



2030 & 2032 Blake Street

2019i-00184

Request: PUD 329 to PUD-G 27

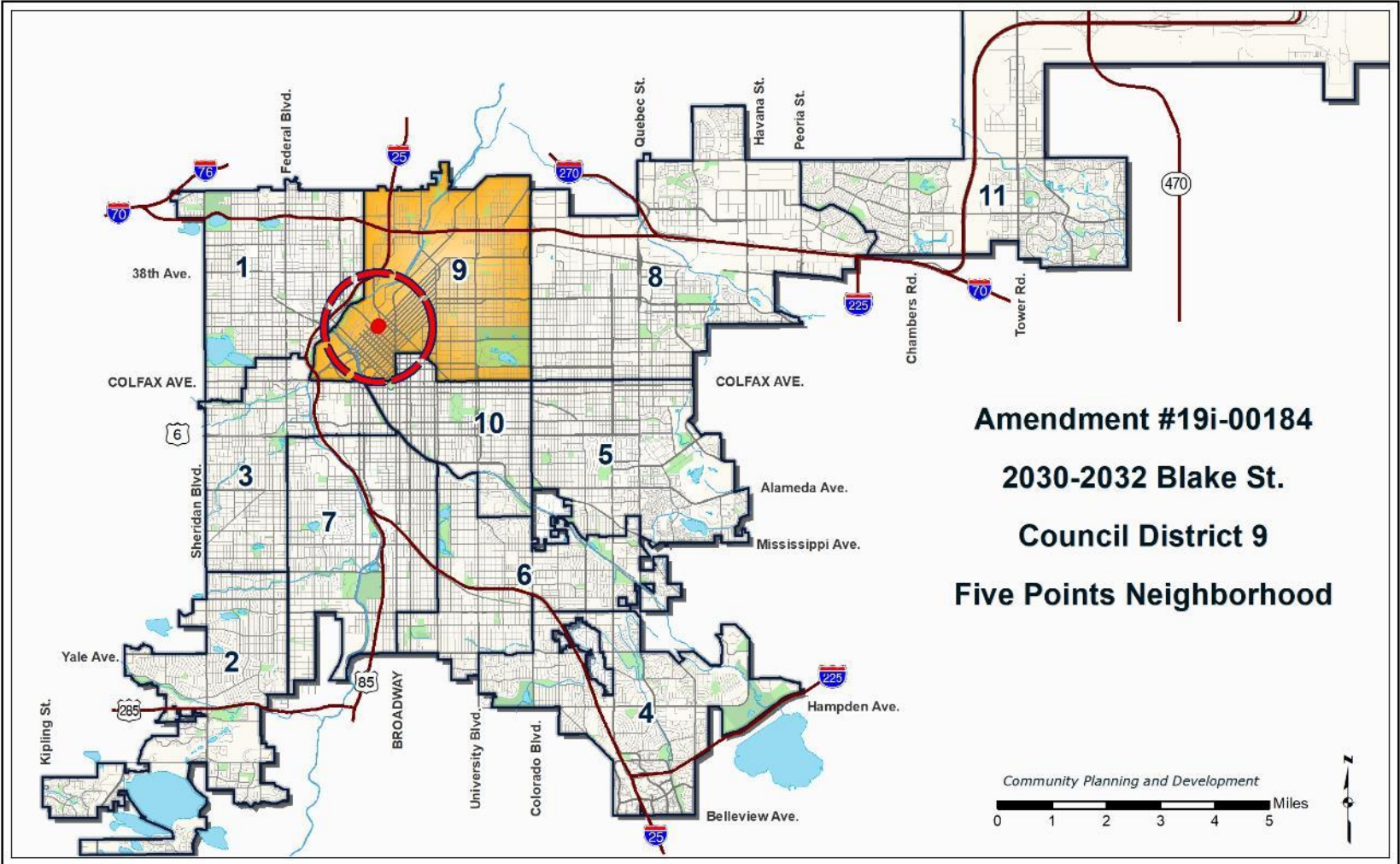
City Council: March 13th, 2023

Presenter: Brandon Shaver

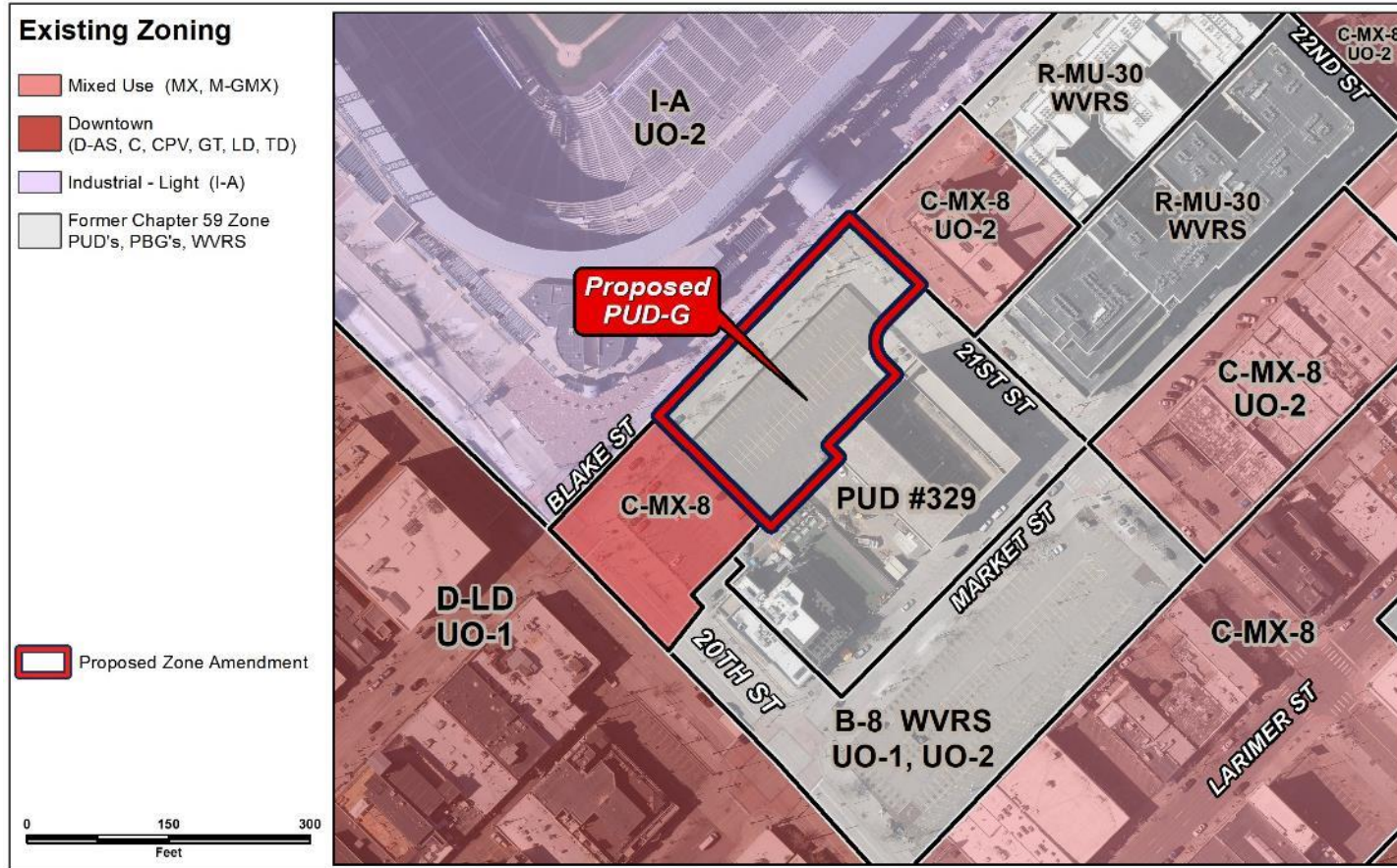
Background

- Subject property is vacant and was purchased from Xcel Energy in 2016 with a 20-year no-build restriction and an easement for a future substation
- Electrical substation structure exists along Market Street along with some adjacent utility uses
- Requested PUD-G 27 allows an Event Space with Alternate Parking and Loading use, with site-specific limitations, allowing an off-street parking area, requiring publicly accessible open space, public events and enhanced design standards with reporting requirements

