

1620, 1625, 1675 E 35th Avenue,
3532, 3580 N Franklin Street &
3558 N Gilpin Street (Tramway)

Request: R-MU-20 Waivers and PUD 534 to PUD-G 38

Date: 01.13.2026

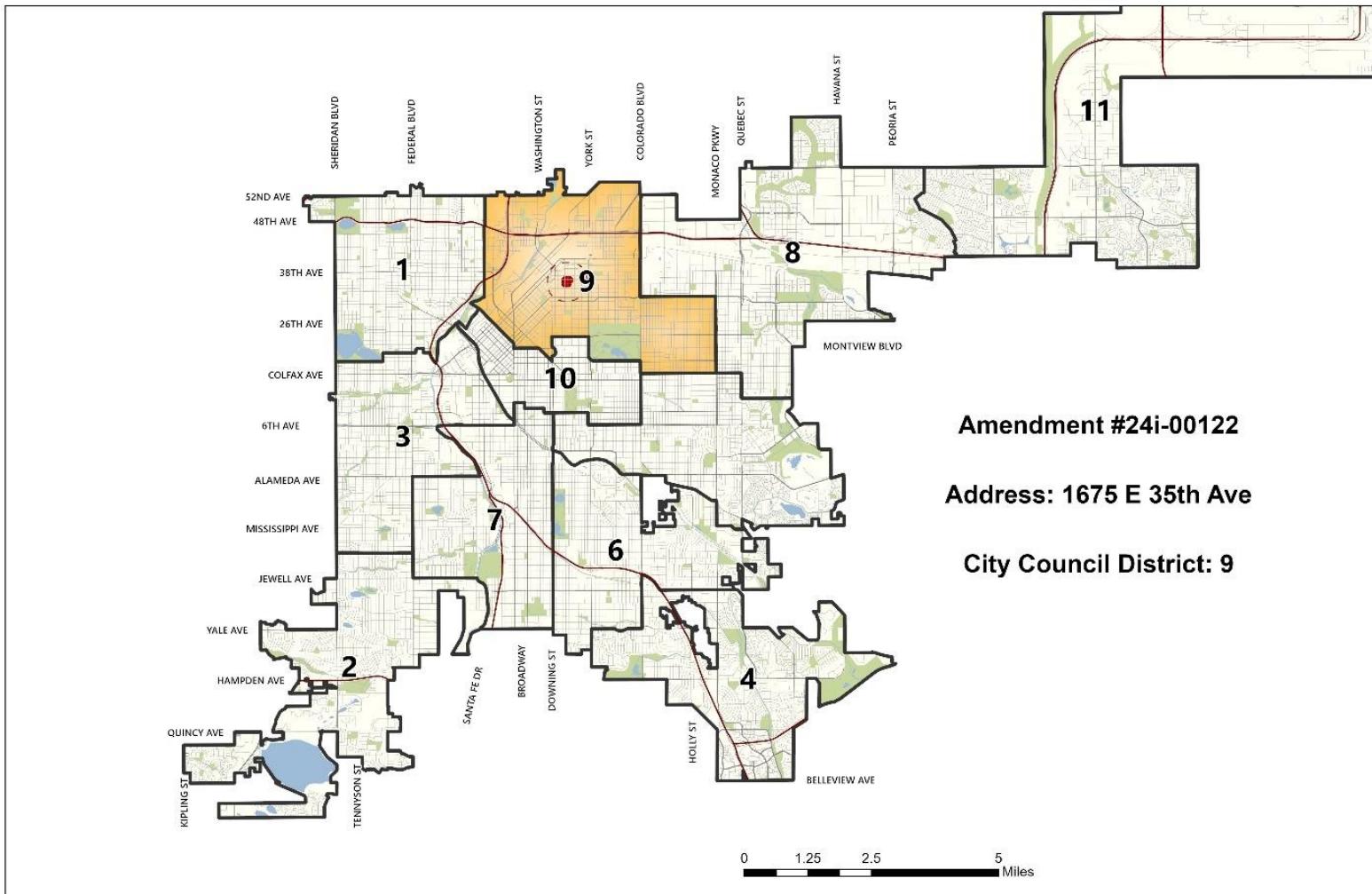
Presenter: Edson Ibañez

Presentation Agenda

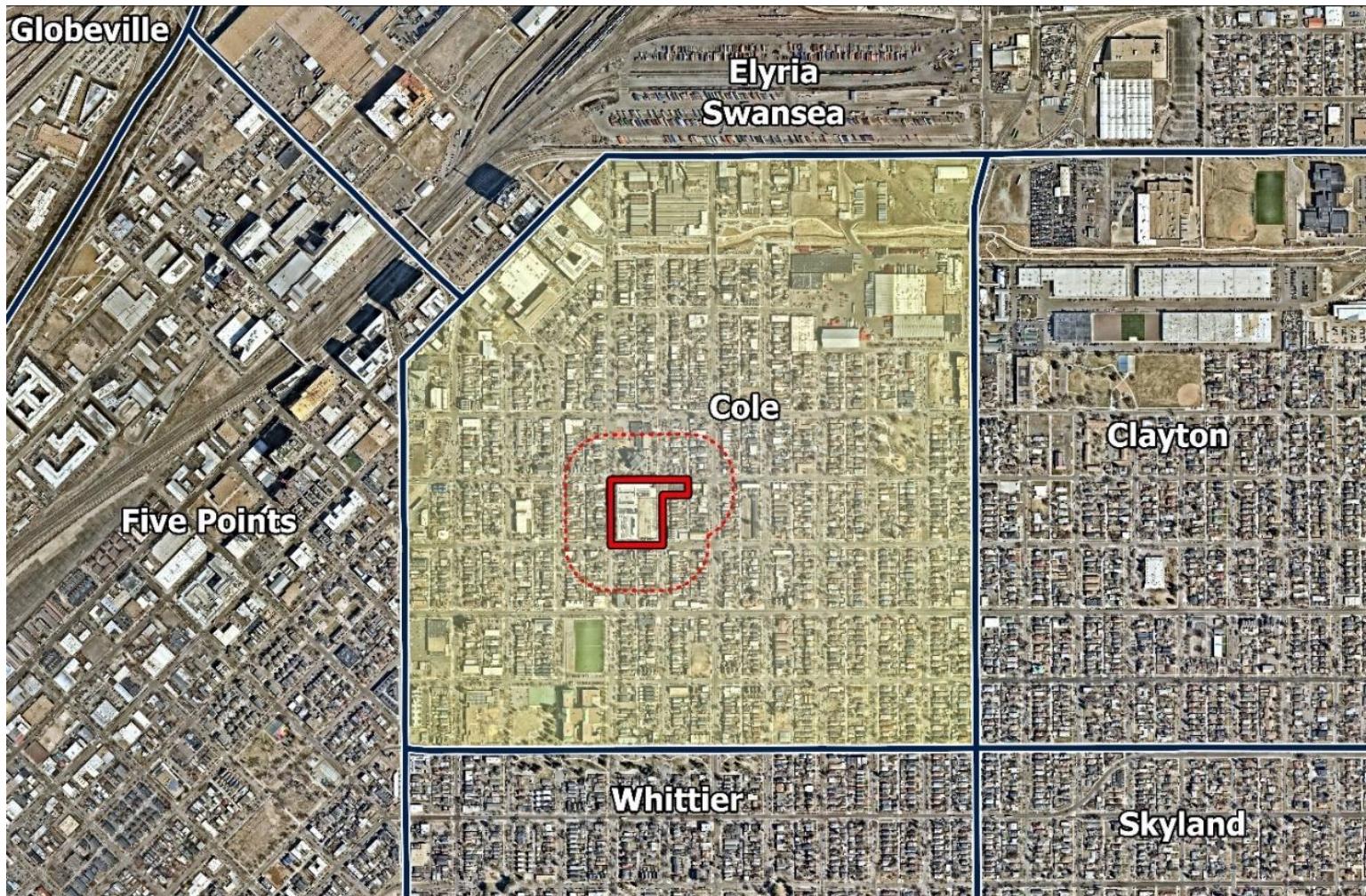
- Location and context
- Existing and Proposed Zoning
- Process
- Review Criteria



Council District 9 – Councilmember Watson



Statistical Neighborhood



Site



Reminder: Approval of a rezoning is not approval of a proposed specific development project

Subject Property:

- 107,820 S.F. (2.47 acres)
- Occupied by Tramway Nonprofit Center

Rezoning to facilitate:

- Conservation and continued office uses in the Tramway Nonprofit Center building
- Construction of a 4-story, 63-unit affordable housing development on a vacant portion of the site

AHRT Project:

- Low Income Housing Tax Credits (LIHTC) awarded in November 2025
- ULC (applicant) signed an Affordable Housing Plan with HOST

