

CITY COUNCIL  
**City and County of Denver**

Denver City Council  
City and County Building  
1437 Bannock Street, Room 451  
Denver, Colorado 80202  
Phone: 720-865-9534



**DENVER**  
THE MILE HIGH CITY

**Michael B. Hancock**  
Councilman, District 11  
Denver City Council  
[Michael.Hancock@DenverGov.org](mailto:Michael.Hancock@DenverGov.org)

District Office:  
4760 Oakland Street, Ste 175  
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To: Brad Buchanan, Chair of the Denver Planning Board  
Date: May 11, 2011  
Re: Legislative Official Map Amendment in the Parkfield Neighborhood

I am sponsoring a legislative map amendment to rezone a portion of the Parkfield neighborhood from a PUD to the M-RX-5A zone district in the Denver Zoning Code. The proposed new zone district provides a better tool to enable continued development activity and success in Parkfield consistent with the city's adopted land use plans, while granting property owners in this part of Denver the certainty and predictability regarding future land use and development that the new zoning code affords.

The Parkfield neighborhood is primarily built-out with a mixture of single-family and multi-family development, and the change from PUD to M-RX-5A clarifies that this same mix of residential uses may be developed on the subject parcels consistent with the rest of the established community. At the same time, the change in zoning will remove the possibility of heavier commercial and industrial uses from being established, which could affect mixed use and residential development already existing and planned for the areas east of Memphis Street. Finally the M-RX-5A zoning contains standards that are more consistent with the adopted Gateway Plan than the existing PUD standards.

Overall, I believe the proposed rezoning to M-RX-5A is more beneficial to future economic development in Northeast Denver, and will prove easier to administer and apply both for city staff and future home and business owners in the Parkfield community. I seek your support of this legislative map amendment, and appreciate your consideration and attention.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'M. Hancock', with a long horizontal line extending to the right.

Michael B. Hancock, City Councilman  
District 11



**DENVER**  
THE MILE HIGH CITY

**Community Planning and Development**  
Planning Services  
Plan Implementation

201 W Colfax Ave, Dept 205  
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**TO: Denver Planning Board**  
**FROM: Kyle A. Dalton, AICP, Associate City Planner**  
**DATE: May 11, 2011**  
**RE: Legislative Official Map Amendment #2011I-00017**  
**Parkfield PUD Superblocks N & O**  
**Rezoning from PUD 515 to M-RX-5A**

**Staff Report and Recommendation**

Based on the criteria for review of legislatively-sponsored Official Map Amendments, including compliance with adopted City plans, Staff recommends approval of Legislative Official Map Amendment #2011I-00017 for a rezoning from Planned Unit Development (PUD) 515 to M-RX-5A.

**I. Scope of Rezoning**

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Map Amendment Case Number: **#2011I-00017**  
Location: No Address; Generally known as Parkfield PUD Superblocks N (portion) & O, in the vicinity of Memphis Street & 53<sup>rd</sup> Avenue  
Neighborhood/Council District: Gateway/Green Valley Ranch / Council District #11  
RNOs: Montbello 20-20; Far Northeast Neighbors; Northern Corridor Coalition; Northern Airport Corridor Association; Inter-Neighborhood Cooperation  
Area of Property: Approximately 65 acres  
Current Zoning: PUD #515  
Proposed Zoning: M-RX-5A  
Sponsor: Councilmember Michael Hancock

