



TO: Denver City Council
FROM: Abner Ramos Salcedo, Associate City Planner
DATE: May 7, 2026
RE: Official Zoning Map Amendment Application #2025-REZONE-0000027

Staff Report and Recommendation

Based on the criteria for review in the Denver Zoning Code, Staff recommends approval of the Application #2025-REZONE-0000027 by the full City Council.

Request for Rezoning

Address: 1057 South Gaylord Street
Neighborhood/Council District and CM: Washington Park / Council District 6, CM Kashmann
RNOs: Washington Park East Neighborhood Association, Inter-Neighborhood Cooperation (INC)
Area of Property: 5,555 square feet or 0.128 acres
Current Zoning: U-MS-2
Proposed Zoning: U-MS-2 with waiver
Property Owner(s): Gaylord Investment Group LLC
Owner Representative: David Goode and Stephen Elken

Summary of Rezoning Request

- The subject property is in the Washington Park neighborhood along the Old South Gaylord Street. The subject site is located mid-block on the west side of South Gaylord Street.
- The subject property is zoned U-MS-2 (Urban, Main Street, 2 stories) and currently has a two-story mixed-use building.
- The property owners, with David Goode as their representative, are requesting to rezone the property so that they can waive in the Lodging Accommodations, All Other uses. Allowing the lodging accommodations will broaden the allowed uses while keeping the building height in character with the neighborhood.
- The proposed U-MS-2 (Urban, Main Street, 2 stories) is intended to “promote safe, active, and pedestrian-scaled commercial streets through building forms that clearly define and activate the public street edge.” The U-MS-2 Zone District applies primarily to collector and arterial street corridors or may be embedded within a commercial shopping center or mixed-use area, where a building scale of 1 to 3 stories is desired. The Zone District allows for construction of the Town House and Shopfront primary building forms, and drive thru services and restaurants are allowed subject to geographic limitations. The maximum height of the allowed primary building forms is 2 stories or about 30 feet. Further details of the requested zone district(s) can be found in the proposed zone district section of the staff report (below) and in Article 5 of the Denver Zoning Code (DZC).

