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1.1 INTRODUCTION

1.1.1 PLAN AREA OVERVIEW

The East Area Plan is the neighborhood plan for the neighborhoods of East Colfax, Hale, Montclair, and South Park Hill. The plan provides a vision and policy guidance for land use, urban design, housing, mobility, parks, and the local economy for the next 20 years. The East area is approximately 4.5 square miles and includes the statistical neighborhoods between Colorado Boulevard and Yosemite Street and between 6th Avenue and 23rd Avenue.

The East area extends from the hospital campuses at Colorado Boulevard and Colfax Avenue to Denver’s eastern limit at Yosemite Street, incorporating vibrant small businesses and a variety of buildings and communities in between. The area contains many great assets, such as historic parkways, Rose Medical Center, and locally-owned businesses that are relevant to the cultures reflected in the community. The area is home to a diverse population, including many immigrants and refugees.
1.1.2 PLANNING PROCESS

The *East Area Plan* planning process began in July 2017 and over three years created a shared vision that addresses the needs and concerns of the East neighborhoods and identified policies and recommendations to achieve that vision. The process included extensive public engagement that brought together residents, business owners, local organizations, and topic experts.

**COMMUNITY FEEDBACK**

- **10 WORKSHOPS AND OPEN HOUSES**
- **17 TARGETED ENGAGEMENT SESSIONS**
- **17 FOCUS GROUPS**
- **24 STEERING COMMITTEE MEETINGS**
- **59 REGISTERED NEIGHBORHOOD ORGANIZATION (RNO), BUSINESS IMPROVEMENT DISTRICTS (BIDS), OFFICE HOURS, AND OTHER COMMUNITY EVENTS**
- **2,625+ IN-PERSON AND VIRTUAL PARTICIPANTS**
- **8,160+ ONLINE SURVEY RESPONSES**

**STEERING COMMITTEE**

A steering committee of local stakeholders guided the development of the plan. Members represented residents, local organizations, and business owners. Their participation helped develop the plan’s guiding principles and recommendations, reviewed and refined the plan content, and served as a liaison to the East Area community.

**ONLINE OUTREACH**

Online materials and activities were created to give people who could not attend the public meetings more opportunities to participate. Through a series of mapping and survey exercises, online participants helped to identify and analyze existing conditions, shared their ideas and priorities, and provided feedback on recommendations and plan content.

The COVID-19 Pandemic raised several challenges for community outreach during the planning process. Unfortunately, with the emergency Stay at Home Order and social distancing guidelines in place, in-person meetings were temporarily placed on hold and reformatted to virtual platforms. This transition to online engagement has opened a new set of opportunities for engaging the public. Virtual meetings enabled individuals who could not attend meetings to join in the comfort of their own homes.

**WORKSHOPS, COMMUNITY MEETINGS & EVENTS**

In-person community workshops, meetings and events were held throughout the planning process. These engagement events provided participants an opportunity to:

- Identify East Area Plan focus topics and issues of concern;
- Directly guide the development of the plan vision and goals; and
- Strengthen draft recommendations.

**ENGAGEMENT EQUITY ANALYSIS AND TARGETED OUTREACH**

To create a more equitable planning process, community input was analyzed by comparing the demographics of plan participants to East Area residents. Gaps in participation were identified and additional targeted outreach was focused on underrepresented residents. This engagement ranged from building partnerships with local organizations, doing additional outreach throughout the area, and holding additional meetings on topics important to underrepresented communities that included:

- 3 Focus Groups with Social Service Providers and Immigrant and Refugee Service Providers;
- 17 Targeted Engagement sessions with over 358 participants from East Colfax, many of whom are immigrants and refugees;
- Online survey targeting residents who rent; and
- Direct outreach with Colfax motel operators and local business owners.
THE COMMUNITY’S PLAN

July 2017 – East Area Plan Kick-off and Steering Committee established

Fall 2017 – Staff develops the Briefing Book, a comprehensive resource detailing historical background, existing conditions, benchmark comparisons and summaries of existing plans and studies. The team also attends meetings and events throughout the East Area.

Summer 2017 - Winter 2018

Spring - Fall 2018

Existing Conditions Research and Community Listening

Community Input Analysis and Draft Vision Statements & Community Priorities

Winter - Spring 2019

Confirm Community Vision & Priorities and Develop Draft Recommendations

Spring - Summer 2019

Share and Gather Community Input on Draft Recommendations to Achieve Vision & Priorities

Summer 2019 - Winter 2020

Updates to Draft Recommendations Based on Community Input

Spring - Fall 2020

Community Review of Draft Plan and Adoption Process

August 2018 – Steering Committee identifies common themes from input and drafts vision statements and priority topics

Winter - Spring 2019 – Community workshops and additional targeted outreach is done to address gaps in participation

Fall 2019 - Summer 2020 – Extended period of public engagement allows public to comment on drafts of the recommendations and plan.

8 Steering Committee meetings
21 Kick-off Community Gatherings
212+ In-person Participants
1,975+ Online Responses

8 Steering Committee meetings
4 Workshops
16 Focus Groups meetings
16 Public Meetings & Events
444+ In-person Participants
1,756+ Online Responses

4 Steering Committee meetings
1 Steering Committee meeting
1 Workshop
3 Office Hours Sessions
39 Public Meetings & Events
223+ In-Person Participants
223+ Online Responses

1 Workshop
2 Public Meetings & Events
11 Online Surveys
9 Targeted Engagement Sessions
568+ In-Person Participants
700+ Online Responses

1 Open House
3 Steering Committee meetings
4 Office Hours Sessions
4 Targeted Engagement Sessions
701+ In-Person and Virtual Participants
To advance the vision and core values of Comprehensive Plan 2040, the City of Denver and its departments rely on a series of plans (including Blueprint Denver: A Blueprint for an Inclusive City and Game Plan for a Healthy City) to provide high-level policy direction and guide decision making.

The East Area Plan serves as a supplement to Comprehensive Plan 2040 and advances citywide visions and core values by providing important and specific guidance for the East Colfax, Hale, Montclair, and South Park Hill neighborhoods. The plan will help guide change and anticipated growth to benefit the community and ensure growth reflects community priorities.

**NPI OVERVIEW**

The East Area Plan is a part of the Neighborhood Planning Initiative (NPI). NPI is a long-term commitment by the City and Community Planning and Development (CPD) to ensure every neighborhood in the city can enjoy the benefits of planning and the implementation of community recommendations and investment priorities. NPI provides a framework for neighborhood planning that is intentional, equitable, and measurable, and is flexible enough to allow each plan to address the specific circumstances and concerns of each neighborhood.

**EXISTING NEIGHBORHOOD PLANS**

The East Area Plan replaces the previous neighborhood plans in the area. Through the development of the East Area Plan, previous plans were evaluated and relevant recommendations from those plans identified. Those relevant recommendations were then vetted with the community to ensure they were still appropriate, updated as needed, and incorporated in the East Area Plan. The following plans are superseded by this East Area Plan:

- East Montclair / East Colfax Neighborhood Plan (1994)

The plan also overlaps portions of several neighborhood and small area plans that cover areas outside of East. In the locations where this plan overlaps another plan, the East Area Plan supersedes the other plan for those locations, but the other plan remains in effect for the areas unless superseded by another plan. As with the plan listed above, relevant recommendations for these areas have been incorporated into this plan. This applies to the following plans:

- Park Hill Neighborhood Plan (2000)
- Colorado Boulevard Healthcare District Plan (1997)

**CONSISTENCY WITH CITYWIDE PLANS**

Citywide plans offer a high-level framework to guide and influence decisions that affect the future of the city. They are used as a foundation for the more specific vision, recommendations and strategies contained in the East Area Plan. Comprehensive Plan 2040 provides the vision for the entire city. All small area plans and some citywide plans are adopted as supplements to Comprehensive Plan 2040 to provide additional direction for certain topics or areas. Blueprint Denver is the citywide land use and transportation plan, adopted as a supplement to Comprehensive Plan 2040.

The East Area Plan is consistent with and furthers the policies and recommendations of Comprehensive Plan 2040 and Blueprint Denver, refining the citywide guidance for a smaller area. Adoption of the East Area Plan by Denver City Council updates the Comprehensive Plan 2040 and Blueprint Denver recommendations for this part of the city. Any future updates to citywide plans should incorporate and refine recommendations for East based on this plan.
The recommendations identified in this plan provide direction to guide day-to-day decisions related to land use, public investment, private development, and partnerships. The plan balances specificity with providing the latitude needed to pursue unforeseen opportunities that will arise and to respond to new challenges over the next 20 years. The East Area Plan is divided into five main sections.

**Introduction**
This section provides an overview of the East Area and the planning process, lays out high-level priority recommendations in the Executive Summary, and describes how the plan advances the city’s goals for equity.

**Area Wide Recommendations**
This section provides the recommendations that are applicable across the entire East area, divided into four topics:

- Land Use and Built Form
- Economy and Housing
- Mobility
- Quality-of-Life Infrastructure

Within each topic, the plan describes the community’s vision, how success will be measured in achieving that vision, key existing conditions, and recommendations. The recommendations are divided into three parts: policies, background, and strategies. Policies provide direction on the general approach to advancing the vision. The background, describes the context for the recommendation, and strategies, lay out actions needed advance the policy. Topic sections also include opportunity maps, showing where relevant concepts could be located in the area.

**Neighborhoods of East**
Each neighborhood in East has its own section summarizing current conditions and providing recommendations and transformative projects specific to that neighborhood. The neighborhoods are:

- East Colfax
- Hale
- Montclair
- South Park Hill

**Colfax Corridor**
This section provides specific recommendations for Colfax Avenue and for commercial and mixed-use development adjacent to it.

**Implementation**
The implementation section describes the tools and partnerships that will be used in achieving the vision, identifies priority recommendations, and identifies an implementation program that will advance plan recommendations through a series of projects.

Note, the plan includes illustrative concept drawings that are provided to help community members visualize how the recommendations may be realized. They are provided for illustrative purposes and are not intended as depictions of finalized designs or improvements.

**APPLYING THE EAST AREA PLAN TO REZONINGS**

The East Area Plan, as an adopted city plan, will play an important role in guiding rezoning decisions. Future rezonings should be consistent with the neighborhood context, place, height, and street type designations in this plan, along with the equity considerations and other recommendations.

Many of the zoning recommendations in this plan are intended to be implemented legislatively, either through citywide processes or area-specific text amendments, instead of applicant-driven rezonings. In addition, many of the zoning recommendations anticipate public investments in infrastructure improvements, such as Colfax Bus Rapid Transit.

Therefore, requests for one-off applicant-driven rezonings should be evaluated to determine if they are better suited for a legislative, area or citywide rezoning or should be delayed until after additional infrastructure is in place before being found to be consistent with this plan.
1.2 EXECUTIVE SUMMARY

1.2.1 VISION & COMMUNITY PRIORITIES

The East area is a collection of vibrant, diverse neighborhoods anchored by Denver’s “Main Street”, Colfax Avenue. The area combines the quintessential character that Denverites love about their city with unique opportunities to improve, grow, and thrive long into the future.

The City launched the East area planning effort in 2017 to put community voices at the forefront of guiding change. Thousands of residents, local business owners, and community groups shared their hopes and ideas for the future of these neighborhoods. Residents agreed that the East area should be easy and safe to get around and should remain a place where a diverse range of people and families live and work.

The East area plan provides a guide for how these neighborhoods should evolve over the next 20 years. The following six themes summarize the recommended methods.

1. Help current residents and small businesses stay in the community long-term by connecting them to resources and making more housing options available and affordable to families and individuals. Priority recommendations include:
   a. Creating an East Colfax community center and services hub that provides job and entrepreneurship training and placement, financial empowerment, legal services, rent and food assistance, recreation, healthcare, and small business support (see Policies E5, E6, E7, E14, Q3, EC-1, and EC-2).
   b. Prioritizing current residents for new affordable housing (see Policy E1) and small business owners with financial assistance due to BRT construction and rising costs (see Policies C-E4 and C-E5).
   c. Elevating community voices on projects in the area, including changes to regulations (see Policies L3, L4, L5, and L6), affordable housing (see Policy E1, E3, E4), and projects using tax increment financing (TIF) (see Policy C-E2 and EC-E7).

2. Ensure the East area is an inclusive place in the future by increasing the amount of affordable housing using all available methods. Priority recommendations include:
   a. Building more affordable housing near bus rapid transit stops on Colfax using zoning, tax credits, tax increment financing, partnerships and direct investment of city, state, and federal funds (see Policies L3 and E3).
   b. Permanently preserving existing affordable housing (see Policy E2).
   c. Adding more diverse housing options in residential neighborhoods in appropriate locations (see Policies L6 and E4).

3. Make Colfax Avenue a street that brings the East area’s diverse community together. Priority recommendations include:
   a. Creating new rules for high quality design and ensuring that buildings are good neighbors to adjacent homes (see Policy L7).
   b. Making it easier to reuse existing buildings, build small-scale development, and start new small businesses (see Policies E8, E9, E10, and C-L1).
   c. Improving the streetscape to be more comfortable, safe, and inviting by planting trees, widening sidewalks, and adding patios and plazas (see Policies M1, Q5, C-Q2, and C-Q3).
   d. Growing the corridor’s independent and diverse cultural identity by establishing an International or Cultural District (see Policy C-E3).

4. Celebrate the architectural history of East Area neighborhoods by encouraging the preservation of existing homes and requiring complementary design of new housing. Priority recommendations include:
   a. Updating design standards to ensure newly built houses fit in better with neighborhoods (see Policy L5).
   b. Creating requirements to preserve older homes with valued architecture when new housing options are added (see Policy L6).
   c. Surveying neighborhoods for historical significance and taking steps to protect historic buildings (see Policy L8).

5. Preserve trees and landscaped areas. Create new parks and community-gathering spaces and use green approaches to storm-water management to make the East area safe from flooding, healthier, and more climate resilient. Priority recommendations include:
   a. Adopting new rules to protect mature trees during redevelopment (see Policy Q6).
   b. Building green stormwater infrastructure in streets and public spaces (see Policies Q7 and Q8).
   c. Adding a new public park in the Mayfair Town Center (see Policies Q3 and MC-Q3).

6. Save lives and reduce pollution by making streets safer, slowing down traffic, adding protected bike lanes, completing the sidewalk network, and improving bus connections and reliability. Priority recommendations include:
   a. Making Colfax, 13th, 14th, and 17th Avenues and Quebec Street much safer to cross and travel along (see Policy M1).
   b. Slowing vehicle speeds with traffic calming near schools, parks, and other community gathering areas (see Policy M9).
1.2.2 PRIORITY RECOMMENDATIONS
1.3 PLANNING FOR AN EQUITABLE EAST DENVER

HOW DO WE MEASURE EQUITY?

Equity means everyone, regardless of who they are or where they are from, has the opportunity to thrive. A primary goal of Blueprint Denver is to guide change to improve equity across the city. To advance this goal, the plan evaluates equity through the lens of three core concepts: Access to Opportunity, Vulnerability to Displacement, and Housing & Jobs Diversity. These three concepts are defined in Blueprint Denver, and the metrics that contribute to each concept are explained in Appendix C of that plan. Incorporating these three concepts into the planning process helps define and prioritize recommendations by highlighting equity-based needs in particular areas.

For the East Area Plan, the three equity concepts have influenced the planning process, the recommendations, and the prioritization of recommendations for implementation.

The data and analyses that inform the core concepts on the following pages are intended to provide a high-level overview of the plan area rather than parcel-by-parcel direction. The specific measures of Access to Opportunity, Vulnerability to Displacement, and Housing & Jobs Diversity provide a framework to measure equity; in some cases, they may indicate areas where further research and analysis is needed.

East Colfax

Through the analysis of these measures, East Colfax emerged as an area to focus and prioritize equity needs. The neighborhood is among the city’s most racially and culturally diverse -- almost a quarter of residents were born outside the United States, and 35 percent of residents speak a language other than English at home. East Colfax also provides an essential supply of housing at attainable prices. As the following sections discuss, East Colfax faces substantial barriers to accessing opportunity.

The city’s Neighborhood Equity Index assesses the barriers to opportunity in each neighborhood in Denver. East Colfax has the lowest score in the city. Similarly, with lower median household income, a higher percent of renters, and lower educational attainment, many residents in East Colfax are particularly vulnerable to displacement.

These challenges, combined with the rich diversity in the neighborhood, make East Colfax the top priority for strategies to advance equity by improving access to opportunity, preventing displacement, and expanding access to a housing and jobs.
EQUITY AND PROCESS

Traditional outreach methods in city planning projects usually engage residents and stakeholders who are already involved in civic processes. However, these methods don’t effectively capture the communities that are often disproportionately affected by neighborhood change. The community engagement process for the East Area Plan included targeted outreach to underrepresented communities to reduce disparities in normal planning processes. The input from these targeted engagements was essential in developing equity-focused recommendations in the plan.

EQUITY AND IMPLEMENTATION

Equity-focused recommendations outlined in the next section are a sub-set of the plan’s overall recommendations. With limited resources for implementation, the lens provided by the equity measures informed prioritization of implementation efforts. For example, the plan includes recommendations to improve access to parks and open space, to healthy food, and affordable healthcare. Because this equity analysis highlights the lack of these resources in the East Colfax neighborhood, implementation prioritizes these improvements specifically in East Colfax. This approach enables the entire East area to work towards a vision that prioritizes equity within the East area.

Ongoing involvement and input from East Colfax residents and businesses will be essential to ensuring successful implementation and equitable outcomes. Supporting community organizing and leadership efforts to ensure long-term engagement from marginalized communities should be an ongoing focus.
Access to Opportunity

Creating more equitable access to quality-of-life amenities, health and education.
1.3.1 IMPROVING ACCESS TO OPPORTUNITY

Access to Opportunity reflects the goal for all neighborhoods to have equitable access to a high quality of life. It is evaluated based on the measures listed on the previous page, which reveal some of the highest inequities in the city. Although the East area has relatively high access to transit and commercial areas, East Colfax has the lowest score of any neighborhood in the city according to the Neighborhood Equity Index. One of the drivers of this low ranking is a lack of walkable access to grocery stores and parks. These specific measures are discussed more fully in the Quality of Life section of the plan.

There are several policies and strategies referenced here that can improve access to opportunity to help all neighborhoods be “complete” or have access to essential amenities and services. Implementation of the following should be prioritized in the East Colfax neighborhood:

- **Increase access to recreation** (See Policy Q2, Q3, and Q4)
- **Increase access to healthy food** (See Policy Q10, Q11, Q15, and Q16)
- **Improve pedestrian and bicycle connections to parks and healthy food** (See Policy M1, M2, M3, M4, M5, M6, and Q9)
- **Improve public transit services** (See Policy M7, M8)
- **Increase access to affordable healthcare** (See Policy E5, E6, M9, Q17)
Vulnerability to Displacement

Where are populations most vulnerable to displacement?

1. Median household income
   - Median household income by census tract is lower than Denver’s median household income in 2016

2. Percent of renters
   - Percent of renters by census tract is higher than Denver’s percent of renter-occupied units in 2016

3. Percent of population with less than college degree
   - Percent of residents with less than a bachelor’s Degree is higher than Denver’s percent of residents with less than a bachelor’s Degree

Reducing Vulnerability to Displacement

Stabilizing residents and businesses who are vulnerable to involuntary displacement due to increasing property values and rents.
1.3.2 REDUCING VULNERABILITY TO DISPLACEMENT

Involuntary displacement occurs when residents or businesses can no longer afford to stay in an area due to increasing property values and rents. Displacement can also be caused by a loss of culture, family, and other factors. Vulnerability to displacement is measured by several factors that have been linked to involuntary displacement. The East Colfax neighborhood is vulnerable according to measures of median household income, percent of renters, and percent of population with less than a college degree. Portions of the Hale neighborhood are also considered vulnerable based on median household income and percent of renters.

East Area Plan policies and strategies outlined below are recommended to reduce vulnerability to displacement. Implementation of these concepts should be prioritized in East Colfax and parts of Hale.

- **Stabilize residents at risk of involuntary displacement and preserve existing affordability** (See Policy E1, E2, E6, EC-E1) - Much of the existing housing stock in the East area is not income-restricted and may become unaffordable for current residents.

- **Create new affordable housing that can support households of different sizes, ages, and incomes** (See Policy E3, E4, EC-E1, L-3) - Expanded diversity of housing types and affordability are critical to preventing involuntary displacement and should be a priority in every East Area neighborhood. Providing options in all neighborhoods creates opportunity for more people to have access to transit and amenities. Housing for low and very low income households is a particular need, as approximately 40 percent of existing renter households have an income of less than $35,000 per year (approximately 50 percent Area Median Income).

- **Protect businesses and connect residents to job opportunities** (See Policy E8, E9, E10, E11, E13, EC-E1, EC-E2, EC-E3, EC-E6, EC-E7, C-L1, C-E3, C-E4, C-E5) - Implementation should be prioritized in East Colfax, which has the highest unemployment rate, lowest education attainment, and greatest cultural diversity in East. Helping culturally relevant businesses thrive and connecting residents to jobs will help maintain the culture and reduce displacement pressure.

- **Ensure that the value of increased development potential is shared with the community through the provision of community benefits** (See Policy L3, E3) - The East Area Plan recommends not only using public funding but incentivizing private investment to achieve community goals, including affordable housing and small business space.

- **Support community organizing and leadership to ensure long-term, equitable engagement in implementation** (See Policy EC-E7) - Continued partnership with the East Colfax residents and businesses will be essential to successful implementation of the plan’s recommendations.
Expanding Housing and Jobs Diversity
providing a better and more inclusive range of housing and employment options in all neighborhoods.
1.3.3 EXPANDING HOUSING AND JOBS DIVERSITY

Diversity of housing and jobs captures the city's vision for a city of complete neighborhoods with equitable access to quality employment options and housing choices that accommodate households of different ages, sizes, and incomes. Housing and jobs diversity is evaluated by combining several measures shown on the previous page. Overall, housing in the East Area is considered diverse in three of the five measures: housing tenure, housing costs, and number of bedrooms. The area is less diverse in percentage of middle density housing (buildings that have between two and 19 units) and number of affordable housing units - East Colfax is the only neighborhood that is currently diverse in these areas. Montclair and South Park Hill lack diversity in all measures except home sizes (number of bedrooms).

Jobs are distributed unevenly in the East Area, with most concentrated in Hale and the fewest in East Colfax. Retail jobs make up a higher than average percentage of all jobs compared to the rest of the city, especially in the East Colfax neighborhood. In order to improve access to quality employment and achieve the equity goals described in Blueprint Denver, there is a need to expand the types of jobs and locations where they are available.

East Area Plan policies and strategies outlined below are recommended to increase housing and jobs diversity:

- **Preserve existing and create new income-restricted housing** (See Policy E2, E3) - Currently, the East Area is short approximately 1,400 units renting at $500 or less and this number is expected to grow. Only about 5 percent of all housing units in East are currently income-restricted, meaning the rents must remain affordable to tenants.

- **Integrate more housing options, including missing middle and family-friendly housing, near transit and amenities** (See Policy L6, E4) - The East Area lacks housing options to support a diverse range of households. Approximately one-third of all East Area households are cost burdened (spend more than 30 percent of income on housing) and 12 percent of households in East Colfax are overcrowded.

- **Increase access to homeownership for low- and moderate-income renter households** (See Policy E4) - Renter households are particularly at risk for displacement and have very limited options for buying homes within the East Area.

- **Broaden the availability of stable, well-paying jobs** (See Policy E12, E13, E14, EC-E5, EC-E8) - All East Area neighborhoods have an over-concentration of retail jobs. Adding different types of jobs improves equity throughout the area. A focus on East Colfax is recommended to improve access to vocational training and entrepreneurial opportunities for immigrant and refugee communities.
2.1 AREA WIDE RECOMMENDATIONS: LAND USE AND BUILT FORM

IN THIS SECTION:
2.1.1 INTRODUCTION (P.20)
2.1.2 NEIGHBORHOOD CONTEXTS (P.25)
2.1.3 BLUEPRINT DENVER PLACES (P.27)
2.1.4 GROWTH STRATEGY (P.35)
2.1.5 ZONING AND OTHER REGULATIONS (P.36)
2.1.1 INTRODUCTION

*Blueprint Denver* puts forth a bold vision for an inclusive city that is composed of complete neighborhoods and great places accessible to everyone, regardless of age, ability or income. Complete neighborhoods are defined by their distinct and authentic history, culture and character, as well as diverse housing options, quality urban design, trees, parks and open spaces, and convenient services. Three integrated elements form the foundation of a complete neighborhood: land use and built form, mobility, and quality of life infrastructure.

Land use and built form enhance the character and quality of neighborhoods, guiding how the East Area will evolve over the next 20 years. The land use recommendations describe the appropriate locations and intensities for housing, shopping, working, and playing. The built form recommendations describe how new and existing buildings should look so they preserve and enhance each neighborhood’s character. These elements set the foundation upon which the other topics in this plan – Mobility, Quality of Life Infrastructure, Housing and Economy – build. The appropriate mix of uses and character-enhancing architecture and urban design help all residents have access to the goods, services, and amenities necessary to thrive.

In this plan, land use and built form are described using contexts and places. Contexts describe the general characteristics of an area, including street and block patterns and overall intensity of development. Places describe more specifically what uses and building scales are appropriate. Together, contexts and places describe how the East Area is envisioned to look and feel in 2040.

The East Area has a healthy mix of places: community centers and corridors (mixed use and commercial areas), residential areas, and educational and hospital campus districts. Residents love their historic neighborhoods. Some places would benefit from improvements to better meet the community’s vision.

Much of Colfax Avenue has underutilized parcels and is not a comfortable place to walk and hang out. Some neighborhoods do not have amenities and services within a convenient distance. Hale and the East Colfax neighborhoods have the most diverse options for housing, while the rest of the East Area is generally characterized by single-unit homes. Some buildings and uses that community members like are being replaced by those they don’t like. And with changes expected, from increased population and employment in the area to the reimagining of Colfax Avenue as a bus rapid transit corridor, the recommendations of this section are vital for ensuring future changes are guided to benefit residents.

Community input throughout the planning process has highlighted the importance of land use and built form. When asked what they were most concerned about, development and loss of character was one of the most frequent responses provided by participants. When asked what big ideas residents had to improve the area, common responses include more pedestrian-friendly buildings, changing uses of existing buildings, and preservation of residential character. The vision and recommendations for Land Use and Built Form for the East Area reflects these and other concerns and desires the community has provided over the course of the planning process.
LONG TERM VISION FOR LAND USE AND BUILT FORM IN EAST

In 2040, the East Area is home to a multi-cultural yet cohesive community living together in high quality, well-preserved neighborhoods. Pedestrian friendly streetscapes, open spaces, and charming neighborhood commercial destinations help neighbors meet and get to know each other, resulting in a close-knit, small town feel.

Colfax Avenue has retained its unique, gritty character while evolving into a community destination and a gateway that celebrates recent arrivals who’ve come to call the East Area home. Renovated shopfront buildings, repurposed and fixed up motels, and distinctive neon signs intermingle with new mixed-income and mixed-use, multi-story buildings along the iconic street. New development on Colfax Avenue and Colorado Boulevard, along with some smaller infill housing such as duplexes and backyard cottages, has been thoughtfully designed to fit in with the historic character of surrounding neighborhoods while helping ease the severe housing shortage of decades past. As a result, each neighborhood has a diverse mix of residents, including many seniors who have been able to “age in place” by downsizing to smaller, more affordable homes without leaving the families, friends, and neighborhoods they cherish. The easy access to high capacity transit, along with essentials such as groceries, childcare, housewares, and pharmacies, has reduced car traffic and maintained the quiet, residential feel of residential areas.

Colfax Avenue is the community’s vibrant main street, even in the evenings when its lively storefronts and wide, well-lit sidewalks are filled with families pushing strollers and seniors chatting on the numerous patios and benches. Blocks along Colfax that used to feel unsafe at night are now bustling with teenagers and young adults who love hanging out in the small plazas where there are always things to do, from multi-cultural markets, food trucks, games, art installations and concerts, to quieter areas where students use the free high-speed internet to study.
MEASURING OUR SUCCESS

To determine whether the vision is being achieved, the City will track two performance measures: access to quality transit, jobs, and retail, and the amount of area growth captured in centers and corridors.

One measure of a complete neighborhood is how many households are within walking or rolling distance of quality transit and mixed-use centers and corridors with jobs and retail.

ACCESS TO QUALITY TRANSIT, JOBS, AND RETAIL GOAL

45%

The target is to have at least 45 percent of households within walking or rolling distance of transit, jobs, and retail in each East area neighborhood. Currently, no neighborhoods meet the target.

AMOUNT OF GROWTH TO BE CAPTURED IN CENTERS AND CORRIDORS

70%

Consistent with the citywide growth management target established by Blueprint Denver, 70 percent of East’s job and housing growth should occur within the centers and corridors.

The growth strategy for the city and the East Area is to direct most growth to centers and corridors (mixed use areas). The recommendations in this plan strategically guide growth to East’s centers and corridors, including Colfax Avenue and 9th & Colorado, while allowing for modest, compatible infill in residential neighborhoods.

To achieve these goals, the plan includes refinements to the future places established in Blueprint Denver, including more specific height guidance, as well as recommendations for residential and commercial design, historic and character preservation, and compatible infill development that allows additional neighborhood housing options.
LAND USE AND BUILT FORM CONCEPTS

LEGEND

- Orange: Enhanced Design Quality Area
- Black Dots: Active Ground Floor Use Area
- Gray: Existing Historic Landmark / District
- Light Purple: Area of Historic Significance

5 Minute Walk to Future High Capacity Transit Station
LAND USE AND BUILT FORM CONCEPTS

Enhanced Design Quality Area
An area where additional standards are recommended in order to better align new construction with community goals. Requirements can include guidelines for bulk, massing, building materials, signage, streetscape, open space, landscaping, improved transitions between commercial and residential, or other elements specific to the vision for an area. See Policy L7.

Area of Historic Interest
An Area of Historic Interest is an area that has been identified through the neighborhood planning process as needing additional surveying. These areas include unique characteristics that may be worthy of some level of historic preservation. Areas include Colfax Avenue, homes along historic parkways, and older homes in East’s residential neighborhoods (Photo: Denver Squares, South Park Hill, photo credit: Dick Farley). See Policy L8.

Commercial Character Building Preservation
Commercial Character Building Preservation is a concept to preserve buildings that are not currently historically protected, but are desired to be preserved or adaptively reused because they help contribute to the character of a mixed use area. These properties may or may not be eligible for landmark designation. They are preliminarily identified in the plan, but additional surveying should be completed. See Policies L8 and C-L1.

Active Ground Floor Use Area
An Active Ground Floor Use Area is a location where uses that enliven the sidewalk should be on the ground floor. Areas include existing pedestrian-friendly neighborhood destinations, such as former streetcar stations, or properties directly adjacent to existing or planned high capacity transit stations. Activity may be in the form of ground floor retail or other active uses with windows and patio seating along the sidewalk, a small plaza that offers areas for people to sit, play or gather, or other form of activation that has a positive contribution to the surrounding street and sidewalk area. (Photo: Kearney and 22nd, South Park Hill) See Policy L7.

Area of Historic Significance
An Area of Historic Significance is a defined area that has been identified through previous historic surveys. This area, upon further study, may be eligible for local historic designation and other preservation tools that will maintain its character. See Policy L8.

Character Home Preservation
Character Home Preservation includes strategies to discourage the demolition of older houses that reflect the traditional built character of a neighborhood. Tools to consider include modifying code requirements that may be preventing compatible additions, requiring preservation with missing middle allowances, and, where appropriate, landmark designation. See Policies L4, L5, L6, and L8.

Historic Landmark/District
An individual structure or feature or collection of structures or features that meet a set of criteria for local historic designation. Such designated properties are protected and celebrated by restricting demolition and promoting compatible alterations through design review. (Photo: Home in Montclair Historic District, Montclair) See Policy L8.
2.1.2 NEIGHBORHOOD CONTEXTS

Neighborhood Contexts reflect established land patterns such as lot and block sizes, era of construction, and existing building heights and density. Neighborhood contexts also reflect future expectations for how new development should respond to existing patterns. The assigned contexts are reflected in the Denver Zoning Code as well. For complete context descriptions, please refer to Blueprint Denver, Chapters 4 and 5.

- **Urban** – primarily single and two-unit residential areas and mixed-use nodes, although there are small, multi-unit buildings and rowhouses, especially closer to Colfax Avenue. Vehicle access is provided by alleys, so streets are lined with front porches and yards.

- **Urban Edge** – primarily single and two-unit residential with some small scale multi-unit residential, particularly close to Colfax Avenue and near the 9th and Colorado node. This context tends to act as a transition between urban and suburban areas. Commercial and mixed-use development tends to be found along main corridors, with some larger center development. Fewer blocks have alleys, and most sidewalks are attached to the curb.

- **General Urban** – a mix of residential and office uses and commercial areas, but with higher densities than the Urban contexts. Buildings are generally multi-unit residential or office, although some single and two unit buildings may be mixed in.

- **Districts** – large schools, hospitals, large parks and civic spaces. They may require special rules for building form and height and contrast with the surrounding character. In the East Area, districts include: Rose Medical Center and surrounding medical uses, Johnson & Wales University campus, and Denver School of the Arts.
As Denver continues to evolve as an inclusive city, we must strive to create complete neighborhoods for everyone. Access to vital community amenities should not be limited to only certain neighborhoods in our city. Although Denver aspires to be a city of complete neighborhoods, this does not mean all neighborhoods should be the same or remain static. Even complete neighborhoods continue to evolve. The completeness of each neighborhood is defined by its distinct and authentic history, culture and character, as well as its access to a variety of housing types, services, green spaces and employment opportunities. The context-appropriate integration of utility infrastructure is also part of a complete neighborhood.

Blueprint Denver establishes a framework to plan and implement complete neighborhoods. Three interrelated elements form the foundation of a complete neighborhood: land use and built form, mobility and quality-of-life infrastructure. How the complete neighborhood elements vary and come together result in the different places and streets found in our city’s many neighborhoods. How places and streets interact in turn results in the various neighborhood contexts found across the city.

The ability to calibrate the different elements of a complete neighborhood by neighborhood context, place and street type provides a considerable amount of nuance when mapping our unique and evolving neighborhoods. The East Area Plan refines and updates the context, place, and street type designations of Blueprint Denver. This plan also advances the land use and built form, mobility, and quality-of-life infrastructure recommendations of Blueprint Denver and adds a new element of economy and housing. Together, these tools can be used to create the complete neighborhoods necessary to achieve the vision of Blueprint Denver for an equitable and inclusive city.

CITYWIDE PLAN: BLUEPRINT DENVER

A truly inclusive city is composed of complete neighborhoods and great places accessible to everyone, regardless of age, ability or income.

To achieve neighborhood planning goals, the plan includes refinements to the future places established in Blueprint Denver, including more specific height guidance, as well as recommendations for residential and commercial design, historic and character preservation, and compatible infill development.
EAST AREA PLAN UPDATES TO BLUEPRINT DENVER PLACES

The East Area Plan refines Blueprint Denver’s guidance on future places and updates the Blueprint Denver future places map. Future places are intended to describe the desired character of an area. For a few residential places, the East Area Plan provides more detailed guidance by applying subcategories as summarized below.

1. Low Residential – these areas are predominantly single- and two-unit uses. Accessory dwelling units are appropriate and should be thoughtfully integrated throughout.
   a. Low Residential: Single-Unit: This subcategory is recommended in areas where single-unit homes with accessory dwelling units are appropriate. Additional primary units would only be appropriate where they already exist or as determined through a future regulatory process to integrate missing middle housing in some locations (see Policy L6).
   b. Low Residential: Two-Unit: This subcategory is recommended in areas where both single- and two-unit homes with accessory dwelling units are appropriate. Additional primary units would only be appropriate where they already exist or as determined through a future regulatory process to integrate missing middle housing in some locations (see Policy L6).
   c. Some civic and institutional uses, such as schools and churches, are compatibility integrated throughout Residential Low areas. When these uses relocate or close, these sites may be appropriate locations to introduce additional residential intensity and neighborhood-serving commercial uses if buildings are preserved and reused.
   d. Limited mixed-use is appropriate where commercial uses have already been established and along arterial and collector streets, ideally on corners at intersections with streets that are transit-served, or connect to other destinations such as parks and commercial areas.

2. Low-Medium Residential – these places include a mix of low- to mid-scale multi-unit residential options and some single- and two-unit homes.
   a. Low-Medium Residential: Row House: Includes a mix of single-unit, two-unit, and row house residential options, as well as accessory dwelling units. The East Area Plan applies the “residential low-medium: row house” subcategory in areas where single-unit, two-unit, row house buildings and accessory dwelling units would be appropriate, and where small multi-unit buildings would only be appropriate as determined through a future regulatory process to integrate missing middle housing in some locations (see Policy L6). In areas mapped as Low-Medium Residential: Row House, the Low-Medium Residential guidance in the plan policy recommendations also applies.
   b. Limited neighborhood serving commercial can be found, particularly at intersections.
   c. In the General Urban context, office uses may be mixed throughout Residential Low-Medium areas.

In addition to the above, the East Area Plan also provides building height guidance. This height guidance may be greater or less than the ranges identified by Blueprint Denver’s place descriptions.

For more detailed information on these places, and on the future place descriptions not modified by this plan, please refer to Blueprint Denver, Chapters 4 and 5.
Centers, Corridors and Districts

These places serve as community destinations and job centers, providing a mix of uses.

- Typically provides some mix of office, commercial and residential uses
- Accessible to surrounding neighborhoods by a variety of transportation options.
- Buildings orient to the street or public spaces.

Residential Areas

These places are primarily residential, while including some embedded community serving uses such as schools, libraries, recreation and nodes of commercial/retail uses at intersections.

High and High-Medium Residential

These places are predominantly multi-unit buildings, and most are located close to Centers, Corridors and Districts.

- High - Residential uses are high intensity. While the focus is residential, these are typically mixed-use areas with commercial, retail, and other complementary uses.
- High-Medium - Predominately multi-unit residential, though neighborhood-serving retail may be found, especially along arterial streets or at non-local street intersections.

Low-Medium Residential

These places increase housing options within neighborhoods and serve as transitions to the lower-scale residential places. They included limited mixed-use along arterial and collector streets, as well as where commercial uses have been already established.

- Predominately low-scale multi-unit residential mixed with one- and two-unit residential uses
- Buildings include row houses and smaller multi-unit buildings

Low Residential

These places are predominantly one- and two-unit with accessory dwelling units. They include limited mixed use along arterial and collector streets, as well as where commercial uses have been already established.

- Predominately two-unit uses, with 2-4 unit missing middle housing integrated in appropriate locations
- Accessory dwelling units are appropriate on all lots

- Predominately single-unit uses, with 2-4 unit missing middle housing integrated in appropriate locations
- Accessory dwelling units are appropriate on all lots

See Blueprint Denver for full place descriptions
COMMUNITY FEEDBACK

Community members expressed the desire for a more diverse mix of land uses – particularly adding businesses that serve the neighborhood residents and adding more housing choices.

When asked where growth should be focused, there was strong agreement that Colfax Avenue around transit stops was most appropriate.

“The top amenities for me in the East Area are...”

<table>
<thead>
<tr>
<th>Amenity</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grocery Shopping</td>
<td>72%</td>
</tr>
<tr>
<td>Dining</td>
<td>65%</td>
</tr>
<tr>
<td>Other Retail &amp; Entertainment</td>
<td>25%</td>
</tr>
</tbody>
</table>

Percentage of times selected as a “top 3” amenity in 2017 Kick-Off Survey

“What ‘other’ types of housing would you like to see in the East Area?”

<table>
<thead>
<tr>
<th>Housing Type</th>
<th>Votes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessory Dwelling Units</td>
<td>41</td>
</tr>
<tr>
<td>Live + Work</td>
<td>33</td>
</tr>
<tr>
<td>Duplex</td>
<td>24</td>
</tr>
</tbody>
</table>

Feedback from 2019 neighborhood workshop attendees

RECOMMENDATIONS

L1

Ensure compatible development on institutional sites within neighborhoods.

Institutional uses, such as schools and places of worship, are often embedded within residential areas and provide key services to surrounding residents. When these uses leave a neighborhood, it can result in a large vacant site that has the potential to provide additional neighborhood services and more diverse housing options. New uses on existing large campuses should be designed to complement the surrounding neighborhood.

A. In the East Area, small vacant institutional sites should be preserved and reused.
   1. Appropriate uses include low-medium residential and low-impact neighborhood-serving uses, such as childcare, community meeting space, and non-profit offices.
   2. Design standards should ensure neighborhood compatibility, including height transitions to lower scale adjacent homes.
   3. Preserving and reusing vacant institutional buildings should be required unless a community-informed process is conducted to make an exception.

B. When new development occurs on larger campuses, including the former VA Hospital, Rose Medical Center, National Jewish, and Johnson & Wales University campus, new public open space, pedestrian connections, and pedestrian-friendly building frontages should be encouraged (See Policy E-12 and specific guidance for the Johnson & Wales University campus in Policy PH-L2).
   1. Large Development Review should be required for large campus redevelopment.

L2

Encourage shared use and activation of institutional and quasi-public facilities during off-peak times.

Some neighborhoods in the East Area lack smaller, neighborhood-scaled parks and community spaces. Allowing shared use of uses like churches and schools during off-peak hours can provide community benefits in locations where dedicated amenities would be difficult to provide.

A. Encourage community use of institutional sites by creating shared use agreements. Some examples include:
   1. Using playgrounds, gymnasiums, and sports facilities for public use during non-school hours (See Policy Q3).
   2. Using church parking lots to accommodate nearby parking needs during off peak hours.
   3. Using school parking lots or unused space for neighborhood events, mobile community gardens or farmer’s markets (See Policy Q10).
   4. Using dedicated areas on school grounds for community gardens.
   5. Encouraging shared use of rooms for community uses, such as book clubs, arts and crafts, presentations, and adult learning (See Policy E-12).
MAXIMUM BUILDING HEIGHTS IN EAST

While Blueprint Denver place categories provide general guidance on building heights, this plan provides detailed height guidance for specific areas. The Maximum Building Heights map depicts the recommended building heights within East. These heights may or may not be achievable on specific sites subject to a variety of factors including but not limited to: existing zoning and where achieving maximum heights is linked to the provision of community benefits (such as affordable housing) as recommended in this plan. These height recommendations are to be used along with the place designations above to determine appropriate zone districts and development patterns in East.

Building heights in East vary, with the tallest buildings concentrated along Colorado Boulevard on and near the hospital campuses. A mix of heights is envisioned along Colfax Avenue, with increases in intensity recommended near existing and future transit stops, providing the opportunity for active community destinations and housing close to amenities.

RECOMMENDATIONS

L3

Allow taller buildings in key locations along Colfax Avenue, within the Mayfair Town Center, and the 9th and Colorado area (see Maximum Building Height Map) when significant community benefits are provided

The vision for the East Area includes pedestrian-friendly neighborhoods with a variety of housing opportunities and vibrant activity near major transit stops. More intense development near transit is consistent with the goals of this plan to direct growth towards community corridors and centers with public transit access. Requiring community benefits ensures new development contributes positively to the area.

A. Consistent with citywide policies in Blueprint Denver, develop a robust incentive system near major transit corridors through a community process that provides additional height in exchange for significant community benefits. On-site affordable (income-restricted) housing should be the primary community benefit achieved (with the exception of Mayfair Town Center, where a public park should be the primary benefit, see Strategy B below).

1. The incentive system should promote a range of income levels, from very low-income to workforce. The current priority for the East Area is affordable housing that helps address the shortage of units affordable to low-income households in the plan area.
2. Coordinate with other tools to implement priority housing for very low income households (see Policy E3).
3. The incentive system should promote permanent affordability.
4. The incentive system should provide a range of unit sizes to accommodate individuals and families.
5. In the development of an incentive system, include targeted outreach to historically underrepresented communities such as renters, immigrants, refugees, people currently living in or in need of affordable housing, and residents within or near the proposed incentive.
6. Coordinate allowances for additional height with improved transitions to residential places. The priority should be adjustments to setbacks and upper-story step-backs adjacent to residential places (See Policy L7.B)
7. Strategic locations for additional building height in exchange for community benefits area shown on Maximum Building Heights map on page 32.
8. Until a citywide system is adopted by City Council, height increases above existing zoning may be allowed only if specific benefit requirements, including number of income restricted units and level of affordability, for an individual project are provided. Targeted outreach for individual projects should occur as recommended in L3.A.5 above.

B. The best opportunity to add significant open space while simultaneously reducing flooding in the East Area is within the Mayfair Town Center (see Policy MC-Q3). Therefore, the primary community benefit within this area is a public park with integrated stormwater management.

C. Additional community benefits identified include:
1. Inclusion of affordable commercial space or community-serving uses (see sidebar on page 33 for definition).
2. Preservation of an existing Character Building (see sidebar on page 33 for definition and Policy C-L1).
Recommended maximum building heights take several factors into account: heights of existing buildings, existing zoning, lot size, buildings encouraged to be preserved, and community input on desired development patterns and areas to direct growth. The height incentive areas outlined in dark black below show locations in the East Area where more height is appropriate if community benefits are provided. The East Area Plan recommends that no additional building height be allowed without providing a commensurate community benefit.
COMMUNITY FEEDBACK

At neighborhood workshops, one exercise asked, “Where Should New Growth Be Directed?” The following are themes from this exercise:

Direct growth along **COLFAX AVENUE** to support future BRT and in community centers like **9TH & COLORADO** and **MAYFAIR TOWN CENTER**. Specifically, Mayfair Town Center was listed because there are two grocery stores right next to one another and one of those blocks could be better utilized.

Accommodate growth by encouraging **“GENTLE INFILL”** and **“MISSING MIDDLE”** housing types, such as ADUs, two, three and fourplexes, and townhouses, especially near Colfax.

Direct growth to **EXISTING PARKING LOTS AND UNDERUTILIZED SITES** with uses like drive thrus and gas stations or abandoned or poorly maintained structures.

Allow more **CREATIVE COMMERCIAL SPACES** such as shared space for multiple businesses.

COMMUNITY BENEFITS

“Community benefit” is a term used throughout the East Area Plan. It is most often associated with Land Use Policy L3 which seeks to attain certain valuable community needs when new development occurs. Community benefits include:

1. **Affordable Housing** – Comprehensive Plan 2040, Blueprint Denver, and Housing an Inclusive Denver all identify affordable housing as a vital need throughout the city. The East Area is currently in need of 1,400 affordable units for low income residents. Without additional affordable housing, the East Area cannot be a complete and inclusive neighborhood. Creating affordable housing through incentives is only one of many tools that will be needed to achieve housing goals.

2. **Preserving a Character Building** – Buildings that may or may not be eligible for historic designation, but are desired to remain because they contribute to the character and history of an area. They often provide more affordable commercial or residential space compared to newer buildings. See Section 4.1 for more guidance on the types of buildings that should be preserved.

3. **Affordable Commercial Space or Community Serving Use** – Discounted rent provided to community-based non-profits, local artists, or existing local tenants. Other examples of community-serving uses include low cost grocery stores, affordable childcare, health clinics, senior care, and social services. All community-serving uses should include affordability programs for low income residents.

4. **Public Park** – Mayfair Town Center provides the best opportunity to provide a new park while also addressing flooding in the Upper Montclair Basin. A new park in this area should help achieve plan goals for increasing tree canopy, stormwater management, and improving access to parks and open space.
MAYFAIR TOWN CENTER ILLUSTRATIVE CONCEPT

- Parking garage with shared parking for commercial and residential uses
- Green building elements
- Grocery store as a ground floor community-serving use
- New public park with community gathering space, active uses, stormwater management and flood protection
- Affordable housing options with access to transit and amenities
- Preserved Small Businesses
- Affordable small business space
- Pedestrian-friendly streetscape with wider sidewalks, increased tree canopy, and integrated stormwater management
- Infill of new housing and business space with existing grocery store remaining.
- Traffic Calming Improvements
- Preserved character buildings

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only. View looking northwest.
2.1.4 GROWTH STRATEGY

Blueprint Denver provides a growth strategy where the majority of new jobs and housing is directed to centers, corridors and districts. A growth strategy helps manage the physical evolution of neighborhoods by informing goals for affordable housing, historic preservation, and infrastructure improvements while helping make changes more predictable for residents.

PROJECTED GROWTH IN EAST

As of 2018, there were 15,900 households and 10,190 jobs in the East Area. The area is expected to grow by up to 4,840 additional housing units (30 percent increase) and up to 3,090 (30 percent increase) in new jobs over the next 20 years. The East Area’s projected growth is based on Blueprint Denver’s population projections, which were done in consultation with the State Demographer’s Office and DRCOG. The City works these partners to periodically update projections.

Analysis suggests that the existing zoning within corridors and centers is sufficient to handle anticipated growth; however, there are specific areas where additional height is appropriate to achieve community benefits, such as affordable housing and public open space (see Maximum Building Heights Map). This is especially relevant around high capacity transit corridors.
2.1.5 ZONING AND OTHER REGULATIONS

The Denver Zoning Code (DZC) sets regulations for development, including uses, building placement, height, design, and parking, by neighborhood context. These regulations do not always result in development that contributes positively to the neighborhood. To implement the East Area Plan vision, some modifications to the existing zoning are necessary.

Through the East planning process, several issues with current zoning and regulations have been identified. These include:

**Bulk Plane** - In single-unit and two-unit areas, the bulk plane standard allows three-story, flat-roofed “wedding cake” buildings, which can be out of character with the rest of the neighborhood. The bulk plane also restricts some traditional roof forms. For example, cross gables and dormers would penetrate the bulk plane, so they cannot be replicated.

**Character-Specific Standards** - Some neighborhoods have unique character-defining features that are not being reflected in new development. Examples include: asymmetrical side setbacks; raised front porches; and pitched roofs. Where these features are consistent, new development that does not include these features can look out of character.

**Residential Renovations and Additions** - Some regulations, such as rear yard setbacks, building coverage, and bulk plane make it difficult to renovate and add on to existing buildings, unintentionally encouraging demolition. In some cases the bulk plane may also discourage traditional roof forms above the second floor, such as side facing gable roofs or sloping roofs with dormers because they would penetrate the bulk plane if located near a side lot line.

**Adaptive Reuse** - When converting an existing building to a new use, e.g. retail to a restaurant, regulations require coming into full compliance with existing standards, which may be expensive or physically difficult to accomplish. The adaptive reuse of existing buildings is often desired over new construction as they can simultaneously add vitality to neighborhoods and maintain character.

**Residential / Commercial Transitions** - In mixed use areas, particularly along the Colfax corridor, current zoning permits mid-rise structures adjacent to lower scale residential homes. Additional zoning standards are needed to achieve better solutions for character-sensitive transitions to historic or lower scale contexts.

**Conservation Overlay** - A conservation overlay is a zoning code tool that is intended to perpetuate existing elements of neighborhood character as change occurs. In particular, the conservation overlay district tool has been used to modify bulk planes (such as lowering the height), adjust lot coverage, and allow exceptions/encroachments in the bulk plane for accessory structures and for cross-gables. Currently, no conservation overlays exist in East.

**Design Overlay** - A design overlay is a zoning code tool that is intended to establish a common design character for future development and could be used where various underlying zone districts exist or in multiple different locations. They can modify most zoning standards and add new ones. Currently, no design overlays exist in East.

**Incentive Overlay** - Incentive overlays are intended to establish the provision of a community benefit in exchange for flexibility in certain zoning standards, such as allowing additional height. Currently, no incentive overlays exist in East.

**Design Review** is qualitative, case-by-case review of proposed development guided by design standards and guidelines. Design review can be used to build upon existing zoning tools to address things such as human-scaled elements, ground-floor activation, mass, scale, and architectural articulation in more detail than would be possible through zoning alone. Design review may be either administered by city staff or administered by a board or commission.

**Landmark Designation (Individual and Historic Districts)** Established by city code, designation helps preserve the historic character of Denver. It protects the structures and districts that reflect the neighborhood’s cultural, historic, and architectural heritage. While the historic character of designated buildings should be preserved, alterations and additions are allowable through a design review process. Demolition of historic structures is highly discouraged and reviewed by the Landmark Preservation Commission.
COMMUNITY FEEDBACK

Neighborhood workshops in 2019 included an exercise that asked which elements of new construction in low residential areas were most important to address. The top four priorities were:

1. **MASS & SCALE**
2. **HEIGHT**
3. **MATERIALS**
4. **SIDE SETBACKS**

Another correlating concern to new development is that naturally affordable places are being lost through redevelopment. Many single-unit homes are occupied by renters, leaving tenants at risk for displacement. Newer, larger homes are also typically more expensive to purchase. This plan includes several strategies to address housing affordability (see Section 2.2 Economy and Housing).

