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TO: Denver City Council
FROM: Steve Nalley, Development & Planning Supervisor
DATE: July 7, 2015
RE: Denver Zoning Code – Map Amendment for rezoning certain properties located within the area known as the National Western Center from I-B, UO-2; I-MX-3, UO-2; CMP-ENT, UO-2 to Campus – National Western Center, Billboard Use Overlay (CMP-NWC, UO-2) (Case# 2015I-00057)

I. CPD Recommendation

Based on the review criteria for a map amendment stated in the Denver Zoning Code (DZC), Section 12.4.10 (Map Amendment), CPD staff recommends that City Council approve the Campus-National Western Center (CMP-NWC) Denver Zoning Code Map Amendment, rezoning certain properties located within the area known as the National Western Center from their existing industrial and Campus-Entertainment zone districts with the Billboard Use Overlay (I-B, UO-2; I-MX-3, UO-2; CMP-ENT, UO-2) to Campus – National Western Center, Billboard Use Overlay (CMP-NWC, UO-2).

Note, a text amendment to create and codify the CMP-NWC zone district is being sought contemporaneously with this map amendment. Rezoning the subject properties to CMP-NWC is subject to City Council's approval of the text amendment. See staff report case number 2015I-00066.

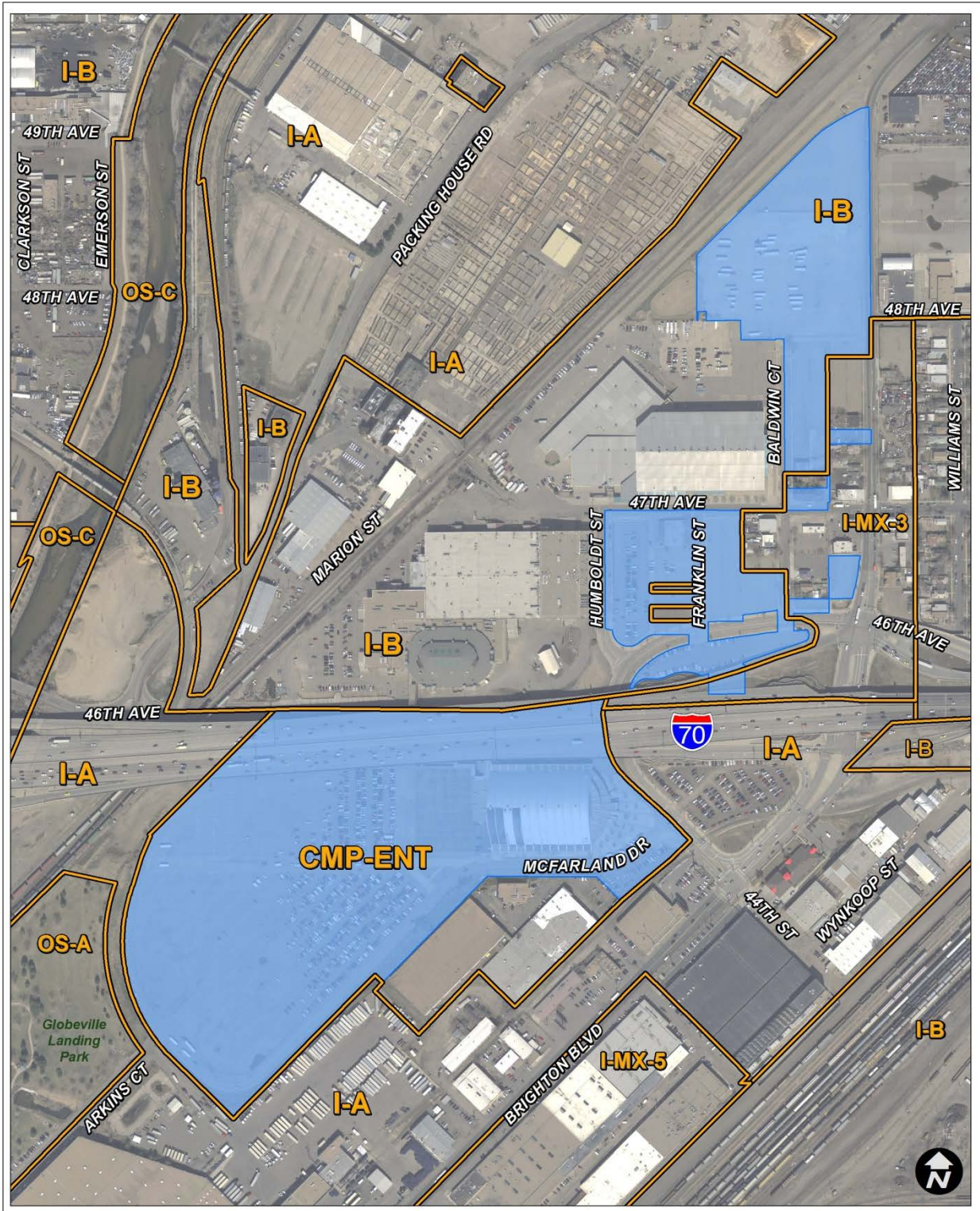
II. Summary and Purpose

Brad Buchanan, Executive Director of Community Planning and Development and Kelly Leid, Executive Director of the North Denver Cornerstone Collaborative initiated this map amendment to rezone certain properties within the area known as the National Western Center to the new CMP-NWC zone district. The properties will remain in the Billboard Use Overlay (UO-2) zone district. If City Council approves this map amendment, development within the CMP-NWC zone district will be consistent and contribute to the implementation of multiple adopted plans including the recently-adopted National Western Center Master Plan and Globeville and Elyria-Swansea neighborhood plans.

This proposed map amendment only applies to the properties shaded in blue on the map on the following page. The proposed properties to be rezoned are owned by the City and County of Denver or the Western Stock Show Association and are within the primary study area of the National Western Center Master Plan. CPD anticipates that this map amendment will be the first of many map amendments to rezone properties within the area known as the National Western Center. As the National Western Center develops over time, and as legal descriptions of other properties owned by the City or the Western Stock Show Association are properly defined and as the City acquires

properties within the National Western Center area, additional map amendments to rezone properties to CMP-NWC will be brought before City Council.

Map of the proposed map amendment – (shaded in blue)



III. Public Process

Below is a summary of the public process for this map amendment.

