

An aerial photograph of downtown Denver, Colorado, showing a dense cluster of skyscrapers and buildings. The Colorado State Capitol building is visible in the lower-left quadrant. The image is semi-transparent, allowing the text to be clearly legible over the cityscape.

CIVIC CENTER TRANSIT DISTRICT PLAN

REGIONAL TRANSIT DISTRICT • CITY AND COUNTY OF DENVER • DOWNTOWN DENVER PARTNERSHIP

ACKNOWLEDGEMENTS

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ONE WAY



TABLE OF CONTENTS

Executive Summary

Executive Summary	01		
1. Introduction			
Background, Project Purpose and Civic Center Station Rehabilitation Project	07		
CCTD Project Boundary	08		
Influence Area	09		
Civic Center Transit District Goals	10		
2. Stakeholder Engagement and Public Outreach			
Program Overview, Organization, Stakeholder Advisory Group (SAG) and Policy Makers Review	11		
SAG Meetings	12		
Summary of Placemaking Community Outreach Activities	13		
Station Site Activation Workshop Key Findings	14		
3. Multi-modal Operating Plan			
Context, Mobility Analysis Process and Conditions, Challenges and Opportunities	17		
Traffic Conditions and Examination	21		
Mobility Hubs - Peer Research	22		
Mobility Vision Statements	24		
Mobility Concepts and Evaluation – Short-, Medium- and Long-Term Concepts	24 - 29		
Evaluation and Measures, Performance Evaluation: Short-Term Mobility Concept	30		
Preferred Short-Term Mobility Concept – 13th to 17th Avenues	32		
Movement Assessment	34		
Preferred Short-Term Mobility Concept Elements	35		
Relationship to Other Plans	37		
4. Economic Development			
Market	39		
Case Studies	41		
District Uses, Development Site Scenarios	46		
Parking Partnership	47		
Site Development Programs	48 - 53		
5. Station Plaza Sites Activation			
Placemaking Principles for the Civic Center Station Plaza	55		
Site Conditions	56		
Civic Center Transit District Power of 10	57		
The Civic Center Plaza: Program Themes	58		
Lighter, Quicker, Cheaper’ Concepts	59 – 62		
Other Short-Term Placemaking Opportunities	63		
A Management Strategy and Management Options for the Civic Center Station Plaza	65 - 67		
6. Public Realm Plan			
Precedents and Their Attributes	69		
Public Realm Recommendations from Current and Previous Area Plans	71 - 72		
Public Realm Analysis – Challenges, Opportunities	73 – 76		
Recommended Public Realm Plan	77		
CCTD Public Realm Design Guidelines	78		
Development Frontage Requirements	86		
CCTD Branding and Wayfinding	88		
Existing Plan Evaluation	90		
Grid as Brand, Color as Brand	92		
Grid as Wayfinding	93		
Art as Wayfinding	97		
7. Implementation			
Mobility, Public Realm and Short-Term Sites Activation	103		
Catalytic Sites Economic Development	104		
CCTD Implementation	104 - 105		
8. Appendices			
Chapter 3 - Multi-modal Operating Plan - Detailed Movement Assessment	107		
Chapter 6 - Public Realm Excerpts from the Denver Zoning Code	109		



EXECUTIVE SUMMARY

PURPOSE AND NEED

Regional Transit District (RTD) and the City and County of Denver (the City), in collaboration with the Downtown Denver Partnership (DDP) and Downtown Denver Business Improvement District (BID), initiated the Civic Center Transit District Plan (CCTDP) to establish a long-term vision and identity, near-term implementation options for the future of the station area as a revitalized urban transportation hub and an enhanced downtown neighborhood.

The CCTDP is intended to complement a station renovation project that would be completed in concert with the district plan, with the understanding that rehabilitating the station alone would not capture the opportunity to transform the district into a vibrant, active destination.

This plan addresses mobility and safety challenges for the major corridors surrounding the station, under-performing economic development in the station area, as well as physical conditions and anti-social behaviors that detract from security and healthy urban activity. Additionally, the plan is intended to consider how to organize and leverage multiple intersecting major transit investments and planning, including FasTracks, Colfax Connections, the Central Corridor Study, and others.

EXISTING CONDITIONS

The Civic Center Transit District overlaps Denver's central business, cultural, civic and residential districts. Within the influence area of the CCTD there are major regional destinations of employment, tourism and retail.

Civic Center Station serves as a major hub for Denver metro transit service. It provides service to 15 routes, which accommodate nearly 4,000 passenger movements. The streets around CCS actually carry more vehicles facilitating more trips throughout the day. The majority of the trips and stops within the district are located at the street level outside of the station. This includes Free MallRide and Free MetroRide, as well as most local bus service.

The experience of the Public Realm is characterized by inconsistent street frontage and activity, and by conflicts

between people using diverse modes of transportation. Accordingly, the CCTD contains several of the most crash-prone intersections in the central city.

The area is ripe for redevelopment of several underutilized parcels and public spaces, some of which are currently used as surface parking.

STAKEHOLDER ENGAGEMENT AND PUBLIC OUTREACH

The project was organized around a Project Management Team (PMT) with representatives from the project partner agencies and organizations and a Stakeholder Advisory Group (SAG) made up of representatives from agencies, community organizations, institutions and elected-official appointees. The consultant team reviewed progress with the PMT on a bi-weekly basis for most of the schedule and with the SAG over the course of the project at five major milestone points. During the early phase of Mobility, the consultant team and PMT met with agency directors and other senior leaders to get clearer direction on medium-and long-term mobility vision. In June and August, the consultant team and members of PMT conducted public outreach events and surveys to garner public opinion on the Mobility, Site Activation and Place Making recommendations of the plan.



Pedestrian - vehicular conflicts

MOBILITY ELEMENT SHORT-TERM MOBILITY PLAN

A phased, growth strategy will roll out, where improvements build upon each other – allowing needed short and medium-term improvements to proceed and respond to immediate demand while building towards a major mobility hub vision.

The short-term mobility concepts assumed a series of baseline improvements and assumptions as a starting point. The concepts then layer on additional enhancements and new multi-modal infrastructure, with the Civic Center Station as a central mobility hub. These improvements are assumed to be achievable within a three-to-seven-year time frame. The concepts include improvements for transit, cycle, pedestrian, and transit-supportive development.

The concepts focused on major corridors within the district including Broadway, Lincoln Street, and Colfax Avenue. Options include a choice between two protected bike lane configurations along Broadway and Lincoln, and a choice between two median configurations along Colfax Avenue.



Busy transit services

KEY TAKEAWAYS - MOBILITY

Areas with the highest levels of transit availability and ridership are some of the most difficult for pedestrians and bicyclists, starting with the areas immediately around CCS and the intersection of Colfax and Broadway.

Multi-modal safety improvements should include improved pedestrian crossings and enhanced bicycle infrastructure and amenities.

A phased, growth strategy will roll out – allowing needed short and medium-term improvements to proceed while building towards a major mobility hub vision.

NEXT STEPS - MOBILITY

Complete the rehabilitation of Civic Center Station. This already-committed project will replace aging infrastructure and provide expanded transit capacity.

Authorize additional technical studies and scope for upcoming transportation plans. Further engineering and technical analysis will be required to accurately test some of this plan's recommended concepts.

Consider testing applicable mobility concepts with inexpensive, moveable barriers, striping and other temporary installations and programs prior to major infrastructure expenditures.

Identify recommendations eligible for mobility-related grants.





EXECUTIVE SUMMARY

KEY TAKEAWAYS - ECONOMIC DEVELOPMENT

Market pressure in downtown Denver continues to grow and there may be additional parcels in play

One of the biggest challenges to redevelopment is represented by surface parking lots, which are difficult to transform

NEXT STEPS - ECONOMIC DEVELOPMENT

Pursue discussions with City, DDP, Downtown BID, Denver Urban Renewal Agency (DURA) on proactive strategy to incent development on District underutilized parcels

Seek local and national expertise on financing and partnership models to facilitate vertical development

Strive to kick-start new development within the current market cycle

Continue to monitor Denver's form-based code in delivering the quality of new development the City of Denver aspires to.

MEDIUM-TERM MOBILITY PLAN

The Medium-Term Mobility Plan sets out a wide range of transit, cycle, public realm, and development ideas to address the growth in mobility demand within 20 years.

Based on the potential future demand for north/south connectivity along Broadway and Lincoln streets, future need exists for more frequent transit service along these corridors, which may extend beyond the district boundaries with a need to link major activity and development centers between the RTD light rail station at Broadway and I-25 to Civic Center Station, or farther north to approximately 19th Street. Multiple options exist to enhance transit and a wide range of potential transit improvements should continue to be examined in future studies. However, to determine the basic functionality of enhanced transit through the district, the medium-term vision presented one variation, a two-way dedicated transitway on Broadway.

Safe and efficient north-to-south cycle connectivity is proposed with a two-way protected bike lane on Lincoln Street in the medium-term. This is one of many options that may be considered; however, the team felt strongly that a workable option be presented in the medium-term for future study. Finally, the medium-term vision seeks to enhance the urban realm to provide strong walking and waiting environments throughout the district. While further study is needed, this would likely include fully rethinking the balance of transit, pedestrian, cycle, and auto spaces throughout the district.

LONG-TERM MOBILITY PLAN

The long-term vision anticipates significant growth in transit demand in the CCTD by 2035. The development of a mobility hub at Civic Center Station would provide enhanced connectivity to and between multiple modes. The mobility hub could include enhanced cycle facilities, cycle share, car share, taxi/Uber/Lyft type services, pedestrian/urban realm improvements and amenities, and transit facilities, potentially including a new Civic Center Station facility.

Major corridors would be further strengthened as high-capacity mobility corridors.



Potential fixed transitway - bus rapid transit



Potential fixed transitway - light rail

ECONOMIC DEVELOPMENT

Seven sites within one half-mile of CCS were selected as priority development locations to activate the district. Each site is currently underutilized (i.e., surface parking lots), and the vertical development of such with the appropriate uses will capture market demand, and also enhance the vibrancy of the district. Street level uses were particularly important in prototypical design considerations as means of creating opportunities for transit and walking destinations and ground level activity. The selected sites and corresponding design concepts represent various scales, configurations, and mixes of uses for feasibility testing purposes.



New vertical development at DUS

EXECUTIVE SUMMARY

STATION CATALYTIC SITES ACTIVATION

One of the central goals of the Civic Center Transit District Master Plan is to enliven the public spaces in the district and, specifically, to activate the catalytic development parcel adjacent to the station so that it becomes an exciting downtown destination. The most immediate, short-term goal—and lowest hanging fruit—should be to activate the streets and public spaces surrounding the station right away, in order to begin to change the character of the neighborhood. In the medium-term, after the station is completed, the catalytic parcel can become a lively public space for two to three years until a development proposal is chosen.

The main objectives in incorporating Placemaking into the Civic Center Transit District Master Plan are:

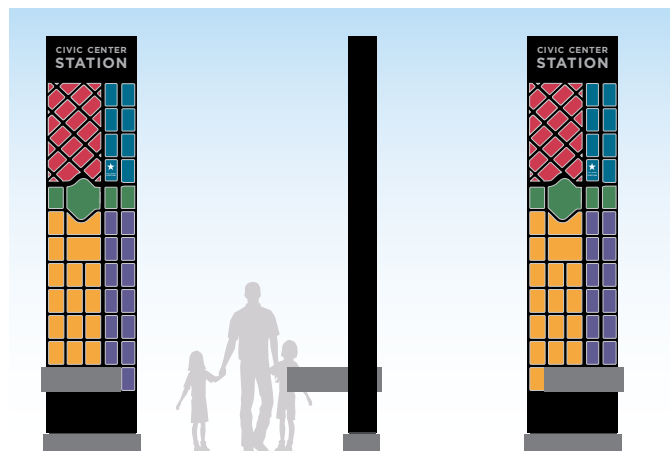
- To energize the Civic Center Station neighborhood and transform its identity by activating its public realm;
- To provide food, amenities and a comfortable environment for transit riders; and
- To create a strong connection between the downtown to the north and the state capitol complex and the Golden Triangle cultural district to the south, while strengthening the Civic Center Station Transit District as the southern gateway to the downtown.

Principles used to develop proposed strategies designed to accomplish these goals include:

- Multi-use spaces, made lighter, quicker, cheaper;
- Flexible design;
- Continue to engage the public;
- Build partnerships and coalitions;
- The central role of management; and
- Attract a wide variety of users.



Potential pop-up placemaking



Branding & Wayfinding Directory Concept Elevations



High quality public realm at DUS

PUBLIC REALM

The recommended Public Realm Plan for the CCTD builds on the great assets of the District and the complementary goals, objectives and concepts of current and previous district or small area plans. Of particular importance is establishing an identifiable boundary where the downtown commercial world transitions to Uptown's desirable, urban residential neighborhood patterns (without continual, incremental erosion of the neighborhood character). Denver's form-based code recognizes the differences between these two subareas and appropriate transitions in its specific development regulations for the various code districts within the CCTD. Ultimately, the CCTD's streetscapes and public spaces will be enhanced by the City, by the major institutions, by the State, by other public agencies and by private developers of new projects around a shared vision.

The Public Realm Plan also includes an integrated concept for branding and wayfinding. The branding for Civic Center Transit Station focuses on its central location within Downtown, Civic Center Park, State Capitol, Uptown, Capitol Hill, and Golden Triangle neighborhoods. Denver's iconic NW/SE grids meet at Civic Center Station, providing a physical and functional hub. In the branding & wayfinding strategy, this meeting of the grids serves as branding, adding color to enhance wayfinding (diagram at left). Wayfinding can be enhanced by leveraging opportunities for integration with district cultural institutions, such as using signage as artists canvas.



Civic Center Park

KEY TAKEAWAYS - STATION CATALYTIC SITES ACTIVATION

Activate the streets and public spaces surrounding the station right away.

Establish a lively public space on the catalytic parcel after the station renovation is completed, until development is feasible.

NEXT STEPS - STATION CATALYTIC SITES ACTIVATION

Initiate short-term site activation initiatives as soon as possible - start with identifying project partners and funding sources.

KEY TAKEAWAYS - PUBLIC REALM

CCTD public realm is generally underdeveloped, which hinders economic development in the District.

Streetscapes can be improved with upcoming mobility projects, new developments and privately-funded renovation of ground floor commercial spaces, which should be incentivized.

NEXT STEPS - PUBLIC REALM

Leverage Civic Center Station Rehabilitation

Incentivize new development.

Consolidate requirements and recommendations for new development in either CCTD Guidelines or amended design guidelines for the underlying zone districts.

Implement Branding and Wayfinding projects as early phase projects.



EXECUTIVE SUMMARY



KEY TAKEAWAYS - IMPLEMENTATION

Carefully roll out projects in a coordinated way that concentrates energy and resources to leverage adjacent positive change.

Avoid scattering early stage projects far and wide, which can dilute their impact to spawn adjacent positive change.

NEXT STEPS - IMPLEMENTATION

Identify and engage champions to lead short-term site activation initiatives

Authorize subsequent technical studies needed to provide detail with respect to performance, funding and feasibility of proposed mobility and public realm projects

Develop interagency agreements and partnerships to advance project packages

Identify and pursue funding for early stage projects, including district signage, branding and wayfinding

IMPLEMENTATION

The CCTD Implementation Plan includes tasks that are related to strategies as well as specific projects. Broadly speaking, the tasks related to strategies outline steps that will need to be taken in order to determine the scope, schedule, or funding mechanisms of less defined projects, or to assemble partnerships that would resolve those questions. Because this plan, and many of the projects proposed within it, involve the cooperation of multiple public, private and non-profit partners, the implementation plan locates and describes proposed early-stage projects, establishes a projected timeline for each, and begins to identify likely Implementation Partners for each project.

In the context of the Civic Center Transit District Plan, implementation is a wide-ranging strategy to initiate a whole range of improvements, including some in the next two years. One underlying approach that has had success in some urban district revitalization programs is to carefully roll out projects in a way that doesn't dilute energy from new projects but in fact concentrates it to leverage adjacent positive change. Getting a whole series of efforts underway is desirable but having them scattered far and wide can dilute their potential impact to spawn adjacent positive change. Accordingly, the projects anticipated to occur earliest in the Implementation Plan are all focused tightly around Civic Center Station and its adjacent streets.



Artist's 3D Illustration of the CCTD Vision Plan. Future final plans and implementation are subject to further study.

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY PLAN

LEGEND

- A** Broadway/Lincoln/Colfax grand multi-modal boulevards
- B** Transit only lanes, enhanced transit stops, transit priority
- C** Enhanced pedestrian/cycle crossings
- D** 16th Avenue protected bike lanes
- E** Broadway Two-way protected bike lanes (option)
- F** Colfax landscaped median with pedestrian refuges
- G** Civic Center Park
- H** Civic Center Station - enhanced
- I** Potential catalytic development sites
- J** Improved Streetscape throughout district
- K** Urban small spaces activation
- L** Sherman Street pedestrian/bike enhancements



The CCTD Vision Plan. Future final plans and implementation are subject to further study.







Diagram of original mall and transfer stations

BACKGROUND

Civic Center Station (CCS) was established as a regionally significant transportation hub in 1984 as one of two transit transfer stations at each end of the 16th Street Mall. Planned to function as an ensemble, CCS, the 16th Street Mall, and Market Street Station were intended to provide traffic congestion relief, civic placemaking, improved air quality and transit mobility; the stations allowed for riders to transfer from regional and city buses to shuttle vehicles that provided access to the Central Business District.

Civic Center Station serves the eastern end of the Central Business District, as well as areas to the south defined by government and cultural facilities. The station is one of RTD’s busiest regional bus transit centers, with eighteen routes serving an average of 15,000 passengers daily.

The station facility itself was designed with a partially subterranean profile, built low to preserve the State Capitol view corridor, with complementary open space on the roof. Over time, the function and condition of spaces in and around CCS have deteriorated such that the station struggles to serve

as a strong anchor to the districts around it.

The recent opening of Denver Union Station (DUS) has set a new bar for a regional mobility hub, mixed use transit-oriented development and urban place-making. CCS won’t be accommodating the level of transit service as DUS, but it will continue to play an critical role as a city-wide mobility hub as well as a nexus of activity for the southeast quadrant of Downtown Denver and its center for government, arts and culture.

PROJECT PURPOSE

Regional Transit District (RTD) and the City and County of Denver (the City), in collaboration with the Downtown Denver Partnership (DDP) and Downtown Denver Business Improvement District (BID), initiated the Civic Center Transit District Plan (CCTDP) to establish a long-term vision and identity, near-term implementation options for the future of the station area as a revitalized urban transportation hub and an enhanced downtown neighborhood.

The CCTDP is the result of a successful grant award from the Denver Regional Council of Government’s (DRCOG) Station Area Master Plan/Urban Center Program. These studies are paid for through Federal Congestion Mitigation Air Quality (CMAQ) funds and are administered through DRCOG and RTD. They are geared to assist communities with long-range planning for transit oriented development around Denver’s growing light rail and commuter rail network of stations. CCTD is one the most urban stations in the STAMP Program.

The CCTDP is intended to complement a station renovation project that would be completed in concert with the district plan, with the understanding that rehabilitating the station alone would not capture the opportunity to transform the district into a vibrant, active destination.

This plan addresses mobility and safety challenges for the major corridors surrounding the station, under-performing economic development in the station area, as well as physical conditions and anti-social behaviors that detract from security and healthy urban activity. Additionally, the plan is intended to

consider how to organize and leverage multiple intersecting major transit investments and planning, including FasTracks, Colfax Connections, the Central Corridor Study, and others.

CIVIC CENTER STATION REHABILITATION PROJECT

While the Civic Center Transit District Plan is being developed to create a vision for the station area, RTD is advancing critical repairs to improve the facility’s aging infrastructure as part of the Civic Center Station Rehabilitation Project.

That near-term construction project will remove a portion of the roof and rooftop plaza, and create an additional service drive for bus loading, connecting Broadway and Lincoln Streets. The completed station will include nine bus bays, a glass-enclosed terminal building, and reconstruction of the main bus concourse.

Construction for the station rehabilitation is expected to begin in 2016 and conclude in 2017.



Civic Center Station at Colfax Avenue

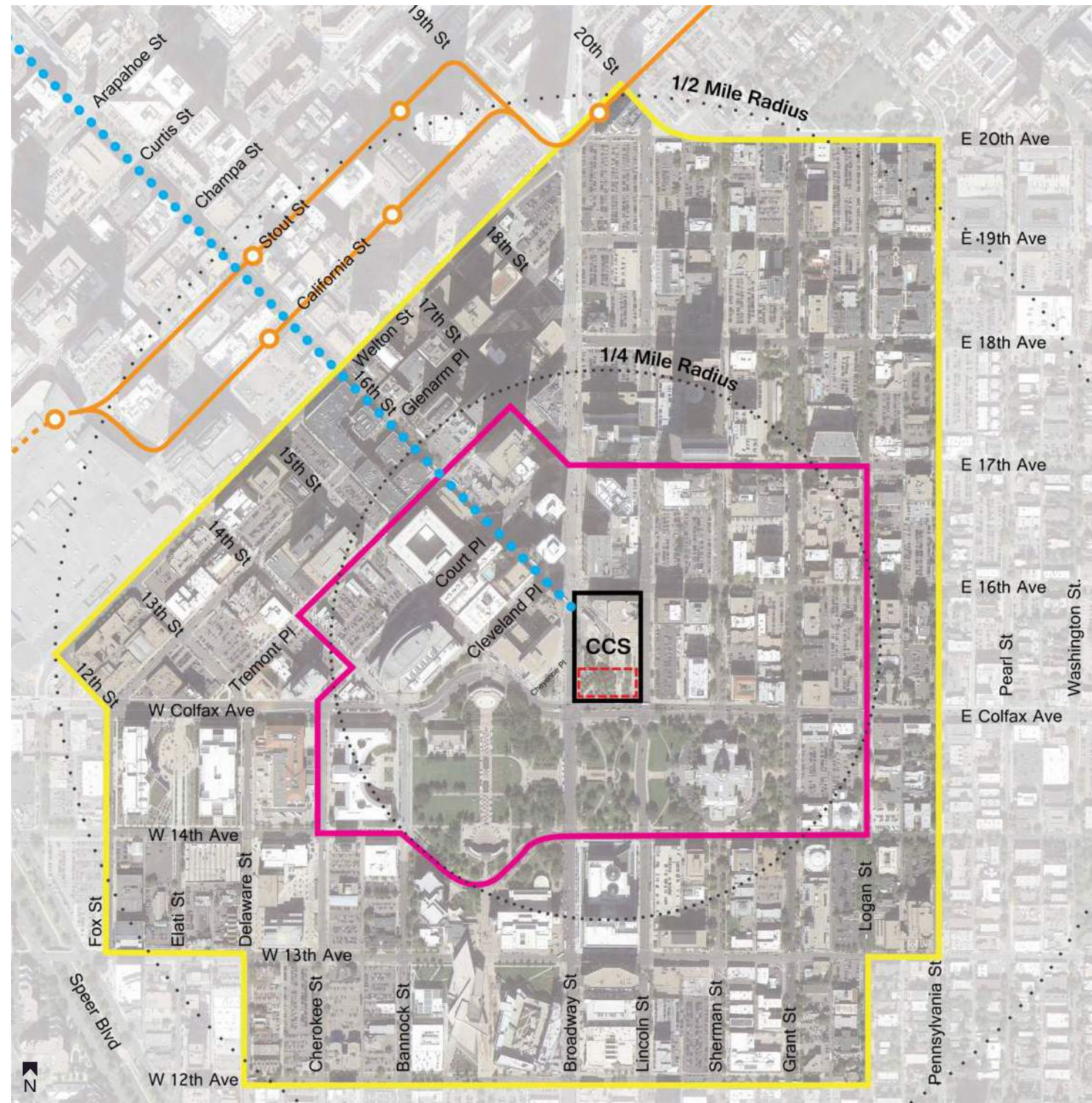


Civic Center Station area





1 INTRODUCTION



LEGEND

- Project study Boundary Area
- Influence Area
- 16th Street Mall
- Central Light Rail

CCTDP PROJECT BOUNDARY

THE CCTD area is unique in that it sits at the interface of several character areas of varying identity. For the purposes of this project, Civic Center Station (CCS) is defined as the station block enclosed by Broadway/Colfax/Lincoln/16th Avenue. The Civic Center Transit District Boundary was set to capture approximately a 5-10 minute walk shed from the CCS yet also to define an area that captures the positive attributes of surrounding corporate offices, urban housing, state and local government and Denver's legacy open space - Civic Center Park.



New mixed-use development on Broadway



Sherman Street in the CCTD Boundary area



Downtown at Broadway/16th Street

INFLUENCE AREA

The CCTD Influence Area is the natural extension of established areas within and outside of the Boundary Area. It is set to capture more of the critical mass of market areas including Uptown residential, State Capitol Complex Expansion, expanding cultural venues, and office expansion potential. Several other plans - the Downtown Area Plan 2007, the Golden Triangle Plan 2014, the State Capitol Complex Master Plan 2015 and the Civic Center Plan 2006 - include specific vision elements that lie within the CCTD Boundary or Influence areas. The CCTD Plan looks to incorporate the best aspirations of these plans while allowing CCS to become an inviting destination and a catalyst to new development in surrounding blocks.



Denver Public Library on South Broadway



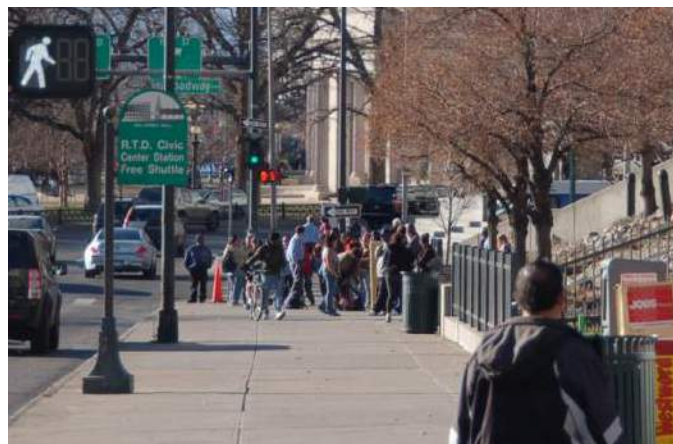
Pioneer Monument at Broadway/Colfax Avenue



Mixed use in Uptown



Mixed use on the former St. Lukes blocks



Colfax Avenue at Civic Center Station



Development conditions on North Lincoln Street





1 INTRODUCTION

CIVIC CENTER TRANSIT DISTRICT GOALS

The major product of the project is a short, medium, and long-term vision for the new transit district that includes transit operations, multimodal mobility and connectivity, public realm planning, and economic development opportunities within the transit district area. Early in the project development process, the team and project stakeholders helped to identify the primary themes or goals to guide the development of the CCTDP.

The goals were developed primarily using past plans created for the district area and the broader city, including:

- Uptown Neighborhood Plan 1986;
- Comprehensive Plan 2000;
- Blueprint Denver 2002;
- Downtown Multimodal Access Plan (DMAP) 2005;
- Civic Center District Plan 2005;
- Civic Center Design Guidelines 2006;
- Downtown Area Plan 2007;
- Denver Moves - Enhanced Bikeways 2013;
- Central Rail Extension Mobility Study 2013;
- Golden Triangle Neighborhood Plan 2014;
- Capitol Complex Master Plan 2015.

There are also on-going plans and upcoming planning efforts in the next 2-3 years that should be coordinated with recommendations from this plan:

- Colfax Corridor Connections;
- Brighton Boulevard Project;
- Broadway/Lincoln Corridor Study;
- Outdoor Downtown Plan;
- Mall Experience Plan;
- Public Market Study;
- DMAP 2.0.

The team extracted the critical ideas, concepts, and successful planning techniques presented in the various plans to ensure past planning was directly reflected in the goals for the CCTDP. The goals were organized around four major topics critical to the success of the plan, including mobility, connectivity, economic development, and placemaking.

The plan information was refined with opportunities and challenges identified by major project stakeholders through the Project Management Team (PMT) and the Stakeholder Advisory Group (SAG). PMT and SAG members vetted and ultimately confirmed the following goals, providing broad direction for the plan's development:

MOBILITY

Reimagine Civic Center Station as the complement to Denver Union Station and the major mobility hub for the southeast sector of Downtown Denver.

CONNECTIVITY

Endorse planned, complete networks for transit, pedestrians, and bicyclists to connect the district internally and externally to its neighbors.

ECONOMIC DEVELOPMENT

Optimize economic development potential by creating strategies to redevelop underutilized district properties.

PLACEMAKING

Create a CCTD Public Realm Plan with a distinct sense of place that anchors 16th Street Mall, creates a unique district identity, and fosters more inviting pedestrian and bicycle connections to its surroundings.

STAKEHOLDER ENGAGEMENT AND PUBLIC OUTREACH 2

PROGRAM OVERVIEW

Stakeholder Engagement and Outreach for the CCTDP were intended to capture a broad and diverse range of ideas, and input regarding evolving planning recommendations and decisions, with an emphasis on a final plan that served and addressed shared community goals and aspirations.

The primary stakeholders were the project sponsor agencies and organizations, which helped to lead a process that engaged a broader local and regional group of stakeholders. The project also sought opportunities to share concepts and solicit input from district visitors, employees, residents and transit riders outside of any formal advisory groups.

ORGANIZATION

Stakeholder engagement and outreach was a core task of the CCTDP, shaping and guiding all other tasks. There were several connected methods for engaging stakeholders, including a Project Management Team (PMT) representing the Project Sponsors, a Stakeholder Advisory Committee (SAG) representing a broader range of local and regional stakeholders, a Policymaker's Committee, and several major public outreach events. Participation in select PMT meetings included specialist staff such as traffic, transit operations, economic development, and urban design.

PROJECT MANAGEMENT TEAM (PMT)

To provide ongoing guidance and direction to the consultant team, project sponsors formed the Project Management Team, a technical committee with staff representatives from RTD, the City's Community Planning and Development and Public Works Departments, DDP and the Downtown Denver BID. The PMT was tasked with making key strategic decisions regarding the scope of inquiry and planning, as well as serving as liaisons to their respective agencies and organizations.

The PMT met regularly with the consultant team to provide feedback to emerging strategies and recommendations, informed by the project sponsors' goals, policies, projects, technical considerations and funding realities. Finally, the

PMT helped to shape Stakeholder Advisory Group meeting agendas, to solicit timely and targeted input from stakeholders on critical project issues and decisions.

STAKEHOLDER ADVISORY GROUP (SAG)

Role

The role of the SAG was to provide input on all elements of the planning effort in order to support the decision-making process of the Project Management Team. In addition to providing input, representatives acted as conduits for sharing project information with their respective organizations, other constituents and the broader community.

SAG members were asked to agree to the following commitments:

- **Represent your organization.** Although everyone has diverse personal opinions on the future of Civic Center Station and the area around it, SAG members will participate in a manner that represents their organization's interests.
- **Consider the broader community.** In addition to representing their organization's interests, SAG members will participate in a manner that is conducive to the best interest of the community as a whole.
- **Bring ideas.** SAG meetings will be productive forums for ideas, issues, solutions, and feedback. It is recommended that SAG participants solicit input and feedback from their constituents before and after each meeting.
- **Respect the ideas of others.** Some disagreement is inevitable, but it is important to listen to everyone's input with respect and consideration.
- **Focus on the task at hand.** Each SAG meeting will have a specific focus tied to the project schedule. For example, at the first meeting we will provide an introduction to the project and seek input on key factors that influence the project's direction. The specific purpose of subsequent meetings will be driven by the project process as it unfolds.

- **Share information.** SAG participants are expected to share project information with others in their organization and community. This includes encouraging others to get involved with the project by visiting our website (coming soon), signing up for email updates, and attending public meetings.

Composition

The SAG is comprised of representatives from agencies, registered neighborhood organizations, interest groups, property management/owner representatives, cultural institutions and elected-official appointees within approximately, a quarter mile radius of Civic Center Station. As a general rule, no more than one representative was appointed to the SAG from any one organization.

POLICY MAKER REVIEW

Purpose

As noted previously, the PMT was composed of staff representatives from the project sponsor organizations and agencies. These staff served as advisors, liaisons to their agencies, and as decision-makers on a wide range of project questions. However, there were a series of high-level questions about the future of the district and its transportation assets, which benefited from the direction and collaborative thinking of senior leadership from the various project sponsors. After the preliminary project goals were drafted, a Policy Makers Group was assembled to confirm them, and to provide clear direction to the project team regarding the breadth and depth of mobility options, and on the reasonable timeframes within which different kinds of strategies could reasonably be expected to be implemented.



SAG Meeting #3 in action

Public Policy Maker Roster

Bill Van Meter, RTD, Assistant General Manager, Planning

Crissy Fanganello, CCD, Director of Transportation, Public Works

Jose Comejo, CCD, Manager Public Works

Brad Buchanan, CCD, Planning Director

Tykus Holloway, CCD, Director of Policy, Planning, and Sustainability, Public Works

John Desmond, DDP, Executive Vice President, Downtown Environment

Brian Welch, RTD, Senior Manager Planning Technical Services

Kate Iverson, RTD, TOD Manager





2 STAKEHOLDER ENGAGEMENT AND PUBLIC OUTREACH

SAG MEETING 1 • FEBRUARY 21, 2015

The first SAG meeting was a kickoff meeting, focused on orienting the SAG members to the project, and gathering preliminary input on shared goals, objectives and concerns. Project leadership and the consultant team explained the roles and responsibilities of the SAG, including the relationship between the SAG, the PMT and the various constituencies represented by SAG members.

Consultant team members presented a brief project overview, including tasks, schedule, project boundaries and the consultant team. Based on previous relevant planning, the consultant team presented draft project goals for input and discussion.

POLICY MAKER REVIEW APRIL 22, 2015

Questions

This workshop included an overview of existing conditions analysis, growth models applied to CCS transit service and a review of recent mobility studies that affect CCS station and its District. Questions posed to agencies' senior leadership at this workshop included:

What kinds of mobility options should be considered for the future of CCS and CCTD?

Should a long range vision for CCS consider replacement of the station with a more robust, grade-separated facility?

What time frames should be considered for short-, medium- and long-term implementation periods and how should phasing be described?

Existing Conditions

Recent traffic and accident data was presented, underscoring that these major intersections have high volumes and a significant rate of accidents between modes. Yet Broadway, Lincoln and Colfax corridors are all considered major, high capacity transit/multimodal routes. This means more passengers on foot needing to make transfers and trips to District destinations easily on foot.

Baseline Demand

Current DRCOG data and modelling for future transit service were presented indicating that CCS capacity will be adequate in the short- and medium-term time frames. Since existing station capacity is limited, growth will occur primarily in the street-based service around the CCS block – on Broadway, Lincoln and Colfax.

Potential Concepts

- The input received from the Policy Makers is summarized as follows:
- Focus a deeper level of analysis on what is implementable in the next 20-25 years;
- maintain a vision of what is possible beyond that timeframe;
- plan for a 3-7 year time frame for short-term concepts; 7-20 years for medium-term concepts; and +20 years for long-term concepts;
- focus on Short-term Mobility improvements that can begin to address mobility and connectivity problems immediately;
- the vision should be phase-able and implement-able in a practical way, meaning that Medium-term Mobility improvements can be added onto Short-term assets without major rebuilding;
- anticipate eventual fixed guideway transit in the CCTD;
- consider the user experience beyond the functional transportation measures.

SAG 2 MAY 7, 2015

The primary focus of this meeting was a reporting out of the results of the Policy Makers meeting. Transportation operations and concepts were presented and discussed using precedent images with the understanding that the CCTDP will not include detailed operational and programming analysis for Medium- and Long-term Concepts – those will be determined by future planning projects.

SAG 3 JUNE 9, 2015

Short-term, Medium-term and Long-term transit options were presented and discussed including improved crossings and signalization for pedestrians and bicyclists, exclusive transit lanes and signalization for buses, and consolidated through- and left-turn lane configurations for simplified traffic movement. Discussion ensued around how those right-side configurations might transition into fixed transit guideways in the future.

Two design options for protected bike lanes on Broadway or Broadway/Lincoln were presented and discussed with acknowledgment that another concurrent project is studying Broadway/Lincoln as major bike corridors well beyond the CCTD.

Two options for modifications to the Colfax medians and left turn bays were presented and discussed with acknowledgment that additional analysis beyond the scope of the CCTDP will be necessary in next steps.

Day of Engagement plans were presented including exhibits, locations, schedule and survey questions.

SAG 4 AUGUST 19, 2015

This meeting focused on: the results of the Day of Engagement and Placemaking Workshop on June 26; a follow up Pop-up Placemaking Workshop on August 19; results from a survey taken at these events (see page 13); and concept options for activation of the station plaza parcel. Discussion centered on appropriate themes and activities, how long these initiatives might be in place and what long term, development of the site might look like.

SAG 5 FEBRUARY 12, 2016

This meeting included the final presentation of the composite CCTDP. A general presentation was followed by individual, topic workstation discussions. Minor additions to the plan were added.

STAKEHOLDER ENGAGEMENT AND PUBLIC OUTREACH 2

SUMMARY OF PLACEMAKING COMMUNITY OUTREACH ACTIVITIES

As a part of the Civic Center Station Transit District Master Plan project, Project for Public Spaces, Inc. (PPS) was charged with contributing its knowledge of how to create vibrant public spaces and its unique approach to engaging the public through placemaking. The primary focus of its work for the Civic Center Transit District Plan was to create a concept for activating the new 20,000 square foot station plaza parcel adjacent to the renovated transit station so that it becomes a dynamic public space in the short-and medium-terms, which evolves into a major multi-use destination in the long-term that anchors this important corner. At the same time, PPS looked at how the public realm surrounding the station plaza parcel could come alive, also helping to transform the character of the area.

To gather ideas for activating the station plaza parcel, PPS conducted several different public engagement activities:

1. INFORMATIONAL INTERVIEWS: JUNE 24 - AUGUST 18, 2015

- John Desmond, Downtown Denver Partnership
- Lindy Eichenbaum Lent, Civic Center Park Conservancy
- Tariana Navas, Lisa Gedgudas & Brendan Picker, Denver Arts and Venues
- Eric Lazzari, Civic Center Eats
- Richard Rost, RTD
- Brenda Tierney, RTD
- Blake Adams, The Big Wonderful
- Justin Croft, The Source

2. FOCUS GROUPS: JUNE 24-26, 2015

- Neighborhood Stakeholders Group
- Real Estate Stakeholders Group
- Programming Stakeholders Group (Public Space Managers)
- Cultural institutions Group

3. DAY OF ENGAGEMENT PLACEMAKING STATION: JUNE 25, 2015

The project team organized a Day of Engagement (DOE) to discuss the potential of the Civic Center Transit District with passers-by in and around the existing station area. Using educational and interactive exhibits about future transit and mobility options and Placemaking, the DOE solicited feedback and ideas about mobility, accessibility, missing uses, and visions for the area. The input was gathered in an intercept format, including surveys on iPads, and the participants were rewarded with games and prizes. The participants were asked broad questions, for example, "What would you like to see (programming and amenities) at the station and throughout the district?" and "What mobility issues do you face in the area, and where?"

PPS's Placemaking booth at the DOE encouraged the participants to reimagine the site and the areas around it. There were a total of 363 responses and an estimated 150+ participants. Results of these surveys are shown and discussed on pages 14-16.

4. PLACEMAKING WORKSHOP: JUNE 25, 2015

The Stakeholder Advisory Group (SAG) was invited to participate in a Community Placemaking Workshop on June 25th at the Wellington Webb Municipal Building. After a presentation, the forty (approximately) participants were divided into five groups, and asked to evaluate five strategic locations around the site and to propose ideas for improvements, programming and amenities for their sub-sites and for the station plaza parcel site, as well as to suggest potential programming partners.



June 25, 2015 - Day of Engagement



2 STAKEHOLDER ENGAGEMENT AND PUBLIC OUTREACH

PICK YOUR FAVORITE CONCEPT FOR CIVIC CENTER STATION PUBLIC SPACE?

SCHEME 1: SERENE
FOOD & DRINK: WHITE LIGHT TENSILE STRUCTURES/UMBRELLAS, BEER GARDEN, RESTAURANT
INFO / BIKE HUB: INFO, BIKE PARKING, SHOWERS, REPAIRS, STORE
RECREATION: FLEX LAWN W/ MOVABLE GAMES, MINI-GOLF, PING-PONG, IMAGINATION PLAY, SMALL PERFORMANCE SPACE AND MOVIE SCREENING AREA
MARKET: TENTS AND UMBRELLAS, MAKERS MARKET, FARMERS, FLEX SPACE, EVENTS, ART

SCHEME 2: TRANSIT INDUSTRIAL
FOOD & DRINK: CONTAINER BEER GARDEN, RESTAURANT
INFO / BIKE HUB: INFO, BIKE PARKING, SHOWERS, REPAIRS, STORE
RECREATION: CHANGING ACTIVE USES: PUMPTRACK, VOLLEYBALL, ROLLERSKATE, SKATEPARK, KIDS' PLAY
MARKET: CONTAINER/RENOVATED BUS, MAKERS MARKET, RET., FARMERS, FLEX SPACE, EVENTS, ART

SCHEME 3: ROCKY MOUNTAIN
FOOD & DRINK: TEMP. WOOD STRUCTURES, BEER GARDEN, RESTAURANT
INFO / BIKE HUB: INFO, BIKE PARKING, SHOWERS, REPAIRS, STORE
RECREATION: ADVENTURE PLAY, CLIMBING WALL, BONES COURSE, ZIP LINE, BOULDER KIDS' PLAY, DOG PARK
MARKET: WOOD SLAT MARKET HALL, MAKERS MARKET, FARMERS, FLEX SPACE, EVENTS, ART

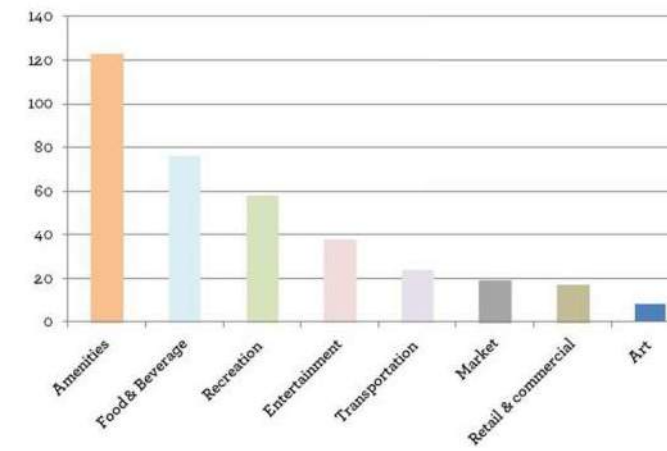
August 18, 2015 - Display from pop-up placemaking station

1. POP-UP PLACEMAKING STATIONS: AUGUST 18, 2015

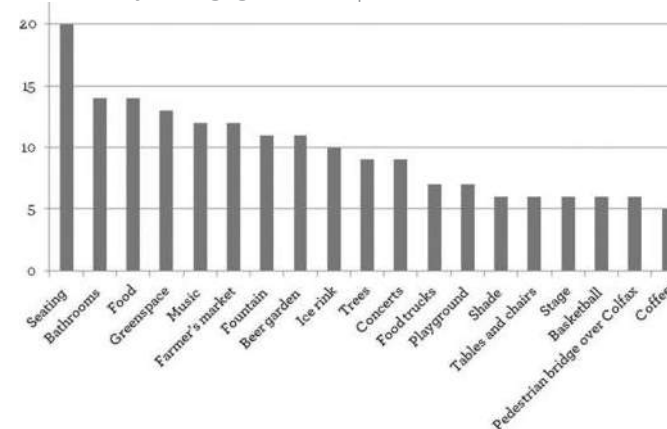
PPS set up boards displaying ideas for the public to vote on at Civic Center Eats in Civic Center Park and at Union Station. Approximately 200 people participated. The questions asked were:

- What kinds of recreational uses would you like to see at the Civic Center Station Public Space?
- What type of dining experience would you prefer at the Civic Center Station Public Space?
- What type of play would you prefer at the Civic Center Station Public Space?
- What kinds of performances would you like to see at the Civic Center Public Space?
- What kinds of markets do you prefer?
- Pick your favorite concept for the Civic Center Public Space. (See poster to the right)

Day of engagement: Ideas by Category



Day of engagement: Top ideas (15 or more votes)



STATION SITE ACTIVATION WORKSHOP KEY FINDINGS

1. USERS TO TARGET:

Diverse user groups: The uses and programs at the site must cater to diverse user groups, including those who are present in the vicinity as well as people who may not use the transit center on a daily basis, but either live or work in the area.