RECOMMENDATIONS

Encourage maintaining, rather than demolishing, existing older homes by revising design requirements to encourage renovations and additions.

Renovations and additions help preserve neighborhood character by keeping most of the building intact and retaining character-defining features such as brick facades, raised front porches, and other period architectural features. Avoiding demolition can also help preserve mature trees and landscaping and significantly reduce waste in landfills.

**A.** Update regulations in residential zone districts to remove barriers to additions and renovations. The following should be considered when preserving existing homes:

1. Allow limited penetrations to the bulk plane standard for dormers and cross gables to enable architectural features that are consistent with neighborhood character.
2. Reduce the required separation between the garage and the main house to enable rear additions.
3. Reduce rear building setbacks to enable rear additions
4. Exempt detached accessory dwelling units from maximum building coverage requirements to enable adding detached structures to the rear when maintaining the existing primary structure.
5. Encourage energy efficient upgrades such as better insulation techniques (higher R-Values), energy-efficient windows and appliances, and higher-performing HVAC systems.
6. Remove barriers and encourage more green stormwater management techniques, such as green roofs, rain barrels, and increased permeable surface.

**B.** Establish new regulations that require the salvaging or reuse of building materials when homes of certain age are demolished.

**C.** Reduce massing, scale, and building coverage to reduce the incentive to tear down existing homes and replace them with larger homes that don’t fit the established character of the neighborhood (See Policy L5).
RECOMMENDATIONS

Case Study: Portland’s Residential Infill Project

Portland, Oregon recently adopted a number of zoning code amendments to their single-dwelling zoning rules that seek to limit the scale of new homes and increase housing choices. Many of the scale issues addressed are similar to Denver’s. Below are some of the amendments considered:

• New floor area ratio (FAR) standards for primary and accessory structures to establish a house size by zone that is proportional to the lot size.
• Allowing exceptions to overall height, such as dormers.
• Increasing setbacks and other restrictions on new single unit homes.
• Allowing additional dwelling units per lot.

ZONING AND REGULATIONS

L5

Work with neighborhoods to modify zoning standards for new construction to be more consistent with neighborhood character in residential areas.

New construction in residential areas is sometimes out of context and detracts from the neighborhood built character due to the mass and scale of new buildings in contrast to older buildings. Modifying zoning requirements such as setbacks and building coverage can help ensure new buildings and additions make good neighbors and fit in with the established character of the surrounding neighborhood.

A. Update zoning regulations to create more contextual standards for massing, materials, scale, and height.
   1. The following should be considered for low residential places:
      a. Reducing building coverage standards, including exemptions for garages if inconsistent with the established pattern in the neighborhood.
      b. Reducing looming effects and encouraging side yards. Consider increasing side setbacks, or a combined minimum setback for both sides and a one side minimum to allow flexibility in meeting the increased standard.
      c. Reducing the length of two-story side walls. Consider a maximum dimension for two-story walls before a change in plane or limit the percentage of a wall plane that can be at the minimum side setback.
      d. Reducing the appearance of building scale and promoting compatible roof forms by considering the following:
         i. Set a maximum dimension for a flat or low-sloping roof to discourage out of character 3-story houses
         ii. Modify bulk plane standards to encourage pitched roofs in neighborhoods where it is the traditional roof form.
   iii. Modify bulk plane standards to provide limited exceptions for cross gables and dormers. This would provide an alternative to flat roofs and accommodate more floor area in a sloped roof form.
   iv. Calibrate height and bulk plane standards to promote compatible heights for new construction in primarily 1 - 1.5 story areas.
   v. Provide exemptions to building coverage and bulk plane standards for additions to older homes to discourage demolition (See Policy L4), for Accessory Dwelling Units, and for lots identified as appropriate for missing middle housing to encourage smaller, more affordable units. (See Policy L6).

Background Policy Strategies

East Area Plan  |  2.1 Land Use and Built Form

Photo Source: City of Portland
RECOMMENDATIONS

L6

Ensure East Area neighborhoods are inclusive places by thoughtfully integrating compatibly-designed missing middle housing and accessory dwelling units (ADUs) in appropriate locations.

The character of many of East’s neighborhoods is defined by the older houses, which tend to be smaller than what would be built today. Smaller houses tend to be a more attainable choice and provide more naturally affordable options. In East Colfax and the eastern portion of South Park Hill, smaller houses on larger lots make those houses particularly at risk of being demolished and replaced with a larger, more expensive homes. Residents are concerned about the trend of less affordable housing options and losing the historic neighborhood character that could change due to the intensity of new construction. Many existing homes are large enough to accommodate multiple units or contain elements that facilitate multiple units. With affordability and neighborhood preservation concerns, thoughtfully allowing additional units can help preserve neighborhood character while expanding housing options.

ZONING AND REGULATIONS

BACKGROUND POLICY

A. Consistent with adopted citywide policies in Blueprint Denver, integrate missing middle housing with rules to preserve valued neighborhood characteristics and address unique issues in the East Area as follows:
1. Design requirements to ensure that new construction is compatible with unique setback, height and massing characteristics of East Area neighborhoods (see Policy L5).
2. Regulations that discourage replacement of smaller homes with larger homes that may be less affordable.
3. Stormwater management, particularly in flood prone areas.

B. Create requirements to preserve older homes when integrating missing middle housing in the East Area as follows:
1. Criteria for building preservation that considers the age of the home and architectural features.
2. Building preservation requirements consistent with rules in historic districts, with demolition restricted and design rules for additions and modifications. If a demolition occurs, the property loses the right to construct missing middle housing.

C. Implement zoning changes to encourage missing middle housing at the citywide scale, not just in the East Area, as follows:
1. A robust and inclusive community engagement process.
2. Long term affordability for low income residents.
4. Opportunities for homeownership.
5. Tools, such as financial and technical assistance, that help existing East Area residents remain and invest in their properties.
6. Addressing impacts to street parking.
7. Except to allow ADUs, individual property owner rezonings are not appropriate.

D. Implement adopted citywide policies in Blueprint Denver to diversify housing choice through expansion of ADUs throughout all residential areas while also addressing context-sensitive ADU design and removing barriers to ADU construction.
1. While missing middle housing (2-4 units) should be integrated into appropriate locations, ADUs should be allowed on all lots.
2. Until a citywide ADU approach is complete, consider neighborhood-wide rezonings to allow ADUs.

Case Study: Vancouver’s Character Home Retention Program

In 2018, Vancouver, British Columbia amended rules and added guidelines that incentivize saving a “character house.” A character house is generally defined as a typical one family dwelling constructed prior to January 1, 1940 that has original massing and roof form plus another original feature(s) such as: original porch, cladding, window openings, period details or streetscape content. In exchange for preserving the house, property owners can receive increased floor area and/or additional units on the same lot.

Photo Source: City of Vancouver
**WHAT IS MISSING MIDDLE HOUSING?**

Missing middle refers to 2 to 4 unit homes such as duplexes, triplexes, row houses and similar neighborhood housing options that fall “in the middle” between single unit and small apartment buildings. Missing middle also refers to units that are attainable to middle-income households. These housing types can help provide more affordable options for middle-income households and homeownership opportunities for residents who rent. Examples of missing middle housing have historically existed in East’s neighborhoods, and the East Area Plan recommends continuing to integrate those options in appropriate locations.

Missing middle is an important strategy to help ease Denver’s housing shortage and make neighborhoods more inclusive. In particular, missing middle options have helped seniors remain in neighborhoods they love after their family sizes are reduced from children moving out and incomes becoming fixed from retirement (often referred to as “aging in place”).

Missing middle homes can also make neighborhoods more family-friendly, as households with children often desire yards and locations within residential areas as opposed to apartments on commercial streets like Colfax Avenue. Missing middle housing can provide these options to families at more affordable prices compared to single unit homes.
Encourage high-quality design and neighborhood compatibility in commercial and mixed use areas

With most new growth directed to Centers and Corridors (commercial and mixed use areas), new development should advance the vision for high quality design, a diversity of small, locally owned businesses, compatibility with adjacent residential neighborhoods, and preservation of unique, existing commercial buildings that contribute to the East Area’s character.

A. Modify regulations to improve design quality in Centers and Corridors. Primary elements to consider include:
1. Transition to adjacent residences
2. Ground floor activation
3. Parking and loading location and design
4. Building materials
5. Streetscape
6. Ground floor residential frontages

B. Prepare additional rules for sensitive transitions to adjacent to low residential areas and historic buildings. Primary elements to consider include:
1. Increasing side setbacks to be more compatible with front setbacks of buildings on side streets.
2. Increasing building setbacks and upper story setbacks adjacent to low residential places.
3. Four-sided façade treatments and including contextual building materials, especially brick, masonry, and wood.
4. Parking and loading buffers, such as increased screening and setbacks, to adjacent residences.
5. Ventilation and refuse container buffers, such as placement and orienting away from adjacent residences.
6. Reducing spill-over lighting on adjacent residences.
7. Limiting drive thru restaurants.
8. Enhanced landscape buffers, including an option to create agreements with adjacent homeowners to install landscaping on their property.
9. Transitional uses to buffer higher intensity commercial uses from adjacent residences.
10. Preserving solar energy access of adjacent residences.
11. Balcony and window location and design to enhance privacy.
12. Landscaped facades, such as climbing vines, "green screens", and balcony planters.

C. Strengthen standards for Ground Floor Active Use areas. Primary elements to consider include:
1. Limiting residential units on the ground floor
2. Discouraging parking on the ground floor and upper levels fronting primary streets.
3. Inviting and accessible plazas, greens and other types of public open spaces integrated with well-designed green stormwater management. (See Quality of Life section)
4. Healthy trees with well designed green stormwater management. (See Quality of Life section)
5. Enhanced streetscape amenities such as café seating, benches, pedestrian-scaled lighting, bike/scooter parking, and curbside management. (See Mobility section)
ILLUSTRATIVE CONCEPT: TRANSITION TO LOW RESIDENTIAL

- Side setbacks that are more compatible with buildings on side streets
- Balcony and window designed to enhance privacy
- Improved height and scale transitions
- Contextual building materials and four-sided facade treatments
- Enhanced landscape buffers and screening
- Sensitive parking and loading design

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
**RECOMMENDATIONS**

**POLICY**

**L8**

**Preserve historic buildings in residential areas.**

Some portions of the East Area have unique architecture and patterns that could benefit from historic protection, such as Landmark designation or historic districts. The City’s Discover Denver program surveys neighborhoods to identify buildings or areas that are historically, architecturally or culturally significant to Denver’s history and may warrant such protection.

A. For areas identified as an “Area of Historic Significance,” partner with Historic Denver to engage residents in designating them as local historic district.

B. Work with Discover Denver to survey East Area neighborhoods, particularly Areas of Historic Interest, to identify buildings or areas that are historically, architecturally, or culturally significant and inform next steps.

C. Promote the use of other preservation tools like conservation easements, historic covenants and conservation overlay districts.

D. Identify additional incentives to encourage property owners to designate, such as:
   
   1. Technical assistance writing designation applications.
   2. Additional financial incentives, such as fee reductions and tax credits.
   3. Grants for low income homeowners to assist with maintenance and repair of historically significant homes.
   4. Assistance with community engagement.

**L9**

**Continue updating and improving zoning regulations.**

Properties that have retained Former Chapter 59 zoning or the Billboard Use Overlay allow development that are not consistent with the vision for the East Area. Further, improvements to the rezoning process should be considered to ensure equitable development occurs in the East Area.

A. Rezone Former Chapter 59 properties into the Denver Zoning Code (DZC).
   
   1. Encourage properties withFormer Chapter 59 zoning to rezone in order to apply up-to-date standards and regulations.
   2. Ensure that fees are structured to promote rezoning out of Former Chapter 59 zone districts and into the DZC and reflect the true cost of administration.

B. Review use and applicability of UO-2 (Billboard Overlay). When a rezoning occurs, recommend eliminating this overlay.
2.2 AREA WIDE RECOMMENDATIONS: ECONOMY AND HOUSING

IN THIS SECTION:

2.2.1 ECONOMY AND HOUSING INTRODUCTION (P. 46)
2.2.2 AFFORDABLE HOUSING (P. 49)
2.2.3 SOCIAL SERVICES (P. 56)
2.2.4 COMMUNITY-SERVING RETAIL (P. 59)
2.2.5 JOBS AND EDUCATION (P. 63)
2.2.1 ECONOMY AND HOUSING INTRODUCTION

A strong local economy and affordable housing are vital parts of a complete neighborhood, and the built environment both shapes and is shaped by local economic activity. Residents benefit when they have convenient access to jobs, education, day-to-day services, and arts and culture. Denver’s population has grown by 100,000 over the last dozen years, and this trend is expected to continue over the next 20 years. The vision laid out in Blueprint Denver and Housing an Inclusive Denver is for every neighborhood in Denver to offer affordable housing options and have financially secure residents who are not vulnerable to displacement and have equitable access to jobs and opportunity.

Home prices and rents have risen dramatically in the East Area, making housing increasingly unaffordable to many. With increasing housing costs, many of East’s residents are spending more and more of their monthly income on housing. A diverse range of housing options—including different prices, sizes, types and a mix of rental and for-sale—also encourages complete neighborhoods where families of all types can afford to live. Housing diversity includes the single-unit homes that are already found in many Denver neighborhoods, as well as units of different types and sizes that can complement the existing single-unit pattern of the East Area.

Economic conditions in the East Area currently vary. There are significant assets, including Rose Medical Center, Mayfair Town Center, and proximity and access to Downtown Denver and the Anschutz Medical Campus in Aurora. These job centers provide opportunities for residents and contribute to a strong local economy. Improvements and reinvestment in area include the planned Colfax Bus Rapid Transit (BRT) and the ongoing 9th and Colorado redevelopment. However, the East Area also faces challenges, including large differences in poverty, unemployment, and education levels between neighborhoods, underutilized commercial areas, displacement of local businesses and residents, relatively few jobs compared to the population, and schools with projected declines in enrollment.

The policies and recommendations in this section will help the neighborhoods of the East Area capitalize on their assets and overcome the challenges to achieve the community’s vision for an economically diverse and vibrant East Area. They are also aimed at ensuring that neighborhoods in East continue to support a diverse, opportunity-rich community, with a range of housing types and affordability levels.
LONG TERM VISION FOR HOUSING IN EAST

In 2040, the East Area is home to households of all incomes and sizes, including families, seniors, recent immigrants, and young professionals. Multi-unit and mixed-use buildings along Colfax Avenue and major corridors provide convenient, affordable, and high-quality housing, where many residents work just a short walk or bus ride away. Several of Colfax’s motels have been transformed into innovative housing models and new buildings have been developed around them, providing housing options and daily amenities and services, including shops, restaurants, social activities, job training, language services, and health care.

East takes pride in its diverse community, where immigrants are welcomed, neighbors support one another, and everyone has access to high-quality housing and the services they need to succeed. As a result, fewer people are experiencing homelessness, residents do not worry about displacement due to increasing costs or major life changes, and the community is safe and stable.

East’s residential neighborhoods remain the backbone of the community, with a housing stock that respects the historic character and provides a range of housing options, such as a post-WWII cottage for a growing family looking to buy their first home, a carriage house rented by a young professional who works at a nearby hospital, a four-plex in a large, historic home shared by a group of aging friends looking to downsize, or a small apartment building just off Colfax that provides supportive housing. All residents have the option to stay and grow in the area over their lifetime with housing that fits their budget and needs.

MEASURABLE GOALS

EXPAND EAST’S HOUSING DIVERSITY

Diverse in 3 of 5 categories (2019) Diverse in all 5 categories (2040)

Blueprint Denver measures housing diversity in 5 categories. Overall, East is currently diverse in 3 categories. Diversity varies by neighborhood (see Section 3).

- Middle-Density Housing (2-19 units/building)
- Home Sizes (number of bedrooms)
- Housing Tenure (owner/renter)
- Housing Cost
- Affordable (income-restricted) housing units

MAINTAIN AND INCREASE AFFORDABILITY

43% (2017) 60% (2040)

Combining housing with transportation costs provides a more complete measure of affordability. This measure rates the affordability of an area based on how much a typical regional household would spend on both housing and transportation costs in the East Area. If housing and transportation costs are less than 45 percent of a typical Denverite’s income, the area is considered affordable. Approximately 43 percent of census tracts in the East Area are considered affordable. East Colfax and a portion of Hale are rated affordable and Montclair, South Park Hill, and the eastern portion of Hale are rated unaffordable.
LONG TERM VISION FOR EAST’S ECONOMY

In 2040, the entire community within the East Area benefits from and supports its strong, self-sustaining economy. People enjoy spending time on Colfax Avenue, Colorado Boulevard, and other neighborhood destinations. Mixed use areas are full of locally-owned, multicultural businesses that showcase the area’s diverse community and provide residents convenient places to shop for their daily needs or go for an evening of dinner and entertainment.

Many employees of small businesses also live in the area and some have gone on to open and grow their own businesses through training, support services, and partnerships with local. The mix of old and new buildings along East’s mixed-use corridors has allowed long-standing small businesses to remain alongside new businesses that have been drawn to the area. A new community center brings neighbors from different walks of life together, provides a range of services, and helps new immigrants integrate into the community.

Every resident has access to quality education at all levels, from early childhood to adult classes and training. These investments for years past have helped create a financially secure community and convenient access to quality jobs in the area, in downtown Denver, and in Aurora. Community wealth has been grown from the bottom-up and everyone has equal opportunity to prosper in the East Area.

MEASURABLE GOALS

REDUCE THE UNEMPLOYMENT RATE IN EACH NEIGHBORHOOD TO BELOW THE CITYWIDE AVERAGE

<table>
<thead>
<tr>
<th>Neighborhoods below city average (2018)</th>
<th>Neighborhoods below city average (2040)</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

MAINTAIN 75% OF BUSINESSES AS LOCALLY OWNED

INCREASE THE NUMBER OF JOBS IN THE HEALTH, PROFESSIONAL, AND MANAGEMENT SECTORS BY 30%

<table>
<thead>
<tr>
<th>Jobs (2018)</th>
<th>Jobs (2040)</th>
</tr>
</thead>
<tbody>
<tr>
<td>4,300</td>
<td>5,600</td>
</tr>
</tbody>
</table>
2.2.2 AFFORDABLE HOUSING

The most common measure of housing 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 be “cost-burdened” and have a housing need. The higher the cost burden, the greater the need. Stretching income on housing leaves residents with less to spend on other needs, such as health care, child care, transportation, and groceries. Affordable housing often refers to income-restricted housing that is required by covenant to keep costs affordable, but there are a number of additional strategies that can help to ensure a household’s costs are reasonable and do not put them at risk for displacement.

Affordability does not just refer to income-restricted housing and options for people at extremely low-income levels. It also affects an increasingly wide spectrum of working people in the city. Denver and East’s workforce includes people in critically important occupations that struggle to find affordable housing given annual incomes that are below the median (see graphic below). The East Area Plan recommends strategies to ensure that the East Area has housing options that are affordable to a range of households at different income levels.

COMMUNITY FEEDBACK

When asked what they are concerned about for the future, declining affordability and increased risk of displacement were significant concerns raised by East residents. In targeted outreach to vulnerable and underrepresented populations, community members indicated a general need for more affordable housing for low-income households that is safe, secure, and well-maintained. There was also a desire for more accessible housing for people with disabilities. Despite the overall stock in family-sized housing units in East, participants in targeted outreach expressed a need for larger units that would support more multi-generational households with children. Lastly, these participants would welcome opportunities that help long-time renters become homeowners.

“Many occupations pay wages less than Denver’s median income”

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Median Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kindergarten teachers</td>
<td>$54,370</td>
</tr>
<tr>
<td>Emergency &amp; medical techs &amp; paramedics</td>
<td>$46,090</td>
</tr>
<tr>
<td>Bus drivers</td>
<td>$39,210</td>
</tr>
<tr>
<td>Home health aides</td>
<td>$27,200</td>
</tr>
<tr>
<td>Senator</td>
<td>$65,000</td>
</tr>
</tbody>
</table>

Source: City and County of Denver 2019; Bureau of Labor Statistics 2018 wage estimates

What are your top 3 Priorities for advancing housing affordability?

1. ENCOURAGING MORE ACCESSORY DWELLING UNITS 20%
2. REPURPOSING HOTELS FOR MORE AFFORDABLE HOUSING 13%
3. CREATING MORE AFFORDABLE HOUSING NEAR TRANSIT 10%

Source: February and March 2019 Community Workshops

<table>
<thead>
<tr>
<th>Priority</th>
<th>Percent of Responses (268)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encouraging more accessory dwelling units</td>
<td>20%</td>
</tr>
<tr>
<td>Repurposing hotels for more affordable housing</td>
<td>13%</td>
</tr>
<tr>
<td>Creating more affordable housing near transit</td>
<td>10%</td>
</tr>
</tbody>
</table>
**HOUSING IN EAST**

**SIGNIFICANT HOUSING NEED**

- **4,700** cost-burdened households
  
  1/3 of East’s households pay more than 30 percent of their income towards housing costs.  
  
  *Source: 2013-2017 American Community Survey 5-Year Estimates*

- **1,400** affordable housing units needed
  
  East is short 1,400 units renting at less than $500 per month for low-income households in the area.  
  
  *Source: 2013-2017 American Community Survey 5-Year Estimates and Root Policy Research. Calculated as the difference between the number of rental households and the number of rental units affordable to them.*

- **240** motel rooms
  
  Motels often provide short-term housing options for vulnerable residents.  
  
  *Source: Fax Partnership and Root Policy Research*

**DISPARITIES BETWEEN NEIGHBORHOODS**

**HOMEOWNERSHIP RATES**

<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Homeownership Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Park Hill</td>
<td>81%</td>
</tr>
<tr>
<td>East Colfax</td>
<td>37%</td>
</tr>
</tbody>
</table>

*Percent of households; Source: 2013-2017 American Community Survey 5-Year Estimates*

**SINGLE-UNIT HOMES**

<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Single-Unit Homes Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Park Hill</td>
<td>81%</td>
</tr>
<tr>
<td>Hale</td>
<td>40%</td>
</tr>
</tbody>
</table>

*Percent of units; Source: 2013-2017 American Community Survey 5-Year Estimates*

**OVERCROWDED UNITS**

<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Overcrowded Units Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Colfax</td>
<td>12%</td>
</tr>
<tr>
<td>All other neighborhoods</td>
<td>&lt;2%</td>
</tr>
</tbody>
</table>

*Percent of units; Source: 2013-2017 American Community Survey 5-Year Estimates*

**PROJECTED HOUSEHOLD GROWTH BY 2040**

- **15,900 to 20,700** (2017 to 2040)
  
  Approximate number of existing households (2017) and projected households (2040) in the East Area

*Source: 2013-2017 American Community Survey 5-Year Estimates, City of Denver, DRCOG, Arland*

**PERCENT OF HOUSEHOLDS LIVING IN AREAS VULNERABLE TO DISPLACEMENT**

- **46%**
  
  46 percent of East households live in areas that are considered vulnerable to displacement in East Colfax and Hale (See Vulnerability to Displacement map in Section 1.3)

*Source: City and County of Denver; 2011-2015 American Community Survey 5-Year Estimates*

**INCOME-RESTRICTED UNITS**

<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Number of Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Park Hill</td>
<td>105</td>
</tr>
<tr>
<td>Hale</td>
<td>127</td>
</tr>
<tr>
<td>Montclair</td>
<td>&lt;10</td>
</tr>
<tr>
<td>East Colfax</td>
<td>574</td>
</tr>
</tbody>
</table>

*Number of units; Source: City and County of Denver 2017*

East Area Plan  | 2.2 Economy and Housing
**Income-Restricted Housing**
Income-restricted housing is housing that has a covenant that requires rents to be affordable for residents. The requirements are typically tied to specific Area Median Income levels, and many income-restricted units involve a subsidy to help maintain lower rents. There are approximately 800 existing income-restricted units in the East Area. See Policy E2 & E3 (Photo: Phoenix on the Fax, Income-Restricted Housing, South Park Hill, Denver)

**Supportive housing**
Supportive housing combines apartments where residents pay rent based on what is affordable for their income, along with on-site and community-based services to help individuals and families transition out of long-term homelessness, back to having a safe place to call home. Research shows that this form of housing is an effective way to end homelessness because it provides safe, stable homes with access to support from professionals who coordinate individualized services such as mental and physical health services, addiction treatment, job training and more. See Policy E4 (Photo: Sanderson Apartments, Denver)

**Preservation of Existing Naturally Occurring Affordable Housing**
Naturally Occurring Affordable Housing (NOAH) refers to affordable housing that operates without subsidy or covenant requirements. A majority of affordable housing falls into this category, and NOAH is an important housing option for low-income families or individuals who do not qualify for income-restricted housing. See Policy E2 (Photo: NOAH, East Colfax, Denver)

**Accessory Dwelling Units (ADUs)**
An ADU is a second unit located on the same zone lot as a primary single unit use. An ADU may be either “attached” (e.g., a basement unit) or “detached” (e.g., a unit over the garage or a smaller house in the backyard). These units provide sensitive ways to integrate affordable living into established neighborhoods; they allow empty-nesters to age in place by moving into a smaller unit and renting their home; or they accommodate households that want to live in the neighborhood but cannot afford a larger home. See Policies L6 and E4 (Photo: ADU, Denver)

**Missing middle housing**
Missing middle refers to duplexes, fourplexes, rowhouses and similar neighborhood housing options that fall between large single unit homes and apartment or condo buildings. Missing middle also refers to units that are attainable to middle-income households. These housing types can help provide more attainable options for middle-income households and homeownership opportunities for households that currently rent. See Policies L6 and E4 (Photo: Highlands Garden Village, Denver)

**Cooperative housing**
Cooperative housing is housing that is owned or rented by members who intentionally and equitably share resources, governance, rights, and responsibilities. Cooperative housing can help expand access to housing for all, and increases opportunities for home ownership and wealth building for middle-income earners living in increasingly expensive areas. See Policies E2 & E4 (Photo: Chrysalis Cooperative, Boulder)

**Live-work**
Live-work provides a combination of a primary residential and commercial uses located within the same unit. Live-work units reduce commuting, often provide more affordable office space than stand-alone office space, and can play an important role in the incubation cycle for small businesses. Live-work units can help to reduce housing costs for small businesses owners who can combine office space and living costs. See Policy E4 (Photo: live-work units, Denver)

**Family-friendly housing**
Housing designed to serve households of more than one generation, usually including children. This includes housing units with more than one bedroom and amenities, such as daycares and playgrounds that serve a variety of ages. See Policy E4 (Photo: Mariposa, Denver)

**Senior housing**
Senior housing serves an aging population, ranging from independent living to 24/7 assisted care. There is a stronger emphasis on safety, accessibility, adaptability, and longevity that many conventional housing choices lack. See Policy E4. (Photo: City Park West, Denver)

**Campus employee/student housing**
Housing that is dedicated to housing employees and/or students at hospitals and colleges. The housing is often owned or subsidized by the institution, and is located either on or adjacent to campus. Saint Joseph Hospital is currently converting the historic Tammen Hall to income-restricted senior housing; an example of how institutions can utilize their capital and property holdings to help address housing affordability challenges. See Policy E3 (Photo: Tammen Hall, St. Joseph Hospital, Five Points, Denver)

**Co-housing**
Co-housing is an intentional community of private homes clustered around shared space. Shared spaces and amenities may include community kitchens, dining areas, laundry, parks, and recreational spaces. Co-housing provides opportunities for community-focused living environments that increase connection; for gently boosting density in neighborhoods since amenities such as yard space is often shared; and for giving seniors a viable option to age in their community. See Policy E4 (Photo: Aria Cohousing, Denver)

**Campus employee/student housing**
Housing that is dedicated to housing employees and/or students at hospitals and colleges. The housing is often owned or subsidized by the institution, and is located either on or adjacent to campus. Saint Joseph Hospital is currently converting the historic Tammen Hall to income-restricted senior housing; an example of how institutions can utilize their capital and property holdings to help address housing affordability challenges. See Policy E3 (Photo: Tammen Hall, St. Joseph Hospital, Five Points, Denver)

**Preservation of Existing Naturally Occurring Affordable Housing**
Naturally Occurring Affordable Housing (NOAH) refers to affordable housing that operates without subsidy or covenant requirements. A majority of affordable housing falls into this category, and NOAH is an important housing option for low-income families or individuals who do not qualify for income-restricted housing. See Policy E2 (Photo: NOAH, East Colfax, Denver)

**Cooperative housing**
Cooperative housing is housing that is owned or rented by members who intentionally and equitably share resources, governance, rights, and responsibilities. Cooperative housing can help expand access to housing for all, and increases opportunities for home ownership and wealth building for middle-income earners living in increasingly expensive areas. See Policies E2 & E4 (Photo: Chrysalis Cooperative, Boulder)

**Live-work**
Live-work provides a combination of a primary residential and commercial uses located within the same unit. Live-work units reduce commuting, often provide more affordable office space than stand-alone office space, and can play an important role in the incubation cycle for small businesses. Live-work units can help to reduce housing costs for small businesses owners who can combine office space and living costs. See Policy E4 (Photo: live-work units, Denver)
Stabilize residents at risk of involuntary displacement.
East’s strengthening housing market is becoming increasingly costly for residents. Within the area, 47 percent of renters and 20 percent of homeowners are cost-burdened. Across all neighborhoods, with the exception of South Park Hill, there are more cost-burdened renters today than in 2000, with the largest increase in East Colfax. Additionally, the area is currently short 1,400 units renting for the area’s lowest income households (units that rent for $500/month or less). Further, renters who want to buy will have trouble finding an affordable home in the East Area until they earn more than $50,000. 4,569 renter households live in areas of Hale and East Colfax that are considered particularly vulnerable to displacement. Consistent with the goals of Comprehensive Plan 2040, this Plan recommends targeting resources to serve residents, both renters and homeowners, who are at risk of involuntary displacement. (Source: City and County of Denver, U.S. Census, and Root Policy Research)

A. Support community relief programs to help residents stay in their homes, including temporary rental and utility assistance, property tax rebates, homeowner preservation initiatives, ownership programs, eviction legal defense, tenant rights counseling, financial empowerment training, energy and accessibility assistance, home rehabilitation assistance, foreclosure prevention, food access, and emergency relief funds.
B. Build community capacity and leadership to ensure long-term, equitable engagement in areas vulnerable to displacement, such as through leadership courses, training, and partnering with local organizations.
C. Support citywide efforts to explore a preference policy that would give preference in income-restricted units to existing residents that have been or are at risk of being displaced.
D. Integrate resources and strategies to address equity considerations and mitigate involuntary displacement of residents with the implementation of major City investments and projects, including regulatory changes, legislative rezonings, and transportation infrastructure improvements. Strategies include incentives or requirements for affordable housing and targeted engagement to connect vulnerable residents with resources.
E. Work with partners to increase access to programs that help residents stay in their homes, increase utilization of public housing programs (including City, State and nonprofit programs), increase home-ownership and explore housing land trust programs.
F. Conduct outreach to understand the needs of older adults and explore additional assistance options to mitigate their involuntary displacement.
G. Provide targeted marketing and other assistance to temporary motel residents to help them find more permanent and supportive housing with integrated services, consistent with Fair Housing regulations.

Preserve existing affordability and housing quality.
East has 808 existing income-restricted units among its neighborhoods, with 71 percent of these located in the East Colfax neighborhood. In total, income-restricted units in East account for 3.7 percent of the 21,613 units in Denver. East is already short 1,400 units renting for $500/month or less for the area’s lowest income households, and this number is at risk of increasing if naturally occurring affordable units aren’t preserved. (Source: City and County of Denver, U.S. Census, and Root Policy Research)

A. Preserve the affordability of naturally occurring affordable housing, particularly in areas vulnerable to displacement and close to transit, through new tools such as:
1. An incentive program for landlords that provide rehabilitation of small multi-unit properties and single unit homes in exchange for affordability commitments.
2. Partnering with existing cooperatives to assist tenants in aging, small multi-unit developments with acquiring and transforming the units into cooperative housing (Encouraging cooperatives also requires reducing regulatory barriers to shared living. See Policy E4.D).
3. Creating a rental registration program to better track rental housing and connect with landlords and tenants.

B. Preserve the affordability of existing income-restricted properties by:
1. Extending expiring affordability covenants through strategies such as extending notice requirements and working with potential purchasers to extend affordability commitments.
2. Enhancing support for tenants.
3. Working with nonprofit housing providers to address challenges through strategies such as partnerships with Denver Housing Authority to exempt property taxes.
4. Studying and developing strategies to ensure no net loss of existing income-restricted housing through demolition, conversion or renovation.

C. Retain and improve the quality of older homes through programs that help with upgrades to improve accessibility, energy efficiency, and rehabilitation.
RECOMMENDATIONS

While the prior two policies focus on stabilizing residents and preserving affordability, there is also a need to create new affordable housing in the area, as demonstrated by the significant shortage in units available for low-income households. At the East community workshops, participants’ #3 priority for advancing housing affordability was to encourage more affordable apartment buildings near transit. In accordance with Blueprint Denver and Housing an Inclusive Denver, a majority of new affordable housing should be located near transit corridors, to give residents convenient access to jobs, education, services, and amenities.

A. Support acquisition of land by the City and/or its partners, such as Denver Housing Authority, community land trust entities, and non-profit affordable housing developers for future development of affordable housing, particularly in Corridors, Centers, as well as High, High-Medium and Low-Medium Residential Areas.

B. Ensure that the value of increased development potential is shared with the community through the provision of on-site affordable housing or other community benefits (see Policy L3). Tools to consider include:
   1. Zoning incentives and other tools that require the construction of income-restricted housing as part of new development.
   2. Until zoning incentives are adopted by City Council, development agreements, affordable housing plans, or other agreements that provide affordable housing as part of a rezoning or Large Development Review should be considered.

C. Use financial tools, including but not limited to Low Income Housing Tax Credits, the Affordable Housing Fund, and Tax Increment Financing, to help fund affordable housing development.

D. Ensure new affordable housing meets community needs, including:
   1. Affordable to households earning very low, low, and moderate incomes, consistent with adopted city policy.
   2. Helping to address the shortage of units affordable to very low-income households in the plan area.
   3. Designed to accommodate a range of households, including families, multi-generational living, aging in place, residents with disabilities, and residents needing supportive services.
   4. Dedicated as affordable for a period of time consistent with or greater than adopted city policy.
   5. Of similar types to market-rate housing built within the plan area (e.g., rental, homeownership, multi-unit, missing middle).

E. Work with affordable housing developers and managers on transportation demand strategies that help ensure residents have access to multimodal transportation options (see Policy M12).

F. Enhance park and recreation access in proximity to affordable housing to help improve health outcomes for low-income households (see Policies Q3 and Q4).

G. Partner with area hospitals, Denver Public Schools, and other major employers to create and/or fund affordable workforce housing (See Policy E12).

H. Continue to advocate for changes to state law that remove barriers to access affordable housing options (see Blueprint Denver Policy LU-H 06).
RECOMMENDATIONS

**E4**

**Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes in all neighborhoods.**

Consistent with Blueprint Denver, the East Area Plan aims to provide housing choice throughout East by diversifying housing options. The area’s housing types should reflect the diverse population that lives here and should include quality options for vulnerable populations, aging in place, non-traditional living arrangements, and large and multi-generational families in all neighborhoods. The neighborhood chapters of the area plan provide existing conditions and priority recommendations for individual neighborhoods.

When East community members were asked about housing options in the area, a majority felt that the East neighborhoods have good options for families and young professionals, but not for seniors, low-income residents, and residents with disabilities, illustrating the need to expand diversity of housing types. When asked for big ideas to improve the East Area, one of the most frequent responses was to rehabilitate Colfax’s motels into higher-quality affordable housing. Right now, these motels serve as a form of transitional housing. Most are clustered in the East Colfax neighborhood. While difficult to determine the number of individuals living in motels, it is estimated that 240 units are operating as transitional housing (Source: Fax Partnership and Root Policy Research).

**BACKGROUND POLICY STRATEGIES**

A. Develop more permanent and supportive housing, combining low-barrier affordable housing, health care, and other supportive services to help create stability for vulnerable residents.

B. Encourage the transition of motels along Colfax Avenue into permanent housing for those most vulnerable.

C. Integrate accessory dwelling units (ADUs) and missing middle housing in appropriate locations (See Policy L6) with strategies for affordability and wealth-building for low- and moderate-income residents, such as:

1. Providing technical assistance and reducing barriers in permitting and construction for existing homeowners.
2. Exploring an adaptation of the WDSF+ ADU pilot program (see sidebar) that provides technical assistance and financial incentives to help existing homeowners build ADUs. An East pilot program should offer forgivable loans or grants in exchange for a long-term affordability commitment, pre-approved prototype designs (with universal design features), and streamlined access to lenders and builders.

D. Expand housing options for non-traditional households, aging-in-place, co-housing, cooperatives, and group living.

1. Support citywide efforts to revise city regulations to respond to the demands of Denver’s unique and modern housing needs (see Blueprint Denver Policy LU-H 01).
2. Make it easier for households to age within their neighborhoods through models such as senior/assisted living, home-sharing, and co-housing. (See Sunshine Home Care case study in side bar).
3. In addition to reducing zoning barriers, explore tools to encourage more cooperative living where residents can reduce costs through shared living or ownership.
4. Encourage sub-let of extra rooms in large homes by communicating opportunities through neighborhood organizations.

E. Encourage more family-friendly development including larger unit sizes and family-supportive amenities (see Blueprint Denver Policy LU-H 07).

**Case Study:**

West Denver Single Family Plus (WDSF+) ADU Pilot Program

In late 2018, the West Denver Renaissance Collaborative (WDRC), in partnership with the City, launched a forgivable loan pilot program to finance ADUs in nine west Denver neighborhoods. The program provides moderate- and low-income qualified homeowners (those earning up to 120 percent of the area median income) with development, financing, and construction resources to develop a detached ADU. Additionally, some homeowners may be eligible for a forgivable loan of up to $25,000 to cover costs of building an ADU. ADUs created through the program are designated as affordable housing for 25 years, to be occupied or rented at a rate no higher than the 80 percent area median income maximum rent. As part of the program, the City is working to streamline permitting for prototype ADU designs offered by WDRC. Habitat for Humanity has also been brought on board to build an estimated 40 homes during the two-year pilot period.

Photo Source: West Denver Renaissance Collaborative
RECOMMENDATIONS

E4 continued from prior page

Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes in all neighborhoods. (*continued from prior page*)

F. Ensure that housing meets or exceeds the needs of residents with disabilities by conducting an evaluation of city regulations and standards in comparison to best practice accessibility standards and by encouraging the use Universal Design principles in new construction and major renovation.

G. Increase access to homeownership for low- and moderate-income renters by implementing citywide programs and working with partners to create new pilot programs, such as:
   1. Creating ownership options that are affordable to moderate-income residents amongst the diverse range of housing types being promoted in strategies C-F above.
   2. Working with community land trust and cooperative partners to implement land trusts and cooperatives in the East Area.
   3. Supporting existing and creating new programs intended to help make homeownership more attainable for residents of income-restricted rental housing.
   4. Helping residents prepare to become homeowners through programs such as targeted homebuyer counseling courses that integrate financial coaching and education with down payment assistance.
   5. Creating a homeownership catalyst pilot program that provides technical assistance and financial incentives, such as a program that provides incentives and down payment assistance for maintaining good credit.

H. Expand live-work opportunities in a manner that is compatible with surrounding neighborhood character to reduce housing costs for small business owners and entrepreneurs.

Case Study:
Sunshine Home Share Colorado

Sunshine Home Care Colorado is a non-profit organization that was established in 2015 with the mission of promoting aging in place through a safe, care-managed, home-sharing model. It offers the dual benefit of generating income, assistance, and companionship for older adults (55 and over), while accessing untapped affordable housing for home seekers. Sunshine, staffed by geriatric care managers, provides an in-depth screen and matching program that includes an application, reference check, interview, trial period, and formalized Match Agreement.

Photo Source: Sunshine Home Share
2.2.3 SOCIAL SERVICES

Secondary to providing stable permanent housing, connections to social services play an essential role in improving the quality of life for vulnerable populations. This is particularly important for persons experiencing homelessness and for those who are housing insecure and that may be at risk of becoming homeless. By providing a robust social service network with programs such as eviction prevention, legal services, mental health, substance abuse treatment, domestic violence program, and financial literacy, we can create an environment that is inclusive and accessible to all residents of the East Area.

SOCIAL SERVICES IN EAST

<table>
<thead>
<tr>
<th>Homelessness in the City and County — Everyone Counts - 2019 Point in Time Survey by Metro Denver Homeless Initiative (Citywide Numbers)</th>
<th>Household without Children</th>
<th>Household with at Least 1 Adult and 1 Child</th>
<th>Households with Only Children under 18</th>
</tr>
</thead>
<tbody>
<tr>
<td>Persons Staying in Emergency Shelters</td>
<td>1,966</td>
<td>92.8%</td>
<td>149</td>
</tr>
<tr>
<td>TOTAL OF 2,119 PERSONS, OR 53.7% OF THE TOTAL HOMELESS POPULATION</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Persons Staying in Transitional Housing</td>
<td>589</td>
<td>47.7%</td>
<td>643</td>
</tr>
<tr>
<td>TOTAL OF 1,235 PERSONS, OR 31.3% OF TOTAL HOMELESS POPULATION</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Persons Staying in Safe Haven</td>
<td>35</td>
<td>100%</td>
<td>0</td>
</tr>
<tr>
<td>TOTAL OF 35 PERSONS, OR 0.9% OF TOTAL HOMELESS POPULATION</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Persons Staying in Unsheltered</td>
<td>547</td>
<td>98%</td>
<td>1.1</td>
</tr>
<tr>
<td>TOTAL OF 554 PERSONS, OR 14.1% OF TOTAL HOMELESS POPULATION</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

With increasing cost-of-living and stagnating incomes, some vulnerable Denverites are becoming at risk of homelessness. In the East planning area, approximately 1/3 of households are cost-burdened. The neighborhood of East Colfax ranks among the lowest in median household income ($36,125) in the East Area and is the lowest of the 78 Denver neighborhoods as measured by the Department of Public Health and Environment Equity Index.

To compound these obstacles, in the City and County of Denver (2019), there are approximately 3,445 individuals experiencing homelessness, some of which frequent Colfax Avenue and use motels as temporary forms of shelter. Because of the high visibility of this issue, homelessness was raised as a primary concern for residents of the East neighborhoods.

COMMUNITY FEEDBACK

In targeted engagement with persons experiencing homelessness and service providers, individuals noted the following as key issues:

• New models need to be explored to create opportunity and stability in overnight shelters (ensuring persons have a secured bed).

• The sense of community within persons experiencing homelessness is vibrant, and must be respected and preserved.

• Explore alternate housing models: open space concepts, communal spaces, shared cooking, etc.

• Hygiene centers are needed and are a matter of basic dignity.

• Transportation costs are an obstacle for physical mobility and access to services (especially for families).
**RECOMMENDATIONS**

**E5**

**Improve the existing social service system through collaboration, co-location and coordination between providers, and between providers and city agencies.**

There are currently hundreds of providers and volunteers working across the city to address the issue of homelessness. Ensuring the strength and resiliency of the system means building stronger partnerships between existing services providers across the board, doing so can help reduce duplication, inefficiency, and increase accountability to meet shared goals.

A. Identify existing homelessness prevention and rapid-rehousing resources in the community and bring in additional partners for more local collaboration.

B. Identify existing drug and alcohol rehabilitation resources and promote collaboration.

C. Support workforce training and education programs that connect workers to employers (see Policy E14).

D. Explore models that promote co-location of services (i.e. Dahlia campus for mental health and well-being and the Rose Andom Center).

**E6**

**Promote innovative service delivery models, and expand pool of service provider partners – to address gaps in existing social service system.**

Homelessness is a multi-faceted issue requiring many-sided solutions. Coordinated, efficient, and creative work across system care will be required in order to effectively meet the needs of those at-risk of and who are experiencing homelessness. The strategies below aim to encourage innovative solutions and models that integrate homeless service provisions into other mainstream services to address existing gaps in the system.

A. Conduct gap analysis with homeless service partners, school and early childhood partners, and human services partners.

B. Create models to address gaps in services such as navigation centers, hygiene centers, rest, and resource centers, etc. (collectively referred to as Community Resource Centers).

C. Increase funding for substance treatment services (including training & implementation of cross-sector teams to address needs of people experiencing homelessness, school children, immigrants, refugees, or other vulnerable populations).

D. Increase funding for homelessness prevention and rapid re-housing resources in the community.

E. Invest in new partnerships for service provision, including mini-grants to fund innovative work from local community partners.

F. Explore partnerships to expand innovative delivery models to address homelessness, such as tiny home villages, bridge housing, rapid resolution, and residential shelter locations.

**E7**

**Build access to, awareness of, and support for social services for residents in East.**

Successfully addressing the issue of homelessness requires the commitment and sustained advocacy of all partners involved, from city agencies, to service providers and especially local communities. The strategies below aim to strengthen the social service system by proactively engaging residents around the issues related to homelessness to increase the knowledge of available resources.

A. Encourage stronger relationships between service providers and their neighbors through strategies such as:

   1. Assisting service providers with the creation of “good neighbor agreements” if desired.
      a. Explore the development of a “toolkit” to engage and build support within the community.
      b. Staff a dedicated community organizer and collaborate with existing community organizers to serve as liaisons between the broader community and service providers.

   2. Encouraging collaboration on events and volunteer opportunities between service providers and neighborhood organizations.

B. Integrate supportive services with housing and connect private landlords to existing social services in their neighborhood.

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**Case Study:**

**Denver Public Library Peer Navigators**

Administered by the Denver Human Services and the Colorado Mental Wellness Network, this “peer navigators” program allows library customers experiencing poverty and homelessness to navigate the social service system in Denver through one-on-one and peer-led discussion groups. Connections to services include resources such as housing, mental health, and/or substance abuse services.

**Case Study:**

**Rose Andom Center**

The Rose Andom Center is a place for domestic violence victims to find the safety, support, and services needed to rebuild their lives by facilitating access to services and staff of community organizations and city agencies in a single, safe location.
**ECONOMY CONCEPTS**

**Community-serving retail**
Retail and services that serve the day-to-day needs of nearby residents and workers, including everything from grocery stores and restaurants, to personal care businesses such as salons, and professional services such as banks. The community has prioritized preserving and enhancing community-serving, locally-owned retail throughout the planning process. See Policies E8-E11. (Photo: True Value, Montclair, Denver)

**Small business incubator/support center**
Organizations that offer small businesses and entrepreneurs shared work space, mentoring, business development training, funding support, and shared equipment. These centers often focus on a specific type of industry or people with similar cultural backgrounds. Mi Casa Resource Center is a successful example in West Denver that primarily serves people of color, low-income, and females. In 2018, over $60 million in revenue was generated by businesses served by the Center. See Policy E11. (Photo: Mi Casa Resource Center, Denver)

**Co-working**
The use of an office or other working environment by people who are self-employed or working for different employers, typically so as to share equipment, ideas, and knowledge. The community has established a vision where innovative businesses have resources and flexibility to start and grow in East. More and more, co-working spaces provide an important jumping off point for startups and entrepreneurs. See Policy E13 (Photo: co-work space, Denver)

**Community learning center**
Non-profit organizations that offer free services to help families increase their financial stability and academic success. Services and classes often include literacy classes, parenting workshops, computer skills training, financial coaching, along with others. These centers are directly focused on helping East achieve its vision of being an area where “every resident has access to quality education at all levels, from early childhood to adult classes and training.” See Policy E5. (Photo: Denver Public Schools, Family and Community Engagement Center)

**Flex/innovation space**
Manufacturing places that serve the purpose of craft/maker space, technology, design and manufacturing. Flex and innovation spaces have multiple benefits — they support creative industries, provide opportunities for economic development, and take the burden off retail by providing other ways to activate streets and spaces. See Policy E13. (Photo: Art Gym, Montclair, Denver)

**International or Cultural District**
A formalized, bounded area that has a rich collection of immigrant- and refugee-owned businesses and residents, and is intentional about celebrating and enhancing its diversity of people, businesses, food, and events. As real estate pressures move further east along Colfax, the community has made it clear it wants to protect and enhance its concentration of Latin American and Ethiopian businesses that are critical to the East Colfax neighborhood’s identity. See Policy E11. (Photo: International businesses, East Colfax)

**Community resource center**
A diverse range of service centers for people experiencing homelessness, ranging from hygiene centers that provide a place to use the restroom, shower, or do laundry, to navigation centers that offer case management, housing navigation, health services, and more. Nationally, these types of centers have been proven to help their guests end their experience of homelessness. See Policy E6. (Photo: Division Circle Navigation Center, San Francisco)
COMMUNITY FEEDBACK
Throughout the planning process, community members made it clear that they value East’s locally owned retail and want to see it improved.

“My big idea for the East Area is…”
1. More Restaurants 14%
2. More Shopping & Services 13%
3. Walkability Improvements
4. Safety Improvements
5. More Parks
6. Family Friendly Amenities

“The amenities most important to me are…”
1. Grocery Shopping 29%
2. Dining 26%
3. Other Retail/Entertainment 10%
4. Recreational Activities
5. Outdoor Seating & Plazas
6. Cultural Amenities / Events

Percent of Responses (2,438)

RETAIL IN EAST
East’s retail environment is predominately locally owned and offers a wide variety of goods and services. The centerpiece of East’s retail environment is the Colfax Corridor. East includes anchors – such as King Soopers, Safeway, Marczyk’s Fine Foods, City Floral Garden Center, Denver True Value, and Ace on the Fax – that fulfill critical daily or weekly needs of area residents. Other areas of retail include the Mayfair Town Center, Colorado Boulevard (including the 9CO development that was under construction at the time of this planning process), and a variety of small, neighborhood retail nodes, such as those at Oneida and 23rd, and Syracuse and 11th.

464 STOREFRONTS
74% SMALL INDEPENDENT BUSINESSES
14% AUTO-RELATED
80% LOCATED ON COLFAX

29% OF COMMUNITY MEMBERS THOUGHT THAT BUSINESSES IN EAST “MEET MOST OF THEIR DAILY NEEDS”

Percent of Respondents (1,042)

Source: 2017 East Kick-off Survey

2.2.4 COMMUNITY-SERVING RETAIL
A strong retail environment is diverse and unique and an essential component of a complete neighborhood. It will serve a variety of people, provide neighborhood residents with convenient access to daily goods and services, and attract people from near and far who are seeking unique shopping, dining, or entertaining experiences. As used below, the term “retail” includes not just stores, but also restaurants and bars, personal care businesses such as salons and tattoo shops, and professional services such as banks and copy shops.

While retail nationally is being disrupted and challenged by e-commerce, the majority of retail sales still occur in a physical store and retailers are adapting with success, especially in urban environments such as East. Small, independently owned retail that offers a unique experience and an emotional connection with the consumer has proven successful. However, as demand for urban environments increases, real estate prices threaten to displace the small independent retail that initially made these places attractive to so many.
RECOMMENDATIONS

E8

Improve the permitting process to provide additional support for existing and new small businesses in the area.

Small business and commercial property owners in East identified challenges they face when trying to open and grow their business or improve their property. The time it takes to work through code and permitting processes is lengthy and can quickly become costly. Some of these processes, such as change-of-use, are complicated. Other processes and requirements, such as sign regulations, are overly restrictive.

A. Identify opportunities to provide flexibility in change-of-use requirements for small businesses to encourage preservation of existing buildings and analyze the cost of public realm improvements to be more proportional to private investment (see Policy C-L1).

B. Revise signage requirements to ensure businesses have the ability to advertise to a variety of passing customers, including pedestrians and transit riders. Areas of focus should be allowing certain forms of blade signage, neon signage, and energy efficient options while maintaining character (see Policy C-L3).

C. Continually improve the city’s online Toolkit for Startups and Small Businesses based on user feedback from small businesses.

D. Continue to expand the number of applications available for submittal and review online to reduce trips to the city permitting counter and expedite the process.

E. Develop a handbook for adaptive reuse projects to promote predictability and reduce variations in case-by-case decisions.

F. Improve design quality in mixed-use areas to attract and retain visitors (see Policy L7).

H. Ensure on-street parking is effectively managed to support local businesses (see Policies M10 & M11).

I. Evaluate the impacts of construction on local businesses and develop strategies to mitigate those impacts.

E9

Work in tandem with relevant, local organizations to provide technical assistance to existing small independent businesses to help them succeed and prevent involuntary displacement.

In East, retail vacancy rates have been dropping steadily since 2006 and lease rates have been rising since 2011 and at last measure were nearly identical to citywide averages. While this creates a vibrant retail environment for customers and property owners, it also creates a larger risk of displacement for independent businesses.

