EAST AREA PLAN

Steering Committee Meeting

November 16, 2017
6:00PM – 8:00PM

Art Gym Denver

Area: 4.55 square miles
Population: 33,082 people
Housing units: 15,533 units
<table>
<thead>
<tr>
<th>Time</th>
<th>Item</th>
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</thead>
<tbody>
<tr>
<td>1 6:00-6:10</td>
<td>Approval of October 26 Meeting Summary</td>
</tr>
<tr>
<td>2 6:10-6:50</td>
<td>Community Destinations Map Review &amp; Discussion</td>
</tr>
<tr>
<td>3 6:50-7:20</td>
<td>Overview of Existing Studies (postponed from September meeting) &amp; GO Bond highlights</td>
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<tr>
<td>5 7:20-7:50</td>
<td>Regulatory Tools Overview and Discussion</td>
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<td>8</td>
<td>Zone Districts</td>
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<td>9</td>
<td>Overlays</td>
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<td>10</td>
<td>View Planes</td>
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<td>11</td>
<td>Historic Districts</td>
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<tr>
<td>6 7:50-8:00</td>
<td>Homework Assignments &amp; Upcoming Meetings</td>
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</table>
Community Destinations Map Review & Discussion

URBAN QUALITY SCORECARD

What is the Urban Quality Scorecard?
- The Urban Quality Scorecard is an evaluation tool for the built environment of existing or proposed mixed-use communities.
- The method provides a data-driven “score” for characteristics that contribute to vibrant, memorable, and pedagogically-valuable destinations where people live, work, and have fun.
- The data collected will provide an evaluation of the quality of a destination by identifying strengths and weaknesses of different characteristics, such as street and building design, uses, and unique qualities.

How does the Urban Quality Scorecard Work?
- After a destination is identified by the community to evaluate, a group of residents visits the destination, usually 2 to 3 blocks, and fills out the scorecard by checking off each characteristic.
- A trained group leader will help answer any questions and facilitate a discussion to identify agreed-upon characteristics that are relevant to the area and which need changes for the destination to improve.
- The leader and the group leader write a summary of the conversation, collect each scorecard, and submit it to the City to be compiled and mapped.
- In total, the evaluation is estimated to take about 45 minutes.

What decisions will the Urban Quality Scorecard inform?
- The scorecard will be used as part of a neighborhood planning process to help inform the long-term vision and recommendations for important mixed-use destinations. The evaluation will help prioritize infrastructure investments and zoning changes to encourage walkability and economic vitality.
Community Destinations Map Review & Discussion

Draft Urban Quality Tool survey locations
Community Destinations Map Review & Discussion

Break up into two groups

Review the draft map and discuss:

• Are the right areas identified? Are there any missing?
  • Areas that represent both likes/dislikes input
  • Sample of typical conditions in the East Area
• Are further comments on the Urban Quality Tool?
  • Additional questions related to inclusivity and authenticity
  • Usability
• Who should participate in surveying the areas?

Group discussion
Overview of Existing Studies

- **Land Use**
  - Colfax Avenue BRT TOD Continuum Analysis
  - Stapleton Perimeter Assessment
  - Mayfair Town Center Assessment
- **Transportation**
  - Denver Strategic Transportation Plan
  - Denver Moves: Bikes
  - Denver Living Streets Initiative
- **Economic Development**
  - Colfax Corridor Connections Economic Development Analysis
- **Housing**
  - Denver Office of Economic Development Gentrification Study
- **Health**
  - Denver’s Food Vision/Food Plan
- **Green Infrastructure**
  - Denver Green Infrastructure Strategic Plan
  - Denver Ultra Urban Green Infrastructure Guidelines
- **BID Studies**
  - Colfax Mayfair BID Streetscape Plan
Land Use Studies

- Colfax Avenue BRT TOD Continuum Analysis
- Stapleton Perimeter Assessment
- Mayfair Town Center Assessment
Colfax Avenue BRT TOD Continuum Analysis

- Economic analysis using the same analysis framework as Denver’s TOD Strategic Plan
- Fine grained land use, development, and block patterns
  - Redevelopment and infill opportunities: commercial properties fronting Colfax
  - Strategy: Focus on promoting reinvestment and redevelopment along Colfax while preserving the stability of adjoining neighborhoods