Council District 9 – Councilwoman Candi CdeBaca



Existing Zoning



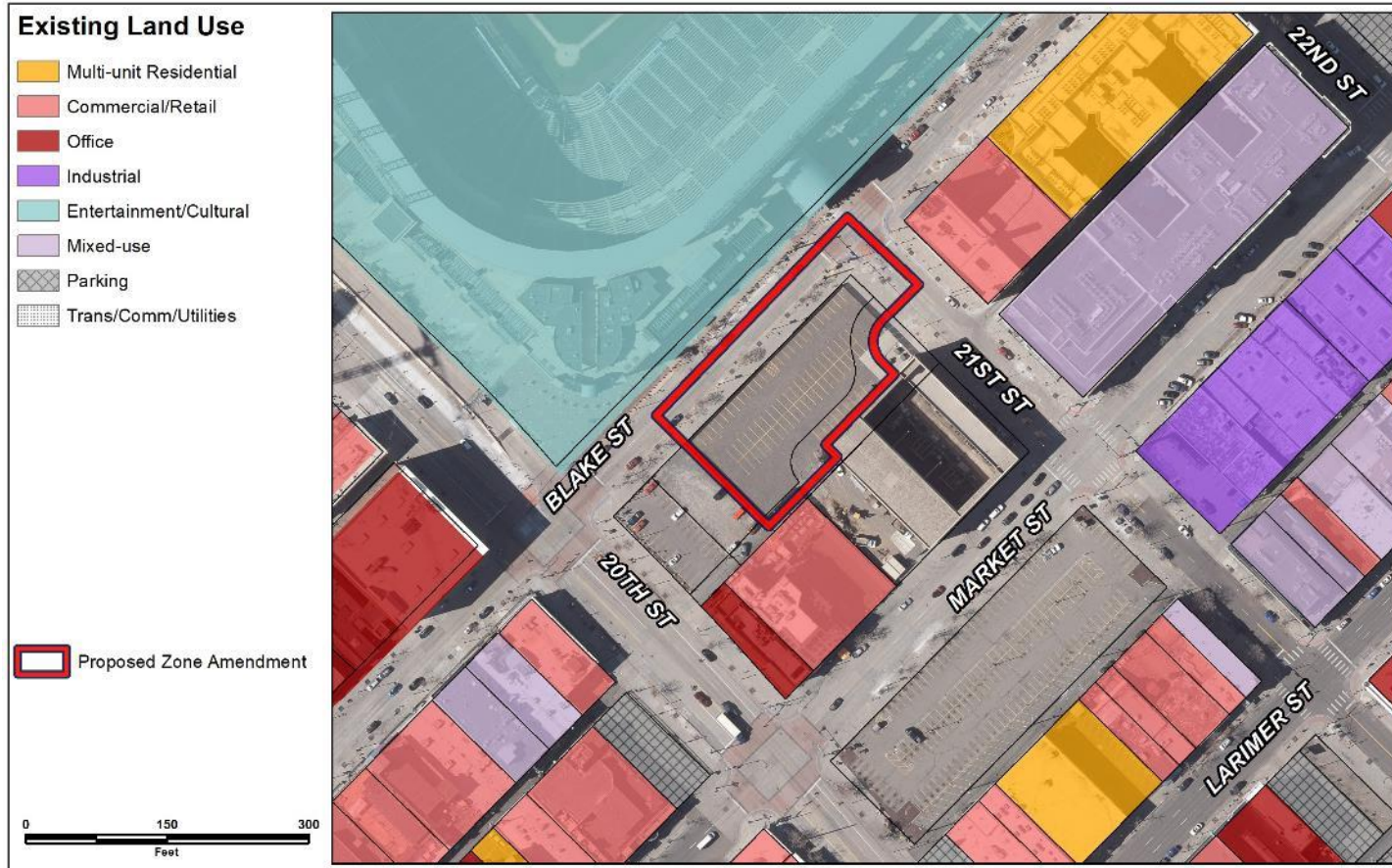
Surrounding Zoning:

- C-MX-8, UO-2
- I-A, UO-2
- R-MU-30 w/waivers
- PUD 329
- C-MX-8
- D-LD

PUD 329

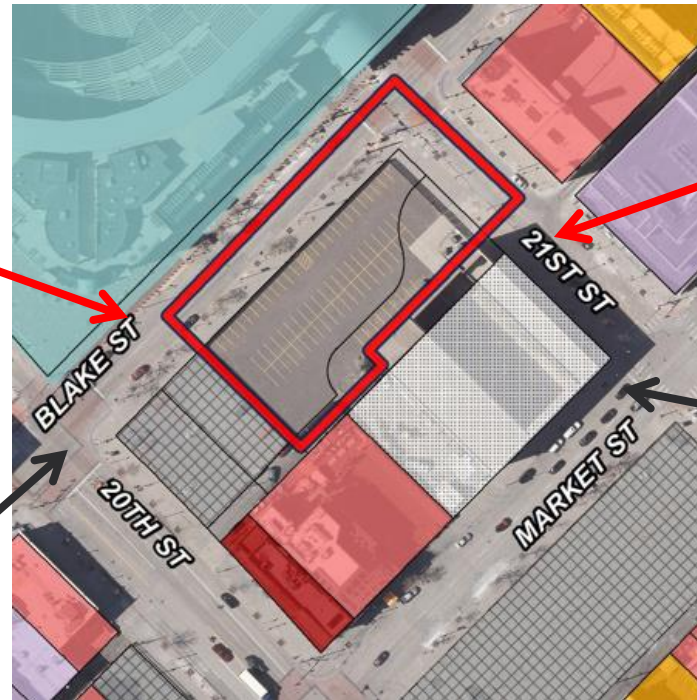
- Approved in 1993, during construction of Coors Field
- Created to allow construction and operation of future electric substation and new mixed-use commercial and residential development
- Allows limited B-8 land uses dependent on location within building
- Includes maximum height (in stories and FAR), required setbacks and street trees, and general design standards for new development

