Community Planning and Development
Planning Services

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TO: Denver City Council Land Use, Transportation, and Infrastructure Committee
FROM: Tony Lechuga, Senior City Planner
DATE: October 31, 2024
RE: Official Zoning Map Amendment Application #2024I-00062

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends approval for Application #2024I-00062.

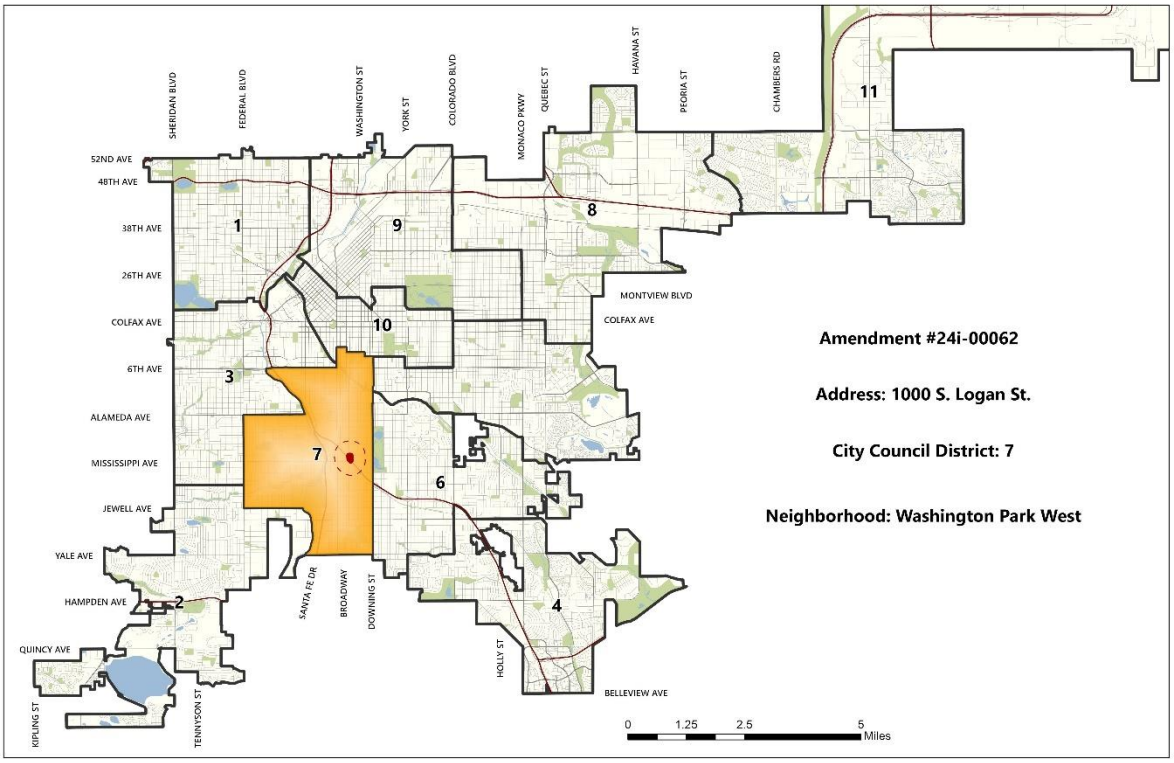
Request for Rezoning

Address:	1000 South Logan Street
Neighborhood/Council District and CM:	Washington Park West / Council District 7, CM Alvidrez
RNOs:	Platt Park People's Association, West Washington Park Neighborhood Association, Strong Denver, Inter-Neighborhood Cooperation (INC)
Area of Property:	29,417 square feet or 0.68 acres
Current Zoning:	U-RH-3A
Proposed Zoning:	U-MX-3
Property Owner(s):	South Logan Partners LLC
Owner Representative:	Peter Wall

