Community Planning and Development
Planning Services

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TO: Denver City Council Land
FROM: Tony Lechuga, Senior City Planner
DATE: January 9, 2025
RE: Official Zoning Map Amendment Application #2024I-00058
1090 North Hooker Street
Rezoning from E-SU-Dx to U-RH-2.5

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends **approval** for Application #2024I-00058.

Request for Rezoning

Address:	1090 North Hooker Street
Neighborhood/Council District:	Villa Park / Council District 3
RNOs:	Inter-Neighborhood Cooperation (INC), Strong Denver, West Colfax Association of Neighbors (WeCAN), Sloan's Lake Citizens Group, Villa Park Neighborhood Association, United Northwest Denver
Area of Property:	6,250 square feet or 0.14 acres
Current Zoning:	E-SU-Dx
Proposed Zoning:	U-RH-2.5
Property Owner(s):	LS Park LLC
Owner Representative:	Nick Young

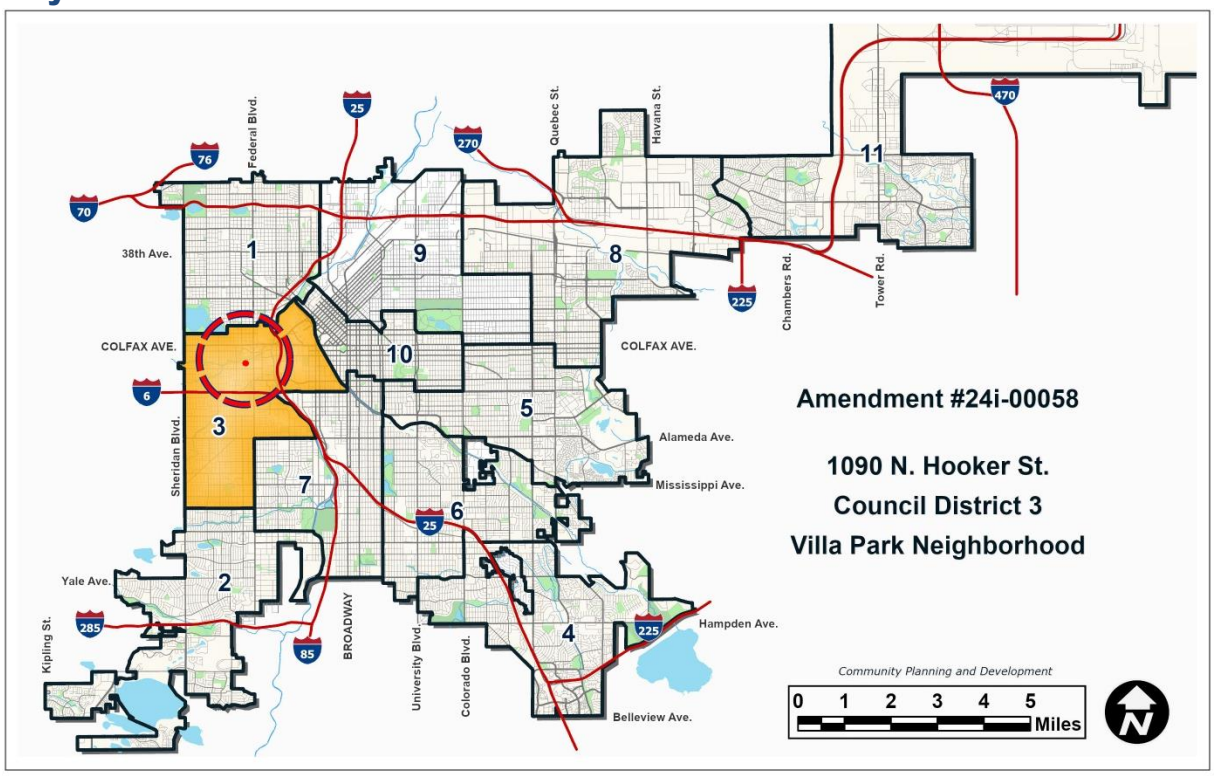
Summary of Rezoning Request

- The subject property contains an 869 square foot single-story, single-unit dwelling built in 1947. It is located within the Villa Park statistical neighborhood at the corner of West 12th Avenue and North Hooker Street.
- The property owner is proposing to rezone the property to allow for the development of row homes.
- At the time of the application submittal the existing zone district was E-SU-D1x. Since the submittal the City Council passed a text and map amendment that eliminated the "1" from all districts by allowing ADU development citywide. The same development that would have been allowed in the E-SU-D1x district exists today in the property's E-SU-Dx zone district.
- The proposed U-RH-2.5, **U**rban, **R**ow **H**ouse, **2.5** stories, zone district allows the urban house, duplex, tandem house and row house primary building forms as well as detached accessory dwelling units (only allowed as accessory to a primary single-unit residential use). The maximum height of the allowed primary building forms ranges from 30 to 35 feet for the front 65% of the zone lot and 17 to 24 feet in the rear 35% of the zone lot. The Detached Accessory Dwelling Unit form can be a maximum height of 24 feet. This district is intended for use in the Urban Neighborhood Context, which is characterized by single- and two-unit uses and allows for some