Economic and Planning Systems, August 2017
Stapleton Perimeter Assessment

• Documents the current conditions in the areas adjacent to the redeveloped Stapleton International Airport
  • Intended to help identify the major issues and revitalization opportunities to be addressed in future planning efforts
  • Includes portions of: South Park Hill, East Colfax, North Park Hill and Northeast Park Hill statistical neighborhoods
• No longer a need for “airport-supportive” industrial uses
• Review of strategies to address anticipated increases in traffic

Department of Community Planning and Development, October 2007
Mayfair Town Center Assessment

- Purpose: identify action items for transitioning the area to the pedestrian-friendly Town Center as identified within Blueprint Denver

- Mayfair Town Center Development Strategy
  - Organize businesses located within the Mayfair Town Center Study Area
  - Buy and hold land for redevelopment
  - Attract investment dollars
  - Business development and marketing strategies
  - Establish improvement districts (local, business, and maintenance)
Transportation

- Denver Strategic Transportation Plan
- Denver Moves: Bikes
- Denver Living Streets Initiative
Denver Strategic Transportation Plan

• Vision:
  • Multi-modal
  • Safe, efficient, reliable
  • Connected
  • Green & Sustainable
  • Healthy, livable community

• Innovation
  • Focus on moving people rather than vehicles (person trips vs. vehicle trips)
  • Doesn’t grow Denver’s road footprint
  • Travel sheds instead of just travel corridors
Denver Strategic Transportation Plan

East Colfax Travel Shed

Department of Public Works, 2008

Studies: Transportation
Denver Strategic Transportation Plan

East Colfax Travel Shed

- Improvement recommendations:
  - Attention should focus on safety enhancements as well as pedestrian and bicycle connectivity improvements
  - Streetcar is suggested for the corridor as part of the continuing Colfax Avenue revitalization efforts

Department of Public Works, 2008
Denver Moves: Bikes

• Purpose: to expand the vision for non-motorized transportation and recreation systems in Denver

• Goals:
  • Creating a biking and walking network where every household is within a quarter mile of a high ease of use facility
  • Achieve a 15% bicycling and walking commute mode share by 2020
Denver Living Streets Initiative

- Partnership to shape future street investments and policies and transform existing commercial corridors into living streets
  - Success requires transportation strategies that are built by balancing operational, physical, and behavioral components

- The initiative calls for:
  - Reduction in the number of travel lanes
  - Creation of a pedestrian and transit friendly streetscape
  - Orientation of buildings to the street
  - Implementation of green-infrastructure strategies
  - Partnerships between public (city/state/federal) and private sectors

City and County of Denver, December 2014
Economic Development

• Colfax Corridor Connections Economic Development Analysis
Colfax Corridor Connections Economic Development Analysis

• Compared estimated economic impacts of Enhanced Bus, BRT, and Modern Streetcar
• Used property values as a proxy for overall economic impact
• Evaluated the entire transit corridor from Auraria to I-225
Colfax Corridor Connections Economic Development Analysis

- Properties along Colfax are expected to increase in value by $2.5 billion to $3.5 billion by 2035 without transit improvements.
- This increase is expected to be greatest closer to Downtown.
- BRT is expected to add an additional $124 million to $346 million in property value increases.
- This is expected to be most pronounced toward the eastern end of the corridor.
- Areas closer to Downtown are expected to see less impact from BRT because the area is already relatively heavily developed and significant new development is constrained.
Housing

• Mitigating Involuntary Displacement
Mitigating Involuntary Displacement

• **Purpose:** Understand the magnitude of involuntary displacement and inform direction on OED's investments and programs

• **Goals:**
  • Identify factors in both residential and commercial displacement
  • Identify neighborhoods where displacement is currently happening or could happen
  • Research best practices
  • Inform investments with goal of equitable neighborhood revitalization
Mitigating Involuntary Displacement

Areas Vulnerable to Gentrification
UPDATE: Based on 2015 Demographic Data
Source: American Community Survey

A tract is categorized as Vulnerable if it meets at least two of these criteria:
- median household income is lower than Denver’s
- % renter-occupied units is higher than Denver’s
- % residents with less than a Bachelor’s Degree is higher than Denver’s

