



**TO:** Denver City Council  
**FROM:** Brandon Shaver, Senior City Planner  
**DATE:** July 23, 2026  
**RE:** Official Zoning Map Amendment Application 2025-REZONE-0000041

### Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommend approval for Application 2025-REZONE-0000041.

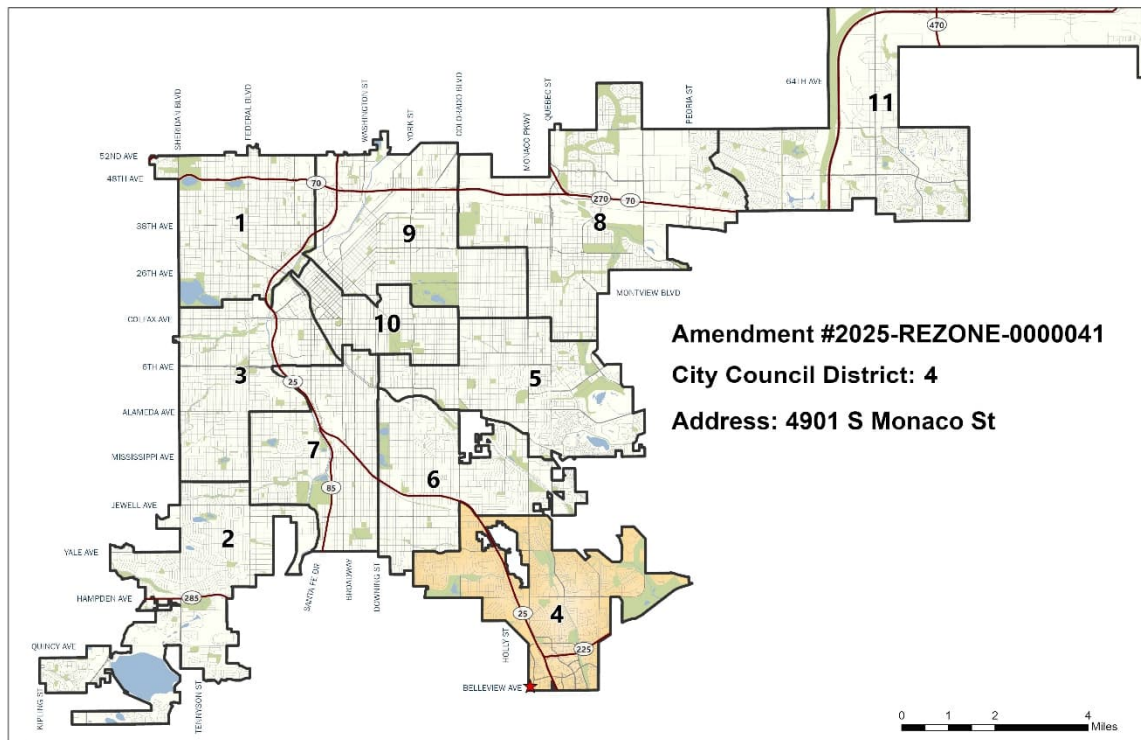
### Request for Rezoning

Address: 4901 South Monaco Street  
Neighborhood/Council District and CM: Southmoor Park / Council District 4, CM Romero-Campbell  
RNOs: Inter-Neighborhood Cooperation (INC)  
Area of Property: 130,253 square feet or 2.99 acres  
Current Zoning: B-4 with Waivers, UO-1, UO-2  
Proposed Zoning: S-MX-5  
Property Owner(s): Arc Denver Monaco LLC  
Owner Representative: Foster Graham Milstein & Calisher, LLP

