



TO: City Council
FROM: Joe Green, Associate City Planner
DATE: May 7, 2026
RE: Official Zoning Map Amendment Application #2025-REZONE-0000034

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommend **approval** for application #2025-REZONE-0000034.

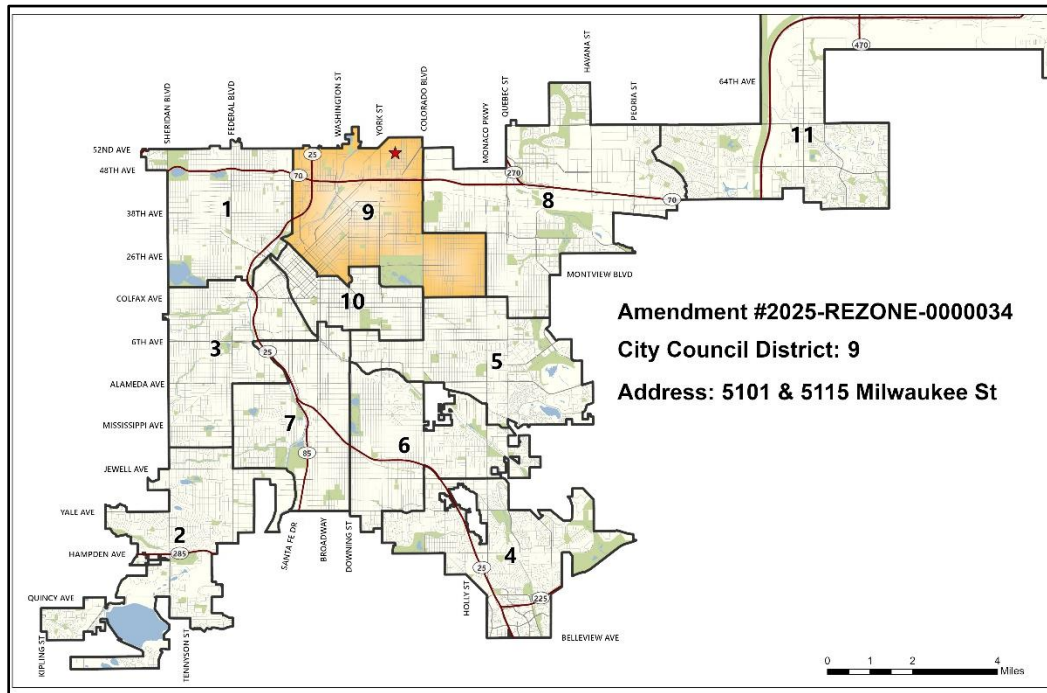
Request for Rezoning

Address: 5101-5115 N Milwaukee St
Neighborhood/Council District and CM: Elyria Swansea / Council District 9, CM Watson
RNOs: Inter-Neighborhood Cooperation (INC), Elyria Swansea Neighborhood Association, Denver North Business Association, Opportunity Corridor Coalition of United Residents, United Community Action Network
Area of Property: 12,700 square feet or .29 acres
Lot Width: 100 ft
Current Zoning: E-SU-D
Proposed Zoning: U-TU-C
Property Owner(s): Michelle Carbone
Owner Representative: Leonard Poliziani, Green Group LLC