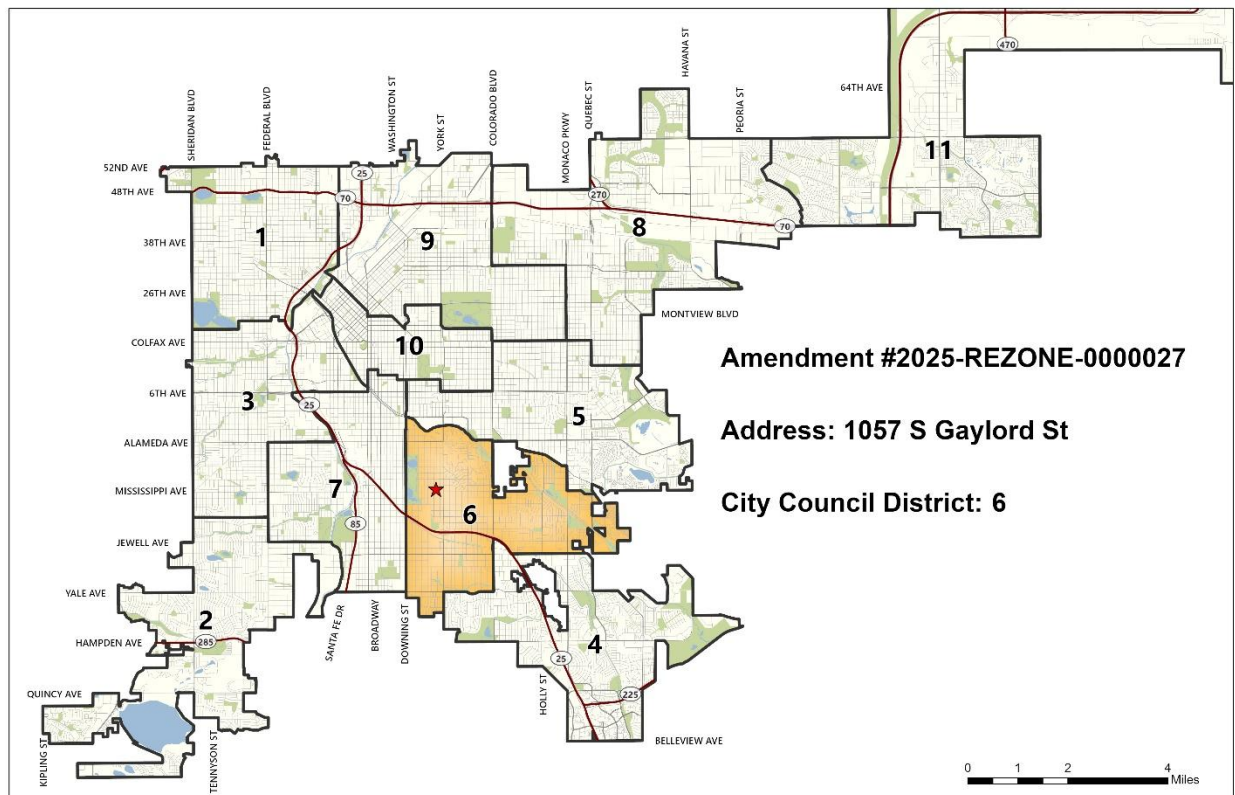
Waiver

Section 12.4.10.6 of the DZC enables official map amendment applicants to request a waiver of certain rights or obligations under the proposed zone district. This application includes a request for one waiver, as detailed in the attached application and which would read as follows:

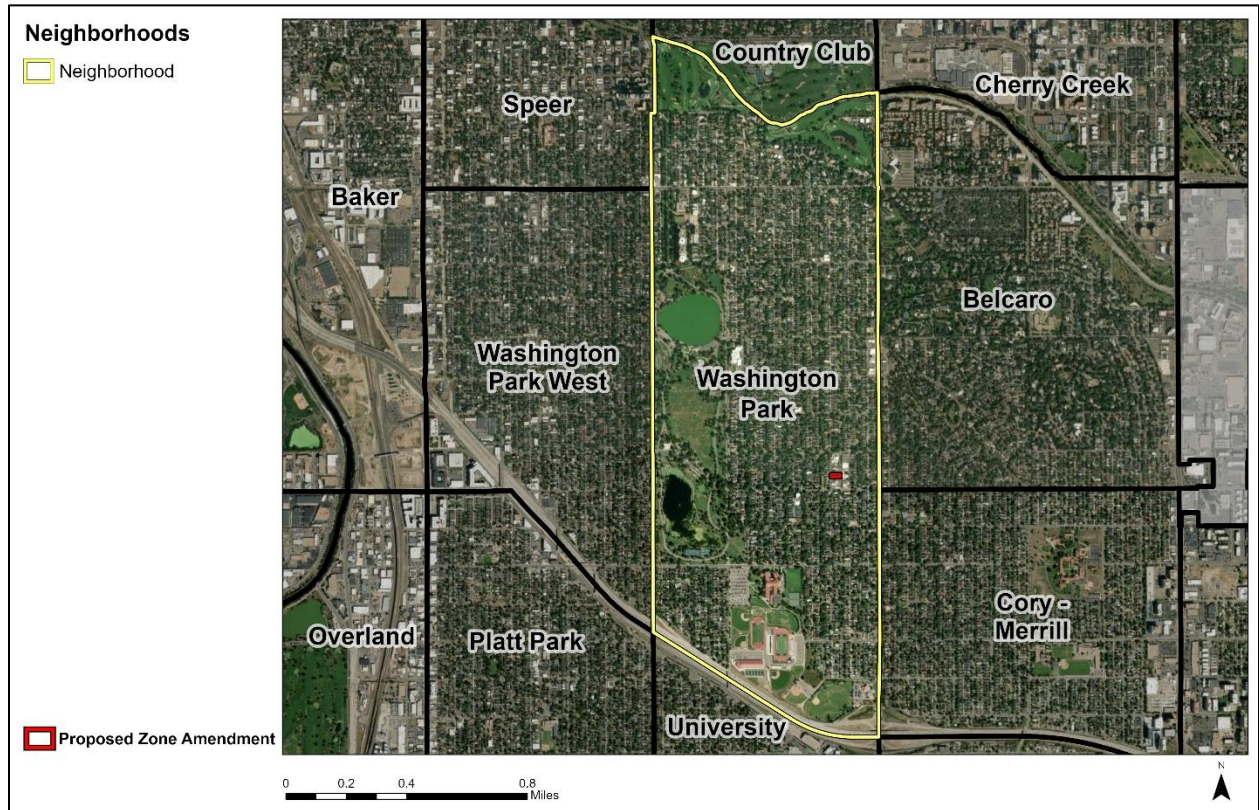
1. Waive the “NP” (Not Permitted Use) use for Lodging Accommodation, All Others Specific Use Type, and instead shall be “P-ZP” (Permitted Use with Zoning Permit Review). The intent of the waiver is to allow Lodging Accommodation, All Other uses, subject to a Zoning Permit.

