Community Planning and Development

Planning Services



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TO: Denver Planning Board

FROM: Matthew Bossler, Senior City Planner – Urban Design

DATE: February 12, 2024

RE: Official Zoning Map Amendment Application #2022I-00253

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends **approval for Application** #2022I-00253.

Request for Rezoning

Address: 1409-1471 N. Julian St. & 3317 W. 14th Ave.

Neighborhood/Council District: West Colfax Neighborhood

Council District 3 – Jamie Torres

RNOs: United Northwest Denver, West Colfax BID, Inter-Neighborhood

Cooperation (INC), West Colfax Association of Neighbors (WECAN), Reclaim the Eastside, Sloan's Lake Citizens' Group,

Strong Denver, Southwest Vida

Area of Property: 59,021 sf or 1.35 acres

Current Zoning: G-RH-3
Proposed Zoning: G-MU-5

Property Owner(s): GAO Homes Partners RLLLP

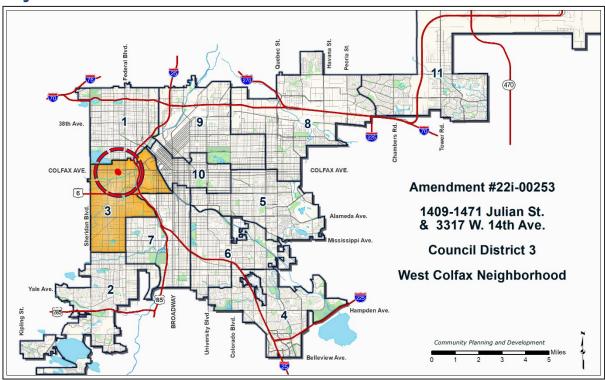
Owner Representative: Steve Ferris

Summary of Rezoning Request

- The subject site is currently multi-unit residential and two-unit residential, and the property owner is proposing to rezone the property to facilitate redevelopment with multi-unit housing.
- The proposed G-MU-5, **G**eneral Urban, **M**ulti-**U**nit, **5** (maximum of five stories) zone district is intended for use in the General Urban Neighborhood Context which is primarily characterized by multi-unit residential uses in a variety of building forms. Multi-unit residential structures are typically in the Apartment building form. The maximum height of the Apartment building form is 65 feet across the zone lot. The Detached Accessory Dwelling Unit form can be a maximum height of 24 feet. Further details of the requested zone district can be found in the proposed zone district section of the staff report (below) and in Article 6 of the Denver Zoning Code (DZC).



City Location



Neighborhood Location - West Colfax



1. Existing Context



The subject properties are located in the middle of the west half of the West Colfax statistical neighborhood, which is characterized by a wide mix of single-unit, two-unit, and multi-unit dwellings, along with commercial/retail, industrial, public/quasi-public, mixed-use, and parks/open space uses throughout the neighborhood. There are two properties. The first of these (1409-1471 North Julian Street) is located along the west side of North Julian Street north of the northwest corner of the intersection of West 14th Avenue and North Julian Street. The second of these (3317 West 14th Avenue) is located on the north side of West 14 Avenue, west of the northwest corner of West 14th Avenue and North Irving Street.

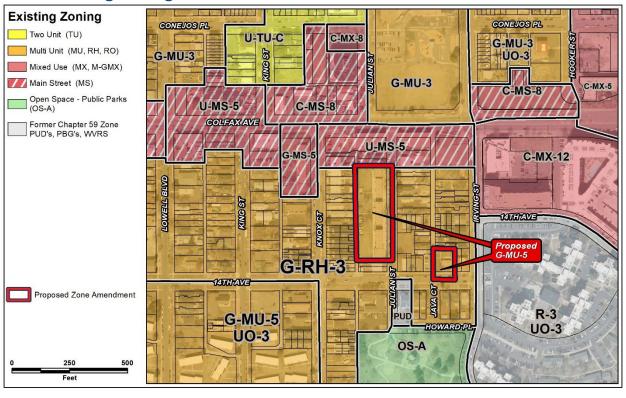
RTD Bus Route 1 runs east-west along W 14th Avenue (from zero to a half block south). Route 16 runs east-west along W Colfax Avenue and West 14th Avenue (from a half to one block north or east). The properties are on the same half-blocks as bus stops for Route 1 along W 14th Avenue, and approximately 300 to 700 feet away from bus stops for Route 16 on West Colfax Avenue and West 14th Avenue. In addition, the site is less than ¼ mile from the Knox Station Platform of the W Line (RTD light rail), and less than a half mile from the Decatur and Federal Station Platform, and stops for bus lines PLFX, 31, 16, 15L, and 30.