Transit riders: As the major user of the space, transit users should remain the priority for uses and activity at the site. Options for on-the-go information, food and experiences will make the station much more attractive. Amenities such as benches, shade umbrellas and quick food options, would improve the comfort of the people waiting.

Downtown employees: Over 120,000 people work in Downtown, with an estimated 50,000 within our study area, and they seek food and shopping opportunities at lunchtime and after-work. These include a large number of City and State employees and financial service workers.

Millennials: Participants mentioned the presence of an ever increasing population of millennials, both working and living in the downtown, who only comprised a minority (at best) of the team's outreach. The site and its programs could target millennials, who actively use public spaces and seek new, creative options for food and drink in Denver.

Families with children: Use of the site by families with children could change negative perceptions and deter negative uses. Even though there are schools, day-care facilities and a YMCA in the neighborhood, the closest playground is about 8 blocks north of the site. The site should include fun and playful activities for children during the week, and family-friendly activities on the weekends.

Visitors: Another population that must be accounted for is comprised of tourists and visitors to the "Golden Triangle" and other cultural institutions south of the site. The site could enhance their experience by becoming a true connector between the highly visited 16th Street Mall and the areas south of the site dotted with destinations.

STAKEHOLDER ENGAGEMENT AND PUBLIC OUTREACH 2

2. FLEXIBLE, DAILY PROGRAMMING ON THE SITE

Civic Center Plaza and the areas immediately adjacent to it are currently home to loitering and drug dealing. The best way to discourage negative behaviors is by overwhelming them with positive uses and attracting a broadly diverse audience. Some of the major ideas for daily activities gathered during the outreach were related to food, bicycle riders, performances, play and art. Programming flexibility will be key in maintaining community interest over time.

Food hub: While Civic Center Eats in Civic Center Park is popular with downtown employees, there remains a strong demand for more food options in the area on a daily basis. A prepared food venue or a food-hub with grab-and-go options may cater to a wider audience, including the transit users and employees in the neighborhood. This use could be combined with outdoor seating, and a deck that provides a view of the site and the surrounding area.

Beer garden: Supplementing the food hub, a beer garden could become a hub for social interaction. Local breweries could become potential partners in the running and maintenance of this space.

Incubator market space: A dedicated space for artists, makers and food entrepreneurs in the area to create and sell their products could become a day-to-day magnet. It could also rent small spaces to existing, locally-owned retailers.

Bike hub: The site could cater to the image of Denver as a bicycle-friendly city by featuring a bike hub with storage, showers, a fix-it station, targeted activity, and social spaces.

Performance space: A flexible and impromptu performance space, like a mini band stand, could host music and theater performances that complement the other programs in the park

as an ancillary use. On days without large programs, the small-scale performances could become a subtle draw for everyday users.

Recreation and play: Residents of Denver are always on the look out for outdoor recreation opportunities. Elements such as a pop-up climbing wall, a volleyball or small basketball court, ping pong and other games, combined with small-scale water activities or play elements and food, could make this a destination for employees after work and for families on the weekend.

Tourist information: An information center, with the possibility of a retail component (museum shop or “heart” Denver satellite shop), could orient visitors and serve as a gateway to the cultural district.

3. SPECIAL EVENTS

To build on the identity of the site and complement the everyday uses, larger events might be programmed around particular seasons and activities.

Seasonal events and programs: Seasonal events help public spaces remain magnets throughout the year. Participants suggested a holiday market, a spring flower market, a fall beer festival and other events to draw visitors to the site.

History & culture walks: As the site sits at the entry to several cultural institutions, the State Capitol and other tourist destinations, tours could originate here several times a year that feature the history and culture of the area. A culture trail is being developed in the “Golden Triangle” and could be extended north to this site.

Educational events: The programmer for the site could facilitate learning by partnering with people (and institutions) who would benefit from extending their programming in an outdoor space. An outdoor exploratorium that combines adventure with learning for children could bring together schools, cultural institutions, and artists.

Host USA Pro Challenge and other races: This nationally-known bike race, as well as other races, could kick-off or end at the site, where other promotional activities for the races could be held.

4. DESIGN IDEAS

The design of the space can address the major challenges and should support the program recommendations.

Authentic Colorado Identity: The station plaza parcel could provide an authentic and unique experience, rooted in Colorado history and the state’s strong connection to the outdoors. A design that evokes the character of the Rocky Mountains, with its old mine shafts and historic wooden structures, without being a literal imitation, was favored as a starting point for the design.

Take advantage of views: Both views into the site and especially from the site to the Capitol, Civic Center Park and the mountains in the distance enhance the experience of being on this site.

Pop-up structures: The various hubs for bikes, food and artists mentioned above could be conceived and implemented quickly by using temporary structures. The benefit of pop-up style elements like shipping containers is that they are easy to install and move, while reducing the implementation time.

Beacon: Structures should be located to enhance the visual appeal of the area and create a focal point. Placed at the highest point on the site along Lincoln Street, a food hub with a second floor terrace, for example, could become a beacon for the neighborhood. A tall climbing wall and ropes course were also considered as Colorado-themed activities that could act as beacons from afar.

String of pearls: The idea of a cultural trail connection could also be combined with a local art/artist program, by creating a string of pearls leading from the 16th Street Mall to the cultural district. Sculptures and public art pieces placed throughout the site and through Civic Center Park that are not

Recreation	
Lawn Games	69
Ropes Course	67
Active Games	37
Table Games	21
Climbing Wall	19
Pump track	7
Dining Experience	
Rooftop/deck	96
Beer Garden	92
Full Service	26
Play	
Natural Play	59
Play mounds	45
Imagination play	32
Performances	
Music	110
Outdoor Movies	71
Dance and Theatre	38
Markets	
Prepared Foods	108
Holiday Market	48
Flea Markets	47

August 18th Pop-up placemaking results (dot counts per category)



2 STAKEHOLDER ENGAGEMENT AND PUBLIC OUTREACH



only interactive, but also informative, could lead visitors along the trail and help create a seamless connection between the downtown and the “Golden Triangle” neighborhood.

Flexible amenities: All programs and uses should be supported by flexible and movable furniture. Amenities could also become part of the program: for example, game tables with checkerboards on them or artist-designed swings.

Iconic public art: The creation and unveiling of a highly visible sculpture or interactive art piece, or temporary, rotating works of art, at the corner of the site would promote presence, identity and wayfinding. Participants felt that people do not associate this place with anything iconic or historically significant to Denver, even though the State Capitol is just across Colfax. Public art could help address this issue.



August 18, 2015 - pop-up placemaking station at DUS

1. CONNECTIVITY AND CIVIC CENTER STATION SURROUNDINGS

The success of the site will depend to a large degree on improving access and activities in the area around the station. Currently the station site is thought to be a barrier between Downtown, the “Golden Triangle” and Capitol Complex, and the station is perceived as an island surrounded by fast-moving traffic.

Active edges: The site is currently bordered by empty and monotonous storefronts; for example, the first floor of the Denver Post is largely vacant. The life inside this new public space will depend on its edges, which need to be rethought and revitalized.

Wayfinding: The whole area lacks a unified wayfinding system, which would be extremely beneficial for new and current users. This unified wayfinding system should also include the southern end of 16th Street Mall, Civic Center



August 18, 2015 - pop-up placemaking station at DUS

Park, and the State Capitol complex.

Pedestrian safety and connectivity: Many participants mentioned the difficulty and danger of crossing the streets surrounding the site. In order to solve this issue, the crosswalks need to be shortened and visually enhanced at all intersections, the street traffic calmed and the number of traffic lanes reduced where possible.

Pioneer Monument: Views to and from the Pioneer Monument need to be reinforced in order to create a visual marker and a stronger identity for the area. The triangular public space where the monument currently sits could become the southern gateway to Downtown by creating a more usable space within, and a stronger connection (physical and visual) to the site.

Focal point to terminate 16th Street Mall: Civic Center Station and the site could create a focal point at the terminus of 16th Street Mall at Broadway, to complement Denver Union Station on the northern end. Currently, the intersection at this terminus is extremely confusing, unsafe and imageless. A piece of public art or a large clock or other time-telling device were suggested.

Shared space at Cheyenne Place: The concept of shared space, a street shared by cars and pedestrians, would be of great value for the neighboring streets with low traffic volume. Workshop participants discussed the possibility of short, weekend closures of Cheyenne Place between Broadway and Colfax for events.

Northern gateway: The Broadway, 16th Street and 16th Avenue intersection needs to be rethought as the northern gateway to Civic Center Station, with a small information hub where visitors coming from the 16th Street Mall could learn more about the station, the site, and the various points of interest in the neighborhood.

Diagonal circulation: The design and programming at the site must consider the habit paths that now exist. For example, there is currently a strong diagonal movement across the existing plaza of people walking from the State Capitol to the transit station and 16th Street.

CONTEXT

Due to the nature of the CCS as a transportation hub, mobility was identified early on as a fundamental driver, shaping all elements of the project and the district. The evaluation and recommendations described in this chapter were addressed early in the planning process, with the understanding that many of the project recommendations on other topics would depend on and respond to the basic assumptions about the performance and space needs of transportation functions in the district.

MOBILITY ANALYSIS PROCESS

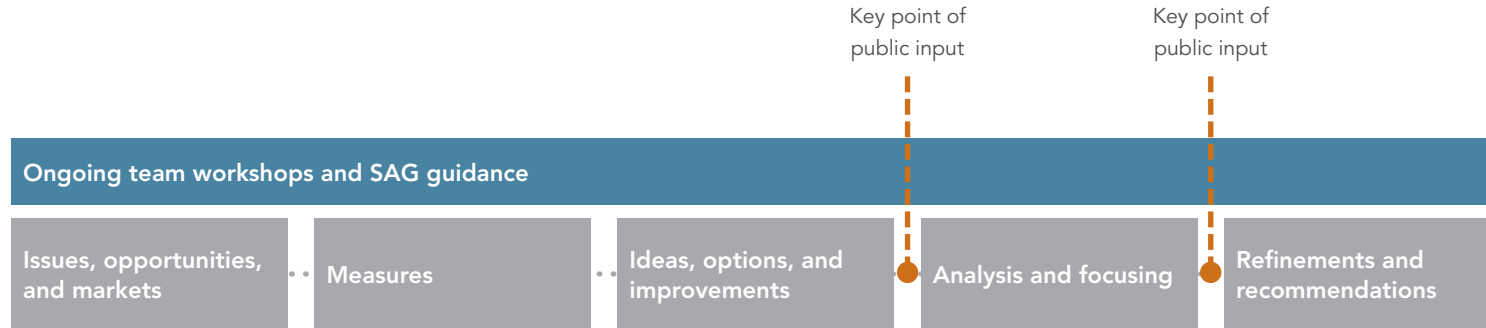
The project goals and subsequent input from senior Policy Makers provided clear direction for the team to collectively analyze mobility within the district. The project team specifically focused on the existing and future gaps in mobility to present a series of mobility improvements for evaluation. This evaluation ultimately resulted in the identification of the preferred mobility concept in the short-term, as well as mid-term and long-term visions for the district.

The project team followed a logical process, diagrammed above right, for identification and examination of the mobility concepts. The early steps in the process included working with the PMT and SAG to identify the range of the mobility issues and opportunities in the district. Additionally, the PMT and SAG confirmed the mobility evaluation measures to compare and contrast the mobility concepts. The process concluded with the final recommendations, including review and input from the SAG and broader public stakeholders.

CONDITIONS, CHALLENGES AND OPPORTUNITIES

Existing Conditions • Civic Center station

Civic Center Station serves as a major hub for Denver metro transit service. It provides service primarily during the peak periods to commuters. Linked to Denver Union Station via the Free MallRide and Free MetroRide, Civic Center Station provides access to the southern end of downtown with access to 16th Street as well as Denver Union Station. The current station provides seven bays for buses, but with limited space for articulated buses.



A mix of different services from around the region make up the 15 routes that result in about 4,000 passenger movements and nearly 500 vehicle trips during a typical weekday. All buses enter the station from 16th Avenue and exit onto Broadway across from Cheyenne Place.

Civic Center Station will receive improvements through a full station remodel scheduled to begin in early 2016, with completion set for 2017. The station rehabilitation includes an expansion from seven to nine bus bays, with new bus bays being located on the Cheyenne Place extension, an accessway between Broadway and Lincoln.



Civic Center Station Rehabilitation Project



Existing General Bus Circulation (Typical Weekday)



All images, renderings, and graphics depicted within Chapter 3 of this document are conceptual in nature and should not be considered final. Final design of potential concepts will be evaluated and finalized during future studies and/or engineering efforts. Images, renderings, and graphics are only used to help provide context and a visual reference for potential concepts.



3 MULTI-MODAL OPERATING PLAN



Free MallRide and Free MetroRide route map

RTD Operating Periods General Definition	
Period	General RTD Service Hours
Midnight-6 a.m.	Early morning
6 a.m.-9 a.m.	AM peak period
9 a.m.-3:30 p.m.	Mid-day period
3:30 p.m.-6:30 p.m.	PM Peak period
6:30 p.m.-mid-night	Late night

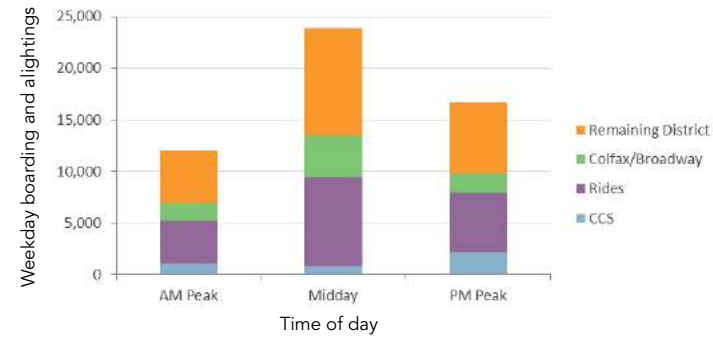
Source: General summary of RTD schedules; not all services and routes operate with this exact schedule

EXISTING CONDITIONS • THE DISTRICT

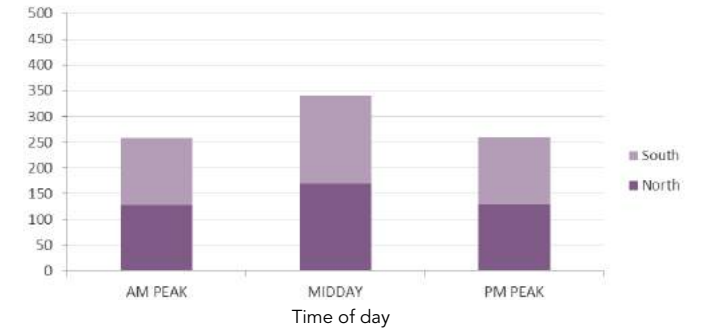
The majority of the trips and stops within the district are located at the street level outside of the station. This includes Free MallRide and Free MetroRide, as well as most local bus service.

The Free MallRide provides service between CCS and DUS, stopping at most intersections along the 16th Street Mall seven days a week with weekday headways ranging from 1-3 minutes from 7 AM to 7 PM, and 4-7 minutes outside of those hours. Service typically starts at 5 AM on weekdays, 5:30 AM on Saturdays, and 6 AM on Sundays. The last trip on the Free MallRide leaves DUS for CCS at 1:21 AM seven days a week. Free MallRide effectively acts as a shuttle, providing first/last mile service for transportation routes serving DUS and CCS. In addition to directly serving CCS, the Free MallRide has several nearby stops within the district. Ridership is primarily based on downtown employment, but outside of the peak hours, the route also serves visitors and people enjoying nightlife in downtown Denver.

The Free MetroRide provides service on 18th and 19th Streets, only during weekday peak periods. Buses run every 5-10 minutes from 6 AM to 9 AM and 3:30 PM to 6:30 PM. The Free MetroRide only makes 13 stops during each roundtrip, compared with 34 stops on each Free MallRide roundtrip.



Ridership overview on a typical 2014 weekday

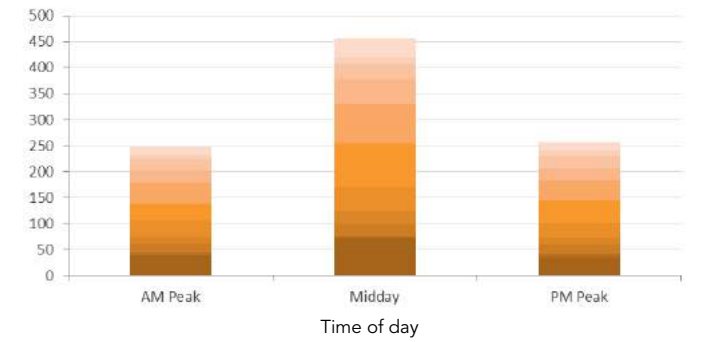


Combined Free MallRide and Free MetroRide trips during typical weekday

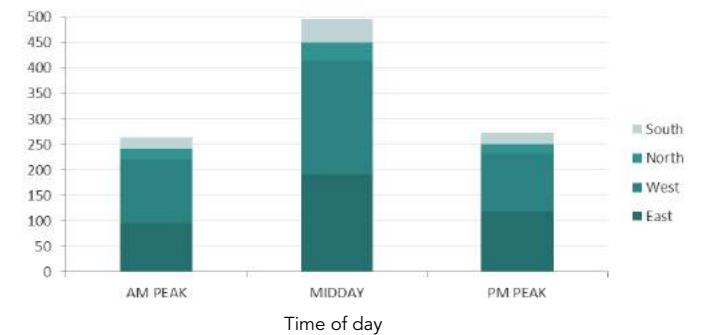
As such, the Free MetroRide is favored among commuters traveling directly between regional services at DUS and CCS. RTD is looking for funding to extend Free MetroRide services beyond the current peak periods and possibly to destinations south of Civic Center Station, including the Golden Triangle.

A number of local bus routes provide street-level service within the CCTD. A total of 30 stops provide east/west access, and 25 stops provide north/south access. Most routes providing street service operate during the peak and midday periods. Among them, the 0, 10, 15 and 15L provide the most trips across the day, with over 100 trips for each route. The greatest number of trips for routes serving only the surface bus stops occurs during the midday period. Including Free MallRide, Free MetroRide, and the street stops of those routes that also stop within CCS, there are about 2,224 trips serving surface stops over the course of a typical weekday. Together, Free MallRide and Free MetroRide make up 40% of those trips.

The intersection of Colfax and Broadway has the greatest concentration of trips of any small area within the district, with just over 350 total trips during the midday period and approximately 200 trips each in the AM and PM peak periods. There are three unique stops serving this intersection with nine bus routes.



Surface (street level) only weekday trips by period of day



Surface and Civic Center Station bus trips on typical weekday

MULTI-MODAL OPERATING PLAN 3

Existing Conditions • transit ridership

Overall, the Free MallRide and Free MetroRide experience the highest number of boardings and alightings out of all service throughout the district, with approximately 19,000 passenger movements occurring on those two routes. For these services, the greatest ridership occurs during the midday period, when only the Free MallRide is operating. During the AM peak, boardings and alightings are balanced. During the PM peak, there are approximately 2,000 alightings and 3,300 boardings. Note that many of these trips may be completed by the same passenger transferring from one service to another, especially given the shuttle-like role of Free MallRide and Free MetroRide.

The second greatest concentration of passenger movements is the Colfax and Broadway intersection, with over 7,700 movements over the course of the day. A significant number of passengers transfer between the Free MallRide service, and bus routes on Colfax. There are about 4,000 movements in the midday period, split equally between boardings and alightings, while approximately 2,000 passenger movements occur in the AM and PM peak periods.

Together, the on-street bus stops (not including Free MallRide and Free MetroRide) have about 14,000 boardings and alightings, with most activity during the midday period.

Civic Center Station facilitates 4,000 passenger movements daily, with the majority -- over 2,045 boardings and 113 alightings -- occurring during the PM peak. CCS sees about half as many movements in the AM peak, the majority of those being alightings.

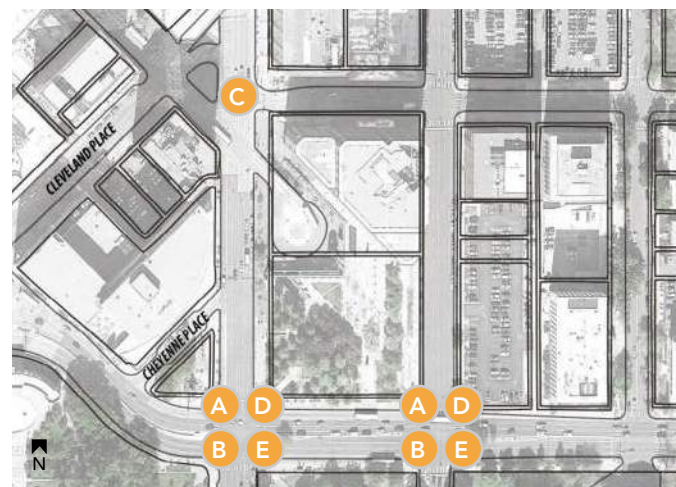
For the whole district over the course of a typical day, the greatest number of boardings and alightings occur during the midday period. There is slightly more activity in the PM peak than the AM peak, presumably because some people make trips downtown after work or school for social and/or professional engagements.

EXISTING CONDITIONS • PEDESTRIAN AND CYCLE ACCESS

The areas with the highest levels of transit availability and ridership are some of the most difficult for pedestrians and bicyclists, starting with the areas immediately around CCS and the intersection of Colfax and Broadway.

As the station currently operates, cycle and pedestrian access to the station is available, but with some potential issues immediately around the station. An important connection to cyclists traveling east/west with connections to downtown is provided by 16th Avenue. Currently, navigating the intersection of 16th Avenue and Broadway is difficult, given the large number of pedestrians and unclear designations for cyclists. Although the 15th Street bikeway provides a great connection for bicyclists to connect to locations downtown, connecting from 16th Avenue to the 15th Street facility can be confusing for those unfamiliar to the area or novice cyclists.

Given the significant ridership associated with the intersection of Colfax and Broadway, pedestrian access between transfer points can sometimes be complicated by the wide streets and heavy vehicular turning movements. Pedestrian access across the exit of Civic Center Station can also prove to be challenging, since there is often a constant stream of buses exiting—especially at the two peak periods.



CHALLENGES & OPPORTUNITIES

The project team worked directly with the SAG and project stakeholders to collect and summarize a shared understanding of the challenges and opportunities associated with walking, cycling, driving and transit in the CCTD. These informed the development of potential mobility improvements.

CHALLENGES & OPPORTUNITIES • PEDESTRIAN AND CYCLE ACCESS

- **Pedestrian movements** - To access to Civic Center Station from the Broadway/Lincoln and Colfax intersections, pedestrians must navigate large crossings with many turning movements. **A**
- **Pedestrian safety** - Pedestrians may not have sufficient time to cross the entire intersection given the short signal cycle time and lack of a safe place to stand and wait for a traffic cycle before it is safe to cross again. The Broadway and Colfax intersection is one of the city's highest crash locations, with an average of 2.5 auto/pedestrian or auto/bicycle crashes a month. **B**
- **Pedestrian movement at 16th/Broadway** - The redesign of the pedestrian striping at 16th/Broadway may help improve pedestrian flow, but pedestrians could still get caught in the Free MallRide shuttle lanes. Vehicles can get stranded between signals and multiple crosswalks. **C**
- **Pedestrian signalization** - The simultaneous signal phase for pedestrians, cyclists, and left turning vehicles at Colfax at Broadway limits the ability of buses and vehicles turning on Colfax. This is also a safety challenge and this intersection has a high level of vehicle, pedestrian, and cycle conflicts and accidents. 'Near misses' are regularly observed, but this data is not captured as a conflict or accident. **D**
- **Pedestrian/left turn conflicts** - Many potential pedestrian conflicts can occur between left turning vehicles at both southbound Broadway/Colfax and northbound Lincoln/Colfax — either with pedestrians crossing the intersection or cyclists riding on the sidewalk. **E**



3 MULTI-MODAL OPERATING PLAN



16th Avenue median



Bike parking



On-street, protected, two-way bikelanes

- **16th Avenue** – The pending bicycle striping and signage project at Broadway will improve visibility for all, but a long-term right-sizing project (including potential elimination of the existing median) could improve safety for all movements across Broadway. RTD and the City may need to re-think the Free MetroRide stop and how it interacts with other activities. There is also the potential to re-examine the Cleveland triangle and the 16th Street Mall to accommodate pedestrian/ bicycle flow.
- **Robust bicycle parking options** – RTD and the City should consider applying the RTD bike parking hierarchy to upgrade bicycle parking throughout the district. CCTD is an ideal location for a bike commuter facility which may include secure bike parking, maintenance, and/or shower facilities. And all new bicycle parking should be located near any future bicycle lanes to provide seamless access to the district and minimize pedestrian conflicts.
- **Multi-modal safety improvements** – Safety should be upgraded throughout the district for all modes of travel, including crossings at Broadway/Lincoln and Broadway/Colfax. RTD and the City should explore the safety benefits of removing left turns onto Broadway and Lincoln from Colfax, improved medians and pedestrian refuges on Colfax, and pedestrian-only signals crossing Colfax.
- **Consider Capitol Master Plan ideas** – RTD and the City should further understand the potential grade separation of Lincoln and Colfax or, at minimum, improved pedestrian crossings of Lincoln.

CHALLENGES & OPPORTUNITIES • TRANSIT

- **Links to shuttle services** - For those transferring between different services at Civic Center Station, the links between the Free MallRide, Free MetroRide, on street service and routes serving Civic Center Station can be confusing. The first time can be problematic since there is no signage or information about where to go.
- **Station operations** - Civic Center Station does not operate consistently throughout all times of the day, given that the bulk of services are in the morning and evening peaks with a low level of activity during the midday. The majority of the day, the station is underutilized.
- **Transit center capacity** – Given the limited site area, growth in transit capacity will occur either with more robust on-street facilities or a larger-footprint underground facility.
- **On-street transit center** – Eastbound and westbound Colfax between Broadway and Lincoln would be major boarding areas for the future Colfax Corridor Connections bus rapid transit (BRT) and would continue to serve other local buses. Sidewalks on northbound Lincoln and southbound Broadway will be boarding areas for additional routes in the area.
- **Transit only lanes** – RTD and the City should extend the concept explored in the Golden Triangle Plan to north of Colfax, including transit-only lanes, that could enhance overall RTD operational efficiency (concurrent with the on-street transit center concept).
- **Mobility Hub concept** – RTD and the City should consider a combination of all ideas related to multimodal transportation, including a transit district with on-street transit lanes and boardings on southbound Broadway, northbound Lincoln, and eastbound and westbound Colfax; improved bicycle access including a potential bicycle station and bicycle-only lanes on Broadway and/or Lincoln and 16th Avenue; and car sharing facilities – all modes available on or adjacent to the station.



Two-way transit only lanes



Two-way transit only lanes

TRAFFIC CONDITIONS AND EXAMINATION

TRAFFIC VOLUMES

Study of traffic was focused on the Broadway-Lincoln corridor, particularly with respect to the intersections with Colfax, both because of the significant volumes in those locations, but also because of the critical interface between pedestrians, cyclists, autos, and transit vehicles.

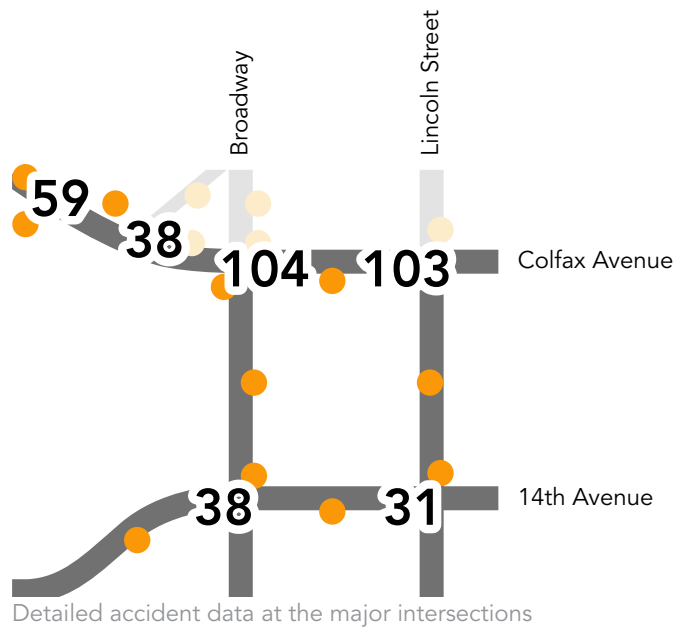
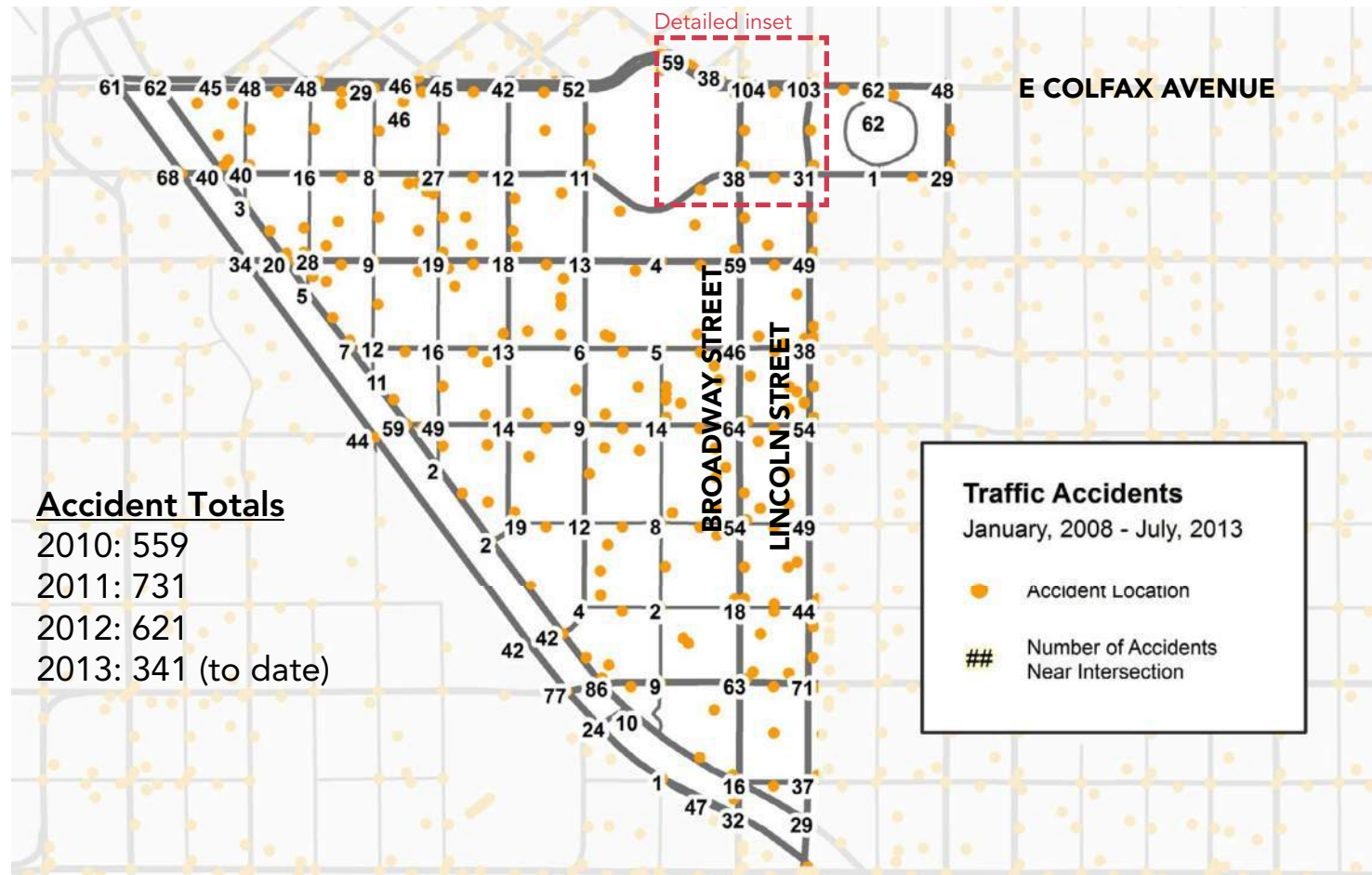
Initial research indicated that there is relative balance between Broadway and Lincoln, with slightly more trips on Lincoln Northbound than Broadway Southbound in the AM Peak and slightly more trips on Broadway Southbound than Lincoln Northbound in the PM peak. Moreover, the study found that while traffic has peaks in the AM and PM, it is relatively consistent all day. Overall, this suggests a near balance of traffic in and out of downtown at all times, consistent with RTD ridership patterns.

Collisions

Using the State of Colorado and Denver reporting system, the project team reviewed 338 accident reports filed between 2008 and 2013. The review found that the intersections where Broadway and Lincoln meet Colfax have higher than average rates of collision, making the area one of the city's highest accident locations.

The intersection of Broadway and Colfax has approximately 28 collisions per year, which occur at all times and in all weather conditions. 56 percent of these collisions occur adjacent to the intersection, with the remainder in the intersection. 8 percent of the collisions involve an RTD bus, and 22 percent of the collisions involve bicycles and pedestrians.

The causes of these collisions include: illegal left turns from Southbound Broadway to Eastbound Colfax, pedestrian jaywalking from Colfax buses to Civic Center, bicycles on sidewalks riding against traffic, and left turns from Westbound Colfax to Southbound Broadway.



3 MULTI-MODAL OPERATING PLAN

MOBILITY HUBS - PEER RESEARCH

To better understand the potential for maximizing the potential of Civic Center Station and its transportation assets, the project team conducted peer-city research on various mobility hubs around the world. The research identified successful approaches to developing mobility hubs, as well as some key characteristics of successful mobility hubs as identified by a number of studies and projects. Those key characteristics can be summarized as including, among other uses:

- A strategic point of intersection on the regional transportation network that accommodates a higher intensity of use and degree of seamless connections.
- A central place where seamless connections are made between multiple forms of transportation with a priority placed on pedestrian connections.
- A place where buildings and transit interact effectively and efficiently with streets.
- A vibrant place with a concentration of uses, including employment, living, shopping, and a mix of highly connected public and private accessible spaces.
- A high-tech mini-transportation center that is integrated into a transportation network where different modes connect or intersect. It provides 24/7 electronic access to transportation options (bus, rail, bicycle, car sharing, taxis), an 'electronically hip' convenience store for travelers.



Lessons Learned from Other MOBILITY Hubs

In 2012, the MMM Group (a transportation consulting firm based in Canada) analyzed several mobility hubs to determine their effectiveness (or lack thereof) and to provide guidance for the development of future hubs. Their findings focused in three areas:

- **Put pedestrians first by providing** - prioritized pedestrian routes; reasonable block sizes and crossing distances; streets for active pedestrians with street furniture and adequate sidewalk widths; a sidewalk network with good access to both origins and destinations.
- **Look for low-cost “quick wins” – short-term actions that are relatively inexpensive that can provide immediate benefits to users, including** - enhanced signage and striping to clearly delineate modal areas and pathways; good bicycle facilities throughout,

ranging from bicycle racks and storage facilities to bike sharing facilities or larger ‘bike stations’; good wayfinding as a short-term measure to immediately increase accessibility throughout the facility.

- **Optimize modal flow throughout the facility to maximize operational efficiency by** - re-timing adjacent traffic signals to maximize flow for vehicles, pedestrians, and bicycles; focusing on peak demand times and adjusting signalization accordingly; by considering the entire network of adjacent streets and activity centers and adjusting signalization accordingly.
- **Integrate land use with transportation effectively and efficiently including** - making the station a community amenity (not just a transportation center); by providing other services and facilities that can benefit local residents, employees, and visitors; by designing transit facilities and adjacent areas as multi-purpose spaces that can be used for other activities in off-peak periods.



Major mobility hub

Application for Civic Center Station

The mobility hub concept attempts to comprehensively think about the integration of all activities in and around a transit facility in a way that maximizes its utility and benefit to transit users, local residents, employees, and visitors. Mobility hub concepts and objectives could be used as one set of evaluation criteria for analyzing the effectiveness of mobility and development solutions developed as part of this project. In the short run, however, there are several relatively elementary mobility hub guidelines that can be applied to Civic Center Station that can provide immediate benefits regardless of long-term solutions proposed. Those include:

- **Good wayfinding.** Directional signage, common-sense mapping, and other wayfinding solutions can be a good short-term solution that has immediate positive impacts for users of the area. Wayfinding can be integrated with consistent urban design themes in kiosks, landmarks, and public art in a way that provides good user movement to, from and through the area (see Chapter 6).
- **Good information on transportation modes.** Electronic kiosks and other low-cost media can be used throughout the district to provide the user with up-to-date information on transit and other modes’ routes, boarding locations, and schedules.
- **Non-transit modes availability.** While bike sharing is already available at the Civic Center Station, it could be made more available at all key access points throughout the district, up to and including the establishment of a ‘bike station’ similar to that being planned at Denver Union Station. Well-marked and convenient car-sharing facilities could also be added in the short run. The intent would be to make all transportation modes readily available to all users of the district no matter where they are.

The consideration of some of these short-term measures could be important first steps in upgrading the entire district to a mobility hub that is more than a regional transportation center.





3 MULTI-MODAL OPERATING PLAN

MOBILITY VISION STATEMENTS

The mobility visions for the Civic Center Transit District will seek to achieve the following:

- A flexible transportation framework will be established that allows for incremental growth and opportunistic investments.

A phased, growth strategy will roll out, where improvements build upon each other – allowing needed short and medium-term improvements to proceed and respond to immediate demand while building towards a major mobility hub vision. Broadway/Lincoln/Colfax will remain a major nexus of transportation networks.

- The mobility vision will begin with the 2017 Civic Center Station Rehabilitation and build towards growth of street-based transit enhancements in the major corridors flanking the station.
- The long range vision will anticipate and accommodate a variety of transit technologies to be determined at the time of implementation and may ultimately involve grade-separation of some modes to meet growing demand for space by all modes at street level.
- Each phase of the transportation framework vision will incorporate physical and operational improvements for all modes as well as great place-making and enhanced wayfinding in the District – as called for in numerous current plans.
- Implementation of transportation improvements will be coordinated and integrated with appropriate redevelopment at the station site and District catalytic parcels so that land use intensity, ridership, place-making and urban design opportunities are optimized.
- The vision will enhance the experience of moving through the district by pedestrians, bicyclists, and transit users, particularly at the major intersections.
- The vision will clarify connections and routes between

key origins and destinations within and outside of the District.

- Connections between local and regional transportation modes in the Civic Center Station will be clear, intuitive, and convenient by way of enhanced facilities such as exclusive transitways, shared platform and waiting areas, bike share, car share, integrated fare and information systems, and supporting commercial services.

MOBILITY CONCEPTS AND EVALUATIONS

The development and evaluation of the mobility concepts was an iterative process. At each project milestone, the team vetted the concepts and the evaluation outcomes through the SAG and public stakeholders.

The concepts were organized into three temporal categories:

- Short-term mobility concepts (3-7 years).
- Medium-term visioning (7-20 years).
- Long-term visioning (20 years +).

The short-term mobility concepts represent the most defined improvements for funding and implementation within the next seven years (or sooner, if possible). The medium-term and long-term concepts present higher level visions for improved multi-modal connectivity and operations within the district. The visions for mobility concepts were directly shaped by the vision statements stemming from the overall goals for the project. The vision statements reflect the anticipated future mobility needs and conditions. The medium and long-term visions will require additional study to ensure any improvements proposed in the future match with changing mobility needs and evolving mobility technologies.

While the medium and long-term visions provide a guide for mobility from seven to 20+ years, the short-term concepts are to be advanced as rapidly as possible. Therefore, the team was able to define the short-term concepts in detail. The evaluation measures were applied to the short-term concepts to determine how well the proposed improvements would perform in achieving the overall project goals. The medium-term and long-term visions are presented as a guide for future planning and infrastructure development to build on the

successes of the short-term concepts.

The short-term concepts included a variety of configurations for new transit services, transit stops, defined cycle infrastructure, public gathering spaces, and enhanced pedestrian connections. All of these elements aim to provide seamless connectivity to Civic Center Station across the entire district, and to complement new development. The sections on the following pages provide details on the short-term mobility concepts and narratives describing the vision for the medium and long-term visions.

Short-Term Mobility Concept (3-7 years)

The short-term mobility concepts assumed the baseline improvements and assumptions as a starting point. The short-term concepts then layer on additional enhancements and new multi-modal infrastructure, with the Civic Center Station as a central mobility hub in the district. These improvements are assumed to be achievable within a three-to-seven-year time frame. The concept includes improvements for transit, cycle, pedestrian, and transit-supportive development. The options focused on the major corridors within the district including improvements for Broadway, Lincoln Street, and Colfax Avenue. Table 3.2 presents details of the short-term mobility concept elements and options. The majority of improvements proposed for the short-term concept are common. However, four important mobility 'options' were evaluated under the short-term concept category to determine if one variation in the concept performed better than another.

A choice between two protected bike lane configurations along Broadway and Lincoln:

B1. Two-Way Protected Bike Lane on Broadway Option – Right-Side Transit.

B2. One-Way Protected Bike Lanes on Broadway and Lincoln Option – Right-Side Transit.

A choice between two median (and auto turning) configurations along Colfax Avenue:

M1. Landscaped Median Colfax Option.

M2. Un-landscaped Median Colfax Option.