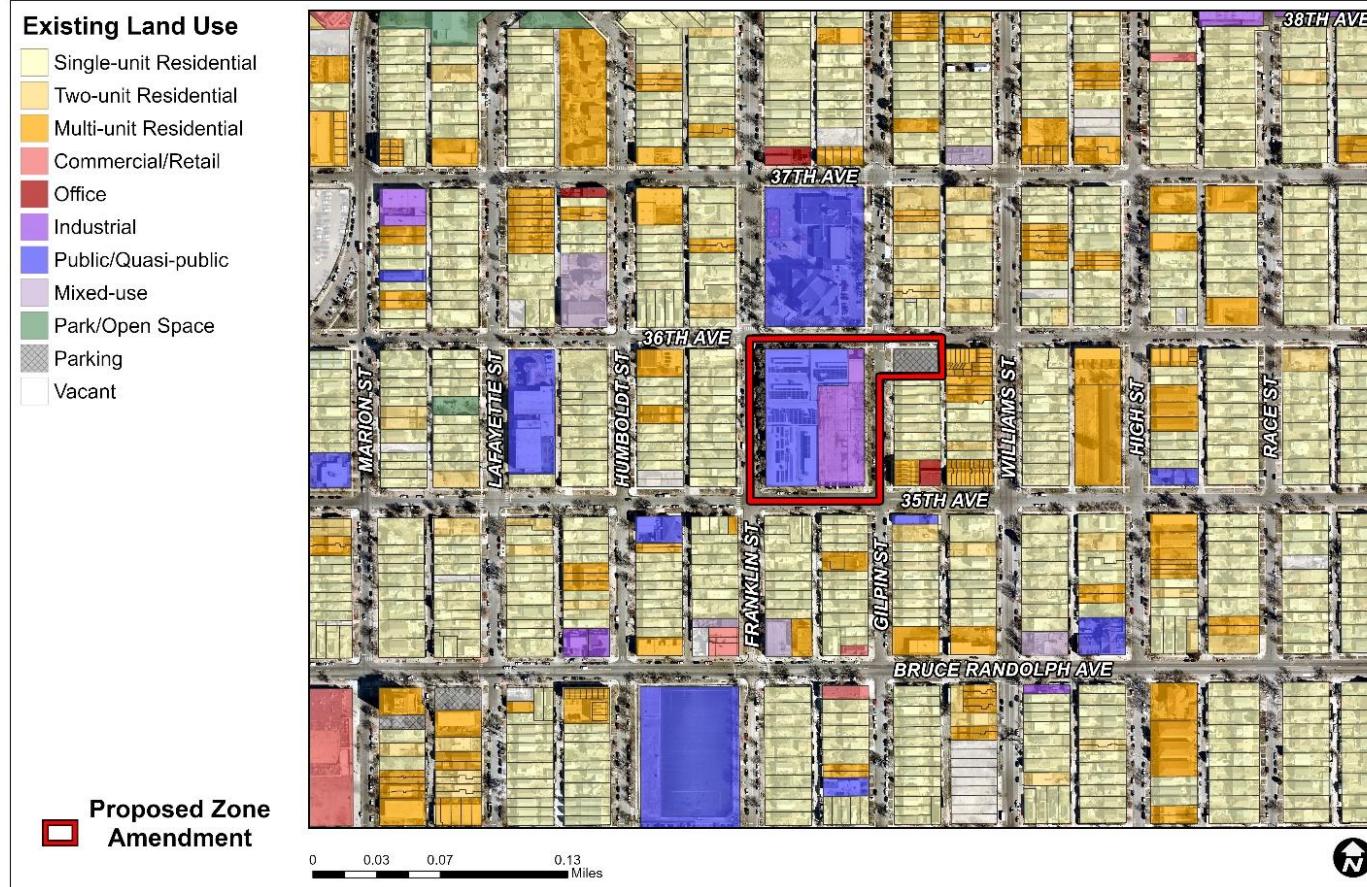
Tramway Nonprofit Center

- Building is listed on the State Register of Historic Places
- Not locally designated
- Current zoning does not require conservation



