



TO: Denver City Council
FROM: Joe Green, Associate City Planner
DATE: April 9, 2026
RE: Official Zoning Map Amendment Application #2025i-00026

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends **denial**.

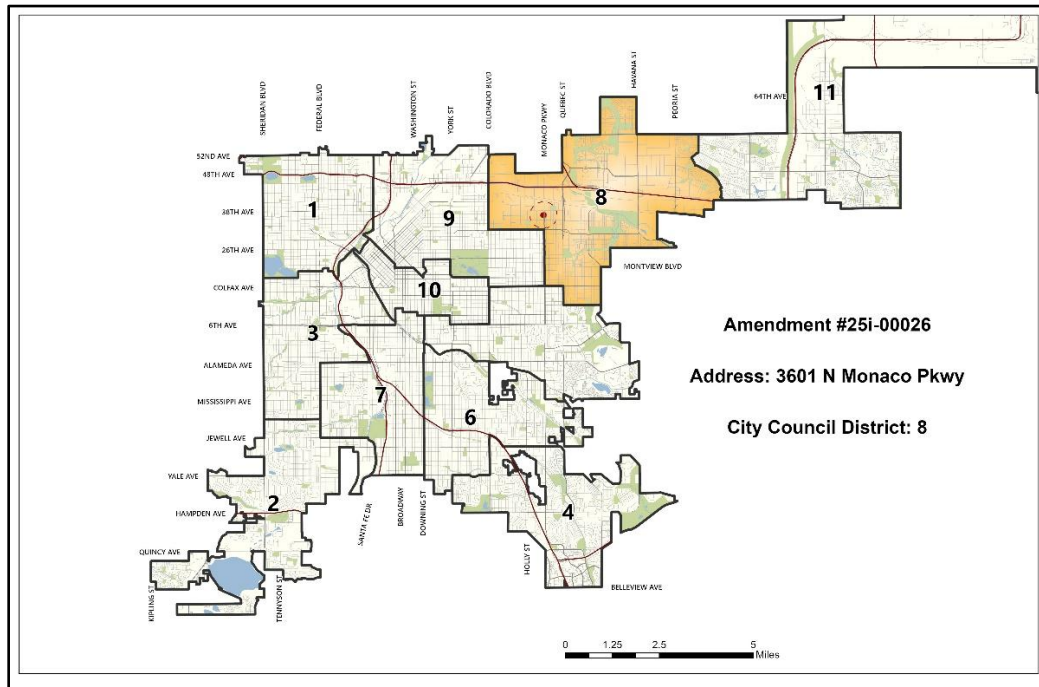
Request for Rezoning

Address: 3601 N Monaco Street Parkway
Neighborhood/Council District and CM: Northeast Park Hill / Council District 8, CM Lewis
RNOs: Northeast Park Hill Coalition, Greater Park Hill Community Inc, Opportunity Corridor Coalition of United Residents, East Denver Residents Council, Inter-Neighborhood Cooperation.
Area of Property: 6,250 square feet or .14 acres
Lot Width: 50 ft
Current Zoning: E-SU-Dx
Proposed Zoning: E-TU-C
Property Owner(s): Elizabeth Hennessey