January-March 2015	Preliminary discussions about zoning and best approach to begin the implementation the National Western Center Master Plan.
March 9, 2015	Adoption by City Council of the National Western Center Master Plan.
February 28, 2015	CPD presented a summary of the proposed map amendment to Inter-Neighborhood Cooperation Zoning and Planning committee.
March 5 – April 16	CPD and NDCC met with the National Western Center Citizen’s Advisory Committee seven times to discuss all aspects of the proposed map amendment.
March 30, 2015	Draft of the proposed map amendment posted to CPD website for public and City agency review. Email notice provided to all Registered Neighborhood Organizations (RNOs) and all City Council members of scheduled Planning Board public hearing, with link to the application for and summary of the proposed map amendment.
April 14, 2015	Notice of the April 29, 2015 Planning Board public hearing emailed to all RNOs and all City Council members and on signs posted throughout subject map amendment area.
April 29, 2015	Planning Board public hearing. Planning Board unanimously (10-0) recommended approval with the following condition: <ol style="list-style-type: none">1) That the City Council acknowledges and addresses the concerns expressed by the neighborhood stakeholders with regards to neighborhood involvement in governance and community equity. Six members of the public and Nola Miguel from Councilwoman Montero’s office spoke at Planning Board. All public testimony was in support of the proposed amendment. There were concerns about the speed of the public process. There were also concerns about assurances for the surrounding neighborhoods in continued involvement in decision making for the implementation of the National Western Center and the recently-adopted Globeville and Elyria-Swansea neighborhood plans.
April 29, 2015	Notification of Neighborhoods & Planning Committee meeting on the proposed map amendment emailed to all RNOs and all City Council members.
May 13, 2015	Neighborhoods and Planning Committee
June 1, 2015	City Council First Reading
June 8, 2015	City Council postponed public hearing on proposed text amendment until July 6, 2015.
June 11, 2015	Notice of July 6, 2015 City Council public hearing on proposed map amendment was provided by email to all RNOs and all City Council members and on signs posted throughout subject amendment area.
July 6, 2015	Notice of July 6, 2015 City Council public hearing published in the Daily Journal. City Council Public Hearing

As of the date of this staff report, CPD received one letter from Vernon Hill (dated: 4/16/15) and one from Mickey Zeppelin (dated: 3/31/15) indicating hesitation on the zoning for the NWC. The concern is related to timing of an implementation step for the National Western Center compared to timing of

implementation steps recommended by the Globeville Neighborhood Plan. Additional discussions are taking place related to implementation actions throughout the North Denver Cornerstone Collaborative.