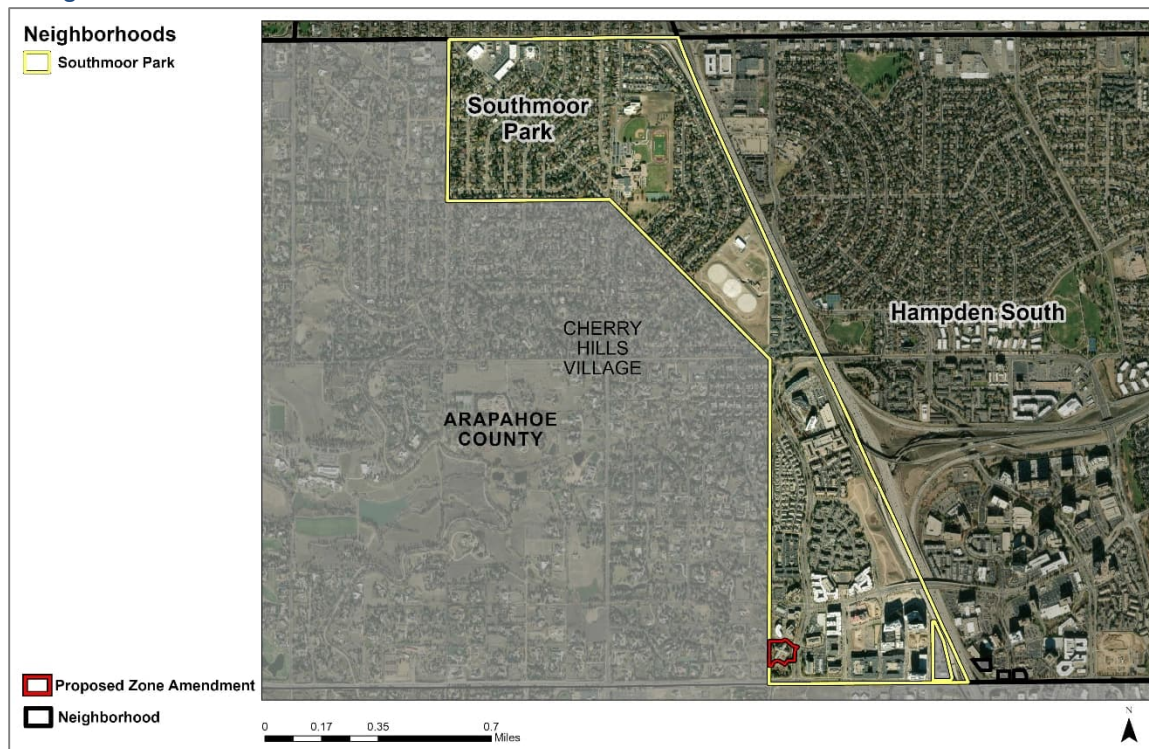
### Summary of Rezoning Request

- The subject property is located within the Southmoor Park statistical neighborhood near the northwest corner of South Monaco Street and East Bellevue Avenue in an area west of the Denver Tech Center and the Bellevue Light Rail Transit (LRT) station.
- The property consists of a single “T-shaped” three-story building previously used as a residential nursing and assisted living facility with surface parking on the northwest and southeast portions of the site. The property owner intends to reuse the building for a residential care facility, which is allowed in the current zoning and has been permitted for the site.
- The subject site at 4901 South Monaco Street is currently zoned B-4 with waivers UO-1, UO-2. B-4 is a Former Chapter 59 General Business District, and the waivers prohibit adult related businesses, billboards, auto sales, mail order houses, establishments selling monuments and tombstones, and other unique uses under Former Chapter 59. Generally, most neighborhood-serving retail, sales, and services are allowed, as are office, residential and lodging uses. The proposed S-MX-5, Suburban, Mixed Use, 5 stories zone district allows residential and non-residential uses in a building scale of up to 5 stories, or 70 feet. The Shopfront, General, Drive Thru Services, and Drive Thru Restaurant primary building forms are allowed. Further details of the zone district can be found in the proposed zone district of this staff report (below) and in Article 3 of the Denver Zoning Code.

