June 1, 1991

Dear Residents and Friends of Denver:

It is our pleasure to present to you the Central Platte Valley Plan Amendment. This document represents the product of fifteen months of work by the twenty-three member Steering Committee appointed by Mayor Pena in February of 1990.

The Mayor charged the committee with re-writing the CPV Plan in relation to 27 changed conditions that have occurred in the valley since adoption of the 1986 CPV Plan. The most significant of these changes is the continuation of rail passenger traffic at the Denver Union Terminal. The plan is to serve as a framework for future public and private development in the CPV.

The Steering Committee worked hard and enthusiastically to respond to the challenge of the changed conditions within the CPV. With the assistance of a broad spectrum of interest groups within the Valley and numerous City departments, agencies, and consultants, we have developed a vision for the Central Platte Valley. The pages that follow represent the committee's best effort to define what the CPV can and should be in the future.

At the core of the plan is an inter-modal transit facility which provides for a single interface point for heavy and light rail, inter- and intra-city bus, automobile, and pedestrian activity. The development of such a facility will make the Platte Valley the transportation HUB of the region.

The Valley described in this plan will not emerge overnight, but it is achievable. This Plan is rooted in the pragmatism of economic and engineering analysis. At the same time, it recognizes the vital need for the Valley to be a compliment to Downtown and Lower Downtown as well as a place that is human, economically viable and fun.

Our sincere thanks to all of those who have dedicated their talent, energy and ideas to this effort.

[Signature]

Frank B. Gray, Chairman
Central Platte Valley Steering Committee
# FEDERICO PEÑA

**Mayor**

**Central Platte Valley Steering Committee**

<table>
<thead>
<tr>
<th>Name</th>
<th>Position/Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frank Gray</td>
<td>Chair, Director, Planning and Community Development Office</td>
</tr>
<tr>
<td>J. Timothy Bickmore</td>
<td>Executive Director, Northern Railroad</td>
</tr>
<tr>
<td>Tim Boers</td>
<td>District 9 Neighborhood Representative</td>
</tr>
<tr>
<td>Diana Boulter</td>
<td>President, Denver Partnership</td>
</tr>
<tr>
<td>Dana Crawford</td>
<td>Lower Downtown Property Owner, District 9 Neighborhood Representative</td>
</tr>
<tr>
<td>Stephanie Foote</td>
<td>Councilwoman, District 4</td>
</tr>
<tr>
<td>Jerry Glick</td>
<td>Lower Downtown Design Review Board, CPV Design Advisory Committee</td>
</tr>
<tr>
<td>Lloyd Goff</td>
<td>Platte Valley Landowners Association</td>
</tr>
<tr>
<td>Sandy Gurtler</td>
<td>Elitch Gardens</td>
</tr>
<tr>
<td>Steve Hebert</td>
<td>Anschutz Corporation</td>
</tr>
<tr>
<td>John Hickenlooper</td>
<td>Lower Downtown property owner, District 9 Neighborhood Representative</td>
</tr>
<tr>
<td>Gail Handby</td>
<td>United Union of Roofers</td>
</tr>
<tr>
<td>Mike LaMair</td>
<td>Glacier Park Co.</td>
</tr>
<tr>
<td>Richard McSpadden</td>
<td>Denver Union Terminal</td>
</tr>
<tr>
<td>Philip Milstein</td>
<td>Denver Planning Board, Auraria Higher Education Center</td>
</tr>
<tr>
<td>Deborah Ortega</td>
<td>Councilwoman District 9</td>
</tr>
<tr>
<td>Art Prentiss</td>
<td>Amtrak</td>
</tr>
<tr>
<td>Tom Ragonetti</td>
<td>Water Street Joint Venture</td>
</tr>
<tr>
<td>Martin Saiz</td>
<td>Denver Planning Board, District 9 Neighborhood Representative</td>
</tr>
<tr>
<td>Jim Swanson</td>
<td>Denver Planning Board</td>
</tr>
<tr>
<td>George Thorn</td>
<td>Developer</td>
</tr>
<tr>
<td>Barbara Zandberger</td>
<td>Union Pacific Railroad</td>
</tr>
<tr>
<td>Mickey Zeppelin</td>
<td>Lower Downtown District, District 9 Neighborhood Representative</td>
</tr>
<tr>
<td>TABLE OF CONTENTS</td>
<td>PAGE</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>------</td>
</tr>
<tr>
<td>PREFACE</td>
<td>1</td>
</tr>
<tr>
<td>ABBREVIATIONS USED IN TEXT</td>
<td>3</td>
</tr>
<tr>
<td>PROCESS</td>
<td>4</td>
</tr>
<tr>
<td>GOALS AND INTENT STATEMENTS</td>
<td>5</td>
</tr>
<tr>
<td>CONCEPTS</td>
<td>10</td>
</tr>
<tr>
<td>FRAMEWORK MAPS</td>
<td>13</td>
</tr>
<tr>
<td>Open Space and Special Landscaped Streets</td>
<td>14</td>
</tr>
<tr>
<td>Preferred Land Use</td>
<td>17</td>
</tr>
<tr>
<td>Views, Building Heights, and Densities</td>
<td>18</td>
</tr>
<tr>
<td>Pedestrian Routes</td>
<td>21</td>
</tr>
<tr>
<td>Bicycle Routes</td>
<td>22</td>
</tr>
<tr>
<td>Transit: Rail, Bus and High Occupancy Vehicles</td>
<td>25</td>
</tr>
<tr>
<td>Major Streets, and Parking</td>
<td>26</td>
</tr>
<tr>
<td>Local Access Streets</td>
<td>29</td>
</tr>
<tr>
<td>SUB-AREA INTENT STATEMENTS</td>
<td></td>
</tr>
<tr>
<td>General</td>
<td>31</td>
</tr>
<tr>
<td>Cherry Creek</td>
<td>32</td>
</tr>
<tr>
<td>Commons</td>
<td>34</td>
</tr>
<tr>
<td>Commons Plaza</td>
<td>36</td>
</tr>
<tr>
<td>Denver Union Terminal</td>
<td>38</td>
</tr>
<tr>
<td>Upland</td>
<td>40</td>
</tr>
<tr>
<td>Prospect</td>
<td>42</td>
</tr>
<tr>
<td>Platte</td>
<td>44</td>
</tr>
<tr>
<td>Rockmont</td>
<td>46</td>
</tr>
<tr>
<td>West Bank</td>
<td>48</td>
</tr>
<tr>
<td>Water Street</td>
<td>50</td>
</tr>
<tr>
<td>Gates Crescent</td>
<td>52</td>
</tr>
<tr>
<td>Rice Yards</td>
<td>55</td>
</tr>
<tr>
<td>Auraria Village</td>
<td>54</td>
</tr>
<tr>
<td>Auraria Research Park</td>
<td>56</td>
</tr>
<tr>
<td>APPENDIX</td>
<td>57</td>
</tr>
<tr>
<td>Deliberations of the Steering Committee</td>
<td>71</td>
</tr>
<tr>
<td>Historic Structures</td>
<td>64</td>
</tr>
<tr>
<td>1986 Plan Maps</td>
<td>59-61</td>
</tr>
<tr>
<td>Criteria and Assumptions</td>
<td>74</td>
</tr>
<tr>
<td>ILLUSTRATIONS</td>
<td></td>
</tr>
<tr>
<td>Open Space and Special Landscaped Streets</td>
<td>15</td>
</tr>
<tr>
<td>Preferred Land Uses</td>
<td>16</td>
</tr>
<tr>
<td>Views, Landmarks, and Building Heights</td>
<td>19</td>
</tr>
<tr>
<td>Pedestrian Routes</td>
<td>20</td>
</tr>
<tr>
<td>Bicycle Routes</td>
<td>23</td>
</tr>
<tr>
<td>Transit, Rail, Bus and High Occupancy Vehicles</td>
<td>24</td>
</tr>
<tr>
<td>Major Streets and Parking</td>
<td>27</td>
</tr>
<tr>
<td>CPV Access Streets</td>
<td>28</td>
</tr>
<tr>
<td>Historic Structures</td>
<td>70</td>
</tr>
<tr>
<td>1986 Plans</td>
<td>59-61</td>
</tr>
</tbody>
</table>
PREFACE

History

Since adoption of the Central Platte Valley Comprehensive Plan Amendment in 1986, a series of profound changes has affected the valley. Major changes in ownership, establishment of a consolidated mainline for all railroads through the valley and more recently, a decision to retain rail passenger operations at Denver Union Terminal have all influenced the ways in which the Central Platte Valley might be used. However, the basic intent of the Plan remains unchanged: to guide the development of resources which will benefit the whole Valley as well as adjoining neighborhoods and the Downtown.

In January 1990, Mayor Peña appointed a special Steering Committee to review and assess these changes and to direct the efforts of an urban design consultant team. The Steering Committee was made up of community, business, railroad and property owner representatives from neighborhoods within and adjacent to the Central Platte Valley and included representatives of the Denver Planning Board. Each member was charged with disseminating relevant information within his or her community, and bringing back a broader perspective on issues to the Committee. The CPV Steering Committee met regularly throughout the year, periodically holding joint sessions with the Denver Planning Board to keep them appraised of progress and ultimately presented this document to them, requesting that it be formally approved and forwarded to the City Council for their consideration and adoption. Periodically, the Steering Committee held public meetings at which the public at large was invited to participate. Each Steering Committee meeting closed with a public forum during which comments by the public were heard by the Committee.

The Steering Committee began its task by identifying the many changes which had occurred since adoption of the 1986 Plan. They considered the possible consequences of these changes and drafted a list of fundamental issues to be addressed in developing a revised plan for the Valley. Goals and intent statements were developed taking into consideration both the contents of the 1986 Plan, the changes which had occurred since and the identified fundamental issues. Changes, issues and goals developed by the Committee gave direction to the plan which follows. Lists of each are given in full in the Appendix.
The 1986 Plan had included 17 sub-areas, each of which was to have had a sub-area plan developed, reviewed and adopted to direct development within it. In the interim, considerable effort had been expended in developing plans and compatible zoning for sub-areas west of I-25. Consequently, much of the Steering Committee's effort was focussed in the area between the freeway to the west and Auraria Parkway, Lower Downtown and the Arapahoe Triangle to the east. This was the area primarily affected by change.

