



TO: Denver City Council
FROM: Abner Ramos Salcedo, Associate Senior Planner
DATE: May 28, 2026
RE: Official Zoning Map Amendment Application #2026-REZONE-0000009

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends approval of the Application #2026-REZONE-0000009 by the full City Council.

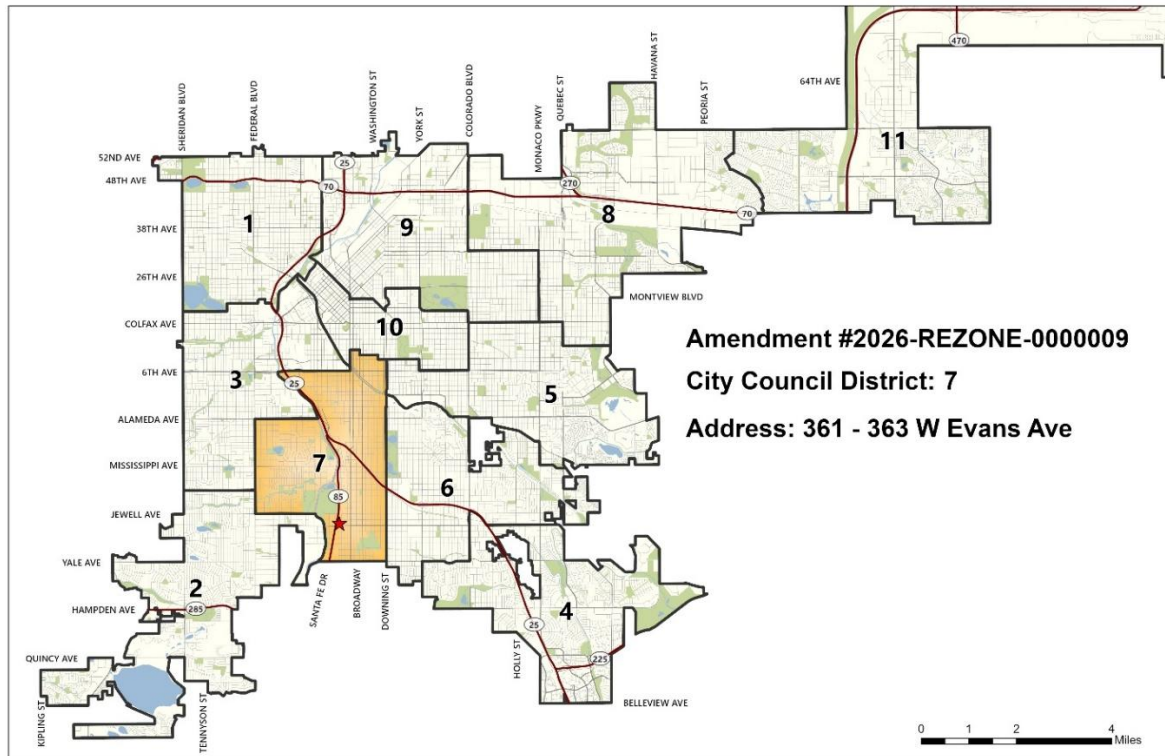
Request for Rezoning

Address: 361-363 West Evans Avenue
Neighborhood/Council District and CM: Overland / Council District 7, CM Alvidrez
RNOs: Inter-Neighborhood Cooperation (INC), Overland Park Neighborhood Association, South Broadway Business Association and Overland Empowered Registered Neighborhood Organization
Area of Property: 60,344 square feet or 1.385 acres
Current Zoning: I-A, UO-2
Proposed Zoning: C-MX-8
Property Owner(s): Steve and Nancy Jusseaume
Owner Representative:

Summary of Rezoning Request

- The subject property is in the Overland neighborhood, on the northeast corner of South Delaware Street and West Evans Avenue. It is located one block north of RTD's Light Rail D Line Evans Station.
- The subject property is zoned I-A which allows light industrial use, and is currently occupied by a small group of 1-story buildings and ample surface parking.
- The property owners are requesting to rezone the property to redevelop the property in a scale and intensity that is aligned with the city's land use and transportation guidance.
- The requested **C-MX-8** district stands for Urban Center Neighborhood Context – **M**ixed Use – **8** stories maximum, which allows for a mix of uses that promote safe, active, and pedestrian-scaled, diverse areas. "The Urban Center Neighborhood Context consists of multi-unit residential and mixed-use commercial strips and commercial centers," that are typically in, "multi-story mixed use building forms...located along main and mixed-use arterial streets," (DZC Section 7.1.1). Further details of the proposed zone district can be found in Article 7 of the Denver Zoning Code (DZC).

