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PURPOSE AND NEED
In 2002, the City and County of Denver purchased the Rocky Mountain News property as a potential site for a new Denver Justice Center complex and, in 2003, completed a program for three facilities: the proposed Justice Center, an associated parking structure, and a new Juvenile Courthouse. The purchase and facility programming have raised questions about the impacts of current facilities; the potential for other new or expanded governmental or cultural facilities; and the location, design, and the cumulative impacts of existing and future governmental and cultural facilities in the Civic Center.

During discussions with City representatives regarding the proposed Justice Center and the associated facilities, the Golden Triangle Neighborhood Association requested that the City develop a Master Plan that would address the Civic Center area and create a context and direction for discussions and plans for the proposed Justice Center. They asked that the Master Plan place a particular emphasis on the location, design, impacts, mitigation of the impacts, physical limits of government and cultural facilities, and the integration of those facilities with the Golden Triangle and the adjoining neighborhoods.

The neighborhood association also requested that, if the Civic Center is chosen as the proposed site for a new Justice Center, the master plan be completed prior to a City Council decision on forwarding to the ballot the referendum on the funding for the proposed Justice Center. The completed plan could include recommendations that would affect the final program, design, and budget for the Justice Center and other future facilities. Having a completed plan would enable the Justice Center ballot measure to reflect the resolution of issues raised in the planning process, rather than leaving those issues unanswered.

Because of the pressing need for new and expanded courtroom and jail facilities, it is possible that the Administration and City Council could decide to include the funding referendum on either the November 2004 ballot or the May 2005 ballot. If it is decided to place the funding referendum on the ballot, and if the City Administration decides to proceed with a Master Plan prior to the election, then the Master Plan will need to be substantially complete eight months before the election. To meet either of these deadlines, planning efforts need to be aggressive and immediate.

However, an aggressive planning schedule has been and will continue to be problematic:

- The Administration and ten of thirteen City Council members that were involved in earlier discussions regarding the need for a new Justice Center and agreed to purchase the Rocky Mountain News site left office in July 2003;
- The new Administration and ten new Council members have only been in office since July 2003;
The Planning Services and Urban Design sections of Community Planning and Development are undergoing drastic cuts in resources, consulting budgets, and professional staff; Other City agencies that also would be key participants in the planning process are making similar budget and personnel cuts; and Other high priority projects need to be completed.

In recognition of these uncertainties, City staff agreed to engage in preliminary planning activities that would result in an independent document and analysis that, if a decision is made to proceed with a Master Plan, could also serve as the basis for an expanded planning effort.

The Civic Center Planning Assessment is the product of those preliminary planning activities. The Assessment is intended to provide the Mayor and City Council with additional background for a decision on the timing and process for proceeding with siting, funding, and designing a new Justice Center. It is important to note that the Assessment is neither a master plan nor design development, but rather it is a snapshot of the current condition and issues within a defined study area and the direction provided by

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Left: Study Area Boundary

The Study Area focuses on Civic Center Park and includes City, State, and Federal facilities and the immediately adjacent blocks.
existing plans and studies for addressing those conditions and issues.

The Assessment process focused on a public workshop held Saturday, August 9, 2003, at the Webb Municipal Building. Forty representatives of neighborhood, Downtown, and professional organizations; government and cultural institutions; elected and appointed officials; and owners of property participated in the workshop. City staff and the project’s traffic consultant presented background information on the history, land use, urban design, mobility, parking, parks, open space, economic activity, and government and cultural facilities in the Study Area. The participants then broke into small groups where they identified and verified the key issues for each of those topics, plus quality of life issues.

Using the results of the workshop, City staff developed four alternative approaches, or tracks, that future planning efforts might follow and developed a general scope of work and a set of “pros and cons” for each of the four tracks. The four approaches - Civic Center Master Plan, Justice Center Design Development, No Action, and Hybrid – are described in the “Next Steps” section at the end of the Assessment.

Future actions beyond the Planning Assessment are dependent on several key decisions from the City Administration and overcoming several obstacles. Direction will be needed on:

- Whether to proceed with plans for a new Justice Center;
- The preferred site for a new facility;
- The timing of a potential bond issue that would fund the design and construction of the facility and the associated improvements;
- Assignment of key City staff to the project;
- The priority of the project relative to the costs of funding, staffing, and time and potential impacts on the initiation and completion of other projects; and
- The Next Steps for the process.

The obstacles that need to be overcome in order to proceed are the limited time, money, and staff available for completing the project.
CIVIC CENTER PLAN SUMMARIES

The study area has been included in a number of plans and studies in the past 15 years. Specific goals and policies from these plans are included in the applicable chapters of this assessment.
EXISTING PLANS AND STUDIES

Note: Plans are listed in reverse chronological order.

❖ Game Plan, 2003
The 50-year Master Plan for Parks and Recreation identifies guiding principles and values for the management of Denver Parks. It includes goals for special events and investment in historic resources and landscapes.

❖ Blueprint Denver: An Integrated Land Use and Transportation Plan, 2002
Blueprint Denver is the citywide growth management plan that supplements the City’s comprehensive plan. Blueprint Denver divides the city into Areas of Change, where growth and redevelopment should be directed, and Areas of Stability, where the existing uses and urban form are appropriate and should be protected. Downtown and Golden Triangle are both shown as Areas of Change on the Blueprint Plan Map, reflecting goals for the area to increase in density and mix of uses. The Civic Center subarea is shown as a Government and Cultural Campus, continuing the current uses and urban form.

❖ B-8-G Design Guidelines, 2002
The Golden Triangle, including the Study Area, is zoned B-8-G. These rules and regulations implement the B-8-G zone district requirement for design review of all new construction and significant redevelopment projects. The design standards and guidelines focus on implementing the urban design goals of the neighborhood plan, including pedestrian scale, comfort and connections; spatial definition of street and open spaces; reinforcing the parkway character of Speer Boulevard and the civic character of Civic Center; and architecture with human scale. They are consistent with the Civic Center Design Guidelines.

❖ Bicycle Master Plan Update, 2001, 2002
The Master Plan for bicycle mobility throughout the city.

❖ Denver Comprehensive Plan, 2000
Plan 2000 provides a vision for the city as a high quality place to live, work and play, with emphasis on building on Denver’s current assets and eliminating current deficits. The comprehensive plan includes a
vision, goals and recommendations for environmental sustainability, land use, mobility, legacies, housing, economic development, neighborhoods, education, human services, arts and culture, and metropolitan cooperation.

➤ Silver Triangle Urban Design Study, 1999

The urban design study was undertaken in response to the expansion of the Denver Convention Center and includes eight land use alternatives and ten urban design principles related to uses, pedestrian activity and comfort, landscape and streetscape character, historic preservation, transportation and parking. It also was not adopted by the City, but provides valuable analysis and direction.

➤ Golden Triangle Neighborhood Plan, 1998

The Golden Triangle Neighborhood Plan provides land use, urban design and transportation recommendations for the growth and redevelopment of what it refers to as the Golden Triangle/Civic Center Neighborhood (Colfax Avenue on the north, Broadway on the east and Speer Boulevard on the southwest). The neighborhood vision includes developing the existing auto-oriented uses and parking lots into a mixed-use neighborhood of residences, cultural and government facilities, arts-related commercial uses, offices and retail. The design emphasis is on pedestrian facilities and linking to downtown, with a scale lower than Downtown but greater than the adjacent Lincoln Park neighborhood. The plan places special emphasis on building on the arts and cultural facilities provided by the Denver Art Museum, Colorado History Museum, Denver Public Library and other cultural institutions.

➤ Central Denver Transportation Study, 1998

The Transportation Study addresses streets south and east of Colfax and Broadway and recommends solutions that strike a balance between traffic movement, mobility, and neighborhood and business concerns.

➤ Central Business District/B-5 Design Guidelines, 1995

Most of the Central Business District is zoned B-5. These rules and regulations implement the B-5 zone district requirement for design review of all new construction and of significant redevelopment projects. The design standards and guidelines focus on reinforcing and adding to the legacy of high quality design in Downtown, creating an urban center that is comfortable, delightful, exciting and the regional center
for business and entertainment.

**Civic Center Cultural Complex Master Plan, 1992**

Prepared by Venturi Scott Brown and Associates, the CCCC Plan is a district plan for the growth and urban design of the major cultural facilities in the Civic Center: Denver Art Museum, Denver Public Library and the Colorado Historical Society. Recommendations include shared programs and creations of a common urban landscape centered on Civic Center Park. The plan focuses on adding new facilities and specifically warns against fundamental alteration of the existing institutions. The Master Plan anticipates the (now-built) Justice Center at 13th and Cherokee.

**Silver Triangle Urban Design Study, 1990**

This short urban design study was not officially adopted by the City, but it still provides valid urban design analysis and guidance for the area north of Colfax Avenue, south of 16th Street and east of Speer Boulevard. The recommendations include standards for street and pedestrian lighting and other streetscape elements, views and gateways, and building massing and solar access to the street.

**Civic Center Design Guidelines, 1996**

These rules and regulations provide design standards and guidelines for the Civic Center Historic District and design recommendations for the blocks adjacent to the historic district. The emphasis is on compatibility of new structures in scale, massing, materials and form, but not in architectural style. The Guidelines also include standards for streetscaping, including pedestrian lighting styles and locations.

**Downtown Area Plan, 1986**

The Downtown Area Plan was a visionary long-range plan for the health and vitality of the Central Business District and its immediate surrounds. It includes framework principles for uses, urban form and connections, as well as district goals for subareas within the planning area. The Civic Center District, aka the Golden Triangle Neighborhood, is noted as “Government on the Green” and is recommended as an urban centerpiece and reinforced as an anchor to Downtown. The Plan also recommends that government facilities be concentrated in the Silver and Golden Triangles to avoid impacts on adjacent neighborhoods. The recommendations for the Silver Triangle District (“Sleeping Giant”) include development as an extension of the financial district with special attention to connections and open space.
PLANS AND STUDIES IN PROGRESS

- **Downtown Multi-Modal Access Plan (DMAP)**

  The Department of Public Works is heading a multi-agency and multi-jurisdictional review and plan for getting people in, around and out of Downtown by automobile, bus and rail transit, circulator transit, bicycle and walking. DMAP includes the study of the Central Connector transit line from the Broadway light rail station to the Civic Center bus station, improvements to pedestrian, bicycle and transit facilities, recommendations for alignment, technology and stops for new transit (including local buses, regional buses, light rail, commuter rail, and bus rapid transit) with an emphasis on multi-modal stations at Union Station, Market Street Station and Civic Center Station. Recommendations may also include changes to the street system.

- **East Colfax Corridor Plan**

  Community Planning and Development is the lead agency, partnering with Public Works, in developing an Area of Change corridor plan for Colfax Avenue from Sherman Street to Colorado Boulevard. The plan focuses on land use and design parameters that are expected to lead to zone district language and map amendments. The vision and goals for the corridor include increased housing and mixed-use development, with higher densities and intensities at strategically located transit nodes and activity centers, as well as appropriate transitions to adjacent residential neighborhoods. The plan also addresses enhanced bus transit.

- **Historic Landscape Assessment and Preservation Plan**

  The Denver Parks and Recreation Department is conducting a Civic Center Park Historic Landscape Assessment and Preservation Master Plan to research the historic park and evaluate the impacts of change on Civic Center Park. This study will provide the foundation needed to create a preservation plan and identify strategies to preserve the park, prioritize needs, manage events more effectively, guide future change, and use alternative funding sources to implement preservation projects. The plan will also investigate options to strengthen the organizational capacity to develop partnerships and leverage resources with other agencies and organizations.
West Colfax Corridor Plan
Community Planning and Development and Public Works are developing a corridor plan for West Colfax from Speer Boulevard to Sheridan Boulevard. The plan focuses on defining an appropriate street cross section, including access control and pedestrian amenities, as well as addressing redevelopment potential along the proposed West Corridor Light Rail Line and thoughtful transitions to the adjacent residential neighborhoods.

Pedestrian Master Plan, 2003
A Master Plan for improving the city’s pedestrian infrastructure and mobility.
LAND USE AND URBAN DESIGN
The land uses within the Civic Center study area are diverse and mixed. Denver's goal of introducing significant housing to the Downtown area has not been achieved within the study area, although there are several new high-density housing developments within a few blocks. Without significant housing, the area lacks the mixed-use character that is desired. The land uses are primarily government, cultural and other institutional uses, a few offices, limited retail and commercial businesses, and many surface parking lots. There are a few industrial and automotive-related businesses. Parks and open space are limited to the Civic Center Park, the Speer Boulevard Parkway and Triangles and Cherry Creek Trail, and the state-owned Lincoln Park.
City, State and Federal Governments own or control most of the land in the Study Area. There are also private property owners with relatively large assemblages of property and those who own small properties.
EXISTING ZONING

For general information only. For official zoning interpretation, contact Denver Zoning Administration.

B-8-G:

The B-8-G zone district was created in 1994 specifically for the Golden Triangle area. Currently, the Golden Triangle is the only area of the city with B-8-G zoning. B-8-G is a high-density mixed-use (residential, office and retail) zone district. It allows new construction at a base Floor Area Ratio (FAR) of 4:1 with density bonuses up to 6:1 for defined public benefits, including housing, ground-floor retail in mixed-use developments, childcare facilities, public art, and rehabilitation of historic buildings. The FAR can be increased to 7:1 through Transfer of Development Rights (TDRs) from historic structures or through a more extensive design review process. Mandatory design review is required for a portion of any new construction and significant redevelopment. Automobile-oriented uses such as drive-throughs and gas stations are conditional. Commercial parking is not allowed. Parking requirements for residential uses are reduced to one space per dwelling unit; parking requirements for other uses are the same as
other zone districts. New buildings are limited to a height of 175 feet above the centerline of Broadway (plus or minus any difference in grade between the building site and Broadway). Setbacks of ten feet are required along Speer Boulevard.

**B-5:**

The B-5 zone district was created for the Central Business District and was substantially revised in 1994. Several overlay districts were established for the Central Business District at the time, but none were applied to the blocks within the Civic Center study area. The B-5 district is the most intense, highest-density zone district in Denver. Uses include office, residential and retail. There are no parking requirements for any use in the zone district and commercial parking is not allowed. Parking must serve a specific use by right in the B-5 district. The B-5 district has a base FAR of 10:1, which can be increased to 17:1 with density premiums for defined public benefits such as residential uses, childcare facilities, residential support facilities, pedestrian-active facilities, support for mass transit, underground parking, public art and Transfer of Development Rights. In an area defined as the “core of cores,” the FAR may be increased to 20:1. Design review of new construction is mandatory and there is no height limit. No setbacks are required.

**ADJACENT ZONING**

**B-4:**

The B-4 zone district applies to commercial corridors throughout the city, including East Colfax Avenue. This zone district allows a wide and occasionally incompatible mix of uses, including retail, office, industrial and residential. FAR is limited to 2:1. Parking requirements for residential uses are reduced to one space per dwelling unit. Other parking requirements are consistent with other zone districts. There are no density bonuses or design review. There are no height limits or setback requirements.

**OD-1:**

This zoning overlay district was established in 1994 for use in conjunction with the R-4 zone in Capitol Hill and Uptown. It provides incentives for housing development by decreasing the amount of required parking for residential uses and limiting the FAR of non-residential uses. It also provides for mandatory design review of new structures.
R-4-X:
The R-4-X zone district was created in 1994 for the residential neighborhoods immediately adjacent to Downtown. It allows a base FAR of 4:1, which can be increased to a maximum FAR of 5.5:1 through a combination of incentives for providing affordable housing, and transferring development rights from designated historic structures within the zone district. Commercial parking and parking for uses outside the district are not allowed. Parking requirements are one space per dwelling unit. Parking requirements for other uses are the same as other zone districts. Design review is mandatory. Allowed uses are residential and office. Neighborhood-serving retail uses are conditional. There is no height limit. Setback requirements are zero to ten feet from the front property line, five feet from the rear and five feet from the side yard property line.