**Purpose**

This document is the product of the Steering Committee's work. It is intended to supersede the 1986 Comprehensive Plan Amendment, and differs from it in two significant ways. The 1986 Plan was obliged to deal with the quantifiable aspects of development control as well as addressing larger policy issues. This document distinguishes between policy direction and development regulation, addressing only the former. The specifics of land use and development regulation were considered, but are left to be detailed in the Zoning Code. This is an important difference since it allows consideration and approval of plans for the valley without involvement in the technicalities of specific regulations. Another advantage is that amendments can be made to the zoning code over time without risk of rendering the Plan obsolete.

The other significant difference stems from a change in procedure which occurred after adoption of the 1986 Plan but before development of its 1991 successor. The zoning process for achieving approved development plans has been modified to temporarily favor the Planned Unit Development process until the PRV zone district is modified to incorporate the new plan, and to further streamline the approval process. This has replaced the responsibility of those wishing to undertake development to prepare sub-area plans. Consequently, the Plan must provide clear guidance on how the sub-areas are to function cooperatively as parts of the city, and what the principal features of each sub-area should be. Considerable latitude in choice of land uses and building form remains in most sub-areas, but the overall intent for each is spelled out more specifically than it was in the 1986 document.

Coordination of land uses, facilities and functions throughout the CPV and its immediate surroundings was accomplished using a series of Framework Maps, each highlighting a single topic, such as Views, Landmarks and Building Heights and Pedestrian Routes. These maps evolved with successive evaluation by the Steering Committee, culminating in the set of maps included in this Plan. Guidance for their formulation was found in the goals and intent statements developed by the Steering Committee at the beginning of the process.
The Framework Maps provide a basis and context for examination of opportunities and constraints affecting each sub-area. A brief description of the intended character of each sub-area was developed, and a series of design guidelines specific to that sub-area was drafted. These are included in this Plan.

Abbreviations Used in the Text:

CCD  City and County of Denver
CPV  Central Platte Valley
CML  Consolidated Main Line railroad tracks
DPB  Denver Planning Board
DURA Denver Urban Renewal Authority
DUT Denver Union Terminal (Union Station)
FAR  Floor Area Ratio
HOV  High Occupancy Vehicle
LoDo Lower Downtown
LRT  Light Rail Transit
PRV  Platte River Valley zoning district
ROW Right of Way
RTD  Regional Transportation District
TDR  Transfer of Development Rights
**PROCESSES:**

The draft 1991 CPV Comprehensive Plan Amendment will be refined and submitted by the Steering Committee to the Denver Planning Board and to the City Council for approval. Once approved, it will supercede the 1986 Plan as the effective policy document directing land use and development in the Central Platte Valley.

Following approval of the 1991 Plan, existing zoning regulations will remain in place. While developers will no longer be required to prepare and submit sub-area zoning standards and plans of their own, development can proceed using established Planned Unit Development regulations. Meanwhile amended land use and development regulations for the CPV will be designed to implement policy and direction contained in the adopted plan. After formal scrutiny of draft regulations, including assurance of their consistency with other parts of the zoning code, these too will be adopted. Together, the adopted 1991 CPV Comprehensive Plan Amendment and development regulations will give potential developers a precise view of the range, type and size of developments which are likely to meet with City and County of Denver [CCD] Planning and Zoning approval in any particular part of the CPV.
OVERALL CENTRAL PLATTE VALLEY
GOALS AND INTENT STATEMENTS:

GOAL 1: Land Use

1.1 Redevelop the Valley in ways that recognize it as a valuable resource to the whole City.
1.2 Encourage a mix of land uses in the CPV which will support a dense urban character
1.3 Provide amenities which will knit Downtown and adjacent neighborhoods together
1.4 Encourage a mix of commercial development which will:
   ✓ create new jobs
   ✓ generate direct and indirect tax revenue
   ✓ attract new Downtown residents
   ✓ provide new amenities
1.5 Accommodate an appropriate mix of uses and encourage viable development to satisfy both the economic needs of landowners and public needs, including:
   ✓ public open space
   ✓ economic development
   ✓ housing
   ✓ public facilities

INTENT STATEMENTS: Land Use

A. Capitalize on a unique opportunity to reuse former rail-yard and obsolete industrial land in the heart of Denver.

B. Redevelop the Valley with uses that take advantage of its unique characteristics, namely:
   ✓ the South Platte River and Cherry Creek
   ✓ proximity to Downtown and northwest neighborhoods
   ✓ historic value as the birthplace of Denver
   ✓ railroad heritage and railroad facilities
   ✓ regional vehicular access
   ✓ large land assemblages
   ✓ central location, and the 'seam' between the northwest neighborhoods and the center of the City

C. Redevelop the Valley to help satisfy the needs of the Downtown and the adjoining neighborhoods by making provision for:
   ✓ neighborhood parks and recreation facilities
   ✓ city-wide parking and recreation facilities
   ✓ housing to develop a 24-hour Downtown population
   ✓ housing to reinforce adjoining neighborhoods
 Increased tax base
 ✔ Support for Downtown retail, hotels, restaurants, and entertainment facilities
 ✔ Downtown access and parking
 ✔ Increased employment opportunities for residents of adjoining neighborhoods
 ✔ Support for Denver's cultural, and arts resources
 ✔ Support services for Downtown's businesses and employees.

GOAL 2: Open Space and Pedestrian System

2.1 Form the centerpiece of the regional open space system
2.2 Create a comprehensive network, linking areas within and around the valley
2.3 Provide an orderly, visually pleasing and active environment for:
   ✔ workers
   ✔ residents
   ✔ neighbors
   ✔ visitors
2.4 Reinforce desired land use patterns
2.5 Enhance amenities for new residential, specialized office, research and development uses
2.6 Give public access to waterways from Downtown and Lower Downtown
2.7 Recognize the South Platte River and Cherry Creek as foci of the open space system
2.8 Create Denver Commons to be a focus for the South Platte River Greenway
2.9 Develop Rockmont Park as the primary public open space for the Highland neighborhood

INTENT STATEMENT: Open Space and Pedestrian System

A. Reconstruct the Valley's pedestrian and bicycle systems, flood control, and parks facilities so that they become armatures to foster a livable and interconnected urban environment suited for the demands of the next century.
GOAL 3: Transportation

3.1 Develop a multi-modal transportation center in the middle of the valley which will:
✓ connect with the Sixteenth Street Mall when it is extended
✓ ultimately replace the Market Street regional bus terminal
✓ be linked to the light rail system
✓ provide a parking reservoir for Downtown and Lower Downtown
✓ intercept High Occupancy Vehicles (HOVs) and general traffic as it enters the city center from the north and from the south via Auraria Parkway and Wewatta

3.2 Provide access to and through the CPV for autos and buses to:
✓ improve access to and around Downtown
✓ improve access within the CPV

3.3 Improve access off I-25 into the CPV
3.4 Accommodate through freight movements within the CML corridor and future tracked transit adjacent to it
3.5 Accommodate rail passenger platforms and associated facilities at DUT
3.6 Reconstruct 20th Street to provide HOV, regional bus and local access to Downtown, allowing an at-grade access to the CPV at Chestnut St., and Bassett St.
3.7 Upgrade the 23rd Street viaduct and construct a new flyover to create the primary regional access route to Downtown from the north with a connection to the future Wewatta St.
3.8 Design 15th Street to provide local access to Downtown and the northwest neighborhoods with near or at grade connections at Wewatta St., Delgany St., and 'new' Bassett St.
3.9 Remove the 16th Street viaduct
✓ preserve the 16th Street bridge over the South Platte River for pedestrian use
3.10 Extend the Sixteenth Street Mall into the CPV
✓ connect Downtown and Lower Downtown to the multi-modal transportation center, to public open spaces and the South Platte River
3.11 Extend the Lower Downtown street grid into Cherry Creek, Commons Plaza and Upland sub-areas
3.12 Provide for light rail connections into the CPV and Downtown
INTENT STATEMENT: Transportation

A. Reconstruct the Valley’s streets, major arterials, transit, utilities, railroads, pedestrian and bicycle systems to foster development of a livable and interconnected urban environment suited for the demands of the next century

GOAL 4: Character

4.1 Foster a character for the CPV which is different and distinct from that of Downtown:
✓ Urban, but with more public open space
✓ Developed to densities and heights which are closely related to those in Lower Downtown
✓ Building heights consistent with the fabric of Lower Downtown
✓ Different parking requirements

4.2 Encourage the individual qualities of each sub-area to be manifest in local urban character; do not generate a single image for the entire CPV

4.3 Preserve views of natural and man-made features including:
✓ The mountains
✓ The Downtown skyline
✓ Denver Union Terminal

4.4 Maintain traditional street-to-building relationships
4.5 Step down building heights near Cherry Creek and major public open spaces

INTENT STATEMENT: Character

A. Redevelop the Valley in such a way that it complements the character and functions of Downtown and Lower Downtown, reinforcing them with uses and densities which will rebuild a market for retail, housing, services, hotels, entertainment, and first class office space.

GOAL 5: Flood Control

5.1 Remove CPV south of Speer Boulevard from the floodplain

5.2 Pursue opportunities for water-related amenities while also meeting flood control needs

GOAL 6: Consolidated Main Line Railroad Corridor

6.1 Minimize physical barriers across the CPV without compromising safety

6.2 Buffer views of railroad tracks but maintain open views across the valley along street alignments and designated view corridors
6.3 Provide a right of way for light rail in conjunction with the CML but physically separated from active trackage

INTENT STATEMENT: Consolidated Main Line Railroad Corridor

A. Overcome, to the extent possible, railroad and roadway barriers between CPV sub-areas, Lower Downtown, and the northwest neighborhoods.

GOAL 7: History

7.1 Preserve Denver Union Terminal (train room and two-story wings) as an active rail passenger center

7.2 Encourage preservation of significant historic structures including older quality buildings in Cherry Creek, West Bank, Water Street, Auraria Village and Prospect sub-areas
CONCEPTS:

Overall concepts that guide the revision of the Central Platte Valley Comprehensive Plan Amendment

A. Develop a multi-modal transportation center (local, regional and interstate transit, high occupancy vehicle [HOV] parking, 'interceptor' parking for general Downtown auto traffic, and shuttle facilities) in the center of the Valley, connected to Downtown by an extension of the Sixteenth Street Mall.