IV. Criteria for Review and CPD Staff Evaluation

Zoning map amendments are subject to the review criteria found in Section 12.4.10. Accordingly, CPD analyzed the proposed Campus-National Western Center (CMP-NWC) map amendment for compliance with the review criteria (restated below) and finds that the proposed map amendment meets each of the criteria.

1. The proposed Map Amendment is Consistent with the City’s Adopted Plans

The Map Amendment is consistent with the following adopted plans:

- A. Denver Comprehensive Plan 2000
- B. Blueprint Denver (2002)
- C. Globeville Neighborhood Plan (2014)
- D. Elyria-Swansea Neighborhood Plan (2015)
- E. National Western Center Master Plan (2015)

A. Denver Comprehensive Plan 2000

The Campus - National Western Center map amendment is consistent with many objectives and strategies found in Comprehensive Plan 2000, including the following:

- Encourage redevelopment of vacant, underutilized and environmentally compromised land known as brownfields.
- Conserve land by:
 - Promoting infill development within Denver at sites where services and infrastructure are already in place.
 - Designing mixed-use communities and reducing sprawl, so that residents can live, work and play within their own neighborhoods.
 - Creating more density at transit nodes.
 - Sharing parking at activity centers.
- Encourage quality infill development that is consistent with the character of the surrounding neighborhood, that offers opportunities for increased density and more amenities, and that broadens the variety of compatible uses.
- Identify and enhance existing focal points in neighborhoods, and encourage the development of such focal points where none exist.
- Encourage mixed-use, transit-oriented development that makes effective use of existing transportation infrastructure, supports transit stations, increases transit patronage, reduces impact on the environment, and encourages vibrant urban centers and neighborhoods.
- Ensure that land-use policies and decisions support a variety of mobility choices including light rail, buses, paratransit, walking and bicycling, as well as convenient access for people with disabilities.
- Support the creation and growth of neighborhood businesses that enhance the vitality and quality of life in their communities.
 - Strengthen Denver as a destination for business, leisure and convention visitors.

The CMP-NWC map amendment is consistent with the objectives and strategies of Comp Plan 2000 as it allows a broad range of uses, promoting infill, transit-oriented development, and allowing for a vibrant urban center to take shape.

B. Blueprint Denver – 2002

The Campus - National Western Center map amendment is consistent with many objectives and strategies found in Blueprint Denver - 2002, including the following:

The entire area proposed to be rezoned is designated by Blueprint Denver as Entertainment, Culture, Exhibition and is an Area of Change.