## City Location



## Neighborhood Location



## 1. Existing Context

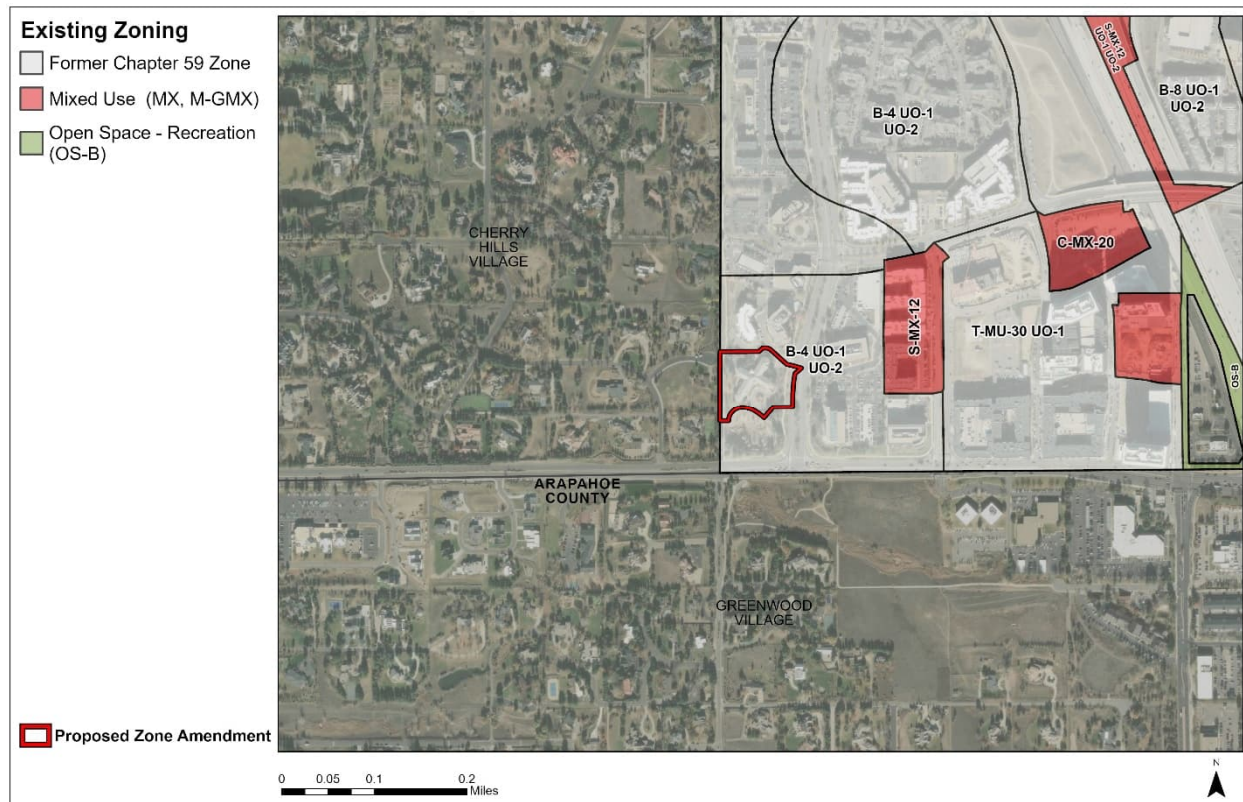


The subject property is located within the Southmoor Park statistical neighborhood, near the northwest corner of South Monaco Street and East Bellevue Avenue. The City of Greenwood Village is located directly south of the subject property across East Bellevue Avenue and Cherry Hills Village abuts the western edge of the subject property. The subject site is within  $\frac{1}{2}$  mile the Bellevue Light Rail Transit (LRT) station and is 3 blocks from RTD bus route 73 along East Bellevue Avenue to provide a direct connection to the Bellevue LRT station.

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  | B-4 with waivers, UO-1, UO-2 | Commercial/Retail       | 3-story "T"- shaped building with surface parking and loading area    | Curvilinear grid of streets. Superblocks to the north and east. An improved grid network exists further east, extending three blocks to the Belleview LRT station and Interstate 25. |
| North | B-4 with waivers, UO-1, UO-2 | Multi-unit Residential  | 3-story and 7-story condominium buildings                             |                                                                                                                                                                                      |
| East  | B-4 with waivers, UO-1, UO-2 | Office                  | 3-story and 5-story office buildings with surface parking             |                                                                                                                                                                                      |
| South | B-4 with waivers, UO-1, UO-2 | Open Space              | Water detention area and Denver Technological Center entrance markers |                                                                                                                                                                                      |
| West  | Cherry Hills Village         | Single-unit Residential | Single-unit residence on a large lot                                  |                                                                                                                                                                                      |

## 2. Existing Zoning



The existing zoning on the property is B-4 with waivers, UO-1, UO-2 and was adopted in 1981. At the time, much of the area from Belleview to Quincy, Interstate 25 to the Denver County boundary, was rezoned and divided into four subareas. The subject property is located in the ordinance's Subarea #4, which is roughly bounded by Niagara Street, the Union Avenue alignment, and Denver/Arapahoe County line on the west and south.

B-4 is a general business district in Former Chapter 59 intended to provide for and encourage appropriate commercial uses adjacent to arterial streets, which are normally transit routes. Uses include a wide variety of consumer and business services and retail establishments that serve other business activities, and local transit-dependent residents within the district as well as residents throughout the city. The regulations generally allow a moderate intensity of use and concentration for the purpose of achieving compatibility between the wide variety of uses permitted in the district. Building height is not controlled by bulk standards unless there is a property line to property line abutment with a residential use. Building floor area cannot exceed twice the site area.

The current waivers allocate gross floor area by subarea, on a subarea-wide basis. As a result individual projects claim gross floor area as they are built, thereby reducing gross floor area available for other land within the same subarea. Within Subarea 4, a maximum of 1,200,000 gross floor area is permitted. The following limits on gross floor area by use also apply:

| Use                           | Gross Floor Area (maximum in square feet)                  |
|-------------------------------|------------------------------------------------------------|
| Retail                        | 100,000                                                    |
| Hotel                         | 500,000                                                    |
| Residential                   | 225,000                                                    |
| Office and other allowed uses | Unlimited, within the total subarea gross floor area below |
| Total                         | 1,200,000                                                  |

