



TO: Denver City Council
FROM: William Prince, Associate City Planner
DATE: September 4, 2025
RE: Official Zoning Map Amendment Application #2025i-00012

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends that City Council **approve** application 2025i-00012.

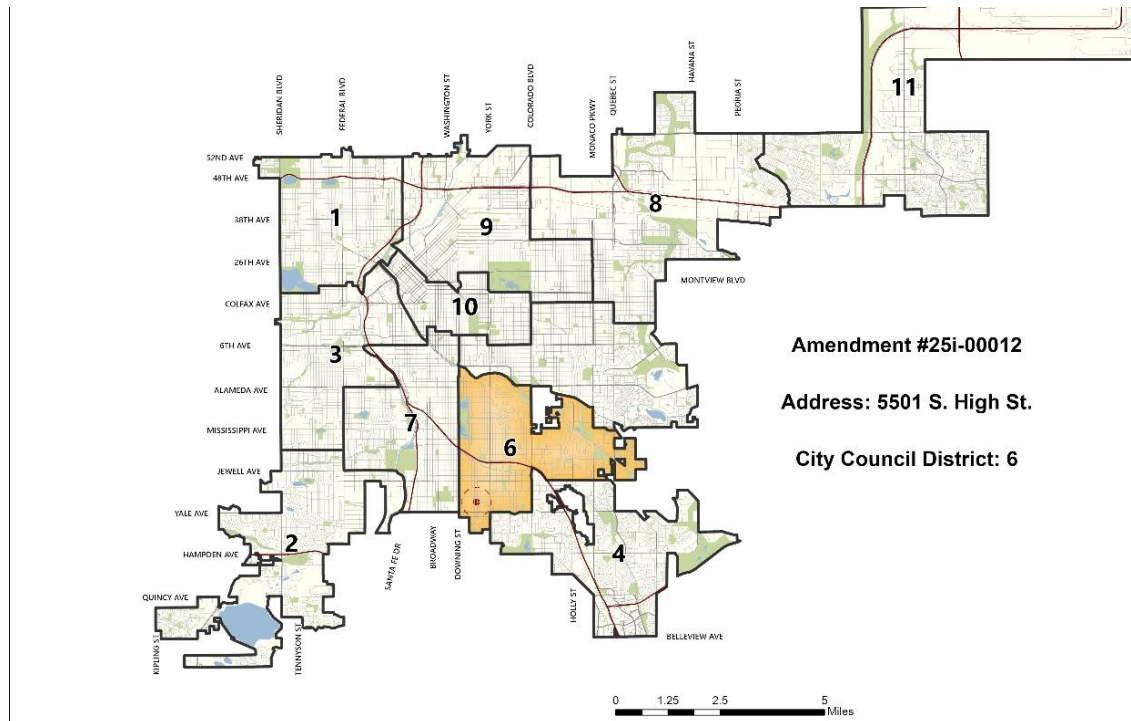
Request for Rezoning

Address:	2501 South High Street
Neighborhood/Council District:	University/ Council District 6 – Councilmember Paul Kashmann
RNOs:	Inter-Neighborhood Cooperation (INC), University Neighbors Neighborhood Association (UNNA)
Area of Properties:	6,250 + 6,250 = 12,500 square feet or .21 acres
Current Zoning:	E-SU-Dx
Proposed Zoning:	E-TU-C
Property Owner(s):	Paul Hoffman and The Patricia Anne Hoffman Trust
Property Representative:	Stephen Stein

