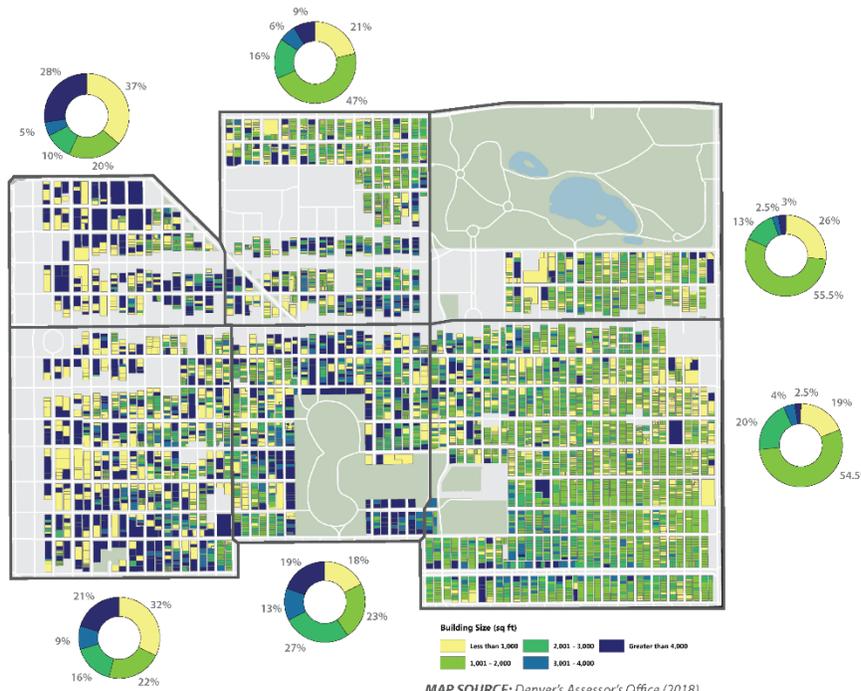


# East Central Area Plan Briefing Book Supplement

## Strong and Authentic Neighborhoods

### Neighborhood characteristics analysis maps



MAP SOURCE: Denver's Assessor's Office (2018)  
 MAP CRITERIA: Size indicated includes primary structure only. It does not include basements or unfinished floor area.

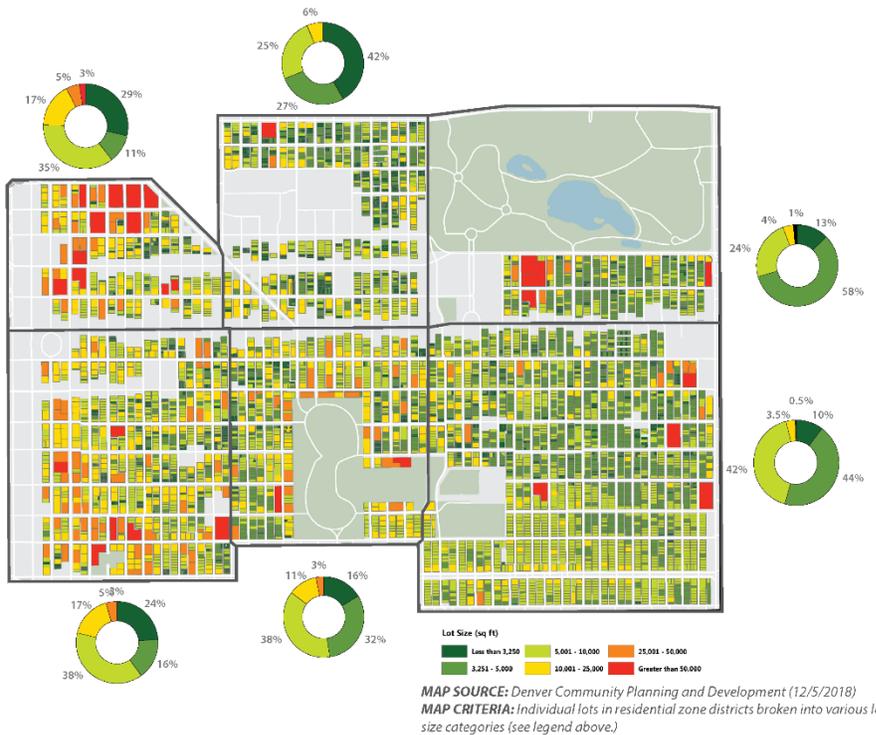
**EAST CENTRAL BUILDING SIZE**

Building sizes are larger closer to downtown and generally west of York Street.

North Capitol Hill and Capitol Hill show the highest percentage of buildings less than 1,000 SF. This is due to the amount of surface parking lots.

City Park, City Park West and Congress Park all have the majority of building being less than 2,000 SF.

Cheesman Park has the most building size diversity.



**EAST CENTRAL LOT SIZES**

Lots are larger closer to downtown where a lot of block- or half block-wide development occurs. The smallest lots are found in West City Park (north of hospital), City Park, and Congress Park (north of 10<sup>th</sup> Avenue).

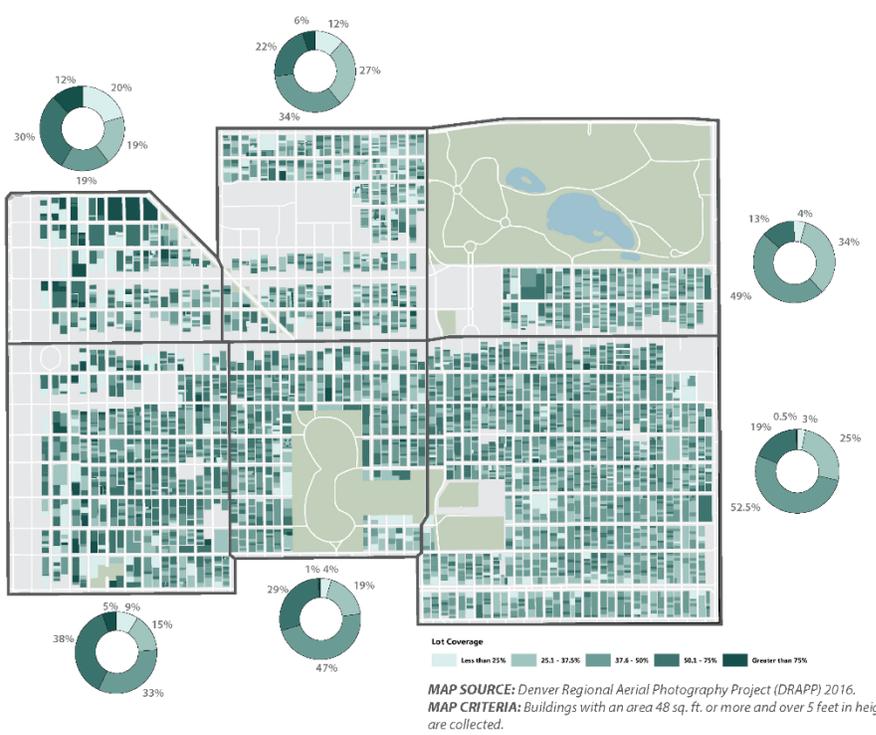
**City Park West** has the highest percentage of lots less than 3,250 SF (42%)

**City Park** has the highest percentage of lots 3,250 – 5,000 SF (58%)

**Congress Park** has the highest percentage of lots 5,000 – 10,000 SF (42%)

**LOT SIZE**

\*Charts indicate percentage of the number of lots (not percentage of land area)



**EAST CENTRAL BUILDING COVERAGE**

This area has a high percentage of building coverage, in general. This is expected, given the density of the area.

**North Capitol Hill** has the highest percentage of lots with less than 25% coverage. This is due to the many surface parking lots.

**Capitol Hill** has the highest overall coverage with 43% having greater than 50% coverage.

**City Park and City Park West** have the lowest overall coverage with 38% - 39% less than 37.5% covered.

**BUILDING COVERAGE**

\*Charts indicate percentage of the number of lots (not percentage of land area)

## **East central neighborhoods characteristics overview**

### **BEST PRACTICES**

Throughout the East Central area the older neighborhood fabric exemplifies walkability and neighborliness by such elements as street-facing buildings, front doors and windows that face the street, raised front porches overlooking the street, a mix of large homes, townhouses and smaller apartments of similar scale and materials, detached sidewalks, tree lawns and street trees. Most neighborhoods, especially Capitol Hill, Cheesman Park, and Congress Park, have few gaps in the grain of houses and apartments.

Uptown Square (19<sup>th</sup> Ave from Pennsylvania to Washington St.) sets a good example for contemporary, high density, 4 to 5-story residential with ground floor retail. Designed with consistent form, materials and streetscape, it creates a place that anchors the northern part of the North Capitol Hill neighborhood.

### **CONTRIBUTING CHARACTERISTICS**

The substantial collection of late 19<sup>th</sup>, and early 20<sup>th</sup> century buildings constructed from a fairly consistent palette of masonry materials – brick, stone, terracotta, with the occasional infill of wood and stucco - gives these neighborhoods a distinctive character. Their general heights of one to four stories establishes a human scale. Such traditional buildings have a number of roof shapes, porch forms, window sizes, dormers, bay windows, and ornamental details that provide variety and interest to the neighborhood.

### **POOR PRACTICES**

Distributed largely along the east-west one-way paired streets and along the north end of Cheesman Park, are out-of-scale 12 to 20+ story apartment buildings with below-grade and at-grade parking requiring wide curb-cuts and driveways where no curb cuts occur in the rest of the block. These buildings abruptly interrupt the 2 to 4 story consistency of the older neighborhoods, as well as tower over their nearby neighbors. They can also erode the character of the north-south blocks between the one-way pairs if a high rise is built at both ends of the block.

Also occurring in the 1 and 2 story residential neighborhood surrounding the hospital district are 3 and 4 story flat-roofed townhouses, duplexes and slot-homes (no longer allowed). Because they are mixed into the centers of the blocks, they often adjoin smaller pitched roof houses, interrupting the character of the street and overshadowing the smaller houses.

### **NON-CONTRIBUTING CHARACTERISTICS**

Tall buildings (8+ stories) and low buildings (1 to 4 stories) are juxtaposed next to each other without transitions. Such tall buildings lack detail and smaller scaled elements. They uncomfortably contrast with the lower, more traditional buildings that have greater detail and more human scale. The taller buildings have more repetitive and monotonous design with larger scaled elements and materials due to their more industrialized construction techniques, which, again contrast uncomfortably with the variety and detail of the lower, and often traditional, hand-crafted buildings.

## **Overarching east central issues and strategies**

### One-way streets

East Central neighborhoods, particularly North Capitol Hill and Capitol Hill, are fraught with one-way streets designed to move traffic efficiently instead of connecting neighborhoods and providing multi-modal options to move about in some of Denver's densest neighborhoods where owning a car is truly an option – and sometimes a nuisance. These streets were not originally designed as one-ways, but as Denver and its suburbs grew, they became conduits for traffic coming in and out of the city on a daily basis. These streets are dangerous to walk and bike along and they are loud – making it unpleasant to live near.

- **Strategy** – in the short-term, prioritize a north-south one-way that carries less traffic, would be the least disruptive to traffic yet make positive gains for livability (suggest Washington/Clarkson). Also in the short-term, prioritize improved pedestrian crossings and traffic calming strategies for all one-way streets. In the long-term, conduct a traffic study to determine pros/cons and viability of converting the major east-west one-way pairs (13<sup>th</sup>/14<sup>th</sup> and 17<sup>th</sup>/18<sup>th</sup>) into two-ways.

### Parking lots and lack of open space

In the western neighborhoods, again particularly North Capitol Hill and Capitol Hill, there are multiple surface parking lots that degrade the character of these urban neighborhoods and the pedestrian experience. Being so close to downtown, there should be a continuous street wall of active storefronts and residential stoops with constant activity. However, due to the former R4 zoning, which promoted multiple lots to be developed into tall office buildings with surface parking, the remnants are daunting. Particularly in North Capitol Hill, this neighborhood feels empty and lacking vibrancy as a result of this, although recently some of the parking lots have started to redevelop into mid to high-rise buildings, so the current trend is leaning in a positive direction. This neighborhood also experiences a lack of open space even given their dense residential structure. There is a desire to increase access to and availability of open space to contrast the dense residential nature.

- **Strategy** – these parking lots are often very large properties compared to their surroundings. This may present an opportunity to require or incentivize more open space when these properties redevelop, as open space is lacking in these neighborhoods.

### Buildings that “stick out” rather than blend in

Throughout the East Central neighborhoods, there are random buildings that stick out compared to their surroundings. Former zoning allowed tall buildings to be built on corners in the midst of low-scale neighborhoods. These towers contrast their surroundings and are often built with less care and lower quality materials. They are also typically not maintained as well as other buildings in the neighborhood, but they do provide affordable places to live.

Other forms that stick out include the “dingbat” apartment buildings of the 60s and 70s. These include tuck-under parking directly off the street instead of being accessed by the alley, creating an entire lot frontage of concrete curb cut. This interrupts the otherwise very pleasant pedestrian experience.

The 2010 DZC fixed a lot of these issues – encouraging better building forms and a mix of uses. However, some “loopholes” have occurred. The most publicized example were the “slot homes” of the 2010s. This building form, formerly allowed in the DZC, has since been remedied. They are at least accessed by the alley, but they

face side property lines of adjacent buildings and have no street frontage, which is strikingly different than traditional patterns.

Other examples of more contemporary issues include new construction of single unit and two unit (duplex) homes. Particularly in City Park and Congress Park, where the traditional scale is smaller, traditional brick bungalows, the allowed building size under today's standards often contrasts the scale of older homes, making them stick out. Additionally, they tend to be constructed with less quality building materials due to rising construction costs and land values. "Stucco boxes" are often a term used to describe some of the more contemporary homes that are flat-roofed.

- **Strategy** – examine possibilities to fix issues within base zoning. Overlay districts may be necessary to address nuance concerns of new development within the neighborhoods.

#### Lack of architectural detailing and response to historic context

Due to high land values and construction and labor costs in today's market, the response is often "cutting corners" or "value engineering" built architecture. This is seen in the lack of detailing and choice of materials. The higher quality finishes go into the interiors of these projects in order to appeal to today's buyers, but the disregard for exteriors – the part of architecture that should contribute to the entire city - is often critiqued.

- **Strategy** – require a higher level of design response in the highest visible and areas experiencing the most development, which is expected to occur in corridors and centers.

#### Lack of redevelopment along Colfax Avenue

For years, the city has had plans and zoning in place intended to convert Colfax from an auto-oriented street into a "main street." However, not much has happened to move the needle. Only a few mixed-use, multi-story buildings have been constructed in recent years and many properties remain unimproved. This is due to lot constraints – some lots are extremely small and shallow, making it difficult to fit in what the zoning allows and encourages - and regulations that incentivize leaving a property alone rather than trying to improve it due to onerous "change in use" policies. (Also refer to Memo 4.2)

- **Strategy** – encourage adaptive reuse and small scale development on Colfax that fits the character and history of the street and place. Also encourage higher density development along the corridor to support the future BRT. This may include residential uses on the ground floors of new buildings, which should be designed to appeal to both passersby (eyes on the street, safe experience) and residents (respect privacy, soften noise, etc.). Examine the possibility of fixing issues by tweaking existing zoning standards for 'MS' districts. Design guidelines and/or standards may be necessary to address the unique conditions of Colfax.

# NORTH CAPITOL HILL NEIGHBORHOOD DIAGNOSTIC

## EXISTING NEIGHBORHOOD CHARACTERISTICS

### LOT SIZE

**Varied lot sizes** – while the pie charts show the majority of lots being smaller, the map tells a different story. There are a lesser *amount* of large lots, but those large lots take up a lot of land area.

### BUILDING COVERAGE

**High building coverage** – 42% of residential and mixed use lots are more than 50% covered by buildings.

### BUILDING SIZE

**Large buildings** – 43% of residential and mixed use lots are more than 2,000 SF. Many new apartment buildings in “Uptown” contribute to this, as well as older mansions (most have been converted to offices or multifamily).

### BUILDING HEIGHT

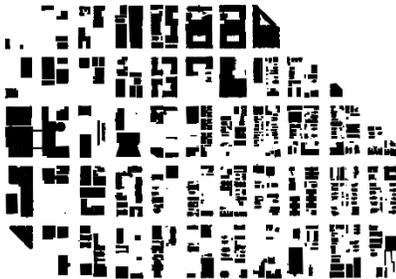
**Primarily 3+ story buildings** – 40% of purely residential buildings are taller than 36 feet (or 3-stories).

### ERA OF CONSTRUCTION

**Varied era of construction** – 40% were built before 1945 (58% are more than 50 years old); 21% are vacant/parking lots; 7% were built in the last 20 years.

### EXISTING LAND USE

**Diverse mix** – 24% office; 22% multi-unit residential; 17% parking/ROW; 15% mixed use.



## NEIGHBORHOOD CHARACTER ANALYSIS



### SUBAREAS

The blue and gray bubbles indicate subareas within North Capitol Hill that are largely defined by the character of streets. Lower traffic streets are in blue, higher traffic in gray. West of Grant Street, subareas are oriented north-south, whereas east of Grant, they are east-west oriented. 16th Ave. is a significant quiet street with a major bike route. 19th Ave. is a very urban, spatially defined street. 17th Ave. is lined with restaurants and, from comments received at the public open house, is more of a “center” to the neighborhood than Colfax.

Park Ave is a unique subarea due to its series of triangular parks and “star” intersections. The red indicates a subarea for the Colfax corridor.



### BLOCK PATTERN

North Capitol Hill has a standard, cardinal urban block pattern with Park Avenue cutting through diagonally along the northeastern edge. Most blocks include alleys, although some larger, block-wide developments do not (gray). The red streets represent “discontinuous” streets. These tend to be quieter, less busy streets whereas yellow streets are continuous and are more busy.

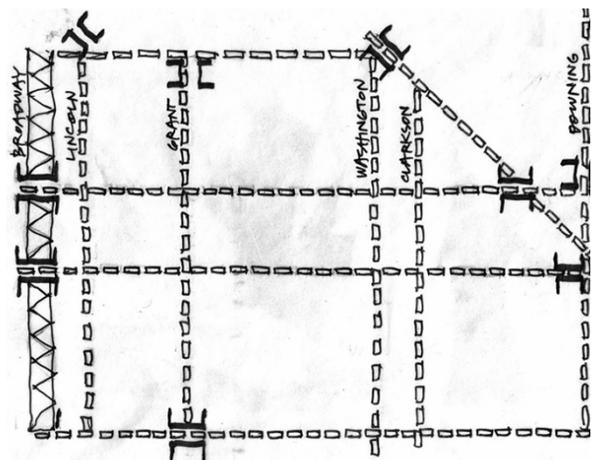
North Capitol Hill has four one-way couplets:

- **Broadway/Lincoln (north-south);**
- **Grant/Logan (north-south);**
- **Corona/Downing (north-south); and**
- **17<sup>th</sup>/18<sup>th</sup> Avenues (east-west)**

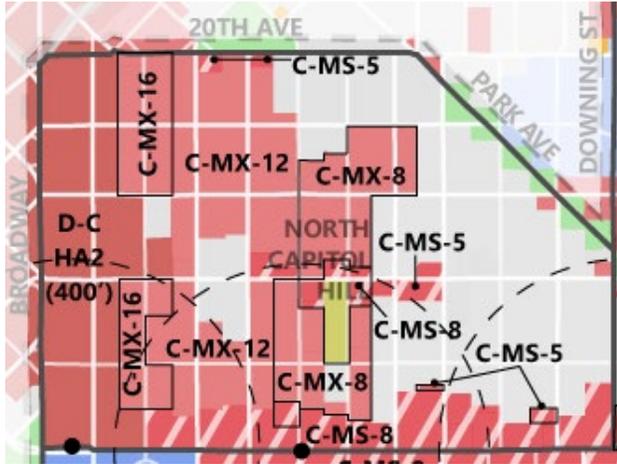
### EDGES, BARRIERS, GATEWAYS AND VIEWS

Broadway is a barrier and western edge that separates North Capitol Hill from the Central Business District. Lincoln, Grant, Washington, and Clarkson serve as north-south edges and 17<sup>th</sup> and 18<sup>th</sup> Avenues serve as east-west edges. Existing gateways (or opportunities to create neighborhood gateways) exist on either side of 17<sup>th</sup> and 18<sup>th</sup> Avenues entering the neighborhood, at the intersection of Grant with Colfax and 20<sup>th</sup> Avenues, at Lincoln and 20<sup>th</sup> Avenue and at Washington and Park Avenues.

From comments received at the public open houses, Park Ave. is a significant barrier between neighborhoods. The neighborhood is overlaid by one Mountain View ordinance: City Park.

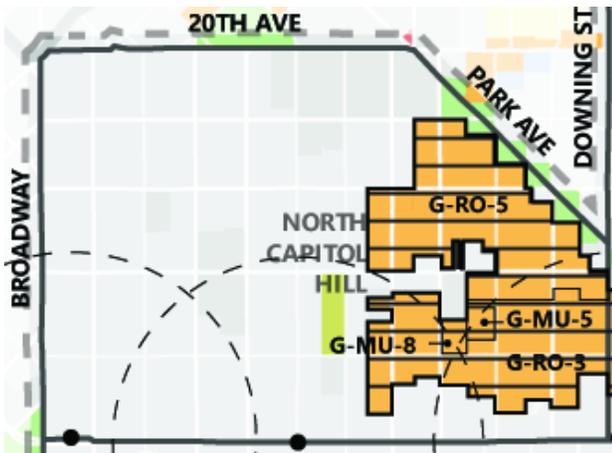


## EXISTING ZONING AND VIEW ORDINANCES



### MIXED USE ZONING

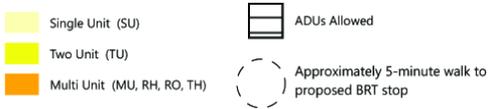
The majority of North Capitol Hill is zoned for a mix of uses. Allowable heights range from five stories (70') to 400' in D-C (HA2 = Height Area 2).



### RESIDENTIAL ZONING

The eastern one-third of North Capitol Hill is zoned Multi-Unit Residential and includes MU (Multi Unit) and RO (Residential Office) designations. Allowable heights range from three (30') to five (70') with a small area zoned for eight (100') stories.

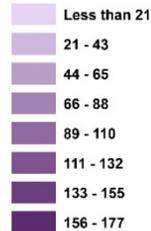
All residential zoning in North Capitol Hill currently allows Accessory Dwelling Units (ADUs).



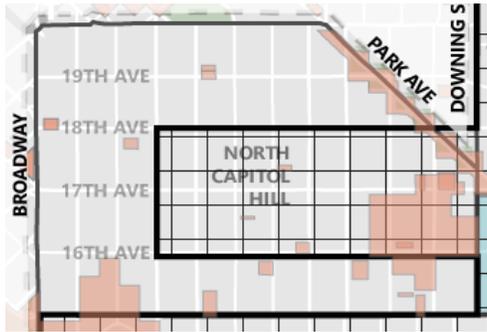
### CITY PARK VIEW PLANE ORDINANCE

Most of North Capitol Hill is included in the far end of the City Park View Plane boundary. Most of the view plane height allowances are greater than zoning, except for some areas west of Pennsylvania. C-MX-12 zoning allows up to 150' but some areas may be restricted to lower than that, depending on elevation. Additionally, the C-MX-16 zoning allows up to 200', but the view plane restricts it to 156'-177'.

#### Allowable Height (ft)



## HISTORIC RESOURCES



-  Protected by Landmark Designation
-  Areas surveyed by Discover Denver
-  Identified Areas of Significance (Discover Denver, as of February, 2019)
-  Other Identified Areas of Significance

## LANDMARK DESIGNATION

A small portion of North Capitol Hill is included within these landmark districts:

- **Swallow Hill Historic District** (east area by Park/Downing); and
- **Civic Center Historic District** (Sherman Street – Colfax to 16<sup>th</sup>)

Individual landmarked buildings are also shown.

## AREAS OF SIGNIFICANCE

Discover Denver, Denver’s volunteer-based historic survey team, has surveyed an area surrounding E. 17<sup>th</sup> Avenue from Grant to Downing Streets. As of February 2019, they are still analyzing data to determine if it is an “area of significance”.



*Former Uptown Park Tavern that is being saved and incorporated into a high density mixed-use project*



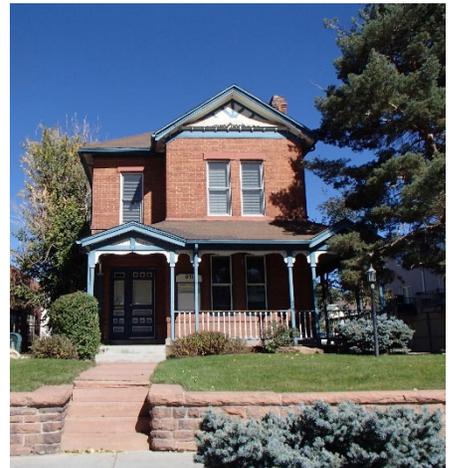
*520-538 E. 17th Avenue storefronts*



*801 E. 17th Ave. (Jalan Facial Spa)*

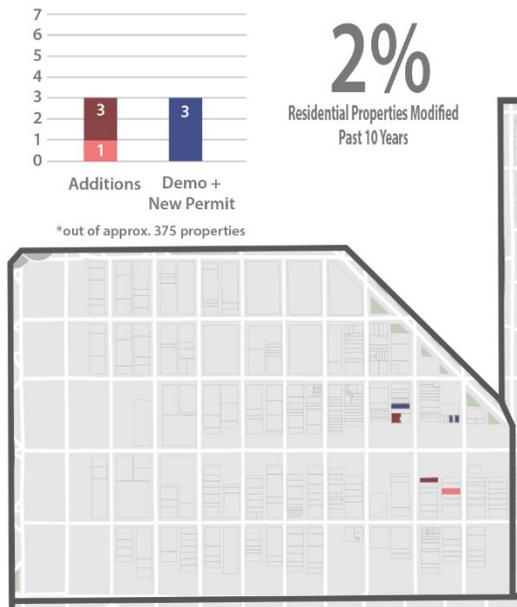


*630 E. 17th Ave. (Avenue Grill)*



*811 E. 17th Avenue*

## RECENT PERMITTING IN RESIDENTIAL ZONES



There have been (3) additions and (3) new builds in SU, TU or MU districts in the past 10 years in North Capitol Hill according to Denver’s Assessor’s Office. A couple new builds were “slot homes.”

A few large, new construction residential and mixed use development has occurred in mixed use zones (D-C, MX, MS). Projects like One City Block and Sky House are examples. An aerial to the left highlights blocks and parcels that have redeveloped in mixed use zones.

Map of SU, TU, and MU Zoned Recent Construction



Large Residential and Mixed Use Projects in North Capitol Hill



Photos of Recent Construction in North Capitol Hill

## NORTH CAPITOL HILL - UNIQUE FEATURES AND KEY TAKEAWAYS

### LAND USE AND DEVELOPMENT:

- It is a **truly mixed-use neighborhood** – all current zoning allows a mix of uses.
- It's **adjacency to downtown and being the most transit-served neighborhood in the study area is promising** for the future vibrancy of this neighborhood.
  - Opportunity for employment, hospitality, retail, and residential.
  - Civic Center Station site along Colfax is a major opportunity.
  - There is interest and momentum for redeveloping properties along Sherman Street to revitalize this historic street with a terminus on the State Capitol. This development proposal prefers to amend the zoning and view ordinance to create more consistent and contiguous boundaries.
- **There are multiple east-west commercial corridors (and nodes):**
  - **Colfax serves more as an edge to the neighborhood** – on the west end, the transient population in the area is a deterrent; on the east end, there are popular entertainment destinations.
  - **17<sup>th</sup> Avenue varies in form and use** – Broadway to Logan (4 blocks) has tall buildings, but the street level is not very active; Logan to Clarkson (4 blocks) has a more intimate scale with popular bars and restaurants but also has many parking lots; Clarkson to Park Ave (3 blocks) is more mid-scale, residential-oriented, with some restaurants interspersed at the ground level. 17<sup>th</sup> Avenue serves more as a “center” to the neighborhood.
  - **19<sup>th</sup> and 20<sup>th</sup> have become destinations** – with new block-wide development surrounding 19<sup>th</sup> and 20<sup>th</sup> Avenues in “Uptown”, this area has transformed over the years into a mixed use subarea of North Capitol Hill. It includes restaurants and services for the surrounding residents and is a pleasant place to walk and sit outside. The conversion of them from one-way to two-way in recent years has also made them more pedestrian and bicycle-friendly streets.
- **Development along these east-west commercial corridors tends to approach the height allowed** under existing zoning, whereas in other portions of the neighborhood, development tends to be lower than what is allowed.
  - This is particularly true in the western portion of North Capitol Hill, along 19<sup>th</sup> and 20<sup>th</sup> Avenues, where the mixed-use zoning districts allow up to 8, 12, or 16 stories and newer, full-block development has been built. The other east-west blocks (18<sup>th</sup> and 16<sup>th</sup>) tend to be lower in height than what is allowed under existing zoning.
- North Capitol Hill is the only neighborhood in East Central that does not have any single unit or two unit (SU, TU) zoning. **Everything is zoned for multi-unit (MU) and mixed use (MX, MS) meaning this neighborhood has the most potential for increasing density.**
  - From the community workshop (North Capitol Hill & City Park West combined), **top priorities for improving mixed use and multi-unit development** include: Ground Floor Design (11); Variation in Massing (11); and Height (9). Buildings over 8 stories generally brought the most concerns about building height and shading.

### PUBLIC REALM:

- **The 5280 Loop is a much-needed north-south multimodal connection** through the neighborhood and has potential for **rethinking public space** in the neighborhood and helping with **economic development and vibrancy**.

- **16<sup>th</sup> Avenue is a major bicycling corridor.** Continuing to improve the experience for pedestrians and bicyclists is a priority.
- **Park Ave. is a significant barrier to pedestrians and cyclists** due to the heavy traffic on the wide five lane street, and the many 'star' intersections. Comments from the neighborhood workshop underscore the serious safety issues.
- **The one-way commercial/mixed use corridors tend to provide a more urban street level experience with wider sidewalks and storefronts or other active ground floor uses.**
  - Multi-family buildings create active street edges with fitness rooms or amenity spaces on the ground floor.

#### ISSUES, DRIVERS AND BARRIERS:

- **Issue: Too many parking lots.**
  - **Statistics:** Of the six neighborhoods, North Capitol Hill has the **MOST land currently dedicated to parking lots** and/or vacant land (21%). There are even multiple parking lots facing our State Capitol, which should be a very vibrant and safe area.
  - **Driver:** The history and land use makeup of **North Capitol Hill has been structured by the old R4 zoning** which promoted a future of high density office use coupled with allowing commercial parking lots which act as land banks.
  - **Barrier:** Parking lots make walking a less desirable mode of transportation. Many parking lots have been redeveloped in recent years. Generally, the zoning is in place to encourage redevelopment. Barriers might include land costs and view plane restrictions on achieving desired heights.
  - **Notes:** The **Mountain View Plane Ordinance** is an important consideration for new development. In some areas it is more restrictive than existing zoning. Particularly along Sherman Street, the view plane ordinance has been amended in the past and has a few properties cut out of it. The view plane ordinances were expressed by many in the workshops as an important regulation for maintaining views and managing building heights.
- **Issue: Too many one-ways**
  - **Statistics:** **There are four one-way couplets** in the neighborhood: 17<sup>th</sup>/18<sup>th</sup> Avenues (east-west); and Broadway/Lincoln; Grant/Logan; and Washington/Clarkson (north-south). These streets divide the neighborhood.
  - **Driver:** As Denver grew and more people lived in the suburbs, but commuted downtown for work, these one-ways were created to quickly move traffic in and out of downtown.
  - **Barrier:** These streets still operate as “traffic sewers” to move people *through* the neighborhoods. However, this plan should also be about making these streets function better *for* the neighborhoods. Studying solutions such as converting these streets back into two-way streets is desired.
  - **Notes:** In 2018, 19<sup>th</sup> and 20<sup>th</sup> Avenues were converted from one-way to two-way with bike facilities added. Logan Street was converted from a one-way to two-way from 18<sup>th</sup> to 20<sup>th</sup> Avenues. Grant Street was proposed to have the same conversion as Logan, but has not yet occurred.
- **Issue: Lack of open space.**
  - **Statistics:** there are no public parks in North Capitol Hill neighborhood. Benedict Fountain Park (just north of neighborhood boundary) is the closest city park, but it does not have a lot of

activities and the transient population is a deterrent. The triangle parks along Park Avenue are a potential asset if redesigned and programmed differently. Currently, their under-utilized nature attracts people experiencing homelessness.

- **Driver:** this is one of the densest areas in the city and includes a lot of offices, which do not demand a lot of open space. However, this neighborhood is experiencing more and more residential construction. Significant open space is not required by zoning, therefore most open space is private, such as rooftop gardens and balconies.
- **Barrier:** land values are extremely high this close to the city center, so acquiring land for new public open space is difficult. Rather, it might need to be a requirement for significant development.

# CITY PARK WEST NEIGHBORHOOD DIAGNOSTIC

## EXISTING NEIGHBORHOOD CHARACTERISTICS

**LOT SIZE**

**Small lot sizes** – many small lots between Colfax and 17<sup>th</sup> and then between 17<sup>th</sup> and 18<sup>th</sup> Avenues; also many large lots (full or half block) in “uptown” area along 19<sup>th</sup> and 20<sup>th</sup> Avenues and closer to downtown.

**BUILDING COVERAGE**

**Medium building coverage** – 61% of residential and mixed use lots are between 25%-50% covered by buildings.

**BUILDING SIZE**

**Small buildings** – 68% of residential and mixed use lots have buildings that are less than 2,000 SF.

**BUILDING HEIGHT**

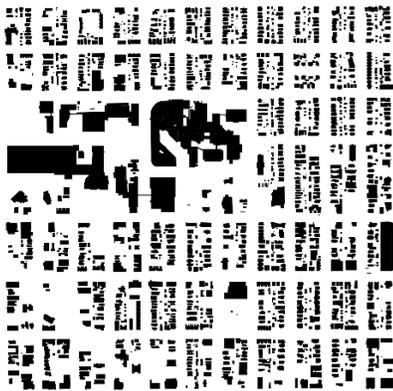
**Primarily 1-3 story buildings** – 82% of purely residential buildings are less than 36 feet (or 3-stories).

**ERA OF CONSTRUCTION**

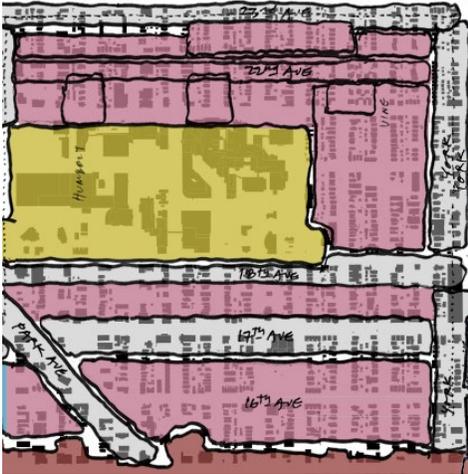
**Potentially Historic** – 66% were built before 1945 (73% are more than 50 years old); 11% were built in the last 20 years; 9% are vacant/parking lots.

**EXISTING LAND USE**

**Diverse mix** –25% multi-unit residential; 23% medical campus; 21% single unit residential; 11% office; 4% parking/ROW.



## NEIGHBORHOOD CHARACTER ANALYSIS

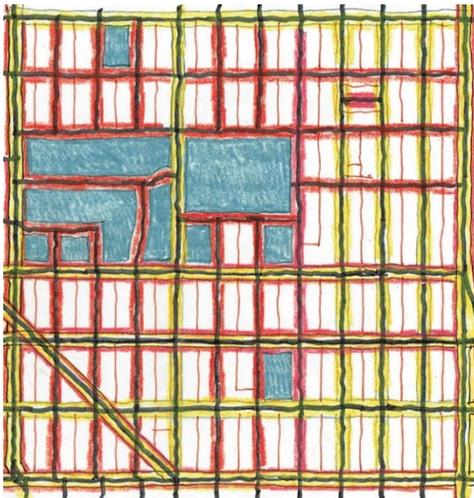


### SUBAREAS

The red indicates a subarea for the Colfax corridor. The yellow indicates the Uptown Medical District.

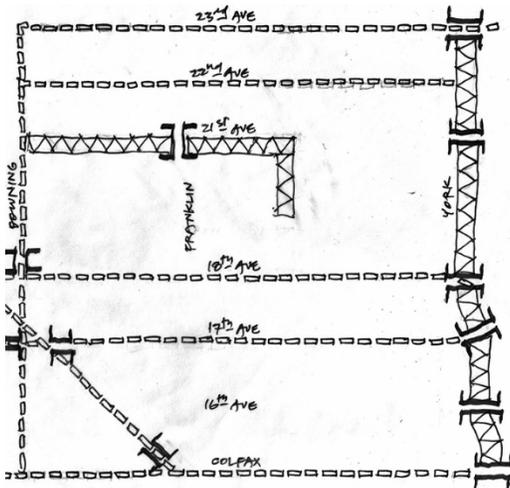
The pink and gray bubbles indicate other subareas within City Park West. Pink subareas are formed around quieter streets, and are more consistent in character. From comments received at the Neighborhood Workshop, the pink blocks between the busy one way streets (in gray), are under development pressure, as well as the blocks next to the hospital district.

Park Avenue, 17<sup>th</sup> and 18<sup>th</sup> Avenues, York and Josephine, and 23<sup>rd</sup> Avenue are all major streets that divide the residential subareas. These are shown in gray.



### BLOCK PATTERN

City Park West has a standard, cardinal urban block pattern with Park Avenue cutting through diagonally along the southwestern edge. The Uptown Medical District (gray) divides the neighborhood, but also contributes to quieter, less busy streets (red). Most blocks include alleys, with a couple rare exceptions and the campus. Continuous north-south streets include: Downing, Franklin, Race, Vine, Gaylord and York. Continuous east-west streets include: Colfax, 16<sup>th</sup>, 17<sup>th</sup>, 18<sup>th</sup> and 23<sup>rd</sup> Avenues.

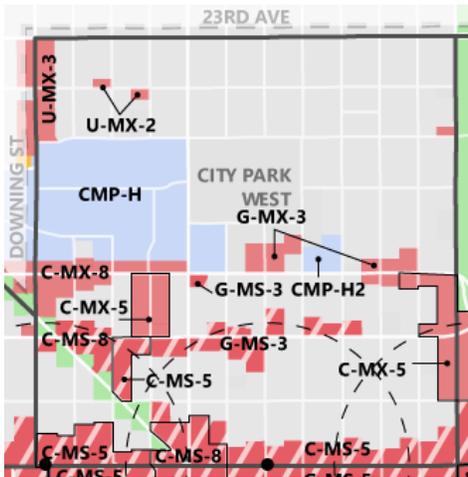


### EDGES, BARRIERS, GATEWAYS AND VIEWS

York Street is a major barrier on the eastern edge of the neighborhood, making access to City Park difficult. 21<sup>st</sup> Avenue also acts as a barrier between the medical district and the neighborhoods to the north. Streets that act as “edges” include: Downing, Park Ave., Colfax, 17<sup>th</sup>, 18<sup>th</sup>, 22<sup>nd</sup>, and 23<sup>rd</sup> Avenues. Gateways (or opportunities to create them) exist along York Street where collectors and arterials intersect, at Franklin and 21<sup>st</sup>, Downing and 18<sup>th</sup>, and along Park Avenue at Colfax and 17<sup>th</sup> Avenues.

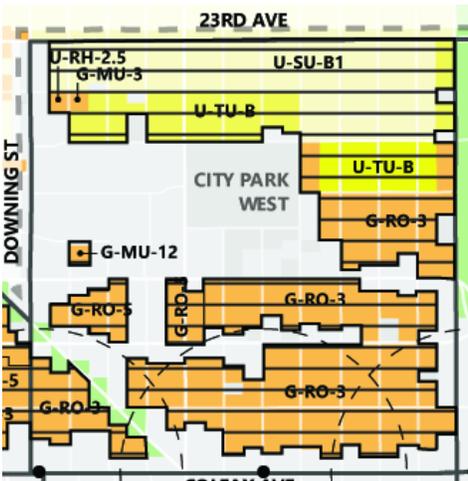
From comments received at the Public Open Houses, Park Ave is a significant barrier. The neighborhood is overlaid by one Mountain View Ordinance: City Park

## EXISTING ZONING AND VIEW ORDINANCES



### MIXED USE ZONING

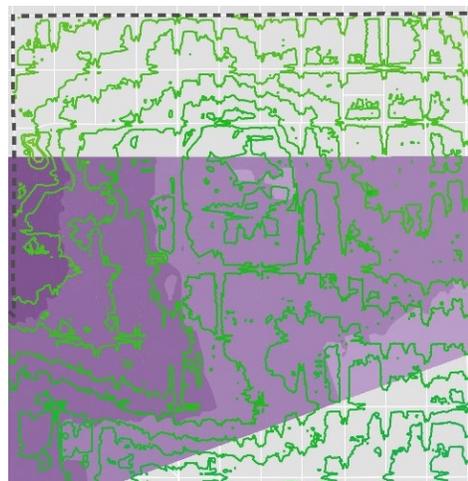
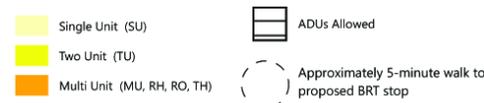
Mixed use zoning is sprinkled throughout City Park West, primarily along primary corridors. Allowable heights range from eight stories (110') along Park Avenue and south of the medical district along 18<sup>th</sup> Ave., five stories (70') along Colfax and Colorado and south of the campus and three stories (45') in pockets along 17<sup>th</sup>, 18<sup>th</sup>, and Downing.



### RESIDENTIAL ZONING

The remaining area within City Park West is a mix of Multi-Unit, Two-Unit and Single Unit Residential zones. G-RO-3 (Residential Office – 3 stories max.) is the primary zone south of 20<sup>th</sup> Avenue. North of 20<sup>th</sup> includes U-TU-B and U-SU-B1 zones, which are single and two unit zones that allow ADUs. Allowable heights range from 30-40 feet.

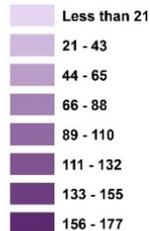
One exception is a G-MU-12 parcel that is north of 18<sup>th</sup> within the medical district area. The maximum height for that parcel is 140 feet.



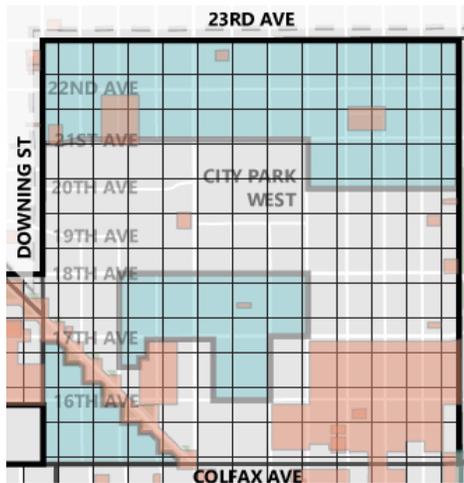
### CITY PARK VIEW PLANE ORDINANCE

Most of City Park West south of 20<sup>th</sup> Avenue is included in the City Park View Plane boundary. Most of the view plane height allowances are greater than what zoning allows, except for the G-MU-12 parcel near the hospitals where zoning allows 140' but the view plane restricts heights to 66'-88'.

#### Allowable Height (ft)



## HISTORIC RESOURCES



- Protected by Landmark Designation
- Areas surveyed by Discover Denver
- Identified Areas of Significance (Discover Denver, as of February, 2019)
- Other Identified Areas of Significance

## LANDMARK DESIGNATION

The southeastern quadrant of City Park West and areas along Park Avenue lie within landmark districts. They include:

- **Wyman Historic District;**
- **Humboldt Street - Park Avenue;**
- **Lafayette Street** (north of medical campus);
- **East Park Place;** and
- **Park Avenue Parkway**

Individual landmarked buildings are also shown.

## AREAS OF SIGNIFICANCE

Discover Denver, Denver’s volunteer-based historic survey team, has surveyed all of City Park West neighborhood (except already-designated areas/buildings) and have identified three areas as an “Area of Significance.” Based on the survey data, this means these areas could qualify for landmark designation or could be applicable for a conservation overlay district.



2225 Vine Street (1901, John Huddart)



2206 Gaylord Street (1920 Craftsman, believed to have been one of the first homes owned by an African American family in this area)

### EXCERPT FROM DISCOVER DENVER (NORTHERN AREA):

*Bounded by E. 23rd Avenue on the north, York Street on the east, E. 20th and E. 21 avenues on the south, and Downing Street on the west, this area comprises twenty-six blocks and lies in the part of City Park West historically identified as “Midtown,” which was north and northeast of the hospitals and flows into the Whittier neighborhood to the north. It carries some infill, but the majority of buildings contained in this area are single-family homes that date to years prior to 1930, with a few examples of historically significant post-World War II buildings also present. This area contains two block-long landmark districts: the Lafayette Historic District and the East Park Place Historic District, as well as many blocks that, although undesignated, contain well-preserved and beautiful buildings that, collectively, still very effectively convey the area’s history.*



23rd and Gaylord Classic and Victorian cottages (1898) designed by Charles Quayle

**EXCERPT FROM DISCOVER DENVER (CENTRAL AREA):**

*This area comprises six-and-a-half blocks and encompasses portions of the 1882 Wyman's Addition, the 1874 Park Avenue Addition, and the 1889 McCullough's Hill Addition. With commercial buildings and rowhouses related to the E. 17th Avenue streetcar line, this area is strongly associated with City Park West's history as an early streetcar suburb. Single-family housing in the area includes a variety of styles and forms designed by notable architects of the late-nineteenth and early twentieth centuries.*



Row of storefronts facing north on E. 17th Ave. at Lafayette Street.



1725 Williams (1892 Queen Anne) by Balcomb & Rice.



Italianate rowhouse (1886) 17<sup>th</sup> & Lafayette.

**EXCERPT FROM DISCOVER DENVER (SOUTHWEST TRIANGLE AREA):**

*This area comprises the triangular southwest corner of City Park West and is separated from the rest of the neighborhood by the Park Avenue Historic District. It sits in the 1874 Park Avenue Addition and contains good examples of the historic apartment buildings that were constructed as luxury apartments to lure wealthier citizens out to the areas along the streetcar lines. Also present are historically significant commercial block buildings along E. Colfax and E. 17th avenues.*



11550 Lafayette St. (1907)



1100 E. 17th Ave. (1890) by Baerresen Brothers, architects



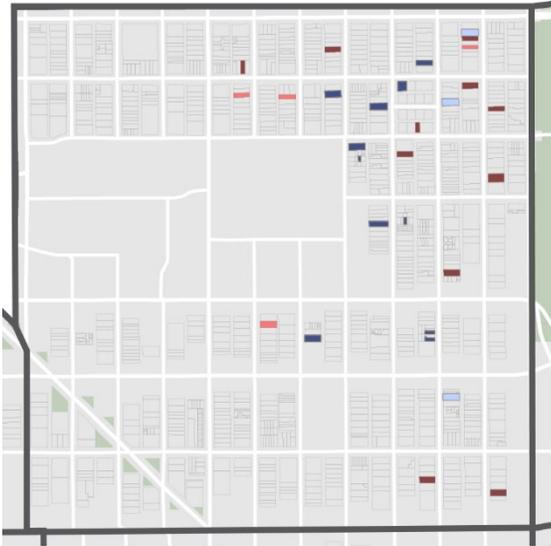
The Lafayette, 1226 E. 16th Ave. (pre-1904)

## RECENT PERMITTING IN RESIDENTIAL ZONES



There have been (17) additions and (14) new builds in the past 10 years (2008-18) in City Park West within SU, TU and MU zone districts according to Denver’s Assessor’s Data. Most have occurred in the first (northern) area of significance, as identified previously, which is a lower density area.

A few large, new construction residential and hospital/medical developments have occurred in mixed use zones (CMP-H, MX). The new St. Joseph’s Hospital and Rocky Mountain Hospital for Children are large new projects in the Uptown Medical District. Other, larger residential projects have been added along York and Park Avenues, and along 18th and 19th Avenues just west of City Park (refer to aerial with highlights to the left.)



