

Plan Implementation

201 W Colfax Ave, Dept 205 Denver, CO 80202

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www.denvergov.org/planning



TO: Denver City Council

FROM: Chris Gleissner, Senior City Planner

**DATE:** October 10, 2011

RE: Zoning Map Amendment Application #2011I-00007

3155 E 1st Avenue from PUD #151 to C-CCN

#### **Staff Report and Recommendation**

Based on the criteria for review including legal basis evaluation and compliance with adopted City plans, Staff recommends approval for application #2011I-00007 for a rezoning from **PUD** #151 to C-CCN.

#### I. Scope of Rezoning

Application: **#2011I-00007** 

Address: 3155 E 1<sup>st</sup> Avenue
Neighborhood/Council District: Council District #10

RNOs: Capitol Hill United Neighborhoods, Inc., Cherry Creek

East Association, Cherry Creek North Business

Improvement District, Cherry Creek North Neighborhood

Association, Cherry Creek Steering Committee, CommUNITY Renaissance Neighbors, Harman

Neighborhood Association, Inc., Neighborhood Advisory Committee to the Botanic Gardens, Inter-Neighborhood

Cooperation

Area of Property: Approximately 11,615 SF/0.266 acres

Current Zoning: PUD #151
Proposed Zoning: C-CCN

Applicant/Owner: Wells Fargo Bank

Contact Person: Bob Gollick

#### II. Summary of Proposal

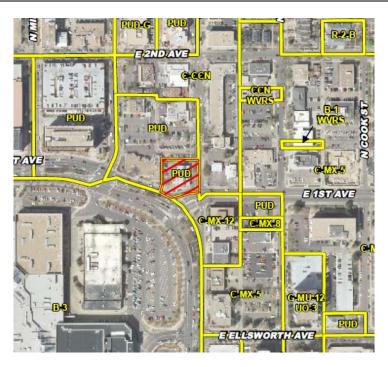
The applicant proposes changing the zoning to C-CCN in order to zone the property consistently with adjacent properties and to allow the current owner to continue to operate as a Banking and Financial Services use.

#### III. Justifying Circumstances



Pursuant to Section 12.4.10.14, requiring justification for the amendment request, the land and the environs has changed or are changing to the degree that it is in the public interest to encourage redevelopment. The subject property is currently a Banking and Financial Services use. Rezoning the site will eliminate an existing PUD and provide a zone district for the site, consistent with surrounding zoning, that allows for future use and redevelopment consistent with surrounding properties.

### IV. Existing Context



	Existing Zoning	Existing Land Use	Blueprint Denver
Site	PUD #151	Saving and Loan as approved in PUD	Regional Center-Area of Change
North	PUD and C-CCN	Retail	Regional Center-Area of Change
South	C-MX-12 and B-3	Retail and Office	Regional Center-Area of Change
West	PUD	Retail and Office	Regional Center-Area of Change
East	C-CCN and C-MX-	Retail and Office	Regional Center-Area of Change

#### V. Summary of Agency Referral Responses

This rezoning has been reviewed for concurrence with the Denver Zoning Code and other applicable City Codes as utilized by the referral agencies listed below.

Development Services: Approved

Denver Fire: Approved Denver Parks: Approved Asset Management: Approved.

#### VI. Public Process & Public Comment

Notice was sent 21 days prior to the City Council Public Hearing.

A letter of non-opposition from the Cherry Creek North Neighborhood Association is included in the application.

#### VII. Criteria for Review / Staff Evaluation

Pursuant to the Denver Zoning Code, Section 12.4.10.13 and 12.4.10.13, there are three criteria for review of all map amendments and two additional review criteria applied to non-legislative map amendments. The first three include:

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

These are explained in the following sections. The remaining two criteria include (*Justifying Circumstances* (explained in Section III above) and *Consistency with Neighborhood Context Description, Zone District Purpose and Intent Statements (elements of the Denver Zoning Code*).