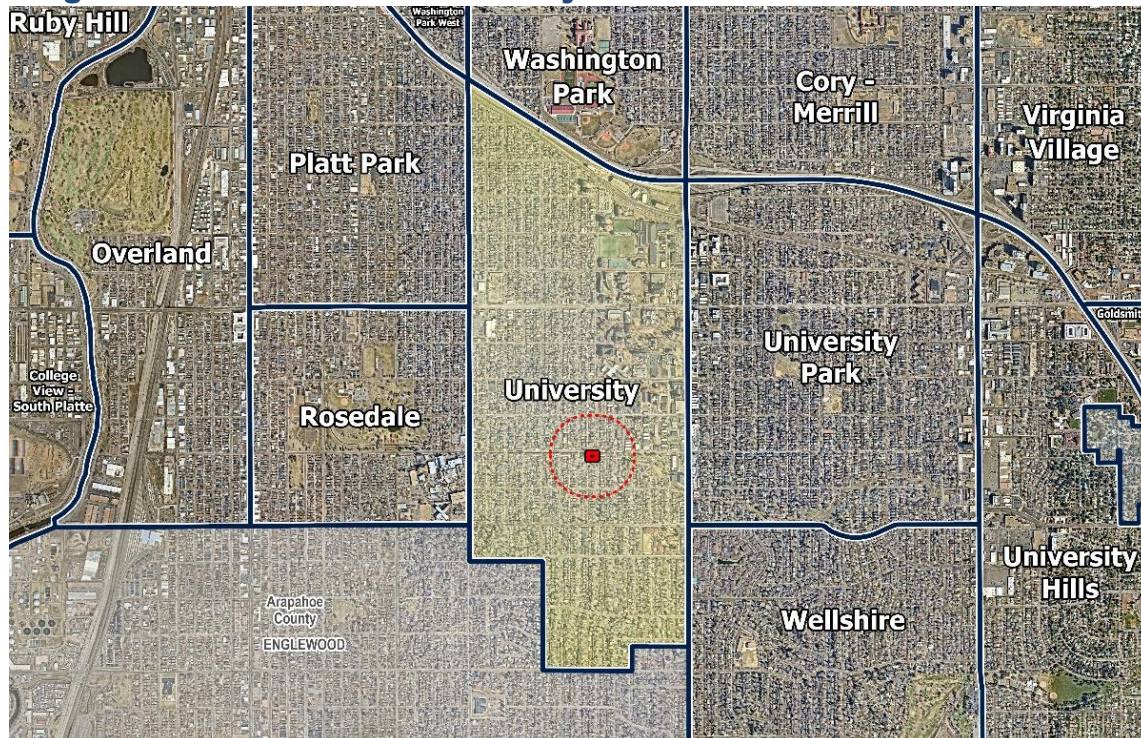
Summary of Rezoning Request

- The property owners are proposing to rezone 2501 South High Street from E-SU-Dx to E-TU-C.
- The subject site is located in the University statistical neighborhood located at the southwestern corner of the intersection of High Street and the Harvard Gulch. The property includes two parcels, one with a single unit house and the other parcel is a vacant site, currently used as an extension of the yard.
- The proposed **E-TU-C, Urban Edge-Two Unit-C**, zone district allows up to two units on minimum zone lot area of 5,500 square feet. This zone district allows the urban house, detached accessory dwelling unit, duplex and tandem house building forms. This zone district is intended for use in the Urban Edge Neighborhood Context which primarily consists of single-unit and two-unit residential areas located along local and residential arterial streets. Small-scale multi-unit residential uses and commercial areas are typically embedded in these types of residential areas.