Map of SU, TU, and MU Zoned Recent Construction



Large Residential and Medical Projects in City Park West



Photos of Recent Construction in City Park West

## CITY PARK WEST - UNIQUE FEATURES AND KEY TAKEAWAYS

### LAND USE AND DEVELOPMENT:

- **Physically, the makeup of City Park West is the most diverse of all six neighborhoods:**
  - The **Uptown Medical District** and campus has a profound effect on the neighborhood. Physically, it is embedded in the neighborhood with residential wrapping around it on three sides (north, east, and south). From a connectivity standpoint, it is a barrier. However, economically, it provides many benefits to the neighborhood and the recent development within the medical district has made some connectivity improvements. From comments received at the neighborhood workshop, the neighborhood is concerned about the expansion of the medical facilities and property acquisition into the neighborhood contrary to the 1988 plan.
  - **Park Avenue** cuts diagonally through the southwestern edge, creating a **unique triangle** portion of the neighborhood, which feels more like a part of North Capitol Hill than City Park West. Park Ave. is a significant barrier between neighborhoods, and between the major medical employment center and nearby residential concentrations in North Capitol Hill.
- It includes a **diverse mix of uses**:
  - Multi-unit residential accounts for approximately 25%
  - The medical campus takes up approximately 23%
  - Single-unit residential accounts for approximately 21%
  - There are many churches and social services in the neighborhood
- **City Park West is quite historic.** The west edge of the neighborhood borders the Swallow Hill Historic District; Park Avenue is a historic parkway; Wyman Historic District crosses over Colfax and encompasses the southeast quadrant of the neighborhood; there are two block-long historic districts (Lafayette Street and East Park Place), as well as many individually landmarked buildings. The Discover Denver survey also has identified two “areas of significance” that could warrant landmark designation as well.
- **17<sup>th</sup> Avenue is a popular destination for local bars and restaurants.** It is a mix of residential and commercial uses. The western five blocks between Park Avenue and Williams Street has the most commercial uses. East of Williams is primarily residential with the exception of a very popular node from Race to Vine Streets. From comments received at the public open houses, 17th Ave. is more of a center to the neighborhood than Colfax.
- **18<sup>th</sup> Avenue includes small-scale commercial and mixed-use.**
  - This development tends to lower in scale at 1-3 stories, with a few taller exceptions.
  - Vertical mixed-use is becomes less common as you move eastward on 18<sup>th</sup>
- **The southern portions of York Street in City Park West are currently zoned for 5 or 8 story mixed-use development.**
  - Besides one recent, large mixed-use development, much of the area is lower in scale than what is allowed by zoning.
- **Colfax Avenue has opportunities for new development and connections to BRT stops** at Downing, Williams and York/Josephine are important.
- From the community workshop (North Capitol Hill & City Park West combined), **top priorities for improving mixed use and multi-unit development** included: Ground Floor Design (11); Variation in Massing (11); and Height (9)

- From the community workshop (North Capitol Hill & City Park West combined), **top priorities for improving single-unit and two-unit development** included: Height (10); Mass and scale (7); Materials (6); and Side Setbacks (6)

#### **PUBLIC REALM:**

- **17<sup>th</sup> Avenue could benefit from wider sidewalks that have a more consistent and organized pattern.** Currently, there are primarily detached sidewalks with tree lawns and sidewalks are only 5-6 feet wide.
- **16<sup>th</sup> Avenue is a major bicycling corridor.** Improving the pedestrian and bicycling experience along this street is a priority.
- **This neighborhood lacks parks and open space.** City Park is close by, but difficult to access due to York Street.
  - A **smaller, neighborhood-oriented space** is needed. The intersection of **Park Avenue at Colfax** has been a popular test project for a plaza. This idea should be explored further to provide City Park West with an iconic public space.
  - Partnering with **Wyman Elementary School and the many churches** to provide shared public space as a neighborhood amenity could be beneficial.
- **For the most part, north-south streets are quiet, residential streets.**
- **Downing Street is an important north-south connection** that links to the future BRT stop (at Colfax), the Uptown Medical District, the Welton corridor light rail, and 38<sup>th</sup> & Blake transit station that links to the A-Line. Rethinking this street for transit, micro-transit, bicyclists and pedestrians should be considered.
- **Park Ave 'star' intersections require real modifications** to make them safer. From comments received at the neighborhood workshop, bike lanes on Park Ave are also desired.
  - From comment received at the public open houses, **the triangular parks along Park Ave require significant up-grades and changes in functions** to make them assets rather than liabilities to the neighborhood.

#### **ISSUES, DRIVERS AND BARRIERS:**

- **Issue: Fear of medical district encroaching into neighborhood.**
  - **Statistics:** The Uptown Medical District accounts for approximately 20 percent of the land area in City Park West.
  - **Driver:** The medical district and associated businesses are an asset, as they provide important jobs and services for the neighborhood. However, there is concern from the neighborhood about the hospitals and district growing and moving further into the neighborhood.
  - **Barrier:** The district is a physical barrier to the neighborhood, although new connections in the most recent redevelopment efforts have helped. The view plane height restrictions keep building heights manageable, however, some in the neighborhood are still concerned with building heights.
  - **Notes:** The Uptown Urban Design Forum was established in 1993 as a “watchdog” volunteer organization. They work closely with the hospitals on new plans to ensure that they do not degrade neighborhood character.
- **Issue: Park Avenue and associated parks are a problem.**
  - **Statistics:** Park Avenue is a prominent street that runs at a diagonal through the north part of the city. The street disrupts the traditional cardinal grid.

- **Driver:** Park Avenue is a prominent Denver street – unique for its diagonal orientation. It is a designated historic parkway. However, Park Avenue is listed in Denver Moves as a future high capacity transit corridor, but it has not yet been studied or tested alternatives. This insinuates change for the street in terms of transit, and how cars, pedestrians, bikes, and other modes will circulate.
- **Barrier:** The diagonal orientation of the street bisecting the cardinal grid creates “star” intersections that are difficult for pedestrians to cross due to poor sight lines from vehicles. It is also a very wide street – with four travel lanes (two in each direction) and a center turn lane with refuge to wait in the middle of the street. The triangular parks, originally planned to complement the street and provide open space for nearby residents, have become “leftover” space with hardly any development fronting onto them. Because there is no real ownership of the parks, it makes them a magnet for people experiencing homeless to gather.
- **Notes:** These issues were a popular comment from neighbors in City Park West and North Capitol Hill.

# CAPITOL HILL NEIGHBORHOOD DIAGNOSTIC

## EXISTING NEIGHBORHOOD CHARACTERISTICS

**LOT SIZE**

**Large lot sizes** – 60% of residential and mixed use lots are greater than 5,000 SF while 40% are less than 5,000 SF. Smaller lots are in the eastern half of the neighborhood while larger lots are interspersed.

**BUILDING COVERAGE**

**High building coverage** – 43% of residential and mixed use lots are more than 50% covered by buildings.

**BUILDING SIZE**

**Large buildings** – 46% of residential and mixed use lots have buildings that are more than 2,000 SF.

**BUILDING HEIGHT**

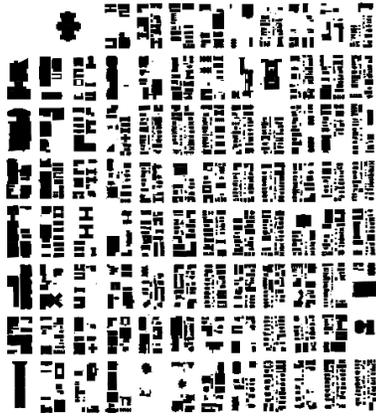
**Primarily 3+ story buildings** – 75% of purely residential buildings are greater than 28 feet (or 3-stories).

**ERA OF CONSTRUCTION**

**Historic** – 63% were built before 1945 (74% are more than 50 years old); 11% are vacant/parking lots; 3% were built in the last 20 years.

**EXISTING LAND USE**

**Diverse mix** – 45% multi-unit residential; 10% office; 9% government; 9% parking/ROW.



## NEIGHBORHOOD CHARACTER ANALYSIS

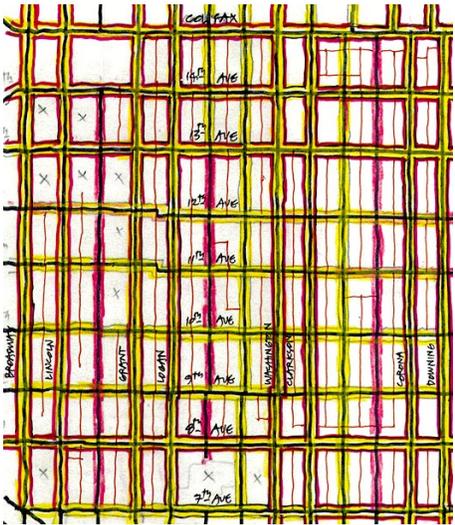


### SUBAREAS

The red indicates a subarea for the Colfax corridor. The yellow and green indicates the State Capitol and Civic Center Park.

The gray bubbles indicate the major north-south couplets and major east-west thoroughfares which are less attractive to live on due to noise and less pedestrian protection. The pink subareas are on discontinuous streets, and from comments received at the public open houses, are more attractive on which to live.

The orange bubbles indicate other subareas within Capitol Hill. They vary based on building heights, land use mix, and character.

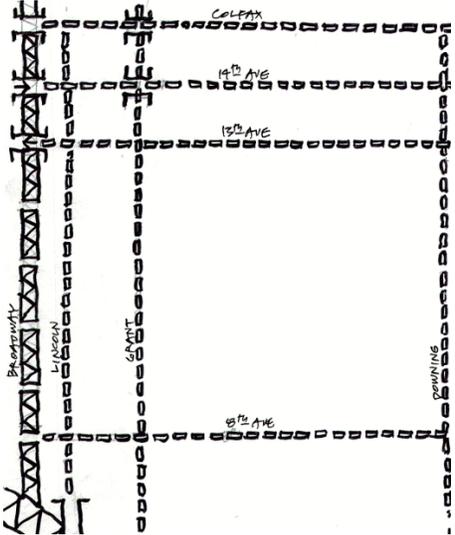


### BLOCK PATTERN

Capitol Hill has a standard, cardinal urban block pattern. Capitol Hill is almost entirely made up of one-way couplets:

- **Broadway/Lincoln (north-south);**
- **Grant/Logan (north-south);**
- **Washington/Clarkson (north-south);**
- **Corona/Downing (north-south);**
- **13<sup>th</sup>/14<sup>th</sup> (east-west); and**
- **6<sup>th</sup>/8<sup>th</sup> (east-west)**

This makes for very busy and loud streets and very few quiet streets. Most blocks have alleys.

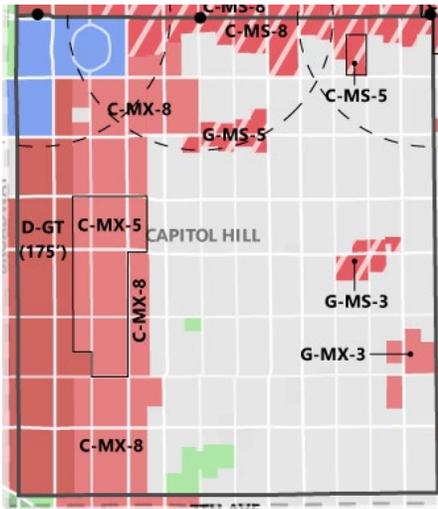


### EDGES, BARRIERS, GATEWAYS, AND VIEWS

Broadway is a major barrier on the western edge of the neighborhood. Other “edges” include Colfax, 14<sup>th</sup>, 13<sup>th</sup>, and 8<sup>th</sup> Avenues and Logan, Grant, and Downing Streets. Existing gateways (or opportunities to create neighborhood gateways) exist along Broadway at major intersections and along Grant Street where it intersects Colfax and 14<sup>th</sup> Avenues.

The neighborhood is overlaid with two Mountain Views Ordinances: Cheesman Park, and City Park.

## EXISTING ZONING AND VIEW ORDINANCES



### MIXED USE ZONING

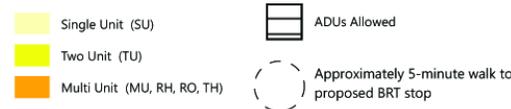
Mixed use zoning exists on the western edge of the neighborhood, along Colfax, and sprinkled along primary corridors. Allowable heights range from three stories (45') to 175' in D-GT. A mix of five (70') and eight stories (110') are allowed along Park Avenue and Sherman and Grant Streets.



### RESIDENTIAL ZONING

The eastern half of Capitol Hill is zoned for Multi-Unit Residential with a couple pockets of Single Unit zoning in the southeastern quadrant. Allowable building heights range from three (45') to five (70') stories. Designations include RO (Residential Office), MU (Multi-Unit), RH (Rowhouse), and SU (Single Unit). A small portion of properties along 8<sup>th</sup> Avenue are zoned G-MU-12, which allows for up to 12 stories (140').

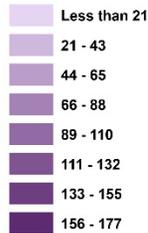
All areas currently allow ADUs.



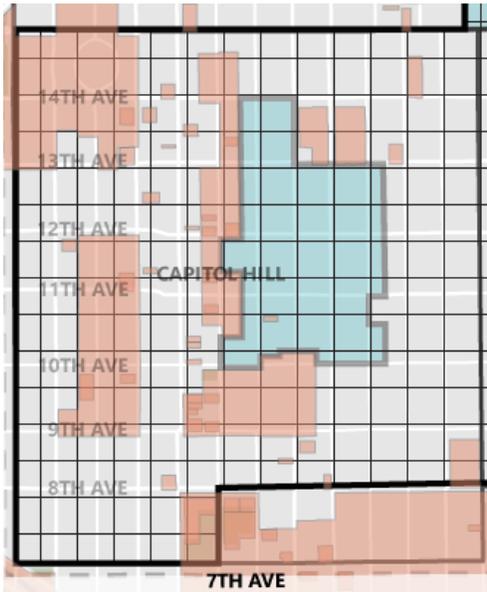
### CITY PARK AND CHEESMAN PARK VIEW PLANE ORDINANCES

Most of Capitol Hill is included in the City Park and Cheesman Park View Plane boundaries. Most of the view plane height allowances are greater than what zoning allows, except for the G-MU-12 parcel near the hospitals where zoning allows 140' but the view plane restricts heights to 66'-88'.

#### Allowable Height (ft)



## HISTORIC RESOURCES



-  Protected by Landmark Designation
-  Areas surveyed by Discover Denver
-  Identified Areas of Significance (Discover Denver, as of February, 2019)
-  Other Identified Areas of Significance



741 E. 10<sup>th</sup> Ave., (1902, designed by Marean & Norton)



1266 Emerson Street (1909)

## LANDMARK DESIGNATION

Large portions of Capitol Hill are included within landmark districts. They include:

- **Civic Center** (surrounding State Capitol)
- **Pennsylvania Street** (between Colfax & 11<sup>th</sup> Avenues)
- **Quality Hill** (south of area of significance)
- **Sherman-Grant** (between 9<sup>th</sup> & 12<sup>th</sup> Avenues)

Individual landmarked buildings are also shown.

## AREAS OF SIGNIFICANCE

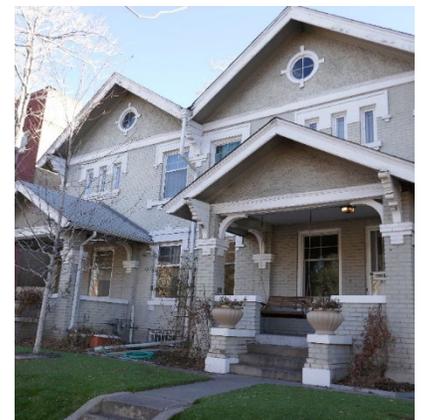
Discover Denver, Denver’s volunteer-based historic survey team, has surveyed all of Capitol Hill (except already-designated areas/buildings) and have identified the central portion of the neighborhood as an “Area of Significance.” Based on the survey data, this area could qualify for landmark designation or may be applicable for a conservation district overlay.

### EXCERPT FROM DISCOVER DENVER:

*Bounded on the north by E. 14th and E. 13th avenues, on the east by the alley on the east side of Emerson Street, on the south by E. 10th Avenue and the Quality Hill Historic District, and on the west by the Pennsylvania Street Historic District, this area comprises about twelve blocks in the heart of Capitol Hill. The majority of the buildings contained within this boundary appear to carry good to excellent historic integrity, and some may be present that are individually significant for historic or geographic reasons in addition to being significant for architecture. This area represents a wide range of construction dates as well, with architecturally significant buildings present from as early as the mid-1880s through the late 1960s.*

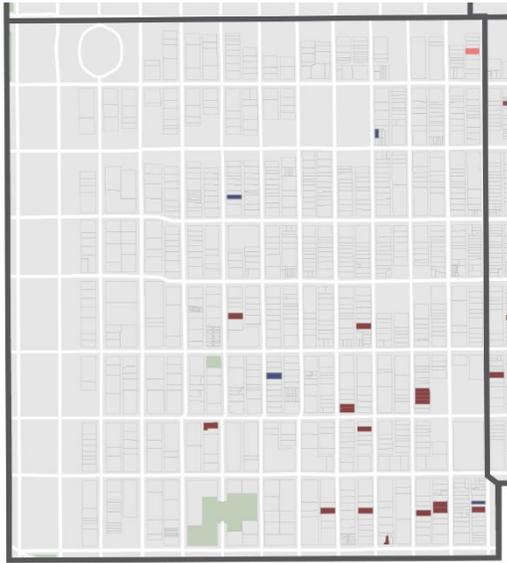


1011 Clarkson St. (1901, designed by A. W. Reynolds)



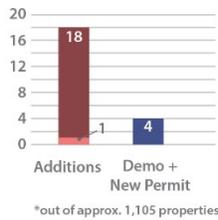
1260-1266 Pearl Street (1910)

## RECENT PERMITTING IN RESIDENTIAL ZONES



There have been (18) additions and (4) new builds in the past 10 years (2008-18) in Capitol Hill within SU, TU and MU zone districts according to Denver’s Assessor’s Data.

A couple recent mixed use projects have been built in the southwestern quadrant at 7<sup>th</sup> Avenue and Sherman Street and 8<sup>th</sup> Avenue and Lincoln (photos below).



**2%**  
Residential Properties Modified  
Past 10 Years



Map of SU, TU, and MU Zoned Recent Construction

Photos of recent construction in Capitol Hill

## CAPITOL HILL - UNIQUE FEATURES AND KEY TAKEAWAYS

### LAND USE AND DEVELOPMENT:

- **Capitol Hill is the busiest, most bustling neighborhood** in the study area.
  - **Broadway, Colfax and 7<sup>th</sup> Avenue** corridors offer entertainment, culture, and dining options.
    - The Broadway corridor includes mixed-use buildings and offices uses of a scale closer to that of Downtown.
    - While older, traditional development on these corridors tends to be 1-3 stories, newer development often approaches the maximum height allowed by zoning.
  - **Neighborhood nodes** like 9<sup>th</sup> & Corona, 11<sup>th</sup> & Ogden, and 13<sup>th</sup> & Grant offer multiple neighborhood-serving retail and restaurants.
  - It has the **highest population density** of all six neighborhoods.
- **45%** of the neighborhood is **multi-unit residential** (East Central Plan area has average of 22% multi-unit)
  - The large majority of the neighborhood is zoned for multi-unit or mixed use.
- There are many **cultural and historic destinations** in Capitol Hill:
  - The **State Capitol** grounds, **Ralph L. Carr Colorado Judicial Center** and many government offices are located in the northwest corner.
  - The **Colorado History Museum** is located on the edge of the neighborhood with close proximity to the Denver Art Museum, Denver Public Library, and multiple other museums.
  - The **Governor's Mansion** and **Governors Park**
  - The **Molly Brown House and Museum**
  - It has the **most individual historic landmarks** of all six neighborhoods.
- From the community workshop (Cheesman Park and Capitol Hill combined), **top priorities for improving mixed use and multi-unit development** include: Materials (14); Ground Floor Design (13); Variation in Massing (11); and Variation in Details (11)

### PUBLIC REALM:

- **The series of one-way couplets create multiple, busy streets that are loud and not pedestrian-friendly:**
  - **Broadway/Lincoln**
  - **Grant/Logan**
  - **Washington/Clarkson**
  - **Corona/Downing**
  - **13<sup>th</sup>/14<sup>th</sup>**
  - **8<sup>th</sup>**
- **The streetscape on the commercial corridors including Broadway, Colfax and 7<sup>th</sup> Ave. tends to have many vehicular interruptions.**
  - Multiple parking lots between Logan and Broadway degrade the streetscape, which makes walking a less desirable mode of transportation.
  - Vehicle access points frequently interrupt the sidewalk.
- **There is a need for more open space.**
  - More pocket parks like Quality Hill Park could benefit the neighborhood, perhaps in areas where the neighborhood already gathers, such as the nodes mentioned above.
  - Partnering with schools and churches could provide shared open space.

## ISSUES, DRIVERS AND BARRIERS:

- **Issue: Too many one-ways**
  - **Statistics:** There are **SIX one-way couplets** in the neighborhood: 13<sup>th</sup>/14<sup>th</sup> Avenues (east-west); 8<sup>th</sup>/6<sup>th</sup> (east-west); and Broadway/Lincoln; Grant/Logan; Washington/Clarkson; and Corona/Downing (north-south). These streets divide the neighborhood.
  - **Driver:** As Denver grew and more people lived in the suburbs, but commuted downtown for work, these one-ways were created to quickly move traffic in and out of downtown.
  - **Barrier:** These streets still operate as “traffic sewers” to move people *through* the neighborhoods. However, this plan should also be about making these streets function better *for* the neighborhoods. Studying solutions such as converting these streets back into two-way streets is desired. Because there are so many north/south one-ways in the neighborhood, some of which carry less traffic, they should be a priority for conversion.
  - **Notes:** Washington/Clarkson should be a priority as it is in the middle of the neighborhood which could transform the livability of the core of Capitol Hill and the streets continuing south past Speer are not as prominent as Downing and Logan. Note: traffic data not available to confirm counts.
- **Issue: Lack of open space.**
  - **Statistics:** there are only two small public parks in Capitol Hill: Quality Hill and Governors Park.
  - **Driver:** this is one of the densest residential areas in the city, which demand quality public open space to make the neighborhood more livable. Significant open space is not required by zoning, therefore most open space is private, such as rooftop gardens and balconies.
  - **Barrier:** land values are extremely high this close to the city center, so acquiring land for new public open space is difficult. Rather, it might need to be a requirement for significant development.

# CHEESMAN PARK NEIGHBORHOOD DIAGNOSTIC

## EXISTING RESIDENTIAL CHARACTERISTICS

### LOT SIZE

**Medium lot sizes** – 38% of residential and mixed use lots are between 5,000 and 10,000 SF while 48% are less than 5,000 SF and 14% are greater than 10,000 SF. Larger lots are around Cheesman Park and smaller lots are on the far edges of the neighborhood.

### BUILDING COVERAGE

**Medium building coverage** – 47% of residential and mixed use lots are between 37.5% and 50% covered by buildings. 30% are greater than 50% covered.

### BUILDING SIZE

**Large buildings** – 59% of residential and mixed use lots have buildings that are more than 2,000 SF.

### BUILDING HEIGHT

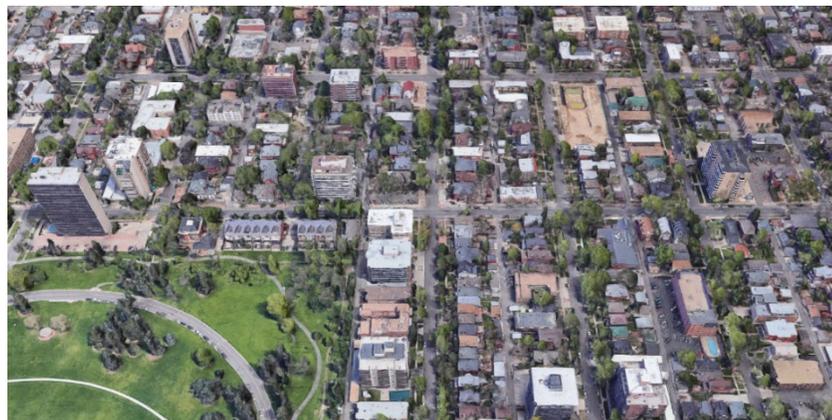
**Primarily 3+ story buildings** – 81% of purely residential buildings are greater than 28 feet (or 3-stories).

### ERA OF CONSTRUCTION

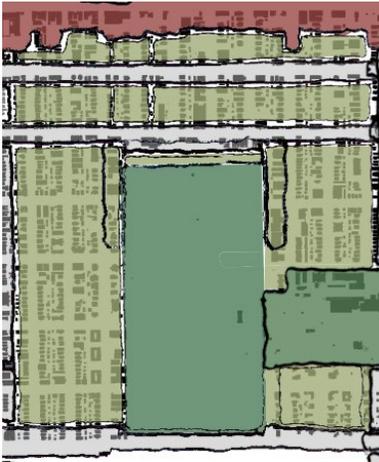
**Historic** – 79% were built before 1945 (87% are more than 50 years old); 4% are vacant/parking lots; less than 1% built in the last 20 years.

### EXISTING LAND USE

**Primarily Multi-Unit** – 32% multi-unit residential; 19% single unit residential (32% of land is Cheesman Park and 8% is Denver Botanic Gardens).



## NEIGHBORHOOD CHARACTER ANALYSIS



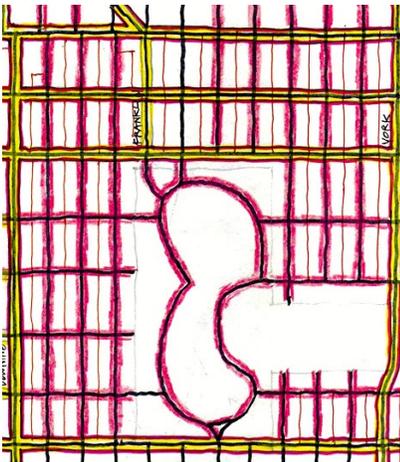
### SUBAREAS

The red indicates a subarea for the Colfax corridor.

The gray bubbles indicate high traffic, busy streets.

The green bubbles indicate other subareas within Cheesman Park formed around discontinuous, quiet streets. Cheesman Park has many quiet streets due to the park's interruption of the street grid. The northern end of the park is lined with high rises.

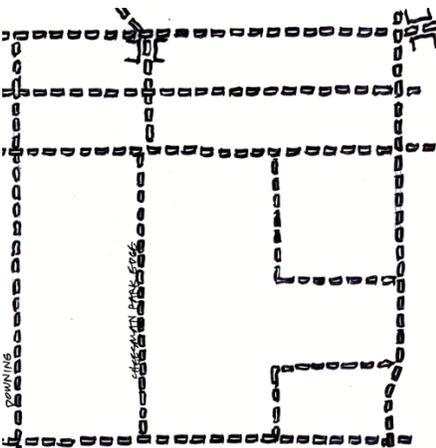
The dark green indicates Cheesman Park and the Denver Botanic Gardens.



### BLOCK PATTERN

Cheesman Park has a standard, cardinal urban block pattern with north-south alleys. Continuous through-streets include Colfax, 14<sup>th</sup>, 13<sup>th</sup>, and 8<sup>th</sup> Avenues going east-west and Downing and York going north-south on the far edges of the neighborhoods. This leaves many quiet residential streets in between York and Downing and one of Denver's most desirable parks in between. Cheesman Park has the following one-way couplets:

- 13<sup>th</sup>/14<sup>th</sup> (east-west); and
- 8<sup>th</sup> (west) (6<sup>th</sup> is out of the neighborhood boundary)
- Downing (north) (Corona is out of the neighborhood boundary); and
- York (south) (Josephine is out of the neighborhood boundary)



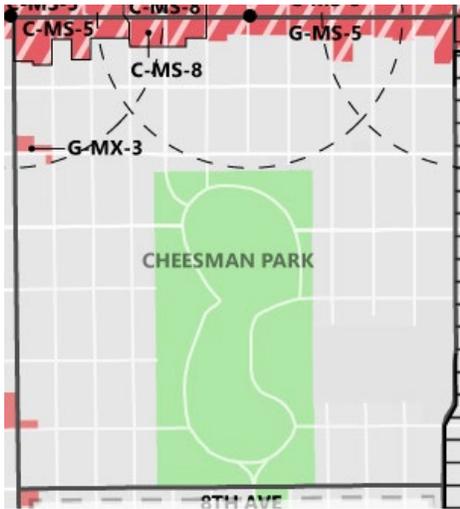
### EDGES, BARRIERS, GATEWAYS, AND VIEWS

Cheesman Park neighborhood has a few streets that act as "edges" which are busy and difficult to cross. They include:

- Colfax Avenue
- 14<sup>th</sup> Avenue
- 13<sup>th</sup> Avenue
- 8<sup>th</sup> Avenue
- Downing Street
- York Street
- Franklin Street

The park itself also has an edge on the west, defined by private yards/fences. The neighborhood is overlaid by Cheesman Park View Ordinance and a very small portion of City Park View Ordinance.

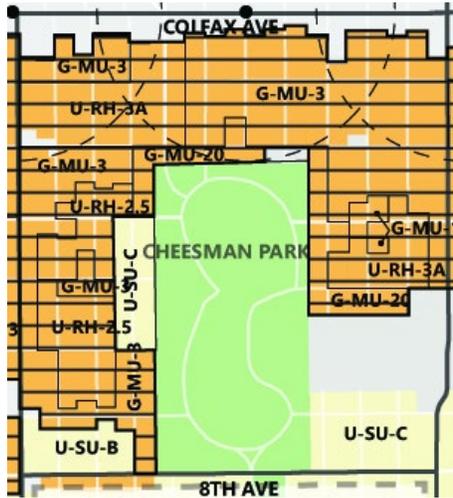
## EXISTING ZONING AND VIEW PLANE ORDINANCES



### MIXED USE ZONING

Mixed use zoning exists along Colfax Avenue and pockets along Downing Street at 13<sup>th</sup> and 9<sup>th</sup> Avenues. Allowable heights range from three stories (45') along Downing and five (70') and eight (110') along Colfax.

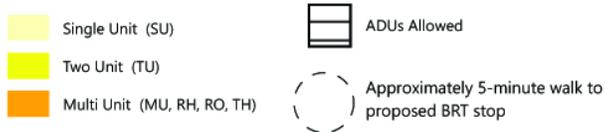
No areas abutting the mixed use zones are currently considered a "Protected District."



### RESIDENTIAL ZONING

The majority of Cheesman Park is zoned for Multi-Unit Residential, with the exception of a few pockets along 8<sup>th</sup> Avenue and Humboldt Street west of the park. Allowable building heights include 2.5 stories (35'), three stories (45') and up to 20 stories (230') stories on the north and east edges of the park. Designations include MU (Multi-Unit), RH (Rowhouse), and SU (Single Unit).

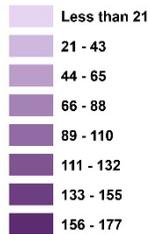
All MU zoned areas currently allow ADUs.



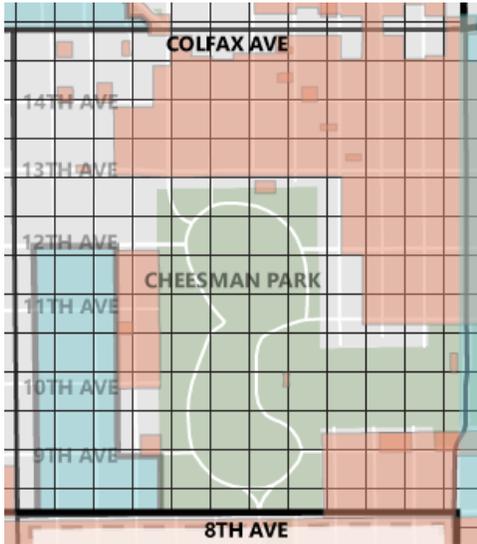
### CHEESMAN PARK VIEW PLANE ORDINANCE

The southern portion of Cheesman Park is included in the Cheesman Park View Plane boundary. The very northwest corner of the neighborhood touches the City Park View Plane. Most of the view plane height allowances are greater than what zoning allows.

#### Allowable Height (ft)



## HISTORIC RESOURCES



- Protected by Landmark Designation
- Areas surveyed by Discover Denver
- Identified Areas of Significance (Discover Denver, as of February, 2019)
- Other Identified Areas of Significance

### LANDMARK DESIGNATION

Large portions of Cheesman Park are included within landmark districts. They include:

- **Wyman Historic District** (northeast of park)
- **Morgan’s Subdivision** (southeast of park)
- **Humboldt Street** (west of park)

Individual landmarked buildings are also shown.

### AREAS OF SIGNIFICANCE

Discover Denver, Denver’s volunteer-based historic survey team, has surveyed all of Cheesman Park neighborhood (except already-designated areas/buildings) and have identified the southwestern portion of the neighborhood as an “Area of Significance.” Based on the survey data, this area could qualify for landmark designation or may be applicable for a conservation overlay district.

#### EXCERPT FROM DISCOVER DENVER:

*Lying in the western section of the Cheesman Park neighborhood, this area is comprised of both sides of Marion and Lafayette streets from E. 8<sup>th</sup> Avenue north to 12<sup>th</sup> Avenue, as well as both sides of Humboldt Street between E. 8<sup>th</sup> and E. 9<sup>th</sup> avenues. The area is contained in Inslee’s 1874 Addition, which was one of the earliest plats in the survey area but was generally not developed until after the depression of the 1890s. The area has a high percentage of single-family dwellings with outstanding historic physical integrity, most of which were constructed from 1896 to 1910. It also features many outstanding examples of elegant historic apartment buildings from the 1920s. Like the single-family dwellings, these carry a high level of historic physical integrity and easily convey their history as apartments for residents who enjoyed living near the park. Although this area contains fewer examples of post-World War II apartment buildings, the few it does contain are good examples and generally have a high level of integrity.*



1023 Lafayette Street (1901)



1169 Lafayette Street (1904)



1150 Lafayette Street (1909)

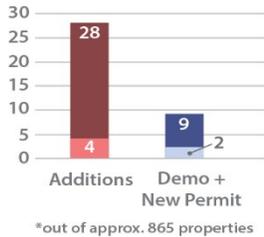
## RECENT PERMITTING IN RESIDENTIAL ZONES



There have been (28) additions and (9) new builds in the past 10 years (2008-18) in Cheesman Park within SU, TU and MU zone districts according to Denver’s Assessor’s Data.

Comparing the map to the left with the one on the previous page, it appears that the majority of new construction and additions have occurred within the area of significance between 8<sup>th</sup> and 12<sup>th</sup> Avenues.

Many other additions and new construction have occurred within an historic district, which means that they had to comply with design guidelines.



**5%**  
Residential Properties Modified  
Past 10 Years

*Map of SU, TU, and MU Zoned Recent Construction*



*Photos of recent construction in Cheesman Park*

## CHEESMAN PARK - UNIQUE FEATURES AND KEY TAKEAWAYS

### LAND USE AND DEVELOPMENT:

- **Cheesman Park is a secluded and quiet neighborhood due to the disconnected streets and park.**
  - 13<sup>th</sup> and 14<sup>th</sup> are the only barriers
- **32%** of the neighborhood is **multi-unit residential** (East Central Plan area has average of 22% multi-unit)
  - The large majority of the neighborhood is zoned for multi-unit or mixed use.
- The **majority of the neighborhood lies within a historic district** (east of Humboldt) and Discover Denver’s survey revealed an “area of significance” that could qualify in the southwestern quadrant.
  - Design of new development is especially critical.
- **The Cheesman Park neighborhood possesses no major commercial corridors besides Colfax.** However, small-scale 1 and 2 story commercial buildings can be found at various intersections throughout the neighborhood, sometimes in clusters or nodes.
- From the community workshop (Cheesman Park and Capitol Hill combined), **top priorities for improving mixed use and multi-unit development** included: Materials (14); Ground Floor Design (13); Variation in Massing (11); and Variation in Details (11)
- From the community workshop (Cheesman Park and Capitol Hill combined), **top priorities for improving single-unit and two-unit development** included: Articulation (8); Materials (7); and Mass and Scale (7)
  - It is important to note that SU and TU districts are only a small portion of Cheesman Park.

### PUBLIC REALM:

- **40% of land in the neighborhood is Cheesman Park and Denver Botanic Gardens.**
- Most streets are disconnected, due to the park, which makes **quiet residential streets in an urban setting** unlike any other neighborhood this close to downtown.
- **Closing Cheesman Park to automobiles** was an idea expressed in community workshops.

### ISSUES, DRIVERS AND BARRIERS:

- **Issue: 13<sup>th</sup> and 14<sup>th</sup> are a barrier to the neighborhood**
  - **Driver:** As Denver grew and more people lived in the suburbs, but commuted downtown for work, these one-ways were created to quickly move traffic in and out of downtown.
  - **Barrier:** These streets operate as “traffic sewers” to move people *through* the neighborhoods. 13<sup>th</sup> and 14<sup>th</sup> separate the area of Cheesman Park south of the couplet from reaching Colfax Avenue, which functions as the commercial center for the neighborhood. Studying solutions such as converting these streets back into two-way streets and immediately working to improve pedestrian crossings are desired.

# CITY PARK NEIGHBORHOOD DIAGNOSTIC

## EXISTING RESIDENTIAL CHARACTERISTICS

**LOT SIZE**

**Small lot sizes** – 71% of residential and mixed use lots are less than 5,000 SF and 24% are between 5,000 and 10,000 SF. Larger lots are just east of East High School.

**BUILDING COVERAGE**

**Medium building coverage** – 49% of residential and mixed use lots are between 37.5% and 50% covered by buildings. 38% are less than 37.5% covered.

**BUILDING SIZE**

**Medium buildings** – 68% of residential and mixed use lots have buildings are between 1,000 to 3,000 SF.

**BUILDING HEIGHT**

**Primarily 2-3 story buildings** – 91% of purely residential buildings are between 17-35 feet (or 2-3-stories).

**ERA OF CONSTRUCTION**

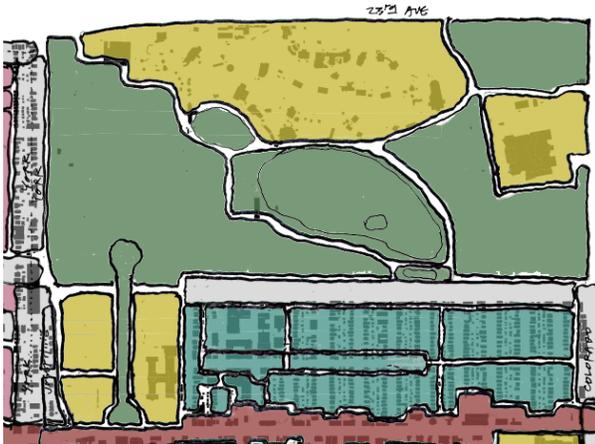
**Historic** – 84% were built before 1945 (91% are more than 50 years old); 3% are vacant/parking lots; 4% built in the last 20 years.

**EXISTING LAND USE**

**Primarily Multi-and Single Unit Residential** – 20% single unit residential; 16% multi-unit residential; 11% is East High School and Carla Madison Recreation Center (27% of land is City Park and 27% is the Denver Zoo and Museum of Nature and Science).



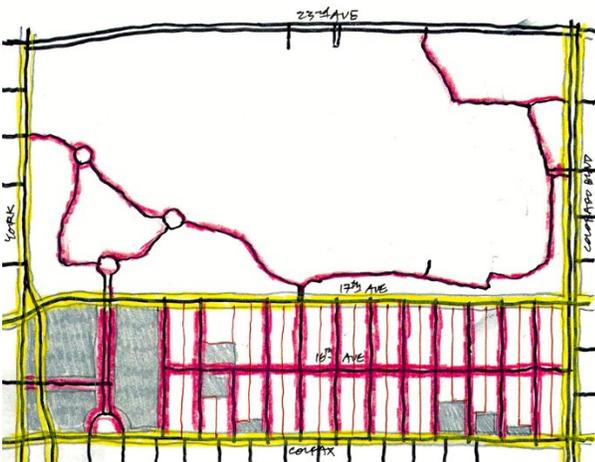
## NEIGHBORHOOD CHARACTER ANALYSIS



### SUBAREAS

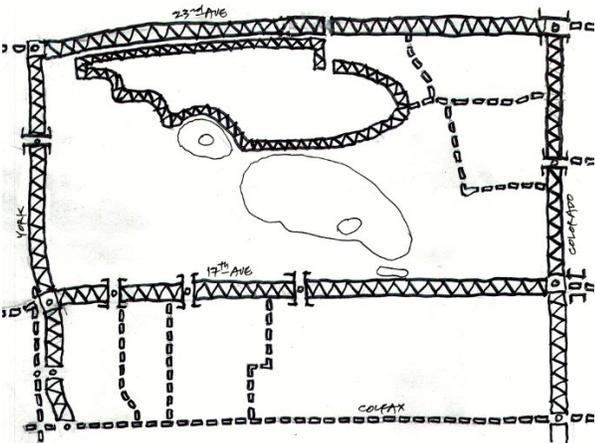
The red indicates a subarea for the Colfax corridor. The green bubbles highlight City Park and City Park Esplanade. Yellow bubbles indicate: Denver Zoo, Museum of Nature and Science, East High School and Carla Madison Recreation Center.

The turquoise bubbles indicate other subareas within City Park (also known as “City Park South”). 16th Ave. is the quiet core of the neighborhood. A number of houses face it. East of Madison, bungalows make up much of the neighborhood. West of Madison, larger Denver Squares prevail. High rises dominate the western edge of the neighborhood adjacent to East High.



### BLOCK PATTERN

City Park (south) has a standard, cardinal urban block pattern with north-south alleys. Continuous through-streets include 17<sup>th</sup> Avenue and Colfax going east-west and York/Josephine and Colorado going north-south on the far edges of the neighborhoods. This leaves many quiet residential streets in between York and Colorado and 17<sup>th</sup> and Colfax Avenues, however, 17<sup>th</sup> and Colfax are both busy streets and difficult to cross to get to the neighborhood amenities of City Park, multiple cultural facilities, and the many services on Colfax.



### EDGES, BARRIERS, GATEWAYS, AND VIEWS

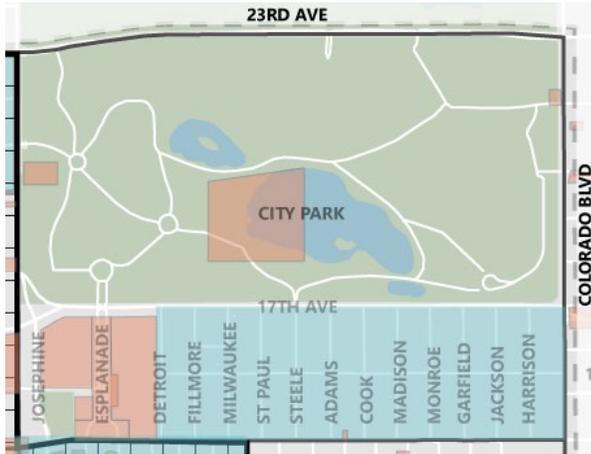
In the City Park neighborhood, 17<sup>th</sup> Avenue, York Street, and Colorado Boulevard, as well as 23<sup>rd</sup> Avenue, are all barriers – very busy streets that are difficult to cross. Other neighborhood “edges” include: Colfax, Milwaukee, City Park Esplanade and Detroit. 17th Ave. is a real barrier between the neighborhood and it's major asset - City Park - particularly at the eastern portion of the neighborhood.

The zoo is also closed off and creates a barrier around itself.

The City Park Mountain View Ordinance originates at the western terrace of the Museum of Nature and Science.



## HISTORIC RESOURCES



-  Protected by Landmark Designation
-  Areas surveyed by Discover Denver
-  Identified Areas of Significance (Discover Denver, as of February, 2019)
-  Other Identified Areas of Significance



## LANDMARK DESIGNATION

City Park includes two landmark districts:

- **City Park Esplanade;** (which includes East High School) and
- **City Park Pavilion;**

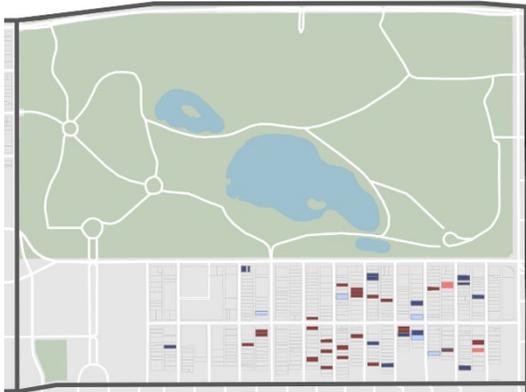
Individual landmarked buildings are also shown.

## AREAS OF SIGNIFICANCE

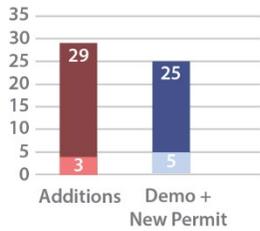
Discover Denver has not yet surveyed City Park. However, based on the analysis (91% of structures are more than 50 years old) and unique condition of the neighborhood only being two blocks wide, it is especially vulnerable to change. As seen on the following page, 11% of structures have been modified or demolished in the past 10 years. As part of the East Central Area Plan, it is the team's recommendation that this neighborhood be surveyed and determined if it is eligible for landmark designation. A conservation district is also an option for maintaining character.



## RECENT PERMITTING IN RESIDENTIAL ZONES



There have been (29) additions and (25) new builds in the past 10 years (2008-18) in City Park within TU and MU zone districts according to Denver’s Assessor’s Data. This equates to a total of 11% change in structures – the most percentage of change of any neighborhood in the East Central Area.



**11%**  
Residential Properties Modified  
Past 10 Years

\*out of approx. 510 properties

Map of SU, TU, and MU Zoned Recent Construction



Photos of recent construction in City Park

## CITY PARK - UNIQUE FEATURES AND KEY TAKEAWAYS

### LAND USE AND DEVELOPMENT:

- **There is an even mix between multi-unit and single-unit residential** and the neighborhood is zoned for two-units and up.
- The **Bluebird District** offers a strong mixed-use destination for the neighborhood within walking distance.
- There is real concern about **new development encroaching on the neighborhood** and the vulnerability due to it's narrowness (only 2 blocks deep by 12 blocks long) and the **degradation of historic character** in new construction (84% were built prior to 1954.) Small bungalows at the eastern end of the neighborhood are vulnerable to being scraped for duplexes given the U-TU-B zoning.
- **York St. and Colorado Blvd. are minor commercial corridors in the neighborhood.**
  - Commercial development on this portion of York St. is primarily office and service uses, rather than the retail or restaurant uses that are commonly found on Colfax. These commercial uses sometimes occupy buildings that were originally residences.
  - The section of Colorado Blvd. in City Park possesses auto-oriented development. This commercial development is being replaced by mixed-use and residential development.
- From the community workshop (Congress Park and City Park combined), **top priorities for improving mixed use and multi-unit development** included: Materials (19); Height (15); and Quality (15)
- From the community workshop (Congress Park and City Park combined), **top priorities for improving single-unit and two-unit development** included: Height (17); Mass and Scale (17); and Materials (16)

### PUBLIC REALM:

- **54% of land in the neighborhood is City Park and Denver Zoo.**
- **17<sup>th</sup> Avenue is a barrier to getting to City Park and needs solutions.**
- **16<sup>th</sup> Avenue is a quiet street** lined by houses with character.
- Most streets are disconnected, due to the park, which makes **quiet residential streets in an urban setting**, however the **edges of the neighborhood** – primarily Colfax, 17<sup>th</sup> and Colorado – **are loud, busy streets.**
- **City Park has the only Farmer's Market in the plan area** at the City Park Esplanade on Sundays in the summer months.

### ISSUES, DRIVERS AND BARRIERS:

- **Issue: New development is affecting neighborhood character.**
  - **Statistics:** Of the six neighborhoods, City Park has the **highest percentage of permitting** (new construction or additions make up 11%).
  - **Driver:** As a very desirable neighborhood to live, many homes are being scraped or modified to accommodate higher incomes and larger families. Existing zoning allowances are very permissive and serve as an incentive to redevelop in this hot market within this highly desired neighborhood. Further, most of the neighborhood is zoned for two units, making incoming (expensive) duplexes more prominent.
  - **Barrier:** modifying base zoning standards as they exist today may be controversial due to some seeing them as “restricting property rights” even though 10 years ago, the rules were different/more strict.

- **Notes:** There is also fear that new development along Colfax will encroach into the neighborhood and “squeeze” and shade the very narrow neighborhood. This is speculation based on existing zoning allowances and future BRT construction.
- **Issue: 17<sup>th</sup> Avenue is a barrier.**
  - **Driver:** 17<sup>th</sup> Avenue is a primary thoroughfare into and out of the city, carrying heavy traffic. It separates City Park neighborhood from Denver’s largest park and major destinations.
  - **Barrier:** There is a half-mile gap between pedestrian crossings at Steele and Colorado Boulevard. This area experiences a lot of pedestrian traffic and yet the lack of crossings and signals allows cars to drive faster.

# CONGRESS PARK NEIGHBORHOOD DIAGNOSTIC

## EXISTING RESIDENTIAL CHARACTERISTICS

### LOT SIZE

**Small-medium lot sizes** – 54% of residential and mixed use lots are less than 5,000 SF and 42% are between 5,000 and 10,000 SF. Smaller lots are between Colfax and 10<sup>th</sup> Avenues.