SHORT-TERM MOBILITY CONCEPT ELEMENTS AND OPTIONS

Improvement	Description	Purpose
Transit only lanes	At southbound/west side of Broadway and northbound/east side of Lincoln; from 19th Avenue to existing transit lanes, south of Colfax	Provide improved transit running times and reliability; improved person-trip capacity
Dedicated bus-only, left-turn signal phase at Broadway/Colfax.	Bus-only, leading turn signal phase from new bus-only lane at Broadway for south-to-eastbound Colfax Avenue movement	Essential feature for routes using Broadway bus stops and Colfax routes
Enhanced transit signal priority	At key intersections along exclusive transit lanes on Broadway at 16th Street, Cleveland Place and Colfax Avenue	Provide improved transit running times, reliability and ability for buses to change lanes ahead of congestion
Enhanced bus stops	Enhanced existing (and additional) bus stops provided along Broadway and Lincoln including weather protection, passenger amenities	Provide additional on-street transit service growth capacity for CCS; improve passenger comfort and convenience
Bus staging/layover	In short term, maintain bus layover area on west side of Lincoln Street between Colfax and 16th avenues	Keep the impact of idling buses confined to an area with less sensitivity and keep schedule reliability for buses beginning service; however, future growth may require additional layover space elsewhere
New transit stops on Cheyenne Place Extension/Broadway to Lincoln streets	Incorporate Cheyenne Place Extension and intersection at Broadway; re-assign several routes from underground bus berths and Free MetroRide stop at Broadway/16th Ave to these new stops	Already a planned component of CCS Rehabilitation Project
District Cycle Connections: north-south-east-west.	See descriptions below	This is the composite of B1/B2, A1/A2 improvements needed to complete the Denver Moves network for CCTD
Option B1 - Broadway/ Lincoln Corridor Cycle Lanes : Two-way	Two-way, protected bike lanes on left side of Broadway (within existing curb lines), 16th Avenue to 12th Avenue (connections beyond to be determined by concurrent and future studies)	Implement Denver Moves long range network for bikes in the this sector of the city, greatly improving this corridor as bike commute option
Option B2 - Broadway/ Lincoln Corridor: One-way	One- way, left-side, protected bike lanes: southbound on Broadway and northbound on Lincoln Street , from 16th Avenue to 12th Avenue (connections beyond to be determined by concurrent and future studies)	Same as Option B1
Option A1 - 16th Avenue Corridor Cycle Lanes: Two-way	Two-way, protected bike lanes on north side of 16th Avenue/ Broadway to Sherman Street; minimizes bike/bus/auto conflicts at Civic Center Station and parking garage entrances; transition to existing, one-way bike lanes at 16th Avenue/Sherman Street with staged movements	Implement Denver Moves long range network for bikes in the this sector of the city; improves this block of substandard bike facilities for this east-west connection
Option A2 - 16th Avenue Corridor Cycle Lanes: One-way	One-way, protected bike lanes on both sides of 16th Avenue/ Broadway to Lincoln; curb lines adjusted for vehicular movement; these lanes would connect to existing one-way bike lanes at Lincoln Street	Implement Denver Moves long range network for bikes in the this sector of the city; improves this one block of substandard bike facilities for this east-west connection

Improvement	Description	Purpose
Rehabilitation of 16th Avenue	Remove existing median planter and reconstruct sidewalk areas with new paving, tree planters, and pedestrian amenities	This is the longer-range improvement associated with Options A1 and A2
Broadway, Lincoln, Colfax crossings: Improved pedestrian and cycle crossings - with improved signal phases	Broadway/Colfax Avenue - exclusive pedestrian and cycle signal phase (separate from through and turning movements) Lincoln Street/Colfax Avenue - exclusive pedestrian and cycle signal phase (separate from northbound through and north-to-westbound left turning movements); include a curb extension at the northwest corner	Improves safety for all users, particularly pedestrians and bicyclists Improves safety for all users, particularly pedestrians and bicyclists
Colfax Median/ Broadway to Lincoln Option M1: reconstructed wide, landscaped median	Left-turns from Colfax distributed to other streets; allows separate, pedestrian/cyle-only signal phases for north and south crossings and separate left-turning phase for south-to-eastbound vehicles on Broadway and north-to-westbound vehicles on Lincoln Street. Signal phasing would vary with Broadway/Lincoln cycle lane option	Significant safety improvement for pedestrians and bicyclists at these two intersections; also a prominent city beautification element of the Grand Boulevard recommendation
Colfax Median/ Broadway to Lincoln Option M2: modified, existing medians	Maintain current median but add protective end-nosing for minimal pedestrian refuge areas; left-turing movements from Colfax maintained; composite signal phasing for the two intersections modified to create separate pedestrian/cyle-only signal phases for north and south crossings and separate left-turning phase for Broadway and Lincoln Street; signal phases would be shorter than Option 1 and would vary with Broadway/Lincoln cycle lane options	Moderate safety improvement for pedestrians and bicyclists at these two intersections
Improved pedestrian and cycle crossings	Broadway/Cheyenne Place: shifted crosswalk alignment to create normal, signalized intersection Broadway/16th Street/16th Avenue: modifyand consolidate pedestrian and bike lane crossings Broadway/17th Street/Court Place/17th Avenue: improve crosswalk markings , and realign the north leg crosswalk to a 90 degree configuration Lincoln Street/16th Avenue and Lincoln Street/17th Avenue: improved crosswalk markings	Improves safety for all users Clarifies a complex, confusing intersection in terms of wayfinding for all modes Re-aligning long, diagonal crossings to shorter 90 degree alignment shortens crossing times and indirectly improves safety for pedestrians Moderate safety improvement for pedestrians
Enhanced pedestrian facilities	Complement the Civic Center Station rehabilitation with enhanced public realm and streetscapes around the station and throughout the CCTD, maximizing sidewalk space for walking, queuing, and bus stop areas (where possible)	Make pedestrian/bicyclist connections to and from CCS seamless, safe and inviting; transfers between modes to be intuitive, clear and convenient
Advanced mobility hub concept	Amenities supporting multi-modal mobility would include: enhanced ticketing for all mode options, enhanced information for intermodal connections and district wayfinding, cycle share, car share spaces, taxis/ride share space and secure, protected cycle parking	Vision for Denver's future is a network of Mobility Hubs serving all areas of the city with DUS as the largest, CCS as the next tier of major hubs serving large quadrants, multiple modes and complementary activities
On street parking	On-street parking maintained where possible on Broadway and Lincoln in coordination with new bus-only lanes, modified turn lanes, realigned crossings, pedestrian refuges and cycle lane connections	Keeps street frontage features important to business function like short-term parking, drop-off/pickup, on-street loading, etc; parking can buffer protective bike lanes at certain locations



3 MULTI-MODAL OPERATING PLAN



Short-term Mobility Concept Options

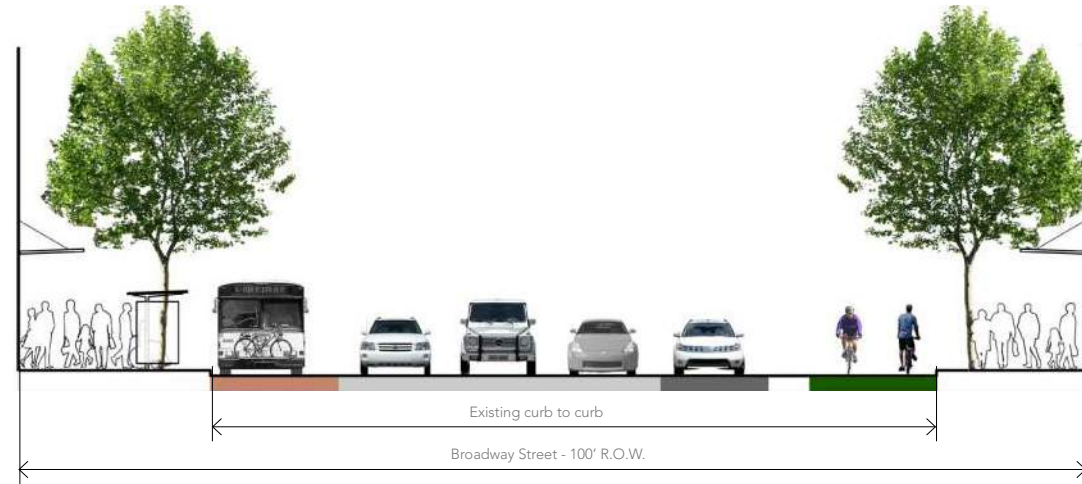
Descriptions of the four short-term concept options are detailed in the following pages. The evaluation of each option to determine their overall benefit and performance is presented later in this chapter.

Broadway-Lincoln Cycle Track Options

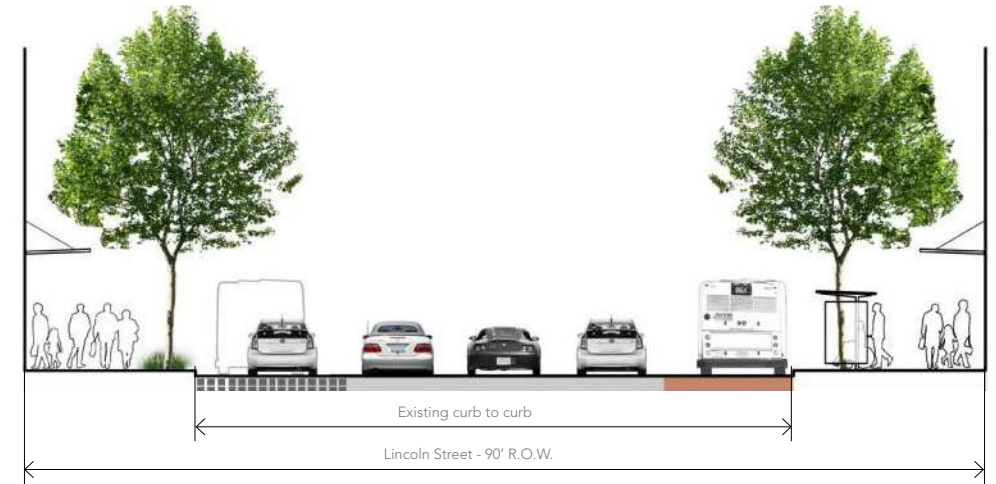
B1: Two-Way Protected Bike Lane on Broadway

This option proposes an exclusive transit lane on Broadway, paired with a two-way protected cycle lane; includes improved pedestrian facilities and crossings at major intersections, and modified signal timing.

Purpose: to complete Denver Moves recommended bike network in this area.



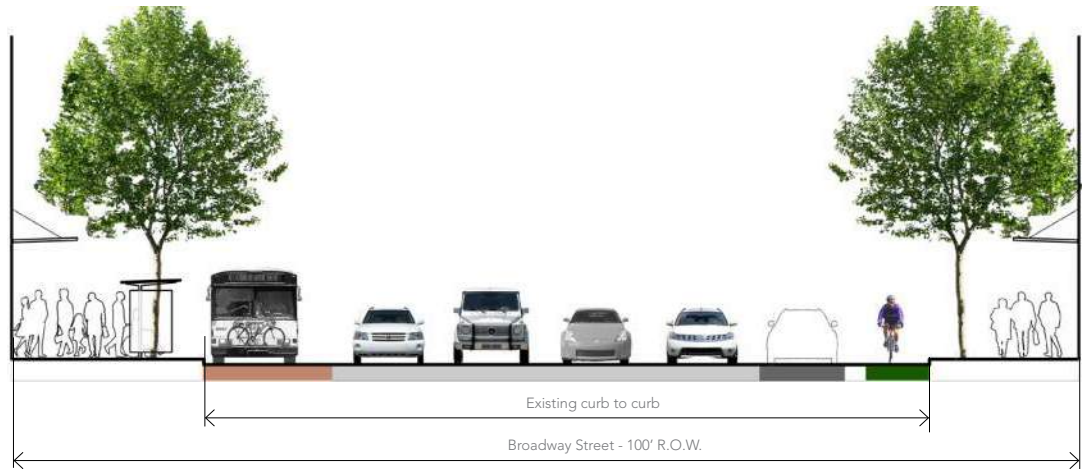
Broadway-Lincoln Cycle Track Option B1: Two-Way Protected Bike Lane on Broadway



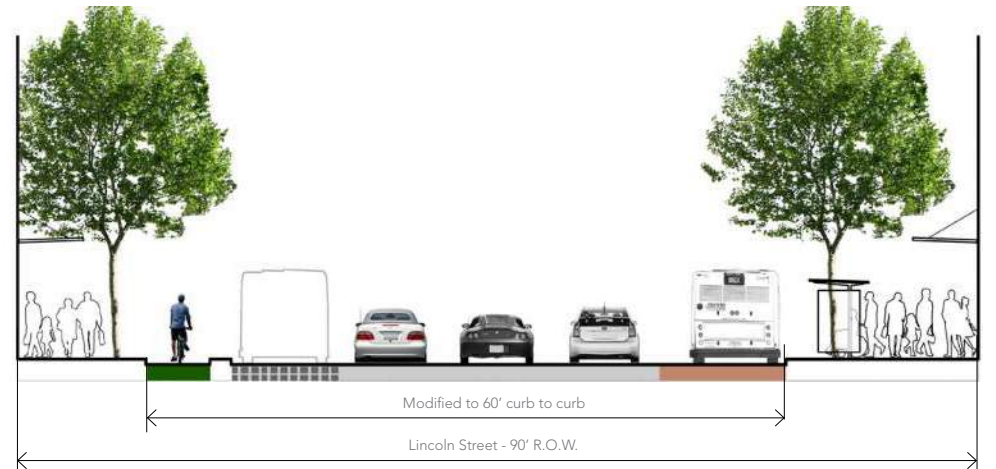
B2: One-Way Protected Bike Lanes on Broadway and Lincoln Option

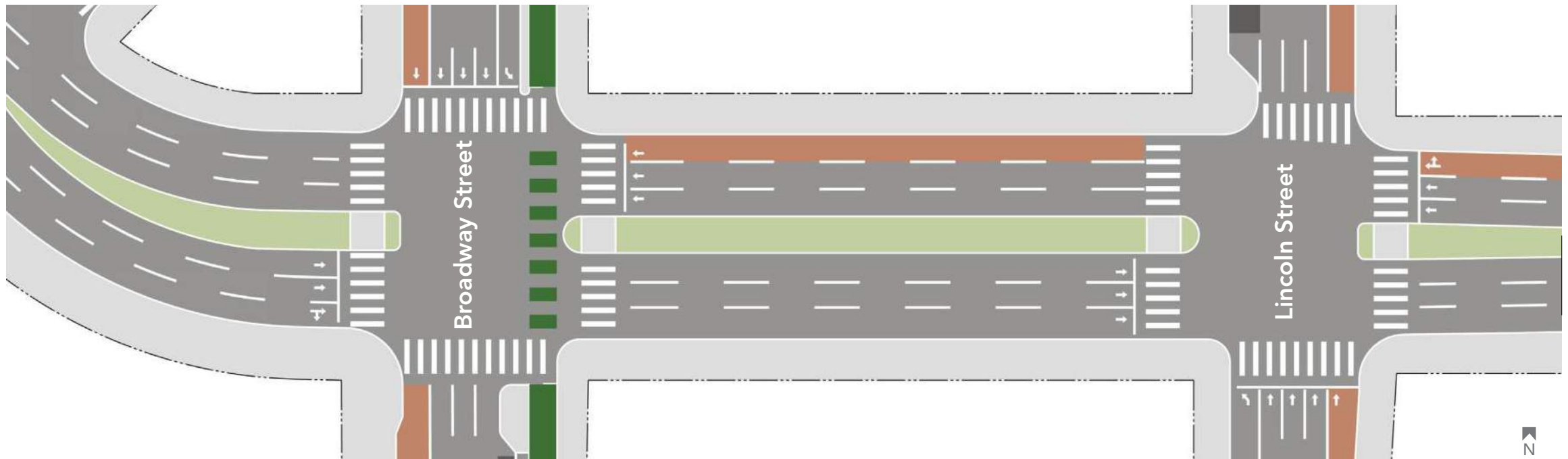
This option proposes to split the protected bike lane between Broadway (southbound) and Lincoln Street (northbound). All other elements of the option remain as the two-way option previously described.

Purpose: to complete Denver Moves recommended bike network in this area.



Broadway-Lincoln Cycle Track Option B2: One-Way Protected Bike Lanes on Broadway and Lincoln





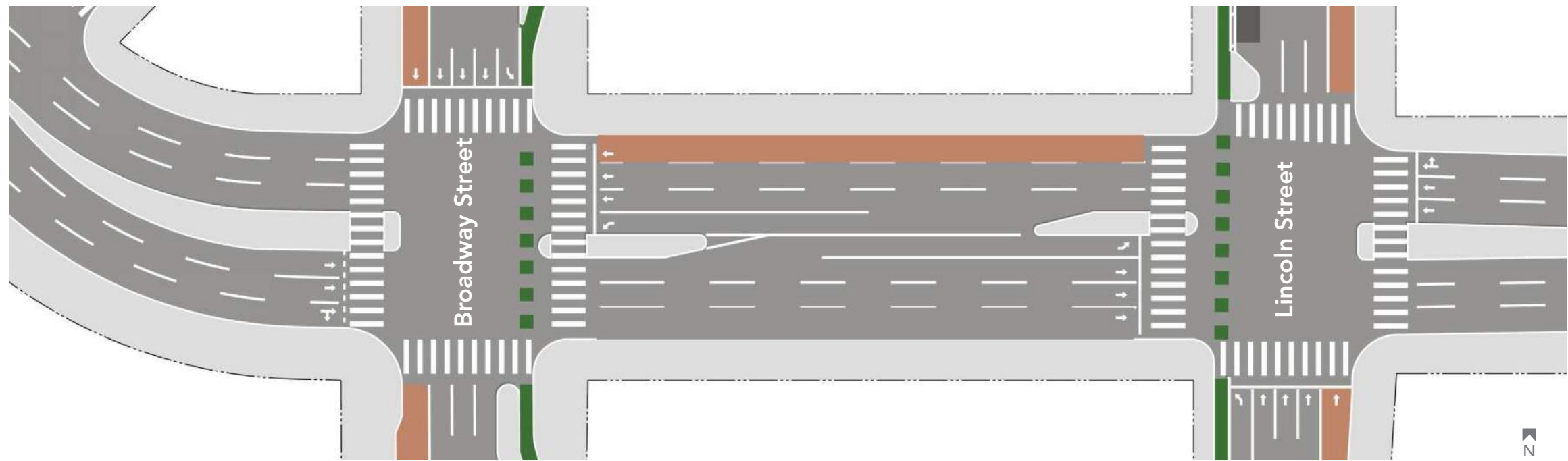
Colfax Median Option 1: Wide Landscaped Median
Note: Bike lane option B1 shown

Colfax median Options

Colfax Median Option M1: Wide Landscaped Median

This option would create a landscaped median on Colfax Avenue, between Broadway and Lincoln; new protective medians and refuge areas would be provided for pedestrians crossing Colfax Avenue; this would remove the turning lanes from Colfax Avenue to Broadway and Lincoln.

Purpose: this option improves pedestrian and bicycle safety at these crossings by providing ample refuge space and by eliminating one left-turning vehicular/pedestrian crossing conflict. It also provides opportunity for grand boulevard landscape treatment.



Colfax Median Option 2: Existing Median with Modifications
Note: Bike lane option B2 shown

Colfax Median Option M2: Existing Median with Modifications

This option would generally maintain the existing roadway configuration along Colfax Avenue. New protective medians and refuge areas would be added for pedestrians crossing Colfax Avenue at both Broadway and Lincoln.

Purpose: this option provides protection at existing pedestrian refuges.



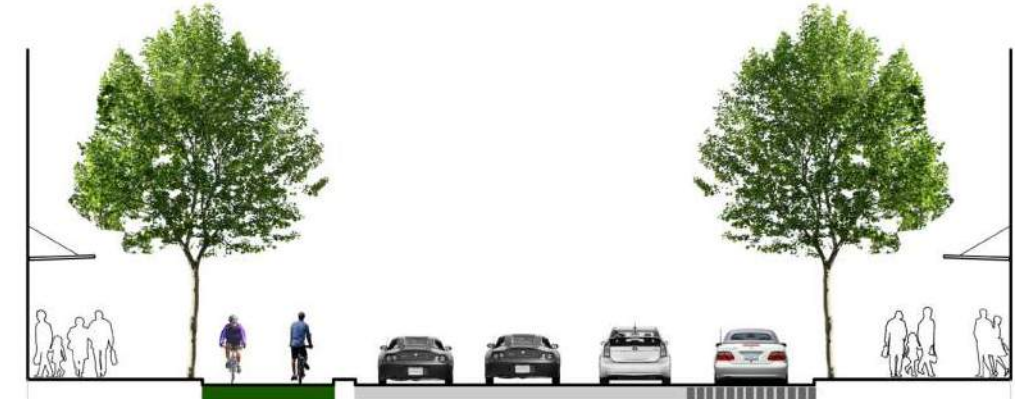
3 MULTI-MODAL OPERATING PLAN



Enhanced bus stop with transparent shelter



Broadway



Lincoln

Medium-Term Mobility Vision: Two-Way Transitway on Broadway with Two-Way Cycle Track on Lincoln is one of several options subject to future planning studies



Major Transit corridor prototype (Source: National Association of City Transportation Officials *Urban Street Design Guide*)

Medium-Term Mobility Vision (7-20 years)

The elements of the medium-term vision are aimed at providing significant mobility improvements throughout the Civic Center district. The medium-term vision sets out a wide range of transit, cycle, public realm, and development ideas to address the growth in mobility demand within 20 years. Many of these concepts would require detailed study to determine the appropriate improvements, operations, and methods of implementation. Several of these concepts extend beyond the boundaries of the Civic Center district and would require the cooperation of multiple agencies or jurisdictions as well.

These concepts are being presented as a guide, but clearly would require detailed consideration to ensure they would ultimately address future mobility needs within the seven to 20 year time frame. The narrative below describes the potential medium-term vision elements for the district and beyond.

Enhanced Transit

Based on the potential future demand for north/south connectivity along Broadway and Lincoln streets, future need exists for more frequent transit service along these corridors. The service may extend beyond the district boundaries with a need to link major activity and development centers between the I-25 and Broadway Light Rail Station (on the south) to Civic Center Station, or farther north to approximately 19th Street. More frequent north/south transit service would also provide stronger connectivity with proposed BRT and other bus services at Colfax Avenue.

The team examined various methods to increase transit capacity on this corridor. Multiple options exist to enhance transit and a wide range of potential transit improvements should continue to be examined in future studies. However, to determine the basic functionality of enhanced transit through the district, the medium-term vision presented one variation, a two-way dedicated transitway on Broadway. The concept focuses transit along Broadway because activity centers along this corridor are a consistent origin and destination for transit users, and Broadway is generally more urban and commercial than Lincoln Street.

Enhanced Cycle Facilities

Providing cycle connectivity to (and through) the Civic Center District is essential to the success of the medium-term vision. Safe and efficient north-to-south cycle connectivity is proposed with a two-way protected bike lane on Lincoln Street in the medium-term. This is one of many options that may be considered; however, the team felt strongly that a workable option be presented in the medium-term for future study. Shifting the protected bike lane to Lincoln Street also allows additional space in Broadway for high-capacity transit. East to west connectivity could be improved by evolving the cycle connections along 16th Avenue to physically protected bike lanes. Additionally, the consideration of Civic Center Station as a true mobility hub could include cycle storage, maintenance, and changing/lockers/shower facilities to support cycle use.

Enhanced Pedestrian Facilities

For high-capacity transit to have the desired impact, it must fully integrate multiple modes (specifically cycle and pedestrian facilities). Therefore, the medium-term vision seeks to enhance the urban realm to provide strong walking and waiting environments throughout the district. While further study is needed, this would likely include fully rethinking the balance of transit, pedestrian, cycle, and auto spaces throughout the district. The goal will be to ensure the most efficient use of space to maximize the movement of people. The experience and streetscapes would also require examination, using infrastructure or street/urban realm design to provide maximum comfort and safety for users.

Long-Term Mobility Vision (20 Years)

The long-term vision for mobility within the Civic Center District builds off the improvements realized through the short and medium-term projects. However, the long-term vision anticipates significant growth in transit demand in (and around) Civic Center Station by 2035. The future mobility vision was designed to enhance mobility services and facilities to accommodate the projected increase in demand.

Similar to the concepts discussed in the medium-term vision, the long-term ideas would require further study and analysis to ultimately determine the appropriate management and provision of mobility options beyond 20 years. The ideas proposed in this vision are intended to shape and guide the outcome of future studies, but not to dictate specific actions or projects.

City-wide Mobility Hubs and Connectivity

The development of a mobility hub at Civic Center Station in the short and medium-term would bring together enhanced connectivity to multiple modes. The mobility hub could include enhanced transit frequencies, transit facilities, cycle facilities, cycle share, car share, taxi/Uber/Lyft type services, pedestrian/urban realm improvements and amenities. The goal for the hub would be to provide seamless connectivity between modes, with Civic Center Station as a key point of interchange. The long-term vision would build on the success

of Civic Center, to provide a network of mobility hubs at key mobility interchange points throughout the city. Hubs could be located to provide simple access to the majority of citizens to further increase mode shift and provide reasonable mobility options (other than driving).

MAJOR MOBILITY CORRIDORS LINKING TO CIVIC CENTER STATION

Broadway, Lincoln Street, and Colfax Avenue form the core of the Civic Center district. These streets are also envisioned as high capacity mobility corridors to support the future movement of residents, workers, and visitors within the southern end of downtown Denver. The future vision for these corridors could include various high-capacity transit, cycle, pedestrian, and vehicle operational and infrastructure improvements:

- Enhanced BRT services and stops;
- Fixed-route transit such as light rail transit (LRT), streetcar or other technology;
- Additional protected bike lanes or other enhanced cycle facilities;
- Fully integrated pedestrian connectivity throughout the district;
- Enhanced traffic, pedestrian, and cycle signals, timing, and separation of movements/phases;
- Better balance the needs of all modes within the right-of-way space available.

NEW CIVIC CENTER STATION

Growth in future transit demand will likely put significant strain on transit facilities such as Civic Center Station and the surrounding surface streets. Should the transit demand exceed the current projections, a new Civic Center Station facility may be needed. Such a facility may require grade separation to provide unique transit only access and egress to and



Denver Union Station is a successful example of a long-term regional mobility hub, with vertical integration of modes, development and public realm

from the station to maintain reliable transit frequencies. The redevelopment of Denver Union Station is an example of the scale of a potential future transit facility. Integrating the facility within the surrounding district would be critical to its success.

A new Civic Center Station could be directly integrated into the future development. Development and redevelopment opportunities would be explored, if a new Civic Center Station was needed in the long-term time frame. This could be part of the station plaza parcel or combined with other redevelopment opportunities on the surrounding blocks. Development integration options would be explored further in the long-term.





3 MULTI-MODAL OPERATING PLAN

EVALUATION AND MEASURES

Each of the mobility concepts (short, medium, and long-term) were developed considering their performance against the plan’s goals for mobility, connectivity, economic development, and placemaking. All of the mobility concepts were consistently evaluated throughout the development process. However, the team conducted a more detailed review of the short-term mobility concept. This concept was the most well defined, with the potential of advancing rapidly.

Measures

The evaluation of the short-term mobility concepts included its own set of measures to compare and contrast the options and the concept’s overall performance. Both positive benefits and negative impacts were taken into account though the application of the measures. Development of the measures was completed with input, initially from the project team, and then from the SAG, and ultimately from public stakeholders. The initial SAG meetings provided the opportunity to review measures, while comparing each to the plan’s vision and goals.

The measures helped to guide the decision making, but the ultimate determination of the recommendations was based on input from project team, SAG, and input from public stakeholders. Table 3.3 presents the goals and corresponding project measures. The application of these measures to the short-term mobility concept is presented later in this chapter.

PERFORMANCE EVALUATION: SHORT-TERM MOBILITY CONCEPT

The project team systematically examined the evaluation measures against various options and elements of the short-term mobility concept. This evaluation determined how well the concept or options benefited mobility, helped to focus the design, and guided the identification of the recommended short-term mobility concept. Higher-performing elements of the options may be prioritized for implementation and funding.

The evaluations at right provide a narrative description of the evaluation and application of the measures, with a specific focus on the major options (where choices were required).

EVALUATION MEASURES

Goals	Measures
Mobility: Reimagine Civic Center Station as the complement to Denver Union Station and the major mobility hub for the southeast sector of Downtown Denver.	Provides a flexible transportation framework that allows for incremental growth and opportunistic investments.
	Allows a phased growth strategy building towards a long term mobility hub vision.
	Starts with street-based transit enhancements and evolves to accommodate growing demand by all modes; may ultimately involve grade separation of transportation modes when capacity at street level is exceeded.
	Incorporates physical and operational improvements for all modes in each phase.
	Increases (potentially) person-trip capacity on Broadway, Lincoln, and Colfax in the CCTD.
	Maintains adequate traffic through-put on Broadway, Lincoln and Colfax in the CCTD.
	Incorporates current bus staging operations on Lincoln at the station block.
	Minimizes double impact of transit passenger and staging operations in the same block.
Connectivity: Endorse planned, complete networks for transit, pedestrian and bicyclists to connect the district internally and externally to its neighbors.	Coordinates implementation with appropriate redevelopment at the station site and other opportunity sites so that intensity, ridership, place-making opportunities are optimized.
	Enhances the experience of bicyclists, pedestrians and transit users, especially at major intersections of Broadway, Lincoln and Colfax.
	Clarifies connections and routes between key origins and destinations.
Economic Development: Optimize economic development potential by creating strategies to redevelop underutilized district properties.	Provides clear, intuitive and convenient connections between local and regional transportation modes.
	Incentivizes vertical redevelopment of commercial surface parking lots, while maintaining commercial parking viability.
	Prioritizes redevelopment that leverages planned public realm improvements in the rights-of-way.
	Complements existing development with new redevelopment.
Placemaking: Create a CCTD Public Realm Plan that creates a district identity with a distinct sense of place, that links 16th Street Mall to its neighbors, and that fosters more inviting pedestrian and bicycle connections to its surroundings.	Encourages a greater mix of uses within and between blocks to support transit ridership and promote 18-hour/day activity.
	Transforms the pedestrian character of the public rights-of-way through improved pedestrian/bicyclist facilities, strategic activation and high quality amenities.
	Packages public realm improvements with transportation and adjacent redevelopment projects.
	Provides improvements that complement the Station remodel, station plaza parcel activation and other public realm efforts within the District.
	Creates private redevelopment opportunities of the district’s streetscapes and happens when and where economic activity occurs.

BROADWAY/LINCOLN CORRIDOR CYCLE LANE OPTIONS

Criteria Account	Option B1 - Two-way Cycle Lanes on Broadway	Performance	Option B2 -One-Way Cycle Lanes on Broadway and Lincoln	Performance
Mobility	Good performance, potential positive outcomes by providing a crucial link in future Broadway and Lincoln cycle improvements and by connecting directly to the 16th Avenue and 15th Street cycle facilities.	●	Good performance, potential positive outcomes for same reasons.	●
Connectivity	Good performance, potential positive outcomes by separating auto, cycle, and pedestrian movements at Broadway and Colfax Avenue. This option addresses one of the key safety concerns within the district.	●	Fair performance; addresses a key safety concern by separating auto, cycle, and pedestrian movements at Broadway and Colfax Avenue. However, this option is less intuitive and clear for users and increases the number of bike-driveway conflicts.	◐
Economic Development	Performs well, supports future development and redevelopment with new, active transportation connections.	◐	Performs fair for same reasons; however, the split cycle facilities may create access challenges for new development.	◐
Placemaking	Good performance, potential positive outcomes by activating the space along Broadway with cycle traffic, beyond the typical 9-5 work day.	●	Good performance, positive outcomes for same reasons.	●

*Recommended Option: Two-way, protected cycle lanes on Broadway

COLFAX MEDIAN OPTIONS

Criteria Account	Option M1: Reconstructed, wide, landscaped median, no left turns at Broadway and Lincoln	Performance	Option M2: minor modifications to existing narrow medians, left turns remain at Broadway and Lincoln	Performance
Mobility	Strong performance overall; would result in enhanced mobility and safety.	●	Fair mobility performance overall; maintains status quo and does not significantly improve pedestrian and bike movements across Colfax.	◐
Connectivity	Strong performance overall; significantly strengthens north-south connectivity and simplifies movements for all modes	●	Fair connectivity performance overall for all modes; physical and signal phase improvements are less significant for north-south pedestrian/cycle crossings of Colfax.	◐
Economic Development	Good performance; stronger mobility, safer connectivity and a more vibrant multi-modal environment incentivizes economic development.	◐	Fair performance for economic development; maintaining turn lanes with new signal phases creates challenges in evolution of Mobility Hub vision and new, high-density pedestrian/transit-friendly development.	◐
Placemaking	Strong performance; with other public realm improvements, implements the Grand Boulevard vision for Colfax.	●	Fair performance; lack of median landscape improvements challenges the vision for Grand Boulevard design treatments at Colfax.	◐

* Recommended Option: Reconstructed, wide, landscaped median on Colfax Avenue between Broadway and Lincoln.

These recommendations subject to further study



Bike lanes on a mixed-mode street



Major protected bike facility integrated with pedestrians, transit and traffic



Bike lane, bus stop integration

LEGEND:

- Positive impacts
- ◐ Moderate challenges
- Considerable challenges



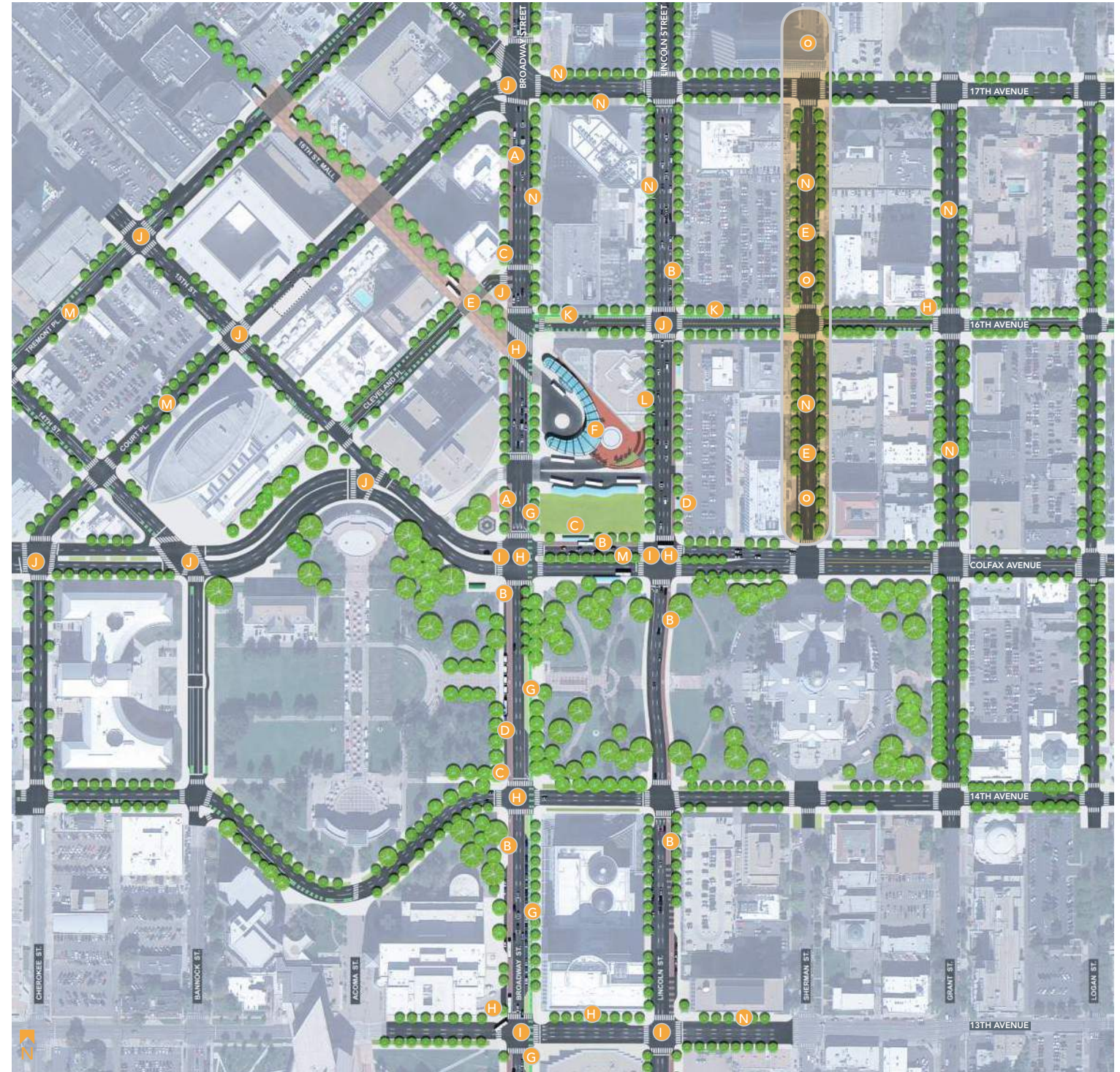


3 MULTI-MODAL OPERATING PLAN

PREFERRED SHORT-TERM MOBILITY CONCEPT - 13TH TO 17TH AVENUES

LEGEND

- A** Transit only lanes and transit priority
- B** Transit only lanes
- C** Enhanced transit stops and new stops
- D** Enhanced transit stops
- E** Enhanced cycle connectivity throughout district
- F** Advanced mobility hub concept
- G** Broadway two-way protected bike lanes
- H** Enhanced pedestrian/cycle crossings
- I** New signal timing at major intersections
- J** Strengthen pedestrian connectivity throughout
- K** 16th Avenue protected bike lanes
- L** Broadway bus layover retained
- M** Colfax landscaped median (turn lanes removed)
- N** Parking maintained through the district
- O** Sherman Street pedestrian-bike enhancements study



CCTD preferred short-term mobility concept plan (these recommendations are subject to further study)



Close in view at CCS of the preferred CCTD short-term mobility concept plan, these recommendations are subject to further study

PREFERRED SHORT-TERM MOBILITY CONCEPT - STATION BLOCK (LEGEND ON PAGE 32)

PREFERRED CONCEPT TRANSIT OPERATIONS

In an effort to further refine the preferred short-term mobility concept, the project team examined the potential movements of transit vehicles within the district. The examination of transit movements assumed the CCS Rehabilitation was complete and associated adjustments to transit route operations was in place. The CCS Rehabilitation provided new opportunities for more efficiently routing bus services to the underground station, as well as utilizing the new on-street stops and new stops at the Cheyenne Place extension.

The following page reviews the planned transit vehicle movements through the new and modified station facilities as well as each of the areas street intersections to assess the functional performance of each movement. While the focus is on existing and planned bus movement patterns, constraints on other moves that may limit future routing flexibility are noted.

Facility Assessment

Movements through each of the transit facilities was assessed, and it is apparent that all required moves are designed with adequate turning radii and clearances.

This expanded capacity includes the ability to accommodate articulated vehicles, the addition of new platforms in a new Cheyenne Place extension connecting Broadway southbound and Lincoln Street northbound, and formalizing enhanced stop locations in a transit-only lane on the right side of Broadway southbound and Lincoln Street northbound.

For specific locations, particularly within Civic Center Station and the loop, platform and overall capacity may be increased with scheduling solutions. Platform capacity can be increased by staggering arrivals and departures of different routes and accommodating multiple routes at the same platform. This will require consideration of network implications for the affected routes.



3 MULTI-MODAL OPERATING PLAN

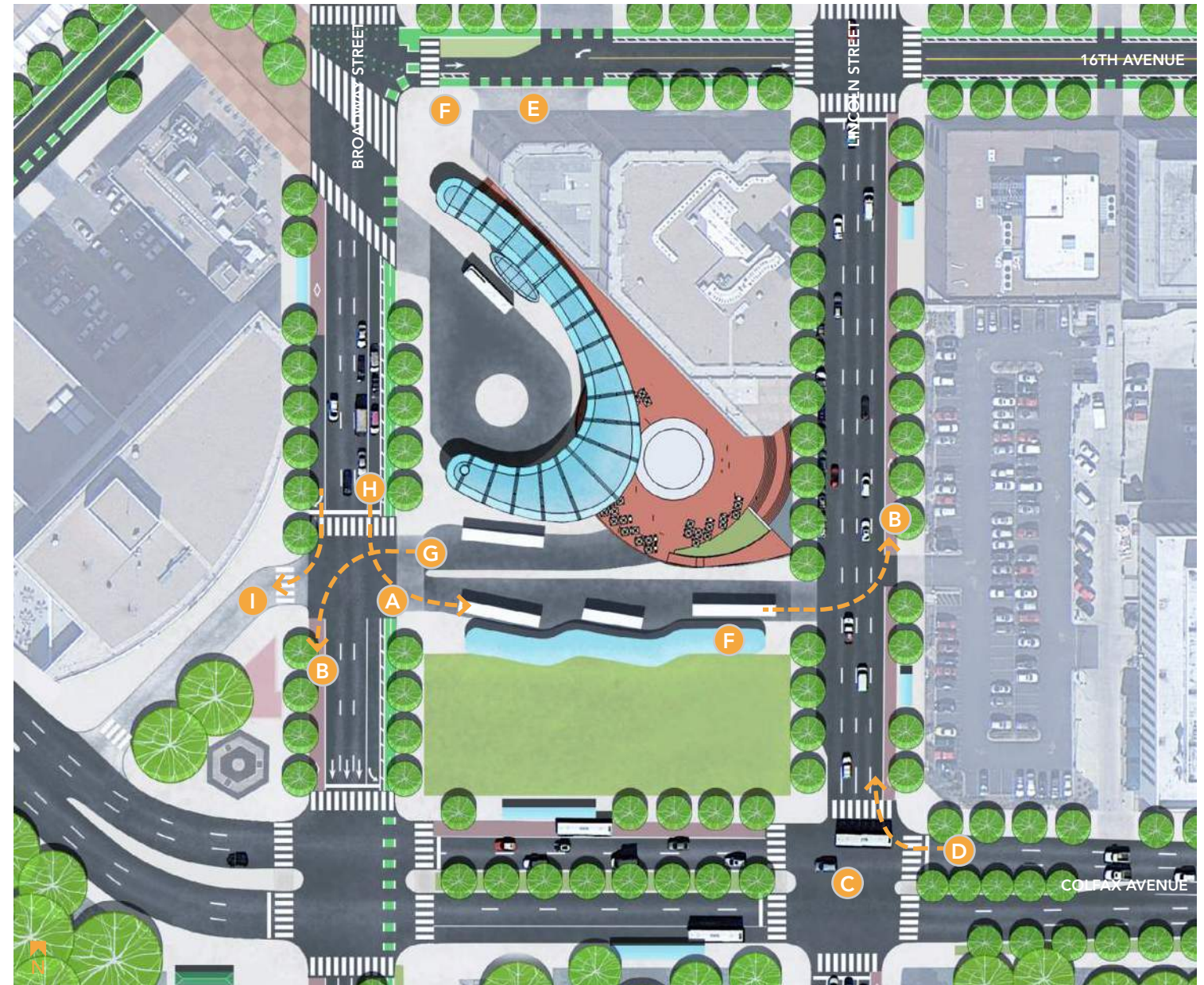


MOVEMENT ASSESSMENT

Movements through each of the boundary intersections were also assessed to determine impacts of the preferred short-term concept design on existing, planned and future unplanned vehicle movements. Those movements are described and illustrated in the Appendix.

