



TO: Denver City Council Community Planning and Housing Committee
FROM: Matthew Bossler, Senior City Planner – Urban Design
DATE: August 14, 2025
RE: Official Zoning Map Amendment Application #2025I-00040

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends **approval for Application #2025I-00040**.

Request for Rezoning

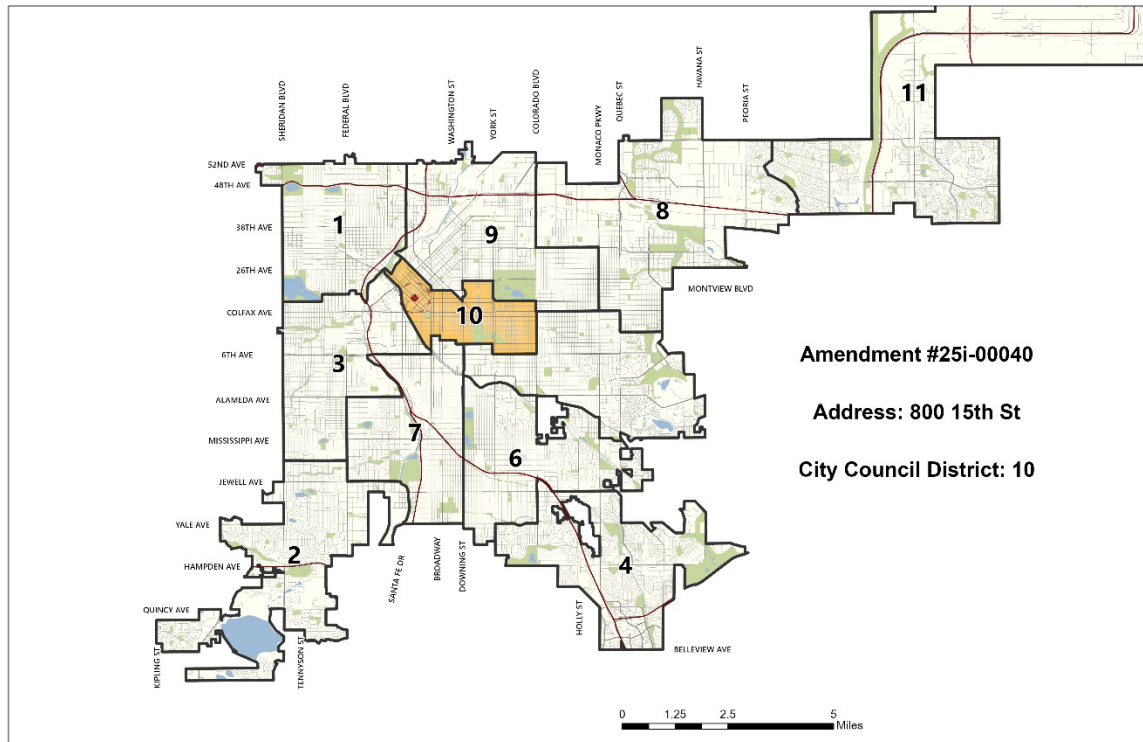
Address:	800 15 th Street
Neighborhood/Council District:	Central Business District Council District 10 – Chris Hinds
RNOs:	Downtown Denver Business Improvement District, Inter-Neighborhood Cooperation (INC), Upper Downtown Neighborhood Association
Area of Property:	12,500 sf or 0.29 acres
Current Zoning:	D-C, UO-1
Proposed Zoning:	D-TD, UO-1
Property Owner(s):	JBK Hotels LLC/ Jonathan Gandhi

Summary of Rezoning Request

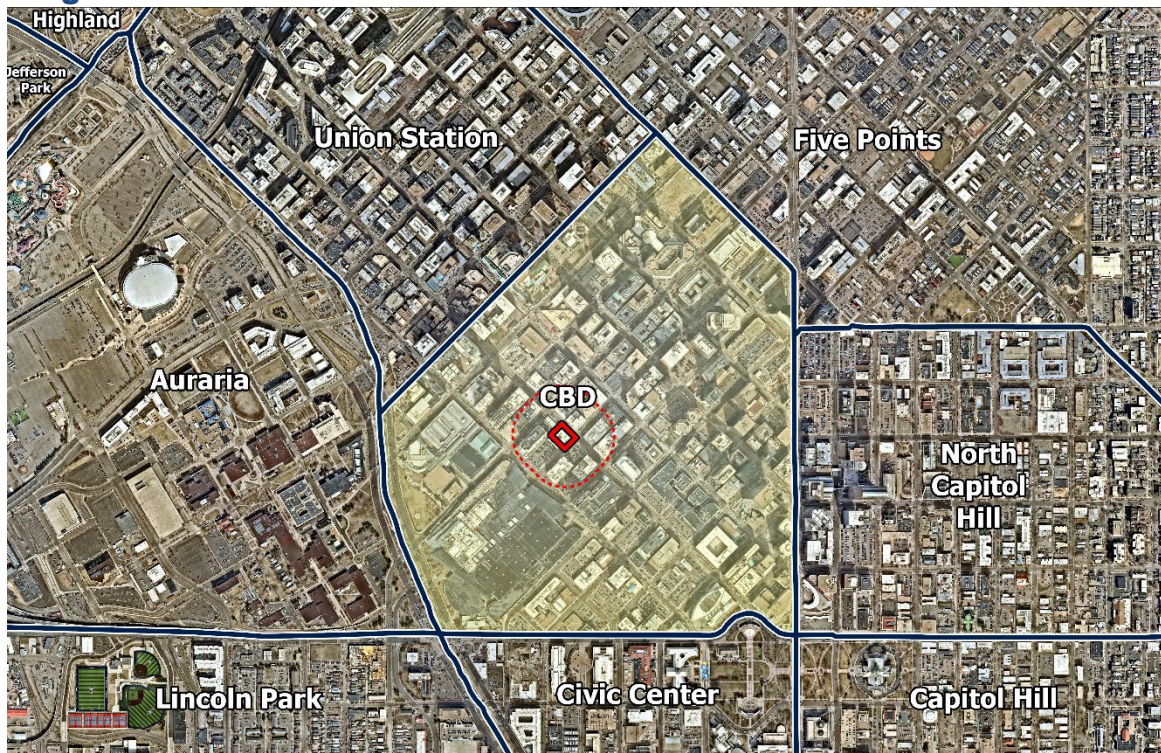
- The subject site is currently a hotel. The property owner is proposing to rezone the property to allow for large format sign installations that are permitted in the Denver Theater* District.
- The proposed D-TD, UO-1, Downtown, Theater-District zone district, with Use Overlay 1 (Adult Use Overlay) is intended for use in the Downtown Neighborhood Context, which is primarily characterized by mix of multi-unit residential, commercial, office, civic, institutional, and entertainment uses in large buildings containing one or more uses. Regulations on the height and form of buildings is identical to the current district. The D-TD zone district allows for large format sign installations, according to the Denver Theatre District Sign Plan. Flexibility in signage includes the size, type and location of signs, in exchange for a higher standard of design quality and mitigation of adverse impacts. Billboards, illuminated signs, and flashing signs are allowed. Further details of the requested zone district can be found in the proposed zone district section of the staff report (below) and in Article 8 of the Denver Zoning Code (DZC).

