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TO: Denver City Council Land Use, Transportation, and Infrastructure Committee
FROM: Chelsea Bennouna, Senior City Planner
DATE: June 15, 2023
RE: Official Zoning Map Amendment Application #2022I-00119

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends that the Land Use, Transportation, and Infrastructure Committee move Application #2022I-00119 forward for consideration by the full City Council.

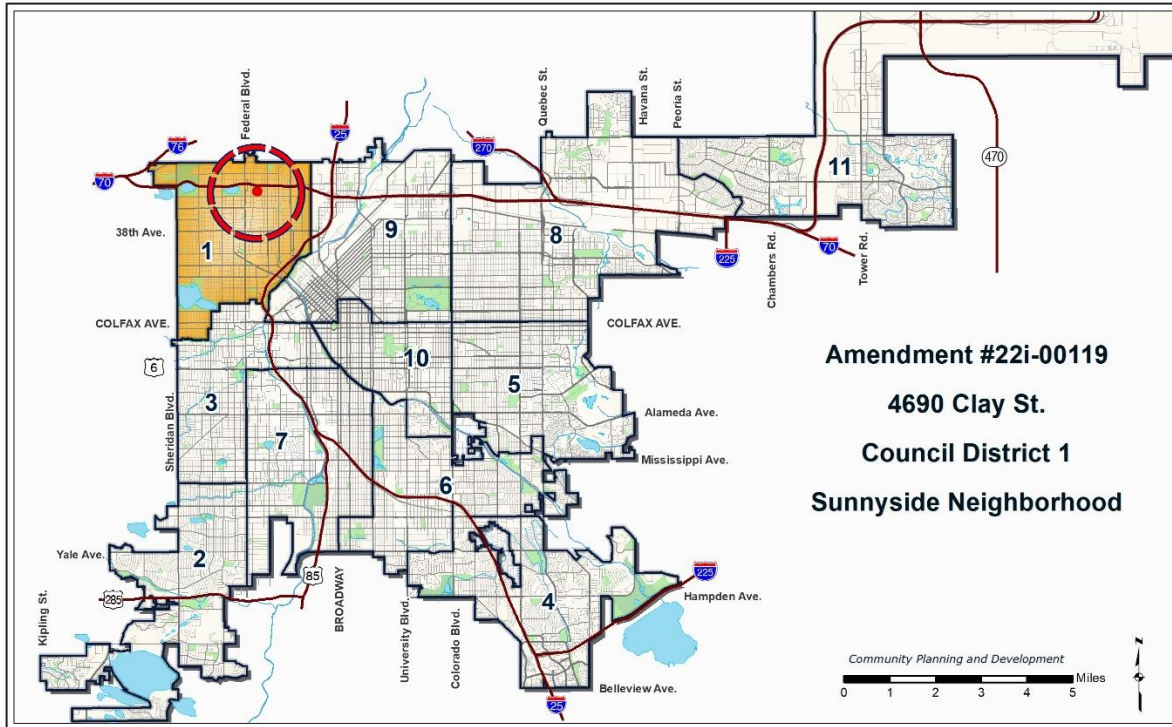
Request for Rezoning

Address: 4690 N Clay Street
Neighborhood/Council District: Sunnyside / Council District 1 – Amanda Sandoval
RNOs: Inter-Neighborhood Cooperation (INC), Strong Denver, Sunnyside United Neighbors Inc, Unite North Metro Denver
Area of Property: 6,250 square feet or 0.14 acres
Current Zoning: U-SU-C, CO-7
Proposed Zoning: U-SU-C1, CO-7
Property Owner(s) Representative: Collin C. Kemberlin / Kemberlin Architecture
Property Owner(s): Michael Lofgren and Katherine Anderson