Existing Land Use



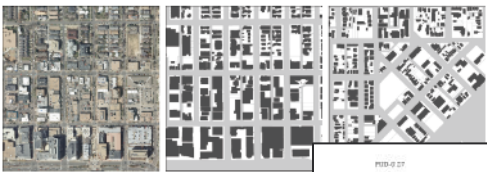
- Existing land use:
 - Vacant (no build restriction until 2036)
- Surrounding land uses:
 - Parking
 - Trans/Comm/Utilities
 - Multi-unit Residential
 - Entertainment/Cultural
 - Mixed-Use
 - Commercial/Retail

Existing Context – Building Form/Scale



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- C. Site Improvements
1. A minimum of one tree for each 2,650 square feet of Event Space or portion thereof shall be provided and meet the following requirements:
 - a. A minimum 4" tree caliper at time of planting.
 - b. Trees shall be installed per City Forester requirements.
 2. A minimum of 20% of the total gross area shall consist of shade coverage provided from permanent architectural elements, tree canopy or a combination of the two.
 - a. Architectural elements may include shade structures, pergolas, umbrellas, furniture, fixtures and equipment.
 - b. Each tree meeting the above requirements shall count as 320 square feet of shade coverage.
 3. A minimum of 10% of the total gross area of any surface paving shall consist of high-quality materials such as permeable pavers or decorative concrete.
 4. A minimum of 70% of the total gross area of any asphalt paving shall be coated in non-black material.
 5. Construction of sidewalks, drive aprons and curbs located in the public right-of-way abutting a boundary of this PUD-G 27 zone district shall be constructed with concrete.
- D. Site Enclosure, Fencing and Utility Strapping
1. Fence, wall and screening materials shall be composed of masonry, natural stone and steel.
 2. The maximum fence height shall not exceed 12 feet with the exception of light poles, banner supports and decorative canopies.
 3. Fences shall be less than or equal to 40% opaque for any portion erected along Blake Street and 21st Street. "Opaque" or "opacity" shall be measured as the amount of solid fence or wall material area divided by the total surface area of the subject fence or wall section, expressed as a percentage.
 4. Fences more than 8 feet above finished grade level shall be less than or equal to 20% opaque for any portion erected along Blake Street and 21st Street. "Opaque" or "opacity" shall be measured as the amount of solid fence or wall material area divided by the total surface area of the subject fence or wall section, expressed as a percentage.
 5. During Operational Hours, fences enclosing the Event Space shall include openings to provide direct unobstructed pedestrian access from the sidewalk into the Event Space.
 - a. For fences roughly parallel to Blake Street, required unobstructed openings shall extend a cumulative length equal to or greater than 40% of the length of the Blake Street Zone Lot Line. For example, if the length of the Blake Street Zone Lot Line is 250 feet, a fence that is roughly parallel to the Blake Street Zone Lot Line (even if set back) could be designed to provide three unobstructed openings of 20 feet each during Operational Hours (20' x 5 = 100', which is 40% of the 250' Blake Street Zone Lot Line). See Figure 6-1.
 - b. For fences roughly parallel to 21st Street, required unobstructed openings shall extend a cumulative length equal to or greater than 50% of the length of the 21st Street Zone Lot Line. For example, if the length of the 21st Street Zone Lot Line is 100 feet, a fence that is roughly parallel to the 21st Street Zone Lot Line (even if set back) could be designed to provide three unobstructed openings of 17 feet each

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[Date]

- PUD Base Zone District = C-MX-5
 - Added primary use: Event Space w/Alternate Parking and Loading with limitations
 - Publicly accessible open space requirement – 9am to 8pm during spring/summer and 9am to 5pm during fall/winter outside of Game Days and Public Events
 - Zoning permit submittal requirements
 - Reporting requirements for permit renewal
 - Public event requirement – minimum of 12 Public Events per year with at least 6 free of charge
 - Additional requirements – parking operations plan w/maximum of 150 days per year
- Event Space Design Standards
 - Minimum of 9 trees to be planted (1 per 2,650 sf of Event Space)
 - Minimum of 20% shade coverage from tree canopy and architectural elements
 - Minimum of 10% high-quality paving materials
 - Minimum of 70% of asphalt paving coated in non-black material

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- during Operational Hours (17' x 3' - 51' which is 50% of the 102' 21st Street Zone Lot Lines). See Figure 6.1.
- The spacing of fence masonry columns along Blake Street shall align with the stadium's columns located at and above the street level. See Figure 6.2.
 - Screens for utility access areas and adjacent outdoor utility uses shall be provided and meet the following requirements:
 - Screens shall be designed to minimize visibility of outdoor utility uses from the Event Space and to complement perimeter fencing and walls.
 - Screens visible from the Event Space shall use durable, high-quality materials compatible with the materials of the perimeter fencing and walls, and shall be moveable or removable without specialized equipment to enable ease of access to the utilities if needed.

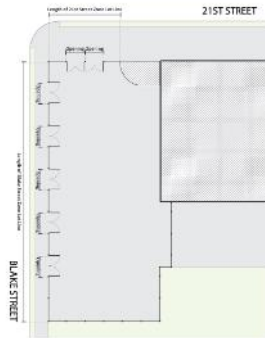


Figure 6.1. Required Unobstructed Openings for Fencing. Illustration only.

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• Site Enclosure/Fencing

- Constructed of masonry, natural stone and steel materials only
- Maximum fence height of 12 feet
- Maximum of 40% opacity for fences along Blake and 21st streets
- Maximum of 20% opacity for fencing above 8 feet along Blake and 21st streets
- Minimum of 40% of fencing open along Blake Street during Operational Hours
- Minimum of 50% of fencing open along 21st Street during Operational Hours
- Spacing of fence masonry columns to align with Coors Field columns

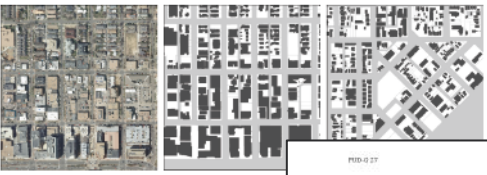
• Other Improvements

- Minimum of 138 linear feet of seating (1 per 200 sf of Event Space) with addition requirements
- High-quality, durable, movable and weatherproof furniture
- Minimum of 5 waste and recycling receptacles (1 per 5,000 sf of Event Space)
- Minimum of 6 bicycle parking spaces (1 per 4,000 sf of Event Space)

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- **Maintaining Substation Access and Activity**
 - Event Space with Alternate Parking and Loading use limitations do not apply during periods of substation construction and maintenance
 - Parking Operations Plan requires means of emergency vehicular access to substation
- **Event Space Area Requirement**
 - Minimum of 26,000 square feet

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Figure 6.2 Spacing of Fence Masonry Columns. Illustrative only.