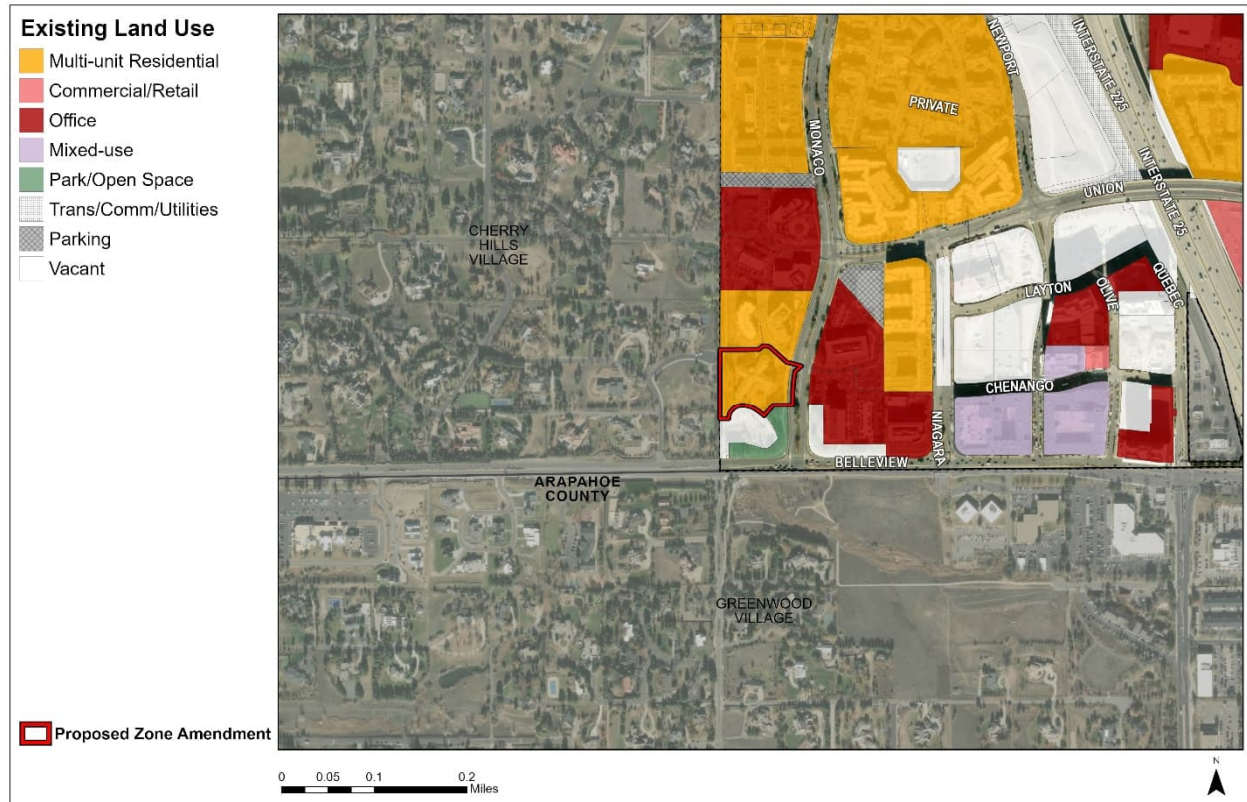
Within this Subarea 4, all of the gross floor area for residential has been allocated to projects already built on the west side of Monaco Street, leaving no residential gross floor area for undeveloped properties such as the subject site.

The waivers also prohibit uses including adult related businesses, billboards, auto sales, mail order house, establishments selling monuments and tombstones, and other unique uses under Former Chapter 59. Generally, most neighborhood-serving retail, sales, and services are allowed, as are office, residential, and lodging uses. The complete current zoning waivers ordinance is attached to this staff report.

#### Use Overlays

The applicant is proposing the removal of both overlays as part of their rezoning request. Staff evaluated the proposal to remove the UO-1 overlay and determined there will be sufficient remaining land in the city for first amendment-protected uses, so the city has no objection to removing the UO-1 in this instance. Further, the waivers on the site prohibit adult related businesses and billboards (allowed by UO-2), so removing both overlays is consistent with the existing zoning.

### 3. Existing Land Use Map



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



View of the site from South Monaco Street looking west



View of the site from the southeast parking area roundabout



View of the site from the northeast parking area



View of the properties to the north taken from shared drive aisle intersection with South Monaco Street



View of properties to the east taken from South Monaco Street looking east



View of open space to the south from East Bellevue Avenue looking northwest



View of property to the west in Cherry Hills Village looking east from Charington Drive

### Proposed Zoning

The requested S-MX-5 has a maximum height of 70 feet and allows the General, Shopfront, Drive Thru Services, and Drive Thru Restaurant primary building forms. A variety of residential, civic, commercial and industrial land uses are allowed, including Residential Care.