### BUILDING COVERAGE

**Medium building coverage** – 52.5% of residential and mixed use lots are between 37.5% and 50% covered by buildings. 28% are less than 37.5% covered.

### BUILDING SIZE

**Small-medium buildings** – 74.5% of residential and mixed use lots have buildings are between 1,000 to 3,000 SF.

### BUILDING HEIGHT

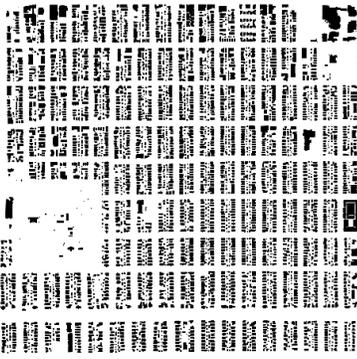
**Primarily 2-3 story buildings** – 92% of purely residential buildings are between 17-35 feet (or 2-3-stories) – 62% of which are less than 27 feet tall.

### ERA OF CONSTRUCTION

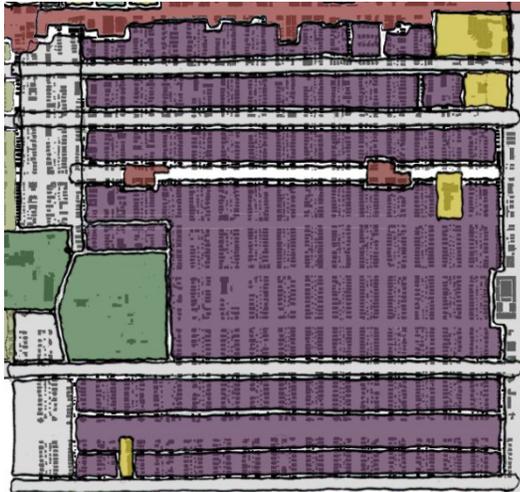
**Historic** – 88% were built before 1945 (94% are more than 50 years old); 4% built in the last 20 years.

### EXISTING LAND USE

**Primarily Single Unit Residential** – 61% single unit residential; 16% multi-unit residential; 8% is public or quasi-public; 5% is two-unit.



## NEIGHBORHOOD CHARACTER ANALYSIS



### SUBAREAS

The green bubbles highlight Congress Park and Denver Botanic Gardens. Yellow bubbles indicate Teller Elementary School and National Jewish hospital properties. The red indicates a subarea for the Colfax corridor.

The purple and gray bubbles indicate other subareas within Congress Park. The purple subareas are formed around quiet streets. The eastern side of the neighborhood is populated with a greater number of bungalows. The gray subareas formed around streets with heavy traffic include Colorado Boulevard which has traditionally collected higher densities, but is largely constrained to a half block depth. 7th Ave Parkway is a unique subarea within the neighborhood.



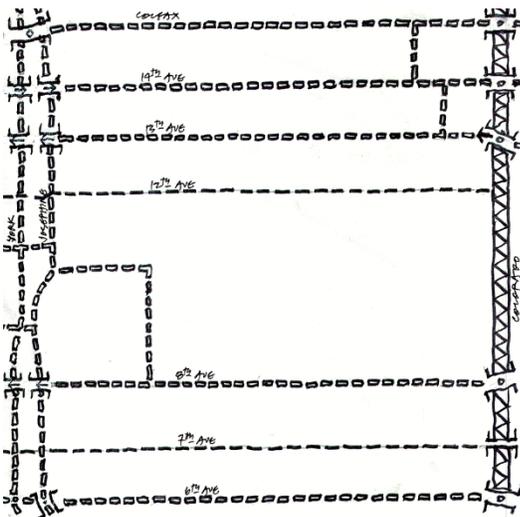
### BLOCK PATTERN

Congress Park has a standard, cardinal urban block pattern with north-south alleys. The following one-way couplets exist in the neighborhood:

- 13<sup>th</sup>/14<sup>th</sup> (east-west);
- 6<sup>th</sup>/8<sup>th</sup> (east-west); and
- York/Josephine (north/south)

Other through-streets include Colfax Avenue (east-west) and Colorado Boulevard (north-south).

In between these busier streets are quiet, disconnected neighborhood streets which make for a pleasant residential setting. 12th Avenue is a wide street with low traffic, but due to its width, bus routes and the commercial nodes along it, functions as a center to the neighborhood.



### EDGES, BARRIERS & GATEWAYS

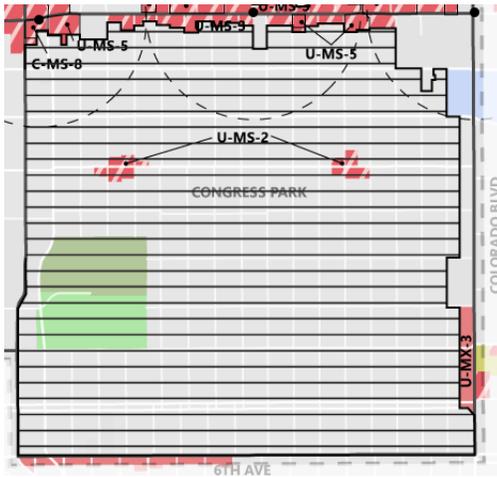
The only major barrier in Congress Park is Colorado Boulevard. Other “edges” include the east-west one-way pairs and York and Josephine one-ways.

# EXISTING ZONING AND VIEW PLANE ORDINANCES

## MIXED USE ZONING

Mixed use zoning exists along Colfax Avenue and at neighborhood nodes along 12<sup>th</sup> Avenue. Allowable heights include two stories (30'), three stories (35'), five stories (70'), and eight (110') at corner of Colfax and York/Josephine.

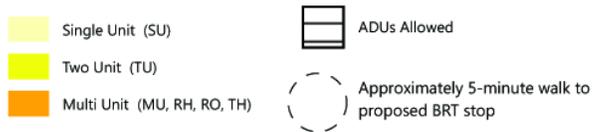
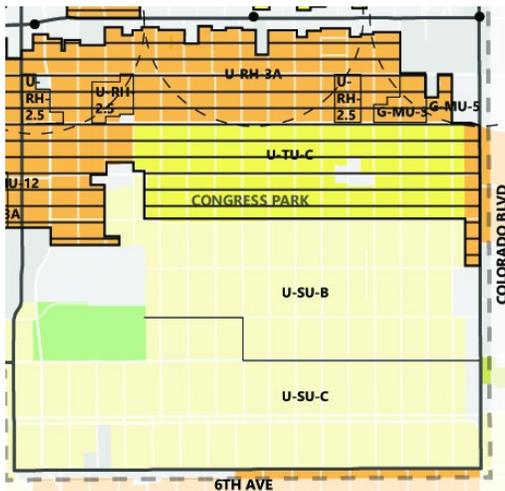
The hatched area (all residential zones) is considered a "Protected District."



## RESIDENTIAL ZONING

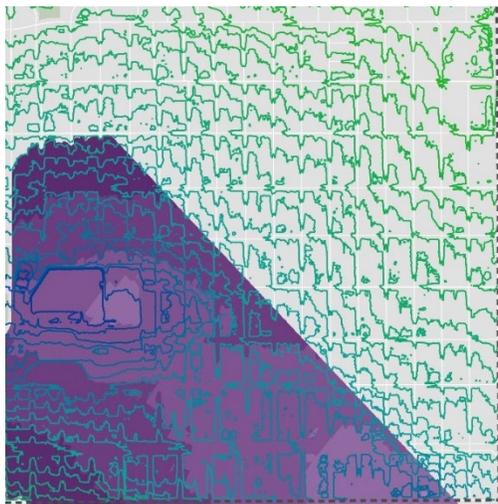
Congress Park has a mix of SU (Single Unit), TU (Two Unit), RH (Rowhouse), and MU (Multi-Unit) zoning. Allowable building heights include 2.5 stories (30'), three stories (35'), and a pocket of five stories (70') in G-MU-5 areas. The U-TU-C and U-SU-B designations allow 2.5 stories (30').

All TU and MU zoned areas currently allow ADUs (approximately north of 11<sup>th</sup> Avenue).

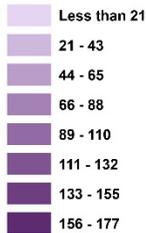


## CRANMER PARK VIEW ORDINANCE

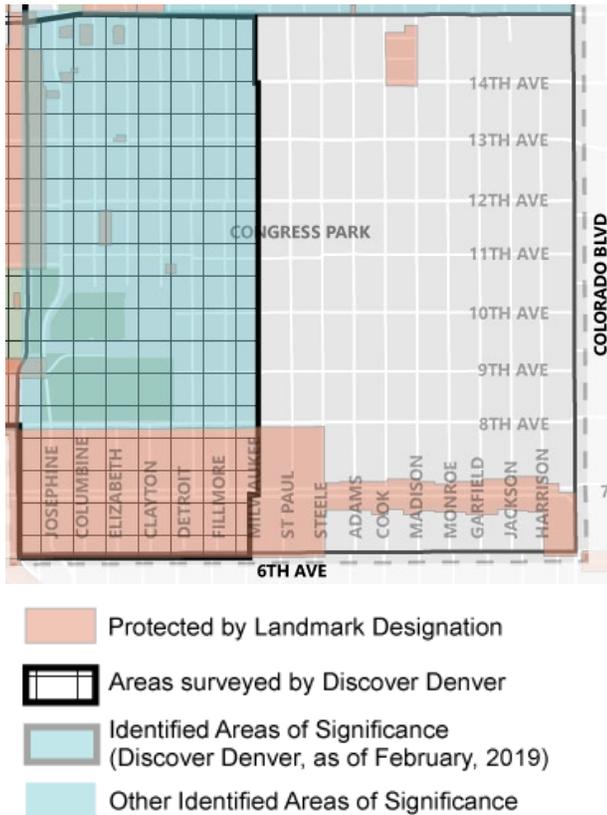
The southwestern portion of Congress Park is protected with the Cranmer Park View Ordinance. The zoning height limits are more restrictive than the view plane.



### Allowable Height (ft)



## HISTORIC RESOURCES



## LANDMARK DESIGNATION

The southern portion of Congress Park and edge along York/Josephine as well as a small block south of Colfax are included within a landmark district. They include:

- **Wyman Historic District** (York/Josephine);
- **East 7<sup>th</sup> Avenue Historic District** (south); and
- **Snell's Subdivision Historic District** (block south of Colfax)

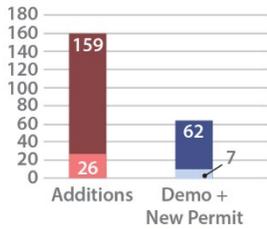
Individual landmarked buildings are also shown.

## AREAS OF SIGNIFICANCE

Discover Denver has surveyed the western half of Congress Park (west of Milwaukee). As of February 2019, they are still analyzing data. This particular area, due to the amount of individual landmarked buildings and historic character of the neighborhood (94% of structures are more than 50 years old), it is the team's recommendation that this part of the neighborhood be considered for landmark designation or conservation overlay district.

## RECENT CONSTRUCTION IN RESIDENTIAL ZONES

There have been (159) additions and (62) new builds in the past 10 years (2008-18) in City Park within TU and MU zone districts according to Denver's Assessor's Data. This equates to a total of 8% change in structures – the second most of any neighborhood in the East Central Area behind City Park (which is a much smaller area). Congress Park has, by far, the most recent permit numbers.



\*out of approx. 2,920 properties

**8%**  
Residential Properties Modified  
Past 10 Years

Map of SU, TU, and MU Zoned Recent Construction



Photos of recent construction in Congress Park

## CONGRESS PARK - UNIQUE FEATURES AND KEY TAKEAWAYS

### LAND USE AND DEVELOPMENT:

- **Congress Park has three primary residential areas:**
  - **13<sup>th</sup> to Colfax** is an area where more **multi-unit buildings** exist. 13<sup>th</sup> and 14<sup>th</sup> are busy one-way streets, but many **buildings front onto them. Lot coverage and building sizes are higher** than anywhere else in the neighborhood.
  - **Between 13<sup>th</sup> and 8<sup>th</sup>** is **primarily single unit with some duplexes. Buildings face named streets and are accessed via north-south alleys.** The northern half of this area is zoned for two-unit and the southern half is zoned single-unit.
  - **Between 6<sup>th</sup> and 8<sup>th</sup> (one-way couplets) are larger single family homes and lots. 7<sup>th</sup> Avenue is unique** because it is a historic parkway and most buildings front onto it. It is also a historic district.
- There are a few **unique blocks and buildings** in the neighborhood:
  - Between Colfax and 14<sup>th</sup> and Cook and Madison Streets are **Colfax A and B Places**. These blocks are unique in that the buildings are oriented east-west instead of north-south like the rest of the neighborhood. This is also a historic district.
  - A block between 7<sup>th</sup> and 8<sup>th</sup> and Clayton and Detroit has a **central green area** in the middle of the block with alleys surrounding it to access the homes. This is due to the grid being offset because of the park.
  - An **old firehouse** (name?) at 11<sup>th</sup> and Clayton is rotated 45-degrees and has been converted to a single family home.
  - A **former school** (name?) at 12<sup>th</sup> and Columbine has been **converted into condominiums**.
  - An **electric substation** sits along 13<sup>th</sup> between Jackson and Harrison.
  - A **Denver Water facility** is just north of Congress Park. Some residential streets dead-end at the facility.
- There are two cherished **neighborhood commercial nodes along 12<sup>th</sup> Avenue at Elizabeth and Madison**.
  - Other small-scale commercial development is interspersed along 12<sup>th</sup> Avenue throughout the neighborhood.
- Another node at **7<sup>th</sup> to 9<sup>th</sup> and Colorado Boulevard** also includes neighborhood-serving restaurants and businesses.
  - The development in this node is of low scale (1 story) and is a blend of auto-oriented development and commercial development that is more urban in appearance.
- Colfax Avenue in Congress Park includes the **Greek District** and **Bluebird District**.
- From the community workshop (Congress Park and City Park combined), **top priorities for improving mixed use and multi-unit development** included: Materials (19); Height (15); and Quality (15)
- From the community workshop (Congress Park and City Park combined), **top priorities for improving single-unit and two-unit development** included: Height (17); Mass and Scale (17); and Materials (16)
  - From the comments received from the neighborhood workshop, the neighborhood is experiencing a large number of scrape-offs with inappropriately designed large new houses and duplexes.

## **PUBLIC REALM:**

- There are two **community gardens** in the neighborhood – one at 13<sup>th</sup> & Colorado and one at the Denver Water facility north of Congress Park.
- **Congress Park** has an outdoor pool, tennis courts, soccer fields, playground and baseball field but not many upgrades have occurred since 1955 when the pool was built.

## **ISSUES, DRIVERS AND BARRIERS:**

- **Issue: New development is affecting neighborhood character.**
  - **Statistics:** Of the six neighborhoods, Congress Park has the **second highest percentage of permitting** (new construction or additions make up 8%).
  - **Driver:** As a very desirable neighborhood to live, many homes are being scraped or modified to accommodate higher incomes and larger families. Existing zoning allowances are very permissive and serve as an incentive to redevelop in this hot market within this highly desired neighborhood.
  - **Barrier:** modifying base zoning standards as they exist today may be controversial due to some seeing them as “restricting property rights” even though 10 years ago, the rules were different/more strict.
- **Issue: Colorado Blvd. is a barrier.**
  - **Driver:** Colorado Blvd. is a major arterial in Denver carrying lots of traffic with few places to safely cross as a pedestrian. It is also identified in Denver Moves as a future high capacity transit corridor. The new “9Co” redevelopment will become a major destination for residents of Congress Park, and while it is walkable to a lot of the neighborhood, the nature of Colorado Boulevard will likely deter walking unless remedied.
  - **Barrier:** The function of the street today is focused on moving cars efficiently. As this plan and others move the vision of Colorado Boulevard toward a more transit-served and pedestrian-friendly street, this opportunity to connect Congress Park with 9Co should get better. This plan should recommend clear strategies for improving intersections in the short and long-term.

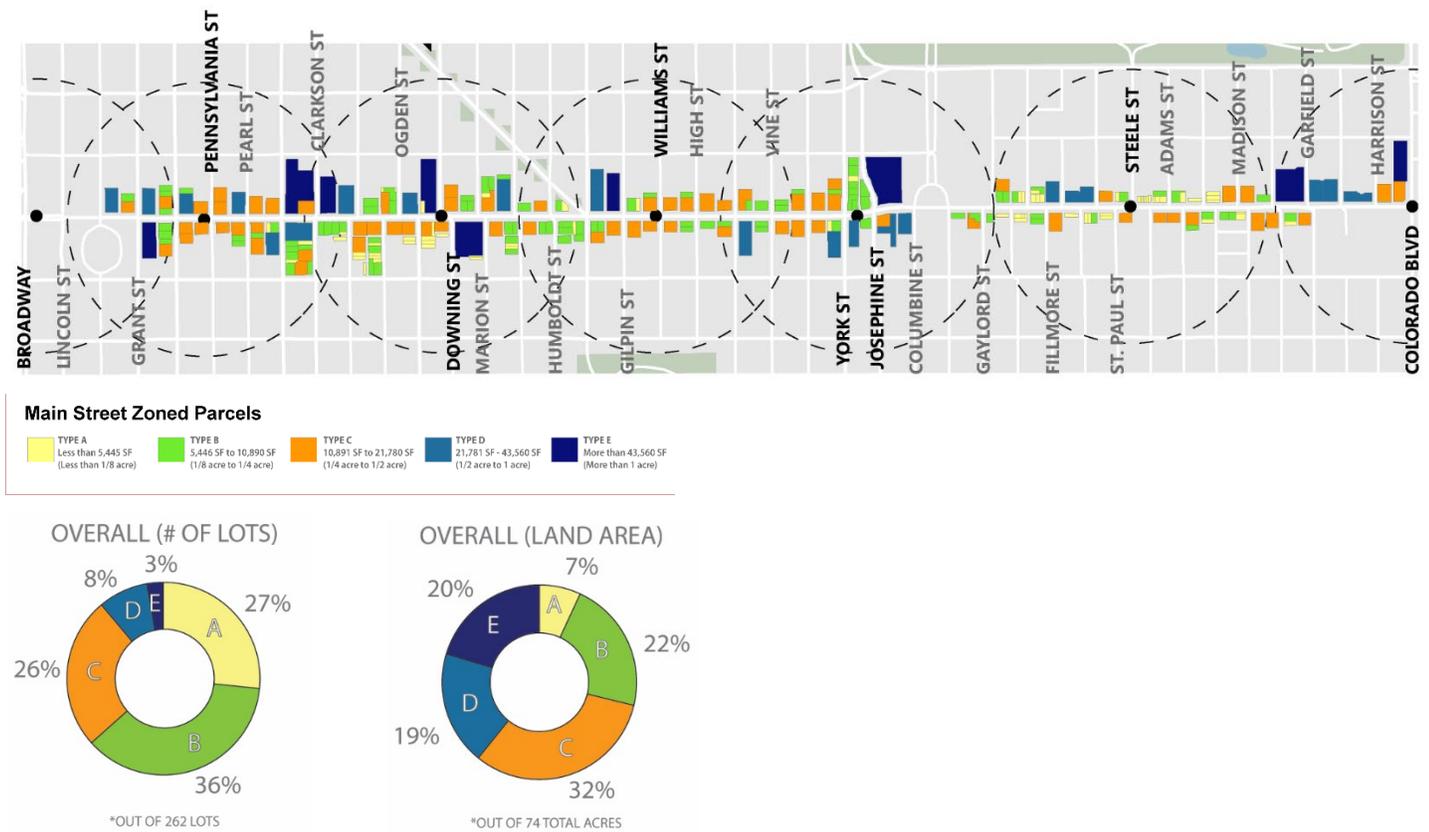
## Colfax corridor lot types

### Lot type breakdown

The following lot types were mapped for all Main Street (MS) zoned parcels along the corridor:

- LOT TYPE 'A' (Very Small) = less than 5,445 square feet (or 1/8 acre)
- LOT TYPE 'B' (Small) = 5,446 – 10,890 square feet (1/8 to 1/4 acre)
- LOT TYPE 'C' (Medium) = 10,891 – 21,780 square feet (1/4 to 1/2 acre)
- LOT TYPE 'D' (Medium-Large) = 21,781 – 43,560 square feet (1/2 to 1 acre)
- LOT TYPE 'E' (Large) = larger than 43,560 square feet (or more than 1 acre)

**Figure 4.2-1.**  
**East Central MS Zoned Lot Types and Breakdown**



Source: 2019 GIS, OV Consulting, Studio Seed

Source: 2019 GIS, OV Consulting, Studio Seed

### Findings

- Of the 262 lots (74 acres) in the East Central Area, 63 percent of properties (29% land area) are very small to small which may prove to be difficult to redevelop without being assembled. Another 26

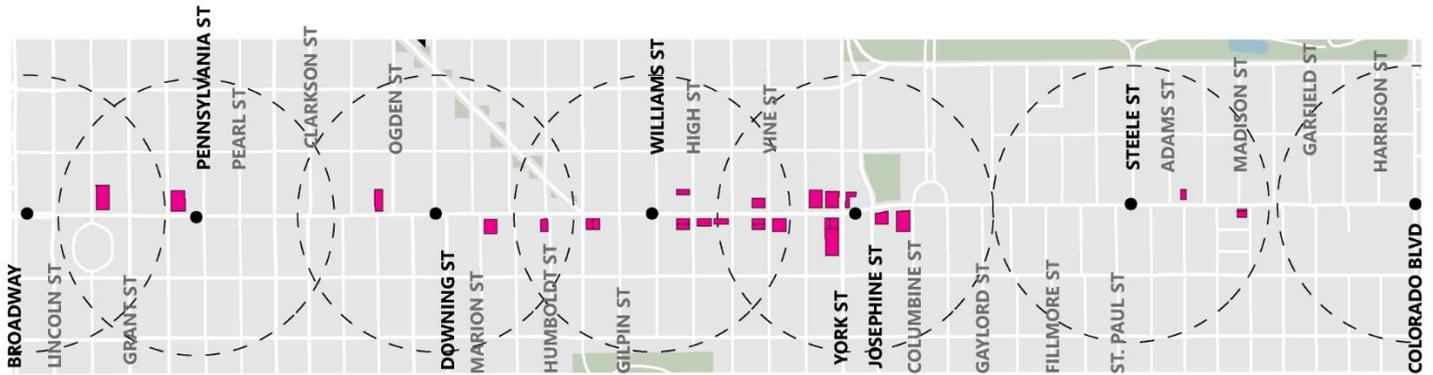
percent (32% land area) are medium, and 11 percent (39% lane area) are medium-large to large properties.

### Properties not likely to redevelop

#### Historic properties

Of the 262 properties in East Central, 28 are protected by Historic Landmark Designation status (as individual landmarks or by inclusion in a historic district):

**Figure 4.2-2.**  
**East Central MS Zoned Historically Designated Properties**

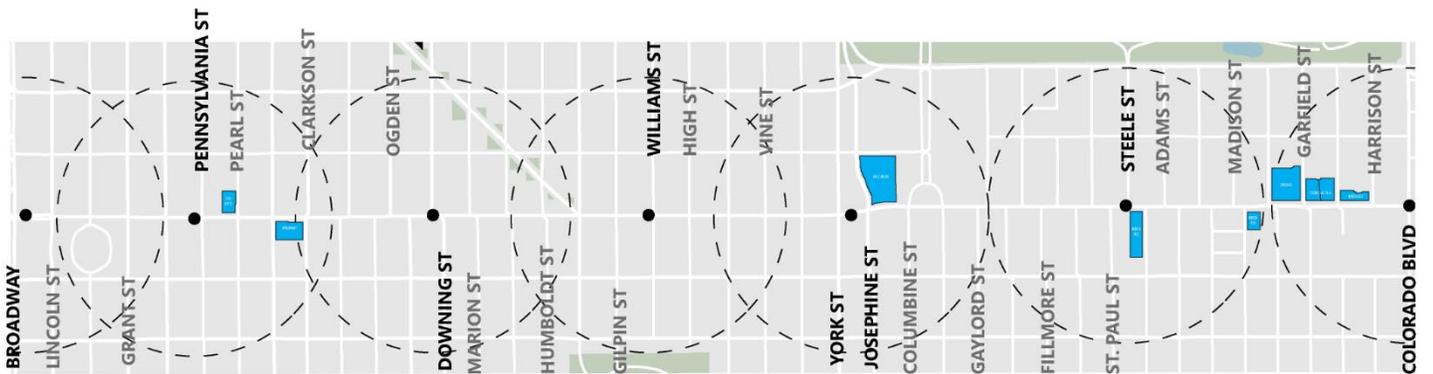


Source: 2019, Studio Seed

#### Substantial new construction

Of the 262 properties in East Central, 9 are considered “substantial new construction,” which is defined as buildings constructed in the past 10 years that are more than one-story, or significant neighborhood-serving uses (Sprouts grocery store; Argonaut liquor store).

**Figure 4.2-3.**  
**East Central MS Zoned Substantial New Construction**

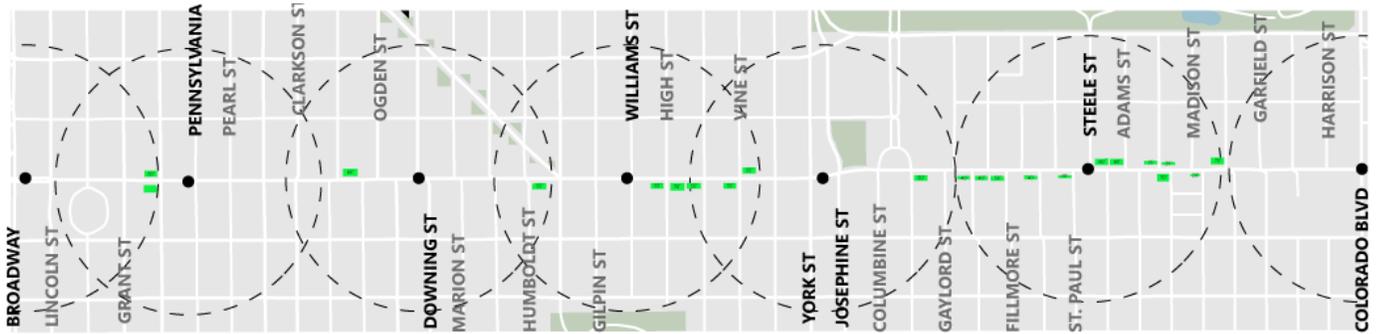


Source: 2019, Studio Seed

### Very Narrow

Of the 262 properties in East Central, 30 are considered “very narrow,” which has been defined as lots that are fronting Colfax Avenue and less than 75 feet deep when measured parallel to Colfax.

**Figure 4.2-4.**  
**East Area MS Zoned Properties that are Very Narrow**



Source: 2019, Studio Seed

### **Adaptive reuse candidates**

For the purposes of the analysis phase, some adaptive reuse candidates were identified. These were used during community engagement to get the community’s feedback on how important it is to save some of these non-Landmark structures. The criteria used for mapping of adaptive reuse candidates included the building meeting at least 2 of the following questions:

- **Is the building architecturally significant** – i.e. might it qualify for being a historic landmark (designed by well-known architect of the time, architectural details and style is significant to the history of the place, etc.)
- **Does the building have architectural integrity and have good urban form** – i.e. it doesn’t appear to have significant structural damage and is oriented to the sidewalk with windows and doors?
- **Could the building/architecture contribute to the history of Colfax** – i.e. is it from an important era in the history of Colfax (Victorian homes from late 1800s, early 1900s commercial expansion, 1950-60s “highway” era)?
- **Is the building providing affordable space** – i.e. smaller commercial and residential units that if otherwise were new construction would be unaffordable to most existing users?

### Adaptive reuse candidates

Of the 262 properties in East Central, 44 are considered “adaptive reuse candidates”. Of these 44 properties, 33 are located on very small to small sites (dark orange), which will be most difficult to redevelop anyway and 11 are located on medium size sites (light orange), which could potentially mean they are more at risk of redeveloping due to the size of their lots.

**Figure 4.2-5.**  
**East Central MS Zoned Properties with Adaptive Reuse Potential**

Source: 2019, Studio Seed



**Maximum development potential per lot type and zone district**

In order to maintain realistic calculations, a “sketch test” for Lot Types A, B, and C were completed to understand how much development could physically be achieved on each lot type under Main Street (MS) zoning. A maximum FAR was then assigned for each lot type *per zone district*. For lot types D and E, the maximum FAR was determined by looking at example recent developments that reached their height limits. The following FAR estimates were used:

	Max FAR (MS-3)	Max FAR (MS-5)	Max FAR (MS-8)
<b>Lot Type A</b>	<b>1.8</b>	<b>2.5*</b>	<b>2.5*</b>
<b>Lot Type B</b>	<b>1.7</b>	<b>2.0*</b>	<b>2.0*</b>
<b>Lot Type C</b>	<b>1.5</b>	<b>2.5</b>	<b>4.4</b>
<b>Lot Type D</b>	<b>1.5</b>	<b>3.0</b>	<b>5.0</b>
<b>Lot Type E</b>	<b>1.5</b>	<b>3.0</b>	<b>5.0</b>

*\*Due to lot size constraints, the maximum potential on Lot Type A is a 3-story structure and 4-stories for Lot Type B. Therefore, the FAR for MS-5 and -8 are the same.*

Existing zoning and allowable heights are shown in Figure 4.2-6:

**Figure 4.2-6.**  
**East Central MS Zoning and Allowable Heights**



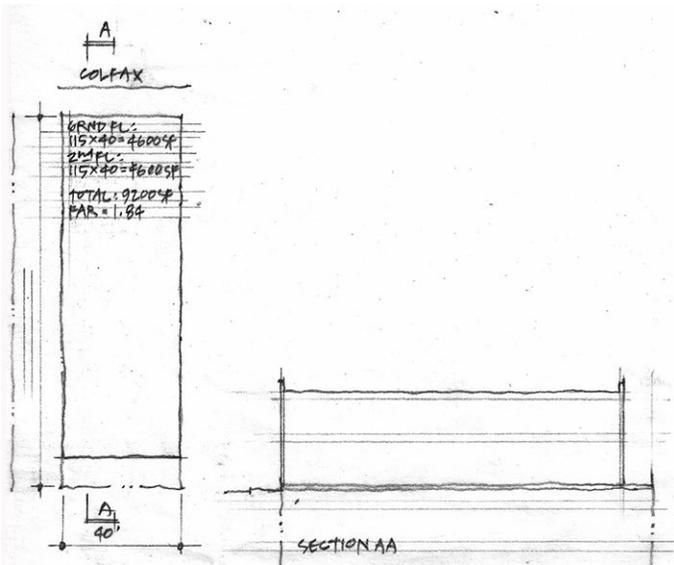
Source: 2019, Studio Seed

Lot type 'A' yield

Example A.1 – 2-story Mixed Use Commercial (FAR = 1.8)

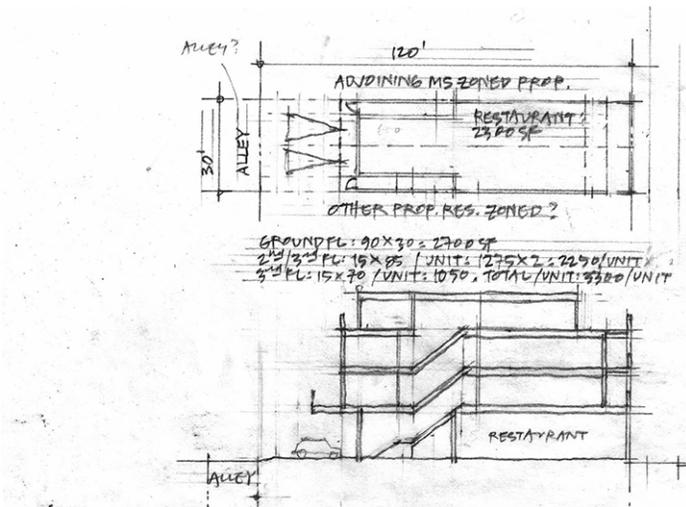
This example yields a 4,600 SF first floor (retail/restaurant) with a 4,600 SF 2<sup>nd</sup> floor (office) on a 40'x125' size lot. Parking is exempt using current allowance under 6,250 SF with a maximum of 2 stories.

\*Note: when adjacent to a protected district, the FAR is 1.5 due to upper floor stepback requirement.



Example A.2 – 4-story Mixed Use Residential (FAR = 2.5)

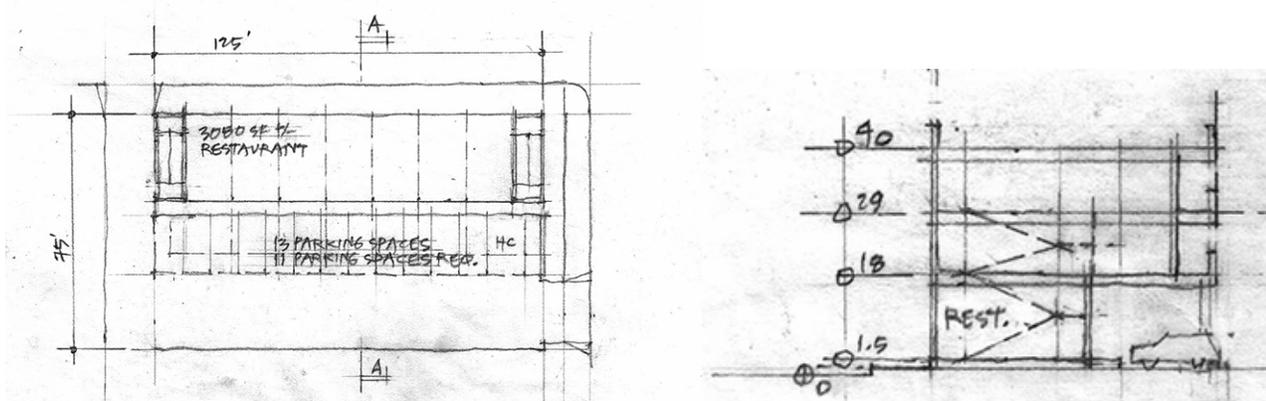
This example yields a 4-story building with a 2,300 SF first floor (retail/restaurant) and (6) residential units on a 40'x125' size lot. Parking is "tucked under" along the alley.



Lot type 'B' yield

Example B.1 – 3-story Mixed Use Commercial (FAR = 1.7)

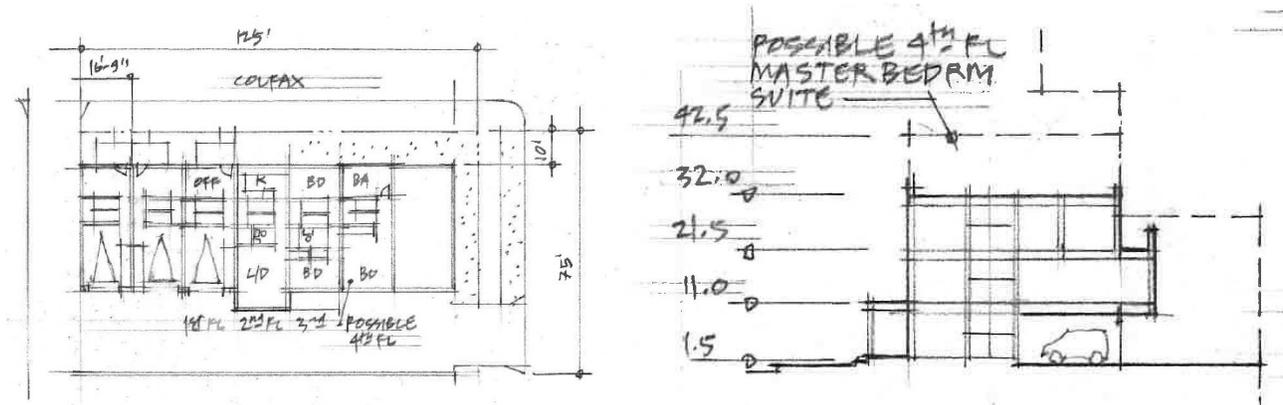
This example yields a 3-story building with approximately 3,000 SF ground floor (retail/restaurant) and 2 floors of apartments, yielding 14 units at approximately 675 SF each. Parking is provided “tucked under” the upper two floors. No parking is provided for retail/restaurant and the apartments are parked per code with two extra spaces.



Example B.2 – 3-story Mixed Use Residential (FAR = 2.0)

This example yields (7) side-by-side 3-bedroom rowhouses with small first-floor in-home offices (330 SF) on the ground floor.

\*Note: when NOT adjacent to a protected district, the FAR is 2.3.



Lot type 'C' yield

Example C.1 – 8-story Mixed Use Commercial (FAR = 4.4)

This example yields an 8-story building with 3,600 SF ground floor (retail/restaurant) and 7 floors of commercial office at 73,000 SF total. Parking is provided with an above grade structure with “speed ramp” (i.e. floors do not slope).

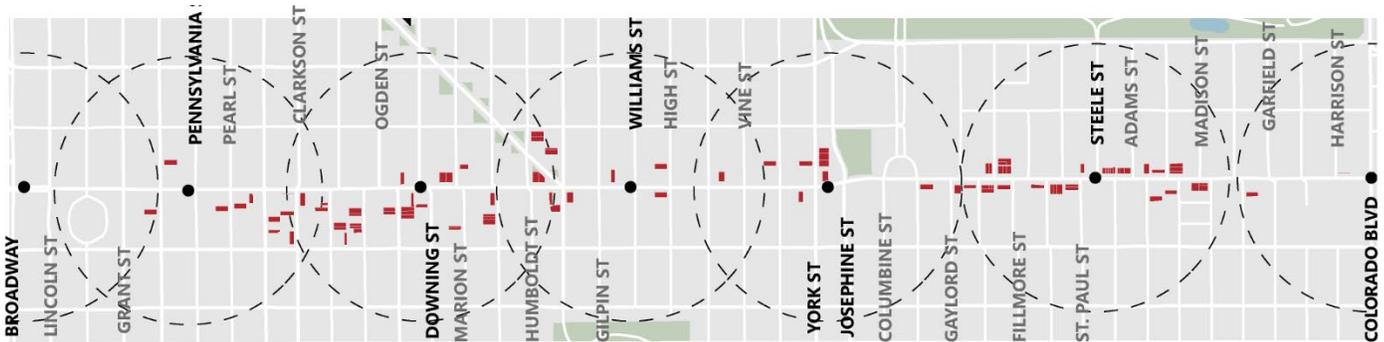


## Findings

- Utilizing the 6,250 SF parking exemption is very useful for Lot Type A. Without it, yields would be much lower.
- A 3-story mixed use building on Lot Type A and B is feasible and can be surface parked (tuck-under) as long as the lot is 75' deep (or more). Anything narrower will have a hard time providing access, parking, and building frontage along Colfax, and therefore has been tagged as "not likely" to redevelop. Structured parking (above or below) is unlikely due to the size of lots and development yields. These "very narrow" properties are most likely to be assembled with nearby properties to make them developable.
- An 8-story (or taller) mixed use building on Lot Type C is technically possible with structured parking – underground, partial underground, or above-grade with speed ramp and no-sloping floors, which could easily transition to office or residential space in the future if parking is not needed. However, when adjacent to a protected district, lot depths need to be more generous.
- Many lots may be "over-zoned" and could be causing unnecessary speculation of land value:
  - Lot Types A and B will feasibly only result in a 2-3 story building. However, 88 lots (out of 262) of this type in East Central are zoned for 5 and 8 stories. These properties will most likely be targeted for assemblage.
  - Lot Type C, while feasible to reach 8-stories with structured parking, it could prove challenging to implement. There are 23 (out of 262) lot types 'C' currently zoned for 8 stories.
- Lot types A, B, and potentially C will likely be surface parked, "tuck-under" parked, or have no off-street parking (using small lot exemption). On lots that are 100+ feet deep, a small parking structure with speed ramp is possible while still having active ground floor uses along Colfax sidewalks. However, there are no built examples of this type of structure. Rather, the only built example of a Lot Type C with 5-stories is on West Colfax – a studio unit project with tuck-under parking of 40 total spaces (less than 1 per unit.)
- All of these studies assume that the Denver Public Works Department's R.O.W standards for increased sidewalk (to 21 feet from curb to property line) and alley widths (to 24 feet) would be abrogated through successful variance procedures. If these variances were not successful, both lot types A and B could be largely undevelopable if reduced to less than 75 feet deep, and Type C's yield could be significantly reduced.
- For the smaller lot types A and B, the larger FARs are generated mainly by residential mixed use projects with no commercial above the first floor.

Note: The sketch studies are conceptual only. Detailed design could create development yields both larger or smaller depending on zoning and building code determinations.

**Figure 4.2-7.**  
**East Central Lots 6,250 SF or Less**



**Recent colfax corridor development case studies**

Case studies of recent development (past 10 years) was also examined to understand what is being implemented under current zoning. The following table is a list of recent construction in the study area:

**Figure 4.2-8.**  
**East Central Recent Development on Colfax Statistics**

**EAST CENTRAL - RECENT DEVELOPMENT ON COLFAX STATS**

Address	Name/Business	Status	Zone District	Lot Size	Building Size	Parking Count	Overall Height	# stories	FAR	Parking Ratio (1 space per X SF)
1501 N Colorado Blvd	Conoco Gas Station	Recorded	MS-3	21515	1808	17	22	1	0.08	106
3805 E Colfax Ave	Mixed Use Commercial	Recorded	U-MS-3	23545	12400	25	37	2	0.53	496
3705 E Colfax Ave	Strip Retail (Chic-Fil-A)	Recorded	U-MS-3	55543	10680	49	33'	1	0.19	218
2401 E Colfax Ave	Carla Madison Rec Center	Recorded	C-MS-8	124041	70365	130	75	5	0.57	541
2526 E Colfax Ave	Tattered Cover	Recorded	C-MU-10 WVRS	67172	57675	226	56	4	0.86	255
2424 E Colfax Ave	Garage attached to Maaco	Recorded	U-MS-5	36635	25222	112	15	1	0.69	225
2341 E Colfax Ave	Seven Eleven	Recorded	C-MS-5	10079	2638	13	26	1	0.26	203
2205 E Colfax Ave	Strip Retail adaptive reuse	Recorded	C-MS-5	21759	8535	31	20	1	0.39	275
1975 E Colfax Ave	Seven Eleven	Recorded	C-MS-5	13306	2986	8	16	1	0.22	373
1535 High St	The Gathering Place	Recorded	C-MS-5/G-RO-3	18750	30444	17	57	3	1.62	1791
1680 E Colfax Ave	Burger King	Recorded	C-MS-8	16667	2699	15	17	1	0.16	180
1617 E Colfax Ave	First Bank	Recorded	C-MS-8	28218	5963	27	24	1	0.21	221
700 + 760 E Colfax Ave	Argonaut + Slice Works	Recorded	C-MS-8	63837	63363	98	31	1	0.99	647
505 E Colfax Ave	McDonalds	Recorded	C-MS-8	31625	4288	29	18	1	0.14	147.86
1450 N Washington Ave	Transitional Housing by Argonaut	Recorded	C-MS-8	9900	44608	13	74	6	4.51	3431

TOTALS BY LOT TYPE	# LOTS	15	ZONE DISTRICT	AVG. FAR	ALLOW. HT.	TALLEST
Type A (Less than 5445)	0	0%	MS-8	1.1	110'	75'
Type B (5446 - 10,890)	2	13%	MS-5	0.64	70'	57'
Type C (10,891 - 21,780)	5	33%	MS-3	0.27	38'/45'	37'
Type D (21,781 - 43,560)	4	27%	OVERALL	0.76		
Type E (43,561+)	4	27%				

*Findings*

In general, recent development has not maximized zoning allowances and has resulted in low intensity uses. Other facts include:

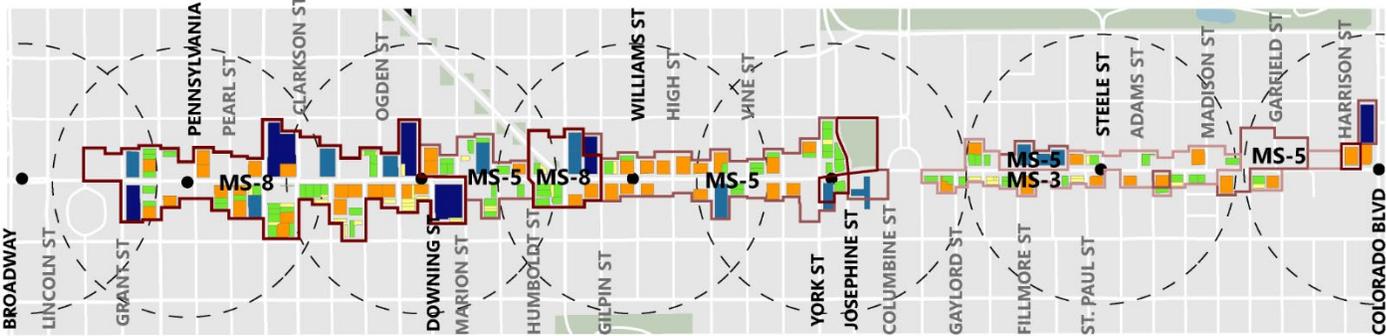
- 87% of redevelopment has occurred on Lot Types C, D, and E.

- Recent development has an average of only 0.76 FAR.
- Properties along Colfax Avenue in MS-8 and MS-5 have not reached maximum height allowance. One project in MS-3 came close (still 2-story building).
- The 2-story mixed use project (Colfax/Jackson) achieved a feasible pro forma from keeping the 2<sup>nd</sup> floor under 3,000 square feet (so no elevator was necessary).
- Many of these properties could be considered “auto-oriented” uses (gas stations, Seven Eleven, fast food, etc.) which does not match the vision for East Colfax Avenue as a “main street”. Additionally, a few new buildings are drive thru building forms, which are only restricted within 0.25 miles of the outer boundary of a Rail Station Platform (not enhanced transit).

**East central zoning capacity and growth projections**

The zoning capacity for East Colfax ‘MS’ zoned properties is calculated for the following “properties with development potential” which are defined by those identified as: not historic, not recent substantial development, not adaptive reuse candidates, and not very narrow lots. These estimates replace any existing square footage of development that is currently on that land.

**Figure 4.2-9.**  
**East Central MS Zoned Remaining Properties with Development Potential**



Source: 2019, Studio Seed

The calculations include the following:

- **Colfax Avenue Growth Projections** – based on growth projections for all centers and corridors in East Central, the team then calculated the percentage of Colfax ‘MS’ zoned land to arrive at a growth projection range (low to high) for this area.
- **Colfax Avenue Zoning Capacity (Low)** – the low end of zoning capacity analysis uses an average FAR of recent construction, which has largely not met the maximum capacity allowed;
- **Colfax Avenue Zoning Capacity (High)** – the high end of zoning capacity analysis uses the assigned FARs from page 7, which essentially maxes out existing allowances.

COLFAX AVE GROWTH PROJECTIONS (LOW)	COLFAX AVE GROWTH PROJECTIONS (HIGH)	COLFAX AVENUE ZONING CAPACITY (LOW)	COLFAX AVENUE ZONING CAPACITY (HIGH)
-------------------------------------	--------------------------------------	-------------------------------------	--------------------------------------

1,700 households (1,054,000 SF) 2,500 jobs (525,000 SF) <b>Total = 1,579,000 SF</b>	2,200 households (1,364,000 SF) 3,300 jobs (693,000 SF) <b>Total SF = 2,057,000 SF</b>	<b>Total SF = 3,301,833 SF**</b>	<b>Total SF = 7,250,000 SF</b>
---	--	----------------------------------	--------------------------------

\*Assumes average of 210 SF per job and 620 SF per household.

\*\*Low capacity determined by assigning: 0.5 FAR to MS-3; 1.5 FAR to MS-5; and 2.75 FAR to MS-8 on lot types C, D, and E.