LEGEND:

- A** Southbound left turn from Broadway to Cheyenne Place extension facilitated by transit signal at Cheyenne intersection. Signal will control intersecting moves with buses exiting Civic Center Station lane turning left to Broadway southbound or through to Cheyenne Place.
- B** Exiting turns limited to left turn to northbound Lincoln Street, stop-controlled. Buses will cross 3-4 lanes to access right-side transit lane. This movement would be facilitated by gaps in northbound Lincoln Street traffic. Southbound weave may be restricted north of Colfax Avenue by buses at Broadway southbound stops.
- C** All-pedestrian phase at intersection of Lincoln Street and Colfax Avenue.
- D** No-right-turn-on-red restriction for WB right turn from Colfax to Lincoln northbound. Ensure proper visual sightlines from stop bar to south.
- E** Buses can access station entrance eastbound (right-turn) and westbound (left-turn). Potential conflicts with south-side eastbound protected bike lane.
- F** Eliminate existing Free MetroRide stop near Civic Center Station entrance – relocate to Cheyenne Place extension platform.
- G** Exit (Broadway) Exiting buses limited to left turn and through movement, signal controlled. Consider half-actuation from Civic Center Station exit. Buses exiting Civic Center Station actuate signal. Signal call priority could be linked to schedule status. Signal will control intersecting moves with buses entering Cheyenne Place extension platform turning left from Broadway southbound. Special signals for cyclists will be required.
- H** Signal remains green for southbound Broadway traffic (including buses turning left into Cheyenne Place extension platforms).
- I** Buses destined for Colfax Avenue westbound will operate through intersection to Cheyenne Place.



See Appendix for additional, detailed intersection concepts

PREFERRED SHORT-TERM MOBILITY CONCEPT - KEY MOVEMENTS

MULTI-MODAL OPERATING PLAN 3

PREFERRED SHORT-TERM MOBILITY CONCEPT ELEMENTS

Improvement	Description	Purpose
Transit only lanes.	At southbound/west side of Broadway and northbound/east side of Lincoln; from 19th Avenue to existing transit lanes, south of Colfax	Provides improved transit running times and reliability; improved person-trip capacity
Enhanced transit signal priority.	At key intersections along exclusive transit lanes on Broadway at 16th Street, Cleveland Place and Colfax Avenue	Provides improved transit running times, reliability and ability for buses to change lanes ahead of congestion
Enhanced bus stops.	Enhanced existing (and additional) bus stops provided along Broadway and Lincoln including weather protection, passenger amenities	Provides additional on-street transit service growth capacity for CCS; improve passenger comfort and convenience
Bus staging/layover.	Maintain bus layover area on the west side of Lincoln Street between Colfax and 16th avenues	Keep the impact of idling buses confined to an area with less sensitivity and keep schedule reliability for buses beginning service; however, future growth may require additional layover space elsewhere
New transit stops on Cheyenne Place Extension/Broadway to Lincoln streets (part of CCS Project).	Incorporate Cheyenne Place Extension and intersection at Broadway; re-assign several routes from underground bus berths and Free MetroRide stop at Broadway/16th Avenue to these new stops	Already a planned component of CCS Rehabilitation Project
Broadway/Lincoln Corridor Cycle Lanes.	Two-way, protected bike lanes on left side of Broadway (within existing curb lines), 16th Avenue to 12th Avenue (connections beyond to be determined by concurrent and future studies)	Implement Denver Moves long range network for bikes in the this sector of the city; would greatly improve this corridor as bike commute option
Rehabilitation of 16th Avenue.	Remove existing median planter and reconstruct sidewalk areas with new paving, tree planters and pedestrian amenities	This is the longer-range improvement associated with Options A1 and A2
16th Avenue Corridor Cycle Lane Options: A1/Two-way or A2/One-way protected bike lanes.	Provide further evaluation to select preferred option	Implement Denver Moves long range network for bikes in this sector of the city; improves this block of substandard bike facilities for this east-west connection
District Cycle Connections: north-south-east-west.	See descriptions below	This is the composite of B1/B2, A1/A2 improvements needed to complete the Denver Moves network for CCTD
Broadway, Lincoln, Colfax crossings: Improved pedestrian and cycle crossings with improved signal phases	Broadway/Colfax Avenue: provide an exclusive pedestrian and cycle signal phase for north-south crossings at Colfax.	Improves safety for all users, particularly pedestrians and bicyclists
	Lincoln Street/Colfax Avenue: provide exclusive pedestrian and cycle signal phase for north-south crossings of Colfax; include a curb extension at the northwest corner, aligning with the far-left turning lane from Lincoln Street in the north-to-westbound movement	Improves safety for all users, particularly pedestrians and bicyclists

Improvement	Description	Purpose
Colfax Median/Broadway to Lincoln: reconstructed wide, landscaped median space and refuge space with protected ends	Re-configure Colfax median to wide, landscaped configuration with protected refuge areas; distribute existing left-turning movements from Colfax to other streets in the network; introduce separate pedestrian/bicycle-only signal phases for north and south crossings and a separate left-turning phase for south-to-eastbound vehicles on Broadway and north-to-westbound vehicles on Lincoln Street	Combination of median, crosswalk, bike lane treatments plus signal phasing and timing improvements are part of comprehensive multimodal improvements at these two major intersections
Improved pedestrian and cycle crossings.	Broadway/Cheyenne Place: shift crosswalk alignment to create normal, signalized intersection	Improves safety for all users
	Broadway/16th Street/16th Avenue: modify and consolidate pedestrian and bike lane crossings	Clarifies a complex, confusing intersection in terms of pedestrian, bicyclist and vehicular wayfinding
	Broadway/17th Street/Court Place/17th Avenue: improve crosswalk markings and realign the north leg crosswalk to a 90 degree configuration	Re-aligning long, diagonal crossings to shorter 90 degree alignment shortens crossing times and indirectly improves safety for pedestrians
	Lincoln Street/16th Avenue and Lincoln Street/17th Avenue: improve crosswalk markings	Moderate safety improvement for pedestrians
Enhanced pedestrian facilities.	Complement Civic Center Station Rehabilitation with enhanced public realm and streetscapes around the station and throughout the CCTD	A major goal for the CCS Rehabilitation and CCTDP is to make pedestrian/bicyclist connections to and from CCS seamless, safe and inviting; transfers between modes to be intuitive, clear and convenient
Advance mobility hub concept.	Complement the CCS rehabilitation with mobility amenities such as enhanced ticketing for all mode options, enhanced information for intermodal connections and district wayfinding, cycle share, car share spaces, taxis/ride share space and secure, protected cycle parking	Vision for Denver's future is a network of Mobility Hubs serving all areas of the city with DUS as the largest, CCS as the next tier of major hubs serving large quadrants, multiple modes and complementary activities
	Provide activation of public realm nodes around the station that complement transit passenger experience	Has a positive effect on perceived safety, desire to be in these places and economic viability of adjoining parcels
On street parking.	Maintain on-street parking where possible on Broadway and Lincoln in coordination with new bus-only lanes, modified turn lanes, realigned crossings, pedestrian refuges and cycle lane connections	Keeps street frontage features important to business function like short-term parking, drop-off/pickup, on-street loading, etc; also parking can buffer protected bike lanes at certain locations





3 MULTI-MODAL OPERATING PLAN

NEXT STEPS

The preferred short-term mobility concept reflects the collective input received from the SAG and project stakeholders. The project team, SAG, and stakeholders discussed at length ideas to appropriately advance the concept forward.

- Make incremental changes where possible. This could include low cost restriping to balance modes within the current right-of-way. Restriping and testing the protected cycle lanes could identify areas for refinement and the potential success of such a facility;
- Capitalize on the Civic Center Station Rehabilitation and seek out funding for key mobility hub elements (cycle facilities, signage, wayfinding, simplification of connections, etc.);
- Additional VISSIM modelling analysis will be necessary to fully understand the trade-offs of displacing left turn movements from Broadway/Colfax and Lincoln/Colfax to other upstream and downstream intersections in the local network. Based on that analysis, a recommendation on Median Options M1 or M2 can be made and more detailed design and implementation can proceed. Also, the recommendation on median options will in turn, affect potential modifications to signal phasing and timing aimed at improving pedestrian/bicycle safety;
- Restripe and remove the turn lanes on Colfax Avenue between Broadway and Lincoln to test the potential benefits (prior to constructing any new medians);
- Restripe and create stronger and simpler pedestrian and cycle crossings;
- Develop new signal phasing to separate turning traffic and pedestrians;

- Test exclusive transit lane designation and markings/ coloration in conjunction with modelling of modified signal phase timing for transit-priority;
- Implement enhanced transit stops and amenities on Broadway, Lincoln and Colfax (Colfax Connections) in conjunction with new transit lane designations.

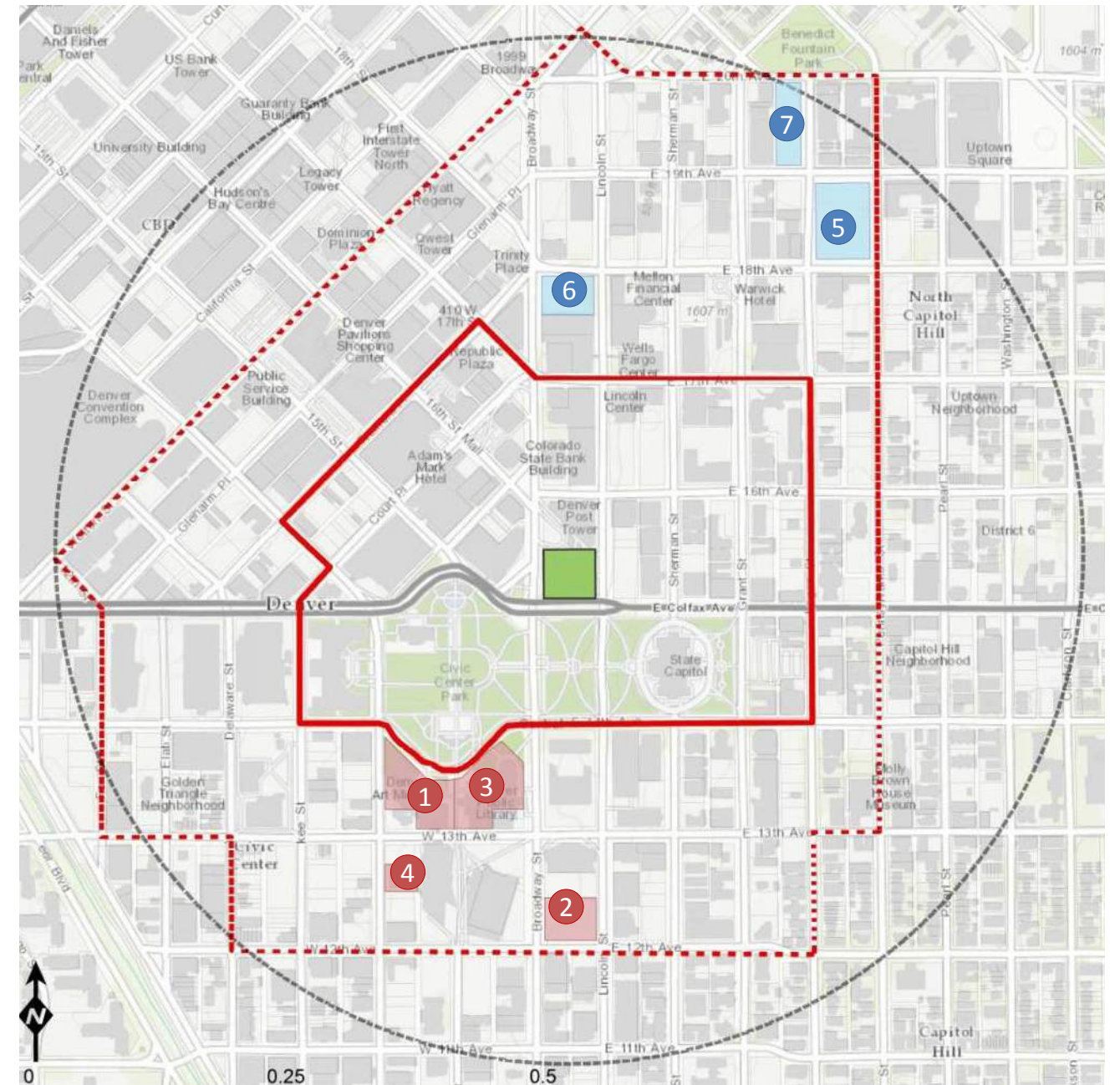
The bullet elements above could address multiple safety and connectivity needs within the district, in tandem with the Civic Center Station remodel. These elements would advance the short-term concept and appropriately position the district for further funding.

RELATIONSHIP TO OTHER PLANS

Existing Standing Plans	Endorsed Goals, Objectives, Concepts from existing Plans	CCTD 2015 Plan: Existing Goals, Concepts advanced as input to current plans	CCTD 2015 Plan: Alternative Goals, Concepts to existing Plans
Downtown Area Plan 2007 Civic Center District Plan 2005 DMAP1 2005	Enhance Civic Center Station as a significant multi-modal hub for upper Downtown	Add street-based bus lanes and enhanced stops around Civic Center Station streets; design to build and expand in phases	
Downtown Area Plan 2007 Civic Center District Plan 2005 DMAP1 2005	Provide convenient intermodal connections	Enhance pedestrian crossings at 16th Street/Broadway, Broadway/Colfax and Lincoln/Colfax to improve pedestrian connections to transit services	
Comprehensive Plan 2000 Blueprint Denver 2002 Downtown Area Plan 2007 Colfax Corridor Connections 2015	Expand frequent transit service capacity in the Civic Center Transit District	Expand capacity in street-based transit improvements until full capacity is reached; then evaluate grade-separation for further expansion of capacity	
Comprehensive Plan 2000 Blueprint Denver 2002 DMAP 1 2005 Denver Moves - Enhanced Bikeways 2013	Increase person-trip capacity of streets	Designate transit-exclusive lanes, protected bike lanes, improved signalization for pedestrians, bicycles and transit	Maintain flexibility for future fixed-guideway transit along Broadway, Lincoln in short- and medium-term mobility improvements
State Capitol Complex Master Plan 2015	Sherman Street pedestrian, bike, placemaking enhancements	Include as a recommendation of this plan but premature to design at this time	
Comprehensive Plan 2000 Blueprint Denver 2002 DMAP 1 2005 Downtown Area Plan 2007 Denver Moves - Enhanced Bikeways 2013 Golden Triangle Neighborhood Plan 2014	Re-design major streets for multi-modes	Same as above Extend protected bike lanes along the Broadway-Lincoln corridor, link to 16th Avenue protected bike lanes	
CCD Public Works Project	Current Plan for 16th Avenue pedestrian and bicycle improvements between Broadway and Lincoln	Comprehensively re-design 16th Avenue to delete median planter, stepped sidewalks, new improved tree-plantings, and east-west designated bike lanes	Evaluate two-way and one-way protected bike lanes on 16th Avenue between Broadway and Lincoln (or Sherman)
DMAP1 2005 Downtown Area Plan 2007 Golden Triangle Neighborhood Plan 2014 Denver Moves - Enhanced Bikeways 2013	Connect Civic Center Station, Civic Center Park, State Capitol Complex, Downtown, Golden Triangle and Capitol Hill Neighborhoods conveniently and safely for all modes	Provide protected bike lanes, new median refuges on Colfax, relocated turning movements on Colfax, pedestrian leading/ bicycle leading signal phase, and improved crosswalks at Broadway, Lincoln and Colfax intersections	
Uptown Neighborhood Plan 1986 DMAP 1 2005 Civic Center Design Guidelines Golden Triangle Neighborhood Plan 2014 State Capitol Complex Master Plan 2015	Enhance key crossings of major streets	Same as above	
DMAP 1 2005 Downtown Area Plan 2007 Golden Triangle Neighborhood Plan 2014	Evaluate pedestrian leading signal phase at major street intersections such as Broadway, Lincoln and Colfax	Same as above	
DMAP 1 2005 Downtown Area Plan 2007	Redesign diagonal pedestrian crossing at angle intersections to shorten crossing distances and time	Realign crossings at 16th and 17th street intersections at Broadway; in some cases, realign lane angles; extend this concept north along other Broadway to other intersections	







MARKET

Downtown Denver continues to be the Denver metro area's primary urban commercial hub. The employment growth in Downtown is comparable to the growth of the newer urban and suburban employment centers. Furthermore, it is comprised of a diverse mix of industries with an economically healthy balance of a variety of high-wage jobs and service sector jobs. The population growth in Downtown can be largely linked to the increase of jobs and rental residential units available to young professionals, who are choosing to live and work downtown.

DISTRICT - DOWNTOWN QUADRANTS

The market activity in the Civic Center Transit District can be best described in quadrants about the station plaza parcel. These quadrants generally align with the neighborhood subareas described earlier. The subareas within each respective quadrant have experienced similar development patterns over the past four decades.

Northwest:

The CBD area is mostly built out with office from 1970s. As discussed earlier, DUS is experiencing a surge in residential and office development, experiencing nearly 3,000 unit starts between 2013 and 2015.

Northeast/Uptown:

The Northeast/Uptown area has the highest potential for impactful development. Several surface parking lots still exist in the area but are becoming increasingly popular sites for new construction. A number of residential projects have been proposed in the area, and others, including One City Block (5), SkyHouse (6), and Alexan Uptown (7), will be completed by 2016. This market momentum puts the Northeast section of Downtown in a prime position to absorb a large percentage of the remaining units within this development cycle.

Southeast/Capitol Hill:

Capitol Hill departs from the western portion of Downtown in terms of density, mass and bulk, as well as land use. It is a historic neighborhood, and because of the walkability and

offerings of parks and restaurants and proximity to Downtown, it has remained one of the most popular residential neighborhoods in the city.

Southwest:

The Golden Triangle and Civic Center areas are most identifiable by the concentration of museums and civic uses, including Denver Art Museum (1), History Colorado Center (2), Denver Public Library (3), and the Clyfford Still Museum (4). More recently, an influx of apartment projects, including the upcoming 200-unit 8th & Broadway 224-unit EnV and townhomes, such as the upcoming 7-unit 1120 Cherokee and 17-unit Ten Brownstones (not shown), have taken over previously underutilized lots.

OFFICE:

61 percent of the office inventory in Downtown Denver is concentrated in the Central Business District and Northeast. The overlying Civic Center area contains 25 percent of this inventory. Much of this inventory was built prior to 1980. Denver Union Station has absorbed much of the office square footage since 2000 and commands the highest rental rates. Although new office construction has largely been focused in DUS, existing office inventory elsewhere is still active. Between 2000 and 2014, 12.18 million square feet of office space in Downtown Denver was absorbed (occupied, excluding lease renewals). Eighty-five percent of this absorption occurred in the CBD and Northeast; while the space in DUS comprised 10 percent of the activity. Civic Center represented 37 percent of the total absorption activity.

Neighborhood	# Properties	Occupancy	Rental Rate
Capitol Hill	88	99%	\$18.43/nnn
CBD	197	92%	\$25.02/nnn
DUS	30	85%	\$29.87/nnn
Golden Triangle	101	97%	\$22.98/nnn
Northeast	148	98%	\$22.18/nnn
All Downtown	564	94%	\$23.70/nnn
Civic Center	137	95%	\$23.15/nnn

Source: CoStar; Economic & Planning Systems

Table 1: Office statistics by area, 2014



4 ECONOMIC DEVELOPMENT



MULTIFAMILY RESIDENTIAL:

Apartments located in Downtown Denver command some of the highest rental rates in Denver and Denver metro. The average apartment rental rate in Downtown is \$1.94 per square foot, compared to \$1.51 per square foot citywide and \$1.39 per square foot metrowide. The Denver apartment market's appreciation in rental rates and below average vacancy rates between 2000 and 2014 indicate a strong demand for more housing units. Within Downtown, apartments located in DUS and CBD have the highest average rental rates at \$2.35 and \$1.98 per square foot, respectively. Apartments in the Civic Center area are slightly below average, at \$1.85 per square foot, primarily because apartments currently in this area are older.

Average rates are expected to increase as new projects are built. Within one mile of the RTD station plaza parcel, 13 apartment projects have been completed since 2008 and 20 more are under construction or proposed. Large projects, including Alexan Uptown and SkyHouse Denver, will dramatically change the physical character of the Civic Center area. In addition, it will increase the density and activity in the city center. The figure to the right shows apartment projects recently completed, proposed, and under construction within one-half mile of the RTD station plaza parcel.

RETAIL:

Retail space in Downtown Denver rents at an average of \$26.35 per triple-net square foot. The amount of retail space in the Civic Center area is limited; thus, small changes in the occupied inventory impact the vacancy rates substantially.

Neighborhood	# Properties	Occupancy	Rental Rate
Capitol Hill	334	97%	\$1.71/nnn
CBD	31	95%	\$1.98/nnn
DUS	23	96%	\$2.35/nnn
Golden Triangle	14	98%	\$1.82/nnn
Northeast	106	98%	\$1.85/nnn
All Downtown	508	97%	\$1.94/nnn
Civic Center	58	98%	\$1.85/nnn

Source: CoStar; Economic & Planning Systems

Table 2: Multifamily statistics by area, 2014

Generally, retail in the immediate area surrounding the Civic Center struggles. Some retail store fronts on site have had perpetual challenges and are now permanently closed. Across Broadway to the west, similar challenges have been observed, but to a lesser degree, as some tenants have found a footing and appear to be viable for the long term. The factors contributing to the retail challenges include the location at the 16th Street Mall terminus; the proximity to Civic Center Park (and the corresponding lack of demand that might otherwise be generated if it were developed to densities comparable to other parts of downtown); and finally, the presence of the transient crowd of individuals that congregate near 16th and Colfax which tenants report dampen demand from customers. Activating the streetscape presents a challenge for the site.

Notwithstanding the challenges in the immediate area, the overall occupancy rate for retail in the downtown area is reasonably strong. The table below provides occupancy rates by subarea and range from 95 percent to 100 percent occupied. These rates should not mask the larger challenges of retail, specifically the need for additional floor area to activate the streetscape and the need to bolster successful retail operators and create strong retail nodes.

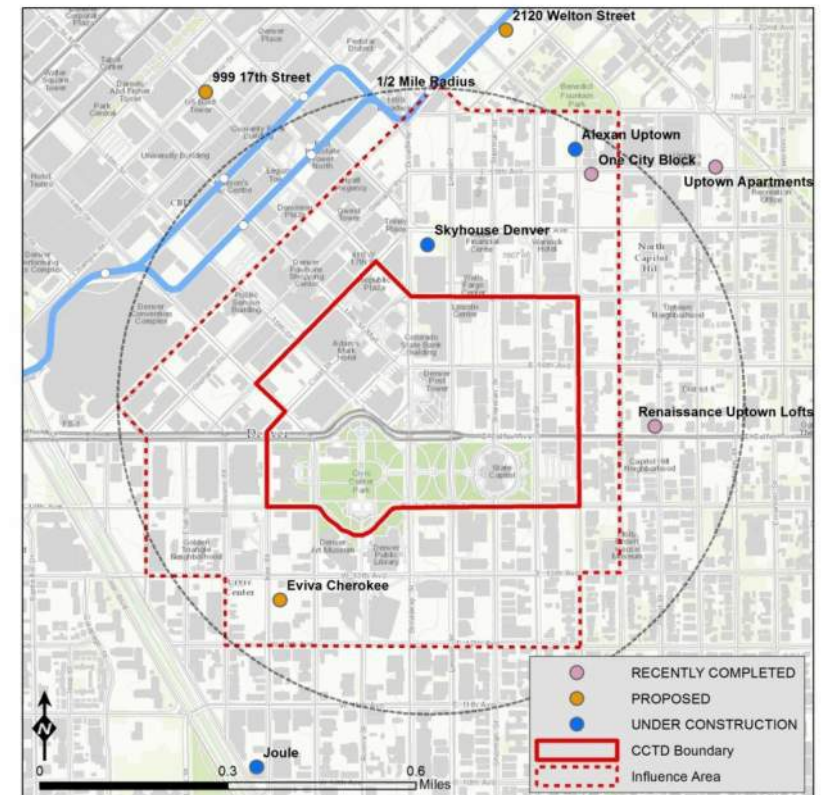
HOTEL:

Despite strong occupancy and rental rates, few hotel projects have been built in recent years. The ART Hotel, located three blocks south of the station plaza parcel, is an example of successful design and branding, executed at a small scale that captures high-end rates despite the grit of its surroundings (see Case Studies section).

Neighborhood	# Properties	Occupancy	Rental Rate
Capitol Hill	63	98%	\$30.00/nnn
CBD	103	95%	\$25.81/nnn
DUS	15	97%	\$34.20/nnn
Golden Triangle	52	100%	\$22.00/nnn
Northeast	111	99%	\$19.75/nnn
All Downtown	344	98%	\$26.35/nnn
Civic Center	49	96%	N/A

Source: CoStar; Economic & Planning Systems

Table 3: Retail statistics by area, 2014



CASE STUDIES

Seven case studies are presented in this section to showcase recent examples, both nationally and locally, on the way projects can catalyze neighborhood activity. Each case is an example of optimizing the potential of underutilized spaces by capitalizing on market potential of its neighborhood and the attention of nearby neighborhoods. Several lessons and considerations can be gathered from these cases, particularly regarding agency support, financing gap closure, P3s, and community engagement.



NATIONAL CASE STUDIES

FERRY BUILDING, SAN FRANCISCO, CA

The Ferry Building is a recent example of urban redevelopment through public/private partnership using an historic building. The building has a mix of retail and office uses, located on the waterfront of the San Francisco Bay at the foot of Market Street, the city’s main commercial and transit corridor. It is accessed by transit, with direct service by BART, MUNI, the F Market Streetcar and a local circulator bus. As the name suggests, it is also served by ferries, with more than 11,000 daily ferry commuters. The Ferry Building includes 175,000 square feet of Class A office space, 65,000 square feet of retail marketplace space including open-air cafes and restaurants, and is home to the popular Ferry Plaza Farmers Market. The office space at the Ferry Building is fully leased to high-end, well-known businesses.

After several decades of disrepair, the Port of San Francisco, which owns the site, sought out development opportunities. The Ferry Building Investors LLC (FBI), a public/private redevelopment partnership, was formed to restore the

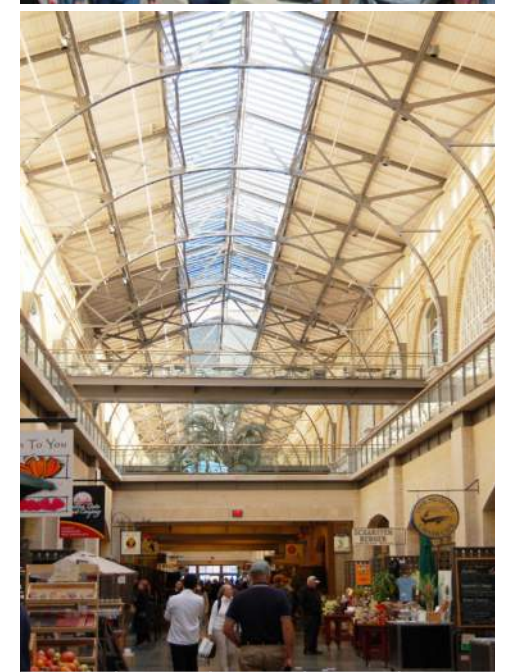
property in 1998. This joint venture comprised of Equity Office, Wilson Meany Sullivan (WMS), Primus Infrastructure LLC, and Banc of America Historic Capital Assets LLC. The Port is a self-supporting agency; it receives no government money and relies exclusively on lease revenues from its properties. Equity Office is the principle investor responsible for the Ferry Building’s historic rehabilitation, and serves as the property manager for the Ferry Building. Equity Office is an established commercial property owner and manager in San Francisco and in the nation, operating 16 million square feet of office property in the San Francisco area, and over 120 million square feet nationwide.

Developed pursuant to a 66-year ground lease, the renovation included revitalization of the historic west façade, 245-foot clock tower and 660-foot Grand Nave; construction of a new east façade; and innovative Class A office space on the second and third floors.

Developers invested \$110 million in private funding toward restoration of the landmark. Prior to that, the building had progressively become a functionally obsolete commercial space. The Ferry Building was closed to the public for approximately two years for the restoration. The creation of an artisan public market on the ground floor launched a resurgence of the San Francisco waterfront, making the Ferry Building one of the city’s premier destinations, attracting over one million visitors annually. The popular interactive museum, the Exploratorium, was recently relocated to the area two piers away. Among other honors, the Ferry Building was awarded the 2003 National Preservation Award by the National Trust for Historic Preservation and the San Francisco Business Times 2002 Real Estate Deal of the Year.



San Francisco Ferry Building



4 ECONOMIC DEVELOPMENT



GRAND CENTRAL MARKET, LOS ANGELES, CA

The Grand Central Market is an open-style, 40-stall indoor market in Downtown, Los Angeles comprised of food vendors selling prepared foods, fresh groceries, Latino foods, and a small health food market. Grand Central Market has been in operation since 1917. The market is part of Grand Central Square which is a 300,000 square-foot mixed use rehabilitation and renovation of the 1890's landmark Homer Laughlin building which includes a market, 121 apartments, office space, and an 11-tier parking structure. The most recent redevelopment effort included support from the former Los Angeles Community Redevelopment Agency (CRA) and the Metropolitan Transportation Authority (MTA). The MTA was committed to the project, as it believed it would drive ridership on the Red Line, which has a subway station less than a block away. The original transformation was intended as a catalyst for the revived downtown residential and shopping district. This part of downtown has seen recent demographic changes and is still transitioning.

Grand Central Square initially garnered national attention as an example of mixed-used planning and architectural preservation where people from all walks of life could live and shop. The market was transferred to The Yellin Company in 1984. Redevelopment included adjoining buildings and took eight years to complete, between 1987 and 1995. Costs totaled approximately \$66 million, including \$22 million from private investors led by the developer. The remaining \$44 million in bond financing was obtained through a joint investment of the former Los Angeles CRA and the MTA. MTA backing for the bonds was made available because, as stated earlier, the project was poised to help ridership on the Red Line, which has a subway station less than a block away. In addition, developers said the project's 500-space parking garage would improve access to the market, new office space, and the Million Dollar Theater, one of the first movie houses in Los Angeles.

Despite positive attention nationwide, the development suffered in the 1990s. While the apartments and office space were fully leased, the market portion became less popular and spaces fell vacant as demographics of the area changed. Furthermore, as with much of the rest of Downtown Los

Angeles, rents were reduced to meet the depressed economy. Through a bailout plan in 1997, MTA and CRA agreed to pay the annual difference between the debt and project income. Under the plan, investors would not see returns on their initial \$22 million until the public agencies were reimbursed.

There have, however, been recent changes to the project. In 2012, the developer remodeled the market. The occupancy rate had not increased (65 percent) and the market was seeing competition from newer Latino markets that were taking a toll on vendor's sales. Downtown had, however, also added many



Grand Central Market

more residences since the original redevelopment had taken place as well as new "foodie" establishments—restaurants with chef driven concepts. Building upon this trend, the Yellin Company added artisan vendors such as Eggslut, DTLA Cheese, and vendors offering artisan coffee beans, grass-fed porterhouse steak, among others to complement some of the traditional offerings of the market, Grand Central Market has become tremendously popular and a new culinary destination. The market was named as one of the "10 Hot restaurants" by Bon Appetite in 2014.

The project has been slated to undergo further development in the near future to capitalize on the market's success and further boost revenues. Rick Moses Development was retained as the developer, asset manager, leasing agent and property

manager for the project. At completion, Grand Central Square will be a 33-story tower featuring the iconic Grand Central Market, 428 apartments, 2,900 square feet of ground-floor retail, office, a parking garage, and the Million Dollar Theater. The project will begin construction in 2016 and will take about two years to complete.

TWELVE WEST, PORTLAND, OR

Twelve West is a 22-floor, mixed use development located in Downtown Portland, Oregon. The ground floor provides retail space; floors 2 through 5 are offices (currently the headquarters of ZGF Architects LLP, the architect of the building); floors 6 through 22 comprise market rate multifamily residential apartments. The building is 22 floors above ground and five floors below ground. Building gross floor area is 552,000 square feet. Construction was completed in 2009. Building costs totaled approximately \$137 million.

The site was owned by City Center Parking, a business owned by the Goodman family, which owns numerous surface parking lots and garages in the downtown area. The Goodmans were already exploring the idea of transforming their surface lots into models of high-density urban design. They agreed that the site was optimal because of its central, transit-rich location, its potential to connect Portland's Pearl and Business Districts, and its need for renewal.

Twelve West has been catalytic for the new vibrancy of the West End. The emerging West End neighborhood is home to a mix of cultural and social, institutional, high density residential buildings, diverse retail, restaurants, and nightclubs. Located immediately south of Portland's Pearl District—a well-known urban renewal success story, the site was selected in part to serve as a catalyst for additional transformation in the West End neighborhood by drawing new development across the four-lane Burnside Street dividing the Pearl District from the West End. The project created a significant retail and pedestrian connection to the Central Business District in the southeast and the mixed-use neighborhoods to the north and west of the West End.

Gerding Edlen worked with Portland Family of Funds



Twelve West Building from North



Twelve West Building apartment interior

Holding, Inc., a local mutual benefits corporation that invests in economic development, to move the project into the construction phase by structuring and closing a \$29 million allocation of New Markets Tax Credits from Portland New Markets Fund. A construction loan was secured from Pacific Life Insurance Company, while existing equity made up the rest of the \$138 million project cost (land excluded). The developers also turned to Energy Trust for help identifying energy-saving and generating technologies that would qualify for cash incentives. Today, the LEED Platinum building has an eco-roof and rooftop garden. It is also the first U.S. installation of a wind turbine array on a high-rise building.

The building’s office space was 100 percent occupied when it opened in 2010. Within 10 months, apartment occupancy stabilized at over 95 percent. The building is jointly owned by Gerding Edlen Development, Downtown Development Group, and ZGF Architects.

LOCAL CASE STUDIES

ALEXAN UPTOWN

Alexan Uptown is a 12-story, 372-unit apartment community currently under construction in the Uptown neighborhood on Logan Street between 19th and 20th Avenues. Alexan Uptown is replacing a full half block of surface parking previously owned by Atlanta-based Apartment Realty Advisors. Nearby multifamily residential projects such as Uptown Square (apartments), Tower on the Park (townhomes and penthouses), Grant Park (condominiums), and One City Block (apartments) were also surface parking conversions. With these recent developments, Uptown is steadily transforming into a dense, vibrant, mixed-use neighborhood. By sheer size, Alexan Uptown is poised to substantially contribute to Uptown’s evolution.

The old surface parking lot, spanning a total 54,450 square feet, was sold to Trammell Crow Residential, the developer of the project, for \$6.95 million (\$128/sq.ft.) in 2014. Construction began in late 2014 and is expected to finish in late 2016.

The residential units will wrap structured parking along the 20th and Logan sides. In total, the project will include 450 parking spaces. These will be located on one below-grade level and four above-grade levels provided at approximately 1.2 spaces per unit, which translates to less than 1 space per bedroom. The building will offer 5,000 square feet of amenity space between the fifth floor and the roof top deck.

The properties were a consolidation of several vacant parking lots owned by an area family. It is a potential case study for the numerous lots in the Civic Center area owned by families who have controlled their properties for generations. Property transactions in downtown relating to surface parking are limited for a variety of reasons, including unrealistic



Rendering of Alexan Uptown development



Alexan Uptown development

expectations of land value, over estimation of development risk, and under estimation of parking lot operational risk and the potential for autonomous driving in the future, among others. Although other development options could include joint venture relationships between families and developers, there are numerous challenges including those with respect to development financing. The loan structure often requires that families agree to be subordinate to construction and other development loans, which represents a significant hurdle.

In this case, the sales transaction and subsequent redevelopment took place in part because of a personal relationship with the family. The developer had been introduced to the family by a trusted family friend and there was a lot of support provided during the transaction. For many families who own properties near downtown Denver, the intent is to pass on the properties to future generations, and to generate some income for current family members. Properties are usually not for sale unless there is a generational change and/or need to monetize an asset.



4 ECONOMIC DEVELOPMENT



SKYHOUSE

SkyHouse Denver is a multifamily residential and retail project developed by Simpson Housing, Novare Group, and Batson-Cook Development currently under construction on the corner of Broadway and 18th Avenue. The high-rise development includes a 25-story, 354-unit apartment tower with ground-floor retail situated on the west half of the site facing Broadway and a six-story parking garage on the east side of the site facing Lincoln. Both of the buildings will include ground floor retail space totaling 6,900 square feet. The apartment building will also include a rooftop pool and sundeck. The building is targeting next-generation professionals who are choosing to live in urban centers close to public transportation, employment centers and cultural institutions.



Skyhouse multi-family mixed-use

The site is a prime location for creating connectivity between Uptown and the CBD. It is located between the well-regarded Brown Palace Hotel and the historic Trinity United Methodist Church. It was once the home to the stately Cosmopolitan Hotel and the Hotel Metropole before they were demolished in 1984. Until SkyHouse broke ground, the site served as a surface parking lot owned by the PMRA Land Income Fund, a limited partnership that specializes in investing in surface parking lots located in major metropolitan areas nationwide.

The project is estimated to cost over \$100 million. JP Morgan and US Bank are providing construction financing for the project, approximately \$65.5 million. Simpson Housing, Batson-Cook Development Company, and NGI Investments, LLC, led by Jim Borders, and are providing equity. SkyHouse Denver is the fourteenth SkyHouse-branded apartment community in the United States following projects in Dallas, Houston, Austin, Atlanta, Tampa, Orlando, Charlotte and Raleigh. The program represents more than \$1 billion in new development since its inception in 2012. SkyHouse Denver is the first of this program outside of the Southeast region. Construction started in late 2014 and is expected to finish in early 2016.

Units in SkyHouse Denver will range from studios to two-bedrooms. The average size will be 788 square feet. Lease rates have not yet been set, but will be commensurate with similar new, luxury buildings downtown. EPS estimates average monthly rent at SkyHouse Denver will range between \$2,100 and \$2,400.

ONE CITY BLOCK

One City Block encompasses a full city block bounded by East 19th Avenue to the north, Pennsylvania Street to the east, East 18th Avenue to the south and Logan Street to the west. The project includes 302 apartment units and ground-floor retail in four buildings, named after four of Denver's urban parks (Washington, Benedict, Congress, and Commons).

The project has directed new activity to this area. The well-known restaurant, D Bar, has relocated to one of the commercial tenant spaces. While much of this portion of downtown is still covered with large surface lots, One City Block and other nearby developments including Uptown Square and the upcoming Alexan Uptown, are moving the neighborhood in the right direction.

Amenities include a lap pool with sun deck and hot tub, grilling areas, fire pit, sport court with practice putting green, four rooftop terraces, fitness center, yoga studio, game room with ping-pong and pool tables, demonstration kitchen, on-site bike repair shop and pet spa.

Completed in January 2014, the property includes 207,598 rentable square feet of residential space and 10,035 sf of ground-floor retail. The buildings range from four to five stories in height and sit above two levels of underground parking containing 400 parking spaces.

One City Block has a mix of studio, one- and two-bedroom floor plans. Studios range from 450 to 580 square feet and rent for \$1,500 (\$2.88/sq.ft.). One-bedrooms range from 550 to 670 square feet and rent for \$1,900 (\$3.11/sq.ft.). Two-bedrooms range from 990 to 1150 square feet and rent for \$2,825 (\$2.63/sq.ft.). The LEED-certified property stabilized in less than a year and is 95 percent leased. Leasing managers report an absorption rate of 60 units per month.



One City Block

ECONOMIC DEVELOPMENT 4

ART HOTEL

The ART Hotel is the first luxury hotel in the Golden Triangle. This mixed use project adjacent to the Denver Art Museum includes a 165 room hotel and two floors of office space totaling 50,000 square feet. With the new History Colorado Center and Ralph Carr Colorado Judicial Center projects across the street, this project represents one of the final pieces of the transformed two-block stretch of Broadway.

This site was originally planned for high-rise condominiums; however, due to the economic downturn and the rise of construction-defects lawsuits, investors decided against them and the lot sat empty for about a decade. The site's triangular and narrow configuration made it difficult to design a use that would efficiently occupy the space. The David Partnership, which was also on the team for the Denver Art Museum, came up with the now well-regarded design for the hotel.

The most significant impediment to consideration of a hotel use was the immediate context and the perception by national investors that the site was too far removed from the downtown context and anchors such as the convention center to warrant investment. In response to these initial responses, the developer conducted a market study which found a significant amount of development activity that would drive hotel demand. Moreover, the study documented a range of existing eating and drinking establishments in the immediate area to serve guest needs. The study also documented the pedestrian, bus, and shuttle routes to and from major drivers, such as the convention center, and quantified the distance as a factor of time.

These findings were instrumental in turning the opinion of national hotel operators and investors. The developers were able to secure financing and move forward with construction in 2013. It is noteworthy that some of the concerns were able to be overcome with greater documentation. For example, upper end room rates can be achieved outside the downtown core and that boutique hotels can succeed at a South Broadway location. These run against the common perceptions of the submarket and are significant for their applicability to the RTD site at Broadway and Colfax. It must be noted that a recurrent theme during the predevelopment analysis was the



Art Hotel



Fire restaurant at the Art Hotel

impact of the homeless crowd and the ability to introduce new uses and a more diverse set of users to the streetscape and pedestrian environment. Dissipating this crowd continues to be a challenge, as noted by developers looking at other sites in this submarket.

The 58,370 square foot lot was sold to the developers, Corporex and Mile High Development, in 2009 for \$6.5 million (\$111/sq.ft.). It was previously used as a surface parking lot. The total cost of the project was approximately \$50 million. The ART started construction in 2013 and opened in May

2015. Since its opening, room rates have exceeded the levels used for underwriting and the overall operations have been received well.



Art Hotel

CASE STUDIES LESSONS LEARNED

Development scale relative to neighborhood context is important. Successful cases in underutilized neighborhoods tended to be larger in scale in order to attract development activity to the area that would otherwise not be present. Cases in stable and established neighborhoods leveraged recent and upcoming projects in close proximity to increase value and benefit to the neighborhood (e.g. sharing public spaces, clustering daytime and nighttime uses, mixing a variety of residential and commercial uses within the same district, etc.)

The local cases depict realistic conditions for the CCTD. Compared to the national cases, projects in downtown Denver in the near-term will require consideration of conventional parking ratios, height and FAR limits appropriate to downtown Denver zoning, and competition with other nearby attractive markets (i.e. DUS).

The higher cost coastal cities are examples of how public private partnerships can provide the capital stack necessary to make large-scale projects feasible.