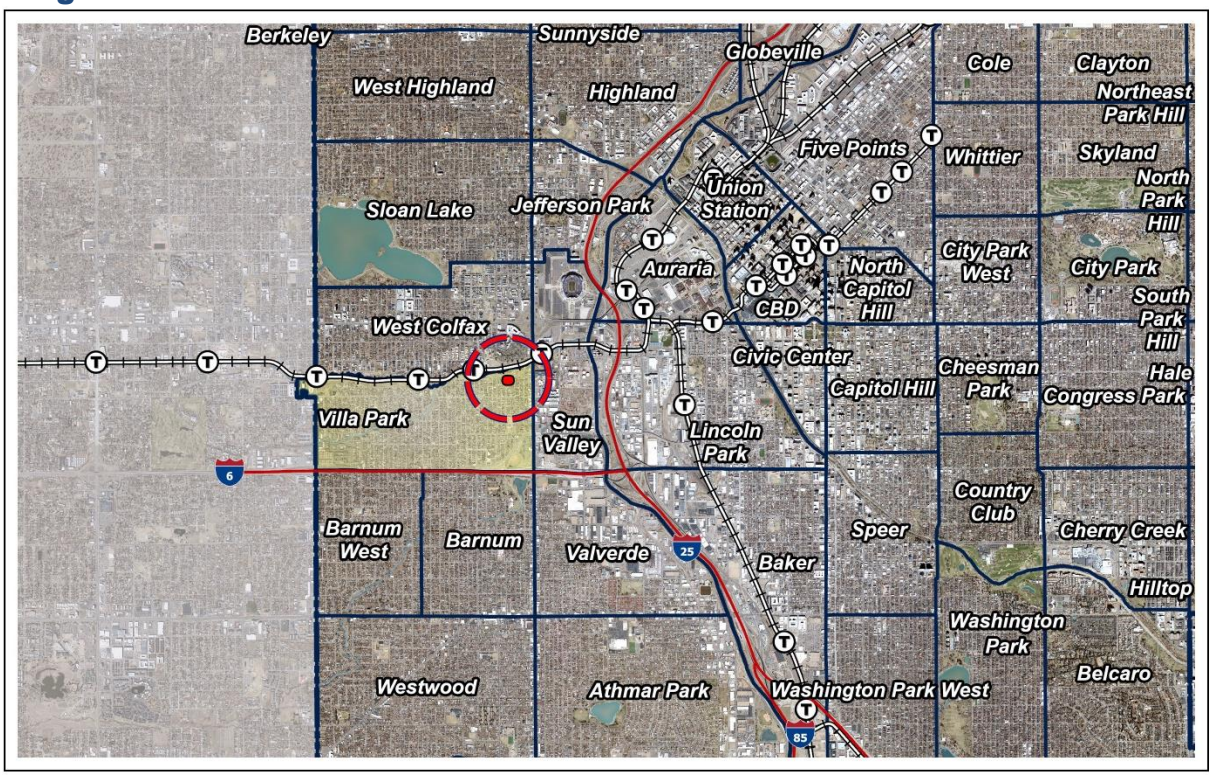
multi-unit districts. Further details of the zone district can be found in the proposed zone district of this staff report (below) and in Article 5 of the Denver Zoning Code.

On October 10, 2024, Community Planning and Development (CPD) issued the West Area Plan – Rezoning Implementation Approach Policy Memo which outlines issues related to displacement and increased development pressures in West Denver. The memo further notes, "CPD has found potential rezonings of single unit districts (SU) to higher intensity districts in the West Area Plan geography are not consistent with the intent of adopted plans until further stabilization programs, tools, and regulatory changes are in place". As required by the Denver Zoning Code, CPD issued a recommendation for this rezoning application at the time of Planning Board. The recommendation of approval was made on August 27, 2024, and predated the creation of the memo.

