# Uptown Neighborhood Plan

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I. INTRODUCTION

A. THIS PLAN IS AN UPDATE OF THE 1980 NEIGHBORHOOD PLAN

This plan updates the neighborhood plan adopted in 1980 for North Capitol Hill and City Park West, now collectively known as Uptown. The 1980 neighborhood plan needed revision because the conditions in the neighborhood have changed since the plan was developed and because the programs for implementing the plan and the organizations involved in the implementation have evolved significantly since 1980.

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

B. OBJECTIVES FOR THIS PLAN

The City's primary objectives for planning in the study area include:

1. ECONOMIC REVITALIZATION: increasing the momentum for revitalization of economic activity in the neighborhoods surrounding Downtown, in Downtown, and the rest of the City.

2. STABILIZATION AND REVITALIZATION OF NEIGHBORHOODS: providing neighborhoods which attract permanent residents, employees, and businesses.

3. REINFORCEMENT OF DIVERSITY: reinforcing and expanding the current neighborhood diversity, which encompasses a wide variety of ages, lifestyles, economic circumstances, ethnic groups, and family types.

C. PROCESS OF DEVELOPING THE PLAN

The plan was developed under the sponsorship of the Denver Planning Office with the participation of the people of Uptown. The Plan incorporates work developed in meetings of the Amenities Task Force, sponsored by the Capitol Community Development Corporation; through the Capitol Hill / East Colfax / Uptown Charette, sponsored by the Denver Department of Public Works and the Denver Planning Office; and in meetings specifically directed toward the neighborhood plan, sponsored by the Denver Planning Office. Neighborhood organizations provided essential coordination and resources. These organizations include: Denver's Uptown-on-the-Hill,
II. SETTING FOR UPTOWN

A. LOCATION

Uptown is between Downtown and City Park and adjacent to Capitol Hill. It has within walking distance the greatest concentration of employees in the City, the largest retail shopping district, the cultural center for the region, the highest concentration of residents, and two of the City's largest and finest parks.

B. STRONG EDGES

Uptown has relatively strong edges which help to define the neighborhood. The official boundaries of the neighborhood are Broadway on the west, Colfax on the south, York on the east, and 20th/Downing/23rd Avenue on the north. The western edge is enhanced by a change in the topography and two heavily traveled streets, Broadway and Lincoln. Colfax acts as both a boundary and a connection between Uptown and Capitol Hill/Cheesman Park to the south. York Street and City Park on the east create the strongest edge. The northwestern boundary along 20th Avenue works both visually and psychologically. Only Downing/23rd Avenue creates a weak boundary, with similar uses and conditions on both sides of the imaginary line.

C. DISTRICTS

Within its boundaries, Uptown has districts with distinct characteristics and the potential for further enhancing the urban form by setting individual standards for building height, density, land uses, and design.

1. Downtown Extended: Broadway to Sherman
Downtown Extended has the character, intensity, and types of uses found in the Downtown, but has a north/south street grid which is distinct from the diagonal grid on which most of Downtown is located.

2. The Western Front: Sherman to Logan/Pennsylvania
The Western Front functions as a transition from Downtown into the rest of the neighborhood. It includes offices, some retail, and residential uses. It is influenced by historic churches, the State Capitol and office buildings, and low to mid-rise apartments.
3. The Village: Logan/Pennsylvania to Park Avenue
The Village is less intensely developed and includes more residential structures than are found in either "Downtown Extended" or "The Western Front."

4. City Park West: Park Avenue to York
City Park West has a residential character which accommodates office and limited retail uses, as well as housing.

5. Hospitals
The Hospital District provides support services for the five hospitals and provides buffers for the housing adjacent to its boundaries.

6. Midtown
Midtown is primarily a single family residential area north and east of the hospitals.

D. EXISTING CHARACTER

The majority of information in this section is derived from the 1980 U.S. Census and, therefore, does not reflect the substantial redevelopment which has occurred in the last six years. Where they are available, 1985 figures have been used to provide as up to date analysis as possible.

1. Residents

- DECLINING POPULATION: Between 1950 and 1985, Uptown experienced a 59% decrease in its population, dropping from 21,300 in 1950 to an estimated 8,700 in 1985, a loss of approximately 12,600 people. This loss was the greatest in the western end of the neighborhood, but was more evenly distributed than might be apparent from visual observations. The drop in population was most dramatic between 1950 and 1970, but even between 1970 and 1985, the neighborhood lost approximately 33% of its population, dropping from 13,000 to an estimated 8,700.

- SMALLER HOUSEHOLDS: There were fewer people in the average household in Uptown than in the average household in Denver as a whole, although the gap narrowed as the average number of people in each household in the City decreased faster than it did for each household in the neighborhood. The size of households increased from west to east across the neighborhood, ranging from estimates of 1.52 person per household to 2.02 persons, with a Citywide estimate for 1985 of 2.33.
- LOWER INCOMES: Median household income was far below that for the City and dropped dramatically between 1970 and 1980. This drop occurred throughout the neighborhood. Median household income for the City dropped from $15,420 to $15,507, while median household income in the neighborhood census tracts dropped from $11,240 to $6,061 in tract 26.01, $10,191 to $6,758 in tract 26.02, $10,603 to $9,578 in 31.01, and $11,477 to $7,237 in 31.02. The per capita income was also below that for the City, but in all cases but one increased between 1970 and 1980.

- HIGHER UNEMPLOYMENT: The civilian unemployment rate in Uptown was far greater than the Citywide rate in 1980, as it also was in 1970. While the 1980 Citywide rate was 5.0%, the four census tracts in Uptown recorded 9.25% (26.01), 9.87% (26.02), 8.19% (31.01), and 9.69% (31.02).

- FEWER FAMILIES: Families comprised a far smaller percentage of all the households in Uptown than in the City as a whole, averaging 27% of all the households in Uptown and 56% in the City in 1980.

- FEWER MARRIED COUPLES: The percentage of families that are comprised of "married couples" has historically been smaller in Uptown than Citywide. In 1980, the comparison was 53% in Uptown versus 77% Citywide.

- MORE PEOPLE OVER 65: In 1980, 19% of the people in Uptown were over 65, compared to 13% in the City.

- MORE MALES: Males have comprised a larger percentage of the total population. Of those males, fewer have been married, more have been single, more have been separated, and more have been divorced than in the City as a whole.

- FEWER FEMALES: Consequently, Uptown has had a smaller percentage of females. Of those females, fewer have been married, more have been single, more have been separated, and more have been divorced that in the City as a whole.

- MORE EQUAL DISTRIBUTION OF BLACKS AND WHITES: In 1980, Uptown had a more equal distribution of blacks and whites than the City as a whole, although there were still distinctions among areas within the neighborhood. 59% of Uptown's population was white, and 29% black, while 75% of the City's population was white and 12% black. Other ethnic designations were similar to Citywide percentages.
"FEWER SCHOOL-AGE CHILDREN AND ADULTS ENROLLED IN SCHOOL:"
In 1980, only 14% of the population in Uptown was 3 years old and older and enrolled in school. The comparable percentage for the City was 23%. This percentage was lower in the western end of the neighborhood than in the east, ranging from 5% (26.01), to 11% (26.02), 29% (31.01), and 18% (31.02).

"FEWER HIGH SCHOOL GRADUATES:"
74.7% of City residents over 18 were high school graduates in 1980, while percentages of Uptown residents who were graduates ranged between 58.9% and 65.7% for the four census tracts.

"MORE MOBILE RESIDENTS:"
The City has a relatively mobile population, with only 44% of its residents who are older than five living in the same residence that they were in five years earlier. Uptown has an even more mobile population, with only 29% of its residents living in the same residence that they were in five years earlier. The years of comparison were 1980 and 1975.

"MORE NEW RESIDENTS FROM OUTSIDE DENVER:"
24% of the neighborhood residents had moved from a different metropolitan area. The figure for the City was 14%.

"MORE NEW RESIDENTS FROM SMALLER CITIES AND RURAL AREAS:"
30% of the residents of Uptown had moved from an area which was not defined as a metropolitan area, versus 18% of all City residents.

2. Transportation

"HIGH TRAFFIC VOLUMES:"
One way streets carry a high volume of traffic through the neighborhood, with the highest volumes being on those streets closest to Downtown. Traffic counts in 1981 show the east/west streets carrying over 60,000 vehicles per day and the north/south streets almost 75,000 vehicles per day. For comparison, the highest traffic on Colorado Boulevard during the same period was approximately 56,000 vehicles per day between Cherry Creek Drive and Exposition. Lincoln and Broadway combined carried 58,000 vehicles per day at 8th Avenue. The highest traffic volumes for each street were Colfax: 23,000; 16th: 6,100; 17th: 15,300; 18th: 14,700; and 20th: 5,900; Grant: 9,800; Logan: 7,200; Washington: 6,400; Clarkson: 6,700; Ogden: 6,100; Downing: 6,300; York: 11,300; Josephine: 11,200; and Park Avenue: 10,000.

"FEWER PEOPLE WHO DROVE A PRIVATE VEHICLE TO WORK:"
36% of neighborhood residents drove a private vehicle either alone or as part of a car pool. The comparative figure for the entire City was 60%. 

8
0 TWICE AS MANY PEOPLE WHO TOOK THE BUS TO WORK: 22% of the neighborhood residents rode the bus to work, versus 10% of all City residents.

0 THREE TIMES AS MANY PEOPLE WHO WALKED TO WORK: 24% of Uptown residents walked to work on a regular basis, while only 7% of all City residents walked.

3. Housing

0 ONE SIXTH THE NUMBER OF RESIDENTS WHO OWNED THEIR HOMES: Only 8% of Uptown homes were occupied by their owners, versus 47% of all Denver homes.

0 MORE RESIDENTS WHO RENTED THEIR HOMES: 77% of neighborhood homes were rented, compared to 46% of all Denver homes.

0 TWICE THE NUMBER OF VACANT HOMES: 15% of all Uptown homes were vacant, versus 7% of all Denver homes.

0 HIGHER MORTGAGE PAYMENTS: The median mortgage payments for homes in Uptown were higher in 1980 than they were for the City as a whole ($425 for 26.02, $368 for 31.01, and $620 for 31.02 versus a Citywide median of $379).

0 LOWER GROSS RENTS: Despite higher mortgage payments, median gross rents in 1980 in Uptown were lower than they were for the City as a whole ($144 for 26.01, $152 for 26.02, $225 for 31.01, and $169 for 31.02 versus a Citywide median of $241).

4. Land Use and Zoning

0 HIGH PERCENTAGE OF NON-RESIDENTIAL LAND USE: In 1985, 58% of the acreage in Uptown was devoted to non-residential land uses, 38% was residential, and 4% was vacant. These percentages varied greatly by census tract, but only tract 31.01 had a higher percentage of residential land uses than of non-residential land uses.

0 OLD STRUCTURES: In 1985, the majority of buildings in Uptown had been built prior to 1939. In areas zoned R-4, for example, 69% of the structures had been built prior to 1939, with 35% predating 1900 and 34% having been built between 1900 and 1939. The areas which were exceptions to this were those zoned B-3 and B-5.
EXISTING SQUARE FOOTAGE FAR BELOW THAT ALLOWED BY THE CURRENT ZONING: In 1985, Uptown had approximately 19,500,000 square feet of residential and non-residential structures. Of those, approximately 8,000,000 square feet was located in the B-5 zone in the extension of Downtown into the neighborhood. With the existing zoning in the neighborhood, Uptown has the potential to have approximately 64,000,000 square feet of structures, an increase of approximately 44,500,000 square feet and more than 3 times the current square footage. By comparison, there was approximately 45,000,000 square feet of floor area in all the buildings in Downtown Denver in 1985. The highest absorption rate for office space ever recorded in Downtown Denver was 2.63 million square feet in 1983. By 1985, the absorption rate had fallen to 544,000 square feet per year for the entire Downtown.

EXISTING FLOOR AREA RATIO FAR BELOW THAT ALLOWED BY THE CURRENT ZONING: The current Floor Area Ratio (FAR) for the neighborhood as a whole is 1.25:1. That means that the average property owner has erected a structure which has 1.25 times the square footage of the lot on which she constructed the building. The potential FAR for the neighborhood as a whole, including a variety of zoning districts and allowable densities, is 4.12:1. The majority of the land in the neighborhood is zoned R-4, which allows a 4:1 FAR, but the west end is zoned B-5, which provides conditions under which a structure can have up to a 17:1 FAR. As a result, census tract 26.01 has a potential FAR of 7.4:1.

HIGHER DENSITY ON THE WEST END OF THE NEIGHBORHOOD: The existing FAR varies widely through the neighborhood, with the highest in the west end of the neighborhood, where the FAR is 3.25:1. Existing FAR's for the other census tracts include: 0.67:1 for tract 26.02, 0.60:1 for tract 31.01, and 0.73:1 for tract 31.02.
5. Crime Statistics

All statistics are Per 1000 residents in 1984

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III. HISTORY OF UPTOWN

Uptown experienced a transition from a neighborhood of fashion to one which was shunned because of its image. Recent changes in the neighborhood are helping it to overcome that negative image.

Private ownership in the area now known as Uptown began when Ne-sho-wa, a Delaware Indian who in return for fighting for the United States in the 1837 war against the Seminole Indians, was awarded a 160 acre tract of land. Ne-sho-wa’s daughter later sold the land for $100 to Albert Clements.

Uptown, east to High Street, was part of the City of Denver as established by the Territorial Session Laws of 1864. As Denver’s population and wealth boomed as a result of the discovery of gold and silver in the mountains, the City filled up and out, and wealthier Denverites, tiring of the pollution and the activity in the City, began moving to the suburbs on the hill to the east.

In 1868, Henry Brown subdivided his homestead that ran from Broadway to Grant Street and from 11th Avenue to 20th Avenue. As an impetus for development of his subdivision, Brown donated land at Broadway and Colfax for the State Capitol. Known as Brown’s Bluff, the area became the fashionable neighborhood for Denver.

As the City grew, development of the area continued eastward, and in 1883, the remainder of the neighborhood became a part of the City under the Territorial Session Laws of 1883. By 1887, the entire North Capitol Hill neighborhood was platted and development was occurring in new additions.

The additions in Uptown were known for their amenities, including views of the City. The Park Avenue Addition, for example, boasted parkways along 17th, Colfax, and Park Avenues and Downing. The neighborhood also had the advantages of easy access to the tramway and direct access to the City Ditch, which meandered through the neighborhood, insuring adequate water supplies for landscaping.

Uptown quickly established itself as a fine, stable residential neighborhood. Most of the multi-storied homes were constructed of stone or masonry and were grouped in imposing stretches of four to ten houses. In 1887, the section of the Park Avenue Addition which is bounded by
Clarkson, Emerson, 16th, and 17th, was resubdivided as Swallow’s Resubdivision. Swallow Hill, named for Hanna Swallow, a prominent real estate developer, still contains excellent examples of historic Victorian, primarily Queen Anne, houses.

Although growth slowed following the Depression of 1893, the area was well developed by the turn of the century. While residences were concentrated west of Clarkson, homes were found all the way to York.

Uptown was bounded on the south by what was at one time Denver’s most prominent residential street, East Colfax Avenue. East Colfax formed a bridge to Capitol Hill, with little distinction between the two neighborhoods. The development of East Colfax was stimulated by a contract a real estate developer made with the local horse-car monopoly to build an extension of Colfax from Emerson to York Street; real estate developers then bought house sites along the route.

During the early years of this century, several changes occurred in the character of Uptown. The first apartments in the City were constructed in the area despite stiff opposition to these ‘tenements;’ critics responded by nicking the area flanking Colfax "Flatberg." Health facilities attracted to Denver by its pure air were established in the neighborhood; by 1905, Saint Luke’s and Saint Joseph’s hospitals were prominent facilities. As the automobile brought increased traffic and shopping into Uptown, Colfax became the primary automobile arterial through east Denver to ever more distant suburbs. The increased exposure resulted in the transformation in the character and use of the Avenue from residential to commercial. In 1929, the first master plan for the City described a large part of East Colfax Avenue as a commercial strip.

The population transformation from affluent White, predominantly Anglo-Saxon to more transient minority and ethnic newcomers began in 1930. The Great Depression caused many families to move to smaller homes and large mansions were subdivided, a trend which continued for more than 30 years. The neighborhood also began to attract Irish Catholics and Jews. In 1948, when the restrictive covenants that governed the neighborhood were declared illegal, Blacks and Hispanics also began to settle in the area.

During the 1960’s and 1970’s the residential base of the neighborhood suffered the greatest decline; the number of residential units decreased by almost half. Unlike Capitol Hill, which experienced an apartment renaissance of sorts in
the 1960's and 70's, North Capitol Hill became more institutional and commercial. By the late 1970's and early 1980's, the residential base of the neighborhood had been entirely transformed; few single family homes remained and the large renter population was more transient and far poorer than the rest of Denver.

