

Sherman Street North

Redevelopment Vision / Incentivized D-C Zoning

TRYBA ARCHITECTS

11 September 2018



Sherman Street North Community Vision

Three Years Working with the Community has Produced a Shared Vision for Sherman Street North

- End 40 Years of spot zoning and establish a vision for Sherman Street
- **Create strong links, transitions and pedestrian flow** between Downtown and Uptown Neighborhoods
- **Concentrate density** at Downtown Transit Nodes
- **Provide incentivized workforce housing**
- Improve the streetscape and tree canopy and restore Sherman Street's **Historic Urban Legacy**

Existing Conditions



HISTORIC TREES



EXISTING STREETScape



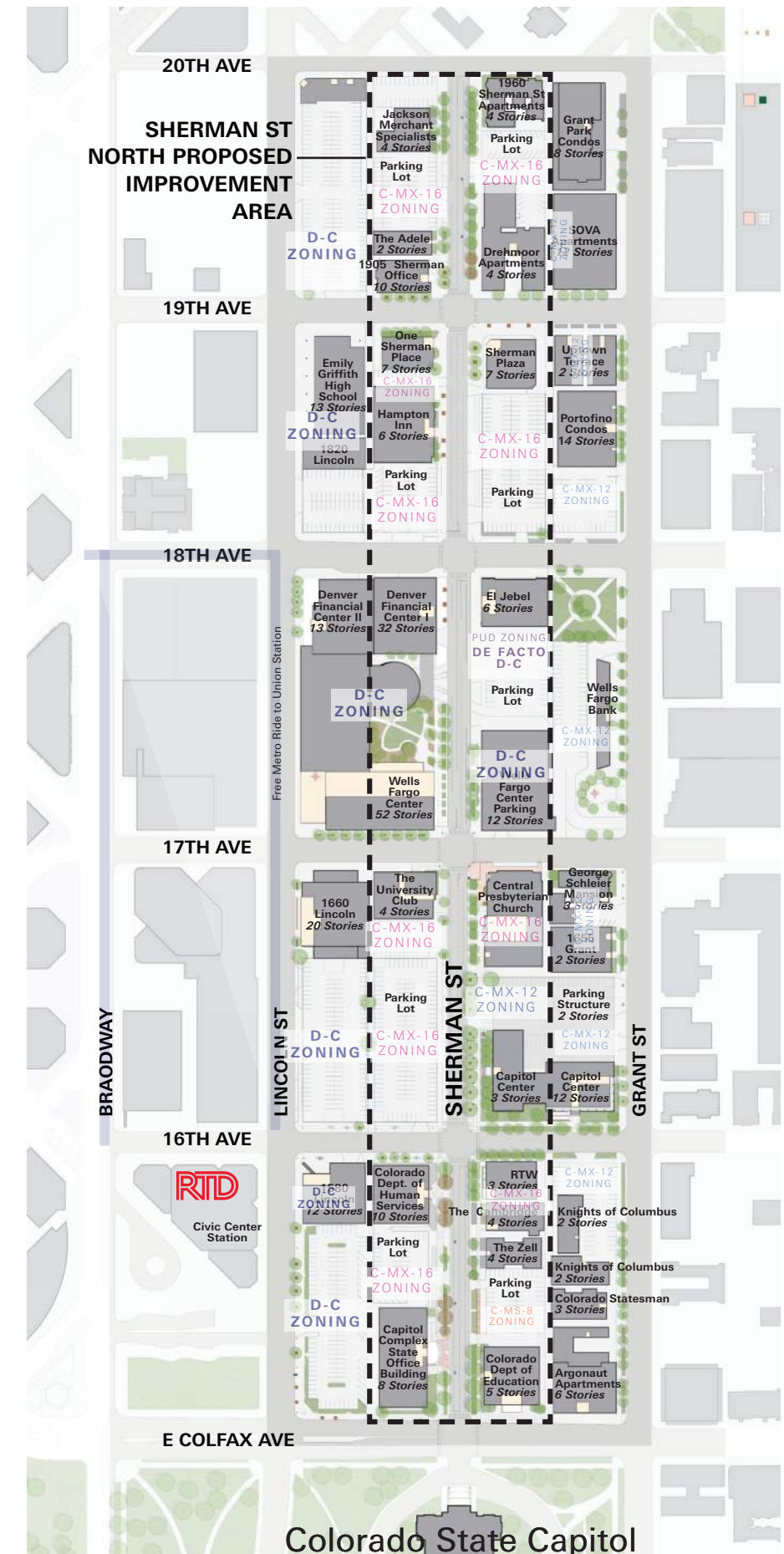
EXISTING STREETScape



EMPTY CORNER LOTS



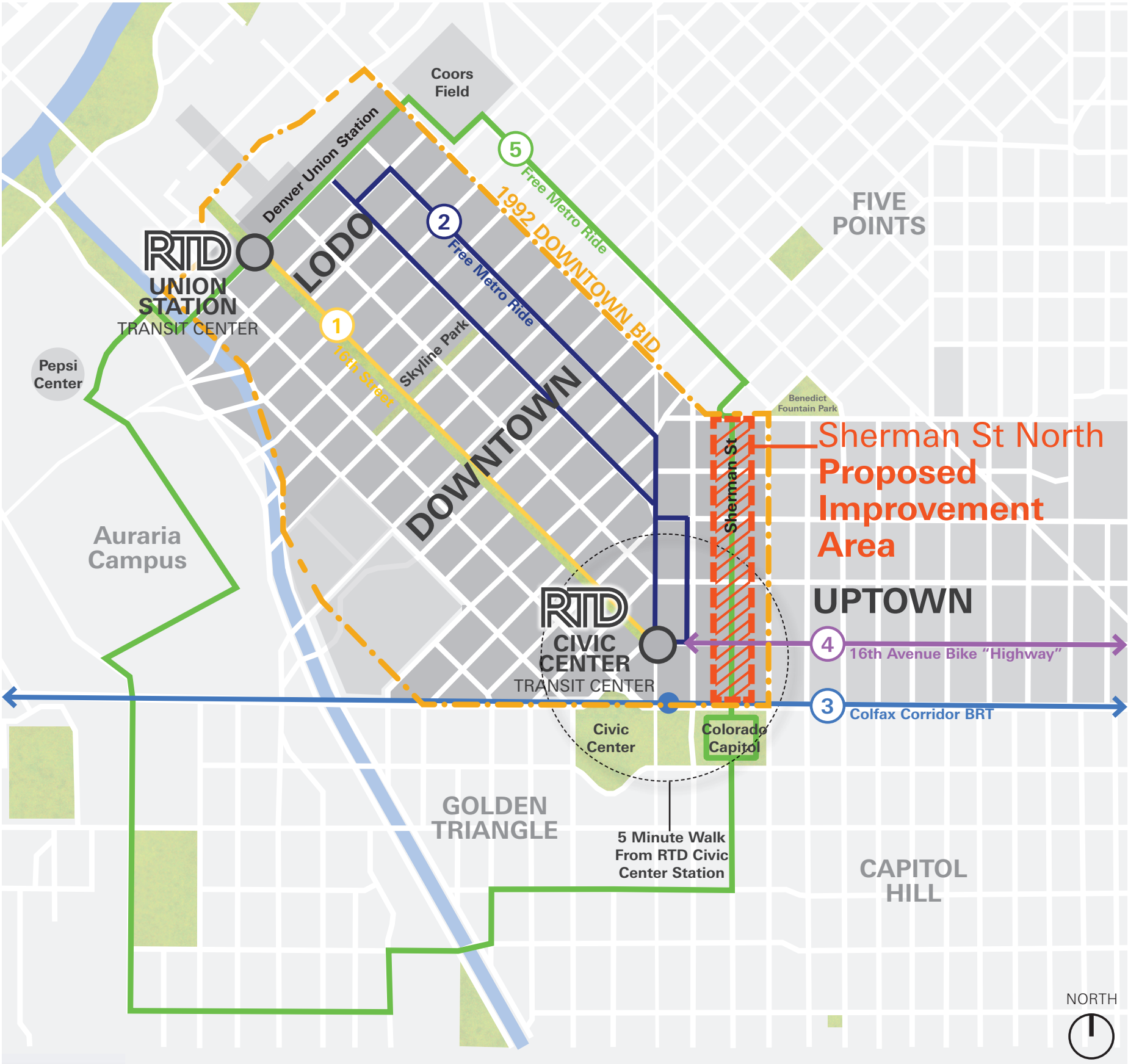
HISTORIC TREES



Sherman Street North

Mobility/Well Connected

- ① 16th Street Mall
- ② 18th & 19th MetroRide Loop
- ③ Colfax Corridor (BRT)
- ④ 16th Avenue Bike "Highway"
- ⑤ 5280 Loop (10%)
- 1992 Downtown BID



Sherman Street North Historic Legacy



1909

A GRACIOUS
AND DISTINCTIVE
PLACE



Today

- 35% of lots along Sherman Street are surface parking lots
- 9 different uses on Sherman Street
- 20% of original tree canopy remains