### Findings

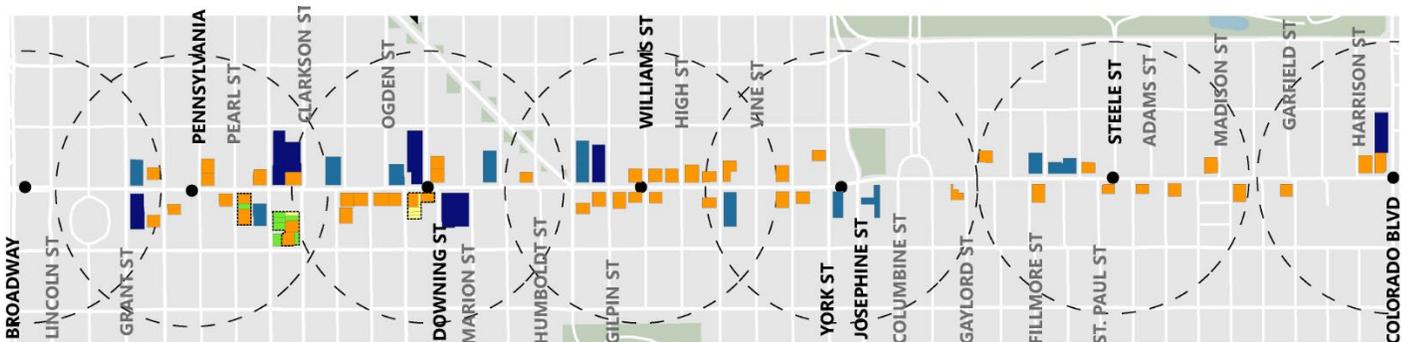
In East Central, MS-zoned properties have more than enough capacity to support growth projections within the corridor under existing zoning. However:

- It is unrealistic to assume ALL of these “developable” properties would redevelop (and to maximum capacity) in the next 20 years. By assigning an average growth projection of around 1.8 million square feet of new development, this would require:
  - **25%** of “developable” land to redevelop at **high capacity** (1.8M / 7.25M)
  - **34%** of “developable” land to redevelop at **medium capacity** (1.8M / 5.275M)
  - **55%** of “developable” land to redevelop at **low capacity** (1.8M / 3.3M)
- There are very few large lots (Type D and E) that have the highest probability of redeveloping, so capacity versus feasibility may not match up, or there may need to be incentives or regulation changes for smaller lots to redevelop.

### Where redevelopment is more likely to occur by 2040

Given the research and data in this memorandum, lot types C, D, and E, as well as properties that are already assembled, will be the most likely to redevelop. Lot types A and B will be harder to redevelop without property assemblage. They are shown below:

**Figure 4.2-10.**  
**East Central Most Likely Redevelopment Sites on Colfax**



**Figure 4.2-11.**  
**East Central Least Likely Redevelopment Sites on Colfax**



### Barriers to redevelopment

The above analysis and data shows that smaller lots (A, B) are not redeveloping at the same rate as larger lots, however, redevelopment along Colfax in general is slower than was anticipated years prior. Working with the business improvement districts (BIDs) along the corridor and talking to property owners and developers, the following concerns, or barriers, have been expressed:

#### Specific to small lots:

- 1) **Colfax being classified as an Arterial causes small properties to lose precious real estate.** Due to the classification of Colfax as an arterial and the city’s requirements for sidewalk widths to be 21-feet when located on an arterial (16-feet for infill arterial), often results in the city requiring properties to “dedicate” land to the right-of-way. On small properties, this can be a significant loss.
- 2) **The improvements required when changing use of an existing building is not proportional to the cost of redevelopment.** Public improvements triggered by a change of use often include removing curb cuts, putting in new sidewalks and tree lawns, fixing alleys, and more. For smaller projects, this can increase development costs significantly.
- 3) **Novice developers and property owners are intimidated by and/or do not have the time/money to navigate the complicated process.** In interviews with developers and property owners, they expressed “process” as a major challenge. The people who have the time and money to invest in the process are large, corporate chains, which is not the primary desired uses for Colfax.
- 4) **Small lots are challenging to make “pencil” for developers and hard to reach densities needed for Low Income Housing Tax Credit (LIHTC) projects.** Property assemblage is likely in order to get higher densities and incentives may be needed for additional entitlements.
- 5) **Parking requirements are onerous for smaller lots.** Currently, existing buildings and first two floors of new buildings (if located within ½ mile of rail or ¼ mile from high capacity transit – i.e. 15L or future BRT) on lots less than 6,250 SF are exempt from parking requirements. However, as shown above, there are

many lots along Colfax that are “small” (but larger than 6,250 SF) where off-street parking requirements can make a project unfeasible.

- 6) **Upper story stepback requirements demand deeper lots for tall buildings.** The upper story stepback requirements for development adjacent to a Protected District (*20’ alley/25’ no alley; above 27’ and 35’ alley/40’ no alley; above 51’*) is more burdensome on parcels with shallow depth as measured from Colfax. It is particularly challenging to reach heights over 5-stories.

Other zoning and regulatory challenges:

- 1) **The minimum building height is “expensive air”.** The minimum building height adds significant costs to an overall project for a one-story building. Those costs could be directed toward improved architecture and streetscape instead. Which intent is more important?
- 2) **In constrained right-of-way conditions (i.e. Broadway to Downing), the MS build-to requirement of 75% between 0’ – 5’ does not leave adequate room for café seating or streetscape, but on small lots the developable area is necessary.**
- 3) **Parking requirements are challenging.** Especially in areas of Colfax with narrower lots, the neighborhoods fear commercial development (and required parking) will creep into the residential neighborhoods along side streets via the necessity to acquire additional space to provide parking.
- 4) **Even though entrances are required on Colfax, they are often not used in new development (or enforced.)**
- 5) **There is no design review for Colfax and the community fears loss of the eclectic character with new buildings that look like they could be “anywhere.”**

Incentive-based solutions should be a key consideration:

Part of why Colfax properties are still affordable and have maintained a unique character (i.e. unique small businesses and existing buildings) overtime is the result of these barriers. Loosening restrictions and removing barriers could be a double-edge sword. Therefore, recommendations need to strongly consider incentive-based solutions.

# Economically Diverse and Vibrant

## Employment by Sector

Figure 2. Current Estimated Job Distribution by Sector and Neighborhood

NAICS	Description	East-Central Neighborhoods						East Central Total
		North Capitol Hill	Capitol Hill	City Park West	Cheesman Park	City Park	Congress Park	
11	Agriculture, Forestry, Fishing and Hunting	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.1%
21	Mining, Quarrying, and Oil and Gas Extraction	2.8%	0.0%	0.0%	1.9%	0.1%	0.6%	1.3%
22	Utilities	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%
23	Construction	1.6%	2.3%	0.6%	0.5%	1.8%	4.6%	1.6%
31-33	Manufacturing	2.5%	0.6%	0.3%	0.3%	0.4%	1.4%	1.3%
42	Wholesale Trade	0.5%	0.5%	0.5%	0.4%	0.4%	0.5%	0.5%
44-45	Retail Trade	0.7%	6.7%	1.9%	8.5%	7.4%	12.2%	3.3%
48-49	Transportation and Warehousing	0.7%	1.1%	0.3%	0.0%	3.3%	0.6%	0.8%
51	Information	3.2%	2.5%	1.1%	1.0%	0.3%	4.7%	2.4%
52	Finance and Insurance	4.9%	16.9%	1.4%	7.8%	0.7%	1.5%	6.8%
53	Real Estate and Rental and Leasing	2.0%	5.7%	1.7%	6.7%	1.3%	7.1%	3.1%
54	Professional, Scientific, and Technical Services	40.2%	8.6%	4.4%	11.2%	4.0%	10.8%	21.3%
55	Management of Companies and Enterprises	0.2%	0.2%	0.0%	0.1%	0.0%	0.1%	0.1%
56	Administrative Support Waste Mgmt Remediation Services	3.0%	2.3%	1.3%	1.6%	18.9%	1.5%	2.9%
61	Educational Services	1.8%	7.2%	1.2%	5.3%	1.5%	8.8%	3.3%
62	Health Care and Social Assistance	2.4%	7.9%	76.9%	16.8%	14.3%	5.2%	21.7%
71	Arts, Entertainment, and Recreation	0.9%	2.1%	0.4%	1.9%	24.8%	3.2%	2.0%
72	Accommodation and Food Services	3.2%	7.5%	4.3%	16.4%	13.4%	23.3%	6.0%
81	Other Services (except Public Administration)	3.2%	5.2%	2.9%	7.6%	4.5%	13.8%	4.2%
92	Public Administration	25.9%	22.6%	0.7%	11.9%	3.0%	0.1%	17.2%
	Other	934	12	1	5	7	1	960
	<b>Neighborhood</b>	<b>24,763</b>	<b>13,069</b>	<b>12,575</b>	<b>2,099</b>	<b>1,970</b>	<b>1,904</b>	
	<b>East Central Jobs</b>	<b>50,000-60,000</b>						

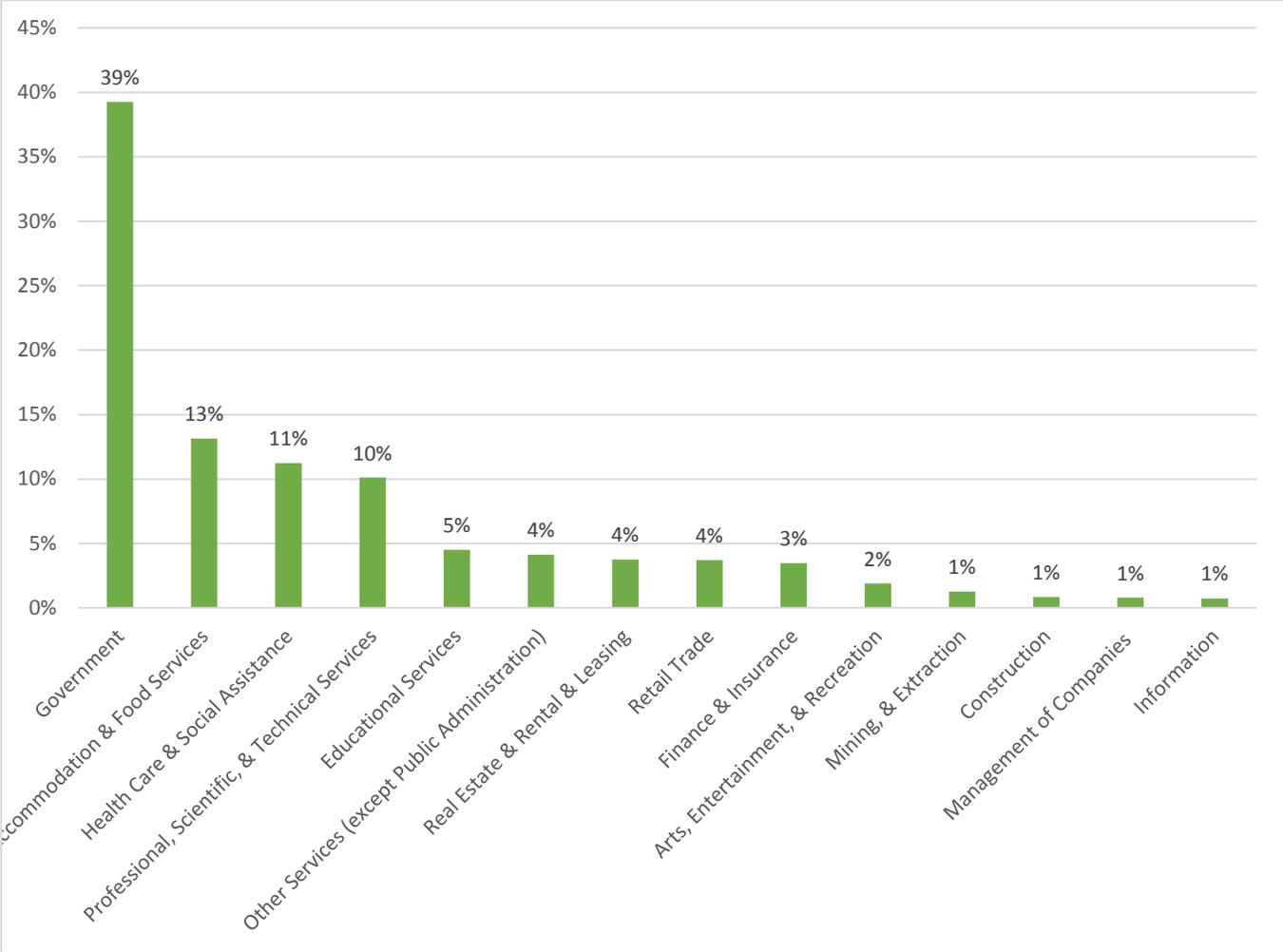
Source: Infogroup, City of Denver, ArLand

Figure 2 shows the number of jobs and jobs concentrations by neighborhood. The column on the right shows the overall jobs concentration total. The most significant sectors in the East Central area include Health Care and Social Assistance, Professional, Scientific, and Technical Services, and Public Administration. Professional Scientific, and Technical Services are concentrated in North Capitol Hill, while Health Care and Social Assistance is concentrated in City Park West. Both North Capitol Hill and Capitol Hill have a concentration of Public Administration jobs. City Park jobs are concentrated in Arts, Entertainment, and Recreation, while Congress Park has its concentration of jobs in Accommodation and Food Services.

By 2040, DRCOG forecasts an additional 10,000 to 15,000 more jobs in the East Central area. DRCOG forecasts do not specifically outline industries or job types for the next twenty five years given the dynamic and ever-changing nature of work. However, forecasts for the next five years (Figure 3) provide an indication of where jobs may be going longer term.

Of total jobs forecast in five years, jobs growth in the East Central area is forecast to be highest in government and accommodation and food services. Health care and professional services are also anticipated to see relatively high percentage growth in the near term (Figure 3). Government job growth is potentially dominated by hiring by State agencies primarily located on the west side of the East Central area in proximity to the State Capitol building. Growth in accommodation and food services is tied to primarily to Colfax and other East-West corridors providing services to meet area residents’ demands. Health care and social assistance growth is tied to the presence of the medical facilities in City Park West and their need to serve a growing population. Other notable sectors include Professional, Scientific and Technical services, as well as personal services.

Figure 3. Estimated Percentage Distribution of 2018-2023 Job Growth by Sector



Source: Emsi, City of Denver, ArLand

**Occupations and Earnings by Sector**

The majority of area residents who are in the labor force are working in the Management, Business, Science, and Art occupations, which have relatively high median earnings (Figure 7) relative to the other professions shown.

Figure 1. Occupational Distribution

	Total Occupations	Management, Business, Science, Arts Occupations	Service Occupations	Sales and Office Occupations	Natural Resources, Construction, and Maintenance Occupations	Production, Transportation, and Materials Occupations
<b>Denver</b>	374,043	172,414	62,863	80,422	29,422	28,922
<b>% of Total</b>	100.0%	46.1%	16.8%	21.5%	7.9%	7.7%
<b>East-Central</b>	36,520	22,088	5,301	6,955	946	1,230
<b>% of Total</b>	100.0%	60.5%	14.5%	19.0%	2.6%	3.4%
<b>North Capitol Hill</b>	4,488	2,876	609	834	37	132
<b>Capitol Hill</b>	12,147	6,777	1,925	2,711	318	416
<b>City Park West</b>	3,196	2,119	395	457	55	170
<b>Cheesman Park</b>	6,385	3,837	905	1,343	203	97
<b>City Park</b>	2,319	1,359	284	432	138	106
<b>Congress Park</b>	7,985	5,120	1,183	1,178	195	309

Source: ACS, 2012-2016, ArLand

Figure 2. Median Earnings by Occupation Type

	Average Management, Business, Science, Arts Median Earnings	Average Service Occupations Median Earnings	Average Sales and Office Median Earnings	Average Natural Resources, Construction, and Maintenance Median Earnings	Average Transportation, and Materials Median Earnings
<b>Denver</b>	\$56,375	\$22,751	\$36,913	\$34,336	\$30,334
<b>East-Central</b>	\$55,489	\$26,064	\$36,873	\$31,202	\$28,012
<b>North Capitol Hill</b>	\$61,295	\$25,407	\$50,129	\$19,822	\$53,214
<b>Capitol Hill</b>	\$50,966	\$23,644	\$29,688	\$49,265	\$33,490
<b>City Park West</b>	\$53,857	\$21,286	\$37,567	\$14,844	\$17,383
<b>Cheesman Park</b>	\$52,550	\$26,170	\$29,011	\$50,324	\$14,097
<b>City Park</b>	\$51,383	\$28,333	\$32,263	\$41,667	\$15,938
<b>Congress Park</b>	\$62,887	\$31,544	\$42,582	\$11,293	\$33,951

Source: ACS, 2012-2016, ArLand

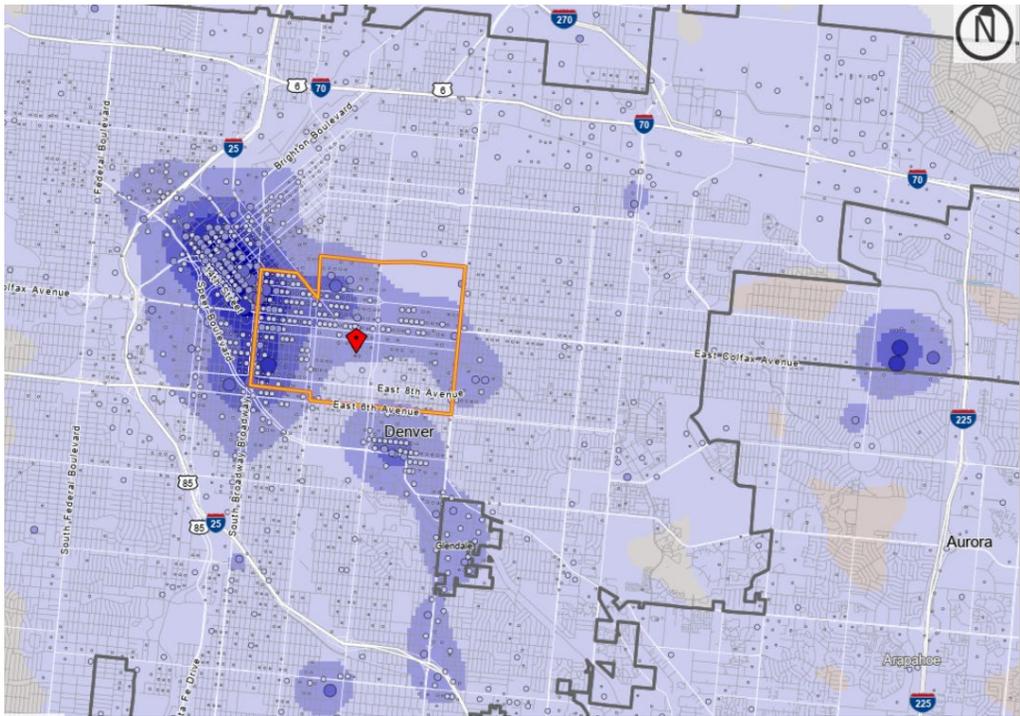
### Commute Patterns

According to the US Census Longitudinal Employment and Household Survey, East Central residents tend to commute less than 10 miles. Proximity to downtown jobs is one of the attractive attributes of the East Central area. As Figure 15 shows, residents tend to work downtown. Another major employer for area residents is the Anschutz Medical Center in Aurora.. The US Census Longitudinal Employment Household Dynamics (LEHD) estimates that only approximately 3,500 East Central residents also work in the East Central area

Figure 3. Where Residents Work

Where Residents Work	
Less than 10 miles	76.2%
10 to 24 miles	16.5%
25 to 50 miles	2.8%
> 50 miles	4.4%
Source: US Census, LEHD	

Figure 4. Where East Central Residents Work



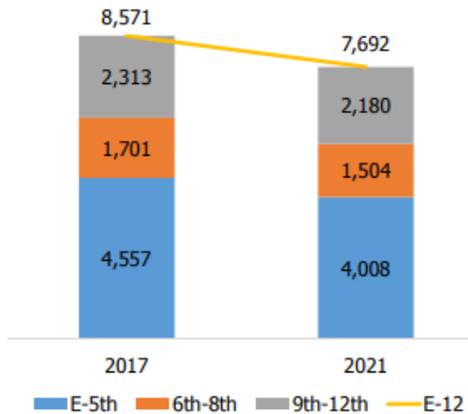
Source: US Census, LEHD

**DPS Forecast Enrollment**

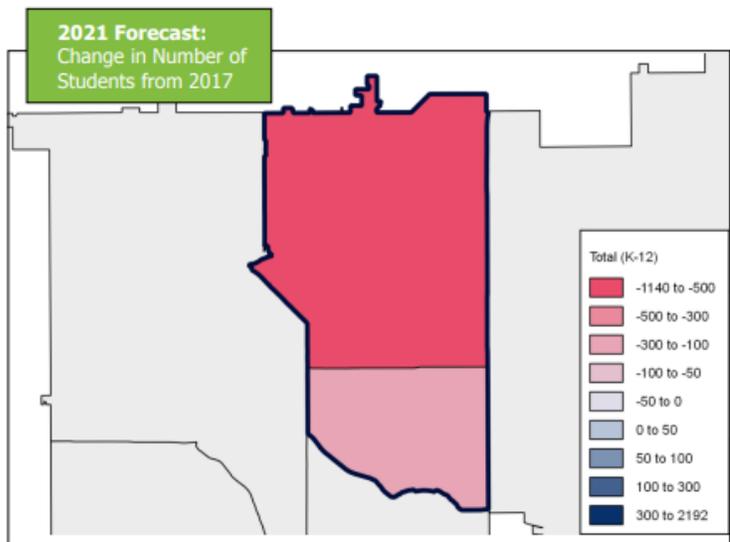
DPS’ Strategic Regional Analysis indicates that school enrollment is forecast to decline significantly.

## CENTRAL- ENROLLMENT FORECAST

Significant enrollment declines are forecasted in this region due to rising housing costs and changing demographics of residents.



The DPS student population residing in this region is forecasted to decline significantly by 2021 (by ~1,000 students or 10% of total student population). This region is being hit particularly hard by rising housing costs and an out-migration of residents by the time children are 5 years old. While thousands of residential units are being constructed in this area, these units yield very few students as they are mostly small apartments marketed toward Millennials and empty-nesters. Further, capture rates in these neighborhoods are likely near their peak and have little room for additional growth. Many neighborhoods in this region have been flagged by DPS research partners for additional analysis to understand the impact of changing housing patterns on student enrollment.



Denver Public Schools | Strategic Regional Analysis | Fall 2017

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### Growth Projections

The DRCOG UrbanSim model is a parcel based forecasting model that reflects the interaction of households, firms, real estate markets, and the regional transportation system. DRCOG uses it to forecast the effects of infrastructure and development constraints as well as other policies on community outcomes. Inputs include transportation accessibility, housing affordability, and the provision and protection of open space. DRCOG recently switched to this format to better help inform policy makers' decisions with respect to long term patterns of growth and development.

This section examines DRCOG forecasts as refined through the City of Denver’s Blueprint planning process which examined COG assumptions about regional households and jobs forecasts. Blueprint forecasts are approximately 15% higher for households and 5% higher for jobs on a Citywide basis than DRCOG forecasts. DRCOG forecasts are premised on an assumption that significant future household and jobs growth would take place in the suburbs around the City of Denver. Blueprint forecasts are premised on the assumption that the City would continue to be an attractive place for households and jobs growth, due partially to investment in infrastructure, including transit.

Figure 5. Population, Households and Jobs Forecast: DRCOG and Blueprint

	City of Denver			Colfax-East Central	
	Blueprint Update	DRCOG	Blueprint/DRCOG	DRCOG	% of City (DRCOG Estimates)
2017 Population	705,000	705,474			
2040 Population	894,000	866,160			
<b>Change 2017-2040</b>	<b>189,000</b>	<b>160,686</b>	<b>1.18</b>		
2017 Households *	313,333	313,452		34,400	11.0%
2040 Households	410,092	397,632		40,900	10.3%
<b>Change 2017-2040</b>	<b>96,758</b>	<b>84,180</b>	<b>1.15</b>	<b>6,500</b>	
2017 Jobs	584,000	535,257		54,400	10.2%
2040 Jobs	720,000	664,620		66,120	9.9%
<b>Change 2017-2040</b>	<b>136,000</b>	<b>129,363</b>	<b>1.05</b>	<b>11,720</b>	

Source: City of Denver, DRCOG, ArLand

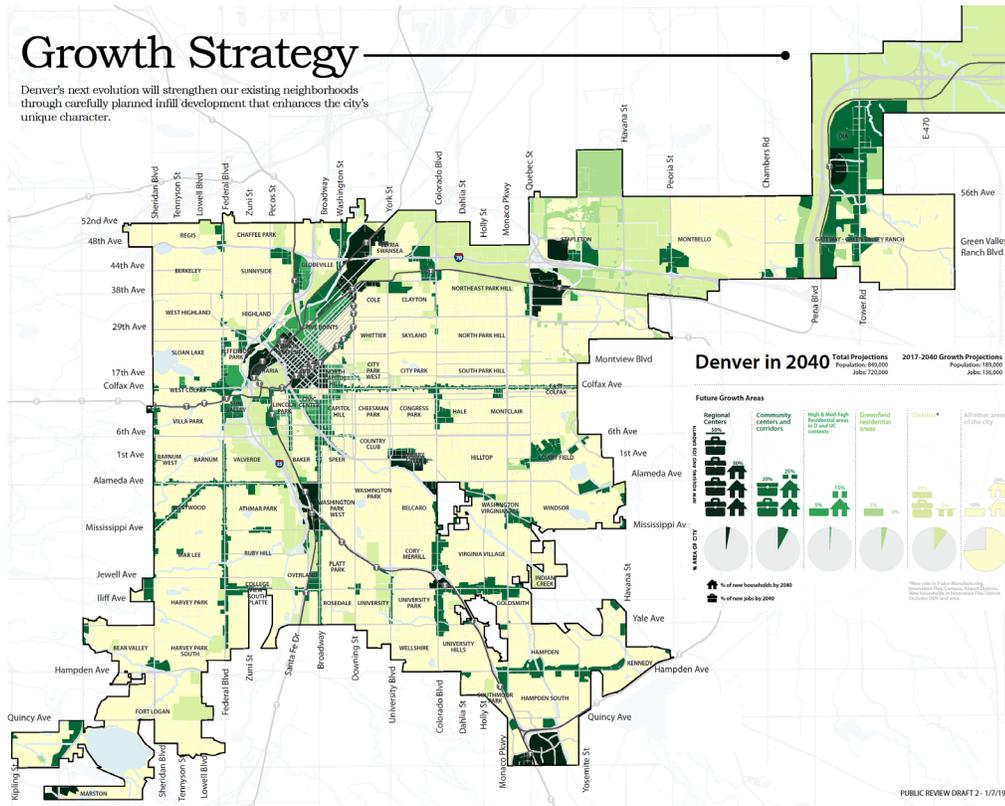
\* based on DRCOG assumption of 2.25 Persons / HH in 2017 and 2.18 Persons / HH in 2040

Blueprint forecasts an additional 190,000 persons in approximately 97,000 households by 2040 in the City of Denver. It also forecasts an additional 136,000 jobs. DRCOG forecasts an additional 160,000 persons in approximately 84,000 households by 2040 and an additional 130,000 jobs. Blueprint forecasts are approximately 15% higher for households and 5% higher for jobs. (Figure 9)

The Blueprint Growth Strategy (Figure 10) from the Draft Blueprint Denver Plan shows where the City of Denver’s growth through 2040 is forecast to take place. Growth is forecast in and near downtown, in parts of northeast Denver including the area near the airport, and along major corridors, including the Colfax corridor.

According to DRCOG, by 2040, the East Central area is forecast for a slightly smaller share of future household and jobs in the City of Denver decreasing from 11.0% of current households to 10.3% by 2040 and 10.2% of future jobs currently to 9.9% by 2040.

Figure 6. Blueprint Denver Growth Strategy



Source: City of Denver

For Colfax planning purposes, our forecasts assume a range of future growth which assumes that BRT and resulting demand for housing, goods, and services and potential increased densification along the corridor could result in more households and jobs along the corridor than DRCOG is forecasting. Figure 11 shows the DRCOG household forecast through 2040 which represents the low end of the range of 6,500 additional households and 11,720 jobs. Because the Blueprint forecasts assume that future transit investments would continue to attract households and jobs to the City of Denver, the impacts of BRT investment along the corridor would potentially result in a higher forecast for 7,500 additional households and 12,300 jobs by 2040.

Figure 7. Households and Jobs Growth Forecast (Range)

	-- Additional Growth --	
	DRCOG (Low)	Blueprint (BRT Investment)
<b>Colfax - East Central</b>		
2017-2040 Household Growth	6,500	7,500
2017-2040 Jobs Growth	11,720	12,300

Source: City of Denver, DRCOG, ArLand

A significant percentage of future household growth (approximately 50%) is forecast to be within several blocks of the Colfax corridor. Approximately one-third of jobs growth is forecast to be within several blocks of the Colfax corridor. Generally jobs growth is forecast at existing jobs nodes such as near Presbyterian / St. Luke’s in the City Park West neighborhood which are not directly on the corridor.

Residential Space Needs: In order to forecast future residential space needs, household growth forecasts were multiplied by average unit sizes (Figure 11). The average unit size in the East Central area was 620 square feet based on an analysis of East Central multifamily units built between 2011 and 2019 according to CoStar. The database of units included market rate, affordable, and senior housing units built in the area during that time.

According to the US Census, currently 12% of all housing units in the East Central area are single family detached units. The balance of units range from single family attached units to multifamily. For future growth, given the relative lack of land in the East Central area, it is assumed that 100% of all new units would be denser single family attached, plex, townhome and multifamily units. (As a point of comparison, in 2017 in the entire City of Denver, 77% of all new units built were single family attached, plex, townhome and multifamily units according to building permit data.)

By 2040, 4.0 million to 4.65 million square feet of residential space will be needed in the East Central area.

Figure 8. New Residential Square Feet Needed by 2040

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Existing Households	34,400
Existing Multifamily Units	22,840
Existing Multifamily Square Feet	15,000,000
Forecast HH Growth (2017-2040)	6,500 to 7,500
% SF Attached, Plexes, Townhomes, Multifamily	100%
Average Square Feet per MF Household	620
Multifamily Residential Square Feet 2040 (low)	4,030,000
Multifamily Residential Square Feet 2040 (high)	4,650,000

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Source: ArLand, DRCOG, City of Denver, CoStar, Environics

Figure 12 shows commercial space forecasts based on forecast jobs growth. Assuming 200 square feet per office employee, 500 square feet per retail employee, and 150 square feet per restaurant employee, a weighted average of 210 square feet per job was forecast for the East Central area. Figure 12 forecasts the need for 2.5 to 2.6 million square feet of commercial space needed by 2040 in the East Central area to accommodate new jobs.

Figure 9. New Commercial Square Feet Needed by 2040

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Existing Jobs	54,400
Existing Commercial Space (Square Feet)	11,800,000
Forecast Jobs Growth (2017-2040)	11,720-12,300
Average Square Feet per New Job	210
Jobs Square Feet 2040 (low)	2,461,200
Jobs Square Feet 2040 (high)	2,583,000

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Source: ArLand, DRCOG, City of Denver, CoStar, Environics

A total of approximately 7.23 million square of space (4.65+2.58 million square feet) would be needed in the future to accommodate growth in the East Central area.

## **Equitable, Affordable, and Inclusive**

### **HOUSING CONDITIONS**

#### *Household demographics*

This section discusses the household demographics of residents living in the East Central Area. Household demographics are examined through homeownership rate, age of householder, and household size.

#### *Homeownership*

Homeownership rates vary by neighborhood depending on existing housing stock, household demographics, and affordability. Compared to the city overall, the East Central Area had a larger proportion of renter households. In 2017, the ACS estimated that 29 percent of East Central Area residents were homeowners and 71 percent were renters. Figure 5.1-1 shows homeownership rates for each East Central Area neighborhood in 2000 and 2017.

**Figure 5.1-1.**  
**Homeownership Rates, 2000 and 2017**

Source:

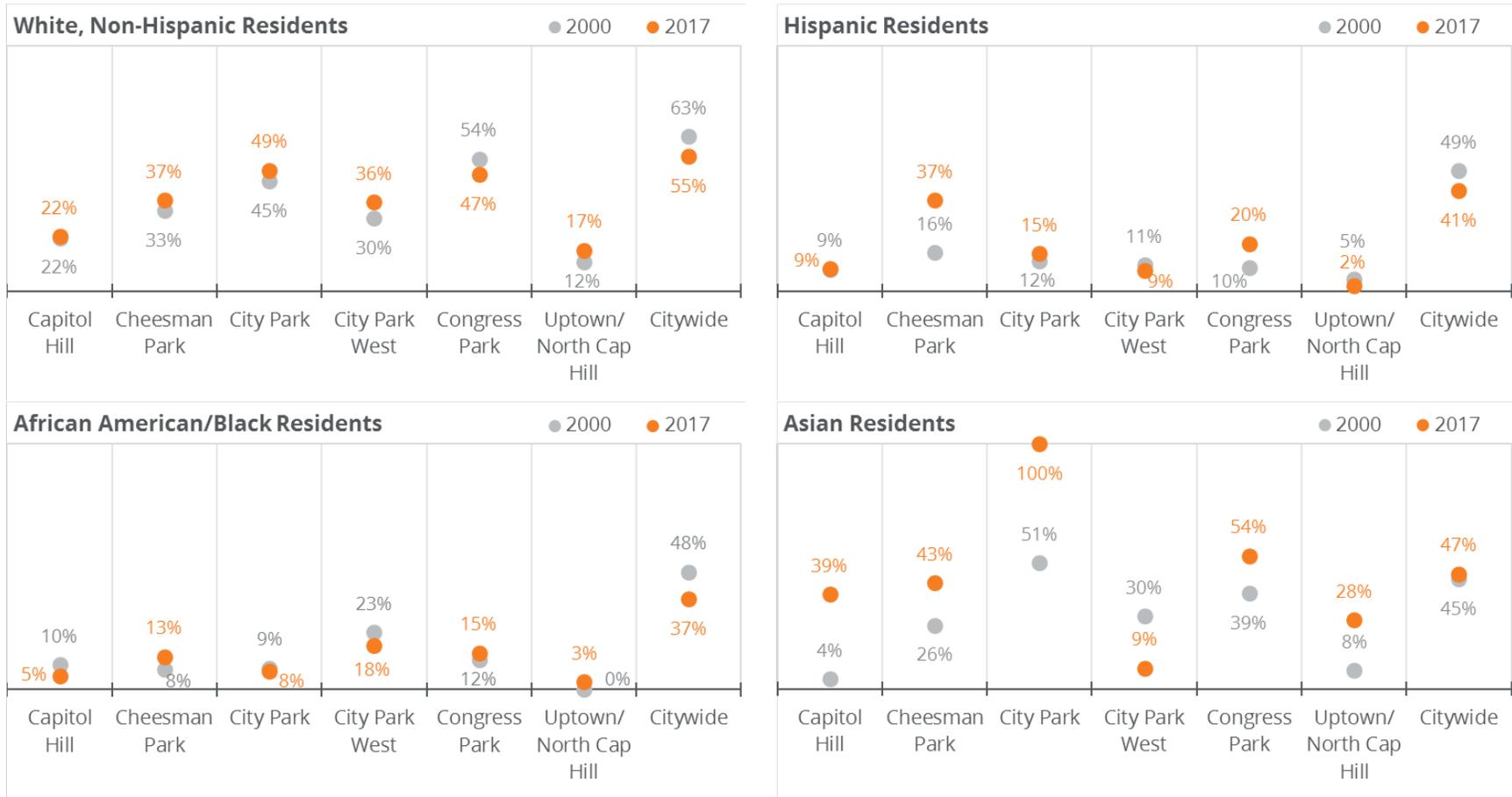
2000 U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, and Root Policy Research.

	2000	2017	Percentage Point Change
Capitol Hill	19%	21%	2% ↑
Cheesman Park	29%	36%	7% ↑
City Park	39%	40%	1% ↑
City Park West	27%	29%	2% ↑
Congress Park	47%	42%	-5% ↓
Uptown/North Cap Hill	8%	14%	6% ↑
Citywide	52%	50%	-2% ↓

Since 2000, homeownership rates have only changed slightly across East Central Area neighborhoods. The neighborhoods of Cheesman Park and Uptown/North Capitol Hill experienced the largest change in ownership—a increase of 7 and 6 percentage points, respectively. Congress Park experienced a 5-percentage point decrease during the same time period.

Figure 5.1-2 shows the changes in homeownership rates by race and ethnicity for every East Central neighborhood, as well as citywide. In the East Central Area, homeowners were more likely to be White, Non-Hispanic, and Asian. Whereas, African American/Black households were the least likely to own their home. Across almost every East Central neighborhood, White, Non-Hispanic and Asian households saw an increase in homeownership since 2000. During this same time period, African American/Black households experienced a slight decrease in homeownership. Overall, the largest shifts in homeownership occurred for Asian households, who were far more likely to be homeowners today than in 2000.

**Figure 5.1-2.**  
**Homeownership Rates by Race and Ethnicity, 2000 and 2017**

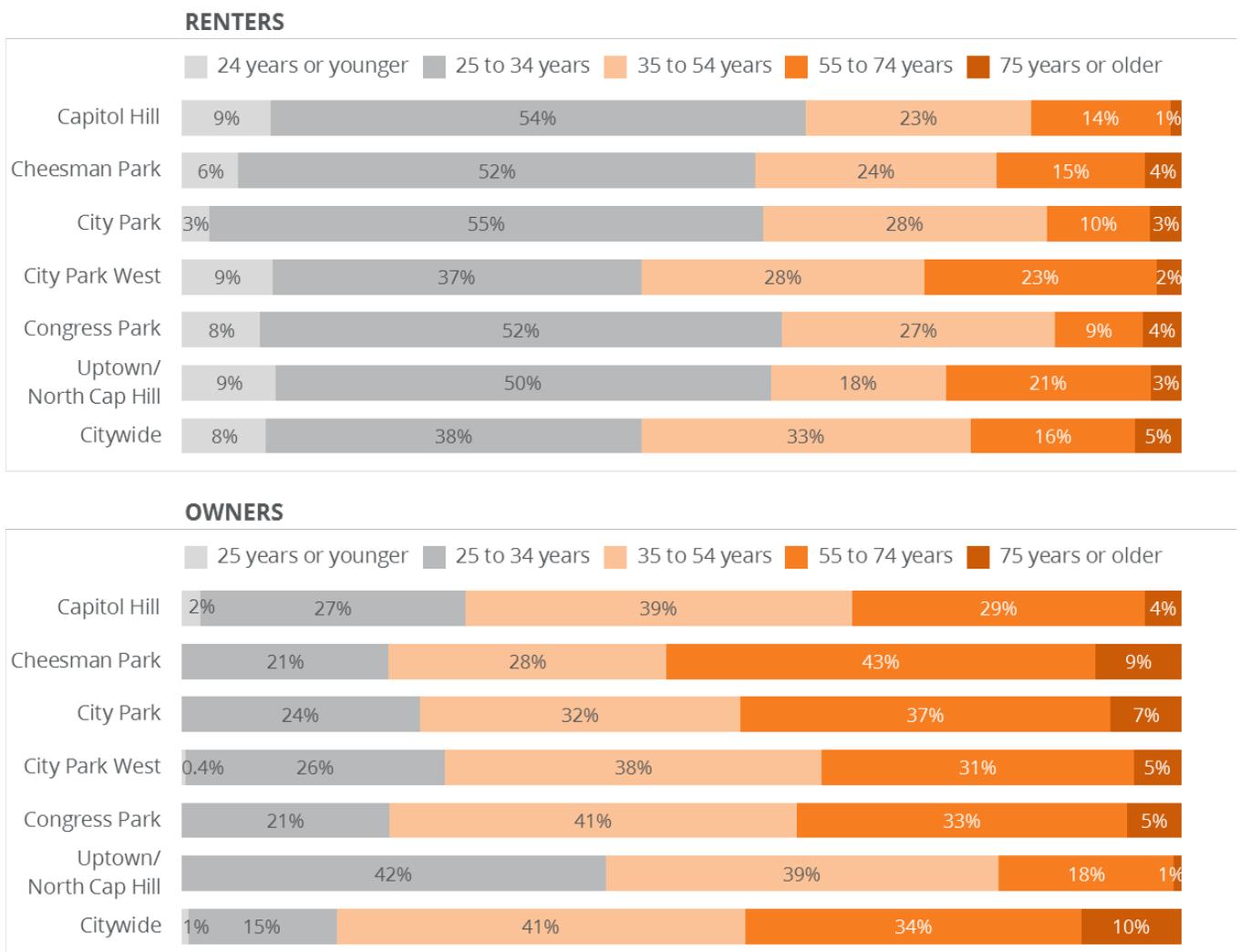


Source: 2000 U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, and Root Policy Research

*Age of Householders*

In East Central, renters were more likely to be younger—the majority between the ages of 25 and 34 years—and owners tended to be older, between the ages of 35 to 54, with a few exceptions. The City Park West neighborhood had the largest proportion of baby boomer renters among all East Central neighborhoods and the Uptown/North Capitol Hill neighborhood had a large proportion of millennial homeowners. Overall, age distribution of householders in the East Central Area was similar to the citywide distribution.

**Figure 5.1-3.**  
**Age of Householder by Tenure, 2017**



Source: 2013-2017 American Community Survey 5-Year Estimates and Root Policy Research.

### Household Size

The average household size in the East Central Area was 1.61—Capitol Hill with the lowest household size (1.41) and Congress Park with the highest (2.01). Considering the age trends in East Central Area, the large proportion of young professionals and couples heavily impact the distribution of household size in the area.

Figure 5.1-4 shows the change in average household size for East Central neighborhoods.

**Figure 5.1-4.**  
**Average Household Size, 2000 and 2017**

Source:

2000 U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, and Root Policy Research.

	2000	2017	Percent Change
Capitol Hill	1.37	1.41	2%
Cheesman Park	1.47	1.63	11%
City Park	1.77	1.77	0%
City Park West	1.84	1.89	3%
Congress Park	1.85	2.01	8%
Uptown/North Cap Hill	1.53	1.44	-6%
Citywide	2.27	2.31	2%

Overall, one-person households were the largest group in the East Central Area, comprising nearly 60 percent of all households. Forty-six percent of the housing stock in East Central were 1 bedroom units, 25 percent were 1 bedroom units, and 14 percent were studios. Renters in East Central were most likely to live in 1 bedroom units and owners were most likely to live in 2 bedroom units.

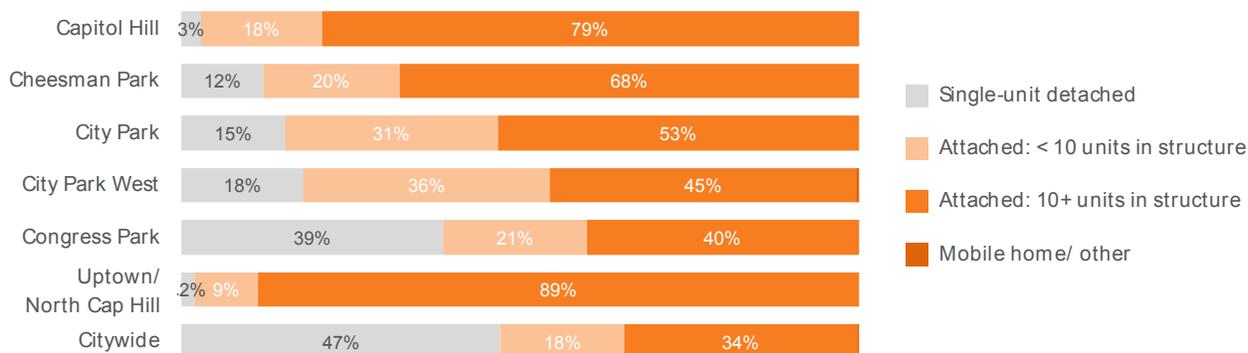
Four-person or larger households account for only 9 percent of owner households and 2 percent of renters, the majority of which live in Congress Park.

### Housing supply

According to the 2017 ACS, there were 33,010 housing units (occupied and vacant) in the East Central Area. The majority of these housing units were in attached structures.

Figure 5.1-5 displays housing unit types for every East Central neighborhood.

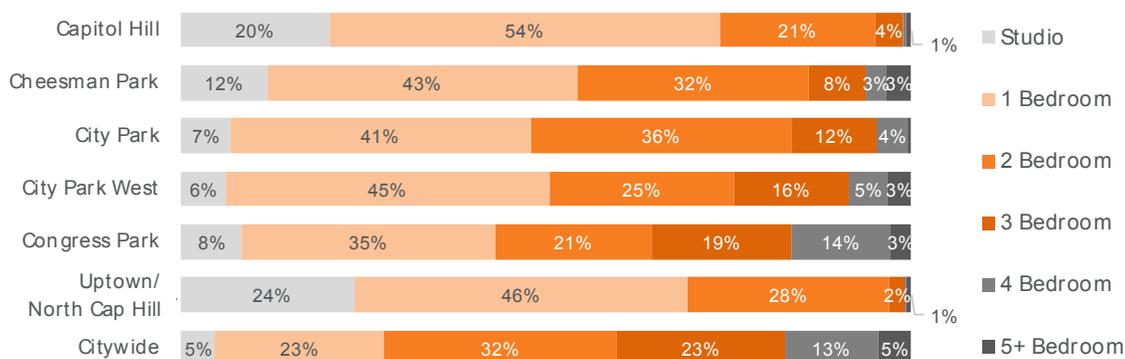
**Figure 5.1-5.  
Housing Unit Type, 2017**



Source: 2013-2017 American Community Survey 5-Year Estimates and Root Policy Research.

One bedroom units are most common in the East Central Area. The City Park and Congress Park neighborhoods are more likely to have larger housing units and Capitol Hill and Uptown/North Capitol Hill neighborhoods are more likely to have smaller units. Figure 5.1-6 shows the number of bedrooms in housing units for all East Central Area neighborhoods.

**Figure 5.1-6.  
Number of Bedrooms, 2017**



Source: 2013-2017 American Community Survey 5-Year Estimates and Root Policy Research.

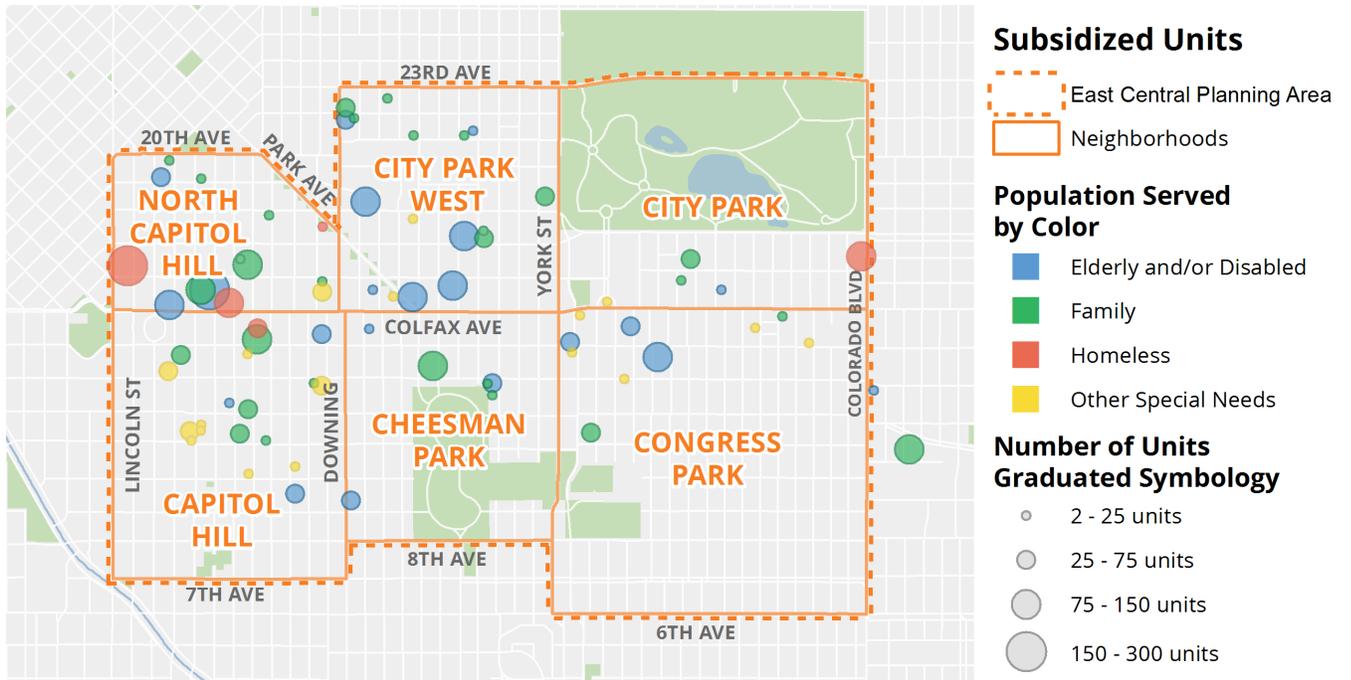
### *Affordable Housing*

The East Central Area has nearly 3,000 subsidized units among its neighborhoods—the largest proportion are in Uptown/North Capitol Hill (32%), followed by City Park West (23%) and Capitol Hill (22%). Subsidized units in East Central make up 13.6 percent of the 21,613 subsidized units in the City of Denver. Forty-one percent of subsidized units in East Central serve elderly and/or disabled populations and 30 percent serve families. The remaining developments serve the homeless and other special needs populations (i.e. youth, veterans, women).

Figure 5.1-7 shows the subsidized housing options in East Central by the type of population served and scaled by the number of units. The largest subsidized housing developments are near East Colfax Avenue.

Very few subsidized units exist in Cheesman Park and Congress Park.

**Figure 5.1-7.**  
**Subsidized Housing**



Source: City and County of Denver and Root Policy Research.