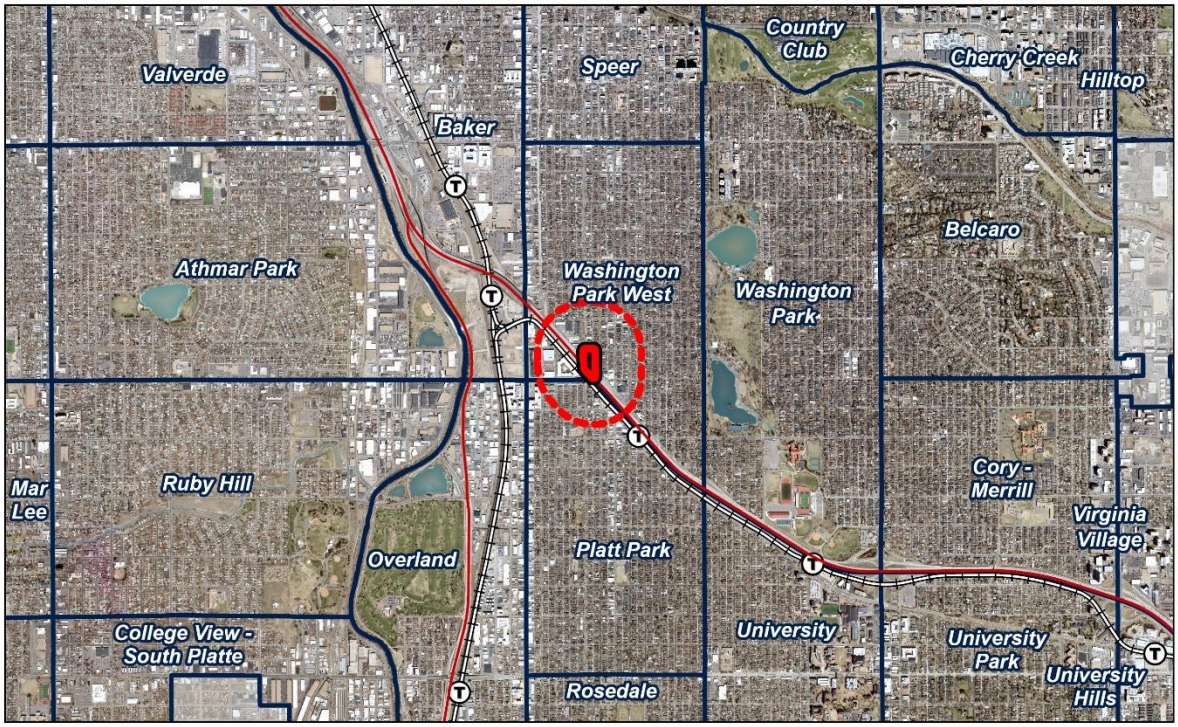
Summary of Rezoning Request

- The subject property contains a one-story multi-unit residential structure built in 1938 located along South Logan Street between East Tennessee Avenue and Buchtel Boulevard North which abuts Interstate 25.
- The property owner is prosing to rezone the property to allow for construction of different building forms that the current zone district. While the U-RH-3A allows the property owner to construct and apartment building on the site, the property owner believes the building forms available in U-MX-3 would allow for a better site plan that is more consistent with the built forms along South Logan Street.
- The requested U-MX-3 (**U**rban, **M**i**x**ed Use, **3**-story maximum height) zone district is designed for areas or intersections served primarily by local or collector streets where a building scale of 1 to 3 stories is desired. It is intended to provide safe, active, and pedestrian-scaled, diverse areas along corridors and embedded in residential neighborhoods. Further details of the zone districts can be found in Article 5 of the Denver Zoning Code (DZC).