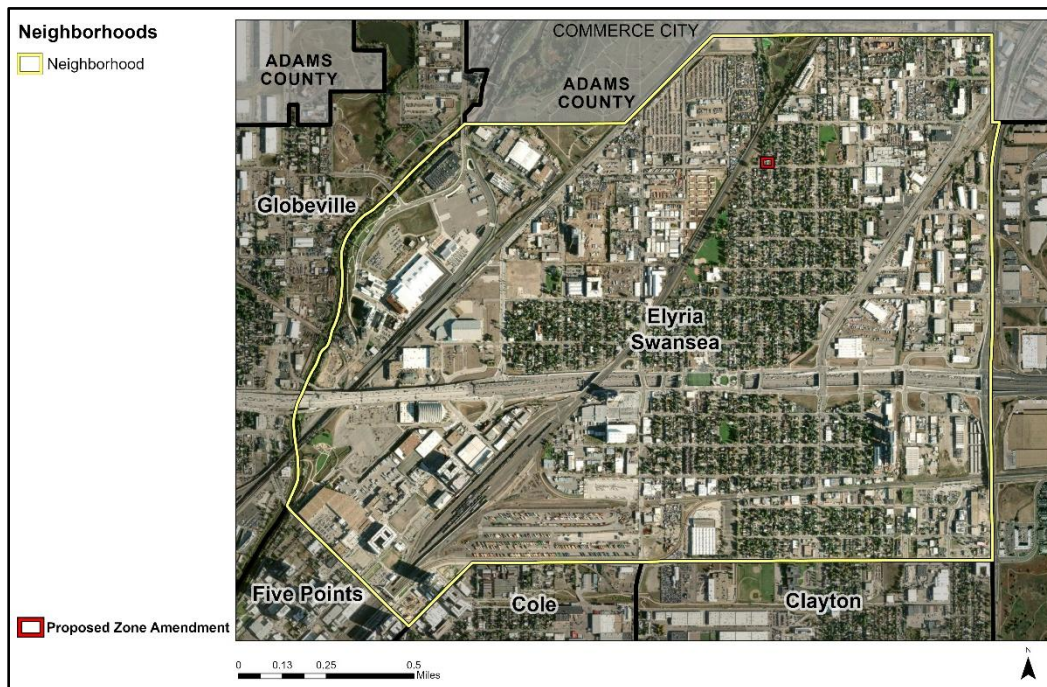
Summary of Rezoning Request

- The subject site is in the Elyria Swansea neighborhood on the northwest corner of North Milwaukee Street and East 51st Avenue.
- 5115 N Milwaukee St contains a single-unit house, a garage, and a shed. 5101 N Milwaukee St contains the driveway for 5115 N Milwaukee St. Both parcels share a fence.
- The current zoning E-SU-D (Urban Edge – Single-Unit – D) allows a single-unit house with an accessory dwelling unit on a minimum lot size of 6,000 square feet.
- The requested zone district U-TU-C (Urban – Two-Unit – C) allows two primary units with accessory dwelling units on a minimum lot size of 5,500 square feet. Further details of the requested zone district can be found in the proposed zone district section of this Staff report and in Article 5 of the Denver Zoning Code.

