



**To:** Denver City Council  
**From:** Kara Hahn, Landmark Planning & Regulatory Supervisor, Community Planning & Development (CPD)  
**Date:** April 20, 2023  
**RE:** Landmark Designation for 1741 Gaylord Street

**Staff Recommendation:**

Based on the ordinance designation criteria and on the findings of the Landmark Preservation Commission (LPC) that the application meets the criteria for designation of a structure, staff recommends approval of the application.

**Request to Designate a Structure:**

**Application:** #2023L-002  
**Address:** 1741 Gaylord Street  
**Zoning:** G-RO-3  
**Council:** Council District # 9, Candi CdeBaca  
**Owner:** 1741 Gaylord, LLC  
**Applicant(s):** Scott Holder, Karen Herbert, Peggy Muldoon

**Case Summary:**

On August 16, 2022, the owner and developer of 1741 Gaylord Street submitted a Certificate of Demolition Eligibility (CDE) application to CPD. Landmark staff reviewed the property and found it had the potential to be an Individual Denver Landmark. Staff prepared a report of Landmark’s findings and posted public notice of the CDE, which paused the process for 21 days. During the 21-day public notice period, several residents of Denver filed a Notice of Intent, which extended the notice period and initiated third-party facilitated stakeholder meetings.

During the extended posting period, multiple stakeholder meetings were held. At these meetings, the applicants and owners sought to find a compromise, examining adaptive reuse and redevelopment options, and other preservation alternatives to designation, such as moving the building or finding preservation minded buyers. CDP staff supported these efforts by researching multiple rezoning options and areas of flexibility in redevelopment potential. This included enhanced affordable housing options with increased height incentives, which, at the time, the owner was not interested in pursuing. However, this week, the owner is discussing with city agencies the potential of enhanced affordable housing.

No consensus was reached through the stakeholder meetings and three Denver residents prepared and submitted an owner-opposed designation application. The applicants intentionally drew the designation boundary to encompass only the structure to allow for redevelopment possibilities on the west (at the rear) and on the north of the property. CPD staff is supportive of additional density on the property, which is reflective of the historic development pattern in our historic districts. As is evidenced by a recent study of density in Denver. Denver’s historic districts are approximately twice as dense as properties outside historic districts (9.8 housing units per acre in districts compared to 4.8 units per acre outside historic districts).

Per the Landmark Ordinance, Chapter 30 of the Denver Revised Municipal Code (DRMC), staff reviewed the application and found that it was complete and that the structure is eligible for designation. As such, staff set



a public hearing before the Landmark Preservation Commission on March 7, 2023, for the Commission to review the designation application.

At the public hearing, the Commission received a staff presentation, testimony from the applicants and owners, and comments from 15 members of the public. During the public hearing questions arose about the City Park West Discover Denver inventory and survey report as well as the evaluation of 1741 Gaylord Street. Before moving into their deliberation, the Commission requested clarification on the Discover Denver Program and the survey of the City Park West neighborhood. As there has been no comprehensive survey of the city, Denver Landmark Preservation and Historic Denver established Discover Denver to document the city's built environment and help gather the communities' stories – neighborhood by neighborhood. Discover Denver, which is primarily grant funded through the State Historical Fund (SHF), is managed by Historic Denver staff, who with community volunteers survey the physical characteristics of the buildings collecting varying levels of detail - depending on the age and integrity of the building.

For a small percentage of buildings, enhanced historic research is also conducted; this is similar in nature to the research Landmark staff conducts for demolition or CDE reviews. In the case of City Park West seven percent of the buildings were researched at the enhanced level (per the SHF grant requirements). The properties selected for the enhanced level of research help provide additional information on the neighborhood; however, they are not a comprehensive list of historic properties in the neighborhood. While the property at 1741 Gaylord was not researched at the enhanced level for the City Park West Survey, it was determined in the field to have architectural significance. As it was not evaluated at the enhanced level, the survey report noted the building needed additional data to determine potential historic, cultural, or geographic significance.