A. Work with East Area organizations to develop a marketing package to help attract customers to individual businesses, and to help locally-owned businesses locate and remain in the districts and provide living wages and benefits to staff such as transit passes.

B. Ensure all small business technical assistance is available to English-as-a-second-language business owners.

C. Offer matchmaking services to connect small independent businesses with landlords. Provide relocation assistance to displaced small businesses to help them remain as close to their prior location as possible.

D. Develop and maintain lists of pre-qualified tenant leads that can be provided to property owners and leasing professionals as alternatives to large national brands, while also making a case to developers and landlords for a broader and more strategic approach to retail tenanting.

E. Work with relevant organizations to provide technical and legal assistance with succession or transition planning, lease negotiations, maintenance fees, predatory lending, property taxes and other challenges faced by small business owners.

F. Offer these services at a convenient location such within the area, such as at a services hub or the new Community Center (see Policy Q3).
RECOMMENDATIONS

E10 - Broader the range of financial incentives for small independent businesses and landlords to strengthen the area’s tenant mix and help prevent displacement.

East’s local independent retailers are highly valued by neighborhood residents, and financial stability is key to helping small businesses thrive. With rapidly changing real estate conditions, sometimes technical and regulatory assistance is not enough to prevent displacement. Financial incentives are suggested to help strengthen businesses and the ability of property owners to accommodate them.

A. Assist small businesses in buying their building or condo space, by utilizing programs such as the Small Business Administration’s 504 Loan Program, mobilizing community development organizations, such as Community Development Corporations (CDCs), to acquire commercial property, and exploring programs such as right of first refusal.

B. Offer new forms of financial support for upgrading or expanding retail space, storefront improvements, business signage upgrades, and unexpected repairs and building rehab. Support can come in varied forms including fee waivers or deferral, low-interest loans, or small grants.

C. Offer financial incentives to landlords that are willing to sign long-term leases with small businesses. (See profile of San Francisco’s Legacy Business Historic Preservation Fund.)

D. Incentivize new projects that offer smaller retail spaces, provide below-market commercial space, an/or provide space for an existing business to remain on-site with incentives such as density bonuses, low-interest financing, and direct subsidies.

E. Expand and adapt the Business Impact Opportunity (BIO) Fund to the Colfax corridor to help businesses before, during, and after BRT construction (See Policies C-E4 and C-E5).

BACKGROUND

In San Francisco, where intense development pressures threaten the livelihoods of longtime small businesses and “community touchstones” across the fabric of the city, residents in 2015 approved Proposition J authorizing the creation of a “Legacy Business Historic Preservation Fund”, which, established by the City in 2016, includes rent subsidies of $4.50 per sq. ft. (capped at $22,500 per year) as an incentive to landlords willing to sign leases of ten years or more with tenants already on its Legacy Business Registry. To qualify for the Registry, a business must have been in operation for at least 30 years (20 years if in immediate danger of displacement), contribute to the history or identity of its neighborhood and commit to maintaining the physical features or traditions which define it. In the first year, the Fund awarded $34,000 in such Rent Stabilization Grants to property owners for this purpose.

Case Study: San Francisco’s Legacy Business Historic Preservation Fund

In San Francisco, where intense development pressures threaten the livelihoods of longtime small businesses and “community touchstones” across the fabric of the city, residents in 2015 approved Proposition J authorizing the creation of a “Legacy Business Historic Preservation Fund”, which, established by the City in 2016, includes rent subsidies of $4.50 per sq. ft. (capped at $22,500 per year) as an incentive to landlords willing to sign leases of ten years or more with tenants already on its Legacy Business Registry. To qualify for the Registry, a business must have been in operation for at least 30 years (20 years if in immediate danger of displacement), contribute to the history or identity of its neighborhood and commit to maintaining the physical features or traditions which define it. In the first year, the Fund awarded $34,000 in such Rent Stabilization Grants to property owners for this purpose.

Photo Source: Roxie Theater
Support and develop new initiatives and community-minded ownership models that have a goal of maintaining East’s variety of local and culturally-significant businesses.

East features a number of ethnic-oriented businesses. The East Colfax neighborhood has the strongest collection of these businesses – a majority of which are Latin American and Ethiopian/Eritrean – and the community values their continued presence highly. For these businesses and others, community-minded ownership models offer multiple benefits. They can help preserve and retain small independent businesses by insulating these businesses from rising rents and other market forces that may create displacement. They build upon the sense of ownership that East residents feel for their neighboring local businesses. Lastly, community-minded ownership could also help in the Colfax corridor’s evolution from an old highway to a neighborhood-serving main street.

A. Create an International or Cultural District along East Colfax that would celebrate the area’s diversity of people, businesses, food, and events (see Policy C-E3).

B. Help local community groups to assume ownership of small businesses through a variety of ownership models that could include cooperatives, CDCs, and innovative crowdsourcing models. (See profile of United Kingdom’s More Than A Pub program.)

C. Build the capacity of other relevant organizations through techniques such as technical assistance, direct funding, and organizational growth, including encouraging the creation of a multifaceted CDC.

D. Provide support for existing and/or new BIDs, CDCs, Community Land Trusts, and/or commercial real estate investment cooperatives purchasing buildings or master-leasing ground floors as below-market space for small businesses or non-profits.

E. Work with property owners and relevant organizations to develop small business incubators and/or accelerators to test market new neighborhood serving retail and services. Successful incubator tenants should then be encouraged to move to permanent storefront locations within East with matchmaking assistance from relevant organizations. Explore incorporating space for this in the new Community Center (see Policy Q3).

F. Provide cultural competency training for city staff for improved service provision to the culturally diverse business population.

G. Facilitate access for small businesses to the City’s procurement process (including its minority-women-disadvantaged business certification program) to enhance opportunities to bid on City contracts and provide goods and services (e.g., catering) for smaller City purchases such as “P-card” (Purchase Card) expenditures.

H. Develop strategies and tools to help existing businesses stay in the area when the properties they occupy redevelop, including occupying space in the new development. Consider implementing this with the community benefit height incentive system (see Policy L3).

Case Study: United Kingdom’s “More Than A Pub” Program

In the United Kingdom, the traditional pub has long served as the “Third Place” for small rural towns, large inner-city neighborhoods and everywhere in between. For a variety of reasons, however, their numbers have been dwindling in recent decades. With the “More Than A Pub” program that it launched in 2016, the central government, under the auspices of its “Community Pubs Minister,” offers various forms of financial and technical assistance – grants and loans as well as workshops, peer site-visits and advice phone-lines – to community organizations that want to assume ownership of these important local institutions and keep them in business. In just its first year, the initiative played a role in the preservation of fifty pubs.
2.2.5 JOBS AND EDUCATION

Access to jobs and education is key to achieving Blueprint Denver’s vision for a more inclusive city where all residents have equitable access to a quality education, jobs and services, they are not vulnerable to displacement, and have more types of job opportunities.

Education and training are critical to ensure East can accommodate forecasted jobs growth and residents have access to higher wage jobs. Educating the future workforce by supporting neighborhood Denver Public Schools and providing job training for growing sectors in partnership with DPS, the local medical establishments, and others will help ensure that area residents benefit from future jobs.

COMMUNITY FEEDBACK

Participants in workshops and surveys supported the jobs and education recommendations:

- 63% of participants support partnering with the healthcare sector to drive economic development in the area.
- 76% of participants support improving the environment for small professional offices in the area.

EMPLOYMENT IN EAST

Rose Medical Center is currently the major employment center in the area, followed by the Mayfair Town Center, and Johnson and Wales University. The 9th and Colorado redevelopment will bring future residents and employees to the area.

Many professional offices are integrated into residential areas throughout East.

PROJECTED GROWTH IN TOP 2 EMPLOYMENT SECTORS

Forecasts point to an additional 3,000 jobs in East by 2040. The largest current employment sectors (healthcare and professional services) will see a significant portion of that growth.

<table>
<thead>
<tr>
<th>Healthcare</th>
<th>Professional Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>2,300 (2018)</td>
<td>2,000 (2018)</td>
</tr>
<tr>
<td>2,500 (2023)</td>
<td>2,300 (2023)</td>
</tr>
</tbody>
</table>

Source: Infogroup, Emsi, City of Denver, Arland
RECOMMENDATIONS

JOBS AND EDUCATION

E12

Bolster the healthcare and wellness sector as the foundation for economic growth in the East Area.

The area around the Rose Medical Center and National Jewish is expected to see additional growth. The major medical facilities within the area have a variety of concerns relating to future development and facilities, the availability of nearby services, the need for training, and affordable housing for their workforce. While the location of the medical facilities in an existing mixed use urban neighborhood is an asset, managing the relationship between the neighborhoods and the hospitals should be an ongoing effort.

A. Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate city staff.
   1. Explore a new staff position, potentially co-funded with the hospitals, to convene and lead the working group, with the goal of addressing issues identified in Strategy B below.

B. Through the working group, address common issues, such as:
   1. Future growth and facility needs, and potential locations for medical offices and service providers.
   2. Partnering with nonprofit housing providers and others to develop workforce housing for staff (see Policy E3). (See sidebar of examples of how hospitals can invest in housing).
   3. Access to an appropriate labor force and workforce training programs at Denver Public Schools, local universities, the City of Denver, and other resources.
   4. Access to and provision of area commercial services.
   5. Connectivity to area amenities including transit, parks, and services.
   6. Creation of gateways for the district.
   7. Measures that can be undertaken in order to promote healthy eating and active living among employees and surrounding neighborhoods.

C. Work with the Veterans Administration and Rose Medical Center on long-term plans for the VA hospital site at 9th Ave. and Clermont St.

D. Work with National Jewish Health on its long-term plans for its remaining undeveloped properties in and adjacent to East (on both sides of Colorado Boulevard) to ensure development integrates well with the community and advances the vision for the area.

HOSPITALS AND AFFORDABLE HOUSING

Hospitals have many assets such as financial resources, land, and expertise, that make them valuable in community development efforts. Nationally, hospitals are gradually getting more involved in a range of community development strategies, including efforts to advance healthy and affordable housing options. Efforts include locating health clinics in public housing, building and operating supportive housing, designing programs that provide in-home care and treatment, amongst others. However, a majority of efforts to-date have focused on financing affordable and workforce housing development.

According to research conducted by the Urban Institute, the top five investment strategies used by hospitals that have invested in affordable housing development are:

1. Utilize real estate holdings to support creation of affordable housing.
2. Allocate funds to financial intermediaries, including Community Development Financial Institutions (CDFIs) and other investment managers, that aggregate and deploy funds to multiple affordable housing projects.
3. Make direct equity investments in affordable housing development projects.
4. Designate a portion of investable reserves for affordable housing development.
5. Provide secured or unsecured direct loans to affordable housing developers.

Sources: Research to Action Lab, Urban Institute; Center for Community Investment; Change Lab Solutions
Strengthen the professional services market by promoting the development of small office space.

Future development on Colfax and in other mixed-use areas will likely not be able to support retail on the street level on every parcel, but accommodating small professional offices at the ground floor levels (as well as in the more common, upper levels) can help activate the street. These businesses bring in new employees that help keep the corridor active during the workday and support neighborhood retail and restaurants. There has been little recent office development in East. As office space in neighborhoods like RiNo and Cherry Creek is built out, and as BRT helps move residents and employees more easily through the area, office space development accommodating a range of professional services and culturally relevant businesses becomes a growing opportunity.

A. Coordinate with relevant organizations on work plans to provide services that help property owners to better leverage existing real estate along Colfax Avenue for small professional services.
   1. Provide matchmaking services between displaced or growing small businesses, property owners and landlords.
   2. With area developers, identify and market appropriate buildings as locations for small professional services. Inventory available office spaces and identify missing space types.
   3. Reach out to co-working space managers/developers to identify and develop co-working spaces to help incubate small businesses and provide a gathering space for entrepreneurs.
   4. Include non-profit service providers as potential beneficiaries of these efforts and ensure programs take their specific needs into account.

B. Where retail or restaurants might be difficult to accommodate and/or in areas outside of anticipated retail nodes near BRT stations, encourage and allow ground floor activation (beyond retail and restaurant uses) with office uses, services, or industrial/flex spaces.
RECOMMENDATIONS

E14

Partner with Denver Public Schools and major area employers/projects in connecting East residents to job opportunities.

There are areas of poverty in the East Area, such as the East Colfax neighborhood, which has a poverty rate of 42 percent and an unemployment rate (11.6 percent) twice the city average. Denver’s growth has resulted in low unemployment (less than five percent in 2019) and a general labor shortage, illustrating the disconnect between area residents and high-quality jobs in the city. The health care field – the largest sector in East – has been hit particularly hard by the labor shortage and its growing need for workers.

A. Through the medical facilities working group (see Policy E12), identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.
   1. Identify potential facilities to house the training, including any underused DPS facilities in the area or the new Community Center (see Policy Q3).
   2. Develop public-private partnerships for training with local non-profits.

B. Work with DPS in identifying US Department of Education, foundation, and other grant opportunities to help identify areas of support needed by neighborhood schools to support a student throughout his/her educational path.

C. Encourage local hiring of East Area residents and businesses for BRT construction and other City-supported projects that offer employment opportunities (see Policy C-E4).

Background

Rose Medical Center is the largest employer in the area. Hospitals are currently challenged by labor shortages and the need for more job training.
2.3 AREA WIDE RECOMMENDATIONS: MOBILITY

IN THIS SECTION:

2.3.1 INTRODUCTION (P. 68)
2.3.2 RECOMMENDATIONS OVERVIEW (P. 73)
2.3.3 TRANSFORMATIVE STREETS (P. 77)
2.3.4 HIGH COMFORT BIKEWAYS (P. 93)
2.3.5 PEDESTRIAN IMPROVEMENTS, INTERSECTION SAFETY & NEW CROSSINGS (P. 101)
2.3.6 TRANSIT AND MOBILITY HUBS (P. 109)
2.3.7 NEIGHBORHOOD TRAFFIC CALMING (P. 113)
2.3.8 PARKING AND CURBSIDE MANAGEMENT STRATEGIES (P. 118)
2.3.9 TDM STRATEGIES (P. 122)
2.3.1 INTRODUCTION

East Area residents rely on mobility infrastructure to reach their destinations and demand networks that prioritize pedestrians in alignment with the community vision. Everyone uses the transportation network to get around the city on nearly a daily basis, whether they are walking, biking, taking the bus, driving, or using a mobility device.

The East Area features diverse development patterns varying significantly from neighborhood-to-neighborhood and are generally older to the west and newer to the east. The older neighborhoods developed prior to the proliferation of the personal automobile and exhibit transportation, density, and land use mixes that offer choices of how to get around and better support a car-optional lifestyle (see Land Use & Built Form Section 2.1). The newer neighborhoods developed afterwards and lack crucial mobility infrastructure like sidewalks and street crossings. The East Area’s transportation and mobility networks will continue to improve with projects such as the Bus Rapid Transit (BRT) on Colfax Avenue, multimodal improvements to Quebec St., and will serve a central role in accomplishing the City’s Mobility Action Plan goals.

CITYWIDE PLANS

The mobility vision and recommendations outlined in this plan focus on the South Park Hill, Hale, Montclair, and East Colfax neighborhoods, and are consistent with other recent citywide planning efforts, including:

- **Comprehensive Plan 2040** – The 20-year vision for Denver and its people reflects the voices of thousands of Denverites who have shared their hopes, concerns, and dreams about the city’s future. The comprehensive plan aims to:
  - Maximize the public right of way to create great places
  - Deliver a multimodal network
  - Strengthen multimodal connections and focus growth near transit

- **Mobility Action Plan (MAP)** – Denver’s plan to reinvent its transportation system with a focus on mobility, safety, equity, sustainability and smart technology to improve connectivity, economic opportunity and quality of life for everyone.

- **Vision Zero** – Denver’s action plan to eliminate traffic deaths and serious injuries by 2030 & focus safety improvements along the city’s High Injury Network (HIN).

- **Denver Moves** – Mobility Plans by transportation mode or neighborhood that develop near and long-term strategies for moving more people through the city.

- **Game Plan** – Citywide Parks Plan with recommendations to improve parkways, trails, parks, open space, and recreational opportunities, including:
  - Ensuring all Denver residents are within a 10 min walk of a park
  - Encouraging the creation of new “Contemporary Parkways” and providing guidance for updating existing and future parkways to reflect today’s needs

- **Transportation Demand Management (TDM) Plan** – Citywide planning effort to integrate strategies that improve transportation options in Denver’s new and existing buildings. (*currently underway at writing*)
LONG TERM VISION FOR MOBILITY IN EAST

The East Area planning process began with Blueprint Denver’s Vision Elements and crafted area-specific vision statements with neighborhood and steering committee input. The following 2040 East Area community vision statements will guide future efforts and trade-off discussions:

WELL CONNECTED, SAFE, AND ACCESSIBLE PLACES

In 2040, East Area residents, employees, and visitors enjoy walking, biking, and taking transit on well-maintained streets that equitably serve the neighborhood. Everyone, including children, seniors, and people with disabilities, have safe and convenient options to get to work, go shopping, or visit a park in the area. Prioritized investment around transit stops, schools, and other areas of need has resulted in a comprehensive pedestrian network with sidewalks and crossings on all streets that are safe, accessible, and well-maintained. Bulb-outs and signalized, well demarcated crossings provide convenient connections across major streets and the area’s protected bike lanes are filled with children riding to school each day. Reliable, frequent, and affordable transit serves the entire area, and well-maintained transit stops are easy to access and provide a comfortable place to wait. People can meet their daily needs without a car, and driving is much less frequent compared to decades past, and parking lots don’t take up nearly as much of the landscape as they once did. Since redesigning streets for walking, bicycling, and transit, traffic injuries and fatalities, which once tragically plagued the area, are now a distant memory.

MEASURABLE GOALS

The following metrics evaluate current conditions and set future targets to accomplish the walkable, bikeable, and transit-friendly vision for the East Area, while also supporting citywide mobility and safety goals.

MODE SHARE

Mode share, measured by the U.S. Census, is the percentage of travelers using a particular transportation type (e.g. walking, biking, taking transit, driving, etc.) to get to a destination. U.S. cities aim to reduce drive-alone rates in single occupancy vehicles (SOVs) to balance their transportation systems.

In 2017, Denver’s Mobility Action Plan (MAP) set citywide commute mode share goals for 2030. This plan’s 2040 transportation mode targets will improve upon the MAP 2030 goals, with East Area neighborhoods exceeding the 2030 MAP targets in 2040. The East Area Plan will rely on a citywide effort to define mode share goals by neighborhood in order to include important regional context and analysis. Denver’s Department of Transportation and Infrastructure (DOTI) is currently in the process of updating the Strategic Transportation Plan (STP) for specific mode share targets at the neighborhood level.
Denver’s Vision Zero Program aims to eliminate all traffic deaths and serious injuries on Denver’s roads by 2030 and tracks statistics on those killed and seriously injured (KSI) in roadway crashes annually. The program focuses on reducing frequent crash types on Denver’s roadways and educating about other issues like speeding, distracted, or intoxicated driving. The East Area contains a disproportionately large number of Denver’s missing sidewalks, and several High Injury Network (HIN) streets in need of safety improvements. Vision Zero tracks 3-year KSI averages. The 3-year average for all East Area neighborhoods combined is 25.33 people who die or are seriously injured within the area (see graph below for 3-year averages by neighborhood). The 2040 target for all Denver neighborhoods is to have a KSI 3-year average trending towards zero.

**KILLED AND SERIOUS INJURIES (KSI)**

Denver’s Vision Zero Program aims to eliminate all traffic deaths and serious injuries on Denver’s roads by 2030 and tracks statistics on those killed and seriously injured (KSI) in roadway crashes annually. The program focuses on reducing frequent crash types on Denver’s roadways and educating about other issues like speeding, distracted, or intoxicated driving. The East Area contains a disproportionately large number of Denver’s missing sidewalks, and several High Injury Network (HIN) streets in need of safety improvements. Vision Zero tracks 3-year KSI averages. The 3-year average for all East Area neighborhoods combined is 25.33 people who die or are seriously injured within the area (see graph below for 3-year averages by neighborhood). The 2040 target for all Denver neighborhoods is to have a KSI 3-year average trending towards zero.

**3-YEAR AVERAGE FOR KILLED AND SERIOUS INJURIES (KSI) BY NEIGHBORHOOD**

**MODE SHARE TARGETS FOR EAST***

Source: 2017 ACS 5-Year Estimates (Census)  
*2040 goals will be set by the DOTI Strategic Transportation Plan, anticipated to be complete in 2022.

**VISION ZERO ACTION PLAN**

Created in 2017, the Vision Zero Action Plan outlines a path towards eliminating all traffic-related deaths and serious injuries on Denver’s roads. The Action Plan identifies that 50 percent of Denver’s traffic fatalities occur on just 5 percent of the city’s streets - these 5 percent of streets are called the High Injury Network (HIN). Creating safer streets through design is an essential part of Vision Zero, as well as reducing speeds. Higher speeds not only increase the risk of a crash, but also increase the risk for serious injury or death, regardless of mode.

The East Area contains 4 out of 27 High Injury Network corridors, and recommendations in this plan directly support the following Vision Zero goals:

- Implement safety treatments along the HIN
- Reconfigure streets and intersections to improve safety and operations
- Reduce vehicle speeds along the HIN
- Create slow zones in priority areas

**HIGHER SPEEDS INCREASE RISK OF SERIOUS INJURY OR DEATH**

Source: Tefft, B.C. Impact speed and a pedestrian’s risk of severe injury or death. Accident Analysis & Prevention. 50. 2013.
STREET TYPES

Legend
- Plan Area Boundary
- Neighborhood Boundary
- Parks and Open Space
- Commercial Arterial
- Mixed Use Arterial
- Main Street Arterial
- Residential Arterial
- Mixed Use Collector
- Residential Collector
STREET TYPES

Denver uses a system for classifying different types of streets, called the “functional classification system.” Blueprint Denver modified this system for planning purposes to include how surrounding character and context might affect the street’s design or operation.

The East Area Plan does not propose to change any future street types as identified in Blueprint Denver but includes bold strategies to prioritize multimodal transportation along key corridors to make it easier and safer for people to walk, roll, bike, or take transit.

STREET CLASSIFICATIONS

LOCAL

Streets designed for highest amount of property access and lowest amount of through movement.

COLLECTOR

Streets that are in between local and arterial streets whose main function is to collect movement from local streets and convey it to arterial streets.

ARTERIAL

Streets designed for the highest amount of through movement and lowest amount of property access.

COMMERCIAL

- LAND USE: Contain commercial uses like shopping centers, auto services, and offices. Buildings usually have on-site parking.
- FUNCTION: Frequent driveways to provide auto access to properties, but still provide adequate sidewalk space.
- BUFFER: Consistent buffer between people walking or rolling and transit.

MIXED USE

- LAND USE: Varied mix of uses including retail, office, residential, and restaurants.
- FUNCTION: Driveways are more frequent than main streets, but still limited to provide a friendly environment for people walking, rolling, or riding bicycles.
- BUFFER: Fairly consistent buffer between people walking or rolling and traffic.

MAIN STREET

- LAND USE: Characterized by a mix of uses, such as retail, services and restaurants, and residential.
- FUNCTION: Wide sidewalks with fewer driveways to prioritize people walking and rolling.
- BUFFER: Consistent trees and/or amenity zones provide a buffer between people walking or rolling and traffic.

RESIDENTIAL

- LAND USE: Characterized by primarily residential uses, but may also include parks, schools, civic uses, or small retail nodes.
- FUNCTION: Traffic calming encourages slower speeds and promotes safety for all users. Signalized cross walks with high visibility markings provide ample crossing opportunities.
- BUFFER: Street trees or a lawn provide a buffer between people walking or rolling and traffic.
2.3.2 RECOMMENDATIONS OVERVIEW

This chapter summarizes key strategies and recommendations for the East Area Plan developed through stakeholder and public feedback, a multimodal existing conditions analysis, and a review of Denver’s plans, reports and current projects.

The multimodal existing conditions analysis included a detailed study of crashes by mode to determine areas of highest need. As shown in the following maps, most crashes are concentrated along segments of the High Injury Network identified in Denver’s Vision Zero Action Plan. The East Area has a disproportionately high crash rate for crashes involving pedestrians on its HIN streets versus the citywide pedestrian crash rate on HIN streets (see graph below). Targeted improvements for pedestrians, cyclists, and drivers alike on the HIN streets will improve local and citywide safety.

A detailed origin/destination analysis was completed to better understand travel patterns and inform recommendations. Most drivers on arterial streets in East are making regional trips, and local trips account for less than 10 percent of trips. The streets with the highest rates of regional trips are Colorado Boulevard, 17th Avenue, and Colfax Avenue.

Unlike other sections within this report which involve public-private-partnerships and may require more innovative implementation strategies, transportation infrastructure is primarily owned by Denver’s Department of Transportation and Infrastructure (DOTI) which has the authority to improve conditions that meet standards as funding and resources allow.

Key exceptions include funding for sidewalk improvements as those are often the responsibility of the adjacent property owner. Denver’s Neighborhood Sidewalk Repair Program is addressing sidewalks, citywide, and to help with the repairs, The City and County of Denver will offer extended repayment assistance and affordability discounts for property owners who qualify. The City is also authorizing less expensive repair methods not previous allowed, such as grinding and crack filling.

Additional opportunities include engaging partners who can add additional funding, including Regional Transportation District (RTD), Colorado Department of Transportation (CDOT) and local business districts.

![EAST VS. CITYWIDE CRASH RATES BY TRANSPORTATION MODE](chart.png)

Source: 2013 - 2019 City Crash Data
ALL CRASHES

![Crash Data Map]

Source: 2013 - 2019 City Crash Data

VISION ZERO HIGH INJURY NETWORK

![High Injury Network Map]

Source: Vision Zero Action Plan, 2017

East Area Plan | 2.3 Mobility

RELATED RECOMMENDATIONS IN THIS PLAN

Mobility is closely tied to other topic areas and recommendations in this plan. This chapter focuses on transportation improvements and calls out opportunities within those improvements to coordinate across disciplines. Related area wide recommendations in other topic areas of this plan include:

L7 Encourage high-quality design and character preservation in Centers and Corridors.

E3 Create new affordable housing with access to transit and amenities.

Q1 Leverage the historic parkways to connect existing open space, parks, and recreational assets.

Q2 Develop new Contemporary Parkways that connect the community to open space, parks, and recreational assets, as well as serve multiple community functions.

Q5 Strengthen the existing tree canopy and increase tree canopy coverage within the public right-of-way.

Q7 Increase the pervious surface coverage through the design and implementation of green infrastructure systems to increase environmental performance.

Q8 Encourage sustainable water management practices including stormwater management, flood protection, water quality, and water use.

Q9 Improve the physical connections to grocery stores and other locations with healthy food options.

Q17 Increase access to low-cost healthcare in East.
The following map highlights locations of recommendation types described below. Each chapter that follows will provide more detail about each recommendation type.
2.3.3 TRANSFORMATIVE STREETS

Transformative streets are the priority of this area plan because they represent bold changes to the mobility system prioritizing safe multimodal transportation options. These corridors present the best opportunity to provide people with safer transportation choices, while creating better and more seamless regional and neighborhood connections. Examples of potential improvements include repurposing street space to address safety via road diets (see information to left), flexible bus and parking lanes, additional pedestrian crossings, reduced crossing distances, increased comfort for people riding bikes, wider sidewalks, operational improvements, green stormwater infrastructure and more usable green spaces along streets. A street’s characteristics vary by classification, land use character, place and neighborhood context.

Transformative streets prioritize multimodal transportation along key corridors and make it easier and safer for people to walk, bike, roll and take transit, and represent the best opportunity to increase mobility choice and reduce the use of single occupancy vehicles. Rolling refers to folks using mobility devices such as wheelchairs, mobility scooters, and other forms of transportation to assist their movement, and require considerations beyond ADA standards to protect these vulnerable populations. Denver’s current road network prioritizes the personal automobile, and the transformative street recommendations suggest how to best reallocate space to meet citywide goals. While space will be reallocated for other modes, Denver expects 50 percent of work trips to be made by personal automobile in 2030 and a representative portion of the road network will remain focused on moving automobiles. Denver’s Vision Zero program found that driver safety greatly improves following the safety treatments recommended in this section. Creating more reliable, connected, affordable, and safe mobility options will improve quality of life and help the City meet its mobility goals.

ROAD DIETS

A road diet refers to when space within the right of way is reallocated for uses other than space for vehicles. This effectively shortens the width of the road and crossing distance.

Federal Highway Administration (FHWA) recommends the use of proven safety countermeasures such as road diets that “can improve safety, calm traffic, provide better mobility and access for all road users, and enhance overall quality of life.” Road diets are proven to reduce crashes up to 47 percent.

**CHANGING A ROAD FROM**

4 LANES

TO

3 LANES

LEADS TO

19-47%

**REDUCTION IN TOTAL CRASHES**

Source: Evaluation of Lane Reduction “Road Diet” Measures on Crashes, FHWA-HRT-10-053.
STREETS IN EAST TODAY

The East Area represents a great opportunity within Denver to make significant progress towards city mobility goals of 30 percent of people walking, biking, or taking transit and zero traffic fatalities by 2030. East Area neighborhoods exhibit average drive alone mode shares and have access to transit and biking infrastructure but require additional facilities to meet citywide goals. There are many sidewalk gaps in the East Area that residents highlighted as needing improvement.

Major arterial streets serving the East Area are generally two-way with the exception being the 13th Avenue and 14th Avenue one-way couplet. The arterial streets of Colfax Avenue, Colorado Boulevard, and Quebec Street all received numerous comments for improvements. Residents suggested prioritizing improvements that connect adjacent neighborhoods and business to future BRT stops. Challenges exist within the study area that require addressing to reduce the number of single occupancy vehicle trips and eliminate traffic deaths area-wide. These challenges include, but are not limited to sidewalk gaps, intersection safety, and lacking high comfort north-south bikeways.

The East Area also has several historic parkways such as 6th Avenue, Richtofen Parkway, Forest Parkway, and portions of Montview Boulevard, 17th Avenue and Monaco Parkway. These are designated as local historic landmark districts, have specific regulations for the right-of-way (ROW), and represent opportunities to create better multimodal connections in the area. Many comments highlighted a desire to improve multimodal connections to parkways and parks and focused on safe crossings of arterial streets.

People walking and biking are involved in 4 percent of all crashes, but represent 20 percent of all injury crashes, highlighting a disproportionate risk for the street's most vulnerable users.

Residents say Colfax Avenue doesn’t feel like a walkable main street, but rather feels unsafe due to speeding cars, difficult crossings, and crime.

COMMUNITY FEEDBACK

Residents in East Area neighborhoods prioritize transforming key corridors by reducing the large distances between controlled crossings, calming traffic to reduce speeding, and increasing multimodal transportation options, such as sidewalks, bike infrastructure, and transit improvements. In anticipation of the planned Colfax BRT, East Area residents would like to increase their first and last mile options for accessing transit stops along Colfax. Comments prioritized improving sidewalks and bike lanes in areas surrounding planned BRT stations. Residents must partner with the City’s sidewalk programs to improve conditions in the East Area.

PERCENTAGE WITHOUT SIDEWALKS

East Area 17% vs. City of Denver 9%
DENVER MOVES: TRANSIT

*Denver Moves: Transit* is the City’s transit plan and recommends building out capital investment corridors, enhancing multimodal access to transit, and identifying first and last mile solutions. The plan organizes corridor recommendations into the following categories:

- **High-Capacity Transit: Corridors (HCT)** with high levels of passenger capacity, very frequent services, and high-quality design. These include features to make transit more reliable and rapid, such as BRT or rail infrastructure, and additional improvements including dedicated transit lanes and enhanced stops and stations.

- **Medium-Capacity Transit: Corridors (MCT)** with slightly lower levels of passenger capacity, service frequency, and design, than HCT. MCT corridors are served by rapid bus with bus-only lanes and other transit-priority treatments throughout the corridor. Full BRT may be possible on some MCT corridors.

- **Speed and Reliability: Corridors (S+R)** with slightly lower levels of passenger capacity, service frequency, and design than HCT and MCT corridors. S+R corridors benefit from investments such as transit priority signals, improved stop amenities, and can include dedicated transit lanes at key locations to help buses move faster and reliably. All capital investment corridors begin as S+R corridors until funding is identified to build out the full HCT or MCT vision identified in the plan.

TRANSFORMATIVE STREET CONCEPTS

Transformative streets reallocate space in our roadways to better accommodate alternative modes. Transit, pedestrian, and bicycle priority are noted for each corridor to identify what type of improvements are needed to create a more balanced transportation network. Corridors can have multiple modal priorities.

**Transit priority**

Streets designed to improve transit frequency, transit capacity, and provide enhanced stop amenities. Pedestrian and bicycle connections to and from transit are also included.

*(Photo: Transit Priority, Source: Nacto.org)*

**Pedestrian priority**

Streets that provide a safe, accessible, comfortable, and interesting walking and rolling experience through additional pedestrian crossings and reduced crossing distances, wider sidewalks, and safer crossings.

*(Photo: Pedestrian Priority, Source: Denverpost.com)*

**Bicycle priority**

Streets designed to provide a safe, convenient, and comfortable experience for people riding bicycles or micromobility devices with intersections that reduce conflicts with vehicles.

*(Photo: Bike Priority, Source: Denver.streetsblog.org)*
Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit.

Of the four streets within the area identified as part of Denver’s HIN, the East Area has a higher percentage of crashes involving pedestrians, people riding bikes and vehicles compared to the citywide HIN average. Community members expressed concerns regarding safety and comfort, gaps in the sidewalk and bike network, and the need for access to high quality mobility options. Every transformative street strategy described below is a priority of the mobility section as they have the greatest potential to improve safety and reduce drive alone rates area-wide.

Below are key strategies to make it easier and safer for people to walk, bike, and roll or take transit to regional and neighborhood destinations and to reduce the percent of residents citywide driving alone to work. Short-term strategies are generally defined as a project that can be implemented within 0-5 years. Long-term strategies are roughly defined as a project that takes at least 5 years. Long-term projects are recommended to occur after planned Colfax BRT implementation.

**A. Colfax Avenue**

1. Interim
   a. Improve intersections and crossings at high crash and high community priority intersections along Colfax Avenue through the Vision Zero Program. Priority intersections include: Colorado Blvd, Cherry, Elm, Hudson, Holly, Kearney, Monaco Pkwy, Oneida, Quebec, and Uinta Streets.

2. Short-Term
   a. Conduct next phase of study and design to advance the vision of center-running bus rapid transit (BRT) and a high-quality pedestrian environment from Colfax Corridor Connections.
   b. Study adding two BRT stations to improve access in the general area between Bellaire Street and Cherry Street and the general area between Rosemary Street and Trenton Street.
   c. Identify funding opportunities to build full center-running BRT vision for corridor.
   d. Implement locally preferred alternative for Colfax Avenue corridor, including center-running bus rapid transit (BRT), improved pedestrian, cyclist, and driver safety at intersections, and a beautified corridor featuring a high-quality pedestrian space and placemaking opportunities.
Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit. (continued from prior page)

**B. 6th Avenue Parkway**

*Also see Quality of Life Infrastructure improvements.*

1. **Short-Term**
   a. Create a high-quality pedestrian space with reduced crossing distances, new crossings, operational improvements, and a continuous and accessible sidewalk, in accordance with Design Guidelines for Designated Parkways and Boulevards and applicable historic preservation ordinances. If conflicts between safety and historic preservation requirements emerge, an advisory committee with historic preservation and mobility safety organizations should be convened to recommend updated design rules.
   b. Improve pedestrian and cyclist safety and comfort with reduced crossing distances and intersection improvements. Priority intersections include: Colorado Blvd, Clermont, Fairfax, Holly, Krameria, Oneida, and Quebec Streets.
   c. Provide transit speed and reliability improvements at key locations and rider amenities at stops.
   d. Study the feasibility of limiting vehicular through-access across the parkway, while maintaining access to homes and businesses and improving multimodal accessibility.

2. **Long-Term**
   a. Study the feasibility of installing a curbside protected bike lane.
   b. Study the feasibility of installing a multiuse path and green infrastructure elements within the parkway.

**C. 8th Avenue**

1. **Short-Term**
   a. Create a high-quality pedestrian space with reduced crossing distances, new crossings, and operational improvements.
   b. Evaluate street lighting for pedestrian safety and visibility.
   c. Implement low-cost, effective safety improvements at high-need intersections. Priority intersections include: Colorado Blvd, Clermont, Fairfax, Holly, Krameria, Monaco Pkwy, Oneida, and Quebec Streets.

2. **Long-Term**
   a. Study permanent safety improvements along the corridor including, but not limited to, road diets and detached sidewalks.

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**WHY IS 6TH AVE IMPORTANT?**

- Transit Capital Investment Corridor
- Street segments with greater than ¼ mile between traffic signals
- Supported by Denver Moves: Transit and Blueprint Denver

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**WHY IS 8TH AVE IMPORTANT?**

- Street segments with greater than ¼ mile between traffic signals
- High number of crashes involving serious injury or death for cyclists and pedestrians

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*The 14th street protected bike lane is a precedent in Downtown Denver.*
Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit. (continued from prior page)

POLICY

D. 13th Avenue
1. Short-Term
   a. Create a high-quality pedestrian space with reduced crossing distances, new crossings and operational improvements.
   b. Evaluate street lighting for pedestrian safety and visibility.
   c. Coordinate with Quebec St project to improve bicycle and pedestrian crossings
   d. Implement low-cost, effective safety improvements at high-need intersections. Priority intersections include: Colorado Blvd, Cherry, Elm, Hudson, Holly, Krameria, Monaco Pkwy, Oneida, Uinta, and Xenia Streets.
2. Long-Term
   a. Study permanent safety improvements along the corridor including, but not limited to, road diets and the feasibility of converting from one-way to two-way as part of a citywide one-way couplet study that considers needs for people-moving capacity and safety.

E. 14th Avenue
1. Short-Term
   a. Create a high-quality pedestrian space with reduced crossing distances, new crossings and operational improvements.
   b. Coordinate with Quebec Street project to improve bicycle and pedestrian crossings
   c. Implement low-cost, effective safety improvements at high-need intersections. Priority intersections include: Colorado Blvd, Cherry, Elm, Hudson, Holly, Krameria, Monaco Pkwy, Oneida, Uinta, and Yosemite Streets.
2. Long-Term
   a. Study permanent safety improvements along the corridor including, but not limited to, road diets and the feasibility of converting from one-way to two-way as part of a citywide one-way couplet study that considers needs for people-moving capacity and safety.
   b. Study the feasibility of installing a protected bike lane.

WHY IS 13TH AVE IMPORTANT?
- Recent roadway, bicycle and pedestrian safety improvements near Yosemite St. (Vision Zero)
- Street segments with greater than ¼ mile between traffic signals

WHY IS 14TH AVE IMPORTANT?
- Street segments with greater than ¼ mile between traffic signals
Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit. (continued from prior page)

F. 16th Avenue Also see Quality of Life Infrastructure improvements.
   1. Short-Term
      a. Study the feasibility of creating a high-quality pedestrian space with traffic calming, reduced crossing distances, new crossings, and safety improvements.
   2. Long-Term
      a. Study the feasibility of limiting access for vehicular through-traffic and prioritizing pedestrian and bicycle infrastructure and safety improvements with a focus on adding green infrastructure and increasing the capacity of stormwater management in the corridor.
      b. Consider contemporary parkway elements to serve multiple community functions (See Policy Q2).

G. 17th Avenue Parkway Also see Quality of Life Infrastructure improvements.
   1. Short-Term
      a. Create a high-quality pedestrian space with reduced crossing distances, new crossings, and operational improvements, in accordance with Design Guidelines for Designated Parkways and Boulevards and applicable historic preservation ordinances. If conflicts between safety and historic preservation requirements emerge, an advisory committee with historic preservation and mobility safety organizations should be convened to recommend updated design rules. Priority intersections for improvements include Colorado Blvd to and from City Park, Cherry, Holly, Kearney, Oneida, Quebec, Uinta, and Valentia Streets.
      b. Study the feasibility of limiting vehicular through-access across the parkway, while maintaining access to homes and businesses and improving multimodal accessibility.
      c. Coordinate with Quebec Street project to improve bicycle and pedestrian crossings.
      d. Study the feasibility of installing a curbside protected bike lane, and coordinate with Department of Parks and Recreation and Community Planning and Development to ensure design matches historic parkway’s character.
Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit. (continued from prior page)

2. Long-Term
   a. Study the feasibility of installing a multiuse path and green infrastructure elements within the parkway.

H. 22nd Avenue Also see Quality of Life Infrastructure improvements.
   1. Short-Term
      a. Study the feasibility of creating high-quality pedestrian space with traffic calming, reduced crossing distances, new crossings, and safety improvements.
   2. Long-Term
      a. Study the feasibility of limiting access for vehicular through-traffic and prioritizing pedestrian and bicycle infrastructure and safety improvements.
      b. Consider contemporary parkway elements to serve multiple community functions (See Policy Q2).

I. 23rd Avenue
   1. Short-Term
      a. Improve transit speed and reliability & add amenities at stops.
      b. Create a high-quality pedestrian space with reduced crossing distances, new crossings and operational improvements. Priority intersections include: Colorado Blvd, Cherry, Fairfax, Holly, Kearney, Monaco Pkwy, Oneida, Quebec and Quince Streets.
      c. Extend conventional bike lane east to Central Park Boulevard.
      d. Coordinate with Quebec Street project to improve bicycle and pedestrian crossings.
   2. Long-Term
      a. Study the feasibility of upgrading conventional bike lanes to a high comfort bikeway.

WHY IS 22ND AVE IMPORTANT?
   • Identified by community members as a priority for pedestrian and biking improvements
   • Coordination with Quality-of-Life Infrastructure Policy Q2

WHY IS 23RD AVE IMPORTANT?
   • Street segments with greater than ¼ mile between traffic signals
   • Transit Capital Investment Corridor
   • Supported by Denver Moves: Transit and Blueprint Denver

Case Study:
Seattle Department of Transportation
Dexter Avenue

During a scheduled resurfacing project of 1.5 miles of Dexter Avenue, the Seattle Department of Transportation reimagined the street to improve transit and bike safety and operations. Key features included installation of buffered bike lanes, 10 dedicated transit islands, enhanced customer amenities at stops and improved street crossings and full ADA accessibility. Since implementation, bus boardings have increased 23 percent with no change in vehicular travel time. A 19 percent drop in collisions has occurred.
Provide better pedestrian and bicycle connections to resources and community amenities.

Install new bikeways not previously identified in Denver Moves: Bikes.

Expand diversity of housing types.

Increase pervious surface coverage with natural green infrastructure systems.

High capacity transit along Colorado Blvd.

Install new safe and comfortable pedestrian and bicycle crossings.

Increase tree canopy in right-of-way.

Note, this drawing is an artistic rendition that is intended to help community members to visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
RECOMMENDATIONS

Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit. (continued from prior page)

J. Colorado Boulevard
   1. Short-Term
      a. Provide transit speed and reliability improvements and rider amenities at stops.
      b. Improve pedestrian safety with reduced crossing distances, new crossings and operational improvements, in accordance with Design Guidelines for Designated Parkways and Boulevards. If conflicts between safety and historic preservation requirements emerge, an advisory committee with historic preservation and mobility safety organizations should be convened to recommend updated design rules.
      c. Implement low-cost, effective safety improvements at high-need intersections. Priority intersections include 23rd Avenue, Montview Blvd, 17th, 16th, Colfax, 14th, 13th, 12th, 9th, and 8th, 7th, and 6th Avenues.
      d. Conduct a corridor study to determine the multimodal vision for the corridor, including pedestrian, bicycle, and transit improvements such as BRT.
   2. Long-Term
      a. Implement findings of corridor study.
      b. Provide high capacity transit service via speed and reliability improvements, increased frequency and expanded hours of service, dedicated travel lanes, and customer amenities at stops.
      c. Improve sidewalks and pedestrian experience for the length of the corridor, including greater separation between the sidewalk and the roadway and installation of sidewalk where it currently does not exist.

WHY IS COLORADO BLVD IMPORTANT?
• Street segments with greater than ¼ mile between traffic signals
• Transit Capital Investment Corridor
• Supported by Denver Moves: Transit, Blueprint Denver, Denver Strategic Transportation Plan, and City Park Master Plan
Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit. (continued from prior page)

K. Hale Parkway Also see Quality of Life Infrastructure improvements.
   1. Short-Term
      a. Connect to 12th Avenue neighborhood bikeway improvements.
      b. Assemble funding package to build out vision from Hale Parkway Project including improvements such as new trails, crossings, intersections, and river channel naturalization to help with flood mitigation. See Quality of Life Section.
      c. Create a high-quality pedestrian space with reduced crossing distances, new crossings and operational improvements, in accordance with Design Guidelines for Designated Parkways and Boulevards. If conflicts between safety and historic preservation requirements emerge, an advisory committee with historic preservation and mobility safety organizations should be convened to recommend updated design rules.
   2. Long-Term
      a. Build out the full vision from Hale Parkway Project to address safety, quality of life, and stormwater management goals.
      b. Consider contemporary parkway elements to serve multiple community functions (See Policy Q2).
Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit. (continued from prior page)

L. Monaco Parkway  Also see Quality of Life Infrastructure improvements.
   1. Short-Term
      a. Create a high-quality pedestrian space with reduced crossing distances, new crossings and operational improvements, in accordance with Design Guidelines for Designated Parkways and Boulevards. If conflicts between safety and historic preservation requirements emerge, an advisory committee with historic preservation and mobility safety organizations should be convened to recommend updated design rules.
      b. Implement low-cost, effective safety improvements at high-need intersections. Priority intersections include: 23rd Avenue, Montview Boulevard, Colfax, 14th, 13th, 12th, 8th, and 7th Avenues.
      c. Study the feasibility of limiting vehicular through-access across the parkway, while maintaining access to homes and businesses and improving multimodal accessibility.
   2. Long-Term
      a. Study the feasibility of installing a protected bike lane.
      b. Study the feasibility of installing a multiuse path within the parkway.
      c. Install sidewalks where missing along the corridor.

WHY IS MONACO PKWY IMPORTANT?

• Street segments with greater than ¼ mile between traffic signals
• Supported by Denver Moves: Bikes, Blueprint Denver, and Colfax Multimodal Access Study

CROSSING THE PARKWAY:
12TH AVE & MONACO

A common theme of public comments in this process was a desire to make parkways more accessible and multimodal, while balancing the need to maintain the natural and historic qualities of the space.

Community input highlighted the intersection of 12th Avenue and Monaco Parkway as a successful pedestrian and bike crossing of a historic parkway. Based on this community support, other bike and pedestrian crossing projects should look to this one as an example of how to facilitate better access and safety along parkways without impacting the natural or historic character.
Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit. (continued from prior page)

### POLICY

**M. Montview Boulevard**

1. **Short-Term**
   a. Create a high-quality pedestrian space with reduced crossing distances, new crossings and operational improvements, in accordance with Design Guidelines for Designated Parkways and Boulevards. If conflicts between safety and historic preservation requirements emerge, an advisory committee with historic preservation and mobility safety organizations should be convened to recommend updated design rules.
   b. Priority intersections include: Colorado Blvd, Cherry, Holly, Kearney, Monaco Pkwy, Oneida, Quebec, and Valentina Streets.
   c. Coordinate with Quebec Street project to improve bicycle and pedestrian crossings.

2. **Long-Term**
   a. Study the feasibility of upgrading conventional bike lanes to a high-comfort bikeway.

### QUEBEC ST MULTIMODAL IMPROVEMENTS

Several planning efforts have taken place along the Quebec corridor as its role has changed over the past 10-15 years, with new development in Central Park, Lowry, and outlying Denver metropolitan areas. The most recent effort began with an Alternatives Analysis in 2013.

In 2015, DRCOG Transportation Improvement Program (TIP) funding was received toward the first phase of the recommended alternative from the 2013 process. As federal environmental review began in 2017 to assess impacts of implementing improvements along Quebec between 13th Ave and 26th Ave, estimated costs were determined to be significantly over-budget, required property takings, and significant network safety impacts were identified.

Due to these constraints and community feedback from the East Area Plan process, efforts to widen Quebec to a 5-lane section have been reconsidered. Future projects will focus on making near-term improvements in line with the community priorities for the corridor. Community members prioritized a safe pedestrian environment with sidewalks and improved connections to transit along the Quebec corridor, ranking improved sidewalks and pedestrian crossings as the highest priority for improvements in an exercise.

### STRATEGIES

**N. Quebec Street**

1. **Short-Term**
   a. Implement pedestrian and transit speed and reliability improvements, such as installing new sidewalks and bus shelters, to create a high-quality pedestrian environment and facilitate connections to transit.
   b. Create a high-quality pedestrian space with new sidewalks, reduced crossing distances, new crossings and operational improvements. Priority intersections include: 23rd Avenue, Montview Boulevard, 17th, Colfax, 12th, 8th, and 6th Avenues.

2. **Long-Term**
   a. Complete transit speed and reliability improvements for entire corridor as outlined in Denver Moves Transit.

**WHY IS MONTVIEW BLVD IMPORTANT?**

- Greatest distances between traffic signals than any other transformative street
- Supported by City Park Master Plan

**WHY IS QUEBEC ST IMPORTANT?**

- Transit Capital Investment Corridor
- Planned roadway, transit, and pedestrian improvements
- Street segments with greater than ¼ mile between traffic signals
- Identified by community members as a priority for pedestrian improvements
- Supported by Denver Moves Transit, Blueprint Denver, and Quebec Street Multimodal Improvement Project
PARKWAYS IN EAST

The East Area has the highest concentration of parkways in the City of Denver, which presents a unique opportunity to improve these community and regional assets. Many of these parkways are historic such as 6th Avenue, Richtofen, Forest and portions of Montview Boulevard, 17th Avenue and Monaco Parkways. The historic designation places specific regulations for the right-of-way (ROW) to maintain the historic character, and there are opportunities to update these regulations to improve multimodal access while maintaining their intent. Many comments highlighted a desire to improve multimodal connections to parkways and parks and focused on safe crossings and accessibility improvements.

Game Plan set goals for having all Denver residents within a 10-minute walk of a park, and improvements to the East Area’s many parkways can significantly advance these goals. Game Plan also introduced the concept of a contemporary parkway, which is similar to the City’s historic parkway with more contemporary mobility infrastructure and native vegetation. Creating new contemporary parkways are also priorities of this plan for various mobility, stormwater, and quality of life benefits.

CONTEMPORARY PARKWAY ILLUSTRATIVE DESIGN CONCEPT

Install new safe and comfortable pedestrian and bicycle crossings, limiting vehicle through-access where appropriate

Multi-use trail

Separated Bikeway

Native plants and trees

Accessible detached sidewalks

Opportunities for green infrastructure and stormwater management

*Dimensions are approximate and shown for illustrative purposes. 
Community members recognized the opportunity parkways pose for mobility improvements in the East Area, and many comments highlighted a desire to improve multimodal connections to, and along, parkways with a focus on safe crossings, traffic calming and accessibility improvements. Residents also expressed an appreciation of the character of the historic parkways in the East Area, and comments showcased a desire to match this character while making improvements. Comments suggested evaluating the historic guidelines to allow for multimodal improvements, while maintaining the intent, historic character, and natural setting. People also supported Game Plan’s contemporary parkway concept and commented where the City should consider them in the future.

Considering these comments, future projects to improve multimodal mobility, add sidewalks, improve ADA accessibility, and improve safety for all users on parkways must pay special attention to the unique character of these streets when advancing current citywide goals.

Should we consider ways to use our parkways to better provide pedestrian and bike connections, while still maintaining historic character?

- Absolutely 86%
- Good Idea 8%
- Hesitant, But Explore Options 6%
- No Way 0%

Percent of Comments (51)  
Source: 2019 East Community Workshops
2.3.4 HIGH COMFORT BIKEWAYS

Streets that provide safe and comfortable bikeways allow people of all ages and abilities to bike for transportation, exercise, and enjoyment. In Denver, a variety of bikeways currently exist throughout the city. Many plans call to expand the number of streets with high comfort bikeways and to upgrade current routes with safer, more comfortable infrastructure. High comfort bikeways include, neighborhood bikeways, protected bike lanes, and trails/shared use paths. Bikeways come in many forms to match the mobility needs of each street, and their safety treatments provide an opportunity to add space for placemaking, green infrastructure, and pedestrian improvements.

A recent study conducted in Denver and published in the *Journal of Transport and Health* concludes that bike infrastructure doubles as traffic calming mechanisms, which reduce fatalities and improve safety for all modes. Lower traffic streets improve safety and provide more opportunities for interactions with neighbors. Increasing the number of people riding bikes reduces greenhouse gas (GHG) emissions, wear and tear on roads, and the need for additional travel lanes and parking.