A Residential Care Use is a Residential Structure or structures where guests receive treatment, supervision, emergency shelter, personal care, protective oversight, or other similar care or services, from staff on-site as a condition of the guests' residency. Residential Care Use, Type 1 allows for up to 10 guests year-round, or up to 100 guests for a maximum of 130 days per calendar year and Type 2 allows for 11 to 40 guests. Larger Residential Care Type 3 and Type 4 uses are permitted uses in the proposed S-MX-5 zone district subject to Zoning Permit Review with Community Information Meeting. Residential Care Use, Type 3 allows 41 to 100 guests and Type 4 allows 101 or more guests.

The current B-4 zone district requires a biannual community information meeting and permit renewal process for residential care uses. The proposed S-MX-5 zone district would allow similar uses without the required biannual community information meeting and permit renewal process.

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

| Design Standards                                                | B-4 Waivers, UO-1, UO-2 (Existing) | S-MX-5 (Proposed)                                                    |
|-----------------------------------------------------------------|------------------------------------|----------------------------------------------------------------------|
| Primary Building Forms Allowed                                  | N/A                                | General, Shopfront, Drive Thru Services, Drive Thru Restaurant       |
| Stories/Heights (max)                                           | maximum gross floor area is 2:1    | 5 stories / 70 feet                                                  |
| Primary Build-to Percentages                                    | N/A                                | 50% for General<br>75% for Shopfront                                 |
| Primary Street Setback (min)                                    | 0 feet                             | 0 feet                                                               |
| Surface Parking Between Building and Primary Street/Side Street | Allowed                            | Allowed/Allowed for General<br>Not Allowed/Not Allowed for Shopfront |
| Transparency, Primary Street                                    | N/A                                | 40% for General<br>60% for Shopfront                                 |

### 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 – Real Estate: Approved – No Comments

Denver Public Schools: Approved – No Response

Denver Zoning Administration: Approved – No Comments

Department of Public Health and Environment: Approved – No Comments

Denver Parks and Recreation: Approved – No Comments

Department of Housing Stability: Approved – No Comments

Department of Transportation and Infrastructure: Approved – See Comments Below

- 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.

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

Development Services – Project Coordination: Approved – See Comments Below

- Approve Rezoning Only – Will require additional information at future Site Plan Review

- Any change in use or change in building/structure SF/GFA would require the proposed changes to meet applicable codes/guidelines/regulations/standards at the time of application

Development Services - Fire Protection: Approved – No Comments

Development Services- Wastewater: 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: | 1/27/26 |
| 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:                                                               | 5/19/26 |
| Planning Board Public Hearing:<br>Voted unanimously to recommend approval                                                                                                                                                                                                                    | 6/3/26  |
| CPD written notice of the Community Planning & Housing Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten (10) working days before the meeting:                                                                          | 5/25/26 |
| Committee of the City Council moved the bill forward:                                                                                                                                                                                                                                        | 6/9/26  |
| 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:                                                                                                    | 7/6/26  |
| City Council Public Hearing:                                                                                                                                                                                                                                                                 | 7/27/26 |

- Registered Neighborhood Organizations (RNOs)  
As of the date of this report, staff have not received written comments from an RNO pertaining to this application.
- General Public Comments  
As of the date of this report, staff have received 29 comments of opposition pertaining to this application and they are included as an attachment.

## 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
1. 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)

#### ***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 will allow for more healthcare and employment opportunities near the Denver Technological Center. It is therefore consistent with the following strategy in the Equitable, Affordable and Inclusive vision element:

- Equitable, Affordable, and Inclusive Goal 1, Strategy C: “*Improve equitable access to resources that improve quality of life, including cultural and natural amenities, health care, education, parks, recreation, nutritious food and the arts*” (p. 28).

The requested S-MX-5 zone district broadens the mix of housing types and services at an intensity consistent with the desire for dense and pedestrian-friendly destinations, and it is therefore consistent with the following strategy in the Strong and Authentic Neighborhoods vision element:

- 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 additional housing within an established neighborhood, consistent with the following strategy in the Equitable, Affordable and Inclusive vision element:

- 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).