City Location



Neighborhood Location



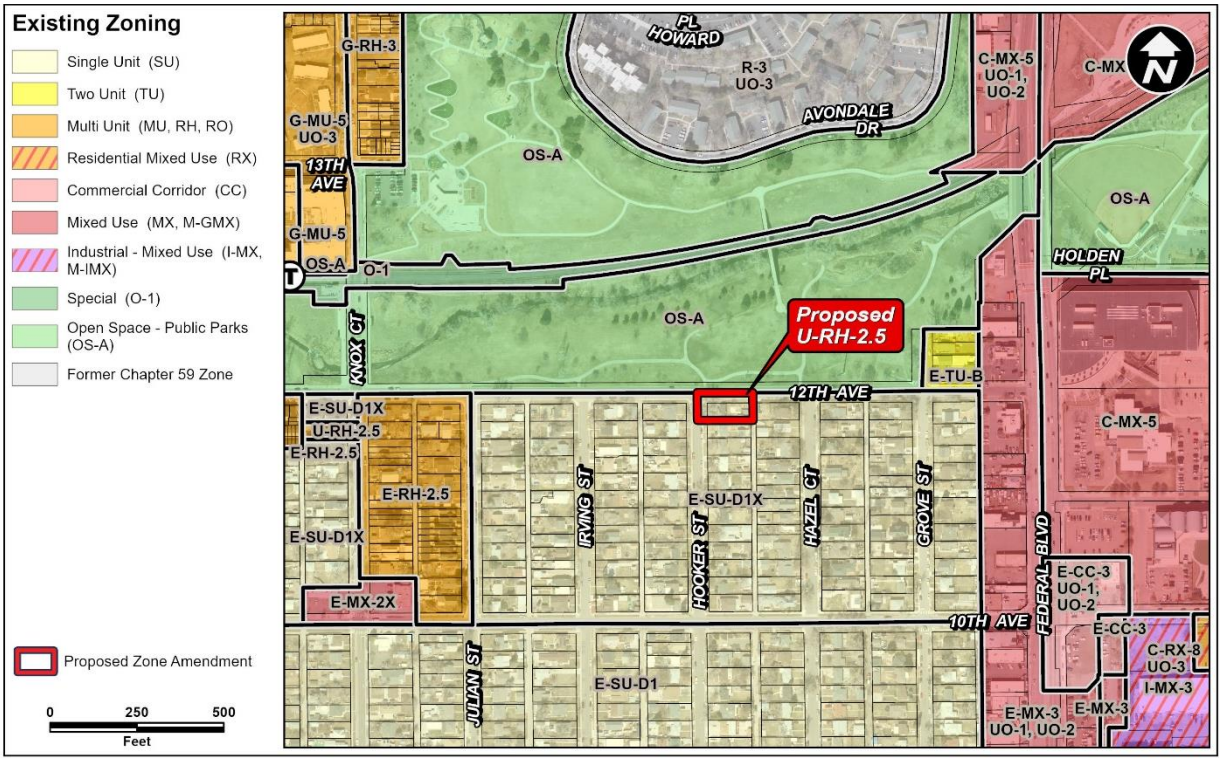
Existing Context

The subject property is located within the Villa Park statistical neighborhood, at the intersection of 12th Avenue and Hooker Street, three blocks west of Federal Boulevard. The Lakewood Dry Gulch Park is north of the property running east-to-west and Paco Sanchez Park is less than one half-mile north of the subject site. The subject site is within the quarter mile buffer of the Knox Street RTD Light Rail Station and is also served by RTD bus route 1 on North Knox Court, bus route 9 on West 10th Avenue, and bus routes 30, 30L, 31, and 36L on Federal Boulevard.

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	Single-unit Residential	1-story dwelling unit without a garage	Block sizes and shapes are consistent and rectangular and shaped by a grid street pattern. Sidewalks are attached. Driveways with front-loaded garages are present and alleys exist on most blocks.
North	OS-A	Park	Lakewood/Dry Gulch Park	
East	E-SU-Dx	Single-unit Residential	1-story dwelling unit without a garage	
South	E-SU-Dx	Single-unit Residential	1-story dwelling unit with driveway on N. Hooker Street and a detached garage off the alley	
West	E-SU-Dx	Vacant Land	1-story dwelling unit without a garage	