Denver is committed to reduce single-occupancy vehicle (SOV) commuters to 50 percent and increase the percentage of bicycle and pedestrian commuters to 15 percent. Investing in high comfort bikeways and bicycle infrastructure is essential to encouraging this mode shift, as “interested but concerned” bicyclists will be more likely to choose to ride if the infrastructure feels safe.

MICROMOBILITY

Shared micromobility encompasses all shared-use fleets of small, fully or partially human-powered vehicles such as bikes, e-bikes, and scooters. Today, micromobility systems often use mobile technology and do not require docking stations. Micromobility does not refer to carsharing, due to vehicle weights and requirements.

Denver launched its Dockless Mobility Pilot Program in August 2018, issuing permits to five dockless scooter operators and one dockless bicycle operator. Since the beginning of the pilot, dockless scooter users have taken over 3.5 million rides covering over 4 million miles, with an average of nearly 8,000 rides per day. Dockless bicycle users have taken over 250,000 rides covering nearly 500,000 miles.

Shared micromobility users are required to use bike lanes and trails, and generally operate similarly to people on bicycles. The amount of shared micromobility trips has outpaced buildout of Denver’s high comfort bikeways, which has highlighted the need to accelerate construction of bicycle facilities to improve safety for all Denverites. Denver’s Community Networks approach to completing bike networks will help to address this issue.
Biking in East Today

In East Area, the bike network consists of bike lanes and shared roadways but contains connectivity gaps and safety challenges. People biking were involved in only 3.6 percent of all crashes along HIN streets but bike-related crashes represent 4.9 percent of all injury crashes. Recommendations in this plan build upon those of Denver Moves: Bikes, adding neighborhood context and detail to planned bicycle improvements with the goal of providing a complete, comfortable, convenient, and safe bicycle network.

Major gaps in the network include connections to regional trails, connections to certain local and regional destinations, distances between bikeways, and north-south connections. There are no protected bike lanes in the East Area and comments highlighted a need for improved bike crossings of arterial streets like Colorado Blvd. East Area has a few existing east-west bike lanes north of Colfax Ave., and would benefit from improved facilities south of Colfax Ave. Comments also showcased the need for creating north-south bike connections as the currently limited options are insufficient to meet citywide mobility goals. HIN streets also pose a disproportionate risk for people riding bikes in the East Area versus the citywide average. The three HIN streets with the highest number of bicycle-related crashes were Colfax Ave., Colorado Blvd., and Quebec St. with the top three intersections being Colorado Blvd. and Colfax Ave., Colorado Blvd. and 12th Ave., and Quebec St. and Montview Blvd. These current conditions influenced the recommendations in the section that follows.

Community Feedback

East Area community members expressed overwhelming support for safe and comfortable bikeways and connections. This topic ranked second in the list of categories most frequently mentioned related to mobility, and public comments addressed specific locations of bicycle safety concerns and gaps in the bicycle network. Comments included feedback about improved bicycle infrastructure, crossings at arterials, and safe connections, especially north to south connections.

Attendees at neighborhood meetings identified their top priorities for pedestrian and bicycle improvements:

#1 Routes that Improve Safety
#2 Routes to Schools
#3 Routes to Parks

Source: 2019 East Community Workshops

Biking in the East Area is:

- **Very Easy**: 8%
- **Fairly Easy**: 47%
- **Not Easy**: 45%

Percent of Responses (990)
Source: 2017 East Kick-Off Survey
BIKE NETWORK: EXISTING, PLANNED, AND OPPORTUNITIES

Legend
- Plan Area Boundary
- Neighborhood Boundary
- Parks and Open Space

East Area Recommendations
- Recommended High Comfort Bikeway
- Recommended Neighborhood Bikeway (type of high comfort bikeway)

Existing / Planned (Denver Moves; Bikes)
- Bike Lane
- Neighborhood Bikeway
- Buffered Bike Lane
- Trail
- Protected Bike Lane
- Shared Roadway
HIGH COMFORT BIKEWAYS CONCEPTS

High comfort bikeways are safe and comfortable spaces designated for bicyclists through pavement markings and/or a separated path. Intersections are designed to reduce conflict between bicyclists and vehicles by improving visibility and marking space in the right-of-way for cyclists. These facilities can also calm traffic on corridors. See Policies M2 & M3.

**East Area Recommendations**

Identified by orange lines on the map, East Area recommendations include several types of bicycle facilities. These are detailed in the following concepts and pages of this section. Proposed neighborhood bikeways are identified by light orange.

**Buffered bike lane**

Traditional bike lane separated by a painted buffer from vehicle traffic lanes and/or parking. Intersections are designed for safety.

**Neighborhood bikeway**

Low-volume, low-speed streets modified primarily at intersections to enhance bicycle safety and comfort. These facilities act as shared streets with protected intersections that improve safety for all modes.

(Photo: Shared Neighborhood Bikeway, NACTO.org)

**Trail/shared use path**

Completely separated from the roadway and typically shared with pedestrians.

**Protected bikeway**

An exclusive bike facility with a path physically separated from motor traffic and distinct from the sidewalk. Intersections are designed for safety and facilitate turning movements for bicyclists.

( Photo: Protected Bike Lane, Source: www.kimley-horn.com)

**Bike lane**

Exclusive space for bicycles noted by pavement markings and signage (without buffers or barriers to separate from traffic).
RECOMMENDATIONS

**M2**

Implement and upgrade planned DenverMoves: Bikes bikeways.

The East Area’s existing bike network consists of four miles of separated bike lanes. Denver Moves: Bikes outlines plans for over eleven miles of separated bikeways and less than one mile of protected bikeways. East Area community members prioritize investments in new high comfort bikeways and provided a clear direction to enhance and expand the current bicycle network. Based on a review of the planned bikeways in Denver Moves: Bikes as they relate to the current network, this plan provides greater detail to the bikeway routing and infrastructure and upgrades to previously identified routes. Below are key strategies including modifications to Denver Moves: Bikes recommendations in the East Area to respond to the community’s concerns and key findings.

A. Upgrade Denver Moves: Bikes recommendation to a protected bike lane on Monaco Parkway. Also consider alternative routing opportunities if speed and volumes are high. Also see Quality of Life Infrastructure improvements.

B. Upgrade Denver Moves: Bikes recommendation to a protected bike lane on 17th Avenue between Colorado Blvd and Monaco Parkway, with pedestrian and bicycle safety improvements to the 17th Ave and Colorado Blvd intersection. Also see Quality of Life Infrastructure improvements.

C. Study the feasibility of upgrading the Denver Moves: Bikes recommendation to a buffered or protected bike lane on East 17th Ave from Monaco Parkway to Yosemite Street.

D. Upgrade Denver Moves: Bikes recommendation to a buffered bike lane along Yosemite Street.

E. Upgrade Denver Moves: Bikes recommendation to a trail along Hale Parkway.

F. Install Denver Moves: Bikes recommendation of neighborhood bikeway on 12th Ave, with pedestrian and bicycle safety improvements to the 12th Ave and Colorado Blvd intersection. Also see Quality of Life Infrastructure improvements.


H. Install Denver Moves: Bikes recommendation of a neighborhood bikeway along Uinta/Valentia St.

I. Install Denver Moves: Bikes recommendation of a neighborhood bikeway along Cherry/Clermont Streets.

**Case Study:**

City and County of Denver 14th Street Protected Bike Lane

In April 2015, City and County of Denver Public Works installed a parking protected bike lane on 14th Street between Market Street and Colfax Avenue. In order to provide a greater level of separation from vehicles, concrete curbs were installed. This high comfort bikeway filled a gap in the bikeway network while providing access and connections to key destinations.
M3

Install new bikeways not previously identified in Denver Moves: Bikes.

Biking in the East Area is more hazardous than Denver citywide, as the area experiences a more frequent occurrence of bicycle-related crashes on streets not identified as HIN. Key connections to certain local and regional destinations do not currently exist. East Area community members prioritize investments in high comfort bikeways and provided a clear direction to expand the bicycle network and improve bikeways where necessary. Based on a review of network gaps and possible enhancements to current bikeways, this plan builds upon recommendations in Denver Moves: Bikes to provide greater detail to the plans for bikeway routing and infrastructure. Below are key strategies to providing safe, comfortable and equitable bikeways for all ages and abilities that connect people to regional and neighborhood destinations.

A. Study the feasibility of extending the planned neighborhood bikeway on Holly Street south of 17th Avenue to the Cherry Creek trail and north to the Sand Creek Trail.

B. Study the feasibility of installing a protected bike lane on 14th Avenue.

C. Study the feasibility of installing a neighborhood bikeway on Oneida Street.

D. Study the feasibility of installing a high comfort bikeway on 6th Avenue Parkway between Colorado Blvd and Uinta Street.

E. Study the feasibility of significantly limiting vehicular traffic and installing a shared roadway on 16th Avenue. See Transformative Street Policy M1.F.

F. Study the feasibility of significantly limiting vehicular traffic and installing a shared roadway on 22nd Avenue between Colorado Blvd and Monaco Parkway. See Transformative Street Policy M1.H.

G. Study feasibility of installing a high-comfort bikeway along 8th Avenue between Hale Parkway and Holly Street, exploring alternative routing options along 9th Ave.

H. Study the feasibility of installing a neighborhood bikeway on Fairfax Street.

I. Study the feasibility of installing a neighborhood bikeway on Quince Street.

J. Implement Westerly Creek Master Plan connection. Aurora will be a strong partner in this effort.

BACKGROUND POLICY STRATEGIES

RECOMMENDATIONS

HIGH COMFORT BIKEWAYS

Case Study: Denver Department of Public Works
Broadway Bike Lane Evaluation

Existing studies and pilot projects (small-scale study of a project's feasibility, time, cost and adverse effects) can serve as case studies providing insight into the impact high comfort bikeways could have in the East Area.

Denver Public Works performed a before and after evaluation of crash data to evaluate safety and see how crashes changed after the bikeway was installed. From August to November 2015, before the bikeway was in place, there were 40 crashes across all modes in the study area. From August through November 2016, while the Bikeway evaluation was in place, there were 13 reported crashes across all modes of travel which represents a 67.5 percent reduction in crashes after the bikeway was installed. Three crashes involving a bicycle were reported in the study area between January 2015 and November 2016. All three bicycle crashes occurred in 2015, none occurred in 2016 while the bikeway was in place. Overall, these findings show that the project reduced the number and severity of all crashes following the installation of the bikeway, added person-trip capacity, and didn't limit travel by other modes like transit and automobiles.
12TH AVE + COLORADO BLVD IMPROVEMENTS ILLUSTRATIVE SKETCH - WEST

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
12TH AVE + COLORADO BLVD IMPROVEMENTS ILLUSTRATIVE SKETCH - EAST

Improve visibility for bicycles crossing at intersections

See Hale Parkway Concept Design in Upper Montclair Study

Implement improved parkway designs for multimodal access and stormwater management per Upper Montclair Study

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
DENVER PRIORITY TIERS FOR SIDEWALK IMPROVEMENTS

01
- Projects along the Vision Zero High Injury Network (HIN)

02
- High frequency transit access projects
  - Projects that are within 600 feet of a rail station, bike share station, or high-frequency bus stop or station (15 minute or better frequencies throughout the day)
  - Projects with a high-priority destination (school, park, grocery store, or health care center) within 600 feet

03
- Remaining high-frequency transit access projects

04
- Remaining transit access projects (bus stops and stations not on the high-frequency bus network)

05
- Remaining high-priority destination (school, park, grocery store, or health care center) access projects

06
- All remaining projects

Source: Denver Moves Pedestrians & Trails 2018

2.3.5 PEDESTRIAN IMPROVEMENTS, INTERSECTION SAFETY, AND NEW CROSSINGS

Pedestrian safety is critical as everyone walks or rolls at some point in their day. Sidewalks should ideally be detached from the curb and provide a safe, accessible, and comfortable walking environment with amenities like benches, landscaping, and pedestrian-scale lighting. Denver requires sidewalks to be a minimum of 4 feet as required by American Disabilities Act accessibility standards, though the City strives to meet even higher standards. Denver’s Transportation Standards and Details for the Engineering Division requires a 5-foot sidewalk and 8-foot tree lawn on local and collector streets, and an 8-foot sidewalk and 12-foot tree lawn or amenity zone on arterial streets; infill arterials which are typically more constrained require at least an 8-foot sidewalk and 8-foot tree lawn or amenity zone. An amenity zone is a portion of the public right-of-way that falls between the sidewalk and the curb, and typically includes landscaping, green, infrastructure, street trees, or other streetscape elements.

In 2019, Denver passed Denver Moves: Pedestrians and Trails, a citywide plan to achieve a vision for walkability across the city, which included sidewalk and trail design guidelines and prioritized projects. As a result of the community-driven prioritization established through this plan, Denver intends to complete missing sidewalks before widening sidewalks that are too narrow. The prioritization follows a tier system and the highest priority are projects along the High Injury Network (see graphic at right). Denver set a goal in the Vision Zero Action Plan to build 14 miles of sidewalks per year in 2018-2019, and 20 miles of sidewalks per year in 2020-2023.

PERCENTAGE OF SIDEWALK NETWORK WITH MISSING, NARROW AND ATTACHED SIDEWALKS ALONG STREETS*

[Graph showing percentage of sidewalk network with missing, narrow, and attached sidewalks along streets across different areas: East Colfax, Hale, Montclair, South Park Hill]

*Sidewalks along streets only. Does not include sidewalks within parks but includes sidewalks along park edges. *Sidewalk only. Does not include crosswalks, other crossings, trails or walkways.
WALKING AND ROLLING IN EAST TODAY

The sidewalk network in East Area was a frequent topic for comment as there are many sidewalk gaps, narrow sidewalks, or attached sidewalks that don’t meet current City standards. A majority of the sidewalks in East Colfax, Montclair, and Hale fall into this category as shown in the existing pedestrian conditions map and graph below. East Area’s high incidence of substandard sidewalks, representing nearly all sidewalks in the East Colfax neighborhood, requires thoughtful consideration and may require innovative improvements in the near-term to improve safety for folks walking and rolling before the sidewalk program can address them.

People walking and biking were involved in only 3.6 percent of all crashes along HIN streets but walking-related crashes represent 15.5 percent of all injury crashes. The East Area also has a higher proportion of HIN streets than Denver’s average. There are also 21 street segments where the distance between signals is greater than a quarter mile, which can lead to unsafe crossings habits by encouraging pedestrians to cross at uncontrolled intersections between signals. A focus on improving HIN streets and closing signal gaps greater than a quarter mile will boost safety for the entire East Area.

A key part of building safe streets is ensuring safety at intersections by installing proven countermeasures for reducing pedestrian, bicyclist, and driver exposure to crashes. Signalized crossings provide a safe pedestrian experience, especially on streets where vehicle speeds and volumes are high. If the distance between signals is perceived as too far to walk, pedestrians may opt to cross the street at less safe locations.

EXISTING PEDESTRIAN CHALLENGES

COMMUNITY FEEDBACK

Improving the pedestrian infrastructure is a top concern in the East Area. When asked for a big idea to improve the East Area, the most frequent response was “make it safer for pedestrians.” The community called attention to missing and substandard sidewalks on Montview Blvd., Monaco Pkwy., Quebec St., and Krameria St., the northeast portion of South Park Hill, and the entirety of the East Colfax neighborhood. Comments also included concerns about narrow sidewalks, the pedestrian environment, lack of street trees, and safe pedestrian crossings of Colfax Avenue especially to and from current and future transit stops and stations.

Most of the public comments regarding safety were about reducing speeding and addressing the arterial streets bounding neighborhoods that can be barriers to movement. Many public comments reflected the sentiment that pedestrians, rather than cars, should be the priority on Denver’s streets. East Area comments pertained directly to intersection safety, and community members expressed the need to increase the number of pedestrian and bike crossings in general. Specific streets that were called out for needing improved crossings include Colfax Ave., Colorado Blvd., 8th Ave., 16th Ave., 17th Ave., 23rd Ave., and Montview Blvd.

Walking in the East Area is:

- **Very Easy** 10%
- **Fairly Easy** 45%
- **Not Easy** 45%

Percent of Responses (1,039)
Source: 2017 East Kick-Off Survey
Intersection safety improvements are proven to reduce pedestrian, bicyclist, and driver exposure to crashes. They include physical and operational improvements to increase visibility and safety at intersections.

**PHYSICAL IMPROVEMENTS**

- **Bulbouts**
  Extensions of the curb at intersections to improve visibility for pedestrians and drivers, reduce crossing distances, and slow vehicle traffic.

- **Medians/pedestrian refuges**
  Raised islands in the center of a street separating opposing lanes of traffic with curb ramps and cutouts at pedestrian access points. Medians slow vehicle traffic while providing safe refuge for pedestrians while crossing busier streets.

- **Lane width reductions**
  10 foot lanes are appropriate in urban East neighborhoods. Narrower lane widths help to reduce speed and shorten crossing distances for pedestrians.

- **Raised crosswalks**
  Marked crosswalks that are raised to slow driver turning speed and increase yielding compliance.

- **Lighting**
  Improved lighting along sidewalks and at intersections helps increase visibility for all users/modes (see Quality-of-Life Infrastructure policy Q19).

- **Pavement markings**
  Marked crossings or bike boxes at intersections help to denote space for all modes and improve safety.
INTERSECTION SAFETY CONCEPTS

OPERATIONAL IMPROVEMENTS

**Protected turn phasing**
Protected right or left turn traffic signal phasing creates a separate phase for pedestrians and cyclists to cross the street vs vehicles turning. This eliminates conflicts between turning vehicles and people walking or biking.

**Leading pedestrian intervals**
Traffic signal timing that provides pedestrians and cyclists with a head start to cross the street before vehicles are given a green light. This increases visibility and reduces conflict of turning vehicles with people walking or biking.

**Restricted turns**
Signs that prohibit vehicular left and/or right turns eliminate conflicts between turning vehicles and people walking, rolling, or biking – one of the most common types of crashes.

**New crossing infrastructure**
New installation of signs, markings, rapid flashing beacons, bike signals, pedestrian countdown signals, or traffic signals in locations that do not currently have a controlled crossing.

**Automatic crossing infrastructure**
Signals that automatically phase pedestrian crossing time or bicycle detection technology create easier crossings for pedestrians and cyclists.

**Signal coordination (progression) or “green wave”**
Traffic signals aligned to biking speeds reduce start and stop delay for cyclists and drivers traveling at slower, safer speeds.
RECOMMENDATIONS

INSTALL NEW SIDEWALKS.

Missing sidewalk connections and substandard sidewalks pose the greatest barrier to walkability and safety risk in the East Area. The feedback received through this planning process emphasized that improving sidewalks and walkability is a top priority for East Area residents. To enable pedestrians to safely access their destinations, sidewalks must be installed in areas where they are missing and upgraded in areas where they are too narrow.

A. Install new sidewalks where they are missing in the East Area, prioritizing the East Colfax neighborhood.

B. Bring sidewalks up to standard in all East Area neighborhoods.
   1. Short-term
      a. Interim sidewalk extensions and ADA facilities.
   2. Long-term
      a. Permanent sidewalks and ADA facilities.

C. Coordinate with Denver’s Neighborhood Sidewalk Repair Program to determine implementation and funding for sidewalk installation and widening.

WHY IS IT IMPORTANT?

- There are 186,245 feet of missing sidewalks in the East Area neighborhoods, with an average of 19 percent missing throughout the four neighborhoods.
- There are 392,957 feet of narrow sidewalks (width under four feet) in the East Area neighborhoods, with an average of 41 percent too narrow throughout the four neighborhoods.
RECOMMENDATIONS

**PEDESTRIAN IMPROVEMENTS, INTERSECTION SAFETY AND NEW CROSSINGS**

**M5**

**Install safety improvements at existing intersections.**

Many intersections in the East 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. East Area residents prioritize pedestrian and bicycle safety improvements, especially at intersections that are difficult to cross and where crashes frequently occur. The following recommendations prioritize intersections for study, ultimately leading to geometric and operational improvements to increase pedestrian safety and visibility at intersections.

**STRATEGIES & POLICY**

**A.** Study and implement improvements at existing crossings that increase safety for all modes, with special consideration for vulnerable road users.

**B.** Consider updating civil construction guidelines to include pedestrian safety design elements (such as curb extensions) at all locations where appropriate.

**BACKGROUND**

Specific intersection locations are detailed by neighborhood in Section 3.

**WHY IS IT IMPORTANT?**

- These locations were based on the highest crash intersections for bike and pedestrian-related crashes or locations with known issues.

**Case Study:**

City and County of Denver Walnut Street Corridor Improvements

Installed in 2017, quick and low cost improvements along Walnut Street between Broadway and 36th Street has helped define space for people to walk and prevent cars from entering areas designated for pedestrians. Using posts and curb stops, the interim approach has helped make the street safer and more walkable for people before a longer-term installation of curb, gutter and sidewalks.
RECOMMENDATIONS

M6

INSTALL NEW SAFE, COMFORTABLE, AND ACCESSIBLE PEDESTRIAN AND BICYCLE CROSSINGS.

Appropriate spacing between intersections is essential to pedestrian comfort and safety and in the East Area, there are 21 street segments where the distance between signalized crossings is so wide that it can encourage unsafe crossing behavior. East Area residents underlined pedestrian safety and comfort as one of their top priorities and cited the need for new bicycle and pedestrian crossings. By identifying areas where the distance between signalized intersections is greater than ¼ mile, these recommendations identify gaps that are recommended locations for new pedestrian and bicycle crossings. See Colfax specific recommendations for new safe and comfortable pedestrian and bicycle crossings in Section 4.

A. Study and implement new crossing improvements that increase safety for all modes, with special consideration for vulnerable road users.

B. Consider updating civil construction guidelines to include pedestrian safety design elements (such as curb extensions) at all locations where appropriate.

Specific intersection locations are detailed by neighborhood in Section 3.

WHY IS IT IMPORTANT?

- These are areas where the distance between signalized crossings is greater than ¼ mile.

Case Study:
City and County of Denver
13th Ave. and Xenia St.
Improvements

As part of the Vision Zero Program the City installed, the low-cost, rapid implementation project at 13th Ave. and Xenia St. with angled parking and fewer lanes to formalize the one-way road in that area in response to high crash rates. These treatments should limit wrong-way traffic, slow traffic, and reduce the number of crashes in that area where the street changes from one-way to two-way at the Denver-Aurora border.
ILLUSTRATIVE CONCEPT: ONE-WAY ARTERIAL + LOCAL STREET CROSSING IMPROVEMENTS

Limit vehicular traffic on local streets where appropriate

Curb extensions slow traffic and provide pedestrian refuge space

Provide better pedestrian and bicycle connections to resources and community amenities.

Shorten crossing distances for pedestrians.

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
2.3.6 TRANSIT AND MOBILITY HUBS

Transit is the most space-efficient form of transportation, with the ability to move 6-15 times as many people in the same space as private vehicles (NACTO 2016). This is especially relevant in Denver as population increases and there is a limited amount of space on Denver’s roads.

The primary transit service provider is RTD, which provides bus, rail, Access-a-Ride, and FlexRide (formerly Call-n-Ride) services that connect people between neighborhoods and cities around the Denver Region. RTD serves approximately 340,000 trips per day on weekdays, with 210,000 of those trips originating in Denver. Denver Moves: Transit, a near- and long-term transit vision and guiding framework for the city, was completed in January 2019 and sets the priorities for making transit enhancements in Denver and taking increased accountability for improvements within the ROW that benefit transit.

Denver Moves: Transit supports local and regional transit systems by identifying Denver-focused transit improvements through capital investment corridors, enhancing multimodal access to transit, and identifying first and last mile solutions. The recommendations for the Transit Capital Investment Corridors are organized into three tiers: High Capacity Transit, Medium-Capacity Transit, and Speed and Reliability. High and Medium-Capacity Transit Corridors are served by higher capacity modes, such as Bus Rapid Transit (BRT), and include improvements such as dedicated transit lanes and enhanced stop and stations. Speed and Reliability Corridors include improvements such as transit signal priority to help transit move through the corridor faster and more reliably. Denver Moves: Transit provides a citywide lens for transit improvements and the corridors referenced in this neighborhood plan often extend beyond the boundaries of the East Area. Improving transit benefits Denver’s economic, health, environmental, and accessibility outcomes. Denver Moves: Transit also supports the Mayor’s Mobility Action Plan and its mode shift goal of increasing the percentage of transit commuters to 15 percent.

### APPROXIMATE PEOPLE MOVED PER HOUR BY MODE

- **Private Motor Vehicles**: 600–1,600/HR
- **Mixed Traffic with Frequent Buses**: 1,000–2,800/HR
- **Two-Way Protected Bikeway**: 7,500/HR
- **Dedicated Transit Lanes**: 4,000–8,000/HR
- **Sidewalk**: 9,000/HR
- **On-Street Transitway, Bus or Rail**: 10,000–25,000/HR
**TRANSIT IN EAST TODAY**

Transit service in the East Area is characterized by a grid network of buses on major arterials that connect neighborhood destinations and carry heavy loads between neighborhoods, downtown, and destinations in Aurora such as the Anschutz Medical Campus. While the area has transit service, the network emphasizes connections to the Central Business District (CBD) and Anschutz Campus and does not provide as many connections to other key local destinations. RTD routes 20, 15, 15L, 10, and 6 travel east-west along arterials or collectors in the area. Routes 40, 32, 65, and 73 travel north-south in the area. Within the East Area, Colfax Avenue (15) is the most frequent service along with 9th Avenue (10), running ten minute or better frequencies. The East Colfax neighborhood has the highest transit ridership in the area, at 10 percent, with a potential to increase with improved services.

The East Area doesn’t have any existing transit only lanes, and there aren’t currently any mobility hubs. The City is working on a pilot to showcase several types of mobility hubs across the city and should consider the East Area transit corridors as future locations. The lack of defined space for transit, both on- and off-street, causes delays and affects reliability of all routes in the East Area. Gaps include connections to Johnson & Wales University campus and north-south connections across the East Area. These gaps can be filled by partnering with RTD to provide more frequent service to minimize transfer time, adding transit only lanes on key corridors, improving the service along current routes while planning for additional routes, and improving the stop and station amenities at existing transit stops in the East Area.

**TRANSIT EXISTING CONDITIONS**

![Map of East Area transit conditions]

**COMMUNITY FEEDBACK**

Public comments throughout the process identified transit network gaps, suggested enhancements to transit amenities, and provided transportation demand management (TDM) suggestions to improve transit ridership. Many community members supported the planned Colfax BRT, and many were also concerned about the potential for increased traffic on side streets and transit stop spacing. South Park Hill residents were in favor of increased transit and mobility options, such as first and final mile services to the future Colfax BRT, and expressed interest in improved rapid transit infrastructure like subways. Public feedback at the East Colfax workshop reflected the need for increased transit connections, and improved service, to destinations outside downtown, such as hospitals and universities. Several public comments in East Colfax mentioned concern regarding criminal activity occurrences at transit stops.

Most community members in the East Area who responded to the 2017 Kick-Off Survey for this planning process stated they take local public transit rarely (30 percent) or never (36 percent). Many provided comments stating local transit options are not reliable enough or should run more frequently. Some respondents also noted that transit amenities (such as bus shelters) should be improved, especially along Colfax Avenue.

**I use public transit in the East Area:**

- **FREQUENTLY** 10%
- **OCCASIONALLY** 24%
- **RARELY** 30%
- **NEVER** 36%

Percent of Responses (1,029)
Source: 2017 East Kick-Off Survey
**Prioritize implementing transit along corridors in East Area.**

The current bus routes in the neighborhood are largely on a grid network, providing the opportunity for predictable, rapid service and convenient transfers. This strong foundation for transit provides an opportunity to increase the transit ridership to reach or exceed the mode shift goal outlined in the Mobility Action Plan. The community cited network gaps, high transit fares, and transit speed and reliability as areas where the transit system needs improvements in the East Area. While RTD manages most operations of the public transit in Denver, there are many strategies the City can employ to improve transit speeds and reliability while reducing delay, such as boarding islands and bus bulbs, dedicated bus lanes, signal priority, and queue jumps. As recommended in Denver Moves: Transit, this plan will support the establishment of the City's Frequent Transit Network (FTN) supporting program to prioritize and implement the FTN, in coordination with RTD. In addition, Denver can coordinate with RTD to recommend operations improvements, such as bus frequency and stop placement. A study identifying potential treatments at each of the priority locations listed below is recommended.

A. Advance implementation of high capacity transit corridors (Full BRT to rail).
   1. Colfax Avenue Also see Section 4: Colfax Corridor
   2. Colorado Boulevard Also see Quality of Life Infrastructure improvements

B. Advance implementation of medium capacity transit corridors (Rapid Bus to full BRT).
   1. 6th Avenue Parkway Between Colorado Boulevard and Quebec Street. Also see Quality of Life Infrastructure improvements
   2. 23rd Avenue Between Colorado Boulevard and Quebec Street
   3. Quebec Street
   4. Yosemite Street

C. Advance implementation of speed and reliability transit improvements (Enhanced Bus).
   1. 6th Avenue between Colorado Boulevard and Quebec Street
   2. 22nd/23rd Ave
   3. Quebec Street

**WHY IS IT IMPORTANT?**

- These corridors were identified through an analysis of gaps in the transit network and a review of Denver Moves: Transit of corridors where improved transit should be prioritized.

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**Case Study:**

City of Chicago Bus Priority Zones Project

In order to improve slow bus speeds, prioritize transit along key corridors, and increase transit ridership, the City of Chicago initiated a $5 million project to unclg bus slow zones at bottlenecks and pinch points around the city with the goal of improving service along entire bus routes. Treatments include dedicated bus lanes, queue jump signals, transit signal priority, relocating bus stops, reconfiguring complex intersections, and pedestrian safety infrastructure. The first phase of the project includes improvements along three streets with high ridership bus routes and at two critical intersections.

*Photo Source: Streetsblog Chicago*
MOBILITY HUBS

(Primary Source: RTD Mobility Hub Guidelines, January 2019)

Mobility hubs are improved transit stations that seamlessly integrate different transit modes. Mobility Hubs are important because they have the ability to attract more people to use transit by making it accessible and user-friendly. Mobility Hubs vary in size, programming, and design depending on the surrounding land use and level of use, and often incorporate placemaking strategies.

LOCAL MOBILITY HUB

Any transit stop with approximately less than 100 boardings per day that provides connections to homes and local destinations from transit. Local Mobility Hubs can include the following elements:

- ADA Accessible Design
- Pedestrian Access
- Passenger Loading Zones
- Bikeshare Access
- Real-time Arrivial Information
- Integrated trip planning
- Integrated and electronic fare payment
- Wayfinding
- Benches
- Lighting

REGIONAL MOBILITY HUB

Any transit stop with ridership of approximately more than 100 boardings per day that provides connections to regional destinations from transit and serves as a key regional destination. Regional Mobility Hubs include all of the elements found in a Local Mobility Hub, in addition to the following elements:

- Bicycle Access
- Carshare Access
- Shelters
- Services and Retail
- Hub placement (off-street)

Why is it important?

- These locations were chosen based on an analysis of transit stops with the highest ridership and locations of key multimodal connections and neighborhood destinations.

RECOMMENDATIONS

Install rider amenities at transit stops and better connect transportation modes via mobility hubs.

Households in the East Area have a greater proximity to transit stops (82 percent) compared to the citywide average (75 percent), but ridership must increase to achieve the mode shift outlined in the Mobility Action Plan. Community members in the East Area support transit improvements, and stated concerns about the current transit system and amenities provided to transit riders. To increase transit ridership, this policy will seamlessly integrate various transportation modes and enhance the transit rider experience. Through activity centers at transit stops that maximize first-mile last-mile connections, transit will become even more convenient and user-friendly. Customer amenities can provide safe, comfortable and equitable transit stops that improve rider perceptions of transit service. A study identifying potential treatments at each of the priority locations listed below is recommended. Coordination with key partners including RTD is necessary.

A. Rider amenities to install at priority locations may include:
   1. Real time transit information.
   2. Ticketing kiosks.
   3. Multimodal resources, such as bike and micromobility parking, rideshare drop-off/pickup zones, etc.
   4. Placemaking components, such as street furniture, programmed space, etc.
   5. Improved lighting and safety components.
   6. Charging kiosks.
   7. Public restrooms.

B. Priority transit stop locations:
   1. Colorado Boulevard at 8th Ave, 11th Ave, Colfax Ave and Montview Blvd. Also see Quality of Life Infrastructure improvements.
   2. Colfax Avenue at Colorado Blvd, Krameria St, and Yosemite St. Also see Quality of Life Infrastructure improvements.
   3. 9th Avenue at Clermont St.

(PHOTO: Local Mobility Hub, source: www.westsideaction.ca)

(PHOTO: Regional Mobility Hub, source: denverurbanism.com)
2.3.7 NEIGHBORHOOD TRAFFIC CALMING

Neighborhood traffic calming includes infrastructure upgrades and operational improvements to neighborhood streets that are intended to address safety concerns such as insufficient pedestrian crossings, speeding on local streets, and difficult sight lines for pedestrians, people riding bikes, or vehicles approaching intersections. Currently, Denver’s Neighborhood Transportation Management Program (NTMP) takes a neighborhood-scale approach to quickly implement traffic calming and small-scale transportation improvements. These efforts help to improve safety and calm traffic in Denver’s neighborhoods by working with residents to quickly install relatively low-cost safety improvements such as stop signs, daylighting intersections, and new and improved crossings. By taking a zone-based approach, traffic calming efforts can target areas where safety is of utmost concern, such as schools, parks or commercial nodes. The traffic calming elements are intended to provide visual and physical cues to slow drivers speed, and can sometimes be quick, low-cost improvements such as signage, pavement markings, and physical barriers to reduce vehicle access.

TRAFFIC IN EAST TODAY

The East Area has many parks, schools, and other community amenities that are destinations for community members. Many of the community members in the East Area walk, bike, or roll to these destinations, and it is important that vehicles are traveling at a safe speed to prevent crashes. Denver’s community amenities are frequented by vulnerable populations, such as children or people with disabilities, which underscore the need for safety improvements in these areas.

An origin-destination analysis confirmed that most trips on roads in the East Area are regional trips that pass through the area without stopping. Local trips that start and end within the study area represent a lower percentage of total trips along East Area roadways. 13th/14th Aves., 17th Ave., Colfax Ave., Monaco Pkwy., Quebec St. and Colorado Blvd. were analyzed, and the regional through trips on these streets ranged from 51 percent to 79 percent. The posted speed limit in the East Area HIN streets ranged from 25 mph on Quebec St. to 35 mph on Colorado Boulevard and Colfax Avenue.

COMMUNITY FEEDBACK

East Area community members expressed interest in maintaining safe streets in their neighborhoods, especially during peak traffic which can sometimes cause speeding traffic on arterial and local streets. This concern was particularly strong regarding future bus rapid transit along Colfax Ave. and potential traffic diversion. Another major theme from community feedback was a concern over vehicles traveling at high speeds on east to west streets such as 13th, 14th, and 17th Aves. Community members prioritize pedestrian and bicycle improvements that increase access to schools and parks/parkways.

Top Mobility Priorities:

- PRIORITIZE PEDESTRIANS 33%
- IMPROVED BIKE CONNECTIONS 20%
- TRAFFIC CALMING 14%
- IMPROVED TRANSIT 9%
- IMPROVED ENFORCEMENT 4%

Percent of Comments (236)
Source: 2019 East Community Workshops
ILLUSTRATIVE EXAMPLE OF TRAFFIC CALMING ON NEIGHBORHOOD

- Slow traffic speeds and, in some cases, limit volumes
- Provide safe multimodal connections
- Strengthen buffer between road and sidewalk with trees, and where applicable, green infrastructure
- Provide better pedestrian environment, including increased buffer, wide sidewalks, and comfortable crossings
- Slow traffic speeds with physical design elements that create opportunities for green infrastructure

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
NEIGHBORHOOD TRAFFIC CALMING CONCEPTS

Includes infrastructure upgrades and operational improvements to neighborhood streets and intersections to address insufficient pedestrian crossings, speeding on local streets, and visibility issues.

Daylighting intersections
Removing parking spaces immediately adjacent to intersections to improve sight lines and visibility.

Intersection improvements
Bulb-outs, medians, lighting, and raised crosswalks are some examples of intersection improvements (see Section 2.3.5).

Physical barriers
Roundabouts, traffic diverters, or other physical cues that slow or limit traffic on local streets.

Limit vehicular traffic
In certain situations, half or full closures of streets to vehicles can create a vibrant and safe neighborhood space.

Lane reduction/chicanes
Reducing lane widths and/or forcing new travel patterns that require driver attention help to slow traffic and increase awareness for all modes.
NEIGHBORHOOD TRAFFIC CALMING OPPORTUNITIES

Legend
- Plan Area Boundary
- Neighborhood Boundary
- Parks and Open Space
- Priority Areas for Traffic Calming
- Recreation Centers
- Health Facilities
- Schools
- Grocery Stores
- Commercial Nodes
**RECOMMENDATIONS**

**POLICY**

Study measures to slow traffic along neighborhood streets directly surrounding schools, parks, hospitals, libraries, commercial areas and recreation centers.

The East Area has many community amenities where traffic safety is a concern to prevent pedestrian and bicycle-related crashes. Residents in East have identified traffic, speeding, and congestion as a major concern and ranked routes that improve safety and routes to schools and parks as their top priorities. A zone-based approach to neighborhood traffic calming along local residential streets can add safety measures in select areas to alert drivers to sensitive land uses (such as parks, schools, commercial nodes, and hospitals) and change driver behavior. The neighborhood slow zone could reduce speeding on local streets, reduce traffic noise, and improve safety in neighborhoods. Projects that can contribute to a neighborhood slow zone include gateways at entrances via signs, markings and other traffic calming treatments to reduce speeding, and limiting vehicular access within each zone. Priority zones are shown in the Neighborhood Traffic Calming Opportunities map. Zones are determined based on the local street network but in general are bounded by arterials and/or collector streets.

- **A.** Evaluate reducing speed limits per Vision Zero guidance and consider disallowing right turns on red where appropriate.
- **B.** Implement physical improvements aimed at lowering speeds.

Specific locations for traffic calming priorities are detailed by neighborhood in Section 2.3.

**BACKGROUND**

**WHY IS IT IMPORTANT?**

- These destinations are frequented by sensitive users such as children and seniors. In addition, the areas around these destinations require a high level of safety due to the number of multimodal transportation users accessing the site.

**STRATEGIES**

A. Evaluate reducing speed limits per Vision Zero guidance and consider disallowing right turns on red where appropriate.

B. Implement physical improvements aimed at lowering speeds.

**CASE STUDY:**

**City and County of Denver Neighborhood Transportation Management Program**

Denver’s Neighborhood Transportation Management Program (NTMP) identifies and delivers quick solutions to address transportation priorities and challenges within neighborhoods including vehicular speeding issues along local residential streets. Traffic calming projects that are developed through the NTMP include pedestrian, bicycle operational, multimodal operational, volume management, speed management and street grid management treatments. Several neighborhoods within the East Area will be addressed through the NTMP program in the coming years.

Source: Denver Department of Transportation and Infrastructure

**Case Study:**

**City of Boston Neighborhood Slow Streets**

The City of Boston’s Neighborhood Slow Streets Program implements a smaller zone-based approach to traffic calming. The program aims to further limit vehicular traffic within neighborhoods and surrounding key community places such as libraries, schools and parks, and to reduce the number and severity of crashes on residential streets. Key tactics include lowering speed limits to 20 mph via signage and pavement markings and traffic calming gateways at the entrances to slow zone areas to provide consistent, recognizable entrances to traffic-calmed zones. Similar to the NTMP neighborhood methodology, Boston’s program focuses on neighborhoods with homes with a higher percentages of youth, older adults, and people with disabilities, areas that experience higher numbers of traffic crashes per mile that result in an EMS response, areas that include, or border, community places such as public libraries, community centers, schools, and parks, areas that support existing and planned opportunities for walking, bicycling, and access to transit, and areas are feasible for the City of Boston to implement improvements.

Source: Boston Transportation Department
2.3.8 PARKING AND CURBSIDE MANAGEMENT STRATEGIES

Space near the curb on urban streets is increasingly being recognized for its high value for a variety of purposes. Curbside space provides access to residences and businesses and can be programmed for many different uses, including travel lanes, transit-only lanes, bicycle lanes, on-street parking, bicycle parking, freight loading zones, passenger pick-up and drop-off areas, green infrastructure, placemaking opportunities, and parklets. A variety of context sensitive curbside management strategies exist that focus on optimizing curb lane resources.

The Denver Strategic Parking Plan describes the City’s vision and approach to parking and curbside management and introduces the area management plan program.

The Curbside Area Management Plan process works with neighborhoods to develop comprehensive parking and curbside plans that address the curb lane needs of all user groups, activities, and land uses. The vision for this plan aims for the efficient use of curb lane resources while providing access and promoting walking, biking, and transit.

FLEXIBLE CURBSIDE USES

Curbside space can be used in a variety of ways and sometimes play many roles, with uses changing throughout the day. Below are examples of how curbside space can change uses to best align with community need at different times of day.

MORNING
- Loading zone space accommodates deliveries
- Transit access

EVENING
- Flexible placemaking opportunities
- Pick-up and drop-off areas

LATE NIGHT
- Storage lockers could improve ease of delivery
- Space prioritized for freight vehicles to make deliveries

Source: NACTO Blueprint for Autonomous Urbanism 1st edition
Curbside management optimizes, prioritizes, and manages the curb lane to provide designated space for critical curbside uses. Primary uses include, but are not limited to:

- Motor and electrical vehicle parking
- Loading (passenger and freight)
- ADA accommodations
- Car share parking
- Transit lanes and infrastructure
- Bicycle lanes, parking, and infrastructure

**PARKING IN EAST TODAY**

Demand for parking and curbside space varies widely across the East Area, and is largely used for unrestricted on-street residential parking. The exception to this is in key commercial or institutional areas where there are higher instances of short-term parking and loading. These areas are Colfax Avenue, the Mayfair Town Center at 14th Ave and Krameria St, and the Rose Medical Center area east of 9th Ave and Colorado Blvd. Colfax Avenue is the unifying street with similar curbside space needs across all East Area neighborhoods. As a result of the planned Colfax BRT, the City will need to identify curb lane priorities along, and adjacent to, Colfax Avenue to accommodate parking and curbside activities that support fast and reliable transit service, access for residents and patrons, time-sensitive loading, and emerging transportation technology.

Because curbside space is limited, managing parking and loading needs and the need for enhanced multimodal infrastructure can be challenging. At times, it may be necessary to decrease the on-street-parking supply to accommodate multimodal improvements or to expand the sidewalk, and residents provided their perspectives during a prioritization exercise at public meetings (see sidebar).
PARKING STUDY KEY FINDINGS

Parking occupancy was inventoried in select locations along streets adjacent to unique land uses such as the Mayfair Town Center, Colfax Avenue, and Rose Hospital. In these areas, morning parking occupancy ranged from 21 percent to 32 percent and evening occupancy ranged from 22 percent to 30 percent. The only area that demand could potentially exceed capacity is at the Mayfair Town Center, where morning, noon and evening parking occupancy were found to be 75 percent - 100 percent occupied. Street parking along Colfax Avenue rarely approaches full capacity. One intersection that frequently experiences significant parking demand is Colfax Avenue and Elm Street.

In addition to studying areas adjacent to unique land uses, parking occupancy was also inventoried in potential BRT station areas within East Area. These studies were conducted to have a strong understanding of parking utilization and demand before BRT is installed, to better inform actions taken post-implementation of BRT. As shown in the table below, morning and evening occupancy is low. No station area was more than 37 percent occupied in any time period, and the average occupancy across all potential station areas is 28 percent in the mornings and 29 percent in the evenings.

<table>
<thead>
<tr>
<th>Potential BRT Station Areas</th>
<th>AM Occupancy</th>
<th>PM Occupancy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monaco &amp; Colfax</td>
<td>21%</td>
<td>22%</td>
</tr>
<tr>
<td>Quebec &amp; Colfax</td>
<td>30%</td>
<td>37%</td>
</tr>
<tr>
<td>Uinta &amp; Colfax</td>
<td>30%</td>
<td>27%</td>
</tr>
<tr>
<td>Yosemite &amp; Colfax</td>
<td>32%</td>
<td>30%</td>
</tr>
</tbody>
</table>

AUTOMATED VEHICLES

The rapid development of self-driving, autonomous vehicle technology is leading the way to a transportation revolution with three major components: self-driving cars, shared mobility, and electrification. Companies are eager to deploy these new technologies and causing cities to envision the future of automated, shared, and electrified transportation. Optimistic scenarios suggest less traffic, cleaner air, cheaper transit, and less space wasted on parking, while less-optimistic scenarios highlight safety concerns, increased traffic, and the potential to create an inequitable mobility divide between the haves and have-nots.

History suggests that the actual impact of automation will fall somewhere between these scenarios, and that cities must build flexible frameworks to encourage desired and equitable deployment of these new technologies in accordance with citywide goals. The City should enact policies that ensure automated vehicles are electric, shared, and allow flexibility to reassess these policies as technology advances. Automation poses many challenges and opportunities, that leaders must consider as they aim to create an equitable mobility future for all of Denver’s residents.
RECOMMENDATIONS

M10

More efficiently manage curbside resources.

Curbside space has a relatively low demand in the East Area, compared to downtown Denver and surrounding neighborhoods. However, curbside space must be managed and efficiently used to accommodate prioritized needs in the neighborhoods. As parking utilization is currently low, the priority for curbside space may not be for vehicles, and identifying and prioritizing those uses is important. The community is concerned about bicycle parking and flexibility to accommodate curbside space needs as the Colfax BRT transforms the corridor. Through these strategies, priorities can be identified and the curbside can be repurposed to accommodate other uses in areas of ample parking.

A. Identify alternative parking management strategies and improved safety opportunities.
B. Ensure that strategies are flexible and can adapt to evolving curbside needs, trends, and transportation technology.
C. Pilot converting on-street parking spaces in key locations to alternative curbside uses such as public parklets, bicycle and micromobility parking, and mobility hub/transit stop infrastructure.
D. Emphasize the use of alleys for business loading and unloading.
E. Develop additional Curbside Area Management Plans (CAMPs) to address neighborhood parking and curbside challenges.

WHY IS IT IMPORTANT?
- Pilots allow the city to test ideas on a small scale to evaluate feasibility, cost, and adverse effects, and to improve upon the program or design before implementing the final project
- CAMPs ensure that parking and curbside challenges are addressed comprehensively

M11

Strengthen parking management tools that reflect the City’s strategic curbside and parking goals.

Population growth in Denver places an increased demand on parking availability. Parking utilization is currently low throughout the East Area neighborhoods and even on Colfax Avenue. Some communities perceive parking availability to be an issue and fear that parking will become scarce with the development of the Colfax BRT. To optimize curbside space, parking management tools and strategies must balance parking needs of new development that supports active modes of transportation. This plan recommends maximizing existing parking and repurposing parking where it is appropriate.

A. Improve on-street parking strategies.
   1. Explore additional opportunities for paid parking and time-limited parking.
   2. Explore opportunities for adjusting/ extending paid parking based on demand, activities, and adjacent land uses, including a performance-based parking pilot program.
   3. Upgrade curbside technology for ease of use.
   4. Explore increasing paid parking rates in high-demand areas.
B. Encourage shared parking arrangements, such as shared parking garages, and provide guidance to businesses and residents.
   1. Work with local organizations, BIDs, TMAs and property managers to better understand potential for off-street parking partnerships.

WHY IS IT IMPORTANT?
- Shared parking can encourage more efficient use of existing parking lots and decrease demand for on-street parking
2.3.9 TDM STRATEGIES

Transportation Demand Management (TDM) is the practice of applying various strategies, programs and policies to shift the how, when, and where of people’s travel behavior to use the transportation network more efficiently. The desired outcome of TDM is improved quality of life, reduced traffic congestion, vehicle emissions, and fuel consumption. Employer-based programs can also be TDM strategies, including tactics such as alternative work schedules or teleworking.

Denver urges project developers and building owners to adopt TDM strategies to improve mobility for residents, visitors, and workers in accordance with the TDM Plan’s guidance, which is nearing completion as this plan is underway. Denver is developing a TDM Program with a set of cost-effective recommendations and is building an interactive calculator to help developers pick the best programs and amenities for their projects to foster win-wins for developers, residents, and accomplish citywide goals. In addition, Denver encourages participation in the programs available through the DRCOG Way to Go program, and the network of transportation management associations (TMAs) that help employers, building owners and activity centers meet their multi-modal goals. TMAs often serve specific regions, central business districts, suburban business parks, residential areas, transportation corridors and tourist venues by helping their members improve transportation and air quality conditions more than any one entity could alone.

TDM TOOLS

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>INFRASTRUCTURE</th>
<th>PARKING MANAGEMENT</th>
<th>SUBSIDIES</th>
<th>EDUCATION</th>
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</thead>
<tbody>
<tr>
<td>Transit (RTD)</td>
<td>Curb Management</td>
<td>Paid Parking</td>
<td>Transit Pass Discounts</td>
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</tr>
<tr>
<td>Microtransit (RTD FlexRide)</td>
<td>Bicycle Parking</td>
<td>Unbundled Parking</td>
<td>Car-Share Membership Discounts</td>
<td></td>
</tr>
<tr>
<td>Car Share (ZipCar, EGo Car Share)</td>
<td>Transit Stop Enhancements</td>
<td>Preferential Parking</td>
<td>Bike-Share Membership Discounts</td>
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<tr>
<td>Shuttles</td>
<td>Bicycle Repair Stations</td>
<td>Discounted Car-Pool Parking</td>
<td>TNC Discounts</td>
<td></td>
</tr>
<tr>
<td>TNCs (Lyft, Uber)</td>
<td>Wayfinding</td>
<td>Car-Share Parking</td>
<td>Micromobility Credits</td>
<td></td>
</tr>
<tr>
<td>Micromobility (scooters, bikeshare)</td>
<td>Showers/Changing Facilities</td>
<td>Transit Pass Discounts</td>
<td>Direct Payment to Service Providers</td>
<td></td>
</tr>
</tbody>
</table>

ESPACE PER TRAVELER BY MODE

Source: Cycling Promotion Fund
COMMUNITY FEEDBACK

The community demonstrated an overwhelming desire for improved multimodal transportation options, including bicycle, pedestrian, and transit connections. Public comments indicated a need or desire for increased TDM opportunities in the East Area, especially transit-related programs for residents and employees once the BRT project is open. There was also a desire to improve multimodal access to new buildings in the area and consider regulatory tools to accomplish that. In East Colfax, one of the top three priorities for improved bicycle and pedestrian routes was the need to provide connections to employment and jobs, indicating that TDM strategies to improve transportation efficiency would be well received in this neighborhood.

- Reduced cost transit passes improve affordability.
- Financial incentives encourage multimodal transportation.
- Improved multimodal options balance the transportation system.
- Partnerships between employers, BIDs, TMAs, neighborhoods and local businesses that encourage multimodal transportation.

TDM IN EAST

The majority of residents in the East Area drive alone to work. For the entire East Area, the average is 70 percent, ranging from a low of 62 percent in Hale to a high of 76 percent in Montclair. The East average is the same as the citywide average of 70 percent, and TDM can provide opportunities for East Area residents to use the transportation system more efficiently while accomplishing citywide goals, especially after the BRT is in operation.

There are two transportation management associations (TMAs) serving sections of the East Area. Northeast Transportation Connections serves East Montclair and South Park Hill neighborhoods. In addition, Transportation Solutions serves central Denver, including Hale and a section of the Montclair neighborhood. This TMA’s efforts in 2016 led to a reduction of 260,000 single-occupancy vehicle trips.

AVERAGE RATE OF SINGLE OCCUPANCY VEHICLE TRIPS

<table>
<thead>
<tr>
<th>East Area</th>
<th>City of Denver</th>
</tr>
</thead>
<tbody>
<tr>
<td>70%</td>
<td>70%</td>
</tr>
</tbody>
</table>

TRANSPORTATION MANAGEMENT ASSOCIATION BOUNDARIES IN EAST

Source: 2019 TMA Boundaries (City dataset)
RECOMMENDATIONS

A. Require new development strategies in coordination with Denver’s TDM Plan guidance such as parking maximums, shared car services and allocated parking, private bike share programs, secure bike parking, car/bike share memberships for tenants, transit passes for tenants, ride hailing/taxi drop off parking or pull out, deliveries scheduled during non-rush hours, and potential on/offsite mobility infrastructure improvements.

B. Encourage businesses and BIDs to join a regional TMA to have access to services and funds to administer, promote, and implement TDM programs.