Legend:
- Neighborhood Boundaries
- Census Tracts
- Vulnerable Neighborhoods (2015)
Mitigating Involuntary Displacement

Findings & Recommendations

1. Collaborate with agencies on strategies to mitigate displacement
2. Address potential for involuntary displacement in neighborhood plans

INVESTMENT IN AFFORDABLE HOUSING CONTINUES TO BE A CRITICAL NEED

3. Create robust permanent funding source
4. Preserve existing affordable housing
5. Bank land
6. Protect existing homeowners (defer property taxes)
7. Use neighborhood typologies to prioritize investments

ACCESS TO ECONOMIC OPPORTUNITY NEEDS TO BE CONSIDERED AS PART OF PUBLIC INVESTMENTS

8. Provide technical support to businesses to manage changes in customer base
9. Tie business incentives to community engagement that benefits low-income residents
10. Make job training available
11. Support resident-owned businesses
12. Preserve industrial and commercial spaces that provide middle-skill jobs

Office of Economic Development, May 2016

THERE IS NO SILVER BULLET

Studies: Housing
Health

• Denver Food Vision
Denver Food Vision

DENVER FOOD VISION

DRAFT FOR PUBLIC REVIEW AND COMMENTS
RELEASED DECEMBER 21, 2016

Office of Economic Development, December 2016 (Draft)

Studies: Health
Green Infrastructure

• Denver Green Infrastructure Strategic Plan
• Denver Ultra Urban Green Infrastructure Guidelines
Denver Green Infrastructure Strategic Plan

• Focus is to identify green infrastructure strategies that target multiple pollutants while also providing additional city benefits
  • Outlines Denver’s priorities in reducing water quality impairments
  • Documents both small-scale and large-scale techniques

• Introduces a water quality scorecard
  • Water Quality Scorecard
    • City Park/Park Hill Basin (Montclair Basin) and Central Platte Valley/CBD identified as two of six “priority basins”
• Site-scaled green infrastructure best management practices (BMPs)
  • Detailed fact sheets for street-side stormwater planters

• Key Takeaways and Recommendations:
  • Imperative that the design detailing for the planters is uniform
  • Design should be customized and emphasize safety as well as accommodate cross-traffic

Department of Public Works, 2015
Business Improvement District (BID) Studies

• Colfax Mayfair BID Streetscape Plan
Colfax Mayfair BID Streetscape Plan

• Colfax Mayfair BID: East Colfax Avenue from Eudora Street to Monaco Parkway & Mayfair Town Center

• Goal: Improve the streetscape to enhance the district’s identity and strengthen it as a consumer and business destination

• Major moves identified in preferred alternative:
  • Incorporate a pedestrian crossing at Fairfax Street
  • New sidewalk pavement, landscape, art, street furnishing, pedestrian lights along the block faces
  • New striped bike lane along Krameria Street

Studies: Business Improvement Districts
GO Bond Projects

- Colfax Corridor Improvements
- Colfax BRT
- Citywide
  - Neighborhood Park Improvements
  - Sidewalk Construction
  - Bike Infrastructure
  - Fire Station Restroom and Kitchen Upgrades
  - Deferred Maintenance (Arterial/Collector)
Regulatory Tools Overview

East Steering Committee
November 16, 2017
**General Process**

**Phase I** (6-8 Months)
- Understand the Area
  - Assets
  - Issues
  - Trends
- Objective: Identify Key Opportunities

**Phase II** (8-10 Months)
- Establish a Vision
  - Comprehensive
  - Long Term
  - Measurable
- Objective: Prioritize & Design Community Investments

**Phase III** (6-8 Months)
- Develop Recommendations
  - Regulations
  - Financing
  - Partnerships
- Objective: Propose Policies and Tools to Achieve Vision
Regulatory Tools Overview

• Denver Zoning Code Overview
• Tools
• East Area
Denver Zoning Code (DZC)

- Adopted 2010
- Context
- Building Form
- Intensity
DZC: Contexts

Suburban  Urban Edge  Urban  General Urban  Urban Center  Downtown
DZC: Building Forms
## DZC: Zone Districts