In 1980, the City adopted a neighborhood plan for North Capitol Hill and City Park West which served as the basis for this plan. The planning process leading to the 1980 plan helped the City and the people of the neighborhood focus on issues and provided an opportunity for diverse interest groups to begin working together.

In the early 1980's the trend began to change so that by 1986 the neighborhood had developed a momentum which was attracting national attention. The redevelopment of Uptown was creating an inviting inner-city neighborhood with a compatible mixture of uses and a strong core of leaders.

Uptown had developed strong neighborhood organizations which represented coalitions of the diverse interests and which provided leadership for the neighborhood renaissance. These organizations worked to initiate and support redevelopment projects, to target the sources of crime in the neighborhood, and to create public relations programs which helped change people's perception of the neighborhood.

Uptown began attracting developers with a vision of the neighborhood's potential for residential, retail, and office uses. These developers joined forces with the neighborhood organizations to help achieve their common vision for Uptown.

The City began targeting its resources to Uptown, helping to initiate projects such as Uptown Village, a mixed-use project with 411 housing units; increased police protection; and streetscape improvements to East Colfax. The City initiated this plan in recognition of the momentum in the neighborhood and its desire to reinforce that momentum.

These changes are helping complete Uptown's transition back to a healthy and inviting neighborhood, a neighborhood of fashion.

note: material in this section was developed in part from the NORTH CAPITOL HILL STUDY, prepared for the Capitol Community Development Corporation and United Bank of Denver, N.A., copyrighted April 1985.
IV. KEY UPTOWN PLANNING OPPORTUNITIES

Uptown has assets which can be built upon to help it achieve its goals:

A. Foremost among these is the MOMENTUM which the people of the neighborhood have generated.

B. The development of quality projects and the creation of well organized and effective neighborhood organizations have fostered a SHARED VISION for the neighborhood.

C. Design and development professionals and neighborhood financial institutions have proven their commitment to this shared vision by committing time and money to its implementation. This PROVEN INTEREST has, in turn, intensified the momentum.

D. In addition, the neighborhood has large quantities of VACANT AND REDEVELOPABLE PARCELS,

E. many ARCHITECTURALLY AND HISTORICALLY SIGNIFICANT BUILDINGS,

F. an EXCELLENT LOCATION,

G. and UNIQUE URBAN DESIGN POTENTIALS CREATED BY ITS STREET SYSTEM.
V. KEY UPTOWN PLANNING ISSUES

The key planning issues which have been identified for Uptown include:

A. The neighborhood has a NEGATIVE PUBLIC IMAGE which prevents people from investing, shopping, and living in the area.

B. THE CURRENT R-4 ZONING IS STRUCTURED IN SUCH A WAY AS TO PROVIDE INCENTIVES FOR OFFICE USE OVER RESIDENTIAL USE.

C. There is A LACK OF CONSENSUS ON WHAT WILL BE THE MOST EFFECTIVE WAY TO CREATE THE MIXED USE NEIGHBORHOOD which is commonly desired.

D. LAND USE ACTIONS OVER THE LAST 20 YEARS, MARKET CONDITIONS, AND CITY POLICIES AND PROCEDURES HAVE DESTABILIZED UPTOWN AS A RESIDENTIAL NEIGHBORHOOD.

E. There are NO MECHANISMS FOR ACHIEVING THE DESIRED URBAN DESIGN CONCEPTS FOR UPTOWN.

F. There is NO CLEAR DEFINITION OF THE ROLE AND CHARACTER OF THE STREETS IN THE NEIGHBORHOOD.

G. Uptown provides LIMITED HOUSING OPTIONS, with few opportunities for owner-occupied housing and a limited range of housing types and amenities.

   - SKETCH OF PARKING LOT AND TRASH -

Elements of each of these planning issues include:

A. ISSUES: NEGATIVE PUBLIC IMAGE

This image is based on the real problems with which the neighborhood must deal, including:

- CRIME: the number and types of crimes committed in the area

- VACANT LOTS: the prevalence in the neighborhood of vacant lots and of abandoned and poorly landscaped and maintained properties, including parking lots

- TRASH: in public rights-of-way, including alleys and bus stops, and in vacant lots.
B. ISSUES: LIABILITIES OF THE CURRENT ZONING

- DISINCENTIVES FOR HOUSING DEVELOPMENT: The R-4 zone, which covers most of the neighborhood, includes disincentives for housing development and encourages land values which are more appropriate for offices than for residential uses. Housing developments, for example, are required to provide open space, while office developments are not.

- DOWNTOWN-TYPE INTENSITY: The R-4 zone also provides the potential for downtown-type development (including a 4:1 floor area ratio) throughout the neighborhood, from Broadway to York, without recognizing the transitions in existing and potential character and uses between areas in the neighborhood.

- SPECULATION AND DEMOLITION: This potential for Downtown-type intensity has encouraged speculation and demolition and has turned the western edge of Uptown into a parking reservoir for Downtown offices.

- PARKING LOTS: These problems are further aggravated by a provision in the existing zoning which allows parking lots in Uptown to 'serve any other use by right permitted in the district', allowing the parking lots in Uptown to provide parking for office uses located Downtown.

- LITTLE DESIGN GUIDANCE: Neither the R-4 zone nor the business zone districts in Uptown provide mechanisms for reviewing the design of new development or redevelopment projects for their compatibility with surrounding uses and the existing and desired character of the neighborhood.

- INAPPROPRIATE LAND USES: The B-3 and B-4 zoning districts allow uses which are inconsistent with the existing and potential character of the neighborhood. For example, both districts allow drive-through and fast food businesses, which, unless carefully designed, are generally incompatible with the character of Uptown. Additionally, the B-4 district allows billboards, which are in all cases incompatible with the neighborhood character.

C. ISSUES: THE MOST EFFECTIVE WAY TO CREATE A MIXED USE NEIGHBORHOOD

These issues raise the questions of the most effective way to create a mixed use neighborhood which will include residential, retail, and office uses and of the appropriate mixture, location and density of those uses.
STERILE DEVELOPMENTS: Unless these questions are answered, it is feared that redevelopment, rather than reinforcing the area as a neighborhood, will create large, sterile developments which are out of scale with the neighborhood, do not provide for a diverse market, and do not provide the housing necessary both to support neighborhood retail and to create 24-hour activity.

ENHANCING THE MOMENTUM: One of the most significant and difficult challenges, therefore, is how to best meet everyone’s needs and create the desired mixed-use neighborhood with a strong residential base, while capturing and enhancing the momentum for redevelopment.

D. ISSUES: INSTABILITY

In order to deal with the issue of the most effective way to create the desired mixed-use neighborhood, consideration must be given to the trends which destabilize Uptown as a residential neighborhood and discourage long-term residency:

LOSS OF RESIDENTIAL CHARACTER: Key among these trends has been the loss of the neighborhood’s residential character, as housing has been demolished or converted to commercial, retail, and office uses and residents have left.

SCARCITY OF NEIGHBORHOOD-SERVING RETAIL: Adding to this is the apparent scarcity of neighborhood-serving retail. Even though many of these uses do exist within the neighborhood, there is a perception that they are scarce or inaccessible.

DEFINITION OF MARKET: If the residential character is to be re-established and there is to be a perception of neighborhood-serving retail uses, then the potential and appropriate housing and retail markets need to be defined for the neighborhood.

EXPANSION OF EMPLOYMENT: Similarly, the locations where the expansion of employment is appropriate and those where conflicts will occur must be identified.

E. ISSUES: URBAN DESIGN

As part of recreating the residential character, a series of issues regarding the urban design in the neighborhood must be addressed:

LACK OF PARKS: Uptown is perceived as having neither parks of its own nor good access to nearby parks. Even though City Park is adjacent to the neighborhood, it is designed as a regional park, does not provide neighborhood
facilities, and has poor pedestrian access. As a result, the neighborhood does not have a feeling of ownership of the park.

- **HISTORIC PRESERVATION:** There is no assurance that historic and significant structures will be preserved.

- **INCOMPATIBLE SCALE:** The appropriate scale for new development in each section of the neighborhood needs to be determined. This is particularly important since the existing floor area ratio of the buildings in the neighborhood is far below that which is allowed by the current zoning. The current Floor Area Ratio (FAR) for the neighborhood as a whole is 1.25:1. The potential FAR for the neighborhood as a whole, including a variety of zoning districts and allowable densities, is 4.12:1. (see the discussion on page 10).

- **NO DESIGN GUIDANCE:** There should be agreement over the extent to which design guidance would be applied to new development and redevelopment and the best method for implementing that guidance.

**F. ISSUES: STREETS**

Closely linked to the urban design issues are a series of street issues:

- **ROLE AND CHARACTER:** There is a need to clearly define the role and character of each of the streets and to develop a program which will help build upon that role. As part of that definition, some streets need to be designated as pedestrian ways.

- **TRAFFIC VOLUME:** Once that role is defined within the context of the entire neighborhood, a clearer perspective can be gained on the most efficient way to deal with the high volume of traffic through the neighborhood and the high percentage of streets in the neighborhood which are currently one way.

**G. ISSUES: HOUSING**

- **DEMOLITION AND CONVERSION:** The continuing demolition and office conversion of existing housing limit the housing options for anyone wishing to live in Uptown.

- **LIMITED MIXTURE:** Furthermore, the housing which does exist provides a limited mixture of housing types and ownership/renter patterns.
o FEW NEW PROJECTS: After years of work by the neighborhood and the City, new housing is only now beginning to be constructed.

o NEED TO MARKET UPTOWN AS A RESIDENTIAL NEIGHBORHOOD: For Uptown to be successful in attracting new housing and permanent residents, it must be both reinforced as a residential neighborhood with additional services and amenities and marketed as a desirable place to live.

o DIFFICULTY OF PROVIDING NEW LOW INCOME HOUSING: Even as new housing is developed, the diversity of people is threatened because of the difficulty of providing new low income housing.

o POORLY MANAGED APARTMENT BUILDINGS: Existing low income housing may be in one of the poorly managed apartment buildings in the neighborhood, limiting its ability to serve the needs of both the residents and the neighborhood and to improve the image of Uptown as a desirable residential neighborhood.

H. ISSUES: ECONOMIC DEVELOPMENT

As an economic development program is established for Uptown, it must answer the following questions:

o RETAIL: What are the extent, type, and configuration of retail development which would be most economically viable in the neighborhood?

o RETAIL EXPANSION: How can the retail market for the neighborhood be expanded?

o EMPLOYMENT OPPORTUNITIES: What are the type and extent of employment opportunities which should be available in the neighborhood?

o UNSKILLED AND SEMI-SKILLED EMPLOYMENT OPPORTUNITIES: How can the neighborhood best meet its need to maintain and build upon the unskilled and semi-skilled employment opportunities which are currently available in the neighborhood with the hospitals, the restaurants, and the other retail uses?

o NEIGHBORHOOD HOSPITALS: What should be the approach to dealing with the economic health and the aging facilities of neighborhood hospitals and the resulting potential for their closing?
VI. THE VISION FOR UPTOWN

The vision for Uptown has the following themes:

- **URBAN VILLAGE:** emphasizing the potential of Uptown to redevelop as an urban village, providing a living, working, shopping, and recreational environment for a wide variety of people.

- **DISTRICTS:** building on the existing differentiation in the neighborhood, emphasizing the distinct character of each district by providing unique:
  - building densities
  - mixtures of land uses

- **COMMON FRAMEWORK:** linking each district with a common design framework based on the historic character of the neighborhood and providing a cohesive visual image which gives the impression of historical continuity and permanence.

- **DISTINCTION FROM DOWNTOWN:** enhancing the distinctions from Downtown by providing a greater mixture of land uses at a lower intensity and with a far greater emphasis on housing and historic continuity.

- **LIVABILITY:** building on the potential for Uptown to provide an inviting, safe, and comfortable urban living environment for individuals and families of diverse ages, incomes, and ethnic backgrounds.

- **ECONOMIC VITALITY:** reinforcing the momentum of redevelopment in the neighborhood and strengthening the employment and retail bases.

- **DIVERSITY:** as redevelopment of the neighborhood proceeds, promoting and encouraging the rich mix and diversity of age, ethnicity and income of residents as valued characteristics of Uptown.
PARK AVENUE VILLAGE CENTERS

NEIGHBORHOOD VILLAGE IDENTITY

PARK AVENUE NEIGHBORHOOD OPEN SPACE

COLFAUX DIVERSITY—PEDESTRIAN AND AUTO ACCESS

NEIGHBORHOOD/VILLAGE CENTER

HOSPITAL DISTRICT PROVIDE BUFFERS TO RESIDENTIAL AREAS.

AUTO ACCESS COMMERCIAL
VII. RECOMMENDATIONS FOR UPTOWN

A. LAND USE AND ZONING

PREFACE

For many years the vision for Uptown has been the creation of a stable and inviting neighborhood with both a mixture of residential, office, and retail land uses and a diversity of incomes and life styles. Instead of attaining this vision, Uptown has experienced a destabilizing inflation of land values which has resulted in the demolition of many buildings and their replacement by surface parking lots.

The neighborhood population has decreased from over 21,000 in 1950 to less than 9,000 in 1985 as housing has been demolished or converted to office. The remaining housing provides only a limited mixture of housing types and housing costs. The high cost of land in the neighborhood, coupled with the high cost of construction and a weakened market, makes it extremely difficult to provide new housing, particularly low income housing. When new buildings are constructed, there is no assurance that they will be compatible with their neighboring land uses or with the character of the neighborhood.

1. HOUSING/RECOMMENDATIONS:

Because of the large tracts of land in the neighborhood and its proximity to services Uptown has great potential for providing a substantial number of new housing units in an inviting setting with minimal disruption to existing residents and to the character of the neighborhood.

Additional housing is important to retail uses both Downtown and within the neighborhood as a source of customers, and therefore, revenue. Since retail growth is viewed as key to the economic health of Denver, the retention and development of housing in Uptown is critical to the health of the City.

To achieve this, a combination of actions must be directed to two areas: 1) stabilizing the housing environment and 2) providing incentives for housing. Concepts for consideration include:

A. MAINTAIN AND RETAIN EXISTING HOUSING:

- FACILITATE HOME IMPROVEMENTS: Retain and expand the existing low-interest loan programs for single and multiple-family home improvements. Public funds should be leveraged with private dollars.
ENFORCE CODES: Enforce existing City health and safety codes. Since code enforcement is and, due to budgetary limitations, will remain on a complaint basis, responsibility for initiating the enforcement process will belong to individuals and organizations within the neighborhood. The responsibility for enforcement belongs to the City.

PROVIDE INCENTIVES FOR RETAINING HOUSING: Consider alternative methods for preserving existing housing and housing structures. Methods might include incentives such as freezing property taxes for housing rehabilitation, development revenue bonds for housing rehabilitation, a demolition tax, a land use tax, or a neighborhood housing trust fund.

B. CONSTRUCT NEW HOUSING:

INITIATE FAST TRACK REVIEW: Institute a fast track review for housing projects in the neighborhood.

PROVIDE CONSTRUCTION LOANS: Create a revolving fund for short-term low-interest construction loans in order to lower the cost of constructing housing.

C. PROVIDE A BROAD MIXTURE OF HOUSING TYPES AND OWNERSHIP/RENTER PATTERNS:

EXPAND THE MORTGAGE BOND PROGRAM: Expand the City's current Mortgage Bond Program to include greater participation for condominium and single family owners.

ENCOURAGE HOME OWNERSHIP: A major goal of the plan is to encourage owner occupancy in the neighborhood.

2. ZONING – R-4/RECOMMENDATIONS:

The R-4 zone district covers most of the area between Broadway and York, Colfax and 20th. The original intent of this zone district was to create a mixed-use neighborhood very similar to that described in this Plan. However, this has not occurred. The neighborhood has experienced the development of office uses, including the conversion of houses to offices, but it has not had the development of mixed-use projects nor of housing to the extent necessary to create a strong residential base for a mixed-use neighborhood.

The existing R-4 zoning designation assumes that the same conditions and potentials extend across the entire neighborhood, and in response to that, applies the same land use and design standards to the entire neighborhood. One of
the problems with this results from the fact that, because of the intensity of development allowed in the R-4 District, Uptown has been considered an extension of Downtown. This has created a situation where the value of a parcel is influenced by the redevelopment potential of the land rather than by the value of the structures on the land.

In order to recognize and reinforce the distinctions between Uptown and Downtown and among the areas within Uptown, the Plan proposes establishing a process in which the residents and property owners work with the City in reviewing how to better achieve the land use vision for the neighborhood. At this time, however, there is not a consensus in the neighborhood on changing the R-4 zoning. This effort would consider and address the following:

A. **REINFORCE DISTINCTIONS BETWEEN UPTOWN AND DOWNTOWN:**

Recognize and reinforce the distinctions between Uptown and Downtown in bulk, height, land use mixture, setbacks, landscaping, and other design considerations.