City Location



Neighborhood Location



1. Existing Context



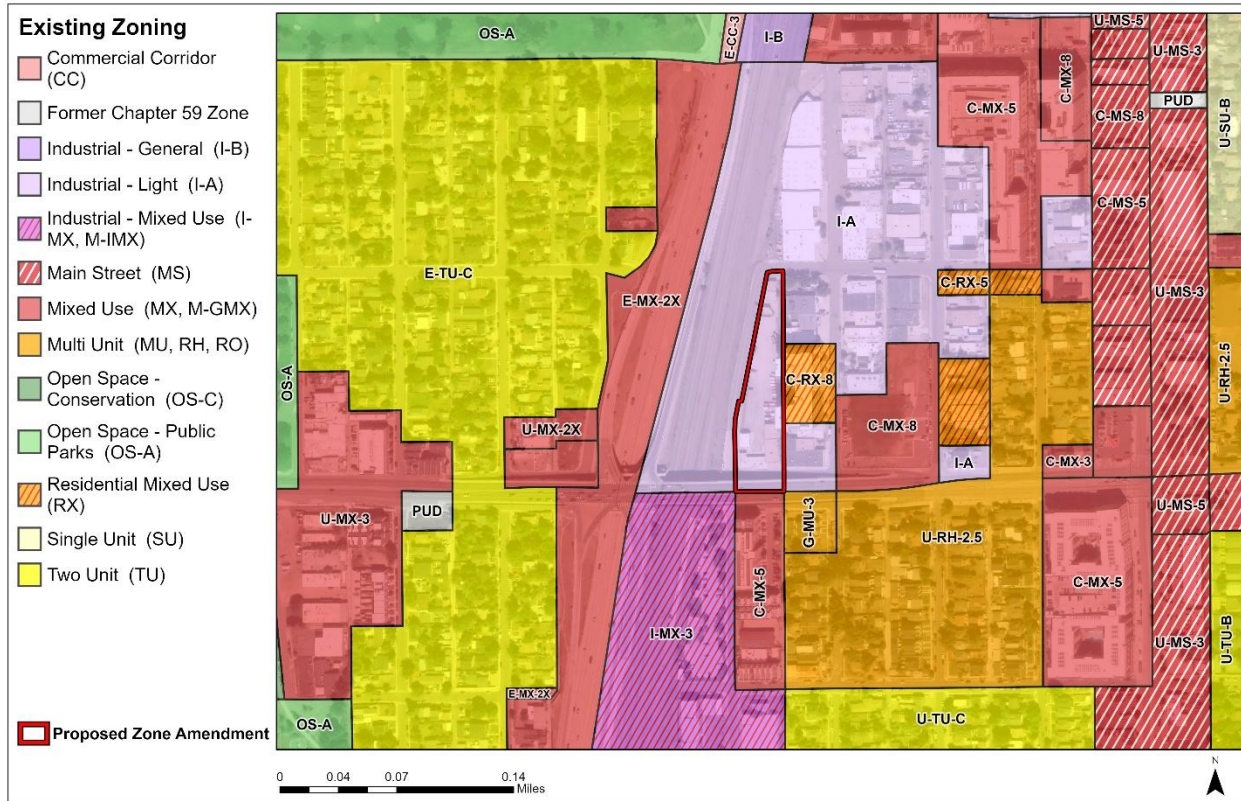
The subject property is located in the Overland statistical neighborhood, which includes a mix Urban Center, Urban, Urban Edge, and Special District neighborhood contexts. The neighborhood is also characterized with a mix of uses ranging from industrial near Santa Fe Drive and the Union Pacific, Burlington Northern Santa Fe, and RTD rail lines; commercial and retail is also common as you approach Evans Station and Broadway; residential uses are dispersed throughout the neighborhood. The subject property is embedded in the transition area between the three previously mentioned character areas. Significant public and private reinvestment in the station area and along South Broadway (three blocks east of the subject property) in recent years suggest this area is continuing to transition from mostly light industrial to more mixed-use in nature.