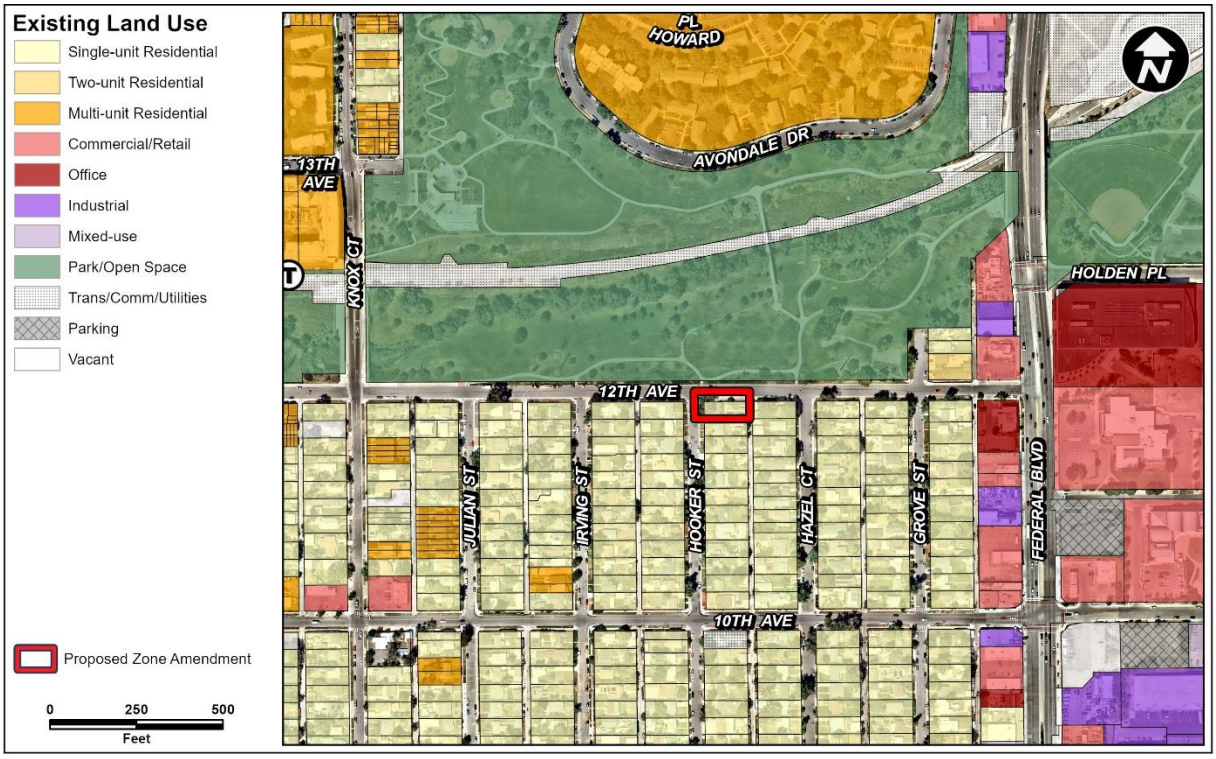
Existing Zoning



The existing zoning on the subject property is E-SU-Dx which is a single unit district allowing suburban houses and urban houses with a minimum zone lot area of 6,000 square feet. Setbacks and lot coverage standards accommodate front and side yards. Blocks typically have a consistent pattern of 50-foot-wide lots. Allowed uses in E-SU-Dx are limited to single-unit dwellings and limited nonresidential uses found in single-unit zone districts. For additional details of the zone district, see DZC Section 4.2.2.

The subject property is surrounded by E-SU-Dx district to the east, south, and west, and OS-A to the north.

Existing Land Use Map



Existing Building Form and Scale (source: google maps)

Site – Subject property**, l**ooking east from North Hooker Street.

South – Properties to the south of the subject site on North Hooker Street.

North – View of the Lakewood Gulch, directly north of the subject site, looking north.

West – Properties to the west of the subject site on North Hooker Street.

East – Properties to the east of the subject site on Hazel Court.

Proposed Zoning

The applicant is requesting to rezone to U-RH-2.5, which allows the Urban House, Duplex, Tandem House and Row House primary building forms up to two and a half stories in height. The intent of the district is to promote and protect residential neighborhoods within the character of the Urban Neighborhood Context. The U-RH-2.5 district regulations allow for some multi-unit districts, but not to such an extent as to detract from the overall image and character of the existing residential neighborhood. The building form standards, design standards, and uses work together to promote desirable residential areas. The standards of the two-unit and row house districts promote existing and future patterns of lower scale multi-unit building forms that typically address the street in the same manner as an urban house building form. The minimum parking requirement for a multi-unit residential use is one space per unit.

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

Design Standards	E-SU-Dx (Existing)	U-RH-2.5 (Proposed)
Primary Building Forms Allowed	Urban House and Suburban House	Urban House, Duplex, Tandem House, Row House
Height in Stories / Feet, Front 65% of Zone Lot, Urban House, (max.)	2.5 stories / 30 feet*	2.5 stories / 35 feet**
Height in Stories / Feet, Rear 35% of Zone Lot, Urban House, (max.)	1 story / 19 feet	2.5 stories / 24 feet**
Height in Stories / Feet, Detached Accessory Dwelling Unit, (max.)	24 feet	24 feet
Zone Lot Size (min.)	6,000 sf	6,000 sf**
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 Setback, 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%	N/A
Detached Accessory Building Forms Allowed	Detached Accessory Dwelling Unit, Detached Garage, Other Detached Accessory Structures	Detached Accessory Dwelling Unit, Detached Garage, Other Detached Accessory Structures

*Based on subject property width of 50 feet

**Standard varies depending on building form

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:

Community Planning and Development: Approved – No Comments

Assessor: Approved – No Response

Asset Management: Approved – No Response

Denver Public Schools: Approved – No Response

Department of Public Health and Environment: Approved – No Comments

Denver Parks and Recreation: Approved – No Comments

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

Development Services – Project Coordination: Approved – No Comments

Development Services - Fire Protection: Approved – No Response

Development Services – Transportation: Approved – No Response

Development Services- Wastewater: Approved – No Response

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:	**6/14/2024**
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:	**8/20/2024**
Planning Board Public Hearing:	**9/04/2024**
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:	**10/22/2024**
Land Use, Transportation and Infrastructure Committee of the City Council meeting:	**11/5/2024**
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:	**12/23/2024**
City Council Public Hearing:	**01/13/2025**

Public Outreach and Input

- **Registered Neighborhood Organizations (RNOs)**
  As of the date of this report, staff has received no comments from applicable RNOs.