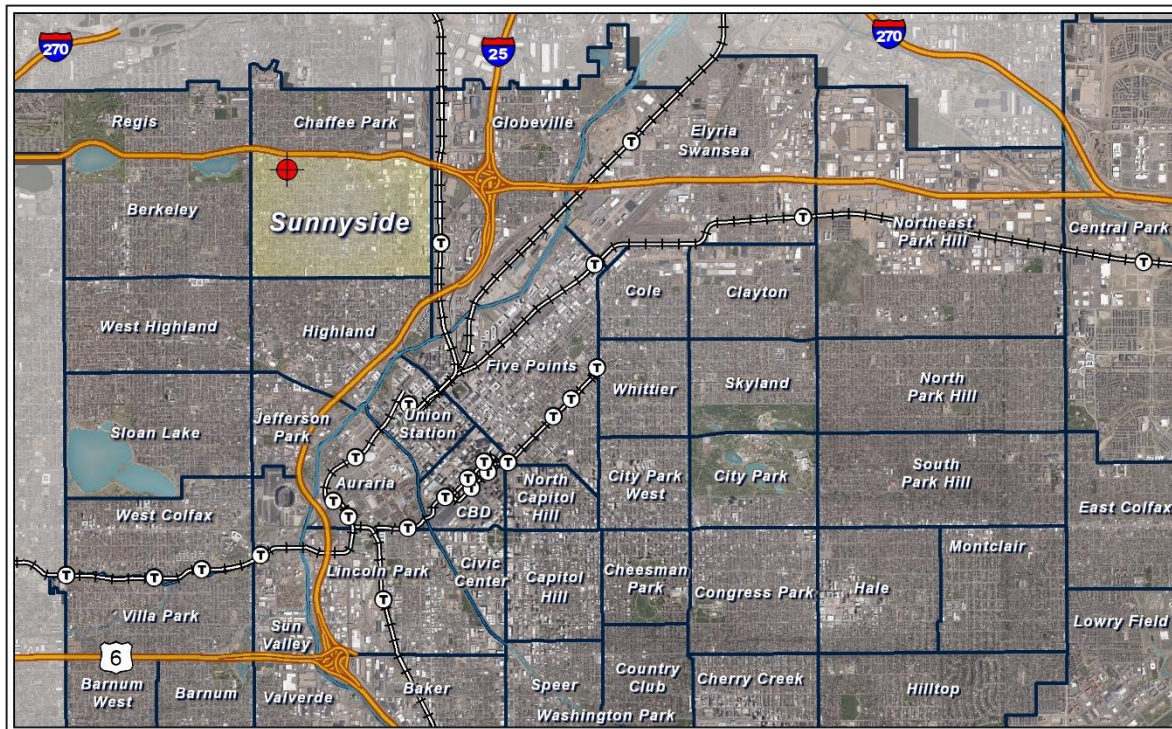
Summary of Rezoning Request

- The subject property contains a single-unit home built in 1947 on a corner lot at the southeast intersection of West 47th Avenue and North Clay Street in the Sunnyside neighborhood.
- The property owner is proposing to rezone the property to allow an accessory dwelling unit (ADU).
- The proposed U-SU-C1, Urban, Single-Unit, C1 (5,500 square feet minimum zone lot size allowing accessory dwelling units (ADUs)), CO-7 (Sunnyside Conservation Overlay District) zone district is intended for use in the Urban Neighborhood Context which is characterized by single-unit and two-unit uses. Single-unit residential uses are typically located along local and arterial streets and structures are usually the Urban House building form. The maximum height of the Urban House building form is 30 to 35 feet for the front 65% of the zone lot, 17 to 19 feet in the rear 35% of the zone lot. The Detached Accessory Dwelling Unit form can be a maximum height of 24 feet. Further details of the requested zone district can be found in the proposed zone district section of the staff report (below) and in Article 5 of the Denver Zoning Code (DZC).