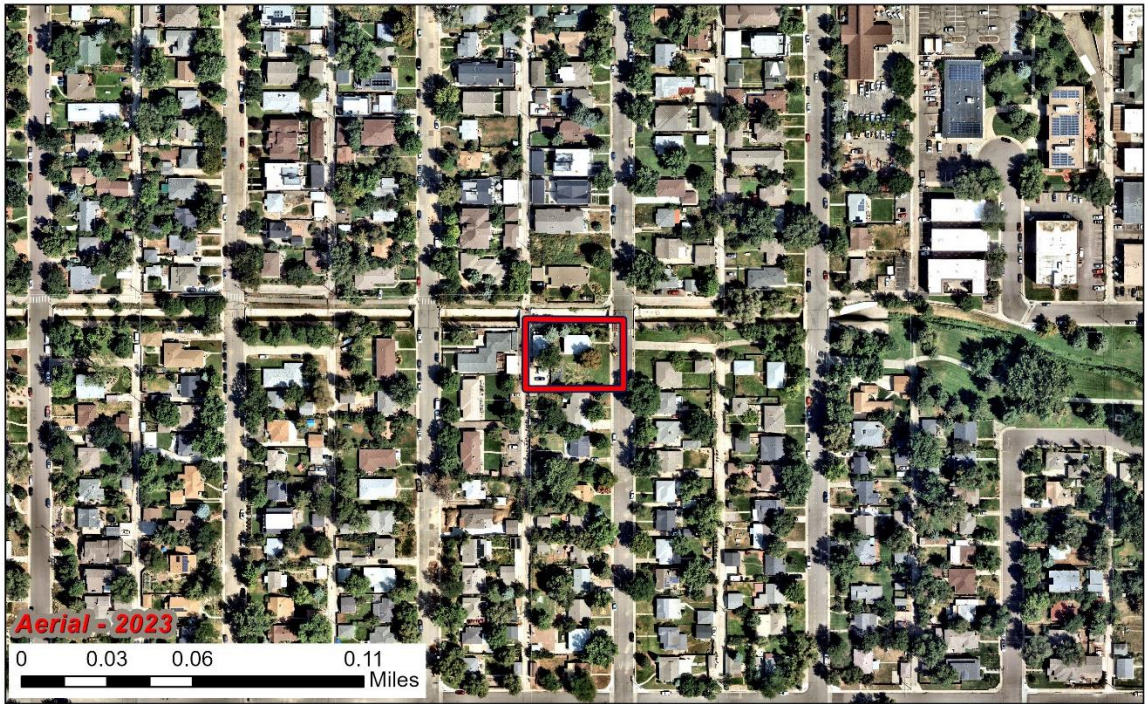
City Location



Neighborhood Location – University



Existing Context



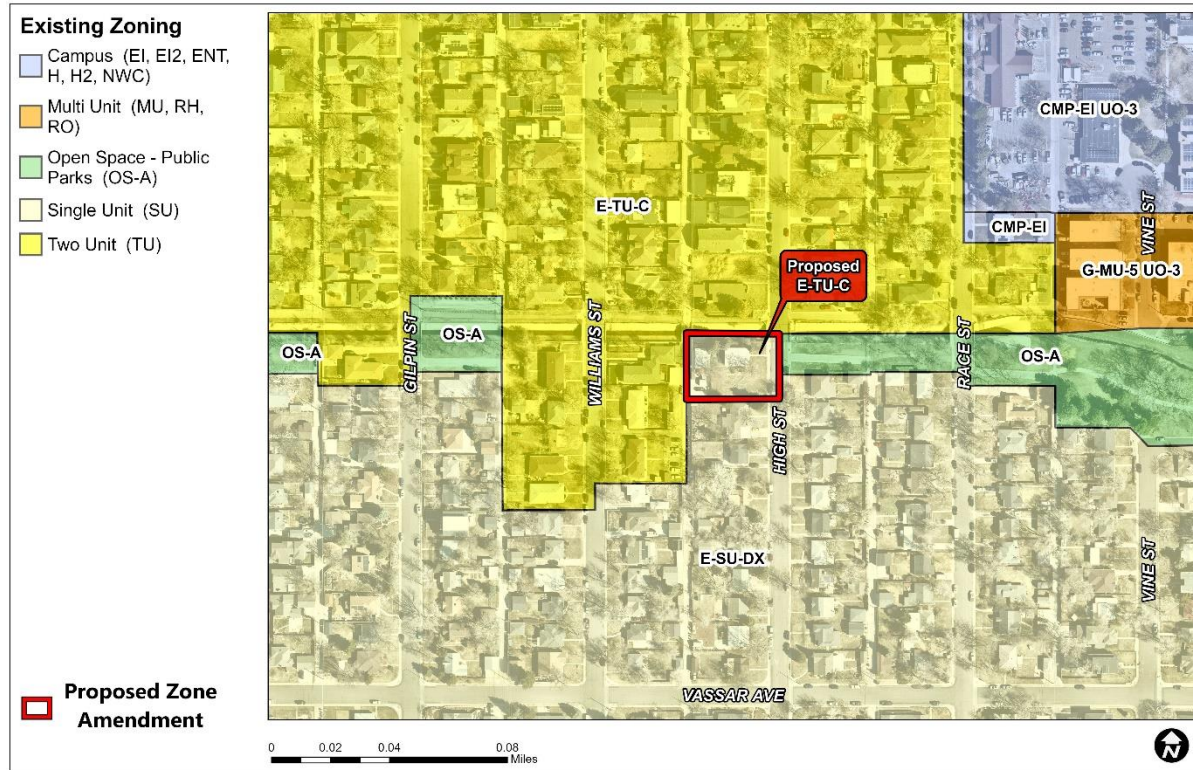
The subject property is located within the University neighborhood, at the intersection of South High Street and the Harvard Gulch. The property is located on High Street between East Wesley Avenue (to the North) and East Vassar Avenue (to the South). The area is characterized by mostly single unit residences and some nearby two-unit residences. The Harvard Gulch and Harvard Gulch Trail abuts the property with connections to DeBoer Park, one block to the east of the subject property. The site is 0.1 mile southwest of the University of Denver. The subject property is located between two north-south RTD frequent bus routes, 12 (along S. Downing Street) and 24 (along S. University 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
Subject Property	E-SU-Dx	Single-Unit Residential	1-story single-unit frame and stone house, with an extended yard	The area is served by a mostly typical street grid and block pattern. The block is broken up by the Harvard Gulch and Trail. Building setbacks are similar and
North	E-TU-C	Residential	1-story single-unit frame and stone house with fencing	
South	E-SU-Dx	Single-Unit Residential	1-story single-unit frame house with front driveway	