Union Pacific, Burlington Northern Santa and RTD Light Rail D Line runs just west of the subject property, and Evans Station is one block south of the subject property. RTD Bus Route 21, which stops at the intersection of West Evans Avenue and South Delaware Street has a stop on the north and south side of West Evans Avenue, and RTD's frequent bus routes 0 and 0L runs along South Broadway.

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	I-A, UO-2	Industrial	Group of 1 story buildings with surface parking along S Delaware St,	Generally regular grid of streets; S Delaware St. and W Asbury Ave. are interrupted by the railroad tracks. S Delaware Ave. passes under W Evans Ave. and has direct access to Evans Station, which is one block south. Block sizes and shapes are consistent and rectangular. Most blocks in the area have alleys, however, the subject property's block does not.
North	I-A, UO-2	Industrial	1 story industrial building	
South	C-MX-5	Mixed-use	5 story mixed-use brick building next to Evans Station.	
East	C-RX-8	Mixed-use	8 story residential mixed-use buildings; parking garage, 1-2 story industrial structures	
West	I-A, UO-2	Trans/Comm/Utilities	Railroad tracks	

2. Existing Zoning



The existing zoning on the subject properties is I-A, UO-2 which is a light industrial district that allows office, business and light industrial uses with the billboard use overlay. Residential uses are only permitted in the light industrial zone where a residential structure existed prior to July 1, 2004. The I-A zone district allows the General and Industrial primary building forms and regulates building mass through a maximum floor area ratio (FAR) of 2:1. This zone district does not specify a maximum building height except for sites within 175 feet of a protected district, in which case the maximum building height is 75 feet. The subject property is not within 175 feet of a protected zone district. Building forms in the I-A district do not include a build-to requirement, transparency requirement, or street-level activation standards and surface parking is permitted between the building, primary and side streets. For additional details of the zone district, see DZC Section 9.1.

3. View Planes

The Washington Park View Plane is applicable to the subject property. The allowed building height as outlined in the Washington Park View Plane on the east side of the subject property is 138 feet and rises to 142 feet on the western side of the property. The view planes allowed building height is greater than the maximum height allowed in the proposed C-MX-8 zone district, which has a maximum height of 110 feet, so there is no conflict between the view plane and requested zone district.

4. Existing Land Use Map



5. Existing Building Form and Scale (Source: Google Maps)

Subject Property: View of the subject property along South Delaware Street looking east.



North: View of the property to the north along West Asbury Avenue looking north.



South: View of the property to the south along South Delaware Street looking southwest.



East: View of the property to the east along South Cherokee Street looking west.



West: View of the property to the west along South Delaware Street looking west.



Proposed Zoning

The applicant is requesting to rezone to C-MX-8, which stands for Urban Center Neighborhood Context – Mixed Use – 8 stories maximum height or 110 feet. C-MX-8 applies to areas or intersections served primarily by arterial streets where a building scale of 2 to 8 stories is desired (see DZC 7.2.2.2.C). The minimum primary street front setback is 0 feet, except for the town house building form which has a 10 feet minimum primary street setback. The primary street level transparency is 40% for the Town House and General building forms while it is 60% for the Shopfront building form. A variety of mixed residential, commercial, and civic uses are allowed. Further details of the proposed zone district can be found in Article 7 of the Denver Zoning Code (DZC).