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	G-RH-3	Multi-Unit Residential and Two-	2-story brick and shingle-clad rowhomes with pedestrian access of North Julian Street and a 1-story brick duplex with pedestrian access on West 14 th Avenue.	Generally regular grid of streets. Block sizes and shapes are consistent

	Existing Zoning	Existing Land Use	Existing Building Form/Scale	Existing Block, Lot, Street Pattern
		Unit Residential		and rectangular. Either detached sidewalks with tree lawns or attached sidewalks. Existing alleys. Detached garages and on-street vehicle parking.
North	G-RH-3 and U- MS-5	Single-unit and Multi- Unit Residential	1 story brick classic cottage house with pedestrian access on North Julian Street, and 3-story board-and-batten and brick-clad rowhouse with pedestrian access on North Irving Street.	
South	G-RH-3	Single-unit and Multi- Unit Residential	1 story brick bungalow houses, and 1-story brick duplex with pedestrian access on West 14 th Avenue and North Julian Street.	
East	G-RH-3	Single-unit and Two- Unit Residential	1 story brick houses, duplexes, row house, and quadplexes, with pedestrian access on North Julian Street and North Irving Street	
West	G-RH-3	Single-unit, Two-Unit, and Multi- Unit Residential	2-story brick and siding town houses, and 1- story brick or stucco houses and duplexes with pedestrian access along North Knox Court and North Julian Street.	

2. Existing Zoning



The existing zoning on the subject property is G-RH-3 (<u>G</u>eneral Urban <u>R</u>ow House <u>3</u>). G-RH-3 allows Urban House, Duplex, Garden Court, Town House, and Apartment primary building forms. The maximum allowed height is 3 stories, with feet allowed varying by building form, ranging from a maximum of 30-35 feet in the front 80% of the zone lot (urban house) to 65 feet across the zone lot (Town House and Apartment). G-RH-3 also allows three accessory structure forms: Detached Accessory Dwelling Unit, Detached Garage, and other Detached Accessory Structures.

3. Existing Land Use Map



4. Existing Building Form and Scale (All images from Google Maps)



Subject Site (1409-71 North Julian Street) - View of the subject property, looking West (on North Julian Street)



Subject Site (3317 West 14th **Avenue)** - View of the subject property, looking North (on West 14th Avenue)



North - View of the property to the North of 1409-71 North Julian Street, looking west (on North Julian Street)



North - View of the property to the North of 3317 West 14th Avenue, looking west (on North Irving Street)



South – View of the property to the South of 1409-71 N Julian Street, looking west (on North Julian Street)



South - View of property to the South of 3317 West 14th Avenue, looking South (on West 14th Avenue)



East – View of properties to the East of 1409-1471 North Julian Street (on North Julian Street)



East – View of properties to the East of 3317 West 14th Avenue (on West 14th Avenue)



West - View of properties to the West of 1409-1471 North Julian Street, looking east (on North Knox Court)



West - View of properties to the West of West 14th Avenue, looking North (on West 14th Avenue)

Proposed Zoning

G-MU-5 is a multi-unit district allowing urban house, duplex, row house, garden court, town house, and apartment building forms. The tallest building form has a maximum height of five stories, with exceptions and incentives for additional height. A variety of residential, civic, public, and institutional uses are permitted as primary uses in the G-MU-5 district.