City Location



Neighborhood Location – Elyria Swansea



Existing Context

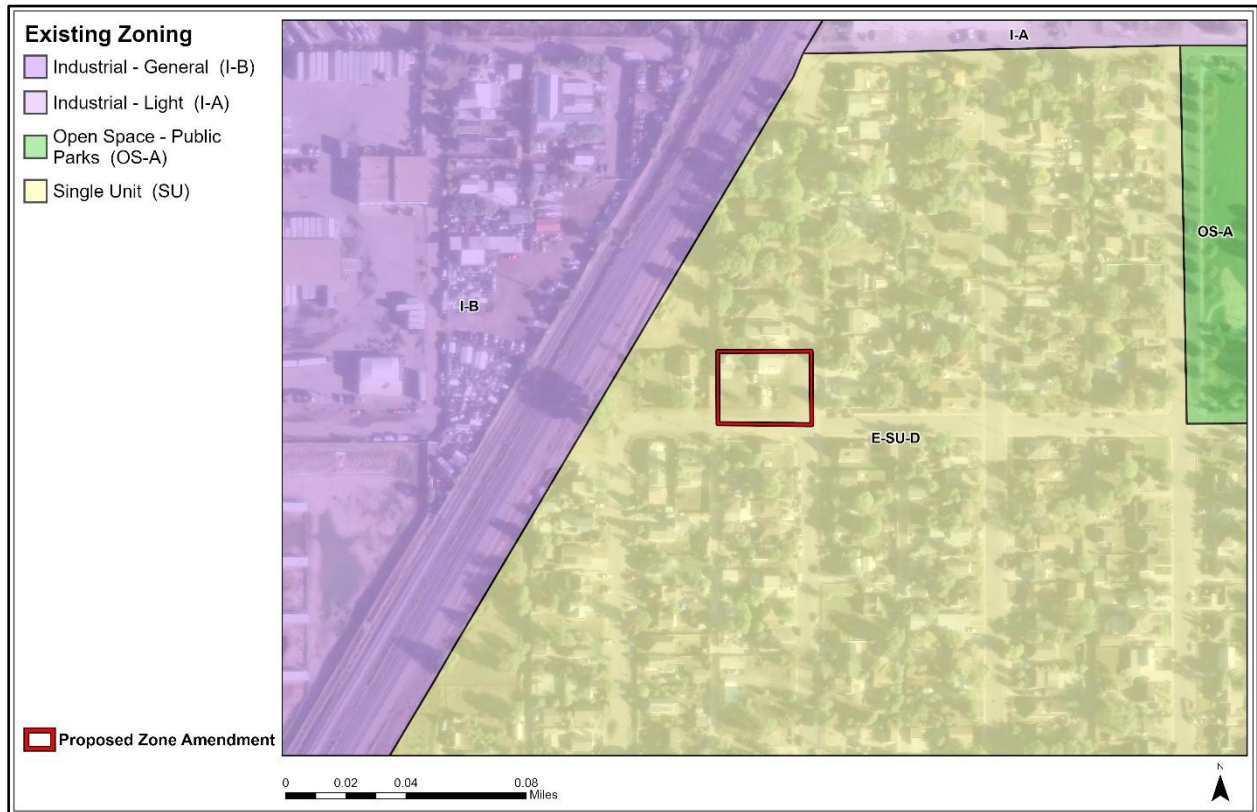


The subject property is in the Elyria Swansea neighborhood. The central core of the neighborhood is largely single-unit with two-unit residential uses existing throughout, though largely concentrated south of East 48th Avenue. The edges of the Elyria Swansea tend to be industrial uses. A large section of the western portion of the neighborhood consists of the National Western Complex. Interstate 70, Highway 6, and a railway line all cross through the neighborhood. The subject property is approximately a quarter mile from the 48 RTD bus line along 52nd Avenue.

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	E-SU-D	Vacant	A one and half story house alley access and a detached garage.	Regular grid of streets. Block sizes and shapes are consistent and rectangular with alleys in the middle of blocks. This pattern is interrupted by a rail line to the west and north of the subject property. Most of the surrounding blocks have 3 ft rollover sidewalks without a tree lawn. However, the block where the subject property resides does not have sidewalks.
North	E-SU-D	Single-unit Residential	A one and half story house with alley access.	
South	E-SU-D	Single-unit Residential	A single-story house with alley access.	
East	E-SU-D	Single-unit Residential	A single-story house with alley access and a detached garage.	
West	E-SU-D	Single-unit Residential	A single-story house with alley access.	

Existing Zoning



E-SU-D is a single-unit zone district allowing the Urban House primary building form on a minimum lot area of 6,000 square feet and a minimum lot width of 50 feet. The maximum allowed height of the Urban House building form is 30 to 35 feet for the front 65% of the zone lot and 17 to 19 feet in the rear 35% of the zone lot. An accessory dwelling unit is allowed.

Existing Land Use Map



Existing Building Form and Scale



View of the subject property looking west from North Milwaukee Street.



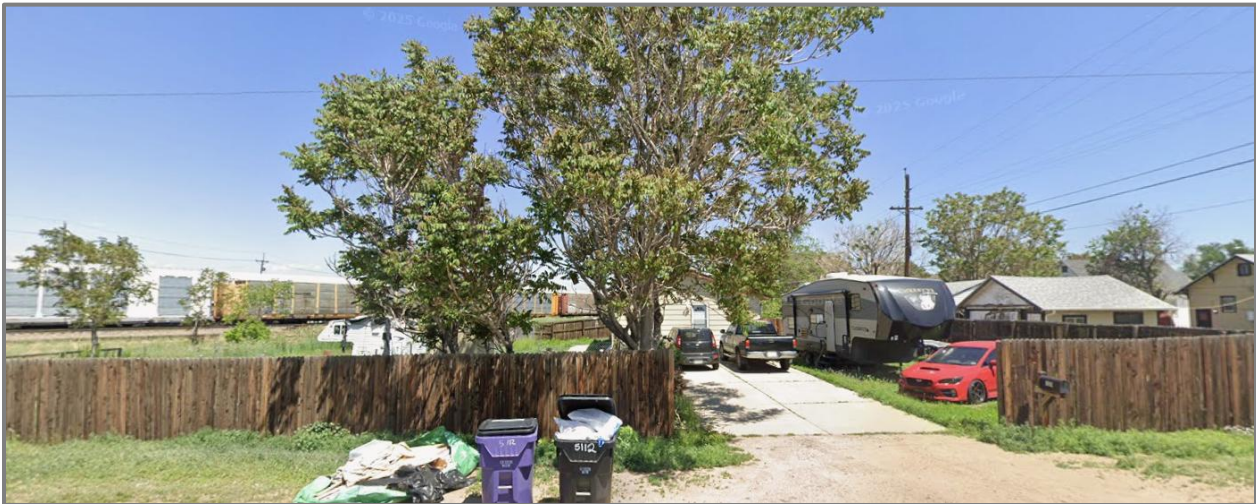
View of the property to the north, looking west from North Milwaukee Street.