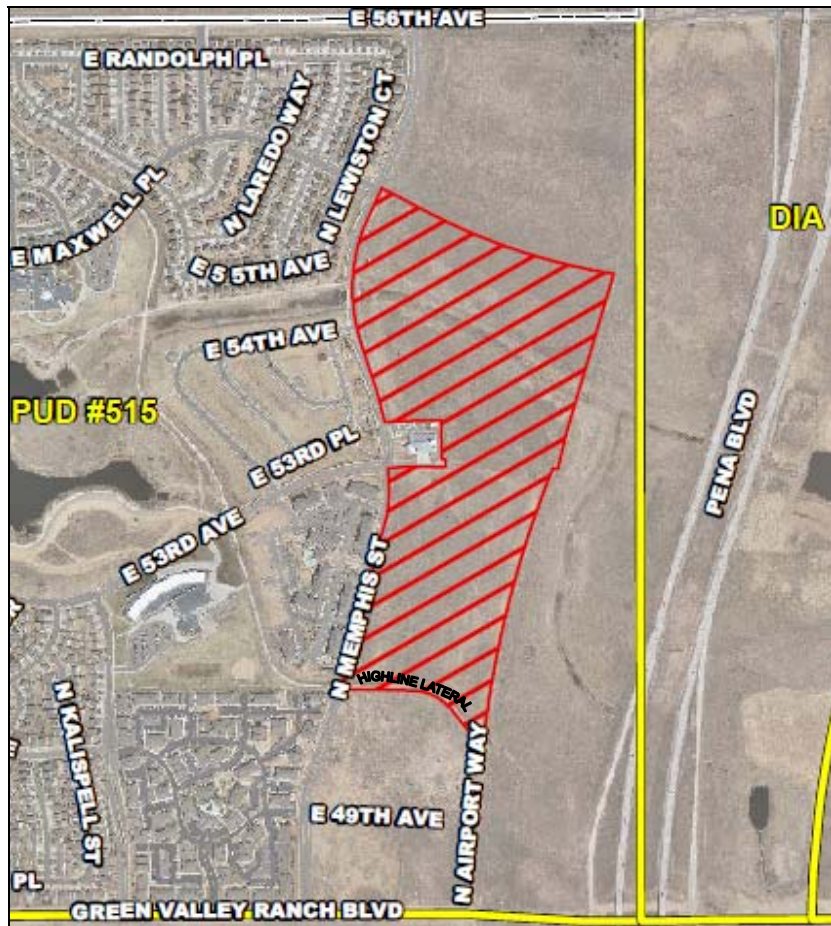
**II. Summary of Proposal**

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The subject site is located along the east side of Memphis Street, from the High Line Canal Lateral on the south to the future alignment of Maxwell Place on the north. The property extends east to the future alignment of Airport Way, along the boundary of City-owned land in the Peña Boulevard corridor. The site excludes the existing City & County of Denver Fire Station #2 located at the northeast corner of 53<sup>rd</sup> Avenue and Memphis Street.

This proposed map amendment would rezone a portion of the existing PUD #515 to the M-RX-5A zone district. The PUD #515 district plan, known as Parkfield, is comprised of multiple “superblocks.” This rezoning concerns the area known as Parkfield PUD Superblocks N & O, except the existing fire station, which is located in the southwest corner of Superblock N. The proposed M-RX-5A zone district is a residential mixed-use district in the Master Planned context intended to guide development of new neighborhoods up to 5 stories in height.





2008 Aerial Photograph

**General Development Plan Requirement**

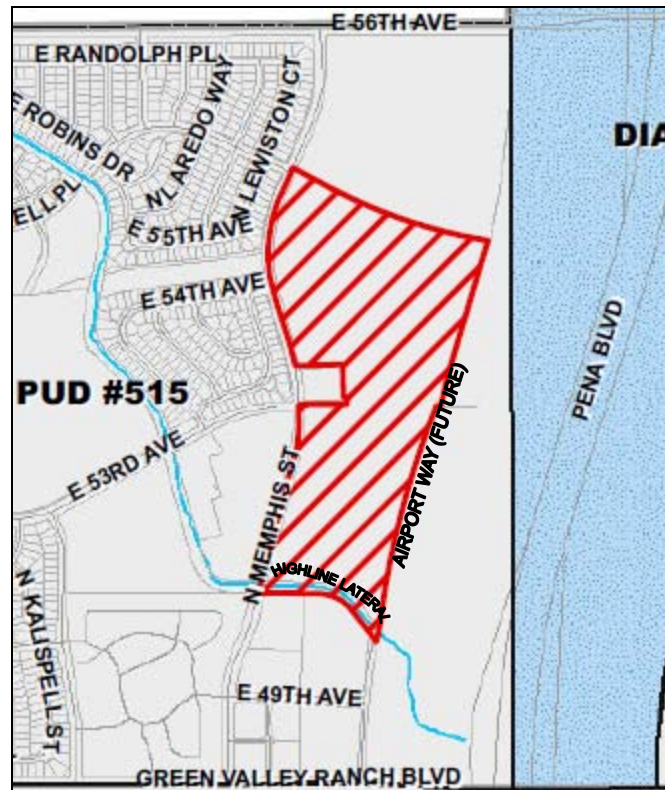
Denver Zoning Code Section 9.7.2.3.A requires that a General Development Plan (GDP) be completed and approved prior to the City Council's approval of a rezoning to a Master Planned (M-) Zone District. A GDP has been initiated by the Manager of Community Planning and Development and is currently under review. The Planning Board is tentatively scheduled to consider the GDP on June 15, 2011. A final decision on the GDP is made by the Development Review Committee, comprised of the Managers of Community Planning & Development, Public Works, and Parks & Recreation.

**III. Existing Context**

	Existing Zoning	Existing Land Use	Blueprint Denver
<b>Site</b>	PUD 515 (Superblocks N [portion] & O)	Vacant, agricultural	Area of Change Mixed Use
<b>North</b>	PUD 515 (Superblock M-East)	Vacant	Area of Change Mixed Use
<b>South</b>	PUD 515 (Superblock P)	Vacant	Area of Change Mixed Use
<b>West</b>	PUD 515 (Superblocks K & L)	Fire station east of Memphis Street; single family residential and multi-family residential west of Memphis Street	Area of Change Mixed Use, Single Family Residential, and Single Family/Duplex
<b>East</b>	PUD 515 (Superblock R)	Vacant; City-owned land for the Peña Blvd. corridor	Area of Stability Rights-of-Way



*PUD #515 Superblocks – Existing Conditions*



*Existing Zoning*

The site is an approximately 65 acre, undeveloped parcel. A wetland/drainage channel crosses the site from east to west, generally 500'-600' south of the north property boundary. The south edge of the site contains the Highline Canal Lateral.