Sherman Street North Streetscape Under Current Zoning



Sherman Street North High Density, Mixed-Use Green Street



Required Coordinated Street and Landscape Improvements

Sherman Street North

Proposed Improvements

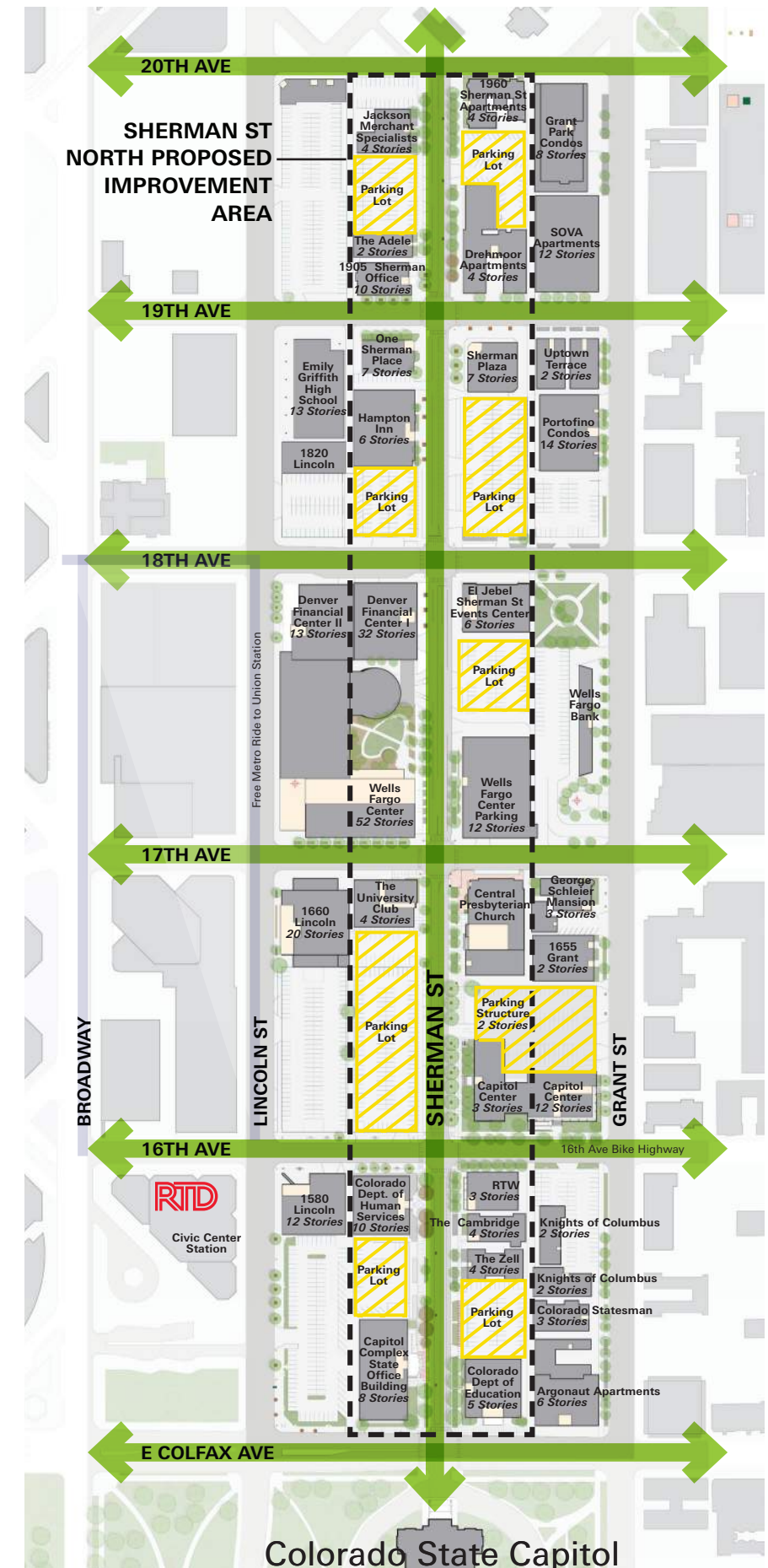
1. **Legislatively Rezone Sherman Street to Downtown Core (D-C)** to create zoning predictability and encourage development
2. **Implement Incentivized Zoning Overlay** to create diverse neighborhoods with affordable, long-term workforce housing
3. **Amend City Park View Plane** and re-align the 1950 western boundary to be consistent with the boundary of the proposed D-C zoning while preserving the intent of the view plane
4. **Expedite Sherman Street Public Realm Improvements** with **waivers and conditions** for each re-zoned property that ties improvements to development milestones



High Density, Mixed-Use Green Street



Streetscape under Current Zoning

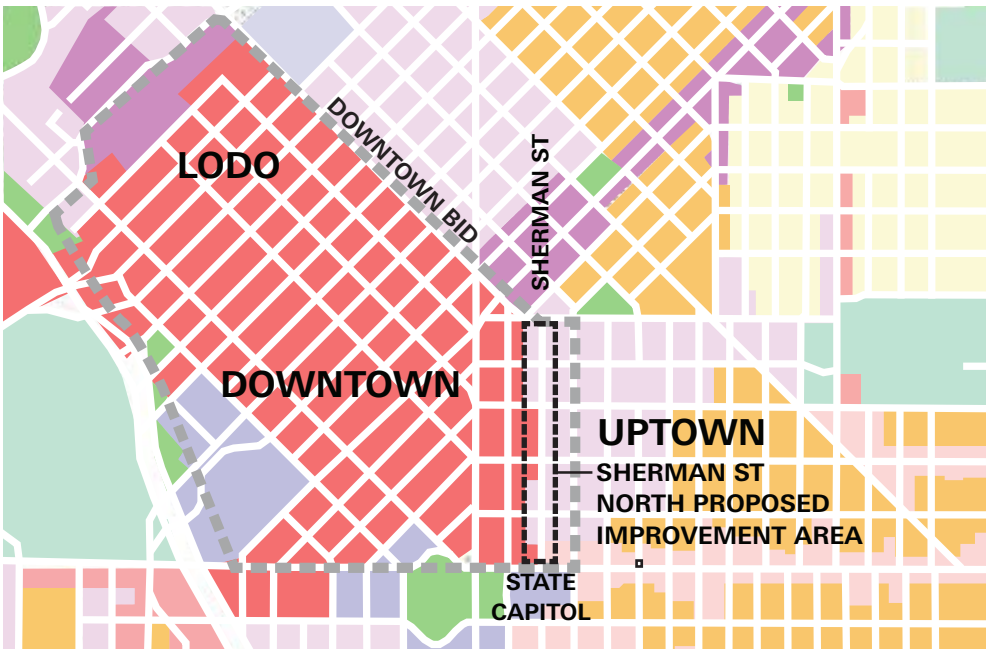


Sherman Street North

Proposed Legislative Rezoning

Councilman Wayne New is sponsoring a **Legislative Rezoning** proposal to extend D-C zoning to the Sherman/Grant Street Alley. The Rezoning will:

- **Clean-up inconsistent boundaries between Downtown and Uptown**
- **Create zoning predictability and flexibility** to encourage coordinated development and minimize requests for multiple new Planned Unit Developments
- Property owners in the proposed improvement area ave the choice to opt-in



LEGEND

Proposed D-C UO-1

Existing D-C UO-1

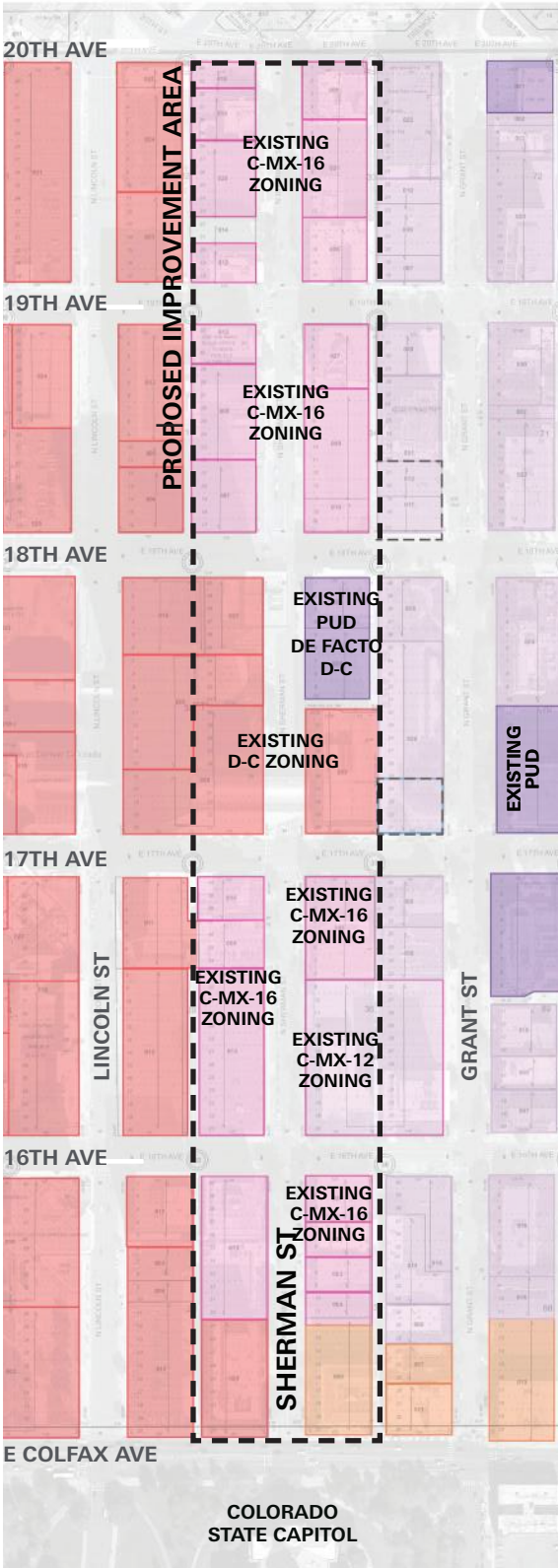
Existing C-MX-16

Existing C-MX-12

Existing Planned Unit Development (PUD)