View of the property to the south, looking west from North Milwaukee Street.



View of the property to the east, looking east from North Milwaukee Street.



View of the property to the west (across the alley), looking north on East 51st Avenue.

Proposed Zoning

U-TU-C is a two-unit zone district allowing the Urban House, Tandem House, and Duplex primary building forms on a minimum lot area of 5,500 square feet and lot width of 50 feet. The maximum allowed height is 30 to 35 feet for the front 65% of the zone lot and 17 to 19 feet in the rear 35% of the zone lot. An accessory dwelling unit is allowed for each primary unit.

The primary building forms allowed in the existing zone district and the proposed zone district are summarized below. The main difference between the zone districts is the minimum lot size, minimum width, maximum building coverage, and the allowance of the duplex and tandem house building forms.

Design Standards	E-SU-D (Existing)	U-TU-C (Proposed)
Primary Building Forms Allowed	Urban House	Urban House, Duplex, Tandem House
Maximum Height in Stories/Feet, Front 65% of Zone Lot	2.5 stories / 30 feet to 35 feet	2.5 stories / 30 feet - 35 feet
Maximum Height in Stories/Feet, Rear 35% of Zone Lot	1 story / 17-19 feet	1 story / 17-19 feet
DADU Maximum Heights in Stories / Feet	24 feet	24 feet
Zone Lot Size (Min.)	6,000 square feet	4,500/5,500* square feet
Minimum Zone Lot Width (Min.)	50 feet	35/50** 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 Alley / No Alley	5 feet / 12 feet	5 feet / 12 feet
Building Coverage per Zone Lot including all accessory structures (Max.), not including exceptions	45%	37.5%
Detached Accessory Building Forms Allowed	Detached Accessory Dwelling Unit, General Detached Structure, Minor Detached Structure	Detached Accessory Dwelling Unit, General Detached Structure, Minor Detached Structure

*4,500 square feet is the minimum for an urban house; 5,500 square feet is the minimum for a duplex or tandem house

** 35 feet for an urban house; 50 feet for a duplex or tandem house

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 Response
- **Denver Public Schools:** Approved – No Response

- **Development Services – Fire:** Approved – No Comment
- **Development Services – Project Coordination:** Approved – No Comment
- **Development Services – Transportation:** Approved – See Comments. DES Transportation approves the subject zoning change. The applicant should note that redevelopment of this site may require additional engineering, ROW dedication to the City, access changes, traffic studies and/or right of way improvements. The extent of the required design and improvements will be determined once this property begins the redevelopment process. The results of any traffic studies may require the construction of off-site mitigation or may limit the proposed density of the project.
- **Development Services – Wastewater:** Approved – No Response.
- **Parks and Recreation:** Approved – No Response.
- **Public Health and Environment:** Approved – No Comment
- **Department of Transportation & Infrastructure – City Surveyor:** Approved - No Comments

Public Review Process

	Date
Property legally posted for a period of 15 days within 10 days of the submission of a complete application and CPD informational notice of receipt of receipt of the rezoning application to all affected members of City Council, registered neighborhood organizations, property owners, and tenants:	01/09/2026
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, property owners, and tenants:	03/03/2026
Planning Board Public Hearing:	03/18/2026
CPD written notice of the Community Planning and Housing Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten (10) working days before the meeting:	03/17/2026
Community Planning and Housing Committee of the City Council moved the bill forward:	03/31/2026
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:	04/20/2026 (tentative)
City Council Public Hearing:	05/11/2026 (tentative)

Planning Board

Planning Board voted unanimously to recommend approval, 8-0.

Public Outreach and Input

Registered Neighborhood Organizations (RNO)

The United Community Action Network emailed the applicant stating that they support the rezoning project because the community needs additional housing units. Staff have not received any other letters of support from other RNOs active in the neighborhood.