*Note that Denver’s adopted zoning uses the term “theater” while the existing Downtown Area Plan, associated district sign plan and managing organization use the term “theatre” as reflected in this staff report.

City Location



Neighborhood Location – Central Business District



1. Existing Context



The subject property is located in the middle of the Central Business District. This parcel, 800 15th Street, is located on the western corner of 15th Street and Stout Street.

This is one of the most transit-rich locations in the city. RTD Light Rail lines D, L, and H pass by the subject property along Stout Street in a SW to NE alignment (one way). These rail lines also pass along California Street in the other direction, with the Stout and California Street tracks acting as a couplet. RTD Bus Routes 0, 6, 8, 9, 10, 15, 15L, 19, 28, 32, 38, 44, 48, 52 run along 15th Street in a SE to NW alignment (one way). Collectively, these transit routes provide connections to transit hubs Union Station and Civic Center Station, and in many directions to other parts of the city.

The property is an 1/8 mile walk from the 16th and Stout Light Rail Transit station, roughly ¼ mile walk from the 16th and California station, and a ¼ mile walk from the Theatre District – Convention Center light rail station. Two bus stops for the NW-running direction of the afore-mentioned bus routes lie approximately 250 feet away. The bi-directional Mall Ride bus also lies roughly ¼ mile to the NE.

The following table summarizes the existing context proximate to the subject site:

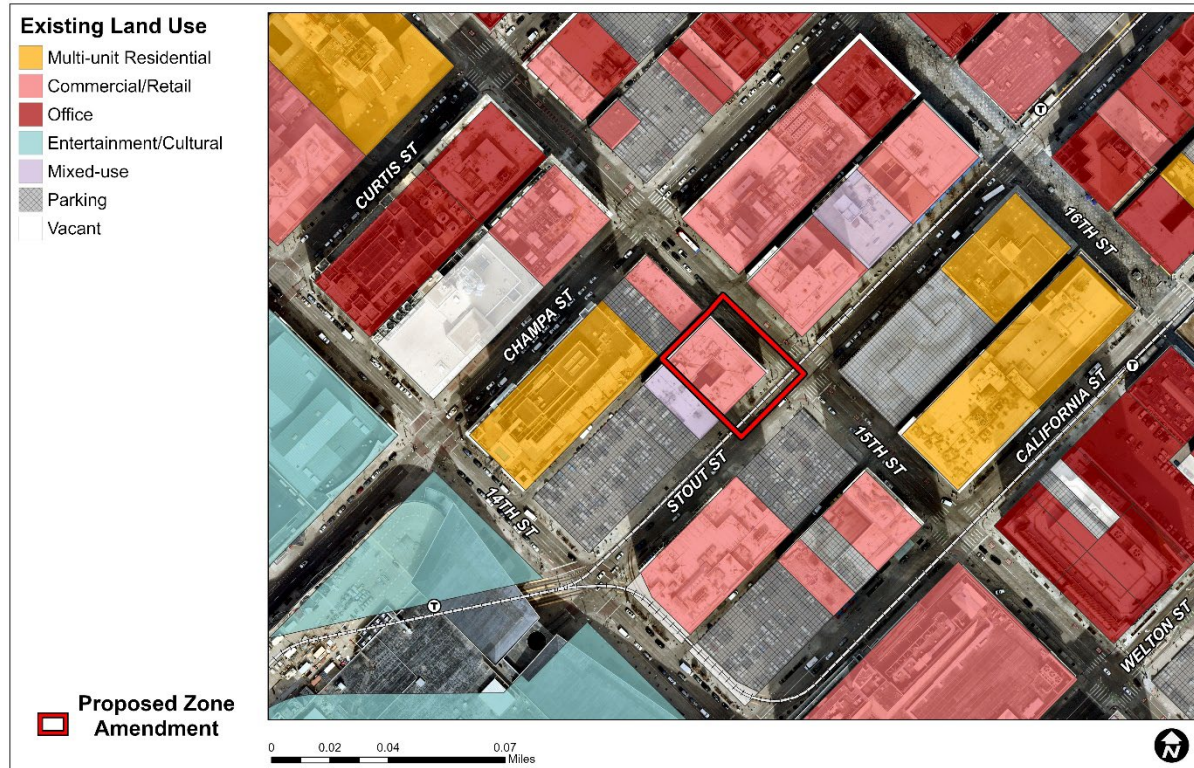
	Existing Zoning	Existing Land Use	Existing Building Form/Scale	Existing Block, Lot, Street Pattern
Site	D-C, UO-1	Commercial / Retail	800 15 th Street - 6 story mid-rise hotel building with contemporary cladding, street level lobby, lounge/café, and porte cochere. Pedestrian access on 15 th Street.	Generally regular grid of streets. Block sizes and shapes are consistent and rectangular. Detached sidewalks, amenity zones, or tree lawns. Existing alleys, sometimes vacated. Structured parking and on-street vehicle parking.
Northeast	D-C, UO-1	Commercial / Retail	20 story high-rise hotel building clad with contemporary materials with street level lobby and amenities, beneath 4 stories of parking deck, and 15 stories of hotel rooms above. Pedestrian access is along both 15 th Street and Stout Street.	
Southeast	D-C, UO-1	Surface Parking Lot	Surface Parking Lot	
Southwest	D-C, UO-1	Mixed Use	3 story mixed-use building with traditional architectural facade, street level cabaret and pedestrian access on Stout Street.	
Northwest	D-TD, UO-1	Commercial / Retail	2 story modestly-clad commercial shopfront building with pedestrian access along 15 th Street and Champa Street	

