These issues and recommendations are in addition to those which are included in the Framework Plan, and which are considered to generally apply to the entire neighborhood, including each district.
A. BROADWAY / LINCOLN DISTRICT

DESCRIPTION

The Broadway / Lincoln District forms the western edge of the neighborhood. It is one and one-half blocks wide and seven and one-half blocks long, extending from the middle of Broadway on the west to the alley between Lincoln and Sherman on the east, and from Speer Boulevard on the south to Thirteenth Avenue on the north.

The district is heavily impacted by traffic on one-way streets, including Lincoln, (northbound), Broadway (southbound), Thirteenth Avenue (westbound), Eighth Avenue (westbound), and Sixth Avenue (eastbound). The district is bounded on the south by yet another major thoroughfare, Speer Boulevard. Five two-way streets cross the district: Seventh Avenue, Ninth Avenue, Tenth Avenue, Eleventh Avenue, and Twelfth Avenue.

The zoning in the district is B-8, with the exception of one PUD in the 900 block of Lincoln. B-8 zoning is an intensive general business and very high density residential district. The PUD allows high density mixed residential / retail mixed use development, with a higher residential density than allowed in the B-8 district. The area covered by the Cheesman Park Mountain View Ordinance extends from the east to the middle of Broadway. Development which is in the district is, therefore, subject to the restrictions of this ordinance.

A major transportation corridor, the Broadway / Lincoln District provides the southern gateway to Downtown Denver, with the intersection of Speer / Lincoln / Broadway the point of entry. The district is linear, running north-south, parallel to Lincoln and Broadway. With a character which is distinct from the rest of the neighborhood, development in the district is primarily commercial, with offices and destination retail uses. Older commercial buildings are inter-mixed with newer commercial structures, including several large office buildings, including the Blue Cross Blue Shield Building, the new Security Life Building, and the Chancery Building. Potentially the most significant commercial development is Bannock Center, a proposed eight block mixed-use project extending between Eighth and Tenth Avenue, and from Lincoln to Speer. A few older residential structures remain in the district; of these, Sherman Towers is the largest and most visible. The potential for redevelopment to higher intensity uses exists throughout the district.

VISION

While significant structures will be preserved, the Lincoln/Broadway Corridor will experience major redevelopment, resulting in the creation of a strong anchor at both its north and south ends, each of which will act as a gateway for Downtown and for the corridor. The scale of development will step down from the middle of the corridor to the east and west edges in order to create a sensitive transition into the adjoining neighborhoods. East-west linkages will cross the corridor and connect La Alma/Lincoln
Park to Cheesman Park. The corridor will provide restaurants, retail activity, art galleries, offices, and other commercial uses; residential uses will line Ninth and Eleventh Avenues, and in other cases will adjoin the corridor and be buffered from it.

ISSUES AND RECOMMENDATIONS

BROADWAY / LINCOLN DISTRICT ISSUE 1: The Lincoln / Broadway corridor joins two neighborhoods - Capitol Hill to the east and the Golden Triangle to the west.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 1: DEVELOP A NEIGHBORHOOD PLAN FOR THE GOLDEN TRIANGLE

Develop a Golden Triangle neighborhood plan which will also address the Lincoln / Broadway corridor, so that a cohesive plan for the corridor can be implemented. Until that plan is developed, delay the implementation of any recommendations for the Broadway / Lincoln corridor which might conflict with the recommendations in the proposed Golden Triangle plan. Upon completion, recommendations in the Golden Triangle plan which conflict with those in this plan will take precedence.

BROADWAY / LINCOLN DISTRICT ISSUE 2: The corridor is one of the districts in the neighborhood which can most easily accommodate redevelopment and which, in fact, can benefit from sensitive redevelopment.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 2: ENCOURAGE NEW CONSTRUCTION IN THE CORRIDOR

BROADWAY / LINCOLN DISTRICT ISSUE 3: Because of its history as a commercial district, there are several architecturally significant commercial buildings in the district. There also is an historically important church (St. Mark's) and several other public and private structures which are important to the character of the district, the neighborhood, and the City.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 3: PRESERVE SIGNIFICANT STRUCTURES IN THE CORRIDOR

BROADWAY / LINCOLN DISTRICT ISSUE 4: As a result of the heavy loads of traffic carried by both Lincoln and Broadway, the district has severe limitations for residential uses. On the other hand, because of the traffic load and Lincoln/Broadway's proximity to Downtown and dense residential areas which have only limited retail and other commercial uses, the district has opportunities for retail, entertainment, and other commercial uses.
BROADWAY / LINCOLN DISTRICT RECOMMENDATION 4: PROVIDE GROUND FLOOR RETAIL

Ground floor uses should be retail, emphasizing active uses such as restaurants, bars, theaters, and other entertainment facilities.

BROADWAY / LINCOLN DISTRICT ISSUE 5: With the obvious exception of the Chancery Building, the land use pattern in the district creates gateways at both the north and south ends of the corridor and buffers the surrounding areas.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 5a: REINFORCE THE EXISTING LAND USE PATTERN

Use new construction in the corridor to reinforce the existing land use pattern.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 5b: REINFORCE THE GATEWAYS TO THE DISTRICT

Use new construction surrounding the gateways at the north and south ends of the corridor to reinforce their significance and function, while new construction between the gateways should be of lower scale.

BROADWAY / LINCOLN DISTRICT ISSUE 6: The existing land use pattern in the corridor includes several uses which accentuate the corner of buildings at intersections. This pattern has the advantage of helping to accentuate the east/west streets, which provide the linkages into the adjoining neighborhoods. It also helps to create distinct areas within an otherwise indistinct linear corridor.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 6: ACCENTUATE THE STREET CORNERS

Make the street corners on Broadway and Lincoln into special places in order to accentuate them. Consider either locating primary entrances to buildings or open space on the corners. Establish a single pattern for all four corners at any intersection, but encourage variety among the different intersections.

BROADWAY / LINCOLN DISTRICT ISSUE 7: The corridor has the potential for reinforcing its north and south gateways, its "boulevard" character, and its sensitive relationship with the adjoining residential areas. The relative height of buildings within the corridor is the most important characteristic in achieving this desired character.
BROADWAY / LINCOLN DISTRICT RECOMMENDATION 7:
SET MAXIMUM AND MINIMUM BUILDING HEIGHTS

Set maximum and minimum building heights for the corridor.
- The highest buildings should be in the middle of the corridor, in the block between Lincoln and Broadway. The maximum height of these buildings should be 150 feet. Only buildings at the north and south gateways should exceed this height.
- Buildings on the east edge should be lower.
- Building heights should create a formal pattern which emphasizes the boulevard quality of Lincoln and Broadway.
- Consider using either an overlay zone or an extension of the mountain view ordinance to help implement these building height provisions.

BROADWAY / LINCOLN ISSUE 8: It is important to reinforce both the formal boulevard character of the street and the residential and pedestrian scale of buildings adjoining the surrounding residential areas while allowing additional density in order to encourage redevelopment.

BROADWAY / LINCOLN RECOMMENDATION 8:
CREATE UPPER-LEVEL BUILDING SETBACKS

For buildings which are outside of the gateways and are on the west side of Lincoln and the east side of Broadway, create upper-level building setbacks. The maximum height directly adjacent to the street should be 2-3 floors.

BROADWAY / LINCOLN ISSUE 9: With the exception of Sherman Towers, buildings adjoining the district on the east are no more than 4 stories. Buildings on the east side of the district should be compatible with this existing height in order to avoid an incompatibility of scales, such as has been created by the Chancery Building looming over 3-story apartments on Sherman.

BROADWAY / LINCOLN RECOMMENDATION 9:
SET A MAXIMUM HEIGHT ON THE EAST SIDE OF LINCOLN

For new buildings on the east side of Lincoln, between Lincoln and the Lincoln / Sherman alley, set a maximum height of 80 feet.
BROADWAY / LINCOLN DISTRICT ISSUE 10: The corridor has street trees along its length, but not enough to create the desired image of an urban boulevard / Downtown gateway.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 10: PLANT TREES

Plant as many trees as possible along both Lincoln and Broadway.

BROADWAY / LINCOLN DISTRICT ISSUE 11: Eleventh Avenue connects Cheesman Park on the east to La Alma/Lincoln Park on the west. It has a bridge which crosses Cherry Creek, it is exceptionally wide through most of Capitol Hill, and it is being improved with a landscaped median between Ogden and Washington.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 11: USE ELEVENTH AVENUE AS THE LINKAGE TO THE NEIGHBORHOODS

Use Eleventh Avenue as the linkage to the adjoining neighborhoods and from Capitol Hill to the Golden Triangle and La Alma / Lincoln Park neighborhoods.

BROADWAY / LINCOLN DISTRICT ISSUE 12: Both Ninth and Eleventh Avenues are designated as east-west pedestrian linkages through Capitol Hill / Cheesman Park. The presence of residential uses along these streets helps reinforce this pattern.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 12: ENCOURAGE RESIDENTIAL DEVELOPMENT ON 9TH AND 11TH

Encourage residential development to be built facing both 9th and 11th Avenues through the corridor.

BROADWAY / LINCOLN DISTRICT ISSUE 13: Seventh Avenue is a third important east-west pedestrian linkage through Capitol Hill / Cheesman Park. The street terminates at Cherry Creek / Speer Boulevard.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 13: CREATE A TERMINATION FOR 7TH AVENUE

At 7th Avenue, construct both stairs down to Cherry Creek and a marker, statue, or other feature as a western termination for the street.
BROADWAY / LINCOLN DISTRICT ISSUE 14: Essential to the concept of pedestrian linkages is a welcoming, softened, pedestrian character for the streets which are designated as linkages.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 14: CREATE A PEDESTRIAN CHARACTER ON 7TH, 9TH, AND 11TH

Along 7th, 9th, and 11th Avenues, establish building setbacks which are deeper than those on other streets in the corridor. Heavily landscape these deeper setbacks in order to soften the streetscape and create more of a residential character.

BROADWAY / LINCOLN DISTRICT ISSUE 15: The main Denver Public Library is an important element of the northern gateway to the district. The current library facility is outdated and far too small to meet the expanding demand for its services.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 15: MAINTAIN THE LIBRARY AT THE CIVIC CENTER

Expand the existing library or build a new library facility at the Civic Center. If the library is moved to another site at the Civic Center, either renovate the current building for another public use or replace it with another architecturally significant building with a public use.

BROADWAY / LINCOLN DISTRICT ISSUE 16: The City facilities in the Civic Center and the uses in Civic Center Park have inadequate parking.

BROADWAY / LINCOLN DISTRICT RECOMMENDATION 16: PROVIDE ADDITIONAL PARKING FOR THE CIVIC CENTER

Build a new parking structure which is located and sized so that it can serve the new library, the art museum, the City and County buildings, and activities within the Civic Center.
GENERAL ZONING RECOMMENDATIONS

1. USES
   a. Lincoln and Broadway:
      - Street level: RETAIL, RESTAURANT, AND ENTERTAINMENT
      - Above ground level: OFFICE AND RESIDENTIAL
   b. Ninth and Eleventh Avenues: RESIDENTIAL

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES
   YOUNG ADULTS / ADULTS
   STUDIO / 1-2 BEDROOM UNITS

3. OPEN SPACE
   OUTDOOR RECREATION AREAS
   BALCONIES

4. HEIGHT
   a. Within the North and South Gateways:
      - LIMITED ONLY BY MOUNTAIN VIEW, SKYLINE VIEW
        AND CIVIC CENTER PRESERVATION ORDINANCES
   b. On the blocks between Lincoln and Broadway and outside of the north
      and south gateways:
      - MAXIMUM OF 3 OR 4 STORES ADJACENT TO THE
        STREET AND IN FRONT OF AN UPPER-LEVEL SETBACK
      - MAXIMUM OF 12 STORIES BEHIND AN UPPER-LEVEL
        SETBACK
   c. On the east side of Lincoln and outside of the north and south
      gateways:
      - MAXIMUM OF 2 TO 4 STORIES
   d. Buildings facing Acoma and outside of the north and south gateways:
      - MID-RISE OR HIGH-RISE BUILDINGS

5. DENSITY
   a. DENSITY ESTABLISHED BY HEIGHT LIMITATIONS

6. SETBACKS
   a. RESIDENTIAL AND BOULEVARD SETBACKS THROUGHOUT THE
      DISTRICT
B. SHERMAN DISTRICT

DESCRIPTION

The Sherman District is on the west side of the neighborhood. It is one block wide, bounded on the west by the alley between Sherman and Lincoln and on the east by the alley between Sherman and Grant. It extends for five blocks, from Eighth Avenue on the south to Thirteenth Avenue on the north.

The District extends along Sherman Street, a two-way north-south street, unusual in an area predominated by one-way streets. As defined, it is bounded on the north and south by one-way streets (Eighth and Thirteenth), but has only two-way streets intersecting it.