Motor Coach Division Building,
Denver Tramway Company

Existing Context – Land Use

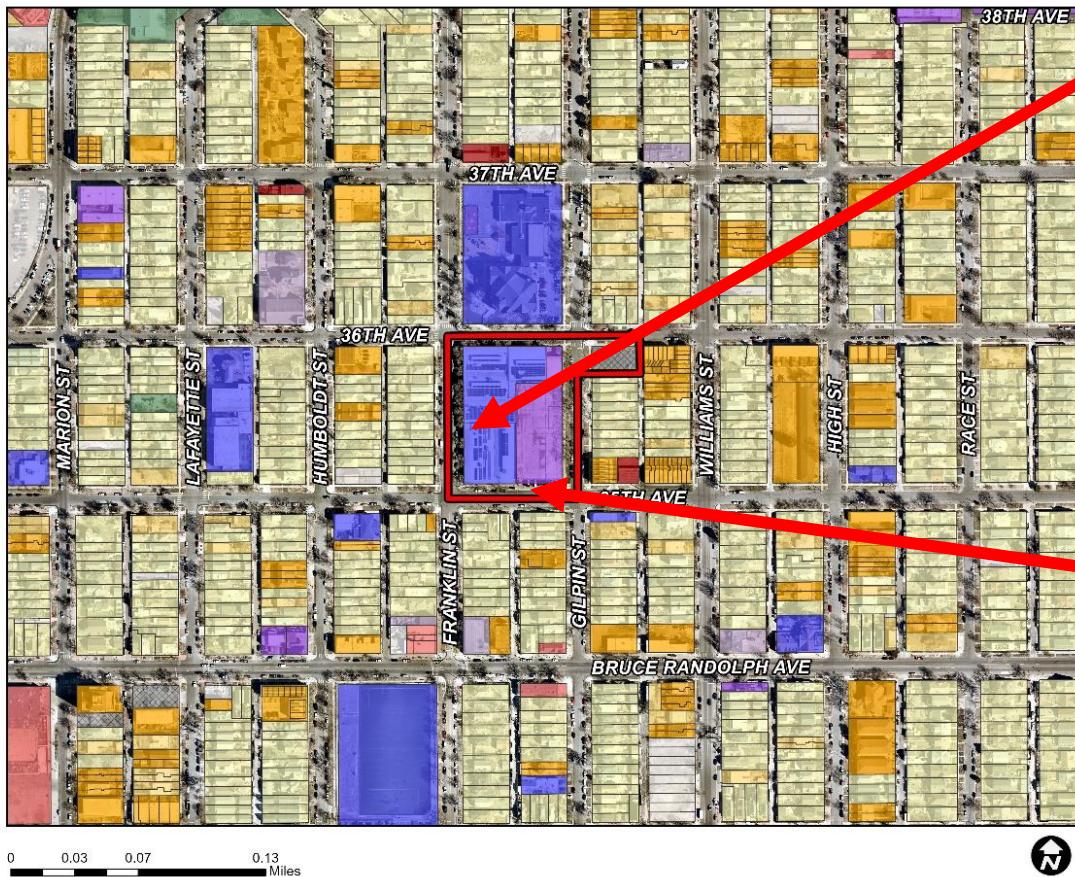


Public/Quasi-Public, Industrial and Parking

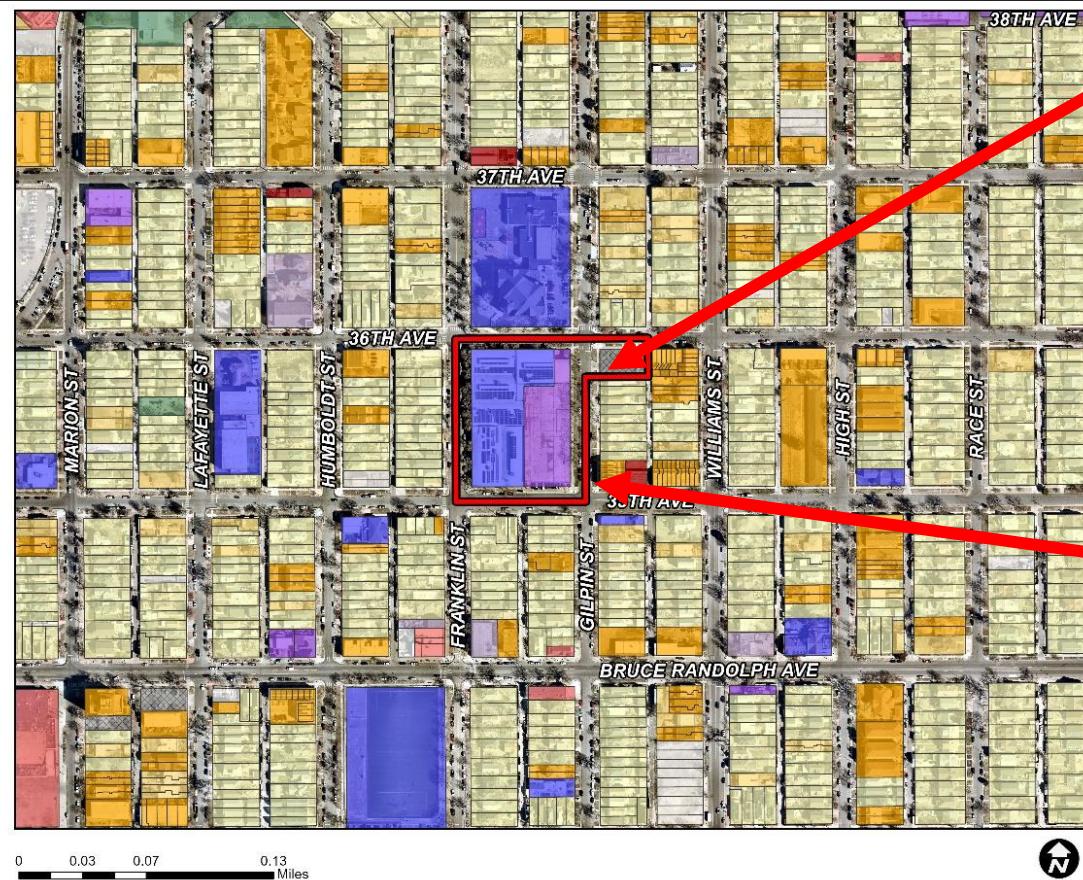
Adjacent to:

- Public-Quasi Public
- Single-Unit Residential
- Two-Unit Residential
- Multi-Unit Residential