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

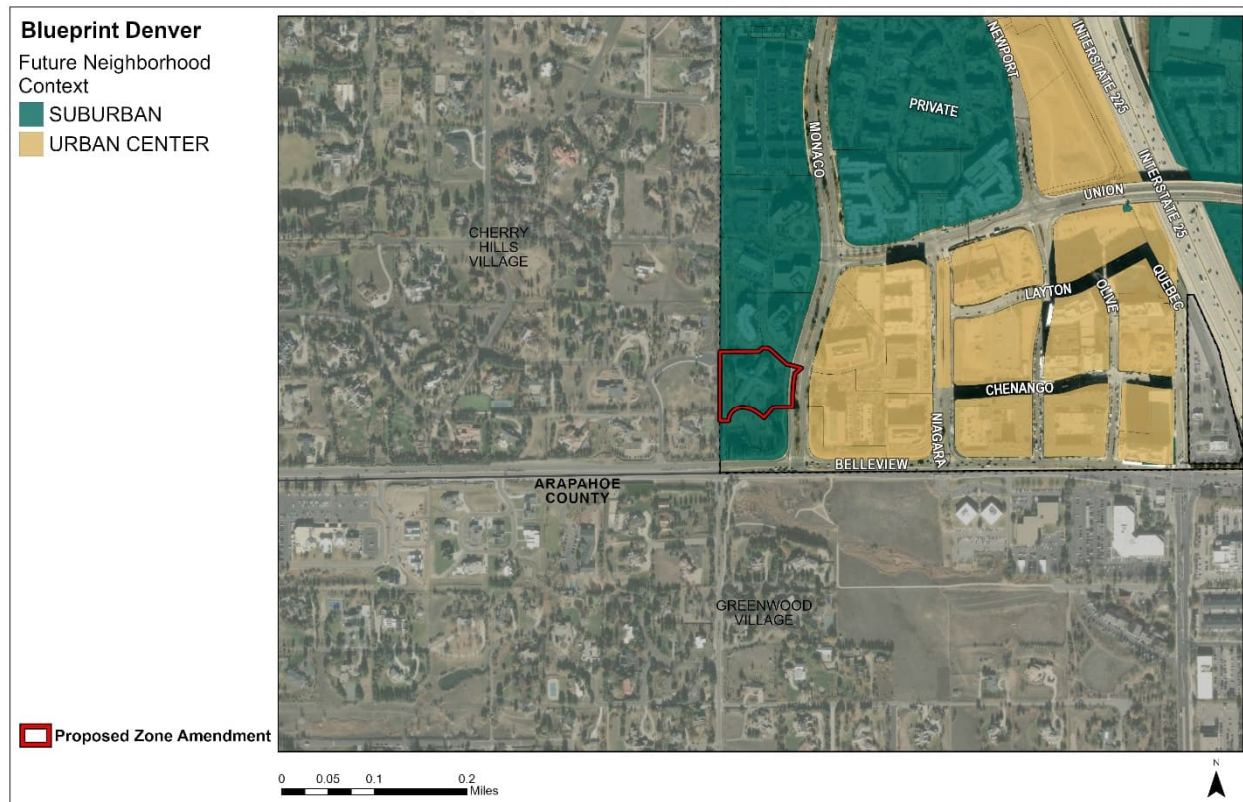
- Environmentally Resilient Goal 8, Strategy A - *Promote infill development where infrastructure and services are already in place* (p. 54).

The proposed S-MX-5 zoning would allow for a broad variety of uses including housing, retail services, and employment at an intensity consistent with the desire for dense, walkable, mixed-use neighborhoods near transit expressed in Comprehensive Plan 2040.