The district is zoned R-4, with the exception of the northern edge, which is zoned B-2. R-4 is a very high density apartment and office zone district, while B-2 is defined as a neighborhood business zone district.

Sherman Street is the westernmost outpost of the residential character of the neighborhood. The street is tree-lined and bordered by low-rise apartment buildings, including Poets' Row, a collection of apartment buildings named for famous poets and literary figures. With the Capitol on the northern termination of the street, Cherry Creek on the southern termination, its historic and low-rise buildings, its street tree canopy, and its residential character, Sherman is a significant asset to the neighborhood. The intensity of uses allowed by the R-4 zoning of district, however, threatens the character of Sherman. Intrusions have already appeared on the northern end of the district where buildings have been demolished for surface parking lots and where apartments have been converted to offices.

VISION

North of Ninth Avenue, Sherman will be a residential and civic street. Between Eighth and Ninth Avenues, Sherman will build upon the character provided by the Colorado Institute of Art. The street will also function as a north-south pedestrian and bicycle connection between the neighborhood, the Capitol complex, and Downtown. A pedestrian scale, residential setbacks, and landscaped tree lawns will help retain the residential character of the street. The view from the street to the Capitol will be highlighted. North of Ninth Avenue, vacant lots will be replaced by residential structures. Parking lots and parking structures will be set back from the sidewalk, landscaped, and further buffered from the street and adjoining properties.
SHERMAN DISTRICT ISSUE 3: Street trees are particularly important to Sherman: they are essential to creating the residential character of the street and they frame the view of the Capitol. Currently, however, there are not enough trees along the street, particularly on the north end of the street, north of 10th Avenue. Furthermore, many of the existing street trees are the wrong species for the street: they are so large that they block the view from the south to the Capitol.

SHERMAN DISTRICT RECOMMENDATION 3:
PLANT A DOUBLE ROW OF TREES

Replace overgrown, sick, and out-of-scale trees with a double row of trees along the full length of the street, from Speer to the Capitol. Insist on more uniformity of species. Flowering trees, such as the Bradford Pear, would be desirable.

SHERMAN DISTRICT ISSUE 4: There are gaps in the streetscape created by vacant lots, which are currently used as surface parking lots.

SHERMAN DISTRICT RECOMMENDATION 4:
ENCOURAGE LOW SCALE, RESIDENTIAL INFILL DEVELOPMENT

In the 900 to 1300 blocks of Sherman, encourage high density, low scale residential infill development.
ISSUES AND RECOMMENDATIONS

SHERMAN DISTRICT ISSUE 1: The current zoning allows uses which are more intense than the current and desired uses. The setback, floor area ratio, open space, and bulk limit requirements of the current zoning will create a more intense urban character than currently exists or is desired for the street.

SHERMAN DISTRICT RECOMMENDATION 1a:
REZONE FOR CONFORMITY

Rezone to bring the zoning into conformity with the existing and desired uses, scale, and character.

SHERMAN DISTRICT RECOMMENDATION 1b:
ESTABLISH A DESIGN REVIEW ZONING OVERLAY

Establish a design review overlay for the zoning on Sherman. The design guidelines should give priority to retaining the residential / civic character of the street and protecting the current scale, setbacks, etc.

SHERMAN DISTRICT RECOMMENDATION 1c:
EXPAND UPON THE ALLOWABLE USES IN THE 800 BLOCK OF SHERMAN

In conjunction with reducing the allowable Floor Area Ratio (FAR), in the 800 block of Sherman look favorably upon PUD applications for mixed-use developments which include limited retail uses which would build upon the character and use of the Colorado Institute of Art. Antique stores, art galleries, small coffee houses, and similar uses might be appropriate for this area.

SHERMAN DISTRICT ISSUE 2: Because of the location, surrounding land uses, and zoning, structures along Sherman are vulnerable to demolition and replacement by parking lots or by larger and taller buildings with less open space and smaller setbacks. Loss of these buildings would lead to a dramatic change in character for the street, and thus, for the entire neighborhood.

SHERMAN DISTRICT RECOMMENDATION 2:
DESIGNATE SHERMAN A DENVER LANDMARK DISTRICT

Designate the 900 - 1400 blocks of Sherman a Denver Landmark District. Include a height limit as part of the criteria for new development in the district.
GENERAL ZONING RECOMMENDATIONS

1. USES
   a. North of 12th Avenue: STATE OFFICES AND RESIDENTIAL
   b. 9th Avenue to 12th Avenue: RESIDENTIAL
   c. 8th Avenue to 9th Avenue: MIXED-USE RESIDENTIAL /
      LIMITED RETAIL / OFFICE /SCHOOL-RELATED

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES
   YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-2 BEDROOM UNITS

3. OPEN SPACE
   FRONT YARDS
   OUTDOOR RECREATION AREAS
   NO BALCONIES

4. HEIGHT
   a. North of 13th Avenue: LIMITED ONLY BY MOUNTAIN VIEW AND
      SKYLINE VIEW PRESERVATION ORDINANCES
   b. South of 13th Avenue: UNIFORM HEIGHT FOR AN INITIAL
      SETBACK, AND AN ADDITIONAL ALLOWANCE FOR A SECOND
      SETBACK, NOT TO EXCEED 75 FEET

5. DENSITY
   a. North of 13th Avenue: 4:1 FAR
   b. South of 13th Avenue: 2:1 FAR

6. SETBACKS
   MAINTAIN THE MOST PREVALENT CURRENT SETBACK BETWEEN
   BUILDINGS AND THE STREET
C. GRANT / LOGAN DISTRICT

DESCRIPTION

The Grant / Logan District is on the west side of the neighborhood. It is two blocks wide, bounded on the west by the alley between Grant and Sherman and on the east by the alley between Logan and Pennsylvania. It extends for five blocks, from Eighth Avenue on the south to Thirteenth Avenue on the north.

Grant and Logan are both one-way streets, Grant southbound and Logan northbound. While the district is bounded on the north by one-way streets, the cross streets in the district are all two-way streets.

The zoning in the district is a combination of R-3 and R-4, with Grant being zoned primarily R-4, with the area along Thirteenth zoned B-2, and Logan zoned primarily R-3, with two small extensions of R-4 between Eighth and Ninth. R-3 is a high density apartment district and R-4 a very high density apartment and office district.

The common character of the district is created by the one-way street pair, Grant and Logan, since the zoning and the resulting land uses and image of the two streets vary significantly. Grant, being zoned R-4, is lined with offices, surface parking lots, office conversions, hotels, and apartments. Logan is predominantly residential, and includes both high density apartments and lower density uses, including apartment conversions of single family homes. Logan is narrower, with a good street tree canopy, while Grant is wider and has lost most of its street tree canopy. Despite these differences, however, Grant and Logan have enough commonalities to form a district distinct from the surrounding districts.

VISION

While Grant will experience significant residential, hotel, and office redevelopment, Logan will stabilize as a medium to high density residential street. Historic and other significant structures will be preserved along both streets, helping to create the distinct residential character of the district. The tree canopy will be re-established along Grant and preserved along Logan.
ISSUES AND RECOMMENDATIONS

GRANT / LOGAN DISTRICT ISSUE 1: Grant Street has the character of an urban, mixed-use street. It has high intensity zoning which allows residential, office, hotel, and limited retail uses. It also has a variety of land uses, a plethora of surface parking lots, and several poorly maintained properties. As a result, it provides an opportunity for additional development.

GRANT / LOGAN DISTRICT RECOMMENDATION 1a: ENCOURAGE ADDITIONAL REDEVELOPMENT ON GRANT

Encourage additional redevelopment on Grant, particularly at those sites currently used as surface parking lots.

GRANT / LOGAN DISTRICT RECOMMENDATION 1b: FOCUS ON GRANT FOR LARGE SCALE DEVELOPMENT PROJECTS

Focus on Grant Street as a location for large scale residential, hotel, and residential / office / retail mixed-use projects.

GRANT / LOGAN DISTRICT ISSUE 2: Despite its mixture of uses, Grant projects an image which is generally compatible with the residential character of the neighborhood.

GRANT / LOGAN DISTRICT RECOMMENDATION ISSUE 2: ENHANCE THE RESIDENTIAL CHARACTER OF GRANT

Enhance the residential character of Grant Street by requiring residential setbacks and intense landscaping for new buildings and for parking lots and structures.

GRANT / LOGAN DISTRICT ISSUE 3: Generally, uses along Logan are stable and well maintained. As a result, the street provides a healthy edge for the residential section of the neighborhood.

GRANT / LOGAN DISTRICT RECOMMENDATION 3: DISCOURAGE ADDITIONAL REDEVELOPMENT ALONG LOGAN

With the exception of small infill projects, discourage additional redevelopment along Logan, and reinforce the quality of the existing development.
GENERAL ZONING RECOMMENDATIONS

1. USES
   a. Grant: RESIDENTIAL, HOTEL, AND RESIDENTIAL / OFFICE / RETAIL MIXED-USE PROJECTS
   b. Logan: RESIDENTIAL
   c. B-2: RETAIL AND RESIDENTIAL / RETAIL MIXED-USE PROJECTS

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES
   YOUNG ADULTS, ADULTS, AND ELDERLY
   STUDIO / 1-2 BEDROOM UNITS

3. OPEN SPACE
   a. Grant: FRONT YARDS
      OUTDOOR RECREATION AREAS
      BALCONIES

4. HEIGHT
   a. Grant: LIMITED ONLY BY MOUNTAIN VIEW AND SKYLINE VIEW PRESERVATION ORDINANCES
   b. Logan: LIMITED ONLY BY MOUNTAIN VIEW AND SKYLINE VIEW PRESERVATION ORDINANCE

5. DENSITY
   a. Grant: 3:1 FAR
   b. Logan: 3:1 FAR
   c. B-2: RETAIL DENSITY: 1:1 FAR; the density of residential or residential/retail mixed-use projects shall not exceed a 3:1 FAR, with the retail component of such projects not exceeding a 1:1 FAR.

6. SETBACKS
   a. Grant: RESIDENTIAL
   b. Logan: RESIDENTIAL
D. CAPITOL DISTRICT

DESCRIPTION

The Capitol District forms the northwest corner of the neighborhood. It is bounded on the west by Broadway, on the east by Downing, on the north by Colfax, and on the south by Thirteenth Avenue.

The district is severely impacted by traffic. All three east-west streets are heavily travelled: East Colfax (a two-way commercial street and State Highway), Fourteenth (an eastbound one-way street), and Thirteenth (a westbound one-way street). Eight north-south one-way streets cross the district: Broadway (southbound), Lincoln (northbound), Grant (southbound), Logan (northbound), Washington (southbound), Clarkson (northbound), Corona (southbound), and Downing (northbound). Only five of the streets in the district have two-way, local, traffic.

The zoning in the district decreases in intensity from west (R-4, very high density apartment and office district) to east (R-3, a high density apartment district). Zoning on the northern edge along East Colfax is primarily B-4, a general business district, and zoning on the southern edge along Thirteenth includes two areas of B-2, a neighborhood business district.

Adjacent to Downtown and the State Capitol Complex, zoned R-4 as far west as the alley between Pennsylvania and Pearl, largely outside the boundaries for the Cheesman Park Mountain View Preservation Ordinance, and heavily impacted by traffic on one-way streets, the district has been subject to speculative purchases, demolition, the loss of housing units, the replacement of buildings by surface parking lots, lower levels of maintenance, and the construction of office structures which are incompatible with its historic character. Simultaneous with these actions, the district has deteriorated as a desirable residential area. Because of its location and its historic legacy, however, the health of the district as a residential area is critical not only to the neighborhood but also to Downtown. Its location and legacy create challenges and opportunities; while the district has numerous problems, it also has tremendous potential.

VISIONS

The Capitol District will stabilize as a desirable, well maintained medium density residential, office, and retail area with a diversity of rental and owner-occupied housing opportunities for singles and couples of various ages and income levels. The impact of traffic along 13th, 14th, and Colfax Avenues will be mitigated. While there will be office and commercial redevelopment and infill west of Logan, the historic and residential character of the district will be preserved. The retail areas in the district will be more inviting for pedestrians and will function more effectively than they do now as focal points for the district. Transit will be readily accessible and the parking demand will be accommodated. Pedestrian access to the Civic Center and Downtown will be improved.
ISSUES AND RECOMMENDATIONS

CAPITOL DISTRICT ISSUE 1: While the Capitol District has great opportunities, locational advantages, and tremendous historic and human resources, it also is experiencing the greatest deterioration of any of the districts and is faced with serious social issues.

CAPITOL DISTRICT RECOMMENDATION 1a:
ESTABLISH A COMMUNITY DEVELOPMENT CORPORATION (CDC)

Establish a Capitol District Corporation (CDC). Fund the CDC with assistance from the major institutions and property owners in the District. Coordinate the functions of the CDC with the neighborhood organizations, the City, major institutions in the District, residents, business owners, and other property owners. Hire an executive director for the CDC.