The provision of this multi-modal transportation center will:

1) provide a crucial amenity for the development of the CPV
2) help reduce through-auto traffic on the 20th Street Viaduct Replacement Project within Lower Downtown
3) improve access to, and thus attractiveness of development in and adjacent to the CPV
4) reinforce the DLT as the interstate rail entry to Denver and Downtown
5) provide long term parking relief for Downtown and Lower Downtown, intercepting automobiles before they penetrate heavily pedestrianized areas
6) permanently anchor the 16th Street Mall

B. Create the multi-modal transportation center, and adjoining parking within a deck structure that serves as a platform for new development. The top level, or 'artificial ground level' of this platform would be high enough to span over the CML railroad tracks and the passenger rail tracks at the DUT, thereby bridging the railroad barriers between the Valley development, Downtown, and the Platte River. The deck would be designed so that it slopes to grade at its northern, eastern, and southern edges - allowing cars and pedestrians to naturally drive or walk to its upper level. The multi-modal transportation center would be connected to Downtown bus shuttle vehicles running on an extended Sixteenth Street Mall. Ultimately, the Mall would be extended over the CML providing access to the Commons Park, Cherry Creek, Platte River and areas south of Speer.

C. In the long term, construct a bus/HOV lane from the 20th St. Viaduct Replacement Project on a R.O.W. along the CML ultimately terminating at the multi-modal transportation center. This would locate the bus lane so that it could serve a future regional bus terminal (replacing the Market St. Station) next to the CML where it can interface with a light rail stop.
In the short term, construct a bus-only lane bound for the Market St. Station on a route directly behind Union Station to the 16th St. Mall.

Critical to this concept and to the multi-modal center as a whole, is resolution of issues concerning rail tracks that cross Sixteenth Street near the DUT.

D. Provide, at full build-out, a central Commons open space that has two distinct areas:
   1) a compact urban 'square' on the east side of the CML for CPV, Downtown and Lower Downtown residents and workers (Commons Plaza)
   2) an expansive regional park along the Platte River, suitable for large festivals such as the People's Fair, and the Festival of Mountain and Plains; but also suitable for unprogrammed active and passive recreation (Commons Park)

E. Develop Rockmont Park in the earliest phases of Valley improvement as a large neighborhood-related park in which active recreation facilities predominate.

F. Construct Wewatta St. between Speer Blvd and 23rd Street (Park Ave West) as a connector that links the Valley sub-areas east of the CML tracks. Continuing south, ultimately connecting through the Auraria Village subarea to Auraria Parkway along 7th Street or 9th Street, it will provide a bypass route for traffic not destined for Lower Downtown.

G. Provide a secondary street system that effectively interconnects the sub-areas of the Valley. Provide access to the Commons from the east via general traffic grade separations at the CML on 16th Street, and possibly on 19th Street - the former shared with the Mall shuttle bus system from Wewatta to new Bassett St.

H. In the light of existing neighborhood plans, review and selectively preserve the planning and sub-area zoning standards now in place west of I-25. Encourage housing infill projects, at scales compatible with the adjoining residential neighborhoods along the western edges of the Valley.

I. Preserve the DUT as Denver's main passenger rail terminal. In the long term, bridge over the loading platforms to link the upper level of the multi-modal transportation center and other uses in the valley.
J. Develop a major public 'square' along the entire east frontage of the DUT facing Wynkoop St. as an additional open space for Lower Downtown.

K. Develop an internal transit system for the Valley based on the extension of the Sixteenth Street Mall. Link the river and Rice Yard sub-area directly with Downtown by extension of the Sixteenth Street Mall and its shuttle system. Link them also with general traffic via 15th Street and Speer Blvd.

L. Locate public facilities (such as an amusement park, a baseball stadium, an aquarium, and other cultural/recreational facilities), in the Valley. Create more tourist attractions in support of Downtown hotel, retail, and convention center trade. Encourage a recreational use such as an amusement park in the Rice Yards sub-area.

M. Allow warehousing, distribution, and light industrial uses in some specific areas of the Valley as support facilities for Downtown, and to take advantage of the Valley's good access to regional and interstate transportation.

N. Create a network of pedestrian and bicycle routes that:
   1) connect Downtown, the Valley development, and the northwest neighborhoods with the Platte River and Cherry Creek
   2) inter-connect the sub-areas of the Valley. Build this network onto the Commons Park, Greenway system, and the Cherry Creek bike and pedestrian system. Consider the Sixteenth Street Mall Extension as the major pedestrian connection from Downtown to the Commons Park, making an overpass at the CML, the preferred method of bridging this barrier. In the long term, create pedestrian overhead crossings of DUT trackage and the CML between 16th and 20th Streets.

O. Preserve and reuse as many of the old industrial and railroad-related buildings and structures in the Valley as possible, in order to build on their character and give the Valley a unique identity.

P. Consider creating additional water features in the Valley, building on the Platte River, and Cherry Creek water environments.

Q. Develop a plan that can be implemented in phases, so that it does not depend on large advance investments in infrastructure.
FRAMEWORK MAPS:

The maps which follow were developed and refined during the course of the Steering Committee's deliberations. They reflect a complex series of interconnected decisions affecting many aspects of the intended built environment in the CPV. Their purpose is to demonstrate how the uses, structures and activities planned for each sub-area are intended to interface with those of adjacent areas, collectively comprising a rational system, capable of supporting attainment of the goals which are enumerated above.
Open Space and Special Landscaped Streets

Increased open space and public recreational use of the valley are the most powerful character-defining elements of the plan. The South Platte River and Cherry Creek are the major natural features of the CPV to which all parks and public open spaces relate directly or indirectly. The interconnected system of public open spaces constitutes the major form-giving element of CPV infrastructure.

Public open spaces have been designed as an integrated system of large, intermediate and small amenities, each intended to fulfill different functions within the urban environment. Most prominent is Commons Park, an open meadow by the river big enough to accommodate regional events and other large festivals. At other times, it will support a diversity of unprogrammed active and passive activities. Other regional facilities such as an aquarium may be added later to the Commons Park or on some other site within the contiguous system of parks and waterways.

At the other extreme are small and intimate squares introduced into built up areas, giving people some opportunity for passive relaxation close to places of work or residence. These squares also provide a framework for future development.

Rockmont Park is intended to fulfill the needs of the Highland neighborhood for both active and passive recreational facilities. It will be equipped with ball fields as well as informal grassy areas near the river. It will be accessible from the neighborhood via 20th Street, Bassett Street, Platte Street and the connection beneath I-25 to Inca Street.

Intermediate open spaces such as those along Cherry Creek and the river provide a continuous band of greenery through the valley, relating it to its larger natural context. These spaces serve a variety of active and passive functions. They provide continuous trails for cyclists and those on foot between destinations across the valley. They also provide an attractive outlook for buildings constructed along their margins, particularly residential and entertainment uses adjacent to public open spaces. Not only can such uses capitalize on views over the parks; the occupants also provide 'eyes on the park', improving safety for park users.

These regional, neighborhood and local open spaces are connected by special landscaped streets creating a continuous network crisscrossing the valley and providing a unique setting for development, providing links between sub-areas in the valley and adjacent neighborhoods, and increasing public access to all of the valley's amenities.

Interim landscaping (such as hydroseeding) is strongly encouraged for large vacant areas in the Valley prior to the first stages of development.
Preferred Land Uses

The predominant character of development in the valley will be an urban mix of office, residential, entertainment, recreational, and commercial uses consistent, in almost all cases, with the land uses listed in the 1986 Plan. Each of the subareas will exhibit uses consistent with its locational characteristics and established activities where these are significant. This overall mixed-use character is intended to provide a broad range of development activities capable of supporting and complementing existing uses nearby. It also provides for varied future market conditions. Proposed uses will knit the Central Platte Valley together while allowing for a high degree of diversity and distinctiveness between subareas.

Residential use should be concentrated as much as possible in areas that will extend existing, adjacent housing redevelopments (particularly in the Lower Downtown area) into the valley and in areas that will maximize proximity to the South Platte River, Cherry Creek and other open-space amenities. Since development of additional housing has been identified as a high priority, preference has also been given to areas in which infrastructure is largely in place.

Light industrial and warehouse uses, previously eliminated from the Valley in the 1986 CPV plan, are now proposed to be allowed in some subareas because of the continuation of passenger railroad uses at DUT not contemplated in the previous plan.

Entertainment uses should be concentrated along the South Platte River and Cherry Creek where they can complement recreational activities associated with the various parks and other public open spaces which are connected to the waterways. Amusement park use has been added to the land uses allowed in the Rice Yards subarea.

This plan does not readdress land uses in those sub-areas west of I-25 for which neighborhood plans and zoning regulations have been largely developed.
Views, Visual Landmarks, Building Heights and Densities

The pattern of building heights in the Central Platte Valley favors lower-rise structures adjacent to major open spaces, within protected view corridors, and near existing lower-density, low-rise neighborhoods. This pattern recognizes the importance of ensuring that sunlight can reach major open spaces and responds to the desire for pedestrian-scaled development along the waterways. It also ensures the continued preeminence of landmark features in the valley and complements the scale and fabric of Lower Downtown and existing adjacent development.

To balance the impact of lower building heights in the Valley, and to better develop a compact urban character, the previous plan's FAR restrictions have been eliminated, letting the height limits become the primary determinant of density.

High rise development is generally disallowed, since it would tend to encourage developments which would be out of scale with Lower Downtown and would compete directly with Downtown instead of complementing it as the goals dictate. For a discussion of height and density issues, including the Steering Committees assumed height values and locational criteria see the paper on criteria and assumptions underlying the recommendations which is included in the Appendix.

In order to provide some choice in certain areas where the existing low rise character is less prevalent, but where midrise development would require additional controls, a 'Flex Area' is proposed. Owners in these areas would have two options: 1) to develop up to the maximum low rise height without any limit on floor area ratio, or 2) to build up to the maximum mid-rise height limit in exchange for accepting a 2:1 floor area ratio density constraint. If the latter option is taken, additional design criteria would be applicable such as increases in landscape requirements, and review of building locations to minimize the interference of views from public places.

