



TO: Committee
FROM: Edson Ibañez, Senior City Planner
DATE: December 31st, 2025
RE: Official Zoning Map Amendment Application 2025-REZONE-0000014

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends approval for Application 2025-REZONE-0000014.

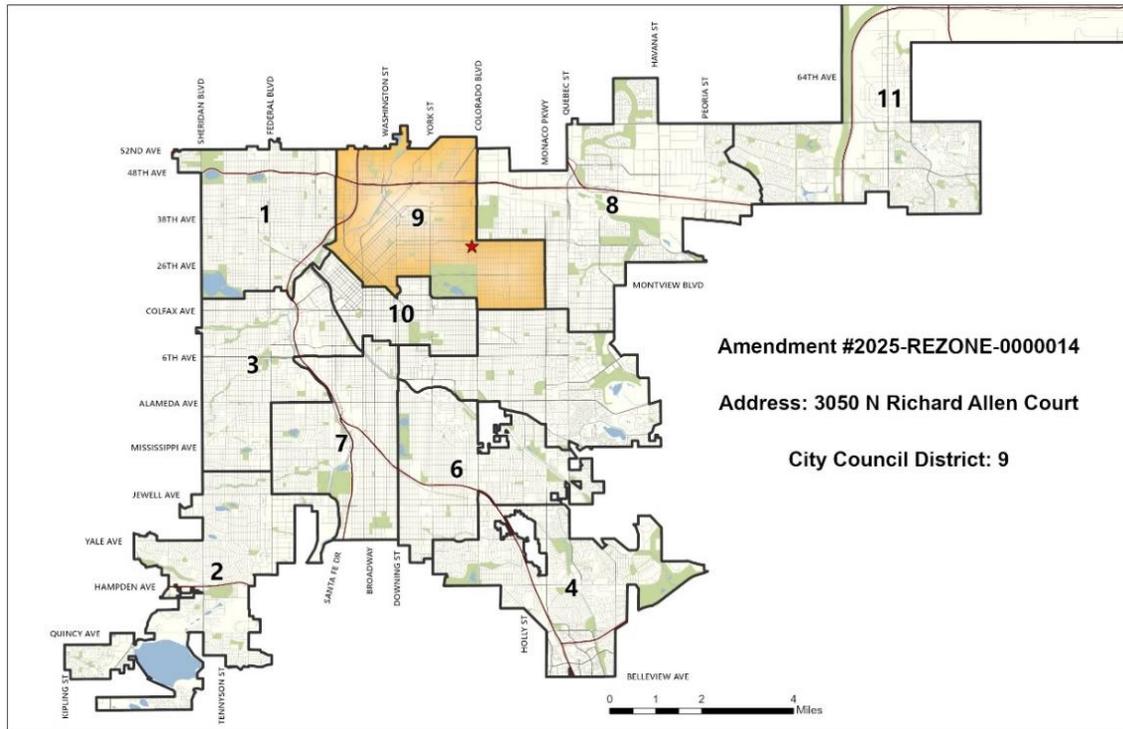
Request for Rezoning

Address: 3050 N. Richard Allen Court
Neighborhood/Council District: Skyland / Council District 9, Council Member Watson
RNOs: Inter-Neighborhood Cooperation (INC), Opportunity Corridor Coalition of United Residents, East Denver Residents Council, City Park Friends and Neighbors, and Skyland Neighborhood Association
Area of Property: 67,075 square feet or 1.5 acres
Current Zoning: R-2-A with Waivers
Proposed Zoning: E-MX-2x
Property Owner(s): Bishop Richard Allen Building LLC (CrossPurpose)
Owner Representative: Council Member Darrell Watson