Across Memphis Street to the west, north of 53<sup>rd</sup> Avenue, is an existing single-family residential neighborhood with single-family residential currently under development. Across Memphis Street to the west, south of 53<sup>rd</sup> Avenue, are the Trails at Parkfield Lake condominiums, comprised of 288 dwelling units in 12 buildings, three stories in height. The east boundary of the site is the future alignment of Airport Way. Across the Highline Lateral to the south is vacant property that has been subdivided for planned future mixed use development (no single family residential). To the north, vacant property is planned and zoned for mixed use development (no single family residential).

The site's current PUD #515 zoning was approved in 2001. The PUD has been repeatedly amended; it was formerly zoned PUDs #23, #322 and #491. The current PUD #515 is a 76-page document stipulating specific development standards, uses, site planning and design standards, infrastructure, and signage requirements for each superblock.

PUD #515 allows for a variety of residential and nonresidential uses across the entire Parkfield area. Maximum density for commercial development is capped at a FAR of 0.5:1, with either a 75-foot or 150-foot maximum building height. The majority of Parkfield (all areas west of Memphis Street) is developed primarily with single-family residential use, with multi-family residential a second significant use. As of August 2010, 1,901 dwelling units have been

developed in Parkfield. Residential densities average approximately 7.22 units per acre, although the PUD allows a maximum of 30 dwelling units per acre.

On the subject property (Superblocks N & O), PUD #515 does not allow single-family residential use, but does allow multi-family residential as well as a variety of civic, commercial, and industrial uses.

The property is also subject to an existing Development Agreement between the owners, Denver Public Schools, and the City & County of Denver. The agreement addresses regional infrastructure, open space, and development phasing. The development agreement was originally approved in 1992 and last amended in 2001.

#### **IV. Summary of Agency Referral Responses**

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This rezoning has been reviewed for concurrence with the Denver Zoning Code and other applicable City Codes as utilized by the referral agencies listed below.

Development Services – Project Coordination: Approve.

Public Works – City Surveyor: Approve.

#### **V. Notice, Public Process & Public Comment**

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The property has been posted for a period of 15 days announcing the Denver Planning Board public meeting, and written notification of the public meeting has been sent to all affected registered neighborhood organizations as well as to two Parkfield area homeowners associations that are not registered neighborhood organizations. No comments have been received to date.

#### **VI. Criteria for Review / Staff Evaluation**

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Pursuant to the Denver Zoning Code, Section 12.4.10.2, a member of City Council may legislatively initiate an official map amendment (rezoning). There are three criteria for review of legislative map amendments as stated in Denver Zoning Code Section 12.4.10.13:

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

#### **VII. Consistency with Adopted Plans / Staff Evaluation**

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The proposal is consistent with adopted plans. Applicable plans for this site include:

- Denver Comprehensive Plan 2000
- Blueprint Denver
- 1990 Gateway Concept Plan

##### **A. Consistency with the Denver Comprehensive Plan 2000**

The proposal is consistent with and positively addresses many Denver Comprehensive Plan strategies, including:

- Neighborhoods chapter, Strategy 1-E: *“Modify land-use regulations to ensure flexibility to accommodate changing demographics and lifestyles. Allow, and in some places encourage, a diverse mix of housing types and affordable units, essential services, recreation, business and employment, home-based businesses, schools, transportation and open space networks.”*

The Denver Comprehensive Plan 2000 includes additional objectives that encourage the streamlining of the development review process and the improvement of the regulatory climate to reduce delays. The proposed map amendment furthers these goals by rezoning a complicated, obsolete PUD to a more predictable standard Denver Zoning Code zone district.