B. **REINFORCE THE DISTINCTIONS AMONG THE DISTRICTS:**

Recognize and reinforce the distinctions among the districts within Uptown, providing for variations in the mixture and intensity of land uses and in the allowable heights and densities, while creating neighborhood continuity.

C. **ENCOURAGE MIXED USE PROJECTS:**

Evaluate how to allow greater use of retail in office, residential, and office/residential projects where appropriate.

D. **ENCourage HOUSING:**

Evaluate the issue of how to achieve housing as part of new office developments and to limit office conversions at the expense of housing in select areas.

E. **ELIMINATE DISINCENTIVES:**

Eliminate the disincentives for housing development and the incentives for office development.

F. **BALANCE INCENTIVES FOR HOUSING AND OFFICE USES:**

Balance incentives for housing and other uses, including the requirements for providing open space, to assure that the residential character of the area is preserved and enhanced.
G. CONSIDER ESTABLISHING A SPECIAL REVIEW PROCESS:

Consider establishing a special review process to provide flexibility in the development of uses throughout the neighborhood.

H. REDUCE PARKING REQUIREMENTS FOR RESIDENTIAL USES:

In recognition of the proximity of the neighborhood to the Downtown employment center and of the availability of public transit, the parking requirements for residential uses should be reduced from the current requirement of 1.5 parking spaces per dwelling unit to 1/2 to 1 space per unit, depending on occupancy.

I. CONSIDER REMOVING COMMERCIAL PARKING AS A USE-BY-RIGHT:

Consider replacing the use by right of both commercial parking and accessory parking with use by special review process in order to assure that parking in Uptown primarily serves the land uses in the neighborhood.

J. EXPAND THE LANDSCAPING REQUIREMENTS:

Expand the current landscaping ordinance for surface parking lots to include provisions for interior landscaping.

K. ENCOURAGE DESIGN REVIEW:

Encourage neighborhood design review processes in areas where property owners and residents feel they are appropriate.

L. CONSIDER ALTERNATIVE FUNDING SOURCES FOR PARKS:

Consider alternative methods for funding neighborhood parks, including the potential for establishing a neighborhood parks trust fund which would acquire and maintain park space in Uptown and which could generate funds by establishing a fee which would be paid by new development and which would be a percentage of the total project cost.

3. ZONING - B-2, B-3 AND B-4/RECOMMENDATIONS:

Areas at the southern edge, along Colfax, and within the neighborhood are zoned for business uses, with B-2, B-3, and B-4 zoning. These areas include the majority of retail uses in the neighborhood and are the areas within which new retail uses should be concentrated. B-2, B-3, and B-4, however, do have several provisions which are incompatible
with the character of Uptown and which may necessitate amendments to the current zoning ordinance.

A. RETAIN THE CURRENT BUSINESS ZONE BOUNDARIES:

Maintain the same boundaries for the B-2, B-3, and B-4 zone districts in order to encourage concentration of retail and commercial uses.

B. CONSIDER CREATING A SPECIAL ZONE DISTRICT OVERLAY:

Consider instituting a special district overlay for the B-2, B-3, and B-4 zone districts as the mechanism for eliminating the provisions within these districts which are incompatible with the character of Uptown and creating mechanisms which will help achieve the goals of this plan.

C. ENCOURAGE DESIGN REVIEW:

Encourage design review for retail and commercial uses within the B-2, B-3, and B-4 zoning districts in Uptown where neighborhood property owners and residents feel they are appropriate.

D. ELIMINATE BILLBOARDS:

Eliminate the potential of any billboards, either on-premise or off-premise, and provide an amortization schedule as just compensation for the removal of existing billboards.

E. PROHIBIT DRIVE-THROUGHS:

Prohibit new drive-through businesses.

F. REQUIRE LANDSCAPING:

Establish landscaping and streetscaping provisions for all uses.

4. DISTRICTS / RECOMMENDATIONS:

In response to the size and diversity of the neighborhood, establish and give special planning attention to districts which recognize and build upon the distinctions among the various areas. Several of the streets in the neighborhood are unique enough in character that they ought to be built upon and are, therefore, included in this section.

A. BROADWAY TO LINCOLN/SHERMAN:

Already a part of Downtown, and zoned B-5, its primary land use is office.
EMPHASIZE THE TRANSITION: The design of streetscape improvements in this district should be the same as for the improvements in the adjoining districts in Uptown so that it is emphasized as a transitional area between Downtown and Uptown.

RETAIN THE DISTINCTION BETWEEN DOWNTOWN AND UPTOWN: The boundaries of the R-5 zone and of the mountain view preservation area should not be moved any further east.

EMPHASIZE DESIGN: The primary emphasis in this district should be on streetscape, design guidelines, and building setbacks and scale.

B. LINCOLN/SHERMAN TO LOGAN/ PENNSYLVANIA:

Zoned R-4 and primarily office land uses, with high density residential uses and a cap placed on the building height by the Mountain View Ordinance.

ENCOURAGE COMPATIBILITY: Encourage the compatibility of new development with the existing character of this district and with its potential to function as a transitional area between Downtown and the rest of the neighborhood.

CONSTRUCT GATEWAYS: Gateways into the neighborhood should be constructed at points of transition, at the top of the rise. These should be at the intersections of Sherman Street with 16th, 17th, and 18th Avenues.

EMPHASIZE DESIGN: The emphasis should be on streetscape, design guidelines, and building setback and scale.

ENCOURAGE HOUSING: Efforts should be directed toward enhancing the mixture of land uses with additional high density housing.

REINFORCE SHERMAN AS A CENTER OF GOVERNMENTAL ACTIVITY IN COLORADO: Sherman Street is a center of governmental activity. This use is reflected in the monumental character of the architecture and of the streetscape. The design of public and private improvements along Sherman should enhance that character by:

- retaining the current width of the street
- retaining the predominant building setback
- continuing the streetscape which predominates in the 1500 and 1600 blocks
- retaining the current architectural patterns, such as raised entrances.
- on the northern side of 20th Avenue at its intersection with Sherman, echoing the southern termination of the street at the Capitol with an important public space which will act as a forecourt for a residential structure in Clements
- incorporating building materials which are consistent with the character in the 1500 and 1600 blocks

C. LOGAN/PENNSYLVANIA TO PARK AVENUE:

This district is beyond the limits of the downtown-type office uses and is currently home to low density office, residential, and retail land uses. Zoned R-4, the area is heavily impacted by surface parking lots.

- ENCOURAGE HOUSING: Housing should have a larger share of the total mixture of land use.

- ENCOURAGE RENOVATION: Older structures should be preserved and renovated for office/residential use.

- ENCOURAGE COMPATIBILITY: Encourage the compatibility of new development with the existing and potential character and density of uses within the district.

- CONVERT OGDEN AND DOWNING: Proceed with the conversion of Ogden and Downing Streets from one-way streets into two way streets, as recommended by the One-Way Street Study.

D. PARK AVENUE:

Provides needed open space for the neighborhood. Generally zoned R-4, current land uses along the avenue are a mixture of low to moderate density residential, office, and retail. As they are currently configured, the parks do not provide the full sense of visual relief or recreational opportunity of which they are capable.

- CONSTRUCT GATEWAYS: Gateways into the neighborhood should be constructed at the intersections of Park Avenue with Colfax and 20th Avenues.

- ENCOURAGE RESIDENTIAL USES: Encourage the development of new residential uses and the preservation of existing residential uses along Park Avenue.

- ENCOURAGE SUPPORT SERVICES: Limited retail and other commercial uses will be encouraged in order to provide active use of the parks, to create street activity, and to serve the community. These retail and commercial uses should be concentrated at the intersections of Park Avenue with Colfax, 17th, 18th, and 20th Avenues.
o IMPROVE THE PARKS: The parks along Park Avenue should be improved to increase their visual impact and their utility, to provide an incentive for housing development in the neighborhood, to increase the sense of neighborhood ownership, and to reinforce the parks. A formal planting plan should be instituted to recreate the initial design of individual squares at each intersection, each with a separate identity.

o CONSIDER PRIVATE USE OF THE PARKS: The City should consider waiving the on-site open space requirement for residential projects in lieu of improvements to open space along Park Avenue, if those improvements are accepted by the Director of Planning as consistent with the policies for the Park Avenue streetscape and parks and as equal in dollar value to the required open space.

o ENCOURAGE BUILDINGS TO ORIENT TO PARKS: Land uses adjoining the parks along Park Avenue should be encouraged to open onto and make active use of these parks in order to provide additional activity. Buildings along Park Avenue should align with the north/south and east/west streets.

o ENCOURAGE HISTORIC PRESERVATION: Historic, contributing, and significant structures along Park Avenue should be identified and preserved. The density from these may be transferred as unused development rights to properties immediately contiguous to the boundaries of the Park Avenue District if the base allowable floor area ratio in these contiguous areas is lowered from the current 4:1 ratio to a ratio more compatible with the existing character. Office uses may be used as an incentive for preserving historic and significant structures.

o DISCOURAGE AUTOMOBILE-ORIENTED USES: There should be no new automobile-oriented retail or commercial uses along Park Avenue, including no drive-through uses, surface parking lots, or parking structures.

E. PARK AVENUE TO YORK:

This district is currently zoned R-4 and has a mixture of low density office, residential, and retail land uses. The character of the area remains largely residential although many of the older homes have been converted to office uses.

o ENCOURAGE HOUSING: Efforts should be directed toward retaining the residential character, and increasing both the number of residential units and the percentage of total land uses which are residential.
ENCOURAGE COMPATIBILITY: Encourage the compatibility of new development with the residential character of this district and encourage a balanced mixture of land uses.

F. HOSPITALS:

Between 18th and 21st Avenues, from Pennsylvania to the alley between High and Race Street, medical-related uses, and generally zoned R-3 and R-4.

RETAIN BOUNDARIES: The district and its uses should be contained within the current boundaries.

ENCOURAGE COMPATIBILITY: The design of the uses within this district should be compatible with the surrounding areas.

BUFFER EDGES: Edges of the district should be buffered with landscaping and a reduction in density to protect the surrounding residential land uses.

ENCOURAGE SHARED PARKING AND PARKING STRUCTURES: Whenever possible, parking should be provided in structures and should be shared among the large institutions and facilities, such as hospitals and City Park.

IMPROVE LIGHTING: Pedestrian lighting should be provided to improve security, comfort, and aesthetics.

ENCOURAGE HOUSING: The City, the hospitals, and the neighborhood should work together to provide hospital-related housing.

RESTRICT SERVICE ACCESS: Whenever possible, service access should avoid residential streets.

CONSIDER R-5 ZONING: Study and consider implementing revisions in the zoning ordinance needed to create R-5 or other hospital zoning which would be appropriate for the medical institutions located in Uptown.

G. MIDTOWN:

Primarily a single family residential area north and east of the hospitals and generally zoned R-2 and R-3.

PROTECT RESIDENTIAL USES: No expansion of hospital, retail, or other commercial uses should be permitted north of 21st Avenue or east of High Street.

EMPHASIZE NEIGHBORHOOD RETAIL ON 22ND: 22nd Avenue should be a neighborhood-serving retail area.
o RESOLVE THE NON-CONFORMING STATUS OF USES ALONG 22ND:
Currently, all the retail uses along 22nd Avenue are non-
conforming uses within the R-2, R-3, and R-4 Zone Districts.
The residents and property owners in the area surrounding
the retail uses along 22nd Avenue should work with the
retail business owners to determine the future of this
business district. If the uses in this area are to expand
and improve, the area must be rezoned to accommodate retail
uses.

o MAKE CITY PARTICIPATION CONTINGENT UPON THE EXISTENCE
OF AN ACTIVE CRIME PREVENTION PROGRAM: Rezoning of any
parcels along 22nd Avenue and the provision of any public
financial assistance to the businesses along 22nd Avenue
should be contingent upon the business owners, property
owners, and residents in the area initiating a program to
identify and eliminate the sources of crime in the
neighborhood, similar to the program on East Colfax.

o REVITALIZE NEIGHBORHOOD BUSINESS: If a strong
coalition of business owners and of neighborhood residents
and property owners can be formed and if the crime problems
in the area are addressed, then the City should consider
designating this area as a Neighborhood Business
Revitalization Area in order to help generate programs and
funding for private and public improvements.

H. RECOMMENDATIONS FOR STREETS WHICH CROSS DISTRICT
BOUNDARIES:

1. COLFAX AVENUE:
The main retail area for both Uptown and Capitol Hill,
Colfax generally is zoned B-4 and provides both neighborhood
and destination retail uses. The street functions as a
barrier between the neighborhoods.

o ENCOURAGE DIFFERENTIATION: Build on the existing
differentiation in the neighborhood and apply a common
framework to reinforce the three distinct activity types on
the street:

- Village Centers: Village centers are those areas which
are more oriented to pedestrians and which should be
encouraged to develop their distinct design character and to
attract uses which will serve both neighborhood residents
and a regional market. Two village centers are located east
of Pennsylvania Street: Park Avenue Village and York Street
Village.
- Auto-Oriented Centers: Automobile-oriented centers connect the Village centers east of Pennsylvania and should be provided with streetscape treatments which will create a sense of continuity for the diverse setbacks, site layouts, building materials, and land uses which comprise these areas.

- Capitol Complex-Colfax: The area from Pennsylvania to Broadway should continue to be oriented to the State Capitol District and should have character and land uses which enhance that orientation and the surrounding residential neighborhood.

- REINFORCE COLFAX AS MAIN STREET: Colfax should be reinforced as the Main Street for Uptown, Capitol Hill, and Cheesman Park neighborhoods, functioning as the main neighborhood retail street and a common focus for the adjoining neighborhoods.

- ENCOURAGE BOTH NEIGHBORHOOD AND DESTINATION RETAIL: Colfax should be both a neighborhood-serving and destination retail street.

- ENTERTAIN AUTOMOBILE-ORIENTED USES: Colfax is the only street in Uptown which should be encouraged to have automobile-oriented, drive-through, and larger scale retail uses, such as grocery stores, automobile service stations and repair shops, home improvement centers, large liquor outlets, etc.

- IMPLEMENT THE CHARETTE REPORT: See the East Colfax Charette Report in the Appendix for a complete description of the definition of role and character for East Colfax.

- DESIGNATE FOR NEIGHBORHOOD BUSINESS REVITALIZATION: Colfax Avenue should be designated as a neighborhood business revitalization area and for the related funding programs.

2. 16TH AVENUE:

Although primarily zoned R-4 and accommodating residential and office uses as well as surface parking lots, 16th Avenue retains the character of a residential street. 16th serves as a connection into the neighborhood for pedestrians, bicyclists, and runners.
o **ENHANCE THE RESIDENTIAL CHARACTER:** 16th Avenue should have a residential character in order to encourage additional residential uses in the neighborhood. To help accommodate this, new uses along 16th should be primarily residential. Any office structures along 16th should be designed with a residential character and should include some residential uses. Any problems with City regulations or procedures which discourage this should be reviewed.

o **IMPROVE AS A LINEAR PARK:** 16th Avenue should be designed, improved, and maintained as a linear park, connecting Downtown to City Park; act as a spine for connecting open space linkages; responding to the demand for jogging, walking, and bicycling facilities; and providing an incentive and a focus for housing development in the neighborhood.

o **CONSIDER 16TH AS AN EXTENSION OF THE 16TH STREET MALL:** Improvements to 16th Avenue between Broadway and the Esplanade at City Park should retain the pedestrian character and orientation of the 16th Street Mall and allow 16th Avenue to act as an extension of the mall into the neighborhood.

o **TARGET FUNDING MECHANISMS:** Funding mechanisms such as the formation of a special improvement district and of a maintenance district should be given top priority for design, construction, and maintenance of the improvements to 16th Avenue.

o **DISCOURAGE RETAIL:** There should be little or no retail activity on 16th Avenue so that retail uses can be concentrated on Colfax and 17th Avenues and 16th Avenue can retain its residential character.

o **EMPHASIZE SOLAR ACCESS:** Design guidelines for 16th Avenue should emphasize solar access to uses on the street. Concepts might include emphasizing and protecting pedestrian and outdoor uses on the north side of the street by widening the sidewalk on the north side of the street to better accommodate pedestrians and joggers, shifting the street to the south side of the public right-of-way, encouraging deciduous trees on the south side of the northern sidewalk, limiting the height of buildings on the south side of 16th to two stories at their northern edge, and providing spaces for outdoor activities on the north side of the street.
3. 17TH AVENUE:

B-2, B-3, B-4, and R-4 zone districts help define distinct subdistricts along 17th, which alternately accommodate retail, residential, and office uses. 17th is rapidly redeveloping with new restaurant, other retail, and residential/retail projects.

- **CONCENTRATE USES:** The areas of retail concentration on 17th Avenue should be separated by areas of residential and office uses.

- **REINFORCE THREE DISTRICTS:** 17th Avenue should have three retail districts which are consistent with the current zoning:
  - Sherman to Clarkson
  - Ogden/Downing to Humboldt/Lafayette
  - Vine to York

Within these retail districts, developments should be encouraged to be mixed use projects with residential and office uses.

