



TO: Denver Planning Board
FROM: Francisca Penafiel, Associate City Planner
DATE: December 29, 2021
RE: Official Zoning Map Amendment Application #2021I-00150

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends **approval** for Application #2021I-00150.

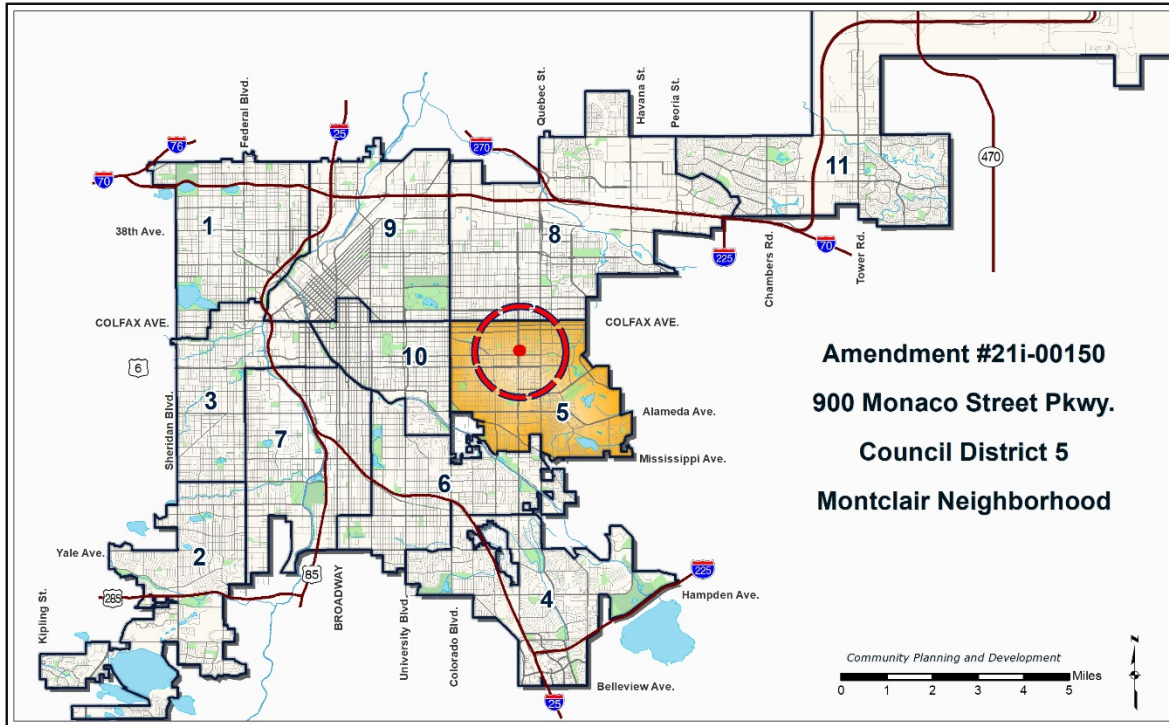
Request for Rezoning

Address:	900 North Monaco Street Parkway
Neighborhood/Council District:	Montclair / Council District 5 – Amanda Sawyer
RNOs:	Denver for ALL, Inter-Neighborhood Cooperation (INC), Mayfair Neighbors, Inc., Historic Montclair Community Association, Inc.
Area of Property:	10,000 square feet or 0.23 acres
Current Zoning:	E-SU-G
Proposed Zoning:	E-SU-G1
Property Owner(s):	Candice Jackson