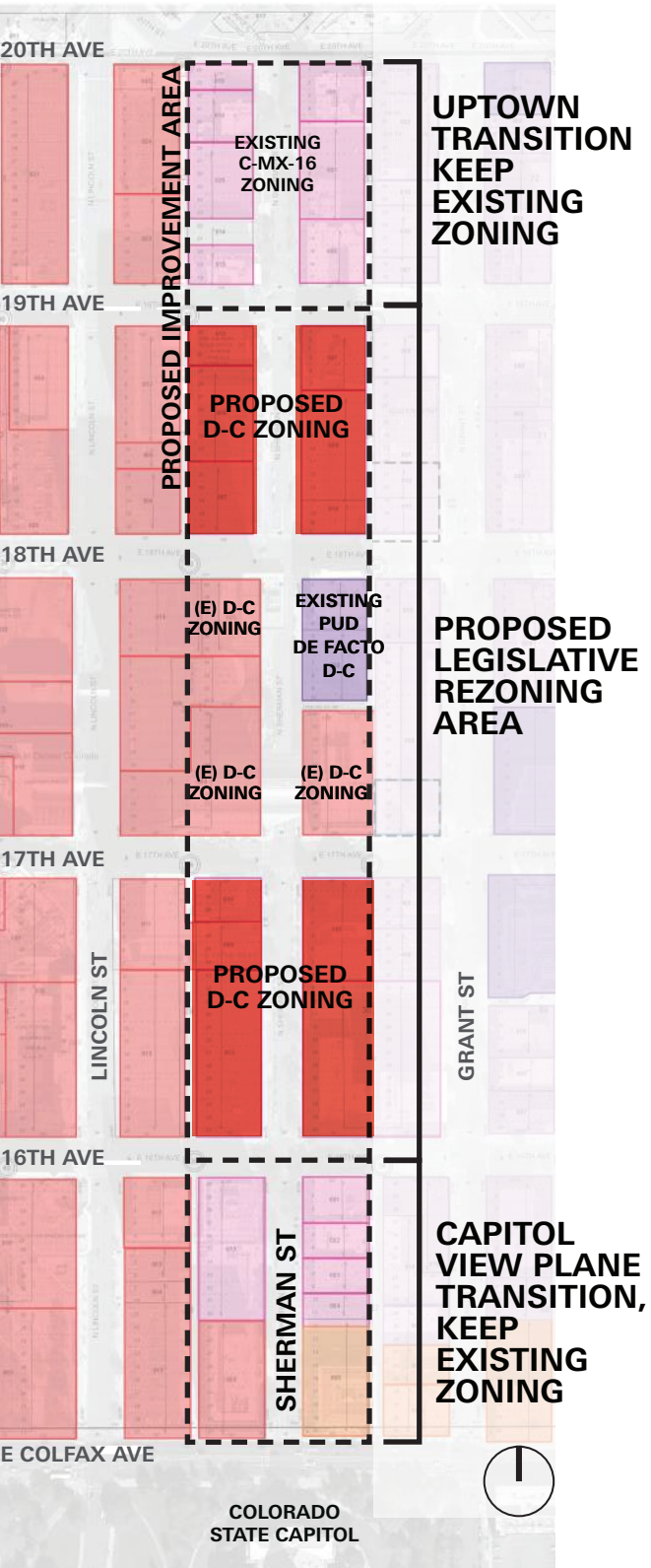
Existing Zoning

Spot Zoning
Nine Different Uses



Proposed D-C Zoning

Extend D-C Zoning to Grant/Sherman Alley



Sherman Street North

Proposed Incentive Overlay (I-O)

Incentivize Affordable Housing in Exchange for Density

- Incentive Overlay adds multiplier of 4 for each square foot above base density; increase may be applied to build alternative units or linkage fee
- Affordable units increase estimated **170% from 43 units to 73 units**
- Base Density set by current zoning and City Park View Plane
- City Park View Plane must be amended to allow Incentive Overlay