E. Other Improvements

1. There shall be a minimum of 1 linear foot of seating for every 200 square feet of permitted Event Space with alternate Parking and Loading. Seating shall meet the following requirements:
 - a. Seating shall have a minimum depth of 16”.
 - b. Seating 30” or more in depth may count twice the amount toward the minimum linear foot requirement provided there is access to both sides for pedestrians.
 - c. Surfaces higher than 35” or lower than 12” shall not count toward meeting the seating requirements.
 - d. The tops of walls including those for planters and fountains may be counted toward meeting the seating requirements provided they meet the dimensional requirements above and are not obstructed by foliage.
2. Furniture shall be constructed of high-quality, durable and weatherproof materials and may be movable to enable flexible use of the site.
3. A minimum of one waste and one recycling receptacle shall be provided for every 5,000 square feet of Event Space or portion thereof.

SECTION 6.3 ARTICLE 11 OF THE DENVER ZONING CODE
Establishment of uses in this PUD-G 27 shall comply with the Denver Zoning Code, Article 11, Use Limitations and Definitions, as specifically applicable to the C-MX-5 Zone District, as amended from time to time with the following modifications:

6.3.1 Event Space with Alternate Parking and Loading
In this PUD-G 27, an Event Space with Alternate Parking and Loading primary use is permitted subject to compliance with the following limitations:

- A. **Substation Activity**
The use limitations outlined in this Section 6.3.1 shall not apply during periods of construction and maintenance activity related to the neighboring substation.
- B. **Event Space Area Requirement**
The Event Space shall include a total area not less than 26,000 square feet.

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(Denver Code)

Process

- Informational Notice: 10/26/2021
- Revised Application Submitted: 12/29/2022
- Planning Board Notice Posted: 1/3/2023
- Planning Board Public Hearing: 1/18/2023
- LUTI Committee (tentative): 1/31/2023
- City Council Public Hearing (tentative): 3/13/2023
- RNO Comment: 3 letters in support

Review Criteria

Denver Zoning Code Review Criteria

1. Consistency with Adopted Plans

- *Comprehensive Plan 2040*
- *Blueprint Denver (2019)*
- *Northeast Downtown Neighborhoods Plan (2011)*
- *Downtown Area Plan (2007)*

2. Uniformity of District Regulations

3. Further Public Health, Safety and Welfare

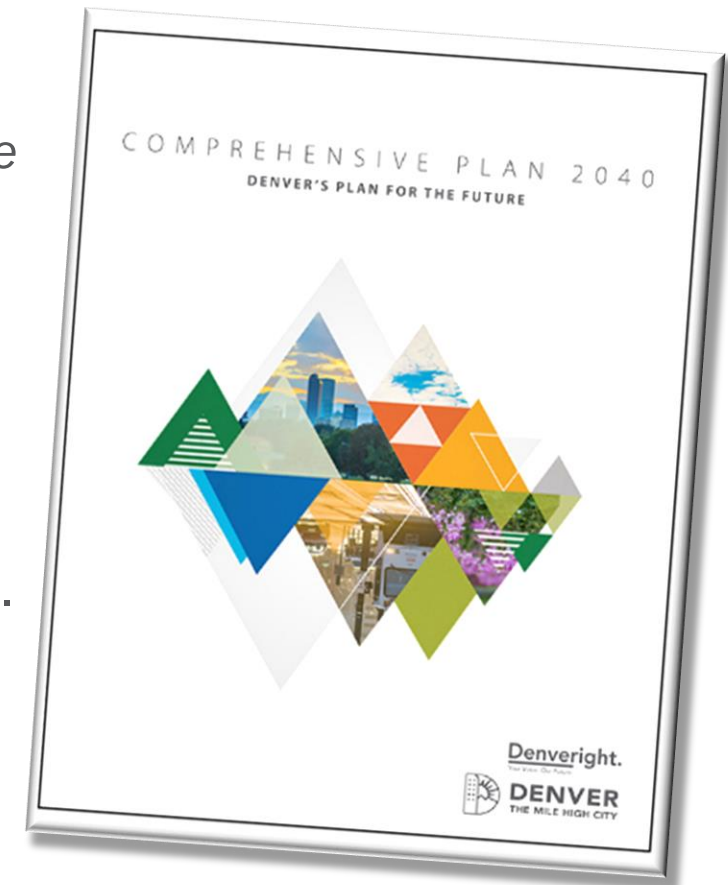
4. Justifying Circumstances

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

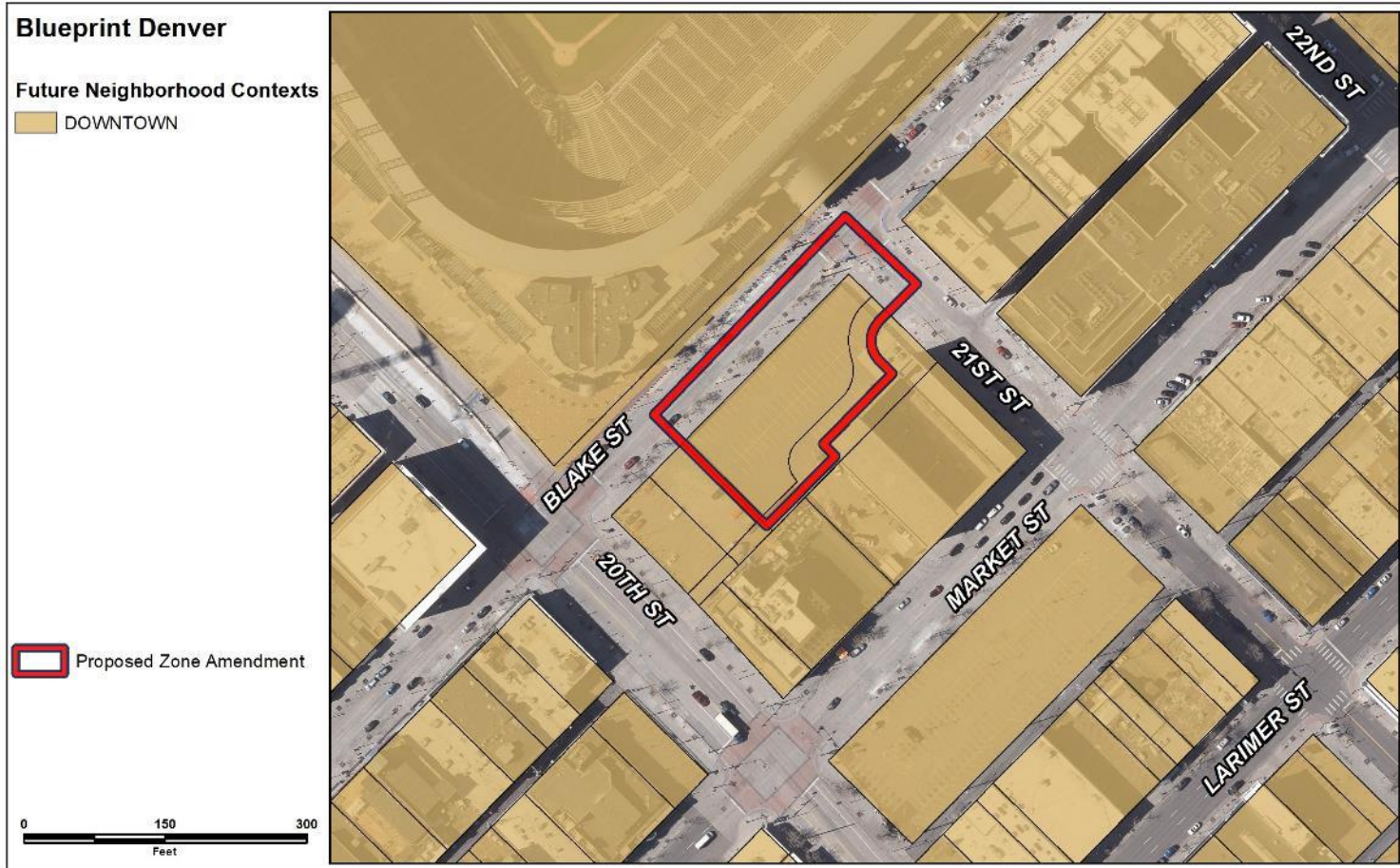
Review Criteria: Consistency with Adopted Plans