General Public Comments

As of the date of this Staff report, no comments have been received by Staff. The applicant has sent bilingual flyers to neighbors within 200 ft of the property and reached out to RNOs as required.

Criteria for Review / Staff Evaluation

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

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

Consistency with Adopted Plans

The following adopted plans apply to this property:

- *Denver Comprehensive Plan 2040* (2019)
- *Blueprint Denver* (2019)
- *Elyria Swansea Neighborhood Plan* (2015)

Overview

Blueprint Denver explicitly states when it is appropriate to allow two-unit zone districts in Residential Low areas through an applicant-driven rezoning. If there is not an existing pattern of two-unit zoning, then a small area plan or significant neighborhood support must express an intent to change the zoning pattern in the area (*Blueprint Denver*, pg. 215). While Staff does not find a pattern of two-unit zoning, we do find that the *Elyria Swansea Neighborhood Plan* calls for a two-unit zoning pattern in this area (*Elyria Swansea Neighborhood Plan*, pg. 28). Staff finds this rezoning application to be consistent with *Comprehensive Plan 2040*, *Blueprint Denver*, and the *Elyria Swansea Neighborhood Plan*.

Denver Comprehensive Plan 2040

The proposed rezoning could further 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-TU-C would allow for two-unit uses on the proposed sites, potentially facilitating two additional primary dwelling units and two additional detached accessory dwelling units than would be allowed under the current zoning. Two primary units built on a single lot could be less expensive than a single-unit house built on that same lot.

- 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 for two-unit uses, potentially facilitating 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 would allow for two-unit uses, facilitating two additional primary dwelling units and two additional detached accessory dwelling units on a site where infrastructure and services such as water, stormwater, and streets already exist. This would promote Denver's land conservation. Because it could facilitate the strategies cited above, the rezoning is consistent with *Comprehensive Plan 2040*.

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 Low Residential future place within the Urban future 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 in things like land use and built form and mobility options at a higher scale, between neighborhoods. The subject property is shown on the context map as Urban neighborhood context. The neighborhood context map and description help guide appropriate zone districts (p. 66). The Urban neighborhood context is described as “small multi-unit residential and mixed-use areas typically embedded in 1-unit and 2-unit residential areas” with “good walkability with short, predictable blocks (p. 136).”

U-TU-C is a zone district within the Urban neighborhood context and is “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-TU-C is consistent with the Blueprint future neighborhood context of Urban because it will promote the residential character by allowing two-unit residential uses with a low-scale residential and it that will be compatible with the existing residential area.

Blueprint Denver Future Places



Blueprint Denver designates the subject property as Residential Low Future place, which is described as “Predominantly single- and two-unit uses on small or medium lots. Accessory dwelling units and duplexes are appropriate and can be thoughtfully integrated where compatible” (p. 214). U-TU-C is a two-unit residential district on lots that are a minimum of 5,500 square feet. This will promote the residential character of the neighborhood by allowing low-scale two-unit residential uses that will be compatible with the existing residential area, which is consistent with the Low Residential future place type description.