Outside of these areas, retail uses should be provided only in conjunction with residential units and only to the extent that they comprise a minor percentage of the gross square footage of each project.

- **IMPROVE PEDESTRIAN CHARACTER:** In order to help distinguish 17th Avenue from Colfax Avenue and to help reinforce the urban residential character of the neighborhood, uses along 17th should be pedestrian-oriented. The formulation of design guidelines for 17th should be encouraged to include provisions such as:
  - building placement as close as possible to front property lines
  - discouragement of large setbacks in front of buildings except when such setbacks shall be used for outdoor retail activities or exclusively for landscaping.
  - no parking in front of buildings.
  - discouragement of parking on the sides of buildings when such parking will be visible from 17th.
  - encouragement of parking behind buildings.
  - discouragement of drive-through restaurants or banks.
  - landscaping of all public rights-of-way and building setbacks.
  - encouragement for including outdoor retail activities.
  - encouragement for buildings to be designed with a scale and materials consistent with the urban residential character of the neighborhood.
encouragement for storefront windows to allow for viewing of indoor retail activities from the street.

- Retain the pattern of the current zoning: The B-2, B-3, and B-4 zone districts provide desirable distinctions among the various retail areas along 17th Avenue and should be retained. A special zone district overlay should be created to help make the zoning more compatible with the goals of the neighborhood (see Section A.3. of the plan for details). The residential/mixed use zoning should also be retained to help encourage the concentration of retail uses along 17th and to help retain the mixed-use character of 17th Avenue. This zone district should also be amended to make it more compatible with the goals of this plan.

4. 18th Avenue:

B-2, B-3, B-4, and R-4 zoning help create a diversity of character and land uses along 18th Avenue, which accommodates residential, office, medical, and retail uses.

- Improve pedestrian character: Uses along 18th Avenue should be pedestrian-oriented. (See the same recommendation for 17th Avenue).

- Hospital support and destination retail: East 18th Avenue should provide hospital-support retail, neighborhood retail, housing, and some Downtown-support uses.

5. 19th / 20th Avenues:

Zoned R-4 and B-4, 19th and 20th are both one way streets with office, medical, retail, and residential uses. 19th dead ends at Ogden and 20th changes to a two-way street at Clarkson. 20th provides a critical transition between Uptown and the Clements Historic District.

- Study conversion to two-way streets: Review the potential of converting both 19th and 20th from one-way streets to two-way streets.
EMPHASIZE COMPATIBILITY ALONG 20TH AVENUE: 20th Avenue is currently a mixture of institutional, retail, and residential uses. The scale is generally compatible with the uses adjoining to the north. The street provides a critical transition between Uptown and Clements Historic District, as well as the San Rafael district of the Five Points neighborhood. Density, scale, height, and bulk should be lower than the uses to the south in order to be compatible with these adjoining districts. Building height should step down from 19th to 20th. Land uses facing 20th should be residential, although ground floor uses could be retail.

6. 13TH AND 14TH AVENUES:

Zoned primarily R-3, with pockets of B-2 and R-4 zoning, these streets are principally residential but include some neighborhood-oriented retail uses and offices. The high volumes of traffic, coupled with a narrow public right-of-way, negatively impact the quality of the streets for both residential and retail uses. This volume of traffic also reinforces 13th and 14th as boundaries between Capitol Hill, Colfax, and Uptown. Because one of the overriding goals of planning for these neighborhoods is to improve the linkages between them, 13th and 14th were included in discussions of the East Colfax Charette and the Uptown Neighborhood Plan.

CONSIDER WIDENING THE SIDEWALKS ON 13TH: Review the option of removing one lane of traffic on 13th Avenue from Franklin to Logan in order to widen the sidewalks and allow for streetscaping without significantly disrupting the flow of traffic.

ENCOURAGE STREETSCAPING: Streetscaping should be encouraged to help mitigate the impacts of automobile traffic and to help reinforce the importance of pedestrians by softening the streetscape and adding pedestrian amenities.

IMPROVE PEDESTRIAN CHARACTER: Uses along 13th and 14th should be pedestrian-oriented. (See the detailed recommendation for 17th Avenue).

5. ADMINISTRATIVE POLICIES AND PROCEDURES/RECOMMENDATIONS:

Some City administrative policies treat Uptown and other mixed use neighborhoods more as commercial neighborhoods than as residential neighborhoods. Trash collection, for example, can occur at earlier hours in a mixed use neighborhood, creating potential hardships for residents.
o PROVIDE CITY SERVICES SO AS TO ENHANCE THE RESIDENTIAL CHARACTER: The provision of City services should be at a level which will meet the needs of an intensely developed mixed use neighborhood, but primary concern should be given to providing services in a manner which enhances the residential character of the neighborhood. Trash collection, for example, should be provided during the same daytime hours it is provided in single family residential neighborhoods.

o AMEND THE BUILDING CODE TO ENCOURAGE MIXED USES: Building code provisions should be changed to facilitate the mixture of uses in individual buildings and projects.

o AMEND THE BUILDING CODE TO ENCOURAGE REHABILITATION: Building code provisions should be changed to facilitate the rehabilitation of older buildings.

o SIMPLIFY THE PUD (PLANNED UNIT DEVELOPMENT) PROCESS: So that through its simplicity and short time frame it is viewed as a desirable process for initiating development, while providing for neighborhood review.

6. RETAIL / RECOMMENDATIONS:

Retail uses in Uptown will be most successful if they are concentrated where they are most visible, have the best access, and can develop unique identities.

o CONCENTRATE RETAIL USES ON EAST/WEST STREETS: Retail uses should be concentrated on the most heavily travelled east/west streets: Colfax, 17th, and 18th Avenues. Small pockets of retail could also be on 19th Avenue from Pennsylvania to Pearl; 20th Avenue from Broadway to Clarkson; Park Avenue at the intersections with Colfax and 17th, 18th, and 20th Avenues; and 22nd Avenue from Downing to Gilpin. No retail should be located on 16th Avenue.

o CONCENTRATE RETAIL USES AROUND BUSINESS ZONING DISTRICTS: Retail uses should be concentrated around present retail development.

7. IMAGE / RECOMMENDATIONS:

Uptown suffers from a negative public image which, while based on the real problems with which the neighborhood must deal, exaggerates the problems and does not acknowledge the improvements which are being made in the neighborhood.
MAINTAIN AN INVENTORY: Continue inventorying sources of crime; poorly maintained vacant lots, vacant and abandoned buildings, and parking lots; and sites which need landscaping.

USE THE AVAILABLE TOOLS: Target City regulatory, enforcement and financial programs to eradicate the sources of crime; to improve poorly maintained vacant lots, vacant and abandoned buildings, and parking lots; and to improve sites which need landscaping.

CONTINUE THE PUBLIC RELATIONS PROGRAM: Support an ongoing public relations program to inform the public of changes in the neighborhood and of the additional assets of Uptown in order to attract residents, developers, and shoppers.

ELIMINATE TRASH: Explore ways to reduce litter and to remove litter in vacant lots and in public rights-of-way, including streets and alleys.

8. HISTORIC PRESERVATION / RECOMMENDATIONS:

North Capitol Hill and City Park West both have rich histories and a legacy of many architecturally and historically significant buildings. Since these historic structures help create a distinctive character for Uptown, their preservation is essential to the ability of the neighborhood to redevelop as a mixed use neighborhood with a unique urban character.

EMPHASIZE HISTORIC PRESERVATION: Because of the contribution of the historic and architecturally interesting buildings to the historic fabric, and, therefore, to the unique character and redevelopment potential of Uptown, their preservation should assume top priority in reviewing development proposals, proposing capital improvements, and allocating funding.

INITIATE AN HISTORIC SURVEY: To aid in the identification and preservation of historic, significant, and contributing buildings, an update of the Historic Building Survey has been initiated for Uptown.

PROPOSE HISTORIC DISTRICTS: Swallow Hill is being reviewed for submission as a proposed historic district. Other areas in the neighborhood, such as the area along York and Gaylord, also should be reviewed for potential historic district designation.
EXPAND UPON THE HISTORIC RESIDENTIAL CHARACTER: The historic residential, commercial, and institutional character of the neighborhood should provide the basis for both public and private streetscape improvements. Consistent with this, streetscape design guidelines should include:

- wide building setbacks
- a landscaped planting strip along all property lines which abut street rights-of-way
- flagstone or flagstone colored sidewalks
- granite curbs, where feasible

CONSIDER THE TRANSFER OF DEVELOPMENT RIGHTS (TDR'S): A program should be considered for the transfer of development rights from historic districts within Uptown to properties within adjacent areas of the neighborhood. This would necessitate a revision to the allowable floor area ratios, perhaps providing a lower base figure in adjacent areas with the potential for bonuses from TDR's.

PRESERVE TEMPLE EMANUEL: Preserve, operate, and maintain Temple Emanuel as a cultural asset for the neighborhood.

EXPLORE PRESERVATION STRATEGIES: Explore additional interim preservation strategies for historically significant structures.

B. TRANSPORTATION / RECOMMENDATIONS:

Because of its proximity to Downtown; the demographics of its residents; the density of its housing; the availability of sidewalks, excellent bus service, and bicycle lanes; and its proximity to parks and parkways, Uptown's transportation issues and recommendations emphasize not only automobiles, but also pedestrians, public transit, bicycles, and runners. According to 1981 traffic counts, north / south streets in Uptown carried almost 75,000 vehicles per day and east / west streets carried over 60,000 vehicles per day. According to the 1980 census, Uptown had twice the City average for people who took the bus to work and three times the City average for people who walked to work. Sixteenth Avenue has become a major connection for pedestrians, runners, and bicycles.

1. INCREASE TRANSIT RIDERSHIP / RECOMMENDATIONS:

ENCOURAGE BUS TRANSFERS: Continue one hour, same direction, bus transfers on East Colfax.
1. EXPAND EXPRESS BUS SERVICE: Maintain express service on East Colfax.

2. IMPROVE TRANSIT STOPS: RTD is currently improving stops for the 15 LTTD. Streetscape improvements throughout the neighborhood should include better siting and design of bus stops.

3. INCREASE BICYCLE RIDERSHIP / RECOMMENDATIONS:

- PROVIDE BICYCLE RACKS: Design guidelines for Uptown and for east Colfax should include the provision of standardized bicycle racks both as part of streetscape improvements and of new developments and redevelopments.

4. INCREASE PEDESTRIAN TRAFFIC / RECOMMENDATIONS:

Improvements to the east/west streets should emphasize increasing the comfort and enjoyment of pedestrians. Priority should be given to pedestrian improvements along Colfax and 16th Avenues. Specifically:

- ENFORCE PEDESTRIAN RIGHT-OF-WAY: Enforce Denver laws which give pedestrians the right-of-way over automobiles, educate the public to these laws, and institute significant fines for violations.

- EMphasize PEDESTRIAN STREETS: Identify Sherman, Pennsylvania, Emerson, and Franklin as north/south pedestrian linkages into the neighborhoods. Make improvements which will encourage pedestrians to use these streets.

5. ADD TRAFFIC IMPROVEMENTS / RECOMMENDATIONS:

- IMPROVE TRAFFIC FLOW: Study and make improvements which will improve the flow of automobile, pedestrian, and bicycle traffic on and across Colfax, 13th, 16th, 17th, and Park Avenues and Sherman Street. Pedestrian improvements should include marked crosswalks and signs warning drivers to yield to pedestrians and to keep crosswalks clear for joggers and pedestrians.

6. RESTRUCTURE PARKING:

- ESTABLISH PARKING DISTRICTS: Investigate the feasibility of establishing parking districts for East Colfax and East 17th Avenue as a means for providing centralized parking which is readily visible and accessible, which is commonly owned, which can be located to minimize possible disruptions to the surrounding land uses, and which
can be managed to best meet the needs of the businesses, residents, and visitors to area facilities and institutions.

- **RETAIN ON-STREET PARKING:** Whenever possible, on-street parking should be retained as the parking which is most readily visible to customers and which helps retain the neighborhood quality of the streets by buffering the sidewalks from the flow of traffic.

- **BUFFER PARKING STRUCTURES:** Where appropriate, parking structures which adjoin retail streets should be required to have ground level retail fronting on these streets.

- **INSTITUTE PARKING PERMITS:** Residential parking priority permits should be studied for potential implementation and areas which are limited to short-term parking should be expanded to discourage all day parking by Downtown office workers.

- **RETAIN LOADING ZONES:** Loading zones should be retained in the retail areas.

### C. URBAN DESIGN / RECOMMENDATIONS:

Urban design recommendations are essential to the implementation of the goals for Uptown because they help respond to the most critical issues facing the neighborhood: image, livability, and compatibility of land uses.

#### 1. PROVIDE DESIGN GUIDANCE / RECOMMENDATIONS:

- **ENCOURAGE THE DEVELOPMENT OF URBAN DESIGN GUIDELINES:** The neighborhood and the City should work together to develop urban design guidelines which will encourage compatibility of a mixture of uses within the neighborhood and within individual developments. Development along the boundaries between districts and between neighborhoods should be compatible, though distinct from, the character of the development in the adjoining district or neighborhood.

#### 2. DISTINGUISH UPTOWN FROM SURROUNDING NEIGHBORHOODS / RECOMMENDATIONS:

- **PROVIDE GATEWAYS:** Included within the streetscape improvements should be gateways at points of entry into the neighborhood. Key points of entry are delineated in Section a.4., Districts.
BUILD UPON THE TRADITIONAL ORIENTATION OF BUILDINGS:
The important design characteristic of the neighborhood and to help define the role of each of the streets, more intense development is recommended on the east/west streets and less intense development on the north/south streets. Exceptions to this would be appropriate for the retention of less intense historic, contributing, and significant structures on east/west streets, to protect solar access to east/west streets, and to protect the pedestrian scale of east/west streets.

IMPROVE THE STREETSCAPE: Streetscape improvements, including street lighting, planting, and signage should be designed to help distinguish the neighborhood, the districts within the neighborhood, and the role of each street. As such, elements of continuity, such as street lights, will link the entire neighborhood, while other elements will help distinguish Park Avenue, 16th, 17th, Colfax, and Sherman.

BUILD UPON THE MOUNTAIN VIEW AND ABUNDANCE OF SUNSHINE:
Mountain views and the abundance of sunshine are two characteristics which help distinguish Denver from other cities. To help enhance these distinctions:

- the Mountain View Ordinance will be consistently enforced.
- sidewalk cafes, sidewalk vendors and other creative use of the public right-of-way will be encouraged through revisions to the existing zoning code and administrative changes to the rules for revocable permits to use public rights-of-way.

3. IMPROVE THE LINKAGES BETWEEN THE DISTRICTS AND BETWEEN THE FOCAL POINTS BOTH WITHIN AND OUTSIDE THE NEIGHBORHOOD / RECOMMENDATIONS:

PROVIDE PEDESTRIAN LINKAGES: The interrelationships among the neighborhood districts and between Uptown and its adjoining neighborhoods will be improved by providing a series of physical, visual, and psychological linkages. These linkages should connect focal points, such as City Park, Cheesman Park, Clements Park, and the Civic Center. They should take the form of pedestrian linkages, as outlined in the Transportation section, 3. Neighborhood linkages should be connected with those in other neighborhoods in order to create a larger pedestrian network.
4. IMPROVE THE IMAGE OF PARKING LOTS:

Consider programs which will help improve the image, safety, and function on parking lots by improving the lighting, maintenance, and landscaping of the existing and future lots.

D. PARKS / RECOMMENDATIONS:

Uptown is perceived as having neither parks of its own nor good access to either City Park or Cheesman Park. The only public parks which do exist in the neighborhood, those along Park Avenue, are not of a sufficient size nor designed to function as active parks which can meet the recreational needs of the neighborhood.

1. IMPROVE EXISTING PARKS / RECOMMENDATIONS:

- REVIEW THE POTENTIAL FOR CITY PARK TO BETTER SERVE THE NEIGHBORHOOD: The proposed City Park Master Plan should include consideration of the perimeter of the park for improvements which would allow it to function as a neighborhood park for the eastern end of Uptown, as well as for the other surrounding neighborhoods.

- INCREASE THE UTILITY OF PARK AVENUE AS A LINEAR PARK: The sense of neighborhood ownership of the squares along Park Avenue should be reinforced, perhaps with low decorative fencing of each park. Either installation of a landscaped median or extension of the parks into the existing right-of-way should be considered as a means for softening the impact of the street and improving the perception of Park Avenue as a linear park. The unique identity of each of the squares should be recreated with a formal landscaping plan and by re-instituting the names originally given to each square. For further details see Section A.4., Districts.