	Existing Zoning	Existing Land Use	Existing Building Form/Scale	Existing Block, Lot, Street Pattern
East	OS-A/E-SU-Dx	Open Space/Residential	Trail/1-story single-unit frame house	some driveways with garages exists.
West	E-TU-C	Two-Unit Residential	1-story brick duplex with front yard and fencing	

Existing Zoning



The existing zoning for the subject property is E-SU-Dx. E-SU-Dx is a single-unit district allowing suburban houses, urban houses, and detached accessory dwelling units on minimum zone lot of 6,000 square feet (DZC Section 4.2.2.2). The subject property is directly next to E-TU-C and OS-A.

Existing Land Use Map



The subject property is split between single-unit residential and vacant (extended yard). Most of the surrounding properties are also single-unit residential. Two-unit residential properties are also present with most located across the alley to the west and north of the gulch from the subject property. Directly across the street and continuing east is open space associated with the Harvard Gulch and DeBour Park.

Existing Building Form and Scale (all images via Google Maps)

Subject Property – 2501 South High Street, looking west.



North – View of the property to the north of subject property and gulch, looking west.



South – View of the property to the south of subject, looking west.



East – Property to the east of the subject property, looking east.



West – View of the property from west on South William Street, looking east.



Proposed Zoning

The applicant is requesting to rezone to E-TU-C, which allows up to two units on a minimum zone lot area of 5,500 square feet. Allowed building forms include the Urban House, Detached Accessory Dwelling Unit, Duplex and Tandem House building forms. The building form standards, design standards, and uses work together to promote desirable residential areas. The standards of the two-unit district 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. These regulations are also intended to reinforce desired development patterns in existing neighborhoods while accommodating reinvestment. More details of the proposed zone district can be found in Article 4 of the Denver Zoning Code.

Further details of the proposed zone district can be found in Article 4 of the Denver Zoning Code (DZC). The primary building forms allowed and design standards in the existing zone district and the proposed zone district are summarized below:

Design Standards	E-SU-Dx (Existing)	E-TU-C (Proposed)
Primary Building Forms Allowed	Suburban House, Urban House	Urban House, Duplex, Tandem House
Maximum Height in Stories/Feet, Front 65% of Zone Lot	2.5 stories / 30-35 feet	2.5 stories / 30-35 feet*
Maximum Height in Stories/Feet, Rear 35% of Zone Lot	1 story / 17-19 feet	1 story / 17-19 feet**
DADU Maximum Heights in Stories / Feet	1-2 stories/17-24 feet	2 stories/24 feet
Zone Lot Size (Min.)	6,000 square feet	5,500 square feet
Minimum Zone Lot Width (Min.)	50 feet	50 feet
Primary Street Block Sensitive Setback Required / If not	Yes / 20 feet	Yes / 20 feet
Side Street Setback (Min.)	5 feet	5 feet
Side Interior Setback (Min.)	5 feet	5 feet
Rear Alley / No Alley	12 feet / 20 feet	12 feet / 20 feet
DADU rear setback	5 feet	5 feet

Design Standards	E-SU-Dx (Existing)	E-TU-C (Proposed)
Building Coverage per Zone Lot including all accessory structures (Max.), not including exceptions	45%	45%
Detached Accessory Building Forms Allowed	Detached Garage, Other Detached Accessory Structures	Detached Accessory Dwelling Unit, Detached Garage, Other Detached Accessory Structures

*1' for every 5' increase in Zone Lot width over 50' up to a maximum height of 35'

** 1' for every 3' increase in side setback up to a maximum height of 19'

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 Comment.

Denver Public Schools: Approved – No Response.

Development Services - Fire: Approved - See Comments Below

Subsequent hydrants may be required, if new construction is proposed for this zone lot.