R-3:
This high-density residential zone is used throughout the city, especially in neighborhoods closer to Downtown. The uses are limited to residential, with some exceptions for accessory uses for high-density developments. R-3 allows an FAR up to 3:1. The parking requirement is one and one-half spaces per dwelling unit. There is no design review and no height limit. Setback requirements are ten feet from the front property line, five feet from the rear where an alley is present and five feet from the side yard property line.

ADDITIONAL REGULATIONS
There are additional non-zoning regulations related to building and development. The local historic district both limits demolition and requires design review of new construction. There are also two height limitation ordinances. With the exception of Speer Boulevard, the western portion of the study area is affected only by the mountain view preservation height limits. None of these regulations affect the section of the Study Area south of 13th Avenue.

Civic Center Historic District:
City Council designated the Civic Center Historic District in 1978 and expanded it to include the U.S. Mint in 1982. All local historic districts have three purposes: to protect historic structures from demolition, to guarantee that alterations to historic structures maintain the integrity of the historic
Civic Center Planning Assessment

character, and to review new construction for compatibility with the district character. The Denver Landmark Preservation Commission is charged with reviewing all applications for demolition and for those alterations to building exteriors that requires a building permit. The Landmark Commission adopted Design Standards and Guidelines for the Civic Center Historic District in 1996 to explain the elements of historic character that must be reflected in new construction.

- Civic Center Design Guidelines:
   The Landmark Preservation Commission adopted these rules and regulations in 1996 to provide design standards and guidelines for the Civic Center Historic District and design recommendations for the blocks adjacent to the historic district. The emphasis is compatibility of new structures in scale, massing, materials and form, but not architectural style. The Guidelines also include standards for streetscaping, including pedestrian lighting styles and locations.

- Speer Boulevard Historic Parkway:
   Both a designated landmark and a Parks Department designated parkway, the Speer Boulevard right of

Left: Map of Historic Districts and Structures
way is subject to review by both the Landmark Preservation Commission and the Parks Department administration. There are also deeper building setback requirements adjacent to the parkway (ten feet) and bulk reduction standards for buildings taller than 100 feet.

**West 14th Avenue Parkway:**

Fourteenth Avenue between Broadway and Bannock Streets is a Parks Department designated parkway, with potential for special streetscape and building setback requirements.

**Civic Center Height Restrictions:**

In 1973, City Council designated the land surrounding Civic Center Park as an area with special height restrictions for new construction. Contained in Revised Municipal Code (RMC) Section 10-81 through 10-87, the Restrictions on Structures in the Civic Center Area describe a series of height limits stepping back from the park. The height limits are designed to preserve the integrity of the Civic Center and to protect the openness of the unique public space from the intensely developed surroundings; to protect
the stature of the public buildings as symbols of the city and the state as important points of orientation; to stabilize and enhance the aesthetic values of the surrounding areas; and to emphasize the national recognition of the governmental complex.

- **State Capitol View Preservation Ordinance:**
  In 1971, City Council designated a view protection corridor from the vantage of the western steps of the Colorado State Capitol building. The protected view (RMC Section 10-56 and 10-61) was enacted to perpetuate a panoramic mountain view from the public vantage point; to strengthen and preserve the community's unique environmental heritage as a city of the plains at the foot of the Rocky Mountains; to foster civic pride in the beauty of the city; and to stabilize and enhance the aesthetic and economic values of the surrounding areas. The view preservation ordinance limits building heights within a defined view plane.

- **Design Review Rules and Regulations:**
  The B-8-G, B-5, R-4-X and OD-1 zone districts all have mandatory design review over new construction adjacent to streets, up to 80-feet tall. The procedures, standards and guidelines that govern the design review for each zone district are contained in rules and regulations adopted by the Denver Planning Board and the Director of Planning.
LAND USE GOALS AND POLICIES FROM ADOPTED PLANS

- Silver Triangle is envisioned as the next expansion of the Financial District, with interim uses to include office and services that expand on and reinforce the Convention Center, Performing Arts Center and Government uses.

- Institutions such as the Denver Athletic Club, Emily Griffith Opportunity School and the Press Club should be maintained in the Silver Triangle.

- Civic Center is one of the most memorable districts in Downtown because of the concentration of public buildings surrounding Downtown’s largest open space.

- As the center of government for both the City and the State, Civic Center provides a focus and attraction of which all Colorado residents are proud.

- Concentrate new Civic Center state, city and private commercial development in the Silver and Golden Triangles to avoid impacts on adjacent neighborhoods.

- Preserve and build on the Cultural and Civic character of the Golden Triangle neighborhood. Encourage the development of uses related to the Civic Center Cultural Complex and its components; build on the arts, culture and government presence in the area.

- The Civic Center subarea of the Golden Triangle neighborhood is envisioned as an integral part of the Golden Triangle. New buildings continue the tradition of world class architecture around the Civic Center. Artists studios, galleries, an art school and high tech businesses are attracted to the subarea. Together the uses contribute to the Golden Triangle’s position as the center of art and Western history in the Rocky Mountain region and the government center for Denver.

- Land uses should be complementary to the governmental and cultural uses in the Civic Center subarea, including galleries, studios, restaurants, hotels and businesses that use the cultural institutional collections.

- Encourage government-related growth in the 1300 block of Bannock.

- All parking should be accommodated in multi-level structures with pedestrian uses on the ground floor.

- Civic Center subarea is a transition zone from the high density of Downtown to the lower density of the neighborhood.

- Cultural and institutional growth should continue south of the Civic Center on Acoma Street.
URBAN DESIGN AND ARCHITECTURE
EXISTING URBAN FORM

In spite of its location and good vehicular access, little development has taken place within the Silver Triangle. The district has an underutilized, low-density character, in stark contrast to the imposing Financial District across the 16th Street Mall. Acres of parking lots exist, portraying a barren image, although it is the most centrally located area of major developable land in Downtown.

The Civic Center subarea of the Golden Triangle neighborhood is distinctive in the grand nature of the civic institutions surrounding the Civic Center Park. The park and the government architecture are both formal and classic in design. The large scale of the State Capitol, City and County Building, United States Mint, and the Central Library are mitigated by exquisite detailing, durable materials and human scaling elements. The new Wellington E. Webb Municipal Office Building continues the tradition of compatible yet contemporary architecture. The tower building of the Art Museum, Civic Center Bus Station and the Police Administration Building have been less successful in integrating pedestrian comfort and human scale into the building form and site design.

Outside the Civic Center proper, the City Beautiful principles begin to disintegrate. The abundant surface parking lots lend an air of abandonment and an atmosphere of discomfort. Buildings without adequate pedestrian amenities and ground-floor activity further undermine the sense of activity and safety. The blocks surrounding Civic Center have an inconsistent urban form, with individual buildings setting a high standard of interest and comfort, but lacking the critical mass of appropriate design and development to achieve the urban design goals of the area.

CURRENT AND PROPOSED DEVELOPMENT AND EXPANSION PROJECTS

- Convention Center Expansion (Adjacent to the Study Area)
- Convention Center Hotel (Adjacent to the Study Area)
- Denver Art Museum Expansion
- Denver Art Museum Co-Development (residential, retail, office)
- Argyle Tower (residential)
- Justice Center Complex (3 buildings)
- Denver Newspaper Agency Headquarters
DESIGN GUIDELINES

B-8-G Design Guidelines, 2002
These rules and regulations implement the B-8-G zone district requirement for design review of all new construction and of significant redevelopment projects. The design standards and guidelines focus on implementing the urban design goals of the neighborhood plan, including pedestrian scale, comfort and connections; spatial definition of street and open spaces; reinforcing the parkway character of Speer Boulevard and the civic character of Civic Center; and architecture with human scale. They are consistent with the Civic Center Design Guidelines.

Civic Center Design Guidelines, 1996
These rules and regulations provide design standards and guidelines for the Civic Center Historic District and design recommendations for the blocks adjacent to the historic district. The emphasis is on compatibility of new structures in scale, massing, materials and form, but not in architectural style. The Guidelines also include standards for streetscaping, including pedestrian lighting styles and locations.

Central Business District/B-5 Design Guidelines, 1995
These rules and regulations implement the B-5 zone district requirement for design review of all new construction and of significant redevelopment projects. The design standards and guidelines focus on reinforcing and adding to the legacy of high quality design in Downtown, creating an urban center that is comfortable, delightful, exciting and the regional center for business and entertainment.

Corridor Guidelines, 2000
These review criteria apply to Speer Boulevard, Colfax, Broadway and Lincoln as designated Commercial Corridors. Their use is intended to protect and enhance the traditional pedestrian-friendly character of these corridors.

Civic Center Historic District
City Council designated the Civic Center Historic District in 1978 and expanded it to include the U.S. Mint in 1982. All local historic districts have three purposes: to protect historic structures from demolition, to guarantee that alterations to historic structures maintain the integrity of the historic character, and to review new construction for compatibility with the district character. The Denver
Landmark Preservation Commission is charged with reviewing all applications for demolition and for new construction to building exteriors that requires a building permit. The Landmark Commission adopted Design Standards and Guidelines for the Civic Center Historic District in 1996 to explain the elements of historic character that must be reflected in new construction.

★ Streetscape Design Manual, 1993

These guidelines provide basic direction for streetscape improvements in the public Right of Way for commercial and residential areas. Paving, street trees, pedestrian lighting and other street furnishing items are addressed.

★ Streetscape Inventory

Above: Template for Required Pedestrian Lights and Street Trees

Above: Illustration of Required Pedestrian Lights
POTENTIAL FOR SIGNIFICANT CHANGE

Redevelopment Site Analysis

This illustration (above) graphically depicts that a significant percentage of the area within the Master Plan study area has the potential for redevelopment. Areas included as having a potential for redevelopment may currently serve as open space but enjoy no specific protection under current ordinances or adopted plans.

URBAN DESIGN AND ARCHITECTURE GOALS AND POLICIES FROM ADOPTED PLANS

The Silver Triangle should be the area for the next expansion of the Financial District. It should develop densely with the highest scale buildings on 15th Street and a lower scale edge toward Speer Boulevard.
Improving the connection streets in the Silver Triangle District will provide a desirable environment to which early development can attach. As development occurs, the attractive pathways will draw Downtown’s pedestrians through the Silver Triangle to take advantage of the parks and Cherry Creek.

A central square or other amenity is needed to provide a focal point for development and create a long-term identity for the Silver Triangle.

15th Street should be designed as a transit corridor with entrances to serve new development in the Silver Triangle.

The theme of the Civic Center is set by Civic Center Park, a formal green space surrounded by the State Capitol, the Central Public Library, the Denver Art Museum, the City and County Building, and the Webb Municipal Building. The design is classical and grew out of the City Beautiful Movement of the early 1900s.

Create a distinct identity through the built environment, with a sense of place and special aesthetic. The community identity and distinctive place is created through the overall composition of spaces, juxtaposition of buildings, unique architectural character and details.

Unique identity is also accomplished through the integration of public art and design elements in the public realm.

Taller structures, within the view preservation ordinances, are encouraged in the Civic Center subarea of the Golden Triangle, between Colfax and 13th Avenues.

Taller structures are encouraged on Speer Boulevard and Lincoln/Broadway, with a step down in scale toward the center of the neighborhood.

Maintain the grid pattern of streets and alleys to reinforce the block pattern and the existing urban structure.

Maintain the axial views within Civic Center Park.

Maintain and frame the axial view from the south end of Acoma Street north to Acoma Plaza into Civic Center and from the north end of Acoma south to Speer Boulevard.

Strengthen the character of gateways and nodes, including the Civic Center and the cultural institutions.
LAND USE AND URBAN DESIGN ISSUES AND ANALYSIS

General Issues

Most of the study area has not reached its potential for mix of uses, density or desirable urban character. Appropriate locations for government and institutional expansion need to be determined. Proliferation of surface parking lots undermines the long-term goals for the area and adds to the desolate feeling outside the Civic Center core. Existing plans, studies and regulations are strong tools to guide future development, but they may not provide adequate guidance to minimize abrupt changes between neighborhoods.

Analysis

This area, in whole or in part, has been included in at least ten completed plans, studies and design guidelines and in four studies currently underway.

Mixed-Use Issues

The area currently lacks sufficient residential and retail uses to balance and support the government institutions. Residential and retail facilities in addition to the civic and employment uses would increase the sense of place, community and livability.

Analysis

All adopted plans and current zoning regulations allow, support and encourage mixed uses, especially residential and ground floor retail. Zone districts also provide density bonuses as incentives for certain public uses and design. Although inclusion of mixed uses in public facilities is hampered by security concerns, some retail uses are possible. Private development of mixed use projects is driven by market conditions. The regulatory system for mixed use projects is in place, ready for private development activity when it becomes feasible.
Connections and Streetscape

Issues
Unsafe, unclear and unattractive pedestrian links between Downtown and Civic Center prevent full utilization of the amenities and facilities. Poor wayfinding, lack of visibility, dangerous and unfriendly pedestrian connections are barriers. Colfax Avenue is the most significant problem area.

Analysis
Denver Multi-modal Access Plan (DMAP) and the Pedestrian Master Plan are currently underway to identify key projects and policies addressing overall citywide and Downtown connectivity. The 1998 Neighborhood Bond also includes improvements to Colfax Avenue/15th Street and 14th Avenue at Civic Center. Private development is required to improve adjacent right of way, including streetscaping, and is an incremental approach. No comprehensive approach to improvements is currently available.

Parking

Issues
The availability and cost of parking for the area is a concern, especially as existing parking lots redevelop into more active and appropriate uses. Surface parking as a stand-alone use does not reinforce or contribute to the character of a vital, walkable, interesting urban neighborhood. The community and City desire abundant, cheap and invisible parking, which is difficult to achieve.

Analysis
No comprehensive parking study or plan is currently available. DMAP will partially address the issue. New development in the B-8-G zone district is required to provide parking for its needs. No parking is required in the B-5 zone district. Displaced parking from new development on parking lots is not the responsibility of the developer.
Architecture

Issues

The existing architectural character places Denver’s best and most important buildings in a weak context. A streetscape and architectural palette that allows for innovative design within a consistent framework needs to be implemented. The existing character of the Civic Center core is desirable and should be expanded upon. Architectural and development standards need to address issues of compatibility, appropriate density, height, and scale.

Analysis

Design review of all new development is a requirement of the B-5, B-8-G and Landmark District. Scaling issues are partially addressed in these design review processes. Scale and height are also regulated by the Civic Center Height Restriction and Mountain View Preservation ordinances. All public development should be held to architectural standards that respect the existing architectural quality and materials of Civic Center structures. There may be gaps or weaknesses in the other design guidelines that should be addressed.

Key Development Opportunities

Issues

Within the study area there are underdeveloped sites that could significantly impact the character of the area, for good or for bad. These key development opportunities may include both public and private facilities. Critical sites include locations immediately adjacent to Civic Center Park, between West 14th and Colfax Avenues, bordering Colfax Avenue, and along Acoma and Bannock Streets. The appropriate locations and limits of government and institutional expansion need to be determined.

Analysis

The Golden Triangle Neighborhood Plan defines a Civic Center subarea. The Civic Center Cultural Complex Master Plan also addresses cultural facility expansion. The Downtown Area Plan indicates locations for government expansion. No single plan defines appropriate locations or limits of government/institutional expansion. Partnerships or incentives for private development in key locations have not been addressed.
Development Barriers

Issues
The lack of significant private development activity in the area indicates there are barriers to projects. These barriers may include:

- Market demand, which is impacted by the economy;
- Lack of development incentives;
- Profitability of surface parking is a disincentive for redevelopment, and
- The cost of land is increasing.

Analysis
There is no indication that significant regulatory barriers to redevelopment exist. Barriers are more related to financing and market demand.