Partnerships can occur in a variety of ways. In some cases, the public entity owned the land and contributed the land cost to the deal to help incent investment to the area. In other cases, the owner of the land was a private entity, but had interest in contributing the land to reduce imminent risks to the property and/or expand operations (see Parking Partnership discussion on page 46).



4 ECONOMIC DEVELOPMENT



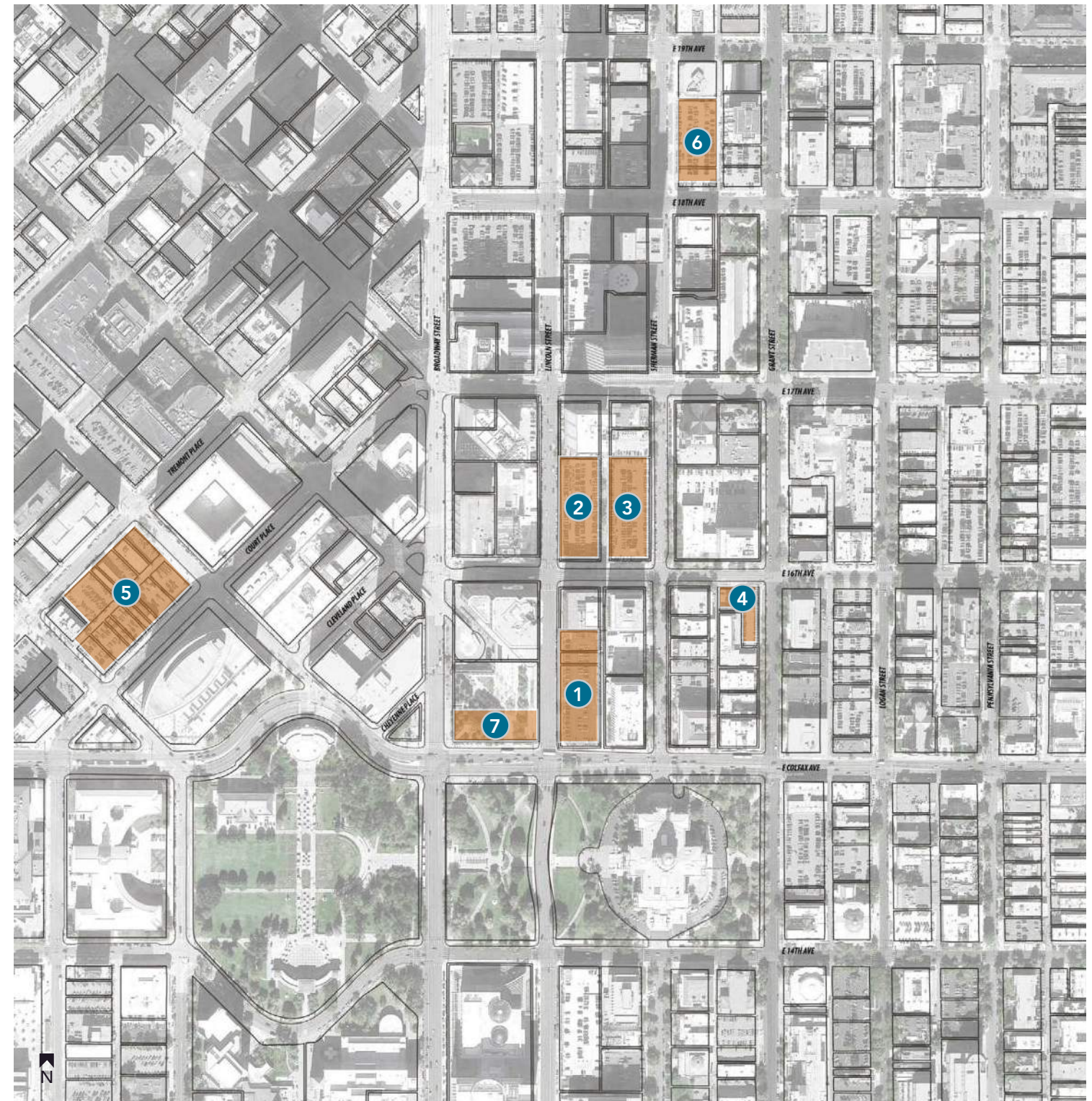
DISTRICT USES

DEVELOPMENT SITE SCENARIOS

The following sites were selected as priority development locations to activate the district. The locations are all within one-half mile of the station and among a number of important corridors and destinations. Furthermore, each of the sites is currently underutilized in the downtown context (i.e., surface parking lots), and the vertical development of such with the appropriate uses not only captures market demand, but also enhances the vibrancy of the district. Street level uses were particularly important in prototypical design considerations as a means of creating opportunities for transit and walking destinations and ground level activity. The selected sites and corresponding design concepts also represent various scales, configurations, and mixes of uses for feasibility testing purposes. As such, these concepts provide reasonable gauges for evaluating other similar sites within the downtown area as the district continues to evolve.

LEGEND:

- 1 Site 1: Coflax Avenue/Lincoln Street
- 2 Site 2: Lincoln Street/ 16th Avenue
- 3 Site 3: Sherman Street/16th Avenue
- 4 Site 4: Grant Street/16th Avenue
- 5 Site 5: Court Place/15th Avenue
- 6 Site 6: Sherman Street/18th Avenue
- 7 Site 7: Coflax Avenue/Broadway



CCTD Catalytic Development Sites

ECONOMIC DEVELOPMENT 4

PARKING PARTNERSHIP

In addition to activating the station plaza site at Broadway and Colfax, the larger goal of the effort is to transform the district around Civic Center. Accordingly, this study has identified representative sites in the vicinity of Civic Center to show what the development potential is, how a development program might function on each site, how the project performs financially, and how each site could contribute to a stronger fabric of walkable streets that, block by block, make the district a more compelling location for residents, employees, and guests.

One of the biggest challenges to redevelopment is represented by surface parking lots. Many urban design studies identify these as gaps of continuity in given blocks, negatively impacting both the urban form as well as the pedestrian experience. However, they play an important role in supplying parking to downtown users and would not exist with the prevalence they do if not for the fact that they play a crucial role in the economic function of downtown and have for decades. Moreover, they generate substantial revenue with modest upkeep costs (particularly in comparison to other revenue-generating real estate assets). Given the well-established need for these lots, and given the high land values associated with their operations, they are not easy to transform.

Examples from coastal cities have shown new generations of families that control these parking lots have participated in Joint Ventures (JV) with developers to take their sites vertical and participate as a member of the development team. In discussing this concept with local Denver developers, the primary impediment identified has been associated with risk. Specifically, there is risk to parking lot owners who subordinate their land to the JV (and associated project lenders). They would be subject to the full set of risks as the rest of the development team, such as market risk and construction risk. In the event a project was not able to be completed due to unforeseen conditions during construction, or in the event market pressure did not translate into full absorption, the family would expose their assets to a set of risks that do not

exist under their own operations. Accordingly, there has been limited interest in Joint Ventures.

There is an emerging risk that warrants additional consideration, and that is the risk associated with no action. Over many previous decades, the risk of diminished demand (and a corresponding drop in revenue) has been minimal. Downtown continues to have the highest concentration of workers and the introduction of residential demand over the past couple of decades has only intensified the pressure on the parking supply. Until recently, there has been little risk to maintaining the status quo. With that said, in the past year over the course of this study, autonomous driving has become an increasingly prevalent topic. Several major automakers and technology giants have already invested large financial commitments to research and development with expectations to market driverless cars to consumers within the next decade (although timing remains debatable). Regulators have recognized changes in technology and are planning accordingly. The National Highway Traffic Safety Administration and the Federal Transit Administration at the highest levels have recognized the emerging technology as one that they must plan for.

If there is a risk associated with maintaining current options, and if there is an opportunity to participate in the continued upswing in the downtown real estate market, how might a JV be structured and what are ways to mitigate the risks posed to current land owners? One concept is to backstop the value of the land to the land owner and ensure that the owner can be compensated in the event that the project does not proceed to completion. The goal is to identify a revenue stream that could be sequestered such that the land owners could rely on it independently from the lenders and their process of resale. The Denver Urban Renewal Authority may have a role in such a capital stack ((e.g. using tax increment financing (TIF) to dedicate revenue associated with increased property taxes)). As a follow up to this study, it is recommended to define a capital stack, hierarchy of subordination, and risk and return targets, based on detailed discussions with lenders, DURA, developers, and the City.

The market analysis conducted for this study clearly reveals

that the market pressure in downtown Denver continues to grow and that there may be new motivating factors that would suggest that additional parcels may be in play. The following sections identify a range of hypothetical parcels and how development might proceed. The sites were selected to reflect a range in size (small, medium, large), configuration (narrow, wide, L-shaped), location (east and west of RTD's station plaza parcel), use (residential and commercial), and scale (heights that are modest and significant). With the goal of covering a wide range of options and attributes, the following analysis is intended to cast a vision for the future of the district and how a reinforced fabric could lead to further transformation.

Note that at this point, specific conversations with individual property owners have not occurred. As such, the inputs reflect current market conditions and comparable projects rather than finite partnership agreements. The analysis provided below is representative of a broad array of conditions. Collectively, the tests are prototypical and can be applied to any number of vacant sites in the area.



Parking lot at Development Site 1



Parking lot at Development Site 4



Parking lot at Development Sites 2 and 3



Parking lot at Development Site 6



4 ECONOMIC DEVELOPMENT

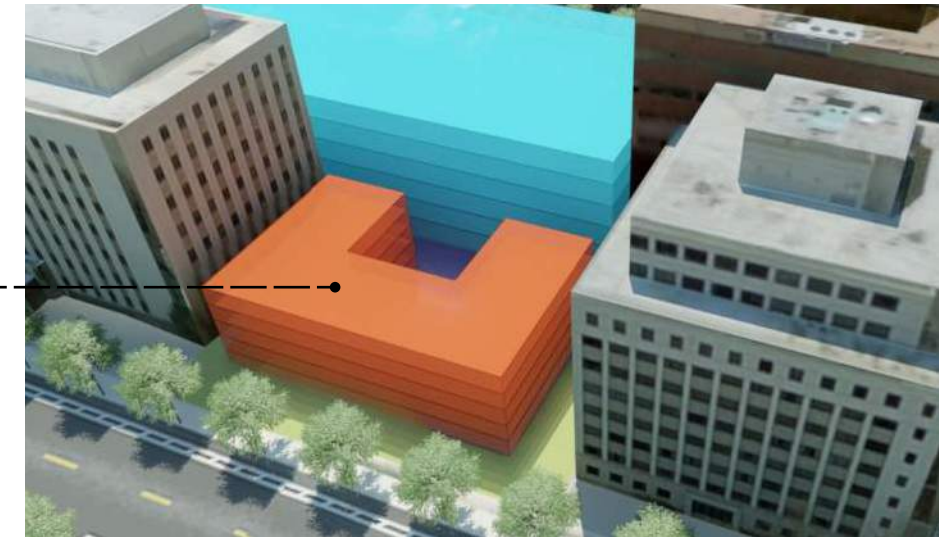
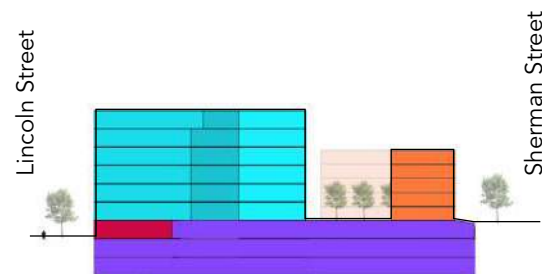
SITE 1 DEVELOPMENT PROGRAM

The site at 1540 Lincoln is owned by the State Land Board and serves as a pivotal piece to the activation of the district. In the Capitol Complex Master Plan, the Board designated this as a site for infill development and recommended a mix of uses, including office, retail, and residential. Its proximity to the Capitol Building and the Civic Center Station make it a practical location for civic office. The infill of this site would stimulate the street environment on Colfax Avenue by generating additional retail activity at the street level and provide services to users and employees of the Complex during and after business hours. View corridors would be protected at the southwest corner and with a public plaza.

Site 1 is located within the Civic Center Plan Area and requires approval from the Landmark Preservation Commission for compliance with the Civic Center design guidelines. Currently the site is a surface parking lot. The program presented includes six floors of office (168,000 gross square feet) and approximately 14,000 square feet of ground floor retail on the larger western leg and 60 units of residential units on the smaller eastern leg. At this location in the current market, office rents would average approximately \$35/GSF or \$25/FS (full service) square foot. Retail rents for the ground floor would average approximately \$25/NNN (Net-Net-Net lease agreements are structured to have the tenant pay all real estate taxes, building insurance, and maintenance as part of rent, in addition to rent and utilities). Residential rents would average approximately \$2.45/square foot (equivalent to \$2,000-\$2,200 per unit per month). Parking is below grade at 1.8 spaces/1,000 SF office and 1 space/unit residential. This program is consistent with guidelines in the Capitol Complex Master Plan.

Under this program, the return on cost at full occupancy would be rather marginal, at approximately 5.7 percent. With this progressive parking program, which is defensible given the proximity to transit, the State garners a much higher return than if parked with a ratio of 3 spaces/1,000 SF, which is a standard ratio for office spaces in the downtown area. The State may also want to help finance the development with public funding.

District Summary without Public Partnership	
Site Area (sq. ft.)	32,321
GSF	223,000
Current Land Use	Surface Parking
Current Zoning	D-C , UO-1 and C-MX-16 DO-1
Current Height Limit	D-C: view plane restriction C-MX-16: 16 stories/ 200 ft
floor area ratio	20:1 max
Construction Type	Prestressed Concrete
Residential Units	60
Office Space (sq. ft.)	168,000
Retail Space (sq. ft.)	14,000
Parking Spaces	490
Office Revenue	\$5,159,700
Retail Revenue	\$585,000
Operating Expenses	\$1,699,880
Net Operating Income	\$4,044,820
Est. Land Price	\$5,494,570
Owner Partnership	No
Cap Rate	5.8%
Building Value	\$70,344,696
Project Costs	\$88,154,155
Return on Cost	4.6%



■ Retail
 ■ Office
 ■ Multi-family Residential
 ■ Parking

Data Source: Economic & Planning Systems

SITES 2 AND 3 DEVELOPMENT PROGRAM

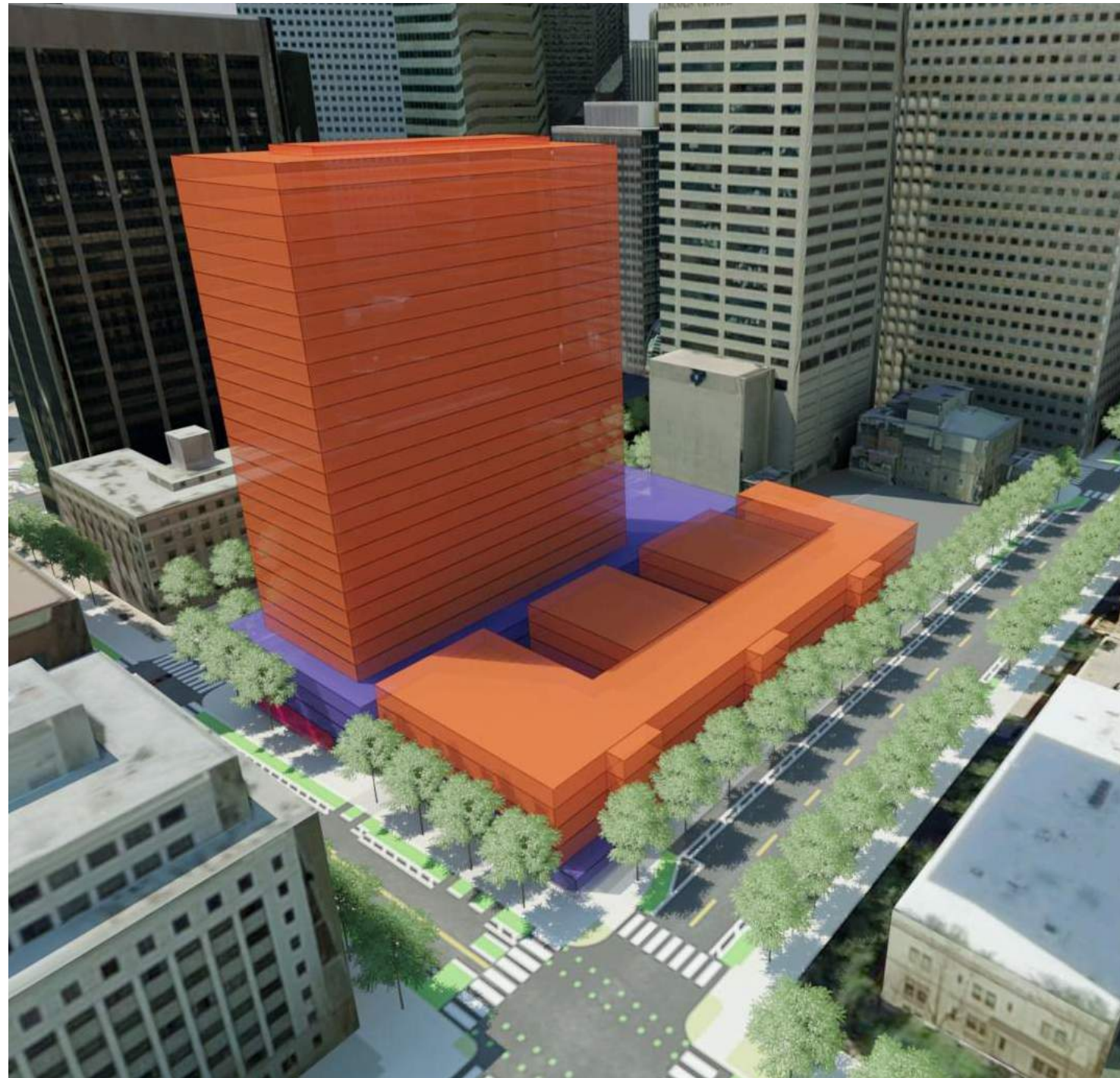
The two surface parking lots at 16th Avenue and Lincoln are prime opportunities for large-scale infill development. Together, they are approximately 82,000 square feet of developable land in the center of the district.

This example program includes 480 apartment units, averaging 850 square feet per unit. At market rate, these units can capture rents at approximately \$2,000 to \$2,250 per unit per month (\$2.35-\$2.60/square foot). The ground floor can accommodate 18,000 square feet of retail space, which would help attract daytime and nighttime vibrancy. Parking can be constructed above and below ground to accommodate one space per residential unit.

Based on interviews with brokers and local developers, the estimated land price for this area under its current owners is approximately \$170 per square foot. The combined price for both sites would be \$13.8 million. The program tests an agreement scenario where the developer enters a partnership with the parking owners and builds the existing number of parking spaces into the future development for the owner, in exchange for the land at no cost to the developer. Without this assumption, the development would have a marginally lower return on cost, but would still be feasible.

With its prime location near transit and civic and commercial destinations, this site, if developed at a scale that incorporates a majority of residential units relative to any other uses, can command a strong return on cost. Some office space would also be appropriate at this site.

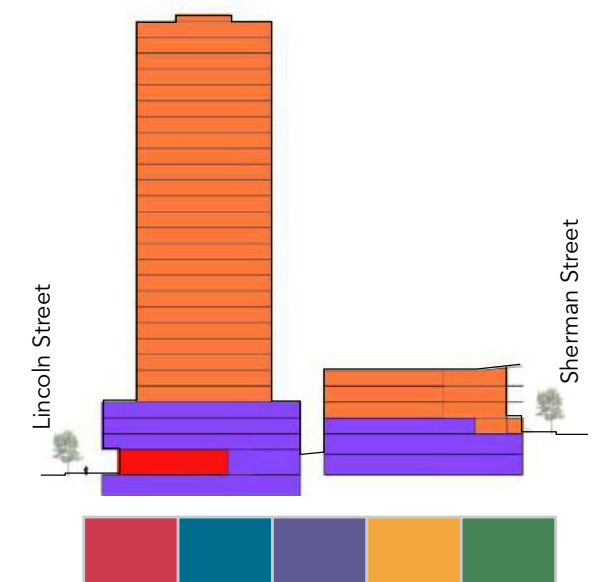
It is possible that developers may want to approach these sites separately, which is feasible and easily administered, as these are owned by two separate LLCs. Low to mid-height is recommended for the site on the east to blend with Uptown Neighborhood scale.



■ Retail ■ Multi-family Residential ■ Parking

Data Source: Economic & Planning Systems

District Summary without Public Partnership	
Site Area (sq. ft.)	81,464
GSF	426,000
Current Land Use	Surface Parking
Current Zoning	Site 2: D-C UO-1 Site 3: C-MX-16 UO-1
Current Height Limit	SITE 2: unlimited SITE 3: 16 stories/200 ft
floor area ratio - site 2	20:1 max
Construction Type	Prestressed Concrete
Residential Units - total	480
Retail Space (sq. ft.)	18,000
Parking Spaces residential	460
commercial	125
Residential Revenue	\$11,114,430
Retail Revenue	\$405,000
Operating Expenses	\$1,722,840
Net Operating Income	\$9,796,590
Est. Land Price	\$-
Owner Partnership	Yes
Cap Rate	5.0%
Building Value	\$195,931,800
Project Costs	\$110,270,544
Return on Cost	8.9%



4 ECONOMIC DEVELOPMENT

District Summary without Public Partnership	
Site Area (sq. ft.)	14,905
GSF	38,300
Current Land Use	Surface Parking
Current Zoning	C-MX-12 DO-1
Current Height Limit	12 stories/150 ft
Construction Type	Stick-built over podium
Residential Units	48
Retail Space (sq. ft.)	6,000
Parking Spaces	38
Residential Revenue	\$908,591
Retail Revenue	\$135,000
Operating Expenses	\$147,280
Net Operating Income	\$896,311
Est. Land Price	\$2,533,850
Owner Partnership	No
Cap Rate	5.0%
Building Value	\$17,926,210
Project Costs	\$9,918,359
Return on Cost	9.0%

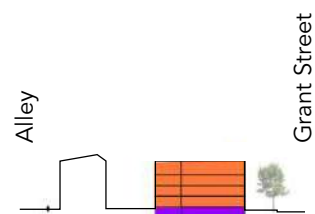
SITE 4 DEVELOPMENT PROGRAM

Site 4, located on 16th Avenue and Grant, is an example of a development opportunity over a small footprint. This site's shape and size is appropriate for mid-rise multifamily residential. A mid-rise development would also fit the character of the other mid-rise buildings currently surrounding this site, and would not obstruct any views.

The program tested includes 48 apartment units at market rate. Parking can occur one-half level below grade. This program would yield an estimated 9.6 percent return on cost. This scale and return would be attractive to small-scale developers who specialize in multifamily development. It would also be an ideal size for affordable apartment development. Adding ground floor retail is a possible and feasible improvement to the value of the development, although it is not necessary for feasibility.



Low rise residential, front yards, stair stoops



Multi-family Residential Parking

Data Source: Economic & Planning Systems

SITE 5 DEVELOPMENT PROGRAM

The site at 15th Street and Court Place is another large-scale activation opportunity. This site can be divided into space for two buildings, which the developer can opt to connect with a walkway at or above grade. A total of 424,000 square feet of office space and 72 apartment units are tested in this program. Both ground floor levels would be designated for retail space, for a combined total of 46,500 square feet of leasable retail space. It is essential that a development of this size include street-oriented activity on the ground floor in order to attract day and nighttime use. This site is a prime location for destination retailers and services.

Parking would be built below grade with three levels. The program tests an agreement scenario where the developer enters a partnership with the parking owners and builds the existing number of parking spaces into the future development for the owner, in exchange for the land at no cost to the developer (see discussion on page 47). Without this assumption, the development would have a lower return on cost, but would still be feasible.



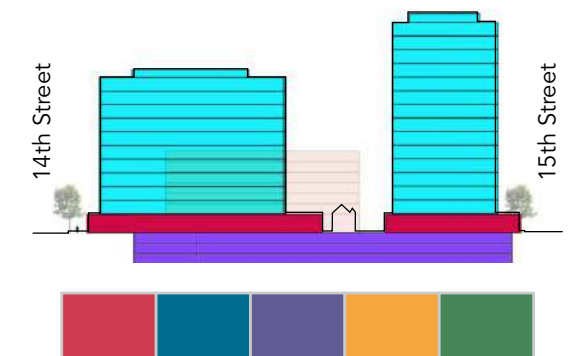
Street level retail



■ Retail ■ Office ■ Multi-family Residential ■ Parking

Data Source: Economic & Planning Systems

District Summary without Public Partnership	
Site Area (sq. ft.)	90,625
GSF	540,000
Current Land Use	Surface Parking & Automotive Retail
Current Zoning	D-C UO-1
Current Height Limit	---
floor area ratio	20:1 max
Construction Type	Prestressed Concrete
Residential Units	72
Office Space (sq. ft.)	424,000
Retail Space (sq. ft.)	46,500
Parking Spaces	805
Residential Revenue	\$9,662,384
Retail Revenue	\$1,107,000
Operating Expenses	\$1,573,096
Net Operating Income	\$9,196,288
Est. Land Price	\$-
Owner Partnership	Yes
Cap Rate	5.0%
Building Value	\$183,925,750
Project Costs	\$100,531,168
Return on Cost	9.1%



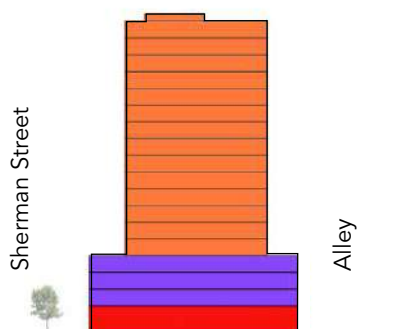
4 ECONOMIC DEVELOPMENT

District Summary without Public Partnership	
Site Area (sq. ft.)	26,560
GSF	177,760
Current Land Use	Surface Parking
Current Zoning	C-MX-16 DO-1
Current Height Limit	16 stories/200 ft.
Construction Type	Light-gauge steel as wrap
Residential Units	168
Retail Space (sq. ft.)	19,000
Parking Spaces	303
Residential Revenue	\$4,669,812
Retail Revenue	\$427,500
Operating Expenses	\$633,220
Net Operating Income	\$4,113,856
Est. Land Price	\$4,515,200
Owner Partnership	No
Cap Rate	5.0%
Building Value	\$82,277,122
Project Costs	\$42,694,342
Return on Cost	9.6%

SITE 6 DEVELOPMENT PROGRAM

The site at 18th Avenue and Sherman is located outside of the Civic Center Transit District, but is an important connecting piece of the district to the northeast section of downtown that is currently underutilized as a parking lot. This scenario tests an 18-level development, consisting of 12,000 square feet of retail on the ground floor and 168 apartment units. This program would include 310 parking spaces for residential use in levels 2, 3, and 4. The current zoning limits the height to 16 stories; however, given its location in this highly dynamic area of Uptown, exceeding surrounding heights would be reasonable and beneficial to the value of the development.

Assuming a total land price of \$4.5 million, this scenario would have a 9.5 percent return on cost.



Mid rise residential



■ Retail ■ Multi-family Residential ■ Parking

Data Source: Economic & Planning Systems

SITE 7 DEVELOPMENT PROGRAM

RTD's station plaza parcel located at the corner of Colfax Avenue and Lincoln Street will be one of the most dynamic elements to the success of activating this area. This scenario tests a boutique hotel concept, with 130 rooms at an average of 350 square feet per room and 7,000 square feet of retail on the ground floor, serving hotel patrons as well as transit riders and visitors to downtown. This scenario is supported by a high demand for new hotel space in the downtown area. Other appropriate uses include residential and office space.

Given the proximity to Civic Center Station, maintaining a public space component in the development would help the overall vibrancy, image, and neighborhood connectedness in the district.



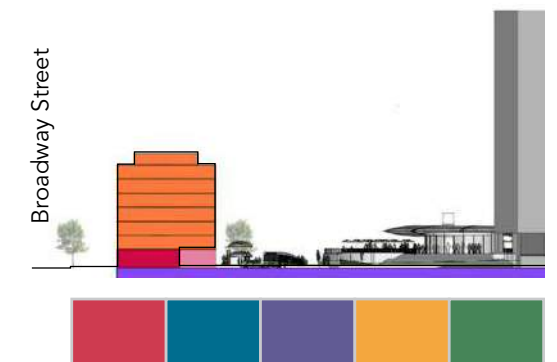
Low rise hotel



■ Retail ■ Multi-family Residential ■ Parking

Data Source: Economic & Planning Systems

District Summary without Public Partnership	
Site Area (sq. ft.)	24,158
GSF	64,100
Current Land Use	RTD open space
Current Zoning	D-C UO-1
Current Height Limit	view plane restriction
Construction Type	Light-gauge steel as wrap
Residential Units	0
Hotel Units	130
Hotel Support (sq. ft.)	16,850
Retail Space (sq. ft.)	7,000
Parking Spaces	90
Hotel Revenue	\$7,020,000
Retail Revenue	\$418,500
Operating Expenses	\$2,852,268
Net Operating Income	\$4,586,232
Est. Land Price	\$4,106,860
Owner Partnership	No
Cap Rate	7.5%
Building Value	\$61,149,760
Project Costs	\$64,457,077
Return on Cost	7.1%





STATION PLAZA SITES ACTIVATION 5

INTRODUCTION

Project for Public Spaces, Inc. was asked to incorporate its Placemaking process into the Civic Center Transit District Master Plan in order to enliven the public spaces in the district and, specifically, so that it becomes an exciting downtown destination. RTD and its Project Management Team (PMT) came to the conclusion through this process that the most immediate, short-term goal—and lowest hanging fruit—should be to activate the streets and public spaces surrounding the station right away, in order to begin to change the character of the neighborhood. In the medium-term, after the station is completed, the plaza parcel can become a lively public space for several years. This chapter describes the PPS recommendations for activating and managing the station plaza parcel and the public spaces around it, which, when taken as a whole, we refer to as the “**Civic Center Station Plaza.**”

Placemaking is a collaborative process that engages people in creating and sustaining the public destinations at the heart of their communities: the places where they recreate, shop, eat, gather, interact, and most of all build the social and emotional ties that hold the community together. The main objectives in incorporating Placemaking into the Civic Center Transit District Master Plan are:

- To energize the Civic Center Station neighborhood and transform its identity by activating its public realm;
- To create a comfortable environment for transit riders, providing food and amenities that will also encourage more people to take the bus;
- To create a strong connection between the downtown to the north and the State Capitol Complex and the “Golden Triangle” cultural district to the south, while strengthening the Civic Center Station Transit District as the southern gateway to the downtown.

PPS engaged stakeholders and the public in a Placemaking process, described in Chapter 2, in order to gain insight into how a broad cross-section of Denver residents view the area and how they believe it can be transformed to meet these goals, and better serve their needs and desires for the future.

PLACEMAKING PRINCIPLES FOR THE CIVIC CENTER STATION PLAZA

A multi-use space made Lighter, Quicker, Cheaper:

PPS has found that short-term, low-cost and immediate implementation through programming, amenities, food and beverages, and low-cost, “light” development will do a tremendous job in activating an under utilized public space. The LQC approach allows for coordinated experimentation to determine what works best to ‘jump start’ the public’s vision into physical reality, allowing for a more flexible way of testing ideas and providing an iterative learning process to inform public improvements.

By creating “pop-up” places around the Civic Center Station before, during and after construction, Placemaking concepts can be rapidly implemented to build enthusiasm, test out partnerships and transform the character of the area before committing a lot of funds to major capital improvements. In addition, uses and activities can be tested in the surrounding public spaces before moving to the station plaza parcel after the station construction is completed. LQC interventions can also be a good way to attract long-term development to the station plaza parcel as well as commercial activity to the ground floors.

Flexible Design: The use of a great public space changes during the course of the day, week, and year. To respond to these natural fluctuations, flexibility needs to be built in. For example, instead of constructing a permanent stage that might limit other types of uses in the space, a retractable or temporary stage could be used. Likewise, it is important to have on-site storage for movable chairs, tables, umbrellas, and games so they can be deployed or removed at a moment’s notice. Civic Center Station Plaza will be a stronger destination if it evolves and changes over time and, in the long term, by remaining flexible, can adapt to the radically new conditions of permanent development.

Continue to Engage the Public: PPS believes that the community is the expert and that Placemaking is an ongoing process. To remain authentic and exciting, a public space requires continuous involvement of the public, both in helping to activate the space (people who use a space make it into

a place) and in planning for its future. That is why surveying the public about their needs and desires in an ongoing way is critical to the ongoing success of the public space.

Build partnerships and coalitions: Most of the Placemaking strategies described in this report require coalitions of stakeholders to implement them; no single entity can complete all of these alone, both because of overlapping jurisdictions among city agencies, but also because of the need to bring in outside partners. Public/private partnerships between the city agencies, community-oriented non-profits (whether local BIDs, conservancies or neighborhood associations) and local programming experts could help to achieve more in these public spaces than a city agency can do on its own. In addition, local cultural organizations and institutions, the library and even schools can all play an active role in programming the public spaces.

The central role of management: The best places are ones that people return to time and time again. The only way to achieve this is through a management plan that understands and promotes ways of keeping the space safe and lively. For example, a good manager understands existing and potential users and gears events to both types of people. Good managers create a feeling of comfort and safety in a civic space, caring for it and maintaining it so that people feel assured that someone is in charge. Having one person or entity take on the management role of the public spaces around Civic Center Station will assure that their activation, safety and cleanliness are a top priority.

Attract a wide variety of users: Diversity is essential in a downtown public space, because it belongs to everyone and is a key opportunity to build tolerance and understanding. Furthermore, by attracting a broad cross section of users, the concentration of any one group will be diluted.



5 STATION PLAZA SITES ACTIVATION



WHAT MAKES A GREAT PLACE?

PPS has spent almost 40 years working to activate empty public spaces and to create vibrant new ones. We have distilled the qualities that make a place like Civic Center Station Plaza great into the following four basic ingredients.



Place Diagram

Activities & Uses: A great place has a range of destinations and activities that attract a variety of community members. The activities keep the public space lively, inviting, and safe at all times of day.

At Civic Center Station Plaza, the activities in the public spaces should complement, not compete with, other downtown public spaces. To build its own identity, activities in the neighborhood could focus on three uses:

- Food and drink options to fill a food vacuum that was identified in the community engagement;
- A bike hub to build on the transportation theme;
- A recreation space for downtown employees and residents.

Access & linkage: A great place is easy to get to and see into. Linkages and open sight lines should connect different destinations and help create a people-friendly environment. In order to bridge the gap between Downtown and the “Golden Triangle,” enhancing pedestrian and bicycle connections is a must, especially across Broadway and Colfax.

Comfort & Image: Great public spaces are comfortable to use and help give a city a unique identity. Amenities, such as benches, movable tables and chairs, umbrellas or other shade devices, and shade trees are essential in any good public space. High quality amenities will serve to attract ridership and help to make the area around the station into a destination for a broader audience. In addition, building on the history and

significance of the area will give it a unique identity

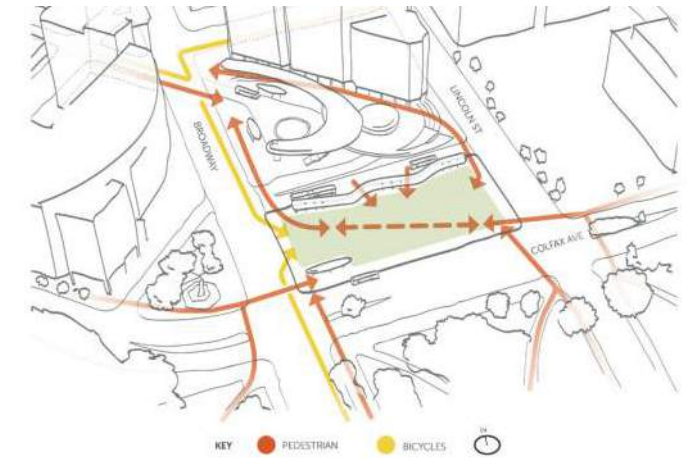
Sociability: A sociable place is one where people want to go to meet friends and interact with a wide range of people who are different from themselves. This is at the very heart of what makes a great place and helps build place attachment—an emotional connection to a place. Events that attract a broad audience, especially families, will help to give Civic Center Station a unique pride of place in Denver. At the same time, there is an age group—the millennials—that will use the spaces outside of normal business hours: nighttime activities could be geared to this cohort who will “colonize” the space, as they have others in Denver, and help to make it feel safe for others.

SITE CONDITIONS

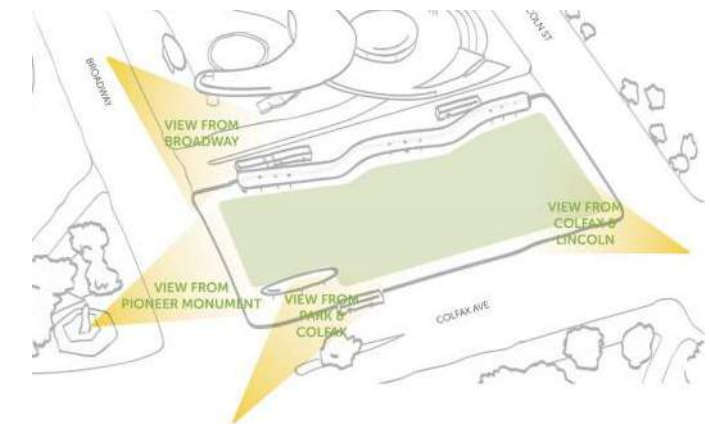
Current conditions: The transit station is currently a pedestrian hub used mainly by bus commuters working in the downtown or points south. Workers at the Capitol Complex frequently cut diagonally across the existing plaza and down the stairs or escalator to walk to the station or into Downtown for lunch. Outside of commuters, few people walk between Downtown and the “Golden Triangle,” perhaps because of a perceived lack of safety at the station and because Colfax and Broadway are difficult to cross. In addition, visitors to Denver who stroll the 16th Street Mall tend to turn around at Broadway or get off the shuttle before reaching the station. Bike riders now use 16th Avenue as a principal route into the downtown.

Proposed conditions: Access to Downtown across Broadway will be improved for bike riders and pedestrians, and the distance to cross Colfax will be reduced. The mobility plan proposes new bike lanes on Broadway and separated lanes on 16th Avenue. Thus, the transit station will become a multi-modal hub that will be easier to reach on foot and connectivity will be improved to surrounding neighborhoods. Creating visible focal points will help to draw pedestrians across Broadway to the transit station and beyond, and creating a hub with amenities for bike riders at the station will encourage them to pause.

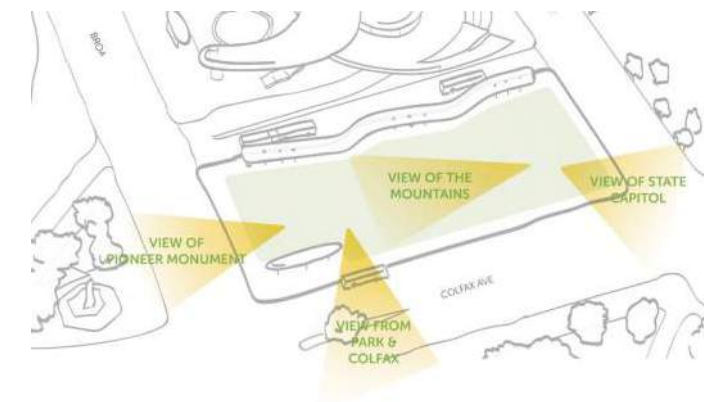
Views to and from the site: Because of its central location, the station plaza parcel can be seen from a variety of locations: from the 16th Street Mall, Colfax and from Civic Center Park across the street. Significant views from the site of the State Capitol, Civic Center Park and even the mountains in the distance could also be taken advantage of.



Access & Linkages



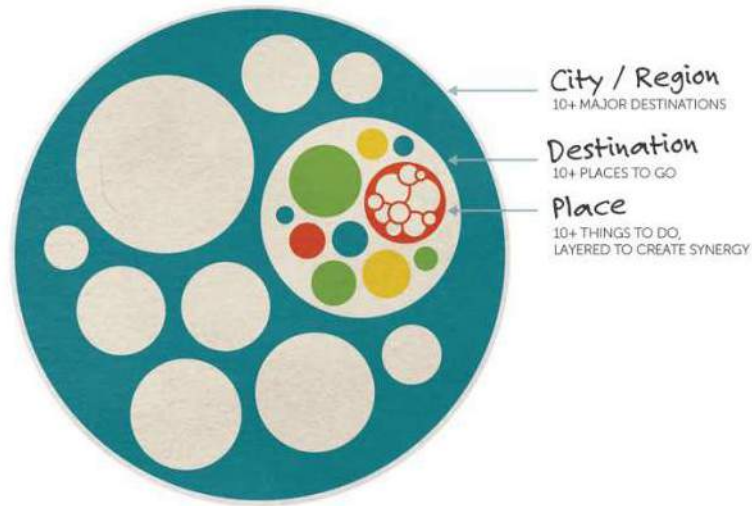
Views of Site



Views from Site

STATION PLAZA SITES ACTIVATION 5

Power of 10+



Power of 10+ Diagram

CIVIC CENTER TRANSIT DISTRICT POWER OF 10

The “Power of Ten” is a simple planning tool that magnifies the impact of Placemaking. To be successful, cities need destinations that strengthen their identity and that help attract new residents, businesses and investment, and they also need strong community places for people to go. A destination might be a downtown square, a main street, a waterfront, a park, or a library. Towns and cities of all sizes should have at least ten destinations where people want to be.

What makes each destination successful is that it has places within it. For example, a park needs at least ten sub-places: a café, a children’s play area, a place to bird-watch or to experience water, a place to sit, somewhere to meet friends, etc. Within each of the places, there should be at least ten things to do. Cumulatively, these activities, places and destinations are what make a great city. This idea PPS calls the “Power of 10”.

The Civic Center Station Transit District offers many such destinations: places such as the State Capitol, the 16th Street Mall or the Denver Art Museum that continue to attract people again and again. Using the Power of 10 concept as a framework, these destinations could be strengthened and connected: there could be more places within each destination and more activities within each place.