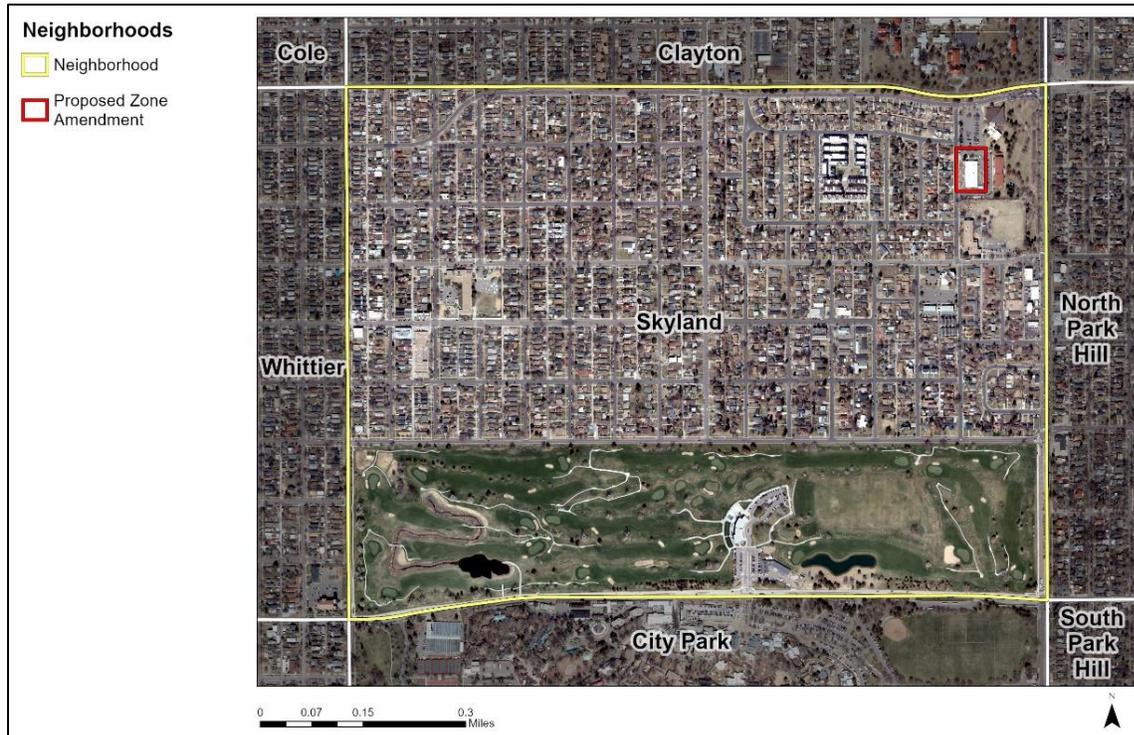
Summary of Rezoning Request

- The subject property is located in the Skyland neighborhood, along Richard Allen Court just south of Martin Luther King Jr. Boulevard.
- The property is owned and operated by CrossPurpose, a nonprofit organization working to end relational, economic, and spiritual poverty through career and community development. The request is to rezone the site from R-2-A (a Former Chapter 59 district) to E-MX-2x to better accommodate its current operations and ensure long-term compliance with regulatory requirements.
- CrossPurpose holds a state license for behavioral health services, and this rezoning is necessary to maintain compliance with state licensing requirements.
- The E-MX-2x (Urban Edge Neighborhood, Mixed Use, 2 story maximum height) zone district is intended to provide safe, active, and pedestrian-scaled, diverse areas in established residential neighborhoods. The “x” indicates that allowed uses and building forms are more limited than in the E-MX-2 zone district. Further details of the zone districts can be found in Article 4 of the Denver Zoning Code (DZC).