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<thead>
<tr>
<th>Context</th>
<th>Primary Form/ Character</th>
<th>Intensity</th>
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<tbody>
<tr>
<td>U</td>
<td>MS</td>
<td>5</td>
</tr>
<tr>
<td>Urban Neighborhood</td>
<td>Main Street</td>
<td>5-story</td>
</tr>
<tr>
<td>E</td>
<td>TU</td>
<td>C</td>
</tr>
<tr>
<td>Urban Edge Neighborhood</td>
<td>Two-Unit</td>
<td>5,500 SF lot size</td>
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</tbody>
</table>
Potential Tools

- Zone Map Amendment (Rezoning)
- Text Amendment
- Overlays
  - Conservation
  - Design
  - Incentive (proposed)
- View Plane
- Historic District
Zone Map Amendment (Rezoning)

• Rezoning to change **allowed uses**, such as from a Multi-Unit zone district to a Single-Unit zone district or vice versa

• Rezoning to change **allowed height**, such as from a 3-story zone district to a 5-story zone district or vice versa

• **Overlays** are also rezonings
Zone Map Amendment (Rezoning)

Owner-Initiated

- Plan indicates what zoning is appropriate
- Property owners apply for rezoning when they want to redevelop
- Some properties may never rezone

Comprehensive

- Council or CPD initiate rezoning
- All properties are rezoned simultaneously
- Does not guarantee redevelopment
- Can create non-conformities
Rezoning Process and Timing

An overview of a typical rezoning process.

**Timeframe**

1) Pre-Application Review
2) Informal public outreach (RNO, Council Member)
3) Submit a Complete Application
4) City/Agency review
5) Planning Board Public Hearing
6) Land Use, Transp. and Infrastructure Committee
7) Mayor-Council Meeting
8) City Council First Reading
9) City Council Public Hearing
10) Mayor Signature and Publication

*This is a typical timeframe estimate. Unique circumstances and/or rezoning complexity will adjust the timeframe.*

In recent years, approx. 200 properties request pre-app reviews and City Council approves approx. 40-50 rezonings annually.
Text Amendments

When goals of the plan cannot be met with existing zone districts

• Change to existing zone districts

• Creation of new zone districts
Text Amendments

Example: Arapahoe Square

- Northeast Downtown Neighborhood Plan (2011) called for new building forms
- Text amendments were adopted in 2016
Overlays

• Types
  • Conservation
  • Design
  • Incentive (proposed)

• Underlying zone district applies, unless provisions specifically varied by overlay
• Requires both a text amendment (to establish the overlay in the DZC) and a zone map amendment (to apply it to a property)
Conservation Overlay

• Area specific standards that will facilitate maintenance and protection of the area’s existing character

• Criteria for Conservation Overlay
  1. The district contains distinctive building features, such as period of construction, style, size, scale, detailing, mass, color and material; and/or
  2. The district contains distinctive site planning and natural features, such as lot platting, building lot coverage, street layout, setbacks, alleyways, sidewalks, creek beds, parks and gardens.
Conservation Overlay

Example: Krisana Park
Design Overlay

- To **implement land use and urban design recommendations** and standards set forth in neighborhood or small area plans, which plans have been adopted as part of the Comprehensive Plan;
- To reinforce the desired character for newly developing or redeveloping areas.
- To provide uniformity in the design standards applicable to arterial streets or to river corridors having varied underlying zoning;
- To provide uniform standards for mitigating the impact of more intensive uses adjacent to less intensive uses;
- To provide for the enactment of urban design standards for specific segments of designated parkways and boulevards, and areas with cohesive design characteristics; and
- To implement design standards in a geographically specific area or multiple areas or districts with similar conditions and objectives throughout the city.
Design Overlay

Example: South Sloan’s Lake

- West Colfax Plan (2006) called for additional regulations regarding transitions
- South Sloan’s Lake (DO-5) (2015) provides design guidance on building height to create a transition from new higher-intensity development to surrounding lower-intensity residential neighborhoods
Incentive Overlay:
Proposed 38th & Blake Station Area Text & Map Amendments

- Implement Adopted 38th and Blake Station Area Plan Height Amendments
- Promote taller building height to support transit
- Ensure that increased height/density provides specific community benefits
- Promote greater design quality
- Establish the river as an amenity
- Integrate affordable housing
How Did We Get Here?