#### Neighborhood Contexts

The Urban Center Neighborhood Context consists of multi-unit residential and mixed-use commercial strips and centers, with moderate to high building heights, a dense urban character, and high levels of access to multi-modal transportation. (Denver Zoning Code Division 7.1)

#### Zone District Purpose

According to the general purpose stated in the Denver Zoning Code, the "C-CCN district promotes development that is in keeping with the existing character, scale and ambience of the existing Cherry Creek North business area and to encourage interesting and attractive architectural design solutions for new developments and to promote pedestrian and shopping activities, particularly at street level" (Section 7.2.5.1). Further details of the specific intent are cited in the application from Denver Zoning Code Section 7.2.5.2.

#### VIII. Consistency with Adopted Plans / Staff Evaluation

The proposal is consistent with adopted plans. Applicable plans for this site include:

- Denver Comprehensive Plan 2000
- Blueprint Denver

#### A. Consistency with the Denver Comprehensive Plan 2000

The proposal is consistent with and positively addresses many Denver Comprehensive Plan strategies, including:

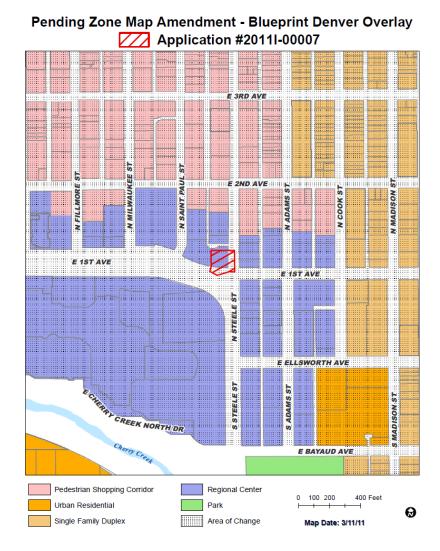
- a. Environmental Sustainability 2-F, 4-A;
- b. Land Use 1-B, 1-C, 3-B, 4-A, 4-B;
- c. Mobility 4-E;
- d. Legacies 3-A, 3-B;
- e. Housing 2-F, 6-A;
- f. Economic Activity 4-B (1st Bullet);

#### B. Consistency with Blueprint Denver

The Blueprint Denver concept land use for this site is Regional Center in an Area of Change.

An ideal regional center has "a balance of retail, employment and residential uses... Cherry Creek is an example of a regional center where a major shopping center is at the core of many other uses concentrated in a small area" (p. 43). A regional center has moderate residential density, major commercial uses, and excellent pedestrian zones that accommodate automobile and transit use equally well (p. 65). "The purpose of 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 short auto trips. Areas of Change are parts of the city where most people agree that development or redevelopment would be beneficial" (p.127). In the Cherry Creek Area of Change, "the neighborhood vision is to continue redeveloping the area in a manner that focuses on livability and produces a well-integrated blend of residential" (p. 134).

According to Blueprint Denver, 1st Avenue is classified as a Mixed Use Collector street and Adams Street is classified as an Undesignated Local street. "Mixed-use streets are located in high-intensity mixed-use commercial, retail and residential areas with substantial pedestrian activity" (p.57).



#### C. Cherry Creek Area Plan

The adopted area plan for this site is the 2000 Cherry Creek Neighborhood Plan. The general land use plan designation is Retail/Office and the site is located within the Commercial District. Recommended policies in this district that could apply to this location include: Broaden and balance the mixture of uses; Balance development with carrying capacity; Create permanent quality; Reinvest in the commercial district; Enhance the distinct character; Enhance the cohesiveness of the district.

General land use recommended policies in the plan include: Broaden the diversity of uses, Encourage further integration of uses, Create compatible edges, Invest in improvements, and Encourage a broad range of neighborhood services and housing types (p. 35-6).

Rezoning Application #**2011I-00007** 3155 E 1<sup>st</sup> Avenue 10/10/11 Page 6

#### D. Allowed Uses and Building Form

The C-CCN district allows a variety of residential, neighborhood-serving and commercial retail uses, and a diverse mix of housing types. Form-based standards and build-to requirements will shape the pedestrian/building edge and help define the 1<sup>st</sup> and Steele intersection when redevelopment is appropriate.

#### IX. Uniformity of District Regulations and Restrictions

The proposed rezoning to C-CCN will result in the uniform application of zone district building form, use and design regulations to all buildings within the subject area.