Existing Context



Neighborhood Location



Existing Context



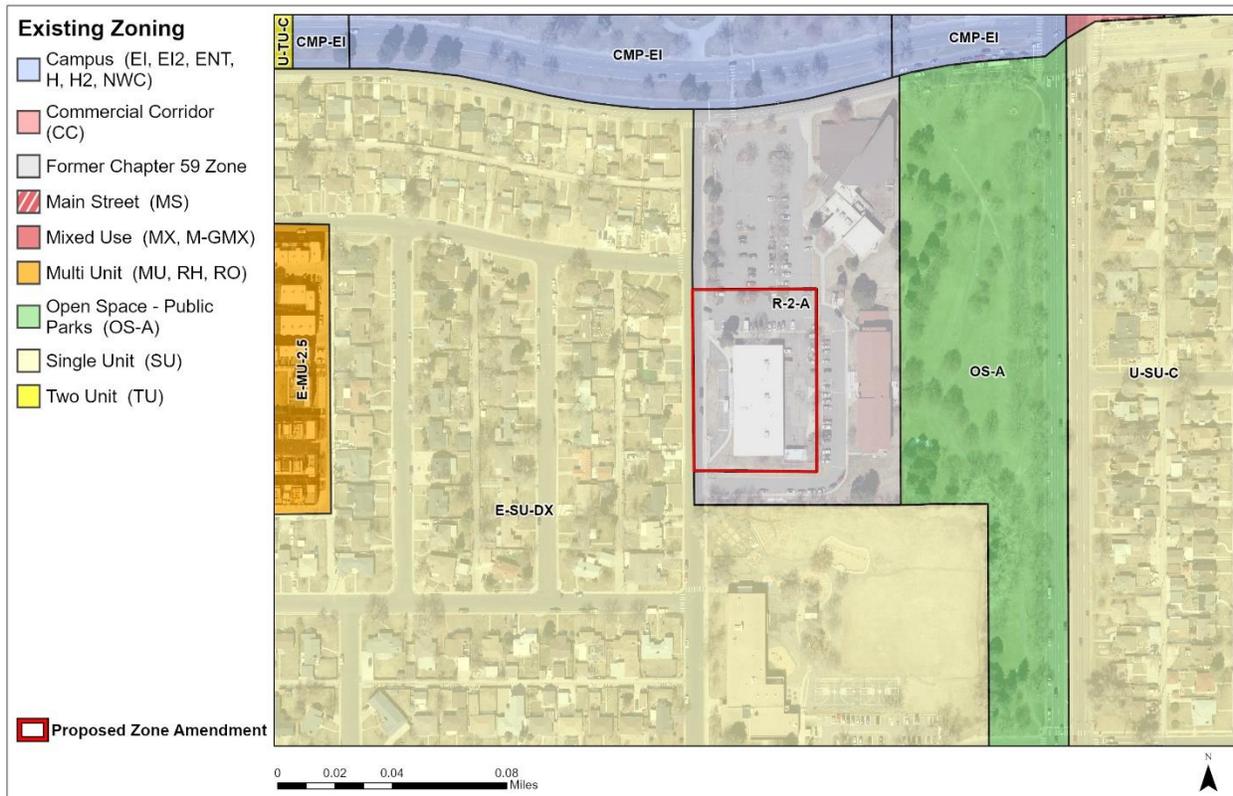
The subject property is in the Skyland statistical neighborhood, which is characterized primarily by single-unit and multi-unit residential uses with some commercial uses along main corridors like Colorado Boulevard. Generally, there is a pattern of regular blocks with alley access. The site is surrounded by single family houses to the west, a church to the north, a 3-story apartment complex to the east, and a school to the south. Additionally, J. Langston Boyd Park is directly to the east of the site. The subject site is accessible by Richard Allen Court. The site is served by RTD Route 43, with 15-minute headway, which has a stop at the corner of Colorado and Martin Luther King Jr. Additionally the subject site is located approximately 1.3 miles south of the 40th and Colorado Commuter Rail station – A Line.

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	R-2-A with Waivers	Public-Quasi Public (CrossPurpose)	1-story brick building with access off Richard Allen Ct.	Generally regular grid of streets. Block sizes and shapes are consistent with large residential blocks.
North	R-2-A with Waivers	Public-Quasi Public (Shorter Methodist Church)	An existing 1-2 story church with access off Martin Luther King Jr Blvd.	

	Existing Zoning	Existing Land Use	Existing Building Form/Scale	Existing Block, Lot, Street Pattern
South	R-2-A with Waivers and E-SU-Dx	Public-Quasi Public (STEAM Academy)	Driveway for the multi-unit building to the east of the subject site and 1 to 2-story school to the south of the subject site with access off Richard Allen Ct and E. 29 th Avenue.	Vehicle parking between the building and the street.
East	R-2-A with Waivers	Multi-Unit Residential	3-story building with access off private road.	
West	E-SU-Dx	Single-Unit Residential	1 story houses with access off Richard Allen Ct.	