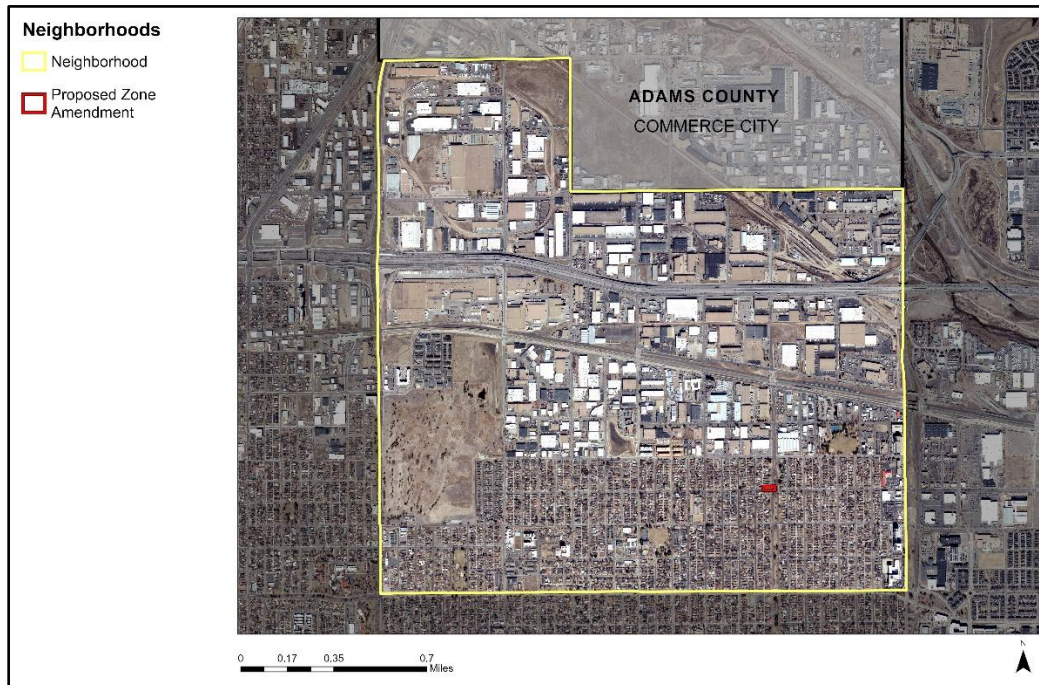
Summary of Rezoning Request

- The subject site is in the Northeast Park Hill neighborhood on the northwest corner of North Monaco Street Parkway and East 36th Avenue.
- The site has been vacant since at least 2010.
- The current zoning E-SU-Dx (Urban Edge – Single-unit – Dx) allows a single-unit house with an accessory dwelling unit on a minimum lot size of 6,000 square feet.
- The requested zone district E-TU-C (Urban Edge – Two-unit – C) allows two primary units with accessory dwelling units on a minimum lot size of 5,500 square feet. Further details of the requested zone district can be found in the proposed zone district section of this staff report and in Article 4 of the Denver Zoning Code.
- *Blueprint Denver* explicitly states when it is appropriate to allow two-unit zone districts in Residential Low areas through an applicant-driven rezoning. If there is not an existing pattern of two-unit zoning, then a small area plan or significant neighborhood support must express an intent to change the zoning pattern in the area (*Blueprint Denver*, pg. 215). While this rezoning application is consistent with some guidance found in *Comprehensive Plan 2040*, *Blueprint Denver*, and the *Park Hill Neighborhood Plan*, staff does not find a pattern of two-unit zoning or that the *Park Hill Neighborhood Plan* calls for new zoning pattern in the area. As of the writing of this report, staff has also not received indication of significant neighborhood support. Therefore, staff recommends denial finding this application is not consistent with a preponderance of plan guidance.

City Location



Neighborhood Location – Northeast Park Hill



Existing Context



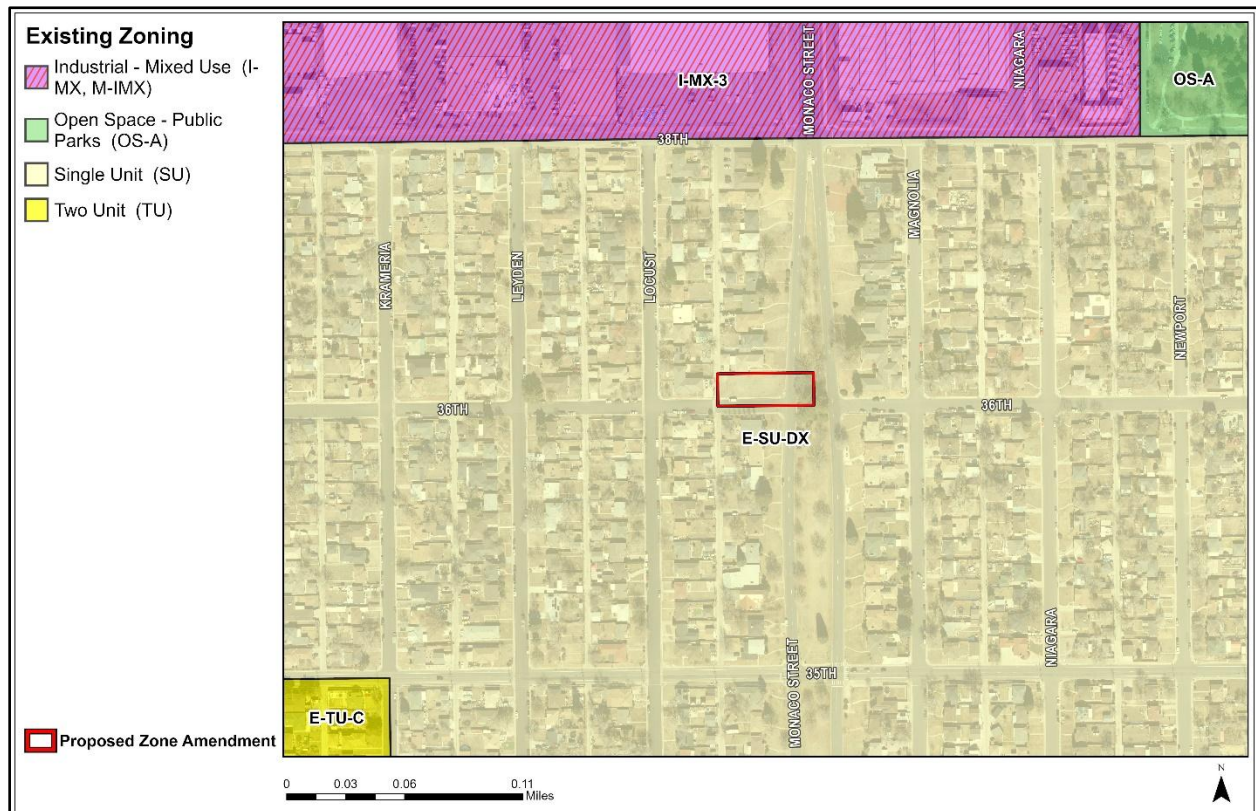
The subject property is in the Northeast Park Hill neighborhood. The portion of the neighborhood south of 38th Avenue is characterized by single-unit, two-unit, and multi-unit residential uses with commercial uses predominantly found along the major corridors of Colorado Avenue, Quebec Street, and Martin Luther King Boulevard. The newly founded Park Hill Park forms a large portion of the neighborhood's eastern boundary. The portion of the neighborhood north of 38th Avenue is one of Denver's major industrial job centers and is one of *Blueprint Denver's* manufacturing preservation districts.