#### X. Public Health, Safety and General Welfare

The proposed rezoning will bring the property into conformance with adopted City plans and will allow for improved development conditions over the current PUD #151 zone district, thus providing overall improvement for the general public.

#### XI. Planning Board Recommendation

Planning Board reviewed rezoning application #2011I-00007 at their regularly scheduled meeting on August 3, 2011. Planning Board recommended approval of this item on consent.

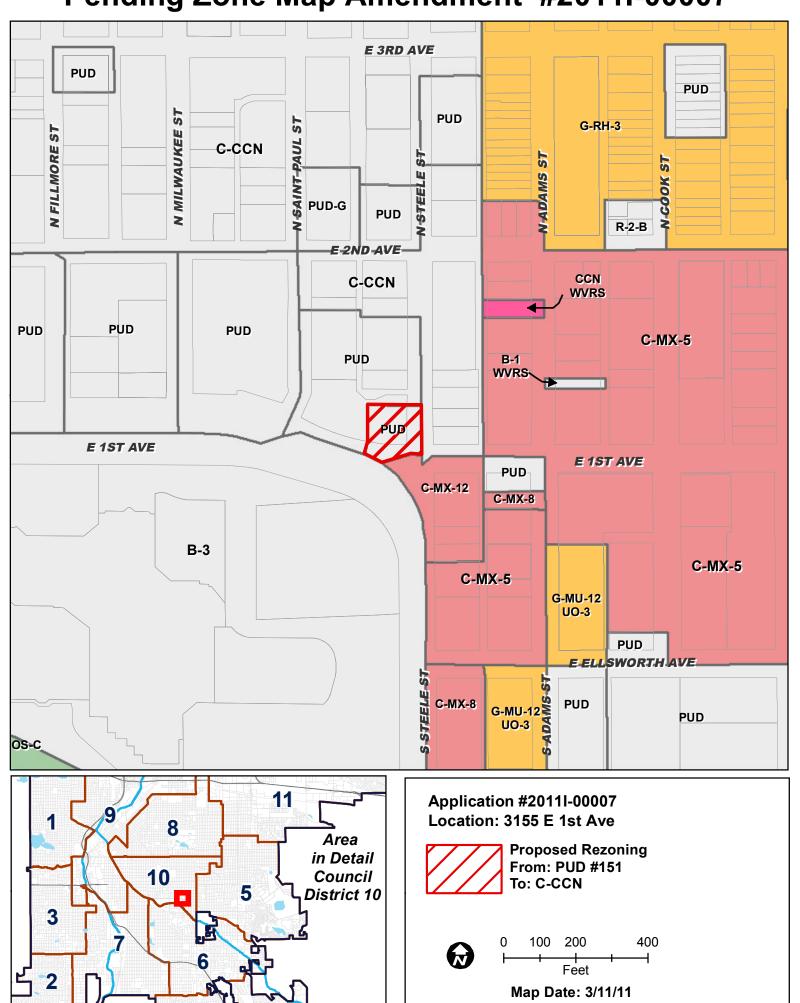
#### XII. Staff Recommendation

Based on the criteria for review as defined above, CPD Staff recommends **approval** for rezoning the property located at 3155 E 1<sup>st</sup> Avenue, Application #2011I-00007, to C-CCN, as defined on the attached application map.