- Environmental Sustainability chapter, Strategy 4-C: *“Respect, conserve and expand wildlife habitat, watersheds, open space and other natural resources when planning, designing and building new projects.”*

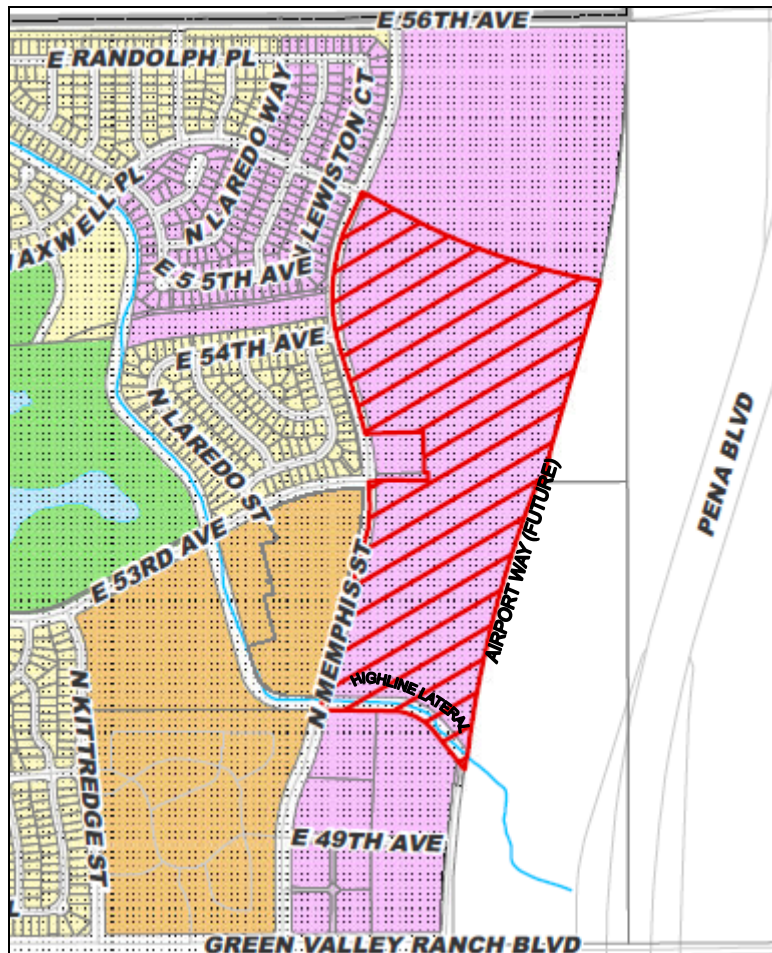
Because the M-RX-5A zone district requires a GDP, a minimum 10% aggregated open space will be required in the GDP area (same boundaries as the proposed rezoning).

- Land Use chapter, Strategy 1-H: *“Encourage development of housing that meets the increasingly diverse needs of Denver’s present and future residents in the Citywide Land Use and Transportation Plan.”*
- Mobility chapter, Strategy 4-E: *“Continue to promote mixed-use development, which enables people to live near work, retail and services.”*
- Housing chapter, Strategy 6-A: *“Support mixed-use development consistent with the goals of the Comprehensive Plan’s land-use and mobility strategies.”*

The M-RX-5A zone district supports all of the above strategies by allowing for a diverse mix of housing types, including small lot single-unit residential not currently allowed but consistent with the established Parkfield neighborhood context. The M-RX-5A zoning also enables people to live near jobs and services in the DIA area.

#### **B. Consistency with Blueprint Denver**

Blueprint Denver, the City’s Land Use and Transportation Plan, identifies the property as being within an *Area of Change* with a land use recommendation for *Mixed Use*. The Mixed Use designation is shown in pink in the map on the following page.



Blueprint Plan Map

Rezoning to M-RX-5A is consistent with the Blueprint Denver land use classification of Mixed Use. According to the plan, “Mixed Use areas have a stable employment base as well as housing. Intensity is higher in mixed use areas than in other residential areas. Land uses are not necessarily mixed in each building or development or even within each block. But within the neighborhood, residential and non-residential uses are within walking distance of one another. The proportion of residential to commercial uses varies considerably from one mixed use district to another.”

- The existing PUD #515 includes a mix of uses from multi-family residential to a wide variety of commercial and industrial.
- The proposed M-RX-5A zone district allows a wider spectrum of residential uses as well as civic, public & institutional uses, and a variety of commercial uses that are compatible with the evolution of Parkfield as a predominately residential mixed use district.
- Multi-family residential and commercial mixed uses are also allowed in the adjacent PUD superblocks M-East (to the north) and P (to the south), providing the opportunity for more intense mixes of uses in close proximity.



Rezoning to M-RX-5A is consistent with the site's designation as an Area of Change. The purpose of Areas of Change is to channel growth where it will be beneficial and can best improve access to jobs, housing and services. Areas of Change are parts of the city where development or redevelopment would be most beneficial.

- The existing PUD contains minimum and maximum floor-area ratios (FAR), maximum densities with a complicated system of density bonuses, and minimum off-street parking requirements that all limit development capacity.
- The proposed M-RX-5A zone district removes FAR and density restrictions and reduces minimum off-street parking requirements, increasing development capacity in the Gateway Area of Change.

Blueprint Denver identifies Memphis Street, which borders this site on the west side, as a Residential Collector street. In the proposed M-RX-5A zone district, General building forms containing commercial uses are allowed at corner zone lots where at least one of the intersecting streets is an arterial or collector street.