2. IMPROVE THE LINKAGES / RECOMMENDATIONS:

- IMPROVE THE LINKAGE TO CITY PARK: Installing landscaping and other pedestrian treatments on 16th and 17th Avenues will help improve the linkage between Uptown and City Park. The key to an improved linkage, however, may be providing better pedestrian crossings of York Street. These crossings could be improved by designating crosswalks with paint or a change in pavement; by providing uniform streetscape improvements, including pedestrian lighting, on both sides of the streets; or by installing pedestrian-activated traffic signals.
3. DEVELOP INTERIM PARKS / RECOMMENDATIONS:

- VACANT LOTS: Improving vacant lots as interim parks will eliminate visual blight and provide desirable park space.

4. CONSIDER ACQUIRING NEW PARKS AND RECREATION FACILITIES / RECOMMENDATIONS:

- REVIEW THE FEASIBILITY OF NEW PARKS IN CITY PARK WEST: If it is determined in the process of developing the City Park Master Plan that the Park cannot function as a neighborhood park for the surrounding neighborhoods while continuing to function as a regional park, then new neighborhood parks should be developed in the eastern end of Uptown. Any new parks should provide facilities specifically directed to the elderly and families with children, at a minimum providing benches and playgrounds.

- REVIEW THE FEASIBILITY OF NEW PARKS IN NORTH CAPITOL HILL: Access from the western end of the neighborhood access to Cheesman and City Parks is more difficult. New parks could be either public or private, should be related to the linkages along 16th and 17th Avenues and should be large enough to have a significant impact on the neighborhood. The cost of maintenance of these parks should be a major consideration.

- PROVIDE RECREATIONAL FACILITIES: Work with the Denver Public Schools to open the recreational facilities at East High School for use by the neighborhood. Use agreements for school facilities should include provisions for improvement and maintenance of the facilities.

B. SECURITY / RECOMMENDATIONS:

The recommendations below will require the cooperation of a coalition of neighborhood residents, business owners, property owners, and City departments. It will also require the institution of design guidelines for new construction of private and public structures. To this end:
1. TARGET THE SOURCES OF CRIME / RECOMMENDATIONS:

- **MONITOR BARS:** Neighborhood organizations should continue working with the City to monitor bars and other potential sources of crime.

- **ENCOURAGE BETTER MANAGEMENT OF RENTAL HOUSING:** Neighborhood organizations should continue working with the City to monitor the management of rental housing by monitoring crime statistics for individual buildings and building code and fire code violations, and then working with the building managers and owners to improve the management of these buildings.

- **LIMIT THE NUMBER OF ABANDONED BUILDINGS AND VACANT LOTS:** Neighborhood organizations should continue working with the City to limit the number of abandoned buildings and vacant lots and to improve the maintenance of buildings which are abandoned and of lots which are vacant.

2. ENQUIRCE PROGRAMS WHICH WILL HELP ERADICATE CRIME / RECOMMENDATIONS:

- **ENCOURAGE PUBLIC EDUCATION:** Programs should be provided to educate the public to security issues and programs.

- **ENCOURAGE POLICE PRESSURE:** Police should continue to apply pressure to neighborhood buildings and businesses which have illegal activities.

- **APPLY PRESSURE TO LANDLORDS:** Peer and public pressure should be applied to landlords to manage their buildings in a manner which will discourage illegal and anti-social activities. Apartment owners should be encouraged to provide on-site property managers.

- **APPLY PRESSURE TO BUSINESSES:** Police and peer pressure should be applied to businesses which serve problem people to eliminate the products and services which serve as attractions.

- **ACQUIRE TROUBLESome BUILDINGS:** The programs and authority of the City and the Denver Urban Renewal Authority (DURA) should be used to purchase or, if necessary, to condemn buildings on which public and private efforts have failed to encourage the property owner to repair and rehabilitate.
3. INCREASE THE SENSE OF OWNERSHIP / RECOMMENDATIONS:

- INSTITUTE NEIGHBORHOOD WATCH: Neighborhood organizations should work with the Denver Police Department to promote both the residential and commercial Neighborhood Watch programs throughout Uptown.

4. FACILITATE NEIGHBORHOOD SURVEILLANCE / RECOMMENDATIONS:

- ENCOURAGE TWENTY-FOUR HOUR ACTIVITY: The zoning in the neighborhood will be revised to provide incentives for mixed use development as a generator of twenty-four hour activity.

5. DEVELOP URBAN DESIGN GUIDELINES / RECOMMENDATIONS:

- INCREASE THE SENSE OF NEIGHBORHOOD OWNERSHIP: New housing and all other new development should be designed to increase the sense of ownership of streets and of the neighborhood as a whole. To help accomplish this, individual housing units and offices should open directly to the street, overlook the street, and have individual yard space.

- ENCOURAGE SURVEILLANCE OF THE STREETS: All development should be designed to overlook the street in order to facilitate surveillance.

- ENCOURAGE SURVEILLANCE OF BUILDINGS: Conversely, all development should be designed to facilitate surveillance from the street. This should include the provision of pedestrian lighting in public areas such as parking lots.

6. ECONOMIC DEVELOPMENT / RECOMMENDATIONS:

Private economic development in Uptown and the potential for building upon the potential for public/private financial cooperation was a motivation for the Planning Office in initiating a neighborhood planning effort.

- ENCOURAGE NEW BUSINESS: Encourage entrepreneurship and small business and service activity by individuals; generate jobs and help small firms to expand. Target Skyline funds for a public/private loan pool for new businesses.

- IMPROVE EXISTING BUSINESS: Preserve and improve existing commercial areas in preference to creating new business districts or expanding existing areas.
o ENCOURAGE EMPLOYMENT DIVERSITY: Encourage a diversity of employment for the widest possible range of skills. Help retain and expand existing sources of unskilled and semi-skilled employment such as the hospitals and restaurants.

o STUDY SALES TAX GENERATION: Initiate a study of the sales tax generated in the neighborhood as baseline data for evaluating changes resulting from neighborhood and City actions.

o IDENTIFY THE EXISTING MARKET: Identify and tap the existing retail market.

o EVALUATE THE POTENTIAL FOR A NEW BUSINESS INCUBATOR: Evaluate the potential for a business incubator in the neighborhood which might specialize in new medical-related businesses.
VIII. PRIORITY ACTION SUMMARY

A. DEMONSTRATION AREA

COORDINATE ALL PUBLIC PROJECTS IN THE NEIGHBORHOOD SO THAT, AS MUCH AS IS FEASIBLE, THEY WILL FOCUS ON A DEMONSTRATION AREA WHICH IS CENTERED ON THE VILLAGE CENTER AT PARK AVENUE AND WHICH EXTENDS FROM 13TH TO 17TH AVENUES.

* - PLANNING OFFICE
  PUBLIC WORKS
  ECONOMIC DEVELOPMENT AGENCY
  COMMUNITY DEVELOPMENT AGENCY
  DENVER HOUSING AUTHORITY
  DENVER URBAN RENEWAL AGENCY

B. DISTRICTS

1. CONSIDER AMENDING THE CURRENT ZONING TO RECOGNIZE AND REINFORCE THE SPECIAL CHARACTER OF EACH OF THE DISTRICTS IN UPTOWN.

* - IMPLEMENTATION TASK FORCE
  PLANNING OFFICE
  ZONING
### PROGRAM

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2. ESTABLISH VILLAGE CENTERS ON COLFAK AVENUE AT PARK AVENUE AND YORK STREET: design, fund, build, and maintain the public and private improvements which will distinguish the village centers.

   a. DEVELOP DESIGN IMPLEMENTATION PLANS AND FINANCING PLANS

      * - PUBLIC WORKS
      * - PLANNING OFFICE
      * - PROPERTY OWNERS

   b. FORM IMPROVEMENT DISTRICTS

      * - PUBLIC WORKS
      * - PLANNING OFFICE
      * - PROPERTY OWNERS

   c. FORM MAINTENANCE DISTRICTS

      * - PROPERTY OWNERS
      * - PUBLIC WORKS
      * - PLANNING OFFICE

### ECONOMIC DEVELOPMENT

1. TARGET SKYLINE FUNDS TO A REVOLVING LOAN FUND FOR NEW BUSINESSES IN UPTOWN. POOL THE AVAILABLE PUBLIC FUNDS WITH PRIVATE DOLLARS.

   * - MAYOR'S OFFICE
   * - PLANNING OFFICE
   * - ECONOMIC DEVELOPMENT AGENCY

2. EVALUATE THE POTENTIAL FOR A BUSINESS INCUBATOR IN THE NEIGHBORHOOD WHICH MIGHT SPECIALIZE IN NEW MEDICAL-RELATED BUSINESSES.

   * - ECONOMIC DEVELOPMENT AGENCY
3. Initiate a study of the sales tax generated in the neighborhood as a baseline for evaluation of changes resulting from neighborhood and city actions.

* - Budget and Management

D. Housing

1. Establish a rehabilitation task force to evaluate the city building code and to recommend changes to the code and city procedures which will facilitate the renovation of housing.

* - Planning Office Coalition

2. Target Skyline funds to a revolving loan fund for new and rehabilitated housing in uptown.

* - Mayor's Office Planning Office

3. Target the neighborhood for housing maintenance, rehabilitation, and new construction programs.

* - Denver Housing Authority
  Community Development Agency
  Denver Urban Renewal Authority

4. Establish a neighborhood housing task force which will identify current housing problems and establish programs for dealing with them.

* - Planning Office Coalition
5. CONSIDER AMENDING THE CURRENT ZONING TO PROVIDE INCENTIVES FOR HOUSING.
   * - IMPLEMENTATION TASK FORCE
   PLANNING OFFICE
   ZONING

6. RETAIN AND EXPAND THE EXISTING LOW INTEREST LOAN PROGRAMS FOR SINGLE AND MULTIPLE FAMILY HOME IMPROVEMENTS.
   * - PLANNING OFFICE

7. DEVELOP INCENTIVES FOR RETAINING HOUSING.
   * - CITY COUNCIL
   PLANNING OFFICE
   PUBLIC WORKS

8. INITIATE CITY ENFORCEMENT OF HEALTH AND SAFETY CODES.
   * - COALITION

9. CONSIDER INITIATING A FAST-TRACK REVIEW PROCESS FOR HOUSING PROJECTS IN UPTOWN AND OTHER INNER-CITY NEIGHBORHOODS.
   * - PLANNING OFFICE
   ZONING

10. CREATE A REVOLVING FUND FOR SHORT-TERM LOW-INTEREST CONSTRUCTION LOANS.
    * - PLANNING OFFICE

11. EXPAND THE CITY'S MORTGAGE BOND PROGRAM TO INCLUDE GREATER PARTICIPATION FOR CONDOMINIUM AND SINGLE-FAMILY OWNERS.
    * - CITY COUNCIL
    PLANNING COUNCIL
E. IMAGE

1. IDENTIFY THE POSITIVE AND NEGATIVE ASPECTS OF THE NEIGHBORHOOD.
   * - COALITION
   PLANNING OFFICE

2. ESTABLISH ON-GOING MECHANISMS FOR MAKING POSITIVE CHANGES AND ELIMINATING NEGATIVE ASPECTS.
   * - COALITION
   PLANNING OFFICE

3. INITIATE AN ON-GOING PUBLIC RELATIONS PROGRAM TO INFORM THE PUBLIC OF THE MECHANISMS FOR CHANGE, THE RESULTING CHANGES, AND THE ADDITIONAL ASSETS OF UPTOWN
   * - COALITION

F. MIXED LAND USES

1. ENCOURAGE THE DEVELOPMENT OF URBAN DESIGN GUIDELINES FOR COMPATIBILITY OF USES WITHIN THE NEIGHBORHOOD AND WITHIN INDIVIDUAL DEVELOPMENTS
   * - DESIGN GUIDELINE TASK FORCE
   PLANNING OFFICE

2. CONSIDER AMENDING THE ZONING TO ENCOURAGE A MIXTURE OF USES, A CONCENTRATION OF USES IN ORDER TO CREATE AREAS WITH DISTINCT CHARACTER, AND HOUSING AS THE LARGEST COMPONENT OF THE MIXTURE OF USES
   * - IMPLEMENTATION TASK FORCE
   ZONING ADMINISTRATION
   PLANNING OFFICE
3. Appoint a task force to review the city's building code and initiate changes which will facilitate mixed use projects.

* - Mayor's Office

Planning Office

4. Evaluate the provision of city services for their ability to meet the needs of a mixed use neighborhood, with an overriding concern for their compatibility with the residential character of the neighborhood.

* - Public Works Coalition

Planning Office

G. Offices

1. Encourage the development of urban design guidelines for the compatibility of offices with the residential character of the neighborhood.

* - Design guideline task force

Planning Office

2. Consider amending the current zoning code to allow retail in office, residential, and office/residential projects where appropriate and on a special review basis.

* - Implementation task force

Zoning Administration

Planning Office
3. Consider amending the current zoning to provide a special review process for all proposed office uses

* = Implementation Task Force
Planning Office

H. Parks

1. Improve City Park to increase its ability to serve as a neighborhood park for the surrounding neighborhoods, as well as a park which services the entire metropolitan area

* = Parks Department Coalition

2. Improve the linkages to City Park and to Cheesman Park along 16th Avenue, 17th Avenue, Park Avenue, Franklin Street, the Esplanade, and across York Street

* = Public Works
Parks Department
Planning Office
Coalition

3. Improve 16th Avenue as a linear park connecting downtown to City Park

a. Establish a 16th Avenue Task Force

* = Planning Office
Public Works
Parks Department
Coalition

b. Develop design implementation plans and financing plans

* = 16th Avenue Task Force
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<td>c. FORM IMPROVEMENT DISTRICT(S)</td>
<td>* - PUBLIC WORKS 16TH AVENUE TASK FORCE  PROPERTY OWNERS</td>
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<td>d. FORM MAINTENANCE DISTRICT(S)</td>
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4. IMPROVE THE PARKS ALONG PARK AVENUE, IN CONJUNCTION WITH STREETSCAPE IMPROVEMENTS

a. DEVELOP DESIGN IMPLEMENTATION PLANS AND FINANCING PLANS  
   * - PARKS DEPARTMENT PUBLIC WORKS PLANNING OFFICE COALITION

b. FORM IMPROVEMENT DISTRICT(S)  
   * - PUBLIC WORKS PLANNING OFFICE PROPERTY OWNERS COALITION

c. FORM MAINTENANCE DISTRICT(S)  
   * - PUBLIC WORKS PLANNING OFFICE PROPERTY OWNERS COALITION

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<td>5. DEVELOP INTERIM PARKS ON VACANT LOTS</td>
<td>* - COALITION</td>
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<td>6. ACQUIRE NEW NEIGHBORHOOD PARKS</td>
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<td>7. CONSIDER AMENDING THE ZONING TO REQUIRE THE PROVISION OF PUBLIC PARK SPACE IN NEW DEVELOPMENTS, OR FEES IN LIEU OF THE ACTUAL PROVISION OF PARK SPACE</td>
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<td>8. PROVIDE RECREATIONAL FACILITIES FOR UPTOWN</td>
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<td>DENVER PUBLIC SCHOOLS</td>
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I. RETAIL USES

1. APPLY FOR NEIGHBORHOOD BUSINESS REVITALIZATION AREA (NBR) DESIGNATION FOR EAST COLFAX. | * - COLFAX-ON-THE-HILL |
| | PLANNING OFFICE |
| | ECONOMIC DEVELOPMENT AGENCY |
2. Make street scape improvements which will enhance the image of the retail areas.

* - Coalition

Public Works

Planning Office

3. Consider amending the zoning to allow more flexible provision of retail uses in mixed residential/retail projects.

* - Implementation Task Force

Planning Office

4. Encourage the development of urban design guidelines for the creation of a distinct identity for each retail area.

* - Design Guideline Task Force

Coalition

J. Security

1. Form a Coalition - create a coalition of neighborhood organizations and interests to coordinate efforts with police to identify the sources of crime and to implement programs which will eradicate crime.

* - NBRHD. Groups

2. Participate with Police - cooperate with the police to locate and eradicate the sources of crime.

* - Coalition

3. Identify the Sources of Crime - identify and target the sources of crime

* - Police

Coalition
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| 4. EDUCATE THE PUBLIC - provide programs which will educate the public to security issues and programs. | * - POLICE  
COALITION |
| 5. APPLY POLICE PRESSURE - continue police pressure on areas buildings, and businesses with illegal activities. | * - POLICE |
| 6. APPLY PRESSURE TO LANDLORDS - provide peer and public pressure to landlords to manage their buildings in a manner which will discourage illegal and anti-social activities. Apartment owners should be encouraged to provide on-site property managers. | * - POLICE  
COALITION |
| 7. APPLY PRESSURE TO BUSINESSES - provide police and peer pressure on businesses which serve problem people to eliminate attractions, products, and services which attract them. | * - POLICE  
COALITION |
| 8. APPLY PRESSURE TO AGENCIES - apply public pressure to public and publicly funded agencies such as mental health association, H.U.D. and community corrections agencies, to assure that their facilities do not compromise neighborhood safety or the viability of the neighborhood. | * - COALITION  
CITY |
| 9. ACQUIRE TROUBLESOME BUILDINGS - use the programs and authority of the City and the Denver Urban Renewal Authority (DURA) to purchase or, if necessary, to condemn buildings on which public and private efforts have failed to encourage the property owner to repair and rehabilitate. | * - CITY  
COALITION |
10. ENCOURAGE THE DEVELOPMENT OF URBAN DESIGN GUIDELINES - encourage new developments to overlook the street in order to facilitate surveillance, to facilitate surveillance from the street, and to create a sense of ownership of the neighborhood and each public space.