Aesthetics/Livability

Issues
There are weaknesses in the relationship between the built environment and the overall quality of life. Major park events both enhance the sense of community and create conflicts with adjacent businesses and residents. Civic Center Park suffers from extremes of use: either too much or too little. Land use decisions may not factor in safety and quality of life concerns.

Analysis
Current plans focus on physical development aspects of the area as well as goals for quality of life. Park use issues should be included in the Civic Center Park master planning effort.
MOBILITY AND PARKING
Regional access to the Civic Center Planning Area is provided primarily by Interstate 25 (I-25). The following roadways provide access from I-25 into the study area: Broadway (south of the Civic Center area), Colfax Avenue (west of the Civic Center area), and Speer Boulevard (west of the Civic Center area).
Arterial streets

Arterial streets carry a majority of traffic traveling through the study area and are generally commercial corridors. Arterial streets within the study area include: Speer Boulevard, Colfax Avenue, 14th Avenue, 13th Avenue, Welton Street, Tremont Place, Court Place, Broadway, Lincoln Street, and Grant Street. Speer Boulevard is also classified as an Historic Parkway and 14th Avenue between Bannock and Broadway is a Parkway.

Collector Streets

Collector streets provide movement of traffic between arterials and neighborhoods. In the vicinity of the proposed project, they include: 12th Avenue, Glenarm Place, Cleveland Place, Cheyenne Place, Cherokee Street, and Bannock Street.

Local Streets

Local streets are typically designed to provide access within residential areas and some limited access to office and commercial uses. Within the study area the local streets are: Galapago Street, Fox Street, Elati Street, Delaware Street, and Acoma Street.
Bicycle Routes

The City and County of Denver has a system of bicycle routes throughout the City to serve the needs of cyclists. The plan for bicycle facilities with the City is established and described within the 1993 Denver Bicycle Master Plan and the Denver Bicycle Master Plan Update 2001. The Bicycle Master Plan was intended to “develop and implement a comprehensive bicycling program by developing a framework for a physical bicycle system as well as education, promotion, enforcement, public policy, and information distribution programs.” Within the study area, the following bicycle facilities exist:
Route D-10 - This Grid Route is along 12th Avenue. It connects on the west with the City of Lakewood (near the Lakewood/Dry Gulch) and runs primarily along 12th Avenue east to the City of Aurora at Yosemite Street. Within the project area it uses 11th and 12th Avenues, connecting via Cherokee and Delaware Streets. Given the steep grade of 12th Avenue east of Lincoln, a bicycle lane in the uphill, eastbound direction is desirable.

Neighborhood Bike Routes - There are two Neighborhood Bike Routes within the study area on Cherokee and Bannock Streets that connect with the Cherry Creek Trail and intersect route D-10. On Cherokee Street the route is from Colfax Avenue south to Speer Boulevard and the Cherokee Street ramp leading to the Cherry Creek Trail. The Bannock Street route is between Colfax Avenue and 1st Avenue, which accommodates Route D-14. These neighborhood routes serve to connect with the off-street bikeway along the frontage of the Webb Municipal Building, leading to the 16th Street Mall and the 16th Avenue bike lanes.

Cherry Creek Trail - The Cherry Creek Trail is located within the Cherry Creek channel between the north and southbound lanes of Speer Boulevard. There are existing trail access ramps from Speer Boulevard to the trail at Colfax and 14th Avenues. The Bicycle Master Plan cites the need for a future ramp connection at 12th Avenue to serve the Golden Triangle neighborhood. A staircase connection to the trail exists at 11th Avenue. However, it is not wheelchair accessible in compliance with the Americans with Disabilities Act (ADA) and does not accommodate the needs of bicyclists and in-line skaters. This staircase is adjacent to Denver Public School #1 at 11th and Delaware.

City standard “Inverted U” type bicycle parking racks are currently in place at many of the destinations in the project area including the City and County Building, the Webb Municipal Building, the Central Branch of the Denver Library and the Denver Art Museum. However there are numerous trip generators within the project area that do not have any city standard “Inverted U” type bicycle parking racks.

The Bicycle Master Plan also identified “Missing Links” within the bicycle system. Within the study area there are no missing links.
Pedestrian Facilities

Currently the City is preparing a City and County of Denver Pedestrian Master Plan, which is expected to be adopted by City Council before the end of 2003. The Draft Pedestrian Master Plan (PMP) is being developed as a recommendation of Blueprint Denver. The goal is to enhance the transportation choices available to the public for mobility within Denver. As a part of this, a network of Pedestrian Routes is being identified which link neighborhoods with such facilities as transit, parks, schools, and commercial areas. These routes are coordinated with the Parks and Recreation Department’s green streets and will be a focus for providing mobility to pedestrians. The PMP also reinforces the need for “Enhanced Bus Corridors” as defined by Blueprint Denver as corridors with high transit ridership potential which should be targeted for higher frequency bus service, Bus Rapid Transit (BRT) and priorities for Intelligent Transportation Systems (ITS) investments (including bus priority signalization). High ridership on these corridors will translate into high pedestrian activity and the need for transit-oriented pedestrian amenities along these corridors.

The Civic Center Planning Assessment study area has the following Pedestrian Routes and Enhanced Bus Corridors:

- **Pedestrian Routes:** 12th Avenue, Speer Boulevard, and Acoma Street.
- **Enhanced Bus Corridors:** Colfax Avenue and Speer Boulevard.

The PMP also identifies many pedestrian improvement projects across the city. The one project within the study area is a linear project that has been identified along 13th Avenue. The plan identified this section of 13th Avenue as having narrow sidewalks and recommends upgrades.
Numerous Regional Transit District (RTD) bus routes serve the study area. Many regional routes operate on the Broadway/Lincoln corridor. The following routes provide regional and local service within the study area: 0, 0L, 6, 7, 9, 10, 15, 15L, 16, 48, 50, 52, 3L, 29L, 36L, 46L, 79L, and the B-Line.

The RTD Civic Center Station is located within the study area and is one of the key stations that service Downtown Denver. It is located at the southeastern end of the 16th Street Mall. RTD provides a free Mall Shuttle service on 16th Street between Union Station and the Civic Center Station. The Civic Center Station services approximately 24 bus lines and the Mall Shuttle. There is also Light Rail service just to the west of the study area.
EXISTING PARKING CONDITIONS

As part of the initial assessment, the existing parking conditions within the study area were analyzed. An inventory of the existing parking supply was performed and the usage of publicly available parking determined.

On- and Off- Street Parking Inventory

Parking Supply

The current supply of both on-street and off-street parking facilities was determined. This inventory does not include private off-street parking for residents, customers, or employees. All on-street parking spaces were accounted for. A number of these spaces are for special uses such as loading, fire department vehicles, press parking, and other special users. Although these were inventoried, they are not included in the supply of parking that is generally available to the public.

The inventory of on-street spaces was conducted in the field during July 2003. The results of this effort indicate that there is a total supply of 444 publicly available on-street parking spaces. There are 123 other spaces for loading and special users.

The off-street parking inventory was performed based upon City aerials from 2002. There are 2,635 off-street spaces available to the public, which includes 973 spaces in the recently completed Arts Complex Parking Structure located between 13th and 12th Avenues west of Broadway.

Parking Demand

The demand for parking fluctuates during the day. In general, the demand for parking within the study area is highest during the weekday due to the high demand for employee and visitor parking for the commercial, office and government/public related uses. However, there is a demand for parking within the study area throughout the day. In an effort to perform an initial assessment, the demand for parking during the peak weekday daytime period was determined. An on-street parking demand study was performed from approximately 10:00 AM to 2:00 PM on a weekday during July 2003. The off-street demand was determined from the aerial photos, which were taken on a weekday at midday.
Parking Utilization

The existing utilization of parking within the study area is represented by the percent occupancy. The utilization was broken down into differing levels of demand, indicated by different-colored shading on the figures. The demand for parking spaces, the amount of available parking, and the resulting utilization is provided for each block within the study area. The on-street data represents the parking directly adjacent to the block (not including loading and special users). As shown on each of the figures, the highest demand for parking, 86 percent utilization or higher, is depicted with the darkest colored pattern. In general the highest demand of on-street parking is adjacent to Civic Center Park. The highest demand for off-street parking (as determined from the aerial photography) was south of Colfax Avenue between Delaware and Bannock Streets. Near the Convention Center, the off-street demand was also
high. It is worth noting that with its recent opening, the Cultural Center Parking Structure was observed to have a typical weekday demand of approximately 25%. In conclusion, with very preliminary observations of parking demand, the overall study area does not have demand for parking of greater than 85 percent, which is considered high utilization. However, further data collection regarding parking is necessary to complete a thorough evaluation of existing parking utilization.
PLANNED AND CURRENT TRANSPORTATION PROJECTS

Public Works will be constructing a pedestrian-related 1998 Neighborhood Bond Initiative project within the study area this fall. The work includes:

- Installation of a Pedestrian Signal on 14th Avenue on the south side of Civic Center Park and a crosswalk constructed with special paving.
- Upgrades to the pedestrian crossing of Colfax Avenue/15th Street on the north side of Civic Center Park.

A diagonal crosswalk of Colfax Avenue at 14th Street between the Webb Municipal Building and the City and County Building was completed July 2003.

There are two studies currently being conducted which address transportation and mobility. The City is completing a Pedestrian Master Plan. The plan addresses the needs of pedestrian mobility citywide. A Downtown Multimodal Access Plan (DMAP) has just been initiated. The study will address access for all modes of transportation for the Downtown area including the Civic Center and adjacent neighborhoods. DMAP will examine regional vehicular and transit demands and connections within the study area, connections from transit stations into Downtown, circulation of vehicles, transit, pedestrians and bicycles within Downtown, connections to adjacent neighborhoods, and opportunities/solutions to meet long range future transportation demands.

A new ramp connection to the Cherry Creek Trail at 12th Avenue is recommended in the Denver Bicycle Master Plan. Funds being actively sought to construct this improvement through the Denver Regional Council of Governments’ (DRCOG) Transportation Improvement Program (TIP).
MOBILITY AND PARKING

MOBILITY GOALS AND POLICIES IN ADOPTED PLANS

- Emphasis on pedestrian circulation within the Civic Center study area was mentioned in all plans. Connections from Downtown into the Civic Center study area need to be enhanced.
- Acoma Street was mentioned as one of the key pedestrian corridors.
- Colfax Avenue presents a challenge for pedestrian mobility between Downtown and the Civic Center study area. Key locations for pedestrian crossings should be identified and improved.
- Signal timing at intersections in the vicinity of the Civic Center should be examined to determine if any additional time is available for pedestrians without significantly impacting vehicular operations.
- Transit service should be enhanced. This could include shuttle service from Civic Center to Downtown. An additional need is to improve the appearance and perceived safety of bus shelters.
- A comprehensive traffic study is needed to determine the future transportation needs of the area. The use of the streets for access into Downtown and for neighborhood traffic should be recognized. The potential for impacts into adjacent neighborhoods should be addressed.
MOBILITY AND PARKING ISSUES AND ANALYSIS

Traffic Issues

Most of the study area has not reached full development. What transportation improvements will be necessary to support full build-out within the Civic Center study area? The future transportation system should support future development of the Civic Center area and maintain the local character of neighborhood streets. How does this project relate to DMAP?

Analysis

A transportation and mobility study of the Civic Center is needed to: address future growth within the study area, account for regional growth, strengthen transit use, and minimize impacts to adjacent neighborhoods. This study should identify improvement measures to mitigate future impacts, to the extent possible. This study must be coordinated with the DMAP effort and may not be possible to complete without resolution of the issues that DMAP will address. The transportation and mobility study should also consider the significance of the Civic Center area as a focal point in Denver. The study must allow for innovative long-range solutions for the Civic Center.

Pedestrian and Bicycle Mobility Issues

The Civic Center study area is a focal point of pedestrian activity. The pedestrian corridor through Civic Center Park, past the Denver Art Museum and the Library, and continuing south along Acoma Street is a key link. This provides access from Downtown to cultural activity centers and adjacent neighborhoods. Other connections are necessary however; the crossing of Colfax Avenue is difficult. The transit activity on Broadway and Lincoln generates numerous pedestrians on these two roadways. Connections from Civic Center to Lincoln and Broadway should be enhanced to support the use of transit and pedestrian mobility.

Pedestrian crossings at Colfax are difficult because the street grid changes.
Analysis

The transportation and mobility study should examine solutions that further refine and implement the recommendations of the Pedestrian Master Plan. The study should include other pedestrian enhancements, such as those included in the Colfax Avenue Corridor Transportation Improvements Analysis for the intersection of Colfax and Delaware.

Transit Issues

The study area has a number of local and regional bus routes; however, the need for a more additional service should be explored. How a transit connection between the Light Rail Station at Broadway and I-25 and Downtown impacts the study area should be determined.

Analysis

The DMAP study will address the transit connection between the Broadway Light Rail Station and Downtown. Public Works and Community Planning and Development will need to consider the impacts of this on the Civic Center study area. The need for a shuttle service between the Civic Center and Downtown may be addressed in a number of ways: as part of DMAP, working directly with RTD, or it could be included in the transportation and mobility study. In any of these, a high level of coordination with DMAP and RTD is essential.

Parking Issues

The most recent parking study of the Civic Center area was performed in 1991. A major issue is, as the surface parking lots within the study area develop, what happens to the parking demand for the lots that remain? How will the newly opened Cultural Complex Parking Structure offset the need for future additional public parking? It was recognized that many of the government related uses currently do not provide parking for employees and visitors. As the area receives additional government uses, how will the additional employee and visitor parking demand be addressed? As additional mixed-use projects are developed on properties currently used for surface parking lots, how will the reduced public parking be priced and what time limits will be appropriate? The supply of parking must also be sensitive to the need to support the use of transit. If an abundant supply of inexpensive parking is available how does this affect the use of transit?
Analysis
In order to address all of the parking issues, a comprehensive parking study of the Civic Center area would need to be conducted.

Other Issues
Additional issues related to way-finding and special events were raised as a result of the assessment workshop. An observation made by several groups was the need for way-finding for both the Downtown and Civic Center areas. Special events at Civic Center Park typically require street closures and detours. The need for a quick return of these streets to pre-event conditions was expressed.

Analysis
Downtown way-finding is a topic to be addressed within DMAP.

Events that utilize Civic Center Park are carefully coordinated in terms of neighborhood traffic impacts, street closures, detour signing, and public notification. These concerns will be provided to the Permit Section of Denver Public Works for consideration in planning for future events. Special events held in the Civic Center Park are important to maintaining the City’s tradition of civic celebration. The master plan should address neighborhood concerns and develop strategies and solutions for maintaining a balance between the tradition of civic celebration and minimizing impacts to adjacent neighborhoods.
EXISTING PARKS AND PARKWAYS

Denver Parks and Recreation manages several park units in the study area:

- Civic Center Park
- MacIntosh Park
- Fourteenth Avenue Parkway

Speer Boulevard Parkway is immediately adjacent to the study area.

Lincoln Park and the State Capitol grounds are owned and maintained by the State.
Historic Resources

Outside of Washington, D.C., Denver’s Civic Center Park is one of the most complete and intact cultural and government centers in the country. During the City Beautiful movement (1900 – 1910), many cities succeeded in improving the urban landscape with parks, parkways, streets lined with shade trees, and stately public buildings. However, few cities succeeded in implementing plans for the ultimate expression of the City Beautiful movement: a downtown civic center. Denver triumphed over other cities’ unrealized plans. Not only did Denver leaders realize a design, but also built this magnificent urban center that continues to evolve within its traditional origins. Additional public institutions and architectural excellence have gradually, over the past 80 years, reinforced and strengthened the character of this cultural heart of the City. The Park is listed on the National Register of Historic Places with national level of significance.