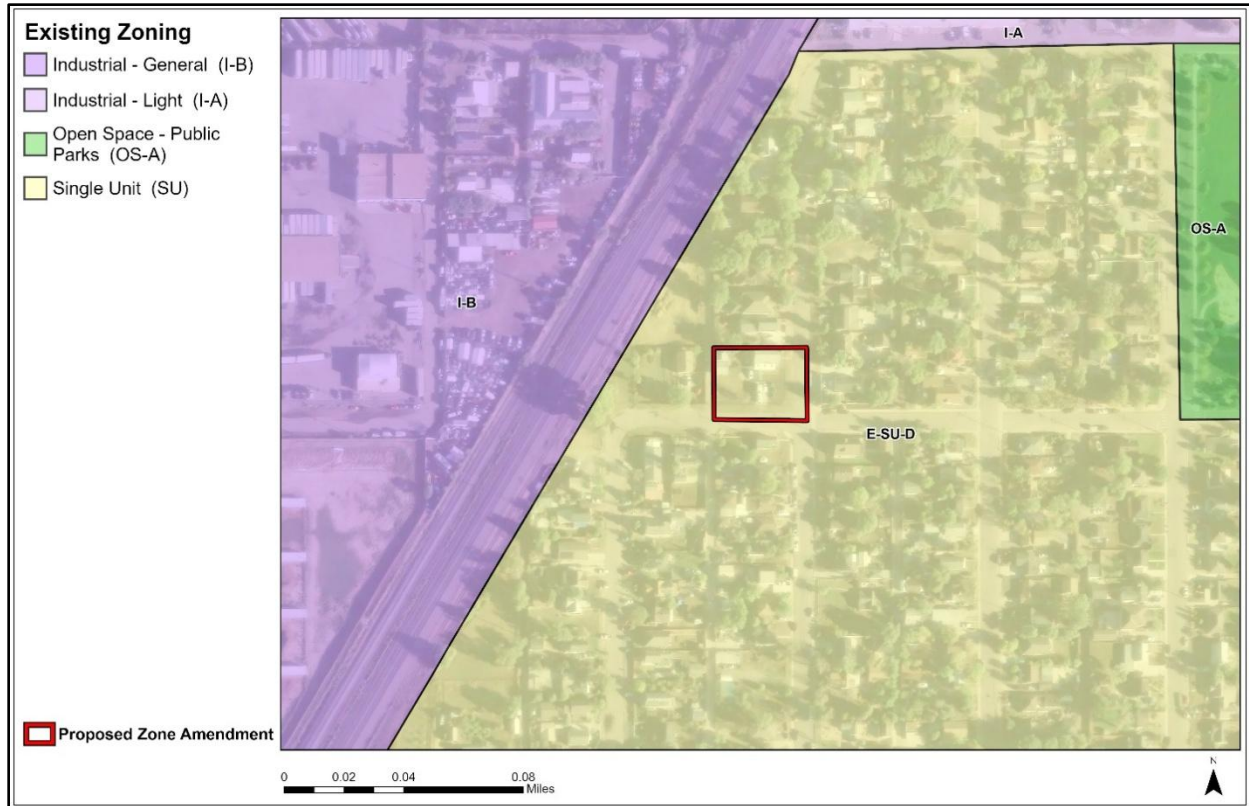
Blueprint Denver provides further guidance for rezonings in Residential Low places regarding two-unit uses. The plan states:

“This section provides guidance for evaluating potential rezoning, or map amendment requests, in low residential areas. Although the description of the low residential places includes both single-unit and two-unit uses, two-unit uses are not appropriate in all low areas.

“When a rezoning request is made to change the zoning to allow two-unit uses, the appropriateness of the request depends upon adopted small area plan guidance, neighborhood input, and existing zoning patterns. A departure from the established zoning pattern may be appropriate if the intent is to set a new pattern for the area, as expressed by an adopted small area plan or significant neighborhood input (p. 214).”

The proposed rezoning would allow two-unit uses where they are not currently allowed, so this guidance applies and directs us to consider: 1) the existing zoning pattern, 2) neighborhood input, and 3) small area plan guidance.

1) Existing Zoning Pattern



The map above (Existing Zoning) demonstrates the existing pattern of zoning. There is no presence of two-unit zoning on blocks adjacent to the subject property. Staff find that the pattern on surrounding blocks is inconsistent with the requested zone district.

2) Neighborhood Support

The United Community Action Network emailed the applicant stating that they support the project, but Staff have not received comments from other RNOs active in the area or community members. Staff do not find evidence of significant neighborhood support.

3) Small Area Plans

The *Elyria Swansea Neighborhood Plan* designates this area as “single-family duplex”, which allows for “a mixture of housing types, including single-family houses, duplexes, rowhouses, and small apartment buildings (pg. 26).” Staff find this language to express a direct intent to change the pattern of zoning in this area and fulfill *Blueprint Denver’s* guidance on how to apply Residential Low guidance to individual rezoning applications.

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 all other areas of the city. These areas are anticipated to see around 20% of new housing growth and 10% of new employment growth by 2040 (p. 51). The proposed map amendment to E-TU-C would allow small-scale growth where it has been determined to be most appropriate.

Blueprint Denver Street Types

In *Blueprint Denver*, street types work in concert with the future place to evaluate the appropriateness of the intensity of the adjacent development (p. 67). *Blueprint Denver* classifies North Fillmore Street and East 51st Avenue as Local Streets, which “can vary in their land uses and are found in all neighborhood contexts. They are most often characterized by residential uses (p. 161).” The proposed U-TU-C zone district would allow low-scale residential development consistent with the intent of the

Local Street designation. Thus, the proposed map amendment is consistent with the context, place, growth strategy, and street type recommendations of Blueprint Denver.