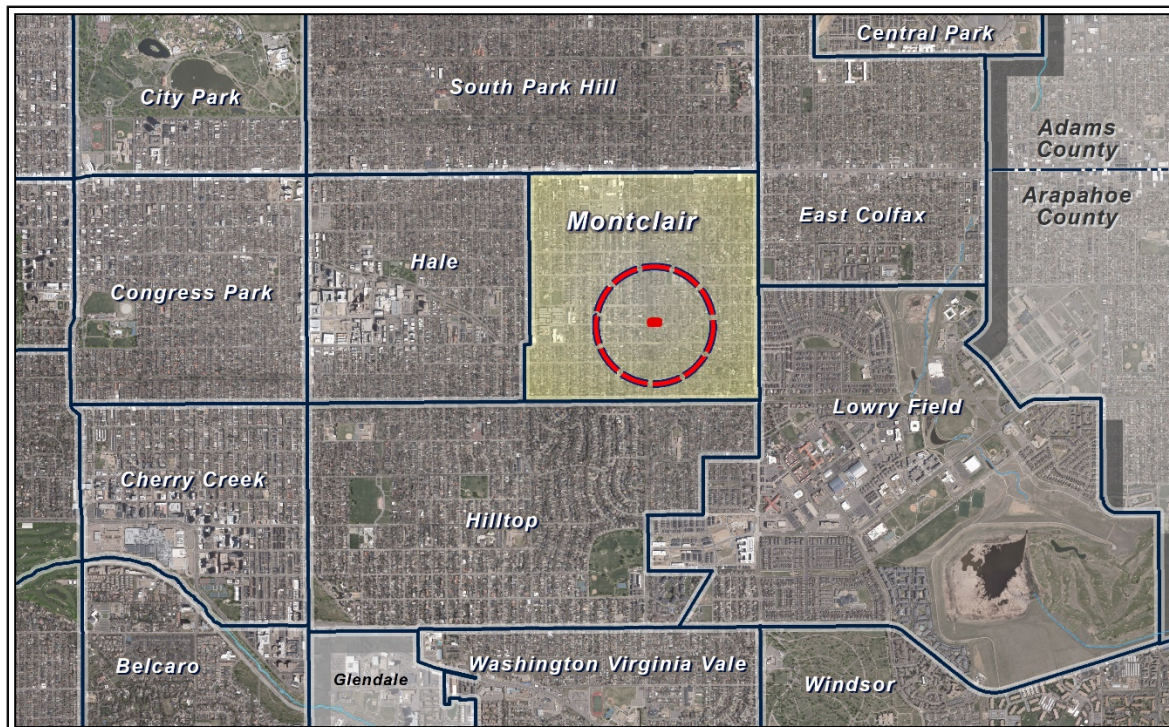
Summary of Rezoning Request

- The subject property contains a single-unit home built in 1940 located at northeast the corner of North Monaco Street Parkway and East 9th Avenue.
- The subject property abuts the Monaco Street Parkway.
- The property owner is proposing to rezone the property to allow an accessory dwelling unit.
- The proposed E-SU-G1, Urban Edge, Single-Unit, G1 (9,000 square feet minimum zone lot size allowing accessory dwelling units (ADUs)) zone district is intended for use in the Urban Edge Neighborhood Context which is characterized by elements from the Urban and Suburban neighborhood contexts and is primarily single-unit and two-unit uses. Single-unit residential uses are typically located along local and arterial streets and structures can be either the Urban or Suburban House building form. The maximum height of both 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. The Suburban House building form, however, allows up to 30 to 35 feet in height for the entirety of the zone lot depth. 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 4 of the Denver Zoning Code (DZC).