The LPC then considered the application, staff report, submitted documentation, owner comments, and public testimony regarding the significance of the property. They found the building met the designation requirements as outlined in the Landmark Preservation Ordinance, Chapter 30-4(8) – including maintaining its historic integrity, meeting three significance criteria (B, C, and D) and being related to a historic context. Therefore, based on their purview for deliberation and determination, the Commission voted (9-0-0) to recommend approval and forward to City Council the landmark designation, with the recommendation that the period of significance be amended to 1903-1927. The Commission also highlighted the importance of including Edith Burger and her work with Children's Hospital as one of the founders, fundraisers, and president of the board. They noted that information about her work with the hospital had not been fully recognized until this property was researched. The Commission also noted that a primary reason why more properties are not designated for women's history is because women's work and labor was often volunteer-based and done out of the home rather than office building, and often overlooked or undervalued. Thus, the inclusion of Burger's work in the designation application is vital to telling the full history of Denver.

On March 21, 2023, the application went to the Land Use, Transportation, and Infrastructure Committee, which forwarded the case to the full City Council. At first reading, City Council ordered the bill published and the public hearing is set for April 24, 2023.

**Designation Criteria and Evaluation, Chapter 30, Denver Revised Municipal Code:**

To meet landmark designation criteria, in accordance with Chapter 30, Denver Revised Municipal Code, the application must be complete, and the structure must meet the following:

1. The structure maintains its integrity
2. The structure is more than 30 years old, or is of exceptional importance
3. The structure meets at least three of ten criteria
4. The LPC considers the structure's historic context



1741 Gaylord, front facade

**Criteria Evaluation:**

Landmark staff found that the application demonstrates that the structure meets the following criteria.

**B. It has direct and substantial association with a recognized person or group of persons who had influence on society;**

The property at 1741 Gaylord Street has direct and substantial association with both Edward Holmes Hurlbut and James and Edith Burger. The structure was constructed for Edward H. Hurlbut in 1902-03 in the City Park West neighborhood, which one of Denver's newer residential suburbs. Edward H. Hurlbut worked with his father, Edward Kirk Hurlbut, at a grocery store established by the elder Hurlbut. After Edward K Hurlbut passed away, while residing in his son's home, Edward H. Hurlbut expanded the family business into a local chain of grocery stores. Establishing a chain of grocery stores was a newer concept and illustrated Edward's

business acumen. Both father and son were listed in “Representative Men of Colorado in the 19th Century” which is indicative of the business’ success. While building an innovative and highly successful business, Edward H. was also a member of the Masons and Denver Country Club. His endeavors in business and public life demonstrate his influence on Denver society.

The property was subsequently owned by James and Edith Burger. James followed in his father’s footsteps and worked in banking. He was President of the Union Depot & Trade Co and then later President of the Hamilton National Bank. During this time, he was elected to the Colorado Senate and authored (and passed) a bill establishing a workshop for the blind. He was also a high-ranking member of the Masons. While her husband was working in banking and serving in the state legislature, Edith Burger became one of the founders of Children’s Hospital and served on the board for 19 years. Similar to Hurlbut, the Burgers were important members of the community and were influential in Denver society.

**C. It embodies the distinctive visible characteristics of an architectural style or type;**

The structure at 1741 Gaylord Street, which was one of the larger and earlier properties constructed in the City Park West neighborhood, embodies the distinctive visible characteristics of the Dutch Colonial Revival style. The characteristics of this style seen in the structure are the side gambrel roof with overhanging eaves, dormers, symmetrical façade, a pediment with round window, balcony supported by columns above the main entrance, front door flanked by sidelights, 8-over-1 windows, brackets, dentils, quoins, and gable-end chimneys. The property displays the characteristics of the Dutch Colonial Revival style.



1741 Gaylord Street, front façade

**D. It is a significant example of the work of a recognized architect or master builder;**

The structure is a significant example of the work of Gove & Walsh, who were a prominent Denver architecture firm at the turn of the century. Aaron Gove studied at Colorado School of Mines and the University of Illinois, worked under Robert Roeschlaub before partnering with Thomas Walsh. He also became president of the Colorado chapter of the American Institute of Architects. Thomas Walsh studied supervised construction of Roeschlaub's Trinity Methodist Church and worked at firm in Chicago before returning to Denver and partnering with Aaron Gove. Gove & Walsh were renowned Denver architects and designed numerous commercial and civic buildings including the Sugar Building and the central portion of Denver Union Station. They also designed homes for well-known Denver residents; however, many of those residential structures have been demolished. The property at 1741 Gaylord is an excellent example of the high-style residences designed by Gove & Walsh and one of the few known remaining residential works by them. Showing its enduring style, the building was highlighted in the 1910 Denver Municipal Facts as one of Denver's 25 most beautiful homes. As one of their rarer remaining residential buildings, with strong integrity, that was spotlighted by the city, this is a significant example of the work of Gove and Walsh.