Development Services – Project Coordination: Approve Rezoning Only - Will require additional information at Site Plan Review. Future development will need to comply with the DZC (and other codes) in place at the time of project approvals.

- If the project on the zone lot will contain three or more residential units, a Site Development Plan will be needed. The SDP process requires a Concept Plan review prior to formal SDP submittal.
- If the project will only contain two units or less on the zone lot, then the project will submit for Building / Zoning permits through the Residential review team.
- It is recommended to confirm the zone lot boundaries as they may not be the same as the tax assessor boundaries. Zone Lot verification can be requested here and is a pretty simple process: <https://www.denvergov.org/Government/Agencies-Departments-Offices/Agencies-Departments-Offices-Directory/Community-Planning-and-Development/Plan-Review-Permits-and-Inspections/Zoning-Permits/Zoning-Research-Letters>
- The zone lot boundary is the basis of the development right.

Development Services - Transportation: Approved – No Response.

Development Services – Wastewater: Approved – No Response.

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:	05.14.2025
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:	07.01.2025
Planning Board Public Hearing: <i>Recommendation of Approval</i>	07.16.2025
CPD written notice of the City Council Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten working days before the meeting:	07.17.2025
Community Planning & Housing Committee of the City Council:	07.29.2025
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:	08.18.2025
City Council Public Hearing:	09.08.2025

Public Outreach

As described in the application, the applicant conducted outreach to adjacent neighbors, including canvassing and mailing letters.

Registered Neighborhood Organizations (RNOs)

To date, staff has received no comment letters from Registered Neighborhood Organizations

Other Public Comment

To date, staff has received 5 letters from nearby neighbors via that application stating their support for the application and that it fits the character of the neighborhood nearby.

Criteria for Review / Staff Evaluation

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

DZC Section 12.4.10.7

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 property:

- *Denver Comprehensive Plan 2040*
- *Blueprint Denver (2019)*

Denver Comprehensive Plan 2040

The proposed rezoning is consistent with many of the adopted *Denver Comprehensive Plan 2040* strategies, including:

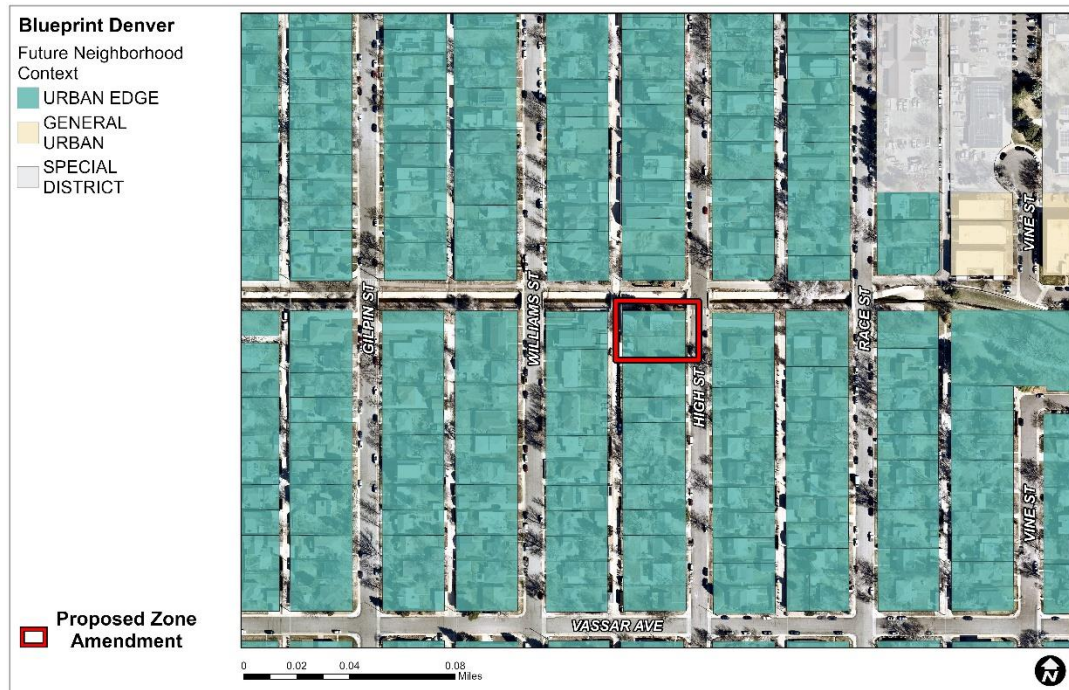
- Equitable, Affordable, and Inclusive Goal 1: Ensure all Denver residents have safe, convenient and affordable access to basic services and a variety of amenities.
 - Strategy A: Increase development of housing units close to transit and mixed-use development (p.28).
- Equitable, Affordable and Inclusive Goal 2: Build housing as a continuum to serve residents across a range of incomes, ages and needs.
 - Strategy A: Create a greater mix of housing options in every neighborhood for all individuals and families (p. 28).
- Strong and Authentic Neighborhoods Goal 1: Create a city of complete neighborhoods.
 - Strategy D: Encourage quality infill development that is consistent with the surrounding neighborhood and offers opportunities for increased amenities (p. 34).
- Environmentally Resilient Goal 8: Clean our soils, conserve land and grow responsibly.
 - Strategy A: Promote infill development where infrastructure and services are already in place (p. 54).