CAPITOL DISTRICT RECOMMENDATION 1b:
ESTABLISH A PERMANENT WORKING RELATIONSHIP BETWEEN THE NEIGHBORHOOD AND THE INSTITUTIONS

Take advantage of the CDC to establish permanent relationships between the neighborhood organizations and the major institutions in the neighborhood.

CAPITOL DISTRICT ISSUE 2: There are an increasing number of deteriorated, vacant, and boarded-up buildings.

CAPITOL DISTRICT RECOMMENDATION 2:
FOCUS HOUSING PROGRAMS ON THE DISTRICT

Focus existing City Housing programs on the District; expand existing programs; and devise new programs to respond to neighborhood needs.

CAPITOL DISTRICT ISSUE 3: The commercial area on 13th Avenue between Washington and Pennsylvania, although vibrant, has severe problems due to lack of parking, sidewalks too narrow for pedestrian appeal, and a deteriorating environment.

CAPITOL DISTRICT RECOMMENDATION 3a:
REINFORCE THE 13TH AVENUE COMMERCIAL DISTRICT

Reinforce the 13th Avenue commercial district as a concentration of unique retail, restaurant, and entertainment uses.
CAPITOL DISTRICT RECOMMENDATION 3b: 
BUFFER THE SIDEWALK FROM TRAFFIC ON 13TH

As an interim improvement, allow off-peak parking on the south side of 13th Avenue in order to provide a buffer between the sidewalk and traffic.

CAPITOL DISTRICT RECOMMENDATION 3c: 
INSTALL DISTINCTIVE STREETSCAPE IMPROVEMENTS

Design and install streetscape improvements which are consistent with the unique character of the area, something distinct from the improvements in the remainder of the neighborhood. Consider a "neon" design theme, or another distinctive theme which will impart the idea that the area is entertainment-oriented.

GENERAL ZONING RECOMMENDATIONS

1. USES
   a. West of the Logan-Pennsylvania alley: MULTIPLE-FAMILY RESIDENTIAL, OFFICE, AND RETAIL
   b. East of the Logan-Pennsylvania alley:
      - Retail areas: RETAIL
      - Residential areas: MULTIPLE-FAMILY RESIDENTIAL

2. RESIDENTIAL OCCUPANCY
   a. West of the Logan-Pennsylvania alley: Singles / Couples
   b. East of the Logan-Pennsylvania alley: Singles / Couples

3. OPEN SPACE
   FRONT YARDS
   OUTDOOR RECREATION AREAS
   BALCONIES

4. HEIGHT
   LIMITED BY MOUNTAIN VIEW AND SKYLINE VIEW PRESERVATION ORDINANCES

5. DENSITY
   a. West of the Logan-Pennsylvania alley: 3:1 FAR
   b. East of the Logan-Pennsylvania alley: 2:1 FAR

6. SETBACKS
   a. Residential and office areas: RESIDENTIAL
   b. Retail areas: RETAIL
E. "HEART OF CAPITOL HILL" DISTRICT

In the center of the neighborhood, the "Heart of Capitol Hill" District is bounded on the west by the alley between Logan and Pennsylvania, on the east by Downing, on the north by Thirteenth Avenue, and on the south by Eighth Avenue.

While less heavily impacted by traffic on one-way streets than some of the other districts, the "Heart of Capitol Hill" District still has significant impacts from the six one-way streets which either divide or bound the district, including Washington (southbound), Clarkson (northbound), Corona (southbound), Downing (northbound), Eighth (westbound), and Thirteenth (westbound). The eight two-way streets in the district provide critical relief from the impacts of the one-way streets.

With the exception of the three neighborhood retail areas which are zoned B-1 and B-2 and four small PUD's, the district is zoned R-3, a high density apartment zone district.

The character of this district perhaps most closely aligns with the public image of the greater Capitol Hill neighborhood. It is largely an area of single-family homes which have been converted to apartments. Interspersed among these homes are both old and new apartment buildings. Buildings within the district are generally low to mid-rise. Mature landscaping prevails. The three largest neighborhood retail areas are found within this district, making it a focal point for the entire neighborhood.

Note: Because of their importance to the entire neighborhood and the opportunities and challenges which they provide, the retail areas at both 9th and Corona and 11th and Ogden are subjects of focus area plans in Section IV of this plan.

VISION

The "Heart of Capitol Hill" will stabilize as a desirable, well maintained medium density residential area with a diversity of rental and owner-occupied housing opportunities for singles, couples, and families of various sizes and income levels. While there will be some residential infill development, the historic character of the district will be preserved. The retail areas in the district will be more inviting for pedestrians and will function even more effectively than they do now as focal points for the district. New commercial development will incorporate housing and parking as part of mixed-use projects. Pedestrian and bicycle traffic will be encouraged with inviting streetscaping along both 9th and 11th Avenues. Transit will be readily accessible and the parking demand will be accommodated.
ISSUES AND RECOMMENDATIONS

HEART OF CAPITOL HILL DISTRICT ISSUE 1: Many of the housing structures in the district are deteriorating, and several are vacant and boarded.

HEART OF CAPITOL HILL DISTRICT RECOMMENDATION 1: FOCUS HOUSING PROGRAMS ON THE DISTRICT

Focus existing City housing programs on the district; expand existing programs; and devise new programs to respond to neighborhood needs.

HEART OF CAPITOL HILL DISTRICT ISSUE 2: The main pedestrian streets are dark and less inviting than is desirable.

HEART OF CAPITOL HILL DISTRICT RECOMMENDATION 2: NARROW AND SOFTEN THE IMAGE OF 11TH AVENUE

Narrow and soften the image of 11th Avenue with a landscaped median, street trees, and pedestrian lights.

HEART OF CAPITOL HILL DISTRICT ISSUE 3: The two commercial areas at 9th and Corona and 11th and Ogden are significant nodes of activity and focal points for the entire neighborhood.

HEART OF CAPITOL HILL DISTRICT RECOMMENDATION 3: CREATE A SENSE OF "PUBLIC SQUARE"

Consider the commercial areas at 9th and Corona and 11th and Ogden as potential "public squares" and direct efforts toward creating a unique "sense of place" for each.
GENERAL ZONING RECOMMENDATIONS

1. USES
   a. Residential areas: SINGLE AND MULTIPLE FAMILY RESIDENTIAL
   b. Retail areas: RETAIL AND RESIDENTIAL / RETAIL MIXED-USE PROJECTS

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES / FAMILIES / CHILDREN /
   YOUNG ADULTS / ELDERLY
   STUDIO / 1-3 BEDROOM UNITS / SINGLE FAMILY HOUSES

3. OPEN SPACE
   a. Residential areas: FRONT YARDS
      OUTDOOR RECREATION AREAS
      COMMON PLAY YARDS
      BALCONIES
      PRIVATE YARDS
   b. Retail areas: COMMON PLAZAS

4. HEIGHT
   a. Residential areas: LIMITED ONLY BY MOUNTAIN VIEW AND SKYLINE PRESERVATION ORDINANCES
   b. Retail areas: LIMITED ONLY BY MOUNTAIN VIEW AND SKYLINE PRESERVATION ORDINANCES

5. DENSITY
   a. Residential areas: 3:1 FAR
   b. Retail areas: RETAIL DENSITY: 1:1 FAR; the density of residential or residential/retail mixed-use projects shall not exceed a 3:1 FAR, with the retail component of such projects not exceeding a 1:1 FAR.

4. SETBACKS
   a. Residential areas: RESIDENTIAL
   b. Retail areas: RETAIL
F. CHEESMAN PARK NORTH DISTRICT

Cheesman Park North is located in the northeast corner of the neighborhood. It is bounded on the north by East Colfax and on the south by Thirteenth Avenue and Cheesman Park. It extends from Josephine on the east to Downing on the west.

The district is heavily impacted by traffic on 13th Avenue (one way west), 14th Avenue (one way east), and East Colfax (a two-way arterial and State Highway). Downing (northbound), York (southbound), and Josephine (northbound) are also one-way streets. The ten remaining north-south streets in the district are two-way.

Zoning in the district is primarily R-3 (a high density apartment zoning district), although the commercial property facing onto East Colfax is zoned B-4 (a general business zoning district).

The Cheesman Park North District is largely residential, with a combination of single-family homes, apartment conversions of single-family homes, older low-rise apartments and newer mid-rise and high-rise apartments. The district has a legacy of large, architecturally significant Victorian homes and mature landscaping. Adding to its desirability as a residential area is its proximity to both Cheesman Park, which it borders, and City Park, the Esplanade of which is only one block from the northeast corner of the district. Nevertheless, the district is so heavily impacted by noise, dirt, and safety hazards emanating from 13th, 14th, and East Colfax, that it faces declining desirability as a residential area.

Note: Because of their significance to the entire neighborhood and the challenges and opportunities which they face, the areas surrounding the intersections of Colfax and Park Avenue and Colfax and York are addressed by Focus Area Plans in Section IV of this plan.

VISION

Cheesman Park North will be stabilized as a desirable, well maintained medium density residential area with a diversity of rental and owner-occupied housing opportunities for singles, couples, and families of various sizes and income levels. While there will be some residential infill development, the historic character of the neighborhood will be preserved and enhanced. The impact of traffic along 13th, 14th, and Colfax Avenues will be mitigated. Transit will be readily accessible and the parking demand will be accommodated. Pedestrian accessibility to Cheesman Park and City Park will be improved.
GENERAL ZONING RECOMMENDATIONS

1. USES
   a. Residential areas: SINGLE AND MULTIPLE FAMILY RESIDENTIAL
   b. Retail areas: RETAIL AND RESIDENTIAL / RETAIL MIXED
      USE PROJECTS

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES / FAMILIES / CHILDREN /
   YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-3 BEDROOM UNITS / SINGLE FAMILY HOUSES

3. OPEN SPACE
   a. Residential areas: FRONT YARDS
      OUTDOOR RECREATION AREAS
      COMMON PLAY YARDS
      BALCONIES
      PRIVATE YARDS
   b. Retail areas: COMMON PLAZAS

4. HEIGHT
   a. Residential areas: LIMITED ONLY BY MOUNTAIN VIEW AND
      SKYLINE PRESERVATION ORDINANCES
   b. Retail areas: LIMITED ONLY BY MOUNTAIN VIEW AND
      SKYLINE PRESERVATION ORDINANCES

5. DENSITY
   a. Residential areas: 3:1 FAR
   b. Retail areas: RETAIL DENSITY: 1:1 FAR; the density of
      residential or residential/retail mixed-use projects shall not exceed a 3:1 FAR,
      with the retail component of such projects not exceeding a 1:1 FAR.

6. SETBACKS
   a. Residential areas: RESIDENTIAL
   b. Retail areas: RETAIL
G. CHEESEMAN WEST DISTRICT

DESCRIPTION

The Cheesman West District is located in the center of the neighborhood, on the western edge of Cheesman Park. It is bounded on the west by Downing, on the east by Cheesman Park, on the north by 13th Avenue, and on the south by 8th Avenue.

While bounded on three sides by one-way streets, the Cheesman West District is not intersected by any one-ways. The district, however, does experience a traffic impact from the two street entrances to Cheesman Park at 9th and 12th Avenues.

The zoning in the district is R-3, a high density apartment district, with the exception of the 800 blocks of Downing, Marion, Lafayette, and the west side of Humboldt and Humboldt Island, a two block historic district, which, at the request of property owners, were rezoned to R-1, a low density zone district for single-unit detached dwellings.

The Cheesman West District is residential, with a combination of single-family homes, apartment conversions of single-family homes, older low-rise apartments, and newer mid-rise and high-rise apartments. Adding to its desirability as a residential area is the district's proximity to Cheesman Park, which it borders, its mature landscaping and tree canopy, and its relative freedom from the traffic impacts of one-way streets. The district has numerous historically significant homes and apartment buildings. Humboldt Island, a two-block-long enclave of large, architecturally and historically sun plant homes, is both a designated Denver Landmark District and a National Historic District.

VISION

The Cheesman West District will be stabilized as a desirable, well maintained medium density residential area with a diversity of rental and owner-occupied housing opportunities for singles, couples, and families of various sizes, ages, and income levels. The district will be known for its wealth of older residential buildings, well preserved historic structures, attractive pedestrian linkages into Cheesman Park and the surrounding districts, canopy of trees along its streets, protected views of the mountains and the Downtown skyline, and desirable residential areas both internal to the district and at its edges.
ISSUES AND RECOMMENDATIONS

CHEESEMAN WEST DISTRICT ISSUE 1: While most of the district is well maintained and landscaped, the quality deteriorates at the edges, specifically along 13th, 8th, and Downing - all three one-way streets.

CHEESEMAN WEST DISTRICT RECOMMENDATION 1: FOCUS MAINTENANCE AND LANDSCAPING ON 8TH, 13TH, AND DOWNING

Focus landscaping, tree planting, and property maintenance efforts along 8th, 13th, and Downing.