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

Design Standards	I-A, UO2	C-MX-8 (Proposed)
Primary Building Forms Allowed	General, Industrial	Town House: General; Shopfront
Stories/Heights (max)	No maximum, except within 175' of a Protected District where the maximum height is 75'	8/110 feet
Primary Build-To Percentages (min)	N/A	70% to 75%*
Primary Build-To Ranges	N/A	0 to 15 feet*
Minimum Zone Lot Size/Width	N/A	N/A
Primary Street Setbacks (min)	20'	0 to 10 feet*
Building Coverages	N/A	N/A
Billboards	Allowed by UO-2 overlay	Not allowed

*Standard varies between building forms

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

Department of Public Health and Environment: Approved – No Comments

Denver Parks and Recreation: Approved – No Response

Department of Transportation and Infrastructure - City Surveyor: Approved – See Comments:

The description should be the most current deed description with the quarter section, township, and range information added. A docx file of the revised description has been sent to Rezoning-CPD with the Referral Agency Review Form.

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.

Development Services – Wastewater: Approved – See Comments:

The site is in floodplain. Onsite detention and water quality will be required with development if the disturbing area is 0.5 acre or larger.

Development Services – Project Coordination: Approved – See Comments:
 Project will be reviewed against C-MX-8 standards at site plan

Development Services – Fire Prevention: 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 the rezoning application to all affected members of City Council, registered neighborhood organizations, property owners, and tenants:	2/6/26
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:	3/31/26
Planning Board voted 7 to 0 at the public hearing to recommend consideration by the full City Council:	4/15/2026
CPD written notice of the South Platte River Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten (10) working days before the meeting:	4/12/2026
South Platte River Committee of the City Council moved the bill forward:	4/22/2026
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: (Tentative)	5/11/26
City Council Public Hearing:	6/1/26

- **Public Outreach and Input**

The applicant conducted engagement prior to submitting the application. The engagement is documented as part of the attached application. Aside from the engagement carried out by the applicant, there have been no comments received from RNOs or the community to date.

Criteria for Review / Staff Evaluation

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

DZC Section 12.4.10.7

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

1. Consistency with Adopted Plans

The following adopted plans apply to this property:

- *Denver Comprehensive Plan 2040* (2019)
- *Blueprint Denver* (2019)
- *Southwest Area Plan* (2026)

Denver Comprehensive Plan 2040

The proposed rezoning is consistent with many of the adopted *Denver Comprehensive Plan 2040* strategies, which are organized by vision element.

The proposed map amendment to C-MX-8 would allow for compatible infill development in an established neighborhood and near transit such as the Evans Station, consistent with the following strategies from the Environmentally Resilient vision element:

- Environmentally Resilient Goal 8, Strategy A - Promote infill development where infrastructure and services are already in place (p.54).
- Environmentally Resilient Goal 8, Strategy B - Encourage mixed-use communities where residents can live, work and play in their own neighborhoods (p. 54).
- Environmentally Resilient Goal 8, Strategy C – Focus growth by transit stations and along high- and medium-capacity transit corridors (p. 54).

The proposed rezoning would allow for mixed-use development, including additional housing options near transit within an established neighborhood, consistent with the following strategies in the Equitable, Affordable and Inclusive vision element:

- Equitable, Affordable and Inclusive Goal 1, Strategy A – Increase development of housing units close to transit and mixed-use developments (p. 28).
- Equitable, Affordable and Inclusive Goal 2, Strategy B – Create a greater mix of housing options in every neighborhood for all individuals and families (p. 28).

The proposed map amendment would facilitate mixed-use areas and a variety of amenities at a location where services and infrastructure are already in place. The proposed C-MX-8 zoning designation would allow for a broader variety of uses including housing, retail, and services and is

therefore consistent with the following strategies in the Strong and Authentic Neighborhoods vision element:

- Strong and Authentic Neighborhoods Goal 1, Strategy A – Build a network of well connected, vibrant mixed-use centers and corridors (p. 34).
- Strong and Authentic Neighborhoods Goal 1, Strategy B – Ensure neighborhoods offer a mix of housing types and services for a diverse population (p. 34).
- Strong and Authentic Neighborhoods Goal 1, Strategy D – Encourage quality infill development that is consistent with the surrounding neighborhood 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).