*Beautiful Homes in Denver. The E. H. Hurlbut Residence, 1747 Gaylord*

Denver Municipal Facts, 1910

**Integrity:**

Chapter 30 requires that a landmark designated property maintain its integrity. Integrity is defined as “the ability of a structure or district to convey its historic, geographic, architectural, or cultural significance... recognized as belonging to its particular time and place in Denver’s history.” The seven qualities that, in various combinations, define integrity are location, setting, design, materials, workmanship, feeling and association.

The property retains a high degree of integrity, within minimal exterior changes. The structure remains in the same location, and, although there have been some changes to the surrounding area, due to recent larger-scale residential development, the neighborhood is still primarily residential in nature; retaining both integrity of location and setting. While the porch railings have been reconstructed and there are additions at the rear, these changes are compatible with the property or not readily visible and do not impact the overall integrity. The integrity of design is good with the retention of the primary design elements (such as roof form, dormers, pediment, and porte cochere). The integrity of materials and workmanship are excellent as seen in the brick work and wood detailing. While there has been a change of use, the structure still conveys a strong sense of feeling and association.

**Relates to a Historic Context and Period of Significance:**

As is appropriate for a property proposed for designation, the historic context is strongly interrelated to the areas of significance. The property was designed in a high style by renowned Denver architects and constructed in an up-and-coming suburb for a family in Denver’s newer upper class. The building reflects the context of Denver’s expansion as the city developed eastward and shows new forms of economic growth as the city transitioned from relying on mining to one more of commerce.

Per the LPC recommendation, the period of significance is amended to 1903 – 1927. The period begins with the construction of the building and extends through the ownership of the Burger family (and the death of Edith Burger). While the historic context addresses the later history, this period better reflects the criteria and significance statements.

**Boundary:**

The designation application proposes to designate the legal description below:

Lots 18 through 20, Except the westerly 25 feet thereof, Block 9, Park Side Subdivision, City and County of Denver, State of Colorado.

**Public Review Process:**

Community Planning & Development has met all posting and notification requirements delineated in Chapter 12 (Article III, Section 12-96) and Chapter 30 of the DRMC.

**Notifications:**

- Owner notification letters regarding the LPC public hearing
- City Council and Community Planning and Development email notifications
- Registered Neighborhood Organization and courtesy email notifications
  - Inter-Neighborhood Cooperation
  - Capitol Hill United Neighborhoods

- City Park West
- Opportunity Corridor Coalition of United Residents
- Neighbors for Greater Capitol Hill
- City Park Friends and Neighbors
- Reclaim the Eastside
- Strong Denver
- Historic Denver, Inc
- Colorado Preservation, Inc
- History Colorado
- Posted signage for Landmark Preservation Commission public hearing

#### **Public Comments:**

As 12:00 p.m. on April 20, 2023, CPD has received written comments from 206 individuals or organizations and 15 comments at LPC (a few individuals commented in multiple formats).

- Public Comments, including emails, letters, and petitions, submitted to CPD from individuals
  - 106 individuals in support
  - 99 individuals in opposition
- Public Comment/ letters submitted to CPD from Registered Neighborhood Organizations or other organizations
  - Letter of support from City Park West Neighborhood Association
  - Letter of support from Whittier Neighborhood Association
  - Letter of support from Capitol Hill United Neighbors
  - Letter of support from Historic Berkley Regis
  - Letter of support from West Highland Neighborhood Association
  - Letter of support from Edge Condominiums
  - Letter of support from Historic Denver
- Public comments at LPC
  - 15 individuals spoke in support (six also sent letters or signed petition of support)
- Combined total of emails, letters, petitions, and public hearing comments
  - 122 individuals/organizations in support
  - 99 individuals in opposition

#### **Attachments Provided by CPD:**

- Designation Application
- Map of structure proposed for preservation
- Summary of facilitation
- Public comments received
- Property owner comments (five attachments)