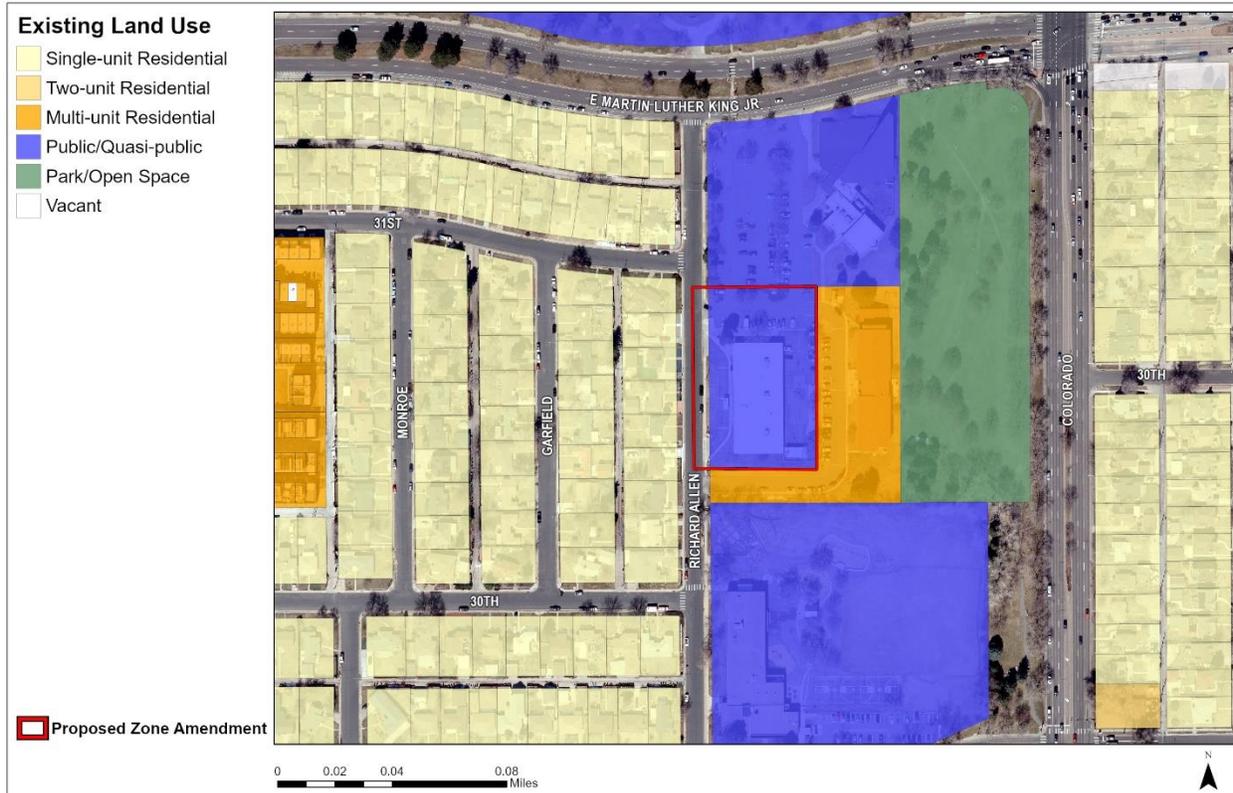
1. Existing Zoning



The subject site is currently zoned R-2-A with waivers. R-2-A is a Former Chapter 59 Multi-Unit Dwellings, Medium Density zone district. This zoning allows for multi-unit residential development with a 20-foot front setback and maximum building heights of up to 110 feet.

The waiver, adopted by City Council in 1989, limits the height to 35 feet and increases the required front setback to 25 feet. In addition, the waiver introduced expanded uses, including a community center, residence for elderly care, and an educational facility. The waiver is attached to the staff report for reference.

2. Existing Land Use Map



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



View of subject property looking east on Richard Allen Court.



View of a religious institution to the north of the subject site, looking south from Martin Luther King Jr. Blvd.



View of multi-family residences to the east of the subject site.



View of single-family houses to the west of the subject site, looking west from Richard Allen Court.



View of Robert Smith STEAM Academy to the south of the subject site, looking east from Richard Allen Court.

Proposed Zoning

The requested E-MX-2x zone district is found in the Urban Edge neighborhood context. The intent of the district is to “promote safe, active, and pedestrian-scaled, diverse areas and enhance the convenience and ease of walking, shopping and public gathering within and around the city’s neighborhoods.” (DZC, Section 4.2.4.1). The mixed use district is specifically intended for small sites served primarily local streets and embedded in an existing neighborhood (DZC, Section 4.2.4.2). It is a mixed use zone district that allows for a mix of uses in a variety of building forms including Townhouse, General and Shopfront primary building forms. The “x” indicates that allowed uses and building forms are more limited than in the E-MX-2 zone district, as appropriate for the districts intent to be embedded in neighborhoods. The maximum building height for all primary building forms is two stories or 30 feet maximum. For additional details of the requested zone district, see Article 4 of the Denver Zoning Code.

The primary building forms allowed in the existing zone district and the proposed zone district are summarized here:

Design Standards	Existing R-2-A (waivers)	Proposed E-MX-2X
Primary Building Forms Allowed	N/A	Townhouse, General and Shopfront
Height in Stories / Feet (max)	35 feet	2 stories / 30 feet
Primary Street Build-To Range (min)	N/A	70-75%*
Minimum Zone Lot Size/Width	N/A	N/A
Primary Street Setbacks (min)	25 feet	0 feet – 10 feet*
Building Coverages (max)	N/A	N/A
Primary Street Transparency	N/A	40-60%**

*Standards vary by building form

**Standards vary by building form and use

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 Comments.

Asset Management: Approved - No Response.

Denver Public Schools: Approved – No Comments.

Denver Real Estate: Approved – No Comments

Development Services - Fire: Approved – No Response.

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

Project Coordination has no concerns with the proposed rezoning. No development is proposed, and the existing use is permitted in the proposed Zone District.