Blueprint Denver Future Streets



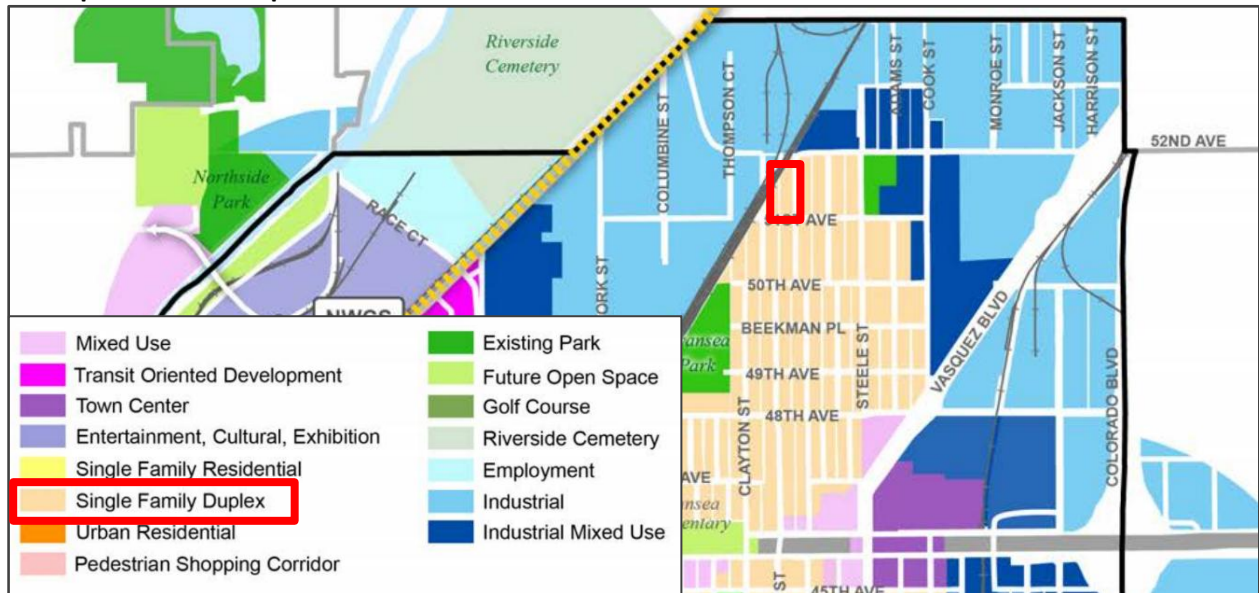
Equity and climate

Because the data available to measure the equity concepts is not available at the parcel-level scale, and they are intended to show patterns across large areas, they cannot be effectively applied to small-scale rezonings (p. 67). However, smaller rezonings can still implement policies and strategies related to equity and climate. This rezoning supports the city’s goals to reduce climate impacts by allowing for two-unit uses and, therefore, potentially enabling additional housing where infrastructure already exists.

Elyria and Swansea Neighborhoods Plan (2015)

The plan designates the subject property as part of the Single Family Duplex area, which “are moderately dense areas that are primarily residential. There is a mixture of housing types, including single-family houses, duplexes, rowhouses, and small apartment buildings (p. 26).” Recommendation B.3 calls for “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).” The plan also includes a recommended maximum height for the subject property of 2.5 stories (p. 31). Recommendation B.23 says to “provide a broad range of housing types by allowing for moderate increases in density and household economic stabilization by allowing options that supplement an existing single-family home, including accessory dwelling units, duplexes and tandem houses (p. 46).”