City Location



Neighborhood Location – Washington Park West



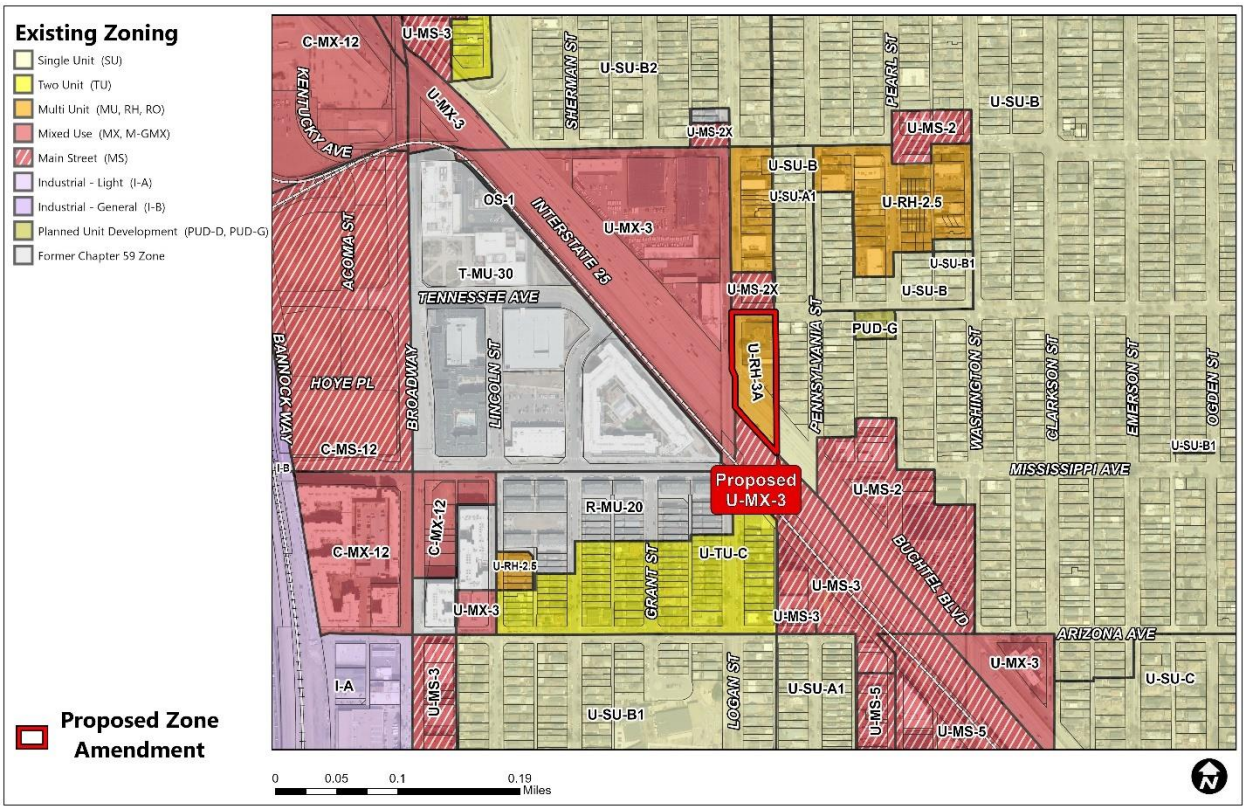
Existing Context

The subject property is in the Washington Park West Neighborhood, which is characterized primarily by single-unit and two-unit residential uses with a mix of uses embedded in the residential blocks and along South Broadway and Alameda Avenue. This block of South Logan Street is characterized by larger multi-unit residential uses. Many of the larger parcels adjacent Interstate 25 are characterized by larger multi-unit residential or commercial uses. Generally, there is a pattern of rectangular blocks in a street grid pattern with alley access. While Interstate 25 serves as a barrier between West Washington Park and Platte Park, South Logan Street is one of the few blocks that crosses the highway and provides access to amenities south of the subject property. The subject property is within 2 blocks of two grocery stores. The subject property is 8 blocks west of Washington Park. The RTD Broadway and I-25 train station is about 0.8 miles west of the site.

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	U-RH-3A	Multi-unit Residential	1-story residential with large setback off Logan Street; a 1-story 8-car garage accessed from the alley; 13 surface parking spaces accessed from the alley	Generally regular grid of streets. Block sizes and shapes are consistent and rectangular. Interstate 25 to the southwest creates triangular shaped lots where blocks run into the highway. Detached sidewalks with tree lawns and existing alleys. Garages and on-street vehicle parking.
North	U-MS-2x	Multi-unit Residential	2-story and garden level, new construction, apartment building; 0 foot setbacks; parking garage access from the alley	
South	N/A	Interstate 25	Interstate highway sunk below-grade	
East	U-SU-B	Multi-unit Residential and Single-unit Residential	Along Tennessee – 1-story brick multi-unit residential facing Tennessee Along Pennsylvania – 1-story brick multi-unit residential and multiple 1-story brick homes of uniform design with large setbacks from Pennsylvania and detached garages accessible from the alley	
West	U-MX-3	Mixed-use	West side of Logan – 3-story structure with 0 foot setbacks consisting of ground-floor commercial, and internal parking garage, and a mixture of upper-story offices and residential	