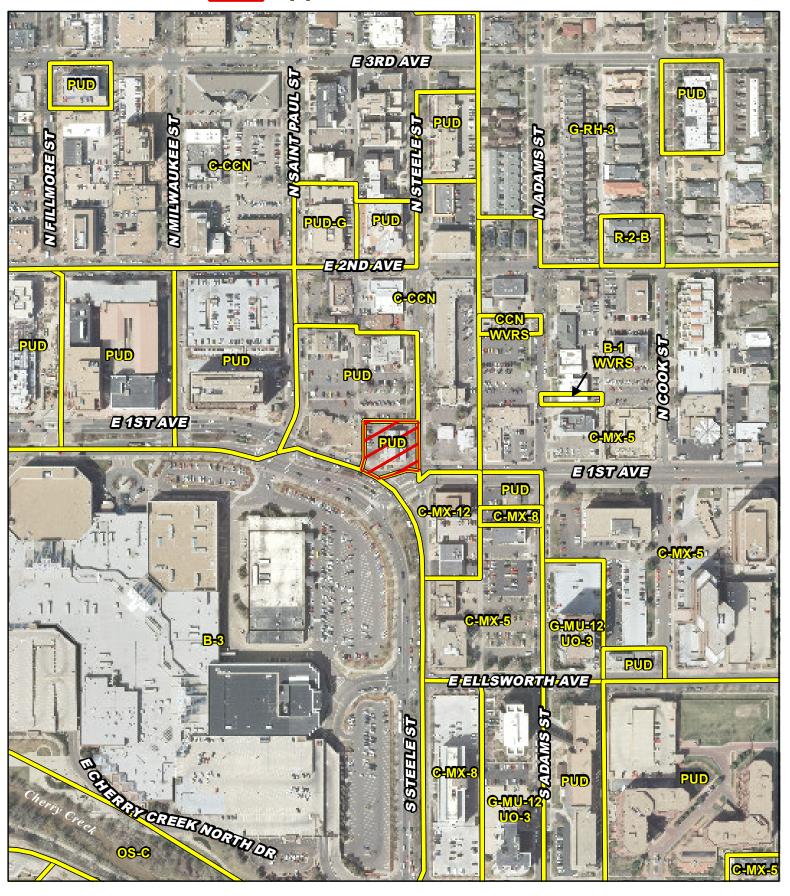
#### Attachments:

- 1. Official Zone Map Amendment Application
- 2 Map Series Aerial, Zoning, Blueprint Map

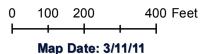
## Pending Zone Map Amendment #2011I-00007



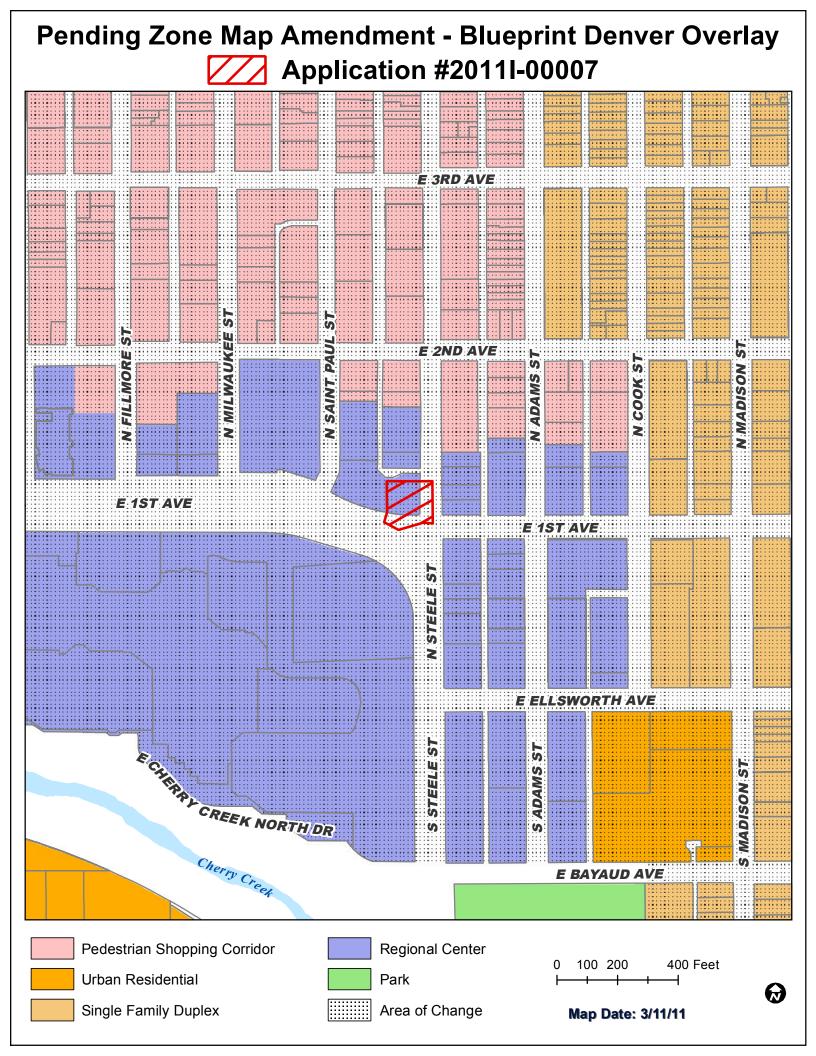
# Pending Zone Map Amendment - Aerial & Zoning Overlay Application #2011I-00007