    * - DESIGN GUIDELINE TASK FORCE

K. TRANSPORTATION

1. MONITOR THE CHANGES IN TRAFFIC VOLUME:

    * - PUBLIC WORKS
    PLANNING OFFICE

2. STUDY AND MAKE IMPROVEMENTS WHICH WILL IMPROVE THE FLOW OF AUTOMOBILE, PEDESTRIAN, AND BICYCLE TRAFFIC ON AND ACROSS COLFAX, 13TH, 16TH, 17TH, AND PARK AVENUES:

   a. DEVELOP DETAILED PROTOTYPE STREETSCAPE TREATMENTS:

       * - PUBLIC WORKS
       PLANNING OFFICE
       COALITION
       COLORADO DEPARTMENT OF HIGHWAYS
       RTD

   b. DEVELOP AND SECURE FUNDING FOR STREETSCAPE TREATMENTS:

       * - PUBLIC WORKS
       ECONOMIC DEVELOPMENT AGENCY
c. Evaluate and select a final design and develop a staged implementation plan:

* - Public Works
* - Planning Office
Property Owners
Colorado Department of Highways
RTD

3. Parking:

a. Establish parking districts

* - Coalition
Public Works
Planning Office

b. Retain on-street parking

* - Coalition

c. Consider reducing the parking ratio through changes to the zoning

* - Implementation Task Force
Public Works
Planning Office
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<th>PROGRAM</th>
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<tr>
<td>d. CONSIDER ELIMINATING COMMERCIAL PARKING AS A USE-BY-RIGHT IN THE R-4 ZONE.</td>
<td>* - IMPLEMENTATION TASK FORCE</td>
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<td>e. ENFORCE AND EXTEND THE CURRENT LANDSCAPING ORDINANCE TO INCLUDE PROVISIONS FOR INTERIOR LANDSCAPING</td>
<td>* - COALITION</td>
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<td>URBAN DESIGN TASK FORCE</td>
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<td>f. REQUIRE PARKING STRUCTURES WHICH ADJOIN RETAIL STREETS TO HAVE GROUND LEVEL RETAIL FRONTING ON STREETS</td>
<td>* - IMPLEMENTATION TASK FORCE</td>
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<td>g. INSTITUTE RESIDENTIAL PARKING PRIORITY PERMITS AND EXPAND SHORT-TERM PARKING TO DISCOURAGE ALL DAY DOWNTOWN OFFICE PARKING</td>
<td>* - PUBLIC WORKS</td>
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<td>h. MAINTAIN LOADING ZONES IN RETAIL AREAS</td>
<td>* - PUBLIC WORKS</td>
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4. TRANSIT:
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<th>PROGRAM</th>
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</table>
| a. FINALIZE AND IMPLEMENT 15 LTD TRANSFER STATION STOPS ON COLFAX AVENUE: | * - RTD  
| | - PUBLIC WORKS  
| | - PROPERTY OWNERS |
| b. CONTINUE 1 HOUR, SAME DIRECTION BUS TRANSFERS ON COLFAX AVENUE: | * - RTD |
| c. MAINTAIN PURE EXPRESS SERVICE ON COLFAX AVENUE: | * - RTD |
| d. MAKE STREETSCAPE IMPROVEMENTS WHICH WILL INCLUDE BETTER SITING AND DESIGN OF BUS STOPS THROUGHOUT THE NEIGHBORHOOD. | * - PUBLIC WORKS  
| | RTD  
| | COALITION |
| 5. PEDESTRIANS | |
| a. ENFORCE DENVER LAWS WHICH GIVE PEDESTRIANS THE RIGHT-OF-WAY OVER AUTOMOBILES, EDUCATE THE PUBLIC TO THESE LAWS AND INSTITUTE SIGNIFICANT FINES FOR VIOLATIONS | * - POLICE DEPARTMENT |
| b. IDENTIFY PEDESTRIAN LINKAGES NORTH AND SOUTH INTO THE NEIGHBORHOODS. THIS SHOULD INCLUDE SHERMAN, PENNSYLVANIA, EMERSON, AND FRANKLIN STREETS. PROVIDE STREETSCAPE IMPROVEMENTS WHICH WILL ENCOURAGE PEDESTRIANS TO THESE STREETS | * - PUBLIC WORKS  
<p>| | PLANNING OFFICE |</p>
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<td><strong>6. BICYCLES</strong></td>
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<td><strong>a. PROVIDE IMPROVED MAINTENANCE ON BICYCLE PATHS, REMOVING GRAVEL AND OTHER DEBRIS WITH A REGULARLY SCHEDULED MAINTENANCE PROGRAM.</strong></td>
<td>* PUBLIC WORKS</td>
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<td><strong>b. INCREASE THE SIGNAGE FOR THE BICYCLE SYSTEM.</strong></td>
<td>* PUBLIC WORKS</td>
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<td><strong>c. ADD NORTH/SOUTH CONNECTIONS TO THE BICYCLE SYSTEM.</strong></td>
<td>* PUBLIC WORKS</td>
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<td><strong>7. JOGGERS</strong></td>
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<td>ADD AND WIDEN SIDEWALKS AND OTHER STREETSCAPE IMPROVEMENTS TO ACCOMMODATE JOGGING LOOPS ON 16TH/PARK/FRANKLIN/CHEESEMAN, 16TH, ESPLANADE/CITY PARK, AND 16TH/PARKS/20TH/SHERMAN.</td>
<td>* PUBLIC WORKS PARKS PLANNING OFFICE</td>
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<td><strong>8. 13TH AVENUE:</strong></td>
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<td><strong>a. DEVELOP DETAILED PLAN FOR REBUILDING:</strong></td>
<td>* PUBLIC WORKS * PLANNING OFFICE</td>
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<tr>
<td><strong>b. SEEK PRIVATE FUNDING MATCH:</strong></td>
<td>* PUBLIC WORKS * PLANNING OFFICE PROPERTY OWNERS</td>
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9. 16TH AVENUE

RESTRICT 16TH AVENUE TO LOCAL AUTOMOBILE TRAFFIC AND IMPROVE THE PEDESTRIAN, JOGGING, AND BICYCLE FACILITIES.

- PUBLIC WORKS
  PARKS
  COALITION
  PROPERTY OWNERS
  PLANNING OFFICE

10. 19TH/20TH AVENUES

STUDY THE CONVERSION OF 19TH AND 20TH AVENUES TO TWO WAY TRAFFIC.

* - PUBLIC WORKS

11. OGDEN/DOWNING STREETS

CONTINUE WITH THE CONVERSION TO TWO WAY TRAFFIC.

* - PUBLIC WORKS

12. SHERMAN

a. LEAVE SHERMAN AS A TWO WAY STREET WITH ON-STREET PARKING.

* - PUBLIC WORKS

b. INITIATE STREETSCAPE IMPROVEMENTS WHICH WILL IMPROVE THE PEDESTRIAN QUALITY OF THE STREET.

* - PUBLIC WORKS
  STATE
1. URBAN DESIGN

1. ENCOURAGE THE ESTABLISHMENT OF AN URBAN DESIGN TASK FORCE WHICH WILL DEVELOP DESIGN GUIDELINES FOR UPTOWN

* - PLANNING OFFICE
COALITION

2. CONSTRUCT PUBLIC AND PRIVATE AMENITIES AND IMPROVEMENTS

a. DEVELOP DESIGN IMPLEMENTATION PLANS AND FINANCING PLANS

* - PLANNING OFFICE
PUBLIC WORKS COALITION

b. FORM IMPROVEMENT DISTRICTS

* - PUBLIC WORKS COALITION
PROPERTY OWNERS

c. FORM MAINTENANCE DISTRICTS

* - PUBLIC WORKS COALITION
PROPERTY OWNERS

2. PRESERVE HISTORIC AND OTHER SIGNIFICANT STRUCTURES
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<td>a. INVENTORY HISTORIC AND OTHER SIGNIFICANT STRUCTURES</td>
<td>* - PLANNING OFFICE&lt;br&gt;HISTORIC DENVER&lt;br(COLORADO HISTORICAL SOCIETY)</td>
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<td>b. ESTABLISH HISTORIC DISTRICTS</td>
<td>* - PLANNING OFFICE&lt;br&gt;HISTORIC DENVER&lt;br&gt;COALITION&lt;br&gt;PROPERTY OWNERS</td>
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<td>c. CONSIDER AMENDING THE ZONING TO INCLUDE PRESERVATION MECHANISMS, SUCH AS A MERGED ZONE LOT PROCEDURE AND THE TRANSFER OF DEVELOPMENT RIGHTS WITHIN SELECTED AREAS</td>
<td>* - IMPLEMENTATION TASK FORCE&lt;br&gt;PLANNING OFFICE</td>
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<td>d. LOBBY FOR FEDERAL AND STATE PRESERVATION TAX INCENTIVES</td>
<td>* - CITY LOBBYIST&lt;br&gt;COALITION</td>
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<td>e. PRESERVE, OPERATE, AND MAINTAIN TEMPLE EMMANUEL AS A CULTURAL EVENTS CENTER</td>
<td>* - PEARL STREET&lt;br&gt;TEMPLE EMMANUEL FOUNDATION</td>
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<td>DENVER HOUSING AUTHORITY</td>
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<td>COMMUNITY DEVELOPMENT AGENCY</td>
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<td>DENVER URBAN RENEWAL AUTHORITY</td>
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3. **ENCOURAGE THE DEVELOPMENT AND IMPLEMENTATION OF DESIGN GUIDELINES SPECIFICALLY CREATED FOR UPTOWN**

   * - DESIGN GUIDELINE TASK FORCE
   PLANNING OFFICE

4. **ENCOURAGE THE ESTABLISHMENT OF A DESIGN REVIEW PROCESS**

   * - PLANNING OFFICE
   COALITION

5. **CONSIDER AMENDING THE ZONING TO INCLUDE DESIGN REVIEW**

   * - IMPLEMENTATION TASK FORCE
   PLANNING OFFICE
6. REVISE THE PROCEDURES FOR ISSUING REVOCABLE PERMITS TO ENCOURAGE THE USE OF PUBLIC RIGHTS-OF-WAY FOR PUBLIC AND SEMI-PUBLIC OUTDOOR USES.

* - PUBLIC WORKS

7. ESTABLISH NEIGHBORHOOD GATEWAYS ON EAST COLFAX, 16TH, 17TH, 18TH, AND PARK AVENUES:

DEVELOP DESIGN IMPLEMENTATION PLANS AND FINANCING PLANS

- lighting:
  * - PUBLIC WORKS

- art:
  STATE

- street furniture:
  PROPERTY OWNERS

- sidewalk extension:
  PROPERTY OWNERS

8. SEEK TO DEVELOP THE SITE AT THE NORTHERN END OF SHERMAN STREET FOR A VISUAL TERMINUS. THE SITE SHOULD BE DEVELOPED AS AN IMPORTANT PUBLIC SPACE WHICH WILL ACT AS A FORECOURT FOR A HIGH DENSITY HOUSING PROJECT DESIGNED FOR COMPATIBILITY WITH THE CLEMENTS HISTORIC DISTRICT.

* - DENVER URBAN RENEWAL AUTHORITY

DENVER HOUSING AUTHORITY

PLANNING OFFICE

M. ZONING

1. ESTABLISH AN IMPLEMENTATION TASK FORCE WHICH WILL MAKE RECOMMENDATIONS ON FURTHER IMPLEMENTATION OF THE PLAN.

* - PLANNING OFFICE

COALITION
IX. APPENDICES

A. REPORT ON THE CHARETTE

INTRODUCTION

1. A CHARETTE IS A WORKSHOP

A charette is a workshop which extends over several days, has a closely defined purpose, an at its last public meeting, presents a report on its conclusions.

2. THE CHARETTE WAS HELD ON SEPTEMBER 3, 4, AND 5

The charette was held on September 3, 4, and 5, at the Temple Center, 16th and Pearl. A team of specialists in marketing, planning, public finance, public infrastructure, transportation, and urban design directed the process.

3. SPONSORSHIP

The Charette was sponsored by the DENVER DEPARTMENT OF PUBLIC WORKS and the DENVER PLANNING OFFICE. Additional support was provided by United Bank of Denver. Coordination was provided by Capitol Hill United Neighbors (CHUN), Colfax-on-the-Hill, and Denver's Uptown-on-the-Hill Association.

4. CHARGE

The City's charge to the Charette was to DEVELOP POLICIES AND A STRATEGIC PLAN which would accommodate the transportation needs of East Colfax, while enhancing the revitalization of the commercial uses along East Colfax and of the adjoining neighborhoods. These policies and strategies are to serve as a model for other commercial strips which adjoin residential neighborhoods and which serve as major traffic arteries.

5. SUMMARY OF KEY RECOMMENDATIONS

○ TRANSPORTATION: Despite the heavy traffic through the neighborhood, the design of the streets can be improved so that they will efficiently carry automobiles, while at the same time providing a comfortable and inviting environment for pedestrians. Emphasis will be placed on PEDESTRIAN IMPROVEMENTS.

○ REVITALIZATION OF COMMERCIAL USES: The commercial uses in the neighborhood will best be served by REINFORCING THE EXISTING DIVERSITY OF BOTH THE DESIGN CHARACTER AND THE TYPE OF BUSINESSES. There are two main types of businesses,
those businesses which are oriented more to pedestrians and those which are oriented more to automobiles. This distinction results in a diversity of design, character, and comfort level for pedestrians. Discernible patterns should be reinforced by establishing VILLAGE CENTERS, the areas which contain the businesses which are oriented more to pedestrians. These centers will be encouraged to develop their distinct design character and to attract uses which will serve both neighborhood residents and a regional market. One of these village centers will serve as the focus of a DEMONSTRATION AREA, which will extend north and south into the neighborhoods and link the residential and retail uses. It will also create linkages between the neighborhoods and serve as a target area for City assistance. The programs and momentum established in the demonstration area can then be extended into the surrounding areas, possibly initiating a second target area. Eventually these programs could extend throughout the entire neighborhood. Those areas containing businesses which are oriented more to automobiles should be heavily landscaped. The landscaping should include a row of trees along the street, which will help lead the eye to the mature trees in the adjoining residential area and, therefore, help visually link Colfax and the neighborhoods. The landscaping will also help provide an attractive environment for pedestrians.

- REVITALIZATION OF ADJOINING NEIGHBORHOODS: The revitalization of the adjoining neighborhoods is, in part, dependent upon the revitalization of East Colfax, and vice versa. For East Colfax to meet its full potential as a retail area, it must be bordered by healthy residential neighborhood. While Capitol Hill is a healthy residential neighborhood, it must be protected. Uptown, on the other hand, has lost much of its housing and must be re-established as a stable residential neighborhood. A major effort must be made to develop new HOUSING in Uptown and to protect existing housing in both neighborhoods. Efforts at providing new housing will be concentrated in the DEMONSTRATION AREA.