### ***Blueprint Denver***

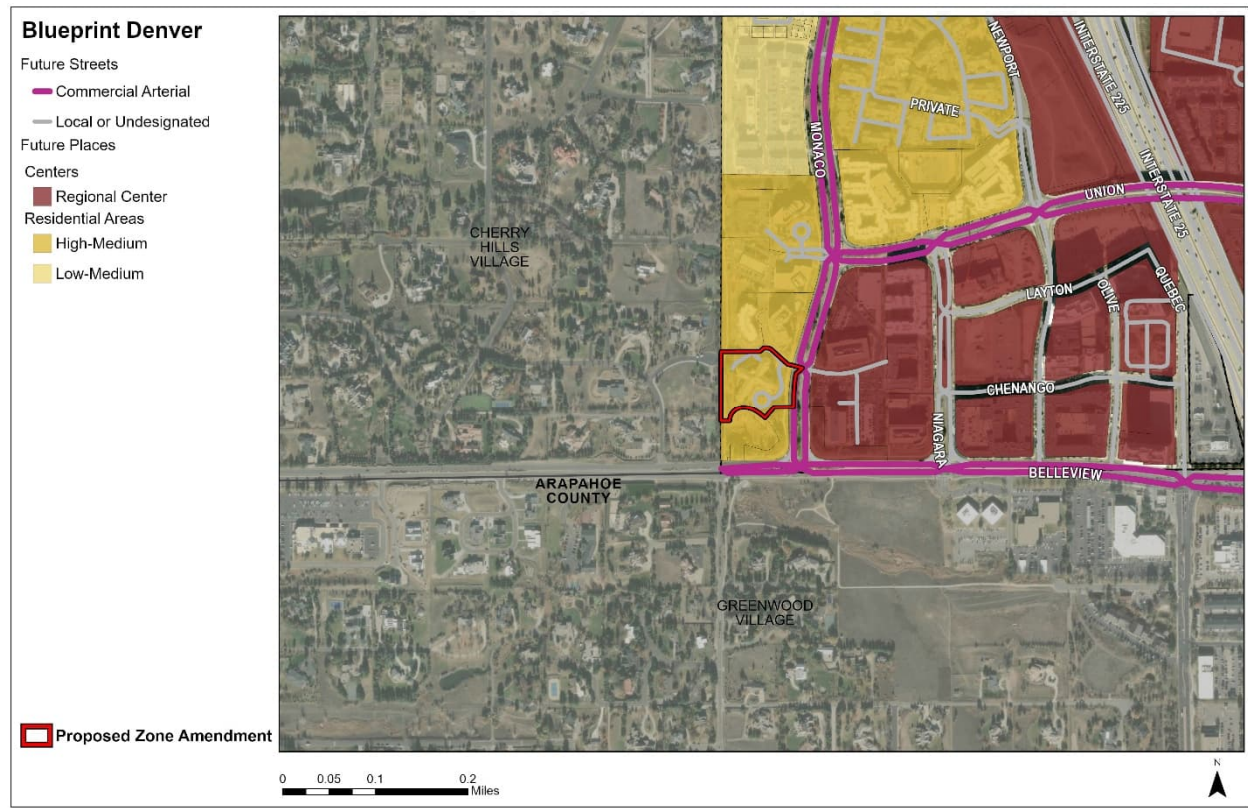
*Blueprint Denver* was adopted in 2019 as a supplement to *Comprehensive Plan 2040* and establishes an integrated framework for the city's land use and transportation decisions. *Blueprint Denver* identifies the subject property as part of a High Medium Residential place within the Suburban Neighborhood Context and provides guidance from the future growth strategy for the city.

### **Blueprint Denver Future Neighborhood Context**



The subject property is within the Suburban Neighborhood Context. “The suburban context represents the most varied development in Denver’s neighborhoods. Homes in this context are largely single-unit but can also include higher intensity residential. Commercial development is focused along main corridors and centers bordering residential areas. Although this context is more auto-oriented than others, there should still be quality multimodal connectivity” (p. 185). The proposed rezoning, which allows a mix of uses in buildings up to five stories, is consistent with the neighborhood context guidance in *Blueprint Denver*.