2. Existing Zoning

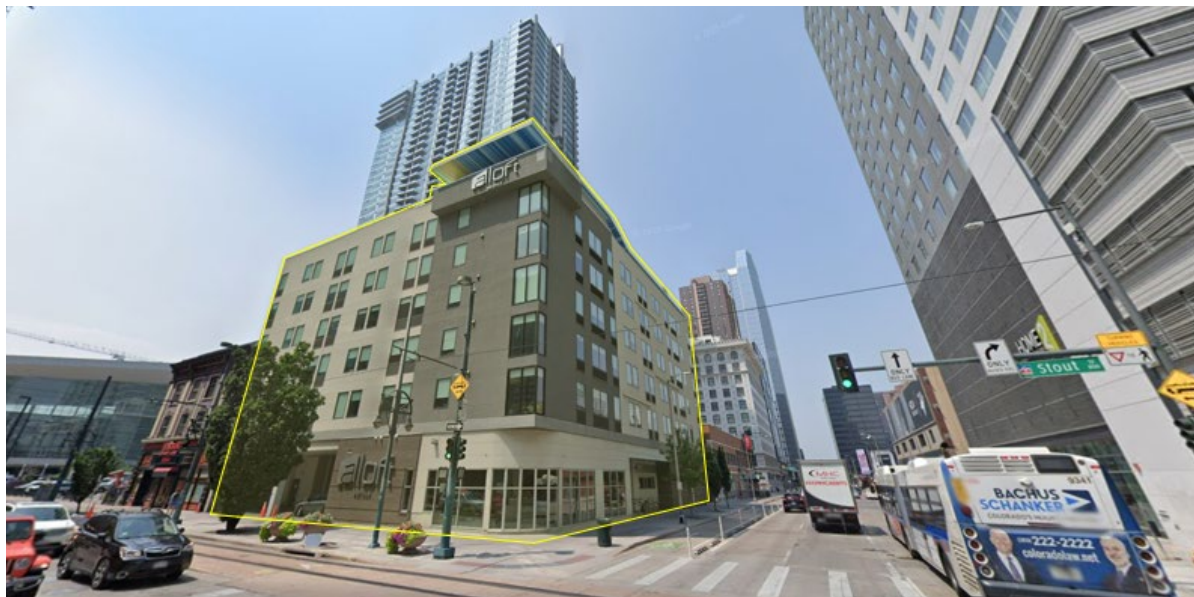


The existing zoning on the subject property is D-C (Downtown Core). Height and form of buildings is generally limited by a floor-area ratio (FAR) base of 10.0, unless the property is eligible for one or more floor area premiums, which increase the FAR. In addition, height and form of buildings are limited by the requirements of a Sunlight Preservation Area. D-C is not regulated by building forms like most other DZC zone districts.