Existing Context



Existing Context



Existing Context

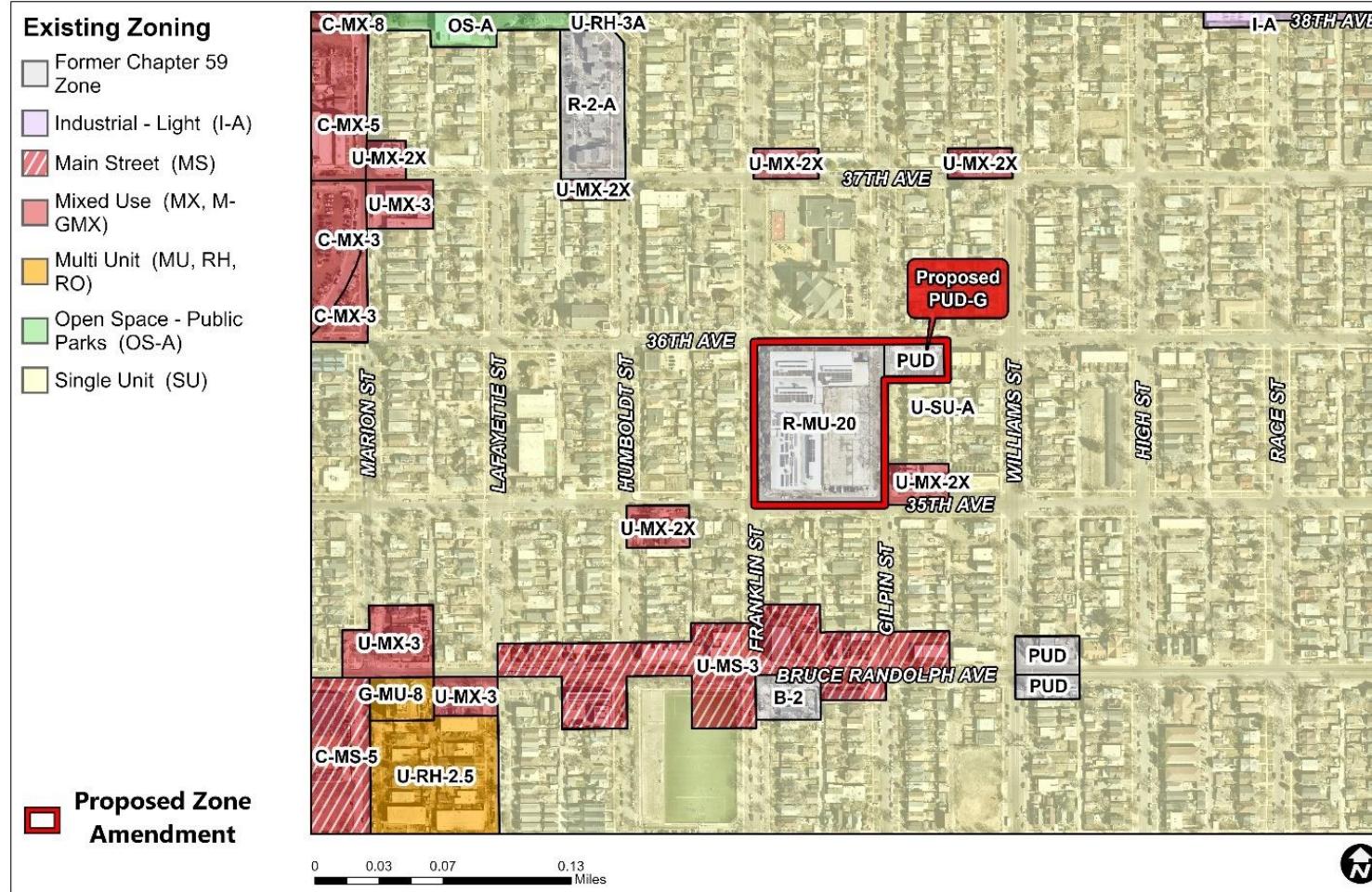


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Existing Zoning - R-MU-20 with waivers and PUD 534

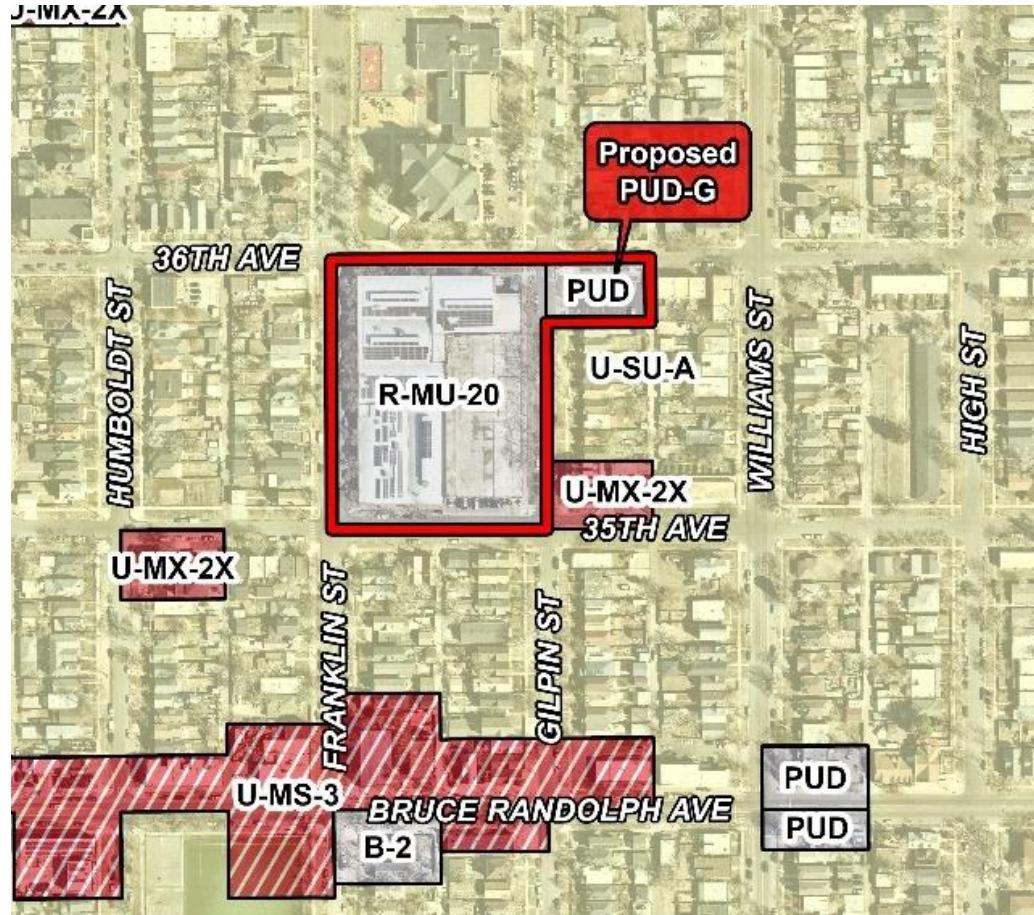


- R-MU-20 with waivers and PUD 534

Proximity to:

- U-SU-A
- U-MX-2x

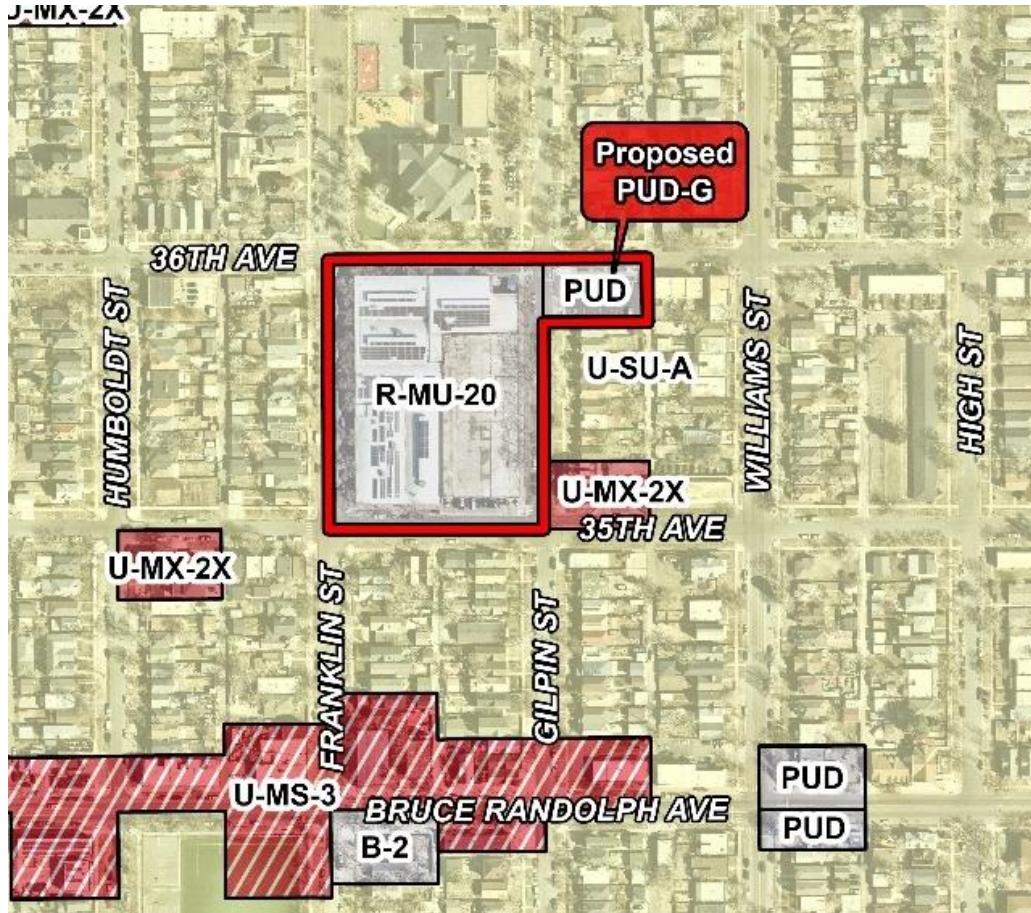
Existing Zoning – R-MU-20 with waivers



R-MU-20 with waivers

- Applies to entire block bounded by 35th Ave., 36th Ave., Gilpin St. and Franklin St.
- Residential Mixed-Use District
- Height limited to 45 feet (4 stories)
- Office uses limited to 10,000 square feet

Existing Zoning – PUD 534



PUD 534

- Applies to the property at the southeast corner of Gilpin St and 36th Ave.
- Surface parking for nonprofit center

Key Differences between existing & proposed rezoning

CURRENT ALLOWABLE HEIGHT:



PROPOSED ALLOWABLE HEIGHT:



Uses - New zoning would remove the cap on office uses in the Tramway building

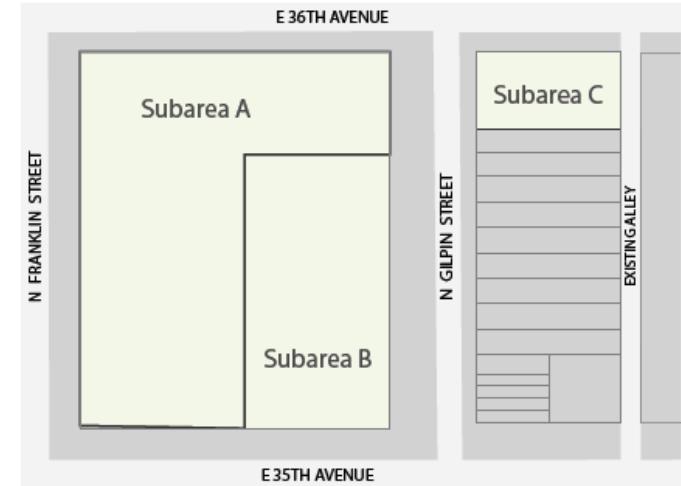
Conservation – New zoning would require conservation of key features of the Tramway building

Height – New zoning would:

- Reduce allowed height to 1-2 stories for existing Tramway Building;
- Maintain allowed height of 4 stories and 45-feet on vacant portion of the block

Request: PUD-G 38 Customized Standards

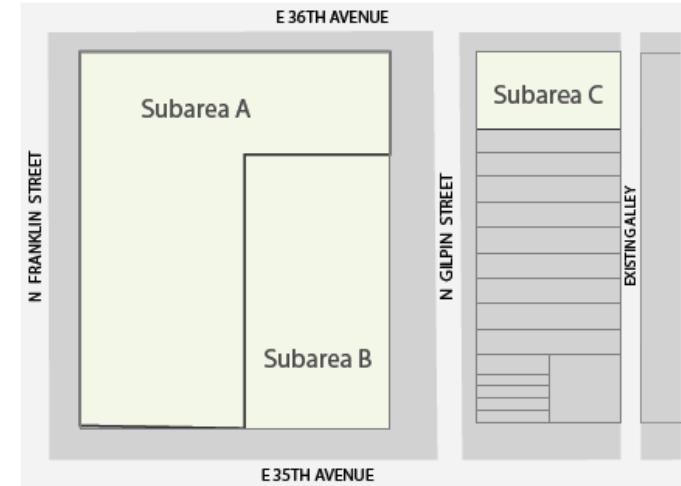
- Subarea A
 - U-MX-2x (Urban – Mixed Use - Up to 2 stories with limited commercial uses)
 - Customized height and transparency standards
 - Required conservation of the existing building