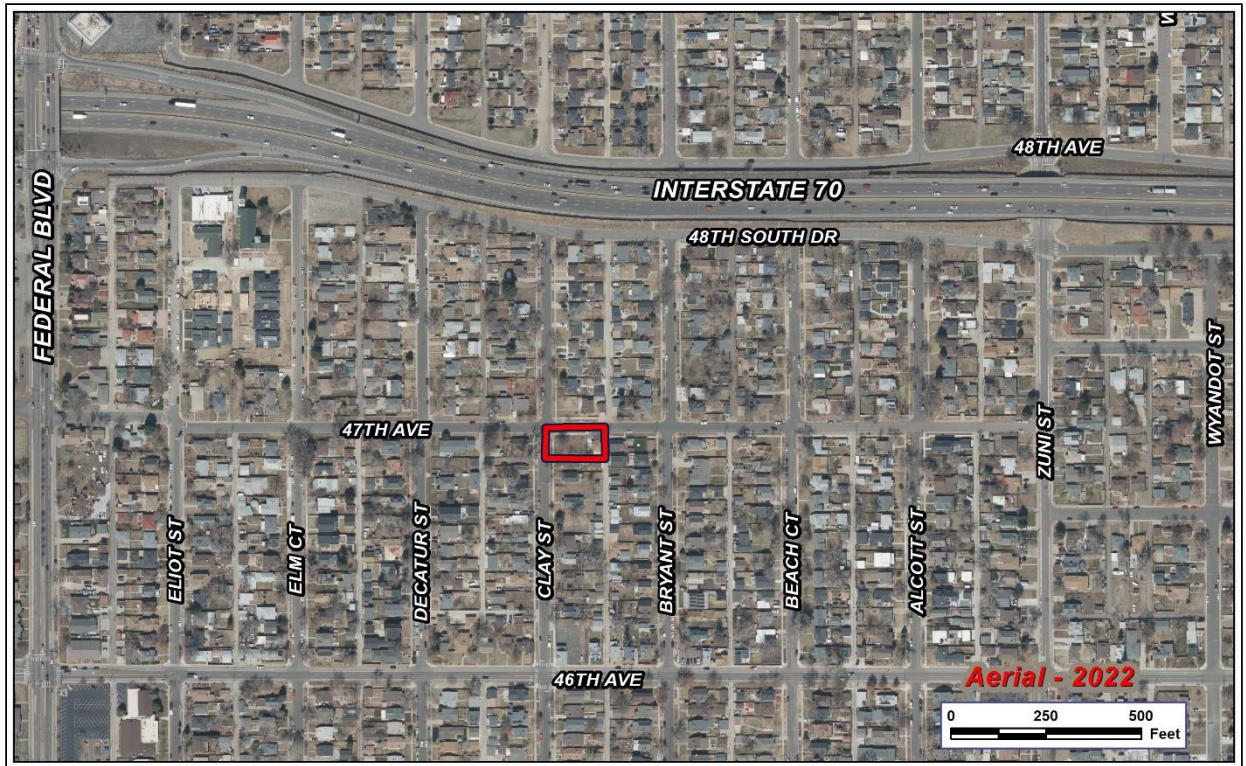
City Location



Neighborhood Location - Sunnyside



1. Existing Context



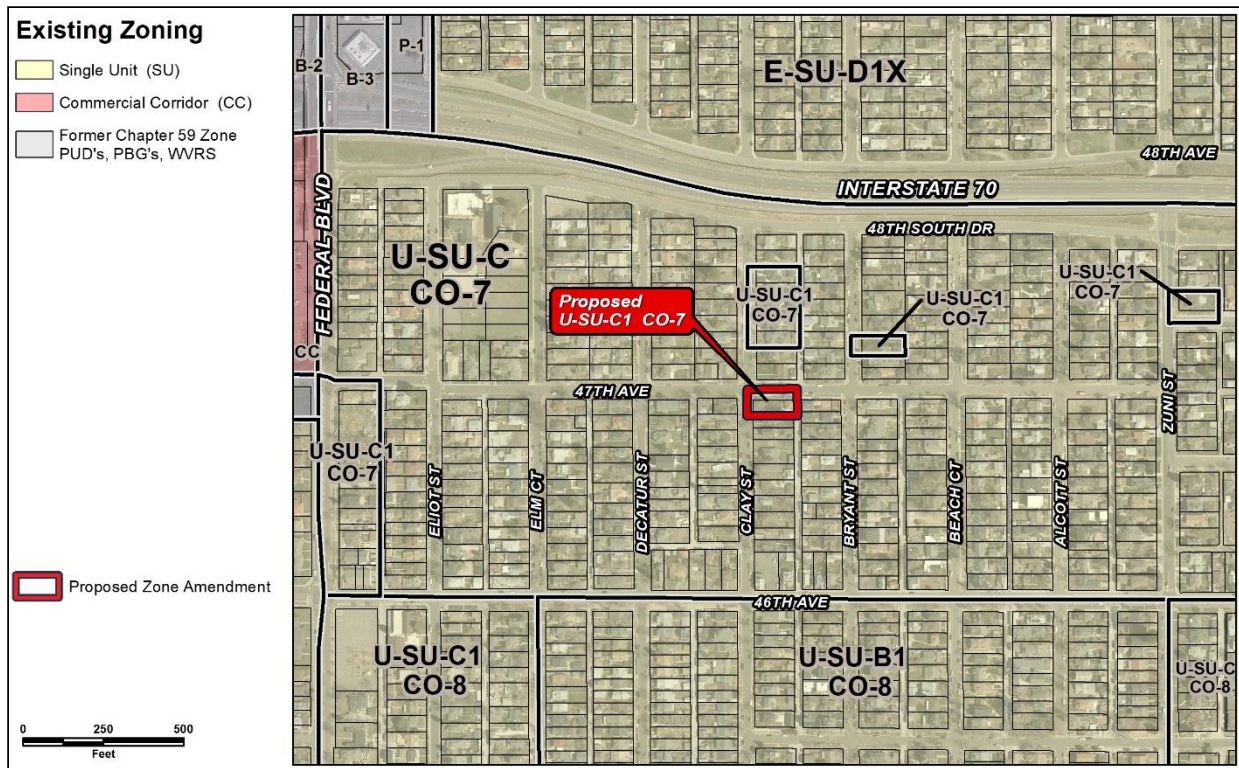
The subject property is in the Sunnyside statistical neighborhood, which is characterized mostly by single-unit residential uses, with some two-unit residential uses nearby. Generally, there is a pattern of rectangular blocks in a street grid pattern with alley access. The subject property is four blocks west of Zuni Street and four blocks east of Federal Boulevard. RTD Bus Route 52 runs north-south along Zuni Street, and RTD Bus Route 31 runs north-south along Federal Boulevard. Both routes have bus stops at the intersection of West 47th Avenue, directly east and west, respectively, of the subject property. The subject property is also approximately one block south of Interstate 70.

The following table summarizes the existing context proximate to the subject site:

	Existing Zoning	Existing Land Use	Existing Building Form/Scale	Existing Block, Lot, Street Pattern
Site	U-SU-C, CO-7	Single-unit Residential	1 story house on N Clay Street	Generally regular grid of streets. Interstate 70 located one block to the north, resulting in limited north-south connections. Block sizes and shapes are consistent
North	U-SU-C, CO-7	Single-unit Residential	1 story house with detached garage on N Clay Street	
South	U-SU-C, CO-7	Single-unit Residential	1.5 story house with detached garage on N Clay Street	
East	U-SU-C, CO-7	Single-unit Residential	1 story house on N Bryant Street	

	Existing Zoning	Existing Land Use	Existing Building Form/Scale	Existing Block, Lot, Street Pattern
West	U-SU-C, CO-7	Single-unit Residential	1 story house on N Clay Street	and rectangular. Detached sidewalks with tree lawns and existing alleys. Detached garages and on-street vehicle parking.