Proposed D-C UO-1

Proposed I-O

Existing D-C UO-1

Existing C-MX-16

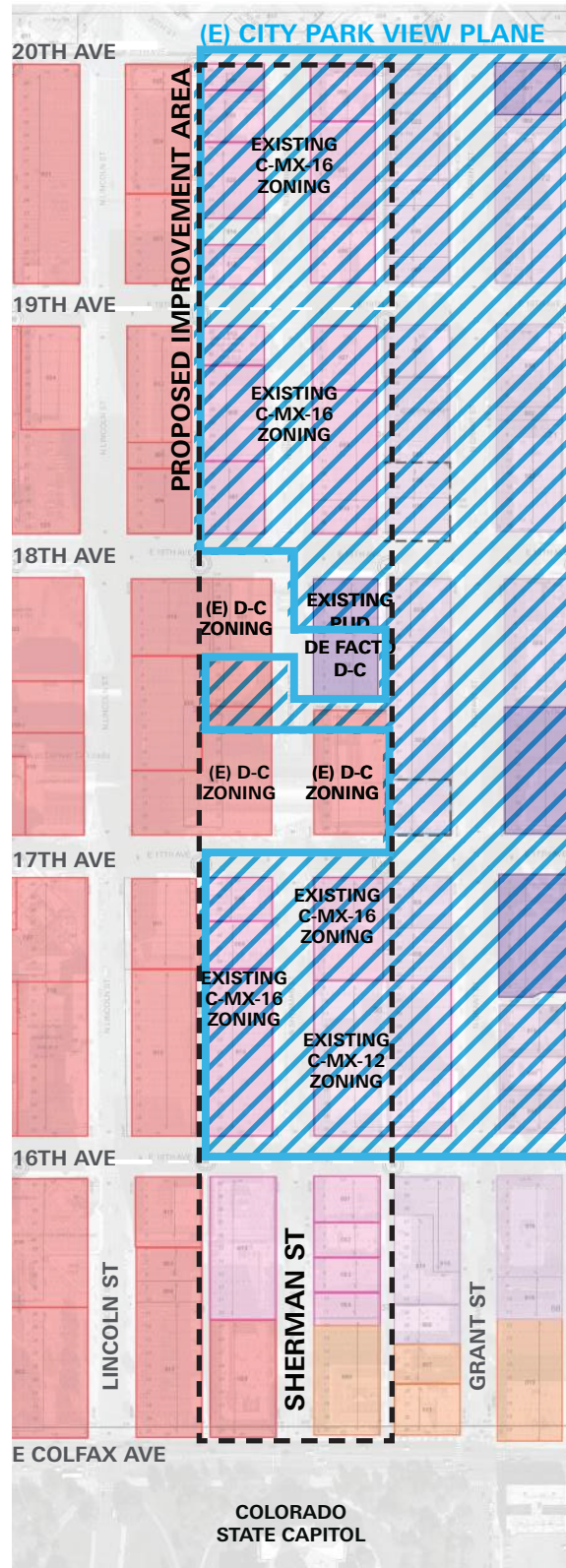
Existing C-MX-12

Existing PUD

City Park View Plane

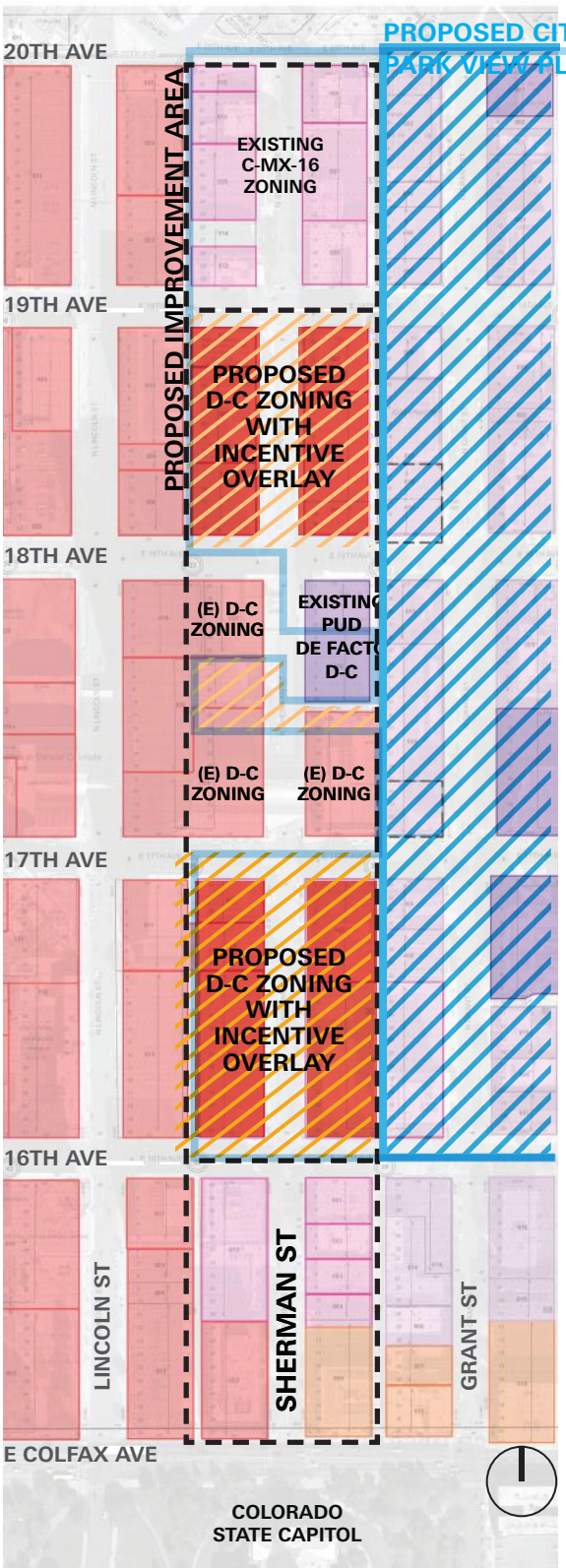
Existing Zoning and Base Density

View Plane Limits Height to 140'-150' on Sherman Street



Proposed D-C Zoning with Incentive Overlay

17:1 if 50% Residential
12:1 if less than 50% Residential

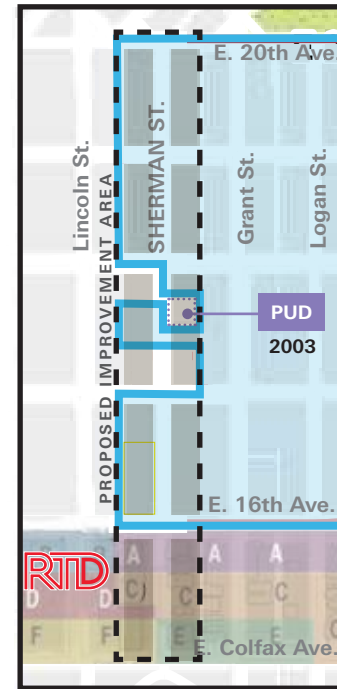


Sherman Street North

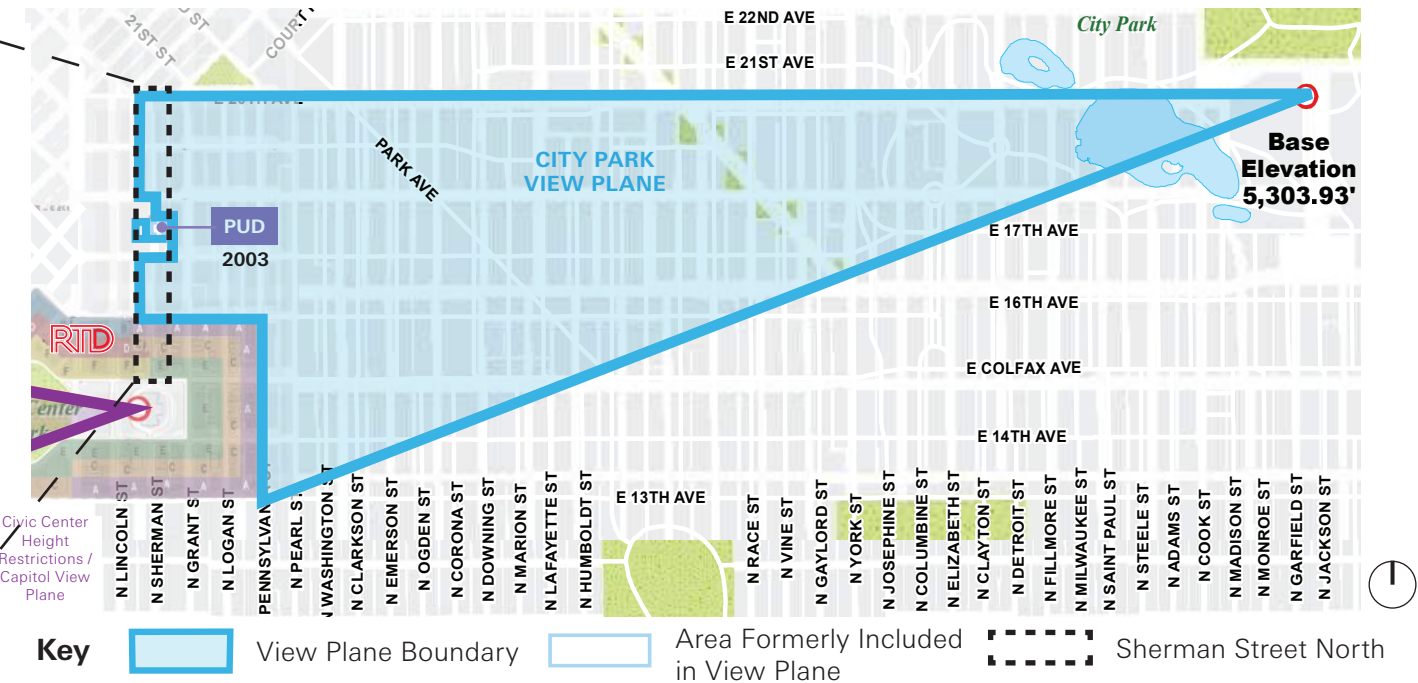
Proposed City Park View Plane Amendment

Bring the City Park View Plane boundary into alignment with the proposed D-C Zoning and **enable Incentive Overlay District**

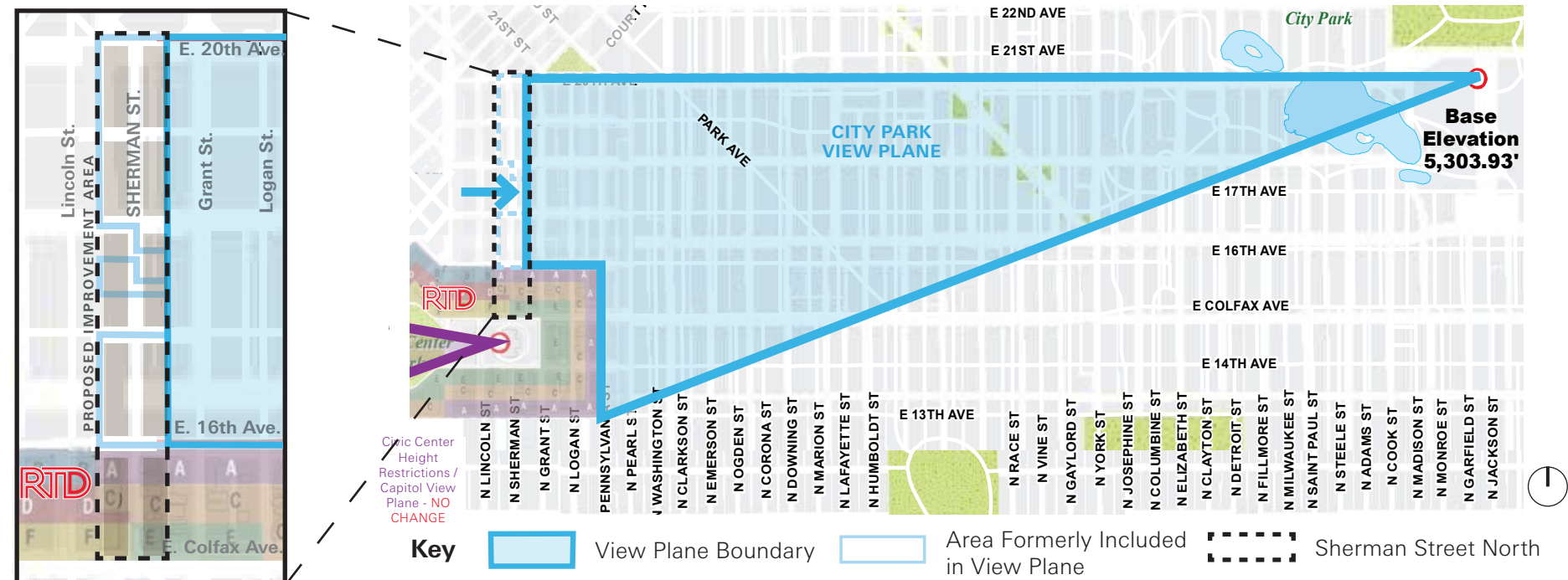
- Create a clean transition zone between the Grant Street and the Grant/Sherman Street Alley, to allow for heights and densities to step down from Downtown to Uptown
- Align the boundary with the current location of the boundary's "notch" at the Wells Fargo Center
- Incorporate the previously approved El Jebel Tower Planned Unit Development



Existing City Park View Plane Boundary



Proposed City Park View Plane Boundary



Sherman Street North - View from City Park Today

View Plane Western Boundary did not preclude skyscraper boom beginning in the late 1970's



View Plane “Created to preserve the municipality’s unique hertiage as a city of the plains at the foot of the Rocky Mountains”

Sherman Street North - Future View from City Park

View from City Park continues to evolve and showcase iconic Rocky Mountains and Downtown skyline