Request: PUD-G 38

Customized Standards

- Subarea B
 - U-RX-3 (Urban – Residential Mixed Use – Up to 3 stories)
 - Multi-Unit is the only primary use
 - 4 stories / 45 feet
- Subarea C
 - U-SU-A (Urban – Single Unit- A)
 - Allows surface parking to remain or U-SU-A uses



Concurrent Affordable Housing Plan (AHP)

- Voluntarily signed with HOST
- Under the negotiated alternative, if the project is not realized the AHP requires a minimum of 100% of total dwelling units at 80% AMI
- 99-year covenant
- Awarded: Low Income Housing Tax Credits
 - Commits to deeper affordability and larger bedrooms counts
 - 63 units

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Process

- Informational Notice: 6/9/2025
- Planning Board Notice: 7/1/25
- Planning Board Public Hearing: 7/16/25
- Committee: **7/29/25 postponed due to mediation**
(1/13/2026)
- City Council Public Hearing: 2/23/26

Public Comments

- 42 public comments in support
 - Letters ranged from business and organizations to individuals. Some of the organizations and businesses were Historic Denver, Neighborhood Development Collaborative, Catholic Charities Housing, Open Door Youth Gang Alternatives, Denver Street Partnerships, and Denver Metro Community Impact
- 45 public comments in opposition
 - Concerns with parking, density, traffic, allowable height, Subarea A/C, plan guidance, not appropriate within the neighborhood and the direct impact to the surrounding neighborhood
 - One of the comment letters had 200 names

Public Comments

- RNO Letter - Cole Neighborhood Association
- Two individual letters notifying an error in the letter with 200 names and that they were in support

Planning Board

- Planning Board held a hearing on this item on 7/16/2025.
- A total of 13 individuals spoke. 6 in support and 7 in opposition.
- The board voted unanimously to recommend approval.

Mediation

- ULC entered mediation with some community members of the Cole neighborhood
- Main disagreement centered on the proposed 4-story building height in Subarea B
- ULC offered several community commitments, including shared parking, on-site resident amenities, prioritizing displaced Cole residents for housing, and fostering community use of the Tramway Nonprofit Center.
- While these measures were seen as positive, they did not resolve all concerns.

Presentation Agenda

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Denver Zoning Code Review Criteria

Sections 12.4.10.7 and 12.4.10.8

1. Consistency with Adopted Plans
2. Public Interest
3. Consistency with Neighborhood Context, Zone District Purpose and Intent
4. Additional Review Criteria for Rezoning to PUD District

Denver Zoning Code Review Criteria

1. Consistency with Adopted Plans

- Comprehensive Plan 2040 (2019)
- Blueprint Denver (2019)
- Elyria & Swansea Neighborhoods Plan (2015)

2. Public Interest

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

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2. Public Interest

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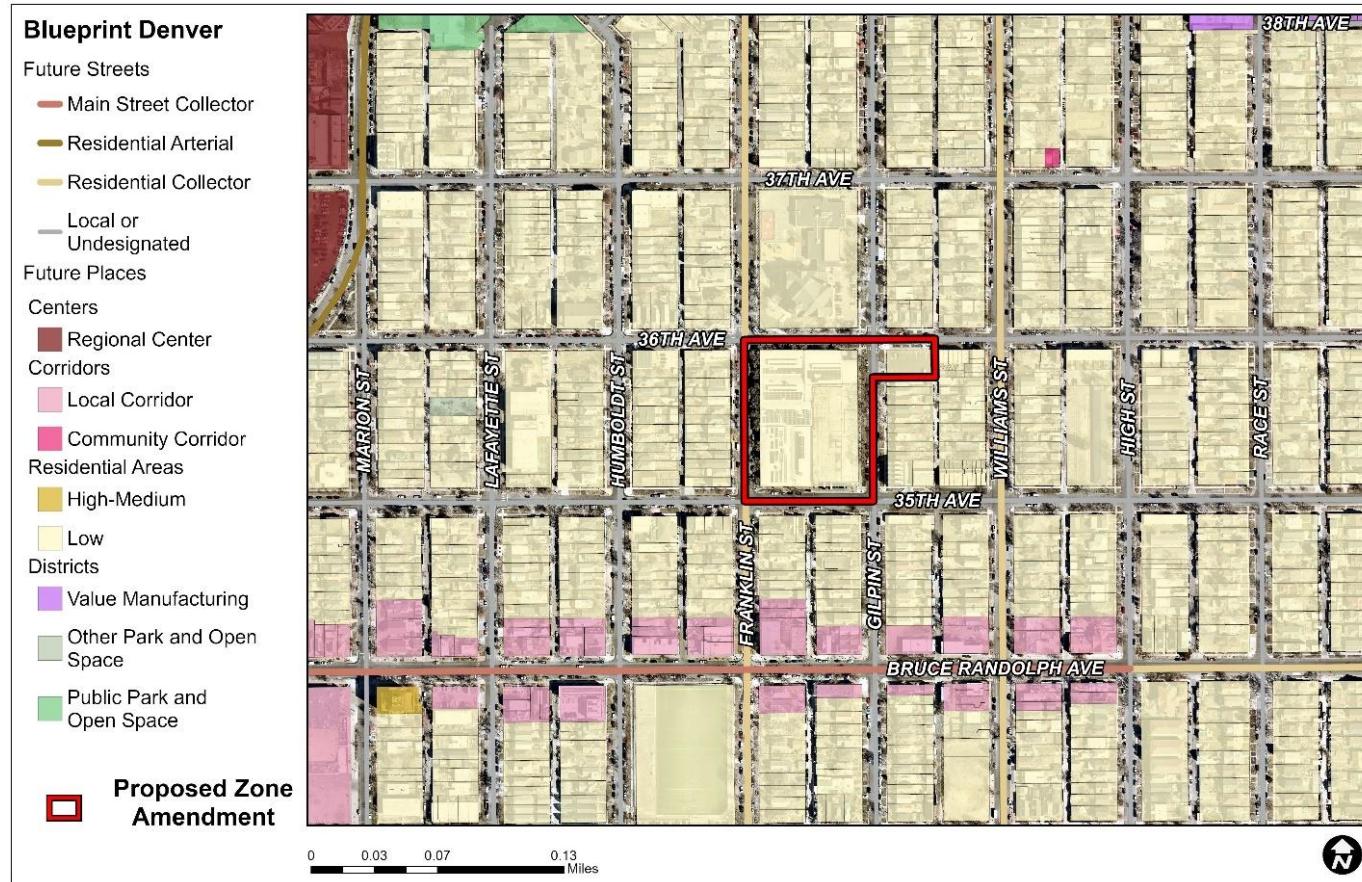
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Blueprint Denver 2019