The existing DUT Development Agreement allows high rise structures (250' high) on either side of the Terminal, subject to locational criteria and design standards, in return for the preservation of the building. If the Agreement is terminated, the high rise areas shown in the Agreement shall revert to the mid-rise height limits shown in this Plan.
VIEWS, VISUAL LANDMARKS AND BUILDING HEIGHTS

DENVER CENTRAL PLATTE VALLEY
OVERALL URBAN DESIGN PLAN

PAGE 19
REGIONAL PEDESTRIAN TRAIL SYSTEM
PRIMARY CENTRAL PLATTE VALLEY ROUTES
INTERSECTIONS OF ABOVE SYSTEMS
BASEBALL STADIUM SITE
GRADE SEPARATION
# ALL STREETS WILL HAVE SIDEWALKS; ROUTES SHOWN HAVE ADDITIONAL PEDESTRIAN

DENVER CENTRAL PLATTE VALLEY
OVERALL URBAN DESIGN PLAN

PAGE 20
Pedestrian Routes

The system of pedestrian routes throughout the CPV has been designed to give safe and convenient access to all destinations for those on foot. It is not regarded as a secondary system, but rather as one which will recommend itself as the access system of choice for many who live or work in the valley. Pedestrian routes are closely integrated with the open space system since open spaces and parks often offer the most amenable walking environments, provided that they are safe and reasonably direct.

Established major pedestrian routes such as 16th Street and Cherry Creek are used as arteries to which lesser routes are connected. The objective is to provide major connections between sub-areas in the valley, sub-areas and adjacent neighborhoods and to provide overall improved access to the regional recreational trail system and the proposed open spaces and parks. These routes create a comprehensive network of cross-valley and through-valley connection.

Designated pedestrian routes will be provided with continuous, wide sidewalks, street trees, pedestrian lighting and railings (where appropriate) and informational and directional signing. All major pedestrian routes will be handicap accessible. Continuity with connecting streets is necessary to the guiding principles of safety and convenience. It is important that high standards of pedestrian amenity be maintained throughout the street system so that circulation on foot is actively encouraged.
Bicycle Routes

Criteria of safety, convenience and connection to established routes guide design of the bicycle routes network. Full advantage is taken of the continuous system of public open spaces along Cherry Creek and the South Platte River to provide safe and amenable routes. Many routes are segregated from vehicular traffic, but access needs often dictate shared use of streets. In such instances, safety considerations are paramount, minimizing risks associated with potentially dangerous intersections and heavily trafficked streets.

Defined bicycle routes provide additional connections between sub-areas, sub-areas and adjacent neighborhoods, and improved access to proposed regional and neighborhood parks and open spaces. These routes create a comprehensive and continuous network of cross-valley and through-valley connections that complement existing regional bicycle trails along the S. Platte River Greenway and Cherry Creek, and the system of on-street and off-street routes developed in the city.
Transit: Rail, Bus and High Occupancy Vehicles

The focus of transit improvements in the valley is the Multi-Modal Transportation Center centrally located in the valley northwest of DUT. This multi-modal center will provide an interface between regional buses and local circulators (ultimately replacing the existing Market Street Station in Lower Downtown), light rail connections to Downtown from the airport, southeast and southwest destinations, passenger rail service including Amtrak and the Ski Train, interstate and tour buses, I-25 high-occupancy vehicles, a possible historic trolley and transit system operating on the 16th St. Mall extension from Lower Downtown through the valley.

Another important constituent of the Multi-Modal Transportation Center will be a large capacity parking facility. This will intercept High Occupancy Vehicles arriving from the future 20th Street HOV ramp along the CML, and single passenger vehicles arriving on Speer Boulevard, new 20th St., and the new Park Ave. West (23rd St. Viaduct) via new Wewatta Street before they reach streets in Downtown and Lower Downtown. The function of the mid-valley intercept parking facility is expected to change over time. In the short-term, it is integral to the planning for areas of the CPV and Lower Downtown. Other downtown-related parking intercept facilities may be planned.

The Multi-Modal Transportation Center will focus the interface of these various transit modes at a single location in the valley, assuring the future of DUT as Denver's premier point of entry to downtown. The Multi-Modal Transportation Center will also provide a unique real estate catalyst for development in the area, providing unparalleled accessibility and a regional parking resource in the valley. It is important to locate this facility in the center of the Valley in order to stimulate other development. Locating it adjacent to the DUT would leave the mid-valley isolated while possibly increasing bus traffic in Lower Downtown, and degrading the architecture of the Terminal itself. The DUT will remain the center for passenger rail transportation, accommodating national connections through Amtrak operations, and possibly commuter rail service between front range cities. The proximity of the two transit centers will provide the ability for passengers to make cross connections between the two facilities. However, through-freight movement will continue on the CML adjacent to the future light rail corridor.

The Sixteenth Street Mall will be extended into the valley providing a strong and amenable connection to Lower Downtown and Downtown. A transit system operating on the Mall will provide direct and convenient service for those arriving at and departing from the city center via the Multi-Modal Transportation Center. The historic trolley system could provide an additional recreation amenity in the Valley, as well as a delightful linkage between recreation and entertainment facilities.
Major Streets and Parking

Street improvements planned for the CPV are consistent with the system of arterial, collector, and local streets which serves the city as a whole. They are designed to provide a rational hierarchy of major and minor traffic routes whose capacity and design speed are consistent with the vehicle trips accommodated. At one extreme, the 23rd Street (Park Ave. West) replacement structure serves primarily as a regional link between I-25 and Downtown Denver, with minimal need for local access within the valley. Consequently it is designed as a high capacity arterial street. 15th Street, though also an arterial street, fulfills a more local function, linking Lower Downtown and the Highland and West Denver neighborhoods and providing access from both into the Cherry Creek and West Bank sub-areas.

Regional and local traffic access to the valley, amongst sub-areas, and between sub-areas and adjacent neighborhoods will be significantly improved when planned viaduct and roadway improvements have been completed. Regional traffic flows to and from I-25 will be carried by three major arterials: Auraria Parkway, Speer Boulevard, and Park Ave. West (23rd Street). Local connections between sub-areas and between sub-areas and adjacent neighborhoods will be provided on local arterial streets: 15th Street, 20th Street and new Wewatta Street.

The Multi-Modal Transportation Center will provide a major new public parking reservoir in the valley for regional traffic from I-25 including high-occupancy vehicles. Initially this will be landscaped on-grade parking, but as phased development of the center proceeds, will be replaced by structured parking. Transit connections to valley development and Downtown will be an integral part of the Multi-Modal Transportation Center, making it an effective interceptor of traffic which would otherwise contribute to congestion in Downtown and Lower Downtown.
CPV Access Streets

The Major Streets and Parking Plan addresses primary and secondary street systems. Local access streets are, however, important to the attractiveness of property to prospective developers and are vital to the efficiency with which different facilities in the Valley can interact. This plan is included to demonstrate how such access is to be provided to areas in which it is presently inadequate. Wewatta Street, though it will be classified as an arterial, is included since it is a new street and will provide the only continuous north and south route in the Valley between DUT and the river. Its local circulatory functions are therefore of great importance. The following comments describe aspects of the system.

A partial frontage road system is recommended along the CML to provide secondary access between several subareas. A continuous system may not be necessary or desireable. Service access for railroad maintenance will be provided separately within the CML right-of-way.

A road in the Commons park is also recommended. However, this road is only for park access, and should be located and designed to discourage through traffic.

Also shown on the Local Access Street Map is the I-25 Collector/Distributor system proposed in the Colorado Department of Highways' 1985 125 CBD Access Study. The recommendations of this study were accepted by the 1986 CPV Comprehensive Plan Amendment, and since conditions affecting these recommendations have not changed significantly, the current 1991 plan revisions assume their continued validity.
PROPOSED SUBAREA BOUNDARIES

DENVER CENTRAL PLATTE VALLEY
OVERALL URBAN DESIGN PLAN

PAGE 50
SUB-AREA INTENT STATEMENTS:

General

Sub-Areas identified in the 1986 CPV Comprehensive Plan Amendment which are located west of I-25 have undergone varying degrees of planning analysis and evaluation by community representatives in the last few years. Several of these subareas are covered by neighborhood plans and Subarea Zoning Standards crafted to respond to neighborhood concerns. Because these areas have had additional planning efforts, and have been little affected by the changes which have occurred in property ownership and railroad operations east of I-25, they have not been reevaluated here.

Sub-Areas east of I-25 have each been evaluated in the context of the Framework Maps. Some have had their boundaries amended to conform with 1) road or rail alignments which have changed since 1986, and 2) with new park configurations. Some new sub-areas have also been proposed to acknowledge changing use and ownership conditions. Particular characteristics of each sub-area have been considered in conjunction with overall CPV objectives, and in relation to functional relationships with adjacent areas. From this, an intent statement and a series of design guidelines peculiar to each sub-area has been derived. Together with the Framework Maps, these statements and guidelines provide policy direction for future improvements in each sub-area and a basis for subsequent redrafting of specific zoning standards and development regulations.
Cherry Creek Sub-Area

Intended Character:

The Cherry Creek sub-area occupies a critical location at the heart of the CPV. It includes important portions of the public open space system along the Creek itself, at Confluence Park and at the southern extremity of the Commons Park. The sub-area is bisected by 15th Street, the principal connection between Downtown, West Bank and the Highland Neighborhood. Historic buildings on either side of 15th Street extend the character of Lower Downtown into the CPV and establish a precedent for the scale and uses of future development. Cherry Creek, West Bank and portions of Water Street have been identified as housing priority areas, where new development and rehabilitation of existing structures are expected to add substantially to inner city housing in support of other uses in the CPV and Lower Downtown.

East and west halves of the sub-area are separated by the CML. Only 15th and 16th Streets will cross this barrier, with no lateral access into the area closer to the railroad than Bassett and Delgany Streets. Land immediately adjacent to the railroad will thus remain difficult to access and limited in its appeal for redevelopment. The remainder of the sub-area, by contrast, benefits from proximity to public open space, easy access to Lower Downtown and to transit and parking facilities in the Commons Plaza sub-area.

The extension of the 16th Street Mall transit and pedestrian corridor is planned on the area's northern edge. This system will connect to a new north/south street aligned with the Arched Bridge on Speer Boulevard, giving access to the Rice Yards (Elitch's Amusement Park) from the 16th Street Mall. Local general traffic on 16th Street west of Wewatta will be permissible in order to provide additional access to the Cherry Creek subarea. See the Local Access Street Map for a general description of access options in the area.

The boundaries of the Cherry Creek sub-area remain unchanged from the 1986 Comprehensive plan amendment.

Guidelines:

STRENGTHEN THE HISTORIC FUNCTION OF THIS AREA AS THE PRIMARY CONNECTION BETWEEN LOWER DOWNTOWN, THE RIVER, WEST BANK AND THE HIGHLAND NEIGHBORHOOD.