GENERAL ZONING RECOMMENDATIONS

1. USES
   SINGLE AND MULTIPLE-FAMILY RESIDENTIAL

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES / FAMILIES
   CHILDREN / YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-3 BEDROOM UNITS / SINGLE FAMILY HOUSES

3. OPEN SPACE
   FRONT YARDS
   OUTDOOR RECREATION AREAS
   COMMON PLAY YARDS
   BALCONIES
   PRIVATE YARDS

4. HEIGHT
   LIMITED BY MOUNTAIN VIEW AND SKYLINE PRESERVATION ORDINANCES

5. DENSITY
   800 BLOCKS - 1:1 FAR
   900 - 1200 BLOCKS - 2:1 FAR

6. SETBACKS
   RESIDENTIAL

113.
H. BOTANIC GARDENS DISTRICT

DESCRIPTION

The Botanic Gardens District is located on the east side of the neighborhood. It is bounded on the west by Cheesman Park, on the east by Josephine, on the north by 13th Avenue, and on the south by the Botanic Gardens.

The district is impacted by one-way streets on its north (westbound 13th) and east boundaries (southbound York and northbound Josephine). The district also experiences a traffic impact from the street entrances to Cheesman Park at 11th and 12th Avenues. The traffic impacts on the district are offset to a degree, however, by its location, buffered on the south by the Botanic Gardens, which cuts access into the district from the south and by the fact that the streets which are internal to the district (11th, 12th, Race, Vine, and Gaylord) are two-way streets.

The zoning in the district is a combination of R-3, a high density apartment district, and R-2, a low density residential zone district which allows multi-unit dwellings. The R-2 zone district was rezoned from R-3 at the request of the property owners.

The Botanic Gardens District is residential, with a combination of single-family homes, apartment conversions of single-family homes, older low-rise apartments, and newer mid-rise and high-rise apartments. Adding to its desirability as a residential area is the district's proximity to Cheesman Park, the Botanic Gardens, and Congress Park; its mature landscaping and tree canopy; and its relative freedom from the traffic impacts of one-way streets. The proximity to Cheesman Park, the high density zoning, and the lack until recently of building height limits have contributed, however, to pressures for redevelopment to higher density residential uses. As a result, the district, particularly Race Street, which is closest to Cheesman Park, has been subject to speculative ownership and the lower level of property maintenance, the demolition, and the resulting proliferation of vacant lots which often accompanies land speculation. These pressures led some of the property owners along Vine and Gaylord to rezone their properties to a lower zone district, which they felt would be less attractive for property speculation and would, therefore, help preserve the area as a low density residential district.

VISION

The Botanic Gardens District will be a well maintained residential area with diversity of rental and owner-occupied housing opportunities for singles, couples, and families of various sizes, ages, and income levels. Infill housing development will help provide a transition from high density, high-rise development on the western edge of the district to low and medium density housing on the eastern edge. The northern edge of the Botanic Gardens will be landscaped and buffered to provide an amenity for the district. Inviting pedestrian linkages will connect the district to Cheesman Park and the surrounding districts. A canopy of trees will line the streets, adding to the residential character of the district.
ISSUES AND RECOMMENDATIONS

BOTANIC GARDENS DISTRICT ISSUE 1: The relationship between the single-family houses and the high-rises in the district is poor.

BOTANIC GARDENS DISTRICT RECOMMENDATION 1: CREATE A TRANSITION FROM HIGH-RISES TO HOUSES

Include within the proposed zoning designation a transition down from the high-rises to the single-family homes on the east. As redevelopment occurs in the transition area, it should be low-rise, whether medium or high density.

BOTANIC GARDENS DISTRICT ISSUE 2: The northern edge of the Botanic Gardens abutting the district is the site of the service areas for the gardens and provides an unattractive edge to the district.

BOTANIC GARDENS DISTRICT RECOMMENDATION 2a: BUFFER THE BOTANIC GARDENS FROM THE DISTRICT

Buffer the northern edge of the Botanic Gardens with solid fences and landscaping.

BOTANIC GARDENS DISTRICT RECOMMENDATION 2b: BUFFER THE COMMUNITY GARDENS

Improve the fencing the landscaping around the community gardens at York and 11th Avenue.
GENERAL ZONING RECOMMENDATIONS

1. USES
   SINGLE AND MULTIPLE-FAMILY RESIDENTIAL

2. RESIDENTIAL OCCUPANCY
   SINGLE / COUPLES / FAMILIES
   CHILDREN / YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-3 BEDROOM UNITS / SINGLE
   FAMILY HOUSES

3. OPEN SPACE
   FRONT YARDS
   OUTDOOR RECREATION AREAS
   COMMON PLAY AREAS
   BALCONIES
   PRIVATE YARDS

4. HEIGHT
   Western edge: LIMITED BY THE BUILDING HEIGHT
   CONTROL ORDINANCE
   Transition area: 75 FEET
   Eastern edge: 4 STORIES

5. DENSITY
   Western edge: 3:1 FAR
   Transition area: 3:1 FAR
   Eastern edge: 2:1 FAR
   R-2 Area: 14.5 DU/ACRES

6. SETBACKS
   RESIDENTIAL
I. MORGAN'S ADDITION DISTRICT

DESCRIPTION

Morgan's Addition is located in the southeast corner of the neighborhood. It is bounded on the west by Cheesman Park, on the east by Josephine Street and Congress Park, on the north by the Botanic Gardens, and on the south by 8th Avenue.

The district is impacted by one-way streets on its south (westbound 8th Avenue) and east boundaries (southbound York and northbound Josephine). The district also experiences a traffic impact from the entrance to Cheesman Park at 9th Avenue although the recent installation of stop signs along 9th Avenue has helped mitigate that impact. The traffic impacts on the district are also offset to a degree by its location, buffered on the north by the Botanic Gardens, which cuts access into the district from the north and by the fact that the streets which are internal to the district (9th, Race, Vine, and Gaylord) are two-way streets.

The zoning in the district is R-0, a low density zoning district which allows single-unit detached dwellings.

Morgan's Addition is a single-family residential district, which has been protected from pressures for redevelopment by its low density zoning, its designation as a Denver Landmark District, and its desirability as a residential area. Contributing to its desirability are its proximity to Cheesman Park, the Botanic Gardens, Congress Park, and the 7th Avenue Parkway; its rich legacy of large, architecturally significant homes from the "City Beautiful" era; and its mature landscaping and street tree canopy. By maintaining its landscaping and tree canopy along its one-way streets, and by retaining a high quality of maintenance of the homes facing onto the one-way streets, Morgan's Addition has offset the negative impacts from traffic better than any of the other districts in the neighborhood.

VISION

Morgan's Addition will remain a desirable, well maintained low density residential district with a wealth of large, historic single-family homes. The edges of the district will be further protected from the impacts of traffic.
ISSUES AND RECOMMENDATIONS

MORGAN'S ADDITION DISTRICT ISSUE 1: Morgan's Addition has excellent urban design qualities and relatively few problems.

MORGAN'S ADDITION DISTRICT RECOMMENDATION 1: PROTECT THE NEIGHBORHOOD FROM HIGHER INTENSITY USES

Retain the District's current low density zoning and design new development in surrounding areas, including at the Botanic Gardens, to protect the urban design qualities of the District.

MORGAN'S ADDITION DISTRICT ISSUE 2: Traffic along York, Josephine, and Eighth Avenue generates noise, light, dirt, and safety problems which are incompatible with a residential neighborhood. While the streets retain a strong residential character in part because of the canopy formed by the mature street trees and because of the well maintained landscaping on both sides of the streets, other neighborhoods which have experienced similar pressures have seen a steady deterioration of their landscaping and housing.

MORGAN'S ADDITION DISTRICT RECOMMENDATION 2a: BUFFER THE HOUSING FROM THE IMPACTS OF TRAFFIC

Protect the residential character of the edges of the District by maintaining the existing landscaping, replacing lost landscaping, and planting additional landscaping which will help form a canopy for the one-way streets and a strong landscaped edge for the streets, and which will help buffer the housing from the impacts of the traffic.

MORGAN'S ADDITION DISTRICT RECOMMENDATION 2b: LIMIT THROUGH-TRAFFIC TO THAT ON YORK, JOSEPHINE, AND EIGHTH
GENERAL ZONING RECOMMENDATIONS

1. USES
   SINGLE-FAMILY RESIDENTIAL

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES / FAMILIES
   CHILDREN / YOUNG ADULTS / ADULTS / ELDERLY
   SINGLE-FAMILY HOUSES

3. OPEN SPACE
   PRIVATE YARDS

4. HEIGHT

5. DENSITY
   SEVEN DWELLING UNITS/ACRE

6. SETBACKS
   RESIDENTIAL
I. SEVENTH AVENUE / COUNTRY CLUB NORTH DISTRICT

DESCRIPTION

The Seventh Avenue / Country Club North District is on the southeast edge of the neighborhood. It is bounded on the east by Josephine, on the west by Downing, on the north by 8th Avenue, and the south by 6th Avenue.

While it is bounded on all four sides by one-way streets, including both York (southbound) and Josephine (northbound) on the east, the district is not intersected by any one-ways. Seventh Avenue Parkway serves as the focal point for the district.

Zoning in the district is primarily R-0, with R-3 facing Eighth Avenue between Downing and the Humboldt / Franklin alley, R-2 between Downing and the Downing/ Marion alley, and B-2 facing Sixth Avenue between Downing and Lafayette.

The district is primarily a single-family residential area, with only a few pre-existing multiple-family residences and a small area of commercial uses along Sixth and Eighth Avenues. The district has been protected from pressures for redevelopment by its low density zoning and its desirability as a residential area. Contributing to its desirability are its proximity to both Cheesman and Congress Parks; its legacy of large, architecturally significant homes; its mature landscaping and tree canopy; and the presence of 7th Avenue Parkway, which acts as the focal point for the district.

Note: While the landscaping, tree canopy, and homes along 8th Avenue, York, and Josephine are well maintained, the edge of the district along 6th Avenue is not faring as well and warrants additional attention. Because of its significance to the entire neighborhood and the challenges and opportunities which it faces, Sixth Avenue between Speer Boulevard and Josephine has been covered as a focus area in Section IV of this plan.

VISION

Seventh Avenue / Country Club North will remain a desirable, well maintained, low density residential district with a wealth of large, older single-family homes. The edges of the district along 6th, 8th, Downing, and Josephine will be protected from the impacts of traffic with better maintained landscaping and additional street trees. Retail areas along 6th Avenue will continue to have primarily neighborhood-serving uses, will have improved landscaping, and will be buffered from adjoining homes.
ISSUES AND RECOMMENDATIONS

SEVENTH AVENUE / COUNTRY CLUB NORTH DISTRICT ISSUE 1: Seventh Avenue / Country Club North has excellent urban design qualities and relatively few problems.

SEVENTH AVENUE/COUNTRY CLUB NORTH RECOMMENDATION 1: PROTECT THE NEIGHBORHOOD FROM HIGHER INTENSITY USES

Retain the district's current low density zoning and design new development in surrounding areas to protect the urban design qualities of the District.

GENERAL ZONING RECOMMENDATIONS

1. USES
   a. Residential areas: SINGLE FAMILY RESIDENTIAL
   b. Retail areas: NEIGHBORHOOD-SERVING RETAIL

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES / FAMILIES
   CHILDREN / YOUNG ADULTS / ADULTS / ELDERLY
   SINGLE FAMILY HOUSES

3. OPEN SPACE
   a. Residential areas: PRIVATE YARDS
   b. Retail areas: COMMON PLAZAS

4. HEIGHT
   a. Residential areas: 3 STORIES
   b. Retail areas: 1 STORY

5. DENSITY
   SEVEN DWELLING UNITS/acre

6. SETBACKS
   a. Residential areas: RESIDENTIAL
   b. Retail areas: RETAIL
K. SEVENTH AVENUE WEST DISTRICT

DESCRIPTION

The Seventh Avenue West District is on the south end of the neighborhood, bounded on the east by Downing, on the west by the alley between Clarkson and Washington, on the north by 8th Avenue, and on the south by 6th Avenue.

While not as heavily impacted as other districts, Seventh Avenue West is still more impacted by traffic on one-way streets than is desirable for a residential area. The five one-way streets dominate the traffic pattern in the district and include 8th Avenue, 6th Avenue, Clarkson, Corona, and Downing. Only three streets, including 7th Avenue, Emerson, and Ogden, are two-way streets.

Zoning in Seventh Avenue West is indicative of the diverse influences on the district from the surrounding districts. Within the nine square blocks of the district, zoning includes R-0 (low density single-unit detached dwelling zone district), R-2 (low density multi-unit dwelling zone district), R-3 (high density apartment zone district), and B-2 (neighborhood business zone district).