- **Other Public Comment**
  As of the date of this report, staff has received two public letters of opposition which note increased property taxes, increased traffic, potential displacement of vulnerable populations, and negative impacts to quality of life as a result of this rezoning.

Criteria for Review / Staff Evaluation

The criteria for review of this rezoning application are found in DZC Section 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

4. Justifying Circumstances
5. Consistency with Neighborhood Context Description, Zone District Purpose and Intent Statements

1. Consistency with Adopted Plans

The following adopted plans currently apply to this property:

- *Denver Comprehensive Plan 2040*
- *Blueprint Denver* (2019)
- *West Neighborhood Plan* (2023)

Denver Comprehensive Plan 2040

The proposed rezoning is consistent with many of the adopted *Denver Comprehensive Plan 2040* strategies, which are organized by vision element.

The proposed rezoning would allow for additional housing units within an established neighborhood, consistent with the following strategy in the Equitable, Affordable and Inclusive vision element:

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

The proposed rezoning would allow development appropriate for the surrounding neighborhood that broadens the range of housing types available, consistent with the following strategy in the Strong and Authentic Neighborhoods vision element:

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

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

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

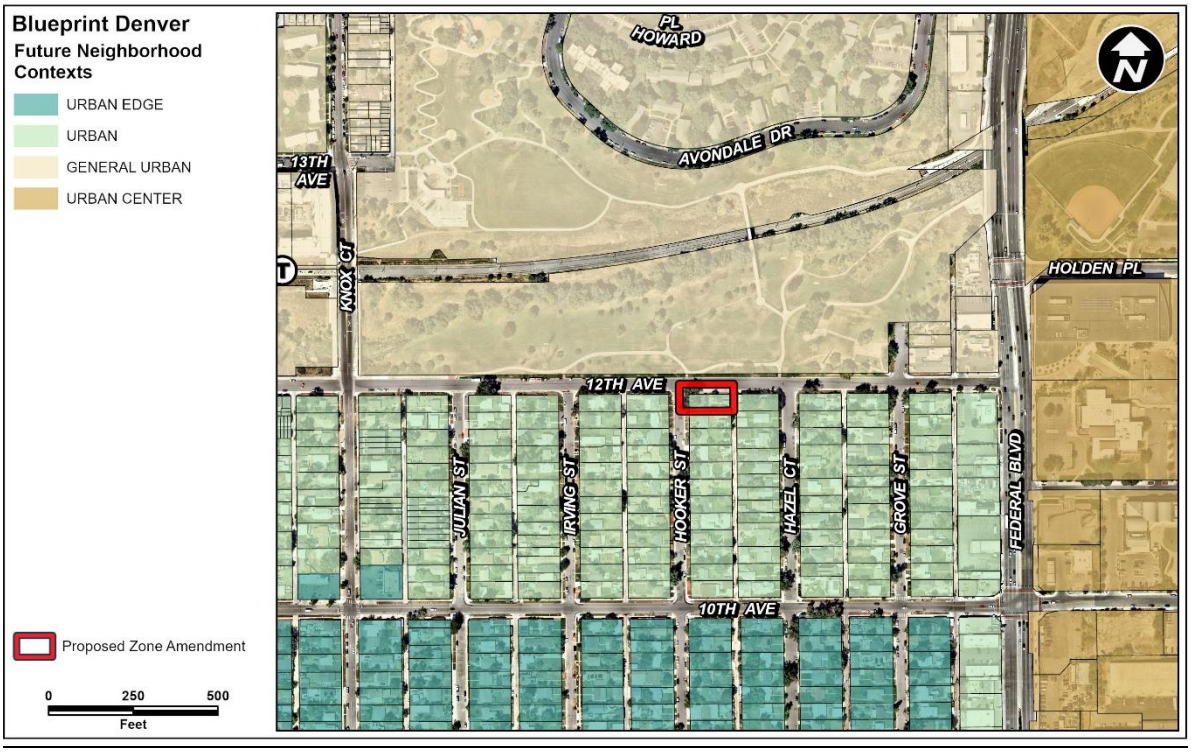
The requested map amendment will allow an additional residential unit at a location where infrastructure is already in place. The requested zone district enables a building form and use which can

provide residents with a mixture of housing types. Therefore, the rezoning is consistent with *Denver Comprehensive Plan 2040* recommendations.

***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 Medium Residential place within the Urban Neighborhood Context and provides guidance from the future growth strategy for the city.

***Blueprint Denver* Future Neighborhood Context**



The subject property is shown on the context map as an Urban Neighborhood Context, the description of which is used to guide appropriate zone districts. "Small multi-unit residential and low-intensity mixed-use buildings are typically embedded in single-unit and two-unit residential areas. Block patterns are a regular grid with consistent alley access. Where they occur, multi-unit buildings are low scale. Mixed-use buildings are sited in a pedestrian-friendly manner near the street" (p. 222).