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

Design Standards	G-RH-3	G-MU-5 (Proposed)
Primary Building Forms Allowed	Urban House, Duplex, Row House	Urban House, Duplex, Garden Court, Town House
Maximum Height in Stories	3 story / 30-35 feet	5 stories / varies by building form up to 65 feet*
Side Wall Height, for Pitched Roof, within 15' of at Side Interior and Side Street Zone Lot Line	25 feet (Urban House and Duplex only)	25 feet (Urban House and Duplex only)
Detached Accessory Dwelling Unit Maximum Heights in Stories / Feet	2 stories / 24 feet	2 stories / 24 feet
Zone Lot Size (Min.)	 3,000 square feet (Urban House and Duplex) 6,000 square feet Row House) 	 3,000 square feet (Urban House and Duplex) 6,000 square feet (Town House and Apartment) 9,000 square feet (Garden Court)
Zone Lot Width (Min.)	 25 feet (Urban House and Duplex) 50 feet (Row House) 	 25 feet (Urban House and Duplex) 50 feet (Town House and Apartment) 75 feet (Garden Court)
Primary Street Block Sensitive Setback Required / If not (Min.)	Yes	 Yes (Urban House and Duplex) 10 feet (Garden Court, Town House, and Apartment)
Side Interior Setback (Min.)	 3 feet (Urban House) 3-5 feet (Duplex) 5 feet (Row House) 	 3 feet (Urban House) 3-5 feet (Duplex) 7.5' (Garden Court and Apartment) 7.5-12.5 feet (Town House)
Rear Setback, Alley / No Alley (Min.)	12 feet / 20 feet (Urban House and Duplex)	 12 feet / 20 feet (Urban House and Duplex)

Design Standards	G-RH-3	G-MU-5 (Proposed)
		10 feet / 20 feet (Garden
		Court, Town House,
		Apartment)
Building Coverage per Zone Lot	 50% (Urban House and 	 50% (Urban House and
including all accessory structures	Duplex)	Duplex)
(Max.), not including exceptions	 N/A (Row House) 	 N/A (Garden Court, Town
		House, and Apartment)
Detached Accessory Building	N/A	 Detached Accessory
Forms Allowed		Dwelling Unit,
		 Detached Garage,
		 Other Detached Accessory
		Structures

^{*7} stories or 90 feet is allowed in the apartment building form for the provision of enhanced affordable housing, however the site's proximity to a protected district (G-RH-3) would limit height to 75 feet, and require upper-story setbacks along the side and rear.

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 Comments.

Denver Public Schools: Approved – No Response.

Development Services - Fire: Approved – No Response.

Development Services – Project Coordination: Approved – See Comments Below.

SDP review will be required for all projects containing more than 3 units.

SDP will review against all building form standards and for Protected District requirements. The surrounding Zone District -G-RH-3 - is a Protected District.

Development Services - Transportation: Approved – No Response.

Development Services – Wastewater: Approved – See Comments Below.

There is no objection to the rezone, however applicant should be under notice that DOTI will not approve any development of this property without assurance that there is sufficient sanitary and storm sewer capacity. The 8-inch sanitary main in West Colfax may have capacity issues depending on development proposed. Detention and water quality may be required. There is not directly adjacent storm, but there is a public storm line at the north end of the alley and in Colfax. The alley may require widening to meet separation from public sanitary main. A sanitary study and drainage study will be required. These studies may result in a requirement for the developer to install major infrastructure improvements or a limit to development if current infrastructure is insufficient. Approval of this rezone on behalf of Wastewater does not state, or imply, public storm/sanitary infrastructure can, or cannot, support the proposed zoning.

Parks and Recreation: Approved – No Comments.

Department of Transportation & Infrastructure – City Surveyor: Approved – No Comments.

Public Health and Environment: Approve Rezoning Only - Will require additional information at Site Plan Review.

The Denver Department of Public Health and Environment, Environmental Quality Division (EQD) performed a limited search for environmental information regarding environmental conditions at the project site. This review was not intended to conform to the ASTM standard practice for environmental site assessments, nor was it designed to identify all potential environmental conditions. The EQD

provides no representations or warranties regarding the accuracy, reliability, or completeness of the information provided.

This review was not intended to assess environmental conditions for any property interest dedication or grant. Nor does this review does constitute an approval or action by the EQD concerning any property dedication or grant associated with the project.

--EQD is not aware of environmental concerns that would affect the proposed project. Although EQD is not aware of contaminated environmental media (soil, soil vapor, or groundwater) at the project Site, undocumented contamination could be encountered during ground-disturbing activities. If encountered, contaminated environmental media or underground storage tanks should be properly managed in accordance with applicable regulations.