As Denver continues to grow and becomes more dense, it is imperative that we shift how we plan around our mobility system. Therefore, the proposed rezoning allowing for a mix of uses near high-capacity transit is consistent with strategies in the Connected, Safe and Accessible Places vision element:

- Connected, Safe and Accessible Places Goal 8 – *Strengthen multimodal connections in mixed-use centers and focus growth near transit* (p. 42).
- Connected, Safe and Accessible Places Goal 8, Strategy B – *Promote transit-oriented development and encourage higher density development, including affordable housing, near transit to support ridership* (p. 42).

The requested map amendment will enable residential mixed-use development at an infill location where infrastructure is already in place. The requested zone district broadens the variety of uses allowing residents to live, work and play in the area. Therefore, the rezoning is consistent with *Denver Comprehensive Plan 2040* recommendations.

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 Community Center future place within the Urban Center Neighborhood Context and provides guidance from 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 land use and built form and mobility options at a higher scale, between neighborhoods. The subject property is within the Urban Center Context. *Blueprint* states, “This context contains high intensity residential and significant employment areas. Development typically contains a substantial mix of uses, with good street activation and connectivity” (p. 252). The proposed C-MX-8 zone district is part of the Urban Center context and is “intended to promote safe, active, and pedestrian-scaled diverse areas through the use of building forms that clearly activate the public street edge” and “the Mixed-Use districts are focused on creating mixed, diverse neighborhoods” (DZC 7.2.2.1). Since the proposed districts allow a substantial mix of uses and allowable building forms that contribute to street activation, the proposed rezoning to an Urban Center context is appropriate and consistent with the plan.

Blueprint Denver Future Places



The neighborhood context of Urban Center provides nuance to the aspirations of the individual places shown on the map. The Future Places Map shows the subject property as part of a Community Center. *Blueprint Denver* describes a Community Center in the Urban Center context as “providing a mix of office, commercial and residential uses. A wide customer draw both of local residents and from other parts of the city” (p. 256). Buildings are typically larger in scale and orient to the street with a strong degree of urbanism and continuous street frontages. Additionally, “heights can be generally up to 12 stories in the taller areas and should transition gradually within the center’s footprint to the surrounding residential areas” (p. 256).

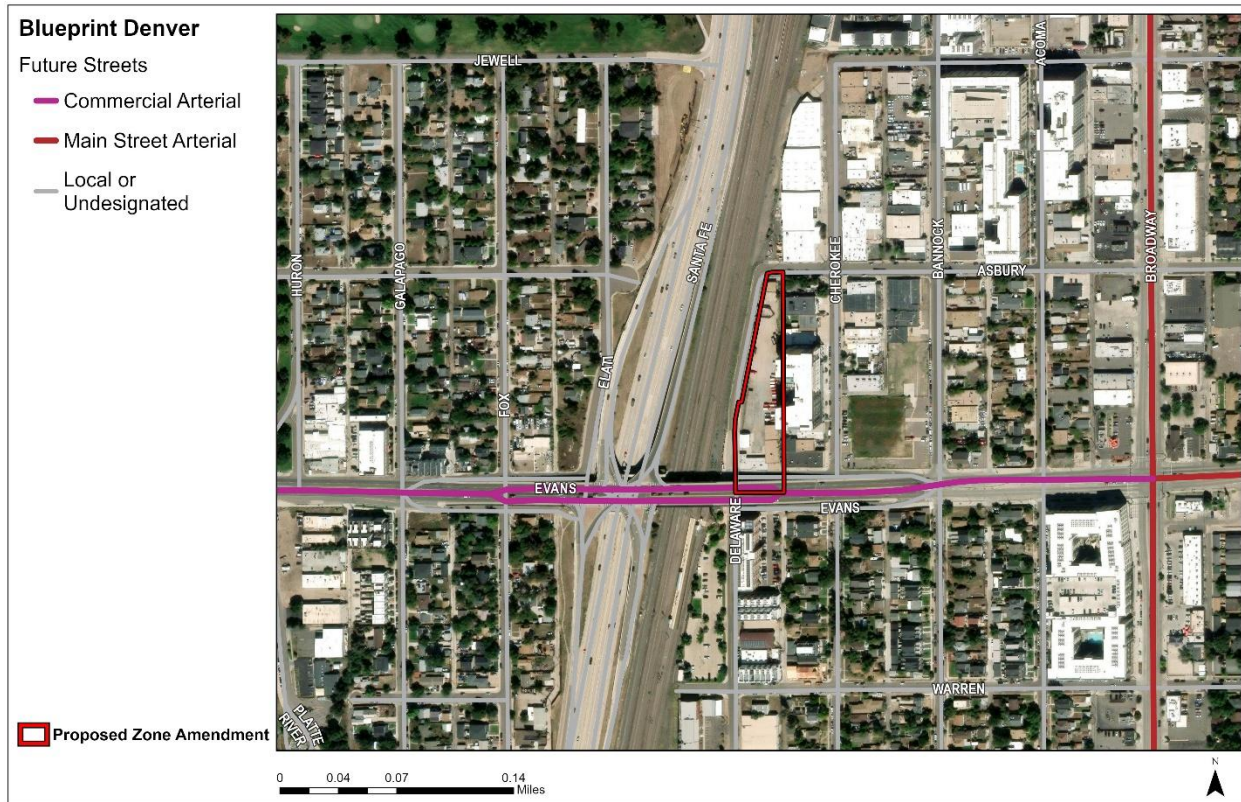
The proposed C-MX-8 zone district allows for a variety of commercial and residential uses in a pedestrian-oriented pattern with an active street level. While there is currently only a couple of 8-story building nearby, the station area is envisioned to become much more dense and pedestrian oriented in the future. Additionally, buildings in the I-A zone district are limited by a maximum floor area ratio of 2.0, rather than a maximum height, except when located in proximity to a protected district, and could achieve heights similar to the requested zone district. Therefore C-MX-8 is appropriate and consistent with the future place plan direction.