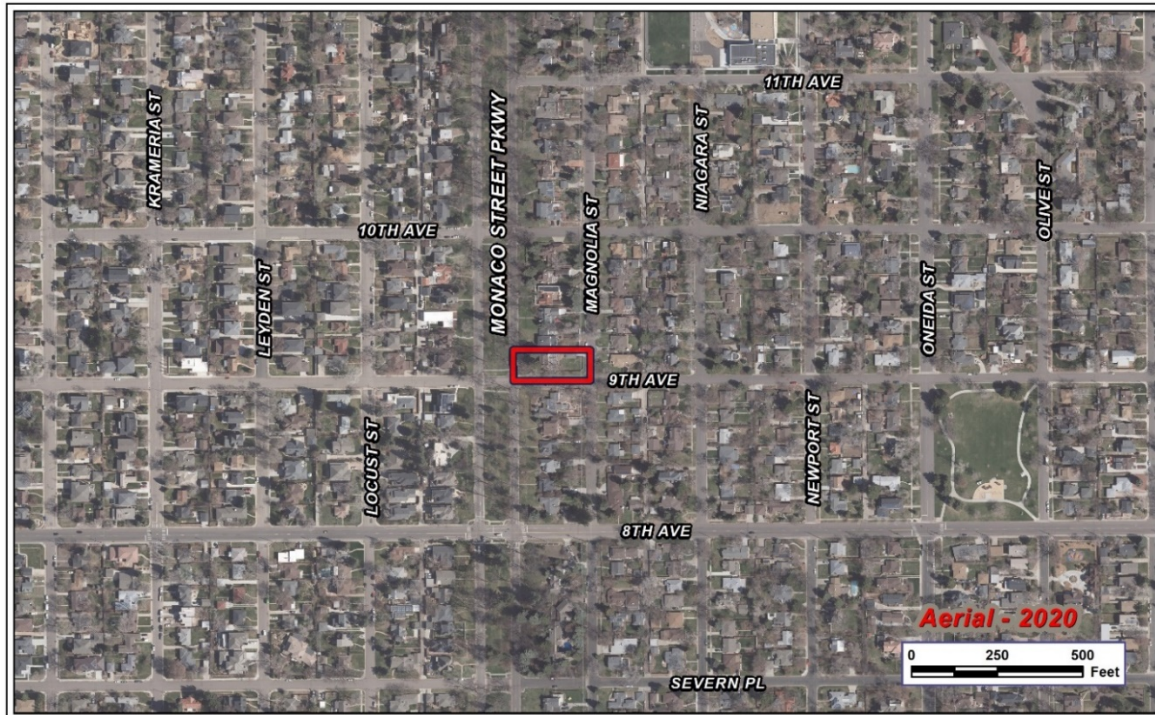
City Location



Neighborhood Location – Montclair



1. Existing Context

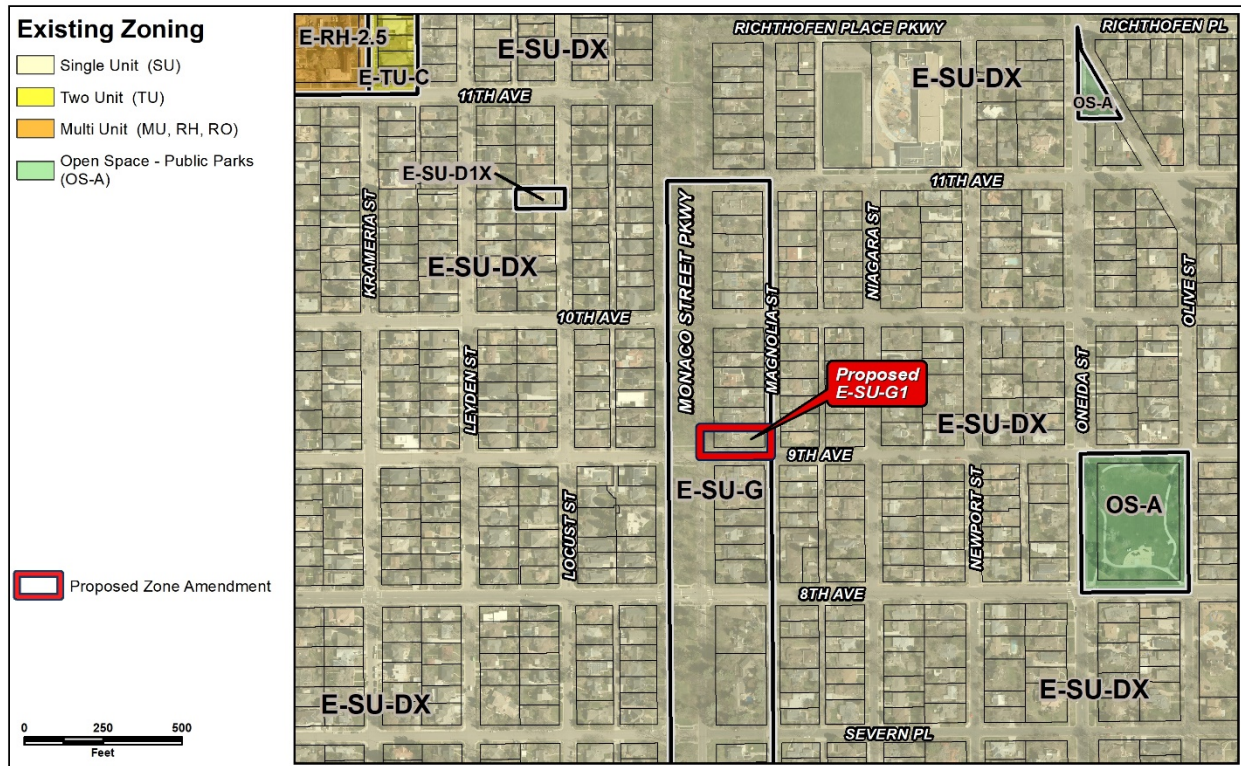


The subject property is in the Montclair statistical neighborhood, which is characterized mostly by single-unit residential uses. Generally, there is a pattern of rectangular blocks in a street grid pattern with alley access. The west side of Monaco Street Parkway presents a pattern of bigger zone lots, with pedestrian access on Monaco and driveways/garage access on Magnolia Street. The subject property is three blocks west from Kittredge Park and three blocks south from the Montclair School of Academics, the elementary school that serves the area. RTD Bus Route 65 runs north-south along North Monaco Street Parkway and has a bus stop one block south from the subject property. RTD Route 10 and 6 run east-west along East 10th Avenue and East 6th Avenue respectively.

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-G	Single-unit Residential	2-story house with curb cut for detached garage on North Magnolia Street.	Generally regular grid of streets; Block sizes and shapes are consistent and rectangular. Detached sidewalks with tree lawns and existing alleys. Detached garages and on-street vehicle parking.
North	E-SU-G	Single-unit Residential	2-story brick house with curb cut and driveway on North Magnolia Street.	
South	E-SU-G	Single-unit Residential	1-story house with curb cut and driveway on North Magnolia Street.	
East	E-SU-Dx	Single-unit Residential	1-story house with detached garage and alley access	
West	E-SU-Dx	Single-unit Residential	2-story house with curb cut for detached garage on East 9 th Avenue.	

2. Existing Zoning



The E-SU-G zone district is a single-unit district allowing both the Urban House and Suburban House primary building forms on a minimum zone lot of 9,000 square feet. The maximum allowed height is 2.5 stories or 30 to 35 feet. Additionally, the Urban House form allows for a maximum of 1 story or 17 feet to 19 feet in the rear 35% of the zone lot. E-SU-G allows two accessory structure forms: Detached Garage and Other Detached Accessory Structure with a maximum height of 15 to 17 feet. The intent of the district is to promote and protect residential neighborhoods within the character of the Urban Edge Neighborhood Context.

3. Existing Land Use Map



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



Subject Site - View of the subject property, looking east.



North - View of the property to the north, looking east.



South - View of the property to the south, looking southeast.



East - View of the property to the east (across from North Magnolia Street), looking northeast.



West - View of the property to the west (across North Monaco Street Parkway), looking northwest.

Proposed Zoning

E-SU-G1 is a single-unit zone district with a minimum zone lot size of 9,000 square feet allowing both the Urban House and Suburban House primary building forms. A variety of residential and civic uses are permitted as primary uses in the E-SU-G1 district. Compared to the E-SU-G zone district, E-SU-G1 introduces the accessory dwelling unit use and Detached Accessory Dwelling Unit (DADU) building form. The Detached Accessory Dwelling Unit building form has a maximum height of 1.5 stories or 24 feet. A bulk plane that rises 10 feet vertically from the side interior or side street zone lot line, then slopes 45 degrees applies to the DADU building form. The subject site has a lot size of 10,000 square feet, allowing a maximum gross building footprint of 1,000 square feet for the ADU.