The proposed map amendment will allow for additional housing units and types where infrastructure and services such as water, stormwater, and streets already exist. E-TU-C allows for various housing types and adds additional housing units beyond the existing zoning to this mostly single-family neighborhood. Because it implements the strategies cited above, the rezoning is consistent with *Comprehensive Plan 2040*.

Blueprint Denver (2019)

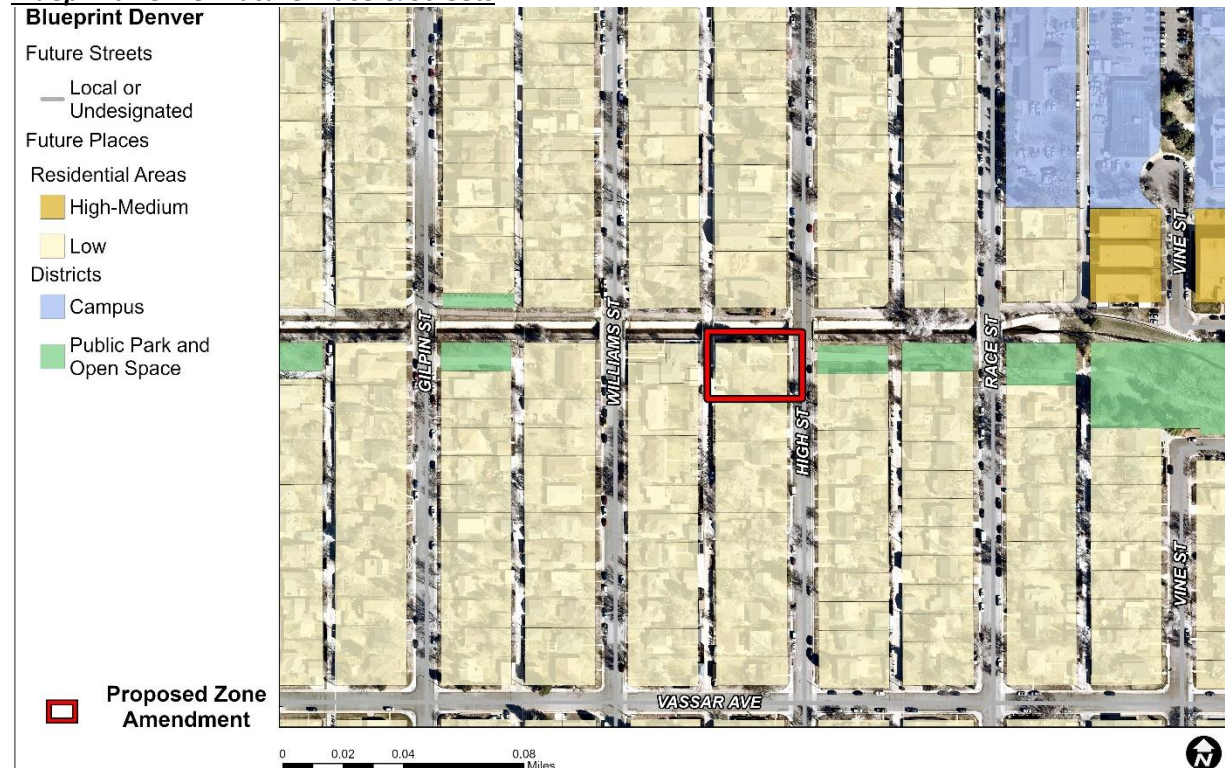
Blueprint Denver was adopted in 2019 as a supplement to *Comprehensive Plan 2040* and establishes an integrated framework for the city's land use and transportation decisions. *Blueprint Denver* identifies the subject property as part of a Low Residential future place within the Urban Edge context and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