Power of 10+ at the Regional Scale / Hub and Spokes Diagram

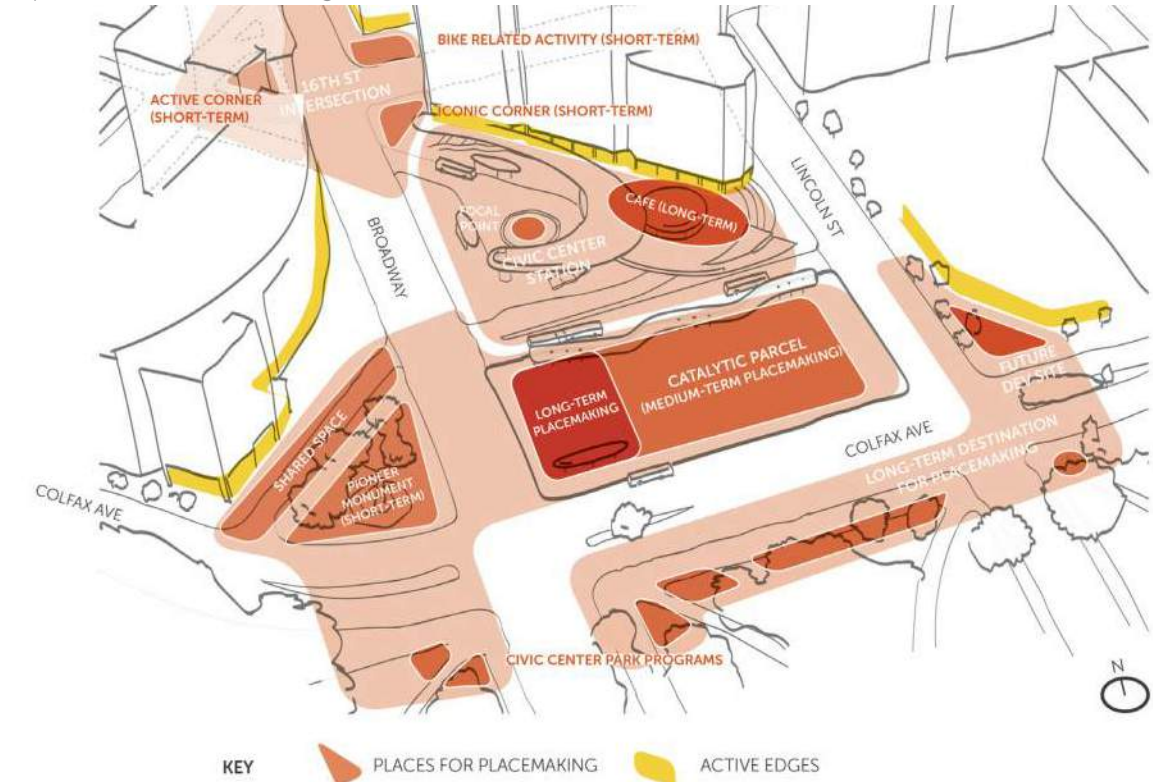
The area around the Civic Center Station could become an extraordinary destination and gateway to the Downtown in its own right through Placemaking and the Power of Ten. We propose that a collection of places spanning Broadway and Colfax Avenue (shown in the diagram on the right), each with many new things to do, could collectively become the new **Civic Center Station Plaza**.

Community members often pointed out that Civic Center Station Plaza could serve as a hub, connecting a number of neighborhoods – whether to the “Golden Triangle,” the downtown or Capitol Hill--could all originate at the Civic Center Station public space because of its central location. Moreover, a dynamic public space should reach out like an octopus into the surrounding neighborhoods, its energy and excitement felt blocks away.

PHASING IN THE CIVIC CENTER STATION PLAZA

Short-Term: Even before the transit station is redeveloped, the partnership of the City, the RTD and the Downtown Denver Partnership, with help from programming partners, could start to activate the public realm around the station with a number of dynamic temporary destinations that will begin to transform its character and build excitement. Active edges will be essential in

Proposed Short, Medium and Long-Term Power of 10+ at Transit Station Area



the success of any public space at the station, and both ground floors and sidewalks around the station could become lively places. Many uses that could eventually be located at the station plaza parcel, such as a bike hub or climbing wall, can be tested out in existing public spaces around the station.

Medium-Term: With the completion of the transit station, the station plaza parcel could become a terrific “Lighter, Quicker, Cheaper” destination, with a number of exciting everyday activities and regular events.

Long-Term: After several years the station plaza has the potential to be developed into a building with upper floor tenants and active ground floors. If this occurs, the public space around the active edges of the building will serve as the station plaza. The design of a building should carefully consider placement and location of public civic spaces. These spaces should continue to enliven the areas around the station and provide a dynamic place for people to spend time.



Looking down 16th Street



Pioneer Monument



5 STATION PLAZA SITES ACTIVATION



Image Credit: Spencer77 on Flickr CC

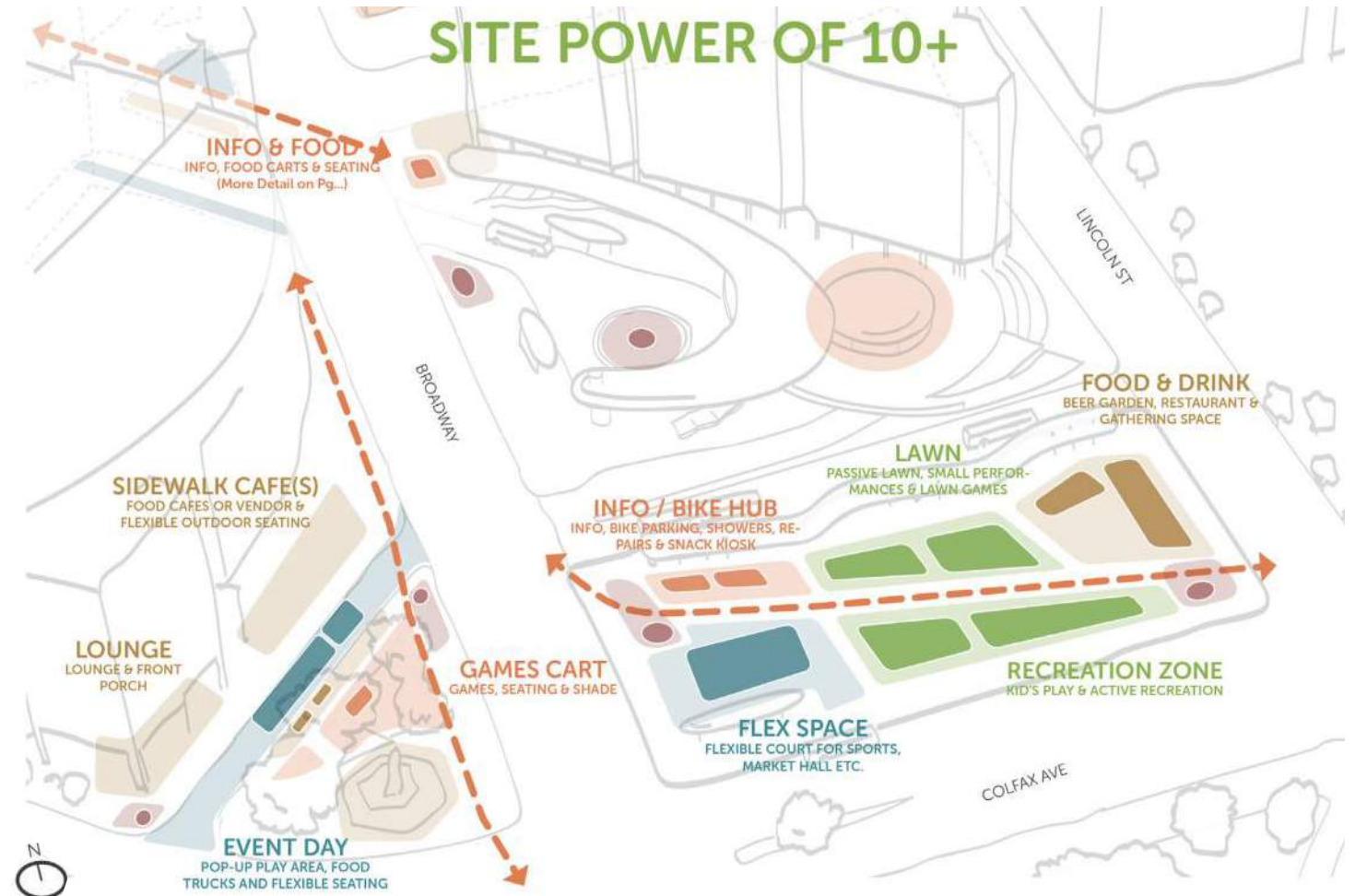


THE CIVIC CENTER STATION PLAZA: PROGRAM THEMES

Civic Center Station Plaza should become a dynamic multi-use destination with a number of activities that draw people throughout the day, week and year. Through the community engagement efforts described in Chapter 2, PPS learned about the kinds of activities and uses that many residents and downtown employees would be attracted to in the downtown. The programming activities discussed fall into six themes that will serve a wide range of users, including downtown employees, millennials from around Denver, families with children, and visitors to the downtown and the “Golden Triangle.” The site could offer several destinations that feature these program themes:

Food and drink: Food and beverages were perhaps the most frequently mentioned need since community stakeholders described the neighborhood as a “food desert.” The gourmet food truck rally at Civic Center Park, “Civic Center Eats,” which occurs on Tuesdays and Thursdays throughout the summer, partly fills this need and attracts a large following of downtown employees and visitors. Civic Center Station Plaza could build on this event with everyday food and beverage offerings, including: food vendors or kiosks, a full service temporary restaurant or an outdoor cafe, and a beer garden or pub to provide an evening destination. Rooftop dining was mentioned as a big draw, especially taking advantage of the views from the site.

Market: A variety of market uses could activate a portion of Civic Center Station Plaza. A prepared food market could not only provide take-out lunch for downtown workers, but offer them something to take home for dinner or to buy as gifts. Other market uses include a makers market, a flea or antiques market, an art market a holiday market and even a book fair. A farmers market was not considered a viable use in this area because of the short growing season and the reluctance of office workers to shop at lunch. PPS has found that successful markets can attract a wide variety of people of all ages and incomes, and fill a demand for local retailers, and a space for budding entrepreneurs, while also creating a civic gathering place.



Bike hub: Biking is growing in popularity and with existing and new bike lanes converging at this site, a bike hub, offering bikes for sale or rent, repair, storage and retail goods and even a shower could be a key destination. Many bike hubs offer classes and fitness facilities with stationary bikes.

Recreation: With Coloradoans’ interest in outdoor recreation, a number of recreational activities, both passive and active, could take place on a small scale on the site: games, such as chess, ping pong, bocce or shuffleboard; recreational classes offering yoga, tai chi or dance; active recreation with volleyball or basketball; and adventure recreation featuring a climbing wall, a ropes course or a BMX pumptrack.

Play: With families living nearby and moving downtown, and a number of daycare and elementary schools in the area, a play area with temporary equipment or supplies would fill a need in the neighborhood.

Public Art and Performances: While not a primary use at the site, music and theater on a small scale could supplement the other uses at the site. In addition, temporary public art that rotates over time will serve as focal points and attract the cultural district visitors.

Events: To jump start activities, unique events that target this site could be scheduled on a regular basis. In addition, the large events at Civic Center Park, on Colfax or in Downtown can have satellite activities at the various public spaces of the Plaza. For example, the US Pro Challenge bike race which ends in Civic Center Park could have special events around biking at the plaza.

STATION PLAZA SITES ACTIVATION 5

A "LIGHTER, QUICKER, CHEAPER" CONCEPT FOR THE STATION PLAZA PARCEL

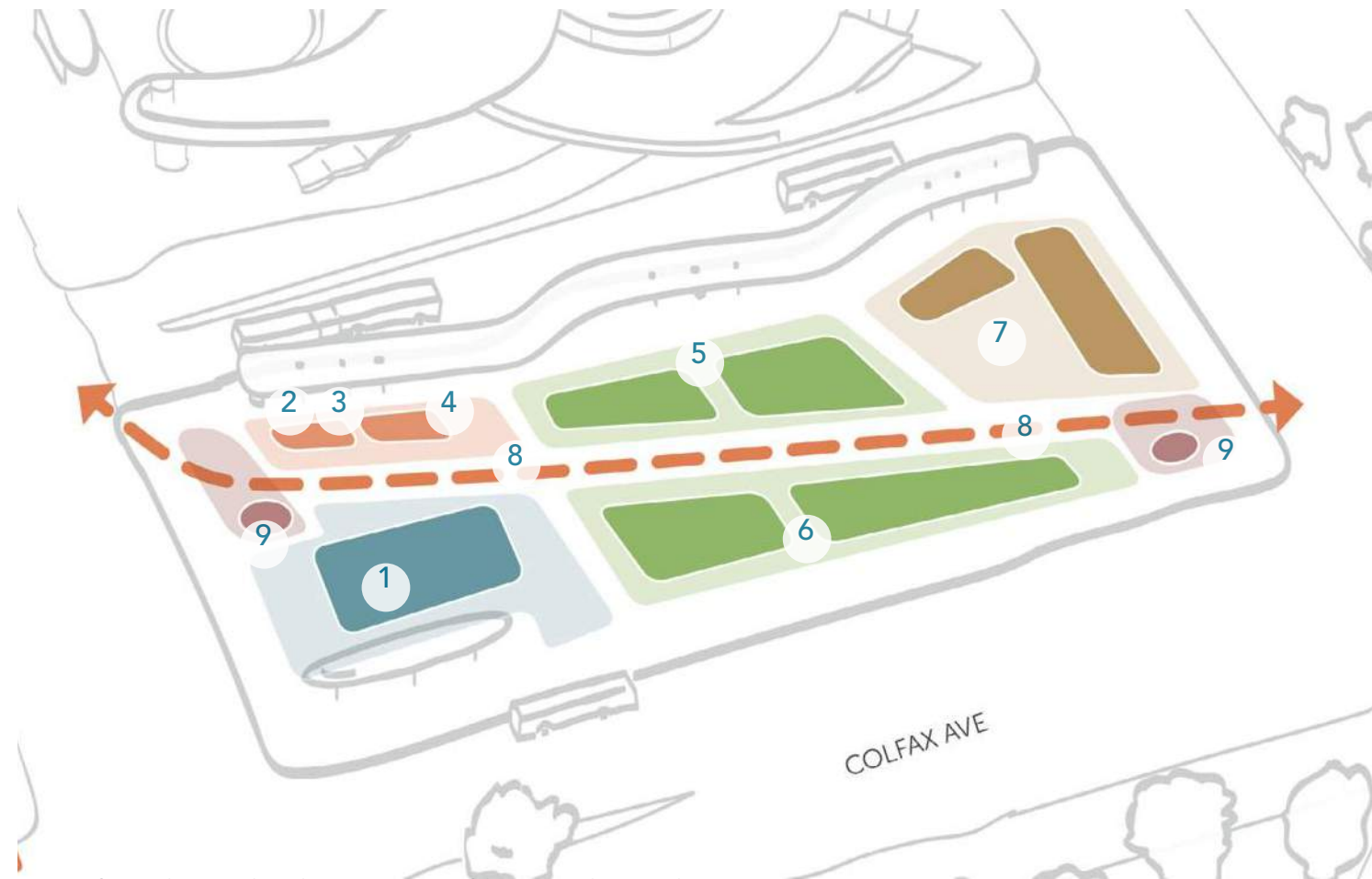
Putting the Power of Ten to work on this site means that it would have a number of program areas that could be activated with a variety of events, and also offer everyday activities that could be enjoyed in a more spontaneous, unplanned way.

The plaza would be designed to be temporary, using shipping containers, tents and other inexpensive structures. Many of the elements from the short-term activation, such as the climbing wall and the bike hub, could be relocated to the plaza to concentrate more activity at this location in the medium-term until the site is redeveloped.

A Colorado outdoor adventure theme was considered by many people to be the most appropriate for this site, celebrating what is unique and beloved about Colorado. Hence, a ropes course, a climbing wall and zip lines could be featured as recreational activities, but other types of rotating activities, such as a pumptrack or a beach volleyball court, or even a small ice rink in the winter, would keep the community coming back for new experiences.

Building on the Rocky Mountain identity, continuous false wooden fronts made of vertical slats could be constructed in front of the containers to give the plaza a consistent look—an image that can be recognized from afar and conceal the more utilitarian-looking structures behind it.

The program diagram illustrates how the site could be activated with the uses suggested by the public:



Concept for a Lighter, Quicker, Cheaper activation of the Station Plaza Parcel

1. MARKETPLACE

A flexible paved plaza offering a number of highly visible activities to draw people in from Broadway and Colfax and serve as an important public gathering space for social interaction. It could include a series of regular outdoor markets—prepared food, flea, etc.-- under one large tent or similar temporary structures, or in small pop-up tents.

When not in use as a market, the space could feature recreational uses such as a half basketball or a sand volleyball court. Other games such as ping pong, bocce, shuffleboard or quiet games like giant chess could be set up on the hard surface.

The Marketplace could also be used for special events and gatherings. Temporary tents could be erected for fundraising parties, conferences, food events and special promotions.

2. INFORMATION KIOSK

An information kiosk welcoming visitors and transit riders near the entrance to the plaza on Broadway with information for visitors, bus schedules, "Golden Triangle" guides and walking tour maps. It could serve as a meeting place and a kick-off location for walking tours.

3. FOOD KIOSK

A food counter or kiosk near the front entrance to serve bus riders and passers-by with food to take-out or to eat at tables and chairs near the entrance.

4. BIKE HUB

A Bike Hub to provide bike storage and other amenities--showers, bike repair and a bike shop--to serve the biking community.

5. FLEXIBLE LAWN

A lawn area at the center of the space to serve as a flexible area for a variety of recreational uses, gatherings and performances, from quiet activities such as yoga to more active uses such as a BMX pumptrack. A small platform could serve as a stage for small concerts and theatrical performances, and an inflatable screen could be erected on the stage for occasional films.



1



1



2

Image Credit: VA Dept of Conservation on Flickr CC



3

Image Credit: wendyfairy on Flickr CC



4

5 STATION PLAZA SITES ACTIVATION



5



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6



6

Image Credit: yelpdotcom on Flickr CC



7

6. ACTIVE RECREATION

Outdoor, Colorado-themed activities such as:

- A climbing wall to provide a focus of activity, visible from Colfax, and attract visitors and families on the weekends;
- For smaller children, boulders to provide an adventure play area adjacent to the climbing wall;
- A ropes course with programs for both children and adults, highly visible from Colfax and Civic Center Park, its towers providing views of the mountains to the west. A zipline could be temporarily extended from the towers.

7. FOOD AND DRINK

At the high point of the site, overlooking the recreation area, an indoor/outdoor temporary restaurant to fill an important need in the neighborhood. With a temporary structure for winter time use and a beer garden in the summer, this destination could feature local beers, wines and specialty foods such as buffalo burgers and smoked rainbow trout.

8. PROMENADE

A path running diagonally across the site to link the destinations and entice people walking to the station or the downtown to stroll through the site

9. TEMPORARY PUBLIC ART LOCATIONS

Several visible locations to feature rotating public art pieces that are colorful and interactive.

LQC AMENITIES

Movable seating, tables and umbrellas, and comfortable lounge chairs would encourage users to linger in the plaza. Temporary lighting using strings of bulbs would help to focus attention on the beer garden and promenade. Simple seating and platforms made of wooden ties or timbers could be deployed in a variety of ways. Portable uses such as food carts (e.g. ice cream, pop corn), a mobile library and an Imagination Playground in a box could help to vary the activities without major construction.



Metal screen wall at Pier 1 Cafe, New York, NY (Image Credit: pier1cafe.com)



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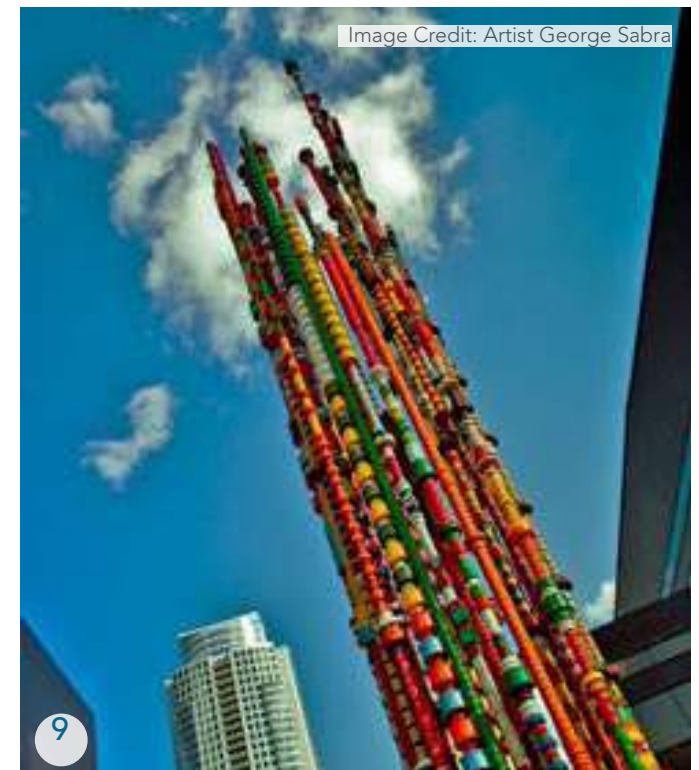


Image Credit: Artist George Sabra

9

STATION PLAZA SITES ACTIVATION 5

A "LIGHTER, QUICKER, CHEAPER" CONCEPT: PIONEER MONUMENT

At the gateway to the downtown, the Pioneer Monument marks the location where early settlers arrived by stagecoach in Denver. The monument currently feels isolated and unfriendly, surrounded by mulch-filled planting beds that offer no place for sitting or appreciating this important place. By celebrating its historic significance, it could become the focal point for a variety of activities that could revitalize and transform the important intersection of Broadway and Colfax even before the station plaza parcel is activated. This site could also become a key element in the "string of pearls" that stakeholders feel is essential to help draw people from the downtown across Colfax Avenue to the "Golden Triangle." A "Lighter, Quicker, Cheaper" intervention here could test out programs and amenities that could later be moved to the station plaza parcel or become permanent elements near the monument.

The program diagram illustrates how the Pioneer Monument and its surrounding area could be enlivened with ideas that emerged from the stakeholder workshop. Because the Pioneer Monument is zoned OS-A (Public Open Space), any changes to this area require the approval of the Landmark Preservation Commission and the Manager of Parks and Recreation. In addition, this area falls within the Civic Center Design Guidelines.

1. PIONEER MONUMENT

Replace the fence with a simpler barrier that allows people to get closer; historical interpretation around the monument to tell its story; fill the existing small planting bed with flowers and surround it with a seatwall;

2. SITTING AREA

Replace the large planting bed that is currently filled with mulch with a comfortable seating area on a raised platform with a seatwall all around it. Vertical elements such as a wooden trellis and string lights would help to make the site more visible and build an identity from the start.

3. CHEYENNE PLACE

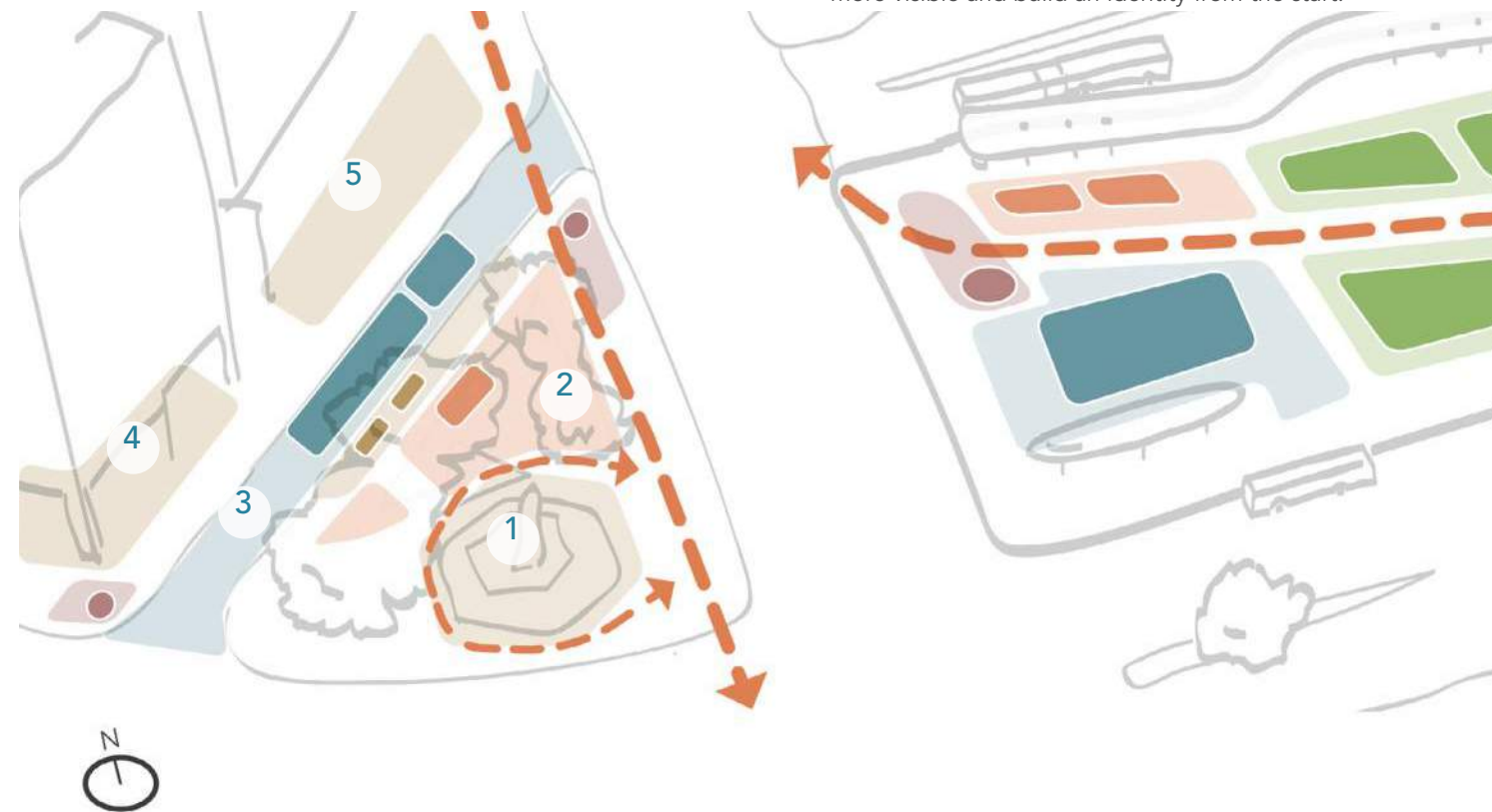
Close on weekends throughout the year for special events and outdoor performances; provide a temporary stage and seating, a temporary climbing wall and food trucks.

4. DENVER POST ENTRANCE

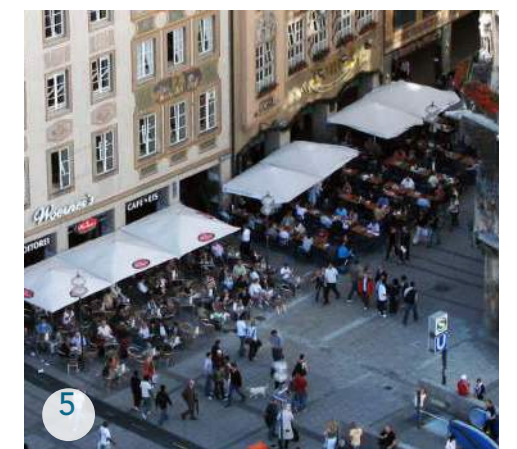
The large lobby of the Denver Post and the covered portico could become an indoor/outdoor bar and lounge with comfortable furniture overlooking the monument and Colfax.

5. DENVER POST GROUND FLOOR RETAIL

The empty retail spaces on Cheyenne Place could house pop-up cafes and retail activity with a presence on the sidewalk. Outdoor sidewalk dining could help to create an active edge for the Civic Center Transit Station.



Concept for a Lighter, Quicker, Cheaper activation of the Pioneer Monument (special event day)



5 STATION PLAZA SITES ACTIVATION

"LIGHTER, QUICKER CHEAPER" INTERVENTIONS AT 16TH STREET, 16TH AVENUE AND BROADWAY

The intersection of Broadway, the 16th Street Mall and 16th Street Avenue is a major pedestrian crossing in the Civic Center Transit District and an important route for bike riders to enter the downtown. Currently, it feels like a barrier, discouraging pedestrians from crossing and separating the transit station from the downtown. Short-term interventions here could begin to bridge that gap, draw people across Broadway and provide amenities for bus and bike riders. Coordinate improvements on Block 1 of the 16th Street Mall with the Mall Experience Project.

The program diagram illustrates ideas that emerged from the stakeholder workshop that could begin to bridge the gap across Broadway and activate the underused spaces.

1. THE TRIANGLE AT THE END OF THE 16TH STREET MALL

Add seating around the existing fountain with flower planters to create a sense of enclosure, and tables and chairs for diners under the trees next to a food kiosk or vendor.

2. SIDEWALK IN FRONT OF RESTAURANTS

Add outdoor dining in front of the coffee shop and Jimmy John's.

3. BIKE HUB

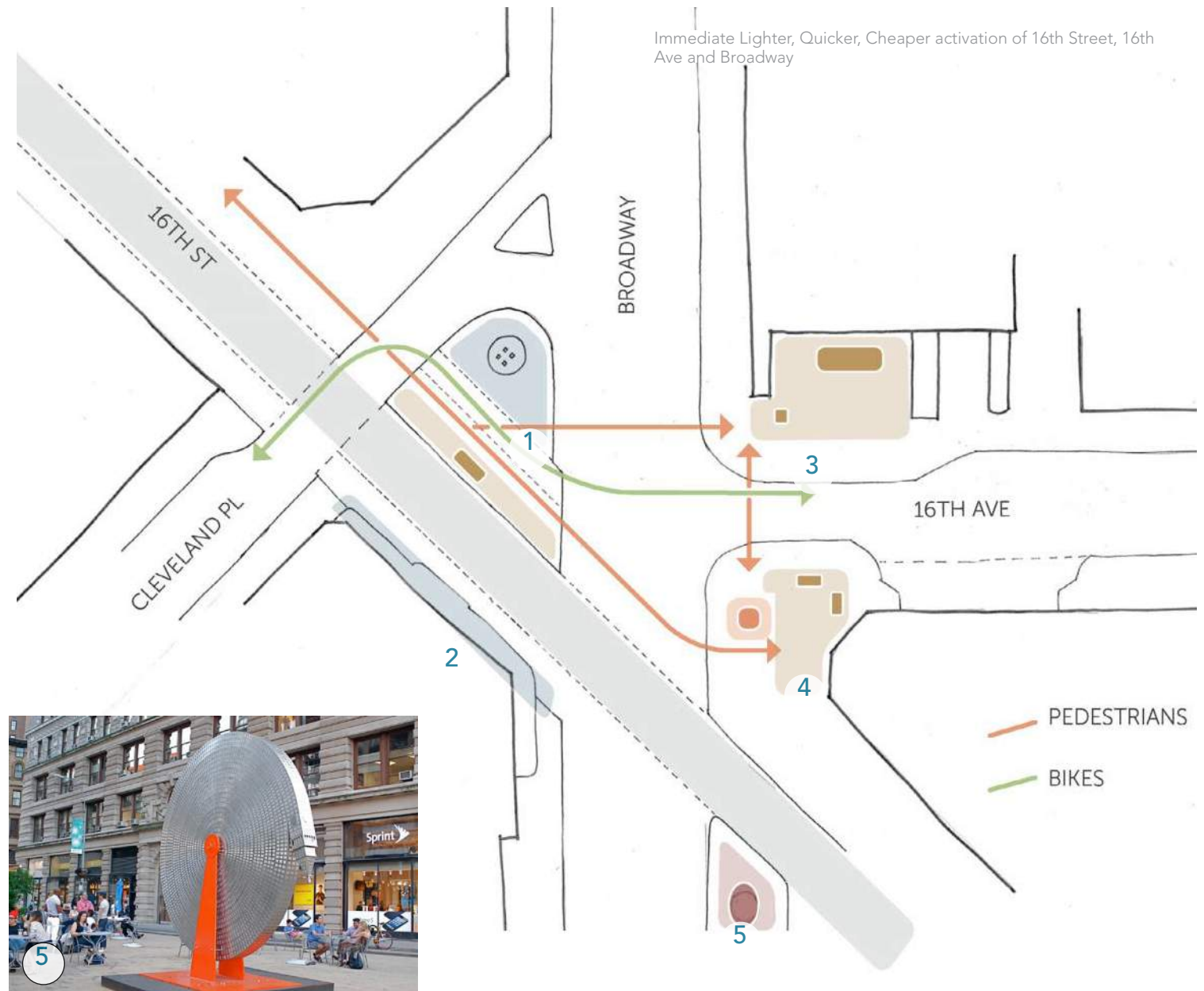
Activate the corner with a temporary bike hub in a shipping container next to the bike share station that provides bike storage, repair, information, maps and equipment. Experiment with other uses such as a portable library to encourage lingering.

4. INFORMATION KIOSK

As a colorful focal point visible down the 16th Street Mall, an information kiosk in the small plaza next to the station could provide a clock, interactive bus schedule information with touch screens and maps of the area. A staff person could provide information and sell snacks. Invite several food trucks to rotate near the information kiosk and provide tables and chairs.

5. TIME SCULPTURE

Temporary sculpture piece that could become a permanent feature in the middle of the bus turn-around once the station is complete.



5

STATION PLAZA SITES ACTIVATION

OTHER SHORT-TERM PLACEMAKING OPPORTUNITIES

Activating additional public spaces around the Civic Center Station right away will help to transform the energy and identity of the neighborhood, especially since we are trying to create a vibrant district as opposed to just a single great public space. This would include other spaces across Lincoln and Colfax Avenues that are controlled by the State or the City Department of Parks and Recreation and thus would require collaboration with a number of other agencies. Civic Center Park, for example, is zoned OS-A, requiring approval of the Landmarks Preservation Commission and the Manager of Parks and Recreation.

Corners: Corners of public spaces, as of buildings, are highly visible locations—often seen from four directions—that can help to enhance city vitality. The best parks accentuate corner entrances, making them not only beautiful, often with landscaping or sculpture, but also busy places with food kiosks, seating and activities. In New York City, Bryant Park’s main entrance was transformed into a welcoming destination with the addition of food and flower kiosks, and Washington Square Park welcomes visitors with chess players, who, because of their focus on play, send a safe message, even though many of them are homeless.

The corners of the public spaces in and around Civic Center Station Plaza are opportunities for both beauty and activity, also conveying a message of safety and welcome to passers-by.

1. CIVIC CENTER PARK ENTRANCE, SOUTHWEST CORNER OF BROADWAY AND COLFAX

The Civic Center Park Conservancy intends to build a food kiosk on the southwest corner of the intersection of Broadway and Colfax when it has the funds. This will enhance the entrance to the park, create a much-needed node of activity and establish a destination for pedestrians to the north, on Broadway. It could also be part of the “string of pearls” that was recommended by “Golden Triangle” stakeholders to create a series of destinations that would draw people from the downtown to the cultural district.

2. FUTURE STATE OFFICE BUILDING, NORTHEAST CORNER OF LINCOLN AND COLFAX

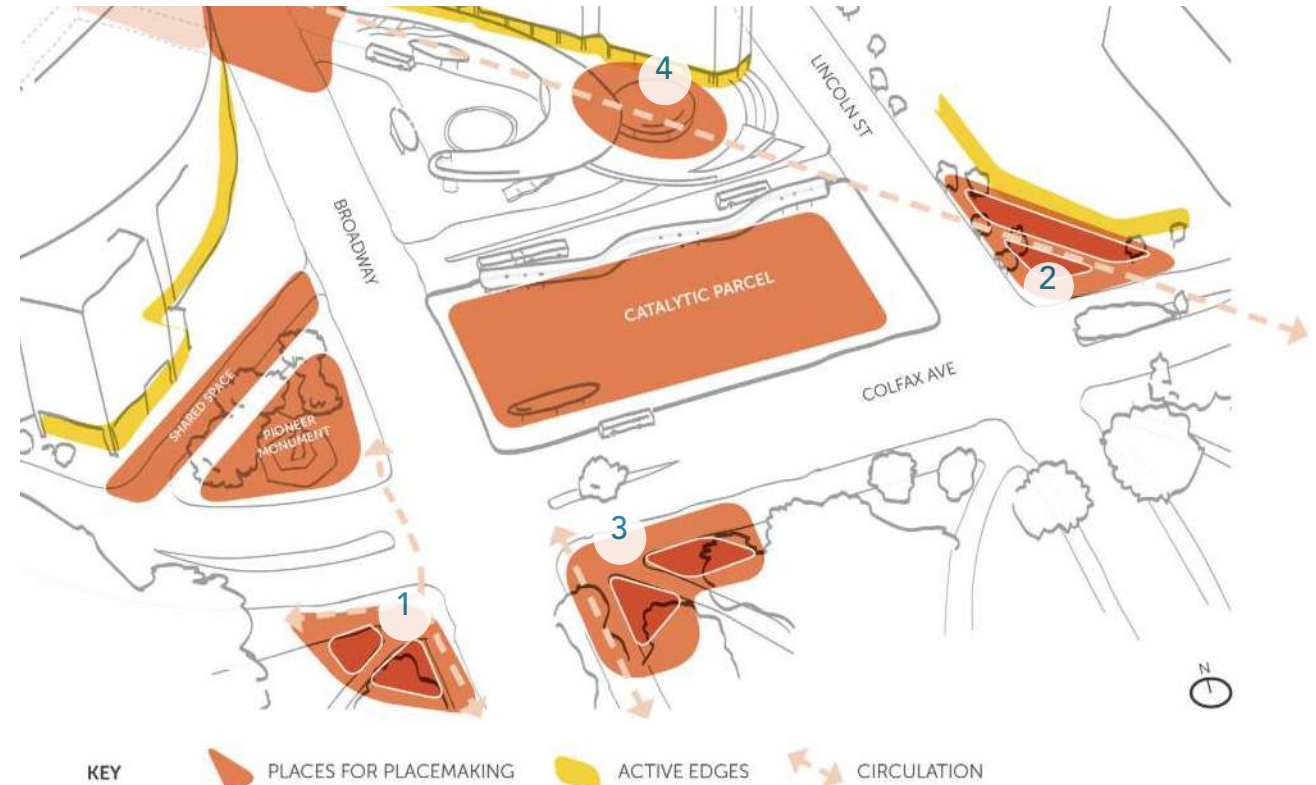
The State of Colorado’s master plan describes a new office building on Lincoln Avenue across Colfax from the State Capitol Building. Because its southwest corner will be in the view shed of the capitol from 16th Street that must remain open, a public space could be created there that could complement the station plaza parcel and future development across the street. In the short-term, a “Lighter, Quicker, Cheaper” plaza could be carved out of the existing parking lot as an eastern gateway to the Civic Center Station District, furnished temporarily with benches, chess tables, sculpture and colorful flowerbeds. This state-owned site falls within the Civic Center Design Guidelines.

3. THE ENTRANCE TO CAPITOL PARK, SOUTHEAST CORNER OF BROADWAY AND COLFAX

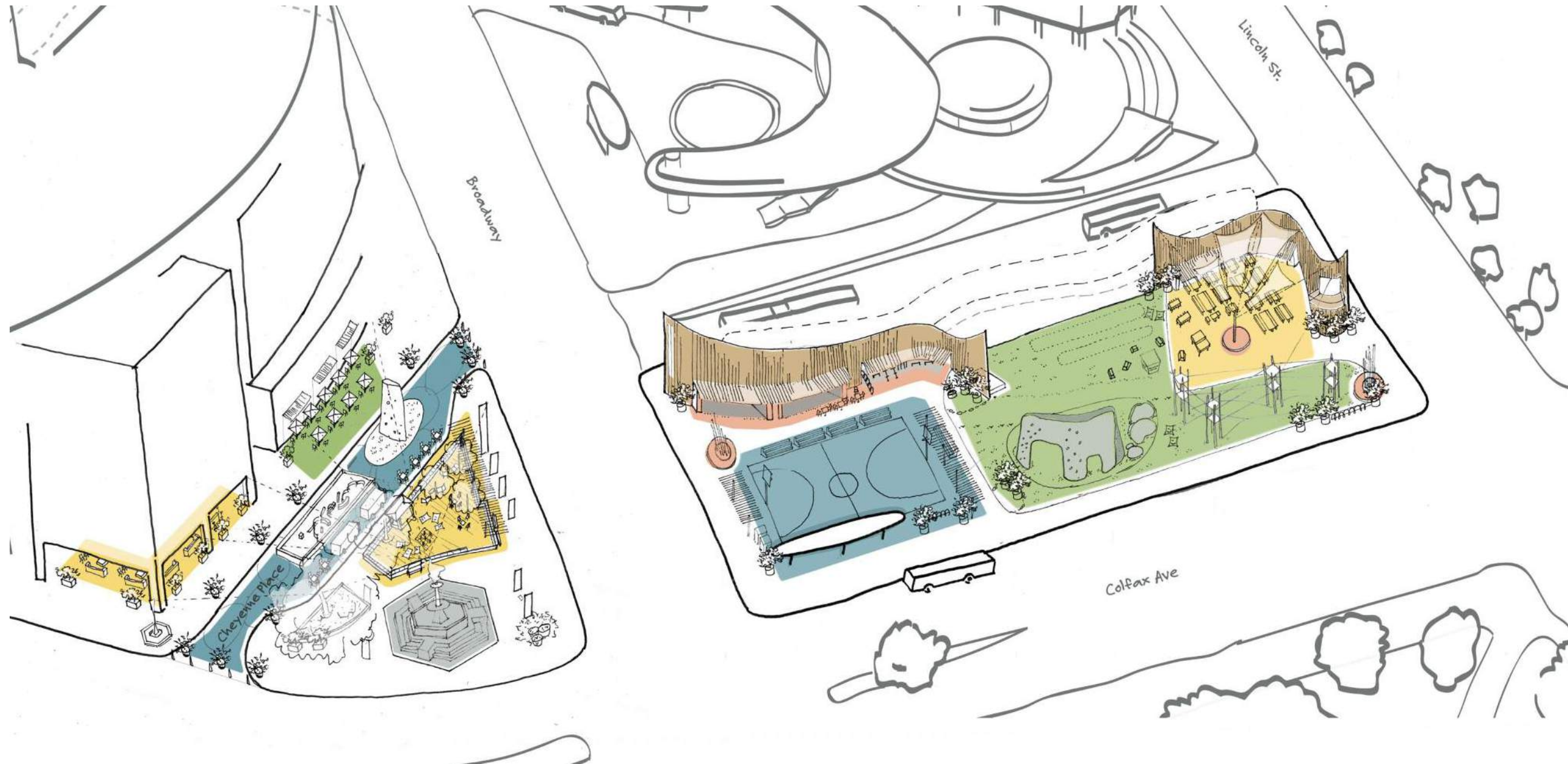
A large number of bus riders gather to catch eastbound buses on the south side of Colfax adjacent to Capitol Park, the state-owned section of Civic Center Park. The corner could be accentuated with landscaping and historical information about the Capitol Building, which could extend along the sidewalk to the bus stops.

4. THE UPPER LEVEL OF THE TRANSIT STATION

Once the new station is constructed, its roof will provide an opportunity for a small café in a round pavilion with seating outside. Until that happens, the existing café on the second floor of 1600 Broadway could manage the space and offer outdoor dining, or at least provide trays that can be taken outside to movable tables and chairs in the new plaza.