The existing structure(s) may become Compliant and/or Non-Conforming as a result of this Map Amendment, which is expressly allowed in Divisions 12.6 and 12.8 of the Denver Zoning Code. Future expansions, alterations, and additions would be subject to Denver Zoning Code standards in effect at that time.

Development Services - Transportation: Approved – No Comments.

Development Services – Wastewater: Approved – see comments.

DES Wastewater approves the subject zoning change. The applicant should note that redevelopment of this site may require additional engineering including preparation of drainage reports, construction documents, and erosion control plans. Redevelopment may require construction of water quality and detention basins, public and private sanitary and storm sewer mains, and other storm or sanitary sewer improvements. Redevelopment may also require other items such as conveyance of utility, construction, and maintenance easements. The extent of the required design, improvements and easements will be determined during the redevelopment process. Please note that no commitment for any new sewer service will be given prior to issuance of an approved SUDP from Development Services.

HOST: Approved – No Comments.

Parks and Recreation: Approved – No Response.

Public Health and Environment: Approved – No Comments.

Department of Transportation & Infrastructure – 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:	11/19/2025
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, and property owners:	12/2/2025
Planning Board Public Hearing: Approved Unanimously	12/17/2025
CPD written notice of the Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten (10) working days before the meeting:	12/26/2025
Committee of the City Council:	1/6/2026
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:	1/19/2026 (tentative)
City Council Public Hearing:	2/9/2026 (tentative)

- **Public Outreach and Input**

- **Registered Neighborhood Organizations (RNOs)**

To date, staff received a letter of support from the Skyland Neighborhood Association. The letter states that the proposed rezoning is consistent with the rezoning criteria and will allow CrossPurpose to meet licensing requirements. The letter is attached to the staff report.

- **General Public Comments**

To date, staff has received eight comment letters regarding this rezoning, all of which are in support. Two of the letters were submitted by local businesses or organizations—Paul Brokering Photography and Edgell Works. One letter includes 21 signatures in support. All letters highlight consistency with adopted plans and policies and the rezoning would allow CrossPurose to meet licensing requirements. Copies of all letters of support are included as attachments to the staff report.

Criteria for Review / Staff Evaluation

The criteria for review of this rezoning application are found in DZC, Sections 12.4.10.7 and 12.4.10.9 as follows:

1. Consistency with Adopted Plans
2. Public Interest
3. 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)

Denver Comprehensive Plan 2040

The requested map amendment will enable mixed-use development. The following goals and strategies in the Equitable, Affordable and Inclusive vision element are relevant to the proposed rezoning:

- **Equitable, Affordable and Inclusive** Goal 1, Strategy A – Increase development of housing units close to transit and mixed-use developments
- **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
- **Equitable, Affordable and Inclusive** Goal 5, Strategy B – Stabilize residents and businesses at risk of displacement through programs and policies that help them to stay in their existing community.

The requested E-MX-2x zone district will allow a mix of residential and limited commercial, including the Townhouse, General and Shopfront primary building forms. The subject site is located 1.5 blocks away from Colorado Boulevard and within 1.3 miles of the 40th and Colorado commuter rail station served by the Regional Transportation District. The request is therefore consistent with the above strategies in the Equitable, Affordable and Inclusive vision element.

The following goals and strategies in the Strong and Authentic Neighborhoods vision element are relevant to the proposed rezoning:

- **Strong and Authentic Neighborhoods** Goal 1, Strategy B – Ensure neighborhoods offer a mix of housing types and services for a diverse population
- **Strong and Authentic Neighborhoods** Goal 1, Strategy D – Encourage quality infill development that is consistent with the surrounding neighborhoods and offers opportunities for increased amenities.

In addition to offering additional housing types for a diverse and growing population, the proposed zone district also introduces mixed-uses which provide additional goods and services to the community. Furthermore, the zone district will also apply current, form-based zoning code standards, ensuring quality development appropriate for the neighborhood. The proposed zone district is of similar intensity

to the existing zone districts adjacent to the subject site and offers increased access to amenities. The request is therefore consistent with the strategies in the Strong and Authentic Neighborhoods vision element.

The following goal and strategy in the Environmentally Resilient vision element are relevant to the proposed rezoning:

- **Environmentally Resilient** Goal 8, Strategy C – Promote infill development where infrastructure and services are already in place

This site is an infill location where infrastructure is already in place allowing residents to live, work and play in the area. Rezoning to facilitate redevelopment of this site advances the Environmentally Resilient strategies of *Comprehensive Plan 2040*.

Blueprint Denver (2019)

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 area within the Urban Edge neighborhood context and provides guidance from the future growth strategy for the city.