The Lodging Accommodations, All Other use is not a permitted (NP) use under the U-MS-2 zone district. The proposed waiver would allow for Lodging Accommodation, All Other uses subject to a Zoning Permit (P-ZP), similar to the other U-MS zone districts while remaining at the two-story height maximum.

City Location



Neighborhood Location



1. Existing Context



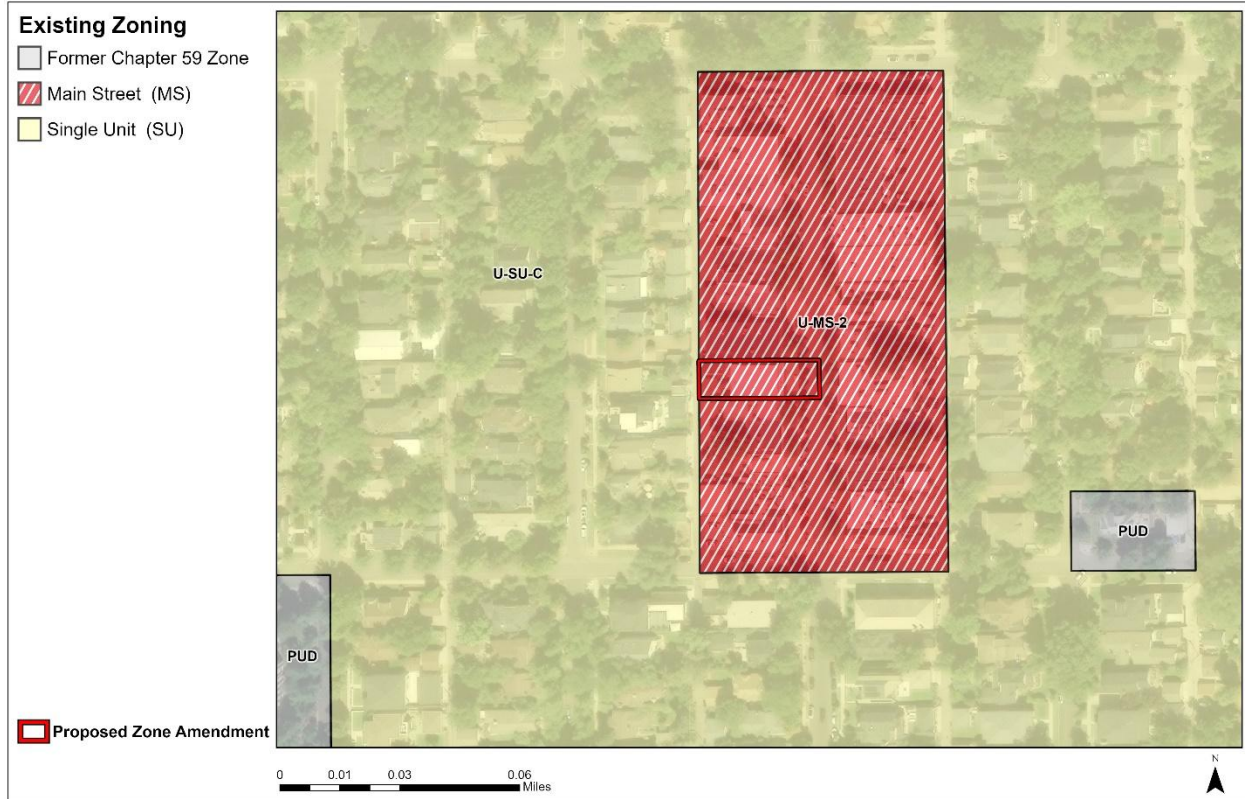
The subject property is located in the Washington Park statistical neighborhood, which is primarily characterized by single-unit dwellings with embedded neighborhood serving commercial and retail uses along University Boulevard and South Gaylord Street. The subject property is embedded in the western side of Old South Gaylord Street and has easy access to Washington Park 5 blocks to the west. Additionally, Denver South High School is located three blocks southwest of the subject property.