2. Existing Zoning

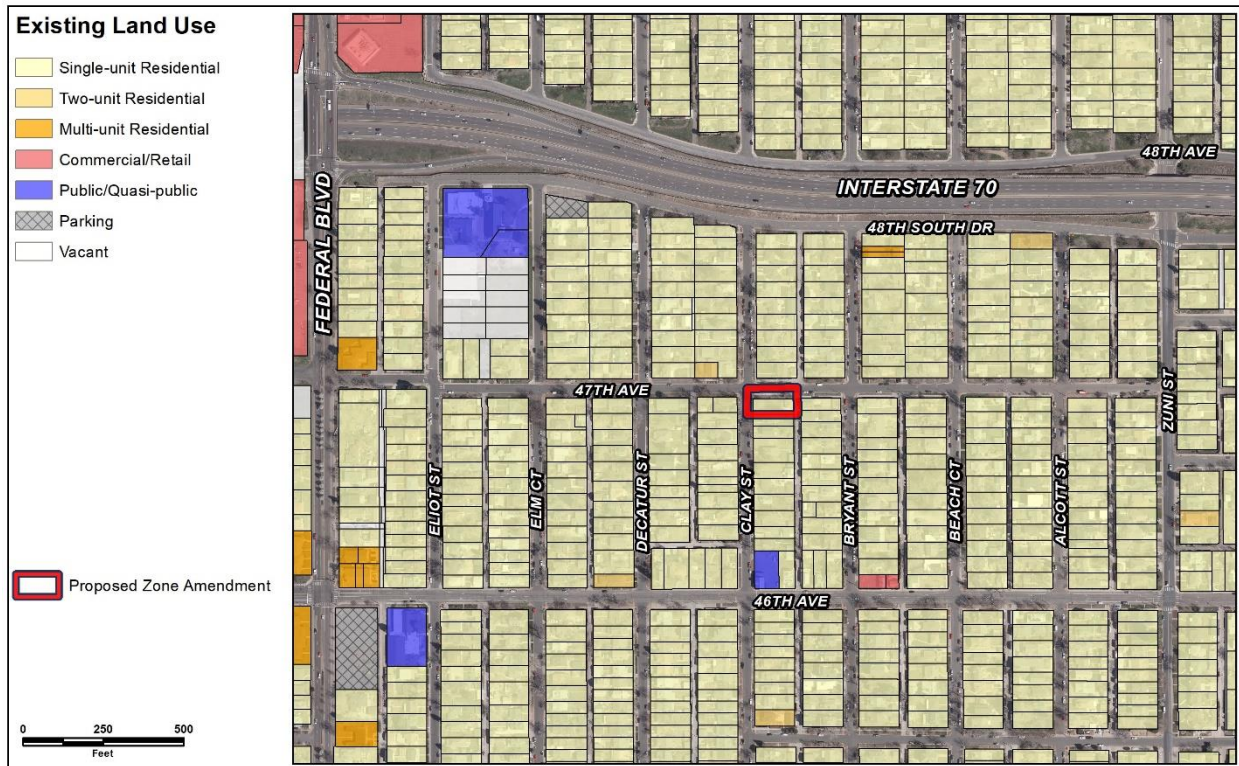


The U-SU-C, CO-7 zone district is a single-unit residential district allowing only the Urban House primary building form on a minimum zone lot of 5,500 square feet. The maximum allowed height is 2.5 stories or 30 to 35 feet in the front 65% of the zone lot, 1 story and 17 to 19 feet in the rear 35% of the zone lot. It allows two accessory structure forms: Detached Garage and Other Detached Accessory Structure with a maximum height of 15 to 17 feet. The intent of the district is to promote and protect residential neighborhoods within the character of the Urban Neighborhood Context.

The Sunnyside Conservation Overlay (CO-7) zone district was adopted in 2023 and promotes conservation of the mass, scale, and other design characteristics of residential neighborhoods within single unit (SU) or two unit (TU) Underlying Zone Districts in the Sunnyside neighborhood. It is intended

to encourage development that is context-sensitive in scale and mass, and incorporates compatible roof forms through the application of Building Height Standards and Design Elements Standards. Additionally, it seeks to ensure a rhythm of Unenclosed Porches along the street is maintained and that a required Unenclosed Porch along the Primary Street provides a scale transition from the primary building mass to the street through the application of Supplemental Design Standards.

3. Existing Land Use Map



4. Existing Building Form and Scale (all images from Google Maps)



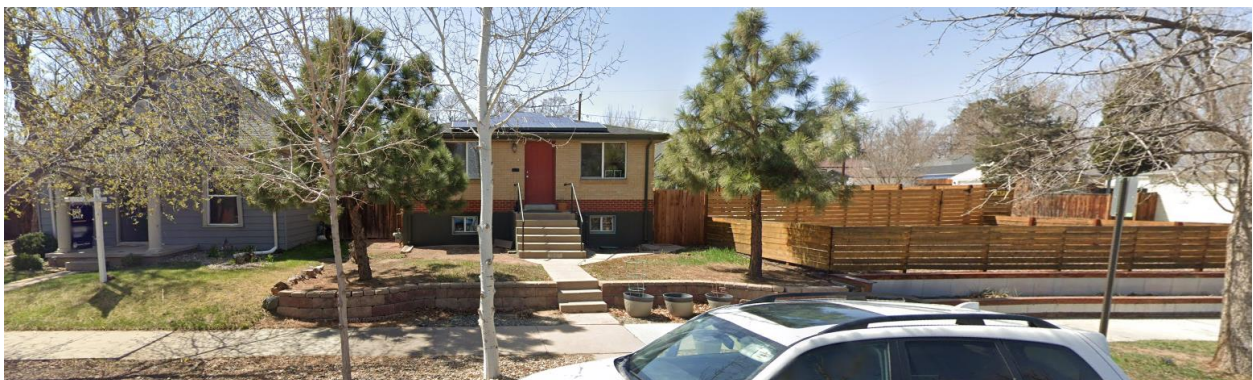
Subject Site - View of the subject property, looking west.



North - View of the properties to the north, looking west.