### **C. Consistency with the Gateway Concept Plan**

The applicable neighborhood plan is the Gateway Concept Plan, which was adopted in August 1990. The proposed rezoning to M-RX-5A is consistent with the following elements of the Gateway Plan:

#### **Height**

In terms of allowed maximum heights, the proposed M-RX-5A zoning district is generally consistent with the plan recommendation.

- The Gateway Concept Plan proposes a maximum height of 75 feet at this location.
- The existing PUD allows a maximum height of 75 feet at this location.
- The maximum height of the building forms in the proposed M-RX-5A zoning district is 70 feet and 5 stories.

#### **Siting**

The M-RX-5A zone district is much more effective at implementing Gateway Concept Plan recommendations regarding setbacks.

- The Gateway Concept Plan recommends that public and commercial buildings have front setbacks that are "reduced as much as possible."
- The existing PUD has the following setbacks:
  - Along Airport Way, setbacks are 15 feet for nonresidential structures.
  - Setbacks are 25 feet for non-residential structures on all other streets on this site.
- The proposed M-RX-5A zone district is more consistent with the plan recommendations because the building form standards have reduced primary street setbacks.

#### **Building Form Design Elements**

The M-RX-5A zone district achieves desired design elements.

- To create a pedestrian-friendly community, the Gateway Concept Plan recommends all public and commercial buildings orient to the street to the maximum extent possible.
- The existing PUD requires direct access into ground floor shops from sidewalks only for retail uses.

- The M-RX-5A zone district includes standards for transparency and pedestrian connections from public sidewalks to buildings.

### ***Allowed Uses***

The M-RX-5A zone district better implements the land use concepts recommended in the Gateway Concept Plan.

- The plan recommends the following uses for the subject site:
  - Office, retail, and residential.
- The existing PUD zoning allows a variety of residential, commercial, and industrial uses.
  - Multiple unit dwelling, live/work residential, residences for older persons, and artist studios are allowed.
  - The existing PUD does not allow single family residential uses.
  - The existing PUD allows industrial uses such as warehousing, wholesale trade, and manufacturing, fabrication & assembly (custom and light), throughout the site.
- The proposed M-RX-5A zone district:
  - Allows the office, retail, and residential uses planned in the Gateway Concept Plan;
  - Removes some of the more industrial uses that are allowed in the PUD; and
  - Channels commercial uses to more appropriate locations in the neighborhood adjacent to arterial and collector streets.

### ***Implementation***

The Gateway Concept Plan notes that although PUD zoning can be flexible during the approval process, it is not particularly predictable, efficient, or conducive to producing a well-designed project. The plan also notes that PUDs are very time-consuming for the city to administer. Rezoning out of a PUD district into a standard Denver Zoning Code zone district will reduce administrative burdens and improve efficiency and predictability for future owners, as recommended in the plan.

## **VIII. Uniformity of District Regulations and Restrictions / Staff Evaluation**

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The proposed rezoning to M-RX-5A will result in the uniform application of zone district building form, use and design regulations to all buildings within the subject area.

## **IX. Public Health, Safety and General Welfare / Staff Evaluation**

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The proposed rezoning will bring the property into compliance with Denver's Comprehensive Plan and will alleviate the restrictive and outdated nature of the current PUD #515 zoning. Among many advantages to updating zoning consistent with the Denver Zoning Code, this legislative action would allow for uses and development patterns that are both consistent with the character of existing Parkfield development and with adopted plans, while remaining sensitive to the intensity of development and use in the adjacent residential neighborhood. Together, the proposed rezoning furthers the general welfare of the immediate and larger Denver community.

**X. Staff Recommendation**

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Based on the criteria for review as defined above, CPD Staff recommends **approval** for rezoning the property located generally at Parkfield PUD Superblocks N & O (Legislative Official Map Amendment #2011I-00017) to M-RX-5A.