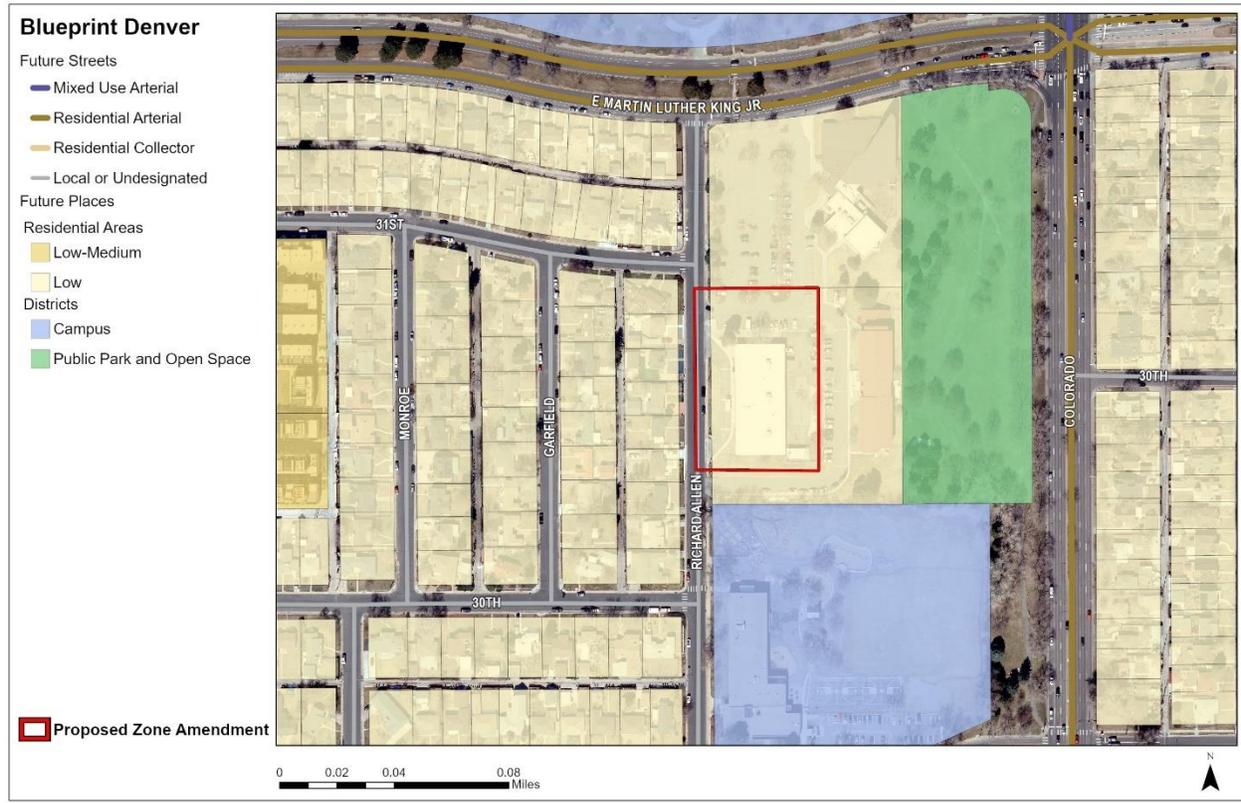
Blueprint Denver Future Neighborhood Context



The subject site is shown on the context map as an Urban Edge neighborhood context, the description of which is used to guide appropriate zone districts (p. 66). *Blueprint Denver* describes the Urban Edge neighborhood context as follows: “Residential areas generally are single-unit and two-unit uses, with some low-scale multi-unit embedded throughout. Commercial nodes are generally found along key corridors or at intersections. Block patterns are generally a mix of suburban and urban elements—streets may be rectangular or curved, and alleys are sometimes present. Multi-unit buildings and commercial nodes are generally low scale” (p. 206).

The proposed E-MX-2x zone district is a mixed-use zone district in the Urban Edge Context and is intended, to “promote safe, active, and pedestrian-scaled, diverse areas and enhance the convenience and ease of walking, shopping and public gathering within and around the city’s neighborhoods” (DZC, Section 4.2.4). The proposed rezoning to E-MX-2x is appropriate and consistent with the Urban Edge neighborhood context plan direction as it will allow for the development of an appropriately scaled mixed use node embedded in a 1-unit and 2-unit residential area and will ensure quality development appropriate for the Skyland neighborhood.

Blueprint Denver Future Places



Within the Urban Edge Neighborhood Context, the subject property is categorized as a Low Residential future place with a land use and built form defined by *Blueprint Denver* as a “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. Some civic and institutional uses are compatibly integrated throughout and limited mixed-use can occur along arterial and collector streets, as well as where commercial uses have been already established.” (p. 216). *Blueprint Denver* also notes that buildings are generally 2.5 stories or less in height within this future place.