EQD does not guarantee approval of any proposed development project at this site by providing a response to this Official Map Amendment Referral Agency Review Request. Future development is subject to existing land use controls and other environmental requirements in accordance with applicable local, state, and federal environmental regulations and statutes. EQD recommends the Property Owner conduct an environmental site assessment to determine the potential presence, nature, and extent of possible contamination on the site and to identify specific cleanup needs associated with future development. EQD may have additional information about localized potential environmental concerns at the site. However, providing such information about a specific site is beyond the scope of these zoning application comments.

Public Review Process

Date

CPD informational notice of receipt of the rezoning application to all affected members of City Council, registered neighborhood organizations, and property owners:	10/17/2023
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, and property owners:	02/06/2024
Planning Board Public Hearing:	02/21/2024
CPD written notice of the Land Use, Transportation and Infrastructure Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten working days before the meeting:	TBD
Land Use, Transportation and Infrastructure Committee of the City Council:	03/19/2024 (tentative)
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:	04/08/2024 (tentative)
City Council Public Hearing:	04/29/2024 (tentative)

Public Outreach and Input

- Since Application was Submitted:
 - Registered Neighborhood Organizations (RNOs)
 As of the date of this report, staff has not received any written comment from a RNO pertaining to this application.

Other Public Comment

As of the date of this report, seven public comments have been received from members of the public.

Three (3) of these are letters of support. Of these, two are from residents (at the same address) on the 1400 block of N. Julian St., who anticipate raised property values, emphasize alignment with the West Area Plan, and support improvement of living conditions for current tenants. Another is from the Founder and Executive Director of Confluence Ministries, which is a faith-based non-profit and community center in the West Colfax neighborhood. This letter emphasizes Wazee Partners' sponsorship of neighborhood events and demonstrated community engagement for this project. It further expresses confidence in Wazee Partners' plan to provide housing to the current residents in a related project.

Four letters of opposition, moderate opposition, or strong opposition have also been received. Of these, three are from neighbors on the 1400 block of W Knox Ct. Generally, these neighbors are concerned with building scale, parking, traffic, trash collection,

environmental impacts, concentration of affordable housing, and declining property values if the property is rezoned to G-MU-5. They also mention support for the existing zoning or and three-story apartments. Another is from a neighbor on the 1300 block of Knox Court, who questions the need for more housing in the City and more rental housing in the neighborhood, given current socioeconomic conditions.

Criteria for Review / Staff Evaluation

The criteria for review of this rezoning application are found in DZC, Sections 12.4.10.7 and 12.4.10.8, as follows:

DZC Section 12.4.10.7

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

DZC Section 12.4.10.8

- 1. Justifying Circumstances
- Consistency with Neighborhood Context Description, Zone District Purpose and Intent Statements

1. Consistency with Adopted Plans

The following adopted plans apply to this application:

- Denver Comprehensive Plan 2040 (2019)
- Blueprint Denver (2019)
- West Area Plan (2023)

Denver Comprehensive Plan 2040

The proposed rezoning is consistent with many of the adopted *Denver Comprehensive Plan 2040* strategies, including:

- 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 A "Create a greater mix of housing options in every neighborhood for all individuals and families" (p. 28).

G-MU-5 allows for a variety of housing types at various densities, including the apartment building form, close to several bus and light rail lines, as well as a main street corridor of increasingly mixed use development. Apartment or garden court units, town houses, duplexes, urban houses, and accessory dwelling units can provide housing for individuals or families with different incomes, ages, and needs compatible with the various types of homes that characterize much of the West Colfax neighborhood.

• 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 infill development appropriate for the surrounding neighborhood that broadens the range of housing types available.