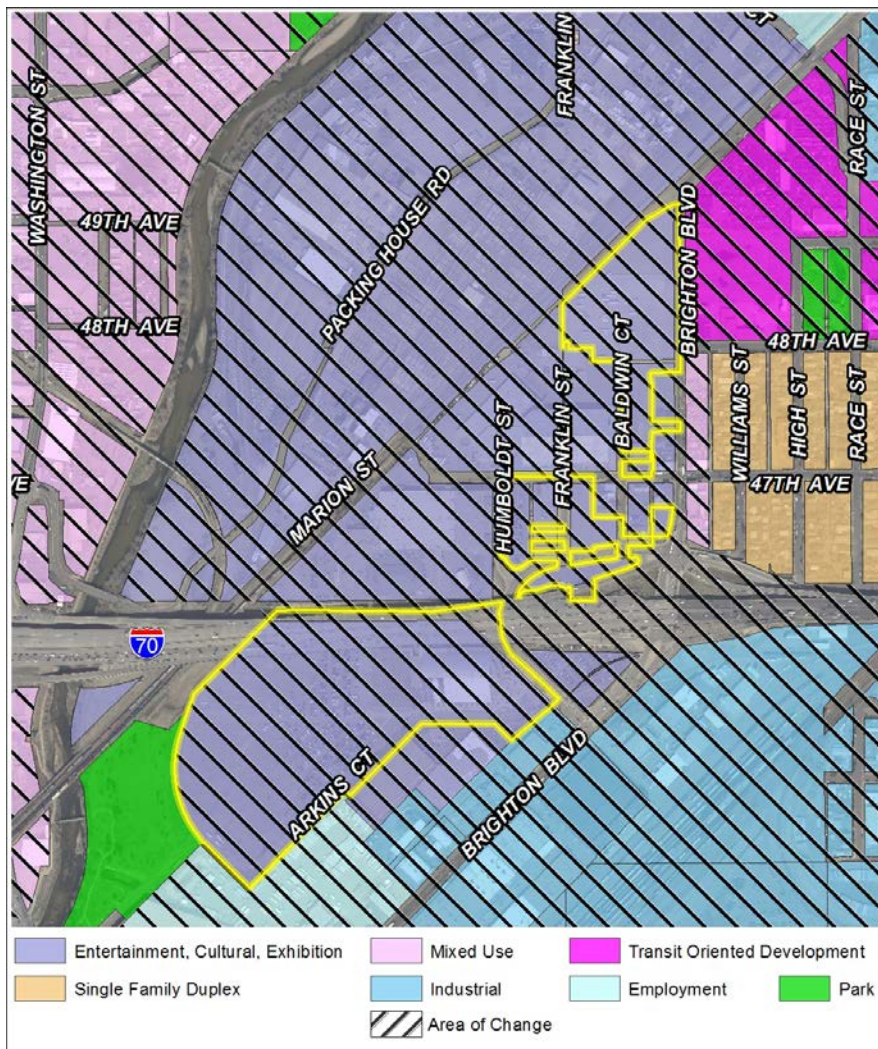
Entertainment/Cultural/Exhibition is defined by Blueprint as:

“These specialized districts include regional event-oriented, civic or cultural attractions. Sometimes a few additional uses are included in each district. Such a district can blossom into a more vital and well rounded area, blending cultural or sporting events with entertainment, civic uses, restaurants and even office uses. Often a single large facility dominates, but sometimes (as in a theater district) a group of large and small facilities make up the district. Adequate parking is essential, but many districts thrive with substantial transit use, shared parking with an adjacent business district and pedestrian access. Examples include the Performing Arts Center and the National Western Stock Show.” (pg. 40)

The goal for Areas of Change is “to channel growth where it will be beneficial and can best improve access to jobs, housing and services with fewer and shorter auto trips. Areas of Change are parts of the city where most people agree that development or redevelopment would be beneficial”

The CMP-NWC map amendment is consistent with the objectives and strategies of Blueprint Denver by allowing for the development of an event-oriented, civic, and cultural attraction that blends with supporting mixed use development. CMP-NWC will allow for redevelopment and transformation of the National Western Complex as envisioned by the area of change designation.

Blueprint Denver Map



C. Globeville Neighborhood Plan – 2014

The Campus - National Western Center map amendment is consistent with and progresses the implementation of many concepts and strategies found in the Globeville Neighborhood Plan. Many of the strategies of the Globeville Neighborhood Plan rely on the implementation of the National Western Center. Most of the following strategies are related to infrastructure inherent in the build-out of the National Western Center.

In the Strong Globeville chapter the following strategies apply to the National Western:

B10. Embrace the South Platte River

- **B10B:** An Activated Waterfront Plaza. Consider creating a waterfront plaza amenity close to the South Platte River for year-round activities with opportunities for synergy with the proposed National Western Center. Ensure that the plaza is well-connected to nearby green space, the South Platte River Trail, and the local street network.

B15. Improve Neighborhood Services

- **B15C:** Provide Better Access to Community Resources in Surrounding Neighborhoods. Ensure that there is safe, accessible, all-age, multi-modal access to the following key facilities in surrounding neighborhoods, including the National Western Center.