South - View of properties to the south, looking west.



East - View of properties to the east (across the alley, on N. Bryant St.), looking east.

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West – View of the properties to the west, looking east.

Proposed Zoning

The U-SU-C1, CO-7 is a single-unit zone district with a minimum zone lot of 5,500 square feet that allows only an Urban House primary building form. A variety of residential and civic uses are permitted as primary uses in the U-SU-C1, CO-7 district. Compared to the U-SU-C, CO-7 district, U-SU-C1, CO-7 introduces the accessory dwelling unit use and Detached Accessory Dwelling Unit (DADU) building form. The Detached Accessory Dwelling Unit building form has a maximum height of 1.5 stories or 24 feet. A bulk plane that rises 10 feet vertically from the side interior or side street zone lot line, then slopes 45 degrees also applies to the DADU building form. This form also allows an exemption from the 37.5% building coverage standard allowing the lesser of 50% or 500 square feet.

The building forms allowed in the existing zone district and the proposed zone district are summarized below.

Design Standards	U-SU-C, CO-7 (Existing)	U-SU-C1, CO-7 (Proposed)
Primary Building Forms Allowed	Urban House	Urban House
Maximum Height in Stories/Feet, Front 65% of Zone Lot*	2.5 stories / 35 feet	2.5 stories / 35 feet
Maximum Height in Stories/Feet, Rear 35% of Zone Lot	1 story / 17-19 feet	1 story / 17-19 feet
DADU Maximum Height in Stories/Feet	DADUs not permitted	1.5 stories / 24 feet
Zone Lot (Min.)	5,500 square feet	5,500 square feet
Zone Lot Width (Min.)	50 feet	50 feet
Primary Street Block Sensitive Setback Required / If not	Yes / 20 feet	Yes / 20 feet
Side Street Setback (Min.)*	5 feet	5 feet
Side Interior Setback (Min.)*	5 feet	5 feet
Rear Alley / No Alley	12 feet / 20 feet	12 feet / 20 feet
DADU Rear Setback	DADUs not permitted	5 feet
Building Coverage per Zone Lot including all accessory structures (Max.), not including exceptions	37.5 %	37.5%
Detached Accessory Building Forms Allowed	Detached Garage, Other Detached Accessory Structures	Detached Accessory Dwelling Unit, Detached Garage, Other Detached Accessory Structures

*Based on subject property width of 50 feet

Summary of City Agency Referral Comments

As part of the DZC review process, the rezoning application is referred to potentially affected city agencies and departments for comment. A summary of agency referral responses follows:

Assessor: Approved – No Response.

Asset Management: Approved – No Comments.

Denver Public Schools: Approved – No Response.

Development Services – Fire: Approved – No Comments.

Development Services – Transportation: Approved – No Response.

Parks and Recreation: Approved – No Comments.

Development Services – Project Coordination: Approved – No Response.

Development Services – Wastewater: Approved – See Comments Below.

There is no objection to the rezone. Upon rezoning applicant will need to obtain a building permit for each structure. Independent sanitary service lines may be required, historical drainage paths must be maintained. Window wells and basement egress thresholds must meet finished floor elevation requirements. Denver standard is 24-inches above adjacent street flow line without additional engineering studies. Minimum swale slopes are 2% softscape, 1% hardscape. Approval of this rezone on behalf of Wastewater does not state, or imply, public storm/sanitary infrastructure can, or cannot, support the proposed zoning. Commitment to serve proposed structure will be based on permit issuance.

Public Health and Environment: Approve Rezoning Only – Will require additional information at Site Plan Review.

Denver Department of Public Health & Environment – Division of Environmental Quality (EQ) does not guarantee approval of any proposed development project at this site by providing a response to this Official Map Amendment Referral Agency Review Request. Future development is subject to existing land use controls and other environmental requirements in accordance with applicable local, state, and federal environmental regulations and statutes. EQ recommends the Property Owner conduct an environmental site assessment to determine the potential presence, nature, and extent of possible contamination on the site and to identify specific cleanup needs associated with future development. EQ may have additional information about localized potential environmental concerns at the site. However, providing such information about a specific site is beyond the scope of these zoning application comments.

Department of Transportation & Infrastructure – City Surveyor: Approved – See Comments Below.

See approved Legal Description:

LAND DESCRIPTION (PER DEED REC NO. 2020028896)
LOTS 1 AND 2, BLOCK 2, HOMERS ADDITION, LOCATED IN THE NORTHEAST ¼ OF SECTION 20
TOWNSHIP 3 SOUTH, RANGE 68 WEST OF THE 6TH P.M.
CITY AND COUNTY OF DENVER, STATE OF COLORADO

Public Review Process

	Date
CPD informational notice of receipt of the rezoning application to all affected members of City Council, registered neighborhood organizations, and property owners:	3/28/2023
Property legally posted for a period of 15 days and CPD written notice of the Planning Board public hearing sent to all affected members of City Council, registered neighborhood organizations, and property owners:	5/2/2023
Planning Board Public Hearing:	5/17/2023
CPD written notice of the Land Use, Transportation and Infrastructure Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten working days before the meeting:	6/9/2023
Land Use, Transportation and Infrastructure Committee of the City Council:	6/20/2023
Property legally posted for a period of 21 days and CPD notice of the City Council public hearing sent to all affected members of City Council and registered neighborhood organizations (tentative) :	7/24/2023
City Council Public Hearing (tentative) :	8/14/2023

- **Registered Neighborhood Organizations (RNOs)**
 - To date, staff has not received comment letters from Registered Neighborhood Organizations.
- **Other Public Comment**
 - To date, staff has not received any comment letters from the public.