C. Provide a one-time bus pass or other transit incentive to ticket holders to local entertainment and cultural destinations, and/or new fare options such as weekend passes.

D. Work with TMAs, employers, residences, RNOs, local organizations, and BIDs to provide reduced or free RTD fares for residents and employees.

WHY IS IT IMPORTANT?

• As new development projects are built in the East Area, this strategy will promote multimodal transportation options for residents.

• Many people travel daily to the East Area for jobs and employment, therefore, encouraging transit for those travelers, in addition to residents, could minimize parking demand and decrease congestion.

Case Study:
City of Santa Monica
Parking Cash-Out

The City of Santa Monica was the first in the State of California to implement a TDM program where large employers must submit an emissions reduction plan, with one of the required strategies being offering employees the cash value of a subsidized parking space rather than providing the parking space.

(Source: http://www.smartgrowthamerica.us/documents/Parking_Cash_Out_Santa_Monica_Ordinance.pdf)

Photo Source: ParkMe
2.4 AREA WIDE RECOMMENDATIONS: QUALITY OF LIFE

IN THIS SECTION:

2.4.1 INTRODUCTION (P.126)
2.4.2 PARKS, RECREATION, AND OPEN SPACE (P.129)
2.4.3 ENVIRONMENTAL QUALITY AND CLIMATE RESILIENCE (P.137)
2.4.4 ACCESS TO HEALTHY FOOD (P.145)
2.4.5 ACCESS TO HEALTH CARE (P.154)
2.4.6 COMMUNITY SAFETY AND WELL-BEING (P.157)
2.4.1 INTRODUCTION

Quality-of-life infrastructure refers to the places, amenities, trees, plants, parks and outdoor spaces that contribute to health, needs, comfort, environmental resilience and social connectedness. These elements of a complete neighborhood support the need for individuals to connect with nature, access healthy food, feel safe, and enjoy a clean environment. Extensive research demonstrates that the way we design and build our neighborhoods impacts how we live, work, learn, and play. Our surroundings shape how physically active we are, how we eat, and whether we have access to schools, jobs, transportation, health care, and opportunities to prosper. Well-designed neighborhoods can improve health, while environments that lack amenities and services to support healthy lifestyles can contribute to chronic diseases such as diabetes, heart disease and obesity.

Similarly, conditions in the natural environment impact residents’ health and comfort. Air and water quality, as well as other climate impacts such as increases in flooding and surface temperature, can have lasting social, political and economic consequences. One method many communities have been adopting to help address environmental resiliency in complete neighborhoods is green infrastructure. Green infrastructure can provide environmental, economic and quality-of-life benefits, as well as help improve water and air quality, reduce flood risks and heat island effects, absorb local carbon emissions, increase physical activity, improve mental wellbeing, reduce stress, lower traffic speeds, and improve property values.

LONG TERM VISION FOR ENVIRONMENTAL RESILIENCY IN EAST

In 2040, the East Area has a healthy and robust natural ecosystem. Lush landscaping and an extensive tree canopy provide cool and shaded public spaces that encourage residents to engage with their community. An enhanced open space network of smaller parks, parkways, community gardens and plazas is thoughtfully woven into the neighborhood. Seamlessly integrated green infrastructure provides beautification through abundant vegetation while improving the water quality of surrounding creeks and rivers and protecting neighborhoods from localized flooding. The East Area has experienced a significant reduction in the total amount of impervious surface and, therefore, benefits from less heat absorption and cooler surface temperatures. A proliferation of environmentally-friendly buildings and partnerships with major employers to produce local energy has lowered energy costs for residents throughout the neighborhoods and which has resulted in a smaller carbon footprint for the area.

LONG TERM VISION FOR HEALTHY AND ACTIVE IN EAST

In 2040, an equitable allocation of resources has increased opportunity for people who faced the greatest barriers to good health. As a result, all East Area residents have access to the services and tools they need to thrive. All households have safe, walkable access to an array of culturally relevant, affordable and healthy food, including small grocery and specialty stores, co-ops, community gardens, and restaurants. The East Area has a wide range of physically and financially accessible healthcare, including Rose Medical Center, supportive services such as addiction treatment and mental health care, hospital care, small clinics, and pharmacies. Residents can safely walk to well-maintained parks and open spaces, ranging from regional parks to pocket parks and greenways, with a mix of amenities and activities where everyone feels safe and welcome. East has a strong sense of community; neighbors know one another, and crime is rare because public spaces are vibrant and active. Store fronts, streets, sidewalks, and parks are clean, and there is minimal air, water, soil, and noise pollution. As a result, health outcomes such as obesity and life expectancy have improved, and residents enjoy improved health and access to opportunity.

ADOPTEO CITYWIDE PLANS

Game Plan for a Healthy City is a citywide and long range parks and recreation plan to help the city respond to challenges including growth, limited water resources, and changes in our climate. The plan proclaims easy access to parks and open space as a basic right for all residents, and it establishes our city’s parks, facilities and recreational programs as essential for a healthy environment, healthy residents, and a high quality of life for everyone.

Green Infrastructure Implementation Strategy defines Denver’s urban watershed and the water quality impairments that exist within each water quality basin. The focus of the Strategy is to identify green infrastructure projects that target multiple pollutants while also providing additional city benefits such as increased open space, climate resiliency, improved air quality, urban heat island mitigation, better connectivity, and enhanced community livability.

Storm Drainage Master Plan evaluates the existing urban flooding risk and provides recommendations for future capital improvements to reduce flood damages and increase safety.

Denver Food Vision is Denver’s first long term strategic plan for food. It is a policy document intended to guide the way food makes Denver a more inclusive, healthy, vibrant and resilient place. It sets forth an ambitious, comprehensive approach to further develop Denver’s food system.
MEASURABLE GOALS

To determine whether the Environmentally Resilient and Healthy and Active visions are being achieved, the City will track certain performance measures. The following metrics are intended to evaluate current conditions and set future targets.

ENVIRONMENTALLY RESILIENT

Impervious Surface

Throughout Denver’s development history, the city’s permeable surfaces have been replaced with impervious surfaces such as asphalt or concrete, which can have many lasting negative effects including the absorption of the sun’s energy and increases in the surface temperature. High concentrations of impervious surfaces prohibit stormwater from infiltrating into the ground, which has resulted in more stormwater runoff and, in some cases, increased flooding throughout urban neighborhoods. Much of this runoff contains harmful pollutants and chemicals which discharge directly into our urban waterways and have significantly reduced the water quality in our rivers and streams.

The East Area’s 56 percent impervious surface is higher than the Denver average of 48 percent. The goal of this metric is to reduce this percentage by 20 percent to an impervious surface coverage of 36 percent for the East Area.

Tree Canopy

Tree canopy is a critical green asset within the East Area, and the community values a robust tree canopy. The environmental and health benefits of a diverse, mature tree canopy are profound as a healthy tree canopy produces oxygen, reduces soil erosion, and reduces the overall concentration of greenhouse gases in the atmosphere. In addition to the benefits to our ecosystem, trees also provide many other health, social, economic and aesthetic benefits. Access to trees, green spaces, and parks promotes greater physical activity and social interaction, and reduces stress, while improving the quality of life in our urban areas. The citywide goal for this metric is for each Denver neighborhood to have a tree canopy coverage of at least 20 percent.

The East Area has a 41 percent tree canopy coverage, which is higher than the Denver average of 19 percent. However, significant tree canopy coverage is notably missing along commercial and transit corridors like Colfax Avenue and within the few commercial and large block development pockets within the area. The goal of this metric is to improve the percent tree canopy coverage in these areas by 10 percent.

QUALITY OF LIFE

INFRASTRUCTURE AND MOBILITY

This section will discuss the importance of physical access to elements of a complete neighborhood that support health such as parks, grocery options, recreation centers, and healthcare. While providing these amenities and services is essential, the ability to access them without a car is also critical. Additionally, the quality of transportation infrastructure impacts physical activity, which is a key factor in maintaining good health. Providing a complete, safe, and comfortable transportation network improves connections to key amenities, increases physical activity, and improves safety. The design and function of streets also can provide green infrastructure, including trees and water quality improvement. The transportation network is a key factor in a community’s access to health and green infrastructure, and recommendations specific to transportation are in Section 2.3: Mobility.

THE TOP 5 AMENITIES MOST IMPORTANT TO ME ARE...

When survey respondents were asked to choose the top amenities in East that are most important, grocery shopping and dining ranked the highest by a large margin.

Source: 2017 East Kick-Off Survey
HEALTHY AND ACTIVE

Access to Care

Many factors impact whether people can see a doctor when they need medical attention, including cost, time, and physical proximity. One indicator to represent whether residents have access to the care they need is the percent of women receiving prenatal care during the first trimester of pregnancy. The goal for this metric is to have at least 82 percent of women who are pregnant receiving prenatal care during the first trimester, which was the rate for the neighborhood receiving the highest rate of care as of the adoption of Comprehensive Plan 2040.

Children at a Healthy Weight

Children and youth can be greatly influenced by their physical environment because they are generally less mobile than adults and often spend more time at home, school, and in nearby parks. These local surroundings can have a positive impact on early lifestyle behaviors when they include access to parks, adequate sidewalks, bicycle infrastructure, healthy food, clean air, and a social network. Neighborhoods lacking these amenities contribute to childhood obesity, and obese children can experience early onset adult obesity complications such as Type 2 Diabetes. The goal for children at a healthy weight is to meet the Comprehensive Plan 2040 target of at least 86 percent of children at a healthy weight in every neighborhood.

Access to Food

Access to food means being able to obtain appropriate foods for a nutritious diet. Living closer to healthy food is associated with better eating habits, and healthy eating is associated with higher life expectancy and lower risk for Type 2 diabetes, high blood pressure, heart disease, certain cancers, and obesity.

This plan measures food access by the percent of households within a half mile (approximately a ten-minute walk) of a grocery store. The goal for this metric is to reinforce and improve on the Denver Food Vision goal to have at least 76 percent of residents in each neighborhood within a 10-minute walk of a grocery store.

Access to Parks

Living within walking or biking distance of outdoor recreation opportunities can impact overall health by encouraging physical activity, time in nature, and a place to interact with neighbors. This plan measures park access by the percent of households within a half mile (approximately a ten-minute walk) of a park according to a Community Planning and Development walkshed analysis. The goal for this metric is to reinforce the Game Plan for a Healthy City goal of 100 percent of residents in each neighborhood within a 10-minute walk of a park.

Life Expectancy

Opportunities to lead a long and healthy life can vary dramatically by neighborhood. For example, as of 2015, average life expectancy in South Park Hill and Hale was 82 years, compared to 77 years in East Colfax. Gaps in life expectancy across neighborhoods can stem from multiple factors related to the built environment, including access to schools and jobs, quality of housing, opportunities to exercise and eat healthy foods, proximity to highways, access to doctors and hospitals, access to public transit, and residential segregation. The goal for this metric is 79 years, which was the average for the neighborhood with the highest life expectancy as of the adoption of Comprehensive Plan 2040.

NUMBER OF EAST AREA NEIGHBORHOODS MEETING THE TARGET

<table>
<thead>
<tr>
<th>Metric</th>
<th>2018</th>
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<tbody>
<tr>
<td>Impervious Surface</td>
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<td>4</td>
</tr>
<tr>
<td>Tree Canopy</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Access to Care: Percent of women receiving prenatal care during the first trimester</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Children at a Healthy Weight</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Access to Food: Percent of households within a half mile of a grocery store</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Access to Parks: Percent of households within a half mile of a park</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Life Expectancy</td>
<td>0</td>
<td>4</td>
</tr>
</tbody>
</table>
2.4.2 PARKS, RECREATION AND OPEN SPACE

Parks, open space, and recreation centers are often key neighborhood resources, serving to bring communities together and provide critical amenities that support recreation, leisure, and social activities. The availability of open space, park amenities and local programming has a strong impact on the quality of life of residents within the neighborhood. Utilization of these spaces and subsequent community benefit is dependent on the distribution of these facilities and the community’s ability to safely and comfortably access them. As noted in Game Plan for a Healthy City, “studies show that residents—both youth and adults—who live near a park are more likely to exercise more frequently than residents without a park near their home.” For example, when parks are closer to home, children’s use of parks increases by 400 percent and all age groups have a reduced risk of obesity.

Passive space like an open lawn can foster informal recreational, leisure, and social activities, while active spaces, such as basketball courts, tennis courts, recreation centers, or a community garden can create distinct destinations within the neighborhood. Whether our community parks or spaces are passive or programmed, they all have an impact on the overall health of the neighborhood residents.

PARKS, RECREATION AND OPEN SPACE IN EAST

The public parks within the East Area are small- to medium-sized and typically have some programming or amenities, with small areas dedicated to passive green space. There is no recreation center located within the four neighborhoods of the East Area. The closest recreation center is the Montclair Recreation Center located in the Lowry Field neighborhood. Parts of Westerly Creek run through the East Colfax neighborhood within New Freedom Park and Community Garden. No direct connection exists between this segment of Westerly Creek and the larger systems in the Central Park and Lowry neighborhoods.

Even when parks are present, lack of safe and accessible routes to open space can limit community access to these resources. The distribution of park space within the area and missing sidewalks, particularly east of Monaco Parkway and near 6th Avenue, limit the number of households that can easily access the existing parks. Additionally, the many high-vehicle-capacity roads like 17th Avenue, Colfax Avenue, Monaco Parkway, and Quebec Street can be significant barriers to accessing the existing parks in the area. Improving the connections to existing parks is discussed in Section 2.3: Mobility.

Approximately 55 percent of the households within the plan area are located within a 10-minute walk of a park (according to a CPD walkshed analysis completed in 2017). The remaining 45 percent of households that are more than a 10-minute walk are primarily in central South Park Hill, southwest Hale, parts of Montclair and parts of East Colfax. Adopted plans such as Blueprint Denver and a Game Plan for a Healthy City identify priority areas for new parks. In these plans, areas within the East Colfax neighborhood are designated as a “High Need Neighborhood”, and areas in South Park Hill, Hale, and Montclair are lower priorities.

The East Area has a robust parkway system running throughout the plan area which provides additional green spaces to the community. Although the parkways are primary enjoyed for their aesthetic benefit and currently used only sporadically by the community, they do provide additional green passive space and have the potential to increase access to parks by serving as connectors to existing parks.
EXISTING PARK ACCESS

PARK ACCESS
- Park
- 1/2-mile walkshed
- Sidewalk

Note: Parks under 1/2-acre and small linear parks not shown.
RECOMMENDATIONS

Leverage the historic parkways to connect existing open space, parks and recreational assets.

The East Area hosts a robust parkway system that may play a key role in connecting people to open space, parks, and recreational assets. During the community outreach process, the majority of participants agreed that re-thinking historic parkways while still preserving their historic character could provide better pedestrian and bicycle connections. Better access to nature, parks, recreation facilities, and other community amenities is good for mental and physical health.

A. Incorporate formal pedestrian and bicycle improvements along the existing historic parkways that meets the design guidelines for historic parkways and boulevards to create a dedicated pedestrian and bicycle network throughout the area. Parkways to be considered for concept design of an enhanced pedestrian and bicycle environment and improved street crossings include:
   1. 6th Avenue Parkway (Colorado Boulevard to Lowry)
   2. 17th Avenue Parkway (Colorado Boulevard to Monaco Parkway)
   3. Monaco Parkway (6th Avenue to 23rd Avenue)

B. Study the Design Guidelines for Denver’s Historic Parkways and Boulevards and consider updates as needed.
   1. Continue coordination with the City and County of Denver’s Landmark Preservation team, Denver Parks and Recreation, and Historic Denver in the development of the pedestrian and bicycle enhancements to the historic parkways, including identifying elements of current regulations that are inconsistent with community input and the vision for parkways, and identify next steps to implement necessary changes.

COMMUNITY FEEDBACK

“What do you like most about the East Area?”

| SHOPS & RESTAURANTS | 19% |
| ARCHITECTURE | 14% |
| LOCATION | 14% |
| DIVERSITY | 11% |
| PARKS & GREEN SPACE | 9% |

Source: 2017 East Kick-Off Survey

NEED MORE PARKS OF A VARIETY OF SIZES AND USES

Areas with a particular need include South Park Hill, near Bus Rapid Transit (BRT) stations, at the Mayfair Town Center, and along Colfax. Residents would like to see dog parks, community gardens, better lighting, bike parking, restrooms, a swimming pool, and educational programs.

SAFETY CONCERNS

Concerns over safety are a deterrent to many residents who would like to use the existing parks.

SHARED GREEN SPACES

Community members selected shared green spaces as the #3 priority to make the East area more resilient.

In terms of exploring different ideas to increase parks and open space and to better connect to existing spaces, the majority of participants wanted to explore:

1. Re-thinking parkways to provide safe and convenient pedestrian/bike connections, while retaining their historic character
2. Re-thinking street public right-of-way for parks/open space/vegetation
3. Converting existing vacant lots or underutilized parking lots into future park space

Source: February - March 2019 Workshops
RECOMMENDATIONS

PARKS, RECREATION AND OPEN SPACE

POLICY

Develop new Contemporary Parkways that connect the community to open space, parks, and recreational assets, as well as serve multiple community functions.

Informal pedestrian network on 17th Avenue Parkway

Parkways add character to a community, but parkway designs may also underutilize public right-of-way. Community members supported the idea of re-thinking right-of-way in streets to include space for green space and vegetation. One strategy of Denver’s Game Plan for a Healthy City is to consider contemporary standards for parkways throughout the city. Elements of contemporary standards for new parkways include the integration of stormwater infrastructure, native or drought-tolerant landscaping, high-efficiency lighting, varied paving systems, and bicycle and transit connections.

A. Leverage transportation network improvements (see Section 2.3 Mobility) to create Contemporary Parkways that are geared toward increased mobility options and park-like conditions to complement the Historic Parkway system.
   1. Where feasible given recommended mobility improvements, reassign portions of the public right-of-way to the function of bike, pedestrian or transit mobility, diverse green infrastructure including tree canopy, native or adapted drought-tolerant vegetation, stormwater management and improved lighting.
   2. Develop design standards that provide flexibility for Contemporary Parkways to range in size and role within the transportation and open space networks and enable bicycle and pedestrian amenities, stormwater management and infiltration, and showcase appropriate vegetation. Projects can range from a multi-faceted redesign of existing arterial right-of-way to the reallocation of right-of-way for tree-lined, shared local streets.
   3. Consider the following roadways for further study as Contemporary Parkways:
      a. 17th Avenue (Monaco Parkway to Westerly Creek): Extend the character of the existing 17th Avenue Parkway while improving the connection to the Westerly Creek System.
      b. Syracuse Street (GreenWay Park to Crescent Park): Act as a north-south connection in the East Colfax neighborhood by connecting two parks.
      c. Colorado Boulevard (from 6th Avenue to 23rd Avenue): Build on the legacy of this roadway as a Boulevard by improving the tree canopy and landscaping along this segment.
      d. 12th Avenue (Colorado Boulevard to Westerly Creek, potentially connecting to similar improvements to Downtown): Serve as an east-west continual connection between downtown and the Westerly Creek System while serving many neighborhoods in between.
      e. 22nd Avenue (City Park to Syracuse Street): Serve as a connection between City Park, Fred Thomas Park, and the commercial nodes at Kearney Street and Oneida Streets. Safe crossings of major roads and a safe, comfortable, and shaded environment could make this Contemporary Parkway the link between all these neighborhood nodes.
      f. Hale Parkway: Previous design work on Hale Parkway developed a greenway concept for stormwater management and water quality improvement, open space and recreational assets and increased bike and pedestrian facilities the length of the parkway.

BACKGROUND POLICY STRATEGIES

Q2

East Area Plan  |  2.4 Quality of Life

Informal pedestrian network on 17th Avenue Parkway
RECOMMENDATIONS

Create new community open space, parks and recreation facilities.

East Colfax community members noted the need for a community center with a strong recreational and cultural component that can uniquely serve the community’s needs. Physical and financial accessibility are important elements to consider in the design of a community center. Additionally, community members prioritized “shared green spaces” as a step toward resilience. Residents also identified a need for more parks and open space, such as dog parks and community gardens. Preferred locations were near Bus Rapid Transit (BRT) stops, at the Mayfair Town Center, and along Colfax Avenue. The majority of community input was in support of converting vacant or underutilized lots into future park space and of developing shared green space agreements.

A. Create a community center in the East Colfax neighborhood that serves several needs, such as providing a gathering space, recreation center, education and training, evening programs, non-profit space, access to city services, or food access. Community members identified Colfax Avenue in East Colfax, the post office next to Verbena park, and 11th Avenue and Syracuse Street as three potential locations.

B. Create additional community parks. Potential future locations should consider:
   1. Locations that align with Game Plan for a Healthy City priority areas for new parks, which show areas that are more than a 10-minute walk from a park. These areas that lack adequate park access are further prioritized based on factors like low car access and higher rates of low income residents. East Colfax contains high priority areas, and a large portion of South Park Hill is a low priority area. Hale and Montclair both also contain low priority areas.
   2. Areas prone to flooding (see the Storm Drainage Master Plan and/or updated data from DOTI).
   3. Mayfair Town Center, which would also enhance a central location within community and addresses local flood concerns. Use height incentives to support implementation (See Policy L3, MC-Q3).

C. Incentivize and/or require new developments, especially near Bus Rapid Transit (BRT) stations and along community corridors, to include publicly accessible outdoor spaces. Establish standards and guidelines that ensure public accessibility, design, and features that respond to the community context.

D. Strengthen partnerships with private property owners, and develop future intergovernmental agreements (IGAs) with schools, institutions and hospitals to create shared open spaces within the community. Potential locations include the following: VA Hospital, Rose Medical Center, Park Hill Elementary School, Palmer Elementary School, Odyssey School of Denver, Denver School of the Arts, Montview Community Preschool, Johnson & Wales University campus, St James School, Montclair School of Academics and Enrichment, and Ashley Elementary School.

E. Work with large campuses to explore opportunities to establish public open spaces through future redevelopment. This could include partial redevelopment within campuses that are continuing operation. Locations include Johnson & Wales University campus, the VA Hospital, Rose Medical Center, and National Jewish Health (See Policy L1, L2).

Since 1996, the City of New York has partnered with the Trust for Public Land to design and implement 200 playgrounds in New York City public schools. These playgrounds are equipped with green infrastructure to manage stormwater and improve air and water quality. This partnership added more than 160 acres of additional playground space, which benefits the nearly 4 million residents who live within a 10-minute walk of one of these sites.

Photo Source: NYC Parks
RECOMMENDATIONS

Enhance existing community open space, parks and recreation facilities

East Area community members would like to see increased activation of existing parks. Safety concerns are a deterrent to many residents who would like to use the existing parks. Preferred improvements include better maintenance and additional amenities at existing facilities such as dog parks, community gardens, a pool, enhanced lighting, bike parking, restrooms, and educational programs.

A. Increase leisure opportunities within passive park space to encourage more park visitors.

B. Encourage higher utilization of existing open space and parks by increasing local, active programming, amenities and maintenance. Community members identified the following parks as a priority:
   - Montclair Park
   - Verbena Park
   - New Freedom Park and Community Garden
   - Lindsley Park

C. Preserve existing parks and open space.

D. Increase access to existing and future recreation by improving sidewalks and other traffic calming measures. These improvements should be prioritized adjacent to parks as well as near the future BRT stops along Colfax Avenue (See Policy M9) to increase access to facilities in other neighborhoods such as the Carla Madison Recreation Center.
PARKS, RECREATION AND OPEN SPACE CONCEPTS

CONTEMPORARY PARKWAY
A system of new contemporary parkways can complement the transportation network and the historic parkways. Rethinking the right-of-way in certain streets can improve bicycle and pedestrian connections while also providing integrated stormwater infrastructure, drought-tolerant landscaping, high-efficiency lighting, and varied paving systems. See Policy Q2.

NEW COMMUNITY RECREATION CENTER
A community center with a strong recreation and cultural component can uniquely serve the East Colfax community’s needs. Residents identified Colfax Avenue in East Colfax, the post office next to Verbena park, and 11th Avenue and Syracuse Street as three potential locations. See Policy Q3A.

NEW PARKS AND OPEN SPACE
Residents identified a need for more parks and open space throughout the East area. Game Plan for a Healthy City identified priority areas for new parks as areas not currently within a ten-minute walk of a park. Priority areas can range from high priority (such as East Colfax) to low priority (such as South Park Hill) based on factors like low car access and higher rates of low income residents. See Policy Q3B.

The community identified the Mayfair Town Center as a location where a new park is a priority for height incentives for new development, and this area is also a priority to address flooding. See Policy Q3B.

Areas along Colfax Avenue (and eventually Colorado Boulevard) can be an opportunity for small-scale, public open space as part of development around the new BRT stations. See Policy Q3C.

Large campuses can be opportunities for new open space when new development occurs. This could include partial new development within campuses that are continuing operation. See Policy Q3E.

(Photo: community park in Central Park neighborhood, Denver).

ENHANCED HISTORIC PARKWAY
The robust parkway system in East has the potential to provide improved bicycle and pedestrian connections while preserving the historic character of these streets. See Policy Q1.

ENHANCED OPEN SPACE
Increased activation of existing parks through new amenities or improved maintenance can make these assets more useful to the community. This applies to existing parks. See Policy Q4.

(Photo: Verbena Park, Denver).

SHARED OPEN SPACE
Open space owned by an institution or organization can be open to the surrounding community for their use. Schools can open their schoolyards to the surrounding community during the evenings, weekends, and summers and increase the availability of open spaces within the neighborhood. See Policy Q3D.

(Photo: San Francisco Schoolyard Project)
2.4.3 ENVIRONMENTAL QUALITY AND CLIMATE RESILIENCE

Climate resilience refers to the ability of a community to respond, adapt, and recover in a sustainable way in response to the impacts of climate change. There are two main categories of these challenges: shocks and stresses. Shocks are sudden risks or events that threaten the community such as extreme heat, drought, severe storms, and urban flooding. Stresses are the daily or chronic challenges that weaken natural, built, and human systems, such as urban heat island effect, impervious surface coverage, lack of tree canopy or vegetation, aging infrastructure, poor air and water quality, water availability, and social and economic vulnerabilities. Some of the stresses of East are a result of the high coverage of impervious surfaces and the lack of green infrastructure systems. The environmental quality and climate resilience of East neighborhoods can profoundly impact the quality of life of its residents and is a key consideration in planning for a safe and healthy future.

TREE CANOPY

Tree canopy is a critical green infrastructure asset. Although the East Area has a higher-than-average tree canopy coverage, this coverage is not equal throughout the four neighborhoods. Coverage is most robust along the multiple parkways and in the residential neighborhoods.

The tree canopy is notably missing along commercial and transportation corridors and commercial and large block development pockets within the East area. These areas with minimal tree canopy coverage generally have a development pattern that includes larger building footprints and more surface parking lots, more closely resembling downtown Denver. These areas include Colorado Boulevard and Colfax Avenue, the Rose Medical Center Campus, the 9th and Colorado redevelopment, the Mayfair Town Center, and the Johnson & Wales University campus.

IMPERVIOUS SURFACE

Development patterns have increased the amount of impervious surface in the East area. Impervious surfaces (roofs, sidewalks, roadways, and parking lots) result in an increase in the quantity of stormwater runoff by reducing the absorption of rainfall, and increase surface temperatures by several degrees. This increase in runoff contributes to the flooding in several of the East Area’s neighborhoods.

More than half of the surface area within the East Area is impervious. High concentrations of impervious surfaces are along Colfax Avenue, within the Mayfair Town Center, around the Rose Medical Center near Hale Parkway, and in a few scattered areas within the neighborhoods.

<table>
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<tr>
<th>Environment</th>
<th>Quality of Life</th>
<th>Green Infrastructure</th>
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56% vs. 48%
SURFACE TEMPERATURE

Surface temperature is directly correlated to the amount of impervious surface and the lack of tree canopy. Areas with high concentrations of impervious surfaces and a lack of tree canopy result in areas with higher surface temperatures. A 2014 study by Climate Central, based on data from 2004-2013, indicated that Denver has the third most intense heat island effect in the United States compared to other American cities, with a 4.9-degree Fahrenheit increase in average urban temperatures. Trees and landscape can help reduce these impacts by creating cooling effects through shading of impervious roads and buildings and reducing absorption and reflection of heat.

Areas with warm and hot surface temperatures within the East Area are concentrated along Colfax Avenue, in the 9th Avenue and Colorado Boulevard and Rose Medical Campus developments in the Hale neighborhood, in the Mayfair Town Center, and in some smaller areas within the neighborhoods. These areas coincide with more intense development patterns, greater concentration of impervious surfaces and minimal tree canopy.

WATER QUALITY AND STORMWATER MANAGEMENT

The study of water quality refers to the understanding of the pollutants within a drainage basin that can be collected, conveyed, and discharged into urban waterways. By quantifying the pollutants within each basin and evaluating the levels of each pollutant, strategies for green infrastructure can be evaluated and implemented that can treat the water before it reaches urban waterways. The Green Infrastructure Implementation Strategy from the City and County of Denver identified 31 water quality basins, including 11 priority basins, based on several criteria. Primary criteria focused on stormwater concerns, like water quality and flooding, and secondary concerns included criteria like park density, urban heat islands, and equity.

Portions of three water quality basins fall within the East area: the Northeast Park Hill Water Quality Basin, The Westerly Creek Water Quality Basin, and the City Park/Park Hill Water Quality Basin. All three of these basins have been identified as mid-high priority basins due to poor water quality. For more information about the basin prioritization categories and criteria, see section four of the Green Infrastructure Implementation Strategy.

The existing stormwater pipe system within the East Area consists of pipes mostly 30 inches or smaller that feed into a few larger pipe systems within the area. The largest pipe system within the area runs southeast to northwest along Hale Parkway and along parts of 16th Avenue and Colfax Avenue. Other large pipe systems run along Magnolia Street and within the East Colfax neighborhood. Details of the existing stormwater infrastructure can be found in the Storm Drainage Master Plan.
COMMUNITY FEEDBACK

East Area community members are increasingly more conscious of climate resiliency challenges and the relationship between their quality of life and the quality of the environmental factors within their communities. Community members expressed their interests, concerns, and ideas through online surveys, community workshops, and outreach events.

Several storms during recent years have highlighted flooding concerns within parts of the East Area. Residents from East Area neighborhoods experience recurring flooding during summer rain events. Residents in this area have reported flooding causing property damage to homes and cars and expressed their concerns and ideas for improvement during the recent Upper Montclair Stormwater Systems Study.

Community members expressed their interest in implementing policies and incentives for new development in flood prone areas to better accommodate the flood waters and implement green infrastructure systems and materials with multiple community benefits.

Community members mentioned flood protection and green infrastructure improvements should be focused around the Mayfair Town Center, the missing sections of Westerly Creek, parts of Colfax Avenue and 16th Avenue, 7th Avenue and Jersey Street, and the alleys near New Freedom Park.

The top priorities to make the East Area more resilient include:

1. Healthy tree canopy and tree lawn
2. Bringing nature back
3. Shared green spaces
4. Native vegetation
5. Multi-purpose areas

Trees/landscaping comprised 87 percent of the comments in the 2017 Kick-Off Survey and was the most common subtopic under the Environmentally Resilient category.

ENVIRONMENTAL QUALITY AND CLIMATE RESILIENCE IN EAST, CONT.

FLOOD PRONE AREAS

Flood Prone Areas are a result of the natural terrain, undersized stormwater infrastructure system, increased impervious surface affecting stormwater runoff, and duration and intensity of a rain event. Potential inundation areas are the location where computer modeling predicts that stormwater runoff can accumulate in depths greater than what the streets are designed to handle during a major flood event.

The East Area has several low-lying areas, including along the alignment of the historic Montclair Creek, Colfax Avenue between the Mayfair Town Center and Dahlia Street, 14th Avenue and Kearney/Krameria Streets in the Mayfair Town Center area, Severn Place and Jersey Street, and 16th Avenue and Dahlia Street.

PARKS AND OPEN SPACE

Parks and open space provide many environmental and climate resilient benefits in addition to the benefits discussed in the previous section. They contribute to a comprehensive urban green infrastructure system. The pervious surfaces, vegetation, roots, and soils that compose these spaces help manage, capture, and infiltrate stormwater, which will also improve water quality and air quality and help reduce air temperature through shade and evapotranspiration. East Area parks contribute to these benefits, although the park footprint is modest compared to other parks in the city.

The East Area contains many small-to-medium-sized parks that have some form of amenities and areas dedicated to passive green space. The area also contains a robust parkway system which provides additional green spaces for the community. For a more detailed look at the parks and open space from a recreational perspective, see Section 2.4.2.
RECOMMENDATIONS

Strengthen the existing tree canopy and increase tree canopy coverage within the public right-of-way.

The East Area has a higher-than-average tree canopy coverage, but it is concentrated along the parkways and within residential areas. There are notable gaps in the tree canopy coverage along commercial and transportation corridors, such as Colfax Avenue, and near large developments within the East Area. Enhancing the tree canopy can also improve air quality and reduced risk for heat-related complications.

A. Coordinate with the City and County of Denver Office of the City Forester (Denver Forester) to support removal and replacement of deficient existing trees within the public right-of-way to ensure a healthy and sustainable tree canopy and unique community asset.

B. Increase coverage of the tree canopy through a City-sponsored community replacement program utilizing Denver-appropriate trees according to the Denver Forester’s list of approved street trees.

C. Prioritize preservation of tree canopy in right-of-way design and other Department of Transportation and Infrastructure projects.

D. Develop educational programming and partnerships within the community to increase understanding around maintenance and care of the tree canopy.

E. Support the development of an Urban Forest Plan to meet city-wide canopy goals for preservation, maintenance, implementation and funding.

BACKGROUND POLICY STRATEGIES

Protect and preserve existing tree assets in all development or redevelopment efforts.

Community members identified a healthy tree canopy and tree lawn as the top priority to make the East Area more resilient. Redevelopment efforts may impact the tree canopy coverage in the East Area, and the community expressed a desire for redevelopment to help rather than hinder efforts to expand the tree canopy. Current codes and practices may not adequately address these concerns.

A. Strengthen development standards to protect existing tree assets and increase requirements to mitigate tree loss in development or redevelopment.

1. Seek opportunities to preserve the tree canopy in large-scale residential developments, redevelopment along the Colfax corridor and within the expansion of institutions or hospital campuses.

ENVIRONMENTAL QUALITY AND CLIMATE RESILIENCE
ENVIRONMENTAL QUALITY & CLIMATE RESILIENCY OPPORTUNITIES

East Area Plan | 2.4 Quality of Life

ENVIRONMENTAL QUALITY AND CLIMATE RESILIENCY OPPORTUNITIES

- Green Infrastructure
  - Green Streets
  - Green Alleys
  - Green Roofs

- Private Property Practices
- Detention Priority Areas
- Water Quality Basin Boundary

City of Denver
City of Aurora
ENVIRONMENTAL QUALITY & CLIMATE RESILIENCY CONCEPTS

GREEN STREETS
Green streets are roadways that integrate stormwater management and water quality treatments. Elements include engineered systems such as stormwater planters and permeable paving, as well as natural tree lawns and tree canopy. Green streets can work in conjunction with streets that prioritize multimodal mobility by providing a more comfortable environment. Brighton Boulevard is a local example of a green street working in conjunction with a bicycle facility. See Policy Q8.

(Photo: Brighton Boulevard in Denver)

GREEN ALLEYS
Green alleys are alleys with increased pervious surface coverage and vegetation to aid in infiltration and water quality treatment. As a result of the increased vegetation and pervious surfaces, these alleys can transform into multimodal mobility corridors that are comfortable places for pedestrians to walk. A local example is the Westwood Via Verde, which includes enhanced alleys and green infrastructure as part of its network that will connect existing and potential new spaces. These alleys are typically within 50' of a storm drain. See Policy Q8.

(Photo: Green Alley in Detroit)

GREEN ROOFS
Green roofs are building roofs that are covered or contain vegetation. Green roofs serve several purposes, such as absorbing stormwater, providing insulation, creating habitat and reducing the urban heat island effect. The application of this concept should follow the Green Building Ordinance adopted by the City and County of Denver. See Policy Q7.

(Photo: Community College of Denver building green roof. Source: Green Roofs of Colorado)

PRIVATE PROPERTY PRACTICES
Small interventions in private property by themselves will not have a significant impact in reducing the stormwater flooding in the area. However, the cumulative effects of small interventions such as rain gardens, rain barrels, and permeable pavers can improve infiltration and water quality treatment of stormwater and provide multiple benefits to the community. Private property practices should occur in low and low-medium residential future places. See Policies Q6, Q7, and Q8.

STORMWATER DETENTION/PARKS
Parks provide important stormwater management benefits. If properly designed, open space can be used to capture stormwater during intense rain events while providing recreational and social uses during dry times. Stormwater detention areas are found anywhere within flood prone areas. See Policy Q8.

Woodbriar Park in Greeley, Colorado (shown in photo) is another example of a neighborhood park redesigned to allow for stormwater detention during intense rain events.

ENHANCED RIPARIAN ZONE
Riparian zones provide many environmental and recreational benefits to streams, groundwater and downstream land areas. These areas are especially valuable in or downstream of urban areas. Their natural functions can counteract the effects of concentrated runoff from pavement and buildings and improve the water quality of historic basins. Riparian features can include public art, enhanced landscaping, daylighted stream channels and natural vegetation.
Designs are being considered to develop Hale Parkway into a greenway for stormwater management and water quality improvement.

**RECOMMENDATIONS**

**Q7**

Increase the pervious surface coverage through the design and implementation of green infrastructure systems to increase environmental performance (infiltration, evaporation, evapotranspiration, carbon sequestration, shade, and urban heat).

The East Area’s impervious surface coverage is higher than the city average. This disparity is linked to historical development patterns in which permeable surfaces are replaced with roads, parking lots, sidewalks, and rooftops, and unless reversed, these patterns can negatively impact quality of life for East Area community members by increasing stormwater runoff, reducing rainfall absorption, and increasing surface temperature.

**A.** Explore opportunities to convert existing impervious surface within public right-of-way to pervious surface through the addition of street trees, tree lawn or bulb-outs, trails, parkland or native vegetation.
   1. Coordinate with the design of future Contemporary Parkways (See Policy Q2).
   2. Integrate with BRT design along Colfax Avenue and redesign of public right-of-way streetscape and remnant parcels to improve infiltration and reduce runoff.

**B.** Develop design guidelines for a contemporary tree lawn.
   1. Remove and replace impervious areas between the sidewalk and street with 4”-6” depressed lawn or streetscape that improves infiltration and reduces runoff.
   2. Coordinate implementation through roadway, stormwater and sanitary projects within the right-of-way.

**C.** Increase the requirements for pervious acreage, water conservation in landscaping and inclusion of natural vegetation for redevelopment and new development.

**D.** Work with private property owners, business improvement districts and other neighborhood organizations to transition underutilized paved lots to pervious surfaces.

**E.** Update standards for new buildings to encourage the integration of green infrastructure and resilient design, such as low-energy cooling techniques, battery storage, storm resistance, limited impervious surfaces, and use of drought tolerant plants that provide pollinator habitat.
RECOMMENDATIONS

Encourage sustainable water management practices including stormwater management, flood protection, water quality, and water use.

Community members are interested in policies and incentives that support stormwater management and flood protection in areas of new development. Green infrastructure is a useful design tool that supports several community goals related to water quality and use, access to green and open space, and environmental resilience.

A. Implement a system of green streets and green alleys to increase the water quality treatment of stormwater, prioritizing streets based on the City’s Green Infrastructure Implementation Strategy.
   1. Prioritize the implementation of green streets that offer safer street crossings and coincide with priority bicycle corridors and connections to key neighborhood destinations like schools, grocery stores, parks, churches, and community centers.

B. Support the continued study and design of the Hale Parkway concept to develop a greenway for stormwater management and water quality improvement, open space and recreational assets and increased bike and pedestrian facilities the length of the parkway.

C. Encourage the use of Denver-appropriate vegetation that is drought-tolerant and uses a minimal amount of water within the right-of-way.

D. Restore the health of the waterways like Westerly Creek by daylighting where feasible, increasing the treatment of stormwater upstream, and improving street cleaning in contributing streets.

E. Incorporate enhanced strategies in riparian zones to utilize the natural benefits of historic water patterns.

Q8

Example of a green alley in downtown Fort Collins, CO
2.4.4 ACCESS TO HEALTHY FOOD

The 2017 Denver Food Vision envisions a city where every neighborhood is a complete food environment, which means that residents have access to a full range of food amenities and supporting infrastructure. A complete food environment is inclusive of the cultural, commercial, and agricultural aspects of food and community.

According to the 2016 Denver Food System Baseline Report, one in five children and one in six adults in Denver suffer from food insecurity, which means they lack consistent access to enough food for an active, healthy life. Inequitable access to healthy, affordable foods has been shown to contribute to nutritional inequalities, a risk factor for diet related poor health outcomes such as cardiovascular disease, diabetes and obesity. This means that communities of color, immigrants, seniors, single parent households and rural communities are more likely to experience diet-related health problems. These same communities are also more likely to experience more chronic stress due to poverty, systemic racism and lack of health care resources, which can all contribute to lower rates of life expectancy.

HEALTHY FOOD IN EAST

One in four households in the East Area are within a half mile (roughly a ten-minute walk) of a full-service grocery store. However, even residents living nearby often find that walking or biking feels unsafe, particularly navigating Colfax Avenue and adjacent high-volume traffic corridors (which are discussed further in Section 2.3 Mobility) that lack adequate sidewalks, bike facilities, stop lights, or safe traffic speeds.

There are relatively high concentrations of convenience stores in the East Area, particularly along Colfax Avenue. Those stores can provide an important source for food and may be the only place within walking distance that accepts Electronic Benefits Transfer (EBT), Supplemental Nutrition Assistance Program (SNAP) or other federal food benefits, though they often carry limited fresh food options.

The East Colfax neighborhood has the most limited access to healthy food in the plan area based on proximity to a full-service grocery store and average household incomes. However, the East Colfax neighborhood does have a variety of immigrant-owned food stores and restaurants that serve as an important source of culturally-relevant food for certain segments of the population.

While food access depends on physical proximity, another key factor is the ability to afford food and the availability of food that is culturally relevant. Food access also depends on the physical capacity and knowledge to prepare and eat healthy food.

Cost is often the main barrier to accessing healthy food for families with limited food budgets. Typically, highly processed foods are less expensive, meaning that families can get more food with less money when they purchase processed foods.
RECOMMENDATIONS

Q9

**Improve the physical connections to grocery stores and other locations with healthy food options.**

Providing pedestrian, bike, and transit routes to grocery stores that are universally accessible, well-marked, safe, and convenient is an important component to food access. East Area stakeholders identified improved bike, pedestrian, and transit access to food as a top priority for a complete food environment. During the “Food in Communities” outreach meeting for East Colfax and Northwest Aurora residents, limited transportation to stores and food pantries was identified as one of the biggest barriers to accessing fresh food.

**STRATEGIES**

A. Work with Denver Department of Transportation and Infrastructure to:
   1. Install missing sidewalks and make crosswalk safety upgrades near food providers, prioritizing improvements near major grocery stores and other key fresh food sellers such as food banks and Healthy Corner Store Initiative participating stores. (See Section 2.3 Mobility)
   2. Provide adequate biking, walking, and transit infrastructure around and near grocery stores, food pantries, and community gardens. (See Section 2.3 Mobility)

B. Work with RTD and East Colfax organizations to ensure adequate bus frequency and connections from the East Colfax neighborhood to full-service grocery stores and food pantries to the north, east, and south of the neighborhood.

Q10

**Develop a seasonal farmers market in the East Colfax neighborhood.**

The second priority for a complete food environment for East Area residents was more places to procure fresh, local produce within the community, including a farmer’s market. This idea especially resonated with residents in the East Colfax neighborhood.

**STRATEGIES**

A. Work with neighborhood groups to facilitate the development of a seasonal or year-round farmer’s market.
   1. Identify public property suitable for an outdoor farmers market in the short term. Preferred locations would include good visibility, convenient access, and adequate outdoor space, such as school parking lots.
   2. Convene non-profit organizations that host farmers markets in other areas of the City such as Colorado Fresh Markets and Mo’ Betta Green MarketPlace with neighborhood organizations to discuss the viability of a farmer’s market in the East Colfax neighborhood.
   3. Connect organizations to funding sources, including the USDA Farmers Market Promotion Program and the local foundations interested in food access such as the Colorado Health Foundation.
   4. Consider City support for a farmers markets start-up costs through a sponsorship or small grant.

**BACKGROUND POLICY**

East Area Plan | 2.4 Quality of Life

In Denver’s Westwood neighborhood, Re:Vision has taken a multi-disciplinary approach to food access and community building since 2009. Among the group’s initiatives are a food cooperative and a backyard growing program. What makes the Re:Farm backyard garden model unique is that it connects available yards with growers. Residents with spare yard space can agree to allow other community members to plant food on their property. By 2014, Re:Vision had directly built or facilitated 2,000 gardens in Westwood and adjacent neighborhoods. In all, these gardens yielded half a million pounds of fresh produce and saved families significant money at the grocery store. Part of the reason Re:Vision has been so successful is that it was created by the community, for the community. It recognizes the people as integral component of the food system.

**Case Study:**
ReVision Backyard Garden Initiative (ReFarm), Denver

Photo Source: Revision CoOp
**RECOMMENDATIONS**

**Q11**

**POLICY**

Recruit an affordable, healthy grocery retailer to serve East Colfax residents.

In the 2017 Kick-Off Survey with over 1,000 respondents, a grocery store was listed as the most important neighborhood amenity. The East Colfax neighborhood does not currently have a full-service grocery store and has limited access to healthy food. Recruiting a grocery store is a critical element of creating a complete food environment in East Colfax.

**BACKGROUND**

**A.** Use incentives to attract a grocery store in the East Colfax neighborhood.

1. Leverage existing programs, like the Colorado Fresh Food Financing Fund (CO4F) and the Denver Economic Development & Opportunity (DEDO) office recruitment efforts, to help attract an affordable grocery retailer.

2. Consider funding for traditional for-profit models as well as non-profit enterprises such as Baltimore’s DMG Foods and Denver’s The GrowHaus, described in the profile on Affordable Grocery Retail Models.

3. Pursue solutions to provide fast-track permitting, increased translation/interpretation services and fee/fine waivers for grocery stores located in underserved areas.

4. See Section 2.2 Land Use and Economy recommendations related to new development incentives for community-serving retail.

**STRATEGIES**

**Case Study:**

**The GrowHaus, Denver**

Denver’s The GrowHaus (above), serving the Globeville and Elyria-Swansea neighborhoods, is a community enterprise that combines indoor growing with retail. The growing and production portions include hydroponic vegetable farming, aquaponics, and a commercial kitchen. The retail storefront sells produce grown on-site along with a wide array of prepared foods and household products. Residents in the immediate zip-code receive discounted pricing, helping to keep healthy food affordable in the neighborhood.

**DMG Foods, Baltimore**

The Salvation Army’s DMG Foods is a non-profit grocery store in Baltimore, developed to increase healthy and affordable food access for anyone in the community. Designed like a traditional grocery store, DMG Foods also houses a number of programs related to nutrition education, meal planning, and workforce development.

**Case Study:**

**Shape Up Somerville, Massachusetts**

Shape Up Somerville recognizes and promotes healthy restaurants throughout the city. Shape Up “approved” meals at participating restaurants are considered healthy because they contain lean proteins, heart-healthy fats, whole grains, and items that are not deep fried. Participating restaurants receive free publicity, and often are preferred caterers for city events/meetings. Approved meals are reviewed by a certified nutritionist. The program periodically does a promotion highlighting immigrant-run restaurants.
RECOMMENDATIONS

Q12

**Expand healthy meal options available in the East area.**

On average, households spend approximately half of their food budget on prepared foods, and East Area stakeholders expressed desire for additional healthy, fast-casual restaurant options. During the "Food in Communities" outreach meeting for East Colfax and Northwest Aurora residents, one of the biggest barriers preventing fresh food access was the limited selection of culturally relevant foods. In the Kick-Off Survey, dining was listed as the second most important neighborhood amenity. Access to healthy prepared foods is an important part of a complete food environment, and East Area residents expressed a desire to retain and expand food businesses (including grocery markets and restaurants) that offer a diverse array of culturally-relevant foods.

A. Recruit healthy, fast-casual restaurants to East Area commercial corridors and nodes.
   1. Coordinate with Denver Department of Economic Development & Opportunity (DEDO), local organizations, and the proposed International/Cultural District (See Policy C-E3) to recruit new healthy, fast casual restaurants.

B. Develop a shared commissary kitchen facility, or a shared commercial kitchen, that provides affordable space to incubate new food businesses.
   1. Work with local organizations, such as the proposed International/Cultural District (See Policy C-E3) to:
      a. Identify a location, funding, and an operator for a commissary kitchen.
      b. Develop a "health track" that provides additional support for food businesses that create healthy, affordable ready-to-eat meals such as mentorship, assistance with permitting and licensing, connections to local markets/stores, assistance locating affordable rental space, and start-up cost support.
   2. Consider co-location with the proposed community center in East Colfax (See Policy Q3) or the nearby commercial kitchen El Alba in west Aurora.

C. Incentivize existing restaurants to offer healthier options.
   1. Work with local organizations like the proposed International/Cultural District (See Policy C-E3) to incentivize restaurants to offer healthier options. Consider expanding on the work done by the Rethink Your Drink project led by Denver Public Health and the American Heart Association and Colorado Smart Meal Program to pilot an incentive program that could include free publicity, consultations with trained dietitians and chefs, and free nutrition analysis of menu items. (See profile of Somerville’s Shape Up program).

Q13

**Support food growing and production included in community amenities.**

East Area stakeholders identified food grown in public spaces as an important priority. Members of the public were generally enthusiastic about encouraging more household food production on private yards. The East Area has some new successful community gardens, such as the one located at New Freedom Park in East Colfax. In contrast, Montclair does not have any formal community gardens, but it does have a handful of small parks where community gardens could be integrated.

A. Work with Denver Urban Gardens to provide funding and identify locations to develop new community gardens and protect existing active gardens in the East Area, such as at existing community centers with available open space including parks, schools, hospitals, and religious institutions.
   1. Assess community support for new gardens in the existing parks and open spaces in Montclair.

B. Seek out partnerships with institutions that might have available land to dedicate to community gardens, including Johnson & Wales University campus in South Park Hill.
   1. Through the proposed Hospital Working Group (see Policy E12), encourage hospital campuses to dedicate portions of their properties to community food gardens.

C. Determine feasibility for an indoor food growing facility in the East Colfax neighborhood, possibly in conjunction with the proposed East Colfax Community Development Corporation. Consider Denver’s The GrowHaus as a model.

D. Analyze the barriers and constraints to food growing on public and private properties throughout the East Area, such as land use, zoning, permitting, maintenance, or building regulations.

E. Support neighborhood-driven initiatives that facilitate the development of backyard gardens.
   1. Connect interested organizations with funding and technical assistance to launch “yard sharing” food production initiatives. (See the profile on ReVision Backyard Garden Initiative).
RECOMMENDATIONS

**Case Study:**
Aria Denver’s “Agrihood”, Denver

Aria Denver is a recently developed mixed income community at Federal Boulevard and 52nd Avenue that prominently features food production and wellness. The community has a one-acre farm, designated residential plots, and an 1,800 square foot greenhouse. These amenities provide food growing spaces for all residents, while also encouraging intergenerational social interaction and physical activity. Through a partnership with nearby Regis University, Aria Denver offers gardening and nutrition classes for residents, and job-training for low-income youth.

**Case Study:**
Affordable Grocery on Wheels: Any Street Grocery, Denver

Any Street Grocery is a bus-turned-market that sells healthy, affordable food basics in some of Denver’s underserved neighborhoods. The non-profit enterprise launched in 2018 with a limited schedule, making weekly stops at community facilities like recreation centers. To cover costs, Any Street Grocery also visits citywide events like Taste of Colorado where they can charge a higher premium for products. To make an affordable, mobile grocery operational and successful, substantial grant funding and community partnerships are crucial.

Q14

**Support innovative community food access projects.**

Non-traditional grocery models can increase access to fresh, healthy foods, particularly for populations that may not otherwise have access to fresh food. Additionally, affordable housing developers and institutions like schools and hospitals are increasingly incorporating amenities related to food access.

A. Work with property owners to incorporate food access in new developments.
1. Consider incentives such as height bonuses (see Policy L3) or subsidies for housing developments that incorporate food growing, production, or other food access amenities. (See profile on Aria Denver’s “Agrihood”).
2. Leverage funds such as CHFA’s Healthy Housing Loan Program and/or Denver Housing Authority’s Healthy Living Initiative to incorporate food access and programming (e.g. pop-up food pantries; nutrition or cooking classes) into affordable housing developments.
3. Prioritize funding or incentives for projects that offer additional community benefits, such as community ownership structures or local hiring opportunities.