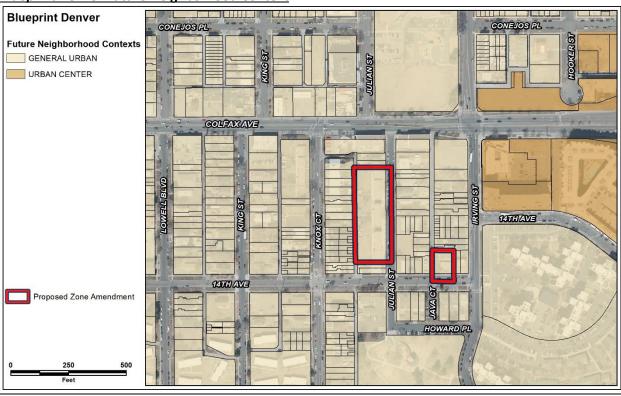
• Environmentally Resilient Goal 8, Strategy A – "Promote infill development where infrastructure and services are already in place" (p. 54).

The proposed map amendment will allow additional housing units on the site of existing rowhomes and a duplex on a block where infrastructure and services such as water, stormwater, and streets already exist. This allows Denver to grow responsibly and promotes land conservation.

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 Residential High-Medium future place within the General Urban future neighborhood context and provides guidance on the future growth strategy for the city.

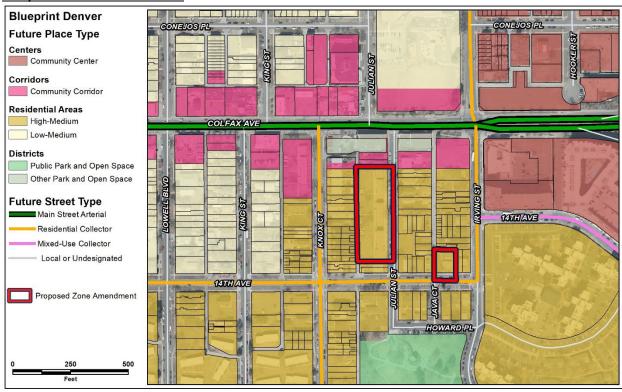
Blueprint Denver Future Neighborhood Context



In *Blueprint Denver*, future neighborhood contexts are used to help understand differences between land use, built form, and mobility at a high scale, between neighborhoods. The subject site is shown on the context map as the General Urban neighborhood context, the description of which is used to guide appropriate zone districts (p. 66). The General Urban neighborhood context is described as offering "great walkability and access to neighboring areas and commercial nodes," as well as "a mix of uses, with good street activation and connectivity." Furthermore, "residents living in this context are well served by transit and enjoy access to abundant amenities and entertainment options." This context exhibits walkability due to a "predictable street grid in residential areas and the availability of dedicated transit options and bike lanes." Lastly, "Homes in this context vary from multi-unit complexes to compact single-unit homes" (p. 237).

G-MU-5 is a zone district within the General Urban neighborhood context and is "intended to promote and protect higher density residential neighborhoods within the character of the General Urban Neighborhood Context" and "the building form standards, design standards and uses work together to promote safe, active, pedestrian-scaled residential areas" (DZC Section 6.2.2.1). The proposed G-MU-5 zone district is consistent with the *Blueprint Denver* future neighborhood context of General Urban because it will promote the residential character by allowing multi-unit residential uses that will be compatible with the existing residential area.

Blueprint Denver Future Place



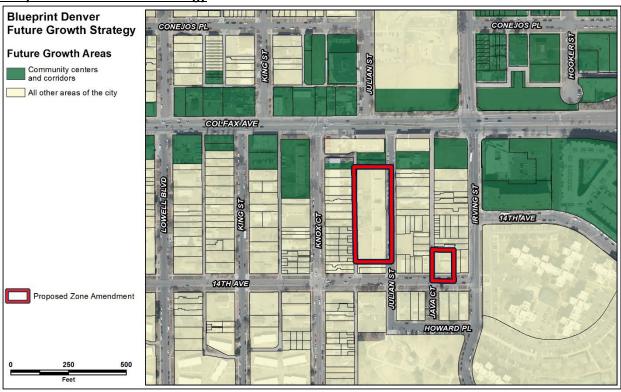
The subject site is designated within a High-Medium Residential future place on the *Blueprint Denver* Future Places map. This place is "a mix of low- to medium-scale multi-unit residential uses," and "buildings are generally up to 8 stories in height" (p. 246). G-MU-5 is a multi-unit residential district that allows for an additional dwelling unit, consistent with the High-Medium Residential future place description. It allows the urban house, duplex, row house, garden court, town house, and apartment building forms, the tallest of which has a maximum height of five stories (DZC Section 6.2.2.1), also consistent with the future places map.