U-RH-2.5 is a zone district within the Urban Neighborhood Context and is intended "to promote and protect residential neighborhoods within the character of the Urban Neighborhood Context" and "the building form standards, design standards and uses work together to promote desirable residential areas" (DZC Section 5.2.2.1). U-RH-2.5 is consistent with *Blueprint Denver*'s future neighborhood context of Urban because it will promote the residential character of the neighborhood by allowing a low-scale multi-unit residential building that will be compatible with the existing residential area.

Blueprint Denver Future Place

Within the Urban Neighborhood Context, the subject property is categorized as a Low-Medium Residential future place with a land use and built form defined by *Blueprint Denver* as a "mix of low- to -mid-scale multi-unit residential options. Small-scale multi-unit buildings are interspersed between single- and two-unit residential. Buildings are generally 3 stories or less in height." (p. 233). The proposed U-RH-2.5 zone district, allowing multiple building forms up to 2.5 stories in height, is compatible with this future place.

Street Types

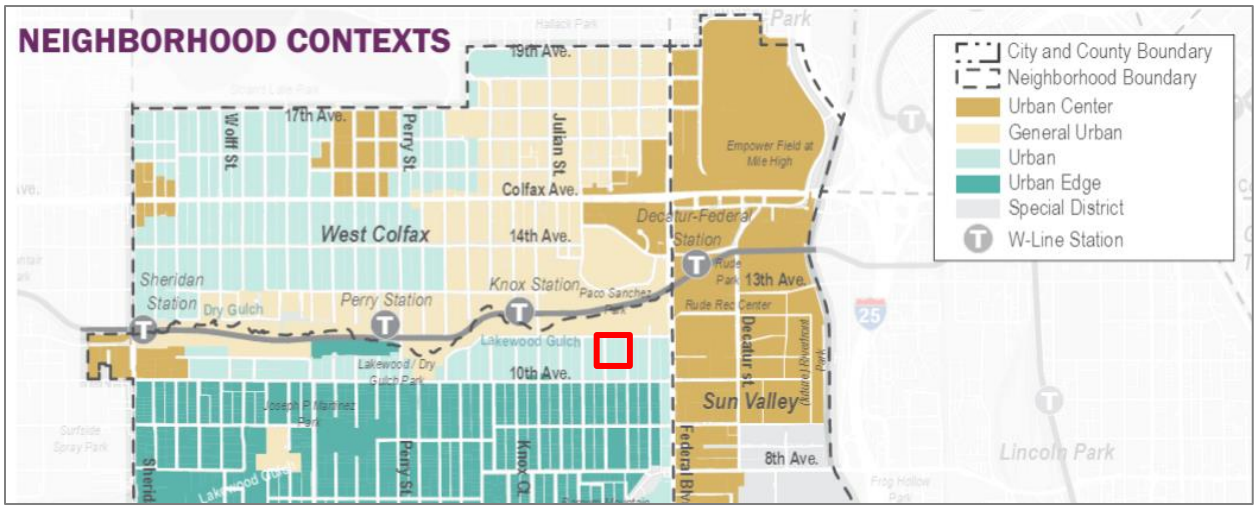
In *Blueprint Denver*, future street types work in concert with the future places to evaluate the appropriate intensity of adjacent development (p. 67). *Blueprint Denver* classifies Hooker Street and West 12th Avenue as Local or Undesignated Future Street Type, which are designated as streets that "can vary in their land uses and are found in all neighborhood contexts. They are most often characterized by residential uses" (p. 161). The proposed U-RH-2.5 district is consistent with this street type because it allows for residential uses only.