Comprehensive Plan 2040

- Equitable, Affordable and Inclusive Goal 1, Strategy C – *Improve equitable access to resources that improve quality of life, including cultural and natural amenities, health care, education, parks, recreation, nutritious food and the arts (p. 28).*
- Strong and Authentic Neighborhoods Goal 1, Strategy D – *Encourage quality infill development that is consistent with the surrounding neighborhoods and offers opportunities for increased amenities (p. 34).*
- Strong and Authentic Neighborhoods Goal 2, Strategy D – *Use urban design to contribute to economic viability, public health, safety, environmental well-being, neighborhood culture and quality of life (p. 34).*
- Strong and Authentic Neighborhoods Goal 5, Strategy B – *Design public spaces to facilitate social connections and enhance cultural identity (p. 35).*
- Environmentally Resilient Goal 8, Strategy B – *Encourage mixed-use communities where residents can live, work and play in their own neighborhoods (p. 54).*

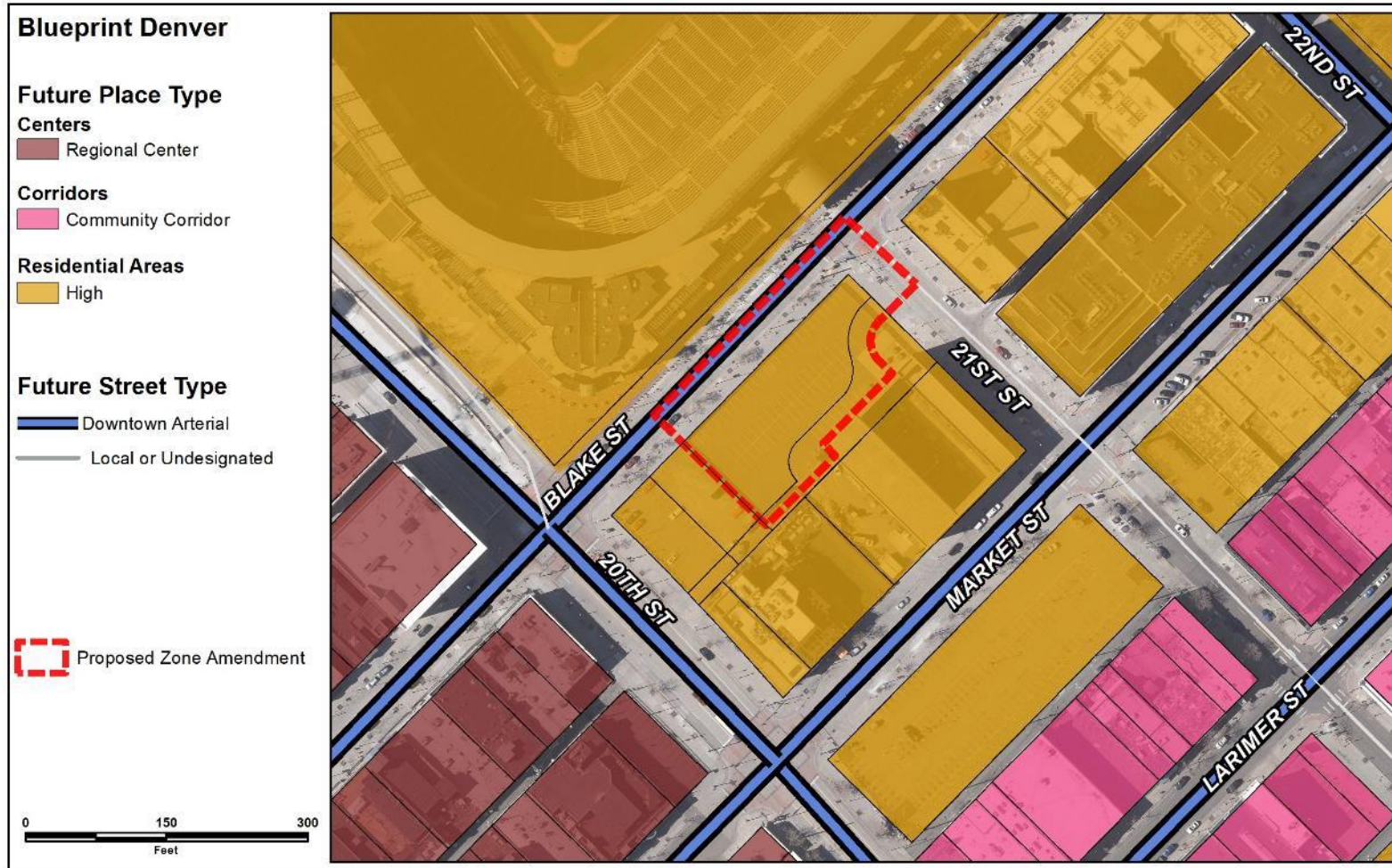


Consistency with Adopted Plans: Blueprint Denver



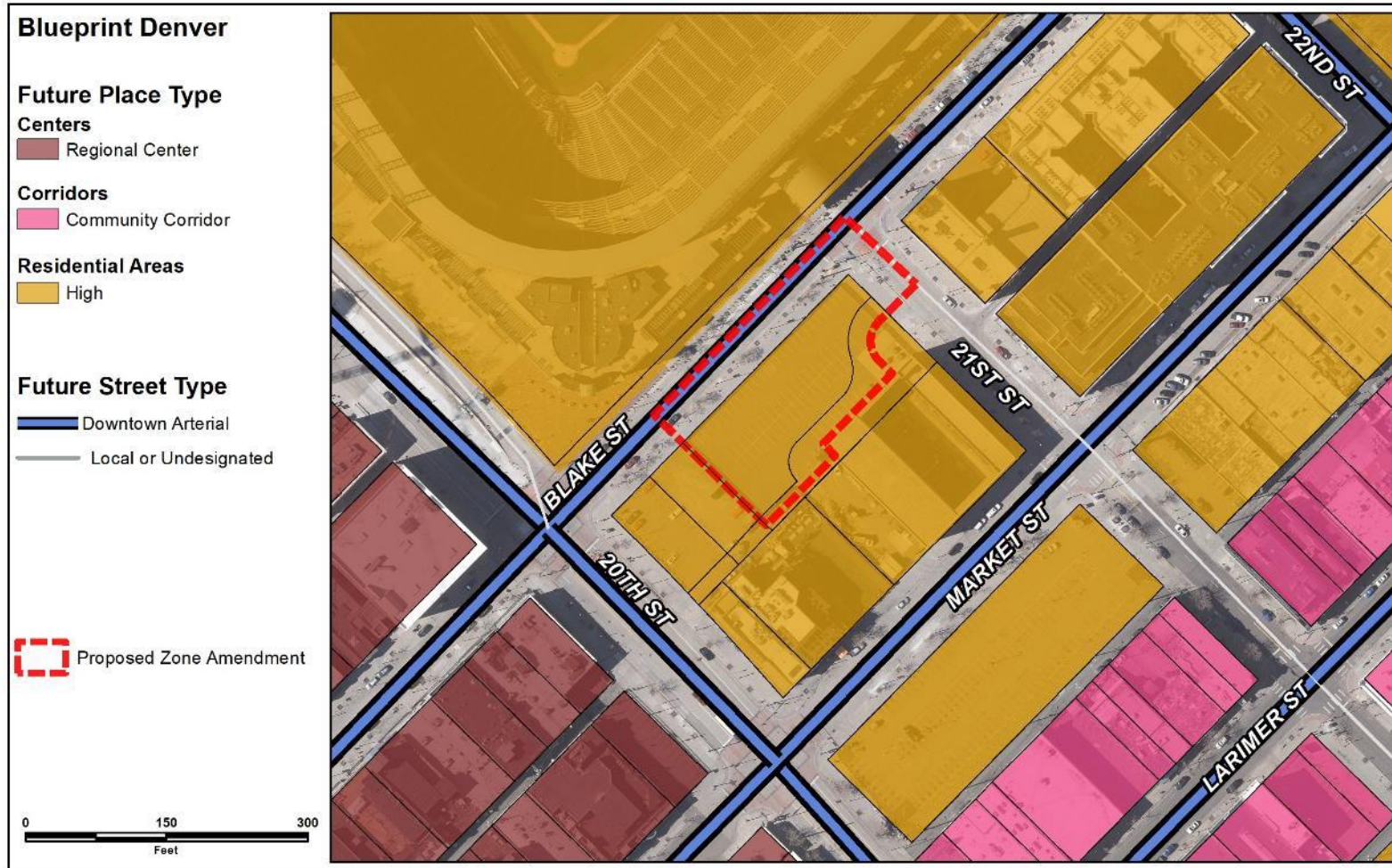
- **Downtown**
 - Densest and most active
 - Highest intensity residential and includes largest employment center in Denver
- **C-MX-5 Base**
 - Urban Center zone districts are prevalent in Downtown context areas
 - Mapping of neighborhood context is at the citywide scale so boundaries may be interpreted with limited flexibility

Consistency with Adopted Plans: Blueprint Denver



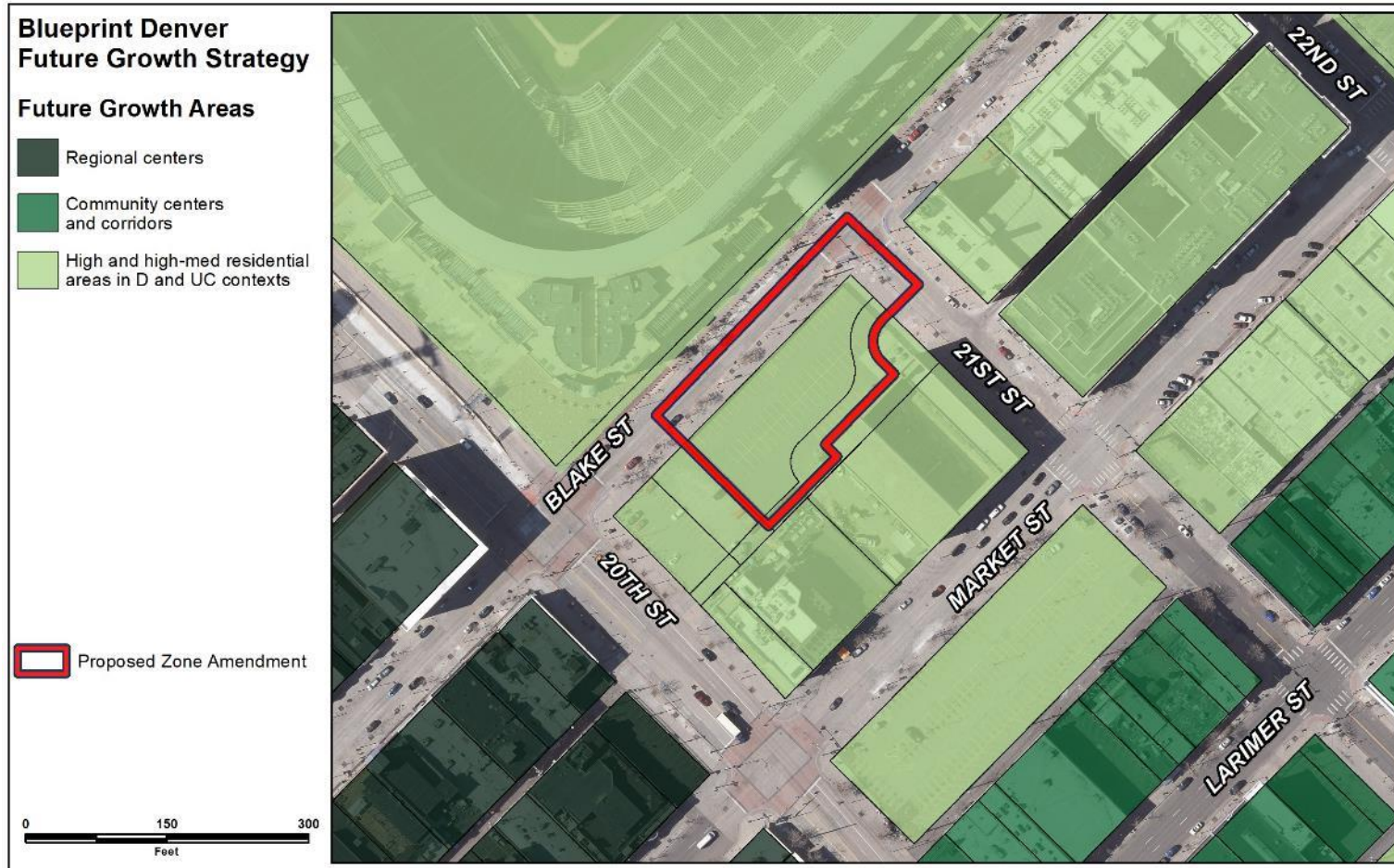
- **High Residential Area**
 - High mix of uses throughout with good access to parks and other open spaces
 - Plazas are common and trees and other plantings should be included on-site where space allows
 - PUD-G 27 creates an inviting and active plaza space with distinct elements to complement Coors Field