The subject property is approximately half a mile from the 43 RTD bus line along Martin Luther King Boulevard and the 33 RTD bus line along Smith Road.

The following table summarizes the existing context proximate to the subject site:

	Existing Zoning	Existing Land Use	Existing Building Form/Scale	Existing Block, Lot, Street Pattern
Site	E-SU-Dx	Vacant	A vacant lot.	Regular grid of streets. Block sizes and shapes are consistent and rectangular with alleys in the middle of blocks. 3 ft rollover sidewalks without a tree lawn.
North	E-SU-Dx	Two-unit Residential	A single-story duplex with alley access and a detached garage.	
South	E-SU-Dx	Single-unit Residential	A single-story house with alley access.	
East	E-SU-Dx	Multi-unit Residential	A five unit building with alley access.	
West	E-SU-Dx	Multi-unit Residential	A single-story triplex with alley access.	

Existing Zoning



E-SU-Dx is a single-unit district allowing Suburban and Urban House primary building forms on a minimum lot area of 6,000 square feet and a minimum lot width of 50 feet. The maximum allowed

height of the Urban House building form is 30 to 35 feet for the front 65% of the zone lot and 17 to 19 feet in the rear 35% of the zone lot, while the maximum height of the Suburban House building form is 30 to 35 feet across the entire lot. An accessory dwelling unit is allowed.

Existing Land Use Map



Existing Building Form and Scale



View of the subject property looking west from North Monaco Parkway.



View of the property to the north, looking west from North Monaco Parkway.



View of the property to the south, looking west, from North Monaco Parkway.



View of the property to the east, looking east, from North Monaco Parkway.



View of the property to the west (across the alley), looking east on N. Locust St.

Proposed Zoning

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

The primary building forms allowed in the existing zone district and the proposed zone district are summarized below. The main difference between the zone districts is the minimum lot size and width and the allowance of the suburban house building form (only allowed in the existing E-SU-Dx district).

Design Standards	E-SU-Dx (Existing)	E-TU-C (Proposed)
Primary Building Forms Allowed	Suburban House, Urban House	Urban House, Duplex, Tandem House
Maximum Height in Stories/Feet, Front 65% of Zone Lot	2.5 stories / 30 feet to 35 feet	2.5 stories / 30 feet - 35 feet
Maximum Height in Stories/Feet, Rear 35% of Zone Lot	2.5 stories / 30 feet to 35 feet	1 story / 17-19 feet
DADU Maximum Heights in Stories / Feet	24 feet	24 feet
Zone Lot Size (Min.)	6,000 square feet	5,500 square feet
Minimum Zone Lot Width (Min.)	50 feet	50 feet
Primary Street Block Sensitive Setback Required / If not	Yes / 20 feet	Yes / 20 feet
Side Street Setback (Min.)	5 feet	5 feet
Side Interior Setback (Min.)	5 feet	5 feet
Rear Alley / No Alley	12 feet / 20 feet	12 feet / 20 feet
DADU rear setback Alley / No Alley	5 feet / 12 feet	5 feet / 12 feet
Building Coverage per Zone Lot including all accessory structures (Max.), not including exceptions	45%	37.5%
Detached Accessory Building Forms Allowed	Detached Accessory Dwelling Unit, General Detached Structure, Minor Detached Structure	Detached Accessory Dwelling Unit, General Detached Structure, Minor Detached Structure

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: Approve Rezoning Only - Will require additional information at Site Plan Review.

Asset Management: Approved - No Response

Denver Public Schools: Approved – No Response.

Development Services - Fire: Approved Rezoning Only - Will require additional information at Site Plan Review.

Development Services – Project Coordination: Approve Rezoning Only - Will require additional information at Site Plan Review.

It is recommended the applicant reach out to the Residential Review team to ensure development plans fit with proposed zone district.

Phone number: 720-865-2710, Email: ResidentialPermits@denvergov.org

Development Services - Transportation: Approved – No Response.