RTD Bus Route 24 traverses University Blvd, and the property is approximately two blocks from bus stop on South University Blvd. RTD Bus Route 11, which stops at the intersection of East Mississippi Avenue and South Gaylord Street towards the southern end of the block, connects to the Louisiana/Pearl Light Rail Station.

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	U-MS-2	Mixed-use	One 2-story brick building, two commercial spaces on first floor, and lodging accommodations on the second floor	In general, a regular grid of streets. Residential block sizes and shapes are orthogonally oriented north/south with alleys. Similarly, the Old South Gaylord Street is oriented north/south with alleys separating the local center from the residential neighbors. Garages are generally rear-loaded with on-street vehicular parking. Sidewalks in the immediate area are detached.
North	U-MS-2	Commercial/Retail	1-story brick commercial building	
South	U-MS-2	Commercial/Retail	1-story commercial building	
East	U-MS-2	Commercial/Retail	1-story brick commercial building	
West	U-SU-C	Single-unit Residential	1-story single-unit dwelling with a detached garage	

2. Existing Zoning



The subject property is currently zoned U-MS-2. The intent of the district is to provide for appropriate locations for traditional corner commercial establishments located within a residential neighborhood. The U-MS-2 zone district is a mixed-use main street zone district allowing the shopfront, townhouse, and drive thru building forms. The maximum height allowed is 2 stories or 30 feet. For additional details of the zone district, see DZC Section 5.2.5.

3. Existing Land Use Map



4. Existing Building Form and Scale



View of subject property along S Gaylord Street looking west.



View of properties to the north of the subject property along S Gaylord Street looking west.



View of properties to the south of the subject property along S Gaylord Street looking west.



View of properties to the east of the subject property along S Gaylord Street looking east.



Properties to the west of the subject property along S Vine Street looking east.

Proposed Zoning

The design standards for the requested U-MS-2 with waivers zone district will remain the same as those seen in the U-MS-2 zone district but the main change will be in the specific use types that are permitted. The requested U-MS-2 with waivers zone district has a maximum height of two stories and 30 feet with allowable encroachments. The minimum primary street setback is zero feet, except for the town house building form which has a 10-foot minimum primary street setback. Build-to requirements are for 50%-75% of the building to be between zero and either five or 10 feet of the primary lot line, except the Town House building form which requires the build-to between 10 and 15 feet. A variety of mixed residential, commercial, and civic uses are allowed. For additional details of the requested zone district, see DZC Sections 5.2.5, 5.3 and 5.4.

The specific use type changes that will be waived in with the proposed zone district are summarized below.

Specific Use Type	U-MS-2 (Existing)	U-MS-2 w/waivers (Proposed)
Lodging Accommodations, Bed and Breakfast Lodging	Permitted with Zoning Permit Review	Permitted with Zoning Permit Review
Lodging Accommodations, All Others Use	Not Permitted	Permitted with Zoning Permit Review

Waiver

The applicant proposes to rezone the property to the U-MS-2 with waivers zone district, that waive in the Lodging Accommodation, All Other uses which in addition to allowing the Bed and Breakfast use will also allow the Hotel use. A Bed and Breakfast use requires a manager-occupied residential structure as stated in section 11.12.4.5, but the Lodging Accommodation, All Other uses provide additional flexibility by not requiring a manager to live on-site.

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 Response.

Denver Public Schools: Approved – No Response.

Department of Public Health and Environment: Approved – No Response.

Denver Parks and Recreation: Approved – No Response.

Department of Transportation and Infrastructure - City Surveyor: Approved – See Comments:
Recommend adding the quarter section, township, and range to the description. A revised .docx file sent by separate email.