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

Design Standards	E-SU-G (Existing)	E-SU-G1 (Proposed)
Primary Building Forms Allowed	Urban House, Suburban House	Urban House, Suburban House
Maximum Height in Stories/Feet, Front 65% of Zone Lot*	2.5 stories / 32 feet	2.5 stories / 32 feet
Maximum Height in Stories/Feet, Rear 35% of Zone Lot*	1 story / 17 feet (Urban House), 2.5 / 32 feet (Suburban House)	1 story / 17 feet (Urban House), 2.5 / 32 feet (Suburban House)
DADU Maximum Height in Stories/Feet	DADUs not permitted	1.5 stories / 24 feet
Zone Lot (Min.)	9,000 square feet	9,000 square feet
Zone Lot Width (Min.)	62.5 feet	62.5 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
Building Coverage per Zone Lot including all accessory structures (Max.), not including exceptions	37.5 %	37.5%
Detached Accessory Building Forms Allowed	Detached Garage, Other Detached Accessory Structures	Detached Accessory Dwelling Unit, Detached Garage, Other Detached Accessory Structures

*Based on subject property width of 62.5 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:

Assessor: Approved – No Response.

Asset Management: Approved – No Comments.

Development Services - Fire: Approved – No Response.

Denver Public Schools: Approved – No Response.

Development Services - Project Coordination: Approved – Will require additional information at Site Plan Review

Project will require zoning and building permit review. Zoning review will be conducted through the Residential Team.

Project will need to comply with building form and zoning standards.

Development Services - Transportation: Approved – No Response.

Development Services - Wastewater: Approved – No Response.

Parks and Recreation: Approved – No Comments.

Public Health and Environment: Approved – No Response.

Public Works – City Surveyor: Approved – No 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:	11/18/2021
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:	12/21/2021
Planning Board Public Hearing:	01/05/2022
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 (tentative):	01/04/2022
Land Use, Transportation and Infrastructure Committee of the City Council (tentative):	01/18/2022
Property legally posted for a period of 21 days and CPD notice of the City Council public hearing sent to all affected members of City Council and registered neighborhood organizations (tentative):	02/07/2022
City Council Public Hearing (tentative):	02/28/2022

- **Registered Neighborhood Organizations (RNOs)**
 - To date, staff has not received comment letters from Registered Neighborhood Organizations.
- **Other Public Comment**
 - To date, staff has not received any public comments.

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 application:

- Denver Comprehensive Plan 2040 (2019)
- Blueprint Denver (2019)
- East Area Plan (2020)

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

E-SU-G1 allows for an additional dwelling unit that is accessory to the primary single-unit dwelling use and introduces a new housing type to a largely single-unit neighborhood. Accessory dwelling units can provide housing for individuals or families with different incomes, ages, and needs compatible with the single-unit homes that currently dominate the Montclair 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.

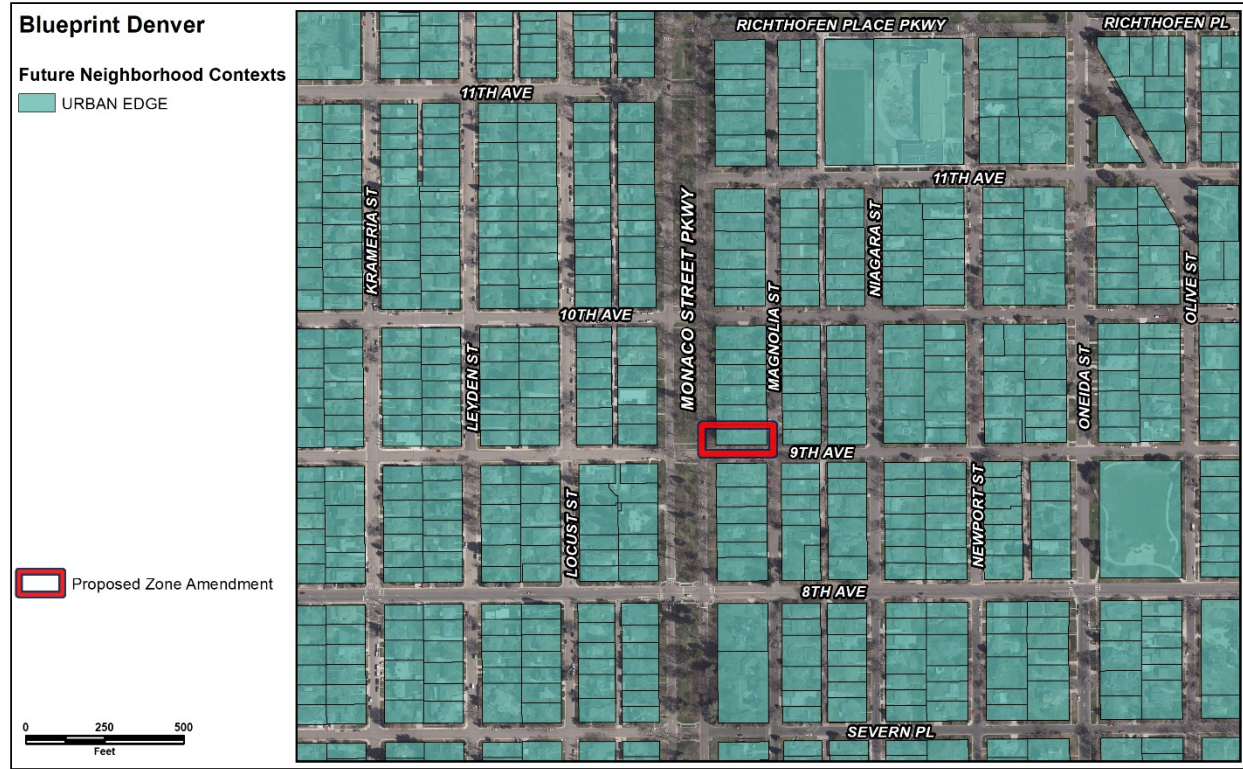
- Environmentally Resilient Goal 8, Strategy A – *Promote infill development where infrastructure and services are already in place* (p. 54).