5. MOTIVATION

The motivation for the charrette was to build upon the:

- MOMENTUM: the current momentum in the neighborhood, generated by:
  - NEW BUSINESSES
  - NEW DEVELOPMENTS
  - REDEVELOPMENTS
- NEIGHBORHOOD ORGANIZATIONS

- POTENTIAL FOR REINFORCING MOMENTUM: coordination of public and private efforts will help reinforce the current momentum

- NEW AWARENESS: there is a new awareness on the part of both the public and private sectors as to the potentials of the neighborhood, the need for defining areawide issues and for developing coordinated solutions to those issues, and the advantages of joint cooperation and commitments

- CLEAN-UP OF CRIME: the neighborhood organizations have been extremely effective at identifying many of the sources of crime and working with the City to eliminate them

- PRIVATE EFFORT: private planning projects have laid the groundwork for a neighborhood-wide land use, transportation, and urban design charrette. These planning efforts include:

  - RNL STUDY: an urban design study which developed streetscape and facade treatments for East Colfax, funded by Colfax-on-the-Hill, with assistance from the City's Economic Development Agency

  - LARRY LEVI STUDY: a land use study for East Colfax, funded by United Bank's Capitol Development Corporation

  - CAPITOL DEVELOPMENT CORPORATION: a series of amenities studies, providing neighborhood leadership for 16th Avenue improvements, streetscape improvements on 17th Avenue, the development of parks and interim parks, and the improvement of the transportation and parking system in the neighborhood

6. SETTING

The setting with which the charrette dealt was:

- COLFAX CORRIDOR: the focus of the charrette was East Colfax, its functioning as a retail street and as an arterial, and its relationship to the surrounding neighborhoods. As such, the boundaries for the study were from 12th Avenue to 20th Avenue and from Broadway to Clayton

- "MAIN STREET": Colfax is the "Main Street" for the surrounding neighborhoods. One of the goals of the charrette was to find ways for Colfax to improve its functioning as a Main Street
CHARACTER: the character of East Colfax can be described as:

- COMMERCIAL STRIP: Colfax is a commercial strip, the market for which is diverse, serving the following markets:
  a. pass through, depending on the through traffic on Colfax and the surrounding arterial streets
  b. neighborhood, serving the residents of the adjoining neighborhoods
  c. community-wide, providing services beyond the adjoining neighborhoods to the entire metropolitan area
  d. unique regional, serving as a unique urban street with a regional reputation
  e. local employees, providing services for employees who work both in adjoining neighborhoods and in Downtown

- TRANSIT CORRIDOR: East Colfax has the heaviest bus ridership of any corridor in the metropolitan area

- CRITICAL LINK: Colfax provides a critical transportation and commercial linkage for the surrounding neighborhoods and for Downtown

7. OBJECTIVES

The primary objectives for planning in the study area include:

- ECONOMIC REVITALIZATION: increasing the revitalization of economic activity along East Colfax and in the adjoining neighborhoods

- STABILIZATION AND REVITALIZATION OF NEIGHBORHOODS: providing neighborhoods which attract permanent residents, employees, and businesses

- REINFORCEMENT OF DIVERSITY: reinforcing and expanding the current neighborhood diversity, which encompasses a wide variety of ages, lifestyles, economic circumstances, ethnic groups, and family types
COLFAK

1. VISION

The vision for East Colfax and the neighborhood has two themes:

- **EXISTING DIFFERENTIATION**: building on the existing differentiation in the neighborhood, emphasizing the distinct character of each activity center by providing unique:
  - DESIGN GUIDELINES
  - PEDESTRIAN TREATMENT
  - TRAFFIC TREATMENT
  - MERCHANTS ASSOCIATIONS

- **COMMON FRAMEWORK**: linking each activity center by a common design framework and, by this, to the surrounding neighborhoods

The results of building on the existing differentiation in the neighborhood and of applying a common framework is to recognize and reinforce:

- **THREE DISTINCT ACTIVITY TYPES:**
  - **VILLAGE CENTERS**: there are two village centers east of Pennsylvania Street:
    a. Park Avenue Village
    b. York Street Village
  - **AUTO-ORIENTED CENTERS**: auto-oriented centers connect the Village Centers east of Pennsylvania Street
  - **CAPITOL COMPLEX-COLFAK**: west of Pennsylvania, East Colfax takes on a character and uses which are oriented to the Capitol Complex

2. EXISTING CHARACTER

Colfax is now characterized by:

- **DIVERSITY**: a diversity of land uses; markets; building age, setbacks, height, bulk, and materials; architectural styles; and degree of orientation to automobiles and pedestrians
o IDENTIFIABLE CLUSTERS OF ACTIVITY: which are centered at:
   - COLFAX AT PARK AVENUE:
   - COLFAX AT YORK STREET:

   These activity clusters are characterized by:
   - PEDESTRIAN ORIENTATION, with buildings at the right-
     of-way line
   - REHABILITATION ACTIVITY
   - NEIGHBORHOOD-SERVING BUSINESSES, which also serve a
     larger area

o AUTOMOBILE ORIENTED AREAS: between the activity clusters
   are areas oriented to automobiles, with:
   - PARKING in front of the businesses
   - UNFRIENDLY character and design for pedestrians

o DIVISION IN CHARACTER AND USE: the key division is that
   between an area with the character of Downtown and one with
   the character of an urban neighborhood. Separating these
   clusters of activity are areas which are auto-oriented

   - WEST OF PENNSYLVANIA: CAPITOL COMPLEX-COLFAX: this
     area has:

     a. orientation to the Capitol Complex and residences,
        with uses which provide services for State employees,
        persons having business with the State, and residents.

     b. large land assemblages resulting from land
        speculation

     c. concentration of parking lots, again resulting
        from land speculation

   - EAST OF PENNSYLVANIA: URBAN NEIGHBORHOOD: characterized by:

     a. commercial redevelopment on Colfax
b. stronger residential character

c. lower land prices

d. less speculation

e. smaller assemblages

f. more feeling of neighborhood

3. COLFAX VILLAGE CENTERS

Two village centers have been identified for this section of East Colfax, one at York and a second at Park Avenue. For each of them to achieve their potential as a center of activity along East Colfax, they should emphasize the following:

- **DISTINCTIONS**: reinforce the characteristics which distinguish them, such as architectural style and land uses

- **UNIQUE NAMES**: emphasize a unique name for each area, such as Village Park, Park Village, or York Village

- **BUILDING ALONG THE RIGHT-OF-WAY**: many of the buildings in these areas are built along the public right-of-way. This pattern should be reinforced

- **ARCHITECTURAL CHARACTER**: renovations and new buildings should emphasize the architectural character of existing buildings

- **PEDESTRIAN FLOW**: improvements to the public right-of-way should enhance the pedestrian flow. These include:

  - INTERSECTION CURB EXTENSIONS
  
  - TRAFFIC ISLANDS
  
  - STREETSCAPING

- **SHARED PARKING**: shared parking will allow for more efficient use of land, easier access to parking, financial savings for property owners and businesses, and better landscaping and buffering for compatibility with the adjoining neighborhoods

- **BUFFERS AND LINKS TO RESIDENTIAL AREAS**: to maximize the compatibility with surrounding areas and thus encourage healthier residential neighborhoods as a market for retail uses on Colfax, and to encourage residents within those neighborhoods to use East Colfax as their neighborhood
retail center, all uses along Colfax and all support uses behind East Colfax, such as parking, must be well buffered with landscaping, berms, and fencing. Additionally, adjoining uses should be protected from incompatible lighting and odors. Landscaped buffers should be tied into the residential streetscaping which will help link the neighborhoods to Colfax. The residential streetscape pattern of landscaped parking strips should be extended along the side streets to East Colfax. Retail uses should face only onto Colfax, and should not extend around the corner onto the side streets.

- **DESTINATION AND REGIONAL SPECIALTY USES:** uses within the activity centers should attract both neighborhood residents and a regional market

- **MERCHANT PROMOTIONS:** Promotions for businesses within each activity center should stress the UNIQUE NAME for that center and could be done jointly, perhaps through a MERCHANTS ASSOCIATION which is unique to that activity center

4. **AUTO-ORIENTED COMMERCIAL**

To reinforce the auto-oriented centers as a key and compatible element of both East Colfax and the adjoining neighborhoods, emphasize:

- **LINKS BETWEEN VILLAGE CENTERS:** the auto-oriented commercial areas serve as linkages between the village centers. Their streetscape should emphasize this linkage

- **GREENERY ALONG RIGHT-OF-WAY:** the streetscape of the public right-of-way along Colfax should provide significant landscaping, including a consistent tree canopy which will serve as:
  
  - **LINKAGE AND CONTINUITY:** a strong visual and psychological linkage between the village centers and design continuity for all of East Colfax
  
  - **PEDESTRIAN AMENITY:** adding to the comfort and enjoyment of pedestrians along East Colfax by softening the street and providing shade and a sense of enclosure

  - **LINKAGE TO RESIDENTIAL AREAS:** helping to visually link East Colfax to the adjoining residential neighborhoods, which have large trees visible from Colfax through the deep setbacks and parking lots of the automobile-oriented uses
§ DOWNTOWN COLFAX

Recognize and reinforce the connection into Downtown by:

- **ENTRANCE TO DOWNTOWN**: reflecting the entrance which Colfax historically has provided to Downtown

- **TRANSITION TO DOWNTOWN**: reinforcing the change in character and use which occurs between Pennsylvania and Clarkson.

- **"GATEWAY TO DOWNTOWN"**: building a physical gateway or market at Pennsylvania to mark the "gateway to downtown"

**TRANSPORTATION**

1. **CORRIDOR**

- **TRAFFIC COUNT**: there are approximately 90,000 cars a day in the study corridor on 13th, 14th, Colfax, 17th, and 18th. This traffic must remain in the corridor. Significantly, it is more traffic than I-70 carries

- **TRANSIT COUNT**: East Colfax has more transit use than any other street in the metropolitan area

- **TRANSFERS**: major transit transfers occur at York and Ogden

- **CAPACITY AND SPEEDS**: capacity and travel speeds are adequate

- **RELATIONSHIP OF DESIGN TO CAPACITY**: it is possible to modify the physical design of Colfax to accommodate the land use and urban design needs without affecting the capacity of the street

- **TRAFFIC PROJECTIONS**: future travel remains within available capacity

- **OPTIONS ON 13TH**: option is to remove one lane on 13th, from Franklin to Logan in order to widen the sidewalks and allow for streetscaping, without significantly disrupting the flow of traffic

- **AUTO TRAVEL DEMAND**: the demand for auto travel within the corridor can be controlled to some degree by:

  - **PARKING POLICY AND SUPPLY**: controlling the supply of parking through policy and development regulations
- **TRANSIT USE:** meeting the goal of 20% of the trips in the corridor being on public transit

**2. PEDESTRIAN TREATMENT**

In order to raise the level of comfort and enjoyment for pedestrians on Colfax and, thereby, increase the number of pedestrians, improvements should be made to the pedestrian treatments along the street. These include:

- **NARROWED STREET CROSSINGS:** narrowing the width of street which has to be crossed at any one time with:
  - **SIDEWALK EXTENSIONS:** at intersections, extending the sidewalks farther into the street, providing not only for a narrowed street, but also for additional landscaping
  - **MEDIANS:** where necessary, providing landscaped medians which will provide a refuge for pedestrians. The landscaping in the medians should not detract from the view to the west of the Capitol and the mountains
  - **MIDBLOCK CROSSWALKS:** where possible and necessary, providing midblock extensions of the sidewalk and crosswalks can effect safe pedestrian crossings

- **WIDENED AND IMPROVED SIDEWALKS:** depending on specific building setbacks, street width, and public right-of-way width, widening and improving some sidewalks can benefit pedestrians

- **DOUBLE-HEADED METERS:** providing double-headed meters will allow additional space between cars and will help simplify the streetscape

- **PEDESTRIAN LIGHTING:** in addition to the overhead lighting which is required for automobile traffic and for crime prevention, installing smaller-scale pedestrian lighting, similar to that in Larimer Square, on the 16th Street Mall, on 17th Avenue, or in front of the Colonnade Building, will provide a pedestrian scale, comfort, and excitement to the streetscape

- **PEDESTRIAN RIGHT-OF-WAY:** lobbying for stronger laws to give pedestrians priority over automobiles. Once in place, these laws would have to be stringently enforced in order to educate local drivers to the rights of pedestrians

- **PEDESTRIAN STOP LIGHTS:** stop lights, including pedestrian activated lights, are often the least satisfactory, and in many cases least safe, of the potential pedestrian improvements. They should be used only when absolutely
necessary, and then, only in conjunction with other more effective pedestrian treatments

3. VILLAGE CENTER TREATMENT

Each village center should have programs and improvements which will help emphasize its unique character and will attract pedestrian and retail activity:

- **INTERSECTION DESIGN**: improving spaces in the center of the street and intersection with unique design treatments

- **TRANSIT "ONE HOUR PASS"**: providing transfers, or passes, for the 15 and 15 LTD bus which would allow riders to get off the bus, shop for an hour, and then get back on a bus for a continuation of their trip or for a return trip

- **TRANSIT STOP**: improving transit stop siting, design, and operation. RTD is currently improving the stops for the 15 LTD

- **PARKING DISTRICTS**: creating a parking district for each village center in order for the businesses in the center to have better control of parking rates and hours; to help consolidate and finance parking facilities, including parking structures; and to allow better advertising and access to parking facilities

**NEIGHBORHOOD LIVABILITY**

If the area is to function as a neighborhood, then it must be able to attract permanent residents

1. TRENDS

The trends in the neighborhood demonstrate a marked decrease in its livability

- **LOSS OF HOUSING**: there was a 43% decrease in housing units in North Capitol Hill between 1970 and 1985, a loss of 1803 units. Significant, although smaller, losses also occurred in City Park West. Housing in Capitol Hill has been more stable

This loss of housing has been the result of a change in land use patterns, resulting appreciation of property values, speculation on the potential for a continuing rise in values, demolition of housing in response to the speculation, a rise in the level of crime as a result of the loss of residents and the change in land use, and a loss of more residents as a result of the change in the character of the neighborhoods and the rise in crime
2. GOALS

Overriding goals for the livability of the neighborhoods include:

- **STRONG RESIDENTIAL BASE:** strengthening the residential base of the neighborhoods in order to enhance neighborhood stability, safety, and character and to provide a permanent and ready market for neighborhood and Downtown retail.

- **DIVERSE RESIDENTIAL BASE:** diversifying the residential base in order to diversify and strengthen the neighborhood by providing a mixture of ownership/rental types, building types, building age, and housing costs.

- **NEIGHBORHOODS DISTINCT FROM DOWNTOWN:** reinforcing the neighborhoods as distinct from, rather than extensions of, Downtown.

In order to accomplish these goals for neighborhood livability, four areas of consideration must be addressed:

- **PUBLIC SAFETY AND MAINTENANCE**
- **LAND USE**
- **SCALE AND BULK**
- **DISTRICTS**

3. RATIONALE

The rationale for the proposed program and policies for reinforcing the residential element of the neighborhoods and, thus, their livability includes both citywide and neighborhood concerns:

- **CITYWIDE:**

  a. **HOUSING IN THE CITY:** fulfilling the need for housing in the inner city.

  b. **HOUSING IN CLOSE PROXIMITY TO DOWNTOWN:** providing housing in proximity to Downtown, where there is the greatest concentration of services and amenities, and where housing can help eliminate a need to travel by auto.

- **NEIGHBORHOOD:**

  a. **INCREASE IN SAFETY BY INCREASING NUMBER OF PEOPLE ON THE STREET:** increasing the housing in the neighborhood will
result in more activity in the neighborhood and more people observing that activity. The rise in the level of activity and of observation will improve the degree of safety

b. INCREASE IN RETAIL BASE: increasing the number and diversity of housing units and, therefore, of people will increase and strengthen the retail market

4. PUBLIC SAFETY AND MAINTENANCE

The first area of consideration in re-establishing a strong residential base for the mixture of uses in the neighborhoods is improving public safety and maintenance:

○ REALITY AND IMAGE OF SAFETY:

- HOUSING BASE OF PROBLEM POPULATION: providing better management or acquiring poorly managed apartment buildings will eliminate a source of criminal activity

- INCREASED STREET ACTIVITY: increasing the number and diversity of people working and shopping in the neighborhood will help squeeze out the anti-social street activity

5. LAND USE

The second area of consideration in re-establishing a strong residential base for the mixture of uses in the neighborhoods is encouraging the appropriate mixture, density, character, and location of land uses:

○ RESIDENTIAL USES AS FOCUS OF DEVELOPMENT: development and redevelopment primarily focusing on providing a diversity of types and prices of housing units

○ LOCATIONAL ADVANTAGES: building upon the locational advantages of living close to Downtown and to work, and thus, creating an urban neighborhood

○ EXISTING INFRASTRUCTURE: building upon the advantages of having the needed infrastructure already in place

○ OBSERVATION: designing and building new housing so that residents can observe street activity on a 24 hour basis, thus helping to make the area lively and safe

○ RESIDENTIAL INFILL: taking advantage of vacant land for residential infill to help tie together the existing residential areas, creating pockets of solid residential character each of which includes a minimum of 200 housing units
o CONCENTRATION OF RETAIL USES: concentrating retail uses in existing business zones will help to strengthen the existing retail areas and to create areas with distinct retail and residential character. The neighborhoods have a surplus of parcels already zoned for business

o SUPPORT SERVICES: reinforcing services needed by residential uses with commercial and retail uses in the neighborhood

o HISTORIC DISTRICT: designating Swallow Hill and the area immediately surrounding it as an historic district (generally, Washington to Downing and Colfax to 18th)

o PRESERVATION OF HISTORIC HOUSES: allowing a mixture of office and residential uses in historic and other significant houses will help preserve them and the historic residential character which they create for the neighborhood. This may also serve to preserve these houses for a time when the residential market in the neighborhood has been re-established and they are returned to residential uses. At this time, each house should retain at least one housing unit

o PARKS: supplementing and improving neighborhood access to and use of existing parks, since the lack of neighborhood parks is one of the characteristic of the neighborhood which weakens its residential character and its attraction to potential residents

6. SCALE AND BULK

The third area of consideration in re-establishing a strong residential base is establishing an appropriate pattern of scale and bulk for new development:

o COMPATIBILITY OF SCALE: looking to existing development patterns within each block and district to establish a compatible scale for new development

o COMPATIBILITY OF BULK: looking to existing development patterns within each block and district to establish a compatible bulk for new development

7. DISTRICTS

The fourth area of consideration in re-establishing a strong residential base is creating districts within the neighborhood, each of which can have its own distinct sense of identity, character, pattern of land uses, scale, and bulk. Each of these should build upon existing conditions and potentials. Several of the streets in the neighborhood
have enough character and potential that they can be considered districts. Neighborhood districts which require special planning attention include:

- **BROADWAY TO SHERMAN:** already a part of Downtown, its primary land use is office. The streetscape should be a part of the neighborhood, with a gateway at the transition between Downtown and the neighborhood, where the street grid changes and the land rises.