Development Services - Transportation: Approved – No Response.

Development Services – Wastewater: Approved – No Response.

Development Services – Project Coordination: Approved – No Response.

Development Services – Fire Prevention: Approved – No Response.

Public Review Process

	Date
Property legally posted for a period of 15 days within 10 days of the submission of a complete application and CPD informational notice of receipt of the rezoning application to all affected members of City Council, registered neighborhood organizations, property owners, and tenants:	12/3/2025
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, property owners, and tenants:	2/3/2026
Planning Board Public Hearing: Planning Board Hearing was initially scheduled for February 18, 2026 and postponed to the March 18, 2026 hearing date. Planning Board voted unanimously in a 8 to 0 vote to move forward for consideration by the full City Council	3/18/2026
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 (10) working days before the meeting:	3/21/2026
Community Planning and Housing Committee of the City Council moved the bill forward:	3/31/2026
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:	4/20/2026
City Council Public Hearing:	5/11/2026

- **Public Outreach and Input**

The applicant conducted engagement prior to submitting the application. The engagement is documented as part of the attached application and a quick summary is provided below

- **Registered Neighborhood Organizations (RNOs)**

Washington Park East Neighborhood Association (WPENA), a registered neighborhood organization, sent the applicant a letter in support of the rezoning based on the re-use of the building while waiving in the other lodging uses. This letter represents the support from the neighborhood association and Elizabeth Labrot the WPENA Zoning Committee member.

South Gaylord Street Business Improvement District, also sent a letter in support of this rezoning since the proposed rezoning would re-use the building, preserve the character and scale of the block, and provide an additional service to this destination.

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* (2019)
- *Blueprint Denver* (2019)

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 services and amenities within an established neighborhood, enabling an existing business to remain in its current location, consistent with the following strategies in the Equitable, Affordable and Inclusive vision element:

- Equitable, Affordable and Inclusive Goal 5, Strategy C – Stabilize residents and businesses at risk of displacement through programs and policies that help them to stay in their existing community (p. 29).

The proposed map amendment would allow new community-serving uses while supporting an existing business and reusing an existing building, consistent with the following strategies 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).
- Strong and Authentic Neighborhoods Goal 1, Strategy D – Encourage quality infill development that is consistent with the surrounding neighborhood and offers opportunities for increased amenities (p. 34).
- Strong and Authentic Neighborhoods Goal 3, Strategy E – Support the stewardship and reuse of existing buildings, including city properties (p. 34).
- Strong and Authentic Neighborhoods Goal 4, Strategy A – Grow and support neighborhood-serving businesses (p. 35).

The proposed rezoning would facilitate an existing business remaining in the neighborhood, while increasing opportunities for additional local businesses to serve the community, consistent with the following strategy from the Economically Diverse and Vibrant vision element:

- Economically Diverse and Vibrant Goal 3, Strategy A - Promote small, locally-owned businesses and restaurants that reflect the unique character of Denver (p.46).

The proposed map amendment would allow for compatible infill development and an expansion of appropriate uses in an established neighborhood, consistent with the following strategies from the Environmentally Resilient vision element:

- Environmentally Resilient Goal 8, Strategy A - Promote infill development where infrastructure and services are already in place (p.54).
- Environmentally Resilient Goal 8, Strategy C – Encourage mixed-use communities where residents can live, work and play in their own neighborhoods (p. 54).

As described above, the proposed rezoning to U-MS-2 with a waiver to allow for Lodging Accommodation, All Others would facilitate mixed-use development and community-serving uses at an appropriate location, consistent with the recommendations of Comprehensive Plan 2040.

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 Local Corridor place within the Urban Neighborhood Context and provides guidance from the future growth strategy for the city.

Blueprint Denver Future Neighborhood Context



In *Blueprint Denver*, future neighborhood contexts are used to help understand differences in things like land use and built form and mobility options at a higher scale, between neighborhoods. The subject property is shown on the context map as Urban neighborhood context. The neighborhood context map and description help guide appropriate zone districts (p. 66). The Urban neighborhood context is described as areas where “small multi-unit residential and low-intensity mixed-use buildings are typically embedded in single-unit and two-unit residential areas” (p. 222). The proposed U-MS-2 with waivers zone district is part of the Urban context and is “is intended to provide for appropriate locations for traditional corner commercial establishments located within a residential neighborhood” (DZC 5.2.5.2.A). Since the proposed district allows an appropriate mix of uses and allowable building forms that contribute to street activation, the proposed rezoning to an Urban context zone district is appropriate and consistent with the plan.