Blueprint Denver Street Types

In *Blueprint Denver*, street types work together with the future place to evaluate the appropriateness of the intensity of the adjacent development (p. 67). *Blueprint Denver* classifies North Julian Street as Local or Undesignated, which is "most often characterized by residential uses." Furthermore, West 14th Avenue is classified as the Residential Collector Future Street Type, which are described as serving

"primarily residential uses, but may also include schools, civic uses, parks, small retail nodes and other similar uses" (p. 160-161). The proposed G-MU-5 district is consistent with this description because it allows primarily for residential uses.

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 the "All other areas of the city" growth area. These areas anticipate experiencing around 20% of new housing growth and 10% of new employment growth by 2040" (p. 51). This growth area is "mostly residential areas with embedded local centers and corridors, take a smaller amount of growth intended to strengthen the existing character of our neighborhoods" (p. 49). The proposed map amendment to G-MU-5 will allow incremental growth to the number of households in this area relative to the existing built context and density. Therefore, rezoning to G-MU-5 is consistent with the growth strategy.

Blueprint Denver Strategies

Blueprint Denver provides additional recommendations related to rezoning to G-MU-5.

• Land Use & Built Form Policy 2 Strategy C – "Allow increased density in exchange for desired outcomes, such as affordable housing, especially in transit-rich areas" (p. 72).

In this case, the requested rezoning is for lots in a residential area within a short walking distance of multiple bus and light rail routes. Furthermore, this property will be required to meet Mandatory Affordable Housing requirements. This rezoning to a multi-unit zone district will be supported by this rich transit infrastructure, have minimal impacts on the surrounding neighborhood and is consistent with *Blueprint Denver* and small area plan recommendations.

West Area Plan

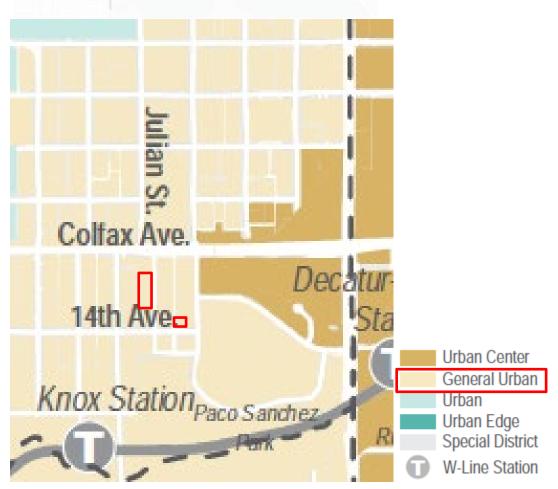
The West Area Plan was adopted in March 2023 as part of Community Planning and Development's Neighborhood Planning Initiative. In the West Area Plan, the subject property is within the General Urban Neighborhood Context and in the Future Places Map is classified as High-Medium Residential. The Base Maximum Building Height of the site is defined as "Up to 5 stories" (p. 175), while the Incentive Maximum Building Height is "Up to 7 stories." (p. 177)

The plan also includes several relevant economy and housing recommendations (p. 207), including:

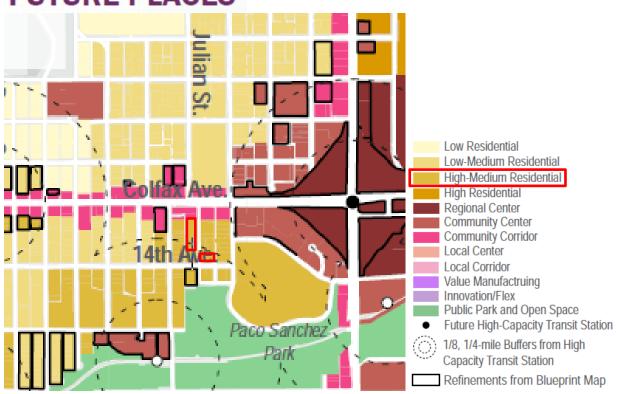
- <u>Policy E2: Affordable Housing Diversity:</u> "Explore strategies so affordable housing is available everywhere by implementing approaches that promote a diversity of affordable housing options within all neighborhoods and new development." (p. 212)
- <u>Policy E3: Overall Housing Diversity:</u> "Expand diversity of housing types and affordability to support households of different sizes, ages, and incomes in all neighborhoods." (p. 213)
- <u>Policy E7: Economic Vitality of Corridors:</u> "Strengthen the economic vitality of corridors to create opportunities for community-serving retail, and small-business development to stabilize small businesses at risk of involuntary displacement." (p. 219)