Consistency with Adopted Plans: Blueprint Denver



- **Downtown Arterial – Blake Street**
 - Surrounded by most intense land uses
 - High focus on pedestrian and bike connectivity
- **Local or Undesignated – 21st Street**
 - Lowest degree of through travel but highest degree of property access

Consistency with Adopted Plans: Blueprint Denver



- Growth Areas Strategy
 - “High and high-medium residential areas in D- and C-contexts”
 - 5% of jobs, 15% of housing
- PUD-G 27 could allow for new housing and job growth after the no-build restriction is lifted

Consistency with Adopted Plans: Blueprint Denver

Additional Recommendations

- Rezone FC59 Properties Into DZC
 - Land Use and Built Form; General Policy 3, Strategy A: *“Rezone properties from the Former Chapter 59 zoning code so that the entire city is covered by the Denver Zoning Code”* (p. 73).
- Custom Zoning
 - *“Limit the use of site-specific, customized zoning tools—such as Planned Unit Developments (PUDs) and waivers/conditions—to unique and extraordinary circumstances. Custom zoning tools are most effective when a standard zone district does not exist to implement the adopted plans for an area”* (p. 73).

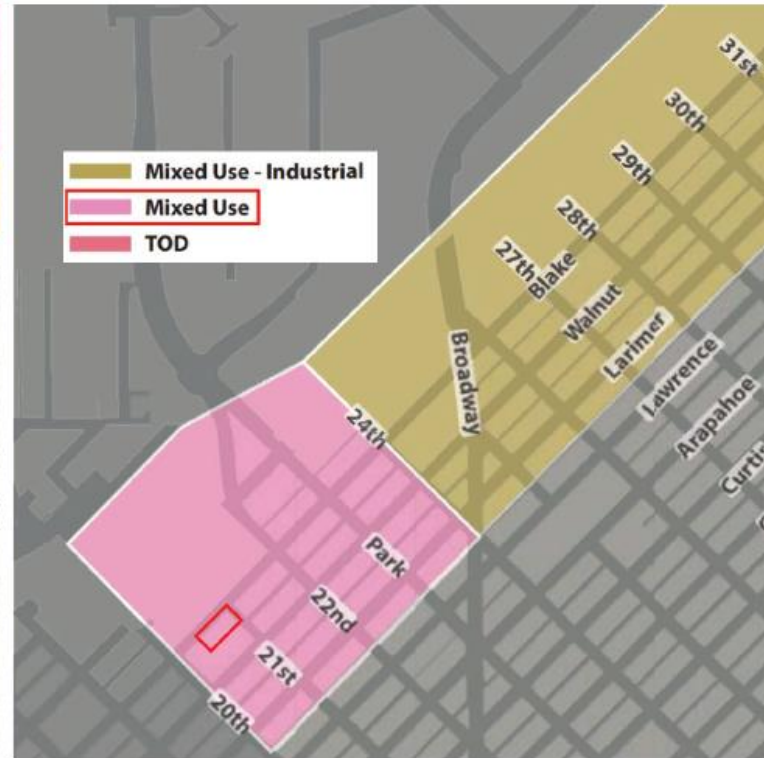
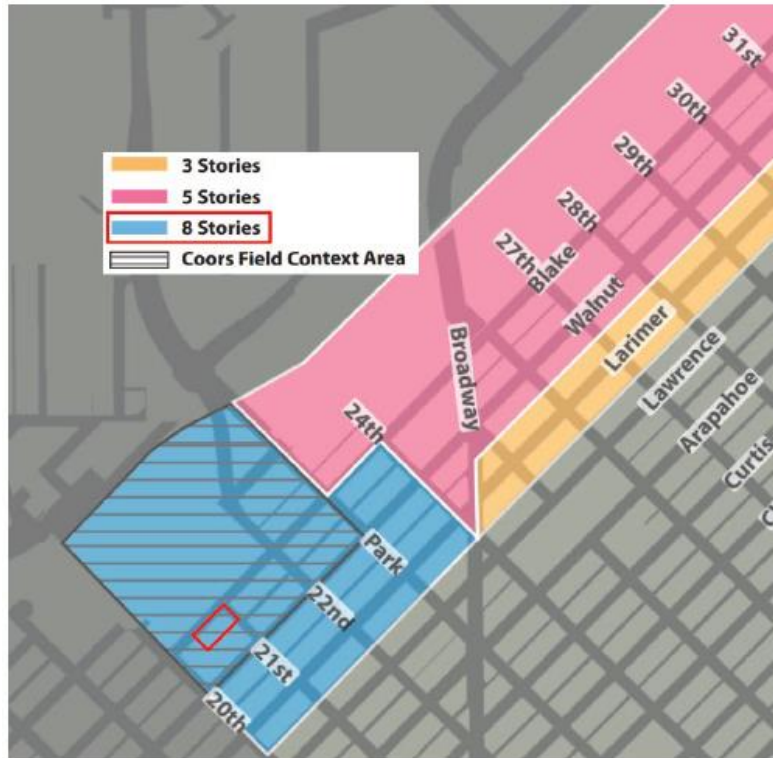
Consistency with Adopted Plans: Northeast Downtown Neighborhoods Plan

Key Recommendations

- Give prominence to pedestrian realm
- Special attention should be given to public realm along Blake Street
- Scale and character of new developments should respect the stadium's prominence and work collectively to promote a cohesive urban experience