B16. Improve Educational Opportunities

- **B16C:** Partner with National Western Center and Colorado State University. Take advantage of National Western’s partnership with Colorado State University to collaborate with Denver Public Schools on new approaches to education, including the possible creation of a magnet school or other new educational facility.

In the Connected Globeville chapter the following strategies apply to the National Western:

C5. Introduce a Street Grid between Washington Street and the South Platte River

C6. Introduce New Multi-modal Connections Over the River to the National Western Center

- Introduce new multi-modal connections over the river and into the National Western Center (NWC) to enhance the catalytic impact potential on the Globeville, Elyria, and Swansea Neighborhoods and to stitch the neighborhoods together. In identifying specific alignment and design for the new connections across the river, important considerations include:
 - Accommodate vehicles, pedestrians, and bicycles.
 - Locate the multi-modal connections along existing street alignments in Globeville. This Plan identifies 49th and 51st Avenues as the preferred locations for these connections.
 - Provide more direct access from Globeville to the future NWC commuter rail station than exists today.
 - Design and locate the bridges so as to facilitate riverfront development opportunities on the Globeville side of the river (see Connecting to the National Western Stock Show Transformative Project for more details).
 - Maximize efficiencies that improve water quality and stormwater conveyance as well as connectivity
- 49th and 51st are identified as the first and second priorities as options to connect over the South Platte River and to the National Western Center.

In the Healthy Globeville chapter the following strategies apply to the National Western:

D15. Connect to the National Western Center. Improve access and connectivity to and through residential neighborhoods and the redeveloped National Western Center.

D18. Increase Food Access at the National Western Center. Promote new sources of healthy foods within the redeveloped National Western Center, such as grocery stores, farmers markets, and community gardens.

In the Character Area Strategies and Transformative Projects chapter, Connect to National Western Center is a Transformative Project in order to capitalize on the economic development opportunities to enhance the waterfront and the Washington Street corridor by connecting over the South Platte River to a revitalized National Western Center.

In the Moving Forward chapter, public investment implementation priorities for Globeville include pursuing implementation of the two recommended connections across the South Platte River to the National Western Center.

The CMP-NWC map amendment is consistent with the objectives and strategies of the Globeville Neighborhood Plan by initiated its implementation. CMP-NWC allows for the redevelopment of the National Western Center, which is critical to connecting Globeville to the NWC and to Elyria-Swansea. CMP-NWC allows a broad range of uses including those specifically recommending in the Globeville Neighborhood plan, such as food sales/market and education for all ages.

D. Elyria and Swansea Neighborhood Plan – 2015

The Campus - National Western Center map amendment is consistent with and progresses the implementation of many concepts and strategies found in the Elyria and Swansea Neighborhoods Plan. Many of the strategies rely on the implementation of the National Western Center.

In the Unique Elyria and Swansea chapter the following strategies apply to the National Western:

- A.2** Promote Heritage Tourism and historic integration
- A.5** Establish National Western Center’s Identity

In the Strong Elyria and Swansea chapter the following strategies apply to the National Western:

- B.8** Establish maximum building heights to support a variety of land uses and community places and to accommodate the redevelopment of the National Western Center. The building heights map on the following page indicates up to 8 stories transitioning height down to Brighton Blvd. The CMP-NWC allows up to 150 feet in height but does not limit the number of stories, similar to other Campus zone districts in the Denver Zoning Code. The proposed zoning does require a transition in height to 70 feet and up to five stories along Brighton Blvd.
- B.12** Encourage development of key opportunity sites, including the Denver Public Schools site directly across the street from the National Western Center Station, sites in closest proximity to the NWC station, and calls for redeveloping the National Western Center.

The future land use recommendation for the subject site is Entertainment, Cultural, Exhibition as defined by Blueprint Denver.