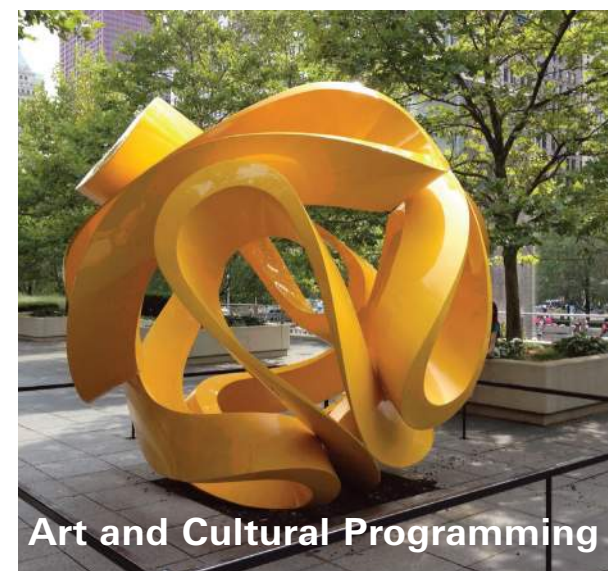
Sherman Street North

Proposed Public Realm Improvements

Initial Improvements Initial
\$450,000 - \$600,000 Improvements
 within 12 months of Rezoning Approval

- Street Trees and Tree Lawn
- Improved Pedestrian Lighting
- Trashcans
- Surface Parking Lot Screening with Fences and Hedges
- Patch and Repair Existing Sidewalks
- Bicycle Parking

Future Improvements Future
\$900,000 - \$1,200,000 Future Improvements
 Area of Commitment to future streetscape improvements to occur concurrently with Development of Sites



Sherman Street North Improved Street Activation

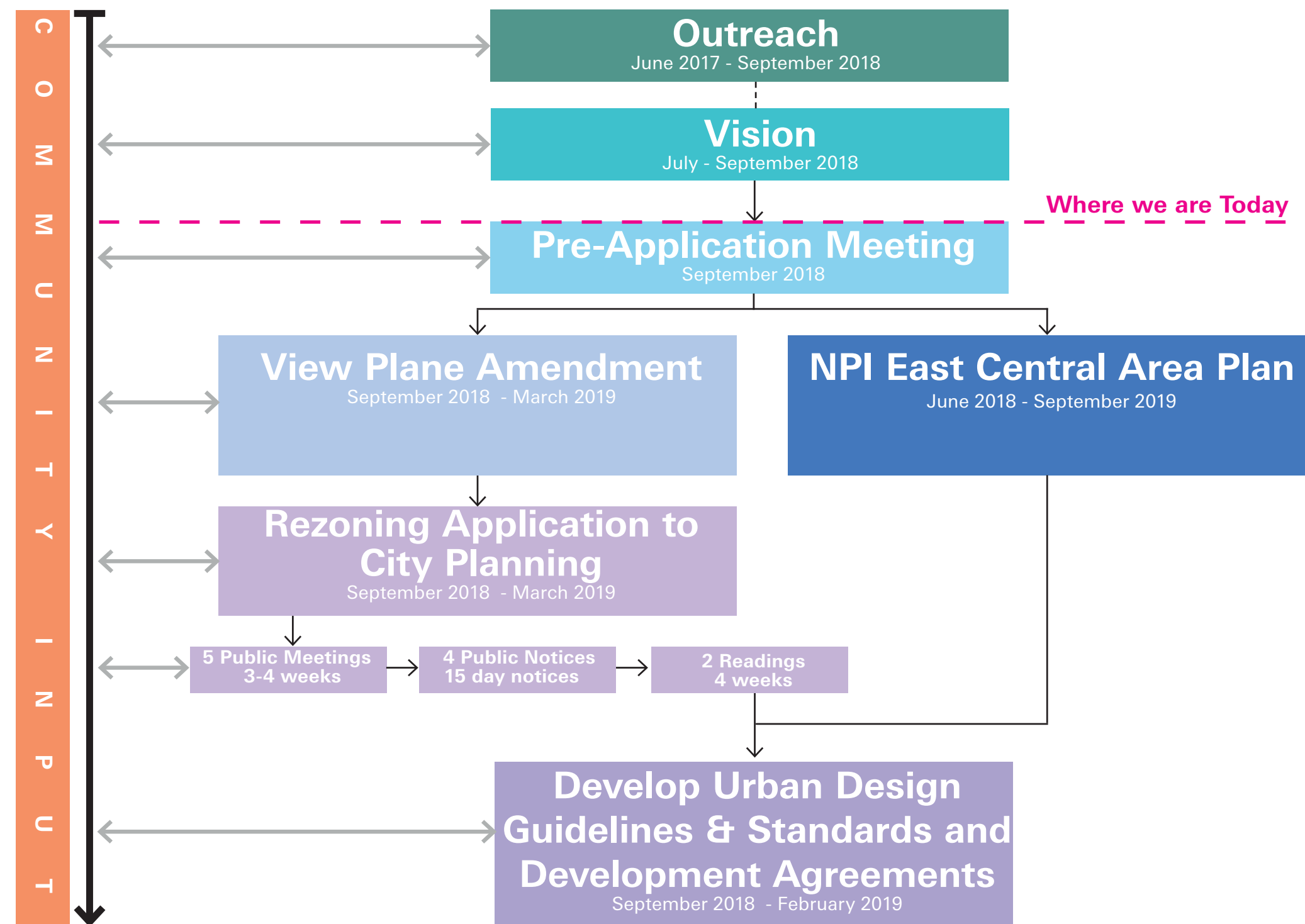


Existing Sherman St/18th Ave Intersection



Uptown/Downtown Gateway

Sherman Street North Process



Next Steps

08/07/18 – 09/24/18 Complete Outreach to Property Owners Included in Rezoning

09/11/18 - Sherman Street Open House

10/1/18: Target Date for Legislative Rezoning Application and View Plane Amendment Submittal

November: Community Planning and Development Department Comments

December: Planning Board Hearing

January: Land Use, Transportation and Infrastructure Hearing

February/March: City Council Approval

Sherman Street North Residential and Workforce Housing with Incentivized D-C Zoning

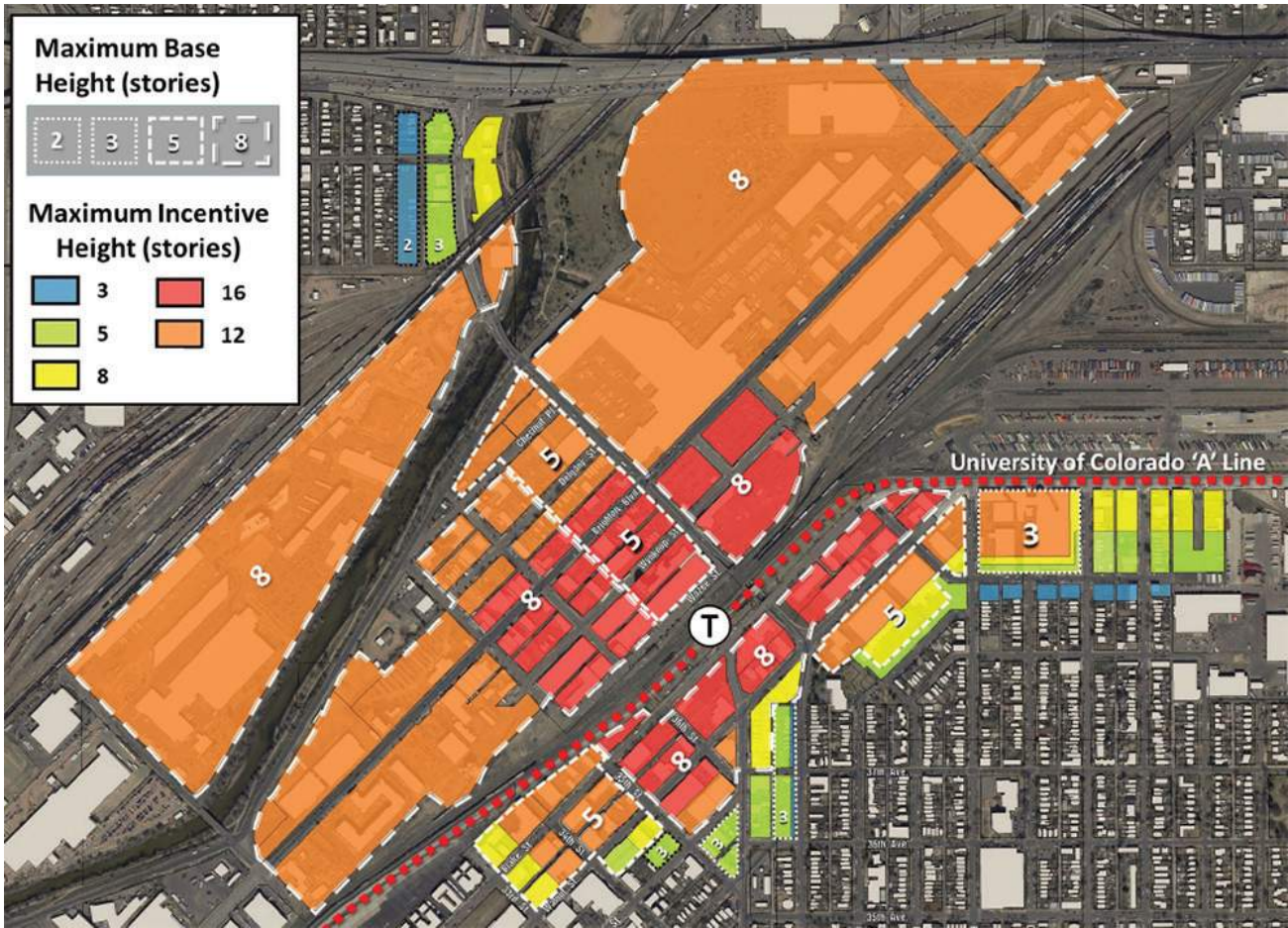
2017’s Housing an Inclusive Denver established a five-year plan for housing policy, strategy and investment, acknowledging that Denver is at a pivotal point where despite extremely low unemployment (2.2%), high workforce participation (90%+), and tremendous economic growth, housing costs are growing at such a rapid pace that incomes cannot keep up.