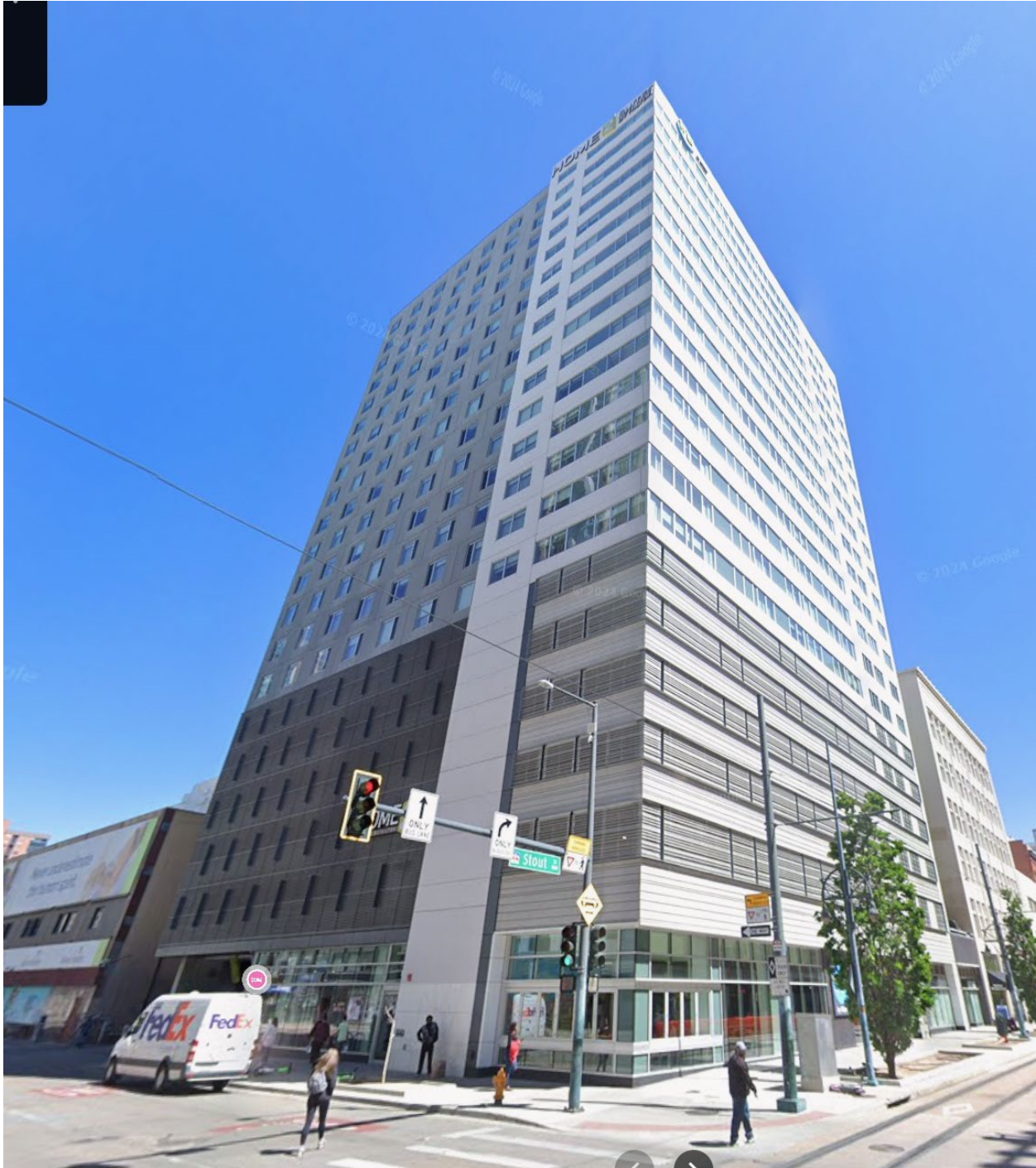
3. Existing Land Use Map



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



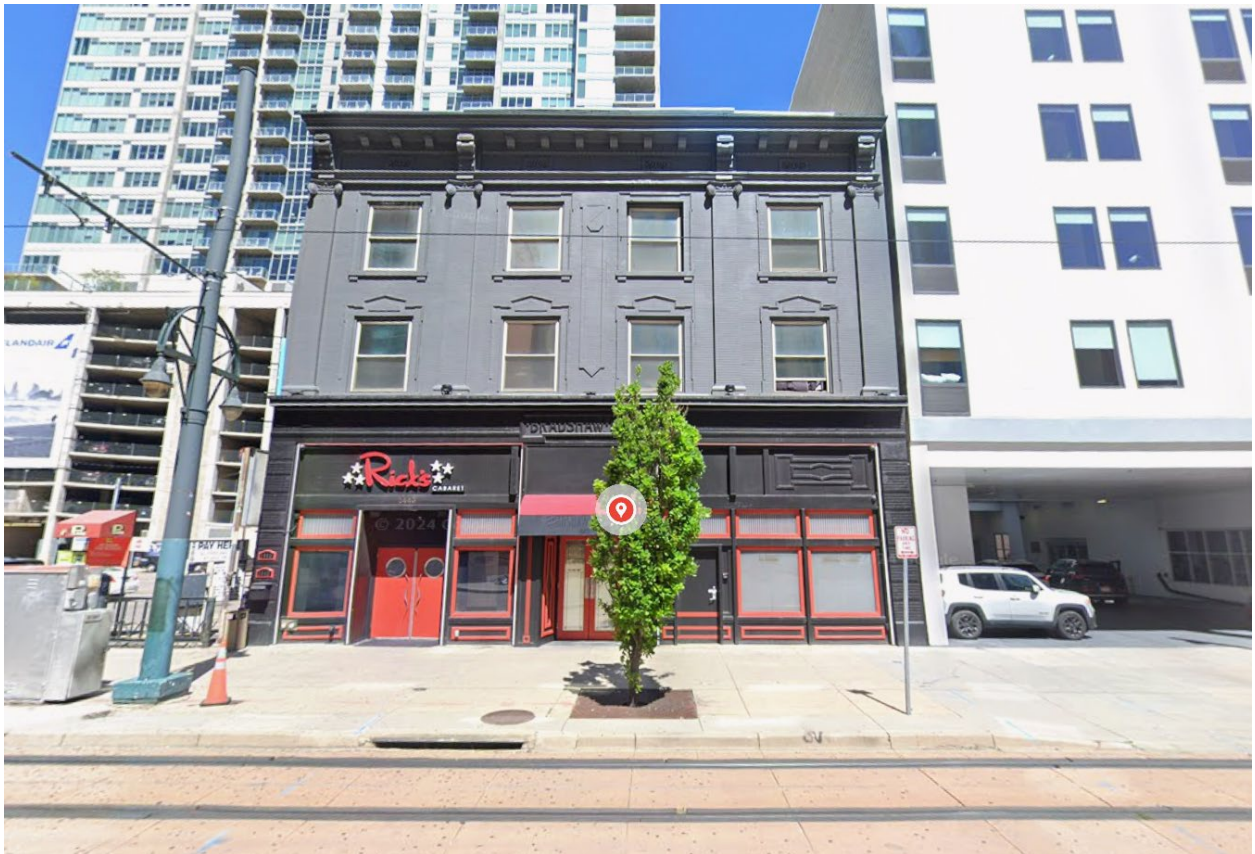
Subject Site (800 15th Street) - View of the subject property, looking West (from intersection of 15th St. and Stout St.)



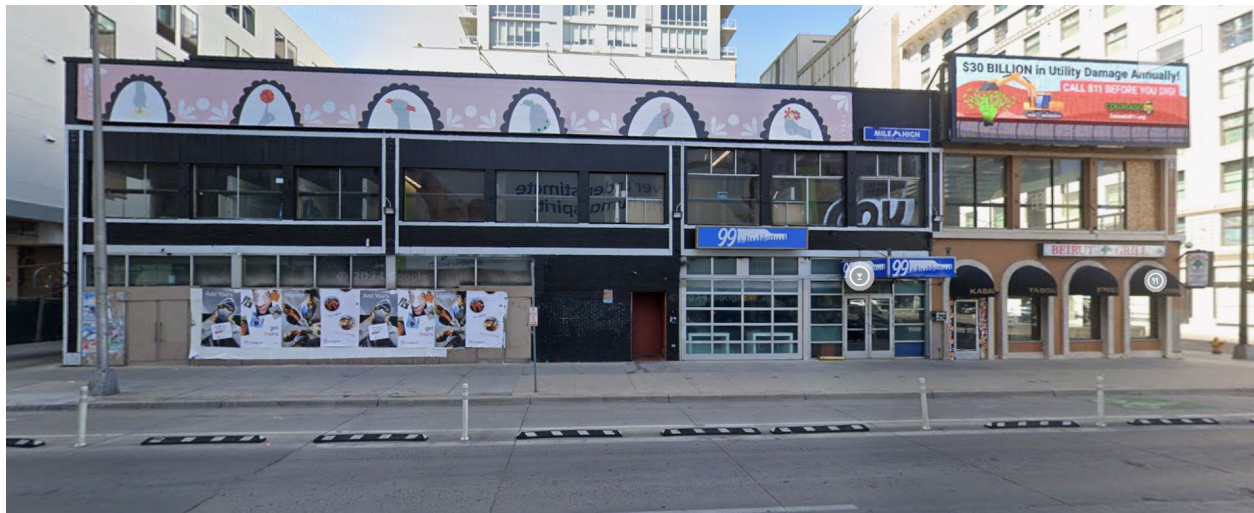
Northeast - View of the property to the Northeast of the subject property, looking North from the intersection of 15th Street and Stout Street.



Southeast - View of the property to the Southeast of the subject property, looking Southeast (from Stout Street and subject property)



Southwest – View of the property to the Southwest of the subject site, looking Northwest on 15th Street



Northwest - View of property to the Northwest of the subject property, looking Southwest from 15th Street

Proposed Zoning

The requested base zone district is D-TD (Downtown Theater District), is intended for a wide variety of uses, including employment, entertainment, and other higher intensity uses.

In this district (as well as the current D-C zone district), there are no building forms, like those found for most other districts in the Denver Zoning Code. However, maximum height is limited according to Sunlight Preservation Area requirements. In addition, the height and form of buildings is further regulated by a general Floor Area Ratio (FAR) of 10.0, that can be increased according to a stipulated table of premiums and transfers of undeveloped floor area from other sites, if certain conditions are met. This flexible scheme allows the form of buildings to accommodate a wide variety of building uses while also preserving sunlight along the street.

The proposed D-TD zone district (like the current D-C zone district) also requires open space on the ground or upper levels of the building for dwelling uses. In addition, 65% of the linear frontage of ground floors must be occupied by active uses along light rail lines, with parking garages held to a higher standard. Other design requirements include high transparency, build-to, sky exposure requirements to achieve pedestrian-friendly urbanism in the downtown environment.