Development Services – Wastewater: Approved – No Response.

Parks and Recreation: Approved – No Response.

Public Health and Environment: Approved – No Response.

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

Public Review Process

	Date
Property legally posted for a period of 15 days within 10 days of the submission of a complete application and CPD informational notice of receipt of the rezoning application to all affected members of City Council, registered neighborhood organizations, property owners, and tenants:	09/18/2025
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:	02/02/2026
Planning Board Public Hearing:	02/18/2026
CPD written notice of the Community Planning and Housing Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten (10) working days before the meeting:	02/04/2025
Community Planning and Housing Committee of the City Council moved the bill forward:	03/03/2026

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:	03/23/2026
City Council Public Hearing:	04/13/2026

Planning Board

Planning Board voted unanimously to recommend approval, 8-0. They found that the application was supported by the Park Hill Neighborhood plan and that it met Blueprint Denver’s specific plan guidance about how Residential Low future place guidance should be applied. Planning Board drafted a Document of Deliberation outlining their recommendation.

Public Outreach and Input

Registered Neighborhood Organizations (RNO)

Staff has received a letter of support from Northeast Park Hill Coalition, which is attached to this staff report. The other major RNO active in Park Hill, Greater Park Hill Community, Inc, stated that they will not take an official position unless all nearby neighbors are in agreement. The neighbor directly to the north of the property has told the applicant that they do not support the project, and so Greater Park Hill, Inc has not taken a position on the project.

General Public Comments

As of the date of this staff report, no other comments have been received by staff. The applicant has gone door-to-door speaking with the adjacent neighbors and asking that they sign a document showing that they have been notified about this rezoning application. This document also has boxes that can be checked indicating support or opposition. Two neighbors indicated support, and one indicated opposition.

Criteria for Review / Staff Evaluation

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

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

Consistency with Adopted Plans

The following adopted plans apply to this property:

- *Denver Comprehensive Plan 2040* (2019)
- *Blueprint Denver* (2019)
- *Park Hill Neighborhood Plan* (2000)

Overview

Blueprint Denver explicitly states when it is appropriate to allow two-unit zone districts in Residential Low areas through an applicant-driven rezoning. If there is not an existing pattern of two-unit zoning,

then a small area plan or significant neighborhood support must express an intent to change the zoning pattern in the area (*Blueprint Denver*, pg. 215). While this rezoning application is consistent with some guidance found in *Comprehensive Plan 2040*, *Blueprint Denver*, and the *Park Hill Neighborhood Plan*, staff does not find a pattern of two-unit zoning or that the *Park Hill Neighborhood Plan* calls for new zoning pattern in the area. As of the writing of this report, staff has also not received indication of significant neighborhood support. Staff, therefore, does not find the application consistent with adopted plans on balance.

Denver Comprehensive Plan 2040

The proposed rezoning could further adopted *Denver Comprehensive Plan 2040* strategies, including:

- Equitable, Affordable and Inclusive Goal 2, Strategy A – Create a greater mix of housing options in every neighborhood for all individuals and families (p. 28).

E-TU-C would allow for two-unit uses on the proposed site, potentially facilitating one additional primary dwelling unit and one detached accessory dwelling unit than would be allowed under the current zoning. Two primary units built on a single lot are likely to be less expensive than a single-unit house built on that same lot.

- Strong and Authentic Neighborhoods Goal 1, Strategy B.: "Ensure neighborhoods offer a mix of housing types and services for a diverse population" (p. 34).

The proposed rezoning would allow for two-unit uses, potentially facilitating infill development appropriate for the surrounding neighborhood that broadens the range of housing types available.