The proposed map amendment will allow an additional housing unit on the site of an existing single-unit home where infrastructure and services such as water, stormwater, and streets already exist. This allows Denver to grow responsibly and promotes land conservation.

Blueprint Denver

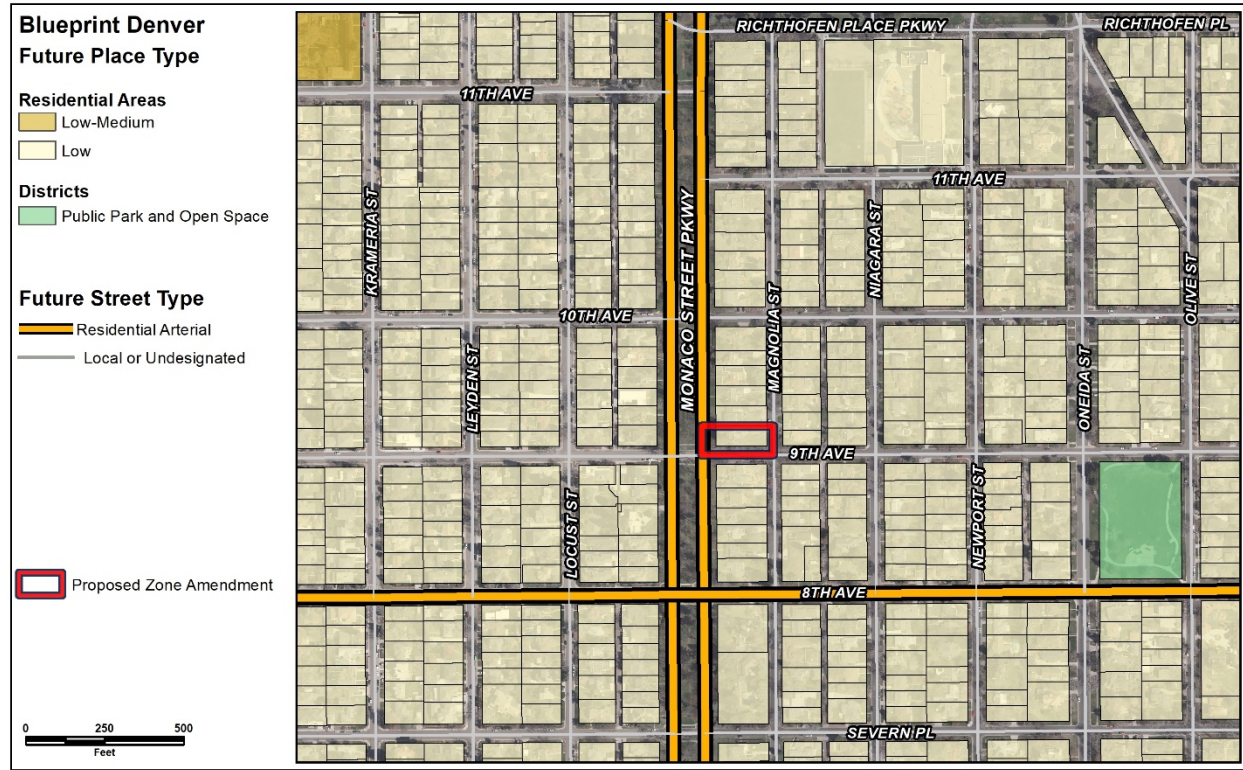
Blueprint Denver was adopted in 2019 as a supplement to *Comprehensive Plan 2040* and establishes an integrated framework for the city’s land use and transportation decisions. *Blueprint Denver* identifies the subject property as part of a Low Residential place within the Urban Edge Neighborhood Context 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 Urban Edge neighborhood context, the description of which is used to guide appropriate zone districts (p. 66). The Urban Edge neighborhood context is described as “predominately residential and tends to act as a transition between urban and suburban areas” with “good walkability with short, predictable blocks.” (p. 205). E-SU-G1 is a zone district within the Urban Edge neighborhood context and is “intended to promote and protect residential neighborhoods within the character of the Urban Edge Neighborhood Context” and “the building form standards, design standards and uses work together to promote desirable residential areas” (DZC 4.2.2.1). E-SU-G1 is consistent with the Blueprint future neighborhood context of Urban Edge because it will promote the residential character by allowing single-unit residential uses with a low-scale accessory dwelling unit that will be compatible with the existing residential area.