### Rental Housing

According to the 2017 ACS, median rent in East Central was \$1,049 per month, up from \$536 in 2000. Figure 5.1-8 shows the median rent in each East Central neighborhood in 2000 and 2017.

Uptown/North Capitol Hill had the highest median gross rent (\$1,179) among all East Central neighborhoods and City Park West had the lowest (\$884). There was more variation in median rents among neighborhoods in 2017 than in 2000.

**Figure 5.1-8.  
Median Gross Rent, 2000 and 2017**

Source:  
2000 U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, and Root Policy Research.

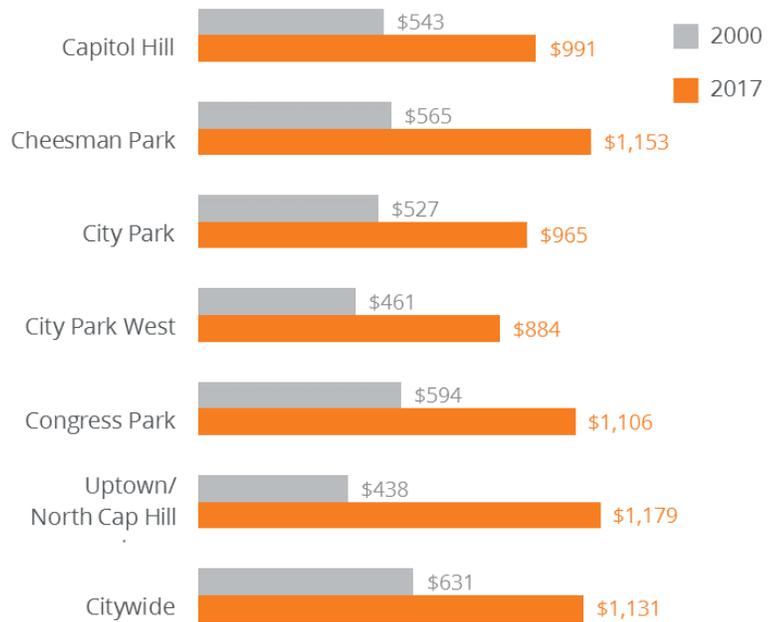
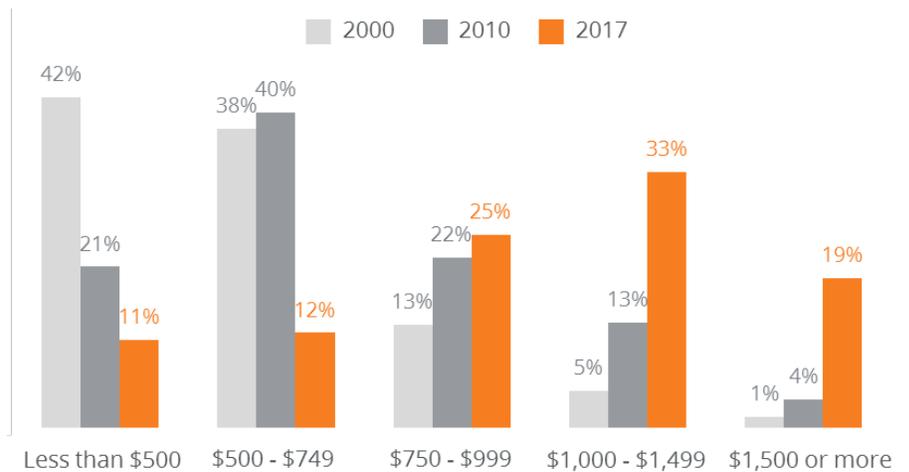


Figure 5.1-12 shows the distribution of rental prices in the East Central Area in 2000, 2010, and 2017.

**Figure 5.1-9.  
Distribution of Gross Rent,  
2000, 2010, and 2017**

Source:  
2000 U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, and Root Policy Research.



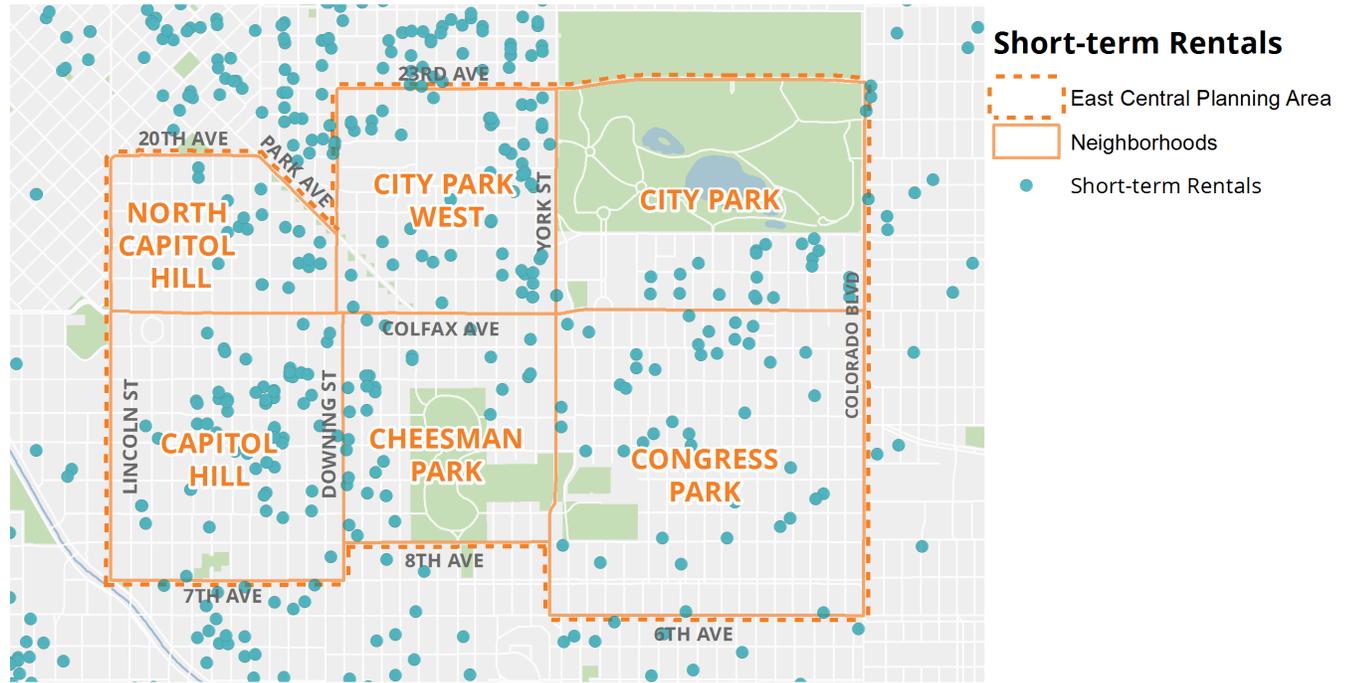
The distribution of rent in East Central has drastically changed since 2000, when 80 percent of units were priced below \$750. Only 6 percent of units during that time were more than \$1,000.

In 2017, 52 percent of the rental units in East Central were priced above \$1,000 and nearly 20 percent were priced over \$1,500. These rental prices would not be affordable to a low-income family looking to rent in these neighborhoods today.

The recent influx of short-term rentals through sites like Airbnb and VRBO has created some uncertainty around the rental housing market. It is difficult to determine the true cost of these rentals being removed from the more traditional market and whether it has affected rental prices overall.

Figure 5.1-10 shows the location of all short-term rentals in the East Central Area. While some clusters of short-term rentals exist in Capitol Hill, Cheesman Park, and City Park West, rent trends in these neighborhoods do not indicate a large differentiation.

**Figure 5.1-10.**  
**Short-Term Rental Units**



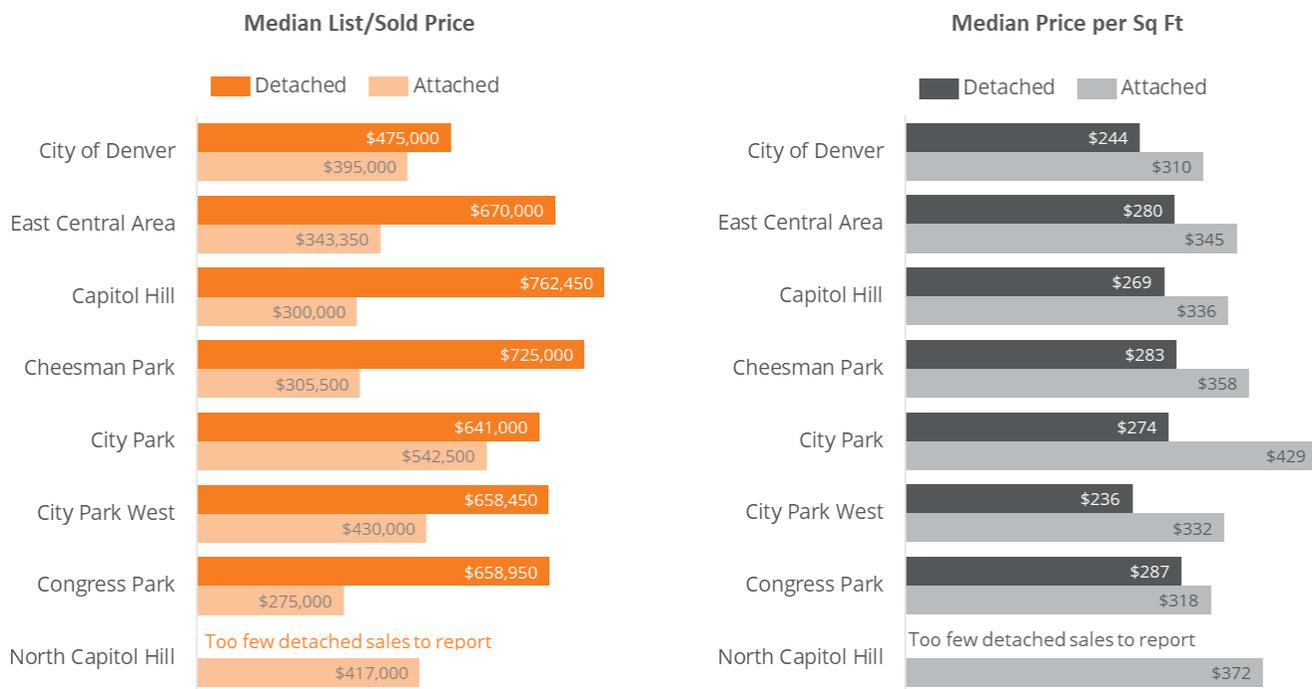
Source: City and County of Denver and Root Policy Research.

*Owner Housing*

In 2017, the median price for the East Central Area was \$670,000 for a single-unit detached home and \$343,350 for an attached unit.

Figure 5.1-11 shows the median price of detached and attached homes in the City of Denver, the East Central Area, and by neighborhood.

**Figure 5.1-11.**  
**Median Price and Price per Square Foot, 2017**



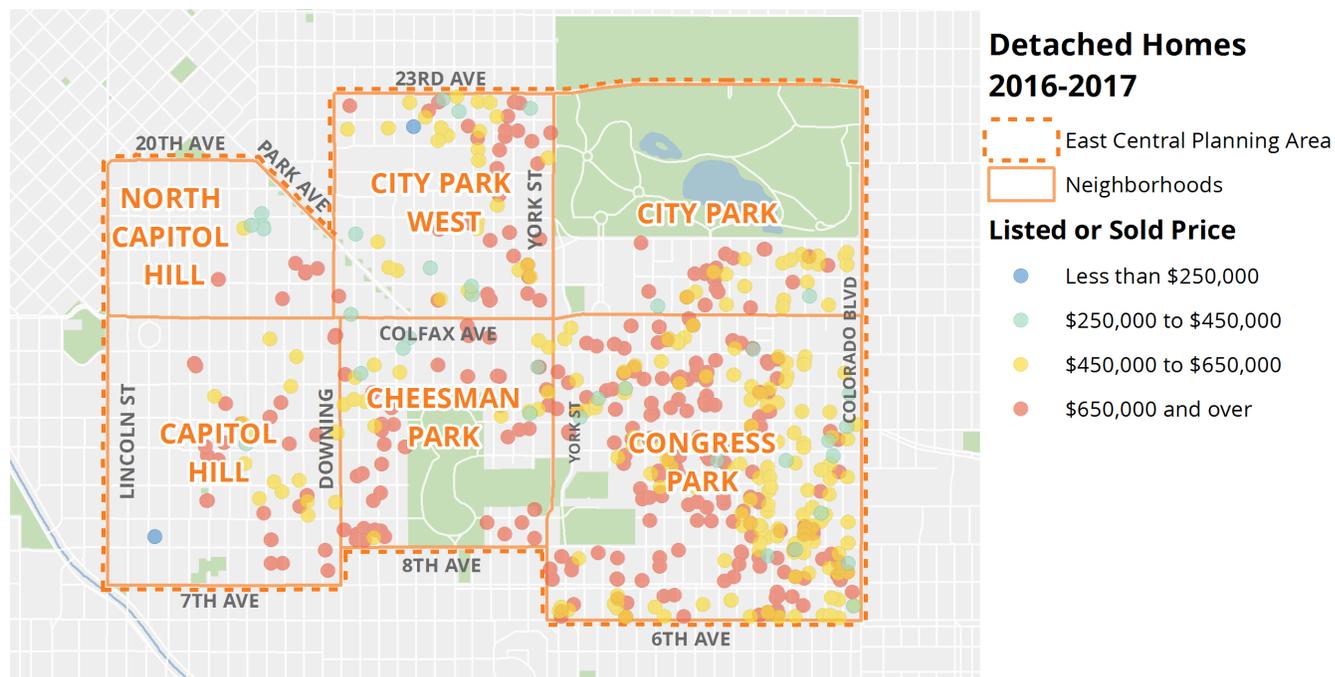
Source: Genesis Group MLS data and Root Policy Research.

The prices of single-unit detached homes recently sold or listed in the East Central Area were higher than the City overall. The highest median price for detached units was in Capitol Hill—at \$762,000 compared to Denver’s \$475,000—and the highest median price for attached units was in City Park. However, the East Central Area offers more affordable detached homes than in the City overall.

Figures 5.1-12 and 5.1-13 show the geographic distribution of homes that were listed or sold in 2016 and 2017 by price.

Congress Park had the largest number of listings or sales of detached homes compared to surrounding neighborhoods and has some the highest priced homes.

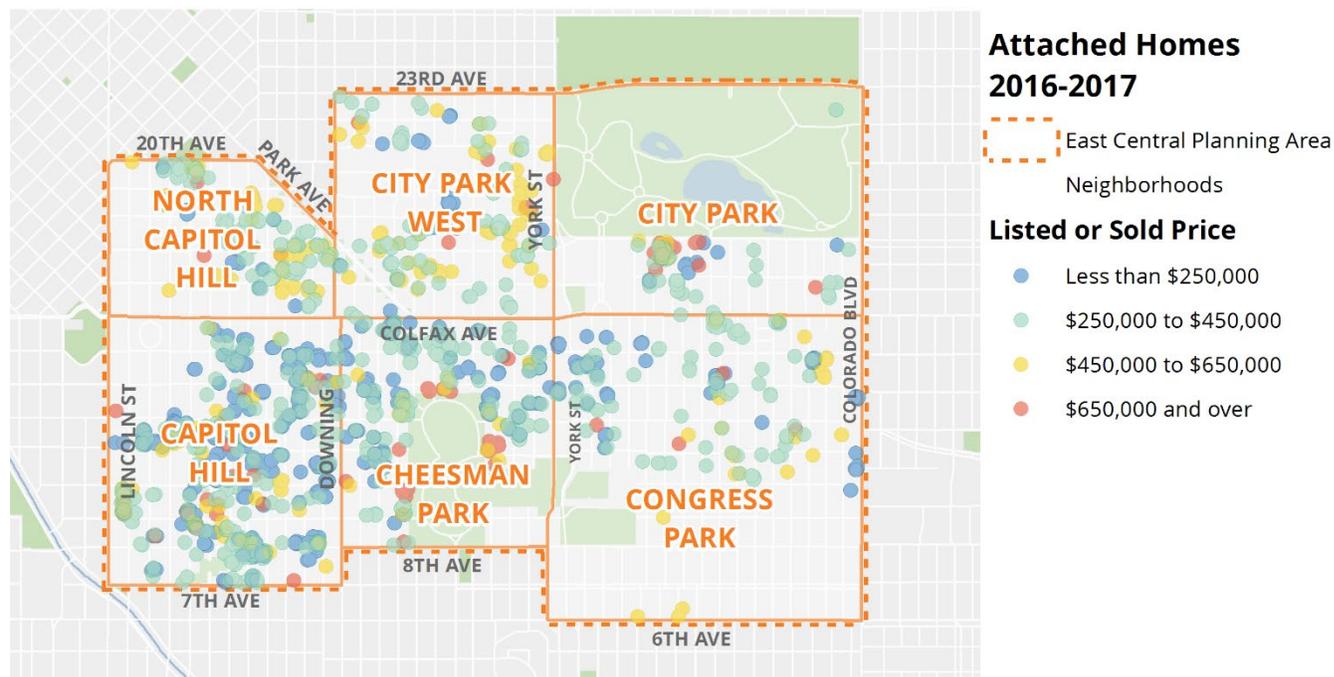
**Figure 5.1-12.**  
**Detached Homes Listed/Sold by Price and Unit Type**



Source: Genesis Group MLS data and Root Policy Research.

Between 2016 and 2017, Capitol Hill and Cheesman Park had the largest number of listings or sales of attached homes in the East Central Area, partially because of the natural housing stock, which was dominated by smaller, attached units. Overall, home sales or listings in East Central were predominately for attached homes—76 percent all of sales and listings in 2016 and 2017 were for attached units.

**Figure 5.1-13.**  
**Attached Homes Listed/Sold by Price and Unit Type**



Source: Genesis Group MLS data and Root Policy Research.

### Cost Burden

The most common measure of affordability assesses the “burden” housing costs put on a household. If a household pays more than 30 percent of their gross income in rent or mortgage payment, taxes, and basic utilities, they are considered to have a housing need. The higher the cost burden, the greater the need. Cost burden is important because it also indicates how well a household can manage other expenses—e.g., child care, transportation, health care—and how much disposable income they have to contribute to the economy.

It is important to note that cost burden exists in nearly every community because demand exceeds the supply of housing at various price points. Some residents—e.g., persons with disabilities living on fixed incomes—cannot avoid cost burden unless they occupy publicly subsidized housing or receive Housing Choice Vouchers. Unless an adequate supply of affordable housing is available, being cost burdened may be the only option for certain residents.

Figure 5.1-14 shows cost burden by income and tenure for 2017. In the East Central Area, 9,252 renters, or 42 percent of renters, and 2,062 owners, or 23 percent of owners, are cost-burdened.

**Figure 5.1-14.  
Cost Burden by Income and  
Tenure, 2017**

Note:

Cost burdened defined as paying more than 30 percent of gross income on housing costs.

Source:

2013-2017 American Community Survey 5-Year Estimates and Root Policy Research.

Income Range	Renters		Owners	
	Number	Percent	Number	Percent
Less than \$20,000	3,801	80%	458	97%
\$20,000 to \$34,999	2,900	80%	523	70%
\$35,000 to \$49,999	1,631	49%	436	51%
\$50,000 to \$74,999	828	20%	360	26%
\$75,000 or more	92	2%	285	5%
<b>Total Cost Burden</b>	<b>9,252</b>	<b>42%</b>	<b>2,062</b>	<b>23%</b>

Figure 5.1-15 shows the change in cost burdened households by tenure for 2000 and 2017.

**Figure 5.1-15.  
Cost Burdened and  
Severely Cost  
Burdened  
Households by  
Tenure, 2000 and  
2017**

Note:

Cost burdened defined as paying more than 30 percent of gross income on housing costs.

Source:

2000 U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, and Root Policy Research.

Neighborhood	Cost Burdened Households					
	Renters			Owners		
	2000	2017	Percentage Point Change	2000	2017	Percentage Point Change
Capitol Hill	38%	44%	6% ↑	28%	29%	1% ↑
Cheesman Park	36%	39%	4% ↑	20%	21%	1% ↑
City Park	29%	47%	18% ↑	30%	24%	-6% ↓
City Park West	34%	39%	5% ↑	18%	19%	1% ↑
Congress Park	33%	40%	8% ↑	20%	23%	3% ↑
Uptown/North Cap Hill	39%	40%	1% ↑	28%	13%	-15% ↓
Citywide	39%	46%	8% ↑	26%	24%	-2% ↓

Neighborhood	Severely Cost Burdened Households					
	Renters			Owners		
	2000	2017	Percentage Point Change	2000	2017	Percentage Point Change
Capitol Hill	18%	18%	0%	7%	15%	7% ↑
Cheesman Park	16%	20%	4% ↑	12%	9%	-3% ↓
City Park	11%	31%	20% ↑	15%	14%	-1% ↓
City Park West	15%	20%	5% ↑	6%	6%	0%
Congress Park	15%	20%	5% ↑	9%	11%	2% ↑
Uptown/North Cap Hill	19%	16%	-3% ↓	10%	3%	-7% ↓
Citywide	18%	22%	4% ↑	9%	9%	0%

Across all East Central neighborhoods, there are more cost-burdened renters today than in 2000, with the largest change (18%) in City Park. The percent of cost burdened owners either stayed the same or decreased. Owners in Uptown/North Capitol Hill saw the biggest change (15%) in cost burden. There

was also an increase in severe cost burden for renters in the East Central Area, particularly in the City Park neighborhood.

What are the most significant changes in the housing market?

**Homeownership:** Rates have remained relatively low for African American/Black residents living in the area, declined for White, Non-Hispanic residents, and increased slightly for Asian and Hispanic residents.

**Rental prices:** Rents have increased across all neighborhoods, with some remaining more affordable than others. Uptown/North Capitol Hill had the highest median rent (\$1,179) and City Park West had the lowest (\$884). Overall, the area’s median rent increased by 96 percent since 2000 with a compound annual growth rate of 4 percent.

**Prices of housing for sale:** The price of detached homes in the East Central Area were higher than the City overall. Congress Park had the largest number of listings or sales of detached homes compared to surrounding neighborhoods and has some the highest priced homes. Capitol Hill and Cheesman Park had the largest number of listings or sales of attached homes, partially because of the natural housing stock, which was dominated by smaller, attached units. On the positive side, the dominance of attached homes in the western neighborhoods on the corridor makes these units more affordable than in the City overall.

**Cost burden:** Renters in the area are more cost burdened today than in 2000, while owners experienced a slight relief in cost burden. Renters in the City Park neighborhood are the most cost burdened and experienced the largest change since 2000.

## CHALLENGES AND OPPORTUNITIES

### Housing gaps

To examine how well the East Central Area’s current housing market meets the needs of its residents—and to determine how likely it is to accommodate demand of future residents and workers—a modeling effort called a “gaps analysis” was conducted. The analysis compares the supply of housing at various price points to the number of households who can afford such housing. If there are more housing units than households, the market is “oversupplying” housing at that price range. Conversely, if there are too few units, the market is “undersupplying” housing. The gaps analysis conducted for renters in the East Central Area addresses both rental affordability and ownership opportunities for renters who want to buy.

### Renter Gaps

Figure 5.1-16 compares the number of renter households in the East Central Area in 2017, their income levels, the maximum monthly rent they could afford without being cost burdened, and the number of units in the market that were affordable to them. <sup>1</sup>

<sup>1</sup> It is important to note that renters who cannot find affordable rents are not homeless. Those renters who cannot find affordability priced rentals are living in units that cost more than they can afford. These households are “cost burdened.” These households consist of students, working residents earning low wages, residents who are

The “Rental Gap” column shows the difference between the number of renter households and the number of rental units affordable to them. Negative numbers indicate a shortage of units at the specific income level; positive units indicate an excess of units.

**Figure 5.1-16.**  
**Mismatch in Rental Market, 2017**

Income Range	Renters		Maximum Affordable Rent, Including Utilities	Rental Units		Rental Gap
	Number	Percent		Number	Percent	
Less than \$5,000	1,325	6%	\$125	331	1%	-994
\$5,000 to \$9,999	1,477	7%	\$250	906	4%	-571
\$10,000 to \$14,999	1,296	6%	\$375	741	3%	-555
\$15,000 to \$19,999	1,186	5%	\$500	586	3%	-600
\$20,000 to \$24,999	1,213	6%	\$625	811	4%	-402
\$25,000 to \$34,999	2,424	11%	\$875	4,755	21%	2,331
\$35,000 to \$49,999	3,411	16%	\$1,250	7,393	32%	3,983
\$50,000 to \$74,999	4,164	19%	\$1,875	5,193	23%	1,029
\$75,000 or more	5,330	24%	\$1,875+	2,067	9%	-3,263
<b>Total/Low Income Gap</b>	<b>21,826</b>	<b>100%</b>		<b>22,784</b>	<b>100%</b>	<b>-3,122</b>

Source: 2000 U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, and Root Policy Research.

The gaps analysis shows that 30 percent of renters (6,497 households) living in East Central earned less than \$25,000 per year. These renters need units that cost less than \$625 per month to avoid being cost burdened. Just 15 percent of rental units (3,375 units) in the area rent for less than \$625 per month. This leaves a “gap,” or shortage, of 3,122 units for these extremely low-income households.

Since 2000, East Central Area has lost 10,854 units that are affordable to renters earning less than \$35,000 per year. Many of these units were Naturally Occurring Affordable Housing (NOAH) and the current amount of subsidized units cannot fill the loss of these units.

In sum, the rental market in the East Central Area largely serves renters earning between \$35,000 and \$75,000 per year—55 percent of rental units are priced within that group’s affordability range. The market fails to adequately serve the 41 percent of renters earning less than \$35,000 per year—even when accounting for the impact of subsidized housing programs.

#### Owner Gaps

A similar gaps analysis was conducted to evaluate the market options affordable to renters who may wish to purchase a home in the East Central Area. Again, the model compared renters, renter income

unemployed, and residents who are disabled and cannot work. These data do not capture persons experiencing homelessness.

levels, the maximum monthly housing payment they could afford, and the proportion of units in the market that were affordable to them. The maximum affordable home prices shown in Figure 5.1-17 assume a 30-year mortgage with a 10 percent down payment and a fixed interest rate of 4.54 percent. The estimates also incorporate property taxes, insurance, HOA fees, and utilities (assumed to collectively account for 20% of the monthly payment).

The “Renter Purchase Gap” column in Figure 5.1-17 shows the difference between the proportion of renter households and the proportion of homes listed or sold in 2017 and 2018 that were affordable to them. Negative numbers (in parentheses) indicate a shortage of units at the specific income level; positive units indicate an excess of units.

According to the ownership gaps analysis, renters who want to buy will have trouble finding an affordable home until they earn more than \$50,000—the income at which attached homes to buy begin to become affordable. During 2017, there were only 172 affordable homes to buy—all of which were attached—for the 2,130 renters earning less than \$50,000.

**Figure 5.1-17.**  
**Market Options for Renters Wanting to Buy, 2017**

Income Range	Max Affordable Home Price	Owners		Homes Sold in 2017		Renter Purchase Gap	Percent of Homes that are Attached
		Number	Percent	Number	Percent		
Less than \$35,000	\$151,253	1,277	14%	24	2%	-13%	100%
\$35,000 to \$49,999	\$216,078	853	10%	148	10%	1%	100%
\$50,000 to \$74,999	\$324,119	1,372	16%	334	24%	8%	99%
\$75,000 to \$99,999	\$432,161	1,040	12%	301	21%	10%	97%
\$100,000 to \$149,999	\$648,243	1,661	19%	323	23%	4%	64%
\$150,000 or more	\$648,244+	2,610	30%	283	20%	-10%	39%
<b>Total/Gap below \$75,000</b>		<b>8,813</b>	<b>100%</b>	<b>1,413</b>	<b>100%</b>	<b>-4%</b>	

Note: Maximum affordable home price was based on a 30-year mortgage with a 10 percent down payment and an interest rate of 4.54%. Property taxes, insurance, HOA and utilities are assumed to collectively account for 20% of the monthly payment.

Source: 2013-2017 American Community Survey 5-Year Estimates, Genesis Group MLS data, and Root Policy Research.

### Who is left out of the market today?

**Renters earning less than \$25,000** who are not occupying publicly subsidized housing. 3,100 renters living in East Central need units that rent for less than \$625 per month and are paying more than they can afford.

These renters are “renting up,” occupying units that are affordable to renters in the \$25,000 to \$50,000 income range. This is the range where rental units are plentiful in the East Central Area.

Total rental need in the East Central Area: 3,100 units renting for \$625 per month.

**African Americans who desire homeownership** and have seen little increase in potential for ownership since 2000.

**Renters who want to buy** and earn less than \$50,000 per year—the salary of an essential worker in retail, services, and some public service positions, including education—have fewer than 200 units to choose from, all of which are attached. This compares to the more than 2,000 renters earning less than \$50,000 and living in the East Central Area. A renter wanting to buy a detached home would need to earn at least \$100,000 before the market becomes somewhat affordable.

## **Well Connected, Safe, and Accessible**

### *Current and Forecasted Travel Patterns*

Travel demand forecasting is the process of estimating the amount of travel along the transportation facilities within a system, including roadways, transit lines, and multimodal facilities. A travel demand model is a planning tool used to analyze and estimate travel within the transportation system. For this study, existing and future travel demand were analyzed using the Denver Regional Council of Governments (DRCOG) regional travel demand forecasting model, Focus. The latest version of the travel demand model, Focus 2.2 (Cycle RTP-2018), was used. The model's primary inputs include regional transportation network and socioeconomic data consisting of population, household, and employment data.

The Focus model reflects travel during a typical weekday based on personal and travel-related characteristics from the current year to year 2040. For the purposes of this study, the year 2020 model was used to replicate existing conditions in the study area. The 2020 model reflects conditions along the roadway network as of January 1, 2020. Roadways within the model network include highways, arterials, and collector facilities. No local roadways are included in the model.

Year 2040 was used to forecast travel conditions in the horizon year. The socioeconomic inputs and roadway networks for the year 2040 model were developed based on regional planning projections. These projections include future shifts in land use and socioeconomic factors, and incorporate the planned transportation system. The 2040 model includes roadway and transit improvement projects identified in the DRCOG Metro Vision Regional Transportation Plan (RTP).

### *Colfax BRT Modeling*

Within the East Central study area, the only fiscally constrained project included in the 2040 DRCOG RTP is the Colfax Bus Rapid Transit (Colfax BRT). The Colfax BRT is planned run through Denver from Broadway to Yosemite. The bus will resume local service as it continues into Aurora along Colfax Ave. This transit improvement converts a general purpose travel lane to a dedicated transit lane in each direction along Colfax Ave. The Colfax BRT is modeled at a blended headway of 5 minutes during the AM and PM peak periods while off-peak operate between 7.5 to 10 minute headways depending on time of day. The Colfax general purpose lanes drop from two lanes to a single lane in each direction.

### *Socioeconomic Summary*

The socioeconomic data in the Focus models are assigned to areas throughout the region known as Traffic Analysis Zones (TAZs). This data was reviewed for the existing and future year models to determine the projections for future growth in households and employment in the area. A comparison

of growth projections for household and employment within the East Central Area is illustrated in Table 2.

Within the East Central Area neighborhoods, the Focus model projects the total number of households to increase by approximately 11 percent and the total number of jobs in this area to increase by approximately 20 percent over the next two decades. The existing transportation system will become increasingly congested and strained in the future as the growing demand outpaces improvements to the system’s capacity. However, Denver is committed to deliver a multi-modal network that encourages a mode-shift with a reduction of single-occupant vehicle commuters to 50 percent from the current level of 73 percent of Denver commuters driving alone.

*Table 1. Socio-Economic Totals in East Central*

Land Use	Year 2020	Year 2040	Change
Households	36,796	40,791	+3,995 (+11%)
Employment	55,357	66,443	+11,086 (+20%)

*Source: DRCOG Travel Demand Model Focus 2.2, 2018*

*Traffic and Transit Statistics*

Daily Vehicle Miles Traveled (VMT) and Vehicle Hours Traveled (VHT) within the East Central Study Area were compiled for year 2020 and year 2040. Daily VMT was analyzed by facility type and is illustrated in Table 3. As the table shows, overall VMT within the study area is expected to grow by approximately 11% from 2020 to 2040. Growth on principal arterials is relatively low at 6% while collectors are expected to grow by 24%.

*Table 2. Daily Vehicle Miles Traveled*

	Year 2020	Year 2040	Change
Principal Arterials	307,800	324,900	+17,100 (+6%)
Minor Arterials	229,600	263,300	+33,700 (+15%)
Collectors	43,800	54,400	+10,600 (+24%)
Total	581,200	642,600	+61,400 (+11%)

*Source: DRCOG Travel Demand Model Focus 2.2, 2018.*

Daily VHT by facility type is illustrated in Table 4. As the table shows, overall VHT within the study area is expected to grow by approximately 17% from 2020 to 2040. Growth on principal arterials is relatively low at 12% while collectors are expected to grow by 30%. VHT is growing at a greater rate on all facilities than VMT as the roadways approach and exceed capacity within the area and congestion spreads to lesser facility types and beyond the peak travel periods.

Table 3. Daily Vehicle Hours Traveled

	Year 2020	Year 2040	Change
Principal Arterials	14,600	16,400	+1,800 (+12%)
Minor Arterials	10,600	12,800	+2,200 (+21%)
Collectors	2,400	3,100	+700 (+30%)
Total	27,500	32,300	+4,800 (+17%)

Source: DRCOG Travel Demand Model Focus 2.2, 2018.

Transit statistics were also analyzed within the study area. Illustrated in Table 5 are the combined total of boardings and alightings within the study area in the year 2020 and year 2040 models. As the table shows, boardings and alightings are expected to increase by 53% from 2020 to 2040. The AM and PM peak periods (two hour peaks) are projected to grow at similar rates of 56% and 57% respectively. Much of this increase in ridership is likely due to improvements related to the Colfax BRT.

Table 4. Daily Transit Boardings and Alightings

	Year 2020	Year 2040	Change
AM Peak Period	20,932	32,725	+11,793 (+56%)
PM Peak Period	22,076	34,585	+12,509 (+57%)
Daily	65,584	100,137	+34,553 (+53%)

Source: DRCOG Travel Demand Model Focus 2.2, 2018.

### Key findings

- Vehicle Miles Traveled and Vehicle Hours Traveled is expected to grow between 2020 and 2040, with the greatest growth occurring on local streets. Collector roads are expected to experience greater growth than arterial roads by both of these measures.
- The introduction of the Colfax BRT may influence traffic volumes. The traffic volume along 17<sup>th</sup> Avenue is expected to grow, while Colfax Avenue's traffic volumes are predicted to drop.

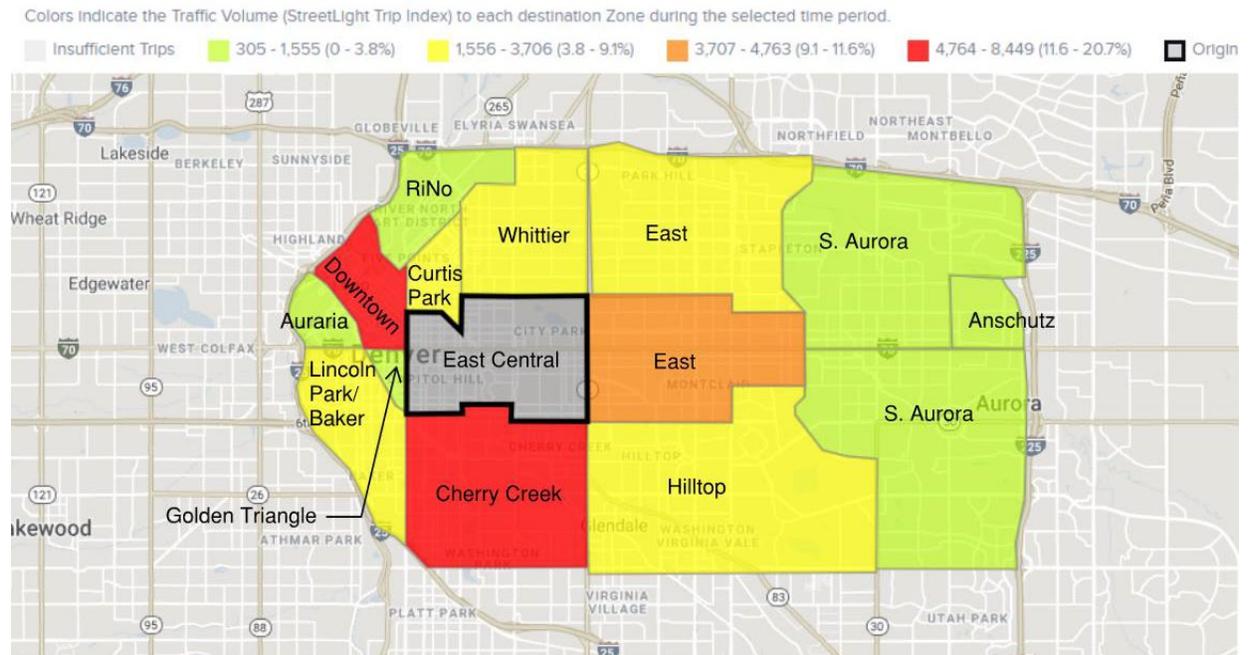
### Travel Shed and Origin Destination Analysis

#### East Central Area Origin-Destination Analysis

An analysis of trip origins and destinations for the East Central Area was conducted using Streetlight Data. Destination zones were set in neighboring areas with boundaries of I-25 to the west, I-70 to the north, I-225 to the east and Mississippi Street to the south. The first analysis included the East Central Area as the origin of trips during an average day. Major destinations include downtown (21% of trips)

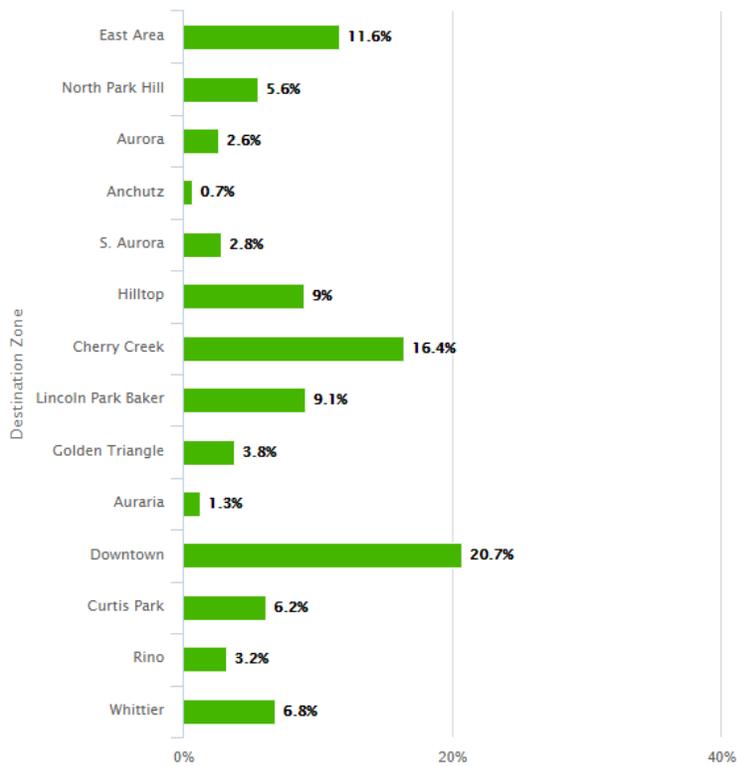
and the Cherry Creek area (16% of trips), as shown in red in Figure 1. Another 11% travel east into the East region. Similar patterns were found with the East Central region as the destination.

Figure 10. Percent of trips to each destination during an Average Day (Monday – Sunday), All Day (12am-12pm) from the East Central Region



Source: StreetLight Data, 2018.

Figure 11. Percent of trips to each destination during an Average Day (M-Su), All Day (12am-12pm) from the East Central Region



Source: StreetLight Data, 2018.

#### *East Central Neighborhoods Origin-Destination Analysis*

Taking a step inward, an analysis of each East Central Area as an origin or destination was performed. It was found that the relative patterns for origins and destinations are essentially the same, just in the opposite direction. For simplicity, results are illustrated assuming the East Central neighborhoods as trip origins.

While downtown is a major destination from the East Central Area as a whole, North Capitol Hill contributes the most to the trips bound for this destination: 25% of trips from North Capitol Hill are going to downtown. The majority of the trips from the East Central Area going to the Cherry Creek area are originating in Congress Park (13%), Cheesman Park (12%), and Capitol Hill (13%). In each neighborhood, most of the trips are destined to some other neighborhood within the East Central Area (each with at least 30%) as presented in Table 7.

Table 5. Percent of trips to each destination during an Average Day (Monday - Sunday), All Day (12am-12pm) from each neighborhood within the East Central Area

		Destination														
		Anschutz	Auraria	Aurora	Cherry Creek	Curtis Park	Down-town	East Area	East Central Area	Golden Triangle	Hilltop	Lincoln Park Baker	North Park Hill	RiNo	S. Aurora	Whittier
Origin	Capitol Hill	0%	1%	1%	13%	3%	16%	4%	37%	4%	4%	9%	2%	2%	1%	2%
	Cheesman Park	1%	1%	1%	12%	3%	10%	6%	45%	2%	5%	5%	2%	2%	1%	3%
	City Park	1%	1%	2%	7%	2%	6%	13%	39%	1%	7%	8%	8%	1%	2%	7%
	City Park West	1%	1%	2%	7%	8%	7%	7%	37%	2%	5%	4%	5%	1%	2%	3%
	Congress Park	0%	1%	1%	13%	3%	16%	4%	37%	4%	4%	9%	2%	2%	1%	2%
	North Capitol Hill	0%	1%	2%	7%	6%	25%	4%	30%	3%	4%	7%	3%	3%	2%	4%

Source: StreetLight Data, 2018.

*East Central Neighborhood Street O-D Analysis*

An analysis of trips traveling along select roadways within the study area was also performed. Those locations include the following:

- 13<sup>th</sup> Ave/14<sup>th</sup> Ave east of Vine St
- 17<sup>th</sup> Ave west of Detroit St
- Colfax Ave west of Vine St
- Downing St / Corona St south of 12<sup>th</sup> Ave
- York St south of 20<sup>th</sup> Ave
- Colorado Blvd south of 22<sup>nd</sup> Ave
- Colorado Blvd south fo 12<sup>th</sup> Ave

The trips that crossed through these locations were analyzed to identify local vs regional patterns.

*The O-D Analysis of east-west streets included 13<sup>th</sup> Ave/14<sup>th</sup> Ave, 17<sup>th</sup> Ave, and Colfax Ave. Table 8 displays the travel patterns observed along these roadways. For each of these facilities, the majority of trips had at least one trip end within the East Central study area. However, the regional through trips that pass through the study area without stopping is significant with over 40% of trips beginning and ending outside the study area on each roadway. Colfax Ave experiences the greatest amount of regional travel at 46% of all trips.*

*Table 6. Origin and Destination Analysis for East to West Streets*

O-D Location	Local Trip	East Central to/from External Area	Regional Through Trip
13 <sup>th</sup> Ave/14 <sup>th</sup> Ave east of Vine St	11%	49%	40%
17 <sup>th</sup> Ave west of Detroit St	6%	52%	41%
Colfax Ave west of Vine St	12%	43%	46%

Source: StreetLight Data, 2018.

*The O-D analysis of the north to south streets included Downing St/Corona St, York St, Colorado Blvd. Table 9 displays the travel patterns observed along these roadways. For Downing St/Corona St and York St, the majority of trips had at least one trip end within the East Central study area at 63% and 52%, respectively. Meanwhile, Colorado Blvd is used more for regional trips to and from outside the East Central area. The majority of trips on Colorado Blvd south of 22<sup>nd</sup> Ave and south of 12<sup>th</sup> Ave were regional trips at 74% and 69%, respectively.*

*Table 7. Origin and Destination Analysis for North to South Streets*

O-D Location	Local Trip	East Central to/from External Area	Regional Through Trip
Downing St / Corona St south of 12 <sup>th</sup> Ave	17%	56%	28%

Table 7. Origin and Destination Analysis for North to South Streets

O-D Location	Local Trip	East Central to/from External Area	Regional Through Trip
York St south of 20 <sup>th</sup> Ave	4%	48%	48%
Colorado Blvd south of 22 <sup>nd</sup> Ave	1%	26%	74%
Colorado Blvd south of 12 <sup>th</sup> Ave	1%	30%	69%

Source: StreetLight Data, 2018.

### Key findings

- The most frequented destination of trips originating in the East Central area includes downtown, followed by Cherry Creek, therefore, providing multimodal transportation options to these destinations will be essential/
- Many vehicle trips through the study area are *regional through trips that pass through the study area without stopping, with over 40% of trips beginning and ending outside the study area on each roadway. This may be perceived by residents as “cut-through” traffic.*
- Colfax Avenue experiences the greatest percentage of regional through trips in the study area at 46 percent of trips. Colfax Avenue is a very important regional corridor, which could provide opportunities and challenges to the East Central area.
- For Downing Street, Corona Street, and York Street, the majority of trips either began or ended in the East Central Area, while Colorado Boulevard was more frequently utilized for regional through trips.

### Multimodal Crash Analysis

As part of Denver’s Vision Zero Action Plan, the following street segments located within or along the study area boundaries are identified as part of the High Injury Network (HIN):

- North-South Streets
  - Broadway between 7th Avenue and 20th Avenue
  - Lincoln Street between 7th Avenue and 20th Avenue
  - Pennsylvania Street between 12th Avenue and 19th Avenue
  - Downing Street between Colfax Avenue and 23rd Avenue
  - Park Avenue between Colfax Avenue and 20th Avenue
  - Josephine between 6th Avenue and 23rd Avenue
  - Colorado Boulevard between 6th Avenue and 23rd Avenue
- East-West Streets
  - 19th Avenue between Broadway and Park Avenue and at Downing Street
  - 17th Avenue between Broadway and Colorado Boulevard
  - 16th Street between Lincoln Street and High Street

- Colfax Avenue between Broadway and Colorado Boulevard

Using City and County of Denver crash data and the HIN as a foundation, an analysis of the top pedestrian crashes, bicycle crashes, and all crashes (includes pedestrian/bicycle crashes) located along HIN street segments within or along the study area boundaries was conducted.

The key findings along HIN street segments include:

- Crashes along the HIN street segments comprised 8,191 total crashes.
- There were 661 total crashes involving pedestrians or bicyclists (Ped:389 / Bike:272).
- People walking and biking were involved in only 8% of all crashes, but represent 49% of all injury crashes (31% pedestrians/18% bike).

*Comparison of Percentage of HIN Crashes to Crashes on Non-HIN Streets in the East Central Planning Area vs. City-Wide*

Table 10 highlights the percentage of pedestrian, bicycle and vehicular related crashes along HIN street segments as compared to all other streets in the East Central Area. Table 10 also displays city-wide crash percentages. This comparison shows that a higher percentage of crashes involving pedestrians and bicycles occur on the HIN in the East Central area as compared to the citywide average, while a slightly lower percentage of vehicular-related crashes occur on the HIN in the East Central area compared to the citywide average.

Table 8. Percent of pedestrian, bicycle, and vehicular-related crashes on HIN versus Non-HIN streets in the East Central area and Citywide

East Central	Pedestrian Related Crashes	Total Bicycle-Related Crashes	Total Vehicular-Related Crashes
HIN Crashes	84% (389)	71% (272)	67% (7,530)
Crashes on Non-HIN Streets	16% (73)	29% (109)	33% (3,703)

Citywide*	Pedestrian Related Crashes	Total Bicycle-Related Crashes	Total Vehicular-Related Crashes
HIN Crashes	58% (1,201)	61% (429)	71% (23,898)
Crashes on Non-HIN Streets	42% (852)	39% (270)	29% (9,868)

\*Includes East Central area.

*HIN Crashes*

Table 11 highlights the total number of pedestrian and bicycle crashes located along HIN street segments as well as streets identified through stakeholder and community feedback as having vehicular speeding and cut through issues within or along the study area boundaries.