PUD-G 27 Consistency

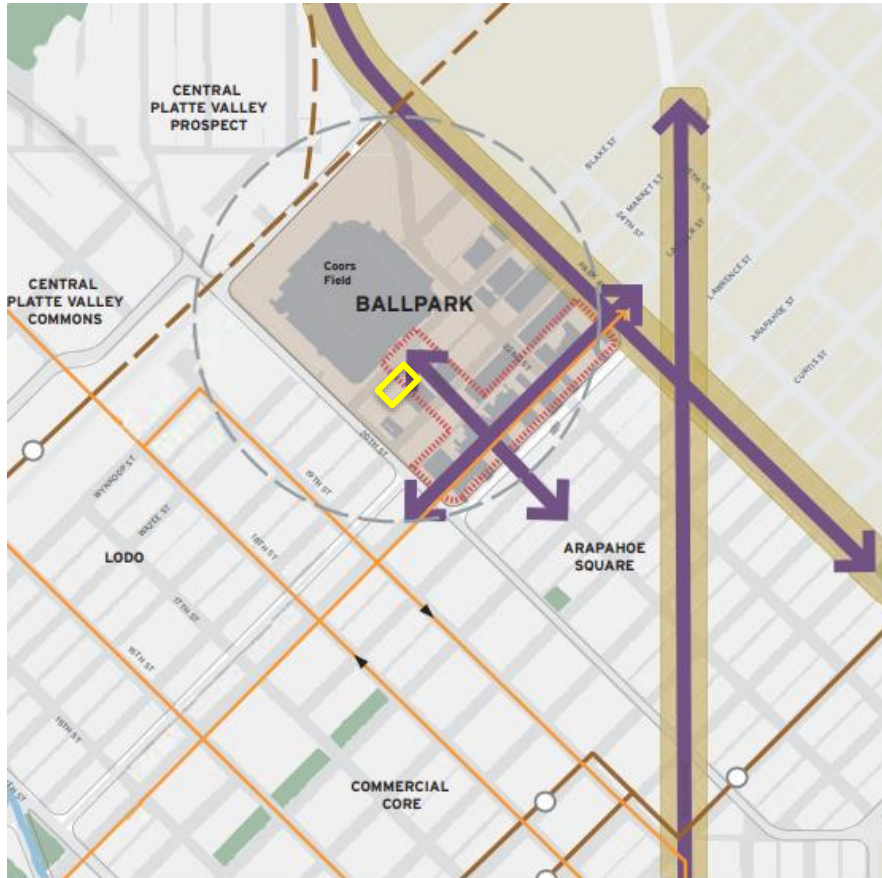
- 5-story height below maximum recommended in plan
- Open space and Public Event requirements activate the area in the absence of Game Days
- High-quality materials and spacing of fencing columns relate to Coors Field Provide venues for outdoor activity
- Remains consistent with plan goals should the no-build restriction be lifted in the future



Concept Building Heights Map

Concept Land Use Map

Consistency with Adopted Plans: Downtown Area Plan



Ballpark Strategy

Legend

- LRT Stop
- ➔ LRT Line
- ➔ Proposed FasTracks Rail Line
- ➔ Intra-Downtown Transit
- Opportunity Site
- Grand Boulevard
- ▨ Special District
- ➔ Priority Pedestrian Connection
- 1/4-mile Radius Around Key Node/Transit Hub
- Neighborhood-Serving Retail

Key Recommendations

- “Round-the-clock” entertainment-focused redevelopment potential of Ballpark sub-area
- Distinctive ground floor retail and other active uses along the street edge
- Pedestrian improvements to nearby streets, including 21st Street

PUD-G 27 Consistency

- Enables street-level active uses including a public plaza
- Creates a vibrant and welcoming pedestrian realm
- Integrates with and enhances concept for festival street along 21st Street and future improvements related to the 5280 Trail
- Future development limited to pedestrian-oriented Shopfront building form

Review Criteria

Denver Zoning Code Review Criteria

1. Consistency with Adopted Plans

2. Uniformity of District Regulations

- *Proposed rezoning will result in uniform application of zone district building form, use, and design regulations (PUD is based on C-MX-5 zone district)*

3. Further Public Health, Safety and Welfare

- *Implements adopted plans*
- *Enhanced design standards to enhance walkability and activate key corner of 5280 Trail*

4. Justifying Circumstances

- *City adopted plans (Comp Plan 2040, Blueprint Denver, NE Downtown Neighborhoods Plan, Downtown Area Plan)*
- *Property retained FC59 zoning after the City adopted the Denver Zoning Code*

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

- *PUD uses C-MX-5 pedestrian-activate building form with additional primary use to ensure neighborhood compatibility*

PUD Review Criteria

Denver Zoning Code Review Criteria

- A. The PUD District is consistent with the intent and purpose of such districts stated in Article 9, Division 9.6 (Planned Unit Development) of the Zoning Code;
- B. The PUD District and the PUD District Plan comply with all applicable standards and criteria stated in Division 9.6;
- C. The development proposed on the subject property is not feasible under any other zone districts, and would require an unreasonable number of variances or waivers and conditions;
- D. The PUD District and the PUD District Plan establish permitted uses that are compatible with existing land uses adjacent to the subject property; and
- E. The PUD District and the PUD District Plan establish permitted building forms that are compatible with adjacent existing building forms, or which are made compatible through appropriate transitions at the boundaries of the PUD District Plan

PUD Review Criteria

- A. The PUD District is consistent with the intent and purpose of such districts stated in Article 9, Division 9.6 (Planned Unit Development) of the Zoning Code;
- *Customized zoning approach is necessary to address special locational and physical characteristics with significant development constraints*
 - *Customized zoning approach is necessary to allow limited additional uses*
 - *PUD adds an allowable use, Event Space with Alternate Parking & Loading, with off-street parking limited to a maximum of 150 days per year*

PUD Review Criteria

Not intended solely as a vehicle to develop a site inconsistent with the applicable neighborhood context or enhance economic feasibility

- *PUD-G 27 is consistent with the Downtown neighborhood context and character.*
- *PUD-G 27 is intended as a mechanism to ensure that development is consistent with adopted plans.*

Significant public benefit

- *Provision of publicly accessible, private open space during consistent hours more than 200 days per year*
- *Minimum of 12 organized, staffed public events to activate a key corner, with a minimum of 6 public events free of charge*
- *Pedestrian-friendly site improvements*
- *Increased minimum bicycle parking requirements to promote transit-supportive development and encourage alternative travel modes*

PUD Review Criteria

B. The PUD complies with all applicable standards and criteria for PUDs

The PUD complies with all standards and criteria stated in Division 9.6.

C. The development proposed on the subject property is not feasible under any other zone districts, and would require an unreasonable number of variances or waivers and conditions

The PUD is necessary because there is no standard zone district available that applies public plaza and event space-appropriate standards, while allowing limited off-street parking, without multiple variances, waivers, or conditions.

D. The PUD establishes permitted uses that are compatible with existing land uses adjacent to the subject property

One additional primary use with site-specific limitations proposed to C-MX-5 zone district

PUD Review Criteria

E. The PUD establishes permitted building forms that are compatible with adjacent existing building forms.

- *The PUD provides tailored use and design standards to activate the site throughout the year, enhance the 5280 Trail concept and allow for subservient parking to occur on a limited number of days per year while respecting Xcel Energy's no-build requirement and access easement.*
- *PUD-G 27 allows only the Shopfront building form if vertical development is feasible in the future. This form contains stringent build-to and transparency requirements to ensure pedestrian-oriented design and active street-level uses along the sidewalk.*

CPD Recommendation

CPD recommends **approval**, based on finding that all review criteria have been met

Standard Rezoning Criteria

1. Consistency with Adopted Plans
2. Uniformity of District Regulations
3. Further Public Health, Safety and Welfare
4. Justifying Circumstances
5. Consistency with Neighborhood Context, Zone District Purpose and Intent

PUD-Specific Rezoning Criteria

- A. The PUD is consistent with the intent and purpose of PUDs;
- B. The PUD complies with all applicable standards and criteria for PUDs;
- C. The development proposed on the subject property is not feasible under any other zone districts, and would require an unreasonable number of variances or waivers and conditions;
- D. The PUD establishes permitted uses that are compatible with existing land uses adjacent to the subject property; and
- E. The PUD establishes permitted building forms that are compatible with adjacent existing building forms.