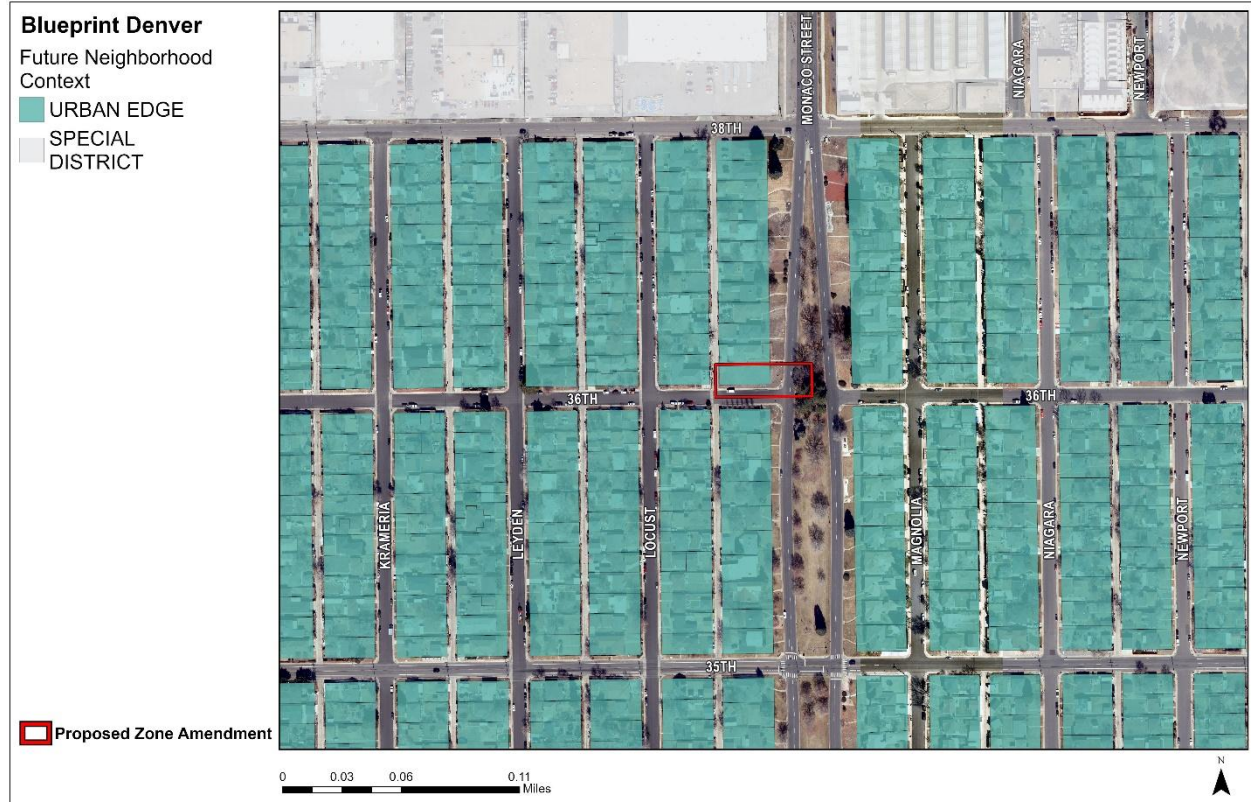
- Environmentally Resilient Goal 8, Strategy A – Promote infill development where infrastructure and services are already in place (p. 54).

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

Blueprint Denver

Blueprint Denver was adopted in 2019 as a supplement to *Comprehensive Plan 2040* and establishes an integrated framework for the city's land use and transportation decisions. *Blueprint Denver* identifies the subject property as part of a Low Residential future place within the Urban Edge future neighborhood context and provides guidance on the future growth strategy for the city.

Blueprint Denver Future Neighborhood Context



In *Blueprint Denver*, future neighborhood contexts are used to help understand differences in things like land use and built form and mobility options at a higher scale, between neighborhoods. The subject property is shown on the context map as Urban Edge neighborhood context. The neighborhood context map and description help guide appropriate zone districts (p. 66). The Urban Edge neighborhood context is described as “predominantly residential” typically low-scale single- and two-unit residential with some small-scale multi-unit residential” (p. 205).

The proposed E-TU-C zone district is part of the Urban Edge context and is intended to “promote and protect residential neighborhoods” and “provide a consistent framework to property owners, developers, and neighborhood residents to reinforce desired development patterns, encourage affordable housing, and accommodate reinvestment in residential districts” (DZC 4.2.2.1). Since the proposed district allows small-scale two-unit uses and accommodates reinvestment in the area, the proposed rezoning to an Urban Edge context is consistent with this plan guidance.

Blueprint Denver Future Places



Blueprint Denver designates the subject property as Residential Low Future place, which is described as “Predominantly single- and two-unit uses on small or medium lots. Accessory dwelling units and duplexes are appropriate and can be thoughtfully integrated where compatible” (p. 214). *Blueprint Denver* provides further guidance for rezonings in Residential Low places regarding two-unit uses. The plan states:

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

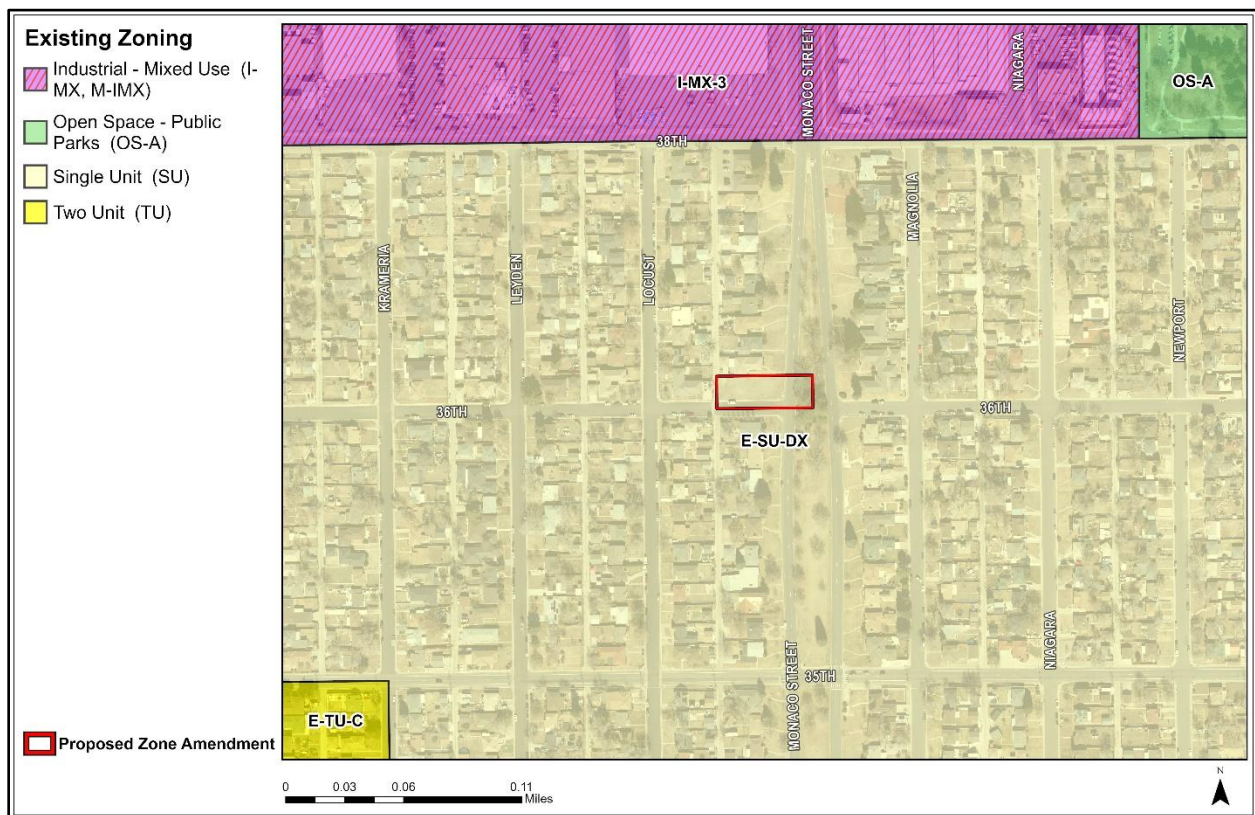
“When a rezoning request is made to change the zoning to allow two-unit uses, the appropriateness of the request depends upon adopted small area plan guidance, neighborhood input, and existing zoning patterns. A departure from the established zoning pattern may be appropriate if the intent is to set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

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

1) Existing Zoning Pattern

The map below (Existing Zoning) demonstrates the existing pattern of zoning. While two-unit zoning exists approximately four blocks to the southwest and four blocks to the west (just off the map), there is no presence of two-unit zoning on blocks adjacent to the subject property. Staff finds that the pattern on surrounding blocks is inconsistent with the requested zone district.