 Mixed use development should be encouraged, with an emphasis on housing throughout the area and into West Bank so that a viable residential neighborhood emerges, populous enough to sustain a variety of support facilities in addition to those already existing nearby. Discourage expansion of the electrical sub-station at Confluence Park which conflicts directly with housing objectives.
Buildings should be predominantly low-rise to encourage reuse of existing structures, to compliment the scale of the existing buildings in the area and in Lower Downtown, and to preserve views between the City center and northwest neighborhoods.

Buildings and entries should orient to the street as much as possible, in order to continue the character of a traditional urban downtown.

Building heights should step down toward Cherry Creek in order to provide a comfortable pedestrian scale along the Creek edge.

Buildings should connect to each other as much as possible in order to create spatially defined streets and courtyards, and to create a compact district where uses in close proximity to each other foster a pedestrian-friendly environment.

Preservation of historical structures in Cherry Creek should take account of future access needs so that they can remain viable contributors to the sub-area's liveliness.

The Cherry Creek frontage should be developed as a pedestrian-only creekside promenade with no access for general traffic, (service and emergency vehicles excepted) and with buildings set back from the Creek bank. This space is intended to be an active interface between public open space and the mixed use buildings which are to front it. Extensions of this open space to the interior of adjacent blocks is encouraged. Restaurants, night clubs, and shops with housing above are encouraged to locate along this creekside promenade.

Trails along Cherry Creek are intended to provide primary pedestrian and bicycle access between Downtown, the Highland Neighborhood, West Bank, the Platte Valley Greenway, and other destinations in the Central Platte Valley.

Pedestrian and bicycle access into Auraria Village and Commons Plaza should be provided on Delgany, Wewatta and Wynkoop; into the Rice Yards and Commons via the 16th Street extension and new Bassett Street. Abandoned historic railroad bridges over Cherry Creek should be reused for pedestrian and bicycle traffic.
Commons Sub-Area

Intended Character:

The Commons sub-area has been redefined as the area between the CML and the river, 16th and 20th Streets. It is to function as a regional park. Commons Park will be a major component in the public open space system of the Central Platte Valley. The Commons will be connected by the Platte River Greenway to Confluence Park and Cherry Creek to the south, and to Rockmont Park to the north. It will provide a large and uninterrupted grassy area with the flexibility to accommodate everything from informal field sports to major regional festivals. Since both direct vehicular access and parking facilities will be limited, the Commons will depend on pedestrian access to and from parking facilities in the Commons Plaza area.

Guidelines:

- Only uses which contribute directly to the regional park functions of the Commons should be permitted. Examples of such uses are: park administration, aquarium, and limited parking areas.

- Vehicular access within the Commons between 16th St. and 20th St. should be limited to park access, maintenance, service and security purposes. Any streets within the park should not create barriers between sections of the park.

- Pedestrian access from Commons Plaza via 16th, 17th, 18th, 19th and 20th streets is to be encouraged, especially since the majority of parking spaces available to park users will be located at the Multi-Modal Transportation Center.

- Landscaping should preserve large, uninterrupted open areas suitable for field sports and occasional major festivals.

- Native, informal landscaping should reinforce the existing environment, possibly introducing additional water features to the park.

- The creative use of water is encouraged, as well as the close interaction with and easy access to the river.
The CML should be screened with berms, walls and landscaping to minimize noise and other adverse impacts on the park. However, buffer landscaping should not block mountain view corridors along the numbered streets.

The parking needs of the Commons should only be partially accommodated in the park. Park users (particularly for festivals) should be encouraged to use the multi-modal parking reservoir east of the CML, accessing the Commons by pedestrian bridges over the railroad tracks.
Commons Plaza Sub-Area

Intended Character:

Commons Plaza sub-area has been redefined as the area between DUT and CML from 16th Street to 20th Street. The urban character of Lower Downtown is to be extended into this sub-area despite isolation from it by intervening railroad platforms and tracks. The principal uses will be a Multi-Modal Transportation Center and an associated large parking intercept facility. The Center will include a terminus for the extended Sixteenth Street Mall shuttle, a light rail stop, interchange with commercial interstate buses, and will incorporate a bus terminus for RTD which will eventually supersede the Market Street Station for regional services. Ultimately, a landscaped plaza will be built over this facility with low-rise, mixed-use development on either side of it framing views of DUT from the Commons and beyond.

The parking intercept facility will serve Lower Downtown and Downtown Denver by feeding local transit service and sidewalks. It will also serve mid-rise commercial development in the northern part of the Commons Plaza sub-area. A local park for passive recreation will be located near 16th St. Eventually, this will provide access to the landscaped plaza and, hence, via footbridges to the Commons Park. One or more pocket parks will be located in the northern part of the sub-area. See illustrations on pages 59-63 for a representation of the phased, and full build-out development desired by this Plan

Guidelines:

- Mixed commercial and limited retail uses should be encouraged on the north and east sides of the Multi-modal Transportation Center and parking intercept facilities.

- Housing with active plaza level uses should be encouraged adjacent to the landscaped plaza.

- Public streets and other public open spaces should be structured to strengthen physical and visual connections between Commons Plaza and adjacent sub-areas.

- Convenient pedestrian access to adjacent sub-areas should be maintained as a priority; particularly to Commons Park and Cherry Creek.
Streets within the sub-area should be structured to create an artificial ground level above the Multi-Modal Transportation Center at an elevation which will accommodate foot-bridge connections over platforms to DUT and over the CML to the Commons Park.

During early phases of development, ultimate street and access patterns should be established to subdivide surface parking lots, which should be relieved by interim landscaping.

An at-grade local open space at 16th and Wewatta streets should be provided in the early phases of development.
Denver Union Terminal Sub-Area

Intended Character:

Views across the valley toward DUT are protected, so it is important that new development should not obscure the main elevation of the original station building. The existing train room and two storey wings must be preserved and maintained. Any changes to the exterior of the building must be approved by the historic preservation organizations listed in the DUT Development Agreement. The height and location of the buildings in the sub-area must be consistent with those established in the Agreement. If the Development Agreement should be terminated, then the right to build high rises shall also be terminated, and revert to a maximum mid-rise height in the zones previously indicated as high rise in the Development Agreement. Areas already indicated as suitable for midrise and low rise in the Development Agreement should remain designated as such.

Guidelines:

* New buildings should step down towards Lower Downtown from high-rise over the tracks to low-rise along the Lower Downtown edge.

* As described in the Development Agreement's guidelines, the architecture of new buildings should be compatible with that of the existing terminal Train Room and wings in materials, colors, scale and form. Any new development must provide urban open space in front of the Terminal from 16th St. to 18th St. facing Wynkoop St. Open space shown in the Development Agreement on the west side of the Terminal assumed that the passenger rail function would be moved to another location. The purpose of this open space was to primarily preserve the view of the Terminal from the west. Although passenger rail operations will now continue, making ground level open space impossible, the principle reason for the open space still remains - to insure that no development blocks this view. Consequently, no structure higher than the sill line of the large arched windows shall be allowed in front of the west face of the train room.

* Public pedestrian connections should be provided from DUT over the passenger platforms to the Commons Plaza, ensuring convenient access between Lower Downtown and the Multi-Modal Transportation Center, public open spaces and other facilities in the valley.
New development in and adjoining DUT should incorporate uses which are compatible with those established in the adjacent Lower Downtown and may include office, hotel, retail and residential uses. Any above-grade parking structure which faces onto a Lower Downtown street should provide ground floor commercial space accessible and visible from the street for the majority of the garage's street frontage.
Upland Sub-Area

Intended Character:

This is a new sub-area located between Wewatta and Wazee Streets, DUT and Broadway. Upland was until recently occupied by Union Pacific Railroad operations. It represents an important addition to the land resource of the CPV because it immediately abuts the Lower Downtown and Arapahoe-Triangle districts.

Despite the steep escarpment which bounds the southeast side of the Upland sub-area, the established downtown street grid could be extended across the land, giving flexibility in access and establishing an urban development pattern consistent with its location and development potential. Consequently, projected uses are mixed with a predominance of office uses south of 22nd Street and extension of Arapahoe Triangle activities into the northern part of the sub-area. Development of the Multi-Modal Transportation Center and intercept parking facility in the adjoining Commons Plaza sub-area will provide a stimulus to development of the southern part of Upland.

Guidelines:

• The UP Head-house, the scale and character of Lower Downtown, and other historic buildings adjacent to this sub-area set a precedent for the scale and quality of future development.

• Pedestrian and bicycle access to Lower Downtown should be provided by extension of Wynkoop at or near grade over depressed 20th Street. Additionally, access for pedestrians, bicycles and local vehicular traffic should be provided by extension of the established street grid across the entire sub-area, as well as from the new cross-valley structures at 20th Street and Park Avenue West.

• The parkway character of Park Ave. should be continued in the transition between the new Park Ave West viaduct structure and the city streets that serve it. Since this transition is the first introduction of downtown to the motorist, it should include some kind of gateway treatment - either by landscaping, entry elements, and/or signage.
A small public open space should be identified and dedicated at a location convenient for most future occupants.

Property between 19th and 20th Street should be developed for uses which complement and strengthen the prevailing Lower Downtown mix of office, retail, housing and galleries. Between 20th and 23rd Streets, office uses should predominate, with the mix of uses favoring light industrial and warehousing between 23rd Street and Broadway.

If a baseball stadium is sited in this area, a set of additional guidelines should be followed. These guidelines should include the following:

- Pedestrian access between LoDo and the stadium should be provided along Wynkoop, Wazee, and Blake Streets.
- Pedestrian access from the CPV should be from 20th St., and new pedestrian bridges over the tracks between 20th and Park Ave. West, and, possibly, at 18th St.
- Primary vehicular access should be from 22nd. St., and Park Ave. West.(23rd St.), with secondary vehicular access from 20th St.
- Major parking areas should occur north of 22nd. St. and west of Blake St., and west of Wewatta in the CPV. Avoid the dependence on parking in Lower Downtown
- The existing warehouses along Blake St. north of 20th St. should be preserved as much as possible and integrated into the project.
- Minimize the height of the stadium by recessing it into the existing slope.
- The stadium's form, functional organization, and architecture should reflect the characteristics of LoDo buildings: street oriented, brick, pedestrian scaled facades, and retail and transparent facades at ground level along Blake St., and 20th St.
- Light glare and noise should be confined to the site as much as possible.
Prospect Sub-Area

Intended Character:

Originally an area of industrial activities exclusively related to the railroads, Prospect has provided incubator space for a wide variety of uses in recent years. Buildings vary in condition from derelict to new and vary in quality from solidly built old warehouses to less substantial recent structures. The sub-area is redefined in this plan to accommodate a reconfigured Rockmont Park. It is bounded on three sides by active railroad lines, due to the continued operation of Amtrak at DUT. Consequently, light industrial and warehouse uses have been added to the list of permissible new uses. Access will be significantly improved over the existing situation with the construction of new street intersections at Chestnut/20th Street and at Wewatta/Park Avenue West.