D-TD, UO-1 zone district would allow for large format sign installations to be permitted, subject to the Denver Zoning Code and the Denver Theatre District Sign Plan. The types of signage that are permitted in the D-TD by the Denver Zoning Code include electronic signage, flashing signs, and “outdoor general advertising devices” (i.e. billboards), in addition to the other types of signs allowed elsewhere throughout Downtown.

All signs in the D-TD are subject to qualitative and quantitative provisions in the Denver Zoning Code Division 10.10, Signs and the Denver Theatre District Sign Plan. Many of these provisions are intended to mitigate impacts on surrounding land uses, with a concentration on residential. These include, for

example, a maximum bulb brightness for digital signage of 25 watts [DZC 10.10.14.2; interpreted by staff as 3 LED watts or 220-250 lumens]).

DZC Section 10.10.15, Sign Plan for D-TD, requires that additional sign allowances be further regulated by a District Sign Plan to ensure a “higher standard of design quality for signs” and to mitigate any possible adverse impacts of large format sign installations on surrounding uses.” The Denver Theatre District Sign Plan contains a finer level of detailed standards, intentional and limited locations on specific buildings, and review processes to realize those charges from this section of code. In addition, it requires that 15% of gross revenue generated by “off-premise advertising” (i.e. billboards) be paid to the DTD to support their provision of public performances, public art, capital improvements in the district, and marketing of the district.

If this rezoning is successful, the Denver Theatre District Sign Plan must also be amended to include the site. Such an amendment would specify what types of signs can be allowed on specific locations on the 800 15th Street building facades. These revisions would be made according to the review criteria stipulated in Section 10.10.15.12 Criteria for Review, which include general parameters for matters such as types of signs (e.g. fascia-mounted sign) allowed and not allowed and location. Specific to your residential impacts, it includes the following criteria:

Signs shall be oriented or illuminated so that they do not adversely affect existing nearby residential uses or structures. Examples of adverse effects may include but are not limited to glare from intense illumination, and large signs or support structures that visually dominate an area to the detriment of existing or proposed land uses.

The district sign plan also stipulates a process of design review of sign submittals by the Denver Theatre District, Inc. and city staff, according to specific criteria which again includes considerations such as architectural compatibility, design quality, and compatibility with nearby residential uses. This provides an additional review touchpoint for billboards beyond what is typical in other parts of the city that allow them.

Summary of City Agency Referral Comments

As part of the DZC review process, the rezoning application is referred to potentially affected city agencies and departments for comment. A summary of agency referral responses follows:

Assessor: Approved – No Response.

Asset Management: Approved – No Comments.

Denver Public Schools: Approved – No Response.

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

Development Services – Project Coordination: Approved – No Response.

Development Services - Transportation: Approved – No Response.

Development Services – Wastewater: Approved – No Response.

Parks and Recreation: Approved – No Response.

Department of Transportation & Infrastructure – City Surveyor: Approved – No Comments.

Public Health and Environment: Approved – No Comments.

Public Review Process

	Date
Receipt of Complete Application - CPD informational notice of receipt of the rezoning application to all affected members of City Council, registered neighborhood organizations, and property owners and tenants within 10 days of application deemed complete:	06/13/2025
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:	06/28/2025
<p>Planning Board Public Hearing:</p> <p>Planning Board recommended approval on a 7-2 vote. The discussion was centered around the off-site advertising allowance granted by D-TD and if signs should be considered high-quality urban design element and community benefit. Some Planning Board members commented that they hope the forthcoming Downtown Area Plan amendment will provide more guidance on goals for the Denver Theater District and where D-TD zoning is most appropriate. Some members also hope to see a proactive city-led rezoning in the future rather than applicant-led requests for individual properties to rezone to D-TD.</p>	08/06/2025
CPD written notice of the Community Planning and Housing Committee meeting sent to all affected members of City Council and registered neighborhood organizations, at least ten working days before the meeting (tentative):	08/05/2025
Community Planning and Housing Committee of the City Council:	08/19/2025
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:	09/15/2025 (tentative)
City Council Public Hearing:	10/06/2025 (tentative)

Public Outreach and Input

- **Since Application was Submitted:**
 - **Registered Neighborhood Organizations (RNOs)**
As of the date of this report, staff has not received any written comment from a RNO pertaining to this application.

However, the applicant received a letter of support from the Upper Downtown Neighborhood Association (UpDoNA), attached to the application.
 - **Public Comment**
As of the date of this report, no public comments have been received.

- **Public Outreach**

The applicant submitted evidence of outreach to the Downtown Denver Partnership. The Public Outreach summary also describes outreach with Councilmembers, the Colorado Convention Center, William Martinic (owner of neighboring property at 801 15th St), and Denver Theatre District, Inc.

Criteria for Review / Staff Evaluation

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

- Denver Comprehensive Plan 2040 (2019)
- Blueprint Denver (2019)
- Downtown Area Plan (2007)

Denver Comprehensive Plan 2040

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

- Strong and Authentic Neighborhoods Goal 2 – Enhance Denver’s neighborhoods through high-quality urban design (p. 34).
 - D. Use urban design to contribute to economic viability, public health, safety, environmental well-being, neighborhood culture, and quality of life.
- Healthy and Active Goal 1 - Create and enhance environments that support physical activity and healthy living.
- Economically Diverse and Vibrant, Goal 7 - Accelerate Denver’s economic vitality through arts, culture and creativity (p. 47)
- Economically Diverse and Vibrant, Goal 8 - Expand participation in arts and culture and ensure that arts and culture are accessible to all. (p. 48).