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 properties are located within the "Community centers and corridors" growth area, these areas are anticipated to see around 25% of new housing growth and 20% of new employment growth by 2040 (p. 51). The proposed map amendment to C-MX-8 is consistent with the "Community centers and corridors" growth area in that it will allow a broad range of job opportunities and housing types and direct more intense and appropriate growth to this area than the existing zoning allows. Access to jobs, housing, and services can improve in the mixed-use zone districts, and this site has access to multiple bus transit lines.

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 W Evans Avenue as a Commercial Arterial. “Arterial streets are designed for the highest amount of through movement and the lowest degree of property access” (p.154). The use and built form characteristics of Mixed-Use streets is described as, “Commercial streets typically contain commercial uses including shopping centers, auto services and offices. Buildings are often set back with onsite parking” (p.159). The proposed C-MX-8 district is consistent with these descriptions as it is intended to be applied to “areas or intersections served primarily by collector or arterial streets” (DZC Section 7.2.2.2.C).

Other Blueprint Denver Strategies

Most other plan recommendations are intended to inform implementation via text amendments or other legislative tools. However, typically there are a few recommendations that may be used, when applicable, to support a rezoning. Equity and climate strategies, in particular, are often relevant.

Equity

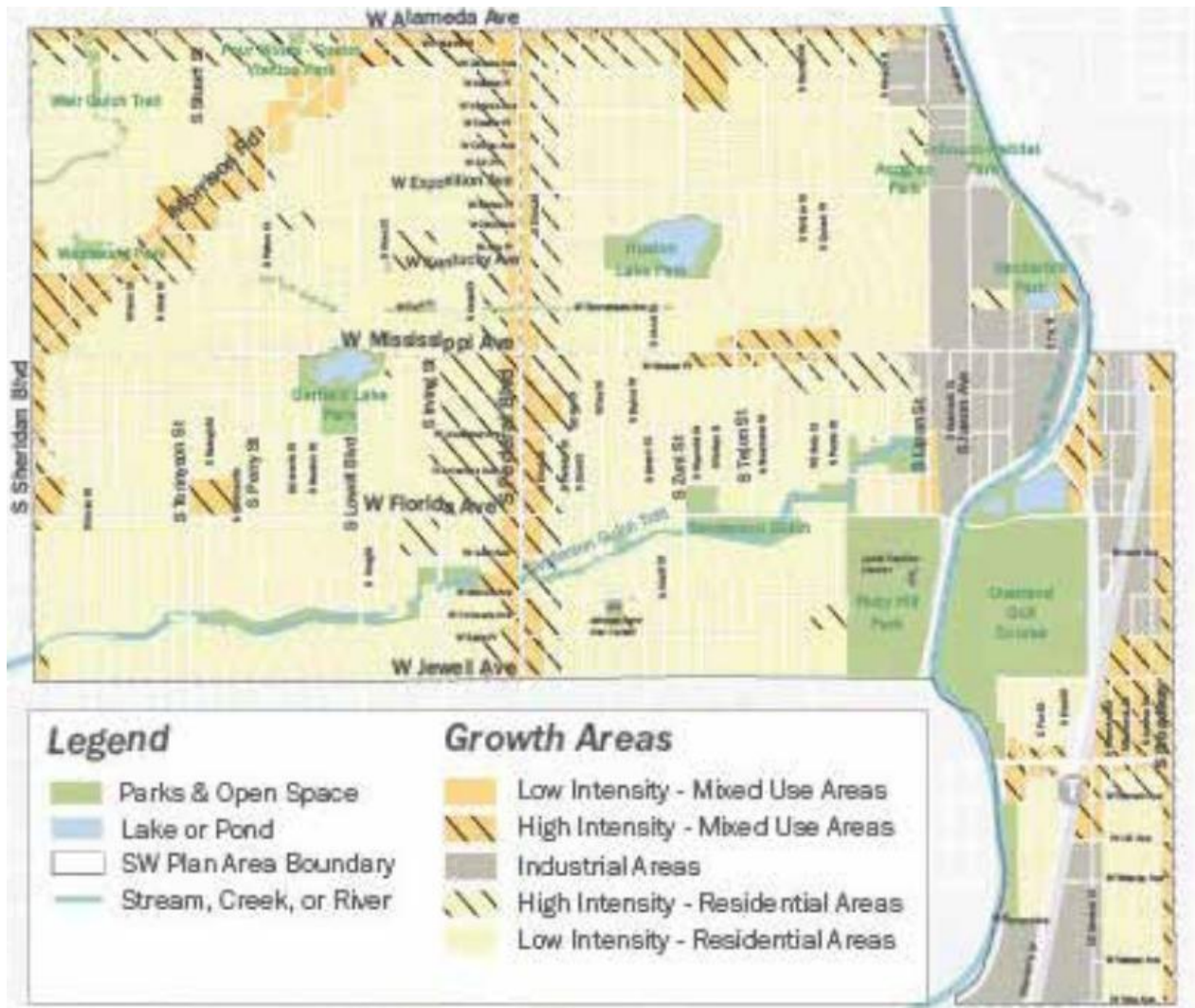
“Because the data available to measure the **equity** concepts is not available at the parcel-level scale, and they are intended to show patterns across large areas, they cannot be effectively applied to small-scale

rezonings. (p. 67)” However, smaller rezonings can still implement policies and strategies related to equity.

- Land Use & Built Form: General Policy 01, “Promote and anticipate planned growth in major centers and corridors and key residential areas connected by rail service and transit priority street” (p.72) and thereby improve access to the amenities and a diversity of employment options to all Denver residents.
- Land Use and Built Form – Housing Policy 8 – Capture 80 percent of new housing growth in regional centers, community centers and corridors, high-intensity residential areas, greenfield residential areas, innovation flex districts and university campus districts (p. 86).

Climate

This rezoning supports the city’s goals to reduce climate impacts by enabling additional housing and employment near transit such as light rail at Evans Station, the RTD Bus Route 21 on W Evans Ave, and RTD Bus Route 0 on the Broadway corridor. Because many transportation options are available, these areas are less auto-dependent, which can reduce greenhouse gas emissions from transportation. Also, multi-unit buildings are more energy efficient than low density residential development types. This energy efficiency will advance Denver’s goals to reduce greenhouse gas emissions from buildings, which contribute to a warming climate.