Table 91. Total number of bicycle or pedestrian related crashes on HIN street segments

Street	HIN Street Segment	Total Pedestrian/Bicycle Related Crashes	Total
Colfax Avenue	Between Broadway and Colorado Blvd.	205 (Ped:153 / Bike:52)	2,220

Table 91. Total number of bicycle or pedestrian related crashes on HIN street segments

Street	HIN Street Segment	Total Pedestrian/Bicycle Related Crashes	Total
Broadway	Between 7th Ave. and 20th Ave.	82 (Ped:54 / Bike:28)	792
Lincoln Street	Between 7th Ave. and 20th Ave.	79 (Ped:47 / Bike:32)	852
17th Avenue	Between Broadway and Colorado Blvd.	65 (Ped:33 / Bike:32)	1,117
16th Avenue	Between Lincoln St. and High St.	58 (Ped:8 / Bike:50)	380
Colorado Boulevard	Between 6th Ave. and 23rd Ave.	41 (Ped:29 / Bike:12)	1,261
Pennsylvania Street	Between 12th Ave. and 19th Ave.	39 (Ped:14 / Bike:25)	268
Park Avenue	Between Colfax Ave. and 20th Ave.	34 (Ped:19 / Bike:15)	334
Downing Street	Between Colfax Ave. and 23rd Ave.	24 (Ped:13 / Bike: 11)	380
Josephine	Between 6th Ave. and 23rd Ave.	18 (Ped:7 / Bike:11)	418
19th Avenue	Between Broadway and Park Ave. and at Downing St.	16 (Ped:12 / Bike:4)	149
8th Avenue*	Between Broadway and Colorado Blvd.	24 (Ped:11 / Bike:13)	556
13th Avenue*	Between Broadway and Colorado Blvd.	57 (Ped:35 / Bike:22)	1,023
14th Avenue*	Between Broadway and Colorado Blvd.	53 (Ped:32 / Bike:21)	1,112

\*Not part of the HIN. Identified through stakeholder and community feedback as having vehicular speeding and cut through issues.

### Pedestrian Crashes

Table 12 highlights the top 17 locations for pedestrian crashes located along HIN street segments within or along the study area boundaries.

Table 102. Top pedestrian-related crash intersections

Location*	Neighborhood	Total Pedestrian-Related Crashes	Total Bicycle-Related Crashes
Broadway and 13th Avenue	Capitol Hill	14	2
Colfax Avenue and Pennsylvania Street	North Capitol Hill, Capitol Hill	10	3
Colfax Avenue and Colorado Boulevard	City Park, Congress Park	10	4
Lincoln Street and 14th Avenue	Capitol Hill	7	1
Lincoln Street and 17th Avenue	North Capitol Hill	6	3
Broadway and 16th Avenue	North Capitol Hill	5	1
Broadway and 17th Avenue	North Capitol Hill	5	2
Broadway and 11th Avenue	Capitol Hill	5	3
Broadway and 12th Avenue	Capitol Hill	5	7
Broadway and 10th Avenue	Capitol Hill	5	3
Lincoln and 18th Avenue	North Capitol Hill	5	0
Lincoln and Colfax Avenue	North Capitol Hill, Capitol Hill	5	6
Lincoln and 11th Avenue	Capitol Hill	5	8
Lincoln and 9th Avenue	Capitol Hill	5	1

Table 102. Top pedestrian-related crash intersections

Location*	Neighborhood	Total Pedestrian-Related Crashes	Total Bicycle-Related Crashes
Colfax Avenue and Sherman Street	North Capitol Hill, Capitol Hill	5	2
Colfax Avenue and Downing Street	North Capitol Hill, Capitol Hill	5	4
Colfax Avenue and Williams Street	City Park West, Chessman Park	5	1

\* Does not include locations along Colfax Ave with planned improvements  
Bicycle Crashes

Table 13 highlights the top 15 locations for bicycle crashes located along HIN street segments within or along the study area boundaries.

Table 113. Top bicycle-related crash intersections

Location*	Neighborhood	Total Bicycle-Related Crashes	Total Pedestrian-Related Crashes
Lincoln Street and 11th Avenue	Capitol Hill	8	5
Broadway and 12th Avenue	Capitol Hill	7	5
Pennsylvania Street and 17th Avenue	North Capitol Hill	7	1
Lincoln Street and Colfax Avenue	North Capitol Hill	6	5
Lincoln Street and 16th Avenue	North Capitol Hill	5	3
Pennsylvania Street and 16th Avenue	North Capitol Hill	5	1
Ogden Street and 16th Avenue	North Capitol Hill	5	1
Washington Street and 16th Avenue	North Capitol Hill	4	0
Clarkson Street and 16th Avenue	North Capitol Hill	4	0
Colfax Avenue and Downing Street	North Capitol Hill, Capitol Hill, City Park West, Cheesman Park	4	5
16th Avenue and Park Avenue	City Park West	4	1
Franklin Street and 17th Avenue	City Park West	4	1
York Street and 23rd Avenue	City Park West, City Park	4	1
Colorado Boulevard and Colfax Avenue	City Park, Congress Park	4	10

\* Does not include locations along Colfax Ave with planned improvements.

All Crashes (includes pedestrian and bicycle)

Table 14 highlights the top 10 locations for all crashes (includes pedestrian/bicycle crashes) along HIN street segments within or along the study area boundaries.

Table 124. Top intersections for all crashes

Location*	Neighborhood	Total Crashes**	Total Pedestrian-Related Crashes	Total Bicycle-Related Crashes
Colorado Boulevard and Colfax Avenue	City Park, Congress Park	209	10	4
Colorado Boulevard and 17th Avenue	City Park	177	3	0
Colfax Avenue and Downing Street	North Capitol Hill, Capitol Hill, City Park West, Cheesman Park	150	5	4
Colorado Boulevard and 14th Avenue	Congress Park	134	1	1
Lincoln Street and Colfax Avenue	North Capitol Hill, Capitol Hill	121	5	6
Colorado Boulevard and 23rd Avenue	City Park	116	1	0
Logan Street and Colfax Avenue	North Capitol Hill, Capitol Hill	99	8	0
Lincoln Street and 18th Avenue	North Capitol Hill	91	5	0
Colorado Boulevard and Montview Boulevard	City Park	90	1	1
Broadway and 17th Avenue	North Capitol Hill	89	5	2

\* Does not include locations along Colfax Ave with planned improvements

\*\* Includes pedestrian/bicycle crashes

### Key findings

- A comparison of crashes involving pedestrians and bicycles along corridors in East Central demonstrates that a higher percentage of these types of crashes occur on the HIN in the East Central area as compared to the citywide average, while a slightly lower percentage of vehicular-related crashes occur on the HIN in the East Central area compared to the citywide average. As Denver’s Vision Zero Action Plan is implemented, East Central will be pivotal in improving pedestrian and bicycle safety.
- Many intersections in the East Central area have a repeated pattern of crashes, including crashes that involve bicyclists and pedestrians. The safety at these intersections must be addressed to achieve Denver’s Vision Zero goal to eliminate traffic deaths and serious injuries on Denver’s streets.

### On-Street, Public and Private Parking Facilities (OV)

Parking in the East Central Area has been recently inventoried as part of City and consultant efforts to better understand on-street parking characteristics within the area. Parking inventories in this area date from 2015 to 2017. As development continues in this area, it will be important to continue documenting parking occupancy. Additionally, the existing parking inventories will serve as a useful ‘before’ snapshot.

After the BRT is active on Colfax Avenue, additional parking occupancy studies may prove useful. Many community members have expressed concerns over parking impacts related to BRT construction and implementation.

Despite these concerns, the parking rates could still be considered reasonable. While North Capitol Hill has the highest AM and PM parking occupancy rates in the East Central Area, the peak is 79%. A federally-funded parking management demonstration project completed by the San Francisco Municipal Transportation Agency (SFMTA), called *SFpark*, considered 60 percent to 80 percent occupancy to be within the “ideal” range of being properly utilized but still having some spots available.

Summary of parking characteristics by neighborhood are described below and in Table 20. See Appendix B for full data and maps.

*Table 20. Parking Characteristics*

Statistical Neighborhood	AM Occupancy	PM Occupancy	Areas of High Occupancy / Concern
Capitol Hill	60%	76%	Nearly all locations (area-wide occupancy % is not available)
North Capitol Hill	60%	79%	Nearly all locations
Cheesman Park	57%	52%	North of E 13th Ave, Humboldt – York Street; 11th – 13th Aves., Race – York St
City Park West	50%	55%	PM Occupancy, one block either side of 17th Ave (restaurant / nightlife area)
City Park	52%	64%	North / South streets, Detroit St – Garfield St
Congress Park	42%	40%	North / South streets, between 12th – 14th Aves, Josephine – Garfield

#### *Capitol Hill & North Capitol Hill*

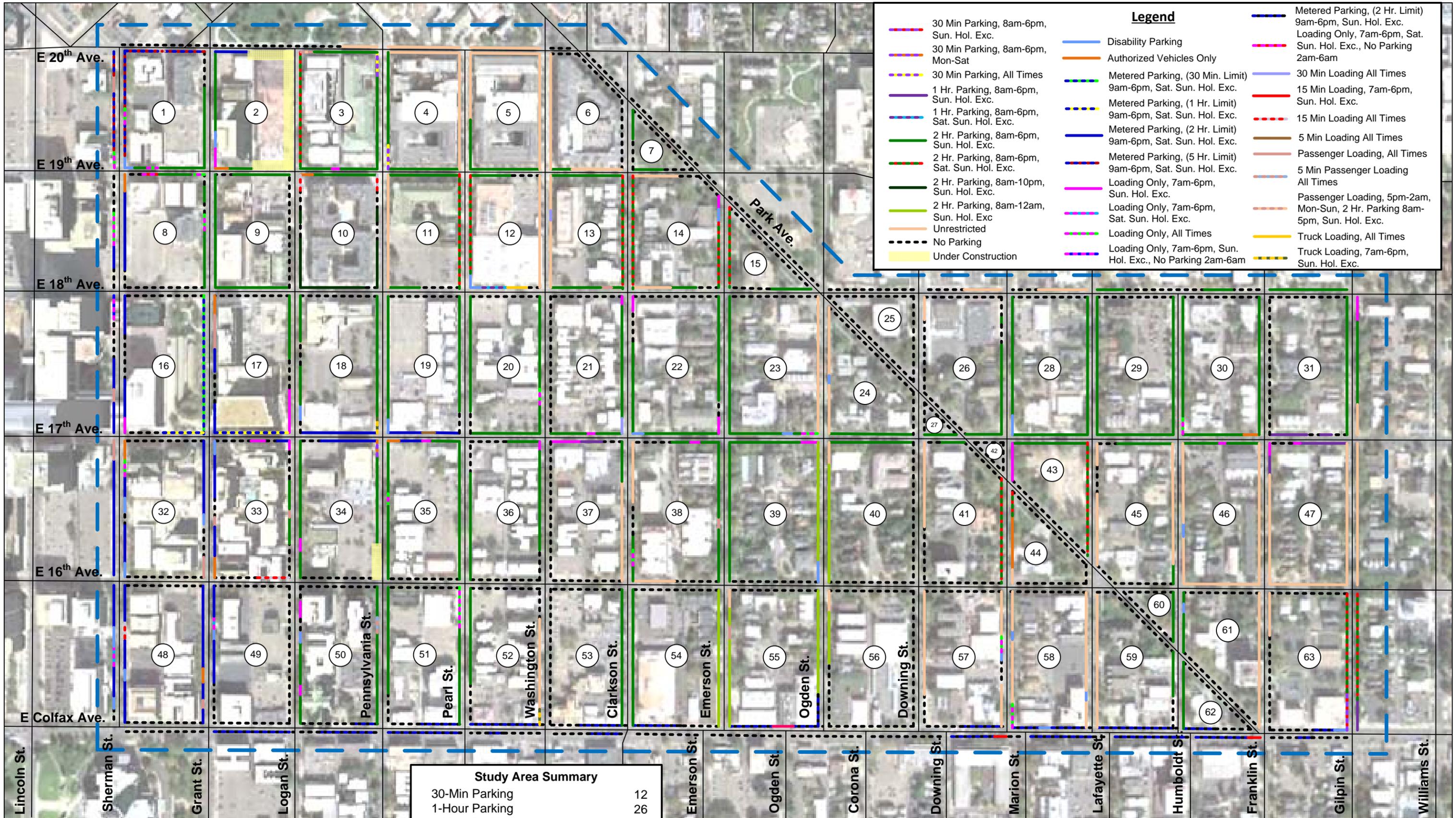
Street parking in the Capitol Hill and North Capitol Hill is limited. The area is home to many older, multi-family residential buildings built without parking garages or surface lots, requiring most residents to use on-street parking. Coupled with the area as a destination for shops, restaurants, cultural facilities and other landmarks, parking in this area is in low-supply and high-demand.

At the Cheesman Park/Capitol Hill Workshop and the Capitol Hill/City Park West Workshop, attendees prioritized routes where improvements avoid reducing on-street parking over routes where improvements avoid reducing vehicular traffic flow. This indicates that residents in the Capitol Hill and North Capitol Hill neighborhoods may be supportive of projects where on-street parking is maintained.

#### *Cheesman Park*

There are approximately 3,000 on-street parking spaces in the Cheesman Park neighborhood, not including parking spaces within Cheesman Park itself. Nearly 75% of these parking spaces are unrestricted. ‘BG’ residential parking permit holders can park unrestricted in an additional 393 spaces, located two blocks north and south of the Botanic Gardens.

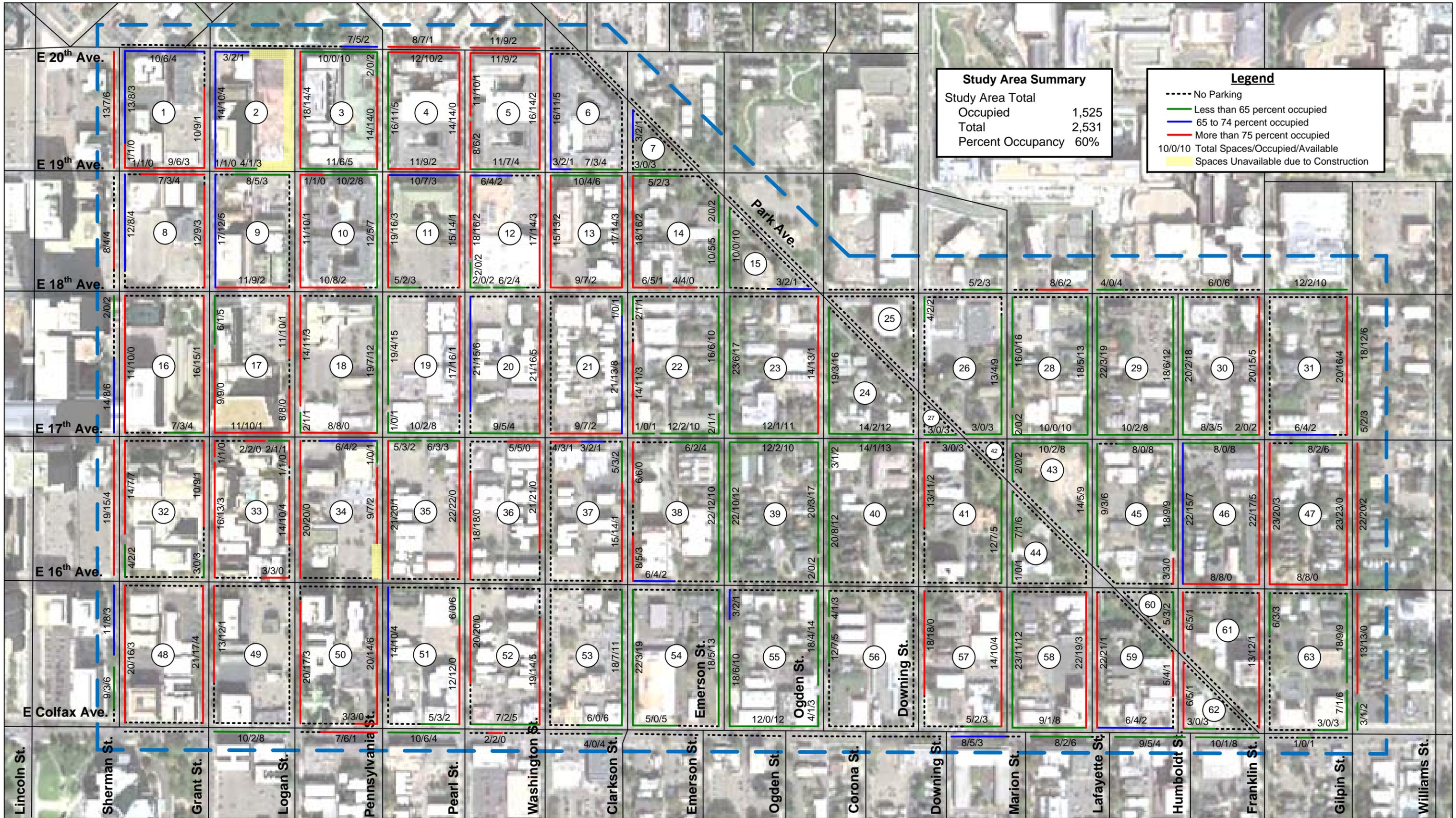
Parking occupancy rates in the AM period are 57% and rates in PM are 52%, with most occupied spaces north of Cheesman Park, between 12<sup>th</sup> Ave and Colfax Ave. South of Cheesman Park, land use is primarily single – family and low-density residential. Most streets have alleys and garages, creating adequate



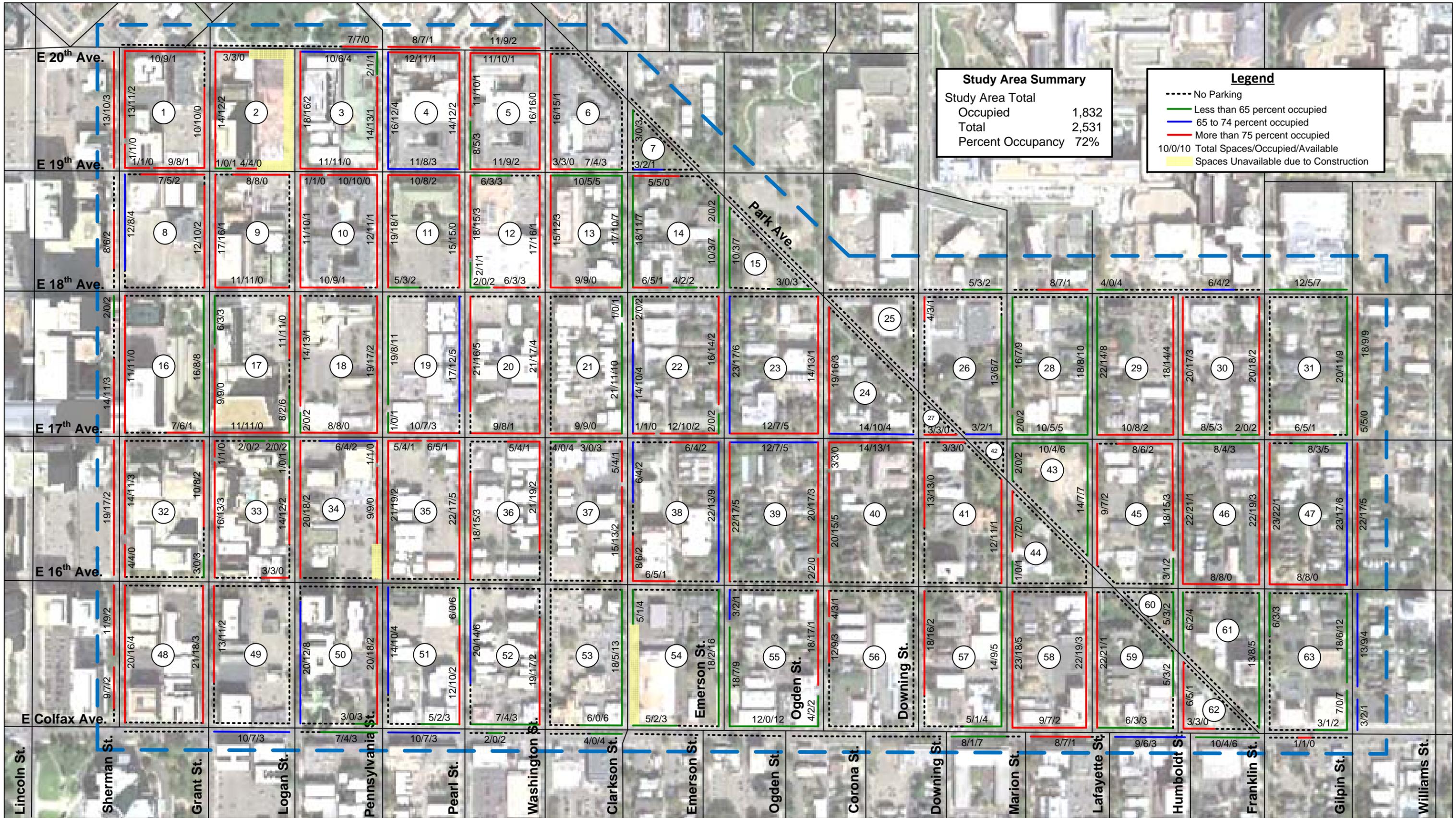
- Legend**
- 30 Min Parking, 8am-6pm, Sun. Hol. Exc.
  - 30 Min Parking, 8am-6pm, Mon-Sat
  - 30 Min Parking, All Times
  - 1 Hr. Parking, 8am-6pm, Sun. Hol. Exc.
  - 1 Hr. Parking, 8am-6pm, Sat. Sun. Hol. Exc.
  - 2 Hr. Parking, 8am-6pm, Sun. Hol. Exc.
  - 2 Hr. Parking, 8am-6pm, Sat. Sun. Hol. Exc.
  - 2 Hr. Parking, 8am-10pm, Sun. Hol. Exc.
  - 2 Hr. Parking, 8am-12am, Sun. Hol. Exc.
  - Unrestricted
  - No Parking
  - Under Construction
  - Disability Parking
  - Authorized Vehicles Only
  - Metered Parking, (30 Min. Limit) 9am-6pm, Sat. Sun. Hol. Exc.
  - Metered Parking, (1 Hr. Limit) 9am-6pm, Sat. Sun. Hol. Exc.
  - Metered Parking, (2 Hr. Limit) 9am-6pm, Sat. Sun. Hol. Exc.
  - Metered Parking, (5 Hr. Limit) 9am-6pm, Sat. Sun. Hol. Exc.
  - Loading Only, 7am-6pm, Sun. Hol. Exc.
  - Loading Only, 7am-6pm, Sat. Sun. Hol. Exc.
  - Loading Only, All Times
  - Loading Only, 7am-6pm, Sun. Hol. Exc., No Parking 2am-6am
  - Metered Parking, (2 Hr. Limit) 9am-6pm, Sun. Hol. Exc.
  - 30 Min Loading All Times
  - 15 Min Loading, 7am-6pm, Sun. Hol. Exc.
  - 15 Min Loading All Times
  - 5 Min Loading All Times
  - Passenger Loading, All Times
  - 5 Min Passenger Loading All Times
  - Passenger Loading, 5pm-2am, Mon-Sun, 2 Hr. Parking 8am-5pm, Sun. Hol. Exc.
  - Truck Loading, All Times
  - Truck Loading, 7am-6pm, Sun. Hol. Exc.

Study Area Summary	
30-Min Parking	12
1-Hour Parking	26
2-Hour Parking	1,364
Meter Parking	371
Disability	41
Loading Zone	141
Unrestricted	557
Authorized Vehicles	19
<b>Total Spaces</b>	<b>2,531</b>

**Figure 1**  
North Capitol Hill Parking Restrictions



**Figure 2**  
**North Capitol Hill Parking Occupancy**  
**5 AM Wednesday December 14, 2016**



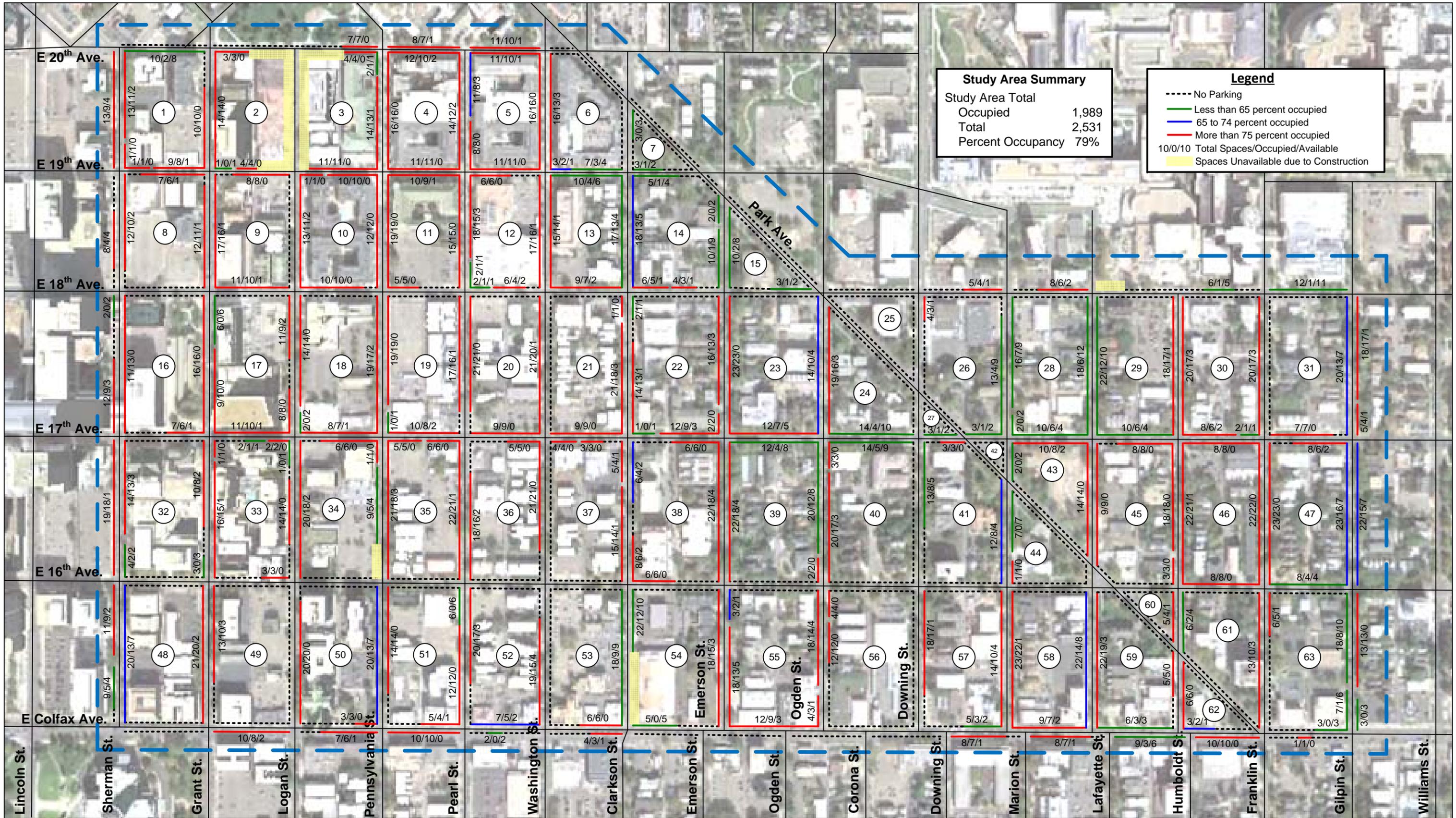
**Study Area Summary**

Study Area Total	
Occupied	1,832
Total	2,531
Percent Occupancy	72%

**Legend**

- No Parking
- Less than 65 percent occupied
- 65 to 74 percent occupied
- More than 75 percent occupied
- 10/0/10 Total Spaces/Occupied/Available
- Spaces Unavailable due to Construction

**Figure 3**  
**North Capitol Hill Parking Occupancy**  
**12 PM Thursday December 16, 2016**



**Study Area Summary**

Study Area Total	
Occupied	1,989
Total	2,531
Percent Occupancy	79%

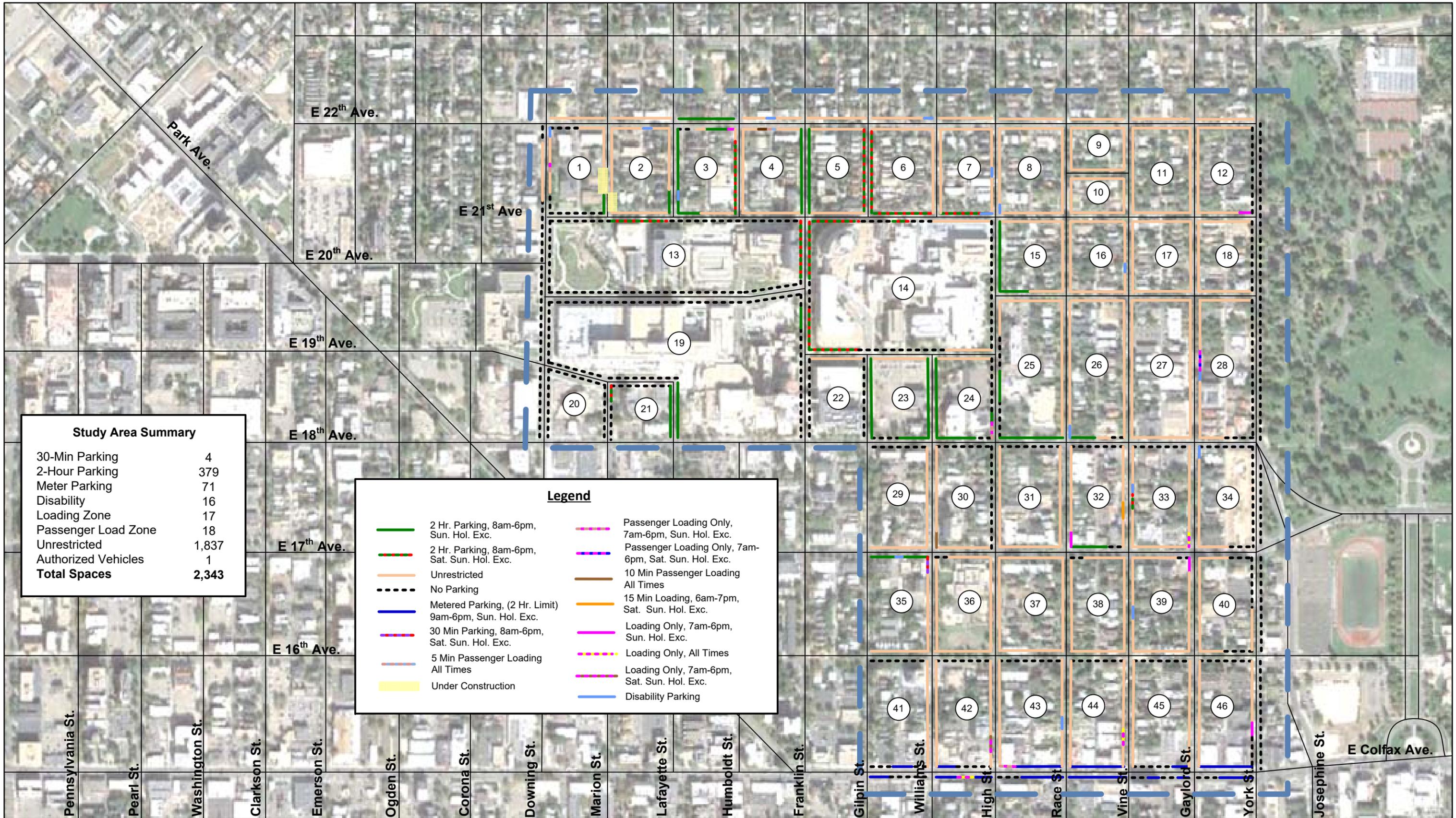
**Legend**

- No Parking
- Green Less than 65 percent occupied
- Blue 65 to 74 percent occupied
- Red More than 75 percent occupied
- 10/0/10 Total Spaces/Occupied/Available
- Yellow Spaces Unavailable due to Construction

**Figure 4**  
**North Capitol Hill Parking Occupancy**  
**7 PM Tuesday January 10, 2017**

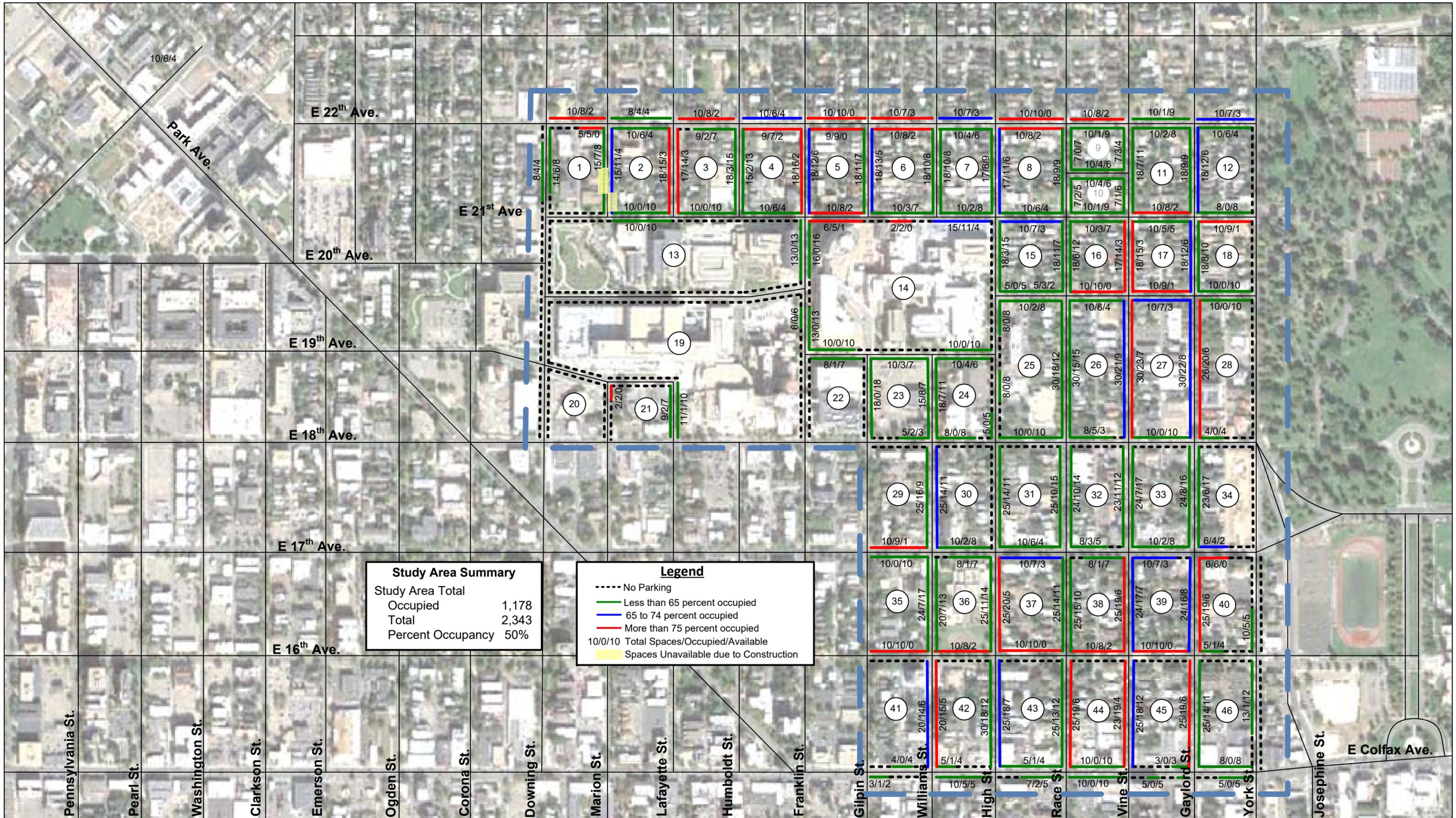




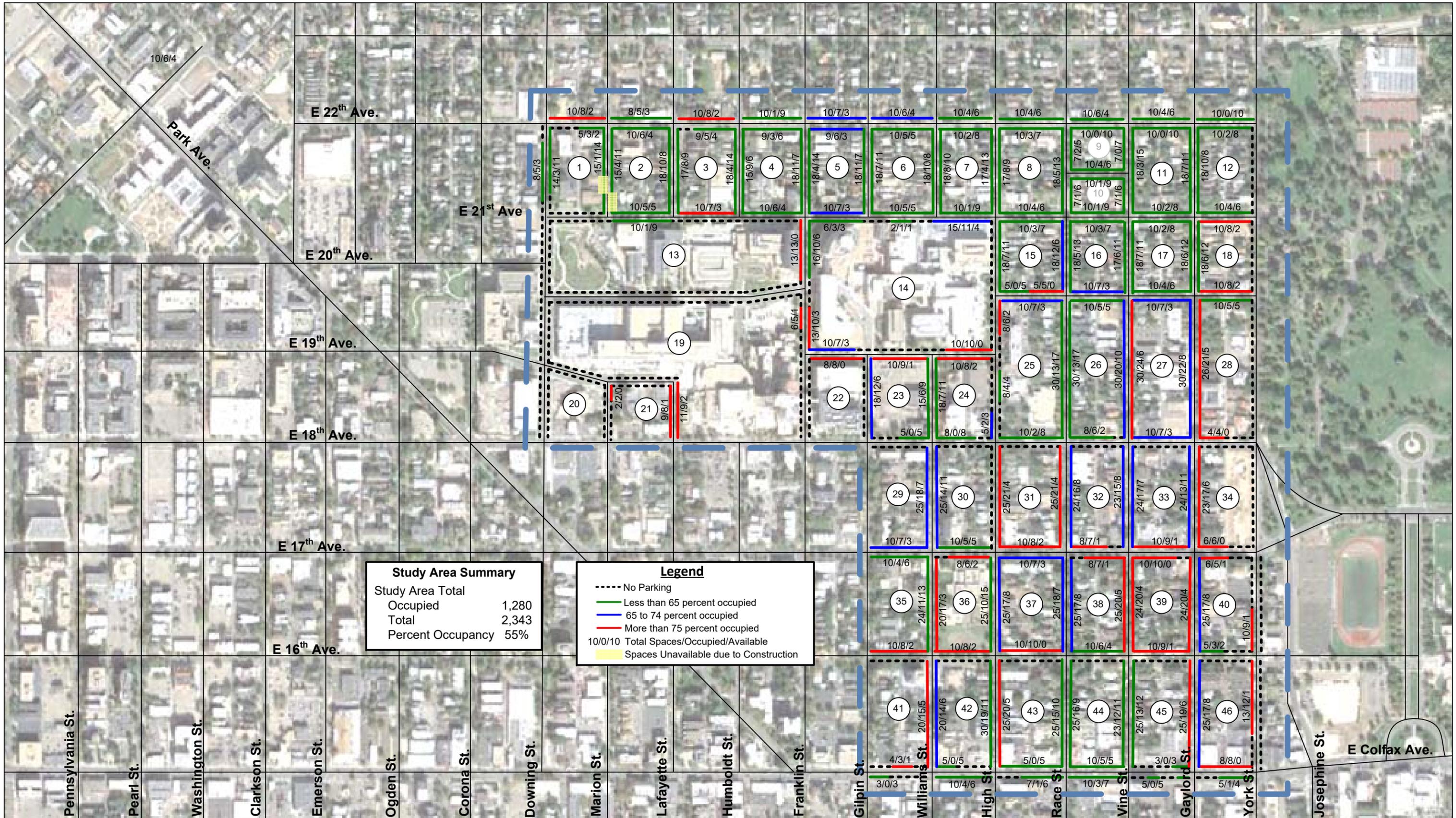


Study Area Summary	
30-Min Parking	4
2-Hour Parking	379
Meter Parking	71
Disability	16
Loading Zone	17
Passenger Load Zone	18
Unrestricted	1,837
Authorized Vehicles	1
<b>Total Spaces</b>	<b>2,343</b>

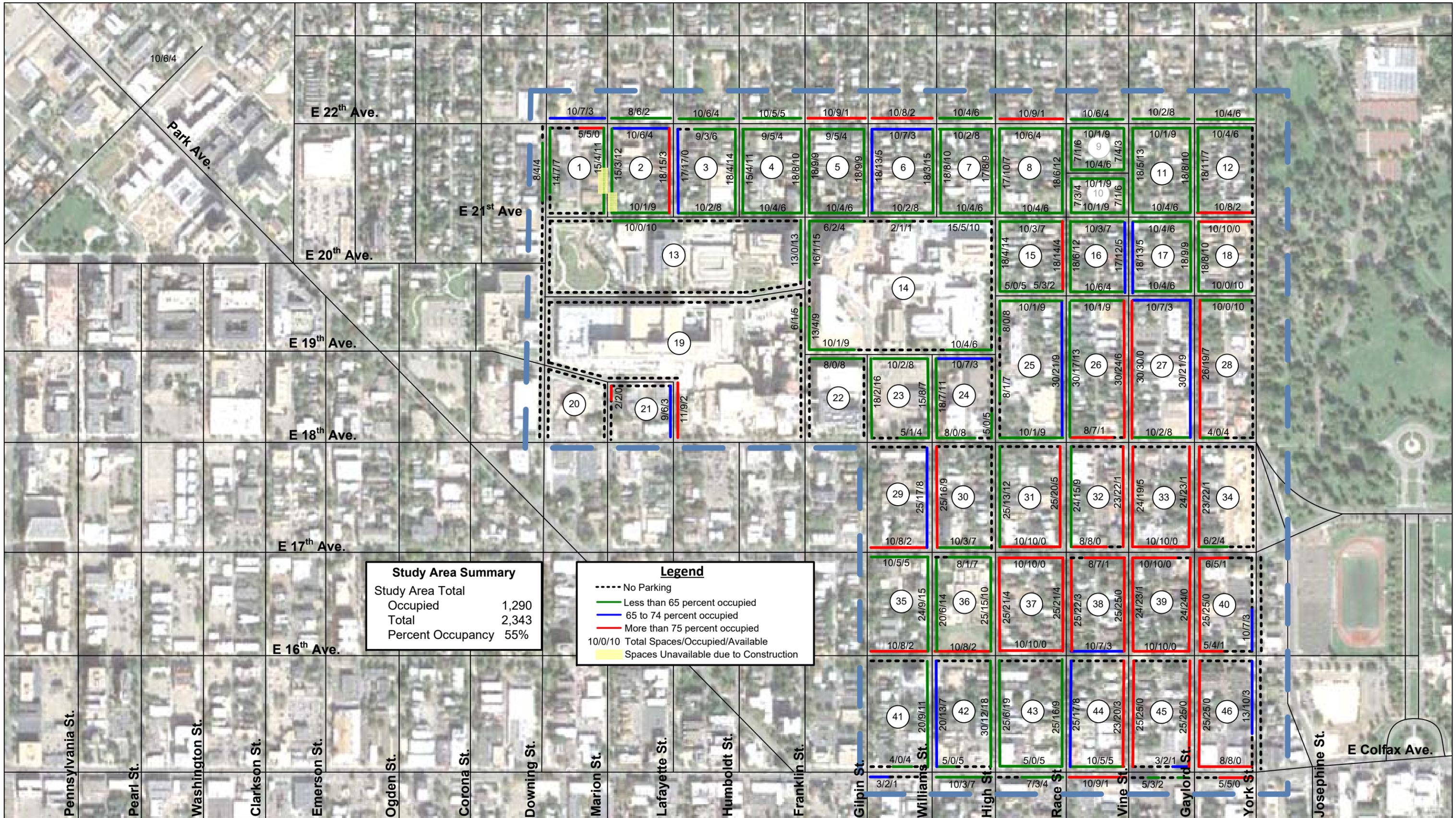
Legend			
	2 Hr. Parking, 8am-6pm, Sun. Hol. Exc.		Passenger Loading Only, 7am-6pm, Sun. Hol. Exc.
	2 Hr. Parking, 8am-6pm, Sat. Sun. Hol. Exc.		Passenger Loading Only, 7am-6pm, Sat. Sun. Hol. Exc.
	Unrestricted		10 Min Passenger Loading All Times
	No Parking		15 Min Loading, 6am-7pm, Sat. Sun. Hol. Exc.
	Metered Parking, (2 Hr. Limit) 9am-6pm, Sun. Hol. Exc.		Loading Only, 7am-6pm, Sun. Hol. Exc.
	30 Min Parking, 8am-6pm, Sat. Sun. Hol. Exc.		Loading Only, All Times
	5 Min Passenger Loading All Times		Loading Only, 7am-6pm, Sat. Sun. Hol. Exc.
	Under Construction		Disability Parking



**Figure 2**  
**City Park West Parking Restrictions**  
**5 AM Thursday February 16, 2017**



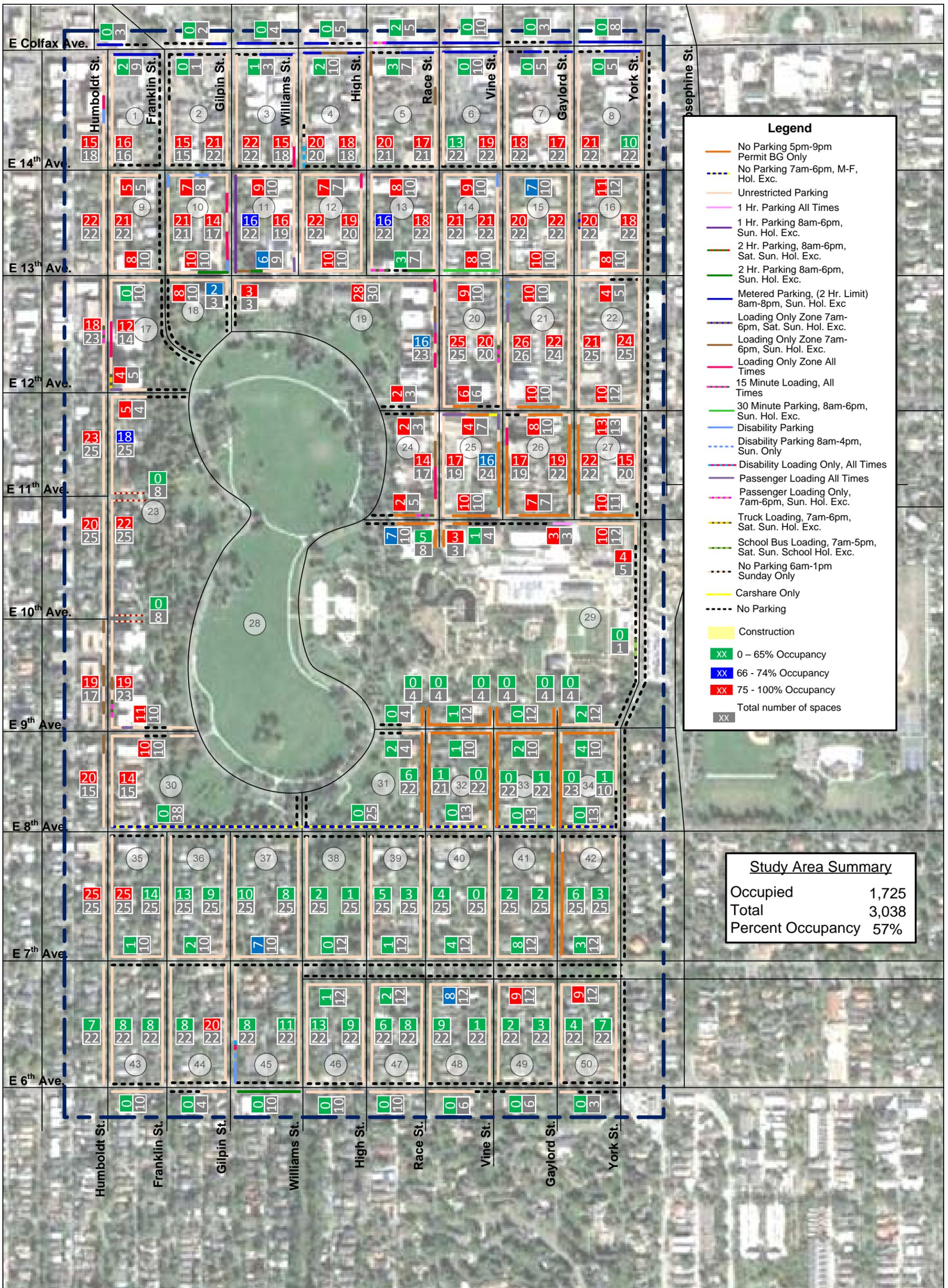
**Figure 3**  
**City Park West Parking Restrictions**  
**1 PM Thursday February 9, 2017**