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 Urban Edge neighborhood context which “contains many single- and two-unit residential areas. Commercial and mixed-use development tends to be found along the main corridors bordering traditional residential areas, with some larger center development.” (p. 206). The proposed E-TU-C zone district is intended “to promote and protect residential neighborhoods within the character of the Urban Edge Neighborhood Context...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.” (DZC Section 4.2.2.1). As the rezoning would allow a two-unit district and building forms that would address the street similar to the Urban House building form, the proposed district is appropriate and consistent with the *Blueprint Denver* context description.

Blueprint Denver Future Place & Streets



The subject site is designated within a Low Residential future place on the *Blueprint Denver* Future Place Type 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. 214). Additional guidance is provided for Low Residential when a “request is made to change the zoning to allow two-unit uses, the appropriateness of the request depends upon adopted small area plan guidance, neighborhood input, and existing zoning patterns¹. A departure from the established zoning pattern may be appropriate if the intent is to set a new pattern for the area, as expressed by an adopted small area plan or significant neighborhood input” (p. 215).

In this case, there is no adopted small area plan. The applicant conducted outreach to surrounding neighbors, and staff has received positive neighborhood input showing general support to the rezoning proposal as discussed in the public process section earlier in the staff report. In addition, the zoning surrounding the property to the north and west consistently allows for duplexes, and the zoning to the east allows for public open space. The guidance is specifically looking to “existing zoning patterns” and the proposed E-TU-C district is consistent with the specific *Blueprint Denver* guidance on rezoning for two-unit uses in Low Residential areas.

¹ See page 4 of this staff report for Existing Zoning Map

Blueprint Denver Street Types

Blueprint Denver classifies South High Street as local or undesignated streets. Local streets “are designed for the highest degree of property access” (p. 154) and “can vary in their land uses and are found in all neighborhood contexts. They are most often characterized by residential uses” (p. 160).

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 E-TU-C zone district is appropriate in this growth area as it will minimally contribute to development intensity in the neighborhood while maintaining the area’s primarily residential character. Therefore, the proposed rezoning is consistent with the *Blueprint Denver* growth strategy.

Additional Blueprint Denver Strategies

This rezoning will also advance additional *Blueprint Denver* related to climate and equity. This small-scale rezoning supports elements of Land Use & Built Form: Housing Policy 02, “Diversify housing options by exploring opportunities to integrate missing middle housing into low and low-medium residential areas (p. 82),” by improving access to the supply of diverse housing options.

This rezoning supports the city's goals to reduce climate impacts by enabling additional housing where infrastructure already exists. Additionally, transportation options are available nearby. These areas are less auto-dependent, which can reduce greenhouse gas emissions from transportation. This energy efficiency will advance Denver's goals to reduce greenhouse gas emissions from buildings, which contribute to a warming climate.

2. Public Interest

The proposed official map amendment furthers the public interest through implementation of the city's adopted land use plan. The proposed rezoning will further the public interest by allowing for additional housing options and units in an area with access to amenities.

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

The requested E-TU-C zone district is within the Urban Edge Neighborhood Context, defined by the Denver Zoning Code as, "primarily single-unit and two-unit residential uses...Single and two-unit residential uses are primarily located along local and residential arterial streets." (DZC Section 4.1.1). The rezoning is consistent with this description as it will allow a two-unit zone district adjacent to a residential collector street where it is compatible with the general character of the neighborhood context.

It is also consistent with the general purpose of residential districts in this context as it will, "promote and protect residential neighborhoods" where "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." (DZC Section 4.2.2.1).

Furthermore, the rezoning is consistent with the specific intent of the E-TU-C zone district, which "allows up to two units on a minimum zone lot area of 5,500 square feet. Allowed building forms are the Urban House, Detached Accessory Dwelling Unit, Duplex and Tandem House building forms" (DZC Section 4.2.2.2.J) which would address the street similar to existing single- and multi-unit homes existing in the area.

Therefore, rezoning this site to E-TU-C is consistent with the neighborhood context description, zone district purpose and intent statements

Attachments

1. Application