Blueprint Denver Future Places



The subject site is designated within a Low Residential future place type on the *Blueprint Denver* Future Places map. This place type is “predominately single- and two-unit uses on small or medium lots. Accessory dwelling units and duplexes are appropriate and can be thoughtfully integrated where compatible,” and “building heights are generally up to 2.5 stories in height” (p. 215). E-SU-G1 is a single-unit residential district that allows for an additional dwelling unit accessory to an established single-unit home, consistent with the Low Residential future place type description. It allows the Urban House and Suburban House primary building forms, which have a maximum height of 2.5 stories, 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 Monaco Street Parkway, as a Residential Arterial Future Street Type, 9th Avenue and Magnolia Street are classified as Future Local Streets. “Primarily residential uses, but may also include schools, civic uses, parks, small retail nodes and other similar uses. Buildings on residential streets usually have a modest setback” (p. 161). The proposed E-SU-G1 district is consistent with this description because it allows for residential and some civic 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 E-SU-G1 will allow low-intensity growth to the number of households in this area by allowing an accessory dwelling unit.

Blueprint Denver Strategies

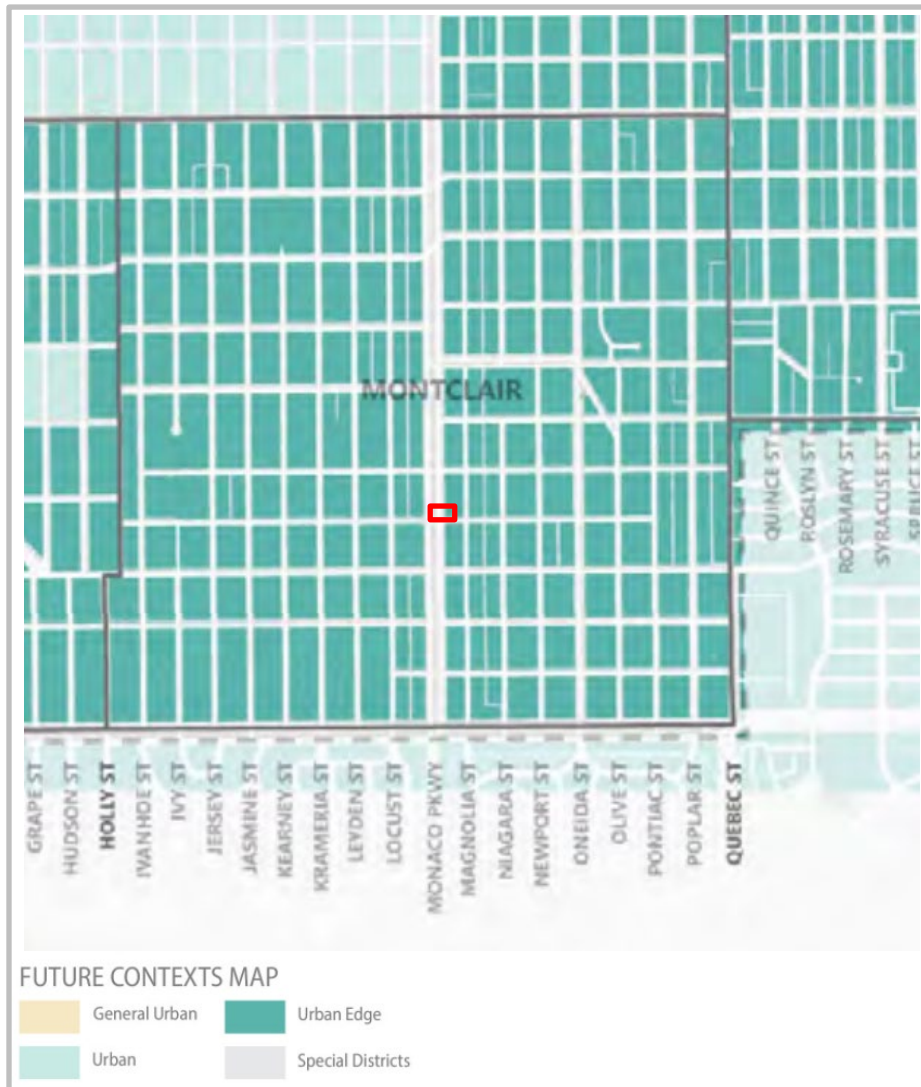
Blueprint Denver provides additional recommendations related to rezoning to allow for ADUs.

- Policy 4 Strategy E - *A citywide approach to enable ADUs is preferred. Until a holistic approach is in place, individual rezonings to enable ADUs in all residential areas, specifically where proximate to transit, are appropriate. Unless there is a neighborhood plan supporting ADUs, rezonings should be small in area in order to minimize impacts to the surrounding residential area* (p. 84).