In the Connected Elyria and Swansea chapter, the following strategies apply to the National Western:

- C.4** Rebuild the Marion St. and BNSF Underpass
- C.5** Explore relocation and/or consolidation of the Denver Rock Island Railroad (DRI)
- C.8** Connect 49th Ave. from High St. to Brighton Blvd.
- C.9** Introduce new street connections between Elyria and Globeville
- C.10** Realign National Western Dr. between 46th Ave and Race Ct.
- C.17** Re-build Brighton Boulevard
- C.38** Evaluate Parking Patterns

In the Healthy Elyria and Swansea chapter the following strategies apply to the National Western:

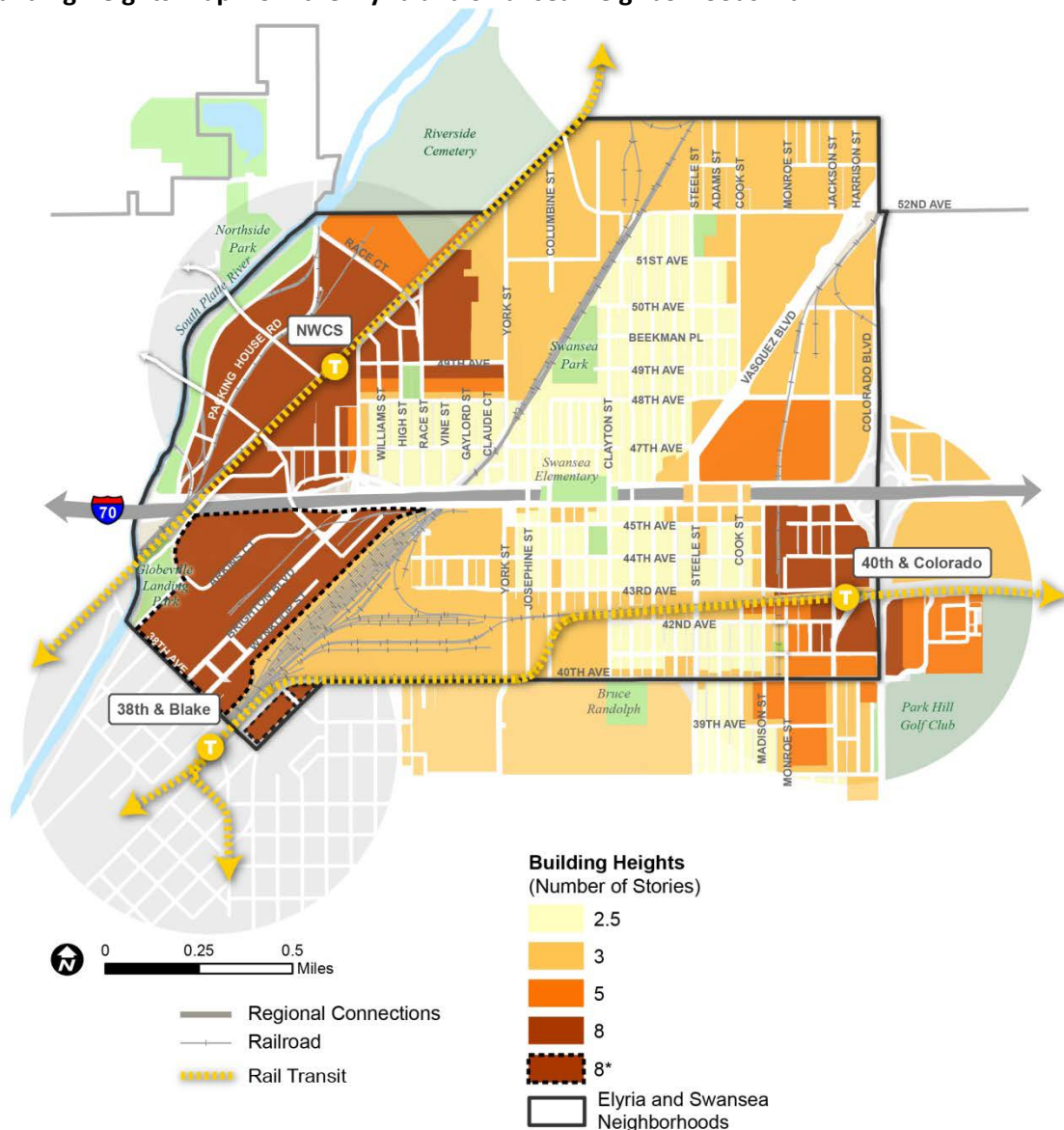
- D18.** Increase Food Access at the NWC

In the Character Area Strategies and Transformative Projects chapter, one of the Character Areas is the National Western Center and Station Area. From that section the following strategies apply to the National Western:

E.29 Target TOD Opportunities Adjacent to the Station

The CMP-NWC map amendment is consistent with the objectives and strategies of the Elyria and Swansea Neighborhoods Plan by enabling the National Western Center to develop, and therefore putting in motion many of the unique, strong, connected, and healthy recommendations.