PARKS AND PARKWAYS GOALS AND POLICIES FROM ADOPTED PLANS

- Redesign Bannock Street to create a strong connection from Colfax (Webb Municipal Office Building) all the way south to Speer Boulevard. Reduce the width and treat Bannock differently between the City and County Building and the Park.
- Bury either Colfax or 14th Avenue to create a seamless campus between the cultural institutions on the south, the Park, and Downtown (16th Street Mall).
- Develop streetscape and land uses west and east of the Park along 14th and Colfax. As connections to Speer Boulevard and the adjoining neighborhoods.
- Develop other festival sites (such as Auraria and an Auraria bridge to Downtown)
- Create a forum for collaboration among event organizers, the Parks Department, and residents to improve the management of staging events in the Park.
- Investigate fee policies that put more money back into the park/area from large events
- Involve neighborhoods more (and give back to neighborhoods more) in events
- Develop appropriate guidelines for consistent management of event uses.
- Increase the level of casual activity and smaller programs in the Park to bring people into the Park at all times, including weekdays
Increase law enforcement
Continue to enhance the Park conditions
Dedicate Park-generated revenues to repair the Park
Examine potential outside sources of funding. Civic Center is listed on the National Register of Historic Places and is the only Denver park other than Red Rocks with a national level of significance. This level of significance entitles the Park to Federal grant opportunities not available to other parks that may be listed on the National register but have only State or local significance.

Develop new mechanisms for generating regular revenue dedicated to the Park to enhance the success of its long-term preservation by strategically implementing Park restoration and rehabilitation projects
Reduce long-term maintenance needs through preventive maintenance measures and cost-saving modifications

PARKS AND PARKWAYS ISSUES AND ANALYSIS

General

Issues

The importance of Civic Center Park and the role it plays for the surrounding civic buildings cannot be overestimated. However, urban pressures for parking and access; social problems such as graffiti, drug dealing and homelessness; and larger, more frequent public events are contributing to the deterioration of the park areas. Compounding these pressures, park budgets are shrinking. Routine maintenance measures cannot keep up with the pace of deterioration, and costs have escalated out of reach for the normal Denver Parks and Recreation maintenance budget. Today more than ever, creative solutions and strategies are required to keep up with the escalating challenges to maintain Civic Center as a healthy, vital historic icon in the heart of the civic district of the city and the state. However, no comprehensive planning or long-term strategies have been developed to effectively deal with these most of these issues.

Little information currently exists to document the condition, integrity, significance or comprehensively evaluate historic resources in Civic Center Park.
Analysis

The Parks and Recreation Department was recently awarded a grant from the Colorado Historical Fund to assess the historic resources of Civic Center Park. The study will provide necessary baseline information to develop design and management guidelines for appropriate development and future change in the Park and more effectively preserve these significant resources.

❯ Connections and relationship between the Park and the rest of Downtown

Issues

Civic Center Park was historically planned as a strategic crossroads, serving as a link between the commercial districts along 16th and 17th Streets and the State Capitol area. It continues to occupy a critical location for Downtown bus, pedestrian and vehicular access. Furthermore, the primary pedestrian link between major facilities such as Denver Public Library, the Denver Art Museum and the Downtown area is along the edges of the Park or through the Park. However, the critical linkage along Bannock is dominated by cars and parking. The central walkway through the Park does not meet the American Disability Act requirements for an accessible route.

Analysis

Several plans broadly address goals for improving the connection between Civic Center Park and the surrounding commercial district and civic places – however no specific strategies exist to comprehensively implement improvements and are dependent on incremental private development. To strengthen the connection between the area and the neighborhoods, currently there is only limited funding available for implementation. Site specific information and planning tools to guide transportation and pedestrian oriented developments in the area are lacking.
Special Events

Issues

Public concerts by the Denver Municipal Band in 1920 began the park’s enduring popularity as a forum for free civic events. Civic Center Park is probably best known for the major events such as the Peoples Fair, Taste of Colorado, Cinco de Mayo, and many others that are traditionally held annually in the Park. While the Park continues in its role as premier civic space for civic events, the impact of these events on the Park and the emerging Downtown neighborhoods is increasing. These events take their toll on the Park structures, lawns and trees from soil compaction and vehicle damage. Damage fees do not always keep pace with the level of impact in the Park nor are they effectively collected. The extent of street closures, massive influx of visitors, and parking has impacts on the quality of life for the growing population of Downtown residents.

Analysis

Large special event issues are typically dealt with piecemeal at periodic inter-agency meetings. However, there are few guidelines or management strategies consistently applied to all events organizations to address issues that affect the area around the park. No strategies or plans exist to address larger quality of neighborhood life issues such as parking impacts. No economic or budget analysis has been conducted to evaluate the fee structure for special events. Event programming is largely dependent on and reactive to outside organization proposals.
Safety and Security Issues

Social problems such as vagrancy, drug dealing and skateboarding, continue to dominate the social scene in the Park, making it uninviting for appropriate Park use. Although the Park is full of people during events and festivals, it is often devoid of activity during the week. While the Park is surrounded by an increasing density of workers and residents, Civic Center Park often is avoided and has developed a reputation as a dangerous locale, especially at night. Police patrols alone has not been an effective deterrent to eliminate or reduce illegal uses in the Park.

Analysis

There are no management strategies to address these issues. There are no programs to proactively encourage regular park activities to attract broader public to use the park and promote a vital and healthy park environment. No formal coordination among agencies exist to patrol or monitor the Park.
Inadequate funding is another issue that severely limits the ability of the Parks Department to keep up with regular repairs, preventive maintenance, and appropriate cost-saving modifications. The Park is funded through the Denver Parks and Recreation budget, which is shared by 301 other parks, parkways, and recreation centers. These funds are so scarce there is currently a $100 million backlog of deferred capital maintenance projects that only receives about $3-5 million a year to address. Furthermore, funds collected from special event fees and other park-related revenues are deposited in the City's general funds and are not earmarked for specific use at Civic Center Park.

There are no dedicated funds to maintain the public art located in the Park: the Alan True murals, A. P. Proctor bronzes, and several smaller monuments and plaques have already suffered deterioration. Past repairs have been made thanks to generous private donations, but generally this occurs only after the pieces are in a crisis state of disrepair.

Day to day maintenance also suffers from the lack of sufficient staff to keep the Park in good condition. Maintaining the areas around RTD bus stops is especially challenging. These areas are heavily used and require much more intensive maintenance than can be provided by the available staff.

Analysis

No plans exist to address improving maintenance efficiencies or capturing alternative funding sources in order to improve the level of maintenance.
QUALITY OF LIFE
### EXISTING CONDITIONS

#### Neighborhood and Community Organizations

Nine neighborhood and community organizations work to protect and enhance the quality of life within the Civic Center Study Area, including Downtown and adjacent neighborhoods. These organizations are listed in the following matrix, which identifies whether or not an organization is currently registered with the City, the boundaries of that organization, and any committees that deal more specifically with quality of life or issues particularly relevant to the Assessment.

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<thead>
<tr>
<th>Name</th>
<th>Registered</th>
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<th>South</th>
<th>East</th>
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<td>Mississippi Avenue</td>
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<td>Colorado Blvd.</td>
<td>Broadway</td>
<td>Zoning and Liquor License</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Transportation</td>
</tr>
<tr>
<td>Neighbors United Con Poder</td>
<td>Yes</td>
<td>Colfax Avenue</td>
<td>6th Avenue</td>
<td>Broadway</td>
<td>I-25</td>
<td>Zoning</td>
</tr>
<tr>
<td>Inter-Neighborhood Cooperation (INC)</td>
<td>Yes</td>
<td>City Limits</td>
<td>City Limits</td>
<td>City Limits</td>
<td>City Limits</td>
<td></td>
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</tr>
<tr>
<td>Downtown Denver Residents’ Association</td>
<td>Yes</td>
<td>1-25/23rd St.</td>
<td>Speer Blvd.</td>
<td>Broadway</td>
<td>I-25</td>
<td></td>
</tr>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>La Alma/Lincoln Park Planning Group</td>
<td>Yes</td>
<td>Colfax Ave.</td>
<td>6th Avenue</td>
<td>Speer Blvd.</td>
<td>I-25</td>
<td></td>
</tr>
</tbody>
</table>
Cultural, Institutional, and Governmental Facilities in the Study Area

The Civic Center Study Area is home to several of the premier cultural, institutional, and governmental facilities in the Rocky Mountain region. These facilities attract a significant number of visitors to the Civic Center and enhance the quality of life of the residents and employees within the Study Area, Downtown, and the surrounding neighborhoods. These facilities include:

<table>
<thead>
<tr>
<th>Name</th>
<th>Address</th>
<th>Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>Byers-Evans House</td>
<td>1310 Bannock Street</td>
<td>Historic House Museum</td>
</tr>
<tr>
<td>Colorado History Museum</td>
<td>1300 Broadway</td>
<td>State History Museum</td>
</tr>
<tr>
<td>Colorado State Capitol</td>
<td>200 East Colfax Avenue</td>
<td>State Offices and Legislative Chambers</td>
</tr>
<tr>
<td>Denver Art Museum</td>
<td>2 East 14th Avenue</td>
<td>Art Museum</td>
</tr>
<tr>
<td>Denver Central Public Library</td>
<td>1357 Broadway</td>
<td>Public Library, Western History Library, Government Documents, Geneological Research</td>
</tr>
<tr>
<td>Denver City and County Building</td>
<td>1437 Bannock Street</td>
<td>City Offices, City Council Chambers, and Courts</td>
</tr>
<tr>
<td>Emily Griffith Opportunity School</td>
<td>1250 Welton Street</td>
<td>Alternative High School and Adult Continuing Education</td>
</tr>
<tr>
<td>Firefighters' Museum</td>
<td>1362 Tremont Street</td>
<td>Firefighters' History Museum</td>
</tr>
<tr>
<td>United States Mint</td>
<td>320 West Colfax Avenue</td>
<td>Production Facility for U.S. Currency</td>
</tr>
</tbody>
</table>
QUALITY OF LIFE GOALS AND POLICIES FROM ADOPTED PLANS

- Neighborhood-serving uses, including uses such as restaurants, drug stores, and dry cleaners, should be readily available to neighborhood residents, employees, and visitors.
- The neighborhood should be safe in both reality and perception.
- The neighborhood should be pedestrian-friendly, with priority given to the pedestrian and to good pedestrian access to all areas of the neighborhood.
- Neighborhood residents, employees, and visitors should have ready access to transit, with good connections to local and regional bus and light rail routes. A local connector, or shuttle service, should be provided.
- The neighborhood should be perceived as having readily accessible green spaces, with inviting linkages to every section of the neighborhood.
- Historic structures should be protected and used.
QUALITY OF LIFE ISSUES AND ANALYSIS

General

Issues

The study area is home to significant cultural and historic resources and neighborhood and government services. Area residents feel threatened by the potential that new uses, such as the proposed new detention facility and its related uses, might undermine the vision and investment in the area as a cultural center and visitor attraction.

Analysis

The City has a huge financial stake in maintaining and enhancing the Civic Center as cultural center and visitor attraction. In the last decade alone, over $300 Million of public money has been invested in the area. This investment reflects the pride that the City takes in the Civic Center and the realization that the cultural institutions and related facilities are important economic generators for the City and the neighborhood. To help enhance the quality of the area and its institutions, the Civic Center Cultural Complex Master Plan of 1992 set a framework for expansion and joint programming for the cultural institutions. Similarly, the 1998 Golden Triangle Neighborhood Plan reinforced the importance of related cultural uses in a mixed-use environment. New government, court and detention facilities must be evaluated for potential impacts, real or anticipated, that could devalue the investment in the area and for ways in which they can enhance the quality of the area.

Architecture

Issues

Architecture in the study area is an uneasy mix of stately civic buildings, innovative contemporary design, and mediocre architecture.

Analysis

The Design Standards and Guidelines for the Civic Center Historic District, B-5 and B-8-G Zone Districts, and OD-1 Overlay Zone District address design issues and are intended to bring a more consistent quality to all new construction in the area. Public buildings may need additional design criteria to ensure continuation of the tradition of urban design excellence.
Location and Access

Issues
The Civic Center study area is adjacent to Downtown and other dense, mixed-use neighborhoods, giving it excellent proximity to cultural and government facilities, employment, shopping, parks, and open space. These close-by uses and facilities provide potential amenities for visitors, employers, and residents. However, there are physical and psychological barriers to full access to these amenities, primarily because of poor pedestrian connections; a series of vacant, underutilized, and vandalized sites that divide the more active uses; a concentration of panhandlers and homeless people; and a perception of unsafe conditions.

Analysis
Social, psychological, and physical barriers between the study area and the surrounding amenities should be addressed through further planning, programming, maintenance, and capital projects. The Downtown Area Plan identifies key connections between Downtown, the Civic Center, and the other surrounding neighborhoods. The Downtown Multi-modal Access Plan (DMAP) will provide further direction on improving access. The Pedestrian Master Plan will provide guidance for improving pedestrian connections.

Government and Neighborhood Services

Issues
While government services are concentrated in the study area, neighborhood services in the study area are limited for visitors, employees, and visitors and often require a trip to the 16th Street Mall. Desired services include drug stores, groceries, dry cleaning, shoe repair, and other services that are often needed on a regular basis. More neighborhood services are needed in or immediately adjacent to, convenient to, and visible from Civic Center Park, particularly food services.

Analysis
The zoning to allow the desired mix of uses is in place. Private development of amenities and services is dependent on market demand.
Events

Issues

Events in Civic Center Park trash the area for those who use it at other times.

Analysis

Denver Parks and Recreation has received a grant to conduct a parks plan for Civic Center Park, including events planning and mitigation of impacts.

Cultural and Historic Resources

Issues

The cultural facilities and resources, historic structures and landscape, and special events are uplifting to the spirit and help enrich the lives of visitors, employees, and residents. Notwithstanding the remaining historic structures, the area has lost a wealth of historic resources. Some of the remaining structures and landscape will likely to be threatened in the future.

Analysis

Civic Center Historic District protects the most significant historic buildings in the study area. The Civic Center Park Plan will inventory and recommend strategies for the protection and rehabilitation of historic resources and public art in the park. Other historic resources should be inventoried and considered for protection through local designation.

Open and Green Spaces

Issues

While Civic Center Park, Lincoln Park, and Speer Boulevard provide large open spaces in close proximity to all parts of the study area, outside the immediate area of those spaces, there is no indication that they exist or how to get to them. Several of the sites that are perceived as open spaces, such as the areas on the south side of the Colorado History Museum or the areas around the new Cultural Complex Parking Structure provide open spaces, but are sites for future development. The area needs better connections to its green spaces and to feel like a neighborhood in a park.

Analysis

Improved streetscape and the siting and design of new buildings can help provide better visual and
special connections to the existing parks and open spaces. The Denver Streetscape Design Manual and the Design Standards and Guidelines in place for the study area provide guidance for improving the streetscape and the siting of design of new buildings.

**Environ**

**Issues**

Surface parking lots, sparse or nonexistent landscaping, and poorly maintained buildings characterize the areas immediately surrounding the study area. All of the areas immediately surrounding the study area need to be upgraded to the level and livability of the core of the Civic Center. At the same time, the facilities in the Civic Center and the use of those facilities impact the adjoining areas both positively and negatively.

**Analysis**

There is no indication that significant regulatory barriers to redevelopment exist. Barriers are more related to financing and market demand. Increased code enforcement and amortization of non-conforming uses could address some of the problem. The Civic Center Park Plan will include provisions for events planning and impact mitigation.

**Urban Living**

**Issues**

With the proximity of facilities and services, the area has the potential for providing an exciting and fulfilling urban experience for visitors, employees, and residents. This potential is still largely untapped. The cultural facilities in the study area successfully provide an environment that uplifts the spirit of those individuals who can take advantage of their facilities and services. The entire area, however, is missing an opportunity by not having the same effect.

**Analysis**

New development can be located and designed to help create an exciting and fulfilling urban experience. All new development in the study area should take cues from the cultural facilities in the area and provide high quality architecture, art, landscaping, and materials. The existing plans and regulatory framework in the area call for the desired quality of redevelopment; barriers to additional redevelopment are more closely related to financing and market demand.
Parking

Issues

Employee parking is limited and expensive. Parking will become more limited and more expensive for employees and visitors as surface parking lots are redeveloped.