1. Existing Zoning

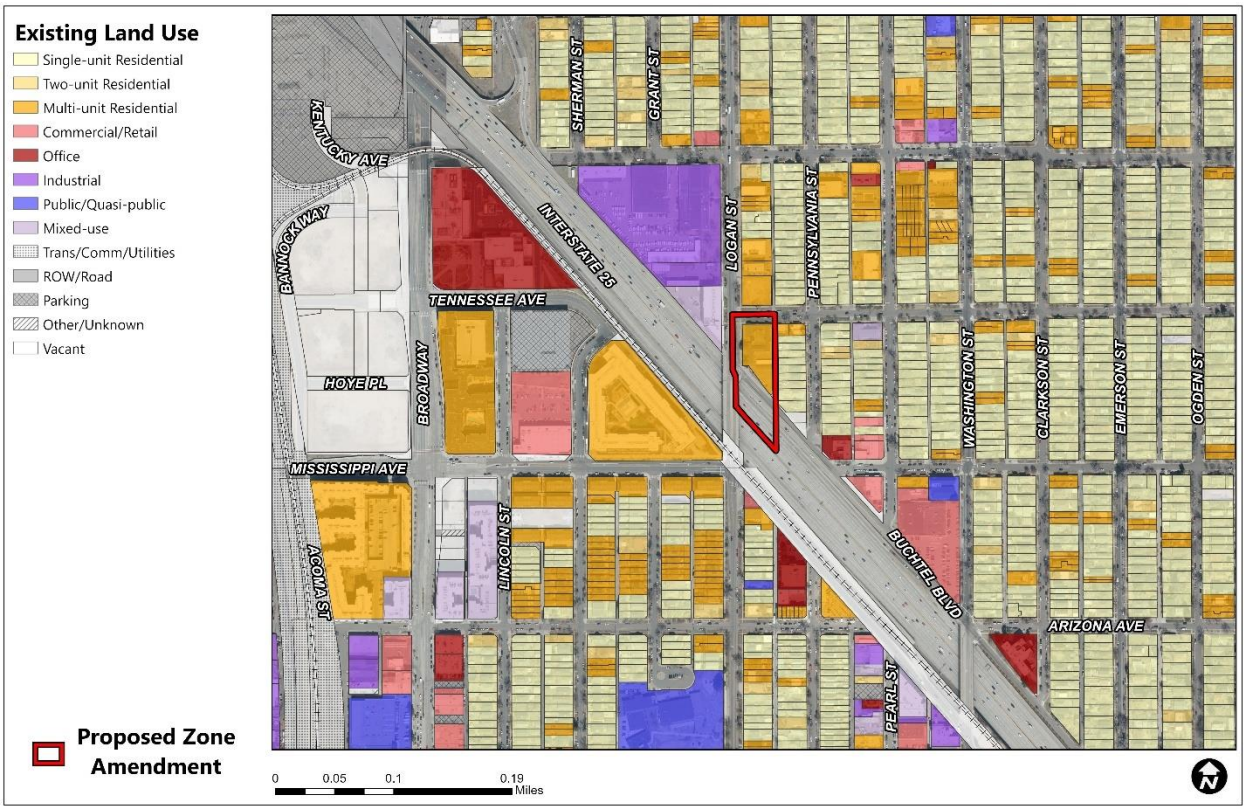


The existing zoning on the subject property is U-RH-3A which is a multi-unit district that allows up to a two and a half story rowhouse building form. It also allows the urban house, detached accessory dwelling unit, duplex, and tandem house building forms. Apartments are allowed up to three stories on certain corner lots. Since Logan Street is a residential arterial street the apartment building form would be allowed on the subject property. The apartment building form has an allowed height of 38 feet. Structures are generally required to have 20-foot primary street setbacks and five-foot side interior and side street setbacks. Allowed uses are mostly limited to civic uses and single unit, two unit, and multi-unit dwellings with one parking space required per unit. For additional details of the zone district, see DZC Article 5.

2. View Planes

The subject property is within the Washington Park view plane which limits height on the subject property to around 86 feet. The proposed zoning has allowed heights lower than the view plane limitations.