Aerial Photo: April 2008
Community Planning and Development









#### Community Planning and Development Planning Services

Plan Implementation

201 W Colfax Ave, Dept 205 Denver, CO 80202 p: 720-865-2915 f: 720-865-3056

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APPLICATION FOR ZONE MAP AMENDMENT								
Application #	2011I	-00007	Date Submitted	3.2.11 REV: 5.2.11	Fee Required	\$1,000	Fee Paid	\$1,000
APPLICANT INFORMATION				CONTACT INFORMATION (Same as Applicant? □)				
Applicant Name		Wells Fargo Bank, N.A. a national banking association			Contact Name	Robert J. Gollick, Inc (Bob Gollick)		
Address		1740 Broadway			Address	609 South Gaylord Street		
City, State, Zip		Denver, Colorado 80274		City, State, Zip	Denver, Colorado 80209			
Telephone / Fax         303 863-4721         Telephone / Fax         303 / 722-8771								
Email		Use for	Use for all contact: bgollick@comcast.net		Email	bgollick@comcast.net		

#### Subject Property Location [Please Include Assessor's Parcel Number(s)]

The site is located at the northwest intersection of Steele Street and East First Avenue in the Cherry Creek neighborhood. It is addressed as follows:

3155 East First Avenue, Assessor's No. 0512200020000 (Formerly owned by World Savings and Loan Association)

#### **Legal Description of Subject Property**

"That portion of Block C, Coloden Moor, described as follows:

Beginning at the point of intersection of the east and south line of Block C (Northwest corner of the intersection of East First Avenue and Steele Street); thence north (N) along the east (E) line of Block C, 110 feet; thence west (W) at a right angle 110 feet; then south (S) at a right angle to a point on the south line of Block C; thence easterly along the south line of Block C to the point of beginning, City and County of Denver, State of Colorado."

Area of Subject Property (Acres/Sq Ft)	Present Zone District	Proposed Zone District (Waivers and Conditions Require Separate form)
11,615± sq. ft. or 0.266± acres	PUD No. 151	C-CCN

#### **Describe the nature and effect of the proposed Zone Map Amendment**

Wells Fargo Bank, the applicant, recently acquired the subject property from World Savings and Loan Association. As part of the due diligence process for that acquisition, it was discovered that the current zoning, PUD No. 151, which was approved 27 years ago in 1984 limited the permitted use(s) to just a *Savings and Loan, Office*. Wells Fargo is not a savings and loan and thus must revise the zoning to a district that permits financial institution(s). Additionally, PUD No. 151 limits the maximum allowable gross floor area to 4,100 square feet. The existing structure is 5,200± square feet thus exceeding the allowable density by over 25% or 1,100+ square feet. This must also be corrected.

Thus the nature of the proposed map amendment is to provide zoning for the site appropriate to the existing use, structure and location. The property is a corner site, which is bounded by First Avenue along the south and Steele Street to the east directly across First Avenue from the Cherry Creek Mall. The site has been the home of World Savings and Loan under the guidelines of the existing PUD zoning since 1985. However, the conditions stated above have resulted in a need to rezone to a more appropriate zone district that will provide a palette of uses that will remain flexible over time meeting the needs of the community as well as the property owner.

The intent of this map amendment is to provide the necessary zone district (C-CCN) to permit the financial institution, Wells Fargo, to be in conformance with the zoning as well as provide appropriate uses and guidelines for future development. Being the corner site along a major arterial street provides the visibility and access that is necessary for commercial uses to be successful and thrive.