Analysis

No comprehensive parking study or plan is currently available. DMAP will partially address the issue. New development in the B-8-G zone district is required to provide parking for its needs. No parking is required in the B-5 zone district. Displaced parking from new development on parking lots is not the responsibility of the developer.

Pedestrians

Issues

Pedestrians are subject to the impacts from the dominance of automobiles, high volume of traffic, congestion and noise. Distances can be long and unfriendly, disrupting the ease of pedestrian access.

Analysis

The Pedestrian Master Plan will help address pedestrian issues. DMAP will look at access issues. The Denver Streetscape Manual provides standards and guidelines for streetscape improvements. As additional redevelopment occurs, the pedestrian experience will improve.

Transit

Issues

While both the bus system and light rail are readily accessible at the eastern and northern edges of the study area, transit connections to the edges are limited in the interior and limit the use of transit by visitors, area residents, and area employees. Distances between desired destinations are great enough that walking the area would benefit from some form of local shuttle service that would connect uses.

Analysis

DMAP will address transit issues related to getting in, around and out of Downtown. The Pedestrian Master Plan is looking at improving the pedestrian infrastructure and experience.
Safety 

Issues 

Both the reality and perception of safety are compromised by the intensity of the loitering and drug activity in and around both Civic Center and Lincoln Parks and the bus stops in each, both day and night. The reality and perception of anti-social activities in the park limits the use of the park by visitors, employees, and residents.

Analysis 

The Civic Center Park Plan will provide baseline information for management guidelines for appropriate development and change in the park.

Trash and Litter 

Issues 

Trash and litter damage the beauty of the area.

Analysis 

Code enforcement, parks maintenance should be increased. Neighbors can help be calling the Neighborhood Inspection Service hotline to report problems. The Civic Center Park Plan will provide baseline information for management guidelines for appropriate development and changes in the park.
ECONOMIC ACTIVITY
EXISTING ECONOMIC ACTIVITY

The Civic Center Area has an important role with the City of Denver and for the entire State of Colorado.

Some key economic considerations for this area include:

- The study area is in the heart of governmental activity both for the State of Colorado and for the City and County of Denver.
- The study area lies on the southern edge of the central business district.
- The study area marks the demarcation where high rise private offices transition to government facilities and 3-4 story office and retail buildings, and eventually to high-rise housing.
- The area is on the northern edge of redevelopment occurring from Colfax south along Broadway.
- This redevelopment is likely to foster more intense future residential and commercial development within in this area.
- The majority of current activity in this area revolves around government employment/interaction and tourism.

Employment

Table 1 shows employment estimates by category for the study area. Within the study area, employment is estimated at about 10,550 persons. This represents about 1% of the total employment within the Denver Metro area, and about 9% of employment in the Downtown.

By category, about 52% of the 16,550 people are government employees, including municipal, State and Federal employees. Another 26% are currently classified as media, which is primarily newspaper since the staff for both the Denver Post and Rocky Mountain News are located in this area.
Study Area Employment and Wage Estimates

<table>
<thead>
<tr>
<th>Employment Category</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>5,500</td>
<td>52%</td>
</tr>
<tr>
<td>Media</td>
<td>2,750</td>
<td>26%</td>
</tr>
<tr>
<td>Museums</td>
<td>650</td>
<td>6%</td>
</tr>
<tr>
<td>Restaurant</td>
<td>400</td>
<td>4%</td>
</tr>
<tr>
<td>Professional</td>
<td>300</td>
<td>3%</td>
</tr>
<tr>
<td>Other</td>
<td>950</td>
<td>9%</td>
</tr>
<tr>
<td><strong>Total Employment</strong></td>
<td>10,550</td>
<td>100%</td>
</tr>
</tbody>
</table>

**Total Wage Estimates:** $190,000,000

**Government Impact**

With the key City and State headquarters located in this area, these employers are not only the major employers, but spend also significant sums on facilities. The major infrastructure investments by the City during the past ten years are listed on the following page. These investments total approximately $313 million. The State has also renovated facilities over the years and continues to explore reuse and expansion options. Similarly the Federal government has spent substantial sums on renovations at the US Mint and Post Office in recent years.
City Public Infrastructure Investment Past 10 Years

City Projects

- Denver Public Library, Central Branch
- Wellington E. Webb Municipal Office Building
- Denver Art Museum Expansion
- Cultural Center Parking Structure
- Remodel of Greek Theatre
- Total City Infrastructure Investment: $313 Million

Tourism Draws, but Limited Services

Another interesting aspect of the area and perhaps one of the most untapped economic engines in the area is the tourism component. Visitor estimates for this area are shown on the following page. The Art Museum, Library, Colorado History Museum, State Capitol, City and County Building and Civic Center Park all draw tourists, but the key attraction in the area was until recently the Denver Mint, which, unfortunately, has been closed to the general public as of September 11, 2001. Surprisingly, restaurants account for only 4% of the employment in the area and there are no major hotels. Given the tourist draws in this area, the portion of visitor service related employment could be higher. Only recently has this sector begun to grow with new restaurants springing up as residential population increases.
 Visitor Estimates:

<table>
<thead>
<tr>
<th>Attraction</th>
<th>Attendance Per Year</th>
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</thead>
<tbody>
<tr>
<td>Denver Art Museum</td>
<td>383,949</td>
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<tr>
<td>Denver Public Library</td>
<td>1,152,973</td>
</tr>
<tr>
<td>Colorado History Museum</td>
<td>269,861</td>
</tr>
</tbody>
</table>

 Future Employment and Investments

The public and private investment in this area and redevelopment will continue to spur expanded employment and population growth in the study area. Similar to growth that has occurred in LoDo, the increased resident population in and around the study areas provides the opportunity for new services and restaurants, which in turn encourages more residents in an upward spiral of economic growth and investment.

Additionally, the public sector investment maintains the “public” aspect of the study area, attracts tourists and increases employment in the area. Potential major future public and private investments are listed on the following page.
Current and Proposed Development and Expansion Projects

- Denver Art Museum Expansion
- DAM Co-Development (residential, retail, office)
- Argyle Tower (residential)
- Justice Center Complex (3 buildings)
- Denver News Agency office

In addition to these specific projects, the majority of the Civic Center area is included in the State of Colorado’s Enterprise Zone which offers a reduction on State income tax based on job creation, job training, capital investment and other business activities.
ECONOMIC ACTIVITY ISSUES AND ANALYSIS

General

Employment and economic activity in the area is poised for continued growth. While the potential exists for expansion of government facilities in the study area, the residential growth to the south of the study area continues to foster new and expanded service opportunities.

The “areas unlikely to change” shown on the Change Area Map are primarily government facilities and while employment in the these areas may be cyclical, the primary employment increases for both government and private sector activity are likely to occur in the “areas subject to change.” In the northern portions of the study area, the Convention Center may stimulate some tourist and service related growth and there is the potential for some expanded business activity. At the perimeter of existing government facilities some expansion of government facilities is likely to occur. In the southern portions of the study area, residential, tourist, art and service expansion would be expected.

Issues

Building on current “activity” and creating new “activity” are critical to support the tourist oriented and potential art community growth.

Analysis

Pedestrian connections and other linkages are critical to tourist and art business growth. The southern portions of the study area from 12th to 14th Avenues could capture this type of growth along with some areas adjacent to the Convention Center. Linkages between the two are equally important.

Issues

As documented by the current landscape of activity and employment, future growth in this area should revolve around government functions, tourist activity and potentially small/medium businesses.

Analysis

Local government is looking to expand in this area. Maintaining a pedestrian scale for government facilities and pedestrian connections are important to the success of tourist related and service businesses. As an example that should be emulated, the Webb Municipal Building and integrated annex
made a successful transition from the CBD to the Civic Center, not only in terms of scale but in terms of economic activity and diversity with the integrated retail vendors.

The growth of small and medium-sized businesses generally is generated by increases in the number of residential units. Therefore, the anticipated increase in residential units in the Study Area should result in additional small and medium business activity.

Issues

Major growth in new job creation (excluding the proposed Denver Newspaper Agency moving within the area in the next few years) will be limited to government functions.

Analysis

Large, private sector businesses will grow in the Downtown core due to market trends, high vacancies, and the availability of alternative transportation. They will also grow in outlining areas of the City, including Stapleton, Lowry, Denver International Airport (DIA), Interstate 25 (I-25) corridor, etc.

Key Development Opportunities

Issues

The current surface parking lots in this area will be difficult to re-develop into other uses due to the surplus of office space in the Downtown area, competition for residential development from other areas of Downtown, City requirements for parking in new developments, and the profitability of surface parking.

Analysis

No specific City program is established at this time to address surface parking lot redevelopment.

Issues

Within the study area there are underdeveloped sites that, if redeveloped, could significantly impact the character of the area, for good or for bad. These key development opportunities may include both public and private facilities. Critical sites include locations immediately adjacent to Civic Center Park, between West 14th and Colfax Avenues, bordering Colfax, and along Acoma and Bannock Streets. The appropriate locations and limits of government and institutional expansion need to be determined.
Analysis
The Golden Triangle Neighborhood Plan defines a Civic Center subarea. The Civic Center Cultural Complex Master Plan also addresses cultural facility expansion. The Downtown Area Plan indicates locations for government expansion. No single plan defines appropriate locations or limits of government/institutional expansion. Partnerships or incentives for private development in key locations have not been addressed.

Development Barriers

Issues
The lack of significant private development activity in the area indicates there are barriers to projects. These barriers may include:

- Market demand, which is impacted by the economy;
- Lack of development incentives;
- Profitability of surface parking is a disincentive for redevelopment, and
- The cost of land is increasing.

Analysis
There is no indication that significant regulatory barriers to redevelopment exist. Barriers are more related to financing and market demand.
GOVERNMENT AND CULTURAL FACILITIES
EXISTING GOVERNMENT AND CULTURAL FACILITIES

In the study area there are over four million gross square feet of space dispersed among 28 facilities that house Federal, State, and City government and cultural uses. There are over 6,600 government and cultural employees in these facilities. Many, if not all, the facilities involve heavy interaction with the public. Although these facilities generally have, to varying degrees, met the needs of their users, several facilities are: nearing the end of their useful-life-span; cannot feasibly or cost-effectively be expanded to mitigate current overcrowded conditions; and/or lack the capacity to accommodate future growth.

The government facilities consist mostly of courts and court related use, administrative offices, legislature, and safety uses. The cultural facilities include museums and the Central Denver Public Library.

Two current uses presently in the study area that have severe overcrowding issues along with facility functionality problems are the courts in the City and County Building and detention and intake in the Pre Arraignment Detention Facility (PADF). Identified below are some problems the City currently faces with these two facilities:

Courts

- County and District Courts are congested and below standards. Over 50 courts, which include Probate, Civil, Juvenile, and Criminal, are located in the City and County Building that was originally designed for eight courts when constructed in 1932.
- Defendants, victims, jurors and families circulate together among 19 criminal courts.
- The Grand Jury room is located in a basement space designed for storage that does not meet air quality requirements.
- The State could, at any time, mandate or force the City to meet current State standards by leasing additional buildings or making major renovations.
- The County Civil courts have a $3.25 million, five-year lease in the Adams Mark Hotel.
- Renovation of the Permit Center for Juvenile Courts is costly (estimated at $9.0+ million) and doesn’t accommodate growth nor meet State Courtroom standards.

The Denver Public Library Central Branch had a major expansion in 1995. Michael Graves was selected as the architect following a design competition.
Inadequate space in Courtroom 191J, the County Juvenile Court, forces defendants and parents to stand outside in the elements.

There isn’t any public parking associated with Courts.

**Detention**

City and County jails operate at 140% to 150% of capacity.

In 2002 the Sheriff Department relinquished accreditation, the City’s only shield from a class-action lawsuit and federal cap.

Overcrowding strains Sheriffs’ ability to safely monitor and control inmates, putting both the inmates and deputies at risk. Alternatives to jail can’t keep pace with growth, requiring early releases of inmates.

The PADF rated capacity is 158. It consistently exceeds 250 arrestees on Fridays through Mondays. The rated capacity at the County Jail is 1,350. The average daily count has been 1,928.
Table 2 is a detailed list of the government and culture facilities in the study area. The map on the following page indicates the location of the facilities in Table 2. By far the City and County of Denver and the State of Colorado are the largest landowners in the area.
Several master plans and facility studies that identify future needs have been completed for public buildings in the study area. Some current and recently completed projects that are currently under construction in the study area are a result of adopted master plans. The Wellington E. Webb Municipal Office Building, the Denver Art Museum expansion, and the renovation of the Minoru Yasui Office Building are all projects that were results of following master plans which guide public facility investment.

There have been many plans over the years, with some plans building upon one another. Some plans have changed direction over the years due to availability of land, changes in political agendas, and budgets, but consistent through all plans is the driving force of population and employment. As population and employment increase in Denver so does the need for governmental and cultural facilities. It is important to note that while local government may decline in the short term due to the current fiscally-constrained climate, over the long term, public employment will parallel population growth.

Many facilities have outgrown their ability to accommodate growth, thus forcing the City to remodel facilities or lease space. This is evident with the City and County Building, which was unable to accommodate all of the necessary courtrooms. Thus, the City and County of Denver leased space in the office tower of the Adams Mark Hotel for six courtrooms. The Office of Asset Management would like to reduce lease expenses and return these courtrooms to the City and County Building. Current plans have been created that accommodate this desire. This is a reasonable goal. For example, with the completion of the Webb Municipal Building the City eliminated over 400,000 square feet of leased space scattered around the City. While lease rates may vary over the short term, in the long term it will be more cost effective for the City to own rather than lease space.

Many of the plans listed below relate to Safety, Courts and Government Services, which are significantly present in the study area. While the new office building has accommodated government services growth over the next twenty years, there will still be a need for growth in Safety and Courts to allow the City to function efficiently and serve the public.
The following are some of the City and County of Denver facility master plans and studies completed over the last 16 years, which may influence the study area.

**1986 Denver Facility Master Plan, Pouw & Associates / Geisler Smith / Ross Consulting**

This plan suggested central administrative/justice facilities to house the activities involved in the management of City affairs and the administration of justice. It advised that this type of facility requires a central location because of the significant interrelationships between the occupying agencies and the heavy volume of public business transacted. It observed that these facilities convey a sense of community identity and image. The plan suggested developing a City and County Building Complex. It noted that the City and County Building remains the key component, and recommended relocating the Judicial functions into structures geographically related to the City and County and Public Safety buildings. The plan also suggested construction of a new judicial facility. Two judicial facility options were provided in the report: one site was located south of the Permit Center; the other located it north of the City Jail.

**1992 PADF Concept Design, Reilly Johnson Architecture**

This concept design suggested a six-story addition to the north of the existing Pre-Arraignment Detention Facility to increase the capacity of the facility to a 507-rated housing capacity.

**1999 Draft Strategic Facility Master Plan, The SGS Group**

This study (based on the 1986 Pouw Study) was not finalized and focused on eliminating leased space and issues with existing City buildings. It explored the construction of a new office building and renovating existing buildings. The Plan suggested the use of the Permit Center as a Court Annex to allow lease space to return to City and County Building. It recommended renovating the City and County Building to provide five new courts, which would meet year 2005 projections. It also stated that by year 2010 additional growth of courts would require the construction of a new court facility. To meet long-term growth, the study projected the need for an additional 300,000 square feet. The Plan further recommended developing new courts in conjunction with detention facilities when operational improvements are exhausted and developing a dedicated Juvenile Court along with a Court Building developed within the Civic Center.