3. Existing Land Use Map

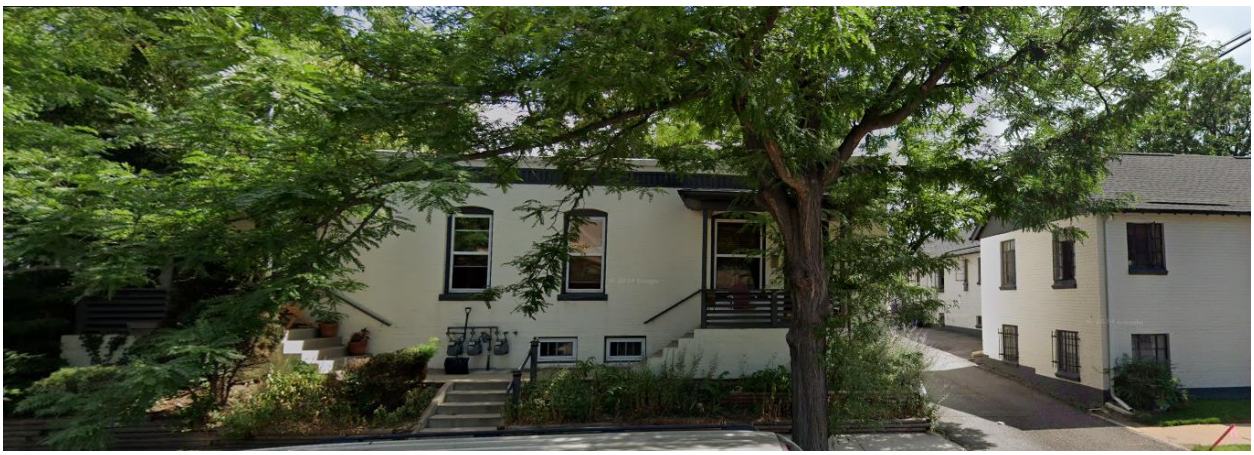


4. Existing Building Form and Scale

View of the subject property, looking southeast from the intersection of Logan and Tennessee Streets. (source: Google Maps)

View of the property to the west across Logan Street, looking west. (source: Google Maps)

View pf the property to the north across Tennessee, looking east. (source: Google Maps)



View of the property to the west across the alley along Tennessee Street, looking south. (source: Google Maps)

View of properties to the east across the alley along Pennsylvania Street, looking west. (source: Google Maps)

View of the properties to the east across the alley along Pennsylvania Street, looking west. (source: Google Maps)

Proposed Zoning

The **U-MX-3, U**rban, **M**i**x**ed-use, **3**-story district is a mixed-use zone district in the urban context. U-MX-3 applies to areas or intersections served primarily by local or collector streets where a building scale of 1 to 3 stories is desired. The Mixed-Use zone districts in the Urban Neighborhood Context are intended to promote safe, active, and pedestrian-scaled, diverse areas that enhance the convenience, ease and enjoyment of transit, walking, shopping and public gathering within and around the city's neighborhoods. In the U-MX-3 zone district the Town House, General and Shopfront building forms are allowed primary building forms. Maximum height allowed is 3 stories or 45 feet with additional limitations when adjacent to protected districts. Further details of the zone district can be found in Article 5 of the Denver Zoning Code.

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

Design Standards	U-RH-3A (Existing)	U-MX-3 (Proposed)
Primary Building Forms Allowed	Urban House; Duplex; Tandem House; Row House; Apartment	Town House, General and Shopfront
Stories/Heights (max)	3/35' (38' in Apartment)	General and Shopfront: 3 stories / 45' Town House: 3 stories / 38'
Primary Build-To Percentages (min)	N/A	Town House, General:70% Shopfront: 75%
Primary Build-To Ranges	N/A	Town House: 10'/15' General: 0'/15' Shopfront: 0'/5' Residential Only Buildings: 0'/10'
Minimum Zone Lot Size/Width	50'*	Town House: 10' General: 0' Shopfront: 0'
Primary Street Setbacks (min)	20'*	Town House: 40% General: 40% Shopfront: 60%, residential only buildings: 40%

*Standard varies between building forms

The subject property is west across an alley from a protected district, U-SU-B. As such, the General and Shopfront building form standards require upper story setbacks above 27 feet adjacent a protected district. The subject property, in these building forms, would require an additional 15-foot setback above 27 feet.

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:

Community Planning and Development: Approved – No Comments

Assessor: Approved – No Response

Asset Management: Approved – No Comments

Denver Public Schools: Approved – No Response

Department of Public Health and Environment: Approved – No Comments

Denver Parks and Recreation: Approved – No Comments

Department of Transportation and Infrastructure – R.O.W.- City Surveyor: Approved – No Comments

Development Services – Project Coordination: Approved – No Response

Development Services - Fire Protection: Approved – No Comments

Development Services – Transportation: Approved – No Response

Development Services- Wastewater: Approved – No Response

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:	**06/28/24**
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:	**10/01/24**
Planning Board public hearing:	**10/16/24**
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 (10) working days before the meeting:	**10/22/24** (tentative)
Land Use, Transportation and Infrastructure Committee of the City Council:	**11/05/24**
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:	**12/09/24** (tentative)
City Council Public Hearing:	**12/30/24** (tentative)

- **Public Outreach and Input**
  - **Registered Neighborhood Organizations (RNOs)**
    - As of the date of this staff report, we have received no comments of approval or disapproval from RNOs. The West Washington Park Neighborhood Association voted against submitting an official position statement in favor of continuing discussions with the applicant.

  - **General Public Comments**
    - As of the date of this staff report, we have received one general comment letter recommending a PUD. They note concerns about height and unsafe conditions for all modes of travel.