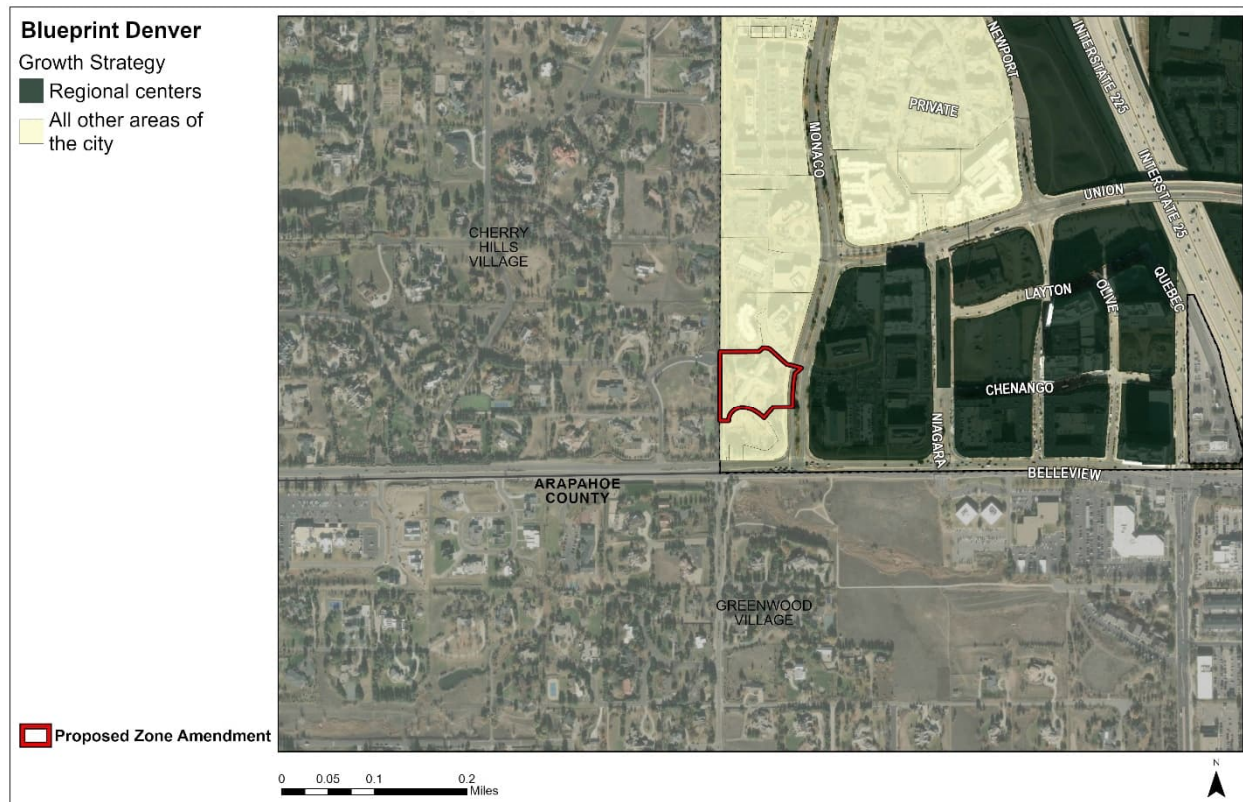
### **Blueprint Denver Future Places**



The Future Places Map shows the subject property as part of a High-Medium Residential Area. *Blueprint Denver* describes the aspirational characteristics of High-Medium Residential Areas in the Suburban context as containing, “a mix of medium-scale, multi-unit residential types and can accommodate compatible commercial/retail uses. Buildings are generally up to 5 stories in height. Building heights and scaling help provide transitions to adjacent places.” The proposed district of S-MX-5 provides a wide range and mix of uses. The future proposed height of up to 5 stories is appropriate in this location, given its proximity to transit, location within a High-Medium Residential Area, and the allowed and existing building heights in the area. S-MX-5 is also consistent with existing zoning in the surrounding area which allows for a wide range of commercial uses.

In *Blueprint Denver*, Future Street Types work in concert with the Future Places to evaluate the appropriate intensity of adjacent development (p. 67). *Blueprint Denver* classifies South Monaco Street and East Belleview Avenue as Commercial Arterial Future Street Types, which “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 Commercial streets is described as, “Commercial streets typically contain commercial uses including shopping centers, auto services and offices” (p.159). The proposed S-MX-5 zone district is consistent with this street type description as it is intended for more intense development with commercial 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 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 S-MX-5 will allow mixed-use growth to a High-Medium Residential Area where it has been determined to be most appropriate.

### **Blueprint Denver Strategies**

The proposed rezoning is also consistent with the following strategies from *Blueprint Denver*:

- Land Use and Built Form: General Policy 3, Strategy A – Rezone properties from the Former Chapter 59 zoning code so that the entire city is covered by the DZC, including continuing to incentivize property owners to come out of the old code (p. 73).

The proposed S-MX-5 zoning would allow mixed-use development in a High-Medium Residential Area and rezone the property from Former Chapter 59 into the Denver Zoning Code. The proposed rezoning to S-MX-5 is consistent with the policies, context, place, growth strategy, and street type recommendations of *Blueprint Denver*.

### **Equity**

The proposed mixed-use zone district will allow a broad range of residential and commercial uses. The proposed rezoning would allow for multi-unit residential development. The proposed rezoning could help diversify housing types, bedroom counts and provide income restricted units.

### **Climate**

This rezoning supports the city's goals to reduce climate impacts by enabling additional housing near transportation and employment options. 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.

## **2. Public Interest**

The proposed official map amendment furthers Public Interest through implementation of the city's adopted land use plan and fostering the creation of a walkable, mixed-use area.

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

The proposed map amendment is consistent with the Suburban Neighborhood Context. The Denver Zoning Code describes the Suburban Context as characterized by single-unit, and multi-unit residential, commercial strips and centers, and office parks. Commercial buildings are typically separated from residential and consist of Shopfront and General forms. Multi-unit residential and commercial uses are primarily located along arterial and collector streets. Block patterns in the Suburban Context are irregular and shaped by curvilinear streets and modified grid streets.

The Suburban mixed-use zone districts are intended to "promote safe, active, pedestrian-scaled, diverse areas and enhance the convenience and ease of walking, shopping and public gathering within and around the city's neighborhoods." They are "appropriate along corridors, for larger sites and at major intersections." They include "building form standards that balance the importance of street presence and provision of adequate parking through build-to requirements, street level activation and parking lot screening" (DZC Section 3.2.4.1).

The S-MX-5 zone district intent is that "it applies to areas or intersections served primarily by arterial streets where a building scale of 1 to 5 stories is desired." (DZC Section 3.2.4.2.H). The proposed zone district will provide predictable building forms, allow for reinvestment, and accommodate future development that furthers the district's purpose and intent.

### **Attachments**

1. Application
2. Current Zoning Ordinance
3. Public Comments