Thus to provide zoning for the property in a manner appropriate for a location as significant as East First Avenue in Cherry Creek, the C-CCN zone district is being proposed. The C-CCN is a mixed-use district that is intended to be utilized in an urban center environment such as Cherry Creek. The general purpose of the C-CCN district is to promote development that is in keeping with the existing character, scale and ambience of the existing Cherry Creek North business area and to encourage interesting and attractive architectural design solutions for new developments and to promote pedestrian and shopping activities, particularly at street level.

As noted earlier, the nature of the proposed amendment is to bring into conformance the existing use and structure. This is supportive of the intent statement of the C-CCN district which states:

Goals of the C-CCN district also include: to maintain and enhance the retail ambience of the Cherry Creek North district, to encourage a mixture of uses, including residential and office, and to encourage low-scale, small lot development projects that reinforce and enhance the eclectic, urban architectural character and pedestrian scale of the district. To this end, these regulations and the associated guidelines encourage:

- **A.** Project planning and architectural design solutions that create projects of a scale and quality that promotes pedestrian and retail shopping activity at street level;
- **B.** Continuity of storefronts located at the setback line creating a pedestrian oriented shopping environment;
- **C.** The development and redevelopment of small lots;
- **D.** Site and building design in new projects which compliments the tradition of low-scale, small lot development in the district;
- **E.** Creation of outdoor open space, taking advantage of the pleasant local climate, to provide settings for activities and visual amenities, including public art;
- **F.** Complementary day and evening activity through continued development of nightlife and entertainment uses. The C-CCN Zone District is intended to be a place where the pedestrian feels welcome and comfortable. It is retail/restaurant/entertainment experience first and foremost.

Since no new development is being proposed in this map amendment, the use and structure will remain as is thus the effect of the proposed amendment will for the most part be negligible.

However, in the future, redevelopment of the property will provide the potential for, high quality, retail, residential, commercial and office development through the guidelines of the C-CCN zone district. The proposed map amendment is in conformance with the <u>Cherry Creek Neighborhood Plan</u>, and the Vision for Cherry Creek's recommended goals and policies that apply to Cherry Creek North paraphrased as follows from the small area plan:

#### Special attention on small lots:

Encourage the development and redevelopment of small lots in order to retain and enhance the pedestrian scale of the District.

#### Retail uses at ground floor of parking structures:

Locate retail uses along the ground floor street frontages of parking structures.

#### Orient uses to sidewalks:

Orient retail uses to sidewalks by providing doors that open directly from retail uses to the sidewalks; display windows, display boxes, or other transparent glazing on the street frontage and active uses, such as sidewalk cafes, that take advantage of proximity to sidewalks and create activity.

#### Individual storefronts with entrances on the street:

Provide individual storefronts with pedestrian entrances on the street.

#### Goals:

- 1. To promote development that is in keeping with the existing character, scale, and ambiance of the existing Cherry Creek North business area; to encourage interesting and attractive architectural design solutions for new developments; and to promote pedestrian and shopping activities, particularly at street level.
- 2. To maintain and enhance the retail ambiance of the Cherry Creek North District. To encourage a mixture of uses, including residential and office. To encourage low-scale, small lot development projects that reinforce and enhance the eclectic, urban architectural character and pedestrian scale of the District.

Additional future effects of the proposed zoning will be to:

- · Create permanent quality,
- · Encourage investment,
- · Enhance the neighborhood character,
- · Reinforce street edges,
- · Improve the streetscape and infrastructure,
- Create project scale and quality that promote activity at street level.

All of the permitted uses are appropriate for this urban setting and will add to the vitality and life to this area. Future development of the property under the guidelines of the C-CCN zone district will create employment opportunities, and provide services within minutes of Colorado's major employment center.

Select Legal Basis for the Zone Map Amendment and	Error in the map as approved by City Council	
explain in detail	Changed or Changing Conditions that make a Zone Map Amendment Necessary	

The proposed C-CCN map amendment is in response to the changed and changing conditions in the Cherry Creek area. The change of ownership of the property via the recent acquisition of the subject property by Wells Fargo resulted in the discovery of the issues that need to be addressed. This changed condition is one of the factors that support and justify the proposed rezoning.