Existing Zoning



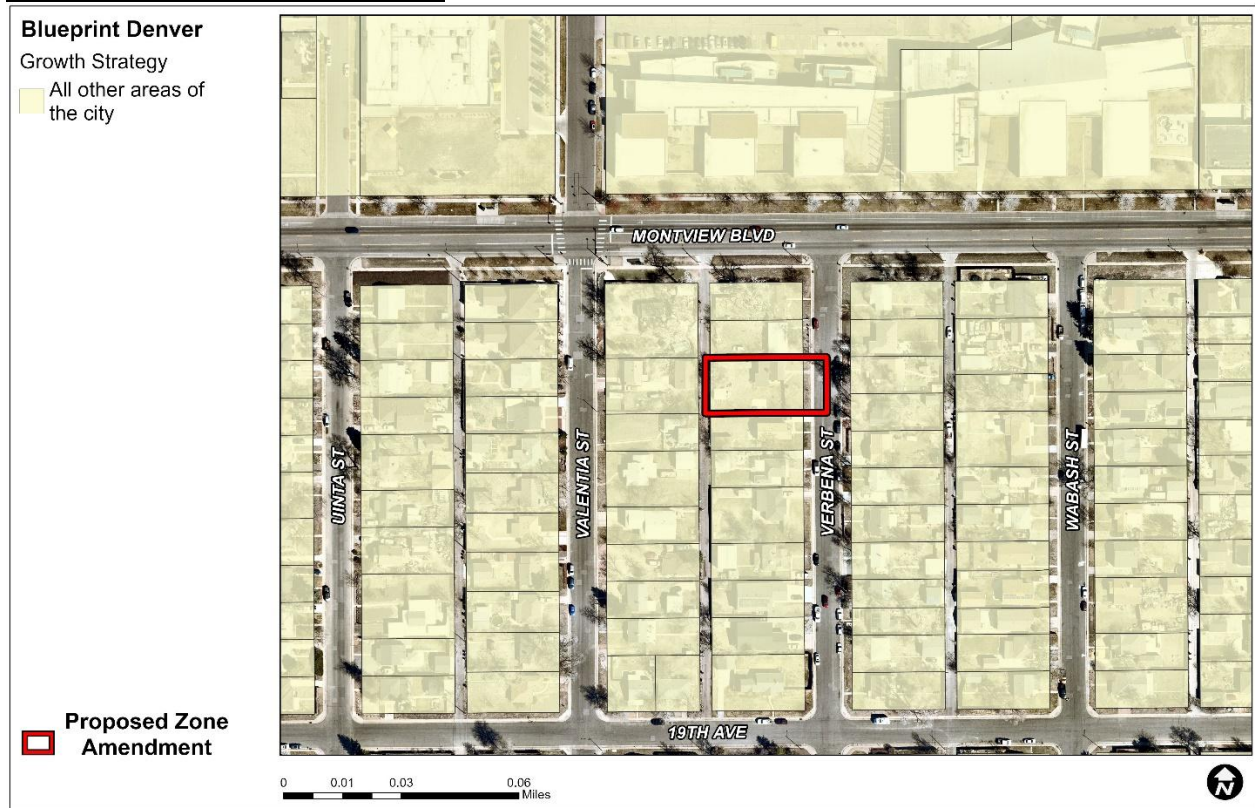
2) Neighborhood Support

To understand whether there was “significant neighborhood support” for this rezoning application, staff reached out to the Northeast Park Hill Coalition and the Greater Park Hill Community RNOs. As of the date of this staff report, the Northeast Park Hill Coalition has provided a letter of support as described earlier in this report. Staff has not received any other public comments. While the applicant has worked hard going door to door as noted in their application, they have had difficulty finding residents willing to actively support or oppose the application. Staff does not find sufficient evidence of significant neighborhood support to find this rezoning application.

3) Small Area Plans

While the *Park Hill Neighborhood Plan* will be reviewed for consistency below, *Blueprint Denver* directs us to consider whether a small area plan calls for a different zoning pattern than currently exists. While the neighborhood plan does call for “a compatible mix of housing types and densities (pg. 32)”, it also says that we should “initiate zoning amendments and policies to protect the single-family character in Park Hill (pg. 34)”. Based on this language, staff does not find that the *Park Hill Neighborhood Plan* expresses an intent to change the pattern of zoning in this area.

Blueprint Denver Growth Strategy



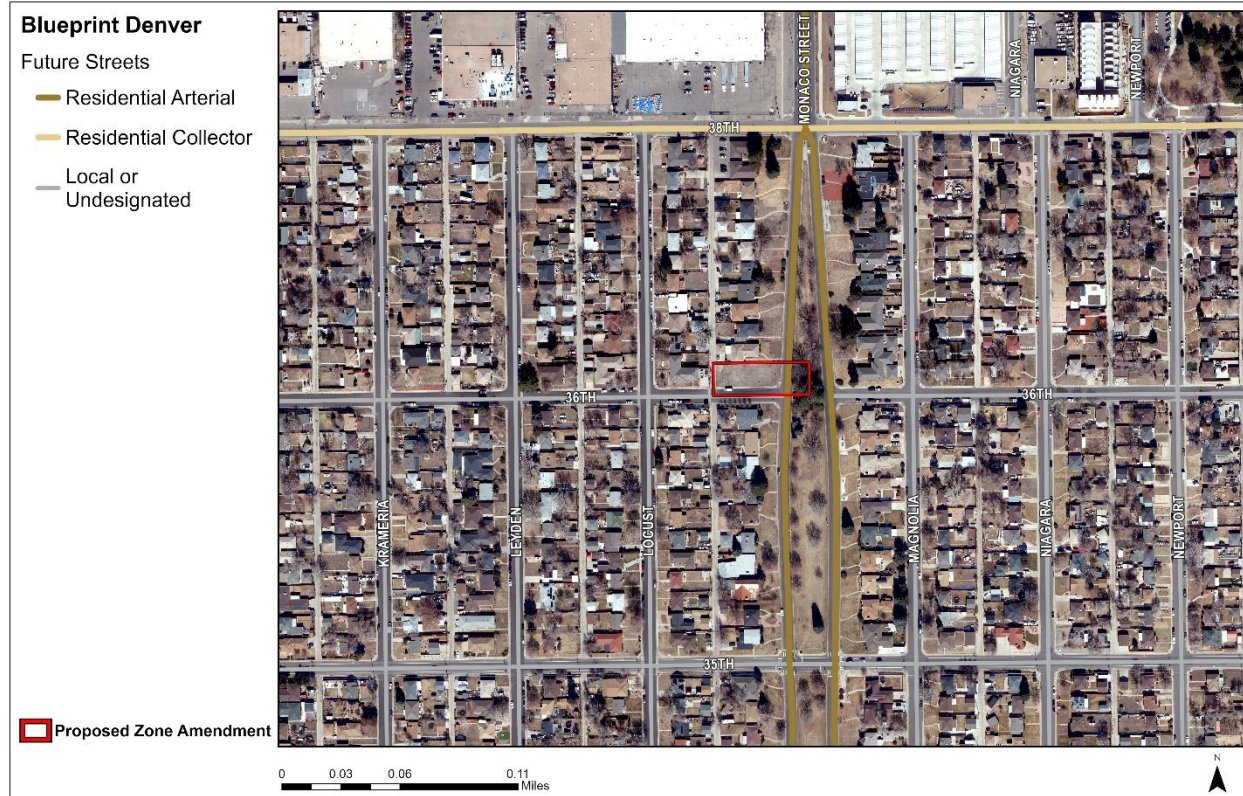
Blueprint Denver's growth strategy map is a version of the future places map, showing the aspiration for distributing future growth in Denver (p. 51). The subject property is part of all other areas of the city. These areas are anticipated to see around 20% of new housing growth and 10% of new employment growth by 2040 (p. 51). The proposed map amendment to E-TU-C would all small-scale growth where it has been determined to be most appropriate.