**Attachments:**

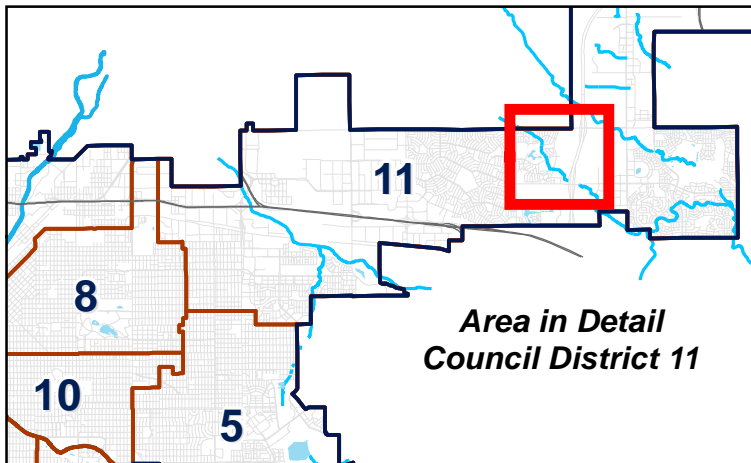
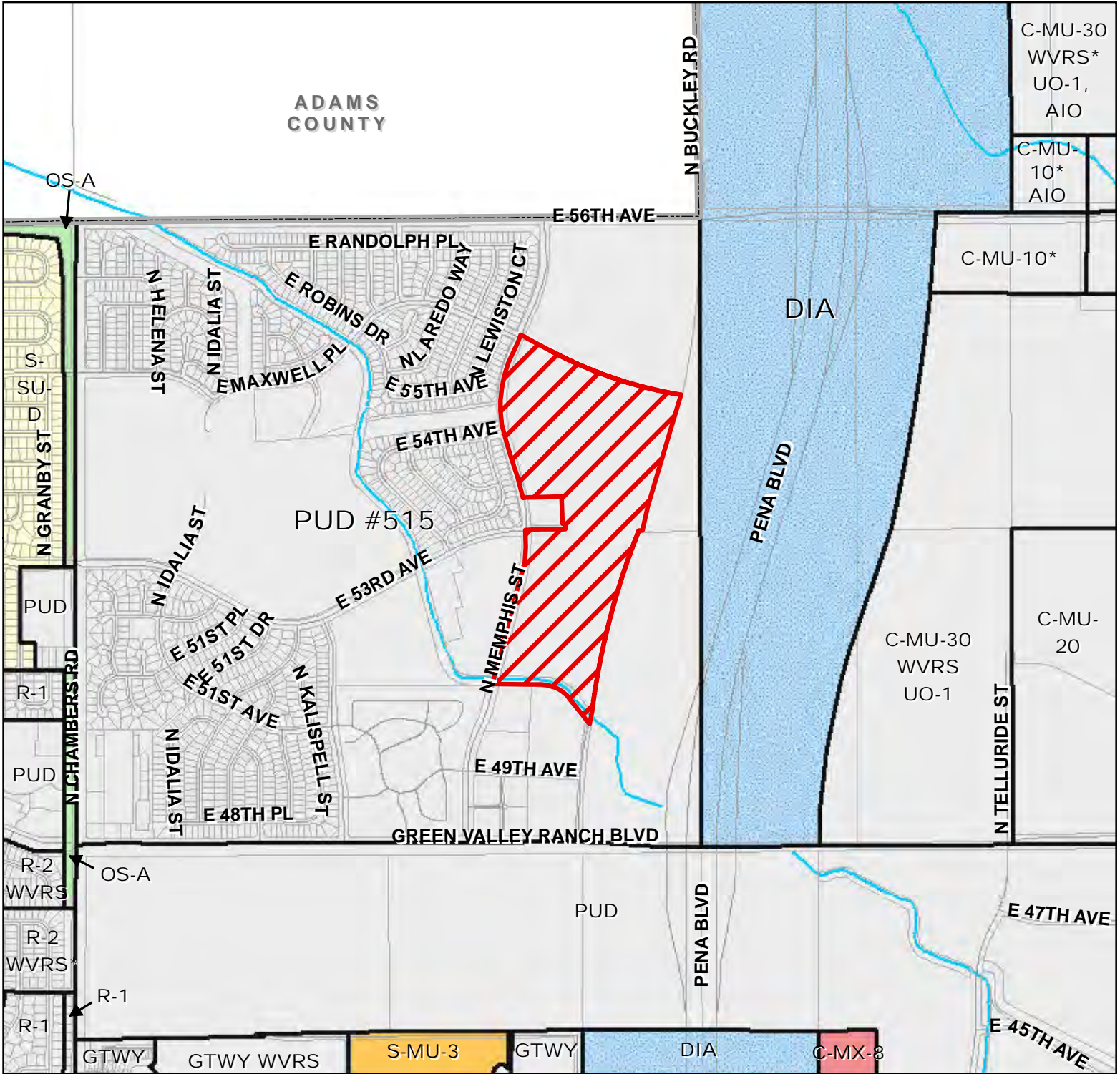
1. **Legislative Map Amendment Information Form**
2. **Map Series - Aerial, Zoning, Blueprint Map**



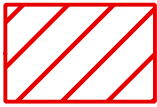
**OFFICIAL MAP AMENDMENT—LEGISLATIVE REZONING**