B. Support innovative grocery models (see profile on Any Street Grocery), particularly in areas of limited healthy food access.
1. Provide business assistance, including increased translation/interpretation services, streamlined permitting, and connections to resources and grant funding.
2. Consider models such as produce box delivery or pickup.

C. Increase demand for and knowledge about healthy food through food skills programs in East Area schools, community centers, and retailers in alignment with existing and proposed citywide programs.
1. Seek partnerships with Denver Public Schools, hospitals, community organizations, food banks, food access programs, and local restaurants to pool together resources to deploy more workshops and education programs for area households.
RECOMMENDATIONS

Q15

Support initiatives that address food insecurity.

Food insecurity, or lacking consistent access to enough food for an active, healthy life, affects households in the East Area. The federal Supplemental Nutrition Assistance Program (SNAP) is intended to help stretch food budgets to purchase healthy food. However, only 43 percent of East Area who qualify for SNAP are enrolled. Food rescue organizations are a strong asset in the East area but could offer more and better food with additional technical assistance.

A. Implement recommendations from Closing the SNAP Gap in Denver report to increase enrollment in SNAP for those who are eligible.

B. Expand the capacity, efficiency, and public awareness of area food banks and food rescue networks, in alignment with citywide efforts.

1. Work with schools, business districts, hospitals, and other community organizations such as East Colfax’s Counterpath to promote existing emergency food access sites to make them more publicly known and universally accessible, such as the locations at schools, religious institutions senior centers, and Denver Urban Garden facilities.

2. Strengthen the capacity of local food pantries through additional funding, purchasing power, and efficiencies such as shared refrigeration and storage infrastructure.

3. Promote on-site food growing at food pantries to supplement fresh produce inventory. (See profile on Metro Caring Freight Train Garden)

4. Support food pantries that continue to explore innovative methods of connecting hungry families with emergency food, beyond brick-and-mortar pantries, such as mobile food distribution and pantries that are committed to expanding hours of operations and fresh food and ready to eat complete meal options.

5. Implement recommendations from the 2018 Strengthening Denver’s Food Rescue Ecosystem report to increase the amount of food rescued and provided to East area residents in need.

Case Study:
Metro Caring’s “Freight-Train” Garden, Denver

Along with meat and dairy, fresh produce is one of the more difficult items for food banks to supply consistently. Metro Caring, a prominent food pantry in City Park West, recently received a donated train car from neighboring Saint Joseph Hospital to pilot an innovative indoor food growing system. The retrofitted 40-foot long freight train car sits in the organization’s parking lot, where it can grow up to 600 plants every week. Food grown in this self-sustaining, soil-free, controlled environment will help supplement fresh produce available for food bank clients.

Photo Source: Metro Caring
HEALTHY FOOD OPPORTUNITIES
HEALTHY FOOD CONCEPTS

FARMERS MARKET
A seasonal food market can provide a venue for farmers and vendors to sell fruit, vegetables, and other products in an indoor or outdoor setting. Priority areas for farmers markets include what the Land Use & Built Form section maps as a Community Corridor, Local Corridor, Regional Center, Community Center, Local Center, Campus, or Parks & Open Space that are also within a limited food access area. See Policy Q10.

(Photo: City Park Farmers Market, Denver)

HEALTHY RESTAURANTS
Restaurants or grab-and-go vendors can specialize in meals that are both quick and healthy. Some models also provide affordable fast-casual meals to communities with limited food access. Priority areas for healthy restaurants include what the Land Use & Built Form section maps as a Community Corridor, Local Corridor, Regional Center, Community Center, Local Center, or Campus. See Policy Q12.

(Photo: Superfruit Republic, Central Park, Denver)

GROCERY STORE
A retail establishment can sell healthy, culturally appropriate food ingredients including fresh fruits & vegetables, dry groceries, and meat/poultry/seafood. Priority areas for a grocery store include what the Land Use & Built Form section maps as a Community Corridor, Local Corridor, or Local Center that is also within a limited food access area. See Policy Q11.

(Photo: Choice Market, Broadway, Denver)

COMMUNITY GARDEN
Public or private land can be used by community members to cultivate fruit and vegetables. Gardens can be shared plots on private or public land or auxiliary uses for organizations like schools and religious institutions. Stakeholders prioritized “growing more food on public and private land.” Priority areas for community gardens include what the Land Use & Built Form section maps as a Center, Corridor, Campus, Park or select residential places (High, High-medium, or Low-medium Residential) that are not within a quarter mile of an existing community garden. See Policy Q13.

(Photo: New Freedom Park Community Center, Denver)
RECOMMENDATIONS

A. Encourage and incentivize more corner and convenience stores in the East Area to sell a greater variety of healthy food items.
   1. Continue to engage with East Area convenience stores, through Denver’s Healthy Corner Store Initiative or similar programs, to provide incentives, financial support, and technical assistance.
   2. Remove barriers faced by smaller stores to carry fresh produce, such as working to launch or fund value chain coordination and small-scale distribution projects and social enterprises that connect agricultural producers and other healthy food suppliers to retailers.
   3. Support the expansion of nutrition incentive programs such as Double Up Food Bucks or create a new city-wide incentive program that reaches people unable to access Double Up Food Bucks.

B. Retain existing small food retail businesses, particularly those already selling healthy and/or culturally diverse food, in areas where commercial rents or property costs have become burdensome.
   1. Prioritize support for food businesses in East Colfax that demonstrate financial assistance needs.
   2. Connect food retail businesses with financial support from city or statewide programs such as the Colorado Fresh Food Financing Fund (CO4F).
   3. See Section 2.2 Economy and Housing for additional recommendations for small business assistance.
2.4.5 ACCESS TO HEALTH CARE

Access to health care, including preventive and mental health care, is one of several factors that impacts health. One calculation estimates that clinical care influences about 15 percent of a person’s health. While physical access to health facilities impacts access, another critical factor is the ability to pay for medical care. (See Section 2.2.3 for more information on social services.)

HEALTH CARE IN EAST

The East Area is served by Rose Medical Center in Hale and National Jewish Health at Colorado Boulevard in both Hale and Congress Park. East Colfax has one Home Health facility identified within the neighborhood. The Lowry Family Health Center, located on the northern edge of the adjacent Lowry neighborhood, provides some essential healthcare services to the East Colfax community including services provided through its Denver Health Refugee Clinic. Mental health services are also a critical component of health care. Access to healthcare is of particular concern in East Colfax, which has the highest percentage of delayed care due to cost and the lowest rate of prenatal care during the first trimester within the East Area.

One health-related issue is potential for exposure to lead. Lead exposure through the built environment impacts health, and the risk for lead exposure varies by location. The Colorado Department of Public Health and Environment (CDPHE) measures lead exposure risk through an index that includes three measures: housing age (lead paint was common in homes built before the 1970s), income (households with lower incomes are more likely to live in rental properties, and many houses that have unmitigated lead paint are rental properties with deferred maintenance), and percent of children under the age of six (children are more vulnerable to lead exposure and more likely to come into contact with it when lead is present). According to the CDPHE Lead Risk Exposure Index, portions of all neighborhoods in East have at least some risk of lead exposure. Montclair and East Colfax south of Colfax Avenue have the highest risk value on the index.

Another potential source of lead exposure is through water. Denver Water provides lead-free water, but lead can get into the water as it moves through lead-containing household fixtures, plumbing and water service lines (the pipe that brings water into the home) that are privately owned. Denver Water’s Lead Reduction Program was initiated in 2019 by the EPA and CDPHE to identify and replace sources of lead in water. Households with potential lead exposure are part of the program and were notified in early 2020.
RECOMMENDATIONS

Q17

Increase access to lower-cost healthcare in East.

The ability to have adequate healthcare depends on both physical access as well as affordability.

A. Partner with Denver Health to deploy more free or reduced cost mobile clinics, including the Women’s Mobile Clinic, and/or Healthy Communities Outreach Program resources to residents in the East Colfax neighborhood.

B. Increase East Area resident awareness and utilization of new and existing public health resources, particularly preventive care services.
   1. Work with partners including the Denver Department of Public Health & Environment (DDPHE), Denver Health, and other medical providers to promote free or reduced cost healthcare programs (see Policy E12).

C. Integrate preventive healthcare with food access initiatives.
   1. Facilitate a pilot project with area hospitals and food access organizations, community centers, healthy corner stores, and future farmers markets to create ‘one-stop-shops’ for health, that integrate healthy eating with preventive healthcare. Elements of the pilot could include: healthy food prescription programs, health screenings, and nutrition or cooking classes all offered within the store or other identified community space. (See profile on the Lankenau Medical Center and the Food Trust partnership in Philadelphia.)

D. Work with Denver Health and other partners to identify the key barriers to accessing first trimester prenatal care, with a focus in the East Colfax neighborhood.

Case Study:
Lankenau Medical Center and the Food Trust – West Philadelphia, Pennsylvania

In Philadelphia, the Food Trust (a food-access advocacy organization) and a local hospital network teamed together to bring healthy food and preventative healthcare to the community.

First, the hospital started a program that encouraged doctors to “prescribe” nutritious food to patients. Eligible participants received “Philly Food Bucks” that were redeemable to buy fruits and vegetables at farmers markets and participating food stores. In addition to their healthy food prescription, patients received nutrition education, as well as information on other community resources. Health screenings at the farmer’s market helped connect vulnerable populations to resources and follow-up care. The “one stop shop” approach brought a new level of convenience, trust, and accessibility to healthcare.


Photo Source: The Food Trust
Address elevated lead exposure risk, particularly in East Colfax and Montclair.

Most of the East Area is considered at high risk for lead exposure based on housing age, household income, and children under the age of six with the highest risk in Montclair and East Colfax south of Colfax Avenue. Many older homes that have not addressed exposed lead are rental properties where landlords have deferred maintenance. According to the Denver Department of Public Health and Environment, East Area’s immigrant and refugee populations may be especially vulnerable to lead exposure.10

A. Encourage East Area landlords and homeowners to work with DDPHE and DURA to ensure exposed lead in residential buildings is addressed.
   1. Utilize DDPHE Lead Exposure Risk Program’s recent HUD funding to provide landlords with financial support to make property improvements that address lead levels.

B. Increase opportunities for children to be screened for elevated blood lead levels.
   1. Evaluate whether lead screening for children can be coordinated through Denver Health’s Refugee Clinic, or future mobile clinic programs, with a specific focus on neighborhoods and households at risk in the East Area.
2.4.6 COMMUNITY SAFETY AND WELL-BEING

The built environment can have a significant impact on safety, the perception of safety, and mental well-being. The World Health Organization defines well-being as being achieved when “every individual realizes his or her own potential, can cope with the normal stresses of life, can work productively and fruitfully, and is able to make a contribution to his or her community.”

Neighborhoods that are walkable and have active public spaces tend to provide environments where people feel safe and socially connected. Proximity to parks and trees has been linked to improved mental and physical well-being.\textsuperscript{11} In contrast, areas that are perceived to be unsafe have been shown to reduce residents’ likelihood to participate in outdoor activities, which diminishes opportunities for social interaction and physical activities that promote well-being.\textsuperscript{12} Specifically, fear of crime has been shown to have an adverse impact on well-being and on health behaviors such as physical activity.\textsuperscript{13} Additionally, external stressors such as poverty and displacement can have a negative impact on well-being.\textsuperscript{14, 15} While this section focuses on recommendations to improve safety and well-being through the built environment, recommendations in Section 2.2 Economy & Housing that address poverty and displacement are critical to mental well-being.

COMMUNITY SAFETY IN EAST

Many of stakeholders’ top priorities for making the East Area feel safer and more comfortable are related to changes in the built environment, including better lighting, more public art, and more pedestrian activity on sidewalks. Some areas, including commercial corridors, have fewer street trees, limited pedestrian lighting, and underutilized, vacated spaces.

The East Area’s average crime rate is higher than the citywide average, particularly near the eastern end of Colfax Avenue in the East Colfax neighborhood.\textsuperscript{16} Crime is concentrated along the Colfax Avenue corridor. Violent crimes (including aggravated assault, murder, and robbery) that occurred between 2012 and 2017 tended to cluster along the stretch of Colfax Avenue east of Quebec Street. Non-violent crimes, which are defined to include drug and alcohol offenses, public disorder offenses such as disturbing the peace, loitering, and prostitution, were also more prevalent in this general area. These areas also tend to also lack elements of the built environment that provide a sense of place and discourage crime.
Incorporate design elements that create welcoming and inclusive environments in public spaces.

Many cities have implemented the practice of reducing crime through urban and environmental design. While such strategies have been embraced by practitioners and many law enforcement agencies, including the Denver Police Department, they often result in the exclusion and/or endangerment of segments of the community, including people of color and people experiencing homelessness. These strategies, which include street lighting, maintenance, public art, and street level activation, must be community-led to ensure they are implemented in a manner that is culturally appropriate and respectful of existing communities and residents. Additionally, they must be reinforced with strategies listed in the Economy section of this plan. The goal of these strategies is to foster social interaction, create a sense of community, and improve safety and well-being. Participants in public workshops listed activity on the street and public art as their top two priorities for creating welcoming and inclusive public spaces.

A. Establish a process to ensure that implementation of the following strategies is led by the community, including identifying which spaces they want to transform and how.

B. Provide adequate street lighting, including pedestrian-scale lighting, prioritizing areas along the High Injury Network (HIN) designated in Denver’s Vision Zero Action Plan and along streets designated as pedestrian priority in this plan.
   1. Work with the Department of Transportation and Infrastructure to prioritize installation and upgrades to pedestrian and street-pedestrian combination light fixtures. These upgrades should be in coordination with other mobility improvements, including those recommended by this plan (See Section 2.3 Mobility), including in alleys (See the City and County of Denver Street Lighting Design Guidelines).
   2. Work with local organizations to explore tools such as incentives, grants, and training to encourage businesses and other property owners to install appropriate exterior lighting.

C. Conduct targeted maintenance and improvements along Colfax Avenue and other key East Area commercial nodes.
   Work with local organizations to:
   1. Coordinate with Department of Transportation and Infrastructure to identify funding for and areas in need of increased base-level services including power-washing, trash removal, and improved streetscaping maintenance.
   2. Encourage and fund maintenance or clean-up of derelict private and public properties.
   3. Coordinate with the Harm Reduction Action Center to identify areas where safe needle deposit boxes are needed and supported.
   4. Identify funding and incentives to encourage façade improvements and outdoor seating for existing buildings and businesses.
   5. Identify funding and incentives to install benches, informational signage, and trash receptacles.
   6. Create an “Activate Alleys” program that could assist property owners in creating public realm improvements in and around alleyways, such as murals, sculptures, and other imaginative placemaking interventions like artistic street furniture. Prioritize alleyways in or near commercial areas.

D. Encourage public art.
   1. Work with neighborhood groups to:
      a. Increase awareness of existing arts-specific funding opportunities, such as the “P.S. You Are Here” grant, which can be used to beautify elements of infrastructure such as utility boxes, bus stops, and dumpsters.
      b. Provide “How to Write a Proposal” informational sessions to encourage greater participation in the Request for Proposals process for arts-specific funding opportunities.
      c. Create activity on sidewalks and public places during evening hours through creative lighting interventions and activities like glow-in-the-dark board games, outdoor film screenings, and night markets.
      d. Engage community members in public art projects and gather feedback for priority areas, such as intersections or underutilized lots, and topics.

E. Partner with RTD and other relevant organizations to construct and maintain public restrooms at appropriate locations, including mobility hubs (see Policy M8).
STREET ACTIVATION THROUGH DESIGN OPPORTUNITIES
PEDESTRIAN LIGHTING PRIORITY AREAS

Adequate street lighting, including pedestrian-scale lighting, can help address two of the community’s top concerns: pedestrian safety and crime prevention. Improvements and maintenance should be prioritized along the High Injury Network (HIN) designated in Denver’s Vision Zero Action Plan, and in along streets designated as pedestrian priority streets in the Mobility section of this plan. See Policy Q19.

Photo: Creative lighting in Central Park, Denver

STREET LEVEL ACTIVATION AND PUBLIC ART PRIORITY AREAS

Street-level improvements such as public art and street level activation through building design can foster social activity and a sense of safety. Areas prioritized for these improvements include areas along Colfax Avenue within walking distance to transit hubs, particularly in areas where more activity is needed to increase community safety. See Policy Q19.

Photo: Westword
The Mural Arts Program in Philadelphia beautifies blank walls throughout the city with colorful art, and does so by training and recruiting artists from typically marginalized populations. Participants include previously incarcerated youth, parolees, and the formerly incarcerated. The end result is that of transforming physical spaces, building community pride and safety, and bringing restorative justice to individuals.

Juxtaposition Arts is a nonprofit that empowers historically marginalized populations by creating pathways for youth interested in the creative workforce. The organization has been hired to produce art around Minneapolis to transform places from bland and unsafe to colorful, safe, and functional. Juxtaposition is known for its colorful murals and tactical urbanism projects that renovate community spaces with creative lighting, seating, and glow-in-the-dark materials.

Support community-building initiatives in East Area neighborhoods.

As East neighborhoods continue to change, awareness of neighborhood history, sense of place, and social capital can erode and change over time. The physical and social fabric of East Area neighborhoods should lend themselves to a culture of neighborliness, engagement, and social interaction. To the extent possible, the City should support civic organizations and informal networks that make people feel connected to their neighbors and to the history of their neighborhood.

A. Support RNOs and other community organizations in offering programming that connects new residents with long-standing community residents.
   1. Help organizations fund the development and distribution of materials such as “new resident guides”, that include information about the neighborhood’s history.
   2. Support creative, low-cost ways to orient residents to a neighborhood, such as periodic neighborhood walks or “meet and greets” with long-standing community members.
      a. Examples of City support could include a guidebook on informal neighborhood community-building ideas, small grant funding opportunities, or a social media-based competition to reward neighborhoods for creative, well-attended informal social programming.
      b. Encourage East Area organizations that are already doing community-building work to help spearhead these efforts.

B. Encourage more neighborhood-oriented “pop-up” events that take advantage of and activate outdoor public spaces.
   1. More broadly promote the Denver Days program to residents, RNOs, and multi-unit property managers.
   2. To facilitate more “pop-up” events and temporary placemaking projects in the East Area, actively seek out Community Streets Program applicants from East Area residents and neighborhood groups.

C. Provide meeting and event space within City facilities, such as libraries or recreation centers, for free if being used for a meeting or activity that is specifically community-centered.
ENDNOTES

1 VCU Center on Society and Healthy
3 The Trust for Public Land, NRPA, and ULI, 10minutewalk.org, https://www.10minutewalk.org.
5 https://www.denvergov.org/content/dam/denvergov/Portals/690/Healthypercent20Food/COD_2016_Food_Baseline.pdf
6 https://hungerandhealth.feedingamerica.org/understand-food-insecurity/
9 "Delayed medical care" is defined as needing medical care within the past twelve months but unable to see a medical professional due to the cost of services. CDPHE estimates based on Colorado Behavioral Health Risk Factor Surveillance System data (2014-2017).
10 Denver Department of Public Health and Environment Lead Exposure Risk Program.
17 City of Denver Police Department District 6, Citizen Advisory Board meeting, March 21, 2019
3 NEIGHBORHOODS OF EAST

IN THIS SECTION:

3.1 OVERVIEW (P. 164)
3.2 EAST COLFAX (P. 165)
3.3 HALE (P. 183)
3.4 MONTCLAIR (P. 197)
3.5 SOUTH PARK HILL (P. 211)
### 3.1 OVERVIEW

The East Area is made up of four distinct neighborhoods, which are defined by boundaries defined by the United States Census Bureau, called statistical neighborhood boundaries. While there are some issues that affect all the neighborhoods, there are many that impact individual neighborhoods differently, and require unique recommendations. This section will address each neighborhood separately and provide more detailed guidance than the area-wide recommendations.

- The neighborhood summary map, called a plan on a page, provides a summary of recommendations and where they apply in each neighborhood.

- The overview provides an analysis of the existing character in each neighborhood, the distinctive features of typical structures in the neighborhood, a summary of the community input received from that neighborhood, and descriptions of the previously adopted plans in the neighborhood.

- Recommendations include policies and strategies that apply only to the neighborhood, as well as references to area-wide policies that are particularly important to the neighborhood.

- Transformative projects illustrate how recommendations can be combined into a single project to advance the vision.

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### URBAN QUALITY TOOL (UQT)

The Urban Quality Tool is an interactive scoring exercise that evaluates specific aspects of the built form to understand where improvements are needed. There are three categories for scoring:

- **Bustling with Activity** – neighborhood destinations with an active street and variety of uses that draw people to visit and stay score higher in this category.

- **Memorable Environment** – places that leave memories that remind us to return there again score higher in this category.

- **Pedestrian Comfort** – places that provide the desire to walk longer distances due to the comfort and connectivity provided in the surrounding environment score higher in this category.

Over 50 volunteers participated in on-site scoring of specific commercial nodes within the East Area. The results from this exercise were displayed at community workshops and participants voted on priorities for each node. Responses for commercial nodes from the Urban Quality Tool assessment recommendations can be found in each Neighborhood section, including Colfax.
3.2 EAST COLFAX

3.2.1 KEY OPPORTUNITIES

East Colfax is among the city’s most racially and culturally diverse neighborhoods, with a rich immigrant and refugee community of residents and small businesses. The neighborhood also provide a critical supply of homes at attainable prices for middle- and low-income households.

East Colfax faces some of the greatest challenges to providing residents opportunities to thrive, including a lack of access to fresh food, missing sidewalks, vehicular crashes, few community-gathering spaces, rising housing costs, and high vulnerability to displacement for both residents and businesses. In the short-term, implementation of community stabilization strategies aimed at preventing displacement should be prioritized. Key opportunities include:

**Help Residents Become more Financially Secure and Prevent Displacement** – Reduce the risk of involuntary displacement for residents and expand the range of stable, affordable housing options and wealth-building opportunities for residents. See Policies EC-E1, EC-E2, EC-E6, EC-E7, and EC-E8.

**Support Culturally Relevant Small Businesses** – Provide additional support to community-serving retail businesses and nonprofits to strengthen community amenities and services and help prevent displacement of local businesses. See Policies EC-E3, EC-E5, EC-E8.

**Complete the Sidewalk Network** – Improve safety and access by bringing existing sidewalks up to standard and install new sidewalks where they are missing. See Policy EC-M4.

**Increase Access to Healthy Foods** – Recruit an affordable, healthy grocery retailer and support existing markets. See Policy EC-Q3.

**Create more Community-Gathering and Recreation Spaces** – Create a community center in the East Colfax neighborhood. See Policy EC-Q4.
3.2.2 OVERVIEW

- **Foreign Born Residents**: 23%
  

- **Residents who Speak a Language other than English at Home**: 35%
  

- **Households without a car**: 22%
  
  Source: 2011-2015 American Community Survey 5-Year Estimates

- **Households below the poverty level**: 28%
  
  Source: 2013-2017 American Community Survey 5-Year Estimates

- **82% of storefronts are small independent businesses**
  
  Source: P.U.M.A. 2019

- **60% of business owners in survey self-identified as an immigrant or refugee**
  
  65 respondents; Fax Partnership East Colfax Business Needs Assessment Findings 2019

### Languages Spoken by DPS Students Living in East Colfax

- **Spanish**: 480
- **Burmese**: 111
- **Amharic**: 53
- **Arabic**: 43
- **Somali**: 31
- **Nepali**: 24
- **French**: 16

Number of Students; Source: Office of Immigrant & Refugee Affairs, Denver Human Rights & Community Partnerships
Era of construction - Majority of the neighborhood (75 percent) was built out between 1926-1955. Only about six percent of the neighborhood is newer construction, since 1981. Five percent of the neighborhood is still considered vacant or surface parking.

Land use – Excluding right-of-way, 86 percent of the neighborhood is currently occupied by residential uses (single unit, two unit, and multi-unit). The remaining land is divided fairly equally by open space, mixed-use, commercial/retail, and light industrial.

Zoning - Similar to land use, the neighborhood is primarily zoned residential (87 percent). The mixed use commercial zoning (MS and MX) is mostly concentrated along Colfax Ave in the middle of the neighborhood.
3.2.3 PRESERVING AND ENHANCING NEIGHBORHOOD CHARACTER

Denver has emerged as a highly desirable city for both immigrants and refugees, and this vibrancy is in full display in East Colfax with its large foreign-born population that include residents hailing from Mexico, Ethiopia, Kenya, Sudan, Burma, Thailand, China, and Korea among others. This great diversity has expressed itself in many ways, from the varied local businesses and restaurants catering to ethnic communities, to the numerous languages heard at New Freedom Park.

Over the course of the planning process for the East Area Plan, several local community organizations, immigrant refugee services providers, and residents were convened to identify the specific needs, concerns, and aspirations of East Colfax’s diverse communities. Key issues include:

- **Affordable Housing and Preventing Displacement** of existing residents is a top priority. Solutions must be culturally sensitive and take into consideration the needs of larger and multi-generational households. Residents would like to see increased access to resources and programs, through ideas like East Colfax pilot programs or a neighborhood-based resource center. Residents would also like to see strategies to discourage “flipping” of naturally affordable homes into larger, more expensive homes.

- **Nonprofit and Small Business Support and Spaces** are needed to help the neighborhood further benefit from the entrepreneurial expertise of the immigrant and refugee community. Community members raised concerns that local business owners are at risk of displacement and may leave Denver for other municipalities that offer more opportunities to continue or start a new business. Community members expressed the need for legal services and support to start non-traditional business types, such as the cottage industry, food trucks, food production, and crafts.

- **Supportive Services** play a key role in the lives of many residents and those experiencing homelessness. Easing access to and expanding these systems of care will ensure that all residents have an opportunity to thrive.

- **Workforce Development** for the immigrant and refugee community is needed to help connect residents with job opportunities. According to service providers, in some employment sectors (particularly those related to the health care industry), the requirement for English proficiency is set too high for what the day-to-day work skills require. This can result in missed opportunities and lack of access to entry level and middle-skill jobs.

- **Religious Worship and Community Gathering Spaces** are needed in the area. Community members expressed a need for spaces that would support community events and worship services.

- **Access to Recreation** is especially desired by older children and young adults. In meetings with Street Fraternity (a local organization that provides services and opportunity to grow for young men), members expressed concern over the lack of recreational spaces, especially during the cold weather months, and the limitations of existing spaces such as the basketball courts at New Freedom Park (they are built for younger children and not regulation size). Community members should be involved in the development of future park improvements.

- **Educational Opportunities** for residents that enhance language skills, immigration assistance and similar services. This includes access to technology and internet services to access educational opportunities.

- **Sidewalks, Transit, and Safety** needs are area-wide challenges, however, many community members who attended meetings at Hope Communities – Hidden Brook Apartments voiced a pressing need for lighting, crosswalks, traffic lights, bike lanes, and traffic calming treatment in their immediate neighborhood (between 13th Ave and Colfax Ave and from Xanthia St to Yosemite St).
East Colfax is made up of typical Denver rectangular blocks, oriented north-south. There are several continuous east-west streets that carry significant traffic (Montview, 17th Ave., Colfax, 14th Ave., 13th Ave., and 11th Ave). There are fewer continuous north-south streets. Most north-south streets are discontinuous, being interrupted by the Central Park development’s street pattern and Lowry's large-scale drainage/detention system. More alleys occur in this neighborhood than in Montclair to the west. Community members expressed concerns about cut-through traffic on major east-west streets.

**EDGES, BARRIERS, GATEWAYS, AND VIEWS**

Significant barriers to the south are created by Lowry's large detention pond and large multi-unit complexes. From comments at community workshops, some see Colfax Avenue as an edge (or a center) in the neighborhood while others see it as a barrier between the northern and southern portions of the neighborhood. The sidewalk system is poor, made up mostly of “Hollywood curbs” (narrow, sub-standard) or missing sidewalks entirely.

**A lack of a mature canopy tree is prominent, special consideration should be taken to plant more street trees where possible**

**Most homes are modest and small in scale, predominantly one-story, on a large lot with lots of open space.**

**TYPICAL EAST COLFAOX RESIDENTIAL BLOCK**

Homes typically have a large ‘primary street setback’, meaning they are placed far away from the street, providing a deep front yard, which may or may not be fenced.

Driveways are more common in East Colfax than in other neighborhoods in the East Area.

‘Hollywood curbs’ or combination sidewalk and curbs are the predominant type of sidewalk available in East Colfax. Many blocks have no sidewalk at all.
The East Colfax/East Montclair Neighborhood Plan from 1994 sought to preserve, nurture and enhance the qualities that make the neighborhood a good place to live and do business, including community spirit, diversity, high quality businesses, beautification of public spaces and commercial areas, and affordable housing stock. Key recommendations included improving Colfax Avenue, constructing sidewalks, upgrading parks, and providing business support, and encouraging new housing opportunities. These recommendations continue to be relevant and are consistent with the policies in the East Area Plan.

COLFAX AVE AND 11TH AVENUE NODES - The majority of the neighborhood serving commercial uses occur on Colfax as well as in local neighborhood shopping nodes on 11th Avenue. Key intersections along Colfax, and the commercial areas on Syracuse and 11th and Yosemite were surveyed by community members.

URBAN QUALITY TOOL RESULTS: MEASURING THE BUILT ENVIRONMENT
While East Colfax is home to many local businesses, some nodes could benefit from more businesses that draw residents from surrounding neighborhoods. A lack of plaza space and limited outdoor seating reduce the liveliness of the nodes, scoring 3/10 in the “bustling with activity” category. The buildings in the area have some distinctive architectural features but there is a lack of pedestrian scaled signs, lighting, and amenities, scoring 3/10 in the “memorable experience” category. Streets are generally lined with surface parking, vehicular curb-cuts, and very narrow sidewalks at times. The buildings are mostly set back from the street to allow for parking, prioritizing vehicles over pedestrians, scoring a 3/10 in pedestrian comfort.

EAST COLFAX NODES: TOP IMPROVEMENTS
- Provide places to sit and eat outside
- Keep existing and support new local business
- Prioritize building ‘edges’ or facade location and memorable buildings
- Add/keep iconic elements with local flavor
- Slow down vehicular traffic
- Widen sidewalks and reduce driveways
3.2.4 RECOMMENDATIONS

EAST COLFAX

RECOMMENDATIONS

Prioritize land use policies that aim to maintain character and improve affordability in East Colfax residential areas.

In East Colfax, smaller houses on larger lots are particularly at risk of being demolished and replaced with larger, more expensive houses. Multiple tools should be considered to ensure that new development is compatible and continues to provide diverse housing options.

A. Manage the scale, discourage demolitions, and improve design quality of new construction in residential areas (See Policies L4 & L5).

B. Integrate accessory dwelling units and missing middle housing in appropriate locations (See Policy L6).

C. Encourage high-quality design and neighborhood compatibility in commercial and mixed use areas (See Policy L7).

Prioritize land use policies that achieve community benefits in Centers and Corridors.

The vision for the East Area includes neighborhoods with a variety of housing opportunities and community-serving businesses. Requiring community benefits will help ensure that new development contributes to the vision.

A. Ensure that the value of increased development potential is shared with the community through the provision of affordable housing, affordable small business space, or other community benefits (See Policies E3.B and L3).

1. In East Colfax, the primary benefits should be affordable housing, particularly for families and low-income households.

Support the creation of a neighborhood center at Yosemite and Colfax with affordable housing, locally-owned businesses, convenient transit, and open space.

The Yosemite and Colfax area has several assets that make it a prime opportunity for establishing a community destination. The existing affordable apartments and popular local businesses coupled with a future BRT station and the opportunity to improve Westerly Creek create the conditions for establishing a welcoming, fun destination for residents.

A. Identify existing affordable apartments in the area for preserving permanent affordability (See Policy E2).

B. Ensure that new development is pedestrian friendly (See Policy L7).

C. Create a Mobility Hub with enhanced services for transit riders (See Policy M8) and incorporate transportation demand management strategies so the area is easily and safely accessed by pedestrians, bicyclists, and transit riders (See Policy M12).

D. Partner with RTD to provide bus service on Yosemite St. (see Policies M7, EC-E7) that provides a convenient connection to the Central Park rail station.

E. Partner with Aurora on the creation of public open space along Westerly Creek.
Reduce involuntary displacement and address the affordable housing shortage in East Colfax.

In East Colfax, 54 percent of renter households and 26 percent of owner households are cost-burdened, meaning they are paying more than 30 percent of their income towards housing costs. All areas of East Colfax are considered vulnerable to displacement due to the high percentage of renters (63 percent), low median income ($43,000), and low percentage of residents with a bachelor’s degree (32 percent). The neighborhood also has a high percentage of households that are overcrowded (12 percent) and community members voiced the need for larger, family-sized units (Source: 2013-2017 ACS 5-year Estimate). Throughout the community engagement process, residents of East Colfax highlighted displacement and affordable housing as a top concern for the neighborhood. See Section 2.2 Economy and Housing for all recommendations.

A. See Policy E1: Stabilize residents at risk of involuntary displacement.
   1. Utilize targeted engagement strategies to reach vulnerable residents, such as door-to-door engagement, promotion through neighborhood organizations and providers, and multilingual communication.
   2. Expand existing programs or create new programs that address barriers faced by immigrants, refugees and low- to moderate-income residents in East Colfax to ensure equitable access to programs. In addition to those listed in Policy E1, these may include:
      a. A program that pairs eviction and foreclosures funding assistance with financial coaching
      b. A savings program for rental tenants with matching dollars from a philanthropic organization
      c. A down payment assistance program specific to immigrants, refugees and low- to moderate-income residents
   3. Provide neighborhood-based access to programs in a convenient location, such as a Community Center (See Policy Q3).

B. See Policy E2: Preserve existing affordability and housing quality.

C. See Policy E3: Create new affordable housing, particularly along Colfax Avenue.

D. See Policy E4: Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes.
   1. Partner with nonprofit organizations to pilot programs that expand housing options in East Colfax. These include:
      a. Developing accessory dwelling units and missing middle housing
      b. Facilitating housing for non-traditional households, aging-in-place, co-housing, cooperatives, and group living
      c. Helping existing homeowners build new housing types, ensure affordability, and address barriers
      d. Using community land trusts
      e. Transitioning motels along Colfax Avenue into permanent housing for those most vulnerable.
      f. Expanding multi-lingual, local access to anti-displacement services, such as rental assistance, relief funds, mortgage assistance, legal assistance, and financial empowerment training.

Case Study:
Hope Communities - Hidden Brook Apartments

Since its founding in 1980, Hope Communities has created thousands of units of affordable housing in Denver, providing struggling individuals and families with pathways to economic security through on-site programs and services that are relevant to their needs. Programs are offered at no cost to both the residents of affordable housing communities and the surrounding neighborhood. Their innovative, two-generation approach helps children and adults gain the education, skills and support services they need to achieve economic self-sufficiency and become actively engaged members of the community.
A potential future vision of East Colfax Ave.

**IMPROVED SMALL BUSINESS SPACE, NEIGHBORHOOD SERVICES AND PEDESTRIAN-FRIENDLY DESIGN**

- Improved streetscape with trees, lighting, signage, and outdoor seating help make Colfax Avenue pedestrian-friendly (Policies C-M1, C-Q2, C-Q3, L7)
- Active ground floor uses, including nonprofit and International/Cultural District businesses, and streetscape improvements like lighting and trees (Policy C-E3, E10, E13, L7, C-M1, C-Q2, C-Q3)
- Business assistance has helped existing property owners and businesses make facade improvements and other investments (Policies E8, E10, C-L1)
- East Colfax business owners and residents have access to anti-displacement services (Policies E9, EC-E1, EC-E2, EC-E7)

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
**EAST COLFAX RECOMMENDATIONS**

**EC-E2**

**Expand job opportunities and support the long-term financial empowerment of East Colfax residents.**

East Colfax has higher poverty rates (42 percent in the southern portion, 27 percent in the northern portion), higher unemployment rates (11.6 percent in the southern portion, 9.8 in the northern portion), lower education levels (36 percent with a college degree), and lower income levels ($42,000 in the southern portion, $48,000 in the northern portion) than the averages for East or Denver as a whole. The proximity of the Anschutz Medical Campus in Aurora and the hospitals in Hale provides an opportunity for place-based partnerships to provide training and access to high-quality jobs for residents.

**A.** Partner with Denver Public Schools and major area employers and projects to connect residents to job opportunities (See Policy E14).
   1. Through the medical facilities working group (see Policy E12), identify training needs and potential partnerships with DPS and other education institutions to provide training.
   2. Work with DPS in identifying US Department of Education, foundation, and other grant opportunities to help identify other areas of support needed to support students throughout their educational path.

**B.** Connect residents with programs to help them achieve financial stability, such as financial empowerment training.

**C.** Connect area job seekers to BRT and other city supported construction job opportunities (see Policy C-E3).

**D.** Provide financial empowerment services in a convenient location, such as a proposed community center (see Policy Q3).

**EC-E3**

**Provide additional support to community-serving retail businesses in East Colfax.**

Between 2012 and 2016, sales tax receipts in East Colfax increased at a much slower rate (26 percent) than the other neighborhoods in East (74 percent). Additional support is needed to stabilize and grow retail businesses in the neighborhood. In addition, the cultural diversity and existing ethnic-oriented restaurants and businesses in East Colfax provide an opportunity to develop a unique retail district.

**A.** See Policy E8: Improve the permitting process to provide additional support for existing and new small businesses in the area.

**B.** See Policy E9: Work in tandem with East Area organizations to provide technical assistance to existing small independent businesses to help them succeed and prevent involuntary displacement.
   1. Provide technical and legal assistance to small businesses at a convenient location, such as an East Colfax services hub or at the proposed community center (see Policy Q3).

**C.** See Policy E10: Broaden the range of financial incentives for small independent businesses and landlords to strengthen the area’s tenant mix and help prevent displacement.

**D.** See Policy E11: Support and develop new initiatives and community-minded ownership models that have a goal of maintaining East’s variety of local and culturally-significant businesses.
   1. Partner with the immigrant and refugee community in East Colfax to support small businesses without storefronts, such as cottage industries, food trucks, food production, artisan manufacturing among others.

**E.** See Policies C-E3 and C-E4: Create a multi-faceted BRT construction mitigation program and help small businesses prepare for a future BRT multimodal environment.

**F.** Offer multi-lingual, educational workshops in East Colfax with legal and technical assistance from local organizations and city agencies, including trainings on how to access tax credit programs.
**EAST COLFAX RECOMMENDATIONS**

**EC-E4**

Support more child care offerings in the East Colfax neighborhood.

The East Colfax neighborhood has a shortage of places for children at licensed child care centers, with 4.13 children under the age of 5 living in the neighborhood for each child care place. This is above the average for East and the city as a whole. A lack of child care places in the neighborhood forces parents to travel to take their children to child care centers outside the neighborhood or rely on unlicensed child care.

A. Consider providing an affordable childcare center in the proposed community center (see Policy Q3).
B. Encourage partnerships between community organizations and institutions to provide more affordable child care centers.
C. Work with community members to provide business support for existing and new in-home based centers.
D. Examine city regulatory requirements to determine if there are barriers discouraging the creation of more child care places in East Colfax and remove unnecessary barriers.

**EC-E5**

See POLICY C-E3. Create an International or Cultural District that celebrates and supports the East area’s diversity of people, businesses, food, and events.

East features a number of ethnic-oriented businesses. The East Colfax neighborhood has the strongest collection of these businesses – a majority of which are Latin American, Ethiopian and Eritrean – and the community values their continued presence highly. An International or Cultural District is a concept to support the long-term success of these businesses as an asset for the neighborhood.

**EC-E6**

See POLICY E5-E7: Improve the existing social services system, promote innovative service delivery models, and improve access and awareness of services for residents in East Colfax.

The East Colfax neighborhood lacks easy access to services that address the mental and physical health, and financial well-being of residents experiencing homelessness. See Section 2.2.3 Social Services for all recommendations. Key priorities for East Colfax are outlined below.

A. Identify existing homelessness prevention and rapid-rehousing resources in the community and bring in additional partners for more local collaboration.
B. Conduct gap analysis with homeless service partners, school and early childhood partners, and human services partners.
C. Create models to address gaps in services such as navigation, hygiene, rest, and healthcare (collectively referred to as Community Resource Centers).
D. Explore partnerships to expand innovative delivery models to address homelessness, such as tiny home villages, bridge housing, rapid resolution, and residential shelter locations.
E. Encourage stronger relationships between service providers and their neighbors (see detailed strategies in Section 2.2 Economy and Housing).

**EC-E7**

Support neighborhood leadership organizing and community-building initiatives to promote continuous active participation in planning and policy making processes, decision-making, and implementation.

Continued partnership with East Colfax residents and businesses will be essential to successful implementation of the plan’s recommendations. Support for community leadership to ensure long-term, equitable engagement should be an ongoing focus.

A. Promote free and low-cost leadership trainings, such as My City Academy (see sidebar), that specifically expands access to immigrant and refugee residents of East Colfax.
B. Research language access delivery models to encourage and improve civic engagement by communities in need of interpretation and translation services.
C. Ensure diverse, inclusive neighborhood participation in the community engagement process for major City investments and projects and rezonings, including TIF projects, regulatory projects, park improvements, and development of new services and programs in East Colfax.
D. Support the creation of community-minded ownership models, including an International/Cultural District (See Policies C-E3 and E-11).
EAST COLFAX RECOMMENDATIONS

Expand a system of supportive services and community partnerships with local, citywide, and regional organizations and businesses to help address barriers specific to the immigrant and refugee community in East Colfax.

BACKGROUND

Immigrants and refugees face specific challenges in accessing the necessary services needed to thrive. These may include legal or cultural hurdles with needs ranging from education, to housing, and employment. The strategies below aim to continue the great work of existing providers, while promoting and encouraging innovative solutions to existing and emerging needs. Special consideration should be given to building inter-municipal and regional cooperation and partnerships to ensure effective reach and delivery.

A. Conduct a gap analysis of immigrant and refugee services and needs within the East Colfax community specifically those relating to: workforce development, leadership capacity building, vocational training and skills recertification, English language education services, housing resources, and citizenship and naturalization services.

B. Strengthen operational capacity and financial support for immigrant and refugee service providers.

C. Continue supporting models that promote the co-location of services where the immigrant and refugee community live, work and play.

D. Build, support and encourage stronger relationships between immigrant and refugee residents, service providers and affordable housing providers (both income-restricted properties and managers of NOAHs).

E. Promote access to educational materials and services to immigrant refugee residents that informs them about tenant rights and landlord obligations.

F. Work with Denver Public Library to provide resources in East Colfax (i.e., computer lab and/or other library resources).

G. Increase internet and technological support for residents and families to better access online services, such as schooling and telehealth.

Case Study:

My City Academy

My City Academy is a free leadership-training program sponsored by the Denver Office of Immigrant & Refugee Affairs and the Denver Police Department that empowers Denver residents to understand and participate in City Government. The purpose of the program is to connect Denver residents to their communities by providing the tools necessary to successfully navigate City services and gain resources to become leaders in their neighborhoods.

Case Study:

Empowerment Congress

The Empowerment Congress is an ongoing effort in participatory government, founded on the principle that elective officials are most effective when constituents they serve are actively involved in the decision-making process. Empowerment Congress Leadership Institute provides theoretical and practical strategies to improve community and public policy outcomes through participation in symposia, lectures, and access to leadership experts, scholars, and organizations.
See POLICY M1: Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit.

East Colfax contains two High Injury Network streets (Quebec and Colfax) and several wide, high-speed roads that have been identified as key corridors for prioritizing walking, biking, and taking transit. An average of 73 percent of commuters in East Colfax drive alone to work, higher than the citywide average of 70 percent. Most sidewalks in the East Colfax neighborhood are narrow or missing entirely. Repurposing space for people traveling without a car helps to provide more options and a safer environment for all. About 92 percent of East Area survey respondents agreed with the recommendation to make streets safer and easier for people walking, biking, using wheelchairs, and taking public transit.

Priority locations for East Colfax (see a full list of strategies in Section 2.3):

B. 13th Avenue – Pedestrian Priority. See Policy M1.D.
C. 14th Avenue – Pedestrian and Bicycle Priority. See Policy M1.E.
D. 16th Avenue – Bicycle Priority. See Policy M1.F.
E. Montview Boulevard – Pedestrian Priority. See Policy M1.M.
F. Quebec Street – Pedestrian and Transit Priority. See Policy M1.N.

See POLICY M2: Implement and upgrade planned Denver Moves: Bikes bikeways.

 prioritize honest as well as evident as well as difficult as well as honest. Repurposing space for people traveling without a car helps to provide more options and a safer environment for all. About 92 percent of East Area survey respondents agreed with the recommendation to make streets safer and easier for people walking, biking, using wheelchairs, and taking public transit.

Priority locations for East Colfax (see a full list of strategies in Section 2.3):

A. Study the feasibility of upgrading the Denver Moves: Bikes recommendation to a buffered or protected bike lane on East 17th Avenue from Monaco Parkway to Yosemite Street.
B. Upgrade Denver Moves: Bikes recommendation to a buffered bike lane along Yosemite Street.
C. Install Denver Moves: Bikes recommendation of neighborhood bikeway on 12th Avenue, with pedestrian and bicycle safety improvements to the 12th Ave and Colorado intersection. Also see Quality of Life Infrastructure improvements.
D. Install Denver Moves: Bikes recommendation of a neighborhood bikeway along Uinta/Valentia Streets.

Approximately 6 percent of East Colfax survey respondents noted the area as being very easy for biking, with 49 percent noting the area as “not easy” for biking. Crashes involving bicycles in the East Colfax neighborhood are concentrated along Colfax Ave, Quebec, and 21st Ave. East Colfax public comments called for safer bicycle crossings across busy streets such as Colfax, Monaco, and Quebec. Crashes involving bicycles on non-HIN streets are higher in the East Area (41 percent) compared to the citywide average (39 percent). Prioritizing space and designing safer intersections for cyclists helps improve safety for all modes while allowing people of all ages and abilities to bike.

See POLICY M3: Install new bikeways not previously identified in Denver Moves: Bikes.

Priority locations for East Colfax (see a full list of strategies in Section 2.3):

A. Study the feasibility of installing a protected bike lane on 14th Avenue.
B. Study the feasibility of significantly limiting vehicular traffic and installing a shared roadway on 16th Avenue. See Transformative Street Policy M1.F.
C. Study the feasibility of installing a neighborhood bikeway on Quince St.
D. Implement Westerly Creek Master Plan connection. Aurora will be a strong partner in this effort.
EAST COLFAX
RECOMMENDATIONS

See POLICY M4: Install new sidewalks.

Approximately 50 percent of survey respondents cited pedestrian safety as a key priority. East Colfax is missing 23 percent of its sidewalks (compared to 9 percent citywide). Participants consistently stated that walking is currently difficult and dangerous on various streets and there is a need to install sidewalks throughout the neighborhood.

A. Install new sidewalks where they are missing in the East area, prioritizing the East Colfax neighborhood.
B. Bring all sidewalks up to standard in the East Colfax neighborhood.
   • Interim: Sidewalk extensions and ADA treatments, such as painted sidewalk extensions
   • Long-Term: Permanent sidewalks and ADA elements

See POLICY M5: Install safety improvements at priority intersections.

These locations were identified based on the highest crash intersections for crashes involving bicycles and pedestrians.

Priority locations for East Colfax:

A. Quebec St at 23rd Ave, Montview Blvd, 17th Ave, Colfax Ave, and 12th Ave
B. Quince St at 23rd Ave, Montview Blvd, and Colfax Ave
C. Tamarac St at Colfax, 14th and 13th Avenues
D. Ulster St at Montview Blvd, Colfax, 14th, and 13th Avenues
E. Uinta St at 17th, Colfax, 14th, and 13th Avenues
F. Valentia St at 17th Ave and Montview Blvd
G. Xenia St at 13th Ave
H. Yosemite St at 14th Ave

See POLICY M6: Install new safe, comfortable, and accessible pedestrian and bicycle crossings.

Appropriate spacing between pedestrian and bicycle crossings is key to providing a comfortable walking and biking network and encouraging safe crossing behavior. East Colfax has several arterial streets that have more than ¼ mile between safe crossings, in addition to having a sidewalk network with severe gaps.

Priority locations for East Colfax:

A. Colfax Avenue between Quebec St and Yosemite St (Pedestrian and Bicycle crossing priority)
   • Priority Intersection: Uinta St due to a planned Neighborhood Bikeway and proposed BRT stop
B. Quebec St between 11th and 13th Ave (Pedestrian crossing priority)
   • Priority Intersection: 12th Ave due to a planned Neighborhood Bikeway
C. 17th Ave between Colorado Blvd and Yosemite St. Also see Quality of Life Infrastructure improvements.
   • Priority intersection: Uinta/Valentia St due to planned Neighborhood Bikeway
D. Montview Boulevard between Colorado Boulevard and Yosemite St
   • Priority intersection: Valentia St due to planned Neighborhood Bikeway
E. 13th Ave between Colorado Blvd and Yosemite St (Pedestrian crossing priority). Also see Quality of Life Infrastructure improvements.
   • Priority Intersection: Uinta St due to planned BRT station at Colfax Ave and Uinta St
   • Priority Intersection: Xenia St due to adjacent New Freedom Park
   • Further study to determine best location of another pedestrian crossing between Syracuse St and Yosemite St
F. 14th Ave between Colorado Blvd and Yosemite St (Pedestrian and Bicycle crossing priority)
   • Priority Intersection: Uinta St due to planned BRT station at Colfax Ave and Uinta St
   • Further study to determine best location of another pedestrian crossing between Syracuse St and Yosemite St
EAST COLFAX RECOMMENDATIONS

**EC-M7**

See **POLICY M7**: Prioritize implementing transit along corridors in East.

The East Colfax neighborhood has a medium transit score and high transit propensity index. Improving multimodal infrastructure in this area will help residents reduce their transportation costs, which is the second highest expense (behind housing) for most households' budgets. Nearly a quarter of households in East Colfax do not own a car, one of the highest rates in the city for a neighborhood outside the downtown area.

Priority locations for East Colfax (see a full list of strategies in Section 2.3):

**A.** Implement high capacity transit (Full BRT to rail)
   - Colfax Avenue. Also see Chapter 4.

**B.** Implement medium capacity transit (Rapid bus to full BRT)
   - Quebec Street - Increased frequency and speed and reliability improvements
   - Yosemite Street - Provide new transit service connecting the planned BRT station to the Central Park rail station.

**EC-M8**

See **POLICY M8**: Install rider amenities at transit stops and better connect transportation modes via mobility hubs.

Priority locations for East Colfax (see a full list of locations in Section 2.3):

**A.** Colfax Avenue at Yosemite Street. Also see Quality of Life Infrastructure improvements.

**EC-M9**

See **POLICY M9**: Study measures to slow traffic along neighborhood streets directly surrounding schools, parks, hospitals, libraries, commercial areas and recreation centers.

East Colfax has a concentration of vehicular crashes near Colfax, Quebec, and Yosemite; the East area as a whole has nearly 30 percent more crashes per resident than the citywide rate. East Colfax has several high volume arterial and collector streets, with 13th and 14th Avenues averaging 9,000 vehicles per day, Quebec and Colfax averaging over 20,000 vehicles per day, and 21st Ave carrying 21,000 vehicles per day. A traffic analysis showed that most trips were regional trips (commuters traveling through the neighborhood, not residents or customers), which tend to be higher speed.

Parks

**A.** Verbena Park
**B.** William H McNichols Park
**C.** New Freedom Park

Primary and Secondary Schools

**D.** Ashley Elementary School
MOBILITY
EAST COLFAX
RECOMMENDATIONS

See POLICY M10: Manage and more efficiently use curbside resources.
About 22 percent of East Colfax households do not own a vehicle, much higher than the citywide average of 11 percent. Residents expressed interest in efficiently and innovatively using existing curb space.

See POLICY M11: Strengthen parking management tools that reflect the City’s strategic parking goals.

See POLICY M12: Adopt TDM strategies and policies to shift people’s travel behavior and meet City goals
A lack of sidewalks and bike connections in the East Colfax neighborhood make alternative mode travel difficult, despite several mid-high frequency routes in the area. Providing other incentives through TDM could help to encourage mode shift.

See a complete list of strategies in Section 2.3.

Residents expressed interest in efficiently and innovatively using existing curb space.
Community garden at New Freedom Park
EAST COLFAX

RECOMMENDATIONS

EC-Q1
See POLICY Q2: Develop new Contemporary Parkways that connect the community to open space, parks, and recreational assets, as well as serve multiple community functions.