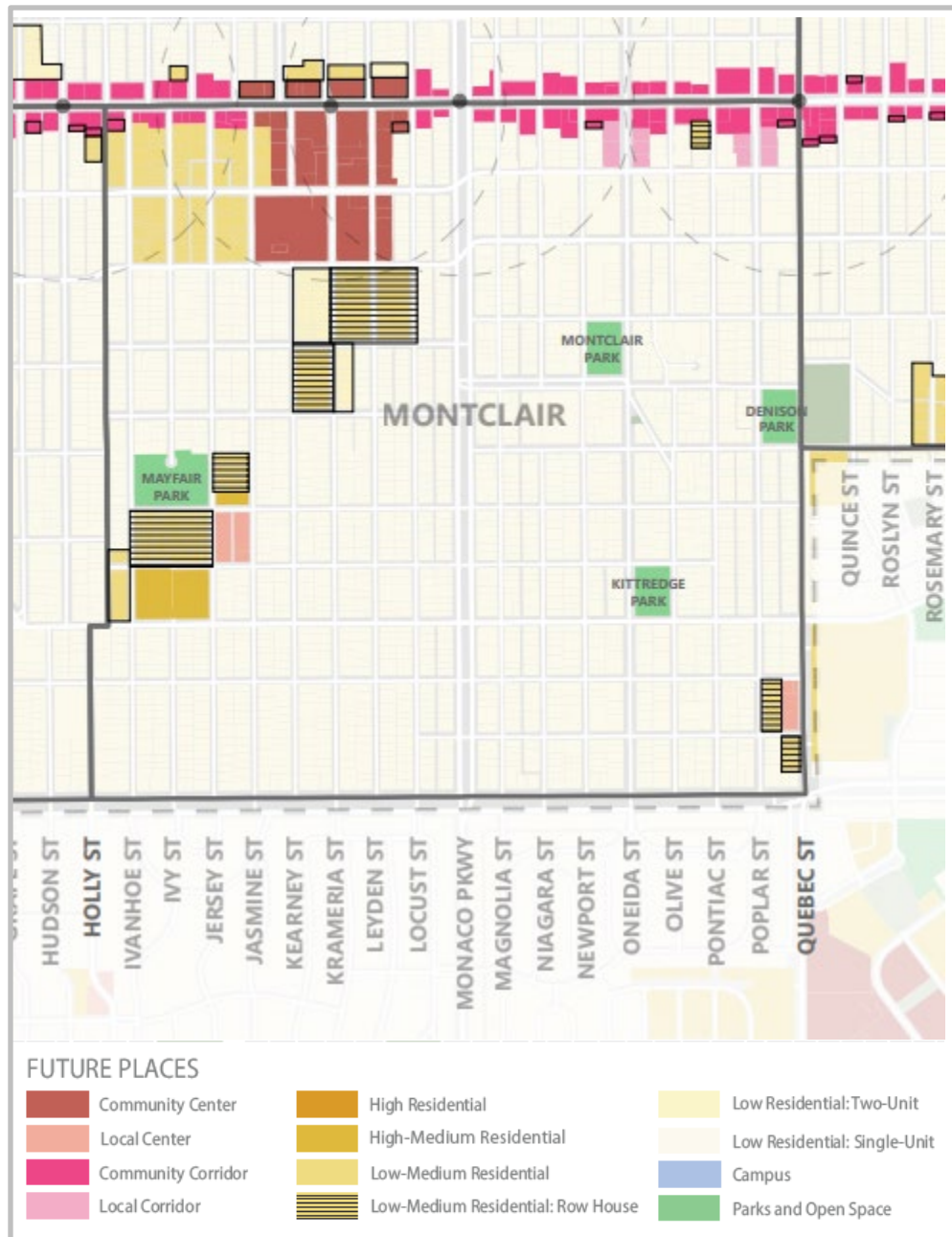
In this case, the requested rezoning is a single lot in a residential area within walking distance of multiple bus routes. This rezoning to an ADU zone district will have minimal impacts on the surrounding neighborhood and is consistent with *Blueprint* recommendations.

East Area Plan

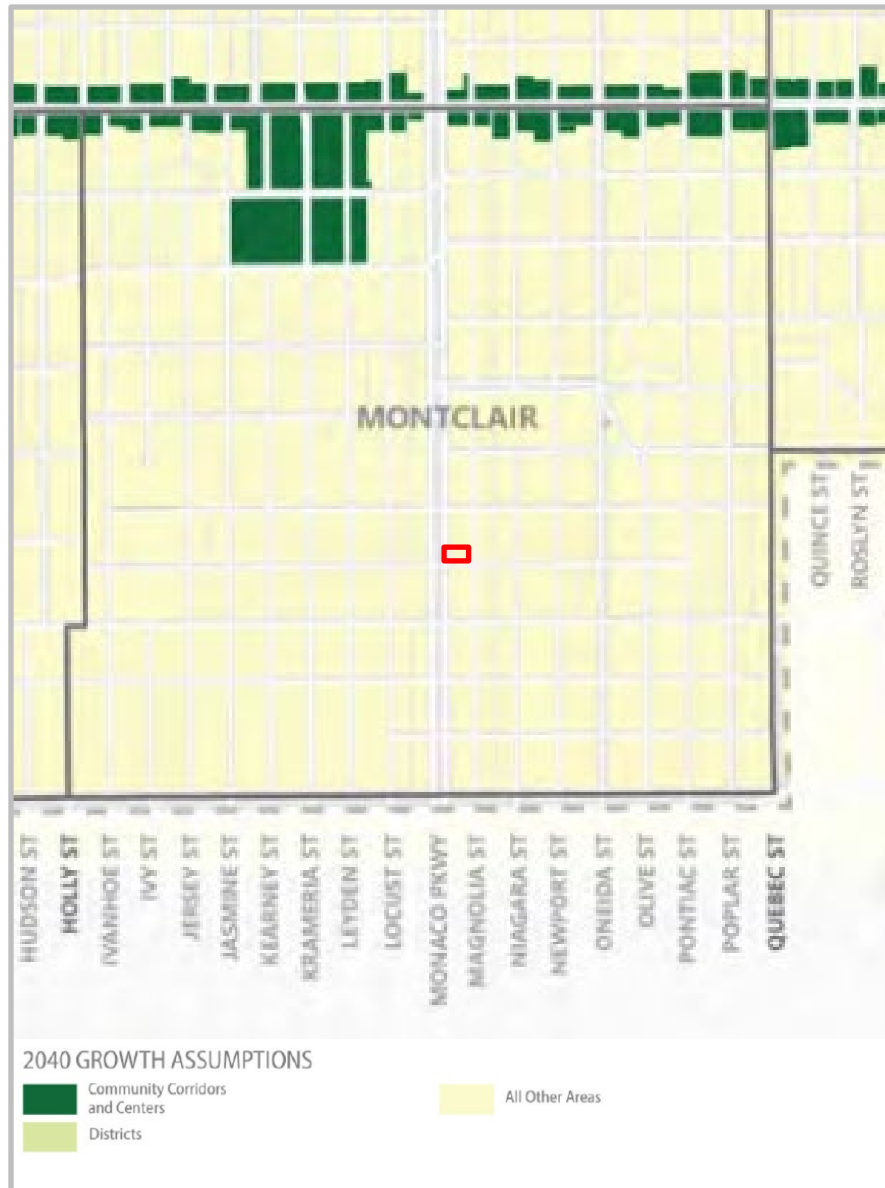
The *East Area Plan*, adopted in 2020, updates the guidance in Comprehensive Plan 2040 and Blueprint Denver. Within the *East Area Plan*, the subject property is within the Urban Edge Neighborhood Context, is in the Low Residential: Single-Unit future place type and is recommended for a maximum building height of 2.5 stories.