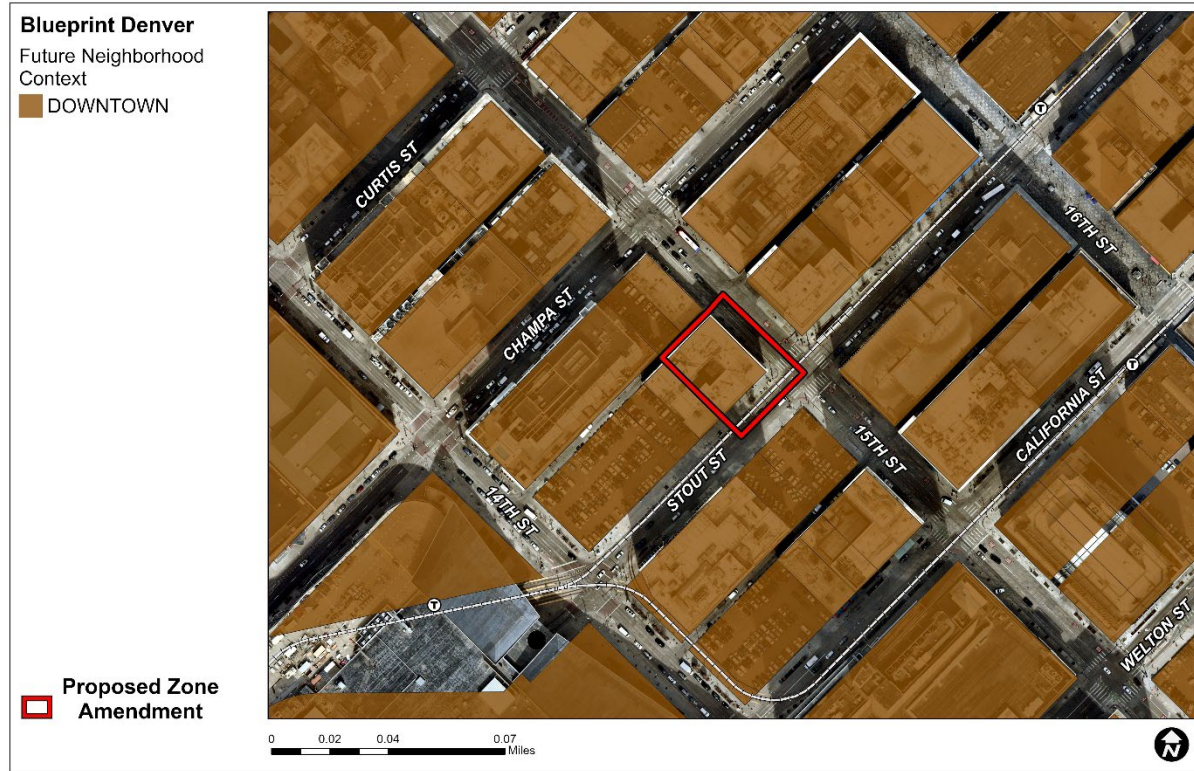
D-TD allows for flexibility in large-format signage, including digital signage and off-site advertising, within further design conditions stipulated in the Denver Theatre District Sign Plan. Such signage can contribute to the vibrancy, visual interest, and public safety of the district experience, attracting patrons to the district’s many theaters and other cultural arts venues, retailers, restaurants and bars, and hotels. Taken together, this concentration of digital signage contributes to a unique entertainment district experience by residents, workers, and visitors along the district’s streets.

In addition, 15% of gross revenue generated by off-site advertising is utilized by the Denver Theatre District for public performance, public art, capital improvements, and marketing, all for the public good. The impact of these public investments, such as the vibrant lighting of the clocktower, the blue trees art installation, and the digital display or various artwork on pedestrian level kiosks, significantly contributes to the district’s public reputation as a place to expect the unexpected.

Blueprint Denver

Blueprint Denver was adopted in 2019 as a supplement to *Comprehensive Plan 2040* and establishes an integrated framework for the city's land use and transportation decisions. *Blueprint Denver* identifies the subject property as part of a Regional Center future place within the Downtown neighborhood context and provides guidance on the future growth strategy for the city.

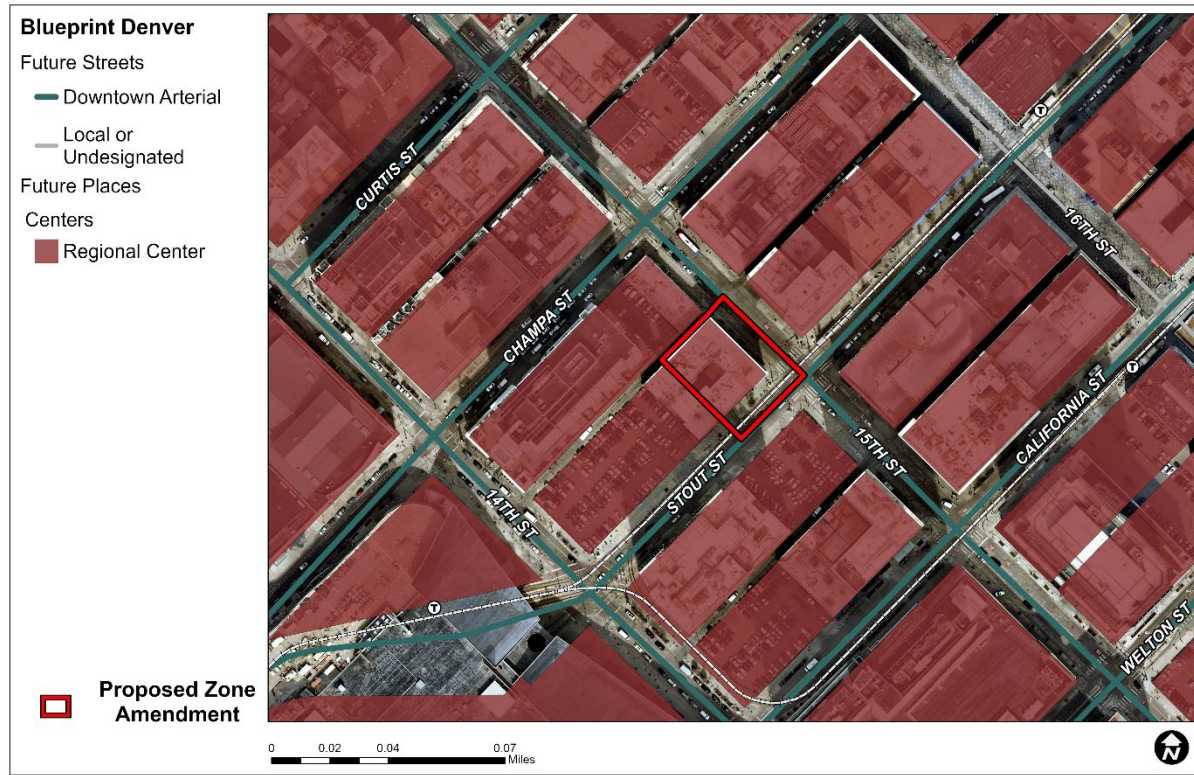
Blueprint Denver Future Neighborhood Context



In *Blueprint Denver*, future neighborhood contexts are used to help understand differences between land use, built form, and mobility at a high scale, between neighborhoods. The subject site is shown on the context map as the Downtown neighborhood context, the description of which is used to guide appropriate zone districts (p. 66). The Downtown neighborhood context is described as offering “greatest level of multimodal connectivity with the greatest access to high-capacity transit” as well as “the highest mix of uses in the city”. This context exhibits walkability due to a “regular grid of streets and availability of diverse transit options.” (p. 265).

D-TD is a zone district within the Downtown neighborhood context and is “specific to an area of the Central Business District associated with the Denver Performing Arts Center, and which specifically enables over-scale, lively, and dynamic billboards and signage to promote Denver’s preeminent entertainment district.” (DZC Section 8.2.2.2). The proposed D-TD zone district is consistent with the *Blueprint Denver* future neighborhood context of Downtown because it will promote the walkability, public safety, and the creative nature of this unique entertainment district.