Housing an Inclusive Denver is organized around several fundamental values:

- 1) A focus on leveraging and enhancing housing investments to promote the ongoing development and preservation of inclusive communities in Denver;
- 2) Building communities of opportunity that help all residents reach their full potential;
- 3) Supporting housing as a continuum where the needs and conditions along one part of the continuum influence the success of other areas; and,
- 4) A need to stabilize residents at risk of involuntary displacement due to economic pressures.

In 2017, as part of ongoing efforts to implement the **38th & Blake Station Area Plan** Amendments, City Council President Albus Brooks proposed an **Incentive Height Overlay** for the 38th and Blake Station area and a **Design Overlay** for the station area and surrounding River North Arts District (RiNo).

The intention of the 38th & Blake Station overlays is to help **direct growth into areas of the city that are best equipped to handle change**, while also ensuring that those areas become **great places**. The overlays promote high quality design and capture a portion of the increased property values that result from significant public investments, such as the train station, and use them to ensure that new development benefits the community.



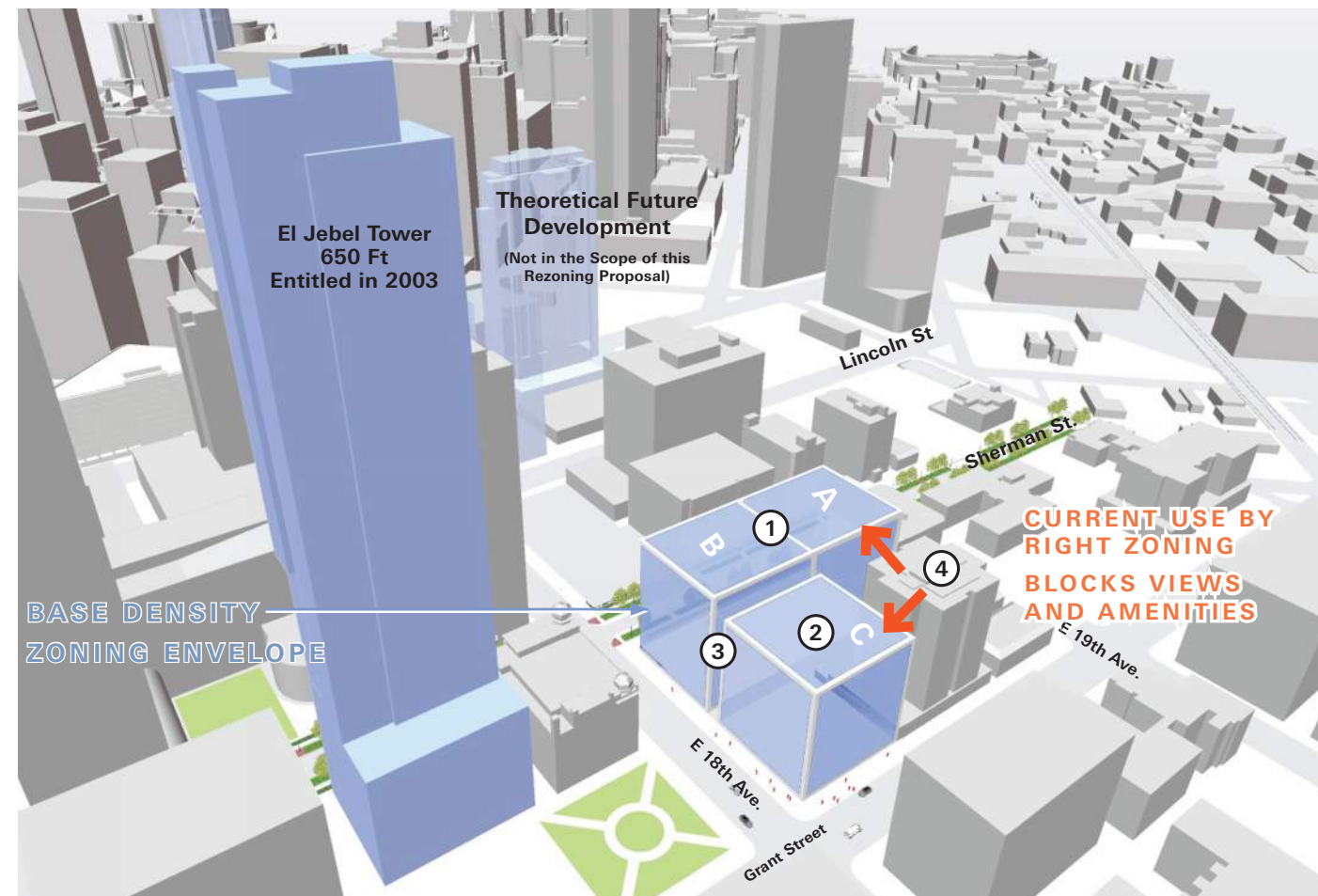
38TH & BLAKE STATION ADOPTED OVERLAY MAP

Sherman Street North has the potential to leverage new Incentive Overlay tools to create more affordable and workforce housing options for this key transitional area of Denver. However, the Incentive Height Overlay as written is intended for an area with a Form-Based Zoning code with height limits, whereas Sherman Street proposes using the Downtown Core zoning. **We propose a new Incentive Overlay** with **density** as the controlling metric, which could serve both as **catalyst** to development on these Sherman Street sites, and as a **new tool** for other Downtown areas which seek to maximize the density on their sites while providing community benefits and addressing housing needs.

Sherman Street North 16th & Lincoln / 16th & Sherman with Incentivized D-C Zoning

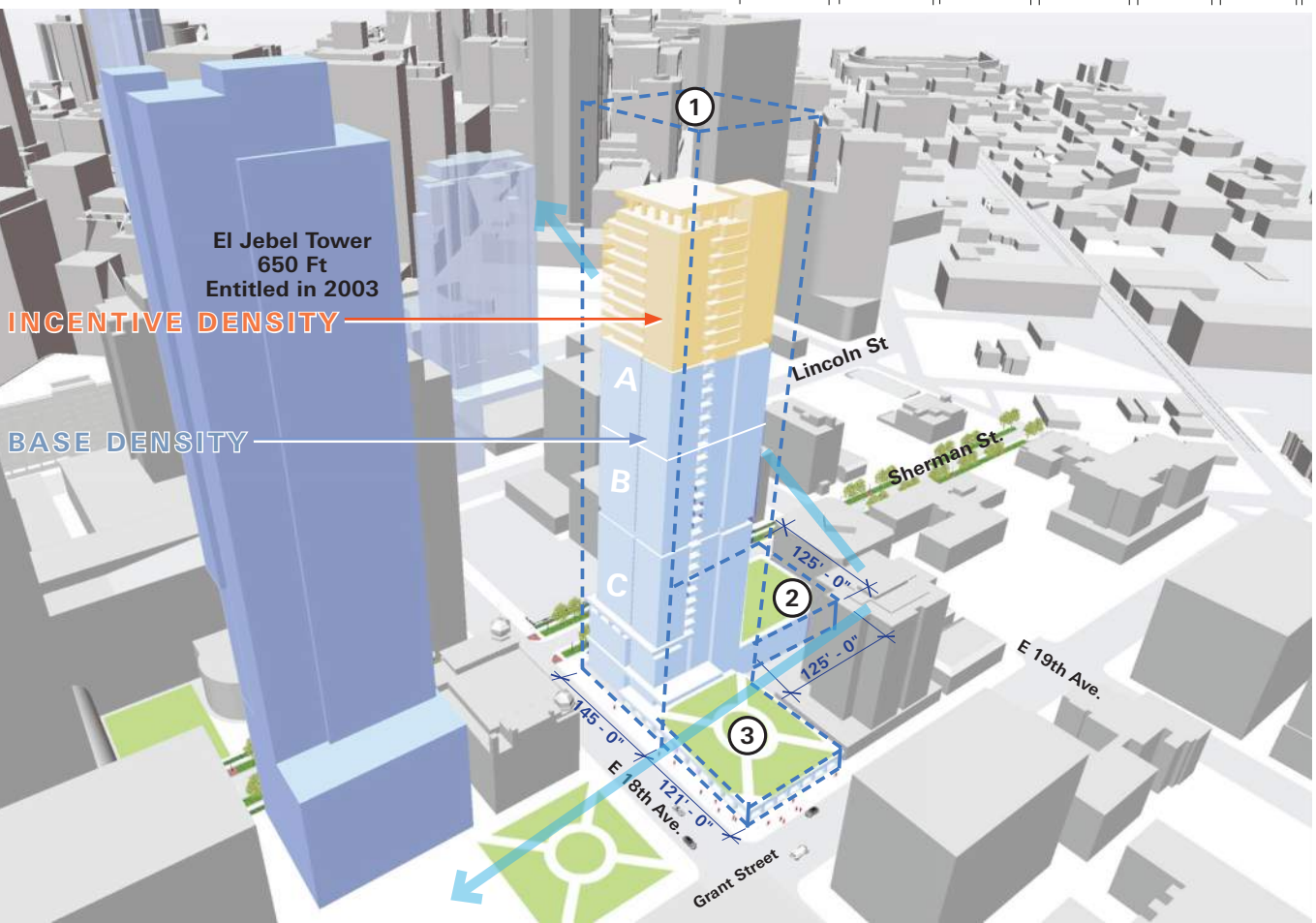


EXISTING USE BY RIGHT ZONING ENVELOPE



- ① **C-MX-16 Zoning** -200' Height Limit/16 Story Limit per C-MX-16 Zoning
Height Reduced to 150' by City Park View Plane
- ② **C-MX-12 Zoning** -150' Height Limit/12 Story Limit per C-MX-12 Zoning
Height Reduced to 135' by City Park View Plane
- ③ Unable to Join Parcels into single, predictable, developable Zone Lot under current Zoning
- ④ Current Zoning would promote maximum development on the site, **which would completely surround the neighboring Portofino Tower** - 55 Home Owners
- ⑤ Current Zoning promotes **poor architectural design** and disincentivizes contextual compatibility