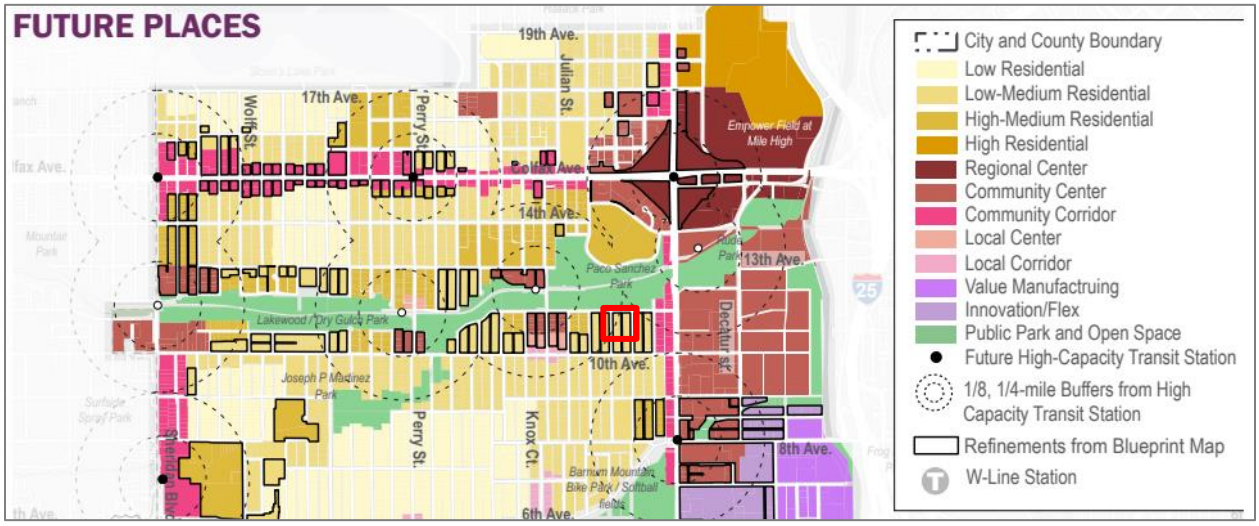
Blueprint Denver Growth Strategy

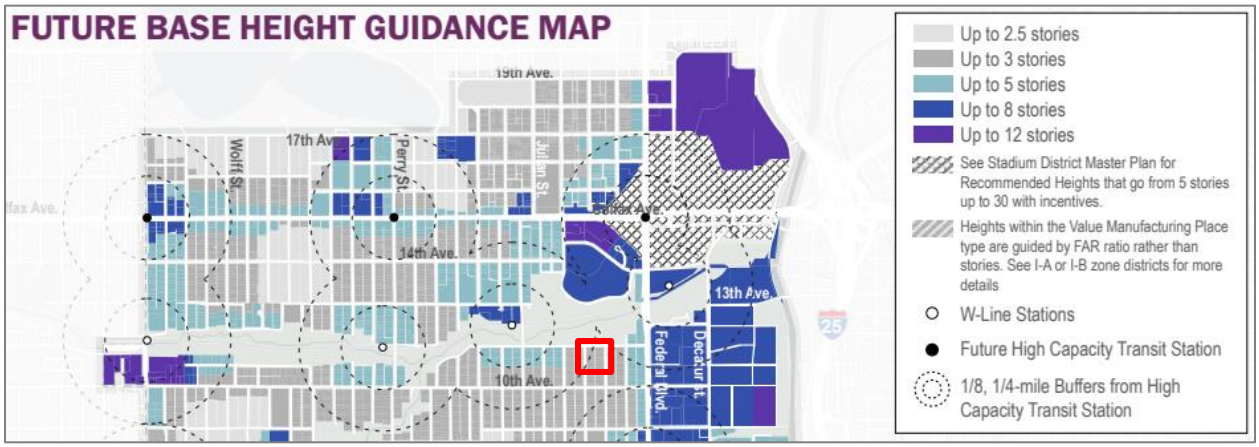
Blueprint Denver's growth strategy map is a version of the future places map, showing the aspiration for distributing future growth in Denver (p. 51). The subject property is part of the "All other areas of the city" growth area. These areas anticipate experiencing around 20 percent of new housing growth and 10 percent of new employment growth by 2040" (p. 51). This growth area contains "mostly residential areas with embedded local centers and corridors (that) take a smaller amount of growth intended to strengthen the existing character of our neighborhoods" (p. 49). The proposed U-RH-2.5 zone district is appropriate in this growth area as it will minimally contribute to development intensity in the neighborhood while maintaining the area's residential character. Therefore, the proposed rezoning is consistent with the *Blueprint Denver* growth strategy.

***West Area Plan* (2023)**

The *West Area Plan* was adopted in 2023 to establish a framework for improvements and growth across six of Denver's neighborhoods. Within the *West Area Plan*, the subject property is within the Urban Neighborhood Context and classified as Low-Medium Residential on the Future Place map. Low Medium residential is described as: "Mix of low- to mid-scale multi-unit residential building forms. Small-scale multi-unit buildings are dispersed among single and two-unit residential building forms. In the West area, Low-Medium Residential places are mapped with a maximum base height of 3 stories, although 2.5 stories is also appropriate. Limited neighborhood serving commercial can be found, particularly at intersections" (p.166).