Blueprint Denver Future Place



The subject site is designated within a Regional Center future place on the *Blueprint Denver* Future Places map. In this place “office, retail, eating and drinking establishments, commercial services and multi-unit residential uses are found mixed throughout.” In comparison to other areas of the city, this place offers the “widest customer draw of all places with a 24/7 live, work and play environment attractive to locals and visitors”. In addition, “structures should respond in form and mass to the streets and public spaces around them,” with a “high degree of urbanism paired with a strong pedestrian realm.” (p. 270).

D-TD is a zone district that allows for a wide variety of land uses within a flexible set of height and form standards for buildings that also ensures a reasonable baseline of urban characteristics as experienced from the adjacent streets. This is consistent with the Downtown future place description, and its mapping on this site.

Blueprint Denver Street Types

In *Blueprint Denver*, street types work together with the future place to evaluate the appropriateness of the intensity of the adjacent development (p. 67). *Blueprint Denver* classifies Stout Street and 15th Street as Downtown Arterial, in which “many trips in Denver start or end downtown, given its large regional draw.” As a result, these streets also have the “highest degree of pedestrian volume.” (p. 276) The proposed D-TD district is consistent with this description because of its pedestrian-friendly urban design standards and high diversity of allowed uses.

Blueprint Denver Growth Strategy



Blueprint Denver's growth strategy map is a version of the future places map, showing the aspiration for distributing future growth in Denver (p. 51). The subject property is part of the "Regional centers" growth area. These areas anticipate experiencing around 50% of new housing growth and 30% of new employment growth by 2040" (p. 51). This growth area is "vibrant" and "mixed-use," and is envisioned as "coordinat[ing] the development of transit supportive land uses" "to provide a variety of housing, jobs and entertainment options within a comfortable distance to all Denverites" (p. 49). The proposed map amendment to D-TD will allow greater flexibility in signage, which could bring additional vibrancy and entertainment to the block faces of the subject property and elsewhere throughout the district, which in turn can promote more rapid growth in employment and housing in the heart of the city. Therefore, rezoning to D-TD is consistent with the growth strategy.

Blueprint Denver Strategies

Blueprint Denver provides additional recommendations related to rezoning to D-TD.

- “Quality of Life Infrastructure” Policy 5: Ensure **attractive streets and outdoor spaces** in all centers and corridors, giving **priority to pedestrian spaces and amenities** (p. 121; bolded text added for emphasis).
 - Strategy B – “**Evaluate and revise rules for use of the right-of-way by** utilities, **advertisers** and telecommunications providers, **balancing aesthetics** and infrastructure necessities.”
 - Strategy C – “Identify **public safety improvements to streets**, including **appropriate levels of lighting**.”
 - Strategy D – “Prioritize **pedestrian relationships in design** such as building orientation, vehicular access points (minimize curb cuts) and **public wayfinding**.”
- “Quality of Life Infrastructure” Policy 10: “**Work with public and private partners to improve access** to shops, restaurants, **entertainment**, civic uses, services and a variety of daily needs for all Denver residents (p. 124; bolded text added for emphasis).
 - Strategy A – “**Prioritize street and trail improvements** and connections **leading to and through existing and future centers** and corridors.”

In this case, the requested rezoning to allow for flexible signage, much of which is illuminated elsewhere in the district, along with anticipated contributions to the Theatre District’s provision of public art, could significantly enhance public safety, district branding, and wayfinding. These positive impacts could occur by extending the “bright lights district” referred to in the Denver Theatre District Sign Plan to an important gateway intersection leading to the heart of the district, adding unique signs and public art serving as recognizable landmarks along vehicular lanes, transit routes, bike lanes, and sidewalks.

Climate

- **Land Use & Built Form Policy 08.** Promote environmentally responsible and resource-efficient practices for the design, construction and demolition of buildings.

Electricity will be used to power large format sign installations, which can contribute to carbon and other greenhouse gas emissions. *Blueprint Denver* describes that buildings account for one third of greenhouse gas emissions and recommends various strategies for reducing energy use. The Denver Theatre District Sign Plan describes that the Denver Theatre District has considered promoting Xcel’s alternative energy programs through the district’s signage and utilizing Light-Emitting Diodes (LED) to power signs with 85% less power. Efforts such as these would mitigate the impact of emissions.

Equity

The impact of this rezoning on the city’s equity goals is difficult to assess. *Blueprint Denver* states “Because the data available to measure the equity concepts is not available at the parcel-level scale, and they are intended to show patterns across large areas, they cannot be effectively applied to small-scale rezonings” (p. 67). However, smaller rezonings can still implement policies and strategies related to equity.

It is possible that this rezoning might improve access to opportunity by creating more equitable access to a greater number of jobs within the transit-served district. This might occur, since large format sign installations that might be permitted in the D-TD zone district could contribute to the district's unique character and brand identity, making it a more attractive area for additional performance venues and other commercial businesses.

Downtown Area Plan (2007)

The *Downtown Area Plan* was adopted in 2007, and contains goals to make Downtown Denver prosperous. An update to the *Downtown Area Plan* is currently underway but has not yet been formally adopted. Therefore, this staff report analyzes the currently adopted plan from 2007.

The following two strategies apply to this rezoning and are further described by the "policies, projects, and programs" that specifically align with the proposed rezoning. Bolded text is added for emphasis. These include:

- A1: The Downtown of the Rocky Mountain Region (p. 17)
 - "A1c. Create a **brand identity** that promotes Downtown as a place to live, work, play, visit and learn."
 - "A1e. Cultivate **arts and culture as key economic drivers**"
 - "Retain and **expand the clusters** of world-class arts, cultural, and performance facilities in Downtown."
- A2: Energizing the Commercial Core (p. 18)
 - A2d. Create **distinct identities along named streets** through physical improvements
 - **Visitor District along California**
 - **Theatre District along Curtis**
 - "Establishment of new destination districts is a key element of energizing the Commercial Core."
 - "Establishment of new destination districts is a key element of energizing the Commercial Core. The Theatre District with a **central axis along Curtis Street** that **connects the 16th Street Mall, Denver Performing Arts Complex** and Auraria, will have **enhanced signage, venues for outdoor cultural events, and arts-related commercial activities**.
 - "The Visitor District...will contain a **mix of authentic and unique urban retail** that serves both locals and visitors"

The subject property is located on the Northwest edge of "Visitor District" focus area, where it abuts the "Theatre District" focus area in the alley between Stout and Champa St. Extending the line separating the two districts a half block to the Southeast through the proposed rezoning in order to include the subject property in the D-TD is consistent with the text of the plan strategies and recommendations.