The proposed rezoning to E-MX-2x is appropriate and consistent with Low Residential designation as it allows for both residential uses and limited, low-scale mixed use. The site is located at the edge of the predominantly single-unit area of the neighborhood as it transitions to Colorado Boulevard and a broader mix of uses and building forms, including a school, park, church and multi-unit residential. The existing zoning acknowledges the broader range of uses and forms in the area in its allowances for multi-unit residential, community center, and educational uses. While the site is not along an arterial or collector street and there are not existing commercial uses, the proposed E-MX-2x district is consistent with the plan guidance given the location and existing allowance for a mix of community-serving uses. E-MX-2x is the most limited mixed-use district in the Urban Edge context and would therefore support the plan guidance for mixed use embedded in appropriate places in Low Residential neighborhoods. Additionally, the maximum height guidance of two stories in the E-MX-2x aligns with this plan direction.

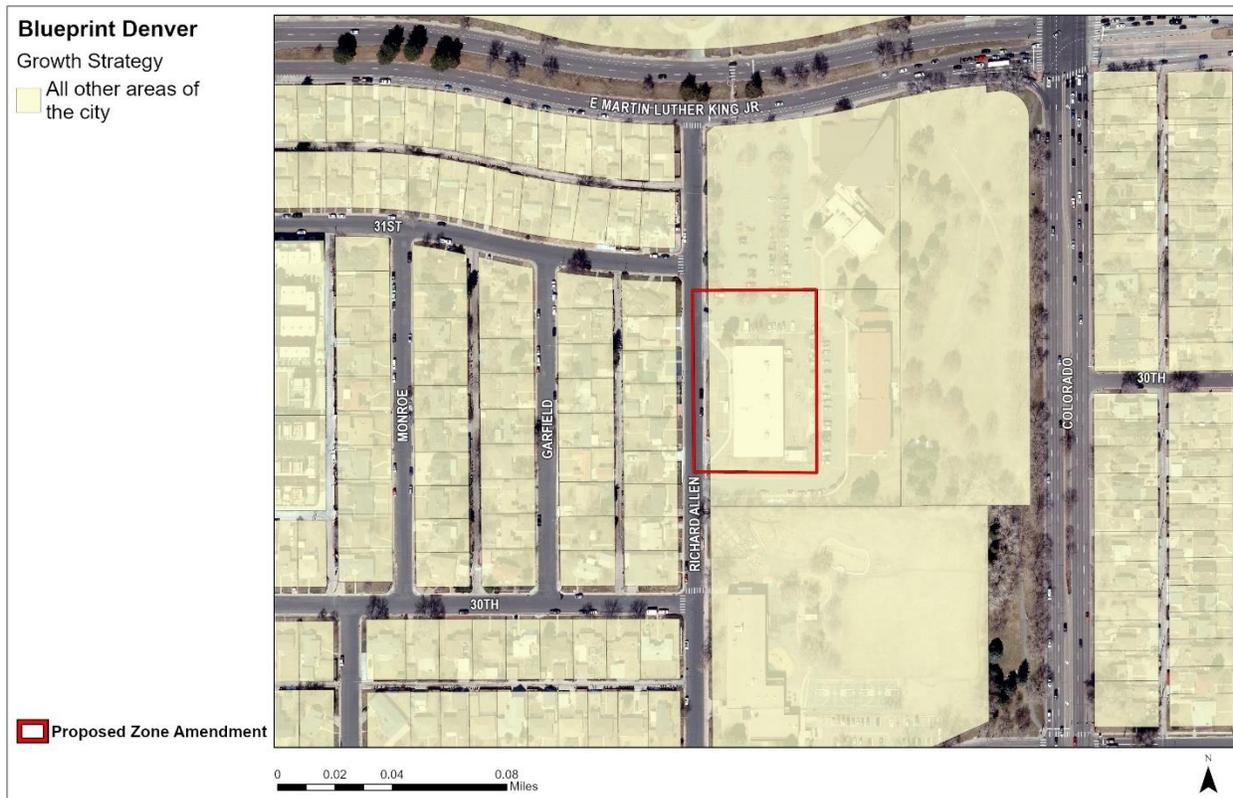
Any new development that may result from this rezoning will comply with building form standards, design standards, and uses that work together to ensure new development contributes positively to established residential character in Skyland and transitions appropriately to adjacent uses. Therefore, the request to rezone to E-MX-2x is consistent with the overall intent of the Future Places map, and the E-MX-2x zone district appropriately balances plan direction and the existing context.