5 STATION PLAZA SITES ACTIVATION



Civic Center Station and Transit District Sites Activation: Artist's illustration of one possible arrangement of programmatic elements

STATION PLAZA SITES ACTIVATION 5

A MANAGEMENT STRATEGY FOR CIVIC CENTER STATION PLAZA

The success of Civic Center Station Plaza as a civic gathering space in the heart of Denver both in the short-term and in the long-term—with public spaces that are active, safe and exciting everyday—will depend, above all, on management. PPS is convinced that 80% of the success of a public space can be attributed to good management. The most successful parks and public spaces in the country, in terms of sheer popularity, as well as revenue generation and neighborhood revitalization, are remarkable also because they have developed successful organizational structures that are able to bring together a vast array of stakeholders under one umbrella and approach a dizzying assortment of tasks in a comprehensive way. Well-known examples of successful civic spaces, such as Bryant Park in New York, Campus Martius in Detroit or Pioneer Courthouse Square in Portland, Oregon, have gotten that way because an energetic and creative group of people dedicate themselves to nearly every aspect of their management. Denver is familiar with the critical nature of good management. Both the 16th Street Mall and Civic Center Park, along with other important parks, are programmed, maintained, promoted and funded by nonprofit organizations dedicated to their success.

Arriving at just the right management structure for Civic Center Station Plaza, even in its temporary guise, will be a challenge for several reasons. To achieve its new identity and dissuade the negative users from gathering there, the area must become one of the most actively programmed and managed spaces, or collection of space, in the downtown, shared by a broad group of users and stakeholders: bus riders; downtown employees; current and new residents from the neighborhood and the Denver metropolitan area; tourists; government employees; commercial tenants and business owners; and cultural and civic organizations. The current drug activity is difficult to dislodge without replacing it with other activity. However, millennials have been particularly effective in colonizing public spaces, both in Denver and other cities, and displacing the illicit uses and will be an early target audience. In addition, the programming and design of the area should blur the division between indoors and outdoors—

between public and private space—making seamless integration of the public management responsibilities with the needs of the private property owners and tenants essential. And, perhaps most tricky of all, management must bridge the policies, needs and desires of several different owners representing completely separate political jurisdictions—RTD, the City of Denver Department of Public Works, the City of Denver Parks and Recreation Department and the State of Colorado. The management of this public space will, therefore, rely on the skills and labor, as well as guidance, of a greater variety of individuals and organizations. Just as the planning of this project has relied on input from a large group of key stakeholders, the process of developing a management strategy will depend on considerable outside input and partnership building.

Current management responsibilities: Public space management is now divided among several entities, with RTD taking care of the station and the plaza; the City's DPW cleaning and maintaining the streets and sidewalks; the Department of Parks and Recreation overseeing Pioneer Monument and, with its partner, the Civic Center Conservancy, Civic Center Park; the Downtown Denver Partnership (DDP) responsible for the 16th Street Mall and its surrounding area up to Broadway; and the State of Colorado maintaining Capitol Park. The multi-jurisdictional approach seems to work well for cleaning and maintenance, but a huge increase in activities and programming, amenities and commercial leases will require a level of management that most of the entities, except DDP, have little experience with.

THE PRINCIPAL MANAGEMENT TASKS

Before discussing what type of management entity is needed, it is important to understand the role of the manager. The following are tasks that are typically carried out by a public space, BID or Main Street manager, whether public, private or non-profit, to ensure a clean, safe, vibrant and attractive park, square or commercial district. At Civic Center Station Plaza, these tasks are now done by a number of different agencies which could either collaborate to achieve common goals or dedicate the tasks to one umbrella organization.

Maintenance: The several public agencies now taking care of maintenance and cleaning in the area are doing a good job. However, greater use and more people will require a higher level of maintenance, and the tasks could come under the auspices of one entity, or through coordinated effort among the public agencies along with the assistance of private contractors for special tasks such as landscape maintenance.

Security and hospitality: Making people feel safe in Civic Center Station Plaza will be a top priority as the area is now perceived to be unsafe, especially at night. Filling empty storefronts and ground floors will go a long way to having “eyes on the street” and will improve both real and perceived security. Placemaking to ensure that the street is active at all times of day and into the evening is especially important to discourage negative behaviors and help people feel safer. Bryant Park was relegated to drug dealing and the homeless until its renovation in the early 1990's when programming was ramped up, commercial uses were introduced (an outdoor bar, a restaurant and food kiosks) and discrete security was introduced resulting in the safest and most active park in New York City.

While the City's police department can oversee much of the on-street security and RTD has its own security guards for its facilities, another layer may be needed to ensure that negative behaviors do not overwhelm the additional surrounding spaces—sidewalks, Pioneer Monument and the edge of Civic Center Park—during the day and especially at night. For large events and special programs, public space managers often employ off-duty policemen to provide additional traffic control and security.



5 STATION PLAZA SITES ACTIVATION



Creative activation and programming: Activation refers to the wide variety of planned events as well as the day-to-day activities that ensure that the public space will be both vibrant and safe. Through this deliberate effort, problem behaviors or patterns are also addressed and discouraged, as mentioned above. Programming also includes all the facilities and equipment needed to support the activities. Activation tasks could include:

- Scheduling performances and events that take place throughout the year, and developing relationships with programming partners who will help in this effort;
- Creating and executing a retail program, including markets, vending carts, food trucks and/or seasonal activities;
- Hosting community gatherings and civic events that respond to community needs and involve community partners;
- Providing day-to-day operations that create inviting, comfortable gathering spaces for many types of informal and spontaneous activities;
- Furnishing the space appropriately, for example, with chairs and tables that can be moved between sun and shade.

Programming a public space successfully is an entrepreneurial art; the programmer drives the content the way a curator does in a museum. Currently, no RTD staff is dedicated to programming the existing plaza. Proactive, curated programming of Civic Center Station Plaza will require staffing



capacity, which could be provided by city staff, the existing BID or outside event planner, a new, dedicated organization, or a combination of entities.

Marketing and promotion: Promoting the events and activities that take place in Civic Center Station Plaza will be an important adjunct to programming, particularly as the newly rebuilt space begins programming and building a name for itself. To help “build the brand” and establish the programming, a commitment to marketing and promotion, and the special skills it requires, will be needed right away, even before the space opens to the public. This is an activity that can be contracted out in the early stages and can later be shared with local civic and cultural organizations that may be using the space.

Fundraising: Finding funds for the “Lighter, Quicker, Cheaper” transformation of the station plaza parcel and its ancillary spaces is the first order of business, but raising money to support their operations and maintenance from a variety of funding sources is equally important and essential to creating a vibrant, well-maintained area. Nonprofit organizations can pursue grant money and donations, which in addition to raising money from event sponsorships and rentals, will be important to supplement dedicated funding for the space. Starting to build an endowment to meet future needs is



another important consideration for a management entity.

Permits could be an important source of revenue, particularly for privately sponsored events, if the funds are dedicated to the operation and maintenance of Civic Center Station Plaza. Campus Martius in Detroit, for example, charges up to \$5,000 for the use of the park by outside organizations, although they do have a sliding scale that allows underfunded groups to use it for less. Another option is to dedicate funds from the BID members surrounding the plaza, creating a sub-BID that is focused on the ongoing management and maintenance costs of the plaza.

Commercial tenant involvement: The Civic Center Station Plaza, its spokes and ground floor commercial uses should be seamlessly integrated. The public should flow from outside to inside and vice versa with as few barriers as possible. In all great plazas, edge uses, such as the activities of the restaurants and retail tenants, spill right into the plaza. The Plaza’s management entity, therefore, should work with tenants, landlords and property managers to coordinate the tenants’ outdoor activities (e.g. outdoor dining and retail displays), interior and storefront designs, and signage, and involve them in programming and special events.

Initial construction and capital improvements:

Funding and managing the initial construction, reconstruction or renovation of a public space can be taken on by a non-profit public/private entity or a public authority which then could also be responsible for ongoing capital improvements. This model is similar to other large public projects, such as housing, parking garages or transportation facilities where the city retains ownership of the land but the project is developed by a separate public/private or quasi-public corporation. The Bryant Park Development Corporation, a non-profit corporation set up by New York City for this purpose, renovated, manages and carries out capital improvements for Bryant Park.

Basis utilities will need to be brought to the site following demolition of the station plaza and site preparation. These will include potable water, sanitary sewer, storm sewer, electricity and potentially, fiber optic lines.

STATION PLAZA SITES ACTIVATION 5

MANAGEMENT OPTIONS FOR CIVIC CENTER STATION PLAZA

There are two basic management options for Civic Center Station Plaza with a variety of hybrid combinations. Additional data and discussion is needed to be able to craft just the right approach.

OPTION #1

In this option, the RTD, the City of Denver Parks Dept. and the DPW (and the State of Colorado for Capitol Park) would continue to provide maintenance, cleaning and police security for their respective properties, and programming and promotion would be managed by a non-profit organization, either existing or new, or an event planner.

A recent example of this is the highly successful activation of Monument Circle in Indianapolis where a multi-jurisdictional (city and state-owned) public space was programmed during the summer of 2015 by the nonprofit, Big Car. Through an "Our Town" grant from the National Endowment for the Arts, Big Car worked closely with the city's DPW to experiment with daily activation and special events in a program they called Spark (www.bigcar.org/project/spark/). This was intended to be a "lighter, quicker, cheaper" pilot project to demonstrate how Monument Circle could become a daily destination attracting new users to the downtown. The city is seeking funding to rebuild the street and plaza area, and Spark helped to guide the future use and design of the reconstruction. Its goals also included improving the quality of life for Indianapolis residents and attracting tourists to the downtown. The city and Big Car intend to extend the program to six months in 2016 if funding is found.

Pittsburgh Market Square is an example of a civic space that is maintained and operated by a Parks Department, but programmed by a downtown association that happens to also manage the downtown Business Improvement District. This model is quite common: many parks departments are assisted by conservancies that raise funds for and often manage special programs.

OPTION #2

This option proposes that DDP, which could be directly funded through Business Improvement District assessments from the properties around the Plaza, would be the primary manager of the day-to-day operations and maintenance of the Plaza, and either take on programming and promotion themselves or partner with an outside event planner. DDP is already managing a number of public spaces in the downtown, such as the 16th Street Mall and Skyline Park, and recently contracted with RTD to manage Wynkoop Plaza, adjacent to Union Station.

The Downtown Detroit Partnership, which manages Campus Martius Park, Capitol Park, Grand Circus Park and most of the streets in downtown Detroit, is an example of a nonprofit downtown association that takes on all the tasks mentioned above. Funded through an endowment, permit fees, sponsorships and recently a BID, Downtown Detroit Partnership has recently stepped up its activities to include the Beach and Beach Bar and Grill at Campus Martius, sporting events (basketball and volleyball) and a daily food truck market at lunchtime. Many of the new activities were introduced within a few months in 2013 as "lighter, quicker, cheaper" interventions to increase usership and get the downtown employees out of their buildings. The results have been extraordinary and have encouraged new retailers and restaurants to move into the once empty ground floor spaces in the downtown. See <http://www.pps.org/blog/placemakings-ripple-effect-how-a-beach-downtown-is-making-waves-in-detroit/>

PROGRAMMING PARTNERS

POTENTIAL PROGRAMMING CONTRACTORS

Downtown Denver Partnership
The Big Wonderful/Denver Flea

PROGRAMMING PARTNERS (HAVE EXPRESSED INTEREST)

Civic Center Park Conservancy
Denver Public Library
Denver Theater District
RTD Public Art
History Colorado Center

OTHERS PROGRAMMING PARTNERS TO CONTACT

Museum of Contemporary Art Denver
Redline Art Center
Cherry Creek Arts Festival
Artstir
US Pro Challenge
Denver Eats
Picture Me Here Arts Group
Denver Bicentennial
Wonderbound dance group
Huckleberry Coffee
Tres Birds Architects
Jen Lewin, Boulder-based light artist
Denver Arts and Venues: P.S. You Are Here (Placemaking grant program)
Historic Denver



Spark Monument Circle (Image Credit: Big Car)



Spark Monument Circle (Image Credit: Big Car)



The Beach at Campus Martius





PURPOSE

The CCTD Public Realm analysis and plan looks at the network of street space, parks, plazas and other outside spaces available for public or semi-public use as a connected system with the potential to provide a sequence of positive experiences. Great cities like New York, Paris and Barcelona offer a wide spectrum of regional open spaces, neighborhood parks, quiet district mews, lively commercial streetscapes and local small plazas or courtyards for their citizen’s enjoyment. Particularly in dense, urban cities, the public realm is the place where public life takes place – walks with friends, meals enjoyed at a sidewalk café while people-watching, a visit to a museum, large events and gatherings, etc. The quality (or lack of) of the public realm has a tangible effect on quality of life, sense of security and even real estate values and development opportunities.

Denver has a long tradition of providing a great public realm dating from the City Beautiful Movement to the new public places of Denver Union Station Neighborhood. The will to build Civic Center, Monaco Parkway, Speer Boulevard and Commons Park – to name a few – is testament to Denver’s recognition of the importance of a great public realm to the development of the city.

PRECEDENTS AND THEIR ATTRIBUTES

- Integration of auto, pedestrian, bicycle, transit makes for lively street life and convenience as people shift modes;
- Adequate (not compromised) space for all modes and activities: particularly for pedestrians – walking, informal socializing, café seating, window shopping, resting, vending, etc.;
- Comfortable corner space where paths cross, people meet, pause, talk and wait to cross; adequate for all the features intersections must accommodate;
- Intersections are nodal points for wayfinding; recognizable features – like landmarks, branding/identity elements, sightlines, and high-quality signage help pedestrians determine where they are and where

they’re going;

- Big intersections may have specialized design features to help all users determine how to navigate the crossing of many modes safely;
- Quality of adjacent frontage: active commercial, entertainment and restaurant uses with comfortable and attractive scale, street-facing entrances and a high degree of transparency between inside and outside realms;
- Amenities: canopy shade trees, seasonal plantings, pedestrian-scaled signage, attractive paving and street furnishings, and comfortable lighting levels as a stage for street life.



Protected median refuges at crossings.



Bus shelter with high transparency, passenger amenities



Pedestrians, transit, vehicles in a shared right-of-way



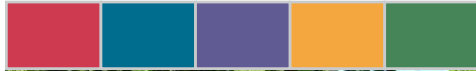
Multimodal boulevard with bus lanes, enhanced bus stops, continuous tree canopies, protected median refuges



Wide pedestrian promenade in a multi-modal boulevard.



6 PUBLIC REALM PLAN



Sun, shade, ample seating and water in a neighborhood park



Neighborhood plaza with retail kiosks



Civic Center Eats at Civic Center Park

Great Plazas, Great Parks - important design features:

- Central location: in the heart, on the path to other destinations; great plazas make it easy and natural to be there;
- Appropriate scale to the variety of programmed uses and activities; a large plaza whose activities don't quite fully 'occupy' the space may feel less inviting than a slightly over-crowded, smaller plaza brimming with activity;
- Large park spaces, like Civic Center, provide landscape immersion where users can access relief from the crowded, man-made realm of streets;
- Great parks and plazas provide many points of entry/exit that allow a casual user to pass through and decide whether to stay;
- Active edges: just like street frontage, plazas and parks benefit from appropriate abutting activity that can spill out into the space from its edges;
- Popular plazas and parks offer the choice of shady/cool or sunny/warm places to linger with seating choices;
- Design Flexibility: many great plazas are simple in design to allow a variety of events and temporary activities to occur;
- Quality amenities: enhanced paving, furnishings, lighting and landscaping contribute to how inviting and memorable a plaza or park is.



Plaza on event day with flexible central space



Neighborhood plaza at Denver Union Station

Great District Public Realm - important design features:

- A combination of streets, plazas, parks, mews, courtyards and other components of public realm within an identifiable area;
- Not every street, park, plaza or intersection may be at a great level but they are consistently good and form an entire area with desirable urban characteristics. These successful districts remain recognizable, desirable and economically viable.



Plaza on normal day with seating options, sun and shade areas



Neighborhood parks with active features



Neighborhood retail street frontage



Residential frontage with porches, stairs, entrances

Public Realm Recommendations from current and previous area plans:

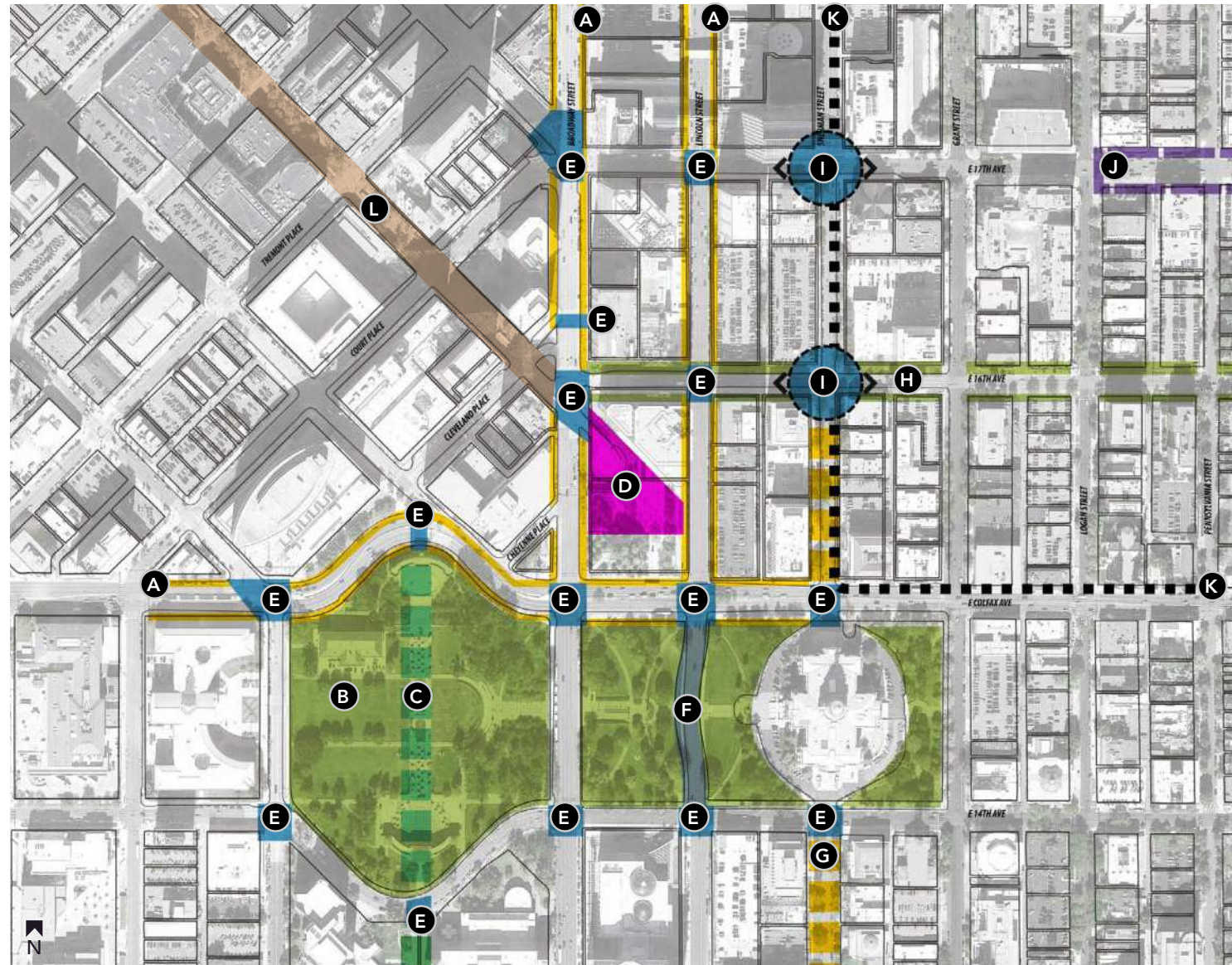
The Civic Center area is one of Denver’s most significant, historic, urban places and hence, has seen several significant public investments in the last 30 years: Civic Center Station, 16th Street Mall, 14th Street Ambassador Street, major renovations to Civic Center Park and numerous, new and expanded civic and cultural buildings - all have greatly improved the area. The area has also been the subject of multiple recent planning efforts. Grand, multimodal boulevards, great mobility, walkable streets, intuitive wayfinding, urban space activation and land use revitalization – are some common recommendations from several plans (see page 68).

The CCTD Plan seeks to incorporate overlapping planning and urban design recommendations from these plans and, in some cases, to coordinate, integrate and advance these recommendations into a consolidated vision forward that sets the stage for detailed design, redevelopment and implementation in subsequent projects.



Civic Center Park

* Some of the areas within and around Civic Center Park are zoned OS-A and also fall within Civic Center Design Guidelines. Any changes require review by the Landmark Preservation Commission and the Manager of Parks and Recreation.



Map of recommendations from current and previous plans

- **A** Grand, Multi-modal Boulevards
- **B** Civic Center Park Enhancements *
- **C** Acoma Street Neighborhood Greenway and Cultural Axis
- **D** Enhanced Civic Center Station
- **E** Pedestrian/Bike Intersection Enhancements
- **F** Lincoln Street Re-grading/Capitol Green Extension
- **G** Sherman Street Capitol Mall
- **H** 16th Avenue Linear Park Connection between 16th Street Mall and City Park
- **I** Neighborhood Gateways along Sherman at 16th, 17th and 18th Avenue
- **J** 17th Avenue Neighborhood Retail District
- - - **K** Protect Neighborhood Scale
- **L** 16th Street Urban Design Plan



14th Street



16th Street Mall



Sherman Street Mall: State Capitol MP





6 PUBLIC REALM PLAN

Existing Standing Plans	Endorsed Goals, Objectives, Concepts from existing Plans	CCTD 2015 Plan: Existing Goals, Concepts advanced as input to current plans	CCTD 2015 Plan: Alternative Goals, Concepts to existing Plans
Downtown Area Plan 2007 Civic Center District 2005 DMAP1 2005	Enhance Civic Center Station as a significant multi-modal hub for upper Downtown	Add street-based bus lanes and enhanced stops around Civic Center Station streets; design to build and expand in phases	
	Promote Uptown Urban Village	Infill of complementary development in the interface between Broadway and Logan will solidify Uptown's integration with the Downtown business district (versus the ambiguous zone between the two today)	
	Enhance distinctions between districts	Streetscape, identity and wayfinding elements will advance this goal	
	Encourage vibrant urban centers	The Plan promotes economic development and great public realm	
	Promote pedestrian character	The Plan promotes a consistent high-quality of pedestrian scale and amenities throughout the CCTD	
DMAP 1 2005 Civic Center District Plan 2005 Downtown Area Plan 2007 Golden Triangle Neighborhood Plan 2014	Transform Colfax, Broadway and Lincoln into Grand Boulevards through urban design	Develop full amenities for pedestrian-oriented streetscapes throughout the CCTD	Broadway and Lincoln will remain a couplet into the foreseeable future however they will be transformed through urban design and placemaking improvements
DMAP 1 2005 Civic Center District Plan 2005 Downtown Area Plan 2007 Golden Triangle Neighborhood Plan 2014	Provide enhancements at Broadway, Lincoln and Colfax key crossings.... clear, inviting routes for visitors, resident and workers	The Plan promotes sidewalk, crosswalk, median and landscape improvements at the major crossings	
Comprehensive Plan 2000 Blueprint Denver Civic Center District Plan 2005 Civic Center Design Guidelines 2006	Respect the integrity of historic, legacy spaces... encourage preservation and restoration; Design CCS so it enhances the urban fabric of Civic Center District	The CCS Rehabilitation Project and mobility, activation and public realm recommendations of this plan advance these goals	
Civic Center District Plan 2005	Provide clear transfer and wayfinding system....for simple and efficient movement	The Plan will identify a district wayfinding and identity system and concept fixtures	
State Capitol Complex Plan 2015	Transform the State District from single use to mixed use, adding residential	Chapter 4 Economic Development recommendations advances this goal	
	Provide signage and streetscape program that improves wayfinding, civic identity and pedestrian experience	Chapters 5 and 6 Catalytic Sites Activation and Public Realm Plan advance this goal	
	Develop a Capitol Mall along Sherman Street that stimulates pedestrian and bicycle activity	Chapter 6 Public Realm Plan endorses endorses Sherman Street as an inviting public space that emphasizes pedestrian and bicycle circulation and activities	Other current long range studies involving pedestrian and bicycle access within the city center include Sherman Street in their planning; design remains to be determined

PUBLIC REALM ANALYSIS

This section looks at the CCTD's composite public realm from a qualitative and typology standpoint. The vitality level of street frontage and streetscape types are mapped and described on the following pages. Both analyses reveal areas of uneven quality and significant discontinuity in the district's public realm.

Challenges:

A mix of various transportation, development, demographic and economic trends have combined to shape the study area we see today:

- Civic Center Park established the grand, formal open space that forms Denver's city and state government area;
- Broadway (and later Lincoln) were destined to become large, busy streets as automobile travel expanded after WWII;
- the corporate office booms of the last three decades fueled the expansion of major office uses across Broadway and into the western edge of the Uptown Neighborhood;
- that erosion of residential land uses and the growing number of cars coming into Downtown, spurred the establishment of surface parking on blocks adjacent to larger office buildings.

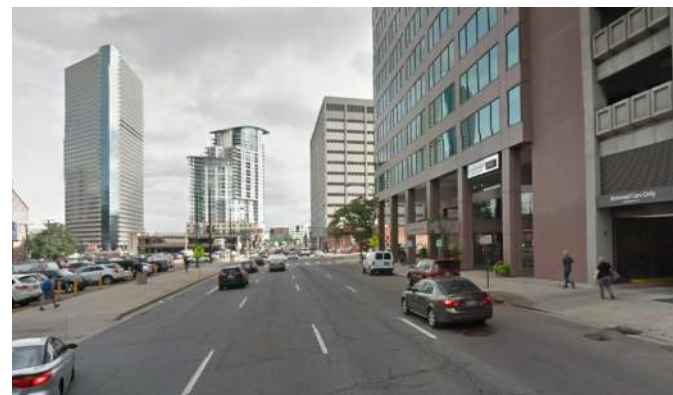
From a public realm perspective, the quality of pedestrian space and experience in the CCTD suffered from these trends. Concern for public realm took on less importance than the demand to move traffic. As the streets grew wide and heavy with traffic, walking to surrounding destinations diminished. However, with Denver's resurgence as a mature urban city with living, entertainment, cuisine, culture, education as well as employment, and its strong shift towards active, sustainable mobility (walking, bicycling, transit, car share, Uber, etc.), CCTD can no longer afford to be a fragmented, disconnected patch of Denver's urban fabric. It includes too many natural short-distance destinations and has the density of people to support active urban spaces.

Generally, the public streetscapes in the District are underdeveloped as people-places. Sidewalk widths are adequate but comfort elements like an urban tree canopy and awnings, amenities like seasonal plantings, seating, pedestrian-scale lighting, wayfinding and district identity

elements, etc., are inconsistent or missing altogether. Many natural convergence points, where streams of pedestrians cross, lack any features that invite staying and using these places.

Denver's design requirements for new buildings built between 1970 and 1990 lacked good guidance and clear parameters on what makes a successful relationship with the public realm at street level. Large expanses of blank walls, deep inset window bays, undifferentiated tall facades, lack of smaller scale retail entrances, etc., combine to make many sidewalks uninviting. A handful of larger buildings do not navigate the topographic rise between Broadway and Sherman successfully with their ground floor relationship to sidewalk level. Floor levels considerably higher or lower than the adjacent sidewalk cut off the connection from inside to outside activity. There are a small number of positive exceptions where property owners have taken initiative to establish successful tree plantings, street furnishings, semi-public landscape areas for employee enjoyment. These should be recognized and encouraged.

Finally, one of the biggest blights in the CCTD are the prevalence of surface parking lots. Many of these developed before newer design requirements were firmly established making their design pre-existing and not subject to new requirements.



Uninviting street space in the CCTD

Issues are:

- lack of street tree canopy for shade and visual blending with developed parcels;
- inadequate internal circulation so that searching parkers use the street to access the next drive aisle; this, in turn, interrupts any continuity of pedestrian features on the adjacent sidewalk with multiple driveways;
- no visual screening at the lot perimeter along back of sidewalk; current zoning calls for solid masonry walls or clipped hedges; only a handful of CCTD lots conform to this standard;
- finally, at a larger scale, the visual impact of these bleak, paved expanses has a negative influence on economic viability of surrounding development.



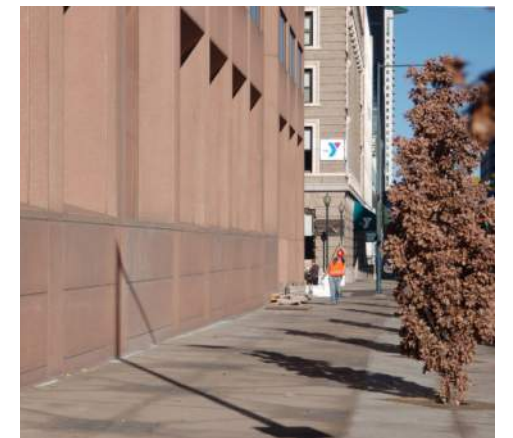
Awkward streetscape design



Non-conforming parking lot, clumsy utility location



Missing sidewalk segment



Inactive street-level design



Long crossings, encroaching traffic at Colfax



6 PUBLIC REALM PLAN



Active food carts on Broadway



New, protected bike lane on 15th Street



Residential development at St. Luke's site has reaffirmed walkable, bikeable streets

Opportunities:

The development of the 16th Street Mall and its bookend transfer stations established Civic Center Station as an early mobility node in the 1980's. Yet Broadway, Lincoln and Colfax remain significant obstacles to connectivity and better public realm around the station and District. However, we are now at a point in Denver's evolution as a city where momentum for change may finally be present. Downtown development as a 24/7 mixed use center, the interest generated by Denver Union Station as a regional mobility hub, great public realm and great public/private economic investment is at an all-time high. Reimagining CCS as a mobility hub and Broadway, Lincoln and Colfax as truly grand, multimodal boulevards is within grasp.

A concurrent study, the Outdoor Downtown Plan, is also assessing the potential not only of Downtown Denver's plazas and parks, but also the potential of its streets as public space for urban life. This is an opportune time to leverage evolving interest in Uptown's urban neighborhood living, Denver's growing cultural center, genuine interest in an active, urban state government center, upcoming city-wide transit corridor planning and the rapid growth of bicycles travel – all point to a rethinking of street life, urban space and active mobility.

Finally, the planning that has gone into Civic Center Park itself over the past decade, will eventually lead to physical and programmatic improvements that will benefit from a revitalized Civic Center Transit District.



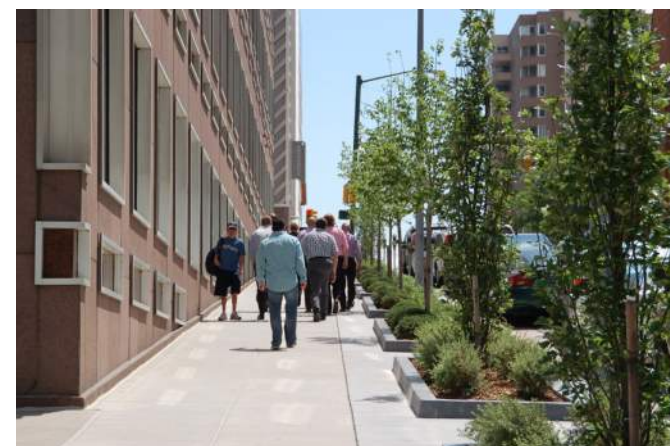
Privately funded, semi-public open space, improved streetscape



Frequent, programmed events in Civic Center Park



Dynamic, street-end views in the District



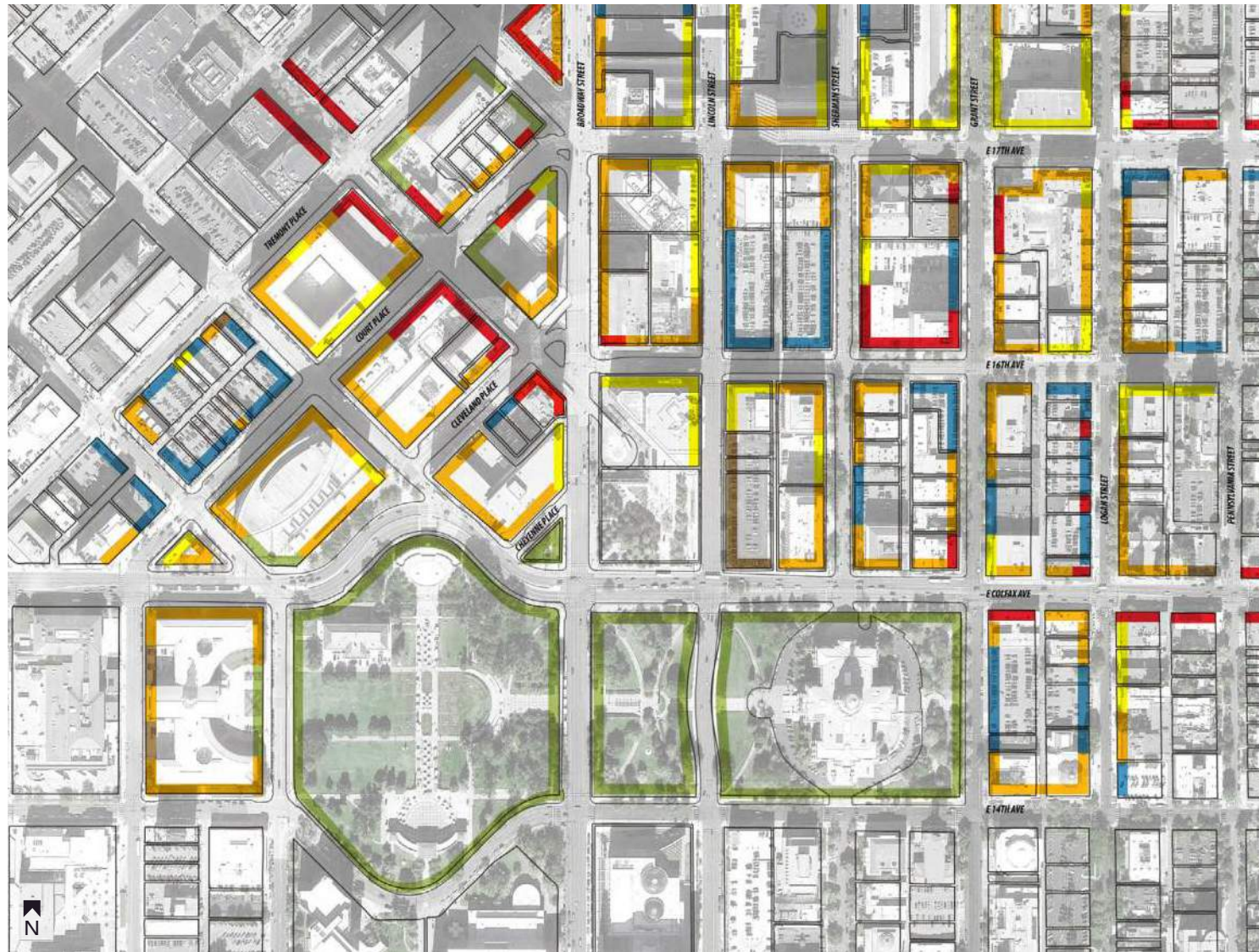
Privately-funded streetscape improvements

Strategically, streetscapes can be improved in two primary ways: by major, public sector, corridor-scaled transportation projects or incrementally, as new sidewalk spaces associated with new buildings as they are developed. Both should be employed in CCTD.

Civic Center Park is one of the most important features of the CCTD. Due to the extensive vision planning and design guidelines that have been developed in the last decade and more recent activity programming, such as Civic Center Eats, the CCTD Plan does not propose new recommendations for renovations, additions or management of the park. Some of the difficult social issues in the park are well-documented and are the subject of continuing discussions and planning by the City and other stakeholders. Some of the observed, anti-social behavior occurs at the northern edges of the park, near Civic Center Station and its street-transit stops on Broadway, Lincoln and Colfax, are a result of several factors: the design of Civic Center Station and its rooftop plaza space; lack of active ground floor frontage around the park's perimeter; the demographics of bus routes serving the Colfax bus stops; and the challenge in programming such a large and varied series of spaces. In Chapter 5, Catalytic Sites Activation, the CCTDP makes recommendations for energizing these important corner and park-adjacent spaces with appropriate activities aimed to draw a more diverse crowd. These recommendations generally follow the principles and goals of the standing plans for Civic Center Park.



Non-conforming, conforming parking lots in North Capitol Hill



Street frontage vitality

CONTRIBUTING CHARACTERISTICS

High Vitality/Activity **Moderate Vitality/Activity**

- Active ground floor uses
- High % transparency
- Active entrance orientation
- Appropriate sidewalk widths
- Trees/landscapes/amenities
- Safe lighting levels
- Moderate ground floor uses
- Moderate % transparency
- Entrance orientation - varies
- Sidewalk width - varies
- Trees/landscapes/amenities - varies
- Lighting levels - vary

Open Space Frontage

Conforming Surface Parking Lot Frontage

- Tree/landscape frontage
- Screening
- Internal circulation
- Sufficient light levels

NON-CONTRIBUTING CHARACTERISTICS

Low Vitality/Activity

- Deep setbacks or blank walls
- Minimal % transparency
- Minimal entrance orientation
- Minimal trees/landscape/amenities
- Lighting levels - vary

Non-Conforming Surface Parking Lot Frontage

- No screening
- Poor sidewalk environment
- Minimal or no trees/landscape frontage
- Minimal internal circulation/multiple driveways



Example: High Vitality frontage - active uses, high transparency, merchant zone, urban canopy, amenities, etc.

Street Frontage Characteristics:

This purpose of this analysis is to map the quality and location of street-level frontage characteristics. For simplicity, it is generalized into High-, Median- and Low Vitality categories with characteristics described in the map on this page.

What becomes readily apparent is how much of the District's frontages are of medium and low vitality. Some of these frontages can be improved through building renovation and re-tenanting; stark parking lot frontages can be immediately improved with paving, furnishings, street trees, lighting and screening; or they can be replaced by new building development with active ground floor frontages; some, existing high-value buildings (typically high rise structures), due to particular structural design or response to topography, may be more difficult to reconfigure.



High Vitality frontage on 16th Street Mall



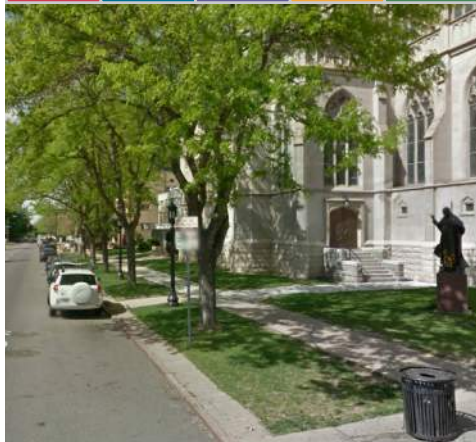
Moderate Vitality frontage on Broadway



Low Vitality frontage on Lincoln



6 PUBLIC REALM PLAN



Institutional Edge



Neighborhood Mixed Use Streetscape



Open Space Street Edge

Streetscape Typologies:

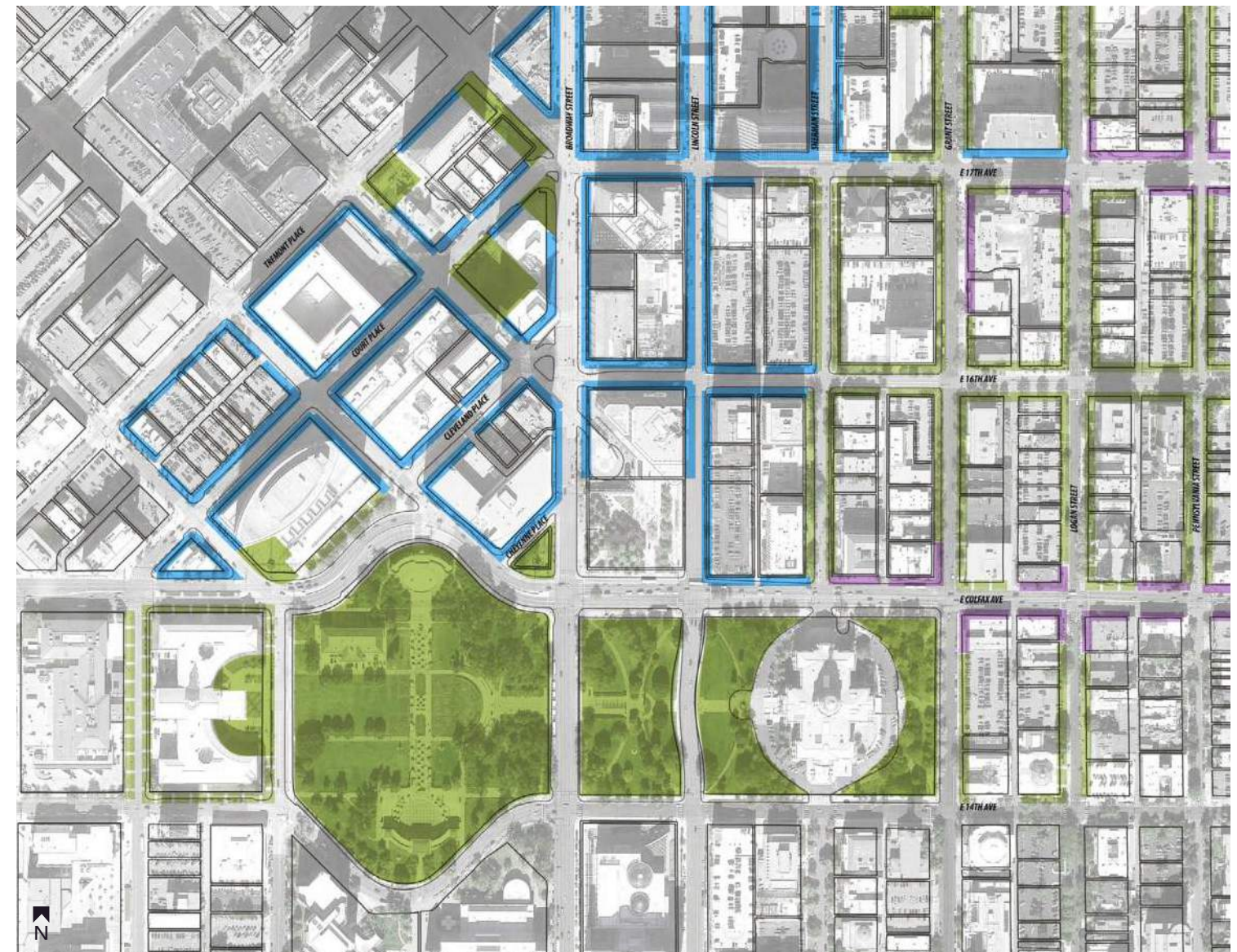
Streets are one of the most significant components of the CCTD Public Realm. One analysis that reveals both coherent and inconsistent patterns is to map the streetscape frontage by general character type. In general, CCTD streetscapes fall into three patterns: central business district commercial, urban neighborhood residential and urban neighborhood mixed use. Differences include landscape treatments, setbacks, surfaces and scale. Sherman Street, in particular, reveals where commercial streetscape has displaced residential frontages in an incremental, uneven way.