The district is primarily residential, with a combination of single-family homes, single-family homes which have been converted to apartments, townhouses, and a few apartment buildings. Commercial uses along Sixth Avenue are generally located either in converted single-family homes or older commercial structures. There are several large vacant lots near or adjacent to Eighth Avenue. Property along both 8th and 6th Avenues has been more heavily impacted by the traffic than have been parcels farther east in the Seventh Avenue / Country Club North District. Many properties along these streets in the Seventh Avenue West District have lost their mature landscaping and tree canopy and, generally, have not retained as high a level of maintenance.

Note: Because of its significance to the entire neighborhood and the challenges and opportunities which it faces, Sixth Avenue between Speer Boulevard and Josephine has been covered as a focus area in Section IV of this plan.

VISION

The Seventh Avenue West District will be stabilized as a desirable, well maintained residential district with a diversity of rental and owner-occupied housing opportunities for singles, couples, and families of various sizes and income levels. While there will be residential infill development along 8th Avenue, the historic character of the district will be preserved and enhanced. The edges of the district will be further protected from the impacts of traffic, with tree planting and other landscaping efforts focused on 8th Avenue.
ISSUES AND RECOMMENDATIONS

SEVENTH AVENUE WEST DISTRICT ISSUE 1: There are several large vacant lots and assemblages. High-rise development on these parcels would be incompatible with adjacent development and would de-stabilize the character of the district. This conflict is partially resolved by the building height limitation imposed by the current zoning.

SEVENTH AVENUE WEST DISTRICT RECOMMENDATION 1: DEVELOP THE VACANT LOTS WITH HIGH DENSITY, LOW-RISE RESIDENTIAL PROJECTS

GENERAL ZONING RECOMMENDATIONS

1. USES
   a. Residential areas: SINGLE AND MULTIPLE-FAMILY RESIDENTIAL
   b. Retail areas: NEIGHBORHOOD-SERVING RETAIL

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES / FAMILIES
   CHILDREN / YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-3 BEDROOM UNITS / SINGLE-FAMILY HOUSES

3. OPEN SPACE
   a. Residential areas: FRONT YARDS
      OUTDOOR RECREATION AREAS
      COMMON PLAY YARDS
      BALCONIES
      PRIVATE YARDS
      COMMON PLAZAS
   b. Retail areas: COMMON PLAZAS

4. HEIGHT
   a. 8th Avenue: 4 - 6 STORIES
   b. Remainder of residential area: 3 STORIES
   c. Retail areas: 1 STORY

5. DENSITY
   a. 8th Avenue: 3:1 FAR
   b. Remainder of residential area: SEVEN DWELLING UNITS/acre
   c. Retail areas: 1:1 FAR

6. SETBACKS
   a. Residential area: RESIDENTIAL
   b. Retail area: RETAIL
GOVERNOR’S PARK DISTRICT

DESCRIPTION

The Governor’s Park District is located in the southwest corner of the neighborhood. It is bounded by 8th Avenue on the north and 6th Avenue on the south. On the east it is bounded by the alley between Clarkson and Washington, and on the west it extends to the alley between Sherman and Lincoln.

The District is heavily impacted by traffic on one-way streets, including 8th Avenue (westbound), 6th Avenue (eastbound), Washington (southbound), Logan (northbound), and Grant (southbound). While five streets are one-way, only four streets in the district are two-way: 7th Avenue, Pearl, Pennsylvania, and Sherman.

The zoning in the district decreases in intensity from west to east, starting with B-8 (an intensive general business / very high density residential zone district) and decreasing to R-4 (a very high density apartment and office), R-3 (a high density apartment zone district), and B-2 (a neighborhood business zone district).

The Governor’s Park District is a mixed-use area, with residential, office, and retail uses. The area is underdeveloped, with vacant lots, parking lots, and low density structures. Current pedestrian and retail activity is minimal, and most of the retail is destination-oriented, rather than neighborhood-oriented. Similarly, the high density residential development is not well integrated into the district. However, because of its location adjacent to Cherry Creek and Speer Boulevard, the presence of Governor’s Park, and topography which allows views of the mountains and Downtown skyline, the district has the potential for additional development and intensification.

Note: Because of its significance to the entire neighborhood and the challenges and opportunities which it faces, Sixth Avenue between Speer Boulevard and Josephine has been covered as a focus area in Section IV of this plan.

VISION

The Governor’s Park District will experience extensive redevelopment, adding additional residential units and retail activity. As part of a larger effort to establish the district as an inviting, urban mixed-use area, the park will be redesigned to offer mountain views and to more effectively act as a focus of district activity. The unique character of the district will be established by the historic structures. A new mountain view preservation ordinance will protect the view from the park. A landscaped median and additional streetscape improvements will enhance 7th Avenue as a pedestrian and bicycle linkage through the district, as well as the primary spine of the district.
ISSUES AND RECOMMENDATIONS

GOVERNOR'S PARK DISTRICT ISSUE 1: The topography adds views and interest to the district, but views have been lost and continue to be threatened by the construction of mid-rise and high-rise buildings to the west and south of Governor's Park. The view from the Grant-Humphrey's Mansion and the park are particularly important, but they are threatened. While the Cheesman Park Mountain View Ordinance extends to Cherry Creek and Broadway, it does not adequately protect the views from Governor's Park.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 1a: INSTITUTE A MOUNTAIN VIEW PRESERVATION ORDINANCE

Institute a mountain view preservation ordinance to protect views from Governor's Park.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 1b: RESTRICT NEW DEVELOPMENT TO LOW-RISE STRUCTURES

Restrict new development within the District to high density, low-rise structures, except in those areas outside the area protected by a mountain view preservation ordinance.

GOVERNOR'S PARK DISTRICT ISSUE 2: The property across the street to the west of the Governor's Mansion is a particularly unsightly surface parking lot with minimal landscaping. While off-street parking is necessary to support the public use of the Governor's Mansion, this lot is visually and functionally incompatible with both the Mansion and the park. According to the current zoning, this and other sites adjoining the Governor's Mansion also could "by right" be redeveloped at a scale and with materials which are incompatible with the Governor's Mansion.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 2a: LANDSCAPE OR REDEVELOP THE PARKING LOT AT EIGHTH AND LOGAN

Target the parking lot at Eighth and Logan either for landscaping or for redevelopment to a use more compatible with the Governor's Mansion and Governor's Park. If the site is redeveloped, then provide off-street parking at a more appropriate alternative location.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 2b: INSTITUTE DESIGN GUIDELINES

Apply special design guidelines to the area surrounding the Governor's Mansion and Governor's Park to assure compatibility of new development with both the Mansion and the Park.
GOVERNOR'S PARK DISTRICT ISSUE 3: The district has significant historic structures, mountain views, interesting topography, a well-located park, healthy neighborhood retail, a relatively large number of residents, and examples of interesting and compatible redevelopment, but it does not present a cohesive image and does not have a strong and unique sense of place. The district also has numerous surface parking lots, vacant lots, deteriorating buildings, and underdeveloped sites which provide opportunities for redevelopment.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 3a: ENCOURAGE HIGH DENSITY, LOW-RISE RESIDENTIAL REDEVELOPMENT THROUGHOUT THE DISTRICT

To respond to the potentially conflicting goals of preserving the historic character of the district and encouraging redevelopment and additional activity at the intersection of Logan and Seventh, design new development as high density, low-rise structures, similar to the Encore development at the Bonfils mansion.

GOVERNOR’S PARK DISTRICT RECOMMENDATION 3b: ENCOURAGE ADDITIONAL NEIGHBORHOOD RETAIL DEVELOPMENT

Encourage additional neighborhood retail development, particularly restaurants, which is adjacent to and takes advantage of the park in order to provide more activity adjacent to and in the park. Any new retail development must provide parking sufficient to meet its own needs and must be designed to be compatible with the surrounding land uses.

GOVERNOR’S PARK DISTRICT RECOMMENDATION 3c: REZONE THE NORTHWEST CORNER OF 7TH AND LOGAN

Rezone the northwest corner of 7th Avenue and Logan for neighborhood retail uses. These uses should be limited to those which can most effectively take advantage of the park and which will generate activity for the park. If the site is redeveloped, residential uses should be built over the retail.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 3d: INSTALL DISTINCTIVE STREETSCAPE IMPROVEMENTS

Develop a streetscape design which will help create a distinctive image for the district. Base that design on the historic residential character of the district and the character of the individual buildings within the district.
Governor's Park Subarea form Analysis
Governor's Park Subarea
Urban Design Ideas
GOVERNOR'S PARK DISTRICT ISSUE 4: The park does not draw people from more than the immediate area and, thus, is under-used. Similarly, it doesn't, at least not to the extent which it should, serve as the focal point for the neighborhood. It neither provides its own activity nor generates activity from the neighborhood.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 4: REDESIGN THE PARK

Redesign the park to more effectively function as a "town square" for the district. Emphasize mountain and city views. Provide more interest and activity within the park, such as an area designed for outdoor concerts. Better coordinate the park with the design of the Grant-Humphrey's Mansion and the Governor's Mansion and with the character of the district. Create more obvious entrances to the park from Eighth Avenue at Pennsylvania and through the grounds of the Grant-Humphrey's Mansion from Pearl.

GOVERNOR'S PARK DISTRICT ISSUE 5: The west side of the district is zoned R-4 and B-8, both of which allow office uses. As a result, within these areas residential uses have been and continue to be replaced by office uses. Much of the west side of the district, however, is vacant or underdeveloped, a condition which aggravates the already weak image of the district.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 5: ENCOURAGE HIGH DENSITY RESIDENTIAL AND MIXED-USE PROJECTS

Encourage high density residential or retail / office / residential mixed-use development in the west side of the district.

GOVERNOR'S PARK DISTRICT ISSUE 6: West of Pennsylvania, Seventh Avenue widens beyond the width needed to carry its traffic load. The result is additional asphalt and less landscaping in a district already perceived as too harsh.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 6: FOCUS ON SEVENTH AVENUE AS A PEDESTRIAN CONNECTION

Narrow Seventh Avenue and make it more pedestrian-oriented by adding a landscaped median between Pennsylvania and Lincoln.
GOVERNOR'S PARK DISTRICT ISSUE 7: While Washington Street is lined with medium and high density apartment buildings, the street is not inviting to pedestrians and, therefore, does not have good pedestrian connections to the retail areas on either 6th or 7th Avenues. The residents of these buildings, therefore, do not use the neighborhood retail facilities or the park as frequently as they would if there were better pedestrian connections.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 7: ENHANCE THE PEDESTRIAN ENVIRONMENT ON WASHINGTON

Enhance the pedestrian environment on Washington by adding landscaping, limiting curb cuts and pull-out lanes, and retaining on-street parking.

GOVERNOR'S PARK DISTRICT RECOMMENDATION ISSUE 8: Parking in the District is extremely limited. Retail and restaurant uses place extraordinary pressures on the parking which does exist. Retail, restaurant and residential parking needs often conflict with one another.

GOVERNOR'S PARK DISTRICT RECOMMENDATION 8: PROVIDE RESIDENT PARKING

Provide either one-hour parking zones or resident parking zones surrounding the retail / restaurant areas.
GENERAL ZONING RECOMMENDATIONS

1. USES
   a. WEST:
      - GENERALLY, RESIDENTIAL AND OFFICE
      - EXCEPTION, SHERMAN: RESIDENTIAL ONLY
   b. EAST:
      - GENERALLY, RESIDENTIAL
   c. SELECT AREAS:
      - SEVENTH AVENUE, PENNSYLVANIA EAST TO THE LOGAN / SHERMAN ALLEY, RETAIL AND RETAIL / RESIDENTIAL MIXED-USE
      - SIXTH AVENUE, FOLLOW EXISTING USES, BUT NO EXPANSION OF RETAIL TO THE EAST. RETAIL COULD EXTEND WEST OF GRANT

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES
   YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-2 BEDROOM UNITS

3. OPEN SPACE
   a. Residential areas:                FRONT YARDS
                                          OUTDOOR RECREATION AREAS
                                          BALCONIES
   b. Retail areas:                    COMMON PLAZAS

4. HEIGHT
   a. CONSISTENT WITH THE NEW MOUNTAIN VIEW PRESERVATION ORDINANCE AND THE EXISTING ORDINANCE
   b. GENERALLY, LOW-RISE TO MID-RISE

5. DENSITY
   a. Residential areas:               3:1 FAR
   b. Retail areas:                    RETAIL DENSITY: 1:1 FAR; the
density of residential or residential/retail mixed-use projects
shall not exceed a 3:1 FAR, with the retail component of such
projects not exceeding a 1:1 FAR.