NEIGHBORHOOD CONTEXTS
19th Ave.
17th Ave.
Wolff St.
Perry St.
Julian St.
Colfax Ave.
West Colfax
14th Ave.
Sheridan Station
Dry Gulch
Perry Station
Knox Station
Paco Sanchez
Lakewood Gulch
Lakewood / Dry Gulch Park
10th Ave.
Joseph P Martinez Park
Empower Field at Mile High
Decatur-Federal Station
Rude Park
13th Ave.
Rude Rec Center
Decatur St.
Sun Valley
8th Ave.
Federal Blvd.
Knox Ct.
Lincoln Park
City and County Boundary
Neighborhood Boundary
Urban Center
General Urban
Urban
Urban Edge
Special District
W-Line Station


FUTURE PLACES
19th Ave.
17th Ave.
Wolff St.
Perry St.
Julian St.
Empower Field at Mile High
Colfax Ave.
14th Ave.
13th Ave.
Paco Sanchez Park
Lakewood / Dry Gulch Park
10th Ave.
Joseph P Martinez Park
Decatur St.
8th Ave.
Knox Ct.
Barnum Mountain Bike Park / Softball fields
6th Ave.
City and County Boundary
Low Residential
Low-Medium Residential
High-Medium Residential
High Residential
Regional Center
Community Center
Community Corridor
Local Center
Local Corridor
Value Manufactruing
Innovation/Flex
Public Park and Open Space
Future High-Capacity Transit Station
1/8, 1/4-mile Buffers from High Capacity Transit Station
Refinements from Blueprint Map
W-Line Station


FUTURE BASE HEIGHT GUIDANCE MAP
19th Ave.
17th Ave.
Wolff St.
Perry St.
Colfax Ave.
14th Ave.
13th Ave.
10th Ave.
Federal Blvd.
Decatur St.
Up to 2.5 stories
Up to 3 stories
Up to 5 stories
Up to 8 stories
Up to 12 stories
See Stadium District Master Plan for Recommended Heights that go from 5 stories up to 30 with incentives.
Heights within the Value Manufacturing Place type are guided by FAR ratio rather than stories. See I-A or I-B zone districts for more details
W-Line Stations
Future High Capacity Transit Station
1/8, 1/4-mile Buffers from High Capacity Transit Station

The proposed U-RH-2.5 zone district allows for multiple residential building forms up to 2.5 stories in height. Therefore, the proposed U-RH-2.5 zone district is consistent with the direction given in the draft *West Area Plan*.

2. Uniformity of District Regulations and Restrictions

The proposed rezoning to U-RH-2.5 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 through implementation of the city's adopted land use plans. The proposed rezoning would also facilitate increased housing density near services and amenities and promote a walkable, urban neighborhood within walking distance to public transit.

4. Justifying Circumstances

The proposed rezoning is justified by several changed or changing conditions as the under DZC Section 12.4.10.8, "Since the date of the approval of the existing Zone District, there has been a change to such a 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."

The application identifies implementation of multiple city adopted plans as a justifying circumstance. There has been increasing redevelopment in the Villa Park and West Colfax neighborhoods and significant investment in infrastructure has occurred around the Knox RTD Light Rail station. This increase in the intensity of land use in the area has created additional need for higher intensity residential uses like those allowed in the U-RH-2.5 zone district. This changed and changing conditions make continued residential uses appropriate at this site.

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

The proposed U-RH-2.5 zone district is within the Urban Neighborhood Context. The neighborhood context generally consists of primarily single-unit and two-unit residential uses, and small-scale multi-unit residential uses and commercial areas are typically embedded in residential areas. The Urban Neighborhood Context consists of a regular pattern of block shapes surrounded by an orthogonal street grid, providing a pattern of pedestrian and vehicular connections and a consistent presence of alleys. Block sizes and shapes are consistent and include detached sidewalks, tree lawns, street and surface parking, and landscaping in the front setback. Residential buildings typically have consistent, moderate front setbacks, shallow side setbacks and consistent orientation. The Urban Neighborhood Context is characterized by low-scale buildings except for some mid-rise commercial and mixed-use structures, particularly at nodes or along arterial streets. There is a balance of pedestrian, bicycle and vehicle reliance with greater access to the multi-modal transportation system (DZC, Division 5.1). It is

appropriate to apply zoning within the Urban Neighborhood Context at this location due to the adopted plan vision described earlier as well as the existing context. The proposed rezoning to U-RH-2.5 will enable development that is consistent with the neighborhood context description.

According to DZC 5.2.2.1.A, the general purpose of the Residential zone districts is to promote and protect residential neighborhoods within the character of the Urban Neighborhood Context. The building form standards, design standards, and uses work together to promote desirable residential areas. Lot sizes are consistent within an area, and lot coverage is typically medium to high accommodating a consistent front and side yard. The standards of the two unit and row house districts promote existing and future patterns of lower scale multi-unit building forms that address the street in the same manner as an urban house building form. The regulations provide certainty to property owners, developers, and neighborhoods about the limits of what is allowed in a residentially zoned area. These regulations are also intended to reinforce desired development patterns in existing neighborhoods while accommodating reinvestment. The rezoning to U-RH-2.5 is consistent with the zone district general purpose and recognizes the existing residential context.

Specifically, U-RH-2.5 is a multi-unit district that allows up to a two and a half story rowhouse building form. It also allows the urban house, detached accessory dwelling unit, duplex, and tandem house building forms. The proposed zone district recognizes the subject site's existing condition, surrounding context, and plan guidance, fulfilling this specific intent statement.

Attachments

1. Application
2. Public Comments
3. Public Engagement Outline