12th Avenue, 17th Avenue, Syracuse Street, and 22nd Avenue are located in East Colfax and are opportunities to implement the contemporary parkway concept.

EC-Q2
See POLICY Q5: Strengthen the existing tree canopy and increase tree canopy coverage within the public right-of-way.

East Colfax residents identified a healthy tree canopy and tree lawn as one of the top priorities for the neighborhood. Colfax Avenue and residential areas near Yosemite Street are areas where there are visible gaps in tree canopy coverage.

EC-Q3
See POLICY Q11: Recruit an affordable, healthy grocery retailer to serve East Colfax residents.

In an online survey with over 1,000 respondents, a grocery store was listed as the most important neighborhood amenity. The neighborhood does not currently have a full-service grocery store and has limited access to healthy food. The third highest priority for a complete food environment in the East Colfax neighborhood is to recruit a grocery store.

EC-Q4
See POLICY Q3: Create new community open space, parks and recreation facilities.

East Colfax community members noted the need for a community center with a strong recreational and cultural component that can uniquely serve the community’s needs. Preferred locations include Colfax Avenue in East Colfax, the post office next to Verbena Park, and 11th Avenue and Syracuse Street.

EC-Q5
See POLICY Q7: Increase the pervious surface coverage through the design and implementation of green infrastructure systems to increase environmental performance (infiltration, evaporation, evapotranspiration, carbon sequestration, shade, and urban heat).

Areas within the East Colfax neighborhood, notably along Colfax Avenue have higher than average impervious coverage. This disparity is linked to the existing development pattern and increased surface temperatures in the area.

EC-Q6
See POLICY Q17: Increase access to lower-cost healthcare in East; work with Denver Health and other partners to identify the key barriers to accessing first trimester prenatal care, with a focus in the East Colfax neighborhood.

Access to prenatal care is a measure of healthcare, and East Colfax has a significantly higher percentage of births that do not have prenatal care in the first trimester than the rest of the East Area.

EC-Q7
See POLICY Q4: Enhance existing community open space, parks and recreation facilities

Verbena Park and New Freedom Park and Community Garden, which are in East Colfax, were identified as priorities for improvements by members of the community.

EC-Q8
See POLICY Q9: Develop a seasonal farmers market in the East Colfax neighborhood

Much of East Colfax is considered to have limited food access, and the second priority for a complete food environment for East Area residents was more places to procure fresh, local produce within the community, including a farmer’s market.

EC-Q9
See POLICY Q18: Address elevated lead exposure risk, particularly in East Colfax and Montclair.

Most of the East Area is considered at high risk for lead exposure based on housing age, household income, and children under the age of six with the highest risk in Montclair and East Colfax south of Colfax Avenue.
TRANSFORMATIVE PROJECT: NEW AFFORDABLE HOUSING AND COMMUNITY CENTER ON COLFAX AVENUE

- Improved streetscape with trees, lighting, signage, outdoor seating, and Bus Rapid Transit (Policies C-M1, C-Q2, C-Q3, L-7)
- Active ground floor uses, including nonprofits, International/Cultural District businesses, and preserved existing businesses that were able relocate into the new building (Policies C-E3, E10, E13, L7)
- Community Center with indoor recreation, community gathering space, and small business and resident services hub (Policies Q3, E5, E6, E7, E9, E11, and Q3)
- New affordable housing with priority for East Colfax residents at risk of displacement (Policy E3)
- Incentive height earned through provision of affordable housing (Policy L3)
- Preserved affordable small business space within character building, with facade and streetscape improvements (Policy L3, E8, E10, C-L1)

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
3.3 HALE

3.3.1 KEY OPPORTUNITIES

13th & 14th Avenue – Improve safety on 13th and 14th Avenues by making the streets more pedestrian-friendly. See Policy H-M1.

Stabilize Residents – Reduce the risk of involuntary displacement for residents of Hale. See Policy H-E1.

Preserve Character – Ensure additions and new development are compatible with the existing historic character of the neighborhood while incorporating new housing. See Policy H-L2.


Hospitals – Work with the hospital to ensure future growth is compatible with the neighborhood while supporting a thriving health care industry. See Policies H-L1 and H-E6.

Lindsley Park – Increase local, active programming, amenities and maintenance. See Policy H-Q3.
### 3.3.2 OVERVIEW

#### NEIGHBORHOOD VITALS

**Era of construction** - Majority of Hale (75 percent) was built out between 1926 - 1955, with 52 percent of all buildings being built between 1926 - 1945. Five percent of the entire neighborhood is still considered vacant or is a parking lot, offering infill opportunities.

**Land use** - Excluding right-of-way, the majority of the land use (58 percent) is currently single-unit residential, with multi-unit residential coming in at 14 percent, and two-unit residential at 4 percent, totaling 76 percent of all properties. Nine percent of Hale is quasi-public, meaning medical campus, educational, or government. Nine percent of the area is currently mixed-use or office.

**Zoning** - There is a variety of residential zoning in Hale. Multi-unit zoning exists along Colorado Boulevard and east of the hospital and south of Hale Parkway. Two-unit (TU) zoning is present between 7th and 8th Avenues east of Colorado Boulevard and south of Colfax Avenue between Ash and Fairfax Streets.
3.3.3 PRESERVING & ENHANCING NEIGHBORHOOD CHARACTER

The tree canopy helps the neighborhood feel appropriately scaled and shaded.

A variety of architectural styles can be found in Hale. The neighborhood’s diverse ages of construction make one of the city’s most eclectic neighborhoods.

Homes typically have slight grade change in the front setback, with steps leading up to the home. Small porches provide an entryway and are typically raised by steps.

Driveways are less common in Hale than in other neighborhoods due to alley access and rear garages.

Detached sidewalks are more common in Hale, providing a small strip of green space and tree lawn buffer from the street.
The Colorado Healthcare District Plan from 1998 was developed to address the growth and transition of health care institutions in the Congress Park and Hale neighborhoods. The objective of the plan was to better coordinate with the institutions in a way that accommodated their expansion while maintaining the residential quality of life in the surrounding neighborhoods. The plan acknowledged the intention for the University of Colorado Health Sciences Center to move to the Anschutz campus in Aurora. The East Area Plan reflects the intention of the former campus to serve as a community center with a mix of uses, while also supporting the community assets and job centers at Rose Medical Center, National Jewish, and the surrounding medical facilities.

The East Colfax Corridor Plan from 2004 primarily applies to Colfax Avenue west of the East Area, but it does include a vision and recommendations for the intersection of Colorado and Colfax. At the time of the plan’s adoption in 2004, discussions were beginning about enhanced transit along Colfax Ave. Many of the recommendations in the plan relate to spurring redevelopment along Colfax Ave. to take advantage of future transit improvements while maintaining the unique character of the street.

**PREVIOUS PLANS**

**8TH AVE LOCAL CORRIDOR** - Besides the commercial nodes on Colfax Ave and Colorado Boulevard, 8th Ave is the locally serving commercial corridor for Hale. Once 9th + Colorado is built out, the neighborhood will have access to a rich mix of businesses and services.

**URBAN QUALITY TOOL RESULTS: MEASURING THE BUILT ENVIRONMENT**

The 8th Avenue corridor still has a few unscreened parking lots, making some of the corridor feel empty and uninviting. The area is also lacking more live/work/play opportunities to serve the community’s daily needs, giving it a score of 2.15/10 in the “bustling with activity” category. The corridor needs more buildings that front the street with unique visual identifiers. The corridor lacks trees and a viable tree canopy to provide shade and comfort, scoring 1.5/10 in the “memorable environment” category. Some blocks have many traffic lanes to cross and no detached sidewalk to enable pedestrians to navigate smoothly, scoring a 4/10 in pedestrian comfort.

**8TH AVE TOP IMPROVEMENTS**

- Provide places to sit and eat outside
- Keep existing and support new local business
- Prioritize building edges and memorable buildings
- Add/keep iconic elements with local flavor
- Slow down vehicular traffic
- Widen sidewalks and reduce driveways
- Add trees and green space
3.3.4 RECOMMENDATIONS

HALE

RECOMMENDATIONS

**HALE** includes significant architecture that should be protected. Multiple tools should be considered to ensure additions and new development are compatible and the neighborhood character is retained.

Prioritize land use policies that aim to maintain character in Hale.

**BACKGROUND POLICY**

Ensure development on the hospital campuses promotes the success of the health care industry while ensuring compatibility with the surrounding neighborhood.

Hale is the home to hospitals and other providers of medical and related services. The continued strength of the medical sector provides an opportunity to support the growth and prosperity of the entire East Area while balancing impacts to the surrounding neighborhood.

**A.** Promote hospital zoning that provides clarity and predictability for future healthcare development and ensures appropriate transitions between the hospital districts and adjacent residential districts are respected.
   1. Rezone hospital zone districts to appropriate non-hospital zone districts if hospital uses are no longer present.

**B.** Identify shared open space and programs with an overarching theme of health and wellness:
   1. Small pockets of open space with exercise equipment for a variety of levels.
   2. Community gardens.
   3. Free health and wellness clinics.
   4. Neighborhood fitness and wellness classes, such as yoga, tai chi, meditation, etc.

**C.** Work with the hospitals to ensure development integrates well with the community and advances the vision for the area (See Policies H-E6, L1, E12).

**A.** Manage the scale, discourage demolitions, and improve design quality of new construction in residential areas (see Policies L4 & L5).

**B.** Integrate accessory dwelling units and missing middle housing in appropriate locations (see Policy L6).

**C.** Encourage high-quality design and neighborhood compatibility in commercial and mixed use areas (See Policy L7).

**D.** Consider Landmark designations where appropriate (see Policy L8).
ILLUSTRATIVE CONCEPT: HOSPITAL COMPATIBILITY WITH ADJACENT RESIDENTIAL

New hospital and health care uses along Colorado Boulevard

Buildings on the hospital campus transition in scale and uses to the adjacent residential neighborhoods.

New public open space, integrated stormwater management, and pedestrian connections

Hospital partnerships create new affordable housing for healthcare workers adjacent to preserved historic hospital building.

New town homes on the edge of the campus are designed to transition compatibility to surrounding neighborhood.

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
HALE
RECOMMENDATIONS

**See POLICY E1: Stabilize residents at risk of involuntary displacement.**

In Hale, 43 percent of renter households and 18 percent of owner households are cost-burdened, meaning they are paying more than 30 percent of their income towards housing costs. 54 percent of Hale households are renters. According to Blueprint Denver’s Vulnerability to Displacement measure, portions of Hale are considered vulnerable to displacement due to the high percentage of renters and median income below Denver’s median.

See a complete list of strategies in Section 2.2 Economy and Housing.

**See POLICY E2: Preserve existing affordability and housing quality.**

As of 2017, Hale had approximately 127 income-restricted units. The neighborhood has many aging, small multi-unit buildings that provide an opportunity for conversion to income-restricted housing or ownership.

See a complete list of strategies in Section 2.2 Economy and Housing.

**See POLICY E3: Create new affordable housing with access to transit and amenities.**

With 9th & Colorado, and the surrounding high and low-medium residential areas, Hale has unique opportunities to increase the affordable housing stock.

See a complete list of strategies in Section 2.2 Economy and Housing.

**See POLICY E4: Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes in all neighborhoods.**

The Hale neighborhood has a diversity of housing costs today and strategies are needed to ensure the neighborhood continues to support this diversity in the future. The hospitals also provide the opportunity for partnerships to provide more workforce housing.

See a complete list of strategies in Section 2.2 Economy and Housing. Key opportunities for Hale include:

A. Integrate missing middle housing and accessory dwelling units in appropriate locations.

B. Partner with area hospitals, Denver Public Schools, and other major employers to create and/or fund affordable, workforce housing.

**See POLICY E5: Partner with Denver Public Schools and major area employers/projects in connecting East Area residents to job opportunities.**

Hale has a higher unemployment rate (5.9 percent in the eastern portion) than the average for Denver, and a lower median income ($44,000 in the western portion) than East or Denver as a whole. In addition, the presence of the multiple hospitals in the neighborhood provides an opportunity to find unique partnerships to provide training and access to high-quality jobs.

A. Through the medical facilities working group (see Policy E12), identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E6: Bolster the healthcare and wellness sector as the foundation for economic growth in the East Area.**

Hale is the home to Rose Medical Center, the Veterans Administration Medical Center, and part of the National Jewish Health campus, along with many other providers of medical and related services. The continued strength of the medical sector provides an opportunity to support the growth and prosperity of the entire East Area while limiting the detrimental impacts on surrounding residential areas.

A. Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate City staff.

B. Through the working group, address common issues.

C. Work with the VA and Rose Medical Center on long-term plans for the VA hospital site at 9th Ave. and Clermont St.

D. Work with National Jewish Health on its long-term plans for its remaining undeveloped properties in and adjacent to the East Area (on both sides of Colorado Boulevard) to ensure development integrates well with the community and advances the vision for the area.

**See a complete list of strategies in Section 2.2 Economy and Housing.**

**See POLICY E12: Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate City staff.**

- Identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E14: Partner with Denver Public Schools and major area employers/projects in connecting East Area residents to job opportunities.**

- Through the medical facilities working group (see Policy E12), identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E13: Bolster the healthcare and wellness sector as the foundation for economic growth in the East Area.**

- Hale is the home to Rose Medical Center, the Veterans Administration Medical Center, and part of the National Jewish Health campus, along with many other providers of medical and related services. The continued strength of the medical sector provides an opportunity to support the growth and prosperity of the entire East Area while limiting the detrimental impacts on surrounding residential areas.

A. Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate City staff.

**See POLICY E15: Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate City staff.**

- Identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E16: Partner with Denver Public Schools and major area employers/projects in connecting East Area residents to job opportunities.**

- Through the medical facilities working group (see Policy E12), identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E17: Bolster the healthcare and wellness sector as the foundation for economic growth in the East Area.**

- Hale is the home to Rose Medical Center, the Veterans Administration Medical Center, and part of the National Jewish Health campus, along with many other providers of medical and related services. The continued strength of the medical sector provides an opportunity to support the growth and prosperity of the entire East Area while limiting the detrimental impacts on surrounding residential areas.

A. Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate City staff.

- Identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E18: Partner with Denver Public Schools and major area employers/projects in connecting East Area residents to job opportunities.**

- Through the medical facilities working group (see Policy E12), identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E19: Bolster the healthcare and wellness sector as the foundation for economic growth in the East Area.**

- Hale is the home to Rose Medical Center, the Veterans Administration Medical Center, and part of the National Jewish Health campus, along with many other providers of medical and related services. The continued strength of the medical sector provides an opportunity to support the growth and prosperity of the entire East Area while limiting the detrimental impacts on surrounding residential areas.

A. Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate City staff.

- Identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E20: Partner with Denver Public Schools and major area employers/projects in connecting East Area residents to job opportunities.**

- Through the medical facilities working group (see Policy E12), identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E21: Bolster the healthcare and wellness sector as the foundation for economic growth in the East Area.**

- Hale is the home to Rose Medical Center, the Veterans Administration Medical Center, and part of the National Jewish Health campus, along with many other providers of medical and related services. The continued strength of the medical sector provides an opportunity to support the growth and prosperity of the entire East Area while limiting the detrimental impacts on surrounding residential areas.

A. Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate City staff.

- Identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E22: Partner with Denver Public Schools and major area employers/projects in connecting East Area residents to job opportunities.**

- Through the medical facilities working group (see Policy E12), identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.

**See POLICY E23: Bolster the healthcare and wellness sector as the foundation for economic growth in the East Area.**

- Hale is the home to Rose Medical Center, the Veterans Administration Medical Center, and part of the National Jewish Health campus, along with many other providers of medical and related services. The continued strength of the medical sector provides an opportunity to support the growth and prosperity of the entire East Area while limiting the detrimental impacts on surrounding residential areas.

A. Convene a working group of National Jewish Health, Rose Medical Center, the Uptown district facilities, Denver Health, and appropriate City staff.

- Identify training needs and potential partnerships with DPS and other higher education institutions to help provide the training.
HALE
RECOMMENDATIONS

See POLICY M1: Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit.

Hale contains many High Injury Network streets and wide, high-speed roads that have been identified as key corridors for prioritizing walking, biking, and taking transit. An average of 67 percent of commuters in Hale drive alone to work, which combined with the neighborhood’s fairly regular street grid represent a good opportunity to work towards meeting the City’s goal of 50 percent or fewer commuters driving alone to work by 2030. However, many sidewalks in the Hale neighborhood are narrow or missing entirely. Repurposing space for people traveling without a car helps to provide more options and a safer environment for all. About 92 percent of survey respondents agreed with the recommendation to make streets safer and easier for people walking, biking, using wheelchairs, or taking public transit.

Priority locations for Hale (see a full list of strategies in Section 2.3):

B. 6th Avenue Parkway – Transit, Bicycle and Pedestrian Priority. See Policy M1.B.
C. 8th Avenue - Pedestrian Priority. See Policy M1.C
D. 13th Avenue – Pedestrian Priority. See Policy M1.D.
E. 14th Avenue – Pedestrian and Bicycle Priority. See Policy M1.E.
F. Colorado Boulevard – Transit and Pedestrian Priority See Policy M1.J.
G. Hale Parkway between Colorado and Grape St/8th Ave – Pedestrian and Bicycle Priority. See Policy M1.K and Quality of Life Infrastructure improvements.

See POLICY M2: Implement and upgrade planned Denver Moves: Bikes bikeways.

Priority locations for Hale (see a full list of strategies in Section 2.3):

A. Upgrade Denver Moves: Bikes recommendation to a trail along Hale Parkway.
B. Install Denver Moves: Bikes recommendation of neighborhood bikeway on 12th Avenue, with pedestrian and bicycle safety improvements to the 12th Avenue and Colorado Blvd intersection. Also see Quality of Life Infrastructure improvements.
C. Install Denver Moves: Bikes recommendation of a neighborhood bikeway along Cherry/Clermont Streets.

See POLICY M3: Install new bikeways not previously identified in Denver Moves: Bikes.

Priority locations for Hale (see a full list of strategies in Section 2.3):

A. Study the feasibility of extending the planned neighborhood bikeway on Holly Street south of 17th Avenue to the Cherry Creek trail.
B. Study the feasibility of installing a protected bike lane on 14th Avenue.
C. Study the feasibility of installing a high comfort bikeway on 6th Avenue Parkway between Colorado Blvd and Uinta St.
D. Study feasibility of installing a high-comfort bikeway along 8th Avenue between Hale Parkway and Holly Street, exploring alternative routing options along 9th Ave.
E. Study the feasibility of installing a neighborhood bikeway on Fairfax St.
HALE RECOMMENDATIONS

See POLICY M4: Install new sidewalks.

Hale residents noted concerns about walkability and bikeability in their neighborhood, with 21 percent of survey respondents stating they were most concerned about walkability. Neighborhood comments mentioned a desire for wider sidewalks and increased accessibility of parkways.

A. Bring all sidewalks up to standard in the Hale neighborhood.
   1. Short-term
      a. Interim sidewalk extensions and ADA facilities.
   2. Long-term
      a. Permanent sidewalks and ADA facilities.

See POLICY M5: Install safety improvements at existing intersections.

These locations were identified based on the highest crash intersections for crashes involving bicycles and pedestrians.

Priority locations for Hale:

A. Colfax Avenue
   - Priority Intersection: Cherry St due to a planned Neighborhood Bikeway
   - Priority Intersection: Hudson St due to planned BRT station at Colfax Ave and Hudson St
   - Priority Intersection: Elm St due to planned BRT station at Colfax Ave and Elm St
   - Priority Intersection: Holly St due to a planned Neighborhood Bikeway

B. Colorado Boulevard (Pedestrian crossing priority).
   Also see Quality of Life Infrastructure improvements.
   - Priority Intersection: 12th Ave due to bike and pedestrian crossing
   - Priority Intersection: Colfax Ave due to pedestrian and transit user crossing

C. 6th Avenue Parkway (Pedestrian and Bicycle crossing priority)
   - Priority Intersection: Clermont St due to a planned Neighborhood Bikeway
   - Priority Intersection: Holly St due to a planned Neighborhood Bikeway

D. 13th Ave between Colorado Blvd and Yosemite St (Pedestrian crossing priority).
   Also see Quality of Life Infrastructure improvements.
   - Priority Intersection: Cherry St due to a planned Neighborhood Bikeway (existing progression signal is half block past Cherry St)
   - Priority Intersection: Holly St due to a planned Neighborhood Bikeway
   - Priority Intersection: Hudson St due to planned BRT station at Colfax Ave and Hudson St
   - Priority Intersection: Elm St due to planned BRT station at Colfax Ave and Elm St

E. 14th Avenue between Colorado Blvd and Yosemite St (Pedestrian and Bicycle crossing priority)
   - Priority Intersection: Cherry St due to a planned Neighborhood Bikeway
   - Priority Intersection: Hudson St due to planned BRT station at Colfax Ave and Hudson St
   - Priority Intersection: Elm St due to planned BRT station at Colfax Ave and Elm St
   - Priority Intersection: Holly St due to a planned Neighborhood Bikeway

See POLICY M6: Install new safe, comfortable, and accessible pedestrian and bicycle crossings.

Appropriate spacing between pedestrian and bicycle crossings is key to providing a comfortable walking and biking network and encouraging safe crossing behavior. Hale is home to several wide arterial streets, many of which are High Injury Network designations, that have more than ¼ mile between safe crossings.
HALE
RECOMMENDATIONS

See POLICY M7: Prioritize implementing transit along corridors in East.

The Hale neighborhood has a medium transit score and low transit propensity index. However, the neighborhood has several high frequency routes along Colfax, Colorado, and 12th Ave, with relatively high access to a bus stop within a 5 minute walk. Fewer than half of the neighborhood's sidewalks are at or above 4 feet wide; a majority of sidewalks in the area are narrow or missing, which presents obstacles for people using modes other than driving.

Priority locations for Hale (see a full list of strategies in Section 2.3):

A. Implement high capacity transit (full BRT to light rail).
   1. Colfax Avenue. Also see Colfax Section
   2. Colorado Boulevard. Also see Quality of Life Infrastructure improvements

B. Implement medium capacity transit (Rapid bus to full BRT).
   1. 6th Avenue Parkway Between Colorado and Quebec. Also see Quality of Life Infrastructure improvements

C. Implement speed and reliability improvements (Enhanced bus).
   1. 6th Avenue between Colorado and Quebec

See POLICY M8: Install rider amenities at transit stops and better connect transportation modes via mobility hubs.

Priority locations for Hale (see a full list of strategies in Section 2.3):

A. Colorado Boulevard at 8th Ave, 11th Ave, and Colfax Ave. Also see Quality of Life Infrastructure improvements.
B. 9th Ave at Clermont

See POLICY M9: Study measures to slow traffic along neighborhood streets directly surrounding schools, parks, hospitals, libraries, commercial areas and recreation centers.

Within the East Area, Hale has one of the highest concentrations of vehicular crashes; the area as a whole has nearly 30 percent more crashes per resident than the citywide rate. Crashes involving bikes and pedestrians are concentrated along the HIN streets in the neighborhood. This neighborhood also has some high volume arterial streets, with 6th Ave, 8th Ave, and Colfax Ave carrying 16,000, 15,000 and 26,000 vehicles per day, respectively, and Colorado carrying over 50,000 vehicles per day. An origin/destination analysis for the area showed that most trips through the neighborhood were regional trips, which tend to be higher speed.

Parks
A. Lindsley Park

Primary and Secondary Schools
B. Palmer Elementary School
C. Christ the King Roman Catholic School
D. Montessori Children’s House of Denver

Public Services
E. Rose Medical Center and Veterans Administration Hospital
F. University Child Care
HALE RECOMMENDATIONS

See POLICY M10: Manage and more efficiently use curbside resources. Hale averages 11 percent of households that do not own a vehicle, equal to the citywide average. Residents and community members in the western part of the neighborhood are least likely to own a car, and development along Colorado prompted several public comments about ensuring the efficient use of curb space.

See POLICY M11: Strengthen parking management tools that reflect the City’s strategic parking goals.

See POLICY M12: Adopt Transportation Demand Management strategies and policies to shift people’s travel behavior and meet City goals. Because there is somewhat easy access to transit, bike routes, and sidewalks in the Hale neighborhood, transportation demand management strategies are likely to succeed in increasing the number of people using transit, biking, or walking as their primary mode of travel.

See a complete list of strategies in Section 2.3
HALE
RECOMMENDATIONS

H-Q1
See POLICY Q1: Leverage the historic parkways to connect existing open space, parks and recreational assets
The 6th Avenue Parkway, which is a historic parkway in the Hale neighborhood, is an opportunity to implement the historic parkway concept.

H-Q2
See POLICY Q2: Develop new Contemporary Parkways that connect the community to open space, parks, and recreational assets, as well as serve multiple community functions.
12th Avenue, Colorado Boulevard, and Hale Parkway are located in Hale and are opportunities to implement the contemporary parkway concept.

H-Q3
See POLICY Q3: Enhance existing community open space, parks and recreation facilities
Lindsley Park, which is in Hale, was identified as a priority for improvements by members of the community.

H-Q4
See POLICY Q4: Enhance existing community open space, parks and recreation facilities
Hale residents identified a healthy tree canopy and tree lawn as one of the top priorities for the neighborhood. Colfax Avenue and the 9th and Colorado Boulevard redevelopment are areas where there are visible gaps in tree canopy coverage.

H-Q5
See POLICY Q5: Increase the pervious surface coverage through the design and implementation of green infrastructure systems to increase environmental performance (infiltration, evaporation, evapotranspiration, carbon sequestration, shade, and urban heat).
Areas within the Hale neighborhood notably along Colfax Avenue and the 9th and Colorado redevelopment have higher than average impervious coverage. This disparity is linked to the existing development pattern and increased surface temperatures and stormwater runoff in the area.

H-Q6
See POLICY Q6: Encourage sustainable water management practices including stormwater management, flood protection, water quality, and water use.
Residents of the Hale neighborhood are interested in policies and incentives that support stormwater management and flood protection. Many low-lying areas and residential streets near Hale Parkway experience flooding during major rain events which can prove to be very costly and damaging to personal property. The Upper Montclair Basin Area Study is working to identify and alleviate many of these flood management and water quality concerns through a framework for resiliency in land use practices and green infrastructure.
TRANSFORMATIVE PROJECT: COLFAX AVENUE & COLORADO BOULEVARD

- Affordable childcare provides an easily accessible community-serving use.
- Healthcare and wellness job training center connects residents to quality employment opportunities.
- Improved transit service on Colorado Boulevard.
- New affordable housing and community-serving retail.
- Mobility Hub provides transit information, bikes, scooters, and lockers.
- Proposed Colfax BRT and center stations.
- Pedestrian-friendly streetscape with wider sidewalks, increased tree canopy, and integrated stormwater planters.
- New public open space and ground floor retail at transit stops.
- Hospital partnerships create new affordable housing for healthcare workers adjacent to preserved historic hospital building.

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
3.4 MONTCLAIR

3.4.1 KEY OPPORTUNITIES


13th & 14th Avenue – Improve safety and make 13th and 14th Avenue better places to walk by transforming the streets. See Policy MC-M1.

Calm Neighborhood Traffic – Improve safety by slowing cars and prioritizing pedestrians and cyclists. See Policy MC-M8.

12th Avenue – Improve landscaping, water quality, walking, and biking along 12th Avenue along a Contemporary Parkway. See Policy MC-Q2.

Preserve Character – Ensure additions and new development are compatible with the existing historic character of the neighborhood while incorporating new housing. See Policy MC-L1.
3.4.2 OVERVIEW

NEIGHBORHOOD VITALS

Era of construction - Majority of the neighborhood (72 percent) was developed between 1926 to 1955. 12 percent of the neighborhood is newer development built since 1981. Five percent of the neighborhood is still considered vacant or surface parking, leaving some room for new growth and development opportunities.

Land use – Excluding right-of-way, 76 percent of Montclair is single-unit residential today. Three percent of the land area is parks or open space, and six percent is commercial and retail use.

Zoning - Most of the neighborhood (79 percent) is currently zoned for single-unit residential. 21 percent is zoned for two- and multi-unit uses, and eight percent of the neighborhood is zoned for commercial/mixed-use.
3.4.3 PRESERVING & ENHANCING NEIGHBORHOOD CHARACTER

A lack of a mature canopy tree is prominent in some areas; special consideration should be taken to plant more street trees where possible.

Most homes are modest and small in scale, predominantly one-story, on a large lot with lots of open space.

TYPICAL MONTCLAIR RESIDENTIAL BLOCK

Homes typically have a large ‘primary street setback’, meaning they are placed far away from the street, providing a deep front yard, which may or may not be fenced in and used.

‘Hollywood curbs’ or combination sidewalk and curbs are the predominate type of sidewalk in Montclair.

Driveways are fairly common due to the era of construction of Montclair.
MAYFAIR TOWN CENTER - The Mayfair Town Center is conveniently located in the neighborhood with easy access to most Montclair residents. With a concentration of two grocery stores, it is heavily visited on a daily basis.

URBAN QUALITY TOOL RESULTS: MEASURING THE BUILT ENVIRONMENT

This area is lacking in plaza space and limited outdoor dining/patio seating areas which reduce the liveliness of the node. Parking lots separate the street from the uses, scoring it a 2/10 in the “bustling with activity” category. This node needs more buildings that front the street with unique signage or visual identifiers. Some buildings have distinctive architecture, but more than half the node does not, scoring a 2/10 in the “memorable environment” category. The roadway is mostly lined with parking lots, prioritizing vehicles moving through the space rather than pedestrians. There is a lack of tree canopy or other streetscape amenities and the sidewalk is continuously broken by curb-cuts, scoring a 3.5/10 in pedestrian comfort.

MAYFAIR TOWN CENTER TOP IMPROVEMENTS

- Provide places to sit and eat outside
- Keep existing and support new local business

- Prioritize building edges/facade location and memorable buildings
- Add/keep iconic elements with local flavor

- Reduce the amount of surface parking lots that make up most of the area
- Widen sidewalks and reduce driveways
- Add trees and green space
3.4.4 RECOMMENDATIONS

MONTCLAIR RECOMMENDATIONS

MC-L1
Prioritize land use policies that aim to maintain character in Montclair residential areas.

Multiple tools should be considered to ensure additions and new development are compatible and the neighborhood character is retained.

A. Manage the scale, discourage demolitions, and improve design quality of new construction in residential areas (see Policies L4 & L5).
B. Integrate accessory dwelling units and missing middle housing in appropriate locations (see Policy L6).
C. Encourage high-quality design and neighborhood compatibility in commercial and mixed use areas (see Policy L7).
D. Consider Landmark designations where appropriate (see Policy L8).

MC-L2
Realize the vision for Mayfair Town Center as a neighborhood destination with a community gathering space, a mix of uses, and pedestrian-friendly design.

Mayfair Town Center, with its existing local businesses, unique architecture, and infill capacity, provides a key opportunity to achieve community benefits and serve as neighborhood destination for East Area residents.

A. Encourage the creation of a neighborhood park (See Policy MC-Q3).
B. Implement tools that support existing and new small businesses, new housing options, and preservation of character buildings (See Land Use and Built Form and Economy and Housing Recommendations).
C. Ensure that heights transition appropriately to surrounding residential areas (See Policy L7).
D. Improve mobility connections and incorporate transportation demand management strategies so that the center is easily accessed by pedestrians, bicyclists, and transit riders (See Mobility Recommendations).
ILLUSTRATIVE CONCEPT - MAYFAIR TOWN CENTER TRANSITIONS AND STREET IMPROVEMENTS

- **Existing multi-unit housing**
- **Improved sidewalks and new street trees**
- **Town homes and small apartment buildings are designed to transition to the surrounding neighborhood**
- **Shared parking serves both the commercial and residential uses**
- **Diversity of housing options near transit and amenities**

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
East Area Plan | Part 3 Neighborhoods of East

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See POLICY E2: Preserve existing affordability and housing quality.

The low medium residential areas near Mayfair Town Center include many aging, small multi-unit buildings that provide an opportunity for conversion to income-restricted housing or ownership with close proximity to amenities and transit.

See a complete list of strategies in Section 2.2 Economy and Housing. Key opportunities for Montclair include:

A. Preserve the affordability of aging multi-unit buildings, particularly in areas vulnerable to displacement and close to transit.

See POLICY E3: Create new affordable housing with access to transit and amenities.

As of 2017, Montclair has less than 10 income-restricted units. Colfax Avenue and the Mayfair Town Center provides unique opportunities to increase the affordable housing stock.

See a complete list of strategies in Section 2.2 Economy and Housing.

See POLICY E4: Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes in all neighborhoods.

Montclair, which is predominantly single-unit residential, is considered unaffordable according to the Housing + Transportation Index. In this area, the housing and transportation costs for a typical household in the region would exceed 45 percent of its income. Integrating new, compatible housing types would help to provide more attainable options in the neighborhood. Consistent with Blueprint Denver, this Plan aims to provide housing choice by diversifying housing options in all neighborhoods.

See a complete list of strategies in Section 2.2 Economy and Housing. Key opportunities for Montclair include:

A. Integrate missing middle housing and accessory dwelling units in appropriate locations.
Montclair contains two High Injury Network streets and wide, and several high-speed roads that have been identified as key corridors for prioritizing walking, biking, and taking transit. An average of 82 percent of commuters in Montclair drive alone to work, well over the citywide average of 70 percent. Most sidewalks in the Montclair neighborhood are narrow or missing entirely. Repurposing space for people traveling without a car helps to provide more options and a safer environment for all. 92 percent of East Area survey respondents agreed with the plan’s recommendation to make streets safer and easier for people walking, biking, using wheelchairs, or taking public transit.

Priority locations for Montclair (see a full list of strategies in Section 2.3):

B. 6th Avenue Parkway between Colorado Blvd and Uinta St – Transit, Bicycle and Pedestrian Priority. See Policy M1.B.
C. 8th Avenue - Pedestrian Priority. See Policy M1.C
D. 13th Avenue – Pedestrian Priority. See Policy M1.D.
E. 14th Avenue – Pedestrian and Bicycle Priority. See Policy M1.E.
F. Monaco Parkway – Pedestrian and Bicycle Priority. See Policy M1.L and Quality of Life Infrastructure improvements.
G. Quebec Street – Pedestrian and Transit Priority. See Policy M1.N.

Eight percent of Montclair survey respondents noted the area as being very easy for biking, with 42 percent noting the area as “not easy” for biking. Crashes involving bicycles in the Montclair neighborhood are concentrated along Colfax Ave, Quebec, and Montclair. Crashes involving bicycles on non-HIN streets are higher in the East Area (41 percent) compared to the citywide average (39 percent). Prioritizing space and designing safer intersections for cyclists helps improve safety for all modes while allowing people of all ages and abilities to bike.

Priority locations for Montclair (see a full list of strategies in Section 2.3):

A. Study the feasibility of extending the planned neighborhood bikeway on Holly Street south of 17th to the Cherry Creek trail.
B. Study the feasibility of installing a protected bike lane on 14th Avenue.
C. Study the feasibility of installing a neighborhood bikeway on Oneida St.
D. Study the feasibility of installing a high comfort bikeway on 6th Avenue Parkway between Colorado Blvd and Uinta St.

See POLICY M1: Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit.

See POLICY M2: Implement and upgrade planned Denver Moves: Bikes bikeways.

See POLICY M3: Install new bikeways not previously identified in Denver Moves: Bikes.
**Montclair Recommendations**

**See POLICY M4: Install new sidewalks.**

Montclair residents noted concerns about walkability and bikeability in their neighborhood, with 21 percent of survey respondents stating they were most concerned about walkability. Neighborhood comments called for wider sidewalks, restricting automobiles on certain streets to prioritize walking and biking, and a need for pedestrian-scale lighting.

A. Bring all sidewalks up to standard in the Montclair neighborhood.
   1. Short-term
      a. Interim sidewalk extensions and ADA facilities.
   2. Long-term
      a. Permanent sidewalks and ADA facilities.

**See POLICY M5: Install safety improvements at existing intersections.**

These locations were identified based on the highest crash intersections for crashes involving bicycles and pedestrians.

Priority locations for Montclair:

A. Holly Street at Colfax, 14th, 13th, 12th, 8th, and 6th Avenues
B. Krameria Street at Colfax, 14th, 13th, 12th, 8th, and 6th Avenues
C. Monaco Pkwy at Colfax, 14th, 13th, 12th, 8th, and 7th Avenues
D. Oneida Street at Colfax, 14th, 13th, 12th, 8th, and 6th Avenues
E. Quebec St at Colfax, 12th, 8th, and 6th Avenues

**See POLICY M6: Install new safe, comfortable, and accessible pedestrian and bicycle crossings.**

Appropriate spacing between pedestrian and bicycle crossings is key to providing a comfortable walking and biking network and encouraging safe crossing behavior. Montclair is home to several wide arterial streets, two of which are High Injury Network designations, that have more than ¼ mile between safe crossings, in addition to having a sidewalk network with severe gaps.

Priority locations for Montclair:

A. Colfax Ave
   - Priority Intersection: Holly St due to a planned Neighborhood Bikeway
   - Priority Intersection: Krameria St due to a planned Neighborhood Bikeway
   - Priority Intersection: Oneida St due to a planned Neighborhood Bikeway
   - Priority Intersection: Quebec St due to pedestrian and cyclist crossing and proposed BRT station
   - Priority Intersection: Monaco Parkway due to pedestrian and cyclist crossing
B. Quebec St between 11th and 13th Ave (Pedestrian crossing priority).
   - Priority Intersection: 12th Ave due to a planned Neighborhood Bikeway
C. 6th Avenue Parkway (Pedestrian and Bicycle crossing priority)
   - Priority Intersection: Holly St due to a planned Neighborhood Bikeway
   - Priority Intersection: Krameria St due to a planned Neighborhood Bikeway
   - Priority Intersection: Oneida St due to a planned Neighborhood Bikeway
D. 12th Ave (Bicycle crossing priority)
   - Priority Intersection: Holly St due to a planned Neighborhood Bikeway
E. 13th Ave between Colorado Blvd and Yosemite St (Pedestrian crossing priority), Also see Quality of Life Infrastructure improvements.
   - Priority Intersection: Holly St due to a planned Neighborhood Bikeway
   - Priority Intersection: Krameria St due to a planned Neighborhood Bikeway
   - Priority Intersection: Oneida St due to a planned Neighborhood Bikeway
F. 14th Avenue between Colorado Blvd and Yosemite St (Pedestrian and Bicycle crossing priority)
   - Priority Intersection: Cherry St due to a planned Neighborhood Bikeway
   - Priority Intersection: Hudson St due to planned BRT station at Colfax Ave and Hudson St
   - Priority Intersection: Elm St due to planned BRT station at Colfax Ave and Elm St
G. Monaco Parkway (Pedestrian and Bicycle crossing priority)
   - Priority Intersection: 12th Ave due to pedestrian and cyclist crossing
   - Priority Intersection: 13th Ave due to pedestrian and cyclist crossing
   - Priority Intersection: 14th Ave due to pedestrian and cyclist crossing
Montclair Recommendations

See POLICY M7: Prioritize implementing transit along corridors in East.

The Montclair neighborhood has a medium transit score and low transit propensity index. However, the neighborhood has several mid-high frequency routes along Colfax Ave, 12th Ave, 6th Ave, Quebec St, and Monaco Parkway, with relatively high access to a bus stop within a 5 minute walk, despite the neighborhoods lacking sidewalk network. Nearly none of the neighborhood’s sidewalks are at or above 4 feet wide; a majority of sidewalks in the area are narrow or missing, which presents obstacles for people using modes other than driving.

Priority locations for Montclair (see a full list of strategies in Section 2.3):

A. Implement high capacity transit corridors (Full BRT to rail)
   - Colfax Avenue. Also see Section 4, Colfax Corridor.
B. Implement medium capacity transit (Rapid bus to full BRT)
   - 6th Avenue Parkway Between Colorado Blvd and Uinta St. Also see Quality of Life Infrastructure improvements.
   - Quebec St - Increased frequency and speed and reliability improvements
C. Implement speed and reliability improvements (Enhanced bus)
   - 6th Avenue Parkway between Colorado Blvd and Quebec St
   - Quebec Street

See POLICY M8: Install rider amenities at transit stops and better connect transportation modes via mobility hubs.

See POLICY M9: Study measures to slow traffic along neighborhood streets directly surrounding schools, parks, hospitals, libraries, commercial areas and recreation centers.

Montclair has a concentration of vehicular crashes near Colfax Ave, Monaco Pkwy, and Quebec St; the East Area as a whole has nearly 30 percent more crashes per resident than the citywide rate. Crashes involving bikes and pedestrians are concentrated along the HIN streets in the neighborhood. This neighborhood also has several high volume arterial streets, with 13th and 14th Avenues averaging 9,000 vehicles per day, Quebec St and Colfax Ave carrying over 20,000 vehicles per day, and Monaco Pkwy averaging 32,000 vehicles per day. An origin/destination analysis for the area showed that most trips through the neighborhood were regional trips, which tend to be higher speed.

Parks
A. Mayfair Park
B. Montclair Park
C. Denison Park
D. Kittredge Park

Primary and Secondary Schools
E. St. James Catholic School
F. Montclair Elementary School
MONTCLAIR
RECOMMENDATIONS

See POLICY M10: Manage and more efficiently use curbside resources.

Montclair averages seven percent of households that do not own a vehicle, less than the citywide average of 11 percent. Residents expressed interest in efficiently and innovatively using existing curb space.

See a complete list of strategies in Section 2.3

See POLICY M11: Strengthen parking management tools that reflect the City’s strategic parking goals.

See a complete list of strategies in Section 2.3

See POLICY M12: Adopt Transportation Demand Management strategies and policies to shift people’s travel behavior and meet City goals.

A lack of sidewalks and bike connections in the Montclair neighborhood make alternative mode travel difficult, despite several mid-high frequency routes in the area. Providing other incentives through TDM could help to encourage mode shift.

See a complete list of strategies in Section 2.3
See POLICY Q1: Leverage the historic parkways to connect existing open space, parks and recreational assets
The 6th Avenue Parkway, which is a historic parkway in the Montclair neighborhood, is an opportunity to implement the historic parkway concept.

See POLICY Q4: Enhance existing community open space, parks and recreation facilities
Montclair Park is in Montclair, which was identified as a priority location for improvements by members of the community.

See POLICY Q5: Strengthen the existing tree canopy and increase tree canopy coverage within the public right-of-way.
Montclair residents identified a healthy tree canopy and tree lawn as one of the top priorities for the neighborhood. Colfax Avenue and the Mayfair Town Center are areas where there are visible gaps in tree canopy coverage.

See POLICY Q7: Increase the pervious surface coverage through the design and implementation of green infrastructure systems to increase environmental performance (infiltration, evaporation, evapotranspiration, carbon sequestration, shade, and urban heat).
Areas within the Montclair neighborhood notably along Colfax Avenue and the Mayfair Town Center have higher than average impervious coverage. This disparity is linked to the existing development pattern and increased surface temperatures and stormwater runoff in the area.

See POLICY Q8: Encourage sustainable water management practices including stormwater management, flood protection, water quality, and water use.
Residents of the Montclair neighborhood are interested in policies and incentives that support stormwater management and flood protection. Many low-lying areas and residential streets near Severn Place and Jersey Street as well as 14th Avenue and Krameria Street experience flooding during major rain events which can prove to be very costly and damaging to personal property.

See POLICY Q18: Address elevated lead exposure risk, particularly in East Colfax and Montclair.
Most of the East Area is considered at high risk for lead exposure based on housing age, household income, and children under the age of six with the highest risk in Montclair and East Colfax south of Colfax Avenue.
TRANSFORMATIVE PROJECT: MAYFAIR TOWN CENTER PARK

- Affordable housing and a grocery store on the ground floor
- Stormwater management and flood protection designed to be used for recreation
- Active ground floors and new small business space
- Preserved character building and small businesses
- Infill of new housing and business space with existing grocery store remaining.

Active park uses, such as a playground
Community gathering space
Pedestrian-friendly streetscape with wider sidewalks, increased tree canopy, and integrated stormwater management
Traffic calming improvements

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
View looking northwest.
3.5 SOUTH PARK HILL

3.5.1 KEY OPPORTUNITIES

Calm Neighborhood Traffic – Improve safety by slowing cars and prioritizing pedestrians and cyclists. See Policy PH-M9.

17th Avenue – Improve safety and make 17th Avenue a better place to walk and bike by transforming the street. See Policy PH-M1.

Parkways - Leverage historic parkways and develop new contemporary parkways to provide connections and serve multiple community functions. See Policies PH-Q1 and PH-Q2.

Preserve Character – Ensure additions and new development are compatible with the existing historic character of the neighborhood while incorporating new housing. See Policy PH-L1.

Flood Protection and New Parks – Encourage sustainable water management practices and create new community space. See Policies PH-Q3 and PH-Q4.
3.5.2 OVERVIEW

NEIGHBORHOOD VITALS

Era of construction - 76 percent of South Park Hill was developed between 1901-1945. Less than six percent of the neighborhood has been developed since 1981. About four percent of the neighborhood is still considered vacant or is surface parking.

Land use – South Park Hill has the least diverse housing mix in the entire plan area, at 80 percent single-unit residential (excluding right-of-way from the total land area). Three percent of the land is commercial and retail and six percent is two or more unit dwelling uses. The remainder of the neighborhood is made up of public/quasi-public campuses (eight percent).

Zoning - Predominately zoned single-unit at 88 percent, currently only 12 percent of South Park Hill is zoned for other uses, making this the least diverse neighborhood in the study area in terms of zoning for a mix of uses and housing options.
3.5.3 PRESERVING & ENHANCING NEIGHBORHOOD CHARACTER

Homes are typically 1.5 - 2.5 stories, with habitable space tucked in under the roof line, like this bungalow version. Front porches are common and typically elevated by a few steps.

Side setbacks are varied and often generous, allowing for a dynamic rhythm of home placement along the block.

Homes typically have a ‘Denver Hill’ or grade change at the front entry, adding to their large street presence and appearance. This also facilitates basements, which are common.

Large, deep-set front porches are quite common, providing for outdoor space in the front yard and adding to the “eyes on the street” feel of a safe neighborhood.

Driveways are less frequent, with alley access in most of the neighborhood, cars and services are hidden from street view.
The Park Hill Neighborhood Plan from 2000 sought to preserve and enhance the positive qualities that make the neighborhood a unique place to live, work, learn, and play. This included preserving and building on the vibrant, diverse community; creating partnerships, preserving neighborhood character; creating a safe and sustainable neighborhood; and attracting and retaining high quality businesses. Key recommendations included mitigating traffic impacts and enhancing the use of alternative transportation modes; providing business support and job training; creating a mix of housing types; exploring new park opportunities; maintaining the residential character; encouraging a Main Street character in business areas; a balanced mix of housing types and densities; and voluntary design guidelines. These recommendations continue to be relevant and are consistent with the policies in this East Area Plan.

**PREVIOUS PLANS**

The Park Hill Neighborhood Plan from 2000 sought to preserve and enhance the positive qualities that make the neighborhood a unique place to live, work, learn, and play. This included preserving and building on the vibrant, diverse community; creating partnerships, preserving neighborhood character; creating a safe and sustainable neighborhood; and attracting and retaining high quality businesses. Key recommendations included mitigating traffic impacts and enhancing the use of alternative transportation modes; providing business support and job training; creating a mix of housing types; exploring new park opportunities; maintaining the residential character; encouraging a Main Street character in business areas; a balanced mix of housing types and densities; and voluntary design guidelines. These recommendations continue to be relevant and are consistent with the policies in this East Area Plan.

**23RD AVE NODES** - Aside from Colfax Avenue, South Park Hill's primary nodes are along the old streetcar line of 23rd Avenue. Located at Cherry St, Kearney St, and Oneida St; these nodes are all similar in character and age with Oneida having recent renovations. These three nodes are conveniently spaced across the neighborhood, adding to the walkable and accessible nature of these local corridors.

**URBAN QUALITY TOOL RESULTS**

These three nodes scored similarly, with good results, the highest scores in the whole planning area. Scoring 8/10 in the “bustling with activity” category, these areas have many small scale shops with great sidewalk presence. The nodes have fairly memorable architecture of quality material, scoring 7/10 in “memorable”, and the sidewalks are generally lined with trees and patio seating, creating a high level of pedestrian comfort, scoring a 9/10.

**23RD AVE TOP IMPROVEMENTS**

- Provide places to sit and eat outside
- Keep existing and support new local business
- Prioritize building edges and memorable buildings
- Add/keep iconic elements with local flavor
- Slow down vehicular traffic
- Widen sidewalks, reduce driveways, and add more street trees and green space
**3.5.4 RECOMMENDATIONS**

**SOUTH PARK HILL**

**RECOMMENDATIONS**

**PH-L1**

Prioritize land use policies that aim to maintain character in South Park Hill residential areas.

South Park Hill includes significant architecture that should be protected. Multiple tools should be considered to ensure additions and new homes are compatible and the neighborhood character is retained.

A. Manage the scale, discourage demolitions, and improve design quality of new construction in residential areas (see Policies L4 & L5).

B. Integrate accessory dwelling units and missing middle housing in appropriate locations (see Policy L6).

C. Encourage high-quality design and neighborhood compatibility in commercial and mixed use areas (see Policy L7).

D. Consider Landmark designations where appropriate (see Policy L8).

**PH-L2**

Ensure new development on the Johnson & Wales University campus helps meet plan goals should it transition to another use besides an educational campus.

The Johnson & Wales University campus plays an important role in the South Park Hill community as a major employer and educational institution. Continued use as an educational campus is supported by this plan. If, in the future, a new property owner proposes to change the use from an educational campus, the following guidance would apply.

A. Conduct more detailed planning for the site through a master planning or small area plan process with diverse, inclusive community engagement.

B. New development on the site should help achieve the goals of the East Area Plan, including:
   1. Affordable housing
   2. Evaluation and preservation of historic resources
   3. Public open space
   4. Community-serving uses and services
   5. Pedestrian and bike connectivity through the site

C. Large Development Review should be used to coordinate new development and infrastructure improvements.

D. New development should be designed to be compatible with the neighborhood and transition appropriately to surrounding residential areas (See Policy L1).
See POLICY E3: Create new affordable housing with access to transit and amenities.

As of 2017, South Park Hill has 105 income-restricted units, primarily within apartments on Colfax Avenue or Colorado Blvd. The neighborhood provides unique opportunities to increase the affordable housing stock.

See a complete list of strategies in Section 2.2 Economy and Housing.

See POLICY E4: Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes in all neighborhoods.

South Park Hill, which is predominantly single-unit residential, is considered unaffordable according to the Housing + Transportation Index. In this area, the housing and transportation costs for a typical household in Denver would exceed 45 percent of its income. Integrating new, compatible housing types would help to provide more attainable options in the neighborhood. The area around Johnson & Wales University campus also provides an opportunity to provide housing for students, faculty and staff should the educational campus remain.

See a complete list of strategies in Section 2.2 Economy and Housing. Key opportunities for South Park Hill include:

A. Integrate ADUs and missing middle housing in appropriate locations.

B. Partner with area hospitals, Denver Public Schools, and other major employers to create and/or fund affordable, workforce and student housing.
South Park Hill contains several High Injury Network (HIN) streets and relatively wide, higher speed roads that have been identified as key corridors for prioritizing walking, biking, and taking transit. About 70 percent of commuters in South Park Hill drive alone to work, which, combined with the neighborhood’s regular street grid and complete sidewalk network, represent a good opportunity to work towards meeting the City’s goal of 50 percent or fewer commuters driving alone to work by 2030. Approximately 92 percent of East Area survey respondents agreed with the recommendation to make streets safer and easier for people walking, biking, using wheelchairs, or taking public transit.

Priority locations for South Park Hill (see a full list of strategies in Section 2.3):

B. 16th Ave - Ped. and Bicycle Priority. See Policy M1.F
C. 17th Ave - Ped. and Bicycle Priority. See Policy M1.G
D. 22nd Ave - Ped. and Bicycle Priority. See Policy M1.H
E. 23rd Ave – Transit, Pedestrian, and Bicycle Priority. See Policy M1.I
F. Colorado Blvd – Transit and Pedestrian Priority. See Policy M1.J
G. Monaco Parkway – Transit and Bicycle Priority. See Policy M1.L
H. Montview Blvd – Pedestrian Priority. See Policy M1.M
I. Quebec Street – Transit and Pedestrian Priority. See Policy M1.N

South Park Hill contains several High Injury Network (HIN) streets and relatively wide, higher speed roads that have been identified as key corridors for prioritizing walking, biking, and taking transit. About 70 percent of commuters in South Park Hill drive alone to work, which, combined with the neighborhood’s regular street grid and complete sidewalk network, represent a good opportunity to work towards meeting the City’s goal of 50 percent or fewer commuters driving alone to work by 2030. Approximately 92 percent of East Area survey respondents agreed with the recommendation to make streets safer and easier for people walking, biking, using wheelchairs, or taking public transit.