EXAMPLE INCENTIVE ZONING ENVELOPE



- ① Concentrate density at the corner, **D-C Zoning, 17:1 Maximum**
- ② Limit Maximum Height to 55' to relate to context, preserve view corridors, and provide rooftop gardens
- ③ Limit Maximum Height to 35' to relate to context, preserve view corridors, and provide rooftop gardens

Potential Uses:
Ground Floor Retail, Gallery, and Mobility and Bike Hub; Office, Residential or Hotel Above

Workforce Housing:
Unit Requirement with Incentive Overlay: Up to 25 Units

Workforce Housing:
Base Density Unit Requirement: Up to 12 Units

Sherman Street North 16th & Lincoln / 16th & Sherman with Incentivized D-C Zoning

Proposed Waivers

1. **Waive 400’ Height Limit**
- a. Parcel at 16th Avenue/Lincoln & 16th Avenue/Sherman

Proposed Conditions

1. **Streetscape Improvements to commence and diligently proceed toward completion within one year of approval of rezoning request** (development agreement):
- a. Trees on Sherman Street Frontages of undeveloped properties at 16th and Sherman Street and 18th Ave. and Sherman Street
- b. Tree lawns on Sherman Street Frontages of undeveloped properties at 16th and Sherman Street and 18th and Sherman Street
- c. Improved, distinctive pedestrian lighting on Sherman Street Frontages undeveloped properties at 16th and Sherman Street and 18th and Sherman Street
- d. Trash cans of consistent architectural character on Sherman Street Frontages of undeveloped properties at 16th and Sherman Street and 18th and Sherman Street
- e. Surface Parking Lot Screening with Fences and/or Hedges on Sherman Street Frontages undeveloped properties at 16th and Sherman Street and 18th and Sherman Street
- f. Patching and replacing existing sidewalk to bring up to existing code as needed on Sherman Street Frontages of undeveloped properties at 16th and Sherman Street and 18th and Sherman Street.
- g. Bicycle Parking on Sherman Street Frontages of undeveloped properties at 16th and Sherman St. and 18th and Sherman St.
- h. Downtown Denver Partnership will collect maintenance fees and enforce maintenance by individual property owners, as Sherman Street North is within its boundaries.
2. **Additional Urban Design Requirements** (development agreement):
- a. On northwest corner of 16th Avenue and Sherman Street, provide a 125’ by 125’ minimum area, measured from the south and eastern property lines, where building height is not to exceed 170’-0” (Per D-C Zoning, allow for rooftop gardens, decks, elevator penthouses, stair enclosures, mechanical equipment enclosures, spires, flagpoles, eaves, chimneys, flues, vents, elevator lobbies, parapets, open structures, solar panels, and accessory mechanical equipment to encroach on this height, and allow ancillary enclosed rooftop structures to encroach for no more than 25% of roof area)
- b. On parcel at northwest corner of 16th Avenue and Sherman Street, provide regulating architectural feature on full frontage of Sherman Street at 170’-0”, if building along Sherman Street is 170’ or taller

Workforce Housing Analysis Example

YIELD UNDER EXISTING ZONING	Site 1		
	1A	Alley	1B
Lot Size (SF)	40,625	5,185	40,625
Existing Max. FAR Allowed	17	0	NA
Existing Max Height Allowed (Ft)	400	0	150
Existing Max Stories Allowed (by Zoning & View Plane)	42	0	15
Existing Max SF Allowed	690,625	0	609,375
Overall Site Yield - Existing Zoning (SF)	1,300,000		

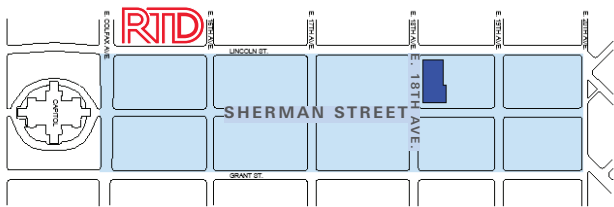
YIELD UNDER PROPOSED ZONING	Site 1		
	1A	Alley	1B
INCENTIVE OVERLAY			
Lot Size (SF)	40,625	5,185	40,625
Proposed Max. FAR Allowed	17	17	17
Proposed Max Height Allowed (Ft)	NA	0	NA
Proposed Max SF	690,625	88,145	690,625
Incentive Floor Area	0	88,145	81,250
Overall Site Yield - Proposed Zoning (SF)	1,469,395		

Base Floor Area	1,300,000
Incentive Floor Area - Proposed Zoning vs. Existing	169,395
Percent Increase in SF - Proposed Zoning vs Existing	→ 13%

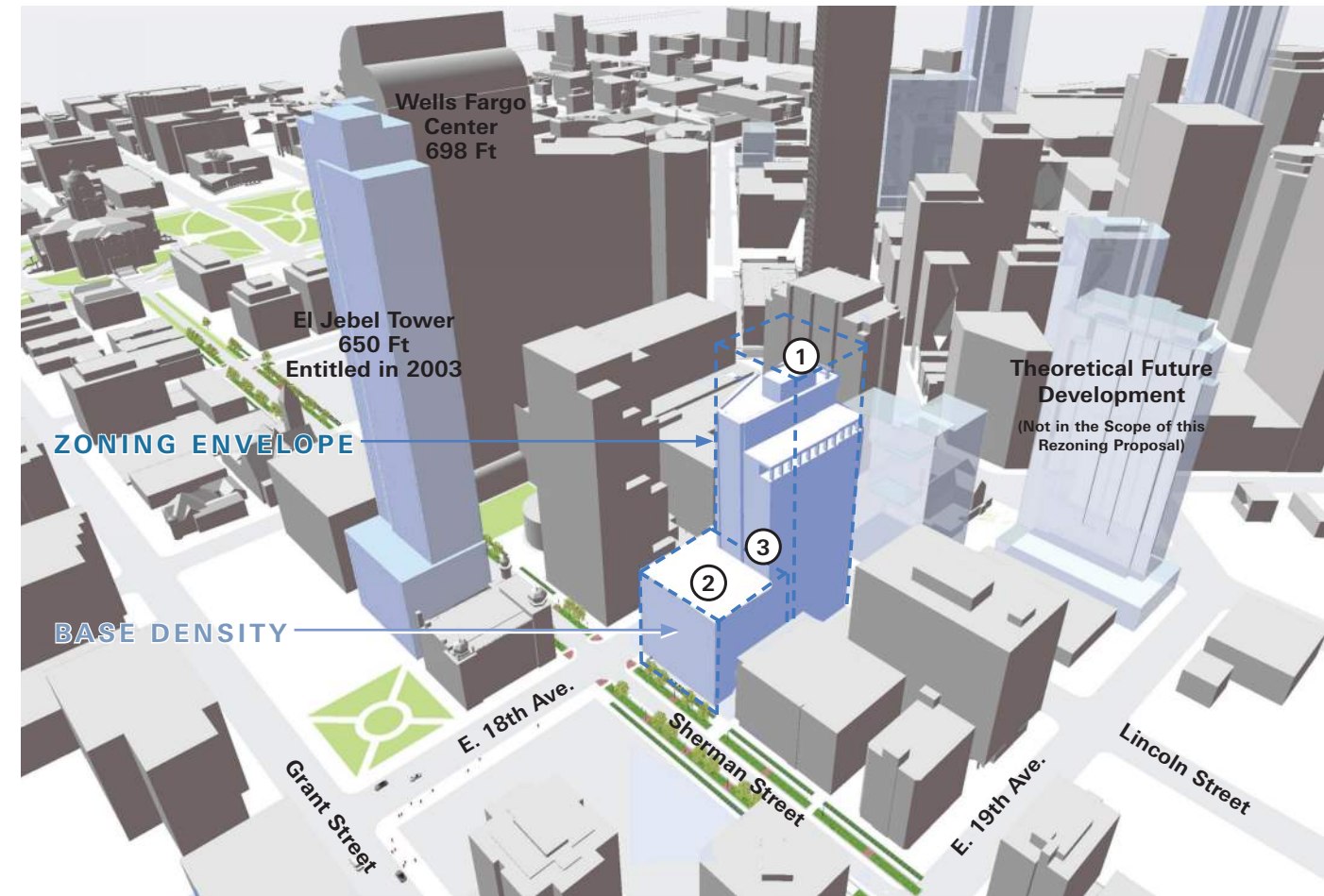
Workforce Housing:	
Base Required Units ((Base SF/1000) x 0.0168)	Up to 22 units
Additional Incentive Units ((Incentive SF/1000) x (0.0168 x 4))	Up to 12 units
Total Units Required	Up to 34 units