<b>Log #</b>	20111-00017	<b>Date Submitted</b>	04.27.11
<b>LEGISLATIVE SPONSOR</b>			
<b>Name</b>	Councilman Michael Hancock		
<b>Address</b>	4760 Oakland St., Ste. 175		
<b>City, State, Zip</b>	Denver, CO 80239		
<b>Telephone / Fax</b>	(303) 331-3872 / (303) 331-3874		
<b>Email</b>	Michael.Hancock@denvergov.org		
<b>Subject Property Location (Please Include Assessor's Parcel Number[s])</b>			
The subject property is generally known as Parkfield Superblocks N & O, located east of Memphis Street to the future alignment of Airport Way, between the Highline Lateral and the extended alignment of Maxwell Place. (Assessor's Parcel Number 0017100017000)			
<b>Legal Description of Subject Property (Written description and map if more than one block or metes and bounds)</b>			
Assessor's legal: T3 R66 S17 PT DIF RCP #2009122470 RCD 09/14/09 Complete legal description to follow at a later date.			
<b>Area of Subject Property (Acres/Sq Ft)</b>	<b>Present Zone District</b>	<b>Proposed Zone District</b>	
Approximately 65 acres	PUD #515 (Ord. #450, Series 2001)	M-RX-5A	
<b>List Exhibits Attached to Legislative Rezoning</b>			
Official Zoning Map, Aerial Imagery, Blueprint Denver Land Use Map			
<b>Case Manager</b>	Kyle A. Dalton, AICP, Associate City Planner		

# Pending Zone Map Amendment #2011I-00017



**Case Number: 2011I-00017**  
**Location: Approx. 16100 E 56TH AVE**

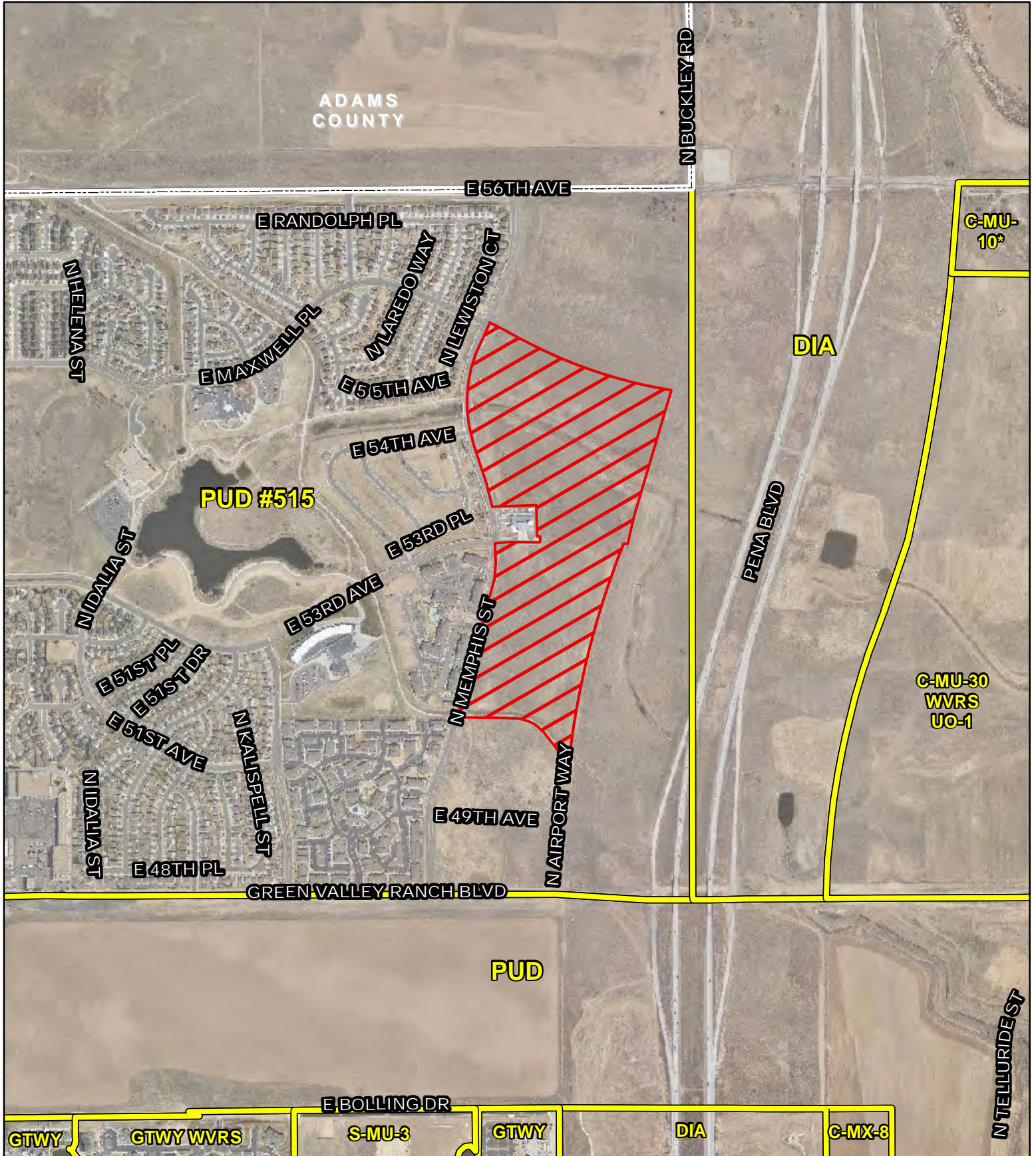
 **Proposed Rezoning**  
**From: PUD # 515**  
**To: M-RX-5A**