Blueprint Denver Future Places



The subject site is designated within a Local Corridor future place on the *Blueprint Denver* Future Place map. This place “Primarily provides options for dining, entertainment and shopping,” “may also include some residential and employment uses” and is “typically frequented by residents of the neighborhood.” (p. 228) Building heights in the Local Corridor Future place types are “generally up to 3 stories and generally will have a limited transition to the low intensity areas which easily integrates into the surrounding neighborhood.” (p. 226) The U-MS-2 is a main street zone district that allows for a mix of uses with heights up to 2 stories which is consistent with the Local Corridor future place description. Additionally, the required upper story setbacks required by the Denver Zoning Code enable a transition to integrate any future development into the surrounding neighborhood. The addition of lodging uses through the waiver is also consistent with the plan guidance as it helps provide additional community-serving uses that are appropriate for a local corridor while maintaining a two-story building height that is in character with the neighborhood.

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 a Local Corridor place, which is grouped with all other areas of the city. These other areas are anticipated to see around 20% of new housing growth and 10% of new employment growth by 2040 (p. 51). These areas are intended to “take a smaller amount of growth intended to strengthen the existing character of our neighborhoods” (p. 49). The proposed map amendment to U-MS-2 with waivers would allow an appropriate amount of growth and strengthen the existing neighborhood, consistent with the *Blueprint Denver* growth strategy.

Blueprint Denver Street Types



In *Blueprint Denver*, street types work in concert with the future place to evaluate the appropriateness of the intensity of the adjacent development (p. 67). *Blueprint Denver* classifies South Gaylord Street as a local street, and it classifies East Mississippi Avenue as a Residential Collector. According to the plan, “local streets can vary in their land uses and are found in all neighborhood contexts”, while on residential streets there are several uses from residential, civic, and small retail nodes (p.161). Additionally, “buildings on residential streets usually have a modest setback. The depth of the setback varies by neighborhood context” (p.161). The proposed U-MS-2 district with waivers is consistent with this description as it is intended to be applied to “areas or intersections served primarily by local streets embedded within an existing or proposed neighborhood” (DZC Section 5.2.5.2.A) and would allow development of a scale and intensity appropriate for such streets.

Other Blueprint Denver Strategies

Most other plan recommendations are intended to inform implementation via text amendments or other legislative tools. However, typically there are a few recommendations that may be used, when applicable, to support a rezoning:

- Land Use & Built Form (Economics) Recommendation 05: Support organizations and districts within the city’s centers and corridors to aid in attraction and retention of employment and commerce. Goals 4, 6 (p. 92).
 - Including a hospitality use on the commercial block will add to the diversity of employer and business types in the neighborhood and will provide longer term stability to the employment center

- Land Use & Built Form (Economics) Recommendation 06: Ensure Denver and its neighborhoods have a vibrant and authentic retail and hospitality marketplace meeting the full range of experiences and goods demanded by residents and visitors. Goals 2, 4, 6 (p. 93).
 - Allowing other lodging uses will add hospitality options that compliment the local corridor and round out a full range of services for visitors and residents, all which complement each other.
- Land Use and Built Form (Design Quality) Recommendation 03: Create exceptional design outcomes in key centers and corridors [by identifying] important mixed-use historic structures and encourage their continued use or adaptive reuse. Goals 5, 6, 7, 8 (p. 102).
 - Although the existing building is not designated as historic landmark, it does enhance the character of the South Gaylord block of commercial buildings. The proposed use will support additional adaptive reuse options for the building.
- Land Use and Built Form (Design Quality) Recommendation 04: Ensure an active and pedestrian-friendly environment that provides a true mixed-use character in centers and corridors. Goals 5, 6, 7, 8 (p. 103).
 - Lodging uses will support an active local corridor, including through visitors who can patronize the nearby shops and restaurants without the need for automobile use.
- Land Use and Built Form (Design Quality) Recommendation 06: Incentivize the preservation of structures and features that contribute to the established character of an area, even if they are not designated as landmarks or historic districts. Goals 6, 7, 8, 9 (p. 104).
 - The proposed Lodging exception will preserve the building as a viable commercial structure by enhancing its economic value to the property owner, neighborhood, and City.