The redevelopment of the Cherry Creek Mall several years ago was the catalyst for development to occur throughout the Cherry Creek neighborhood. Numerous residential developments along with several commercial and retail projects have changed Cherry Creek into one of Denver's finest neighborhoods in which to live, work and shop.

A few examples of the changed conditions are as follows:

- The adoption by City Council of "Blueprint Denver",
- The adoption of the "form based" zoning code,
- Approval of the site as an "Area of Change" for a Regional Center within "Blueprint Denver",
- Successful development of Clayton Lane including the J.W. Marriot Hotel and the Janus Build
- Western Development's Cherry Creek North, a mixed-use project a few blocks from this site

- The approval of the Fillmore Street Plaza PUD, and
- The neighborhood has evolved into a world-class area that now requires and can sustain high quality services, products and development.

All of the listed changed conditions result in a need for the types of services and amenities that C-CCN zoning can provide. Additionally, the existing PUD zone district cannot meet the development needs for this site or provide the City and area residents the level of site plan review that is part of the mixed-use zone district.

The proposed zoning relates to the "Denver Comprehensive Plan" "The Cherry Creek Neighborhood Plan" as well as "Blueprint Denver: An Integrated Land Use and Transportation Plan" in several significant ways which are described as follows:

The Blueprint Denver concept land use designation for the area is Regional Center, in an Area of Change. "Ideally, a regional center has a balance of retail, employment and residential uses. These centers cover a fairly large area and are dense enough to encompass both the dominant use and a wide variety of other uses". Blueprint Denver states that "the purpose of Areas of Change is to channel growth where it will be beneficial and can best improve access.

Further explanations of the changed conditions that justify this map amendment request are contained in *Denver Comprehensive Plan 2000*. Several of the objectives and resulting strategies that support the zoning request are listed below. They are extracted from the Environmental Chapter, Land Use Chapter, Mobility, Housing Chapter and Neighborhood Chapter of *Denver Comprehensive Plan 2000*.

#### **Environmental Sustainability Chapter**

#### Strategy 2-F

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.

#### **Land Use Chapter**

Objective 1: Citywide Land Use and Transportation Plan

#### Strategy 1-B:

Ensure that the *Citywide Land Use and Transportation Plan* reinforces the cities character by building on a legacy of **high-quality urban design and stable, attractive neighborhoods;** encouraging preservation of historic buildings, districts and landscapes; and maintaining the integrity of the street grid, parks, parkways, and open space system.

#### **Objective 3: Residential Neighborhoods and Business Centers**

#### Strategy 1-C:

Incorporate relevant recommendations from neighborhood, corridor and area plans that are supplements to Plan 2000. Examples are the plans for Stapleton, Lowry, Gateway, Federal Boulevard, Central Platte Valley and the Golden Triangle.

#### **Residential Neighborhoods and Business Centers**

#### Strategy 3-B:

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.

#### **Accommodating New Development**

#### Strategy 4-A:

**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.

#### Objective 4 \_ Mobility Chapter

#### Strategy 4-E:

Continue to promote mixed-use development, which enables people to live near work, retail and services.

#### **Objective 3 Legacies Chapter**

#### Strategy 3-A

Identify areas in which increased density and new uses are desirable and can be accommodated.

#### Strategy 3-B

Create regulations and incentives that encourage high-quality, mixed-use development at densities that will support Denver's diverse housing needs and public transportation alternatives.

#### **Housing Chapter**

Objective 2 \_ Preserve and Expand Existing Housing

#### Strategy 2-F

Explore opportunities for housing in all proposed development and redevelopment projects, including commercial and retail projects.

#### Strategy 6-A

Support mixed-use development consistent with the goals of the Comprehensive Plan's land-use and mobility strategies.

#### **Economic Activity Chapter**

**Strategy** 4-B Enhance existing business centers and establish new business centers in a manner that offers a variety of high-quality uses that support Denver's business environment, complements neighboring residential areas, generates public revenue, and creates jobs. Consider the following key strategies as top priorities:

• Maintain the Cherry Creek Shopping Center, Cherry Creek North and other nearby areas as the premier retail destination in the Denver metro area and Rocky Mountain region.