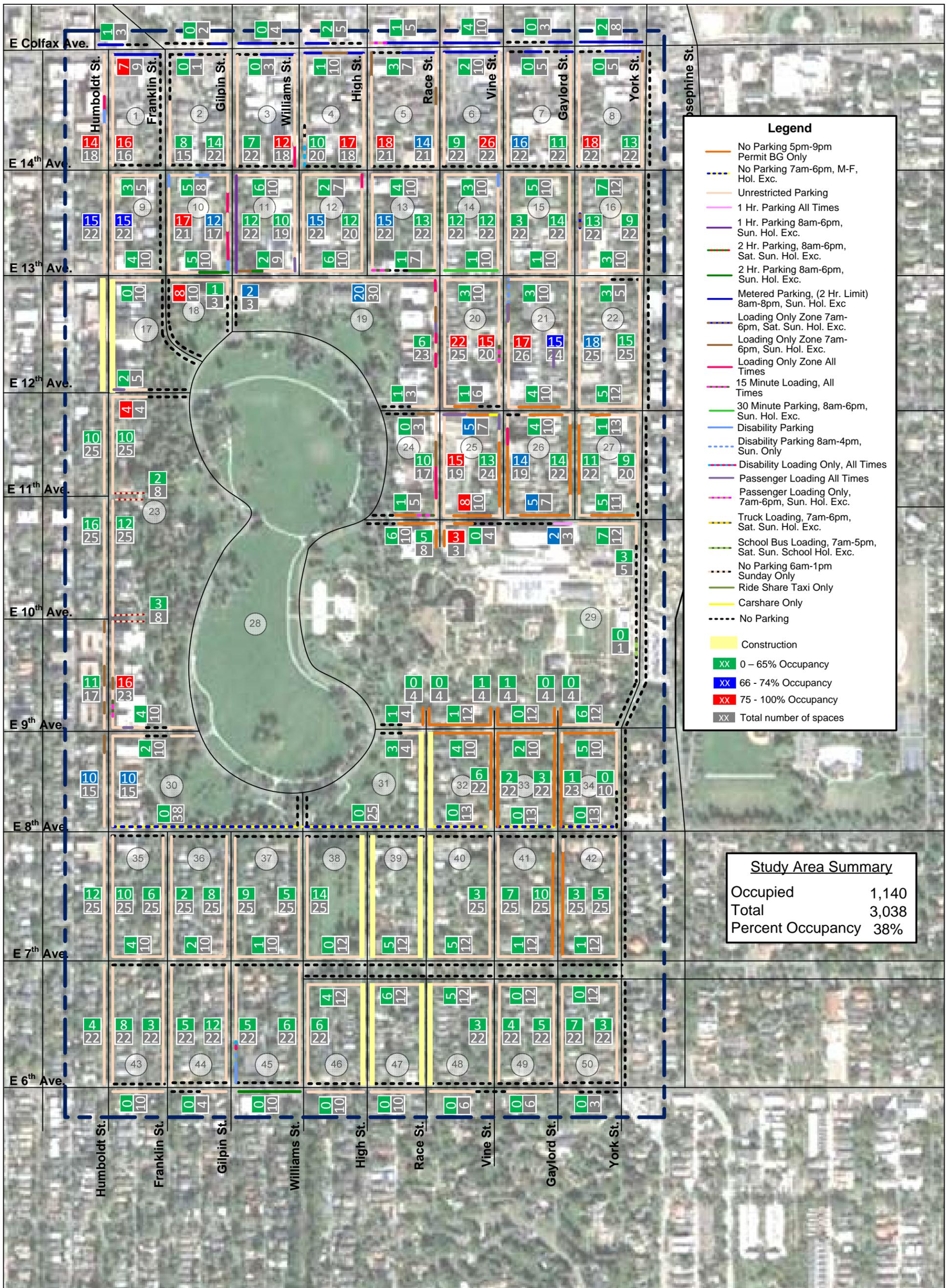
**Figure 4**  
**City Park West Parking Restrictions**  
**7 PM Friday February 10, 2017**

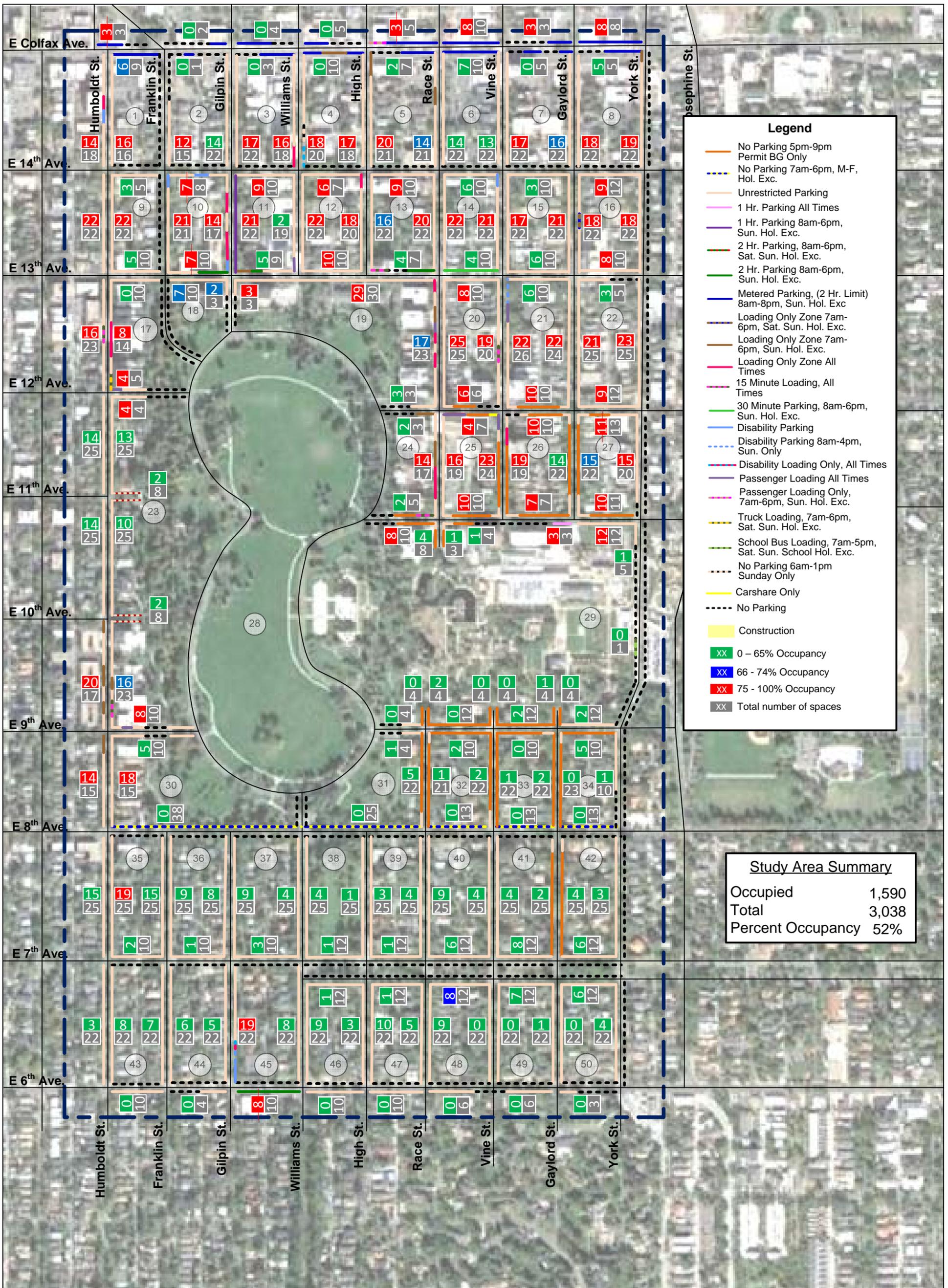


**Figure 1**  
Cheesman Park Parking Restrictions



**Figure 2**  
**Cheesman Park Parking Occupancy**  
 Wednesday, November 15<sup>th</sup>, 2017 5 AM





**Legend**

- No Parking 5pm-9pm Permit BG Only
- - - No Parking 7am-6pm, M-F, Hol. Exc.
- Unrestricted Parking
- 1 Hr. Parking All Times
- 1 Hr. Parking 8am-6pm, Sun. Hol. Exc.
- 2 Hr. Parking, 8am-6pm, Sat. Sun. Hol. Exc.
- 2 Hr. Parking 8am-6pm, Sun. Hol. Exc.
- Metered Parking, (2 Hr. Limit) 8am-8pm, Sun. Hol. Exc.
- - - Loading Only Zone 7am-6pm, Sat. Sun. Hol. Exc.
- Loading Only Zone 7am-6pm, Sun. Hol. Exc.
- Loading Only Zone All Times
- 15 Minute Loading, All Times
- 30 Minute Parking, 8am-6pm, Sun. Hol. Exc.
- Disability Parking
- - - Disability Parking 8am-4pm, Sun. Only
- - - Disability Loading Only, All Times
- Passenger Loading All Times
- Passenger Loading Only, 7am-6pm, Sun. Hol. Exc.
- - - Truck Loading, 7am-6pm, Sat. Sun. Hol. Exc.
- - - School Bus Loading, 7am-5pm, Sat. Sun. School Hol. Exc.
- - - No Parking 6am-1pm Sunday Only
- Carshare Only
- - - No Parking
- Construction
- XX 0 – 65% Occupancy
- XX 66 - 74% Occupancy
- XX 75 - 100% Occupancy
- XX Total number of spaces

Study Area Summary	
Occupied	1,590
Total	3,038
Percent Occupancy	52%

**Figure 4**  
**Cheesman Park Parking Occupancy**  
 Tuesday, November 14<sup>th</sup>, 2017 7 PM



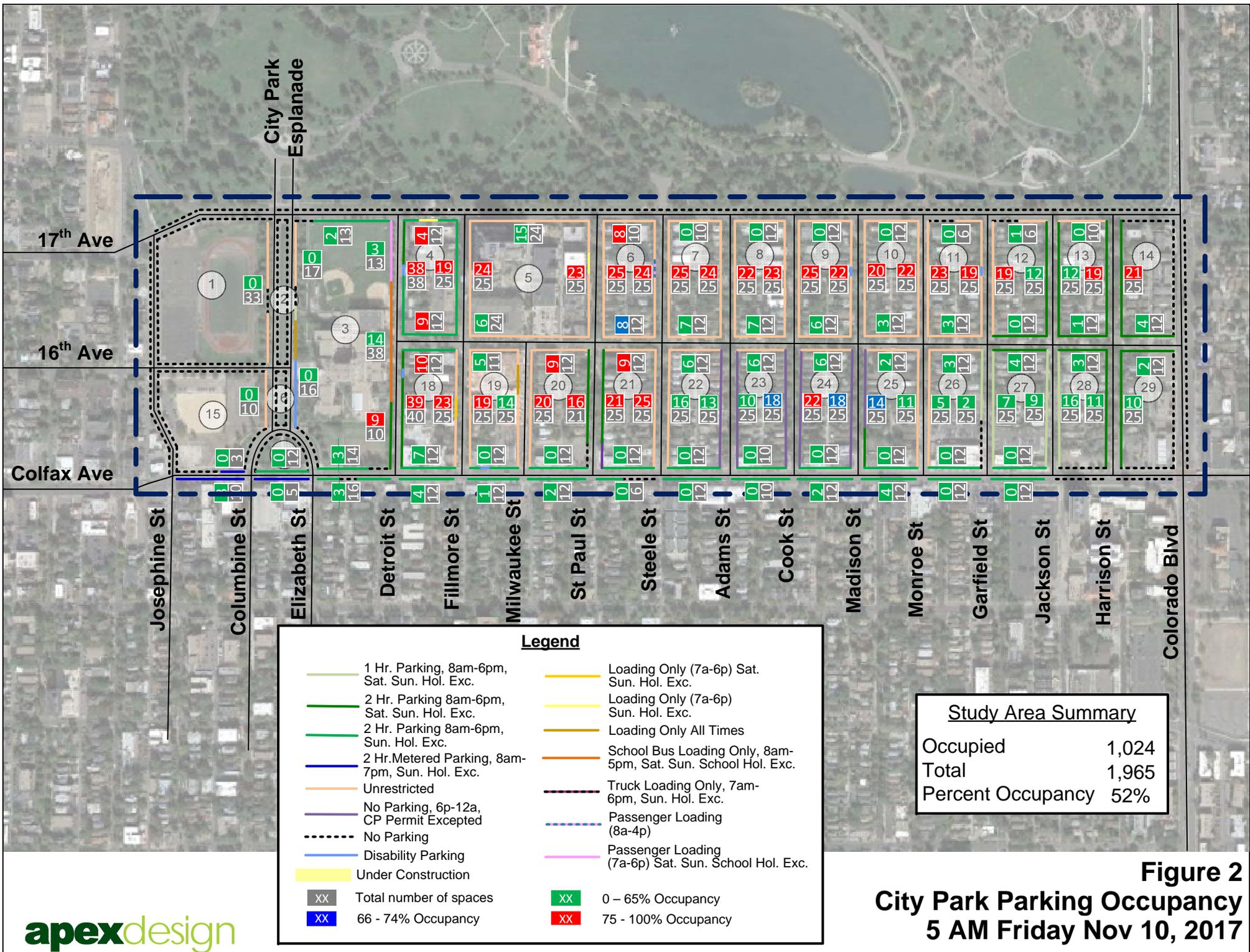
**Study Area Summary**

1 hour parking, 8am-6pm, Sat. Sun. Hol. Exc.	107
2 hour parking, 8am-6pm, Sat. Sun. Hol. Exc.	330
2 hour parking, 8am-6pm, Sun. Hol. Exc.	360
Disability Parking	14
Loading Only 7am-6pm Sat. Sun. Hol. Exc.	2
Loading Only 7am-6pm Sun. Hol. Exc.	11
Loading Only All Times	10
Metered	16
No Parking 6PM-12AM Resident Permit CP Excepted	145
Passenger Loading (7a - 6p) Sat. Sun. Sch. Hol Exc.	13
Passenger Loading (8a -4p)	3
School Bus Loading Only, 8am - 5pm, Sat. Sun. School Hol. Exc.	38
Truck Loading Only, 7am-6pm, Sun. Hol. Exc.	2
Unrestricted	914
<b>Total Spaces</b>	<b>1965</b>

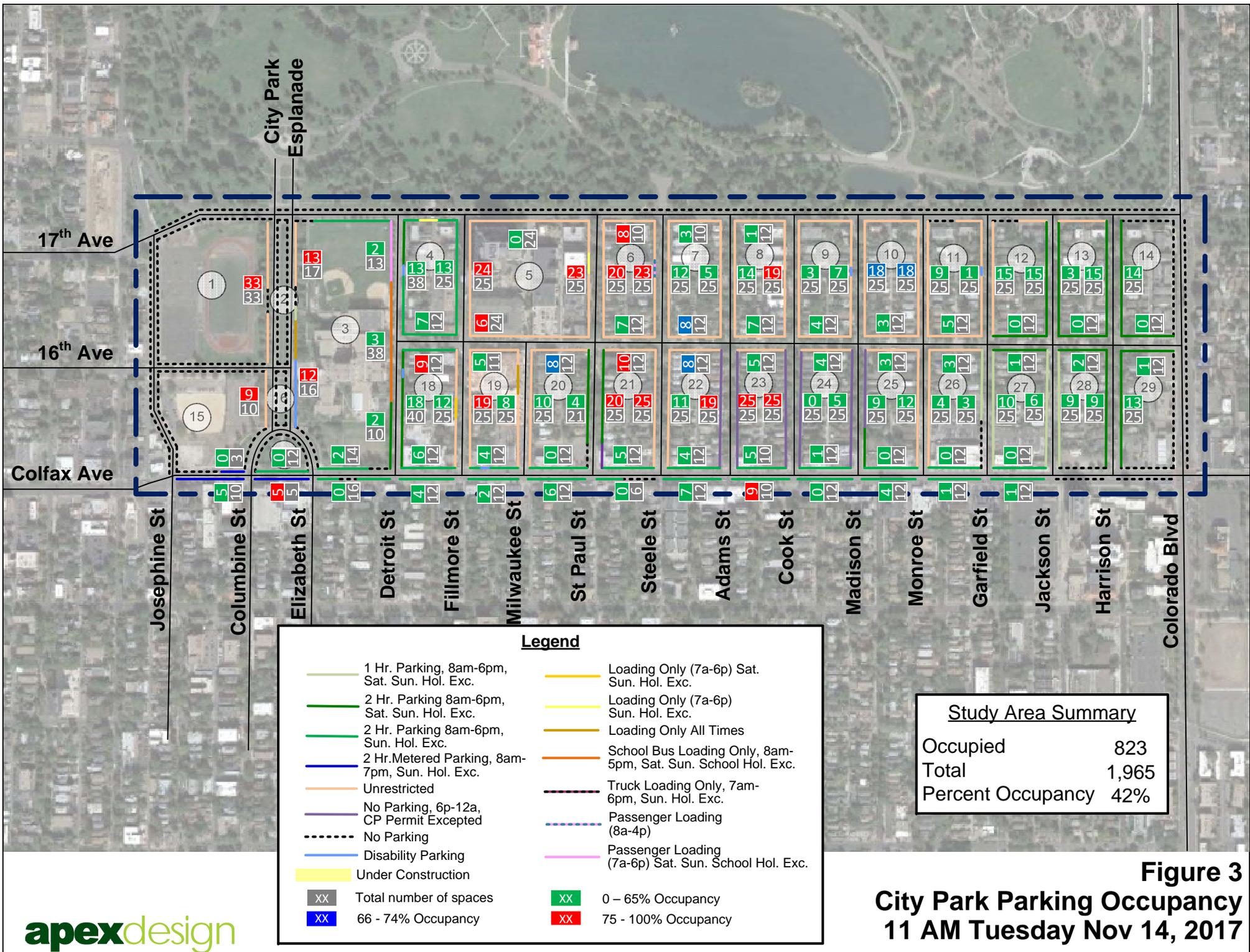
**Legend**

	1 Hr. Parking, 8am-6pm, Sat. Sun. Hol. Exc.		Loading Only (7a-6p) Sat. Sun. Hol. Exc.
	2 Hr. Parking 8am-6pm, Sat. Sun. Hol. Exc.		Loading Only (7a-6p) Sun. Hol. Exc.
	2 Hr. Parking 8am-6pm, Sun. Hol. Exc.		Loading Only All Times
	2 Hr. Metered Parking, 8am-7pm, Sun. Hol. Exc.		School Bus Loading Only, 8am-5pm, Sat. Sun. School Hol. Exc.
	Unrestricted		Truck Loading Only, 7am-6pm, Sun. Hol. Exc.
	No Parking, 6p-12a, CP Permit Excepted		Passenger Loading (8a-4p)
	No Parking		Passenger Loading (7a-6p) Sat. Sun. School Hol. Exc.
	Disability Parking		

**Figure 1**  
**City Park Parking Restrictions**  
**November 2017**



**Figure 2**  
**City Park Parking Occupancy**  
**5 AM Friday Nov 10, 2017**

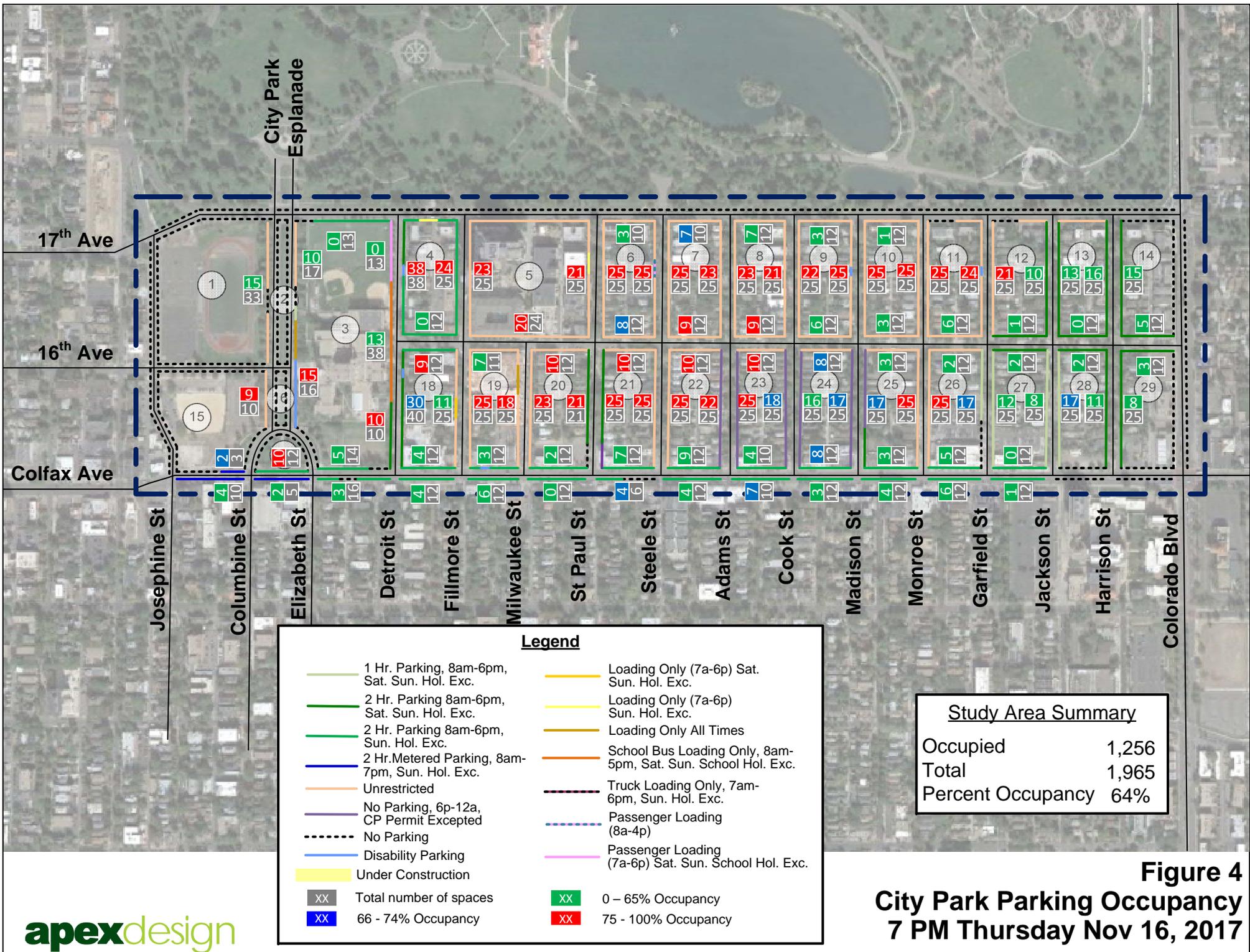


**Legend**

	1 Hr. Parking, 8am-6pm, Sat. Sun. Hol. Exc.		Loading Only (7a-6p) Sat. Sun. Hol. Exc.
	2 Hr. Parking 8am-6pm, Sat. Sun. Hol. Exc.		Loading Only (7a-6p) Sun. Hol. Exc.
	2 Hr. Parking 8am-6pm, Sun. Hol. Exc.		Loading Only All Times
	2 Hr. Metered Parking, 8am-7pm, Sun. Hol. Exc.		School Bus Loading Only, 8am-5pm, Sat. Sun. School Hol. Exc.
	Unrestricted		Truck Loading Only, 7am-6pm, Sun. Hol. Exc.
	No Parking, 6p-12a, CP Permit Excepted		Passenger Loading (8a-4p)
	No Parking		Passenger Loading (7a-6p) Sat. Sun. School Hol. Exc.
	Disability Parking		
	Under Construction		
	Total number of spaces		0 - 65% Occupancy
	66 - 74% Occupancy		75 - 100% Occupancy

Study Area Summary	
Occupied	823
Total	1,965
Percent Occupancy	42%

**Figure 3**  
**City Park Parking Occupancy**  
**11 AM Tuesday Nov 14, 2017**



**Figure 4**  
**City Park Parking Occupancy**  
**7 PM Thursday Nov 16, 2017**

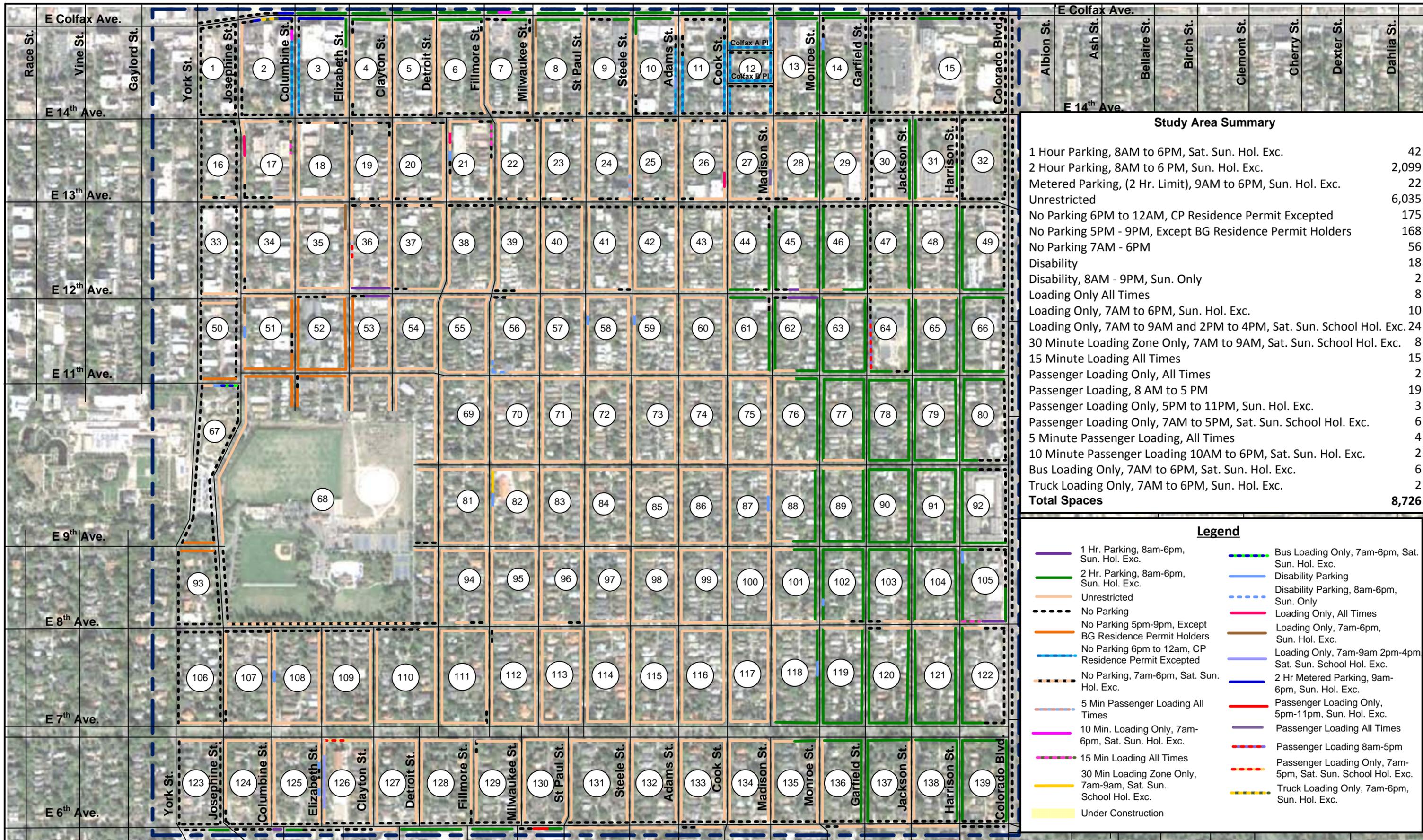
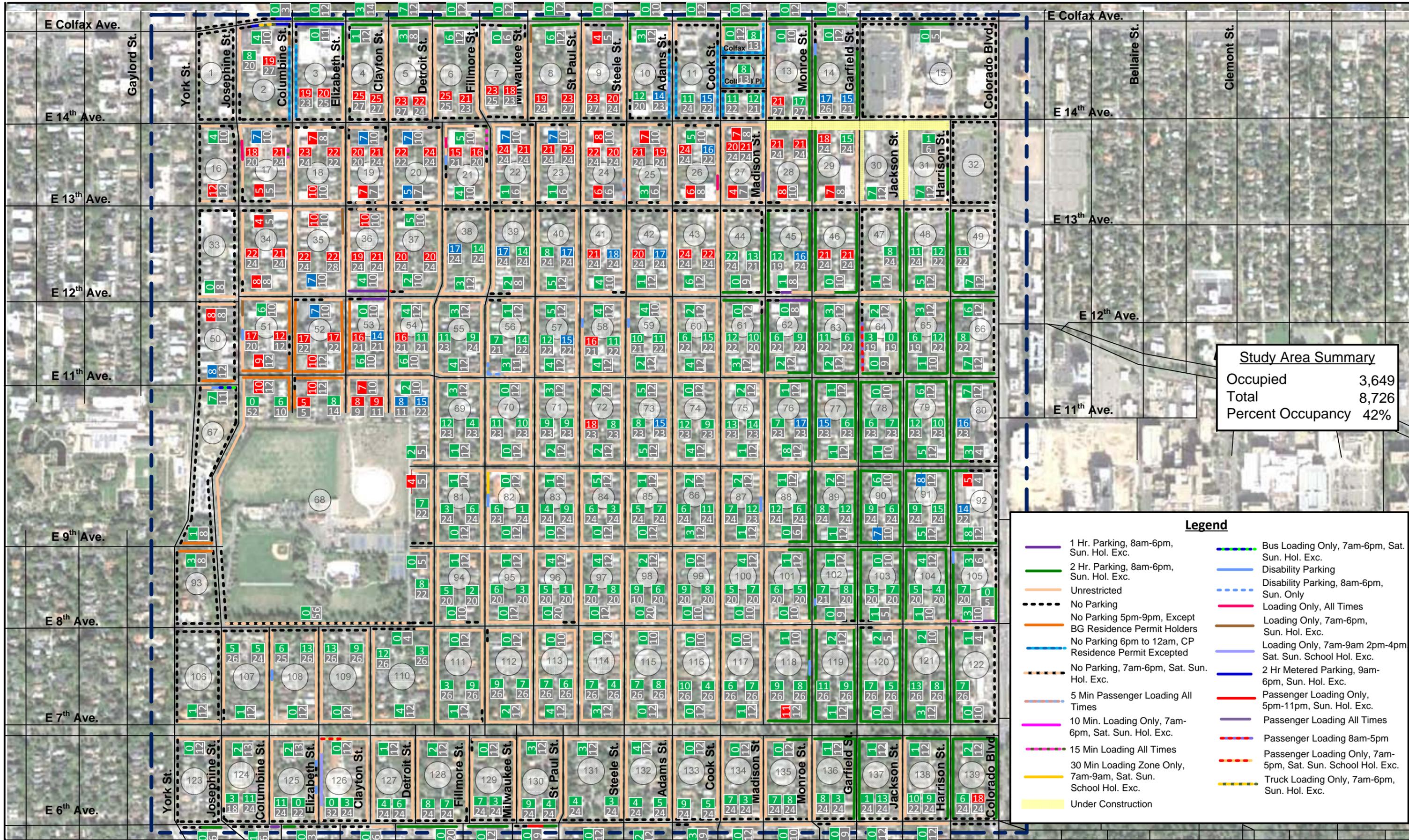


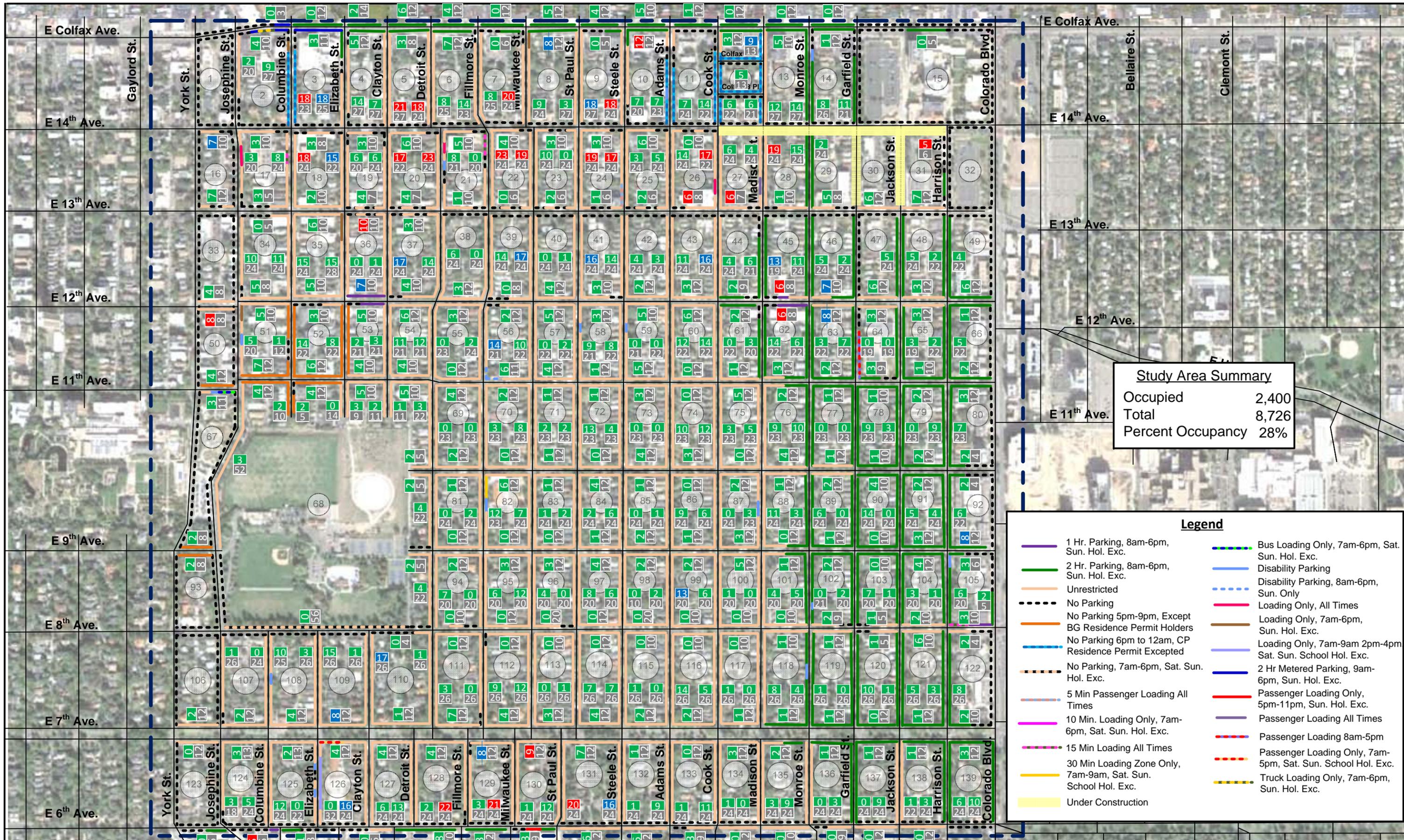
Figure 1  
Congress Park Parking Restrictions  
November, 2017



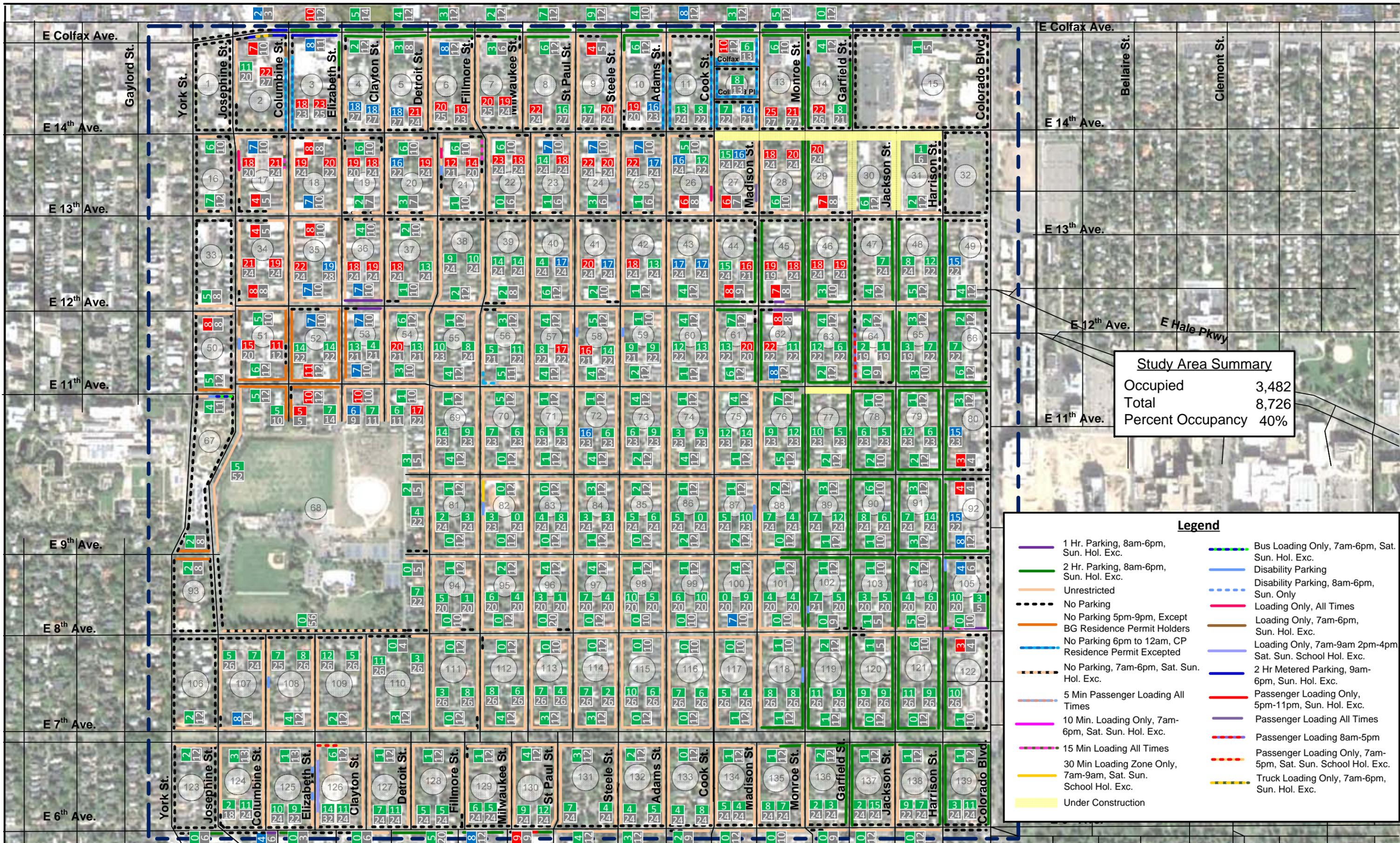
Study Area Summary	
Occupied	3,649
Total	8,726
Percent Occupancy	42%

Legend			
	1 Hr. Parking, 8am-6pm, Sun. Hol. Exc.		Bus Loading Only, 7am-6pm, Sat. Sun. Hol. Exc.
	2 Hr. Parking, 8am-6pm, Sun. Hol. Exc.		Disability Parking
	Unrestricted		Disability Parking, 8am-6pm, Sun. Only
	No Parking		Loading Only, All Times
	No Parking 5pm-9pm, Except BG Residence Permit Holders		Loading Only, 7am-6pm, Sun. Hol. Exc.
	No Parking 6pm to 12am, CP Residence Permit Excepted		Loading Only, 7am-9am 2pm-4pm Sat. Sun. School Hol. Exc.
	No Parking, 7am-6pm, Sat. Sun. Hol. Exc.		2 Hr Metered Parking, 9am-6pm, Sun. Hol. Exc.
	5 Min Passenger Loading All Times		Passenger Loading Only, 5pm-11pm, Sun. Hol. Exc.
	10 Min. Loading Only, 7am-6pm, Sat. Sun. Hol. Exc.		Passenger Loading All Times
	15 Min Loading All Times		Passenger Loading 8am-5pm
	30 Min Loading Zone Only, 7am-9am, Sat. Sun. School Hol. Exc.		Passenger Loading Only, 7am-5pm, Sat. Sun. School Hol. Exc.
	Under Construction		Truck Loading Only, 7am-6pm, Sun. Hol. Exc.

**Figure 2**  
**Congress Park Parking Occupancy**  
 5AM, Wednesday, November 15, 2017



**Figure 3**  
**Congress Park Parking Occupancy**  
 11AM, Tuesday, November 7, 2017



**Study Area Summary**

Occupied	3,482
Total	8,726
Percent Occupancy	40%

- Legend**
- 1 Hr. Parking, 8am-6pm, Sun. Hol. Exc.
  - 2 Hr. Parking, 8am-6pm, Sun. Hol. Exc.
  - Unrestricted
  - No Parking
  - No Parking 5pm-9pm, Except BG Residence Permit Holders
  - No Parking 6pm to 12am, CP Residence Permit Excepted
  - No Parking, 7am-6pm, Sat. Sun. Hol. Exc.
  - 5 Min Passenger Loading All Times
  - 10 Min. Loading Only, 7am-6pm, Sat. Sun. Hol. Exc.
  - 15 Min Loading All Times
  - 30 Min Loading Zone Only, 7am-9am, Sat. Sun. School Hol. Exc.
  - Under Construction
  - Bus Loading Only, 7am-6pm, Sat. Sun. Hol. Exc.
  - Disability Parking
  - Disability Parking, 8am-6pm, Sun. Only
  - Loading Only, All Times
  - Loading Only, 7am-6pm, Sun. Hol. Exc.
  - Loading Only, 7am-9am 2pm-4pm Sat. Sun. School Hol. Exc.
  - 2 Hr Metered Parking, 9am-6pm, Sun. Hol. Exc.
  - Passenger Loading Only, 5pm-11pm, Sun. Hol. Exc.
  - Passenger Loading All Times
  - Passenger Loading 8am-5pm
  - Passenger Loading Only, 7am-5pm, Sat. Sun. School Hol. Exc.
  - Truck Loading Only, 7am-6pm, Sun. Hol. Exc.

**Figure 4**  
**Congress Park Parking Occupancy**  
**7PM, Thursday, November 9, 2017**

space off-street for parking and allowing main streets to have fewer curb cuts, increasing the general availability of on-street parking.

At the Cheesman Park/Capitol Hill Workshop, attendees prioritized routes where improvements avoid reducing on-street parking over routes where improvements avoid reducing vehicular traffic flow. This indicates that residents in the Congress Park neighborhood may be supportive of projects where on-street parking is maintained.

#### *City Park West*

Nearly 80% of the 2,343 parking spaces in City Park West are unrestricted, with no residential parking permit programs. The neighborhood is home to Denver's largest hospital campus, surrounded by primarily single family and low density residential. On-street parking occupancy rates in areas around the hospital suggest surface and garage parking is sufficient for staff and visitors.

In the PM count period, parking occupancy in the study area is 55%. High-occupancy areas include the blocks near 17<sup>th</sup> Avenue from Gilpin Street to York Street. This area is home to several bars, restaurants, and night life activities that often rely on on-street parking facilities. Parking occupancy rates suggest some spill-over into the neighborhood streets.

At the Capitol Hill/City Park West Workshop, attendees prioritized routes where improvements avoid reducing on-street parking over routes where improvements avoid reducing vehicular traffic flow. This indicates that residents in the City Park West neighborhood may be supportive of projects where on-street parking is maintained.

#### *City Park*

The two blocks between Colfax Avenue and City Park, bounded by Josephine and Colorado Boulevard, is known as the City Park neighborhood. In this neighborhood, 914 of the total 1,965 parking spaces are unrestricted. 145 additional spaces are unrestricted for 'CP' residential parking permit holders.

North-south streets (named streets) are most heavily occupied in both the AM and PM counts. East-west avenues (Colfax Avenue, 16<sup>th</sup> Avenue, 17<sup>th</sup> Avenue) are less than 60% occupied in most places.

At the City Park/Congress Park Workshop, attendees prioritized routes where improvements avoid reducing vehicular traffic flow over routes that avoid reducing on-street parking. This indicates that residents in the City Park neighborhood may be supportive of projects where curb space is reallocated to other uses, such as high comfort bikeways.

#### *Congress Park*

Congress Park has 8,726 total on-street parking spaces, 6,035, or 69%, of which are unrestricted. Residential permits in this area include 'CP' and 'BG' and account for an additional 343 unrestricted parking spaces.

Parking occupancy in this area is relatively low as compared to other neighborhoods in the East Central Area. Overall occupancy is highest in the AM period at 42%. Highest on-street occupancy occurs at the side streets south of 14<sup>th</sup> Avenue, most acutely between Josephine Street and Garfield St.

At the City Park/Congress Park Workshop, attendees prioritized routes where improvements avoid reducing vehicular traffic flow over routes that avoid reducing on-street parking. This indicates that

residents in the Congress Park neighborhood may be supportive of projects where curb space is reallocated to other uses, such as high comfort bikeways.

#### *Colfax Avenue*

Each neighborhood in the East Central borders a portion of Colfax Avenue. Parking along Colfax is generally restricted-- metered, 2-hour limits, between 8am and 8pm, between the State Capitol and Josephine Street. East of Josephine Street, parking is two-hour restricted, non-metered.

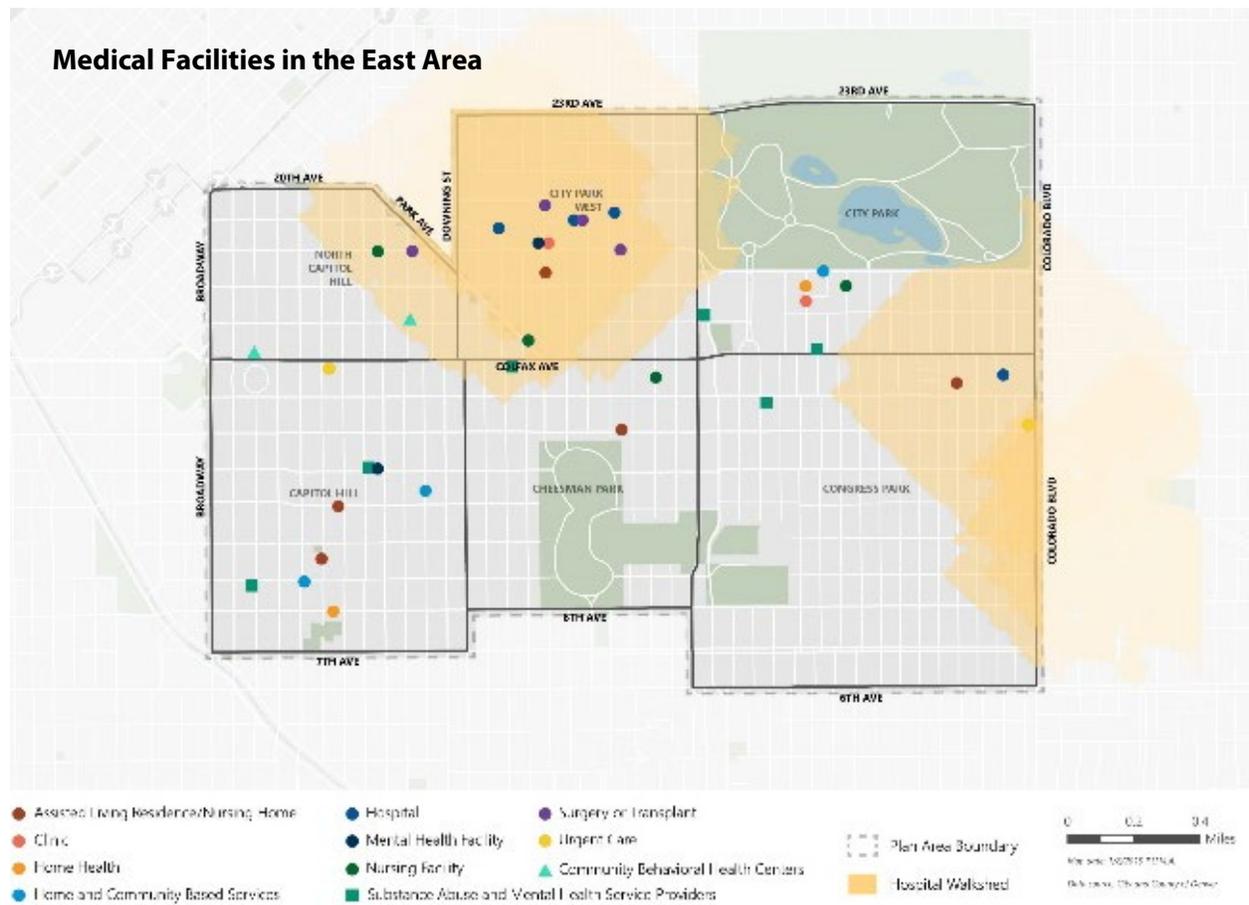
Parking directly on Colfax Avenue is not heavily occupied. PM count periods are the most heavily used, but most block segments are generally only 65-74% occupied during the busiest times. Parking is most in-demand as Colfax Avenue approaches downtown. Side streets connecting to Colfax, however, are generally the most heavily occupied throughout the study area, often approaching 100% utilization.

#### *Key findings*

- While residents are concerned about parking impacts of the Colfax BRT, the parking characteristics analysis showed that even in North Capitol Hill, where parking utilization is highest, the occupancy rates still fall within the ideal range by accepted parking standards.
- The neighborhoods closer to downtown have higher parking utilization rates as compared to neighborhoods farther from downtown.