Small Area Plan: Southwest Area Plan

The 2026 Southwest Area Plan (SW Plan) was adopted by City Council on March 2, 2026, and applies to the subject property. The format of the SW Plan includes three main sections paired with recommendations that apply throughout the planning area and then focus subareas for specific locations in the SW Plan. The Land Use and Built Form chapter as well as the Riverside Communities focus areas are meant to ensure that this becomes a mixed-use area with enough diversity in housing and employment to support the existing transit and amenities near the South Platte River.

- Land Use Framework Map (page. 47): This map shows the subject property as High-Intensity - Mixed-Use Area. This area is defined as follows, “These areas will see the most growth in housing and jobs. Policies in this plan aim to guide development in a way that respects the unique character of the Southwest Denver’s corridors and centers—balancing historical and cultural elements with climate-friendly growth. See L10.E” (p. 46).

- Land Use and Built Form Recommendation L5 – Housing in Centers and Corridors: Affordable housing should be available in Centers and Corridors alongside business and services to ensure these areas remain vibrant economic and cultural hubs (p. 56).
 - B. Increase the number of homes in areas close to transit stations, services, and amenities
- Land Use and Built Form Recommendation L10 – Centers and Corridors: Design vibrant commercial Centers and Corridors that preserve and reflect the neighborhood’s cultural character and create spaces that are pedestrian-friendly, comfortable, and welcoming for all (p. 64).
 - A. Mixed-use and commercial areas are encouraged to incorporate “Urban Design Features and Amenities” to create more inviting and vibrant spaces. This includes:
 1. Public plazas, event areas, and small parks with community events or activities
 2. Opportunities for business kiosks or small entrepreneur spaces
 3. Green infrastructure
 4. Increased public and private landscaping and tree-lined streets
 - B. New development and infill within Centers and Corridors should incorporate designs that reflect the historic and cultural identity of the Southwest neighborhoods and create a better experience for all users within these areas.
- Riverside Communities Recommendation L1 - Centers and Corridors within the Riverside Communities Focus Areas should be active community gathering and commercial spaces that connect the river to the surrounding communities (see L10 for more details on Centers and Corridors) (p. 113).
 - B. Evans Avenue Corridor: The area north and south of Evans Avenue at South Platte River Drive should evolve into a river-oriented destination with a mix of uses.

The requested C-MX-8 zone district is consistent with the vision and recommendations of the *Southwest Area Plan* as it will support the transformation of the industrial property into a mixed-use, pedestrian-oriented neighborhood with a variety of services and diversity of housing at an appropriate scale and form given its proximity to transit and the South Platte River.

2. Public Interest

The proposed official map amendment furthers the Public Interest through implementation of the city’s adopted land use plan. The proposed rezoning would also facilitate increased housing density near services and amenities near Evans Station and foster the creation of a residential mixed-use, urban area within walking distance of a rail station which is aligned with the small area plan.

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

The requested C-MX-8 zone district is within the Urban Center Neighborhood Context. The neighborhood context generally consists of multi-unit residential and mixed-use commercial strips and commercial centers (DZC, Division 7.1). The current zone district, I-A, UO-2, is not within the Urban

Center Neighborhood Context, so the proposed rezoning will result in a zone district that is more consistent with the neighborhood context. The proposed rezoning to C-MX-8 is consistent with the neighborhood context description.

The purpose statement zone districts are meant to “promote safe, active, and pedestrian-scaled, diverse areas through the use of building forms that clearly define and activate the public street edge” (7.2.2.1.A) as well as “enhance the convenience, ease and enjoyment of transit, walking, shopping and public gathering within and around the city’s neighborhoods,” (7.2.2.1.B). The requested C-MX-8 zone district can facilitate the redevelopment of this property to be more active and diverse near existing transit, so it is consistent with the Mixed Use purpose statement.

According to the zone district intent stated in the Denver Zoning Code, the C-MX-8 district “applies to areas or intersections primarily served by arterial streets where a building scale of 2 to 8 stories is desired” (DZC Section 7.2.2.2.C). The intersections adjacent to this site are served by an arterial street. The street classifications and desired building heights in this area are consistent with the zone district intent statement.

Attachments

1. Application