Implementation of portions of this plan started in 1999. The first phase was to construct a new office building to consolidate agencies and eliminate leased space. This phase was completed with the opening
of the 700,000 square foot Wellington E. Webb Municipal Office Building. The second phase identified three buildings, which would receive substantial remodel to accommodate future growth. Due to fiscal constraints only the Minoru Yasui building is being completely remodeled and the City and County Building would receive a minor remodel only in vacated space. The Permit Center would not receive any remodel. The decision not to renovate these two facilities may mean that the long-term needs of the City may not be met at this time and future renovations would be needed.

▶ 2000 Denver Police Master Plan, Daniel C. Smith and Associates

The Police Master Plan calls for the decentralization of Investigations out of the existing Police Administration Building. This would allow for other administrative functions to grow in the existing building. Unfortunately even with decentralization the Police Department still needs additional space. They will require approximately 28,000 square feet of additional administrative space within the next twenty years. The plan also calls for a new District Six Police Station, a Special Function Facility, and an Investigations Building, with all three totaling over 125,000 square feet. Although the facilities needs were identified in the master plan, no specific sites have been identified for these functions.

▶ 2001 Denver Art Museum Master Plan, Klip Collussy

This plan addresses the new wing of the Denver Art Museum, the Denver Art Museum Office Building, the Cultural Center Parking Structure, and Co-Development. The plan calls for a 146,000 square foot addition to the existing museum, a 42,000 square foot office building, over 13,000 square feet of commercial/retail space, and over 166,000 square feet of residential. The plan also indicated a 967-space parking garage, which was completed this year. Construction on the new wing just began and phase one of the co-development (residential/commercial) is expected to begin in the summer of 2004.

▶ 2003 Fire Department Master Plan, Daniel C. Smith and Associates

This plan as it relates to the Civic Center calls for the Fire Department Headquarters presently located at Fire House One to be relocated. No specific site has been targeted at this time for this use although it should be located near the Manager of Safety and other government agencies. The plan also suggests relocating the fire departments warehouse to the vacated area in Fire Station One, mainly due to its central location. The fire station itself will remain in its current facility.
**2002-2003 Justice Center Planning, Reilly Johnson Architecture**

This plan examined the City and County Building’s ability to meet long-term court needs. It determined in order to meet the long-term needs of the Courts, City Council and the Mayor’s Office, criminal and juvenile courts would need to be relocated to a new facility. This plan determined that Civil Courts in leased space could return to the building and that it would be able to meet the twenty-year needs of the civil courts remaining. With the acquisition of the Rocky Mountain News (RMN) site, this plan developed concepts for a Justice Center. Twenty-year caseload projections forecasted the need for 29 adult criminal courtrooms and 12 juvenile courtrooms.

Using previous studies, it was determined that 1,500 pre-sentencing detention beds were necessary. This estimate of new beds was also examined against the ability to close inefficient jail buildings at Smith Road to allow for future expansion and to increase holding to a total of 2,700 beds. The plan indicated the potential of developing three buildings on the RMN land that was acquired by the City in 2002. One building would be an adult court and detention facility, the other would be a juvenile courthouse, and the last building would house parking for all facilities and would provide over 20,000 square feet of commercial/retail space. This plan recommends closing the existing PADF building and eliminating the need to renovate the Permit Center, providing approximately 124,000 square feet for other government needs in the area.

Table 3 is a detailed list of potential needs identified in the various plans for facilities that are located in the study area. Items 1-20 are projected needs from master plans. Items 21-28 are possible back-fill uses for the Rocky Mountain News site if a Justice Center is not developed on that site.
## Facility Needs (City & County of Denver) in the Study Area

<table>
<thead>
<tr>
<th>Item</th>
<th>Need</th>
<th>Facility Type</th>
<th>Current Location</th>
<th>Future Location</th>
<th>Recommendation Based</th>
<th>Existing Status</th>
<th>Existing Sq. Ft.</th>
<th>Projected Sq. Ft.</th>
<th>Implementation Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Safety - Detention Expansion, Justice Center Component</td>
<td>Detention/Intake</td>
<td>PADF/Smith Rd.</td>
<td>Rocky Mountain News Site</td>
<td>Study</td>
<td>City Owned</td>
<td>357,000</td>
<td>462,000</td>
<td>2004</td>
</tr>
<tr>
<td>2</td>
<td>Courts - Criminal Courts Bldg., Justice Center Component</td>
<td>Courts</td>
<td>City &amp; County Building</td>
<td>Rocky Mountain News Site</td>
<td>Master Plan</td>
<td>City Owned</td>
<td>N/A</td>
<td>241,000</td>
<td>2004</td>
</tr>
<tr>
<td>3</td>
<td>Courts - Juvenile Courts Bldg., Justice Center Component</td>
<td>Courts</td>
<td>City &amp; County Building</td>
<td>Gov. Complex</td>
<td>Master Plan</td>
<td>City Owned</td>
<td>N/A</td>
<td>116,000</td>
<td>2004</td>
</tr>
<tr>
<td>4</td>
<td>Criminal Justice Center Parking, Garage Justice Center Component</td>
<td>Parking/Office</td>
<td>N/A</td>
<td>Rocky Mountain News Site</td>
<td>Study</td>
<td>N/A</td>
<td>N/A</td>
<td>160,000</td>
<td>2004</td>
</tr>
<tr>
<td>5</td>
<td>Safety - District 6 Police Station</td>
<td>Police Station</td>
<td>Clarkson</td>
<td>Within District</td>
<td>Master Plan</td>
<td>Lease</td>
<td>7,917</td>
<td>40,000</td>
<td>2005</td>
</tr>
<tr>
<td>6</td>
<td>Safety - Fire Department Headquarters</td>
<td>Office</td>
<td>Fire Station #1</td>
<td>Gov. Complex</td>
<td>Master Plan</td>
<td>City Owned</td>
<td>15,000</td>
<td>25,000</td>
<td>2005</td>
</tr>
<tr>
<td>7</td>
<td>Safety - Fire Department Warehouse</td>
<td>Warehouse</td>
<td>Center St.</td>
<td>Fire Station #1</td>
<td>Master Plan</td>
<td>City Owned</td>
<td>4,200</td>
<td>10,000</td>
<td>2005</td>
</tr>
<tr>
<td>9</td>
<td>Safety - Property Storage Expansion</td>
<td>Warehouse</td>
<td>PAB</td>
<td>Gov. Complex</td>
<td>Master Plan</td>
<td>City Owned</td>
<td>N/A</td>
<td>10,000</td>
<td>2010</td>
</tr>
<tr>
<td>10</td>
<td>Safety - Crime Lab Expansion</td>
<td>Special</td>
<td>PAB</td>
<td>Gov. Complex</td>
<td>Master Plan</td>
<td>City Owned</td>
<td>N/A</td>
<td>5,000</td>
<td>2010</td>
</tr>
<tr>
<td>11</td>
<td>Safety - Police Special Function Facility</td>
<td>Special</td>
<td>Harvard Gulch/Decatur/City Pk.</td>
<td>Gov. Complex</td>
<td>Master Plan</td>
<td>N/A</td>
<td>N/A</td>
<td>80,000</td>
<td>2010</td>
</tr>
<tr>
<td>12</td>
<td>Safety - Investigations Building</td>
<td>Office</td>
<td>13th &amp; Cherokee</td>
<td>Gov. Complex</td>
<td>Master Plan</td>
<td>N/A</td>
<td>N/A</td>
<td>5,000</td>
<td>2015</td>
</tr>
<tr>
<td>13</td>
<td>New Wing of Denver Art Museum</td>
<td>Museum</td>
<td>14th Ave.</td>
<td>South of Existing</td>
<td>Plan</td>
<td>N/A</td>
<td>210,000</td>
<td>146,000</td>
<td>2003</td>
</tr>
<tr>
<td>14</td>
<td>Expansion of Webb Building (2020)</td>
<td>Office</td>
<td>Colfax Ave.</td>
<td>Gov. Complex</td>
<td>Plan</td>
<td>Lease/Purchase</td>
<td>N/A</td>
<td>35,000</td>
<td>N/A</td>
</tr>
<tr>
<td>15</td>
<td>Back-Up 911 Call Center</td>
<td>Office</td>
<td>City &amp; County Bldg.</td>
<td>City &amp; County Bldg.</td>
<td>AMO</td>
<td>City Owned</td>
<td>1,200</td>
<td>3,000</td>
<td>2004</td>
</tr>
<tr>
<td>16</td>
<td>Mayor's Office - Office of Emergency Management</td>
<td>Office</td>
<td>City &amp; County Building</td>
<td>City &amp; County Building</td>
<td>AMO</td>
<td>City Owned</td>
<td>2,000</td>
<td>3,500</td>
<td>2005</td>
</tr>
<tr>
<td>17</td>
<td>County Courts Civil Division Relocation</td>
<td>Courts</td>
<td>Adams Mark Hotel</td>
<td>City &amp; County Building</td>
<td>Master Plan</td>
<td>Lease</td>
<td>27,000</td>
<td>30,000</td>
<td>2009</td>
</tr>
<tr>
<td>18</td>
<td>Courts - Civil Court Expansion</td>
<td>Courts</td>
<td>City &amp; County Building</td>
<td>City &amp; County Building</td>
<td>Master Plan</td>
<td>City Owned</td>
<td>25 existing civil courtrooms</td>
<td>32 courts projected 20 yr</td>
<td>2009</td>
</tr>
<tr>
<td>19</td>
<td>Mayor's Office - Expansion</td>
<td>Office</td>
<td>City &amp; County Bldg.</td>
<td>City &amp; County Bldg.</td>
<td>Plan</td>
<td>City Owned</td>
<td>5,000</td>
<td>3,000</td>
<td>2003</td>
</tr>
<tr>
<td>20</td>
<td>City Council - Expansion</td>
<td>Office</td>
<td>City &amp; County Bldg.</td>
<td>City &amp; County Bldg.</td>
<td>Plan</td>
<td>City Owned</td>
<td>8,500</td>
<td>2,800</td>
<td>2003</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>1,447,300</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## CONTINUED: FACILITY NEEDS (CITY & COUNTY OF DENVER) IN THE STUDY AREA

<table>
<thead>
<tr>
<th>Item</th>
<th>Need</th>
<th>Facility Type</th>
<th>Current Location</th>
<th>Future Location</th>
<th>Recommendation Based</th>
<th>Existing Status</th>
<th>Existing Sq. Ft.</th>
<th>Projected Sq. Ft.</th>
<th>Implementation Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>21</td>
<td>General Services - POB Shops</td>
<td>Warehouse</td>
<td>Brighton Blvd.</td>
<td>RMN Backfill</td>
<td>AMO</td>
<td>Lease</td>
<td>18,000</td>
<td>12,000</td>
<td>N/A</td>
</tr>
<tr>
<td>22</td>
<td>Human Services - Supplemental Foods</td>
<td>Warehouse/ Retail</td>
<td>Santa Fe</td>
<td>RMN Backfill</td>
<td>Master Plan</td>
<td>Lease</td>
<td>45,000</td>
<td>70,000</td>
<td>N/A</td>
</tr>
<tr>
<td>23</td>
<td>Art Museum Warehouse</td>
<td>Warehouse</td>
<td>Brighton Blvd.</td>
<td>RMN Backfill</td>
<td>AMO</td>
<td>Lease</td>
<td>8,000</td>
<td>8,000</td>
<td>N/A</td>
</tr>
<tr>
<td>24</td>
<td>Election Commission Warehouse</td>
<td>Warehouse</td>
<td>Gates</td>
<td>RMN Backfill</td>
<td>AMO</td>
<td>Lease</td>
<td>40,000</td>
<td>45,000</td>
<td>N/A</td>
</tr>
<tr>
<td>25</td>
<td>Television Studios</td>
<td>Special</td>
<td>Stapleton</td>
<td>RMN Backfill</td>
<td>AMO</td>
<td>Lease</td>
<td>13,000</td>
<td>15,000</td>
<td>N/A</td>
</tr>
<tr>
<td>26</td>
<td>Mayor's Office - Work Force Development</td>
<td>Office</td>
<td>Parkway Center</td>
<td>RMN Backfill</td>
<td>AMO</td>
<td>Lease</td>
<td>10,000</td>
<td>15,000</td>
<td>N/A</td>
</tr>
<tr>
<td>27</td>
<td>Safety - PADF Expansion</td>
<td>City Jail/Intake</td>
<td>Grove St.</td>
<td>Gov. Complex</td>
<td>Study</td>
<td>City Owned</td>
<td>57,000</td>
<td>87,000</td>
<td>N/A</td>
</tr>
<tr>
<td>28</td>
<td>Safety - Civil Service Commission</td>
<td>Office</td>
<td></td>
<td>RMN Backfill</td>
<td>AMO</td>
<td>Lease</td>
<td>20,700</td>
<td>23,000</td>
<td>2005</td>
</tr>
</tbody>
</table>

### Co-Development with City & County of Denver

<table>
<thead>
<tr>
<th>Item</th>
<th>Need</th>
<th>Facility Type</th>
<th>Current Location</th>
<th>Future Location</th>
<th>Recommendation Based</th>
<th>Existing Status</th>
<th>Existing Sq. Ft.</th>
<th>Projected Sq. Ft.</th>
<th>Implementation Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>29</td>
<td>DAM Co-Development at 12th Avenue</td>
<td>Commercial/ Retail/ Residential</td>
<td>New</td>
<td>South of Library</td>
<td>Master Plan</td>
<td>N/A</td>
<td>N/A</td>
<td>3,950 Retail 59,650 Res.</td>
<td>2004</td>
</tr>
<tr>
<td>30</td>
<td>DAM Co-Development at Acoma</td>
<td>Commercial/ Retail/ Residential</td>
<td>New</td>
<td>South of Library</td>
<td>Master Plan</td>
<td>N/A</td>
<td>N/A</td>
<td>10,660 Retail 73,050 Res.</td>
<td>2004</td>
</tr>
<tr>
<td>31</td>
<td>DAM Co-Development at Broadway</td>
<td>Commercial/ Retail/ Residential</td>
<td>New</td>
<td>South of Library</td>
<td>Master Plan</td>
<td>N/A</td>
<td>N/A</td>
<td>42,000 Office 120,000 Res.</td>
<td>2007</td>
</tr>
</tbody>
</table>
PLANNED OR PROPOSED GOVERNMENT AND CULTURAL FACILITIES DEVELOPMENT

Although the above master plans suggest several new facilities and renovation projects, only some of the recommendations have been incorporated into an implementation plan. These facilities are as follows:

► **Denver Art Museum (DAM):**

The expansion of the Denver Art Museum will be accomplished in four phases. The first phase, completed in 2002, is a 967-space parking structure. The second phase, the addition of the Frederic C. Hamilton Building, broke ground in 2003. A geometric explosion of glass and titanium designed by Daniel Libeskind, the Hamilton Building will be an internationally significant work of architecture and a signature landmark for the City of Denver. Silhouetted against the majestic Rocky Mountains, the 146,000-square-foot Hamilton Building will nearly double the size of the museum. It will house several collections that have never been on permanent display. Three new state-of-the-art special exhibition galleries will allow the museum to bring unprecedented exhibitions to the region.

► **DAM Co-Development:**

The third and fourth phases of development have been designed to wrap the existing 967-space parking structure with commercial and residential uses. The third phase will begin in the summer of 2004 and will provide over 14,000 square feet of commercial/retail space and over 130,000 square feet of residential. Phase four, slated to begin in the summer of 2007 would house 42,000 square feet of office space and an additional 120,000 square feet of residential.