Development in Commons Plaza and Upland sub-areas will bring Prospect into the mainstream of Central Platte Valley activities, further eroding its sense of isolation and enabling it to capitalize directly from the visibility it will enjoy from both 23rd and 20th Street viaduct replacement structures. A unique characteristic of the area is the street grid which is aligned north and south as in areas west of the freeway, but at variance with the Lower Downtown. This grid is to be maintained and expanded throughout the sub-area, consistent with the preservation of historic buildings and nurturing of most existing businesses in the area. Attractiveness of the sub-area to new occupants will be improved by the improvement of its street and open space infrastructure. In the long term, pedestrian access over the railroad tracks to Rockmont Park and the Greenway will further enhance the Prospect sub-area.

Guidelines:

A broad mix of uses should be encouraged in the area, using renovation and infill development to enable loft residences and studios, showroom and specialty retail, office and entertainment activities to coexist with light industrial and warehouse uses. Surface parking may be allowed as an interim use.
Since access to the Commons and Rockmont Park will be limited and views out of the sub-area will be blocked for most occupants, a public open space should be created as a development amenity near the center of Prospect.

Taller buildings developed on vacant land near 20th Street should step down in height northward towards the river, approximating the massing of historic buildings which are to be retained. Lower building heights toward the river will also help to preserve views of the City center from Park Avenue West in the Platte sub-area.

Pedestrian, bicycle and local vehicular access between Prospect, Commons Plaza and Upland sub-areas should be safe and convenient so that facilities in each may be mutually supportive. Access to bus and HOV facilities will potentially be important to growth in Prospect.

A portion of this sub-area has been designated as a 'Flex Area'. Refer to page 18 for a detailed description.
Platte Sub-Area

Intended Character:

This newly identified sub-area should provide an attractive introduction to the CPV and downtown Denver for the motorists arriving from the north who will cross the river on Park Avenue West (the 23rd Street viaduct replacement structure). The sub-area is currently characterized by a mix of industrial and railroad-related uses, but its prominence from the I-25/Fox interchange and its bisection by 23rd Street (the northward continuation of Park Avenue West) gives some expectation of new development and a consequent change in character. Some brick industrial buildings survive in this area, and it is intended that new commercial and industrial structures will display similar characteristics in massing and civic design so that a suitably dignified if utilitarian environment can be created at this important entry.

Guidelines:

- The Platte River Greenway should provide a strong element of continuity between the Platte sub-area, public open spaces to the west and the Prospect sub-area to the south. An addition to the Greenway system should be established on the west side of the river with connections to Rockmont Park and the new Park Ave West river bridge.

- This sub-area has good freeway access, but local street access is restricted by railroads and freeway which surround it on three sides, reducing its attractiveness for many potential uses. However, a broad range of uses should be encouraged with particular emphasis on public, industrial, and highway-related hotel and restaurant uses which can benefit from immediate freeway access and can provide an appropriate introduction to the city.

- Park Avenue West (23rd Street) will be the dominant structure within the area. Its crossing of the river is an important event in motorists' approach to the City center and should be afforded special consideration in design of the bridge and its built and landscaped setting. Design of the street should otherwise stress its local function as a high quality street and pedestrian connection between northwest neighborhoods and Downtown.
Pedestrian and bicycle access into the Platte sub-area will be limited to Park Avenue West, Fox Street, 38th Ave., and Globeville Road. Access to and from the Platte River Greenway via Park Avenue West should thus be considered a priority.

Landscaping should stress the connective role of the Greenway between this sub-area, Prospect and Rockmont sub-areas. It should strengthen the sense of entry into the CPV from I-25. Landscaping and other landscape elements will also play an important role in screening existing and new industrial uses from the street, and from the elevated portions of the Park Ave West/I25 interchange.

Views toward the downtown skyline from Park Avenue West are particularly important and should be safeguarded from obstruction by tall structures.

A portion of this sub-area has been designated as a 'Flex Area'. Refer to page 18 for a detailed description.
Rockmont Sub-Area

Intended Character:

This sub-area has been redefined in this plan, now being bounded by I-25 to the west, active railroad tracks to the north and the 20th Street viaduct replacement structure which will separate Rockmont from the Commons sub-area to the south. Obsolete industrial structures on both sides of the river are gradually being cleared to make way for an extensive neighborhood park to serve the Highland neighborhood. It should retain its own identity as a neighborhood park, but function as a constituent of the Central Platte Valley's overall open space system. The park is to provide for active field sports as well as passive recreation on both sides of the river. Connections to the Highland neighborhood are of fundamental importance, with primary access via the new 20th Street bridges and Bassett Street, 19th Street, Platte Street and the improved I-25 underpass from Inca Street. The northerly part of this sub-area is expected to continue to include light industrial activities for some years, but in the long term it is intended for park expansion or a use compatible with park activities.
Guidelines:

Arial The Platte River Greenway should provide a sense of continuity between the Rockmont sub-area and public open spaces to the south.

Arial With the exception of continuing light industrial uses in the northern part of the sub-area, development should provide only for neighborhood recreational activities and local access to them.

Arial Shared use parking to serve both commercial traffic and park users should be located away from the river near the I-25 right of way. Other parking areas may be appropriate for the eastern segment of the park.

Arial Pedestrian and bicycle access from northwest neighborhoods should be safe and convenient. Vehicular access to both sides of the river should be provided for safety and maintenance purposes. Additional footbridges should be constructed to link the park across the river.

Arial Landscaping should reinforce the special character of the Greenway and should unify areas of the park on either side of the river.

Arial A portion of this sub-area has been designated as a 'Flex Area'. Refer to page 18 for a detailed description.
West Bank Sub-Area

Intended Character:

Historic brick structures in the West Bank sub-area establish a distinctive character and architectural scale. Redevelopment of vacant and underdeveloped lots should relate in scale with the historic brick buildings and should strive for a significant component of residential uses with a mix of retail, entertainment and office uses. It is intended that this area should complement Cherry Creek and Water Street sub-areas in uses and activities accommodated, so that together they will comprise a cohesive district containing substantial amounts of residential development focusing on the City's primary waterways and associated public open space.

Guidelines:

- Residential uses should be a significant component of development in this mixed use sub-area.

- Heights should be limited to the Plan's low rise category in order to encourage the rehabilitation of existing buildings and the development of consistently scaled infill buildings. Some buildings may be further restricted in height to preserve views from Hirshorn Park as required by ordinance.

- Scale and massing of buildings should step down towards the river, with as much residential use as possible overlooking the Greenway and the future Commons Park.

- Public access to the South Platte River should be provided from Platte St.

- Safe and convenient pedestrian, bicycle and vehicular access to the Cherry Creek and Water Street sub-areas should be recognized as a priority.

- Buildings fronting Platte St. should have no setbacks at street level so that a distinctly urban street space is defined.

- Active retail and restaurant uses should border the Platte River, encouraging pedestrian usage along and next to the Greenway.
The existing 16th St. Viaduct will be at least partially demolished, saving the arched bridge over the Platte, and as much of the remaining structure as necessary to create a distinctive and useful pedestrian connection from the Overlook and West bank subareas to the Commons Park and the 16th St. Mall Extension.
Water Street Sub-Area

Intended Character:

The Water Street Subarea will be a mixed-use area of commercial, retail, office, research/development, technological services, hotel and residential development. Housing has been identified as a priority use in the CPV and portions of the Water Street sub-area have much to recommend them for this use. On the property between Water Street and the river, preference should be given to residential development amongst a mix of commercial uses including offices, restaurants, shops and hotels; however, the entire site may be devoted to any one or more of the possible uses. If only a portion of this part of the sub-area is proposed for development, other uses clearly incompatible with housing will be precluded. This is a preferred housing location because of its proximity to the South Platte River Greenway, its excellent views to downtown, and its adjacency to the West Bank sub-area which is also indicated as a residential preference area.

Between Water Street and the freeway, consideration should be given to office or hotel development amongst a mix of commercial uses compatible with adjacent residential development in the subarea. This is a potential office or hotel location because of the excellent views to downtown, and the existing direct access from the freeway. Although this access may be eventually replaced by a frontage road system, good visibility and reasonable access will be maintained.

Building heights should step down towards the river from the freeway. By stepping buildings down towards the river, development in the subarea will contribute to a pedestrian scaled and active urban edge along the river. It is also important that buildings in the Water Street Subarea should minimize obstructions to public views from the northwest neighborhood.
Guidelines:

Waterfront uses should be responsive to natural amenities and should complement pedestrian and recreational activities north and south along the riverfront, including the trolley line, Forney Museum and Children's Museum.

Uses oriented towards the freeway should complement those in the neighboring sub-areas of Diamond Hill and West Bank.

Frequent pedestrian and bicycle links between Water Street and the Greenway should be encouraged.

Landscaping should be consistent with the native plantings of the Greenway and should give a sense of continuity between Gates Crescent Park and Fishback Park.

A pedestrian bridge across the river should be provided on or near 7th Street to connect with a new pedestrian/bike route on the east side of the river, and link the Gates Crescent Park and Children's Museum to the proposed Elitch's amusement park, in the Rice Yards sub-area.

A portion of this sub-area has been designated as a 'Flex-Area'. Refer to page 18 for a detailed description.
Gates Crescent Park Sub-Area

Intended Character:

Primarily used as a park, Gates Crescent Park includes the Children's Museum, a length of the Rail Heritage's historic trolley line and a segment of the South Platte River Greenway. Connected to the Forney Museum and the entertainment/tourist attractions in the Rice Yards, this sub-area could contribute to the growing concentration of recreational facilities along the river.

Guidelines:

- The park and Children's Museum should be buffered from the sights and sounds of the freeway to the extent possible without obscuring public views of Downtown from Jefferson Park and Front View Crescent.

- Landscaping should favor indigenous riparian species of plants and should maintain frequent and direct access to the Greenway.