6. SETBACKS
   a. Residential areas: RESIDENTIAL
   b. Retail areas: RETAIL
PREFACE

Several areas within the neighborhood are distinct from the character immediately surrounding them and provide important opportunities and challenges for the entire neighborhood. In order to respond to these distinctions, opportunities, and challenges, the Task Force determined that these areas needed additional attention. As a result, the problems and opportunities of five "focus areas" were analyzed and recommendations were developed for each. The Focus Area Analysis provides a description of each of the five focus areas, a vision statement for what the characteristics of the focus area should be in the future, and the issues and recommendations, including general zoning recommendations, which are most important to the focus area. These issues and recommendations are in addition to those included in the Framework Plan, and which are considered to generally apply to the entire neighborhood, including the Focus Areas.
A. 9TH AND CORONA FOCUS AREA

DESCRIPTION

The 9th and Corona Focus Area is in the middle of the neighborhood. It is centered at 9th Avenue between Corona and Downing, and extends from Ogden on the west to Marion on the east and from 8th Avenue on the south to 10th Avenue on the north.

Both Corona and Downing are one-way streets, southbound and northbound, respectively. Eighth Avenue (one-way westbound) forms the south boundary. Ogden, Marion, Ninth, and Tenth are two-way streets. The street system generally works well to provide automobile, bus, pedestrian, and bicycle access to the uses in the focus area.

The retail uses in the focus area are generally B-2 (neighborhood business zone district), with the exception of the shopette at the northwest corner of Corona and 9th, which is zoned PUD; the Conoco service station at the southwest corner of 8th and Downing, which is a pre-existing legal nonconforming use in the R-3 zone district; and the northwest King Soopers parking lot between 9th and 10th on Corona, which is also a pre-existing legal nonconforming use in the R-3 zone district. Dora Moore School and the residential area surrounding the retail uses are zoned R-3 (high density apartment zone district).

The 9th and Corona Focus Area is the largest concentration of neighborhood-serving retail uses within Capitol Hill / Cheesman Park. As such, it is one of the primary centers of activity in the neighborhood, the area which people identify as a de facto community center, where neighbors see one another, the proverbial "village square."

VISION

The 9th and Corona Focus Area will be reinforced as a pedestrian-oriented activity center for the neighborhood. While landscaping, circulation, and signage improvements will be made to the existing parking lots to improve their utility and image, these improvements will be balanced by improvements to the pedestrian circulation system.
9th and Corona Commercial Area
Urban Design Ideas
ISSUES AND RECOMMENDATIONS

9TH AND CORONA FOCUS AREA ISSUE 1: While retail and residential interests realize the value of the other, each also deals with a continuing set of operational conflicts. The area has a good track record of communicating and resolving those conflicts.

9TH AND CORONA FOCUS AREA RECOMMENDATION 1: WORK TOGETHER TO RESOLVE OPERATIONAL CONFLICTS

Continue and reinforce the communication between the residential and retail interests in order to resolve any operational conflicts.

9TH AND CORONA FOCUS AREA ISSUE 2: Although the 9th and Corona retail area serves as the primary retail center for the neighborhood, it does not provide many pedestrian amenities nor many opportunities for community activities.

9TH AND CORONA FOCUS AREA RECOMMENDATION 2a: IMPROVE PEDESTRIAN CROSSINGS

Emphasize and increase the safety of pedestrian street crossing by widening the sidewalks and narrowing the street at intersections with pedestrian "bulb-outs".

9TH AND CORONA FOCUS AREA RECOMMENDATION 2b: INSTALL PEDESTRIAN-SCALE STREET LIGHTS

Install pedestrian-scale street lights throughout the focus area to add to the sense of pedestrian comfort and safety.

9TH AND CORONA FOCUS AREA RECOMMENDATION 2c: DEVELOP A COMMUNITY PLAZA

Develop the area between King Soopers and Dora Moore School as a community plaza. Because of the traffic circulation and parking needs in the area, 9th Avenue may need to serve a double function: most of the time as a local street, but on special occasions as a street which can be closed-off to become a community plaza. The streetscape design on both sides of 9th should accommodate the double duty played by the street.
9TH AND CORONA FOCUS AREA ISSUE 3: While most of the commercial buildings in the focus area are designed to be pedestrian-oriented, that is, built to the sidewalk, a few of the uses have parking in front of their buildings. When parking is in front, areas develop more of a suburban, automobile-oriented, character, rather than an urban, pedestrian-oriented, character.

9TH AND CORONA FOCUS AREA RECOMMENDATION 3a: LOCATE NEW BUILDINGS ADJACENT TO SIDEWALKS

Locate new buildings adjacent to sidewalks, with parking either internal to or in the rear of each building.

9TH AND CORONA FOCUS AREA RECOMMENDATION 5b: LIMIT CURB CUTS

Eliminate as many of the existing curb cuts as possible and limit any new curb cuts.

9TH AND CORONA FOCUS AREA RECOMMENDATION 3c: DESIGN NEW BUILDINGS WITH A DISTINCT URBAN CHARACTER

Design new buildings with a distinct urban character. Include retail/residential mixed-use projects, with retail on the ground level and residential units above. Similar to older buildings such as the Pencol and Leetonia on East Colfax, the residential entrance could be on the side street, separate from the retail uses.

9TH AND CORONA FOCUS AREA ISSUE 4: Dora Moore School has a shortage of parking for its staff and visitors. Currently, it uses parking spaces at Corona Presbyterian Church to help alleviate the shortage. The school does not, however, have a permanent solution to its parking shortage. Its current parking lot faces onto 9th Avenue, is inadequately screened from the street and sidewalk, and does not meet current landscaping requirements.

9TH AND CORONA FOCUS AREA RECOMMENDATION 4a: PROVIDE A PARKING SOLUTION FOR DORA MOORE

Include a discussion of a permanent parking solution for Dora Moore in any planning for improving the area between King Soopers and Dora Moore as a community plaza. Pursue a long-term lease of the Corona Presbyterian Church parking lot in order to solve the parking problems at Dora Moore and to allow alternative use of the north edge of the school property.
9TH AND CORONA FOCUS AREA RECOMMENDATION 4b:
SOFTEN THE IMPACT OF THE DORA MOORE PARKING LOT

At a minimum, add landscaping to screen the Dora Moore parking lot from the street and sidewalk and landscape the interior of the lot to soften its impact on the focus area.

9TH AND CORONA FOCUS AREA ISSUE 5: Dora Moore School uses the alley between its two buildings as a service entrance and loading facility.

9TH AND CORONA FOCUS AREA RECOMMENDATION 5:
PROVIDE A SERVICE ENTRANCE AND LOADING FACILITY

Include a service entrance and loading facility in any planning for a community plaza.

9TH AND CORONA FOCUS AREA ISSUE 6: Dora Moore School also needs an improved system which will allow parents to safely drop-off their children. The proposal which they are considering is a pull-off from 8th Avenue.

9TH AND CORONA FOCUS AREA RECOMMENDATION 6a:
PROVIDE A STUDENT DROP-OFF

Include provisions for an improved student drop-off in any planning for a community plaza.

9TH AND CORONA FOCUS AREA RECOMMENDATION 6b:
BUFFER THE STUDENT DROP-OFF

Because curb cuts and pull-offs are generally inconsistent with the goal of increasing the level of pedestrian comfort within the focus area, carefully review any proposals and include provisions for extensive landscaping and other amenities which will improve the pedestrian environment.

9TH AND CORONA FOCUS AREA ISSUE 7: While King Soopers has adequate parking at its central and two peripheral lots, customers prefer parking in the central lot, causing unnecessary congestion in that lot and on the surrounding streets. The other commercial uses in the focus area suffer from a lack of adequate parking.

9TH AND CORONA FOCUS AREA RECOMMENDATION 7a:
REDESIGN ALL OF KING SOOPERS PARKING LOTS

Redesign all three of King Soopers parking lots to allow improved access, internal circulation, and landscaping.
9TH AND CORONA FOCUS AREA RECOMMENDATION 7b: 
IMPROVE KING SOOPERS TWO PERIPHERAL LOTS

Improve the desirability, visibility, and accessibility of the peripheral lots with improved signage, curb ramps on both sides of Corona to facilitate buggies, and improved landscaping and lighting at the two lots.

9TH AND CORONA FOCUS AREA RECOMMENDATION 7c: 
PROVIDE JOINT PARKING FACILITIES

Provide joint parking facilities which will be owned, maintained, and used by all of the retail uses and by Dora Moore School. Consider placing a parking deck on top of the existing surface parking lot on the west side of Corona.

9TH AND CORONA FOCUS AREA ISSUE 8: Because they were developed prior to the adoption of the current parking landscaping ordinance, the landscaping of the three parking lots does not meet the current requirements.

9TH AND CORONA FOCUS AREA RECOMMENDATION 8: 
IMPROVE THE LANDSCAPING OF KING SOOPERS PARKING LOTS

Improve both the interior and exterior landscaping at all three of the King Soopers parking lots.

9TH AND CORONA FOCUS AREA ISSUE 9: Recent developments in lighting allow for more attractive and welcoming lights than those currently in the King Soopers parking lots.

9TH AND CORONA FOCUS AREA RECOMMENDATION 9: 
REPLACE THE LIGHTS IN KING SOOPERS PARKING LOTS

Replace the existing lights in the King Soopers parking lots with low cut-off high-pressure sodium or similar fixtures which will provide a more natural light.
GENERAL ZONING RECOMMENDATIONS

1. USES
   RETAIL AND RESIDENTIAL / RETAIL MIXED-USE PROJECTS

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES
   YOUNG ADULTS / ADULTS / ELDERLY
   STUDIOS / 1-2 BEDROOM UNITS

3. OPEN SPACE
   a. Retail projects: COMMON PLAZAS
   b. Residential / retail mixed-use projects: BALCONIES
      COMMON PLAZAS

4. HEIGHT
   LIMITED ONLY BY MOUNTAIN VIEW AND SKYLINE PRESERVATION
   ORDINANCES

5. DENSITY
   Residential or commercial density as allowed by existing zoning.

   The density of residential or residential/retail mixed-use
   projects in business zone districts shall not exceed the
   density of the adjacent residential zone districts, with
   the retail component of such projects not exceeding a
   1:1 FAR.

NOTE:

Where recommended zoning densities are not in agreement with the allowed density
of the existing zone district, a P.U.D. could be supported.

6. SETBACKS
   a. Retail projects: RETAIL
   b. Residential / retail mixed-use projects: RETAIL ON THE RETAIL SIDE
      AND RESIDENTIAL AT THE RESIDENTIAL ENTRANCE
B. 11TH AND OGDEN FOCUS AREA

DESCRIPTION

The 11th and Ogden Focus Area is located in the center of the neighborhood, extending from Emerson on the west to Corona on the east, and from 10th on the south to 12th on the north.

While the focus area is between two one-way street pairs (Washington / Clarkson on the west and Corona / Downing on the east) the streets within the focus area are all two-way (10th, 11th, 12th, Ogden and Emerson).

The retail and office uses in the focus area are zoned B-1 (limited Office zoning district) and B-2 (neighborhood business district). The residential areas surrounding the retail and office uses are zoned R-3 (high density apartment zoning district).

The 11th and Ogden Focus Area includes both neighborhood serving and destination retail uses. While it is not as large an area as 9th and Corona, the focus area is, nonetheless, an important activity center for the neighborhood.

VISION

The 11th and Ogden Focus Area will be enhanced as both a neighborhood-serving and destination retail area. The relationship between the retail uses and the surrounding residential uses will be improved, with additional landscaping acting as a buffer between the two uses. A landscaped median and additional streetscaping improvements on 11th Avenue will enhance the pedestrian character of both the focus area and of 11th, which will serve as a major east-west pedestrian linkage through the neighborhood.
ISSUES AND RECOMMENDATIONS

11TH AND OGDEN FOCUS AREA ISSUE 1: The 11th and Ogden retail area has few amenities or safety provisions which will attract and protect pedestrian activity.

11TH AND OGDEN FOCUS AREA RECOMMENDATION 1a: WIDEN THE SIDEWALKS AND NARROW THE STREETS

Emphasize and increase the safety of pedestrian street crossings by widening the sidewalks and narrowing the street at intersections with pedestrian "bulb-outs".

11TH AND OGDEN FOCUS AREA RECOMMENDATION 1b: INSTALL PEDESTRIAN-SCALE STREET LIGHTS

Install pedestrian-scale street lights throughout the focus area to add to the sense of pedestrian comfort and safety.

11TH AND OGDEN FOCUS AREA RECOMMENDATION 1c: IMPROVE THE APPEARANCE OF THE PARKING STRIP

To improve the appearance of the parking strip, plant grass in the less impacted areas, and install attractive paving in the more impacted areas.

11th AND OGDEN FOCUS AREA ISSUE 2: While 11th Avenue is well located to act as a pedestrian linkage through the neighborhood, it is too wide and has too little streetscaping to provide a comfortable environment for pedestrians.

11th AND OGDEN FOCUS AREA RECOMMENDATION 2: INSTALL A LANDSCAPED MEDIAN

Install a landscaped median in 11th Avenue, between Ogden and Logan.