 0 500 1,000 2,000  
 Feet

**Map Date: 5/6/11**

# Pending Zone Map Amendment - Aerial & Zoning Overlay

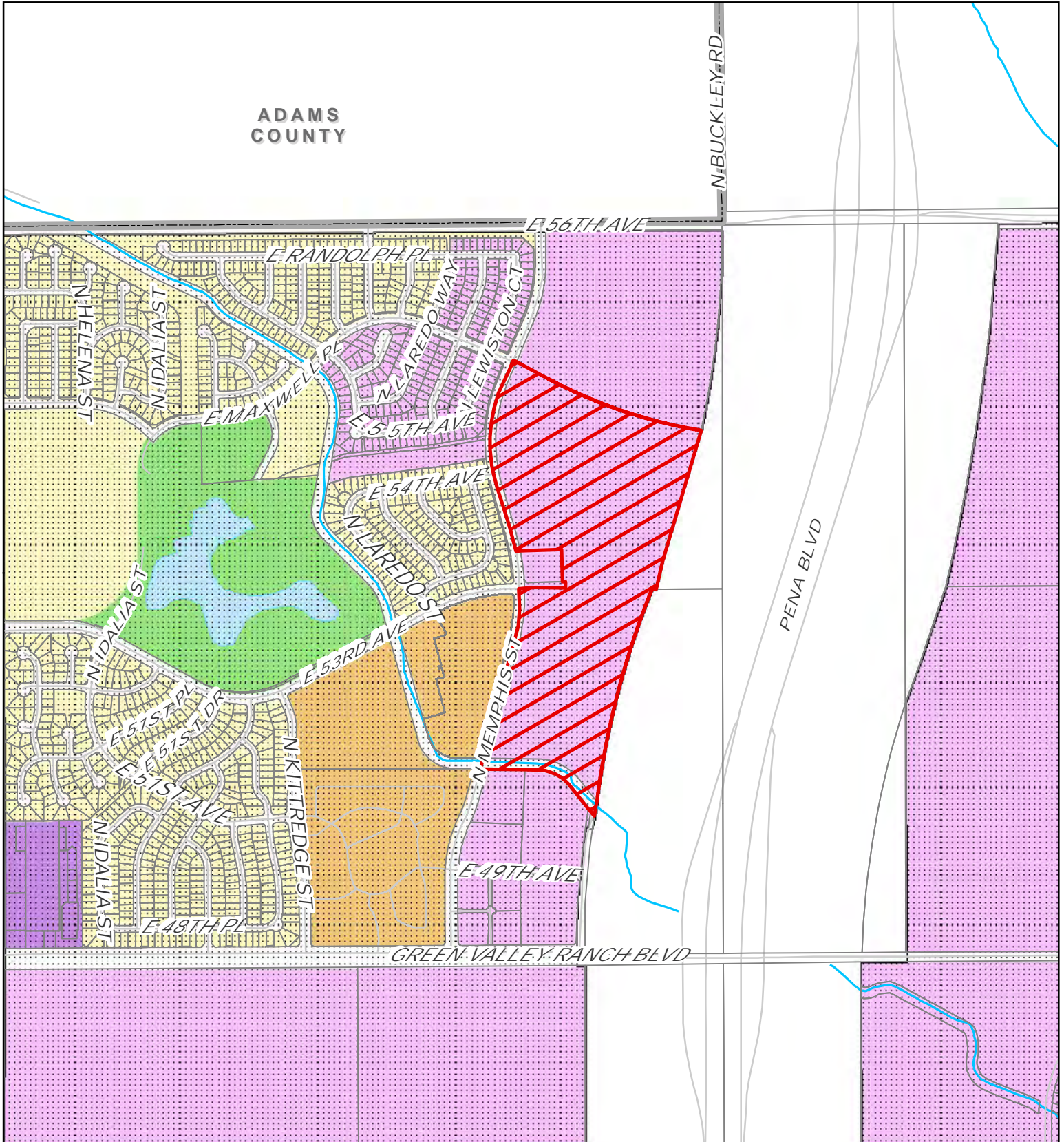
 Case #2011I-00017










# Pending Zone Map Amendment - Blueprint Denver Overlay

 Case #2011I-00017

ADAMS  
COUNTY



 Mixed Use	 Single Family Duplex	 Pending Zoning Amendment
 Neighborhood Center	 Park	
 Single Family Residential	 Area of Change	

0 500 1,000 2,000 Feet

Map Date: 5/6/11