- Any new construction should conform to low-rise height limits.

- The new bridge link between Rice Yards and the Mile Hi Stadium parking should also provide comfortable pedestrian and bicycle access to both sides of the river.
Rice Yards Sub-Area

Intended Character:

The Rice Yards sub-area boundary has been amended to exclude areas east of the Consolidated Main Line. It is characterized as an adjunct of the Platte River/Cherry Creek public open space system in which recreational uses such as those provided by an entertainment park are to be the primary focus. Formerly occupied by railroad yards, the entire area west of the Consolidated Main Line is now vacant. Only a historic turntable remains as a relic of its past. The dominant structure on the property is the elevated portion of Speer Blvd which forms the northeast boundary. The Platte River Greenway forms the west boundary and is intended to establish a strong landscaped edge.

A current subarea plan for an amusement park covers the entire area. It is not expected that further review of this development will occur other than that mandated by the subarea plan approval conditions.

Guidelines:

- The distribution of entertainment facilities on the property should respect the passive recreation functions of the Greenway and Centennial Park.

- Building heights should step down towards the river, allowing riparian vegetation to dominate and mark the course of the river.

- As patrons will be drawn from the region and beyond, good access from the freeway and from the Multi-modal Transportation Center in Commons Plaza sub-area will be essential. Pedestrian and bicycle access from Downtown via 16th Street and Cherry Creek should be safe and convenient, with eventual extension of Sixteenth Street Mall shuttle service providing excellent downtown connections.

- Parking should be away from the river. A vehicular connection to Mile High Stadium should be established so that overflow parking can be directed there whenever necessary.

- Vehicular access from Speer Blvd should be provided as a direct connection to the regional road system.

- The Platte River Greenway path system should be extended to the east side of the river, with connections to Elitch's where ever possible.

- A trolley connection to Elitch's from the west bank line would do much to tie together the Children's Museum, the Forney Museum and Elitch's into a strong entertainment/cultural complex.
Auraria Village Sub-Area

Intended Character:

The Auraria Village sub-area has been redefined to occupy the entire area between the CML railroad tracks to the west and Auraria Parkway to the east, with Speer Blvd forming its north boundary. The only notable features of this largely undeveloped tract are the old warehouses, Auraria Parkway, Speer Boulevard, and the open space near Cherry Creek.

A direct pedestrian connection to Lower Downtown via Wynkoop across Speer Blvd and Cherry Creek will become the focus of pedestrian-oriented development. Office and residential developments should have retail and entertainment uses at street level, especially on Wynkoop and 9th Street - the latter providing access to Tivoli to the east and eventually to the Rice Yards sub-area to the west via a footbridge over the CML. Mid-rise buildings would predominate except in the vicinity of the old warehouses along Auraria Parkway and in southerly parts of the sub-area affected by the Front Range view corridor from Bell Park - also known as the Mount Evans or Old City Hall Mountain Views Preservation Ordinance.

Guidelines:

- A broad mix of uses which will complement nearby activities should be encouraged. These may include office, residential, support retail and office/research facilities.

- Street level uses, especially on Wynkoop and 9th Streets, should be pedestrian oriented retail and entertainment.

- Uses along Auraria Parkway should be consistent with the civic image of the Parkway and with existing historic and nearby academic buildings. No auto-oriented uses such as gas stations, and drive-in restaurants should be allowed along the parkway. No new (post 1989) curb cuts or vehicular access other than existing public rights of way are allowed onto Auraria Parkway.

- The open space system of Cherry Creek and east of Auraria Parkway should be complemented by one or more public open spaces within the sub-area. These spaces may be small and urban in nature and locations should be identified and dedicated as part of the initial phase of development.
Pedestrian and bicycle access to Cherry Creek, Lower Downtown, Auraria Higher Education Center and the Rice Yards should be both safe and convenient. Primary routes will be Wynkoop, 9th Street and Speer Blvd. A pedestrian/bicycle bridge extending 9th Street over the CML would complete a primary pedestrian route in the Valley.

Wewatta Street should make a clear connection with Auraria Parkway through this subarea via a route along the CML to 7th and/or 9th Streets, using one or both streets to link up with the Parkway.
Auraria Research Park Sub-Area

Intended Character:

The Auraria Research Park  sub-area is now largely devoted to surface parking, providing a parking reservoir for Auraria Higher Education Center. Eventually the Research Park is intended to support the Auraria Higher Education Center, Auraria Village and other nearby areas with research and development facilities and incubator business space. Buildings within the Front Range view corridor will be subject to special height limits. Those buildings south of the view corridor should be limited to the low rise height category. Auraria Research Park should develop a character which is sympathetic with its intended activities and with its immediate neighbors to the north and east.

Plans are being developed for a new light rail route along the southern boundary of this sub-area boundary on Colfax Ave. Its construction can be expected to stimulate new development in the research park.

Guidelines:

A mix of uses which will complement both the academic endeavors of the Auraria Higher Education Center and business and manufacturing ventures located elsewhere in the CPV and downtown should be encouraged.

Priority routes for the safe and convenient passage of pedestrians should connect the sub-area to the Bronco Bridge and the Greenway to the west and to 7th Street, Larimer and Lawrence to the east. These routes should extend lighting and landscaping from the Auraria Higher Education Center to the river.

Low rise structures should be located south of Lawrence, clear of the Front Range view corridor.
APPENDIX

ACKNOWLEDGEMENTS

City Staff Participants

Frank Gray, Director, Planning and Community Development Office
Richard Farley
Bar Chadwick
David Wicks
Dorothy Nepa
Joy Gibson
Mark Hess, Graphic Artist

William Roberts, Director, Department of Public Works
Richard Brasher
Robert Dorroh
Ed Ellerbrock

Don & Carolyn Etter, Directors, Parks & Recreation Department
Paul Foster
Neil Sperandeo

Consultants

Greg Baldwin, Zimmer Gunsul Frasca Partnership
Paddy Tillett, Zimmer Gunsul Frasca Partnership
Brian McCarter, Zimmer Gunsul Frasca Partnership
Larry Gibson, BRW, Inc.
Dick Marshall, DHM, Inc.
Gregg Brown, DHM, Inc.
Build-out
The following build-out drawings illustrate the kind of development necessary to fulfill the goals and policies of the Plan. These build-out studies also provide an initial test of the CPV Plan's objectives.

The drawings show three phases in the build-out of the valley. The first phase, the time range of which is probably within the next five to ten years, foresees the completion of three major viaduct replacement projects (15th Street, 20th Street and 23rd Street); the purchase and improvement of Rockmont Park; the construction of Wewatta Street from Speer Blvd. to 23rd Street; the development of a large surface parking reservoir between 16th and 20th Streets; the development of Elitch's Amusement Park; the construction of a new bridge over Cherry Creek to serve Elitch's; the extension of the 16th Street Mall to Wewatta Street; the construction of a Baseball Stadium; and new infill private development (office and residential) along Cherry Creek. The possibility of an Aquarium being developed in the early phases is also quite real.

The second phase, probably within the next 10 to 20 years, would see the relocation of the Market Street regional bus station into the valley; the construction of a 16th Street overpass across the CML, linking the Mall Extension to Elitch's; the purchase and development of the Common Park; continued infill private development along Cherry Creek; and in the Prospect area; and the construction of a new bus/HOV ramp along the CML.

The third or final build-out phase would see the completion of the Multimodal transportation center including decked parking with a formal park and development on top, full infill along Cherry Creek and the Westbank area responding to the stimulus of the Commons Park amenity; full build-out in the Prospect, Water Street and Auraria Village subareas; and development of a light rail line along the CML. The time frame for this final phase could be in the range of 30 to 50 years.
DENVER CENTRAL PLATTE VALLEY
OVERALL URBAN DESIGN PLAN
ILLUSTRATIVE DESIGN
HISTORIC STRUCTURES IN THE CPV EAST OF I-25
Concentrations of historic structures set a precedent for the height and character of development in several of the sub-areas addressed in the Plan. This plan is included as a convenient but generalized reference to such structures. This map is not intended to be a reference for the specific designation status of any particular building.

MULTI-MODAL PHASED BUILD-OUT
The initial phases are designed to create the basis of the multi-modal facility by 1) extending the 16th Street Mall shuttle and pedestrian system across an at-grade crossing of the DUT tail tracks; 2) building Wewatta Street from Speer Boulevard to Park Ave West (23rd St.) as access to the multi-modal area, and as a by-pass around Lower Downtown for north/south CPV traffic; and 3) establishing intercept off-site parking lots possibly through a downtown-wide parking district, and/or the involvement of a potential Baseball District. An express bus lane to the Market St. Station will be built behind the DUT to connect to the 16th Street Mall east of the tail tracks. A small open space at the intersection of the 16th Street Mall and Wewatta should be provided for Lower Downtown and CPV use in the initial stages of the development. Early commercial and residential development is seen as occurring along the 15th Street corridor. Early construction of a HOV ramp along the CML from the 20th Street Bus/HOV system to the intercept parking lots is an important factor in establishing the importance of the lots, and the immutability of the relocation of the Market Street regional bus station well away from Lower Downtown.

The intermediate phases of the multi-modal facility development depend on 1) the relocation of the Market Street regional bus station to the intersection of the 16th Street Mall and the CML; 2) the construction of a 16th Street Mall grade separation (preferably an overpass) at the CML, extending the Mall to the west side of the tracks; 3) the creation of the Commons Park; and 4) the development of a light rail line next to the CML. Commercial and residential development is seen as completing its build-out along the 15th St. corridor, and accompanying the construction of the new regional bus terminal and its interface with a light rail line along the CML. Light industrial, display/showroom and back office space would begin to infill into the adjoining Prospect Subarea as its infrastructure is up-graded. The development of the above grade parking structures which act as a platform for development over the multi-modal facility begins with the construction of the relocated regional bus/light rail station.

The final stages of the multi-modal build-out depend on the close coordination of the parking decks which create the platform for development over the multi-modal facility. It is crucial to coordinate these decks so that they form a network of streets leading from ground level to the deck's upper level so that easy and natural pedestrian and vehicular access can penetrate into the multi-modal development area.
UTILITIES: SEWER AND WATER

DENVER CENTRAL PLATTE VALLEY
OVERALL URBAN DESIGN PLAN
Utilities: Energy Systems

Information provided by the Public Service Company, and from the 1969 Denver Urban Renewal Authority's Central Platte Valley Blight Study

Denver Central Platte Valley Overall Urban Design Plan
WESTBOUND AMTRAK

EASTBOUND AMTRAK

PASSenger Rail Service

DENVER CENTRAL PLATTE VALLEY
OVERALL URBAN DESIGN PLAN
DENVER LANDMARKS/ NATIONAL REGISTER BUILDINGS/ BUILDINGS CONTRIBUTING TO HISTORIC DISTRICTS/ SIGNIFICANT BUILDINGS RECOGNIZED BY DENVER LANDMARKS COMMISSION 5 AUG 1987.