Future Building Heights Map from the Elyria and Swansea Neighborhoods Plan



E. National Western Center Master Plan – 2015

The Campus - National Western Center map amendment is consistent with and progresses the implementation of the National Western Center Master Plan, including the following:

“Flexible, Year-Round Programs to Drive New Tourism - Create flexible, efficient, vibrant indoor and outdoor spaces that allow various uses throughout the year, including markets, offices, restaurants, retail, festivals, and the Stock Show.

Provide a variety of programs—educational, recreational, commercial, competitions, entertainment, visual and performing arts—for neighbors and local to global visitors.

Provide hands-on, informal and formal educational programs for families, students, and life-long learners.

Build off the history and heritage of the site, while highlighting innovation, particularly in food, energy, and water use.

Pursue long-term opportunities to create new programs, spaces, and partnerships.”

“Foster Regeneration - Create a center to respond to global challenges around food, water, energy and the environment - Improve, restore and enhance the site and its surroundings ecologically, economically and socially.

Create long term work spaces and job opportunities”

The CMP-NWC map amendment is consistent with objectives and strategies of the National Western Center Master Plan by allowing for the variety of envisioned program elements, by allowing uses that will contribute to its year-round use, and allowing uses that will help meet the net zero waste, water, and energy goals.

2. The proposed Map Amendment Results in Uniformity of District Regulations and Restrictions

This map amendment will result in uniform regulations applicable to all new buildings and uses within land mapped CMP-NWC.

3. The proposed Map Amendment Furthers the Public Health, Safety and Welfare

This map amendment furthers the public health, safety, and general welfare of Denver residents as they provide for implementation and revitalization of the National Western Center as identified in the City’s Adopted Plans.

4. Justifying Circumstances

The Justifying Circumstance for the proposed map amendment is “the land or its surrounding environs has changed or is changing to such a degree that it is in the public interest to encourage a redevelopment of the area or to recognize the changed character of the area.” (DZC Section 12.4.10.14.A.4) The multiple adopted plans mentioned above, including the recently-adopted National Western Center Master Plan and the Globeville and Elyria-Swansea neighborhood plans, call for a total transformation and re-imagination of the National Western Center Campus. The proposed zoning

recognizes and implements the desired change established in the adopted plans. The partnerships that have been created and the funding that is being sought signal a changing environment. This site is designated as an Area of Change in Blueprint Denver. The changes and new investment occurring in the surrounding area justify zoning that will encourage redevelopment.

5. Consistency with Neighborhood Context Description, Zone District Purpose and Intent

The proposed map amendment would lead to development that is consistent with the Campus Context description, and the purpose and intent of the CMP-NWC Zone District. The CMP-NWC district is specifically intended to implement the land use and development objectives in the National Western Center Master Plan. The building form standards for this district are intended to allow the flexible placement of multiple building types within the boundaries of the campus while providing compatible height transitions to adjacent communities. This district also is intended to accommodate the unified treatment of master planned campus elements, internal pedestrian walkways and connections, indoor and outdoor recreational facilities, open plazas and green spaces, signage, and site landscaping while implementing the community and neighborhood integration guiding principles identified in the National Western Center Master Plan.

V. CPD Recommendation

Based on the review criteria for a map amendment stated in the Denver Zoning Code (DZC), Section 12.4.10 (Map Amendment), CPD staff recommends that City Council approve the rezoning of certain properties within the area known as the National Western Center, which properties are shown on the map on page 2 above, from their current industrial and Campus-Entertainment zone districts with the Billboard Use Overlay (I-B, UO-2; I-MX-3, UO-2; CMP-ENT, UO-2) to the Campus-National Western Center (CMP-NWC) zone district with the Billboard Use Overlay (UO-2).

VI. Attachments

1. Map of the proposed Campus-National Western Center Map Amendment.