Priority locations for South Park Hill (see a full list of strategies in Section 2.3):

A. Upgrade Denver Moves: Bikes recommendation to a protected bike lane on Monaco Parkway. Also see Quality of Life Infrastructure improvements.
B. Upgrade Denver Moves: Bikes recommendation to a protected bike lane on 17th Avenue between Colorado Blvd and Monaco Pkwy, with pedestrian and bicycle safety improvements to the 17th Ave and Colorado Blvd intersection. Also see Quality of Life Infrastructure improvements.
C. Study the feasibility of upgrading the Denver Moves: Bikes recommendation to a buffered or protected bike lane on 17th Avenue from Monaco Pkwy to Yosemite St.
D. Install Denver Moves: Bikes recommendation of a neighborhood bikeway along Kearney/Krameria Streets.
E. Install Denver Moves: Bikes recommendation of a neighborhood bikeway along Cherry/Clermont Streets.

Less than 10 percent of South Park Hill survey respondents noted the area as being very easy for biking, with 34 percent noting the area as “not easy” for biking. Relative to other East neighborhoods, there is a concentration of crashes with bicycles in the South Park Hill neighborhood, along Colfax Ave, Colorado Blvd, and Quebec St. Crashes involving bicycles on non-HIN streets are higher in the East Area (41 percent) compared to the citywide average (39 percent). Prioritizing space and designing safer intersections for cyclists helps improve safety for all modes while allowing people of all ages and abilities to bike.

Priority locations for South Park Hill (see a full list of strategies in Section 2.3):

A. Study the feasibility of extending the planned neighborhood bikeway on Holly Street south of 17th Ave to the Cherry Creek trail.
B. Study the feasibility of installing a neighborhood bikeway on Oneida St.
C. Study the feasibility of significantly limiting vehicular traffic and installing a shared roadway on 16th Avenue. See Transformative Street Policy M1.E
D. Study the feasibility of significantly limiting vehicular traffic and installing a shared roadway on 22nd Avenue between Colorado Blvd and Monaco Pkwy. See Transformative Street Policy M1.G
E. Study the feasibility of installing a neighborhood bikeway on Fairfax St.
SOUTH PARK HILL
RECOMMENDATIONS

PH-M4
See POLICY M4: Install new sidewalks.
South Park Hill residents noted concerns about walkability and bikeability in their neighborhood, with 20 percent of survey respondents stating they were most concerned about walkability. Neighborhood comments mentioned missing and broken sidewalks, as well as a lack of pedestrian-scale lighting.
A. Bring all sidewalks up to standard in the South Park Hill neighborhood.
   1. Short-term
      a. Interim sidewalk extensions and ADA facilities.
   2. Long-term
      a. Permanent sidewalks and ADA facilities.

PH-M5
See POLICY M5: Install safety improvements at existing intersections.
These locations were identified based on the highest crash intersections for crashes involving bicycles and pedestrians.
Priority locations for South Park Hill:
A. Quebec St at Montview and Colfax
B. Colorado Blvd at 23rd, Montview, 17th, and Colfax. Also see Quality of Life Infrastructure improvements.
C. Cherry St at 23rd, Montview, 17th, and Colfax
D. Fairfax St at 23rd, Montview, 17th, and Colfax
E. Montview Blvd and Forest, Glencoe St
F. Colfax Ave and Hudson St
G. Holly St and 23rd, Montview, 17th, and Colfax
H. Kearney St at 23rd, Montview, 17th, and Colfax
I. Monaco Pkwy and 23rd, Montview, 17th and Colfax
J. Oneida St and 23rd, Montview, 17th, and Colfax
K. Quebec St and 23rd, Montview, 17th, and Colfax

PH-M6
See POLICY M6: Install new safe, comfortable, and accessible pedestrian and bicycle crossings.
Appropriate spacing between pedestrian and bicycle crossings is key to providing a comfortable walking and biking network and encouraging safe crossing behavior. South Park Hill is home to several wide arterial streets, many of which are High Injury Network designations, that have more than ¼ mile between safe crossings.
Priority locations for South Park Hill:
A. Colfax Avenue
   • Priority Intersection: Cherry St due to a planned Neighborhood Bikeway
   • Priority Intersection: Hudson St due to planned BRT station at Colfax Ave and Hudson St
   • Priority Intersection: Elm St due to planned BRT station at Colfax Ave and Elm St
   • Priority Intersection: Holly St due to a planned Neighborhood Bikeway
   • Priority Intersection: Krameria St due to a planned Neighborhood Bikeway
   • Priority Intersection: Oneida St due to a planned Neighborhood Bikeway
   • Priority Intersection: Quebec St due to pedestrian and cyclist crossing and proposed BRT station
   • Priority Intersection: Monaco Parkway due to pedestrian and cyclist crossing
B. Colorado Boulevard between Colfax Ave and 23rd Ave (Pedestrian crossing priority). Also see Quality of Life Infrastructure improvements:
   • Priority intersection: 17th Ave due to bike lanes and entrance to City Park
   • Priority intersection: Montview Blvd due to entrance to Museum of Nature and Science
   • Priority intersection: 23rd Ave due to pedestrian and cyclist crossing. Create continuous bike connection across Colorado
C. 17th Ave between Colorado Blvd and Yosemite St (Bicycle and Pedestrian crossing priority). Also see Quality of Life Infrastructure improvements:
   • Priority Intersection: Cherry St due to a planned Neighborhood Bikeway
   • Priority Intersection: Holly St due to a planned Neighborhood Bikeway
   • Priority Intersection: Kearney St due to a planned Neighborhood Bikeway
D. Montview Boulevard between Colorado Blvd and Yosemite St (Bicycle crossing priority)
   • Priority Intersection: Cherry St due to a planned Neighborhood Bikeway
   • Priority Intersection: Holly St due to a planned Neighborhood Bikeway
   • Priority Intersection: Kearney St due to a planned Neighborhood Bikeway
   • Priority intersection: Monaco Parkway due to pedestrian and cyclist crossing

Appropriate spacing between pedestrian and bicycle crossings is key to providing a comfortable walking and biking network and encouraging safe crossing behavior. South Park Hill is home to several wide arterial streets, many of which are High Injury Network designations, that have more than ¼ mile between safe crossings.
SOUTH PARK HILL
RECOMMENDATIONS

POLICY

See POLICY M7: Prioritize implementing transit along corridors in East.

The South Park Hill neighborhood has a medium transit score and low transit propensity index. However, the neighborhood has several high frequency routes at its periphery (along Colfax Ave, Colorado Blvd, and 23rd Ave, with relatively high access to a bus stop within a 5 minute walk. Most sidewalks in the neighborhood are greater than 4 feet wide, providing a complete network that facilitates easy access across different ways of travel, with a small portion of the neighborhood’s East side containing missing or narrow sidewalks.

Priority locations for South Park Hill (see a full list of strategies in Section 2.3):

A. Implement high capacity transit (full BRT to light rail)
   • Colfax Avenue. Also see Chapter 4.
   • Colorado Boulevard. Also see Quality of Life Infrastructure improvements.

B. Implement medium capacity transit (Rapid bus to full BRT)
   • 23rd Avenue Between Colorado Blvd and Quebec St - upgrade transit
   • Quebec Street - Increased frequency and speed and reliability improvements
   • Provide access to Johnson and Wales University campus via RTD Route #20 (take a right at 23rd and Quebec and a left on Montview to Quebec)

C. Implement speed and reliability improvements (Enhanced bus)
   • 22nd/23rd Ave
   • Quebec Street

MOBILITY

See POLICY M8: Install rider amenities at transit stops and better connect transportation modes via mobility hubs.

Priority locations for South Park Hill (see a full list of strategies in Section 2.3):

A. Colorado Boulevard at Colfax Ave. Also see Quality of Life Infrastructure improvements.

B. Colfax Avenue at Krameria St. Also see Quality of Life Infrastructure improvements.
**SOUTH PARK HILL RECOMMENDATIONS**

**POLICY**

**PH-M9**

See POLICY M9: Study measures to slow traffic along neighborhood streets directly surrounding schools, parks, hospitals, libraries, commercial areas and recreation centers.

Within the East Area, South Park Hill has one of the highest concentrations of vehicular crashes; the area as a whole has nearly 30 percent more crashes per resident than the citywide rate. Crashes involving bikes and pedestrians similarly are concentrated along the HIN streets in the neighborhood. This neighborhood also has some of the highest volume arterial streets in the area, with Colfax Ave, Monaco Pkwy, and Quebec St all carrying over 25,000 vehicles per day and Colorado carrying 60,000 vehicles per day. An origin/destination analysis for the area showed that most trips through the neighborhood were regional trips, which tend to be higher speed.

**Primary and Secondary Schools**

A. Odyssey School
B. Denver School of Arts
C. Park Hill Elementary School
D. Montview Preschool
E. Blessed Sacrament Parish School
F. Johnson & Wales University campus

**Public Services**

G. Park Hill Library

**PH-M10**

See POLICY M10: Manage and more efficiently use curbside resources.

South Park Hill averages 3.5 percent of households that do not own a vehicle, significantly lower than the East Area and citywide average of 11 percent. While many homes in this neighborhood have garages, efficient and innovative curbside management was an important concern of residents and community members.

See a complete list of strategies in Section 2.3

**PH-M11**

See POLICY M11: Strengthen parking management tools that reflect the City’s strategic parking goals.

See a complete list of strategies in Section 2.3

**PH-M12**

See POLICY M12: Adopt Transportation Demand Management strategies and policies to shift people’s travel behavior and meet City goals.

Because there is easy access to transit, bike routes, and sidewalks in the South Park Hill neighborhood, transportation demand management strategies are likely to succeed in increasing the number of people using transit, biking, or walking as their primary mode of travel.

See a complete list of strategies in Section 2.3
See POLICY Q1: Leverage the historic parkways to connect existing open space, parks and recreational assets
The 17th Avenue Parkway from Colorado Boulevard to Monaco Parkway and the Monaco Parkway, which are historic parkway in the South Park Hill neighborhood, are opportunities to implement the historic parkway concept.

See POLICY Q2: Develop new Contemporary Parkways that connect the community to open space, parks, and recreational assets, as well as serve multiple community functions.
17th Avenue east of Monaco Boulevard, Colorado Boulevard, and 22nd Avenue are located in South Park Hill and are opportunities to implement the contemporary parkway concept.

See POLICY Q3: Create new community open space, parks and recreation facilities.
Areas of South Park Hill close to Colfax Avenue provide the opportunity for new community space that also addresses flooding concerns.

See POLICY Q8: Encourage sustainable water management practices including stormwater management, flood protection, water quality, and water use.
Stormwater management and flood protection is a top concern of many residents. Many low-lying areas and residential streets in this neighborhood, especially near Colfax Avenue and areas along 16th Avenue, experience flooding during major rain events which can prove to be very costly and damaging to personal property.
TRANSFORMATIVE PROJECT: NEW HOUSING OPTIONS, MOBILITY IMPROVEMENTS, AND STORMWATER MANAGEMENT

- Enhanced landscape buffers and integrated stormwater management help improve the transition and keep the neighborhood safe from flooding.
- Residential character home buildings are preserved.
- New buildings in the Colfax Community Corridor transition compatibility to residential neighborhoods.
- New affordable housing options.
- Small business space along Colfax Avenue.
- Wide sidewalks, increased tree canopy and stormwater planters improve pedestrian safety.
- Easy, pedestrian-friendly access to Colfax BRT.

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
4 COLFAX CORRIDOR

IN THIS SECTION:

4.1 CHARACTER ANALYSIS (P.224)
4.2 TOD ANALYSIS (P.226)
4.3 RECOMMENDATIONS (P.229)
4.1 CHARACTER ANALYSIS

Colfax Avenue, within the East Area, has a strong automobile-oriented character. Multiple car lots, auto body shops, and retail stores with drive-through restaurants are also prevalent. Most buildings are set back from the street with parking between the building and the street. There are also “main street” type brick storefront buildings present in patches throughout. Another popular building form includes U and L-shaped 1-2 story motels. These “motor court” building types are unique to the 50s and 60s era and represent the time when Colfax Avenue served as a major thoroughfare before I-70 was constructed.

Trees and landscaping along Colfax Avenue is sparse, making the corridor less comfortable for pedestrians. Noise from the street’s high volume of fast-moving cars also makes sidewalks and patios less inviting. Some pockets along the corridor have been improved with redevelopment and streetscape amenities, but for the most part the street is not considered a walkable, pedestrian-friendly place.

In the next 20 years, Colfax Avenue is envisioned to transform from an auto-oriented street to one that is transit and pedestrian-friendly. The BRT system will feature state-of-the-art technology and stations that look more like a train stop than bus, yet rubber wheels provide flexibility and cost-effective solutions.

DEVELOPMENT PATTERNS AND PUBLIC SPACE

The layout of blocks in the corridor are generally consistent. Most blocks include 250 feet of frontage. Mid-block alleys are less common but do occur in several locations. Lot depths vary, although the most common lot size tends to be around 125 feet by 125 feet, or around 15,000 square feet total. Some lot depths are very shallow, but most are greater than 75-feet from front to back. Blocks are sometimes offset at Colfax, which can create interesting views down streets, but make crosswalks more challenging.

Colfax Avenue right-of-way is typically about 100 feet wide. The street section includes two travel lanes in both directions, a center left turn lane, or median in some areas, and parking lanes. Sidewalks are often narrow and streetscape amenities, such as lighting, benches, and trees, are few. In the past few years, the Colfax Mayfair Business Improvement District (BID) has added amenities like branded bike racks and trash receptacles due to the BID’s commitment to beautifying the street and making it safer for pedestrians. The BID also helped successfully advocate for intersection safety and streetscaping improvements in certain locations to be included in the 2017 General Obligation bond.

PREVIOUS PLANS

The East Colfax Plan from 2004 primarily applies to Colfax Avenue west of Colorado Boulevard, but it does include the properties on the east corners of the Colfax and Colorado intersection. The plan recommended commercial and residential development and multimodal transportation along Colfax Avenue with high-quality urban design that complements the surrounding neighborhoods. These recommendations continue to be relevant and are consistent with the policies in this East Area Plan.

BUS RAPID TRANSIT

After more than seven years of studying Colfax Avenue and gathering significant community input, the City will be moving forward with center-running bus rapid transit (BRT) along the corridor, with a dedicated transit lane in each direction. Adding BRT along one of Denver’s busiest corridors to move more people, more efficiently, is a key component of Denver’s Mobility Action Plan.

WHAT BUILDINGS SHOULD BE PRESERVED?

In the East Area, there is only one historic landmarked structure just off Colfax and there are no historic districts that exist along Colfax Avenue today. However, there are a number of buildings that contribute to the character and history of the corridor and are often more affordable for small businesses. Buildings types to encourage preserving include:

- **One and Two-Story "Main Street" Storefronts** – these are usually brick construction, although some have been painted. They offer good “form” that is similar to the pedestrian-friendly vision for Colfax Avenue.

- **Older Residential Buildings with Storefront Additions** – there are a few older homes that are still residential uses or have converted to commercial. Some have front additions with storefronts along the sidewalk. These buildings contribute to the history and tell the story of Colfax’s evolution.

- **Some Motor Court Motels with Googie Architecture** – these are clustered along the eastern edge of the study area. Some have the potential to provide quality examples of Googie architecture and have forms and proportions that could facilitate courtyard apartments or shared ownership models, such as cooperatives.

In addition to buildings, a big part of what makes this area of Colfax Avenue unique today is cultural significance. This area is home to a large immigrant population and has numerous ethnic restaurants and other culturally-relevant businesses. Note that more research is necessary to define historic or contributing status of buildings and uses.

**COLFAIX COMMERCIAL CHARACTER BUILDINGS**
4.2 TRANSIT ORIENTED DEVELOPMENT ANALYSIS

In the East Area, within the “community corridor” designation for Colfax Avenue, the next 20 years could see up to 1,700 additional households and 1,200 more jobs.

In preparing for transit-oriented development and expected growth around BRT, it is important to first understand what the existing zoning can handle and compare that with the growth projections. Generally, existing buildings are lower than what zoning permits, and there is zoning capacity to absorb the projected growth along Colfax.

However, recent redevelopment has used significantly less than the maximum available zoning. Instead, many new buildings have been one-story commercial chains and drive thru restaurants (7-11, Starbucks, McDonald’s, Wendy’s, Auto Zone) that have used several of the largest and easiest to develop sites, which has made them less available for development and the corridor as a whole less able to accommodate projected growth.
There are multiple challenges to meeting current zoning requirements for vertical redevelopment on Colfax Avenue today. High priority issues are listed below:

**ADAPTIVE REUSE CHALLENGES**

As identified in the character analysis, many buildings along the corridor contribute to the unique character of Colfax Avenue and are desired to remain. However, the process of reusing a building – specifically when changing the use from how the building functions today – can be very challenging. This “change in use” often triggers a variety of upgrades – both inside the building and on the property. Additionally, required parking is often hard to meet for the new uses. The costs associated with bringing these elements up to current standards can be prohibitive and lead to vacant and deteriorating properties.

**SMALL AND NARROW LOT CHALLENGES**

Narrow and small lots make vertical development challenging. Lot sizes and depths were examined for their potential to redevelop. There are a few depth dimensions that are critical to be able to accommodate vertical development based on existing requirements and standards:

- **75’ depth.** This depth is generally needed to fit rear parking with a usable building fronting Colfax Avenue. It provides a five foot buffer in the rear (required when adjacent to a residential zone without an alley, which is common) and then 40 feet for a drive aisle and 90-degree parking on one side, leaving 30 feet for ground floor usable space along Colfax. Upper floors can be built over the parking. With existing parking rules, on a standard width lot of 100-125 feet, this type of lot would likely result in a 2-story building.

- **100’ depth.** This allows the same construction as 75’ lot depth, but adds an additional bay of parking. This could result in a 3-4 story building on a standard 100-125 foot wide lot.

- **125’-150’ depth.** This depth is generally needed for buildings taller than 5-stories, especially when adjacent to a “protected district,” which is a single unit, two unit or rowhouse zone district. This dimension is also critical for getting any type of parking garage. Going underground is preferred, but is less likely due to much higher construction costs.

Other challenges for small lots are primarily concerned with parking requirements and return on investment. There is an existing parking exemption for lots that are 6,250 square feet or less that helps, but sometimes is still not enough, as it does not address lot depth challenges. The other factor is the cost of construction in today’s market. While there is technically the zoning to allow multi-story buildings, the challenges of doing so on small lots has prevented them in most cases. Therefore, some smaller lots are likely “over-zoned” which could be overvaluing these properties and discouraging investment.

The map below identifies parcels based on their potential to be developed. Parcels with buildings that are potentially historic, character contributing, of substantial size, or recently constructed have been removed. Small and narrow lots (yellow in the map below) are highlighted with a bold outline, as they have more challenges to redeveloping. Some lots could be assembled into larger parcels in the future, but existing ownership was used for this analysis. This leaves the orange and blue lots as most feasible. Through detailed zoning analysis and conceptual lot testing, realistic floor area ratios (FARs), i.e. the amount of square footage of development on a given lot size, were assigned based on existing zoning to all of these lots. It was determined that, at their maximum development potential under existing zoning, these lots can accommodate growth projections in the East Area.

**IMPLICATIONS FOR GROWTH**

Typically, smart city planning automatically increases allowable density and buildings heights along a BRT corridor to allow more residents to easily use transit and in turn reduce transportation costs, pollution and congestion. However, the Colfax corridor has unique constraints: existing zoning capacity, barriers to development, and a shortage of amenities and services prioritized by this community, including affordable housing, preserving character-contributing buildings and affordable commercial space for small independent businesses. Therefore, the typical “transit oriented development” (TOD) planning approach that is used around the world along high capacity transit corridors should be modified for the unique conditions along Colfax Avenue.

Instead, the East Area Plan takes a more focused and limited approach that does not recommend an increase in building heights without providing needed community benefits (See Policy L3).
COMMUNITY FEEDBACK

In the 2017 Kick-Off survey, *cleaning up and beautifying Colfax Avenue* was the 2nd most mentioned “big idea” along with *making the area safer for pedestrians* (#1) and *more local retail and restaurants* (#3).

When asked about priorities for new development on Colfax Avenue, the top responses included:

- **Preserving an existing building**
- **Design review to ensure quality design that is in keeping with character**
- **Providing publicly accessible open space or contributing to open space fund**
- **Provides significant amount of affordable housing**

**COLFAX AVE NODES** - The majority of the neighborhood serving commercial uses are along Colfax Avenue. Key intersections along Colfax Avenue were surveyed by community members, such as Colorado Blvd, Elm St, Krameria St, Quebec St, Syracuse St, and Uinta St.

**COLFAX NODES: TOP IMPROVEMENTS**

- Provide places to sit and eat outside
- Keep existing and support new local business
- Prioritize building edges (where the building meets the street) and memorable buildings
- Add/keep iconic elements with local flavor
- Slow down vehicular traffic
- Widen sidewalks and reduce driveways to prioritize pedestrians over vehicles

**URBAN QUALITY TOOL RESULTS:**

While Colfax Avenue’s home to many local businesses, some nodes could benefit from more businesses that draw residents from surrounding neighborhoods. A lack of plaza space and limited outdoor seating reduces the liveliness of the nodes, scoring 3/10 in the “bustling with activity” category. The buildings in the area do have some distinctive architectural features but there is a lack of walkable areas with more pedestrian scaled signs and amenities, scoring 3/10 in the “memorable experience” category. Roadways are lined with surface parking, vehicular curb-cuts, and very narrow sidewalks at times. The buildings are mostly set back from the street to allow for parking, prioritizing vehicles over pedestrians, scoring a 3/10 in pedestrian comfort.
4.3 RECOMMENDATIONS

C-L1

LAND USE

Reduce regulatory barriers to make it easier to reuse existing buildings and develop lower-scale buildings on small lots

The plan’s vision for the Colfax corridor is to preserve its unique character while allowing it to evolve to better serve the community’s needs. Facilitating the adaptive reuse of existing buildings can help achieve both of these goals, however current regulations make that difficult in some circumstances. Other tools, such as a landmark district, may also be appropriate to accomplish the vision.

A. Modify standards to be more proportional to the proposed project and site conditions while ensuring consistency with the vision for a pedestrian-friendly Colfax Avenue, consideration include:
   1. Land dedication requirement for Colfax right-of-way when it would result in a lot being less than 75-feet deep.
   2. Alley access rules.
   3. Apply adopted International Existing Building Code or certain provisions, including health, fire, and change of use.
   4. An adaptive reuse ordinance as a tool to simultaneously address barriers across multiple departments and codes.

B. Provide financial assistance or design alternatives for required streetscape improvements for lots less than 75 feet deep or if preserving a character building.

C. Reduce parking requirements for reuse of commercial character buildings and small lots with MS-3 (3-story maximum) zoning.

D. Provide dedicated staff for technical assistance to adaptive reuse and small scale development to help small businesses navigate the permitting process in an efficient, predictable, and timely manner.

E. Evaluate regulations for unnecessary barriers to small, flexible, shared indoor and outdoor commercial spaces and eliminate as needed.

F. Work with Business Improvement Districts and other small business organizations on identifying additional regulatory barriers to adaptive reuse and small scale development, including additions to existing buildings, along Colfax Avenue.

G. Evaluate the corridor for historic and cultural significance
   1. Initiate a study to determine eligible properties, include Character Buildings in evaluation.
   2. Consider a Transfer of Development Rights program as an incentive to encourage property owners to participate in a historic district.
   3. Consider additional incentives, such as tax rebates, to encourage property owners to participate in a historic district.
   4. Work with Historic Denver, and the Business Improvement Districts to establish criteria and goals, as well as operational aspects of the program.
   5. Establish design standards and guidelines so that new development responds appropriately to the history and character.
Affordable housing options near transit and amenities

Community-serving businesses relocated into ground floor of a new building

Improved public open space at transit stop

Office space for nonprofits and small businesses

Center-running BRT and stations

On-street parking for a variety of users

Mobility hub with transit information, bikes, scooters and lockers

Streetscape improvements, including wide sidewalks, trees, lighting, signage, seating, and integrated stormwater management

Pedestrian and bike safety improvements

Active ground floor uses with outdoor seating

Note, this drawing is intended to help community members visualize one way the plan recommendations may be realized. It is provided for illustrative purposes only.
COLFAK CORRIDOR
RECOMMENDATIONS

LAND USE

C-L2
Repurpose commercial alleys that intersect with Colfax Avenue as pedestrian-friendly spaces.

Alleys have the potential to be improved as shared or pedestrian-only spaces and can function as small, public open spaces. They can be activated by adjacent buildings with windows, doors, lighting, benches, café seating and public art. They can also facilitate more affordable “back door” commercial spaces for new small businesses with thoughtful design.

A. Work with Business Improvement Districts and Denver Arts and Venues to create an “Activate Alleys” program that provides financial or technical assistance to property owners for public art and public realm enhancements.
   1. Identify financial assistance to property owners relocating utilities within alleys that intersect with Colfax Avenue.
   2. Modify standards so that improvements over utility easements for amenities like seating, lighting, and public art are encouraged.

B. Where redevelopment occurs along an alley, encourage enhanced design solutions and small commercial spaces to help activate these spaces and make them feel safer.
   1. Include alleys in design guidelines for centers and corridors (see Policy L7).

C-L3
Amend sign regulations to allow creative solutions to signs that fit the character of Colfax.

Signage along Colfax Avenue as part of its history. Allowing more flexibility for signs can help preserve the corridor’s unique character while helping small businesses.

A. Work with the community to identify desirable iconic, vintage features of existing Colfax signs. Features to consider should include blade, roof, illumination, and mural signage.
B. Modify regulations to encourage preservation of existing desirable signage and new signs that reflect Colfax’s unique urban design character.
C. Ensure signage does not negatively impact surrounding residential areas.

C-L4
Discourage low utilization of land and auto-oriented uses near future BRT stations.

Drive thrus and other small buildings with large parking lots near transit stations are incompatible with this plan’s vision for a vibrant and walkable Colfax corridor. Restricting these types of uses will encourage more efficient use of land, ensuring more residents, employees, and businesses benefit from proximity to transit.

A. Consider modifications to regulations to discourage automobile oriented uses, drive thru building forms and encourage multi-story, mixed use development, such as:
   1. Updating limitations on the drive thru building form to include high capacity transit station proximity.
   2. Changing the current minimum height in zone district MS-5 or higher from 24 feet to two stories.
See POLICY E3: Create new affordable housing with access to transit and amenities.

With access to great transit service and planned BRT improvements, Colfax Avenue provides a significant opportunity for new affordable housing development. Locating housing along the corridor will give residents convenient access to jobs, education, services, and amenities. See a complete list of strategies in Section 2.2 Economy and Housing

A. Use Tax Increment Financing (TIF) to support projects that meet the goals of the East Area Plan, including:
   1. The development of affordable housing, particularly for households earning low and very low incomes
   2. Development that encourages the participation of existing property owners and preservation of existing businesses
   3. Development that reduces housing costs through use of Community Land Trusts

B. Review of projects requesting TIF should include an inclusive community input process, including an advisory committee of neighborhood renters, immigrants, refugees, property owners, business owners, civic and cultural organizations, neighborhood organizations, nearby residents, and other partners that is racially, linguistically, and socio-economically representative of residents and small business owners, such as the recommended International/Cultural District (See Policy C-E3). The advisory committee should be notified of projects early in the process, evaluate projects on how they help meet the goals of the East Area Plan, and provide recommendations to the Denver Urban Renewal Authority Board and City Council.
Create an International or Cultural District that would celebrate and support the area’s diversity of people, businesses, food, and events.

East features a number of ethnic-oriented businesses. The East Colfax neighborhood has the strongest collection of these businesses – a majority of which are Latin American and Ethiopian/Eritrean – and the community values their continued presence highly. An International or Cultural District is a way to support the long-term success of these businesses as an asset for the neighborhood.

A. Recruit an International/Cultural District Steering Committee composed of property and business owners, civic and cultural organizations, neighborhood groups and nearby residents, and other partners that is racially, linguistically, and socio-economically representative of residents and small business owners. The Steering Committee will help to create the vision for and implementation of the International/Cultural District concept and should play an important role in the community engagement process for any TIF projects proposed and other major City investments and projects in the area.

B. Develop a marketing and branding strategy for the District, including a wayfinding and signage package to reinforce the District’s identity. Consider a “contributing business” designation for participating businesses.

C. Evaluate regulatory changes that reduce barriers and help welcome and accommodate businesses that serve the diverse cultures of the East Area.

D. Evaluate how key neighborhood amenities, such as the new Community Center or fresh food market, fit into the District concept (see Policy Q10).

E. Develop strategies to help prevent displacement of contributing businesses, such as assistance with gaining property ownership.
COLFAX CORRIDOR RECOMMENDATIONS

Create a multi-faceted BRT construction mitigation program for small businesses along the Colfax corridor to help them thrive during the period of construction.

While the BRT will create an improved Colfax corridor, it will require significant construction that will potentially disrupt businesses near future stops. A range of strategies are recommended to help mitigate this disruption and ensure businesses have an opportunity to thrive once BRT is complete.

A. For the BRT construction period, dedicate a City staff position that assists small business owners within the BRT impact area to carry out the mitigation initiatives listed as strategies B-H below.

B. Expand and adapt the Business Impact Opportunity (BIO) Fund to the Colfax corridor.
   1. Offer grants to small businesses to make up portions of a documented revenue gap experienced during construction months (see profile of the BIO Fund).
   2. Make funds available for extra marketing and special events during periods of construction.
   3. Pursue additional funding opportunities, such as federal grants or matching funds from partner organizations, to bolster resources for BRT small business mitigation.

C. Encourage station-by-station construction patterns that minimize the disruption to businesses around individual BRT station areas. Coordinate construction scheduling to account for seasonality, time of day, loading/unloading, and other concerns, acknowledging that this may differ by station area depending on the makeup of businesses.

D. Create temporary wayfinding and signage on 13th, 14th, and 17th Avenues to account for reduced visibility and access to Colfax businesses during construction.

E. Evaluate and implement innovative ways to maintain pedestrian connectivity and access (across Colfax Avenue and crossing streets) during road closures.

F. Encourage BRT construction contractors to hire local subcontractors, use local services from within East during the planning and construction periods, and encourage construction employees to patronize Colfax Avenue businesses.

G. Partner with Transportation Management Associations (TMAs) in the area to offer transit passes for corridor employees (Eco-Passes) to help mitigate BRT construction impacts and free up parking spaces for customers (see Policy C-E5).

H. Ensure the public art projects required by the Denver Public Art program enhance the pedestrian environment and contribute to the unique character of Colfax Avenue.
Help businesses prepare for a future BRT multimodal retail environment that is more neighborhood oriented and pedestrian friendly.

With the introduction of BRT, the Colfax corridor will evolve from an auto-oriented thoroughfare into a neighborhood-serving, multimodal main street. Businesses prepared for this improvement will reap the benefits of a more appealing retail environment and an expanded customer base.

A. Encourage businesses and BIDs to join an existing regional Transportation Management Association (TMA) to encourage a variety of transportation modes in East. The TMA will help implement strategies B-G below (see Policy M12).

B. Work with relevant organizations and TMAs to offer Transportation Demand Management (TDM) services and training that help businesses and could include:
   1. Online ordering and delivery services
   2. Online sales via a business website
   3. Large-item delivery services, for goods such as home décor and gardening supplies

C. Work with the neighborhoods, relevant organizations, and TMAs to find solutions for parking and loading challenges.
   1. Encourage shared parking arrangements for neighboring businesses. Greatest opportunities may exist for businesses with different hours and ones with large existing lots such as grocery stores.
   2. Ensure residential parking permit programs do not negatively impact neighborhood residences and businesses.
   3. Formally allow use of alleys for business loading/unloading.
   4. Work with businesses to schedule merchandise deliveries during off-peak hours.

D. Ensure pedestrian safety enhancements are incorporated into BRT implementation. Priority improvements should include:
   1. Enhanced crosswalks at lighted intersections
   2. Pedestrian crossings at median gaps
   3. Pedestrian-scale lighting
   4. Improved sidewalks, landscaping, and street furniture
   5. Street trees and stormwater planters

E. Conduct outreach to large employers to promote employee carpool, rideshare, and teleworking programs.

F. Offer transit passes for corridor employees (Eco-Passes) to help kickstart BRT, support citywide TDM goals, and free up parking spaces for customers.

G. Provide technical and financial assistance for small independent businesses to attract more customers from the surrounding neighborhoods through marketing and other tools. Explore the feasibility of commercial property tax relief. Extend the use of the BIO Fund to before and after BRT construction (see Policy C-E4).

H. Partner with RTD and other relevant organizations for streetscape improvements that enhance safety and well-being of visitors, including public restrooms (see Policy Q19).

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**Case Study:**
Stabilizing and Preserving Local Businesses: Carniceria Sanchez

At Carniceria Sanchez, one can find such items as asada and chicken adobo. Located in Elyria-Swansea, Maria Montoya owns the business and property and operates with the help of one full-time and three part-time employees. Maria’s business was assisted with Denver’s Business Impact Opportunity Fund (BIO Fund) in 2019. A program offering financial and technical assistance to small businesses impacted by changing neighborhood conditions and public infrastructure projects, the BIO Fund has assisted eight businesses with cash grants, and marketing and back-office support. All are minority- and/or woman-owned and half have been operating in their neighborhoods for more than 15 years. The program is offered through a partnership of Denver’s Economic Development & Opportunity, North Denver Cornerstone Collaborative and Mile High United Way.
See POLICY E13: Strengthen the professional services market by promoting the development of small office space.

As Colfax Avenue transitions from an auto-dominated corridor to a transit-rich multimodal corridor, and with changes in the role of retail space in the larger economy, there may be areas where retail is less viable and alternative uses would be appropriate. While it is important to retain retail uses around the stations of the future BRT, office uses are a way to bring people to the corridor and generate street activity in between stations.

Colfax Avenue is the primary retail corridor in East, with 80 percent of the retail businesses located along the street. While the corridor currently performs fairly well, with just 7.3 percent of storefronts vacant, rising rents threaten to displace existing businesses cherished by the community, while the barriers to development described above make it difficult to add new space or adaptively reuse existing spaces for retail.

A. Coordinate with relevant organizations on work plans to provide services that help property owners to better leverage existing real estate along Colfax Avenue for small professional services.

B. Where retail or restaurants might be difficult to accommodate and/or in areas outside of anticipated retail nodes near BRT stations, encourage and allow ground floor activation (beyond retail and restaurant uses) with office uses or services.

Provide additional support to community-serving retail businesses and improve the development environment along Colfax.

Colfax Avenue is the primary retail corridor in East, with 80 percent of the retail businesses located along the street. While the corridor currently performs fairly well, with just 7.3 percent of storefronts vacant, rising rents threaten to displace existing businesses cherished by the community, while the barriers to development described above make it difficult to add new space or adaptively reuse existing spaces for retail.

A. See Policy E8: Improve the permitting process to provide additional support for existing and new small businesses in the area.

B. See Policy E9: Work in tandem with relevant organizations to provide technical assistance to existing small independent businesses to help them succeed and prevent involuntary displacement.

C. See Policy E10: Broaden the range of financial incentives for small independent businesses and landlords to strengthen the area’s tenant mix and help prevent displacement.

D. See Policy E11: Support and develop new initiatives and community-minded ownership models that have a goal of maintaining East’s variety of local and culturally-significant businesses.
See POLICY M1: Create bold changes to the mobility system by repurposing street space along key corridors to prioritize safe and accessible walking, biking, rolling, and transit.

Transformative streets identified in the East Area Plan represent the best opportunities to dramatically increase safety and transportation options within Denver. Colfax Ave has the highest number of pedestrian and bicycle related crashes in the East Area and currently runs RTD’s highest ridership bus route (15, 15L). Public Works’ 2017 Pedestrian Crash Analysis found that 14 percent of all crashes between pedestrians and motorists occurred on Colfax Avenue. The BRT project presents an opportunity to provide a wholesale safety improvement along the Colfax Ave corridor and help meet the City’s Vision Zero goals of no traffic deaths or serious injuries.

A. Colfax Avenue
   1. Interim
      a. Improve intersections and crossings at high crash and high community priority intersections along Colfax through the Vision Zero Program. Priority intersections include: Colorado Blvd, Cherry St, Elm St, Hudson St, Holly St, Kearney St, Monaco Pkwy, Oneida St, Quebec St, and Uinta St.
   2. Short-Term
      a. Conduct next phase of study and design to advance the vision of center-running bus rapid transit (BRT) and a high-quality pedestrian environment from Colfax Corridor Connections.
      b. Study adding two BRT stations to improve access in the general area between Bellaire Street and Cherry Street and the general area between Rosemary Street and Trenton Street.
      c. Identify funding opportunities to build full center-running BRT vision for corridor.
      d. Implement locally preferred alternative for Colfax Avenue corridor, including center-running BRT, improved pedestrian, cyclist, and driver safety at intersections, and a beautified corridor featuring a high-quality pedestrian space and placemaking opportunities.
EAST COLFAX BRT

Colfax Avenue has long been a key east-west transportation route for Downtown Denver, Auraria Campus, Anschutz Medical Campus and nearly 50 schools - it is also a thriving community, with retail, nightlife, and residential development creating a “Main Street” feel along one of the area’s oldest streets. With recent population and business growth in the area, as well as significant increases expected over the next 20 years, there is an opportunity to reimagine how Colfax Avenue functions, looks, and feels, while accommodating an increasing need for enhanced mobility and safety along the corridor.

BUS RAPID TRANSIT

After years of studying Colfax Avenue and gathering significant community input, the City is looking to implement center-running bus rapid transit (BRT) along the corridor, with a dedicated transit lane in each direction from Broadway to Yosemite Street. The study began in 2012 with an analysis of current and future needs for the corridor. The recommendation for center-running bus rapid transit was presented in 2018, after six years of outreach and community input. Implementing BRT along one of Denver’s busiest corridors to move more people, more efficiently as Denver continues to grow is a key component of City goals to increase mobility choice and safety, while reducing single occupancy vehicle commuter rates.

Goals of the East Colfax BRT project include:

- Improving mobility, connectivity, safety, accessibility, and economic vitality
- Meeting current and future person-trip demand
- Encouraging a shift of auto trips to alternative modes
- Interacting seamlessly, efficiently, and safely with other transportation corridors, systems, and modes in a fiscally sustainable manner

FUNDING

$55 million in funding for Colfax BRT is included in the Elevate Denver Bond Program approved by voters in 2017. Given that preliminary cost estimates for the full vision of East Colfax BRT are greater than $55M, the City’s path forward is to leverage the bond funding - and additional dollars from other sources - as match dollars for upcoming grant opportunities. This aligns with nationwide best practices of how other projects of a similar size and scope are funded.

Voters also approved $20M for pedestrian improvements on Colfax Avenue in the Elevate Denver Bond program. These funds will provide permanent improvements including medians, curb extensions, and enhanced crosswalks at key intersections, and deliver streetscape improvements such as furniture, trees, and lighting in certain business improvement districts (BIDs). The BIDs include West Colfax, Colfax BID, Bluebird BID, and Colfax-Mayfair BID. Construction of permanent civil and safety improvements on East Colfax will be linked to BRT project implementation, though some improvements may be identified to be installed in advance of BRT construction in the next phases of design for the project. Because pedestrian improvements on West Colfax are not tied to the East Colfax BRT project, the City is moving forward with improvements prioritizing safety needs from Sheridan Boulevard to Irving Street.

PROJECT SCHEDULE

Referring to typical timelines for large-scale, federally-funded projects in Denver, it is anticipated that the project could be completed as early as 5-8 years after the start of the environmental assessment phase, which is set to be initiated at the time of writing this plan.
The goal of the project is to improve transit, overall mobility, safety, and livability within the corridor now and for generations to come.

Benefits of BRT on Colfax Avenue include, but are not limited to:

- Significant shift from vehicles to transit due to improved bus travel times, reliability, and convenience
- Bus ridership more than doubles - from 22,000 daily riders today to up to 50,000 daily riders by 2035
- Transit trips could take up to 15 minutes less during peak hours across the corridor by 2035
- Improved safety, connectivity, accessibility, and mobility options for all travelers
- Increased streetscaping and economic development opportunities
- Improved access to 280,000 jobs and nearly 50 schools along and near Colfax Avenue

The City is moving forward with BRT on Colfax because doing nothing is not an option. Over the next 20 years, the corridor is expected to experience 25 percent growth in the number of travelers, 67 percent growth in employment, and 25 percent growth in population. Denver cannot continue to grow and create people-friendly spaces without safely and efficiently moving more people through the East Colfax corridor.
Colfax Ave has the highest number of crashes involving pedestrians and bicyclists in the city. Bus rapid transit improvements to more efficiently accommodate more people traveling in the corridor furthers City goals of decreasing single occupancy vehicle trips to 50 percent of all trips by 2030 and creates a safer environment for all, especially through providing safe crossings for people walking, rolling, or biking.

Colfax Ave currently supports the region’s highest bus ridership routes (15, 15L) with over 22,000 average daily riders. Providing transit infrastructure improvements that increase transit reliability and frequency and hubs of access to key mobility connections and alternate modes along the corridor can help to improve the transit experience.

A. Implement high capacity transit
   1. Colfax Avenue
B. Study adding two BRT stations in order to improve access:
   1. The general area between Bellaire St. and Cherry St.
   2. The general area between Rosemary St. and Trenton St.

A. Install rider amenities at priority locations:
   1. Colfax at Colorado Blvd, Krameria St, and Yosemite St.
See POLICY M9: Study measures to slow traffic along neighborhood streets directly surrounding schools, parks, hospitals, libraries, commercial areas and recreation centers.

Most transit trips begin with walking, and the high ridership transit corridor on Colfax Avenue generates significant pedestrian trips. Calming traffic around commercial nodes and destinations on Colfax Avenue can help to create a safe, comfortable, and accessible street for everyone.

Priority locations for Colfax Avenue are listed below. For all strategies, see Section 2.3 Mobility.

A. Commercial Nodes
   1. Colfax Ave from Colorado Blvd to Yosemite St
   2. Colorado Blvd from 14th Ave to 17th Ave
   3. Krameria St from Colfax Ave to 13th Ave
   4. Poplar St from Colfax Ave to 14th Ave

B. Schools
   1. Denver Children’s Home
   2. Paddington Station Preschool
   3. St. James School

C. Grocery Stores
   1. King Soopers
   2. Safeway

D. Health Facilities
   1. National Jewish Health

Improve curbside management on Colfax Ave.

Colfax Avenue has a wide variety of demands on curbside space, ranging from parking to passenger and freight loading to placemaking opportunities.

A. See Policy M10: Manage and more efficiently use curbside resources
B. See Policy M11: Strengthen parking management tools that reflect the city’s strategic parking goals.

See POLICY M12: Adopt TDM strategies and policies to shift people’s travel behavior and meet City goals

Because there is easy access to transit, bike routes, sidewalks, and businesses along the Colfax corridor, transportation demand management strategies are likely to succeed in increasing the number of people using transit, biking, or walking as their primary mode of travel.

See a complete list of strategies in Section 2.3.
Collins Avenue|4 Colfax Corridor

**Policy Recommendations**

**C-Q1**

Create new community open space, parks and recreation facilities.

Residents identified a need for more parks and open space. Preferred locations were near Bus Rapid Transit (BRT) stops, at the Mayfair Town Center, and along Colfax Avenue. The majority of community input was in support of converting vacant or underutilized lots into future park space.

- A. Create a community center in the East Colfax neighborhood that serves several needs, such as providing a gathering space, recreation center, education and training, evening programs, non-profit space, or food access. Community members identified Colfax Avenue in East Colfax as one of the preferred locations.
- B. Create additional community parks. Prioritize future locations that align with the City’s Game Plan for a Healthy City priority areas for new parks and areas prone to flooding according to the City’s Storm Drainage Master Plan or the best available data from the Department of Transportation and Infrastructure. One potential future location includes South Park Hill, close to Colfax Avenue, which would create community space in alignment with BRT corridor and addresses local flood concerns.
- C. Incentivize and/or require new developments, especially near Bus Rapid Transit (BRT) stations and along community corridors, to include publicly accessible outdoor spaces. Establish standards and guidelines that ensure public accessibility, design, and features that respond to the community context.

**C-Q2**

See POLICY Q19: Incorporate design elements that create welcoming and inclusive environments in public spaces.

Community-led strategies can foster social interaction, create a sense of community, and improve safety and well-being. Participants in public workshops listed activity on the street and public art as their top two priorities for creating welcoming and inclusive public spaces, and Colfax Avenue was identified as a location particularly in need of these strategies.

- A. Establish a process to ensure that implementation of the following strategies is led by the community, including identifying which spaces they want to transform and how.
- B. Provide adequate street lighting, including pedestrian-scale lighting, prioritizing areas along the High Injury Network (HIN) designated in Denver’s Vision Zero Action Plan and along streets designated as pedestrian priority in this plan.
  1. Work with the Department of Transportation and Infrastructure to prioritize installation and upgrades to pedestrian and street-pedestrian combination light fixtures. These upgrades should be in coordination with other mobility improvements, including those recommended by this plan (See Section 2.3 Mobility), including in alleys (See the City and County of Denver Street Lighting Design Guidelines).
  2. Work with local organizations to explore tools such as incentives, grants, and training to encourage businesses and other property owners to install appropriate exterior lighting.
- C. Conduct targeted maintenance and improvements along Colfax Avenue and other key East Area commercial nodes. Work with local organizations to:
  1. Coordinate with Department of Transportation and Infrastructure to identify funding for and areas in need of increased base-level services including power-washing, trash removal, and improved streetscaping maintenance.
  2. Encourage and fund maintenance or clean-up of derelict private and public properties.
  3. Coordinate with the Harm Reduction Action Center to identify areas where safe needle deposit boxes are needed and supported.
- D. Encourage public art.
  1. Work with neighborhood groups to:
    a. Increase awareness of existing arts-specific funding opportunities, such as the “P.S. You Are Here” grant, which can be used to beautify elements of infrastructure such as utility boxes, bus stops, and dumpsters.
    b. Provide “How to Write a Proposal” informational sessions to encourage greater participation in the Request for Proposals process for arts-specific funding opportunities.
    c. Create activity on sidewalks and public places during evening hours through creative lighting interventions and activities like glow-in-the-dark board games, outdoor film screenings, and night markets.
    d. Engage community members in public art projects and gather feedback for priority areas, such as intersections or underutilized lots, and topics.
- E. Partner with RTD and other relevant organizations to construct and maintain public restrooms at appropriate locations, including mobility hubs (see Policy M8).
COLFAX CORRIDOR RECOMMENDATIONS

POLICY

C-Q3
See POLICY Q5: Strengthen the existing tree canopy and increase tree canopy coverage within the public right-of-way.

C-Q5
See POLICY Q8: Encourage sustainable water management practices including stormwater management, food protection, water quality, and water use.

BACKGROUND

Tree canopy coverage is notably missing along Colfax Avenue where the development pattern includes larger building footprints and more surface parking lots. The community is becoming more aware of the benefits of a robust tree canopy along Colfax Avenue and, as improvements along Colfax Avenue begin to take place, tree canopy coverage will continue to be a critical green asset.

The Colfax Avenue community is interested in policies and incentives that support stormwater management and flood protection in areas of new development. Green infrastructure is a useful design tool that supports several community goals related to water quality and use, access to green and open space, and environmental resilience.

C-Q4
See POLICY Q7: Increase the pervious surface coverage through the design and implementation of green infrastructure systems to increase environmental performance (infiltration, evaporation, evapotranspiration, carbon sequestration, shade, and urban heat).

BACKGROUND

High impervious surface coverage along Colfax Avenue results from historical development patterns in which permeable surfaces were replaced with parking lots, sidewalks, and rooftops.

Most of the Colfax corridor are characterized by high impervious surface coverage and a lack of tree canopy.
5 IMPLEMENTATION

IN THIS SECTION:

5.1 IMPLEMENTATION (P. 246)
5.1 IMPLEMENTATION

The East Area Plan sets forth the community’s vision for the area and includes recommendations to achieve it. To make that vision reality, the plan recommendations must be implemented. This section will describe the types of implementation tools available, identify the recommendations that are priorities for implementation, and explain how implementation efforts will be monitored and tracked. Successfully implementing this plan will require the combined efforts of the city, external organizations, and the community.

Implementation activities generally fall into three categories: regulatory changes, public investment, and partnerships. Each fills a different role, but all are necessary to successfully achieve the vision.

REGULATORY

Most community development comes from private investment. The City can ensure private investment advances community goals by adopting or amending appropriate regulations. These regulations may include rules, requirements, procedures, fees, or laws. Typical examples include Denver Zoning Code text and map amendments, requirements for infrastructure improvements associated with development projects, and Parks and Recreation rules regarding the provision of public amenities that make a complete neighborhood, the area and includes recommendations to achieve it.

PUBLIC INVESTMENT

To ensure community members have access to all the amenities that make a complete neighborhood, the City must provide infrastructure and public facilities that complement private investment. Examples include public investment in affordable housing, street reconstruction, bicycle lane installations, new transit routes, park improvements, or new or expanded recreation centers. The City, or other governmental entities, typically take the lead in designing, constructing and funding these projects and may use a variety of public funding mechanisms or partnerships with the private sector. New streets, utilities, open space and other major public infrastructure associated with new development are typically led and funded by private developers or through public-private partnerships (see Partnerships below).

Some strategies may require detailed studies and further assessment to identify appropriate solutions that must consider existing and projected mobility demands. These studies will inform future needs and capacities and also determine project costs and funding eligibility. Public investment implementation priorities include:

- Prioritizing current residents for new affordable housing (see Policy E1) and small business owners with financial assistance due to BRT construction and rising costs (see Policies C-E4 and C-E5).
- Updating design standards to ensure newly built houses fit in better with neighborhoods (see Policy L5).
- Adding more diverse housing options in residential neighborhoods in appropriate locations (see Policies L6 and E4).
- Creating new rules for high quality design and making buildings better neighbors to adjacent homes (see Policy L7).
- Making it easier to reuse existing buildings, build small scale development, and start new small businesses (see Policies E8 and C-L1).
- Creating requirements to preserve older homes with valued architecture when new housing options are added (see Policy L6).
- Making new rules to protect mature trees during redevelopment. (see Policy Q6).

Partnerships

Where neither the city nor the private sector can alone achieve the vision, partnerships offer an opportunity to work together to advance community goals. Many partnerships focus on services, with the city working alongside an outside organization to provide for community needs. Other partnerships can provide infrastructure through public-private financing arrangements. There are many different potential partners identified for specific recommendations throughout the plan to accomplish many different goals. Partnership priorities include:

- Elevating community voices on projects in the area, including changes to regulations (See Policies L3, L4, L5, and L6), affordable housing (see Policy E3), and projects using tax increment financing (TIF) (see Policy C-E2).
5.1.2 PRIORITIES

Over the 20-year life of this plan, the city will evolve, recommendations will be implemented, and circumstances will change. All of these will impact which recommendations are the highest priorities for the City to focus on. An appendix will identify the current top priorities and will be updated regularly to reflect the changing situation.

5.1.3 SUMMARY OF UPDATES TO BLUEPRINT DENVER

The East Area Plan is adopted as a supplement to Comprehensive Plan 2040 and updates Blueprint Denver. This plan advances the vision of Comprehensive Plan 2040 and is consistent with Blueprint’s overall approach including topics, maps, legend categories, and system hierarchies. This plan takes a closer and more detailed look at East and is intended to refine Blueprint Denver’s guidance for this part of the city. Where this plan addresses topics also addressed by Blueprint, Blueprint’s maps should be updated to be consistent with this plan, including the following maps:

- Neighborhood Context (Section 2.1.2)
- Future Places (Section 2.1.3)
- Growth Strategy (Section 2.1.4)
- Street Types (Section 2.3.1)
- Transformative Streets (Modal Priority) (Section 2.3.3)

- Growing the corridor’s independent and diverse cultural identity by establishing an International or Cultural District (see Policy C-E3).
- Surveying neighborhoods for historical significance and taking steps to protect historic buildings (see Policy L8).
5.1.4 PROGRESS METRICS

Each topic within the Area Wide Recommendations section has associated performance measures to evaluate whether this plan is having the desired impact in achieving the community’s vision. In addition to measuring the outcomes from the plan, it is also important to track how the recommendations of this plan are implemented. To determine how much progress the City is making in implementing this plan, the number of individual projects the plan calls for under each topic will be tracked. See the numbers to the right for the number of implementation projects that the plan’s recommendations call for to be completed over the life of the plan.