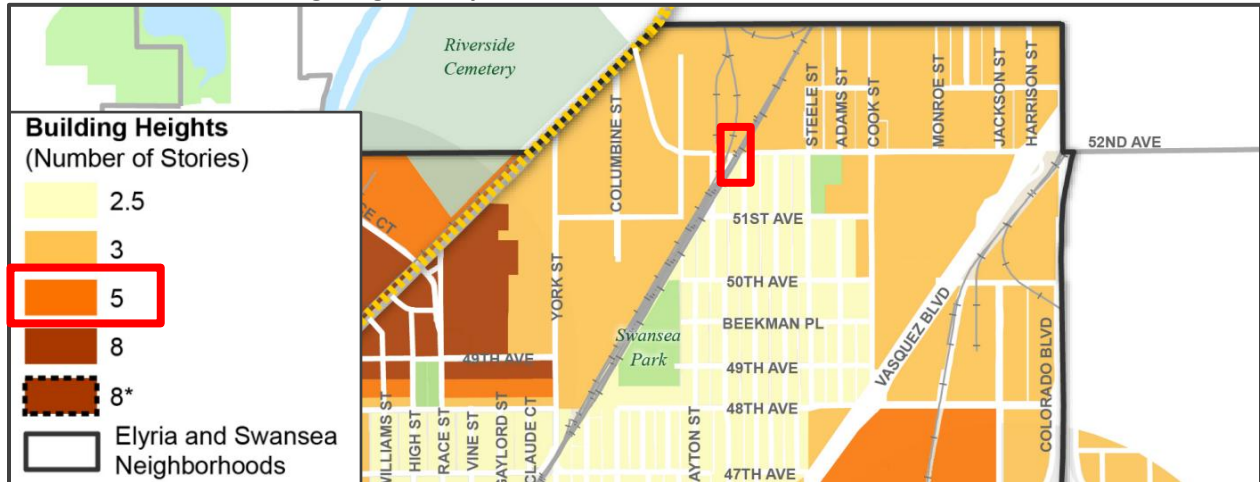
Concept Land Use Map



The plan also designates character areas, of which the subject property is designated Traditional Residential. Recommendations for the Traditional Residential area include E.1 Update the Neighborhood Context, as “the Denver Zoning Code’s Urban Neighborhood Context, as opposed to the currently mapped Urban Edge Context, better reflects the use of alleys, limiting or prohibiting curb cuts for street access, and the continuation of detached sidewalks where possible (p. 88).” Recommendation E.2 says to “explore opportunities to introduce building forms, consistent with the single-family duplex land designation, such as accessory dwelling units, duplex or tandem houses and rowhouses” and “increase the local supply of relatively affordable housing units in the neighborhood. A modest increase in housing density could add more people to the limited neighborhood population and support commercial retail and other desired services in the neighborhood (p. 88).”

The proposed U-TU-C zone district would allow two-unit uses, increasing the variety of housing types in the neighborhood, consistent with the recommendations of the Elyria & Swansea Neighborhood Plan. The maximum allowed height of 2.5 stories is consistent with the plan’s height recommendations, and the Urban context complies with the plan’s goal of shifting the area into Urban context zoning. The proposed rezoning would facilitate residential investment in the neighborhood, increasing the supply of available housing, consistent with the policies and goals of the Elyria & Swansea Neighborhoods Plan.

Future Maximum Building Heights Map



Public Interest

The proposed official map amendment furthers the Public Interest through implementation of the city's adopted land use plans by facilitating the creation of additional housing options and housing types within an established neighborhood.

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

The requested U-TU-C zone district is within the Urban Neighborhood Context. The neighborhood context generally consists of single-unit and two-unit residential uses in a regular pattern of blocks surrounded by an orthogonal street grid with alleys (DZC, Division 5.1). This portion of the Elyria Swansea neighborhood fits the general description of Urban neighborhoods and the proposed U-TU-C zone district would allow single-unit and two-unit residential uses consistent with the Urban Neighborhood Context general description.

The general purpose of the Urban residential zone districts is to “promote and protect residential neighborhoods within the Urban Neighborhood Context” and “promote existing and future patterns of lower scale multi-unit building forms that address the street in the same manner as an urban house building form” (DZC Section 5.2.2.1). The proposed U-TU-C zone district would allow the urban house, tandem house, and duplex building forms, which have standards that would result in development consistent with the general purpose of the Urban residential districts.

The specific intent of the U-TU-C zone district is to allow “up to two units on a minimum zone lot area of 5,500 square feet. Urban houses are also allowed on certain smaller Zone Lots. Allowed building forms are the urban house, detached accessory dwelling unit, duplex and tandem house building forms” (DZC Section 5.2.2.2.P). The proposed rezoning would facilitate single-unit or two-unit uses in appropriate building forms on the subject property, which meets the minimum lot size. The proposed U-TU-C zone district is consistent with the DZC intent statement.

Rezoning Application #2025-REZONE-0000034
5101-5115 N Milwaukee St
May 7, 2026
Page 20

Attachments

1. Application + public outreach