- **SHERMAN TO PENNSYLVANIA:** primarily office land uses, with high density residential uses and a cap placed on the building height by the Mountain View Preservation Ordinance.

- **PENNSYLVANIA TO PARK AVENUE:** emphasis shifts to residential uses as the larger share of the mixture, with preservation of older structures and a lower intensity for the scale and bulk of uses.

- **PARK AVENUE TO YORK:** retention of the residential character, with a lower scale and residential office conversions which preserve the historic character.

- **HOSPITALS:** between 18th and 20th, Pennsylvania to High, contains hospitals and hospital-related uses. Preserve the boundaries and emphasize design which is compatible with the surrounding areas. Provide hospital-related housing of moderate to high density.

- **PARK AVENUE:** provides needed open space for the neighborhood. Neighborhood ownership of the parks should be reinforced, perhaps with decorative fencing of each park. Parks should be improved with formal landscaping. Land uses should be primarily residential, serving as a focus for additional residential development in the neighborhood. Office uses may be used as an incentive for preserving historic and significant structures and retail uses may increase public use of parks, with special attention paid to the intersections with Colfax, 17th, and 20th. Gateways may also be provided at these locations. Density may be higher than in areas immediately surrounding the street.

- **16TH AVENUE:** the current residential character of the street allows 16th to serve as an anchor for additional residential development in the neighborhood. The street may also serve as a linear park connecting Downtown with City Park. Uses should be primarily residential, but office uses may help preserve historic and other significant structures.

- **20th AVENUE:** should provide a crucial transition between Uptown and the Clements and San Rafael districts of the 5 Points neighborhood. Density, scale, height, and bulk...
should be lower than the uses to the south in order to be compatible with these districts. Residential uses should face onto 20th

IMPLEMENTATION

Implementation programs for the concepts developed in the charrette can be divided into three categories: (1) SOCIAL AND NEIGHBORHOOD CLEANUP ISSUES, (2) COLFAX COMMERCIAL REVITALIZATION, and (3) RESIDENTIAL REINFORCEMENT AND MARKET AUGMENTATION:

1. SOCIAL AND NEIGHBORHOOD CLEANUP ISSUES

Resolving social and neighborhood cleanup issues will require cooperation of both the public and private sectors, including:

- POLICE PRESSURE: continuing police pressure on areas with undesirable activities

- LOCAL PARTICIPATION WITH POLICE: cooperating with the police to locate and eradicate the sources of crime

- DESIGN OF SPACES: designing public and semi-public spaces so as to eliminate the potential congregation points of undesirable street activity

- PRESSURE ON BUSINESSES: providing peer pressure on businesses which serve problem people to eliminate attractions, products, and services which attract them

- PRESSURE ON LANDLORDS: providing peer and public pressure on landlords to manage their buildings in a manner which will discourage illegal and anti-social activities

- ENFORCEMENT OF CODES: enforcing the City's building, health, and safety codes through a joint public and private effort, with private sector assistance in monitoring and reporting violations and public sector enforcement

- ACQUISITION OF PROBLEM BUILDINGS: condemning or otherwise obtaining problem buildings whose owners do not cooperate in complying with codes and in crime prevention

- PREVENTION OF OVER-CONCENTRATION OF GROUP HOMES AND SHELTERS: supporting existing group homes and shelters, while avoiding locating additional facilities in the neighborhood
2. COLFAK COMMERCIAL REVITALIZATION

Commercial revitalization of Colfax has two major elements: PUBLIC IMPROVEMENTS and BUSINESS DEVELOPMENT:

- PUBLIC IMPROVEMENTS: the following questions must be addressed regarding public improvements:
  - WHAT: what improvements should be considered?
  - WHERE: where should these be located?
  - WHEN: When should they be constructed? Can they be phased?
  - DESIGN: What is their design? How is it coordinated along Colfax and with improvements on 13th, 14th, 16th, 17th, and Park Avenues?
  - COST: What is the cost, how is that phased, and what are the financing mechanisms?

- PUBLIC FINANCING AND MAINTENANCE: potential sources for public financing of design, construction, and maintenance for the public improvements include:
  a. local improvement district
  b. metropolitan district
  c. City's capital improvement program
  d. Community Development Block Grant
  e. maintenance district
  f. State Highway Department
  g. Regional Transportation District

- PRIVATE FINANCING AND MAINTENANCE: potential sources for private financing of design, construction, and maintenance of public improvements include:
  a. private investment
  b. individual maintenance with peer pressure
  c. mutual maintenance agreements among businesses
BUSINESS DEVELOPMENT: the following questions should be answered as the initial stage in the program for business development:

- MARKET ANALYSIS: what is the potential market for businesses? How can this market best be captured? What does this market dictate in terms of the selection of specific businesses and improvements?

- PROMOTION: how can the neighborhood best market itself both:
  a. to customers
  b. to investors and new businesses

- DEVELOPER ORIENTATION: how can the neighborhood best orient developers with the potentials of the neighborhood, the current momentum in the neighborhood, and the design and land use guidelines for the neighborhood?

- FINANCIAL INCENTIVES: which combination of the following or other financial incentives is most appropriate for new business and how can neighborhood participation in each be increased? What strings should be attached to these financial incentives which will help achieve the neighborhood and City goals:
  a. SBA loans
  b. development revenue bonds
  c. Urban Development Action Grants
  d. CHFA commercial loan program
  e. bank participation/commitment program

- STREAMLINED DEVELOPMENT REVIEW PROCESS: how can the development review process be streamlined to provide incentives for business development, while assuring achievement of neighborhood and City goals?

3. RESIDENTIAL REINFORCEMENT AND MARKET AUGMENTATION

Augmenting and reinforcing the market for residential uses will require consideration of:

- POSSIBLE CHANGES TO DEVELOPMENT REGULATIONS: including:
  - REDUCED PARKING REQUIREMENTS FOR RESIDENTIAL USES:
- REMOVAL OF PARKING AS A USE BY RIGHT:
- REMOVAL OF BONUSES, PREFERENCES, AND INCENTIVES FOR OFFICE USES:
- REVISIONS TO BUILDING CODE WHICH WOULD FACILITATE MIXED RESIDENTIAL AND COMMERCIAL USES:
- ALLOWING RETAIL IN CONJUNCTION WITH RESIDENTIAL USES ON A SPECIAL REVIEW BASIS:
- ALLOWING OFFICE ONLY BY SPECIAL REVIEW IN SELECTED AREAS:

○ CREATION OF HISTORIC DISTRICTS: creating historic districts as an incentive for preservation and a recognition of the historic character of the neighborhood

○ PROVIDING CITY FINANCIAL INCENTIVES: potentially including:
  - CONSTRUCTION LOANS:
  - DISCOUNTED INTEREST:
  - SHARED RISK WITH LENDERS:

○ REHABILITATION PROGRAMS: expanding rehabilitation programs for single family and multiple family housing, including both owner-occupied and rental units

○ ENCOURAGEMENT FOR OWNERS TO PROVIDE ON-SITE PROPERTY MANAGERS AND TO TAKE RESPONSIBILITY FOR PROPERTY AND TENANTS: providing both peer and public pressures

○ WORKING WITH THE NEIGHBORHOOD TO DEVELOP REGULATORY CHANGES: sharing the responsibility for developing programs which will assure the development of new housing and the retention of existing housing, which will be acceptable to both the public sector and the private sector, and which are financially feasible

4. DEMONSTRATION PROJECT

A demonstration program should be established which have the following characteristics:

○ SPECIAL ATTENTION GIVEN TO REDEVELOPMENT OF ONE CONCENTRATED AREA: selecting one area for attention
o EMPHASIS PLACED ON EXISTING STRENGTHS: picking an area for its potential to show quick results because of the momentum which already exists in the area and the strong potential of the area to redevelop consistent with the neighborhood and City goals

o SUCCESS EXTENDED TO ADJOINING AREAS, RESULTING IN GREATER SUCCESS: providing for expansion of the program to adjoining areas, eventually to the entire neighborhood

o FOCUS ON THE INTERDEPENDENCE OF COMMERCIAL AND RESIDENTIAL USES: ADDRESSED AS A UNIT: working toward both commercial revitalization and re-establishment of the residential base, character, and attraction of the neighborhood

o TWO OR MORE AREAS IDENTIFIED, EACH: consistent with the study completed by RNL for Colfax-on-the-Hill, identify the areas which have the following characteristics:

- A SECTION OF COLFAX: preferably selecting an area identified as a village center

- TWO BLOCKS NORTH AND SOUTH INTO THE NEIGHBORHOODS: extending the demonstration area into the neighborhoods so as to include the residential uses and to create the linkages between the neighborhoods

- WITH EXISTING MOMENTUM: evaluating the existing momentum and the potential for extending that momentum

- WITH GOOD REDEVELOPMENT POTENTIAL: looking for a strong historic character and parcels which can be redeveloped while retaining that character

o COMMITMENT OF PROPERTY OWNERS AND MERCHANTS: selecting the area where the property owners and merchants are most willing to commit money and time to the demonstration program

o LEVERAGING OF PUBLIC FUNDS WITH PRIVATE DOLLARS: evaluating the potential for each of the areas to leverage public funds with private dollars and giving consideration to that leveraging as an indication of commitment

o TARGETING OF CITY ASSISTANCE: directing City services and financial incentives to the demonstration area

o PRIORITY FOR CITY PROGRAMS: directing City programs, such as capital improvements programs, to the demonstration area
COMBINING OF FINANCIAL PROGRAMS: combining public and private financial programs

POTENTIAL FOR ASSISTANCE FROM DURA IN ASSEMBLING PROGRAMS: considering abilities of Denver Urban Renewal Authority to use its special administrative powers to assemble diverse programs under a single entity

POTENTIAL TAX INCREMENT DISTRICT: reviewing the current value of property in the demonstration area, the potential for an increase in that value, and the potential advantages and disadvantages of creating a tax increment district to help finance public improvements

"FAST TRACK" APPROVALS: reviewing the potential for a simplified and faster approval process for development projects within the demonstration area as an incentive for that development

PUBLIC IMPROVEMENTS AS FIRST PHASE: providing public improvements as incentives for the initial private investment. Further public investment should be contingent upon the neighborhood and the City successfully developing and implementing mechanisms for assuring the development of new housing and the retention of existing housing

CONCENTRATING EFFORTS FOR LAW ENFORCEMENT: targeting the demonstration area for crime prevention

3. TEAM

MARKET ANALYSIS: Lee Sammons
Hammer, Siler, George Associates

PLANNING: Bill Lamont
Denver Planning and Development Office Director

PUBLIC FINANCE: Jim Murray
Denver Budget and Management Office Director of Finance

PUBLIC INFRASTRUCTURE: Ruth Rodriguez
Denver Department of Public Works Executive Deputy Manager
TRANSPORTATION: Tony Gomez-Ibanez  
Harvard Graduate School of Design  
Cambridge, Massachusetts  
Professor  

Gary Kruger  
Boeing Computer Services  
Seattle, Washington  
Manager of Transportation Systems Consulting

URBAN DESIGN: John Kriken  
Skidmore, Owings, Merril  
San Francisco, California  
Urban Planner / General Partner  

Ron Straka  
Denver Planning and Development Office  
Deputy Director of Planning and Development for Urban Design

4. RESOURCE TEAM

The Resource Team provided background information and staff support to the Team. Members included:

CITY COUNCIL: Hiawatha Davis  
Council Member  
District 8

Cathy Donohue  
Council Member  
District 10

Jennifer Macy  
Council Aide  
District 10

MARKET ANALYSIS: Kathy O'Ray  
Denver Economic Development Office  
Economic Development Specialist

PLANNING: Steve Gordon  
Denver Planning Office  
Housing Planner

Maggie Sperling  
Denver Planning Office  
Deputy Director for Neighborhood Planning
Dennis Swain  
Denver Planning Office  
Neighborhood Planner

PUBLIC FINANCE:
Liz Orr  
Office of Policy Analysis  
Management Analyst

TRANSPORTATION:
Dave Baskett  
Regional Transportation District  
Assistant Director for Planning and Development

Tom Bastien  
Regional Transportation District  
Board Member

Dick Bauman  
Regional Transportation District  
Director of Transit System Planning and Development

Dick Brasher  
Colorado Department of Highways  
District 6 Engineer

Jack Bruce  
Denver Public Works - Engineering  
City Engineer

Jennifer Finch  
Colorado Department of Highways  
Senior Transportation Specialist

Joanne Goldcamp  
Regional Transportation District  
Service Planner

Howard McCann  
Denver Public Works - Operations Division  
Deputy Manager

Jack McCroskey  
Regional Transportation Board Member

Dennis Royer  
Denver Public Works - Transportation Division  
Acting Director of Traffic Engineering
o URBAN DESIGN

David Williams
Denver Planning Office
Transportation Planner

Paul David Sehnert
Denver Planning Office
Urban Designer
B. DRAFT WORK PROGRAM FOR 16TH AVENUE

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<th>PROGRAM ELEMENT</th>
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<th>TIME FRAME</th>
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<td><strong>ONE - TASK FORCE</strong></td>
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Establish a task force which will:
- involve the neighborhood and other key parties
  - neighborhood organizations:
    - Uptown-on-the-Hill
    - Colfax-on-the-Hill
    - CHUN
    - OMNI
    - North Capitol Hill Development Corporation
  - neighborhood property owners
  - neighborhood residents
  - hospitals
  - YMCA
  - Denver Partnership
  - City:
    - Denver Planning Office
    - Public Works Department
    - Traffic Engineering
    - Parks Department
  - City Council representatives:
    - Hiawatha Davis
    - Cathy Donohue
    - Bob Crider
    - Cathy Reynolds
- determine the issues and concerns
- establish the boundaries of the study area
- provide technical assistance, including solicitation of volunteer and pro bono assistance
- determine the options to be explored
- create a support base

**TWO - THE CONCEPT FOR 16TH AVENUE**

A. Revise draft
B. Circulate for comment by task force
C. Revise draft subject to comments
D. Distribute the revised draft for endorsement by the task force
THREE - DATA

A. Existing framework for the study area
B. Similar projects which can serve as models
C. Existing conditions for the corridor:
   - Land use, quantified and mapped
   - Ownership
   - Zoning
   - Hard and soft buildings and uses
   - Floor area ratio
   - Height
   - Setbacks
   - Materials
   - Building footprints
   - Building aspect
   - Building entrances
   - Streetscape: curb cuts, trees, lights, utilities, signage, drainage improvements
   - Right-of-way width
   - Pavement width
   - Sidewalk location and width
   - Parking: location, number of spaces (on and off-street)
   - Bus routes
   - Traffic: volumes and points of conflict:
     - automobile
     - pedestrian
     - jogger/runner
     - bicycle
   - Hospital emergency routes
   - Fire emergency routes
   - Other key origins and destinations which affect traffic patterns
   - Historic and significant buildings, building groups, and sites
   - Development proposals within the planning area
   - Plans and development proposals which might have an impact on the corridor:
     - Downtown
     - 17th Avenue
     - Colfax Avenue
     - Civic Center
     - Park Avenue
   - Existing nodes of street activity

FOUR - ISSUES AND CONCERNS

Analysis and review of the data
FIVE - FRAMEWORK

Development of goals, policies, and objectives which will provide the framework for developing design options and reviewing programs for their success in achieving those goals.

SIX - DESIGN OPTIONS

Develop alternatives for:

A. Circulation options:
   o Access
   o Extent of pedestrianization
   o Linkages
   o Vehicular circulation routes and classification
B. Development options:
   o Phasing:
     - the geographic extent of improvements
     - the level of improvements
   o Cost:
     - how much
     - who pays
   o The extent, design, and location of housing
   o The extent, design, and location of office
   o The extent, design, and location of retail
   o Streetscape design
C. Improvement options
   o Maintenance options
   o Zoning revisions

SEVEN - PUBLIC REVIEW OF ALTERNATIVES

A. Task Force
B. City
C. City Council representatives
D. Public Meetings
E. Planning Board
F. Mayor's Advisory Council
G. City Council

EIGHT - DECISION / SELECTION OF PROGRAM

NINE - IMPLEMENTATION OF THE FINANCING PROGRAM
TEN  -  DESIGN ENGINEERING

ELEVEN  -  CONSTRUCTION

TWELVE  -  MONITORING / MAINTENANCE