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
2. 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)
- *West Washington Park Neighborhood Plan* (1991)

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 rezoning would allow for a mix of uses on the subject property which is located along an emerging mixed-use corridor. The proposed U-MX-3 zoning would allow for a variety of neighborhood-serving uses including employment, housing, services, eating and drinking establishments, and office uses. It 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 D – Encourage quality infill development that is consistent with the surrounding neighborhoods and offers opportunities for increased amenities (p. 34).

Similarly, the land use pattern detailed in the previous paragraph is also consistent with the following strategies in the Environmentally Resilient vision element:

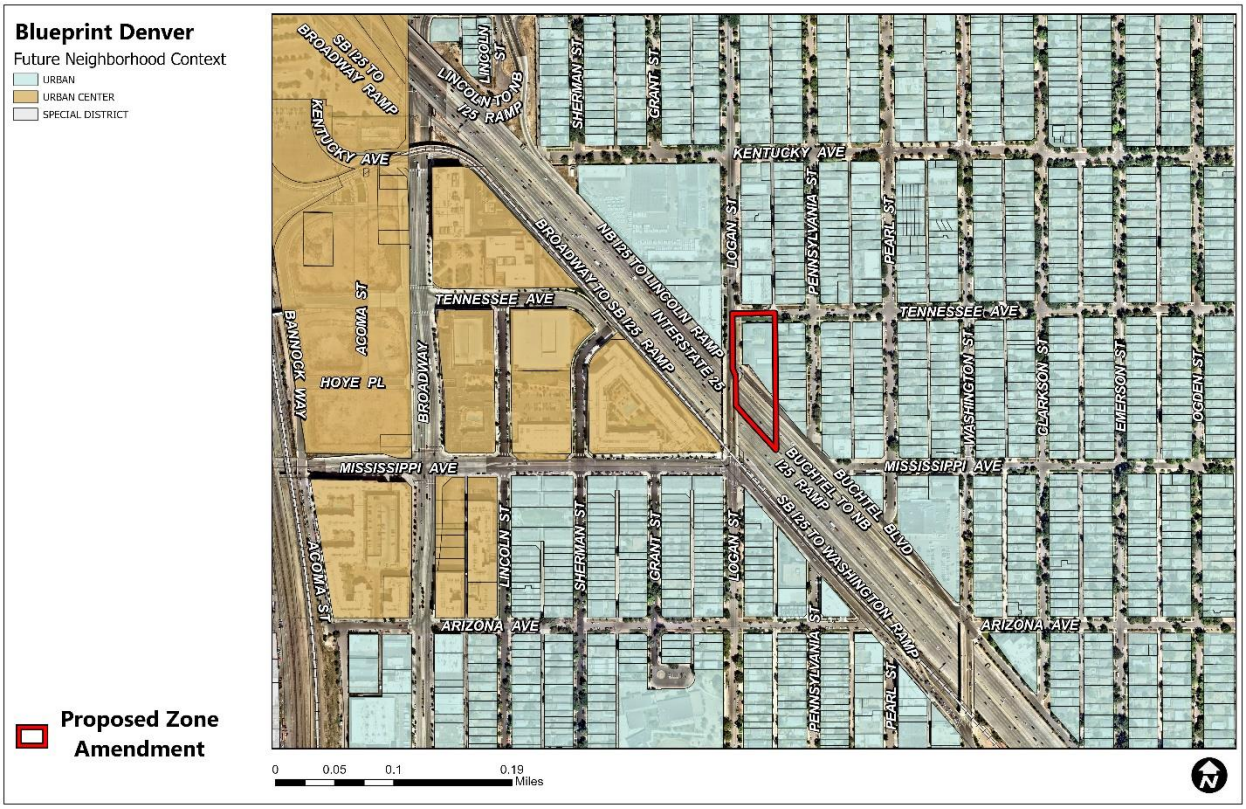
- Environmentally Resilient Goal 8, Strategy A – Promote infill development where infrastructure and services are already in place (p. 54).
- Environmentally Resilient Goal 8, Strategy B – Encourage mixed-use communities where residents can live, work and play in their own neighborhoods (p. 54).
- Environmentally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

The requested map amendment will allow for new development at an infill location where services and infrastructure are already in place. The requested U-MX-3 zone district broadens the variety of uses allowing residents to live, work and play in their neighborhood. 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 a local center future place within the urban context and provides guidance from the future growth strategy for the city.