PERCENT INCREASE IN WORKFORCE HOUSING	Up to 55%
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Sherman Street North 18th & Lincoln / 18th & Sherman with Incentivized D-C Zoning



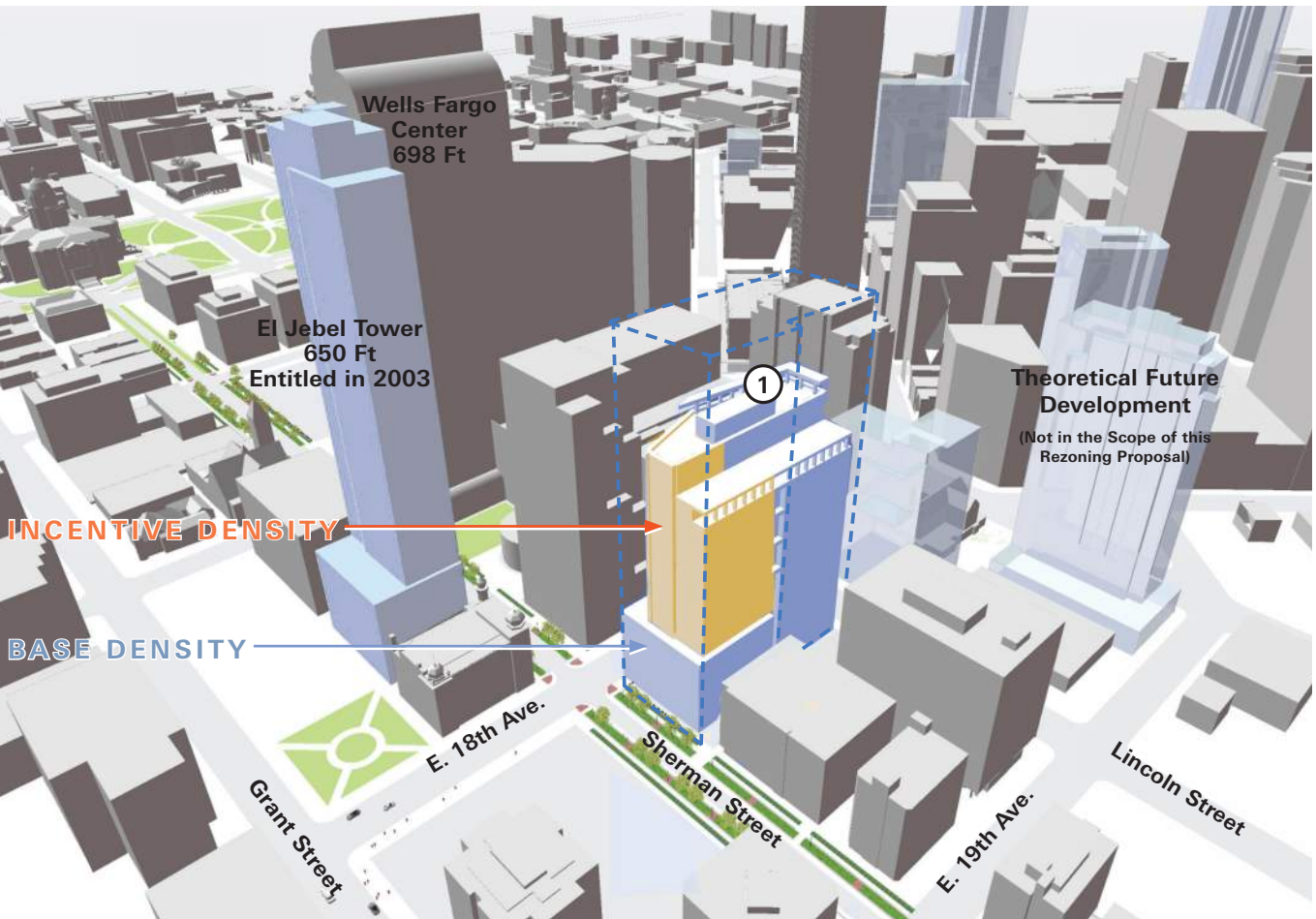
EXISTING USE BY RIGHT ZONING ENVELOPE



- ① **D-C Zoning** - 400' Height Limit (Height Restriction Zone #2) - 17:1 FAR Maximum
- ② **C-MX-16 Zoning** -200' Height Limit/16 Story Limit per C-MX-16 Zoning
Height Reduced to 150' by City Park View Plane
- ③ **Unable to Join Parcels into single, predictable, developable Zone Lot under current Zoning**
Each parcel is approximately 125' x 125' - Parking Modules and Building Service Core Modules do not fit within the lot footprint at the heights and densities allowed under current zoning. **Sites cannot be economically or efficiently developed.**

Workforce Housing:
Base Density Unit Requirement: Up to **9 Units**

PROPOSED INCENTIVE ZONING ENVELOPE



- ① **Combine Parcels into one zone lot to create predictable, feasible development - D-C Zoning, 17:1 FAR Maximum, Waive 400' Height Limit**

Potential Uses:
Ground Floor Community-Serving Retail, Gallery & Parking; Office, Residential or Hotel Above

Workforce Housing:
Unit Requirement with Incentive Overlay: Up to **14 Units**

Sherman Street North 18th & Lincoln / 18th & Sherman with Incentivized D-C Zoning

Proposed Waivers

1. **Waive 400’ Height Limit**
- a. Parcel at 18th Avenue/Lincoln & 18th Avenue/Sherman

Proposed Conditions

1. **Streetscape Improvements to commence and diligently proceed toward completion within one year of approval of rezoning request** (development agreement):
- a. Trees on Sherman Street Frontages of undeveloped properties at 16th and Sherman Street and 18th and Sherman Street
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- g. Bicycle Parking on Sherman Street Frontages of undeveloped properties at 16th and Sherman St. and 18th and Sherman St.
- h. Downtown Denver Partnership will collect maintenance fees and enforce maintenance by individual property owners, as Sherman Street North is within its boundaries.

Workforce Housing Analysis Example

YIELD UNDER EXISTING ZONING	Site 2		
	2A	Alley	2B
Lot Size (SF)	15,625	2,000	17,187
Existing Max. FAR Allowed	17	0	NA
Existing Max Height Allowed (Ft)	400	0	150
Existing Max Stories Allowed (by Zoning & View Plane)	42	0	15
Existing Max SF Allowed	265,625	0	257,805
Overall Site Yield - Existing Zoning (SF)	523,430		
YIELD UNDER PROPOSED ZONING	Site 2		
	2A	Alley	2B
Lot Size (SF)	15,625	2,000	17,187
Proposed Max. FAR Allowed	17	17	17
Proposed Max Height Allowed (Ft)	NA	0	NA
Proposed Max SF	265,625	34,000	292,179
Incentive Floor Area	0	34,000	34,374
Overall Site Yield - Proposed Zoning (SF)	591,804		
Base Floor Area	523,430		
Incentive Floor Area - Proposed Zoning vs. Existing	68,374		
Percent Increase in SF - Proposed Zoning vs Existing	→ 13%		

Workforce Housing:

Base Required Units ((Base SF/1000) x 0.0168)	Up to 9 units
Additional Incentive Units ((Incentive SF/1000) x (0.0168 x 4))	Up to 5 units
Total Units Required	Up to 14 units
PERCENT INCREASE IN WORKFORCE HOUSING	Up to 55%

Sherman Street North Residential and Workforce Housing with Incentivized D-C Zoning

Incentive Overlay for additional density allowances above current zoning, in exchange for workforce housing (Zone Overlay District by CPD):

Incentive Overlay is modeled after recently adopted Incentive Height Overlay IO-1 for 38th/Blake RiNo rezoning and development. However, because the proposed area for Sherman Street rezoning has a base zoning of D-C, which has density limits, the following conditions are proposed:

A. Create a “Base Density” and “Incentive Density” Overlay

1. Base Density:

- a. For Parcels Under Existing D-C Zoning: FAR allowed under the Current D-C Zoning (17:1 FAR for residential projects, 12:1 for commercial)
- b. For Parcels Under Existing C-MX Zoning – Maximum density allowed on the parcel under the maximum height and maximum story constraints (ie. for a 100,000 SF parcel in C-MX-12 with a maximum 12 stories or 150 feet, a residential project would have 1,200,000 SF Base Density)

2. Incentive Density:

- a. For Parcels Under Existing D-C Zoning: No additional density allowed, and no additional Build Alternative Multiplier or Incentive Density Linkage Fee applied.
- b. For Parcels Under Existing C-MX Zoning: **Incentivize Residential Development** by allowing **17:1 Maximum FAR** if 50% Residential (**12:1 Maximum FAR** if less than 50% Residential), in exchange for an Incentive Density Build Alternative Multiplier of **4** or an Incentive Density Linkage Fee Multiplier of **4** for each SF of additional density allowed above Base Density.

B. “Build Alternative Units” may be located on the subject property, or at an off-site location within 1 mile of the subject property. Properties that qualify for Build Alternative Units off-site are those projects which receive their Certificate of Occupancy after the enactment of this legislation, and they may be considered as satisfying the Build Alternative requirement for any future projects on Sherman Street as allocated.

Phase 1 of Sherman Street North has the development potential of adding up to **650 units** of a wide variety of housing types to the market, and **with a new Incentive Overlay**, could provide up to **73 affordable units** to address several of the goals of the Housing an Inclusive Denver plan.