The East Area Plan designates the subject property as within the Urban Edge Neighborhood Context and describes the context as “primarily single and two-unit residential with some small scale multi-unit residential, particularly close to Colfax Avenue and near the 9th and Colorado node” (p. 25). The proposed E-SU-G1 district will allow single-unit development with an accessory dwelling unit in conformance with the Urban Edge Neighborhood Context.



The *East Area Plan* designates the subject property as within the Low Residential: Single-Unit future place. The plan recommends this subcategory “in areas where single-unit homes with accessory dwelling units are appropriate” (p. 27). Land Use and Built Form policy L6 states that East Area neighborhoods should be inclusive places that integrate missing middle housing and accessory dwelling units (p. 39). The E-SU-G1 zone district allows for a single-unit residential use with an additional dwelling unit accessory to the primary single-unit use. Therefore, the proposed E-SU-G1 zone district is consistent with the Low Residential: Single-Unit place description.



Within the *East Area Plan* the growth strategy for the subject property is “all other areas of the city.” The plan states that “the area is expected to grow by up to 4,840 additional housing units and up to 3,090 in new jobs over the next 20 years” (p. 35). The E-SU-G1 zone district will allow limited growth consistent with the growth anticipated in the *East Area Plan*.

2. Uniformity of District Regulations and Restrictions

The proposed rezoning to E-SU-G1 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 plan which recommends "the expansion of accessory dwelling units throughout all residential areas" (p. 84). The proposed rezoning would also provide the benefit of an additional housing unit that is compatibly integrated into the surrounding neighborhood. It will also bring a new type of housing unit to a largely single-unit residential area, which will increase the housing diversity in the area.

4. Justifying Circumstance

The application identifies the adoption of *Blueprint Denver and the East 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; or that the city adopted the Denver Zoning Code and the property retained Former Chapter 59 zoning."

As discussed above, *Blueprint Denver and the East Area Plan* specifically recommends the city diversify housing choice through the expansion of accessory dwelling units throughout all residential areas. The plan was 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 E-SU-G1 zone district is within the Urban Edge Neighborhood Context. The neighborhood context is "primarily single-unit and two-unit residential uses" and "single-unit residential structures are typically the Urban House and Suburban House building forms" (DZC, Division 4.1). These areas consist of a "regular pattern of block shapes surrounded by orthogonal streets within a grid or modified grid" (DZC, Division 4.1). The Montclair neighborhood consists of mostly single-unit residential uses in rectangular blocks. The proposed rezoning to E-SU-G1 is consistent with the neighborhood context description.

Denver Zoning Code Section 4.2.2 states the general purpose of the Residential zone districts as "promot[ing] and protect [ing] residential neighborhoods within the character of the Urban Edge Neighborhood context." It accommodates one and two and a half story urban and suburban house forms oriented towards the street in the single unit districts. This is consistent with the E-SU-G1 district as it allows for a two and a half story urban house and will protect the character of the residential areas in the Urban Edge neighborhood context.

The specific intent of the E-SU-G1 zone district is “a single unit district allowing suburban houses, urban houses and detached accessory dwelling units with a minimum zone lot area of 9,000 square feet” (DZC 4.2.2.2.I). The subject site is in an area where Urban and Suburban Houses and lots over 9,000 square feet are common. The site at 900 North Monaco Street Parkway is 10,000 square feet with a width of approximately 62.5 feet. The adopted plan direction recommends allowing detached accessory dwelling units. Therefore, rezoning this site would be consistent with the specific intent of the zone district.

Attachments

1. Application