HISTORIC BRIDGES

NOTE: FOR INFORMATION ON INDIVIDUAL BUILDING STATUS- REFER TO DENVER PLANNING OFFICE BUILDING SURVEY 21 OCT 1987

HISTORIC STRUCTURES AS A CONTEXT FOR FUTURE DEVELOPMENT

DENVER CENTRAL PLATTE VALLEY OVERALL URBAN DESIGN PLAN
DELIBERATIONS
OF THE CPV STEERING COMMITTEE

Process:
The Steering Committee began its task by identifying the many changes which had occurred since adoption of the 1986 Plan. They considered the possible consequences of these changes and drafted a list of fundamental issues to be addressed in developing a revised plan for the Valley. These fundamental issues were subsequently categorized under five topics as reproduced below.

An initial list of goals for the CPV was drawn from the 1986 plan. This provided a starting place for the Steering Committee in reviewing and updating goals and formulating intent statements. Goals were reviewed again in July following the decision to retain railroad passenger platforms at DUT. A refined version of the goals and intent statements appears on page 3. The original list of goals drafted by the Steering Committee is included here for reference.

Conditions That Have Changed Since Adoption of the CPV Plan in 1986

- Amtrak service at DUT
- Change in market / drop in land value
- Eitch's - location, site, access
- Hazardous material impact
- RTD I-25 North HOV Project
- Changing ownership
- Specifics of viaduct replacement projects
- Zoning ordinance passed to implement Plan, but serious problems have developed in it's process
- Bond issue projects, ability to do things
- MTDC / commuter rail
- River flood control study underway
- Creation of Lower Downtown Historic District
- Creation of the Lower Downtown, Inc., LoDo has become more active
- Development of Highlands Neighborhood Plan
- Heliport/baseball stadium/aquarium site being studied in Valley
- Comprehensive Plan adoption
- Business Improvement District enabling legislation
- Speer Blvd. viaduct replaced
- Mainline rail consolidated in mid-valley
- Delgany interceptor built
- Auraria Parkway built
- Airport Gateway and Stapleton are new City development areas
- DUT development agreement
- Enterprise zone
- Auraria land acquisition to the west
- Auraria Master Plan completed
- Trolley operational on west side of River
Fundamental Issues
(Categorized Into Topics for Steering Committee Discussion)

Transportation

✓ Tracks at DUT
✓ Impacts of viaducts on the CPV
✓ Is there a CPV multi-modal point?
✓ Valley road system
✓ Function and future of commuter rail in Valley
✓ Pedestrian system
✓ 20th/23rd traffic
✓ Is mid-valley alignment possible?
✓ Aesthetics of viaducts
✓ How to Connect LoDo and CPV with tracks at DUT?
✓ LoDo Interface/parking

Open Space

✓ What is the Common?
✓ Greater public uses in the Valley
✓ Are there regional park needs in the Valley?
✓ Relationship of CPV development to new opportunity/ Stapleton/Gateway
✓ Pedestrian system
✓ Type of open space

Land Use Development

✓ What is the edge of LoDo & CPV? Blended? Break?
✓ How to connect LoDo to CPV with tracks at DUI?
✓ How much flexibility in land uses? Industrial? Residential
✓ Relationship of CPV development to new opportunity at Stapleton and Airport Gateway
✓ Small parcel development/PRV Zoning Subarea Plan concept/validity
✓ LoDo interface/traffic and parking
✓ Parking
✓ Reuse of Post Office Terminal
✓ What is common?
✓ How to build upon critical mass
✓ Greater public uses in Valley
✓ Valley road system
✓ TDR transfer
Character

- Impacts of viaducts on CPV
- LoDo interface/traffic parking
- Aesthetics of viaducts
- What is edge of LoDo and CPV
- How much flexibility - uses?
- Historic/P.R. heritage
- Mid-Valley alignment
- Historic preservation
- RR Heritage

Other

- Public and private actions needed to stimulate development
- TDR transfer strategies in CPV given new conditions
- How to create/build upon critical mass
- Leverage of city money
- Long term administrative structure for Plan implementation
- Role of DURA in blighted area
- How to implement flood control improvements
- Historic preservation
- RR heritage
- Other projects depending upon this review
CRITERIA AND ASSUMPTIONS
Underlying the Plan Recommendations

The Plan and Future Zoning

The approach taken is one where the desired character is clearly understood and defined. Measureable standards to achieve this character are then drafted as 'performance criteria'. Other factors which are less important or not related to the desired character are not included in the standards. The idea is to regulate only that which is necessary to produce the desired result, and to avoid regulating by broad traditional categories which may or may not directly affect the desired result.

The Plan has avoided the establishment of quantifiable definitions for heights and other development criteria in order to preserve it as a general policy document, assigning the task of setting specific standards to the upcoming zoning ordinance revision. This will allow the Plan to remain valid through the numerous changes in the zoning ordinance which may be expected to occur over the years. However, the Steering Committee in its deliberations accepted the following approximate parameters for the three height categories: 'low rise' - about 80 feet, 'mid-rise' - about 140 feet, and 'high rise' - 250 feet. High rise was eliminated as a category from the 1991 Plan, allowing it only as a previously agreed upon condition of the DUT Development Agreement.

The physical form goals for most of the Valley are 1) to create a set of clearly defined public parks and squares, ranging in size from large to small, around which are focused various development projects; and 2) to develop a low to mid-rise, dense urban environment in keeping with the character of Lower Downtown. This results in open space which is 'shared' in the sense that it is large and developed enough to provide for the needs of several projects. It also results in buildings which fill up their sites - providing gaps and internal spaces only when necessary for functional reasons.

Consequently, future zoning regulations should specify relatively low height limits; setbacks only where they are specifically needed; minimum (if any) on-site open space requirements and/or the ability for balconies and roof-top decks to count as open space; minimum restrictions to building/impervious surface coverage; 'build-to' lines where development is required to extend to a line (usually the property line adjoining a street or public space); and no bonuses for on-site plazas or interior atria. This is intended to spread building form over greater proportions of the site, in keeping with lower height limits. The current PRV zoning ordinance requirement for a 6% open space exaction for all development is retained, using its 'payments in-lieu of actual land dedication' provisions to build a fund to purchase and/or develop the large park areas and smaller squares indicated in the Plan.
Heights and Densities

Under the provisions of the 1986 CPV Comprehensive Plan Amendment, the base development density throughout the district was set at a floor area ratio of 2:1. By taking advantage of bonuses (mostly for housing), transfer of development rights (TDRs), and taller height limits in certain locations, it was possible to achieve densities higher than 2:1 FAR in some areas in return for lower densities in other areas. The total overall permitted density would remain unchanged, yielding a theoretical development capacity of approximately 32,000,000 square feet of floor space. Because of the vast amount of vacant land and development potential, a great deal of doubt has been expressed about the value of TDRs, and the efficacy of bonuses to achieve housing.

The 1991 Plan proposes to streamline this system by removing the FAR limits entirely - and thus the need for TDRs. Instead, building height limits would be the principle determinants of the maximum densities. These would equal or, more likely, exceed on a case-by-case basis the maximum densities achievable under the 1986 Plan if all of its bonuses and TDRs were exploited. In addition, the 1991 Plan removes the 60 dwelling unit per acre density restriction included in the 1986 Plan.

Land Uses

Housing

Much discussion focussed on the issue of indicating a 'housing preference' for certain areas. The Committee placed emphasis on housing as a significant component in the Valley's land use mix. However, the decrease in railroad infrastructure and operations previously envisioned has left fewer areas attractive to the housing market.

Consequently, an effort was made in the Plan to identify areas which appear to hold the best promise for housing in the Valley. It is not the intention of the Plan to force private development to build only housing within a 'housing preference' area. The intention is to encourage, as much as possible, the development of housing in these areas through the creation of amenities, the provision of zoning incentives (possibly through height bonuses), and the targeting of available public subsidies.

In view of the desire to encourage housing in the Valley, it makes sense to keep the current 10% housing exaction, possibly applying its provisions for 'in-lieu' payments to build a housing loan/grant fund to encourage housing development within the 'housing preference areas'.

Other reasons for indicating 'housing preference' areas are: 1) to cluster residential development - creating a sense of neighborhood which attracts even more residential; 2) to, conversely, avoid isolated residential 'outposts' which dilute the positive impact of people living downtown; and 3) to build a market for walk-in residential services such as day care, food stores, cafes, cleaners, drug stores, and other convenience retail.
Besides the areas indicated on the Land Use plan, all residential neighborhoods in the PRV district west of I25 should be also be considered as 'housing preference' areas.

**Flex Areas**

As described in the text, some zones are designated as 'flex areas', where a choice between low rise and mid rise development is offered. The criteria which follow were used to determine these 'flex areas':

**Locational Criteria for Low-Rise Buildings:**

- near existing low-rise residential neighborhoods
- near existing historic and 'contributing' buildings
- near major public open spaces which would be overshadowed by taller buildings
- next to the South Platte River and Cherry Creek where smaller scale architecture should predominate
- where taller buildings would obstruct key public views of DUT, the mountains or the downtown skyline

**Locational Criteria for Mid-Rise Buildings:**

- where the infrastructure systems, including transit, can support greater development densities
- next to elevated roadways to allow a greater proportion of the building to be above the street
- next to railroads as an added incentive to development
- in areas where substantial parking facilities are available
- wherever neither public views nor shadowing are at issue

**Light Industrial Uses**

Because of the increase in railroad facilities, (the Prospect and Platte subareas) have had general light industrial/ warehouse activities added to their list of allowable land uses. This does not mean that these new uses are the preferred uses in these areas, but merely that the increased railroad facilities in the areas warrant greater flexibility in capturing the available market. Additional design review will be necessary in order to insure compatibility with other uses, and a higher quality of development.

**Environmental Concerns**

Inherent throughout this plan is the understanding that environmental issues do exist and remedial measures will be necessary and required before any detailed development can occur.