Blueprint Denver **Future Neighborhood Context**

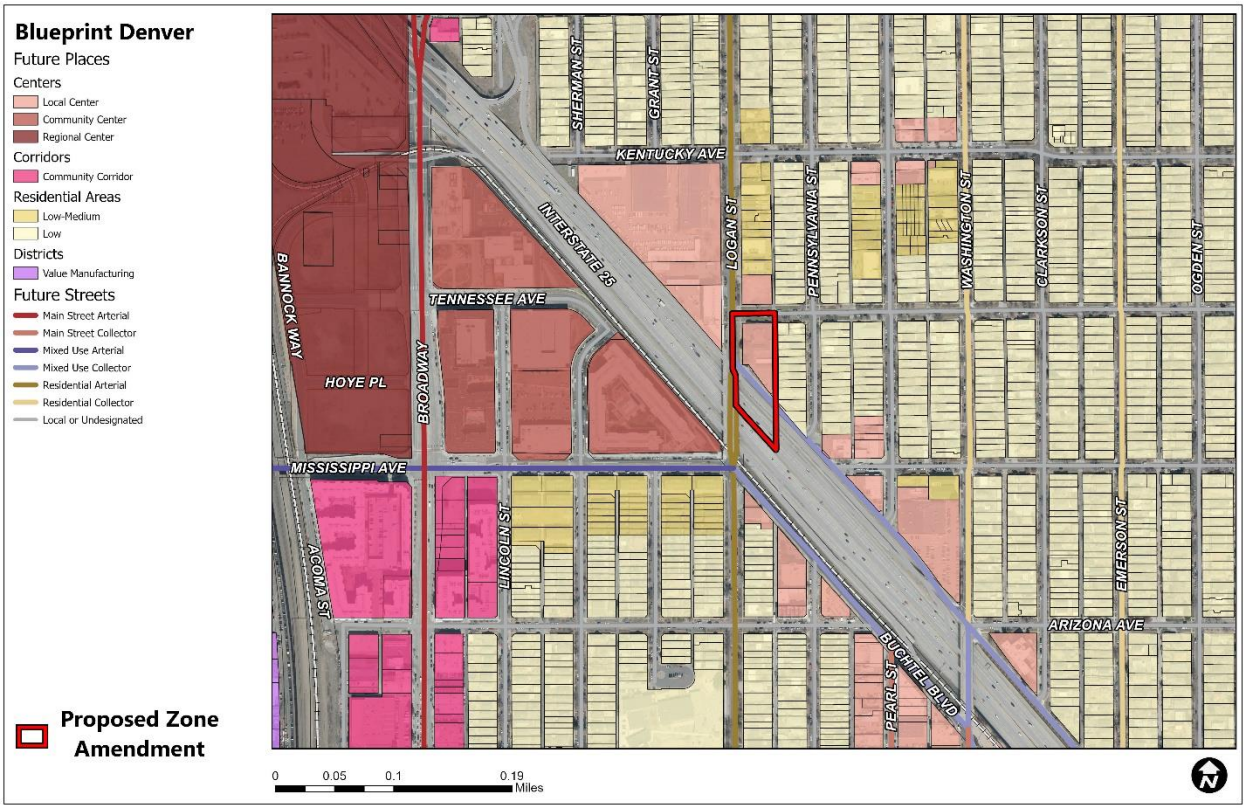


In *Blueprint Denver*, future neighborhood contexts are used to help understand differences in things like land use and built form and mobility options at a higher scale, between neighborhoods. Small area plans provide more certain guidance on topics including building heights (p. 66). The subject property is within the urban neighborhood context. The land use and built form in 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" (p. 136).

The proposed U-MX-3 zone district is part of the Denver Zoning Code urban neighborhood context that is intended to "promote safe, active, and pedestrian-scaled, diverse areas through the use of

building forms that clearly define and activate the public street edge," and "to enhance the convenience, ease and enjoyment of transit, walking, shopping and public gathering within and around the city's neighborhoods." (DZC Section 5.2.3.1)

***Blueprint Denver* Future Places**



Within the urban neighborhood context, the subject property is categorized as a local center future place type with a land use and built form defined by *Blueprint Denver* as primarily providing "options for dining, entertainment and shopping" and "may also include some residential and employment uses" (p.226). In addition, in a local center, "where residential occurs, it should primarily be located to encourage active street frontages" and "heights are generally up to 3 stories" (p. 226).

The proposed rezoning to U-MX-3 is appropriate and consistent with the local center designation as it allows for the mixed-use development of pedestrian-friendly building forms up to three stories that define and activate the public street edge. Additionally, the building form standards in the Denver Zoning Code help to ensure that any new development will appropriately transition toward the protected district east of the subject property. While the current U-RH-3A allows the apartment building form, it does not require the upper story setbacks which would be required of the U-MX-3. The U-RH-3A also has wider primary street setbacks which would push the property closer to the protected districts to the east, whereas the U-MX-3 would require primary street setbacks closer to Logan Street and away from the protected districts.