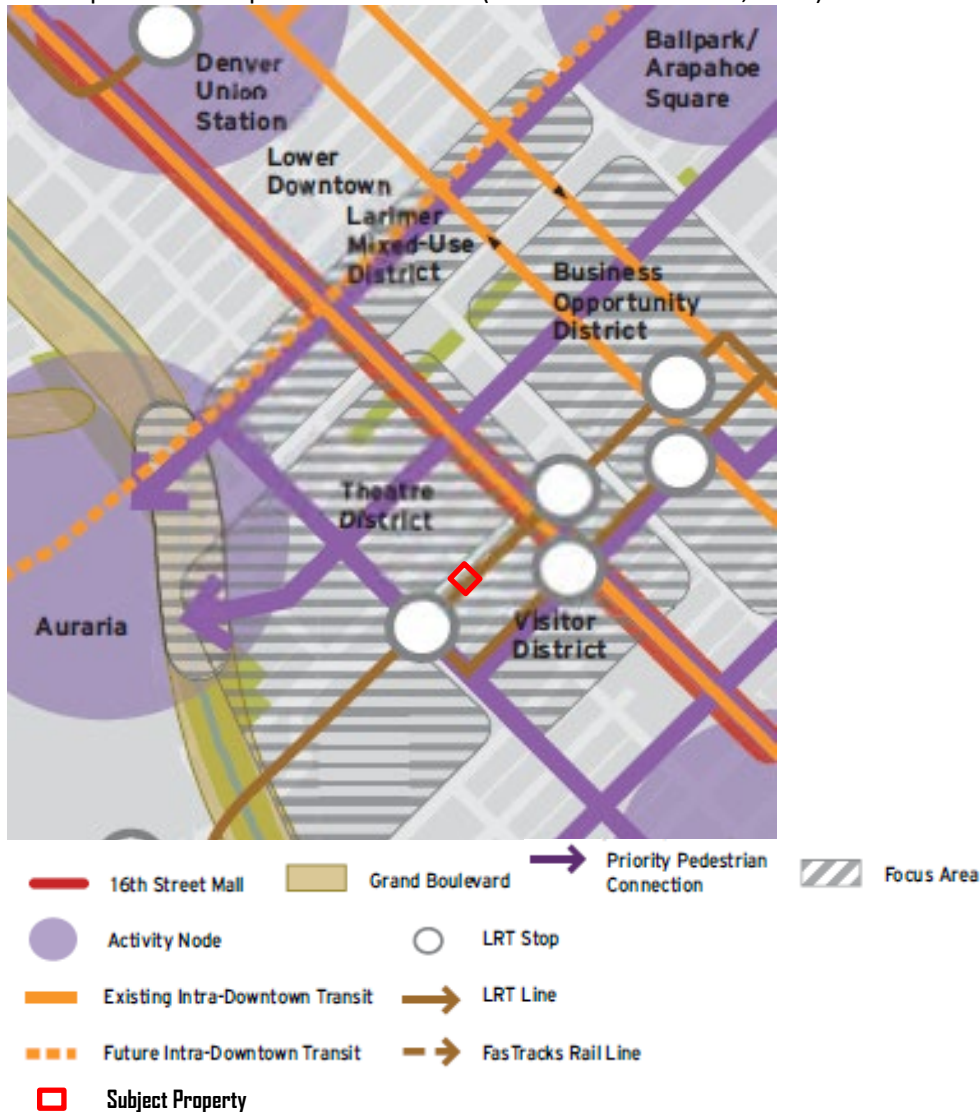
In addition, large format sign installations on the subject property can serve as a recognizable gateway element prominently announcing arrival to the district as one travels northwest along 15th Street and along Stout Street.

- A4: Clean and Safe (p. 20)
 - "A4d. Install more uniform and consistent **lighting of sidewalks, parks and open spaces**"

- B1: An Outstanding Pedestrian Environment (p. 22)
 - “B1a. Designate Downtown as a “pedestrian priority zone” incorporating universal access standards, Complete Streets policies, which insure safe and convenient access for all transportation modes, and **priority to capital investments in pedestrian-oriented improvements in the public right of way**”
- D1: District Evolution
 - “D1a. Use features such as **transit stations**, changes in the grid, **terminating vistas**, grand boulevards, character of existing buildings, and relationships to adjacent districts and neighborhoods to influence district form including the **intensity of development**, height of buildings, **ground floor activity**, and mix of uses. **Enact zoning** and design guidelines **to realize desired district character**”
 - “Identify mid- and high-rise building forms that **promote intense use while maintaining a pleasant street environment with light, views, and visual interest**”

Large format illuminated signage above the street level may result in more uniform and consistent lighting of sidewalks and a better pedestrian environment along Stout Street and 15th Street, reinforcing the identity of the Theatre District at an intersection that includes a vista terminating at the Colorado Convention Center entrance.

Development Concept Framework Plan (Downtown Area Plan, 2007):



In sum, the proposed D-TD zone district is consistent with the recommendations of the current Downtown Area Plan (2007) in that it would likely contribute to public safety, pedestrian comfort, economic vitality and overall energizing of the Theater District as a special place unique from other districts in the commercial core of the city.

Downtown Area Plan Update (ongoing)

It is also important to note that an update to the Downtown Area Plan is currently underway, under the leadership of Community Planning and Development (CPD). D-TD expansion at this site and elsewhere is under consideration through this planning process.

2. Public Interest

The proposed official map amendment furthers the public interest through implementation of the city's adopted land use plans by supporting further growth and support for the Theater District.

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

The requested D-TD zone district is within the Downtown Neighborhood Context. The neighborhood context is characterized by a mix of uses. The district is composed of a "regular pattern of block shapes" along "orthogonal and diagonal streets" [DZC, Section 8.1.2 Street, Block and Access Patterns]. Furthermore, "the highest priority is given to the pedestrian, transit, and alternative modes of transportation." [Section 8.1.6, Mobility]. The corner of 15th Street and Stout Street, and therefore the proposed rezoning to D-TD, is consistent with this neighborhood context description.

Denver Zoning Code Section 8.2.2.1 and 8.2.2.2 state that the general purpose and specific intent of the Downtown Theater District (D-TD) zone districts is "building use, building form, and design standards" that "specifically enables over-scale, lively, and dynamic billboards and signage to promote Denver's preeminent entertainment district."

This site is surrounded on three sides by the D-C zone district, and on one-side by the D-TD zone district, which is identical to the D-C zone district, except that it also allows large format sign installations. Therefore, this proposed rezoning is consistent with the general purpose and specific intent of the D-TD zone district.

Attachments

1. Application
2. Public Comments