► **Downtown Justice Center:**

In an effort to eliminate overcrowding at the City and County Building and at the County Jail, return the City and County Building to a civic use, allow for future growth at the City and County Building and at the Smith Road site, and provide a centrally located facility that will maximize operational efficiencies, the Rocky Mountain News (RMN) building has been proposed as the site for a new Justice Center. Prior to construction, this proposal requires a citywide bond election, a rezoning, and design review. If approved, this redevelopment would include relocating all criminal courts out of the City and County Building into a new Criminal Courts Building containing 241,000 square feet. The RMN site is projected to accommodate 32 criminal courtrooms, three more than the 20-year needs projection. In connection with the criminal courtrooms, 462,000 square feet of detention facilities would also be constructed on
the site. This would house 1,500 beds for pre-sentencing inmates and be the new intake building for the Sheriffs office, thus allowing the closure of the current PADF at 14th and Cherokee completely and closing inefficient housing units at Smith Road. The proposed Justice Center would accommodate parking in three locations, on-site parking, underground private parking, and a parking structure for the public south of 14th Avenue. The parking facility would also have 20,000 square feet of commercial space. The final building in the Justice Center would be a juvenile courthouse of 116,000 square feet.

**City and County Building:**

This building is presently planned for a minor remodel of the vacant space when agencies vacated to the Webb Municipal Building. This remodel addresses deficiencies in present courtroom and office space needs. Even with completion of this remodel, several courtrooms will still not meet courtroom standards. Completion of the Justice Center would allow the City and County Building, without a major remodel, to provide 34 quality courtrooms complying with court standards. The twenty-year projection for Civil Courts is a total demand for 32 courtrooms, all of which could then be accommodated in the City and County Building.

**Permit Center:**

Present plans to remodel the building as a Juvenile Courthouse are on hold. Remodeling the Permit Center would have met the present demand of nine courtrooms but would not have addressed the twenty-year need of 12 courtrooms (growth of three additional). The Permit Center is currently being used as offices for Probation staff and functions that vacated the Minoru Yasui Building while it is being remodeled.

**State Facilities:**

The State has not completed any expansion plans at present. They do have the desire to complete a master plan for their facilities. State Historical Museum has conceptual plans for an expansion onto the plaza at the south end of its current facility. The State owns several sites adjacent to Study Area that are currently being used as surface parking lots and could be used for new facilities.

**Library:**

No major renovations or expansions are planned in the near future for the Denver Central Library. There is some internal expansion capabilities within the existing library and land south of the existing Library that could be used for expansion.
Rocky Mountain News Site:

If the Rocky Mountain News site is not re-developed as a Justice Center, the Office of Asset Management has identified several uses that can backfill the existing buildings. These backfill tenants are presently in leased space and would benefit from the downtown location. These agencies include but are not limited to Civil Service Commission, Art Museum Warehouse, Mayor's Office of Work Force Development, Supplemental Foods, Television Studios, Election Commission Warehouse, and Public Office Buildings Shops.

Facilities Goals and Policies from Adopted Plans

Over sixteen years ago, the 1986 Denver Facility Master Plan recommended locating a new judicial facility close to the heart of City government and the City Jail. Since then other studies have verified the need and examined different options for creating additional courts and detention facilities. From these studies a growing understanding has evolved about how these facilities function both alone and together. Operational efficiencies are an essential consideration in building new facilities.

Current vision suggests combining pre-sentencing inmates with criminal courts achieve operational efficiencies. Court efficiencies are also achieved by eliminating the scheduling delays stemming from transport of inmates from the County Jail.

The Webb Municipal Building and its consolidation of government offices into one building has proven very efficient. This facility is located in the heart of the Civic Center, close to mass transit, other government offices, and is convenient for citizens. Co-location of services is often better for both City workers and for the public.

With over 4,000,000 square feet of government and cultural facilities in the Civic Center area and projected long-term population increasing, the need for expansion in the area over the long term should be expected. Current plans have identified approximately 1.4 million square feet of new uses or facilities required over the next twenty years, which is less that 1.5% growth per year.

When the Rocky Mountain News building came on the market, then-Mayor Wellington Webb directed Asset Management to assess the site’s potential for resolving jail overcrowding and court congestion and overcrowding. Although the site is not large enough to house all detention activities as originally proposed at the Sears site in 2001, it is well suited to combining all adult criminal courts with pre-trial
detention and offers operating efficiencies and security benefits.

The City purchased the five acres, one block from City Hall, for $16 million with certificates of participation funded through Sheriff’s Regional Service Fund. The Rocky Mountain News will lease back the facility until it moves to a new location for its operations.

A Justice Center combining 29 to 32 adult criminal courts, County and District, with booking, intake and adult pre-trial inmates on the site of Rocky Mountain News building would relieve court and jail congestion, enhance security and achieve operating efficiencies. Combining pre-sentencing inmates with criminal courts eliminates security risks and court delays associated with busing 165 to 250 inmates from County Jail to courts. Removing criminal courts and holding cells from the City and County Building returns City Hall to a civic building. Relocating criminal courts from the City and County Building will improve security for the remaining tenants and provide future growth for Mayor, City Council, and Civil Division Courts. Once criminal courts move to the Justice Center, Civil Division courts can return to City and County Building and the Adams Mark Hotel lease can be eliminated.

Converting the City Jail into public safety uses for Sheriffs and Police would increase the rated jail capacity by nearly two-thirds from 1,508 to 2,470 without adding deputy sheriffs. This is accomplished by closing old, staff-intensive buildings at the County Jail. The estimated 332 deputies needed for 1,500-bed Justice Center would come from estimated 334 deputy sheriffs who staff closed PADF and County Jail buildings replaced by the Justice Center.

Without an identified revenue stream the City and County of Denver would require a vote of the people to construct a Downtown Justice Center. General Obligation Bonds would be necessary. In the event voters do not approve funding the redevelopment of the site for a Justice Center, the City has activities in leased space that could occupy the office building and its warehouses.

The Justice Center also provides opportunities for the City to meet the goals of other plans by providing a surplus of space. The PADF and the Permit Center could readily be available to address other facility master plan needs.
GOVERNMENT AND CULTURAL FACILITIES ISSUES AND ANALYSIS

Existing Government Facilities Ability to Handle Future Growth

Issues

Several facilities are nearing the end of their useful life span, cannot feasibly or cost-effectively be expanded to mitigate current overcrowded conditions, or lack the capacity to accommodate future growth. Locations of future growth along with the cost of building in the Civic Center have proven to be an increasing obstacle.

Analysis

Facility master plans with implementation strategies have recently proven very effective in identifying needs as well as focus for future remodels, renovations, building acquisitions, and new facilities. These plans have also helped identify locations for expansion and new facilities. Having a plan and a strategy has proven helpful when land acquisition opportunities present themselves. The City has proven the ability to provide the Civic Center with high quality architecture.

Government Facility Related Development Opportunities and Integration

Issues

Government facilities in the study area provide opportunities to draw visitors to the area. Facilities such as the Denver Art Museum and Library are “anchors” generating opportunities for retail in the area. Measures to capitalize on these markets should be addressed.

It is important to explore the relationships between all government facilities and their ancillary activities. Other examples include:

- The current expansion of the Art Museum provides yet another opportunity to revitalize the study area;
- Government employees and visitors represent retail opportunities;
- Existing jail and bail bonds shops and proposed transition to a Justice Center facility with integrated retail space for bail bonds;
- Visitors of the Capitol, Mint, Library and History Museum
Analysis
Influencing traffic direction is important to capturing clients and customers and to eliminate confusion.

- Directional signage may play a key role in the ability to influence or capture potential markets and direct traffic;
- The proposed transition to a Justice Center, a facility with integrated retail space for bail bonds may also influence the opportunities;
- The architecture in the study area is an asset.

Master Planning of Government Facilities

Issues
The government facilities in the area, like the neighborhood, change over time and the impact of growth and change of these facilities must be considered in the plan. Government uses can also change over time. Maintenance of these facilities plays an important role in the character of the neighborhood.

Analysis
The plan must acknowledge the long-term forecast for these facilities (20 years or more). The cumulative impact may be more than one million square feet. Municipal, state and federal facilities are located in the study area and may provided opportunities for cooperation on issues such as maintenance and improvement districts. Interactions between government facilities and residences and businesses are important considerations. The growth potentials must also consider parking as well. Potential exists for public and private interaction in facilities in and around buildings. Consideration of the physical locations of facilities within the study area should also be addressed in the plan.
Justice Center Concerns

Issues
A number of concerns related to the Justice Center should be addressed in the plan including the scale of the facility, the number of clients and customers including workers, jurors, inmates and visitors. There are concerns that the Justice Center facility must be integrated into the area, not magnify the existing challenges.

Analysis
The types of uses and facilities associated with the Justice Center should be delineated. The long-term plan for the facility, including parking, should be addressed. There are concerns about safety and whether perceived or real they should be addressed via the plan. Ancillary facilities such as the current and future bail bonds vendors should be addressed. Opportunities to integrate the Justice Center and the community should be explored.
The Planning Assessment can be used as the basis of future planning efforts and to help determine which of four alternative tracks, or some variation of the tracks, best meets the needs of the City, the neighborhood and the public at large. This chapter describes these four alternative approaches, a general scope of work and the pros and cons of each track.

Whichever track is chosen, the timing for completion of the tasks will be determined by the deadline for placing a bond issue on the ballot. The final product must be complete approximately six months prior to Election Day in order to provide a document to City Council before it refers an issue to the ballot. For example, if the Administration decides to pursue a general vote on the Justice Center bond in May 2005, City Council needs to refer the measure in January 2005. If Council wants a complete Master Plan that is available for a timely public review process prior to deciding whether to refer the measure to the ballot, the Master Plan would need to be complete by November 2004.

**TRACK A: CIVIC CENTER MASTER PLAN**

**Overview**

A Civic Center Master Plan is a small area plan that would be adopted as a supplement to the Denver Comprehensive Plan 2000. The Master Plan would be directed at the contextual and future growth issues identified in the Assessment, including a definition of boundaries and expectations for government and institutional growth. The Master Plan would include a substantial Strategic Implementation chapter that identifies projects and policies associated with transportation, parking, government-related development, parks, and other issues set out in the Assessment.

**Tasks**

1. Determine planning process, including planning team, public participation and resources.
2. Develop range of options to address issues identified in Assessment.
3. Review, refine and select alternatives, including a Parking Plan.
4. Develop comprehensive set of goals, objectives and recommendations.
5. Develop Strategic Implementation Plan to address issues, including policies, projects, funding and timing.
Adopt Master Plan as supplement to Comprehensive Plan

- **Potential Cost**
  
  $150,000 to $250,000

- **Staff**
  
  Community Planning and Development (6)
  Public Works/Transportation (2)
  Parks (2)
  Asset Management (1)
  Economic Development (1)
  Parking and Transportation Consultant (1-2)

- **Time**
  
  Complete Draft plan: 8 months
  Adopt plan: 4 months

- **Pros**
  
  - Comprehensive approach to Civic Center issues
  - Identifies and recommends solutions for variety of issues
  - Identifies capital projects and potential funding sources
  - Responds to Golden Triangle Neighborhood Association request for a comprehensive plan for the area
  - Plan is useful regardless of outcome of Justice Center location, design and mitigation
  - Neighborhood and public buy-in to plan recommendations
  - Plan provides information critical for planning the Justice Center

- **Cons**
  
  - Does not address issues specific to Justice Center
  - May recommend City actions or projects that are costly
  - Requires intense City staffing and resources, thereby reducing their availability for other projects
Traffic studies may not be able to proceed until after the completion of the Downtown Multimodal Access Plan (DMAP)

**TRACK B: JUSTICE CENTER DESIGN DEVELOPMENT**

**Overview**

Many of the issues identified in the Assessment are related specifically to the Justice Center project rather than to the Civic Center in general. These issues include the building design and operations, off-site mitigation of traffic and parking, and the level to which an individual development should contribute to overall Civic Center mitigation and improvements. All of these issues must be resolved prior to constructing a Justice Center; they may or may not need to be resolved prior to a ballot measure. If they are addressed prior to a vote, outstanding questions will be answered, giving the electorate a more specific proposal on which to vote. If the ballot measure passes, the work will be well along and construction can proceed more rapidly. If the ballot measure fails, the cost of the design work would be lost.

**Tasks**

1. Develop a process for selection of the Design Team, similar to the processes used for the Art Museum expansion or the Webb Municipal Building, both competitive processes with an emphasis on function and form.
2. Select the Design Team for Justice Center.
3. Complete Schematic Design for the Justice Center and the associated buildings (parking garage, Juvenile Courthouse).
4. Identify off-site impacts and mitigation measures.
5. Complete agreements for off-site mitigation measures.
6. Complete, but do not submit, PUD application for site rezoning, including schematic design

**Cost**

$3,000,000 to $5,000,000
NEXT STEPS

- Staff
  - Asset Management
  - Courts
  - Department of Safety
  - Community Planning and Development
  - Public Works/Design and Construction Management and Transportation Engineering
  - Selection Committee
  - Design and Development Team

- Time
  - Design Competition and Selection: 6 months
  - Schematic Design: 6 months
  - PUD Application: 3 months (simultaneous with Development Agreements)
  - Development Agreements: 3 months (simultaneous with PUD)
  - PUD Review and Adoption: 6 – 9 months following passage of the bond issue

- Pros
  - Addresses issues and answers questions related to Justice Center design
  - Provides accurate costs for construction and ballot measure
  - Review of Justice Center PUD can proceed immediately following voter approval.

- Cons
  - Expensive, with no guarantee of reimbursement if voters deny funding
  - Does not address contextual or long-term issues related to Civic Center area
  - May have political backlash if voters find the project presumptuous
TRACK C: NO ACTION

Overview

The Civic Center Planning Assessment is designed to be a stand-alone document. The Administration may opt to forgo both a full Master Plan and design work for the Justice Center.

Tasks

1. Complete and distribute Civic Center Planning Assessment
2. Continue and complete Programming Assessment for Justice Center

Costs

Copying and distribution: $100 - $300

Staffing

Asset Management
Community Planning and Development

Time

Complete documents: 1 month

Pros

- The Civic Center Planning Assessment provides a comprehensive list of existing conditions, plans, and community concerns.
- Inexpensive
- Fast
- Little staffing requirement

Cons

- Does not address Civic Center issues
- Does not address Justice Center issues
- Does not satisfy neighborhood request for plan
TRACK D: HYBRID

★ Overview

A Civic Center Master Plan and a Justice Center Schematic Design could be done in parallel, each process informing the other. This is the most comprehensive approach to planning and would result in the most complete resolution of the issues.

★ Pros

★ Addresses both contextual and Justice Center-specific issues.

★ Highest degree of certainty of both on-site and off-site projects.