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 Logan Street as a Residential Arterial Future Street Type. Residential arterials "are designed for the highest amount of through movement and the lowest degree of property access" (p. 154). Tennessee Street is a Local Street. Local Streets "are designed for the highest degree of property access and the lowest amount of through movement" (p. 154). Additionally, Residential Street Types serve "Primarily residential uses, but may also include schools, civic uses, parks, small retail nodes and other similar uses."

The proposed rezoning to U-MX-3 is consistent with the Blueprint Denver undesignated local and residential arterial street classifications because U-MX-3 is intended for areas and intersections primarily served by local and collector streets. The proposed rezoning continues to implement plan goals to establish this mixed-use node at an intersection of Logan and Tennessee Streets.

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 located within "All other areas of the city, which 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 U-MX-3 is consistent with this map because will enable compatible development at this location to support continued viability of the local center that serves the surrounding residential neighborhood.

West Washington Park Neighborhood Plan (1991)

This neighborhood plan was adopted in 1991 and is applicable to the subject property. The plan is, "intended to promote patterns of land use, urban design, circulation and services that contribute to the economic, social, and physical health, safety and welfare of the people who live and work in the neighborhood" (p. 4). The proposed U-MX-3 zone district would allow for a diversity of land uses that contribute to quality-of-life and livability within the neighborhood. At the time of the plan the subject property was zoned R-2, a low-density multi-unit district. The plan is largely silent on the R-2 district in its Residential Land Use Recommendations beginning on page 17.

Section V, "Housing", the stated goal of the housing recommendations are, "to plan for a mix of people (individuals, families, ages, renters and homeowners, and lifestyles); to permit a mix of housing types; to encourage new housing that is compatible with the existing housing stock in character, design, and scale" (p. 54). The specific recommendations largely focus on code enforcement, housing rehabilitation, and streetscape improvements. The proposed U-MX-3 zone district would help meet the state goal of the housing section of the plan by allowing for an increase in density, a diversity of housing types in the allowable building forms, and the stated mix of people.

2. Uniformity of District Regulations and Restrictions

The proposed rezoning to U-MX-3 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 primarily through the implementation of the City's adopted plans and by allowing for redevelopment in a manner that will provide for the construction of additional neighborhood-serving commercial, retail, services, and employment uses, thereby providing residents more opportunities to live, work, and play within their neighborhood. The proposed rezoning would also facilitate housing density near a mix of uses or provide a greater mix of uses proximate to residential areas depending on the resulting development.

4. Justifying Circumstance

The application identifies the adoption of *Comprehensive Plan 2040* and *Blueprint Denver* as well as changing conditions in the area as the Justifying Circumstances 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; or that the city adopted the Denver Zoning Code and the property retained Former Chapter 59 zoning."

The subject property was zoned U-RH-3A in 2010 and since then the City has adopted both citywide plans which provide updated guidance from the 1991 small area plan. The area has also undergone significant change since 2010 with several new developments immediately to the north and west of the site. The Broadway Station redevelopment across Interstate 25 has also resulted in new residential and commercial development.

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

The requested U-MX-3 zone district is within the Urban Neighborhood Context. The neighborhood context generally consists of single-unit and two-unit residential uses with embedded small-scale multi-unit residential and commercial areas (DZC, Division 5.1).

The proposed rezoning is also consistent with the general purpose of mixed-use districts to promote safe, active, and pedestrian-scaled, diverse areas and enhance the convenience and ease of walking, shopping, and public gathering within and around the city's neighborhoods. The Mixed-Use districts are appropriate along corridors, embedded in neighborhoods and on large sites (DZC Section 5.2.3.1). The rezoning is consistent with the general purpose of the urban mixed-use districts as this is an emerging neighborhood mixed-use area and will promote a pedestrian scaled area along Logan Street.

According to the zone district intent stated in the Denver Zoning Code, the U-MX-3 district "applies to areas or intersections served primarily by local or collector streets where a building scale of 1 to 3 stories is desired." (DZC Section 5.2.3.2.C). The subject property is located in an emerging mixed-use corridor at the intersection of one local and one residential arterial street. The proposed U-MX-3 zoning would allow buildings and uses consistent with the purpose and intent of the zone district.

Attachments

1. Application
2. Public Comments
3. Public Engagement Outline