Criteria for Review / Staff Evaluation

The criteria for review of this rezoning application are found in DZC, Sections 12.4.10.7 and 12.4.10.8, as follows:

DZC Section 12.4.10.7

1. Consistency with Adopted Plans
2. Uniformity of District Regulations and Restrictions
3. Public Health, Safety and General Welfare

DZC Section 12.4.10.8

1. Justifying Circumstances
2. Consistency with Neighborhood Context Description, Zone District Purpose and Intent Statements

1. Consistency with Adopted Plans

The following adopted plans apply to this application:

- Denver Comprehensive Plan 2040 (2019)
- Blueprint Denver (2019)
- Sunnyside Neighborhood Plan (1992)

Denver Comprehensive Plan 2040

The proposed rezoning is consistent with many of the adopted *Denver Comprehensive Plan 2040* strategies, including:

- Equitable, Affordable and Inclusive Goal 2, Strategy A – “Create a greater mix of housing options in every neighborhood for all individuals and families” (p. 28).

U-SU-C1, CO-7 allows for an additional dwelling unit that is accessory to the primary single-unit dwelling use and introduces a new housing type to a largely single-unit neighborhood. Accessory dwelling units can provide housing for individuals or families with different incomes, ages, and needs compatible with the single-unit homes that characterize most of the Sunnyside neighborhood.

- Strong and Authentic Neighborhoods Goal 1, Strategy B – “Ensure neighborhoods offer a mix of housing types and services for a diverse population” (p. 34).

The proposed rezoning would allow infill development appropriate for the surrounding neighborhood that broadens the range of housing types available.

- Environmentally Resilient Goal 8, Strategy A – “Promote infill development where infrastructure and services are already in place” (p. 54).

The proposed map amendment will allow an additional housing unit on the site of an existing single-unit home where infrastructure and services such as water, stormwater, and streets already exist. This allows Denver to grow responsibly and promotes land conservation.

Blueprint Denver

Blueprint Denver was adopted in 2019 as a supplement to *Comprehensive Plan 2040* and establishes an integrated framework for the city's land use and transportation decisions. *Blueprint Denver* identifies the subject property as part of a Residential Low place within the Urban Edge Neighborhood Context and provides guidance on the future growth strategy for the city.

Blueprint Denver Future Neighborhood Context

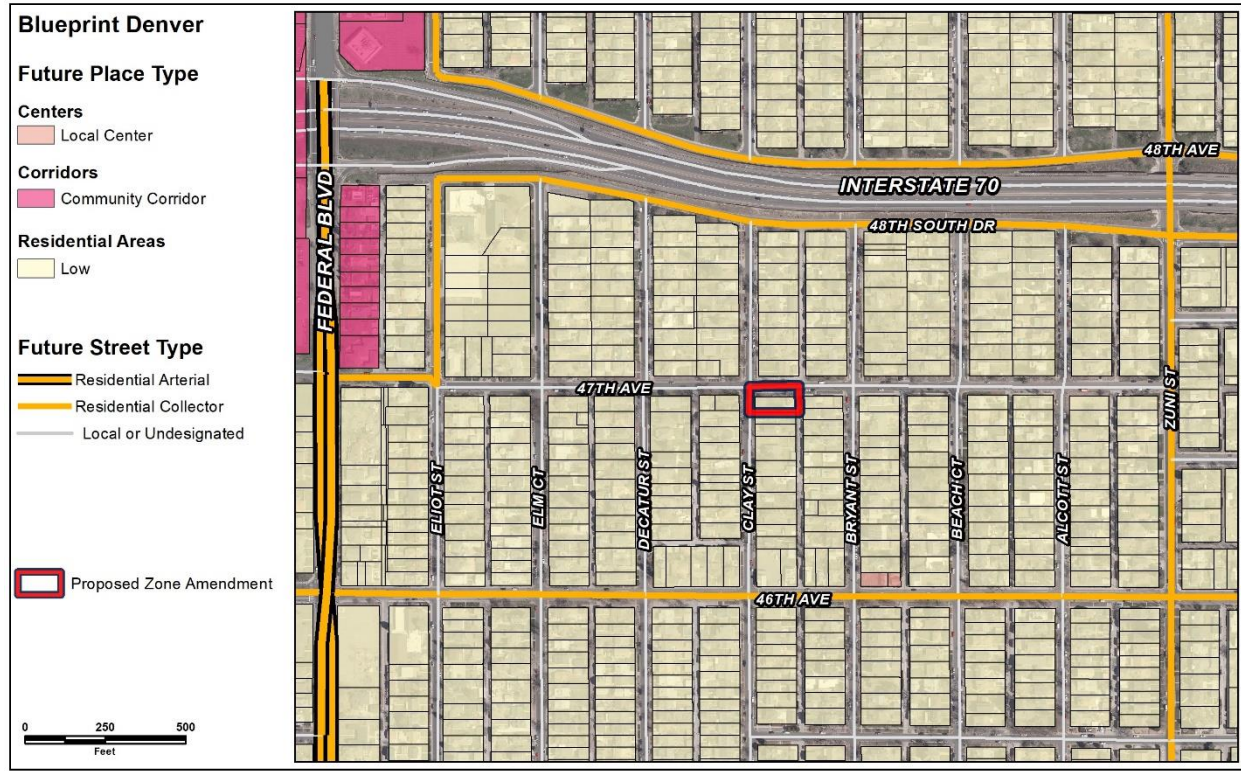


In *Blueprint Denver*, future neighborhood contexts are used to help understand differences between land use, built form, and mobility at a high scale, between neighborhoods. The subject site is shown on the context map as Urban neighborhood context, the description of which is used to guide appropriate zone districts (p. 66). The Urban neighborhood context is described as containing “small multi-unit residential and low-intensity mixed-use buildings typically embedded in single-unit and two-unit residential areas” with grid block patterns and alley access (p. 222).