Future Street Types

Blueprint Denver street types work with future place designations to evaluate the appropriateness of the intensity of the adjacent development (p. 67). *Blueprint Denver* classifies Martin Luther King Jr and Colorado Boulevard as a Residential Arterial and Richard Allen Court as an undesignated local street. Residential Arterial streets “are designed for the highest amount of through movement and the lowest degree of property access” whereas Local streets “are designed for the highest degree of property access and the lowest amount of through movement” (p. 154). Both street types typically contain primarily residential uses, but may also include schools, civic uses, parks, and other similar uses.

The proposed E-MX-2x zone district is consistent with this plan direction for this location as the zone district specifically applies to small sites served primarily by local streets embedded within an existing neighborhood (DZC 4.2.4.2). Additionally, this type of mixed-use district is appropriate along corridors, such as Martin Luther King Jr and Colorado Blvd. (DZC 4.2.4.1).

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 located within "All Other Areas of the City", which are anticipated to see around 20% of new housing growth and 10% of new employment growth by 2040 (p. 51). The proposed map amendment to E-MX-2x will enable compatible mixed-use growth for this location.

Additional Blueprint Guidance

Blueprint Denver provides recommendations related to properties that retained zoning from the Former Chapter 59 zoning code. Land Use & Built Form: General Policy 3, Strategy B, says, "Rezone properties from the Former Chapter 59 zoning code so that the entire city is covered by the DZC, including continuing to incentivize owners to come out of the old code" (p. 73). That same policy also speaks to custom zoning such as waivers; Strategy B says, "Limit the use of site-specific, customized zoning tools—such as Planned Unit Developments (PUDs) and waivers/conditions—to unique and extraordinary circumstances. The zoning code offers a wide variety of zone districts that cover the diverse contexts and places of Denver. Custom zoning tools are most effective when a standard zone district does not exist to implement the adopted plans for an area" (p. 73). Therefore, the proposed rezoning to come from custom zoning under Former Chapter 59 to a standard zone district such as E-MX-2x under the DZC is consistent with *Blueprint Denver*.

Equity

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

- Land Use & Built Form – Economy Goal 6: Support locally-owned businesses—new and old—to expand and evolve to meet the changing needs of residents and visitors. (p. 92).

This rezoning allows for the expansion of community-serving uses in this Low Residential Future Place and is consistent with *Blueprint Denver* recommendations.

Climate

This rezoning supports the city's goals to reduce climate impacts by enabling additional amenities near transit and services. The site is near existing housing and transit options, which can reduce greenhouse gas emissions from transportation. Also, multi-unit and mixed-use 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.

This rezoning is consistent with the neighborhood context, street type, and policies that promote the expansion of neighborhood services. Therefore, the proposed rezoning is consistent with the recommendations found in *Blueprint Denver*.

2. Public Interest

The proposed official map amendment furthers the public interest, primarily through implementation of the city's adopted land use plans as detailed above. The proposal will allow compatible uses and building forms and facilitate increased neighborhood service uses and amenities that promote a walkable, urban neighborhood within walking distance to public transit.

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

The requested E-MX-2x zone district is within the Urban Edge Neighborhood Context. The neighborhood context generally consists of single-unit and two-unit residential uses, with small-scale multi-unit residential uses and commercial areas embedded in residential areas. The proposed rezoning to E-MX-2x is consistent with the neighborhood context description. Multi-unit residential and commercial uses are located along local streets, arterials, and main streets. (DZC 4.1.1). The proposed rezoning to E-MX-2x is consistent with the Urban Edge neighborhood context description because of its low-scale nature and the site is served by a local street (Richard Allen Court).

The proposed rezoning is also consistent with the general purpose of mixed-use districts to promote safe, active, and pedestrian-scaled, diverse areas and enhance the convenience and ease of walking, shopping, and public gathering within and around the city's neighborhoods. The Mixed-Use districts are appropriate along corridors, embedded in neighborhoods and on large sites (DZC 4.2.4.1). The rezoning is consistent with the general purpose of the urban edge mixed use districts as this is an existing neighborhood site.

According to the zone district intent stated in the Denver Zoning Code, the E-MX-2x district "applies to small sites served primarily by local streets embedded within an existing or proposed neighborhood. These are typically one or two parcels and are limited to low scale building forms and low intensity uses" (DZC Section 4.2.4.2). The proposed rezoning at the proposed site is located on a local street and in proximity of a residential arterial to the north and is limited to one parcel with low-scale building forms and low intensity uses. The request is therefore consistent with the stated intent of the E-MX-2x zone district.

Attachments

1. Application
2. Public Comment Letters
3. Waivers