**Overlapping Neighborhood Plans**
Adopted from 2003-2015

**2015-2016 Planning Process**
Clarifies Vision for Height and Design.
Plan Amendments Adopted 2016

**2016-2017 Plan Implementation Effort**
Proposes Zoning Overlays. Projected Adoption 2/2018
Proposed 38th & Blake Station Area Text & Map Amendments

- Includes both an incentive overlay and a design overlay
- Incentive Overlay would allow additional building height for development that provides certain community benefits, such as affordable housing and community-serving uses
View Plane Example:
Elevation illustration of limitations of construction heights

View Plane

Allowable Building Elevation

Reference Point w/ Base

Elevation

Distance from Reference Point

Slope formulas can be found in individual ordinances in Denver's Revised Municipal Code

Finished grade (ground level)
View Plane

- Adopted by City Council ordinance
- Can be modified/rescinded by Council
- Planning Board may grant variances

“As will not be contrary to the public interest where, owing to exceptional and extraordinary circumstances, literal enforcement of the provisions of the View Plane Ordinances would result in unnecessary hardship”
Historic District

- Designate, preserve, and protect
- Foster civic pride
- Stabilize and improve the aesthetic and economic vitality
- Promote good urban design

Maintain its historic and physical integrity

AND

Meet two of the following three designation criteria:

1. History
2. Architecture
3. Geography

AND

Relate to a historic context or theme
Historic District

DESIGN AND DEMOLITION REVIEW:

• Properties designated “as is”
  No required improvements

• Preserve historic character of the district

• Design review ONLY required for exterior changes tied to building or zoning permits
  No review of work on interiors
  No review of exterior paint colors
  No review of general maintenance
  Building is not frozen in time
  Objective design review process

• Demolitions highly discouraged

About 6,600 buildings (~4% of all structures) in Denver are designated as historic (districts and individual buildings)

The Curtis Park Historic District preserves one of the city’s oldest residential neighborhoods and reflects the wide range of social and economic backgrounds of those that historically resided in the area, represented by the diverse size and types of homes in the neighborhood
### Summary

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
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<tbody>
<tr>
<td><strong>Zoning Amendment</strong></td>
<td>Changes the fundamental rules and procedures that apply to construction and use of property</td>
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<tr>
<td><strong>Overlay</strong></td>
<td>Establishes specific zoning tools that encourage desired character, uses, or other goals</td>
</tr>
<tr>
<td><strong>View Plane</strong></td>
<td>Limits building heights to protect specific views</td>
</tr>
<tr>
<td><strong>Historic District</strong></td>
<td>Establishes a design review process to ensure new buildings and significant changes to existing buildings preserve the historic character of a neighborhood</td>
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<tr>
<td>Zoning Amendment</td>
<td>Overlay</td>
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<tr>
<td>Changes the permitted uses in the zone district</td>
<td>Modify limitations on permitted uses</td>
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<tr>
<td>Changes the standards that apply to construction including building form and site design</td>
<td>Modify building form and design standards</td>
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<tr>
<td></td>
<td>May include new restrictions and standards</td>
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<td></td>
<td>May include incentives</td>
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<tr>
<td>Zoning Amendment</td>
<td>Overlay</td>
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<td>------------------------------------------------------</td>
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<tr>
<td>• Prevent demolition</td>
<td>• Prevent demolition</td>
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<tr>
<td>• Approve a site-specific development plan</td>
<td>• Change the permitted uses in the underlying zone district</td>
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<td></td>
<td>• Add new review procedures or review bodies (like boards or commissions)</td>
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How do the tools apply to East today?
Max Heights

Plan area boundary

- 0 - 35’
- 35’ - 70’
- 70’ - 120’
- 120’ +
Existing vs. Entitled Heights

Buildings by number of stories below entitlement
- above entitlement
- 4 - 18 stories
- 1 story
- 2 - 3 stories

Plan area boundary
Existing Overlays
Existing Historic Districts
Summary

• These are existing tools that can be used to implement the plan vision
• Not all must be used
• New tools can be created
• There are also Financial and Partnership tools that will be covered at upcoming meetings
Homework Assignments & Next Steps

• Online Survey Closing **NOVEMBER 30th**

• Urban Quality Tool