U-SU-C1, CO-7 is a zone district within the Urban neighborhood context in the Denver Zoning Code. The Urban residential zone districts are “intended to promote and protect residential neighborhoods within the character of the Urban Neighborhood Context” and “the building form standards, design standards and uses work together to promote desirable residential areas” (DZC 5.2.2.1). U-SU-C1, CO-7 is consistent with the Blueprint future neighborhood context of Urban because it will promote the

residential character by allowing single-unit residential uses with a low-scale accessory dwelling unit that will be compatible with the existing residential area.

Blueprint Denver Future Place

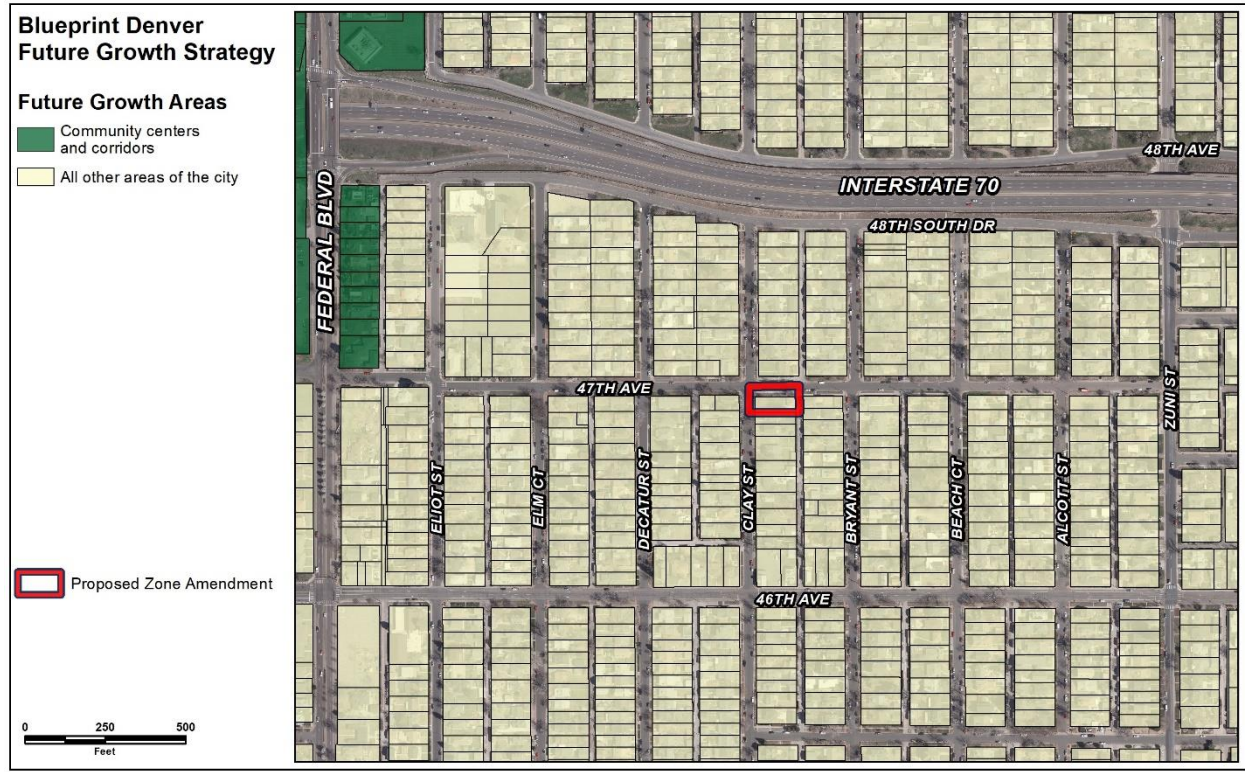


The subject site is designated within a Low Residential future place type on the Blueprint Denver Future Place map. This place type is “predominately single- and two-unit uses on smaller lots. Accessory dwelling units and duplexes are appropriate and can be thoughtfully integrated where compatible,” and “building heights are generally up to 2.5 stories in height” (p. 230). U-SU-C1, CO-7 is a single-unit residential zone district that allows for an additional dwelling unit accessory to a primary single-unit residential use, which is consistent with the Low Residential future place type description. It allows the Urban House building form, which has a maximum height of 2.5 stories, also consistent with the Future Place designation.

Blueprint Denver Street Types

In *Blueprint Denver*, street types work together with the future place to evaluate the appropriateness of the intensity of the adjacent development (p. 67). *Blueprint Denver* classifies North Clay Street and West 47th Avenue as Local Future Street Type, along which the land use and built form is described as, “most often characterized by residential uses” (p. 160). The proposed U-SU-C1, CO-7 district is consistent with this description because it allows for primarily residential uses.