## **Healthy and Active**

### **ACCESS TO HEALTHCARE**



Map 1 Medical Facilities in East Central

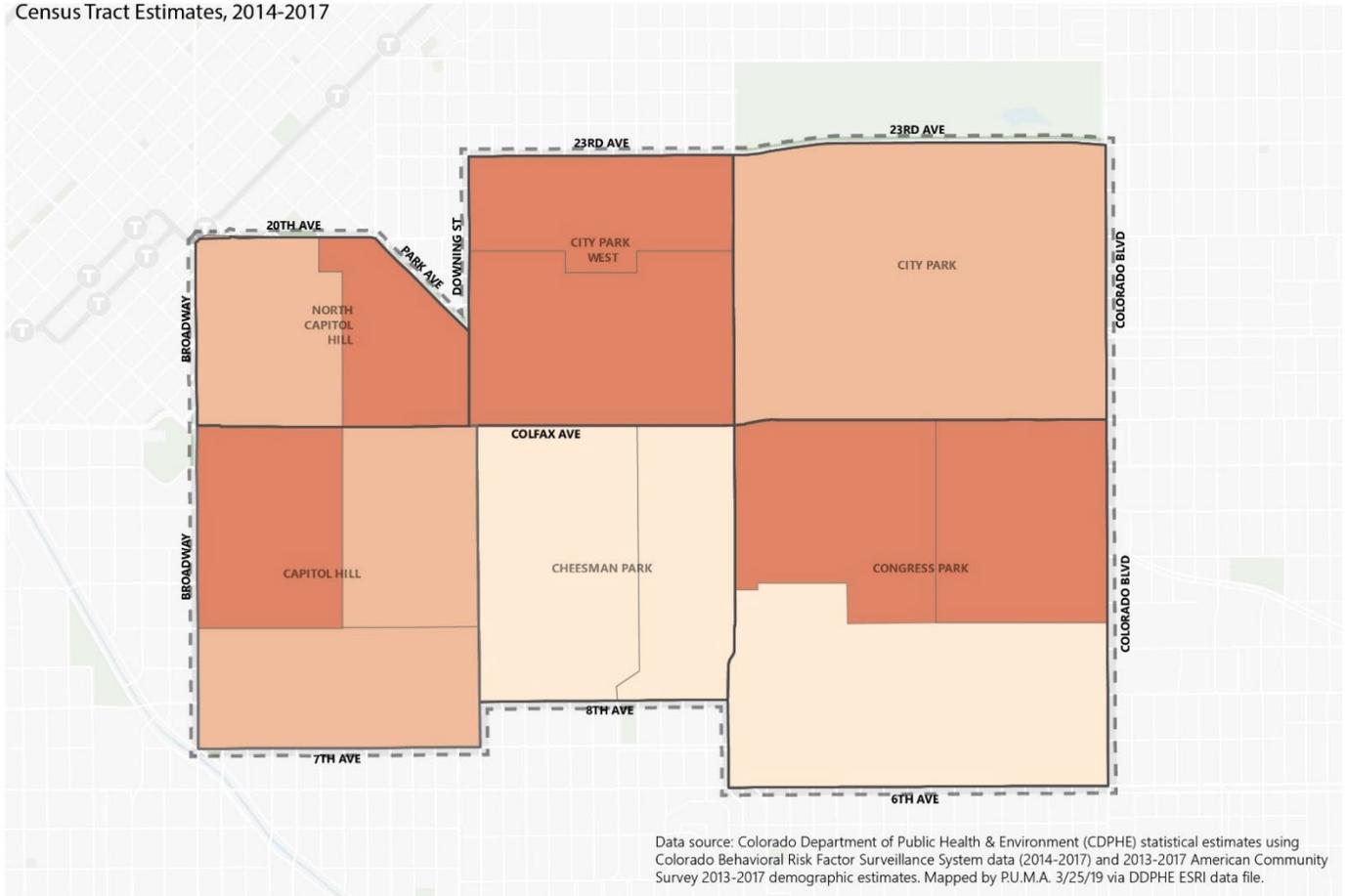
Approximately 23% of households are within a ten-minute walk of a full-service medical facility (hospital or clinic), as illustrated in the Medical Facilities in Map 1. Two new clinics opening in 2019 will likely increase the percentage of households within a 10 minute walk to a health facility. However, physical proximity to medical services does not tell the full story of healthcare access.

While City Park West has the highest concentration of medical facilities in the study area, with nearly all households within a 10-minute walk of a hospital, not all City Park West residents have the financial means to access services. “Delayed medical care” is defined as needing medical care within the past 12 months but unable to see a medical professional due to cost. The financial barrier to healthcare access has a long-term impact on management of chronic conditions, as preventative care is not often deemed a necessity for economically strained households.

The East Central study area is bordered to the south by neighborhoods with some of the lowest percentages of delayed care. Thus, while neighborhoods in the East Central area are in closer proximity to many health facilities than surrounding neighborhoods, the higher incidence of delayed medical care in East Central is indicative of existing economic disparities between neighborhoods.

## Delayed Medical Care Due to Cost (Adults -18 years +)

Census Tract Estimates, 2014-2017



Lowest Quintile

Second Quintile

Middle Quintile

Fourth Quintile

Highest Quintile

0 0.2 0.4 Miles

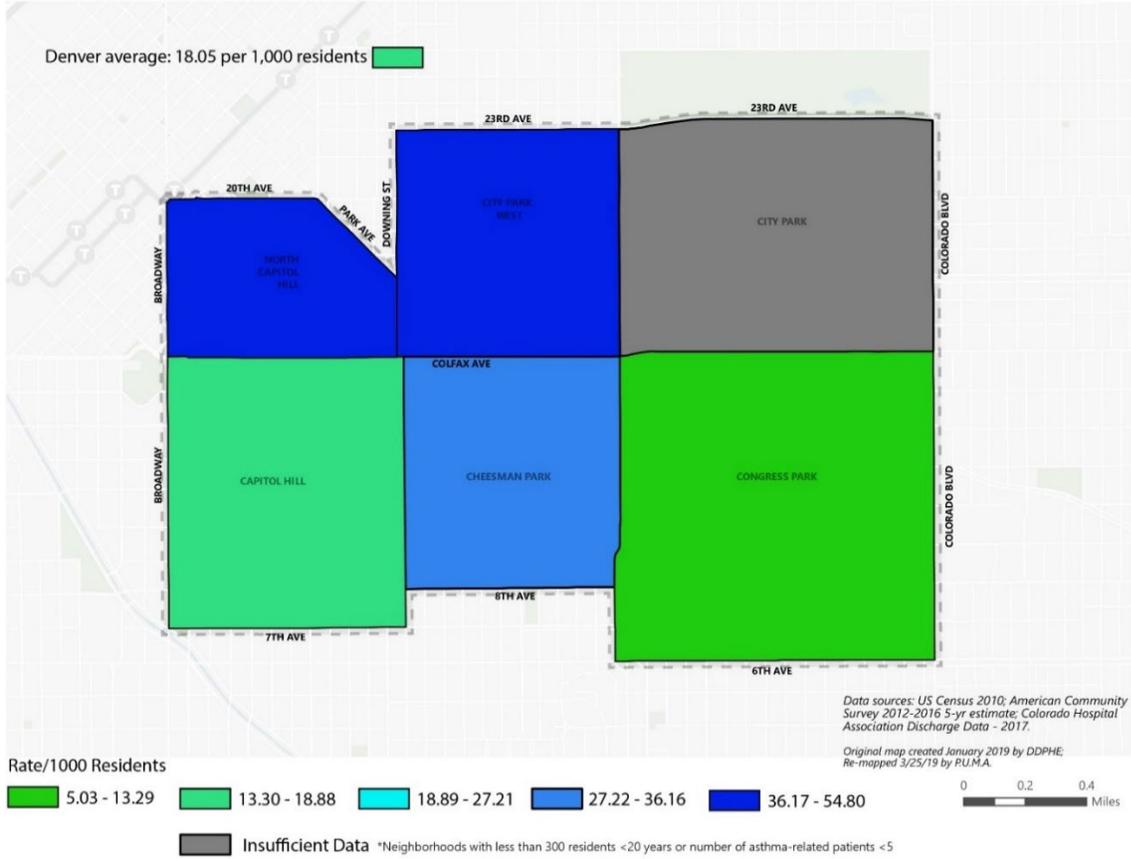
## YOUTH ASTHMA EMERGENCY DEPARTMENT UTILIZATION

East Central has neighborhoods with some of the highest rates of youth emergency department (ED) utilization for Asthma in Denver. They are highest in Cheeseman Park (29.7/1,000), City Park West (54/1,000), and North Capitol Hill (54.8/1,000). By comparison, the average ED utilization rate for Asthma for Denver overall is 18.05/1,000.

East Central neighborhoods are located in close proximity to several primary care providers and major medical facilities but have high rates of emergency department use for Asthma related issues, indicating a possible lack of Asthma management through primary care. While the data represent an Asthma diagnosis somewhere in a patient's discharge chart (meaning not all visits are necessarily due to an Asthma exacerbation) they still illustrate a pattern of Emergency Department (ED) use that could be prevented by adequate primary and preventative care.

Use of the Emergency Department is not only more costly to the patient, but also for the healthcare system as a whole<sup>2</sup>.

### Asthma-Related Emergency Department Utilization Rates Among Denver Residents <20 Years

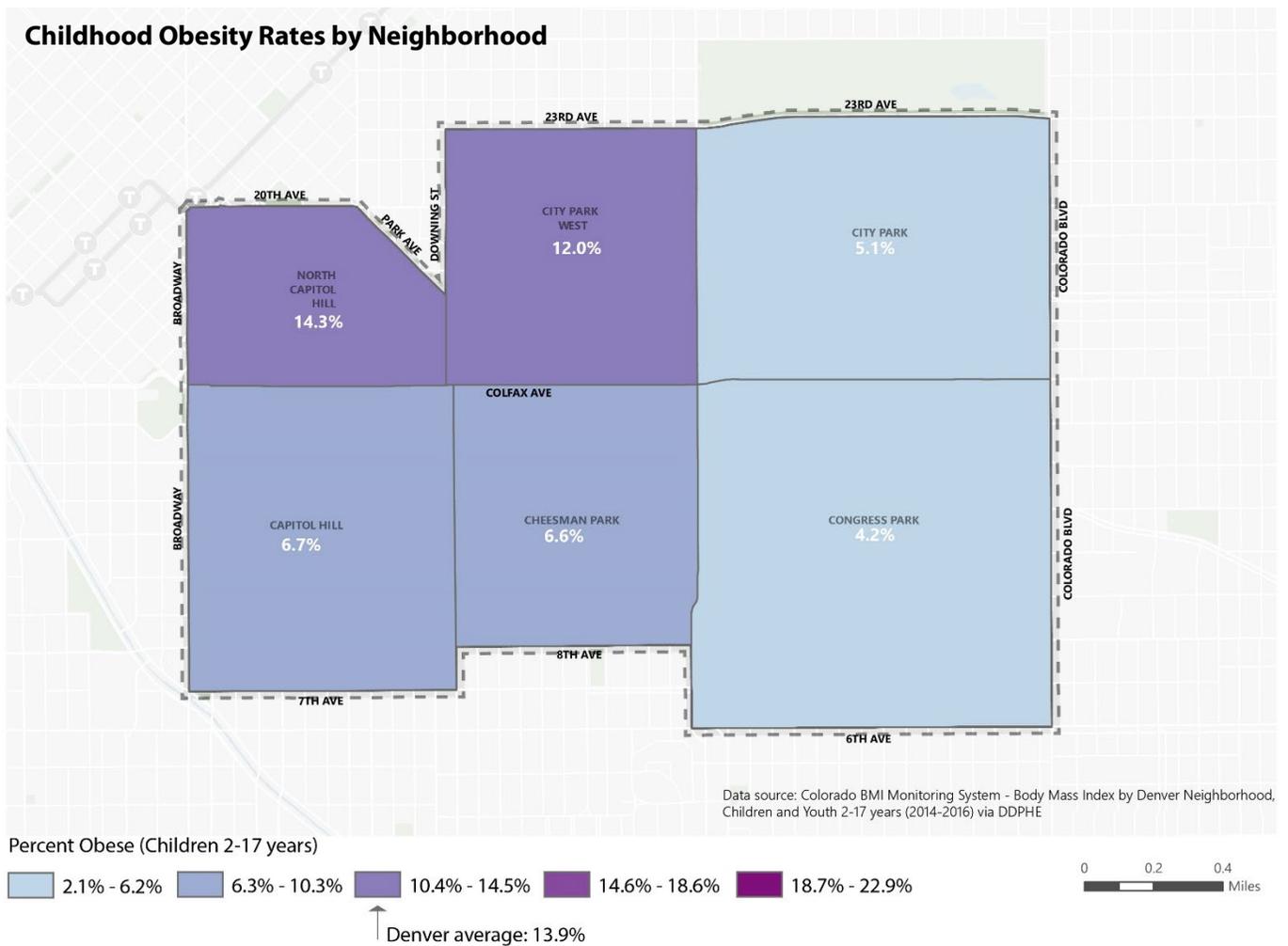


Map 2 Asthma Related Emergency Department Utilization Rates Among Denver Residents < 20 Years (Source, DDPHE)

## CHILDHOOD OBESITY

<sup>2</sup> <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4142498/>

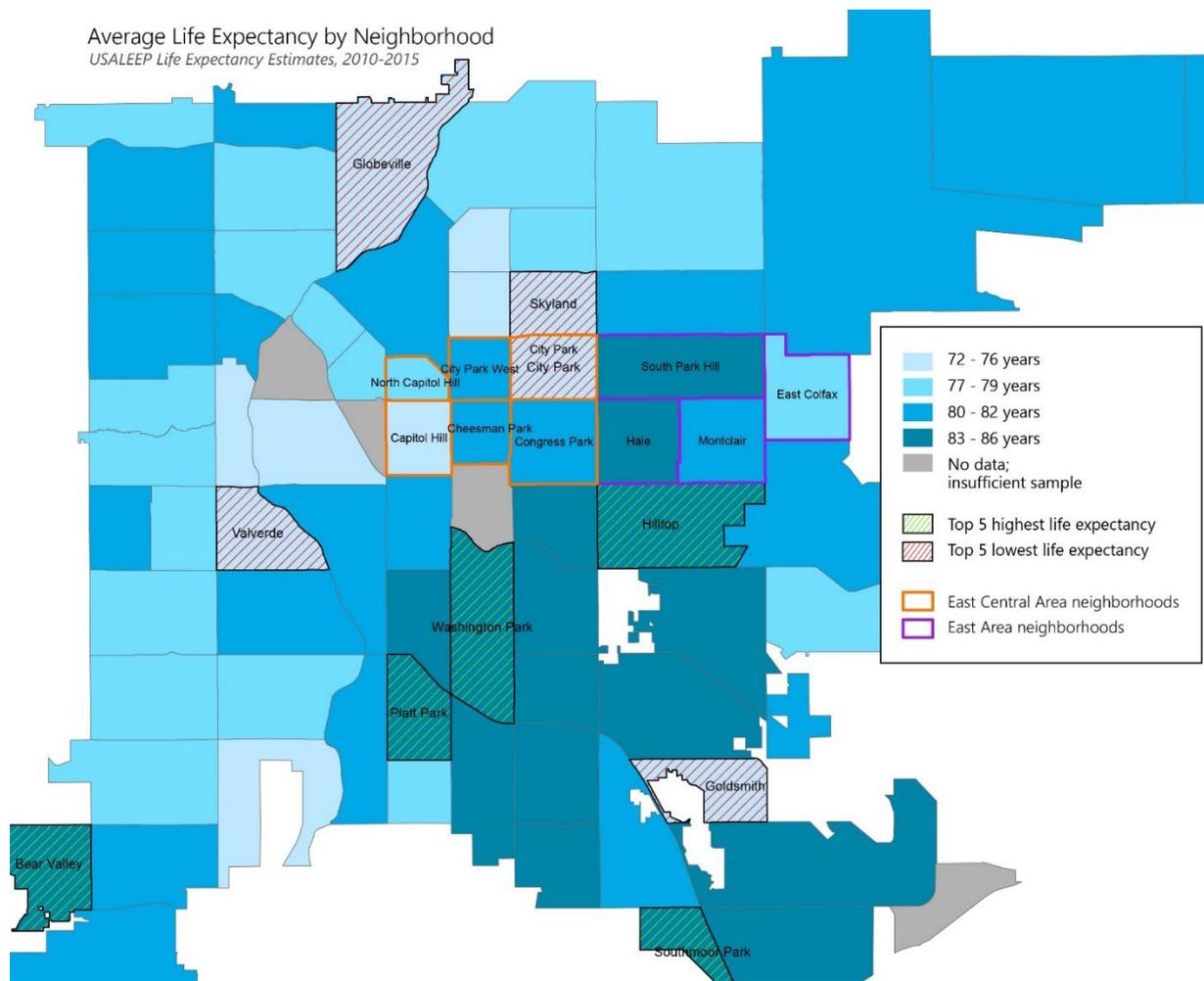
## Childhood Obesity Rates by Neighborhood



Map 3 Childhood Obesity Rates by Neighborhood

The percent of children who are obese in East Central are mostly well below the citywide percentage of 13.9%. Only North Capitol Hill has a higher percentage of childhood obesity (14.3%).

## LIFE EXPECTANCY



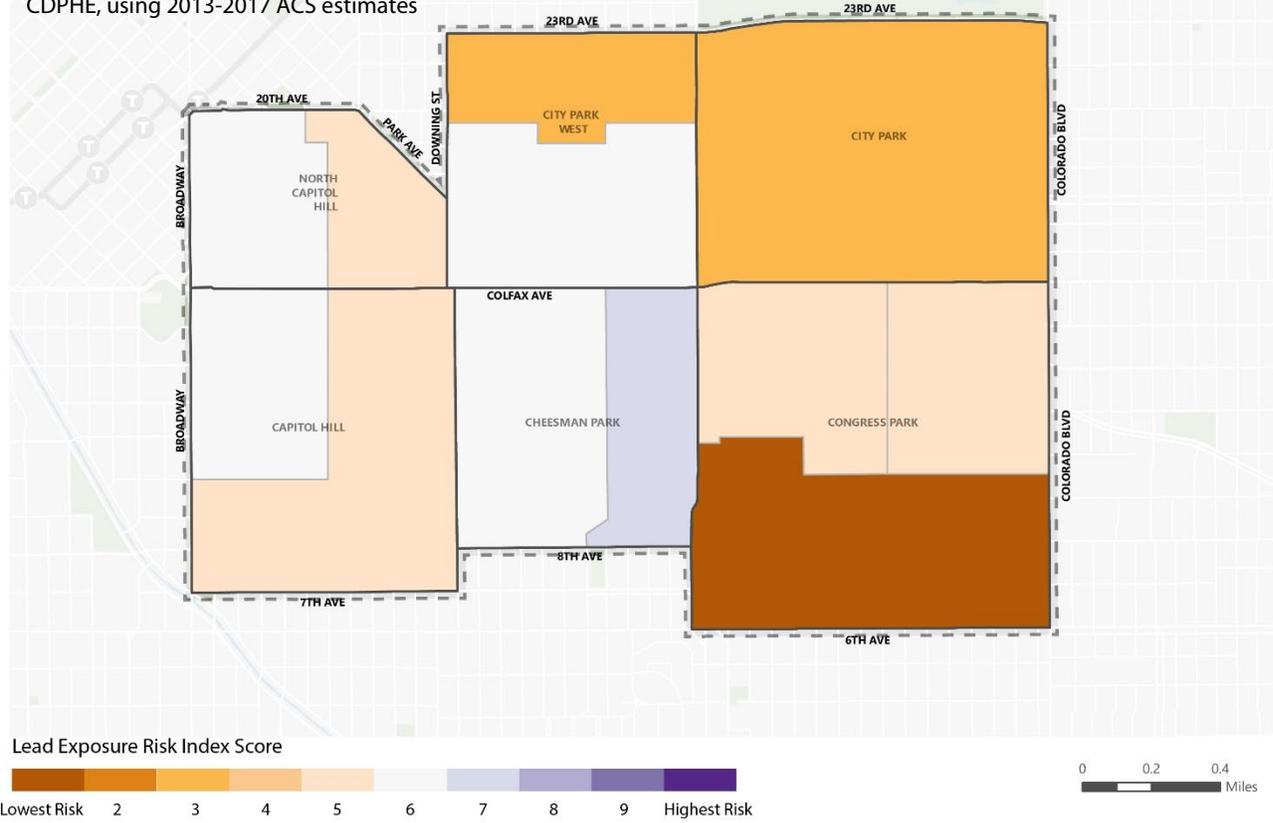
Map 4 Average Life Expectancy by Neighborhood

The East Central Area neighborhoods, compared to the Denver average, have either *average* or *below average* life expectancies. According to the USALEEP estimates, City Park is among the five worst Denver neighborhoods in terms of life expectancy. The data is based on multiple factors, including historic mortality rates.

## LEAD EXPOSURE RISK

## Lead Exposure Risk by Census Tract

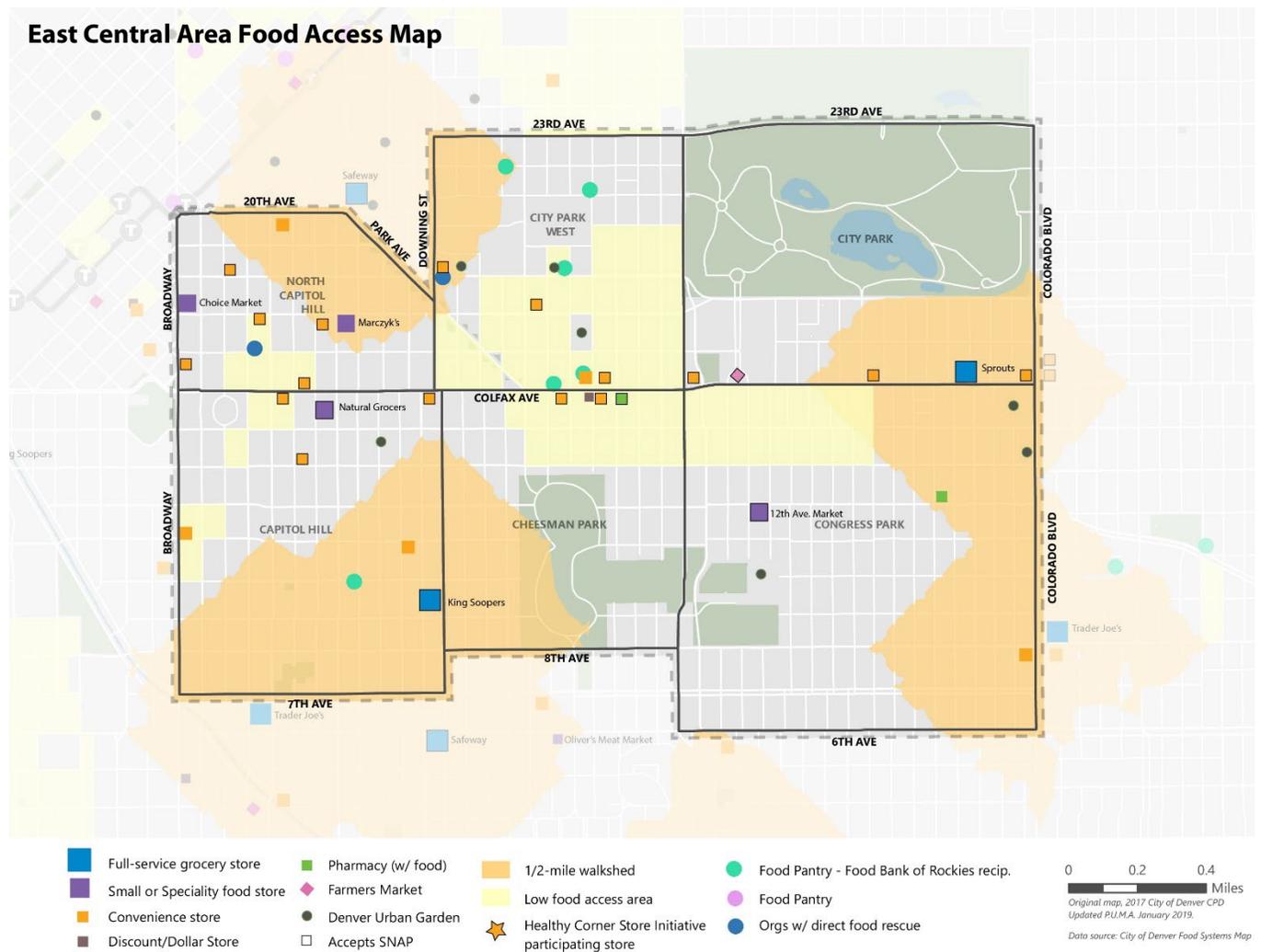
CDPHE, using 2013-2017 ACS estimates



Map 5 Lead Exposure Risk by Census Tract

East Central neighborhoods have relatively low lead exposure risk.

## HEALTHY FOOD ACCESS



Map 6 East Central Area Food Access Map

According to the *Denver Food Vision*, each neighborhood should have a “full range of food amenities and infrastructure: a complete food environment. This may include neighborhood food retail centers, grocery stores, unique restaurants, community and school gardens, nonprofit educational urban farms, community kitchens, food pantries, and other features based on neighborhood cultures and desires...”<sup>3</sup> Proximity to a full-service grocery store is a key metric for understanding community health equity. Less than 60% of East Central households are within a food access walkshed, which is measured as a half mile (roughly a ten-minute walk) from a full-service grocery store.

<sup>3</sup> Denver Food Vision, October 2017.

The lack of a full-service grocery stores particularly affects residents in the southern portion of City Park West, as well as parts of northern Cheesman Park and Congress Park, where lack of physical access is compounded by limited incomes and limited vehicle access.

Food insecurity affects many Denver households, particularly in times of increased economic instability. While Denver as a whole has a higher-than-statewide Supplemental Nutrition Assistance Program (SNAP) enrollment rate, many of East Central Area’s zip codes report lower than average enrollment rates. For example, within zip code 80203 (most of Capitol Hill and Capitol Hill North), only 24% of eligible households are enrolled.<sup>4</sup> While outreach efforts to boost enrollment are needed, work around food insecurity is complicated by stigma around use of government assistance programs, concerns over immigration status, and a limited number of retail establishments that accept SNAP benefits. The City and County of Denver aims to increase the Denver enrollment rate from 30% to 80%.<sup>5</sup>

Table 13 Feb/March 2019 Area Wide and Neighborhood Meeting Feedback: East Central

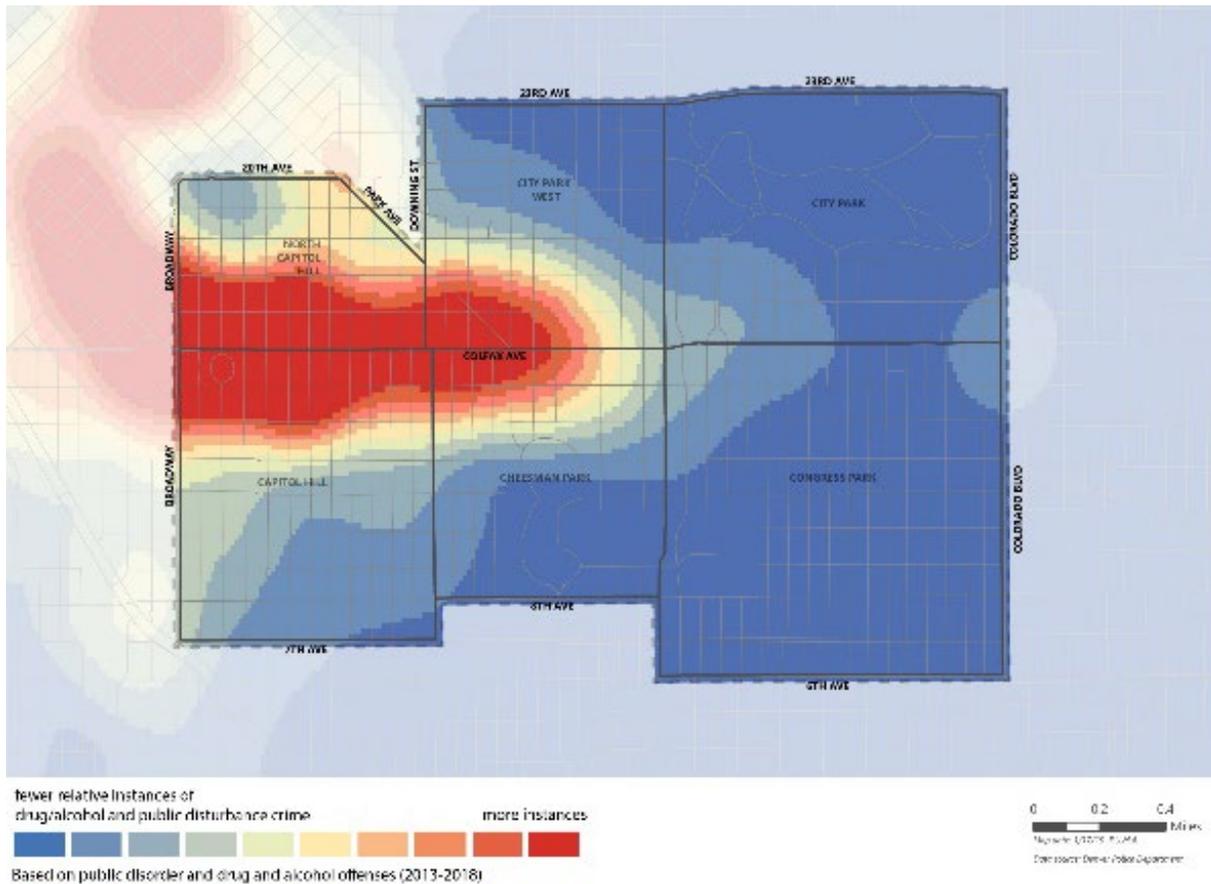
<i>“What is needed for a complete food environment? – 3 votes per participant</i>		East Central Area-Wide	North Capitol Hill & City Park West	Capitol Hill & Cheesman Park	City Park & Congress Park	TOTAL
<b>Buying Food</b>	Full-Service Grocery Store	11	11	8	2	32
	<b>Healthier Corner or Convenience Store</b>	16	8	8	10	<b>42</b>
	Specialty Markets	2	8	2	10	22
	Ethnic Restaurants or Markets	6	3	7	8	24
	Farmer's Markets, Stands	5	5	8	10	28
	Healthy Fast Food or Dining	3	5	5	7	20
<b>Producing Food</b>	Commissary Kitchen or Incubator	3	2	0	2	7
	Urban Farms (Private Enterprise)	3	2	2	2	9
	<b>Food Grown in Public Spaces</b>	14	8	10	6	<b>38</b>
	More Growing in Private Yards	1	1	5	4	11
	Combined Growing and Retail Facilities	1	2	0	6	9
	Food Hubs (Aggregate, Distribute)	0	0	0	0	0
<b>Food Related Education &amp; Services</b>	Heathy Habits & Cooking Skills	2	1	0	0	3
	Gardening Education	4	0	2	0	6
	SNAP Enrollment & Resources	9	0	3	0	12
	Food Donation & Emergency Food	3	0	2	1	6
	Resources w/in Housing, Clinics, Schools	0	1	3	2	6
<b>Getting There</b>	Free or Low-Cost Shuttles to Grocery	5	0	5	2	12
	Affordable Grocery Delivery Services	3	1	1	1	6
	<b>Improve Bike, Ped, Transit Access to Food</b>	14	7	10	10	<b>41</b>
	Mobile Grocery Markets	1	0	2	2	5
<i>Total Votes</i>		<i>106</i>	<i>65</i>	<i>83</i>	<i>85</i>	<i>339</i>

<sup>4</sup> Human Services Gap Map, SNAP Enrollment Rate 2016. Gapmap.org

<sup>5</sup> 2018 Denver SNAP Task Force report, “Closing the SNAP Gap in Denver.”

Table 1 summaries public meeting feedback from participants at four East Central neighborhood meetings in February and March of 2019. East Central residents desire healthier corner and convenience store options in their neighborhood, improved bike, pedestrian, and transit access to food, and more food grown in public spaces. There is also interest in recruiting another full-service grocery store and a farmers' market.

## NON-VIOLENT CRIME



Map 7 East Central Area Reported Non-Violent Crime, 2013-2018

In this analysis, non-violent crimes included “drug and alcohol” offenses (including buying, selling, and public use of illegal substances) and “public disorder” offenses such as graffiti, disturbing the peace, loitering, and prostitution from January 2013 to December 2018.

A concentration of non-violent crime exists in the western portion of the East Central Area, along Colfax Avenue and adjacent blocks, between Broadway and Park Avenue.

Non-violent crime rates in East Central have fluctuated since 2013, with an overall increase, peaking in 2016. The exceptions are City Park and Congress Park, which have seen a gradual decline in non-violent crime rates overall.<sup>6</sup>

## CRIME IMPLICATIONS

Statistically, areas with higher rates of violent crime relate to a range of negative health outcomes, including higher rates of heart disease, preterm birth and low birth rates, less physical activity, and poorer psychological health particularly in children.<sup>7</sup> <sup>8</sup> Fear of crime may impact a resident’s likelihood to participate in outdoor activities, thus compounding the negative impact on social interaction and physical activity. Moreover, the fear of crime itself may increase chronic anxiety, leading to further negative health-related outcomes.<sup>9</sup>

During the February and March neighborhood meetings, participants were asked “What would make you feel safer and more comfortable in East Central?”, and were given three stickers to vote on a total of eight options. The top selections were *more activity on the street*, *public art*, and *more services for vulnerable populations*. *Better lighting* and *public restrooms* were also high-ranking priorities. See results in Table 2.

Table 14

	East Central Area- Wide	North Capitol Hill & City Park West	Capitol Hill & Cheesman Park	City Park & Congress Park	TOTAL
<b>More services for vulnerable populations</b>	18	6	12	24	<b>60</b>
Safety ambassadors	5	0	4	2	11
<b>More activity on the street</b>	25	15	21	14	<b>75</b>
Neighborhood walking patrols	4	0	5	2	11
Public restrooms	21	4	15	14	54
Better lighting	13	10	16	13	52
Emergency call boxes	2	0	0	3	5
<b>Public art</b>	22	9	15	19	<b>65</b>
<i>Total Votes</i>	<i>110</i>	<i>44</i>	<i>88</i>	<i>91</i>	<i>333</i>

## Environmentally Resilient

### EXISTING STORMWATER INFRASTRUCTURE

<sup>6</sup> In 2018, the Denver combined drug & alcohol and public disorder crime rate per 1,000 residents was 19.2, compared to 60.7 in City Park West, 54.2 in Capitol Hill, 54.1 in North Capitol Hill, 37.4 in Cheesman, 21.9 in City Park, and 10.6 in Congress Park.

<sup>7</sup> Healthypeople.com Social Determinants of Health.

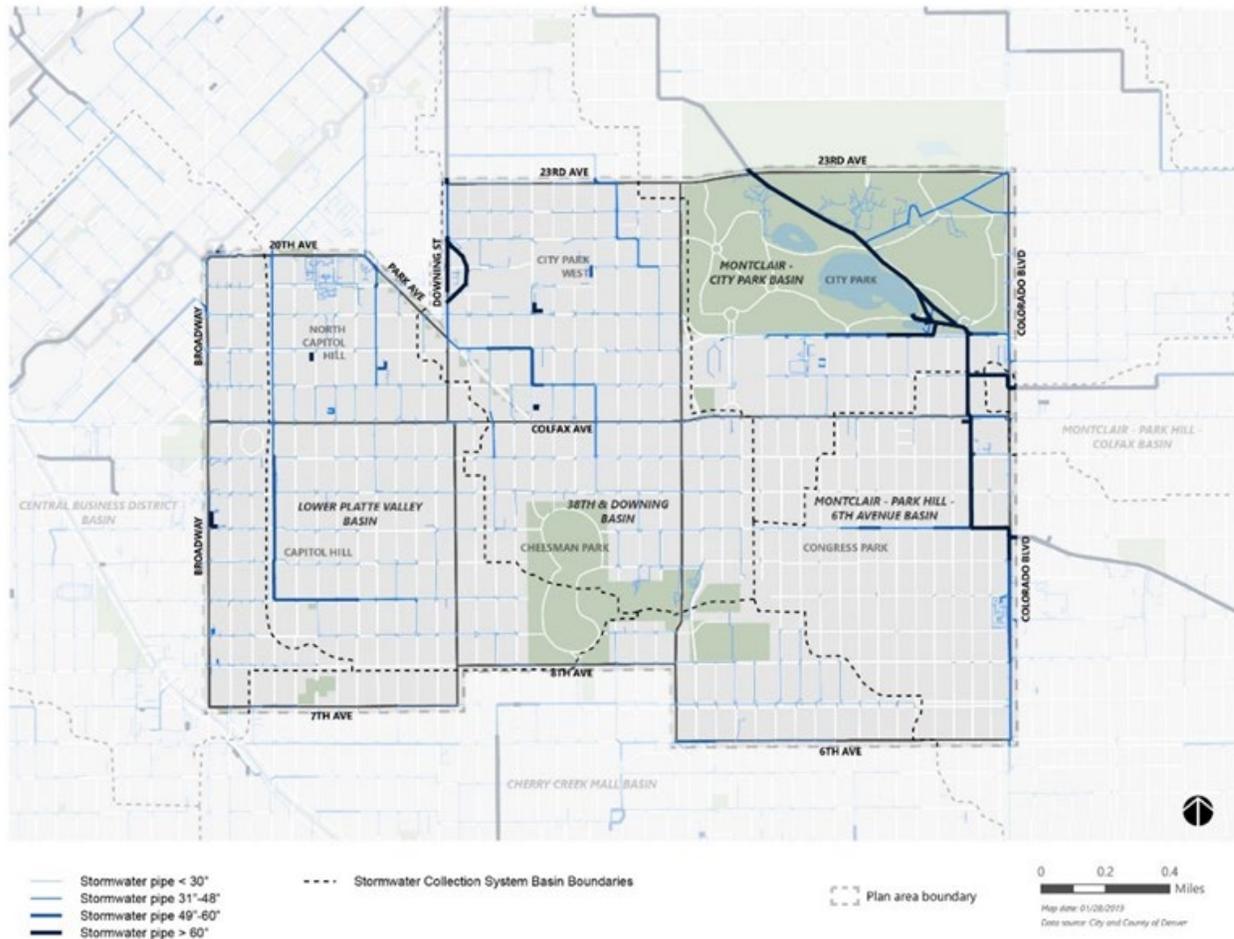
<sup>8</sup> Lorenc, et. al. Crime, fear of crime, environment, and mental health and wellbeing: Mapping review of theories and causal pathways. *Health & Place*, 18 (2012) 757-765

<sup>9</sup> Lee, Jae Seung, et. al. Effect of Crime Prevention through Environmental Design (CPTED) Measures on Active Living and Fear of Crime. *Sustainability*, 8 (2016) 872.

Stormwater Infrastructure systems are composed of, streets, inlets to the storm drain pipes (usually a grate or curb inlet), pipes, open channels (man-made creek or infrastructure channel), creeks and rivers. These stormwater systems manage and convey stormwater away from structures and properties and into the river. The streets are usually designed to carry up to 12 inches of stormwater and direct the stormwater into inlets that connect to an network of underground pipes. The network of pipes conveys the water downstream into outfalls that lead the water into our creeks and rivers.

The East Central Area includes parts of six different stormwater collection system basins. Some of them drain to the Cherry Creek, which flows into the South Platte River, and some of them drain directly into the South Platte River. The basins within the study area that drain into the Cherry Creek are the Central Business District and the Cherry Creek Mall Basins. The Central Business District Basin collects the water west of Sherman Street and conveys it west into the Cherry Creek. Southern parts of the study area fall within the Cherry Creek Mall Basin and drain south towards the Cherry Creek. The remaining basins that include Lower Platte Valley, 38<sup>th</sup> & Downing, Montclair-City Park/Park Hill basins all drain to the northwest into the South Platte River.

The existing stormwater pipe system within the East Central Area consists of pipes mostly 30 inches or smaller. Larger pipe systems within the area run along Grant Street, along Park Ave and parts of City Park West. The largest pipe system that flows to the northwest runs along parts of Congress Park and City Park Neighborhoods along Jackson Street and through City Park. However, many pipes within the system are undersized and reach their capacity quickly resulting in flooding in specific areas of the study area.



East Central Area – Existing Stormwater System (Source: OV Consulting).

## ELEVATION AND TOPOGRAPHY

Topography refers to the surface and shapes of the natural terrain as they relate to elevation.

Topographic or elevation maps help understand the high and low points of an area as well as the slope.

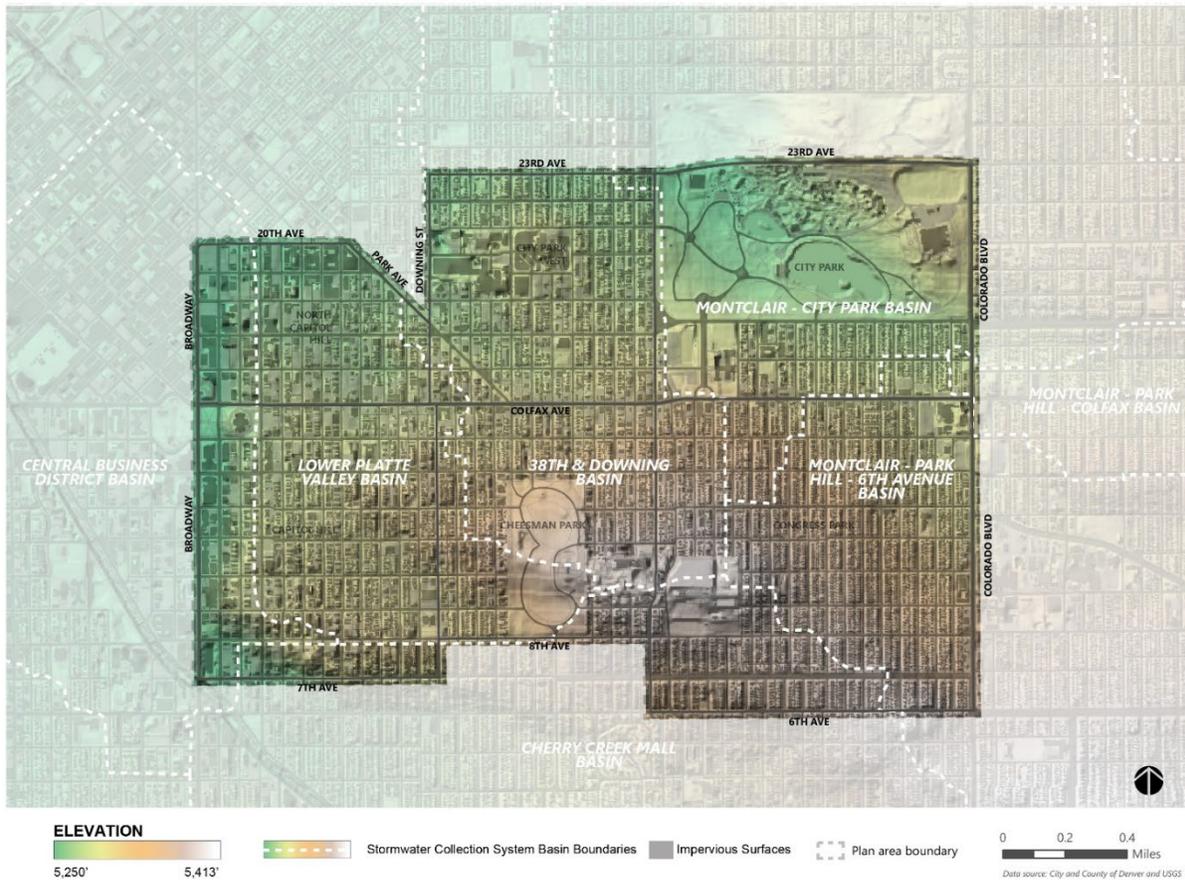
The following map shows the transition from the high points (5,413 feet) in lightest red to the low points (5,250 feet) in green. Additionally, the map shows the stormwater collection basin boundaries. The boundaries of the basins are based on the topography and the existing stormwater systems.

The East Central Area high point is near Cheesman and Congress Park, with a ridge that travels southeast parallel to the Cherry Creek. This is the defining watershed point. Water that falls south of this ridge will flow south towards Cherry Creek, and water that falls north of this point will flow north towards the South Platte River. The slope is not constant throughout the East Central Area. The slope changes drastically at the western edge of Capitol Hill. Additionally, the natural change in slope also creates some low-lying areas surrounded by higher points, indicative of where water accumulated prior to urban

development. Some of these low-lying areas include North Capitol Hill, City Park West, and City Park neighborhoods.



East Central Area – Elevation and Topographic Map (Source: OV Consulting).



East Central Area – Elevation, Topography, and Impervious Surfaces Map (Source: OV Consulting).

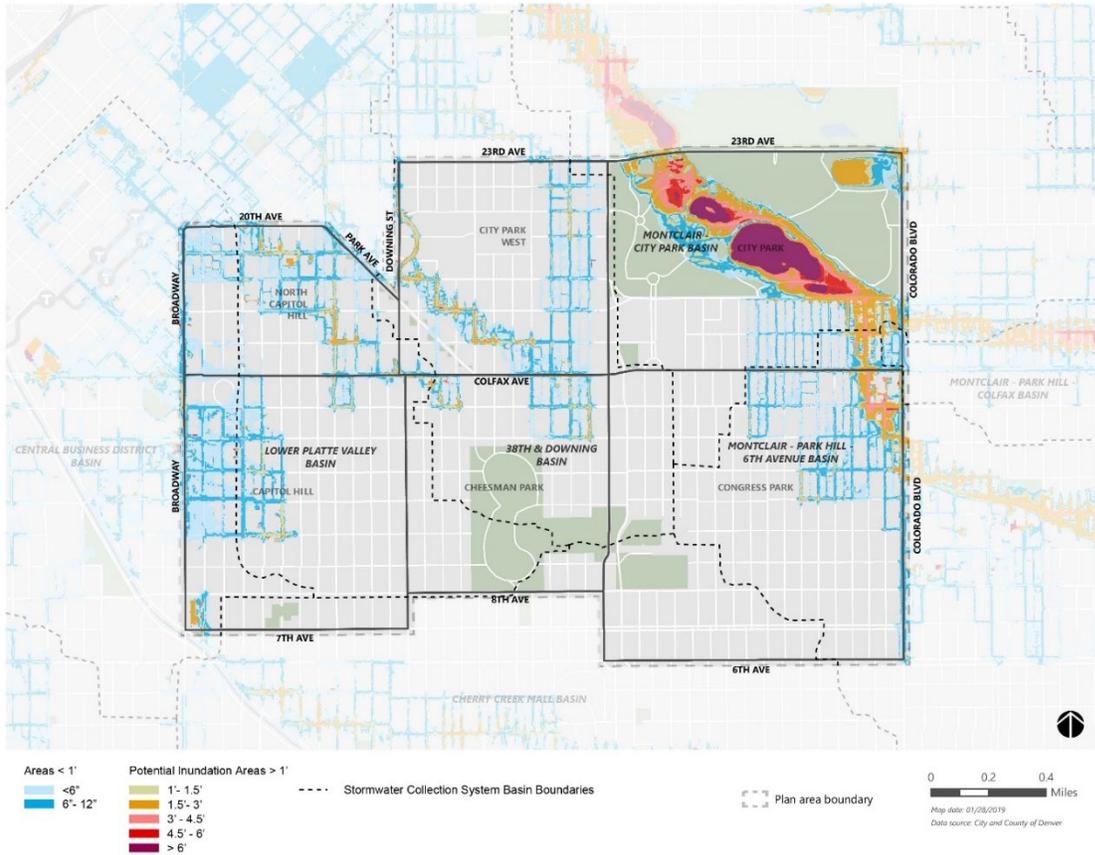
The map above shows the elevation and topography overlaid with the impervious surface in the area. This overlay shows the relationship between the elevation and topography with the development patterns, density and character of the area, and therefore the impermeability of the study area.

## FLOOD PRONE AREAS AND WATER QUALITY

Flood Prone Areas are a result of several of the existing conditions discussed previously; elevation and topography, impervious surface, and existing stormwater infrastructure system. The following map highlights the location and extent of the potential inundation areas, which are areas where stormwater depths are greater than what the streets are designed to handle (12 inches) during a major flood event usually referred to as 100-year event or an event that has a 1 percent chance of occurring in any year. The location and depth of the Potential Inundation Areas is a result of the natural terrain, undersized stormwater infrastructure system, increased impervious surface effecting stormwater runoff, and duration and intensity of a rain event.

The following map shows the depths of the potential inundation areas during a 100-year storm event. The streets are designed to handle up to 12 inches of stormwater (shown on the following map in blue

tones). Depths greater than 12 inches are considered potential inundation areas and are shown on the following map with yellow/orange/pink/red/purple tones. The map shows some areas of North Capitol Hill and City Park West with flood depths greater than 12 inches flowing from the southeast to the northwest. However, the greatest flood areas within the study area include portions of Congress Park neighborhood and within City Park. The northeast corner of Congress Park and the center of City Park show flood depths ranging from 1.5 feet to greater than 6 feet, with waters flowing from southeast to northwest.



East Central Area – Flood Depths (Source: OV Consulting).