11TH AND OGDEN FOCUS AREA ISSUE 3: New commercial uses in the focus area tend to have parking in front of their buildings. As a result, pedestrians have to cross parking lots to enter the buildings and automobiles have to cross parking lots to enter the parking lots. Sidewalks are interrupted by numerous curb cuts. Little or no landscaping separates the parking lot from either the sidewalk and street or from the buildings. With these characteristics, the area has developed more of a suburban, automobile-oriented, character, rather than an urban, pedestrian-oriented character.
11TH AND OGDEN FOCUS AREA RECOMMENDATION 3a: LOCATE NEW BUILDINGS ADJACENT TO SIDEWALKS

Locate new buildings adjacent to sidewalks, with parking either internal to or in the rear of each building.

11TH AND OGDEN FOCUS AREA RECOMMENDATION 3b: ELIMINATE CURB CUTS

Eliminate as many of the existing curb cuts as possible and limit any new curb cuts.

11TH AND OGDEN FOCUS AREA RECOMMENDATION 3c: DESIGN NEW BUILDINGS WITH A DISTINCT URBAN CHARACTER

Design new buildings with a distinct urban character. Include retail / residential mixed-use projects, with retail on the ground level and residential units above. Similar to older buildings such as the Pencol and Leetonia on East Colfax, the residential entrance could be on the side street, separate from the retail uses.

11TH AND OGDEN FOCUS AREA ISSUE 4: The sidewalk on the north side of 11th is wide and has excellent solar access.

11TH AND OGDEN FOCUS AREA RECOMMENDATION 4: USE THE SIDEWALK FOR OUTDOOR ACTIVITIES

Use the sidewalk on the north side of 11th for outdoor activities, such as a sidewalk cafe.
GENERAL ZONING RECOMMENDATIONS

1. USES
   RETAIL AND RESIDENTIAL / RETAIL MIXED-USE PROJECTS

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES
   YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-2 BEDROOM UNITS

3. OPEN SPACE
   a. Retail projects: COMMON PLAZAS
   b. Residential / retail mixed-use projects: BALCONIES
     COMMON PLAZAS

4. HEIGHT
   LIMITED ONLY BY MOUNTAIN AND SKYLINE PRESERVATION
   ORDINANCES

5. DENSITY
   Residential or commercial density as allowed by existing zoning.

   The density of residential or residential/retail mixed-use projects
   in business zone districts shall not exceed the density of the
   adjacent residential zone districts, with the retail component of
   such projects not exceeding a 1:1 FAR.

NOTE:

Where recommended zoning densities are not in agreement with the allowed density
of the existing zone district, a P.U.D. could be supported.

6. SETBACKS
   a. Retail projects: RETAIL
   b. Residential / retail mixed-use projects: RETAIL ON THE RETAIL SIDE AND
     RESIDENTIAL AT THE RESIDENTIAL ENTRANCE
C. SIXTH AVENUE FOCUS AREA

DESCRIPTION

The 6th Avenue Focus Area forms the southern edge for both the neighborhood study area and for three of the neighborhood districts - Governors Park, 7th Avenue West, and 7th Avenue / Country Club North. One property deep, the focus area runs along both sides of 6th Avenue, from Speer Boulevard on the west to Josephine on the east.

The focus area is heavily impacted by traffic on 6th Avenue and on the eight one-way cross streets: Grant (southbound), Logan (northbound), Washington (southbound), Clarkson (northbound), Corona (southbound), Downing (northbound), York (southbound), and Josephine (northbound).

The zoning in the district decreases in intensity from west to east, starting with B-8 (intensive general business / very high density residential zone district) and decreasing to R-4 (very high density apartment and office zone district), R-3 (high density apartment district), B-2 (neighborhood business district), and R-0 (low density single-unit detached dwelling zone district).

Sixth Avenue has a mixture of office, vacant, moderate and low density residential, and neighborhood-serving retail uses. While the focus area adjoins stable, desirable residential areas, Sixth Avenue has lost most of its mature landscaping and tree canopy, and with that loss, it has deteriorated as a residential street. Parallel to that, the maintenance of housing along the street has also deteriorated. Retail uses along the street create parking pressures and suffer from a lack of adequate parking.

VISION

Sixth Avenue will remain and will be reinforced as a residential and residentially-compatible retail area. It will not become an automobile-oriented commercial area. While additional businesses may not be beneficial, increased neighborhood and destination use of existing business is desirable.
ISSUES AND RECOMMENDATIONS

SIXTH AVENUE RECOMMENDATION 1a:
CLUSTER AND INTEGRATE USES

Consistent with the urban character of the neighborhood, cluster retail uses and integrate those retail clusters with the adjoining residential uses.

SIXTH AVENUE RECOMMENDATION 1b:
FACE RESIDENTIAL USES ONTO SIDE STREETS

Face new residential structures along 6th Avenue onto the north-south streets, rather than onto 6th.

SIXTH AVENUE RECOMMENDATION 1c:
DISCOURAGE ADDITIONAL TRAFFIC CONGESTION

Discourage additional traffic volume and enforce the existing speed limit on 6th Avenue.

SIXTH AVENUE ISSUE 2: The entire length of the street is losing its residential character. Even in the residential sections, there are areas without landscaping in the tree lawns, and those tree lawns which are landscaped are often poorly maintained.

While many sections of Sixth appear to be well landscaped, these areas often benefit from mature landscaping in the adjoining residential areas, while many of the tree lawns actually facing onto Sixth are poorly landscaped and poorly maintained.

SIXTH AVENUE RECOMMENDATION 2a:
LANDSCAPE AND MAINTAIN THE TREE LAWNS

Landscape and maintain the tree lawns along Sixth Avenue. Plant trees which will provide a canopy over the street.

SIXTH AVENUE RECOMMENDATION 2b:
SELECT PLANTS WHICH WILL SURVIVE

Trees and junipers can be planted along Sixth Avenue and will survive relatively well. Sod will probably have to be replaced approximately every 10 years.
SIXTH AVENUE RECOMMENDATION 2c:
USE PLANTING TO DISTINGUISH BETWEEN RETAIL AND HOUSING

Use the tree pattern and species to differentiate between retail and residential areas. In retail areas, plant trees that provide color and which can be planted closer to one another, but that will not block the view of store fronts. In residential areas, plant trees which will form a canopy over the street.

SIXTH AVENUE ISSUE 3: Maintenance along the sidewalks and tree lawns in some cases is so bad that City ordinances are being violated.

SIXTH AVENUE RECOMMENDATION 3:
ENFORCE CITY ORDINANCES REGARDING LANDSCAPE MAINTENANCE

Ask the City inspectors to cite violations for weeds in yards and vegetation blocking sidewalks.

SIXTH AVENUE ISSUE 4: There is pressure to rezone areas along Sixth for retail uses. Often, these rezonings would result in the loss of housing.

SIXTH AVENUE RECOMMENDATION 4:
DISCOURAGE REZONING FROM RESIDENTIAL TO COMMERCIAL

Rezoning from residential to commercial districts are discouraged along Sixth Avenue. Only applications for rezoning to PUD or from commercial to residential will be considered. West of Washington Street, mixed retail and residential uses might be appropriate.

SIXTH AVENUE ISSUE 5: New commercial uses tend to have parking in front of their buildings. As a result, pedestrians have to cross parking lots to enter the parking lots. Sidewalks are interrupted by numerous curb cuts. Little or no landscaping separates the parking lot from either the sidewalk and street or from the buildings. With these characteristics, the area is developing more of a suburban, automobile-oriented, character, rather than an urban, pedestrian-oriented character.

SIXTH AVENUE RECOMMENDATION 5a:
EMPHASIZE PEDESTRIAN-ORIENTED USES

New retail uses must be pedestrian-oriented, rather than automobile-oriented.
SIXTH AVENUE RECOMMENDATION 5b:
LOCATE NEW BUILDINGS ADJACENT TO THE SIDEWALK

Locate new buildings adjacent to sidewalks, with parking either internal to or in the rear of each building.

SIXTH AVENUE RECOMMENDATION 5c:
IMPROVE THE STREETSCAPE IN THE RETAIL AREAS

Install pedestrian lighting and street trees in the retail areas. Attractive paving may be more appropriate than sod in these areas.

SIXTH AVENUE RECOMMENDATION 5d:
DESIGN NEW BUILDINGS WITH A DISTINCT URBAN CHARACTER

Design new buildings with a distinct urban character. West of Washington Street, include retail/residential mixed-use projects, with retail on the ground level and residential units above. Similar to older buildings such as the Pencol and Leetonia on East Colfax, the residential entrances could be on the side streets, separate from the retail uses.

SIXTH AVENUE ISSUE 6: Parking is limited along Sixth and where it does exist, is often unattractive and incompatible with adjoining residential uses.

SIXTH AVENUE RECOMMENDATION 6a:
PROVIDE MORE PARKING

Make more efficient use of existing parking and provide joint parking facilities. Establish a business improvement district, special district, maintenance district, and/or parking district, to provide common parking, streetscape improvements, and maintenance. Review the potential for providing a single large lot with a shuttle to businesses and several smaller lots adjacent to businesses.
SIXTH AVENUE RECOMMENDATION 6b:
LANDSCAPE EXISTING PARKING LOTS

Landscape the existing parking lots, giving highest priority to those which front directly on Sixth Avenue, such as the lot at Williams and Sixth and the Safeway lot. Consider a permanent arrangement between the church which owns the lot at 6th and Williams and the adjoining businesses for use and improvement of the lot.

SIXTH AVENUE ISSUE 7: Business and property owners along Sixth have recently formed an association which can help coordinate issues such as parking and property maintenance.

SIXTH AVENUE RECOMMENDATION 7:
ENCOURAGE NEIGHBORHOOD ASSOCIATIONS TO WORK TOGETHER

Encourage cooperation between the new 6th Avenue merchants association and the neighborhood organizations representing the adjoining residential areas in order to accomplish the goals of this plan. As a responsibility of the merchants association, work on safety, beautification, and design continuity projects. Look to other associations for organizational and funding models.
GENERAL ZONING RECOMMENDATIONS

1. USES
   a. Within existing commercial areas: RETAIL, RETAIL / RESIDENTIAL MIXED-USE, OR RESIDENTIAL
   b. Within existing residential areas: RESIDENTIAL

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES / FAMILIES
   CHILDREN / YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-3 BEDROOM UNITS / SINGLE-FAMILY HOUSES

3. OPEN SPACE
   a. Retail projects:
   b. Residential / retail mixed-use projects:
   c. Residential:
      COMMON PLAZAS
      FRONT YARDS
      OUTDOOR RECREATION AREAS
      COMMON PLAY YARDS
      BALCONIES
      COMMON PLAZAS
      FRONT YARDS
      OUTDOOR RECREATION AREAS
      COMMON PLAY YARDS
      BALCONIES
      PRIVATE YARDS

4. HEIGHT
   a. West of Washington: LIMITED ONLY BY MOUNTAIN VIEW AND SKYLINE PRESERVATION ORDINANCES

5. DENSITY Commercial density as allowed by existing zoning.

   Residential density allowed in business zones shall equal adjacent residential densities; i.e., for R-3 zone, a 3:1 FAR. Where R-0, R-1, or R-2 densities exist, no additional density nor density greater than the existing zoning will be allowed.

   NOTE:

   Where recommended zoning densities are not in agreement with the allowed density of the existing zone district, a P.U.D. could be supported.

6. SETBACKS
   a. Residential areas: RESIDENTIAL
   b. Retail areas: RETAIL
D. EAST COLFAX / PARK AVENUE FOCUS AREA

DESCRIPTION

The East Colfax / Park Avenue Focus Area is on the northern edge of the neighborhood study area and surrounds the five-point intersection of East Colfax, Park Avenue, and Franklin.

While the complex signalization and traffic pattern at this five-point intersection complicates and slows the traffic flow, it also creates a distinct identity. The intersection is a focal point for automobile, bus, pedestrian, and bicycle traffic.

The zoning in the focus area is primarily B-4 (general business district), while the surrounding zoning is R-4 (very high density apartment and office district) and R-3 (high density apartment district).

The intersection of Park Avenue / Franklin / East Colfax is the heart of Colfax-on-the-Hill, the area along Colfax between Broadway and Josephine. Park Avenue provides the connection between Cheesman Park, Capitol Hill, Uptown, San Rafael, Clements, Curtis Park, the Gateway District of Downtown, and I-25. The intersection is an asset and an opportunity because of the unique views it creates, the traffic pattern which causes people to slow, and the designation of Park Avenue as an official City parkway.