The public interest for the citizens of Denver is best served by adoption of this map amendment, which will provide the services, amenities, employment opportunities and development necessary for positive planned growth to occur.

State the land use and the development proposed for the subject property. Include the time schedule (if any) for development

2011I-00007: Located at 3155 East First Avenue	Page 6 of 8		
At this time the existing structure will remain unchanged thu and development of the property will be controlled by the gu proposed C-CCN zone district will allow a mix of uses appropri	ideline	es and permitted uses in the C-CCN	
Required Exhibits	15 123	Additional Exhibits	
Applicant & Owner Information Sheet		Latter of course of from Character North DNO	
Maps – Required for Final Submissions  Letter of support from Cherry Creek Nort			1 KNO
Signature			Date
Rom Mack, Vice President On behalf of: Wells Fargo Bank, N.A. a national banking association 1740 Broadway 5601 5. Broadway, Suite 400 Denver, Colorado 80274 Littleton, CO 86121			5/6/11

APPLICANT & OWI	NER INFORMATION SHEET			
[1] Section 59-648(c) of the Denver Revised Municipal Cod address, and respective ownership interest, if any, on the applicant must provide, in the space provided on this form, identifying which owners and holders of deeds of trust are re	application. In addition, unless subject a list of all the owners of the property ar	ct to paragraph [2] b	elow, the	
[2] If the application is for designation of an area as B-2, B-3 the owners and holders of deeds of trust of the entire land a In such cases, this form must be completed for each individuand holder of a deed of trust. Documentation verifying or powers of attorney, and corporate/partnership registrations in	rea to be included in the proposed districted in the proposed districted in the proposed districted in the proposed districted in the proposed districted in the proposed in the proposed districted in the proposed in t	ct (and any structures ce of ownership for ea	thereon). ach owner	
Application Number	Applicant's Name			
20111-00007	Ronn Mack, Vice President On behalf of: Wells Fargo Bank, N.A. a national banking association 1740 Broadway Denver, Colorado 80274			
Property Address(es)				
3155 East First Avenue Denver, Colorado 80206				
Applicant's Address				
Wells Fargo Bank, N.A. a national banking association 1740 Broadway Denver, Colorado 80274  NOTE: If application is for rezoning to B-2, B-3, R-X or accompanied by a Power of Attorney statement from the proportion of the proport	perty owner.			
"applicant" above.	the property, and the amount held by the	ie marriadar or enercy	iistcu us	
Fee Title Owner (Has Deed of Ownership)		All	X	
Tee Tide Owner (Tids Deed of Ownership)		A Portion		
Contract Owner		All		
Contract Owner		A Portion		
Holder of a Security Interest		All		
Thomas of a security since con		A Portion		
List the names and addresses of all owners and holders of holders of deeds of trust are represented by the applicant in t			owners or	
Ronn Mack, Vice President On behalf of: Wells Fargo Bank, N.A. a national banking association	Date Signed	Date Sig	jned	

February 14, 2011

Bob Gollick 6090 South Gaylord Street Denver 80206

Dear Bob:

The CCNNA Board and its Zoning Committee would like to thank you for letting us know about the proposed zoning change for the Wells Fargo bank building at 3155 East First Avenue. The Committee believes that your proposed rezoning conforms to the Cherry Creek Neighborhood Plan.

In response to your request for a letter of support related to the rezoning request, it is the policy of the Cherry Creek North Neighborhood Association that the Association does not provide written letters of support for specific residential or commercial developments in CCN. On the other hand, the CCNNA Board will send a letter of opposition to the appropriate City department(s) if the Board feels that a specific development or rezoning request will be detrimental to the value and quality of life of our residents in Cherry Creek North.

The CCNNA Board would like to inform you that it will not be sending a letter of opposition concerning the proposed rezoning change related to the 3155 East First Avenue building.

The Board would like to thank you for advising us of this proposed rezoning.

If you should have any questions, please feel free to contact me at 303.674.0899.

Sincerely,

John Albers Chair, Zoning Committee Cherry Creek North Neighborhood Association