The proposed G-MU-5 zone district allows for multi-unit residential building forms that are required to meet Mandatory Affordable Housing requirements. Residents of these multi-unit buildings would live within a block of the West Colfax corridor and could become additional patrons of the corridor's diversity of community-serving retail and small businesses. Therefore, the proposed G-MU-5 zone district would contribute to the diversity of housing, including some affordable housing, and corridor vitality, consistent with the recommendations of the West Area Plan.

NEIGHBORHOOD CONTEXTS



FUTURE PLACES



FUTURE BASE HEIGHT GUIDANCE MAP



FUTURE HEIGHT GUIDANCE WITH INCENTIVES MAP



2. Uniformity of District Regulations and Restrictions

The proposed rezoning to G-MU-5 will result in the uniform application of zone district building form, use and design regulations.

3. Public Health, Safety and General Welfare

The proposed official map amendment furthers the public health, safety, and general welfare of the city through implementation of the city's adopted land use plans. The proposed rezoning would also facilitate the provision of additional housing units that are compatibly integrated into the surrounding neighborhood.

4. Justifying Circumstance

The application identifies the adoption of *Comprehensive Plan 2040*, *Blueprint Denver*, and the *West Area Plan* as the Justifying Circumstance under DZC Section 12.4.10.8.A.4, "Since the date of the approval of the existing Zone District, there has been a change to such as degree that the proposed rezoning is in the public interest. Such a change may include: Changed or changing conditions in a particular area, or in the city generally; or a city adopted plan..."

As discussed above, *Blueprint Denver* specifically recommends diversifying housing choice through increased density in transit-rich areas. Both *Blueprint Denver* and the *West Area Plan* recommend this area as appropriate for high medium residential uses. The plans were adopted after the date of approval of the existing zone district. Therefore, this is an appropriate justifying circumstance for the proposed rezoning.

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

The requested G-MU-5 zone district is within the General Urban Neighborhood Context. The neighborhood context "is characterized by multi-unit residential uses in a variety of building forms." Furthermore, "Residential uses are primarily located along local and residential arterial streets" (DZC, Division 6.1.1). These areas consist of a "regular pattern of block shapes surrounded by an orthogonal street grid" (DZC, Division 6.1.2). This area of the West Colfax neighborhood consists of a wide mix of residential uses, from single unit to multi-unit, in rectangular blocks. The proposed rezoning to G-MU-5 is consistent with the neighborhood context description.

Denver Zoning Code Section 6.2.2 states the general purpose of the Residential zone districts as "promot[ing] and protect[ing] higher-density residential neighborhoods within the character of the General Urban Neighborhood context." It "accommodates the pattern of urban house, duplex, row house, garden court, and apartment." Furthermore, "buildings orient to the street and access is from the alley. Lot coverage is typically high accommodating a consistent, shallow front yard." Height is limited to from three to twenty stories, depending upon the zone district. This is consistent with the G-MU-5 district as it allows for five story development of all these building forms (except row house), with a front setback requiring a small front yard. Together, this will protect the character of the higher-density residential areas in the General Urban neighborhood context.

The specific intent of the G-MU-5 zone district states "G-MU-5 is a multi unit district allowing urban house, duplex, row house, garden court, town house, and apartment building forms. The tallest building form has a maximum height of five stories" (DZC 6.2.2.2.C).

This site is surrounded on all sides by a mix of single unit, two-unit, and multi-unit residential development, in an area where adopted plan guidance calls for multi-unit residential uses with accessory dwelling units. Therefore, this proposed rezoning is consistent with the specific intent of the G-MU-5 zone district.

Attachments

1. Application