The proposed rezoning would allow for an additional lodging service to be embedded within a local corridor while reusing an existing mixed-use building, consistent with *Blueprint Denver* Land Use and Built Form recommendations.

Waiver

- Land Use and Built Form (General) Recommendation 3 – Ensure the Denver Zoning Code continues to respond to the needs of the city, while remaining modern and flexible (p.72).

Blueprint Denver provides the following direction on how to limit the use of custom zoning including waivers: “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). More detail on the challenges of custom zoning is provided on page 73 of the plan.

In this instance, the unique and extraordinary circumstances refer to the input received from the community during the applicants extensive outreach with the RNOs and council district office. The community is supportive of the proposed use for the site but asked that the applicant preserve the

character and scale of the block and remain 2-stories in height to fit in with the context. There is also a known need to modify the outdated requirement that only allows manager-occupied lodging accommodations in 2-story districts, in order to facilitate and encourage the continued use and preservation of the existing building while allowing additional lodging uses. The proposed waiver serves as a bridge to a future text amendment to more closely align the standards for the Lodging Accommodation, All Other uses in the U-MS-2 with waivers zone district with those under standard main street zone districts. Therefore, in this specific instance, the use of a waiver is appropriate and consistent with *Blueprint Denver's* recommendations for site-specific, customized zoning and the proposed map amendment is consistent with the context, place, growth strategy, street type, and strategy recommendations of the plan.

Equity

"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. For example, a small-scale rezoning can implement Land Use & Built Form: Economics Policy 06, "Ensure Denver and its neighborhoods have a vibrant and authentic retail and hospitality marketplace meeting the full range of experiences and goods demanded by residents and visitors. (p. 93)" The additional lodging services proposed in the requested zone district and waiver would help expand and diversify the employment options in this local corridor.

Climate

The rezoning supports the city's goals to reduce climate impacts by enabling additional lodging and retail opportunities near transit and the future University Boulevard Bus Rapid Transit Corridor. Because many transportation options are available, these areas are less auto-dependent, which can reduce greenhouse gas emissions from transportation. Also, reuse of the existing buildings is more energy efficient than demolition and development of new buildings. 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 and fostering the creation of a walkable, mixed-use area.

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

The requested U-MS-2 with waivers zone district is within the Urban Neighborhood Context. The neighborhood context "is primarily characterized by single-unit and two-unit residential uses" where "small-scale multi-unit residential uses and commercial areas are typically embedded in residential

areas” (DZC, Division 5.1). The proposed map amendment would allow the continuation of a small commercial area embedded in a residential neighborhood, consistent with the Urban Neighborhood Context description.

The general purpose of the Urban Main Street zone districts is “to promote safe, active, and pedestrian-scaled commercial streets through building forms that clearly define and activate the public street edge” and they are appropriate “on single zone lots at the intersection of local/collector streets within a residential neighborhood” (DZC Section 5.2.5.1). The proposed rezoning would allow compatible commercial uses at a pedestrian scale at an intersection of local and residential collector streets in an established neighborhood, consistent with the purpose of the Main Street zone districts.

According to the zone district intent stated in the Denver Zoning Code, the U-MS-2 district “applies to areas or intersections served primarily by local streets embedded within an existing or proposed neighborhood where a building scale of 1 to 2 stories is desired. The U-MS-2 district is intended to provide for appropriate locations for traditional corner commercial establishments located within a residential neighborhood” (DZC Section 5.2.5.2.A). The subject property is at the intersection of a local street and a residential collector street within an existing neighborhood. The proposed U-MS-2 with a waiver zone district to allow for Lodging Accommodations, All Others would allow neighborhood commercial uses at this location at an appropriate scale, consistent with the specific intent of the U-MS-2 zone district.

Attachments

1. Application
2. Waiver