Blueprint Denver Growth Strategy



Blueprint Denver's growth strategy map is a version of the future places map, showing the aspiration for distributing future growth in Denver (p. 51). The subject property is part of the "All other areas of the city" growth area. These areas anticipate experiencing around 20% of new housing growth and 10% of new employment growth by 2040" (p. 51). This growth area is "mostly residential areas with embedded local centers and corridors, take a smaller amount of growth intended to strengthen the existing character of our neighborhoods" (p. 49). The proposed map amendment to U-SU-C1, CO-7 will allow low-intensity growth to the number of households in this area by allowing an accessory dwelling unit and is therefore consistent with the growth strategy.

Blueprint Denver Strategies

Blueprint Denver provides additional recommendations related to rezoning to allow for ADUs.

- Policy 4 Strategy E - A citywide approach to enable ADUs is preferred. Until a holistic approach is in place, individual rezonings to enable ADUs in all residential areas, specifically where proximate to transit, are appropriate. Unless there is a neighborhood plan supporting ADUs, rezonings should be small in area in order to minimize impacts to the surrounding residential area (p. 84).

In this case, the requested rezoning is a single lot in a residential area within walking distance of a bus route. This rezoning to an ADU zone district will have minimal impacts on the surrounding neighborhood and is consistent with *Blueprint Denver* recommendations.

Sunnyside Neighborhood Plan

The Sunnyside Neighborhood Plan was initially adopted in 1992, re-adopted in 2000, and re-published in 2002. The plan is silent on Accessory Dwelling Units and contains only a single Housing-related goal: “Stabilize and upgrade the housing stock by encouraging long term residency and increasing home-ownership.” The proposed map amendment is consistent with this plan goal, as construction of an ADU will provide the opportunity for additional long-term residency in the neighborhood.

2. Uniformity of District Regulations and Restrictions

The proposed rezoning to U-SU-C1, CO-7 will result in the uniform application of zone district building form, use and design regulations.

3. Public Health, Safety and General Welfare

The proposed official map amendment furthers the public health, safety, and general welfare of the city through implementation of the city’s adopted land use plan which recommends “the expansion of accessory dwelling units throughout all residential areas” (*Blueprint Denver* p. 84). The proposed rezoning would also provide the benefit of an additional housing unit that is compatibly integrated into the surrounding neighborhood.

4. Justifying Circumstance

The application identifies the adoption of *Blueprint* as the Justifying Circumstance under DZC Section 12.4.10.8.A.4, “Since the date of the approval of the existing Zone District, there has been a change to such as degree that the proposed rezoning is in the public interest. Such a change may include: Changed or changing conditions in a particular area, or in the city generally; or a city adopted plan; or that the city adopted the Denver Zoning Code and the property retained Former Chapter 59 zoning.”

As discussed above, *Blueprint Denver* specifically recommends the city diversify housing choice through the expansion of accessory dwelling units throughout all residential areas. The plan was adopted after the date of approval of the existing zone district. Therefore, this is an appropriate justifying circumstance for the proposed rezoning.

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

The requested U-SU-C1, CO-7 zone district is within the Urban Neighborhood Context. The neighborhood context is “primarily characterized by single-unit and two-unit residential uses” and “single-unit residential structures are typically the Urban House building form” (DZC, Section 5.1.1). These areas consist of “regular pattern of block shapes” and “a consistent presence of alleys” (DZC, Section 5.1.2). The Sunnyside neighborhood consists of mostly single and two-unit residential uses in rectangular blocks with alley access. The proposed rezoning to U-SU-C1, CO-7 is consistent with the neighborhood context description.

The general purpose of residential zone districts in this context is “to promote and protect residential neighborhoods within the character of the Urban Neighborhood Context. The building form standards, design standards, and uses work together to promote desirable residential areas. Common residential characteristics are recognized but variation is accommodated” (DZC, Section 5.2.2). The proposed U-SU-C1, CO-7 district is consistent with the context description and the zone district general purpose because it will help preserve the existing single-unit use, form, and streetscape of the immediate area while allowing a small-scale ADU in the rear yard.

The specific intent of the U-SU-C1, CO-7 zone district is “a single unit district allowing urban houses and detached accessory dwelling units with a minimum zone lot area of 5,500 square feet. Blocks typically have a consistent pattern of 50-foot-wide lots. Setbacks and lot coverage standards accommodate front and side yards similar to U-SU-C, CO-7 but allowing a detached accessory dwelling unit building form in the rear yard” (DZC, 5.2.2.2.H.) The subject site is in an area where Urban houses 50-foot wide lots are common. The site at 4690 N Clay St. is 6,250 square feet with a width of 50 feet. The adopted plan direction recommends allowing detached accessory dwelling units. Therefore, rezoning this site would be consistent with the specific intent of the zone district.

The specific intent of the Sunnyside Conservation Overlay (CO-7) zone district is to “promote conservation of the mass, scale, and other design characteristics of residential neighborhoods within single unit (SU) or two unit (TU) Underlying Zone Districts in the Sunnyside neighborhood. It is intended to encourage development that is context-sensitive in scale and mass, and incorporates compatible roof forms through the application of Building Height Standards and Design Elements Standards” (DZC, 9.4.3.12.) The proposed U-SU-C1, CO-7 district is consistent with the description and intent of the conservation overlay because it will preserve the form of the primary residential unit while allowing a small-scale ADU in the rear yard that will conform to design standards developed for this context.

Attachments

1. Application