- **Urban – Neighborhood Context**
 - Small multi-unit residential and low-intensity mixed-use buildings are typically embedded in single-unit and two-unit residential areas

Blueprint Denver 2019



Future Place – Low Residential

- Predominately single and two-unit uses on smaller lots... and limited mixed-use can occur along arterial and collector streets, as well as where commercial uses have been already established
- Building heights are generally up to 2.5 stories in height

Street Types

- N Franklin Street: Residential Collector
- E. 35th Avenue, E. 36th Avenue and N. Gilpin Street: Local Street

Blueprint Denver 2019

Regarding height, Blueprint Denver says to consider

- Small Area Plan
- Surrounding context
- Transitions
- Adjacency to transit
- Achieving plan goals for community benefits
- Urban design goals

Blueprint Denver 2019

Equity strategies:

- Land Use & Built Form – General Goal 2: Allow increased density in exchange for desired outcomes, such as affordable housing (p. 72).
- Land Use & Built Form – Housing Goal 2: Diversify housing options by exploring opportunities to integrate missing middle housing into low and low-medium residential areas (p. 82).
- *Land Use & Built Form: Housing Policy 06: “Increase the development of affordable housing and mixed-income housing”* (p.67).

Blueprint Denver 2019

Adaptive Reuse Strategies:

- Land Use & Built Form: Design Quality and Preservation Policy 2: Promote incentives to preserve the reuse of historic buildings and the unique historic features of Denver's neighborhoods (p.99).
- Land Use & Built Form: Design Quality and Preservation Policy 3: Identify important mixed-use historic structures and encourage their continued use or adaptive reuse (p.102).
- Land Use & Built Form: Design Quality and Preservation Policy 6: Incentivize the preservation of structures and features that contribute to the established character of an area, even if they are not designated as landmarks or historic districts (p.104).

Blueprint Denver 2019

Climate strategies:

- *Reduce Climate Impacts*
 - *Multi-unit buildings are more energy efficient than low density residential development types*
 - *Adaptive Reuse of the Existing Building*

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

Elyria & Swansea Neighborhoods Plan



Elyria & Swansea Neighborhoods Plan

- Establish a Balance Land Use Strategy Recommendations, B.3 Increase Housing Choices: Encourage investment in new housing to expand the total number of residences and to provide for a diversity of housing types to bring more people of all ages and income levels into the neighborhood (p. 29).
- Improve access to Housing, Jobs, Services and Education, B.25 Encourage continued coordination between non-profit service organizations that focus on the neighborhood. (p. 47).

Denver Zoning Code Review Criteria

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4. Additional Review Criteria for Rezoning to PUD District

Additional PUD Criteria

1. 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;
2. The PUD District and the PUD District Plan comply with all applicable standards and criteria stated in Division 9.6;
3. 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;
4. The PUD District and the PUD District Plan establish permitted uses that are compatible with existing land uses adjacent to the subject property; and
5. 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;

- *The PUD will help facilitate the conservation of an existing, valued historic building, while accommodating new affordable housing development on a vacant portion of a site*
- *More efficient use of land and energy*

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 District is necessary because there is no standard zone district available that is specifically intended to conserve the existing building for Subarea A, support infill development of affordable housing in Subarea B, and continue allowance for as surface parking use for Subarea C*

PUD Review Criteria

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

- *The proposed PUD-G 38 would allow uses that are allowed in U-MX-2x in Subarea A, U-SU-A and surface parking in Subarea C, and the Multi-Unit Dwelling as the primary use in Subarea B. The proposed rezoning would allow for residential and limited commercial use of the subject site that are compatible with the permitted uses of the surrounding properties*

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

- *Much of the subject site is currently in the R-MU-20 zone district with waivers, which permits residential mixed use with heights up to 45 feet. Further, the surrounding area includes low-scale residential building forms and limited commercial mixed use zone districts in the immediate area, which provides an appropriate transition from the subject site.*

CPD Recommendation

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

1. Consistency with Adopted Plans
2. Public Interest
3. Consistency with Neighborhood Context, Zone District Purpose and Intent
4. 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.