★ Cons

★ Very expensive

★ Extremely staff intensive
The Planning Assessment Team held a public workshop on August 9, 2003 to identify issues in the study area related to Land Use, Urban Design, Transportation, Parking, Parks and Open Space, Quality of Life, Economic Development and Public Facilities. About 50 members of the public, property owners, neighborhood activists and representatives of interest groups participated in the workshop. The following section contains the notes from the breakout sessions on each of the topics.
LAND USE & URBAN DESIGN

★ General
- U.D. issue – best and most important buildings in Denver, in a weak context
- Guide development – consistent with existing neighborhood plans, guidelines, etc.
- Integration of design plans to minimize abrupt changes between neighborhoods – look at a group not independently
- Role of private property owner in improving and maintaining the public Rights-of-Way
- Mix of uses desirable
- Attract residents and pedestrians
- Focus redevelopment on un-used areas, Colfax structures for example

★ MIXED USE
- Need more residential (incentives)
- Residential will attract retail
- Retail will improve Quality of Life
- “administrative desert” – monuments don’t produce livability – “No person’s land”
- 24-hour activity needed 24/7 DPL
- New use should add a mix of residential/retail
- Captive population and amenities for mixed us is a plus
- Existing buildings and existing businesses need to be considered
- Compatible uses
- Pay attention to civic and neighborhood uses and needs
- Expensive property- redevelopment should be highest and best use
- Affordable housing should be included
- After hour uses/amenities
**CONNECTIONS**

- Need north-south pedestrian mall - Colfax barrier/difficult pedestrian connects pedestrian/shuttle development
- Uniformity & signage to direct people around area to destinations - way-finding tools
- Promote connections east, southeast, and south of the district.
- Need to figure out how to bridge busy streets that are like a river you can’t cross
- Colfax and Broadway should have boulevard feel - should be great streets to walk
- Would there be a benefit to closing Bannock Street and preserve for the shuttle
- Encourage safe connections
- 14th St. needs upgrade as a pedestrian connection
- Improving quality of key connections - Broadway, Lincoln, Cleveland, Acoma
- Cherry Creek - extend government complex to the River - it’s an asset
- Strengthen design of pedestrian walkways and connectivity
- Visual cues to destinations

**PARKING**

- Parking/lacks discourage people from becoming [incomplete]
- What happens to displaced surface parking?
- Inconsistent parking - good in south - not near government area

**ARCHITECTURE**

- Private development needs to reflect high standards of existing public development
- Existing buildings and existing businesses need to be considered
- Aesthetic coherence (especially historic)
- Pedestrian friendly/human scale
- Protect character - neighborhood and monumentality of Civic Center
- Civic Center character carried over to other part of district
NOTES FROM BREAKOUT SESSIONS

- Study appropriate levels of density, height and scale.
- Compatibility with existing buildings should be taken into account - not to mimic styles so much as quality
- Preserve, as well as new things
- Better lighting
- Define Civic Center elements in more detail
- Define the character, elements, edges
- Incorporate landscape into design and redevelopment
- Design standards that take into account such elements as set backs., entrances and quality of materials are important
- Enhance design review for public and private buildings
- D.N.A. redevelopment coordination and planning

KEY DEVELOPMENT OPPORTUNITIES

- Area: 14th Ave. - Colfax corridor
- Welton: major entry to CBD
- Define priority for redevelopment
- Detailed planning for Broadway, Colfax, Lincoln, Acoma, Bannock to enhance unique characteristics
- Block 244 opportunity
  - Connect park to 16th Street
  - Important anchors to CC
- Civic Center Plaza property opportunity
DEVELOPMENT BARRIERS
- Regulations that affect re-development of surface parking
- Incentives to overcome redevelopment barriers
- Potential for condemnation private property
- Economic development is a challenge, particularly now
- Involve State of Colorado – shared facilities?

AESTHETICS/LIVABILITY
- Quality of streetscape along Colfax
- Design of safety-mandated areas
- Value of events – parades, People’s Fair
- Conflict with other neighborhoods
  - No current economic benefit to business
  - Some negative impact to neighborhoods related to events
- More active park spaces
- Land use decisions must factor in safety concerns, e.g., Justice Center
- Maintenance of historic buildings – private and public
- More business to encourage street activity
- Concern that guidelines would homogenize the area
MOBILITY AND PARKING

TRAFFIC

- Colfax at 14th (important link) to Convention Center
- Plan ahead for traffic and parking to Denver Art Museum expansion, especially from downtown hotels
- Need a longer term plan to address traffic at intersections surrounding Civic Center
- Have a vision in place with ideas and all possibilities
  - Underpasses? Light rail?
- Taxi cabs stands
- New facilities (like underground parking at Boston Commons, for example)
- With development will come increased need for parking and traffic
- Change roadway classification
- Cleveland Place entry to park
- Expand study area to include historic district/Broadway and Lincoln to Speer
- Integrate mobility and parking components with DMAP
- Surrounding neighborhoods should be integrally involved with DMAP

PEDESTRIAN AND BICYCLE

- Needs to be pedestrian-friendly
- Colfax barrier (also other major streets)
- Pedestrian signal enhancements (disability needs)
- Grid shift at Colfax confuses
- Increase in bike/pedestrian use from more residential development in Golden Triangle
- Colfax & 14th need pedestrian improvements
CIVIC CENTER PLANNING ASSESSMENT

- Pedestrian crossing – confusing for pedestrians
  - Vehicles favored
  - Way-finding would be helpful
  - 14th & Bannock
- Bike friendly (Mayor’s Bike Advisory Commission should address this)
- Connections between east and west and north and south needed
- Need to address what happens when commuters get out of the car or bus:
  - How do they get around?
  - How you get across the grid and Colfax is critical
- Need to make it easier not to drive
- Need to address Lincoln-Broadway corridor and connections to light rail and central corridor
- Connections between transportation modes are needed
- Pedestrian improvements: 14th Street
- Colfax as a pedestrian connection – improve
- Need better pedestrian mobility and connections, particularly across busy streets
- Crossing Broadway
- Signal going in: Acoma & 14th

TRANSIT
- “Central Connector” extension through project site
  - How to distribute that traffic
  - Express vs. local stops
- Extend mall shuttle
- Tied in rapid service to 16th Street mall
- Downtown transit circulator
- A Civic Center circulator? (like downtown Los Angeles)
NOTES FROM BREAKOUT SESSIONS

- Mode of transit in Lincoln and Broadway - has to be integrated
- Implications of other transit changes could impact study area
- Shuttle - Civic Center connection

Parking

- Need to solve problems of plentiful, inconspicuous, inexpensive parking (no in or under a building, post 9/11)
- Redevelopment displaces existing cheaper surface parking
- How to maintain/replace existing surface parking
- If business activity goes up, will need to mitigate the impact on parking
- Parking needs to serve range of needs:
  - Two-hour parking discourages longer stays
  - Parking lots promote all day parking or by the month
  - Jurors who are compelled to come downtown need parking
- Parking issues
  - Costs?
  - Structure needs?
  - North of Colfax?
  - Convention Center needs?
  - Who should build?
- Public building parking at WWOB needs to be open to public - it affects adjacent properties
- Adjacent property needs must be considered (e.g., office vacancy rates)
- Parking as an opportunity - serve visitors, money-maker
OTHER

- More city services by internet would reduce people who need to come to City Hall
- Promote use of mopeds and alternatives to the car
- Way-finder signage to destinations
- Getting from downtown to Golden Triangle is difficult – no visual cues
- Homeland safety – urban design
- Events block streets – meters etc. over longer – return streets to normal quickly
- Better interaction via internet to conduct business
QUALITY OF LIFE

> SPECIAL EVENTS
  > Events trash the area for those who use it at other times
  > Mix of uses is “structured”, including huge events/need a broader variety of uses – would bring more people
  > More local/smaller events
  > Encouraging smaller events

> TRAFFIC AND PARKING
  > Dominance of autos & busy crowding streets
  > Distances for pedestrians are long and unfriendly
  > Pedestrian access should be easy
  > Shuttle/public transit in area to connect with light rail and regional bus
  > Employee parking availability and cost
  > Larger parking issues regarding redevelopment of existing surface parking
  > Pedestrian connections access
  > Shared parking could be used if the uses were more varied
  > public access to the area
  > parking for those who drive
  > better access for pedestrians/Colfax crossing
  > Tough to walk around – angles from change in grid poses psychological barrier or perception of accessibility problems
  > Pedestrians connections important
  > Should explore whether parking meters discourage evening visitors
  > Extend 16th Street mall shuttle to connect pedestrians downtown with the Civic Center amenities
Need connections to the common man:
- Shuffle board in the Civic Center Park reflects this notion (someone suggested crochet)
- Use spaces for downtown residents and employees

Civic Center Station’s location on the hill poses a challenge to connecting it with surrounding area
- Turned grid is daunting to the unfamiliar and an impediment to pedestrians

**SAFETY AND SECURITY**
- Personal safety (vagrants) day & night
- Vagrancy – visual barrier perception
- Safety and feeling of safety
- Safety – park/sidewalk quality/intersections
- Safety – day & night
- Low-level crimes and vagrancy that plagues the area creates of perception of danger
- Elimination of panhandling and vagrancy

**PARKS AND OPEN SPACE**
- Retain open space and green space
- Active uses/food/carts in the park
- green needs to stay beautiful
- uses need to reinforce one another (Bryant Park)
- Civic Center is the heart of Denver
- Need more activity in the Park
- Civic Center Park needs to be a park – a place to gather/attracts downtown workers and residents and visitors
- Park is formal/it is tough to have an informal use
- A real park for recreation
LAND USE AND URBAN DESIGN

- Shuttle, pedestrian-oriented development, retail
- Places to eat / relax around (and within) park, convenience
- Reuse of buildings
- Multi-use buildings v. boring single-use buildings
- Close proximity of government services (convenience of centralization)
- Maintain availability of services
- Retail opportunities through redevelopment
- Government facilities – the location and programming (?) design is an opportunity to affect the area - bring additional uses/more activities
- Reuse of Carnegie/re-design
- Ambience-pedestrian quality/trees/green/maintenance of buildings
- Fun-outdoor/people watching/fun ready (?)
  - Small business-not chains/well designed
  - “main street” streetscape/LoDo, Cherry Creek, 32nd & Lowell, Old South Gaylord
- Convenience - grocery store
- Maintenance of historic ambience to maintain the unique quality/character
- Human contact - small stores/pedestrian
- Smaller is better
- Diversity of uses, people and services
- Use our models - 32nd/Lowell, Gaylord St.
- don’t want a government ghetto at night
- user-friendly facilities
- don’t get lost in buildings/welcome
- visibility of Civic Center from mall
- lighting
 beauiful buildings should be obviously public buildings
active ground floor uses
Need to support businesses that generate night time activity
Public and private entities needs to pay attention to streetscape
Extend feel of the park into the district
Consistent lighting is needed
Need to address redevelopment of the Byers School - it should be included in Civic Center Master Plan boundaries
Variety of support businesses to the main institutions such as restaurants and retail desirable
Development encouraged to human scale
Landscaping and trees important
Interaction between facilities and the residential uses
Carnegie Library should be a public/active use
Carnegie should be restored
Broadway/Lincoln/Colfax as commercial corridors/not happen unless there are viable businesses

MAINTENANCE

Adjoining neighborhoods in need of upgrades
Trash/litter damages beauty
Impact of CC on surrounding neighborhoods
Need to keep clean, trash picked up

NON-TANGIBLE QUALITIES

Area needs to be uplifting to spirit
Great close-in bullseye location
Urban living possible - promote energy - untapped resource
Aesthetic goal of historic/cultural elements

QOL Key Items:
- + Beauty, energy, neighborhoods, convenience
- - Cars, parking, pedestrian access, safety, neighborhoods, vagrancy

Tourist/worker/resident-friendly

Intellectual center/richness

need more public art

mix of services for employees and visitors: food, bathrooms, water

noise - Colfax/needs to feel better

The district has a special character/identity which should be preserved and enhanced

Making the area a "place" with edges, places to go/a dignity to public facilities/extending the area into the adjacent areas/live/work/play="community"

There are multiple audiences to address: tourists, residents, employees and commuters

Walkability/safe/clear, interesting paths/places that are easily crossable and facilitate sociability

City needs to be more pro-business
ECONOMIC ACTIVITY

Arts
- Arts district creation / Acoma - Avenue of Arts - bring it about
- Some cities have tax incentives for an arts district
- Leverage / Promote DAC more within area and State

Residential
- City role in driving/supporting residential in down economy
- Residential development drives all other activity; i.e. retail, vagrancy, etc.
- Affordable housing is needed
- More housing would help 24 hour activity

Allow Retail and Vending
- Would assist 24 hour activity

Parking
- Rules time limits
- Encourage/discourage visitors
- Hassle factor
- Parking at public buildings
- Way-finding to parking and for pedestrians
- Insufficient parking perception
- Private / Public Partnership?
- Meter issue
NOTES FROM BREAKOUT SESSIONS

SAFETY
- Lack of personal safety/security discourages activity
- Need to replace criminal activities with other uses

BETTER COORDINATION: BUSINESS & CITY
- Sensitive design reuse of buildings and new buildings
- Single use buildings v. mixed use
- Explore economic activity in the park that will attract more people
- *Lots* of suggestions for better pedestrian access and connections
- Connectivity to surrounding neighborhoods is import to promote use of attractions in the Civic Center area.
- Include area in downtown circulator

BUSINESS ACTIVITY
- Economics of surface parking v. conversion
- Encourage small business-loss of small business could impact character
- Attract workers back to enjoy area
- Study activities - complementary to cultural facilities - retail
- Need to diversity small businesses such as restaurants and retail

TOURISM
- Need to bring back visitors to the Denver Mint
- Economic activity should build on cultural facilities
- Tourists - no tours at Mint; accommodations/visitor info, maps
- Promotional structure to draw tourist/visitor/business
- Spill over from events to neighborhood to do business
OTHER

- Try and attract private investment
- Kiosks in Civic Center
- Reuse of Auditor’s building
- Too little “non-event” activity
- Broadway as a commercial street
- RTD circulating bus or system to connect Triangle to CBD
- Panhandling: no-panhandling zone
- Leverage Auraria
- Broadway/Lincoln link to highest CBD job/office density
- Places to interact – urban streets
- Maintain scale
- Trans – not let big developers over power smaller owners/residents
- Incorporate neighborhood with government needs
- Emphasize as a center
GOVERNMENT AND CULTURAL FACILITIES

GENERAL

- Get a jump on the potential attraction of the DAM Addition
- Potential for condemnation
- Parking to handle demand of significant facilities
- How to keep state facility here - consolidations possible
- Way to work with state and city to work together - parking, etc.
- Mix of uses - residential in particular - is key to 24-hour activity. Residential promotes ownership.
- RG: private/public "art" uses
- DF: public interaction with facilities
- Links to CCC - physical and marketing

EXISTING GOVERNMENT FACILITIES ABILITY TO HANDLE FUTURE GROWTH

- 303 W. Colfax
- Permit Center
- S.G. Handout - list of needs
- Recent additions to public facilities
- Some uses now in leased space
- Need to have permanent locations for these
- Civic Center Park is an underutilized facility
- Businesses/intersection with government uses
- Parking to handle demand of significant facilities
- Impact of DAM expansion
GOVERNMENT FACILITY RELATED DEVELOPMENT OPPORTUNITIES AND INTEGRATION

- Safety, justice, parking needs – total 1.2M sf
- Issue of type of government/cultural facilities (courts/jails)
- What is the interaction between primary government activities and ancillary (bail bonds) issues
- Architecture and uses intersect – good buildings/bad uses?
- DAM as anchor – market the rest of the area at the same time
- How to keep state facility here – consolidations possible
- Government, cultural and private facilities need to work together to insure maintenance of the area, perhaps in the form of a Business Improvement District.
- Include state government facilities east of Broadway within the boundaries with of the Civic Center Master Plan
- City buy-in to clean up area?
- Fine line where government is & where isn’t
- Maintaining mix of uses in district
- Mix of uses within buildings (single-use has limited times of use)
- Increase/link government/cultural facilities with additional services
  - Multi-use or more to do
  - Multi-facility
- Fine line where government is & where isn’t

MASTER PLANNING OF GOVERNMENT FACILITIES

- This study should determine impact of 1 million SF on Civic Center and surrounding neighborhoods
- Should look at all government needs over next 20 years
- Expensive to build in the Civic Center area but development needs to incorporate pedestrians
- Ratio of City employees
- Is this the place to accommodate that growth?
NOTES FROM BREAKOUT SESSIONS

- What is the most efficient arrangement for the public employees
- Long-term uses of Civic Center
- Design of public buildings
- Use of those buildings
- Quality architecture - design guidelines
- Plan all aspects of uses of government buildings
- City concept of where government buildings should go?
- As growth occurs, needs for space (public) grows
- Need directional signage to promote accessibility
- City buy-in to clean up area?
- Way to work with state and city to work together - parking, etc.
- Public access towards Broadway; towards Speer, Colfax main corridor
- Partnering in public facilities with private needs

JUSTICE CENTER CONCERNS

- Statistical safety vs. perception of safety? (subliminal/or not/messages)
- Justice center (close to 1 mil. SF) new building - rehab of others/parking to accommodate needs
- Justice Center needs to fit in, not magnify problems in the area
- Uncertainty about with Justice Center will enhance security or create safety problems
- How does Justice Center affect jurors?
- What is going to happen to bail bonds houses
- Parking - uses in government buildings
  - Open WWOB to public
  - Coordinating public/private uses
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