Blueprint Denver Street Types

In *Blueprint Denver*, future street types work in concert with future places to evaluate the appropriateness of the intensity of the adjacent development (p. 67). The three volume classifications of Local, Collector, and Arterial, are further refined by six types of surrounding context. North Monaco Street is classified as a Residential Arterial street, as well as a parkway. Residential arterial street types

moderate to low speeds with frequent driveway access and commonly have tree lawn between sidewalks and buildings. The proposed E-TU-B zone district is consistent with this street type.

Blueprint Denver Future Streets



Equity and climate

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

Other Blueprint Denver Strategies

Land Use & Built Form: Housing Strategy 2 recommends “Diversify[ing] housing options by exploring opportunities to integrate missing middle housing into low and low-medium residential areas.” It further recommends “Integrate missing middle housing into low and low-medium residential areas.... This should be implemented through holistic revisions to the zoning code at a citywide scale, with a focus on discouraging demolition and encouraging affordability” (p. 82). While the proposed rezoning could facilitate additional housing options in a low residential area, the rezoning is not consistent with the plan guidance that recommends a city-wide approach to implementing this strategy. *Blueprint Denver* also recommends individual rezonings be considered using the guidance regarding existing patterns described above in the staff report.

Park Hill Neighborhood Plan (2000)

The *Park Hill Neighborhood Plan* has three relevant goals and action recommendations:

Land Use & Zoning Goals:

“Maintain the existing integrity of the residential character of Park Hill. Assure that continued growth and development in Park Hill results in a balanced and compatible mix of housing types and densities (pg. 32).”

Land Use & Zoning Action Recommendations:

“LZ-3: Create and maintain a mix of housing types and sizes that are attractive and affordable to a diversity of ages, incomes, household types, sizes, cultural and ethnic backgrounds (pg. 33).”

“LZ-5: Initiate zoning amendments and policies to protect the single-family residential character in Park Hill. Specifically: identify and extend R-2 zoning to those Areas zoned R-3 that currently meet R-2 criteria. Similarly, consider rezoning The Park Hill campus of DU from R-3 to R-5 or a similar zone (pg. 34).”

The *Park Hill Neighborhood Plan* references Former Chapter 59 zone districts. Subsequent to the plan’s adoption, Denver implemented the Denver Zoning Code in 2010. At that time, the site’s current single-unit (E-SU-Dx) zone district was put in place, consistent with the general neighborhood plan guidance regarding zoning amendments. The proposed E-TU-C would result in a “mix of housing types” but would not “protect the single-family residential character in Park Hill.” While the rezoning is supported by some parts of the plan, Staff does not find the plan guidance provides enough specificity to consider the rezoning consistent with the *Park Hill Neighborhood Plan*.

Public Interest

The proposed official map amendment could further Public Interest by facilitating additional housing options. However, *Blueprint Denver* recommend a wholistic, citywide approach that consider many factors such as affordability and neighborhood compatibility. Therefore, this individual rezoning could hinder the public interest by proceeding the holistic approach.

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

The requested E-TU-B zone district is within the Urban Edge Neighborhood Context. The Urban Edge Residential zone districts are intended to “promote and protect residential neighborhoods within the character of the Urban Edge Neighborhood Context [and] provide a consistent framework to property owners, developers, and neighborhood residents to reinforce desired development patterns, encourage affordable housing, and accommodate reinvestment in residential districts” (DZC 4.4.4.1).

The specific intent of the E-TU-B zone district is to allow a “urban houses, duplexes, tandem homes, and detached accessory dwelling units with a minimum zone lot area of 5,500 square feet” (DZC 4.2.2.2.G).

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The proposed E-TU-B zone district is consistent with plan guidance to maintain Low Residential uses and building forms, but is not consistent with guidance regarding the existing zoning pattern in the neighborhood.

Attachments

1. Application + public outreach