VISION

The East Colfax / Park Avenue Focus Area will develop as the central "village center" for Colfax-on-the-Hill. As such, it will be oriented primarily to pedestrians. The area will experience significant redevelopment, with new buildings creating an urban, pedestrianized environment. The entrance to Park Avenue will be highlighted, a "village square" will provide a focus for neighborhood activity, and Park Avenue will be re-established as one of the premier boulevards in the City.
ISSUES AND RECOMMENDATIONS

EAST COLFAX / PARK AVENUE FOCUS AREA ISSUE 1: The report from the East Colfax Charette, a workshop focused on planning issues along East Colfax and held in 1985, cites the area surrounding the Park Avenue / East Colfax intersection as one of three potential "village centers" for Colfax-on-the-Hill. The current land use pattern, however, is not conducive to pedestrian activity.

EAST COLFAX / PARK AVENUE FOCUS AREA RECOMMENDATION 1: LOCATE BUILDINGS FACING COLFAX ADJACENT TO THE SIDEWALK

Design all public and private development to encourage pedestrian activity. At a minimum, as redevelopment occurs, locate all buildings facing East Colfax adjacent to the sidewalk. Place parking in the rear of the buildings. Never place parking in the front of buildings.

EAST COLFAX / PARK AVENUE FOCUS AREA ISSUE 2: The entrance to Park Avenue is not readily seen from East Colfax. A closely related issue is that the small triangular parks near the intersection are too small for any organized activity, discouraging their use by Colfax merchants or by the surrounding neighborhood.

EAST COLFAX / PARK AVENUE FOCUS AREA RECOMMENDATION 2a: EMPHASIZE THE ENTRANCE TO PARK AVENUE

Design all public and private development to emphasize the entrance to Park Avenue. Keep the triangular parks at the intersection open to aid visibility, but add focal points, such as fountains or art work, to draw attention to them.

EAST COLFAX / PARK AVENUE FOCUS AREA RECOMMENDATION 2b: ENLARGE THE PARK AT THE NORTHWEST CORNER

As part of a long-term solution, consider two alternatives for enlarging the park at the northwest corner of Park Avenue and Colfax: (1) purchase all property on the block bounded by Park Avenue, Humboldt, and East Colfax for demolition and redevelopment of the site as a "village square" for East Colfax, or (2) vacate Humboldt between East Colfax and Park Avenue as part of a land trade with the owner(s) of the property closer to the corner.
EAST COLFAKS / PARK AVENUE FOCUS AREA ISSUE 3: Park Avenue does not feel like a landscaped parkway; the street is too wide and the landscaping too inconsistent and informal.

EAST COLFAKS / PARK AVENUE FOCUS AREA RECOMMENDATION 3: NARROW PARK AVENUE

As a long-term solution, narrow Park Avenue by adding a median or extending the curbs into the street. Be careful to maintain the existing axis of the street. Improve the streetscape by planting additional trees and adding street furniture. Establish an historic, formal landscape design for Park Avenue.

GENERAL ZONING RECOMMENDATIONS

1. USES
   RETAIL, RESIDENTIAL, AND RESIDENTIAL / RETAIL MIXED-USE PROJECTS

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES
   YOUNG ADULTS / ADULTS / ELDERLY
   STUDIO / 1-2 BEDROOM UNITS

3. OPEN SPACE
   a. Residential areas: FRONT YARDS
      OUTDOOR RECREATION AREAS
      BALCONIES
   b. Retail areas: COMMON PLAZAS

4. HEIGHT
   LIMITED ONLY BY MOUNTAIN VIEW AND SKYLINE PRESERVATION ORDINANCES

5. DENSITY
   Residential or commercial density as allowed by existing zoning.

   The density of residential or residential/retail mixed-use projects in business zone districts shall not exceed the density of the adjacent residential zone districts, with the retail component of such projects not exceeding a 1:1 FAR.

   NOTE: Where recommended zoning densities are not in agreement with the allowed density of the existing zone district, a P.U.D. could be supported.

6. SETBACKS
   a. Residential areas: RESIDENTIAL
   b. Retail areas: RETAIL

158.
E. EAST COLFAX / ESPLANADE FOCUS AREA

DESCRIPTION

The East Colfax / Esplanade Focus Area is at the northeastern corner of the neighborhood study area and surrounds the intersections of East Colfax with York, Josephine, and the City Park Esplanade.

The focus area includes two one-way streets: York (southbound) and Josephine (northbound), East Colfax, a two-way street which is categorized as a major arterial, and two-way local streets, Columbine and Elizabeth.

The zoning in the focus area is a combination of B-4, B-2, and P-1. The focus area is surrounded by R-4, R-3, and O-1.

The East Colfax / Esplanade Focus Area was cited in the report from the East Colfax Charette as one of three potential "village centers" for Colfax-on-the-Hill. The area provides both an eastern termination for Colfax-on-the-Hill and an important intersection between neighborhoods and circulation systems. Historically an important intersection, it is home to several significant commercial buildings. It is also adjacent to East High School and the Esplanade, the most grand entrance to City Park.

VISION

The East Colfax / Esplanade Focus Area will be reinforced as an eastern anchor, termination, and "village center" for Colfax-on-the-Hill. It will also be reinforced as the termination for both the linkage between City Park and Downtown along Sixteenth Avenue and for the north-south linkage between City Park, East High School, Congress Park, the Botanic Gardens, Cheesman Park, and Seventh Avenue Parkway. The north-south linkage will be improved. The area will experience significant redevelopment, resulting in a concentration of both public and private activity generators, including retail uses.
ISSUES AND RECOMMENDATIONS

EAST COLFAX ESPLANADE FOCUS AREA ISSUE 1: The corners at the intersection of Josephine and East Colfax are currently under-developed and could be redeveloped to higher intensity uses and in a manner which underscores the importance of this intersection as a termination for East Colfax and an entrance to the Esplanade and to City Park.

EAST COLFAX / ESPLANADE FOCUS AREA RECOMMENDATION 1: DESIGN NEW DEVELOPMENT TO HELP EMPHASIZE THE INTERSECTION

On the northwest, southwest, and southeast corners of Josephine and East Colfax, build new development to the sidewalk and at least two stories. New development on the northeast corner should be pulled back from the sidewalk in order to provide an entrance to the Esplanade.

EAST COLFAX / ESPLANADE FOCUS AREA ISSUE 2: The northeast corner of the intersection is a large, commercially zoned, but under-developed parcel. It currently contains a vacant Safeway store, a large parking lot, a gasoline service station, and an aluminum can bank. The parcel is one of the largest along this section of East Colfax and has good visibility and an important location, backing onto the Esplanade. The site has the potential to provide a retail anchor for Colfax-on-the-Hill.

EAST COLFAX / ESPLANADE FOCUS AREA RECOMMENDATION 2: CREATE A RETAIL ANCHOR

Use the current Safeway building or redevelop the site with a retail use which can serve as an anchor for Colfax on the Hill. Follow the recommendations of the 1988 marketing study for Colfax on the Hill in determining a potential use: e.g. a retail furniture store.

EAST COLFAX / ESPLANADE FOCUS AREA ISSUE 3: Almost all of the retail uses along East Colfax back onto residential parcels. As a result, the residences are often adjacent to parking lots and service entrances for the retail uses. This juxtaposition results in noise, light, and odor impacts which are less than optimum for the residential uses.

EAST COLFAX / ESPLANADE FOCUS AREA RECOMMENDATION 3: LOCATE PARKING BEHIND THE COMMERCIAL STRUCTURES

Locate parking for commercial uses along East Colfax behind the commercial structures and buffer it from residential structures. Between the fence and the parking lot, create a landscaped buffer to help mitigate any negative impacts resulting from the parking.
East Colfax and York Commercial Area
Urban Design Ideas
EAST COLFAIX / ESPLANADE FOCUS AREA ISSUE 4: The blocks bounded by East Colfax on the south, 17th on the north, York on the west, and Josephine on the east, narrow to the north and become islands surrounded by heavy traffic. While they retain some isolated houses which may be of historic value, they also contain vacant lots and under-utilized public rights-of-way and should, therefore, be considered for redevelopment which could complement the commercial uses along East Colfax, the character and residential and office uses in the neighborhood, and the character and use of the Esplanade and East High School.

EAST COLFAIX / ESPLANADE FOCUS AREA RECOMMENDATION 4: REPLICATE THE HISTORIC PATTERN OF MAJOR USES ON CORNERS

With any redevelopment, replicate the historic pattern of major uses on the corners of blocks. Given this, consider new office structures at the north end of the 1500 block and at both the north and south end of the 1600 block. Locate parking in the middle of each block between the office structures.

GENERAL ZONING RECOMMENDATIONS

1. USES
   RETAIL, OFFICE, AND RESIDENTIAL / RETAIL MIXED-USE PROJECTS

2. RESIDENTIAL OCCUPANCY
   SINGLES / COUPLES
   YOUNG ADULTS / ADULTS / ELDERLY
   STUDIOS / 1-2 BEDROOM UNITS

3. OPEN SPACE
   COMMON PLAZAS

4. HEIGHT
   LIMITED ONLY BY MOUNTAIN VIEW AND SKYLINE PRESERVATION ORDINANCES

5. DENSITY Residential or commercial density as allowed by existing zoning.

   The density of residential or residential/retail mixed-use projects in business zone districts shall not exceed the density of the adjacent residential zone districts, with the retail component of such projects not exceeding a 1:1 FAR.

NOTE: Where recommended zoning densities are not in agreement with the allowed density of the existing zone district, a P.U.D. could be supported.
SETBACKS
a. Residential areas: RESIDENTIAL
b. Retail areas: RETAIL, WITH THE EXCEPTION OF THE NORTHEAST CORNER OF EAST COLFAK AND JOSEPHINE, WHERE BUILDINGS WILL BE
ACKNOWLEDGEMENTS

In the last 25 years, the people of Capitol Hill and Cheesman Park have set an example for every other neighborhood in Denver. Together, they have resurrected a deteriorating neighborhood; established the largest and strongest neighborhood and merchants associations in the City; developed a small neighborhood fair, into the Capitol Hill People's Fair, annually attracting more than a quarter of a million people to the inner-city; committed the proceeds from that fair to operate the largest neighborhood association and to fund a grant program for non-profit organizations which serve the people of the neighborhood; and created a non-profit organization of their own which has served as an incubator for new non-profit organizations.

The energy and commitment evidenced by these accomplishments is embodied in the people who dedicated themselves to this neighborhood planning process. Innumerable meetings, drafts, re-drafts, public hearings, and more meetings called for an unparalleled commitment and sense of humor.

Even within this large group of dedicated individuals, one person stands out as a model for all of the rest of us. Michael Henry, the chairperson of Capitol Hill United Neighborhoods' Land Use and Zoning Committee, has been the inspiration and the driving force behind both the planning process and the implementation of this plan. Without his vision, commitment to an inclusive process, and steadfast willingness to commit time and energy, this plan could not have been produced.

As City Council person for the neighborhood, Cathy Donohue provided both leadership and support. Jennifer Macy, Councilwoman Donohue's Administrative Aide, readily shared her knowledge and insight. Dick Farley, the City's head Urban Designer, created and led the urban design portion of the planning process and pulled the elements of the plan together. Don Dethlefs, Chairperson of the Urban Design Task Force, led the creation of a vision for the neighborhood. Paul Foster, Marvin Hatami, Jeanette Lostracco, and Guenther Vogt provided inspiration, expertise, and practical wisdom as members of the Urban Design Task Force. The University of Colorado of Denver supplied us with a stream of talented, hard working students, including the graduate students in the Planning Studio II, who provided an excellent first draft for the plan; Robin Adams, who provided detailed research; and numerous landscape architecture and architecture students, who provided research and graphic assistance. Chuck Michaels, Jill Morelli, and Ed Thomas, past-Presidents and current President of CHUN, provided organizational support. Ron Hillstrom, Executive Director of CHUN, and the CHUN staff provided unparalleled technical support. City staff, including Dorothy Nepa, Terry Rosapep, Dennis Royer, and Doug Hendrixson, Elaine Espinosa, Dennis Frank, and Sandra Jackson provided technical review of the plan.

The Steering Committee for this planning process was open to everyone who lives, works, owns property, or has an interest in Capitol Hill / Cheesman Park. Among the hundreds of people who committed themselves to creating this plan, special thanks must go to the following individuals.

165.
Lynn Adams
Marty Amble
AJ Bailey
Dan Barnett
Lee Belstock
Reggie Bennett
Brad Cameron
Bruce Coulter
Fred Criswell
Peg Ekstran
John Hitch
Erick Holland
Jim Holland
Sarah Holland
Stephanie Holle
Bernie Jones
Ken Judd
Andrea Klein
Rick Larson
Diane Lowry
Paula Machlin
Marilyn Megenity
Marvin Naiman
Holly Oteo
Dan Otero
Kathleen Reilly
Dave Sheridan
David Sledge
Gary Stewart
Candace Stowell
Rob Weil
Neil Woodward

Together, along with innumerable other participants whom I have not named, these individuals are responsible for the Capitol Hill / Cheesman Park Neighborhood Plan. I extend my appreciation to each of them.

Dennis B. Swain, AICP
Senior City Planner