Downtown Commercial Streetscape



Neighborhood Streetscape



Streetscape typologies

CBD Commercial

- Zero setback
- Hardscape/landscape

Neighborhood

- Front yard setback
- Tree lawns/detached sidewalks
- Apartments, churches, institutional open space

Neighborhood Mixed-use

- Zero setback
- Neighborhood retail/services/cafes
- Hardscape/landscape

Institutional Edge

Open Space

RECOMMENDED PUBLIC REALM PLAN:

The recommended Public Realm Plan for the CCTD builds on the great assets of the District and the complementary goals, objectives and concepts of current and previous district or small area plans (see table on page 72). Of particular importance is establishing an identifiable boundary where the downtown commercial world transitions to Uptown's desirable, urban residential neighborhood patterns (without continual, incremental erosion of the neighborhood character). Denver's form-based code recognizes the differences between these two subareas and appropriate transitions in its specific development regulations for the various code districts within the CCTD (see zoning highlights on pages 86-87). Ultimately, the CCTD's streetscapes and public spaces will be enhanced by the City, by the major institutions, by the State, by other public agencies and by private developers of new projects around a shared vision. Note: for Branding and Wayfinding location map, see page .



Composite Public Realm Plan

STREETSCAPE

- A** Broadway/Lincoln/Colfax grand multimodal boulevards
- B** 16th Street Mall - enhanced
- C** 14th St Ambassador Street
- D** Acoma Street neighborhood greenway/cultural axis
- E** Sherman Street North Capitol Mall
- F** 16th Avenue linear park extension
- G** Sherman Street neighborhood gateways at 16th, 17th, 18th avenues
- H** Streetscape improvements with potential new development
- I** Colfax landscape median (turn lanes removed)

OPEN SPACE/GREEN SPACE

- J** Civic Center Park
- K** CCS Mobility Hub public spaces
- L** Capitol Green improvements/potential Lincoln Street re-grading concept
- M** Webb Building Plaza
- N** Library, Museums and cultural centers open space
- O** Urban small spaces activation (see Chapter 5)

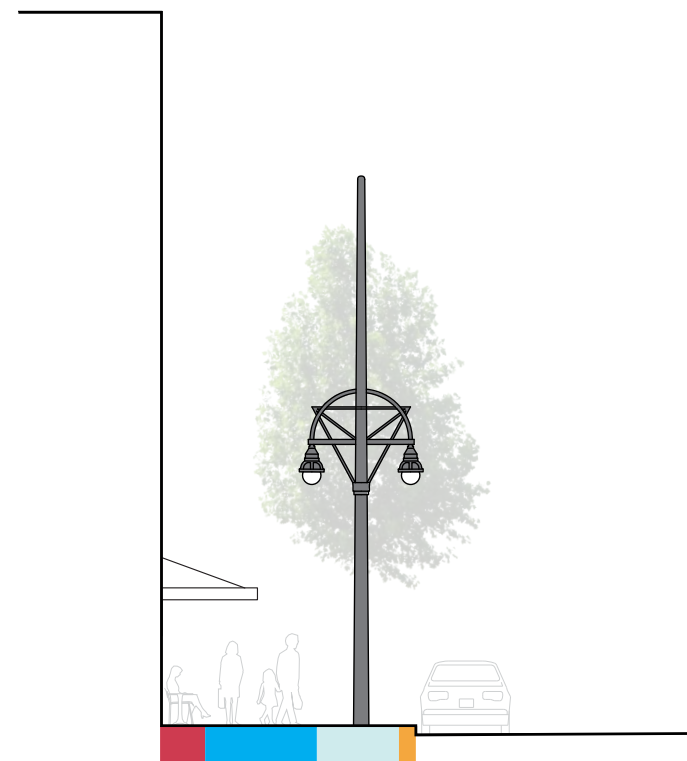


6 PUBLIC REALM PLAN

CCTD PUBLIC REALM DESIGN GUIDELINES

Guidelines, Standards and Requirements relevant to Public Realm from existing city plans are referenced here: *Downtown Multimodal Access Plan* and *Master Streetscape Plan 2004* (DMAP), *Living Streets Initiative 2014* (LSI), *Denver Revised Municipal Code* (DRMC) and *Design Review for B5 Downtown Zoning 1995* (DRB-5).

Sidewalk Width: Provide a minimum sidewalk width of 16 feet from face of curb to property line or building face, recognized as the Pedestrian Realm in LSI. Provide the following Basic Sidewalk Zones within a Blockface (DMAP)/Pedestrian Realm (LSI):



LEGEND

- Merchant/Frontage Zone
- Through Pedestrian Zone
- Furnishing/Amenities Zone
- Curb Zone



Merchant zone: merchandise display



Merchant zone: cafe extension



Merchant zone: cafe extension into parking zone



Merchant/Frontage Zone (DMAP): varies from a recommended 2.5' maximum for a 16' sidewalk to 6.5' for a 20' sidewalk. This zone can vary from a narrow buffer space for building projections to fully developed café seating. Any fencing associated with café seating should be transparent and able to be easily moved.



Through Pedestrian Zone(DMAP), Pedestrian Zone (LSI): the primary functional area of the sidewalk for the safe passage of pedestrians. Minimum clear zones based on national standards are recommended – 7.5' for 16'-20' sidewalks and 10' for 18'-24' major transit corridor streets. A pedestrian separated from the roadway by an Amenity or Furnishings Zone is recommended for all CCTD streets (LSI and DMAP).



Furnishing Zone (DMAP), Amenity Zone (LSI): this zone accommodates street furniture, street lighting, signals and utility cabinets, street trees (see enhanced street tree well designs), planters and green infrastructure. Recommended widths are as follows: 5' minimum for 16'-20' sidewalks, 8' for 18'-24' sidewalks on major transit corridors or, as a minimum, at transit boarding zones.



Tree Lawn or Boulevard Zone: this zone replaces the Furnishing/Amenity Zone on urban residential streets in the CCTD. It accommodates open, continuous landscape such as lawn or drought-resistant groundcover at the base of street trees. It is generally associated with urban residential land use with lower pedestrian volumes. It provides ample tree soil area and a desirable setting for ground floor residential uses.



Curb Zone (DMAP): this zone describes an open area at sidewalk/roadway interface. It includes curb construction and sometimes a portion of sidewalk paving. Recommended widths are:

- Minimum 1' at 16'-20' Multimodal Streets for clearance from vehicles in the roadway;
- Up to 4' on 18'-24' sidewalks at major transit streets to accommodate secondary pedestrian travel to board transit vehicles in line;
- 2' where possible on urban residential streets as a step-out zone for people getting out of cars at a Tree Lawn or Boulevard Zone.



Corner Queuing Zone DMAP): these zones are high-value commercial frontage and also a critical clear space for pedestrians waiting to cross a street. This zone should be clear of street furnishing and utilitarian elements like traffic signal poles and control cabinets. Recommended radii for most CCTD streets should be 16 feet. All flush corners should be constructed with ADA-compliant detectable dome pavers.



Curb Extensions/Bulb Outs: where feasible, these features have several benefits: visual enclosure of street space to slow motorists; shorter crosswalk distance; extra space for queuing; and, an ideal place to incorporate green infrastructure.



Corner Activation: provide mobile food vendor cart opportunities at corners where pedestrian volumes are high and, in some cases, where adjacent building frontage is less active.



Mobile food vendors



Mobile food vendors



Small, street-adjacent space activation: where extra space is available at busy corners, provide more permanent food/beverage kiosk opportunities. Some of these vendors will provide their own seating (see Chapter 5).



Permanent vendor kiosk



6 PUBLIC REALM PLAN



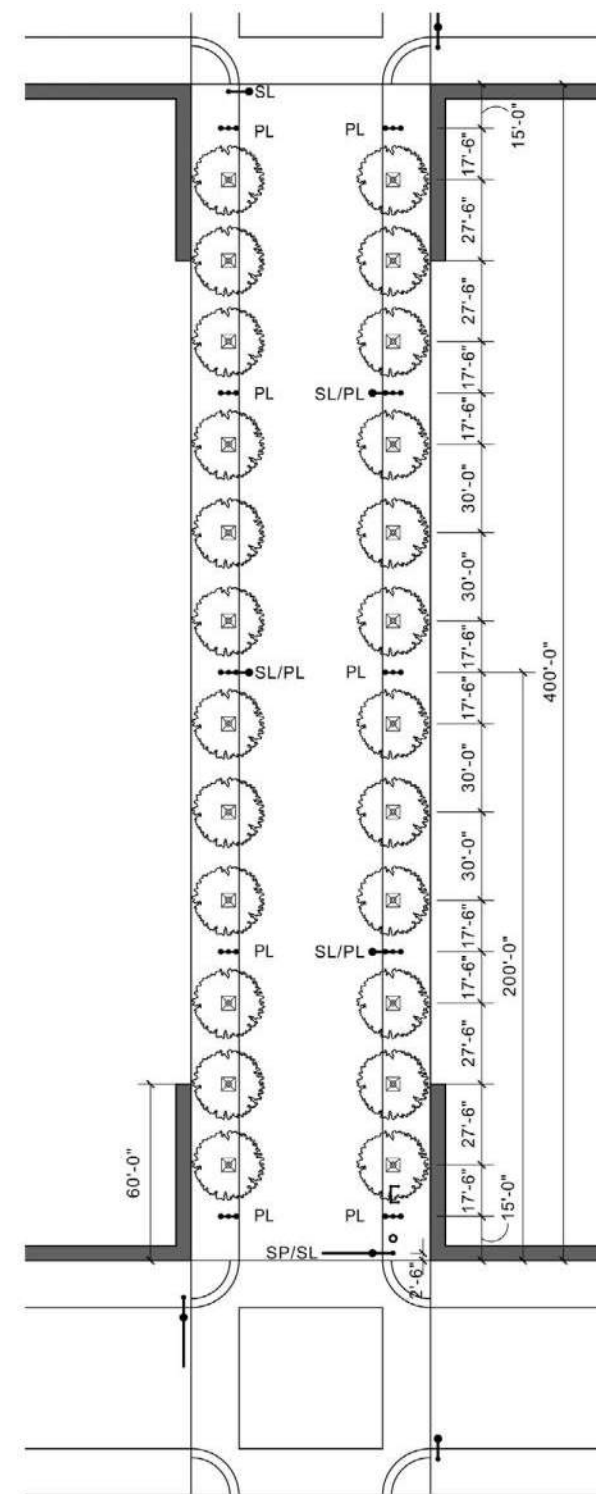
High transparency transit shelter examples



Crosswalks (DMAP): This critical part of the roadway at intersections benefits from high contrast markings (ladder striping) or an enhanced crosswalk paving material that warns motorists of a mixing zone with pedestrians. Ideal alignment is straight, direct and perpendicular across. At the grid angle shift along Broadway, the City should consider re-alignment of long, diagonal crosswalks where possible.

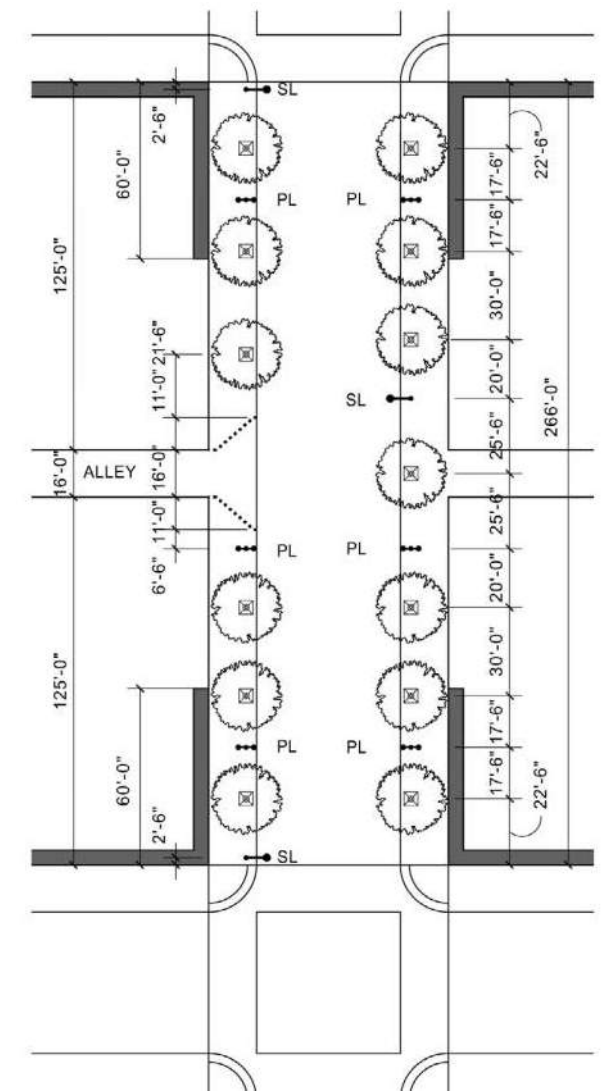


Transit Stops (DMAP): On-street transit stops should be an integral part of the family of streetscape elements. An ideal configuration is to arrange transit stop amenities in a wide furnishings zone to allow through-pedestrians full use of the typical walking zone. In the CCTD, it is critical that transit stop architecture be completely transparent for visual surveillance of the street.



Long block prototypical plan

Prototypical Block Templates (DMAP): Denver's short and long block faces with alleys running in the longer dimension are common context within the CCDC (with the exception of Civic Center). Typical layouts for the primary streetscape elements are illustrated below and include setback and spacing criteria commonly used on Denver's streets.



Short block prototypical plan

Shared Space Street: some American cities are now adopting shared space street typologies, based loosely on European precedents. In many cases, an original right-of-way (r.o.w.) built with conventional travel lanes, parking and sidewalks in separate zones is reconfigured to emphasize pedestrian use. Design elements include: removal or diminishment of curbs; pedestrian-oriented paving across the r.o.w.; expanded pedestrian space and placemaking features; parking and travel lanes arranged informally for slow speed travel where pedestrians and bicyclists may be anywhere in the cross section; and in some cases, the ability to close or gate certain blocks for a few hours for pedestrian-oriented events like festivals, parties, weekly markets, etc.



Calgary example: shared space street, pedestrian-only at noon



Calgary example: shared space street, mixed modes at 6pm



Retail/restaurant mews in an historic setting



Portland example: shared space street, adjacent to small plaza



Portland example: shared space street adjacent to small plaza

Mid-block Mews: another form of public realm in dense, urban districts is mews - pedestrian spaces that slice through blocks. Different than alleys, they typically don't provide service vehicle access. The character of mews can vary greatly depending on the nature of adjacent uses: they can be quiet and green behind residential buildings; they can be intimate inviting places for strolling or eating outside in retail districts; and they can become a form of open space for public enjoyment as well as a convenient pedestrian short-cut route. The inclusion of mews should be an added feature to high quality perimeter public streets, not in lieu of.



Commercial mews in an office district



Portland example: shared space street, closed for event



Restaurant/retail mews



Landscaped mews behind urban residential



6 PUBLIC REALM PLAN



Alleys: alleys are an asset in the CCTD. Where full block development is proposed, alleys can be vacated however, they are a valuable linear space in the urban fabric. Typically they can accommodate some utilities, trash/recycling storage and pick up service and parking access to garages. In appropriate circumstances they can be transformed into secondary retail streets, linear green spaces and alternative routes for pedestrians and bicyclists. In this regard they become like mews. They can also continue to accommodate service access at non-busy times of day. Alley transformations should not be at the expense of street frontage vitality, they should be in addition to it.



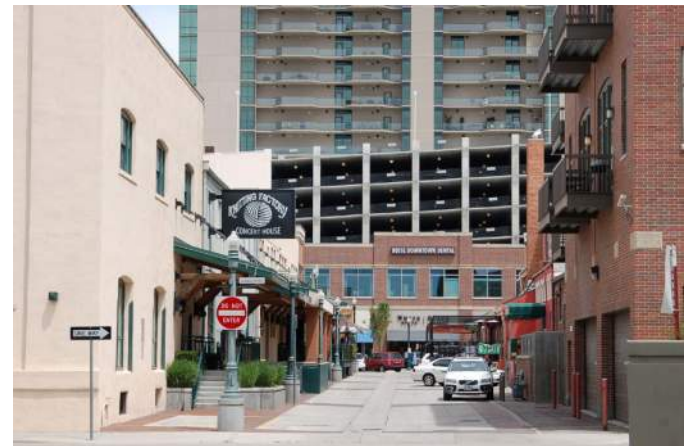
Retail alley, pedestrian only



Retail alley with mixed modes



Retail alley, pedestrians and bicyclists only



Retail alley with mixed modes and docks converted to porches



Driveways: treat driveways to parking garages and loading docks as vehicular permission to cross the pedestrian realm of the sidewalk. Ideal design features for driveways to parking garages and loading docks are:

- Cross the sidewalk at 90 degrees to disrupt the minimum length of pedestrian amenities;
- Be no wider than necessary - two lane width is preferable; three lane width maximum;
- Be located a minimum of 60 feet away from corners (100 feet is preferable) to preserve prime commercial frontage;
- Provide a grading profile that slopes upward to normal sidewalk grades (vs sloping the sidewalk down to meet a driveway at street grade)

Driveway configurations that should be prohibited in the CCTD:

- Parallel 'slip' ramps in the public sidewalk that displace pedestrian circulation to the back side of the ramp;
- Angled driveway access for greater car speed across the sidewalk in merging with traffic;
- Ganged driveways that place paired driveways to different ramps together, creating a major disruption to pedestrian circulation and amenities.

Street-facing storage bays and utility rooms (DMAP): where possible, locate trash enclosures inside loading docks and mechanical rooms to minimize blank walls along CCTD public streets (see Denver Zoning Code – Article 10 requirements).

Sidewalk vaults (DMAP): where possible, set large vaults in the roadway; otherwise, set the access hatch to large vaults (or lift out panels) in the through-pedestrian zone wherever possible to minimize disruption to sidewalk amenities.

Garages or basements in the sidewalk (DMAP): where new garage configurations propose to use space under public sidewalks, require the ceiling of the first level of underground garages to be a minimum of 5 feet below sidewalk level to easily accommodate shallow utility laterals, as well as street trees with enhanced soil volume.

Enhanced street tree wells: several examples of enhanced urban street tree wells have been employed in Denver and in other US cities over the last 15-20 years that set a new standard for how to provide life-sustaining features for trees in highly urban contexts. Examples include:

Expanded Open Tree Well - fenced: these often include decorative plantings in addition to expanded soil volume.

Expanded Open Tree Well - curbed: same concept only with raised curb to deflect contaminated sidewalk runoff.

Structural Tree Trench: these are linear, walled trenches with paved, flush lids.

Soil trenches: these include heavy-duty, reinforced pavement lids (but no side walls).

Suspended Pavement Tree Wells: examples – Deep Root Silva Cell systems; stacking prefabricated cribs create soil volume under lid structures that allow normal compaction and pavement engineering above the lid.

Urban, Vegetated Storm Water Planters: these are a version of Expanded Open Tree Wells, only with deep curb walls to allow storm water volume accumulation and include appropriate water-tolerant herbs, grasses and shrubs that perform water quality treatment.



Open tree well - fenced



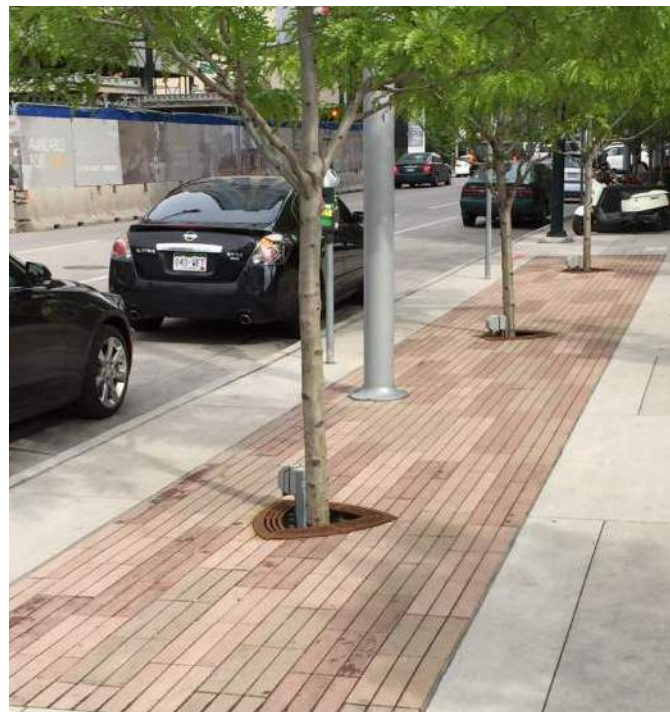
Open tree well - curbed: Denver example uses curbs to redirect contaminated storm runoff



Structural tree trench



14th Street soil trench with enlarged paving grate (construction)



14th Street soil trench with enlarged paving grate (completed)



Suspended Pavement Tree Well



Urban, Vegetated Storm Water Planters





6 PUBLIC REALM PLAN



Example: raised planter over occupied basement space

Raised Planters: These are a design option when there is significant conflict with underground vaults, basements or utilities; structural boxes can be constructed to contain tree soil with ornamental plantings and can double as a perching ledge; details to consider are planter wall material, seat cap material, irrigation, drainage and skateboard deterrent devices.

Typical Streetscape Furnishings family for CCTD Multimodal Streets: these are a combination of existing and proposed added elements (note: 16th Street, 14th Street, Colfax along Civic Center Park and 17th Street all have their own unique streetscape furnishings families).

Typical sidewalk paving: Scored concrete paving will remain the typical sidewalk paving material. Recent projects on 14th Street Ambassador Street and Denver Union Station have demonstrated that high-quality cast-in-place finishes and craftsmanship are attainable in Denver. This higher level of finish should be incorporated on all reconstructed sidewalks in the District.



Example: precast concrete planter



Downtown Denver newsrack corral



Sawed and sandblasted concrete paving



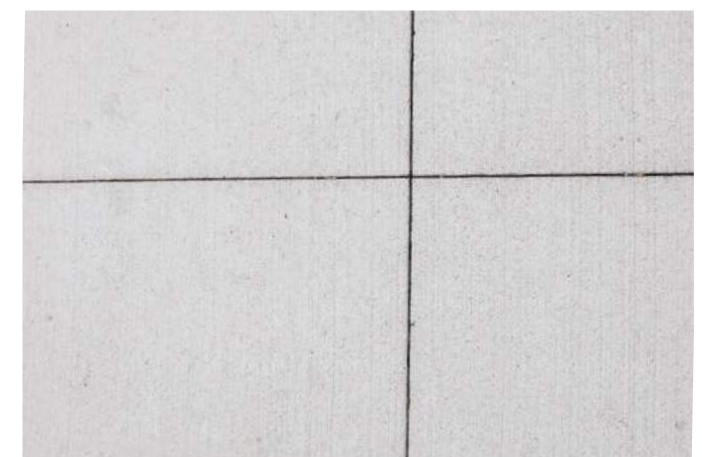
Downtown Denver bench standard



Downtown Denver bike rack



Downtown Denver trash can



Sawed concrete joints



Downtown Denver intersection street light and signal pole/arm standard

Lighting: Denver has adopted fixtures for Downtown streets in both a decorative combination street/pedestrian light for blockfaces and a hatbox style street light at corners in either a stand-alone configuration or combined with a traffic signal pole/arm. These both achieve the baseline requirement for illumination of the street. East of Broadway, street and pedestrian lighting does not employ a consistent fixture type. Extending these adopted lighting standards to the Sherman Street right-of-way line would tie the commercial part of the District to Downtown.

Streets with higher level pedestrian-activities may include supplemental lighting that could include: lipstick-style pole luminaries or in-pavement uplights.

An additional level of inviting atmosphere can be created by: lighting integrated with street furniture such as signage, shelters, walls; providing facade lighting and high quality window display lighting. These kinds of initiatives are encouraged in the CCTD.



Downtown Denver custom street/pedestrian light standard and custom lighted signage pylons on 14th Street



Successful facade and storefront lighting



Lighting integrated with signage and shelter architecture



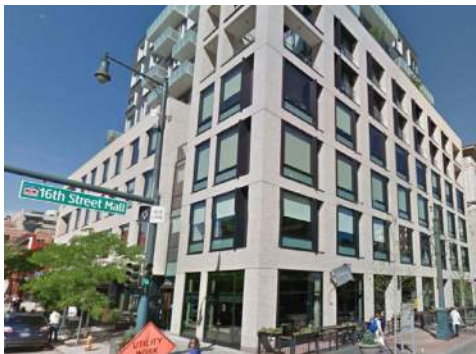
Successful storefront lighting



6 PUBLIC REALM PLAN



Denver example of appropriate street level design



Denver example of appropriate street level design



Denver example: neighborhood retail storefront

DEVELOPMENT FRONTAGE REQUIREMENTS:

Numerous design guidelines from Denver neighborhood plans and small area plans as well as similar guidelines from other cities, recognize the significant role that development frontage plays in the quality of public realm (see Living Street Initiative, Downtown Multimodal Access Plan, the DRB-5 Design Guidelines, etc). With the advent of Denver's new form-based zoning code, detailed design standards for development within the CCTD that address a high quality relationship of development to public realm, are now comprehensively covered within Articles 7, 8, 9 and 10 in the Denver Zoning Code (the Denver Revised Municipal Code or DRMC).

Recent mixed use development in LoDo and the Denver Union Station Neighborhood indicate that the new code combined with design review, is producing appropriate development frontage. One area of the code that may need more definition is the circumstance of medium to high density housing with residential use at street level. The transition from public realm to private realm is critical in achieving a street with high visibility and activity. Traditional historic buildings provide both a horizontal (front yards, porches, privacy landscaping) and a vertical (raised first floor, stair stoops, railings, raised planters) transition to ease the interface. Some of Denver's newer, multifamily buildings in the city center have not achieved this relationship successfully. The CCTD Public Realm Plan recommends additional study and criteria to improve these requirements.

While Denver Revised Municipal Code is satisfactorily addressing most new buildings in the Downtown area, many existing buildings in the CCTD will need to be remodeled or re-imagined to provide 21st century active and inviting public realm. Another area of consideration for the City is how to incentivize appropriate renovation of the ground level space of many existing mixed use buildings to improve transparency, orientation of entrances, human scale and attractive storefronts to passing pedestrians.

Following are brief excerpts from the DRMC (see also APPENDICES). These requirements include building massing/ height/orientation, ground floor active uses, ground floor

transparency, build-to lines, minimum/maximum setbacks, allowed encroachments, alternatives to build-to lines, parking frontage size and location, surface parking lot design, etc.

Article 7: Urban Center Neighborhood Context (C-MX, C-MS) – purpose includes: promote safe, active, and pedestrian-scaled diverse areas with a variety of multifamily and shopfront building types that define and activate the public street edge; enhance convenience, ease and enjoyment of transit, walking, shopping within and around the city's neighborhoods; ensure new development contributes positively to established residential neighborhoods and character.

Mixed Use Districts (C-MX) - are focused on creating mixed, diverse neighborhoods but require the same level of pedestrian enhancements as Main Street Zone Districts. Descriptions include: General Character – multi-unit residential and mixed-use commercial strips and commercial centers; Street, Block and Access Patterns - regular pattern of block shapes and orthogonal grid; and Building Placement and Locations – consistent orientation and shallow front setbacks with parking at rear and/or side and landscaping in the front setback.

Main Street Districts (C-MS) - purpose includes: promote safe, active, and pedestrian-scaled diverse areas with a variety of shopfront and row house building types that define and activate the public street edge; enhance convenience, ease and enjoyment of transit, walking, shopping along the city's commercial streets; ensure new development contributes positively to established residential neighborhoods and character; Main Street districts are typically applied along entire block faces of commercial industrial and main, mixed use and residential arterial streets or on single lots of local/ collector streets within a residential neighborhood; applied where ground story retail is desired.; Main Street buildings have shallow front setback range.

C-MX and C-MS Zone districts within the CCTD:

C-MX-16 DD-1: Neighborhood Context – Urban Center; Dominant Building Form – Mixed Use; Maximum Building Height – 16 stories; Design Overlay Zone requirements; Special

Purpose – Accessory dwelling units allowed throughout district

C-MX-12 DO-1: Neighborhood Context – Urban Center; Dominant Building Form – Mixed Use; Maximum Building Height – 12 stories; Special Purpose - Accessory dwelling units allowed throughout district

C-MX-8 DO-1: Neighborhood Context – Urban Center; Dominant Building Form – Mixed Use; Maximum Building Height – 8 stories; Design Overlay Zone requirements; Special Purpose – Accessory dwelling units allowed throughout district

C-MS-8 DO-1: Neighborhood Context – Urban Center; Dominant Building Form – Main Street; Maximum Building Height – 8 stories; Design Overlay Zone requirements; Special Purpose - Accessory dwelling units allowed throughout district

Article 8: Downtown Neighborhood Context (D-C) - descriptions include: General Character - mix of uses within large buildings; Street, Block and Access Patterns – regular pattern of block shapes and orthogonal grid; Building Entrances; and Building Placement and Locations – multi-unit buildings have consistent shallow front setbacks or build-to lines; commercial buildings typically have build-to requirements forming a continuous building wall along the sidewalk; Building Height - the tallest buildings in the city, heights ranging from unlimited to lower in historic districts; allowed height transition from the core to adjacent, lower intensity contexts; Mobility – highest priority is given to the pedestrian; detached sidewalks are required.

D-C and D-CV Zone Districts within the CCTD:

D-C UO-1: Downtown Neighborhood Context – Downtown Core District; Dominant Building Form - Downtown Commercial; Overlay District - Use Overlay District

D-CV Neighborhood Context – Downtown Civic District (D-CV) - requirements include:

- Building Height – maximum 16 stories, 200 feet
- Required Build-to Lines: 65% of a new building frontage must be built within 0 – 12 feet of the primary street property line; 30% within 0 -12 feet of the side street property line;
- Setbacks: there are no minimums;
- Transparency at ground floor: new building frontage is required to have minimum 40% transparency for primary streets, 30% for secondary streets;
- Required Entrance on Primary streets.

Article 9: Special Contexts and Districts – includes:

Open Space Context (OS-A): General Character – all forms of public and private parks and open spaces, from active to passive use; Street, Block, and Access Patterns – can be widely varied from active parks to environmentally sensitive areas with limited access; Building Placement and Locations – generally where access is highest and often away from view of the general public; Building Height – typically low in scale; Mobility – priority is given to pedestrians and bicyclists with varying levels of access to the multi-modal transit system; Primary building forms – City Council has final approval over the forms of certain buildings; all other building form standards will be determined by the Manager of Parks and Recreation; Permitted Uses, number of permitted uses and applicable use limitations – determined by Manager of Parks and Recreation; Design Guidelines and Standards are set by the Civic Center Master Plan (2005).

Adult Use Overlay District (UO-1) – Adult business uses are permitted subject to distance and spacing requirements of the code.

Design Overlay District (D-O) – General Purpose – to implement specific land use and urban design recommendations from neighborhood or small area plans, adopted as part of the Comprehensive Plan; and Applicable Standards – includes standards that modify otherwise applicable standards in underlying zone district.

Uptown Design Overlay District (DO-1) – Lower Floor Design Standards for new and renovated buildings for the lower 80 feet of the building above street level includes requirements for % of building frontage that must be within a short distance of street property line; building entry orientation; appearance of parking garages, % glass to solid materials, use of scaling elements, building and glazing materials, access ramps, adjacent structures and fence design.

Planned Unit Development (PUD) – describes where PUD is justified; should provide significant public benefit not achievable through standard zone district requirements; two options – General PUD District Plan (for phased development) and Detailed PUD District Plan are available; elements a of PUD District Plan are described including statement of design intent, relationship to surrounding properties, building form standards, building uses, parking for all modes, loading, landscaping, screening, fencing, grading, lighting, storage, signs and mitigation of adverse impacts.

Article 10: General Design Standards –

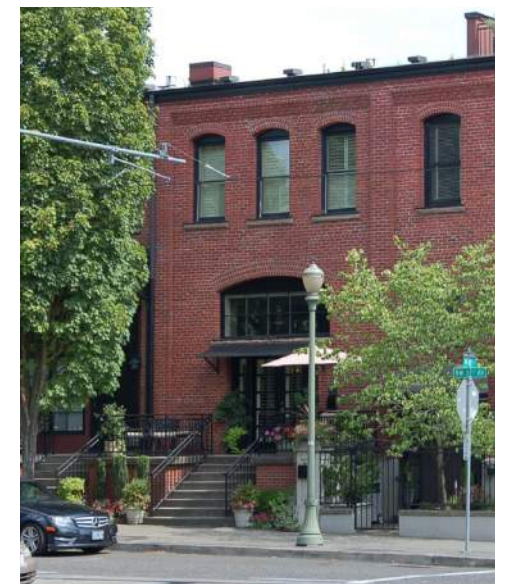
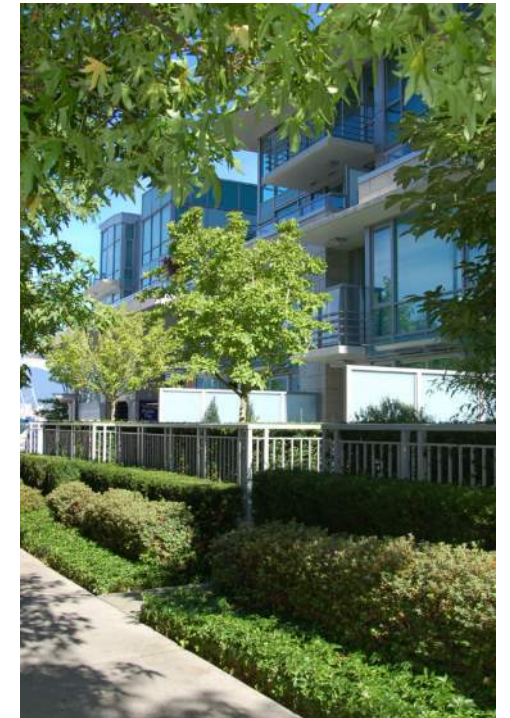
Building Form intent: encourage building forms responsive to context; arrange heights to transition to adjoining areas;

Siting: provide consistent street edge, define public realm consistent with context, and reinforce the character and quality of public streets with buildings that provide consistent siting, pedestrian orientation and access to street; minimize visual impacts of parking areas on streets and adjoining properties; minimize conflicts between pedestrians and vehicles.

Parking and Loading, Landscaping, Fences, Walls and Screening; Site Grading; Outdoor Lighting, Parking, Keeping and Storage of Vehicles; and, Signs.



Two unsuccessful examples of public realm/private realm transition at the street edge



Two successful examples of public realm/private realm transition at the street edge



6 PUBLIC REALM PLAN

CCTDP BRANDING AND WAYFINDING

Enhancing people’s experience of Denver at Civic Center Transit Station is the driving force behind the branding and wayfinding effort. Engaging people in discovering the diverse neighborhoods of the Civic Center Station Realm fueled the exploration of “destination branding” elements. This suite of elements: identity—iconic image, color palette—and its integrated application to signs, crosswalks, and art create beacons of wayfinding.

Branding Communicates Story:

The branding for Civic Center Transit Station focuses on finding the story surrounding its central location within Downtown, Civic Center Park, State Capitol, Uptown, Capitol Hill, and Golden Triangle neighborhoods.

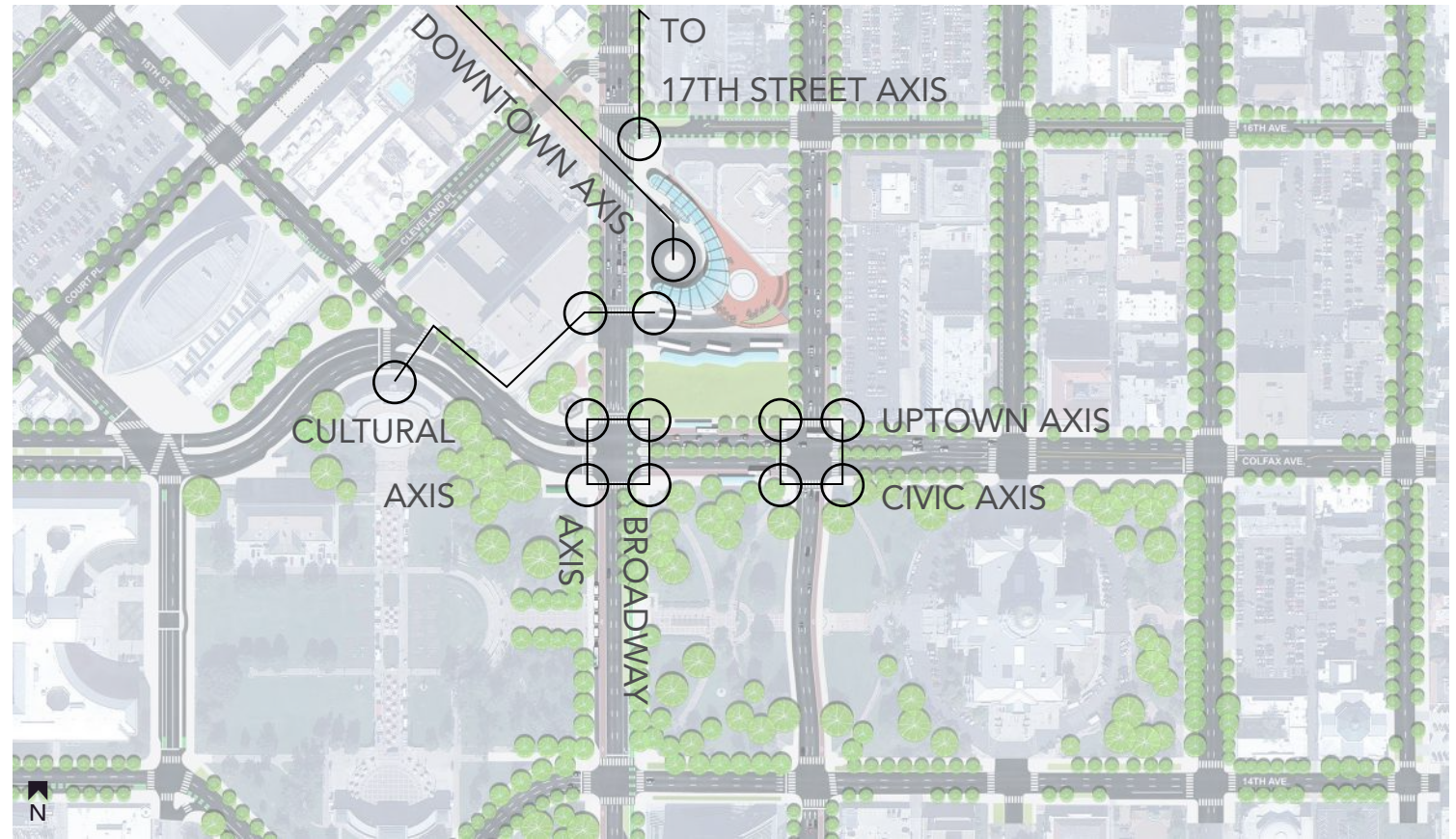
While Civic Center Station is not marked by the iconic historic architecture of its “bookend” at Denver Union Station, it is nonetheless a “realm” steeped in Denver history:

- NW / SE grid: Denver’s growth grid, originally sited along the Cherry Creek and South Platte River confluence, intersects the north / south grid at Broadway.
- Pioneer Monument, adjacent to the Catalytic Realm, marks the end of a branch of the Smokey Hill Trail. Here, pioneers arrived in Denver—a bookend to Union Station where, later, train travelers arrived in Denver:

“Here was the end of the famous Smoky Hill Trail. Immigrant and Stage Road extending from the Missouri River to Denver. Traversed by Pioneers in 1858. Surveyed by W. G. Russell in 1860. Route of Butterfield’s Overland Dispatch and Wells Fargo Express. The trail took its human toll—by thirst and Indian raids.”

(The Monument also holds the distinction of controversy. The top tier of the fountain was originally designed by sculptor Frederick MacMonnies to feature a bronze American Indian. Public outrage in the early 1900s against placing an Indian above the pioneer figures—The Hunter, The Prospector, and The Pioneer Mother—caused a redesign featuring Kit Carson.)

- Mile High 5280’ step at the State Capitol.



Wayfinding Creates Experience:

Civic Center Station and Plaza Realm create a hub with axes into neighborhoods and destinations—as a true Destination Hub.

In evaluating Civic Center Station and the Station Realm—it is apparent the Station is both a gateway into and a destination hub from the surrounding areas via bus, pedestrian, and bicycle travel. Clear axes of travel exist along Broadway, Lincoln Avenue, Colfax Street, 16th Street, and 17th Street into neighborhoods as well as civic and cultural venues.

Based on Stakeholder Advisory Group (SAG) input, the need to help people find Civic Center Park and cultural institutions as well as bring awareness to the shopping and dining destinations within the Realm surfaced as a primary focus of the branding and wayfinding design.

Denver’s unique NW / SE grid as branding and color as wayfinding.

Celebrating Denver’s downtown diagonal axis grid, which intersects the North/ South Grid at Civic Center Station, creates opportunities to orient bus riders, bicyclists, and pedestrians to Downtown and the State Capitol as well as facilitate wayfinding to Civic Center Park and destinations within the diverse Uptown, Capitol Hill, and the Golden Triangle neighborhoods.

Designating the diverse neighborhoods within the Realm with a distinctive color palette offers the opportunity to orient and foster clear wayfinding at Civic Center Station and into destinations in the Realm axes.



Pioneer Monument at Cheyenne Place and Colfax; this triangular, isolated site is a potential area for interpretive wayfinding.

DOWNTOWN AXIS

- 1 16th Street Mall
- 2 14th Street / "Ambassador Street"
- 3 Denver Firefighters Museum
- 4 Colorado Convention Center
- 5 Denver Performing Arts Complex
- 6 Embassy Suites Denver

CIVIC CENTER TRANSIT STATION

- 7 Hyatt Regency Denver at Colorado Convention Center
- 8 Hilton Garden Inn Downtown Denver
- 9 Homewood Suites by Hilton Denver
- 10 Denver Pavilions
- 11 Sheraton Denver Downtown
- 12 Denver Post (potential interpretive site)
- 13 Brown Palace Hotel and Spa
- 14 Museum of Western Art

14th Street
16th Street Mall

CIVIC CENTER TRANSIT STATION

CULTURAL AXIS

- 15 Civic Center Park
- 16 McNichols Civic Center Building
- 17 Denver City and County Building
- 18 U.S. Mint
- 19 Judicial Center
- 20 Denver Public Library
- 21 Byers-Evans House Museum
- 22 Clyfford Still Museum
- 23 Future Kirkland Museum of Fine & Decorative Art
- 24 Denver Art Museum

BROADWAY AXIS

- 25 The ART a Hotel
- 26 History Colorado Center

Lincoln Ave
Broadway

UPTOWN AXIS

Shopping, dining, music, theater

- 30 Cathedral Basilica of the Immaculate Conception
- 31 Fillmore Auditorium
- 32 Avenue Theater
- 33 Warwick Denver Hotel

CIVIC CENTER TRANSIT STATION

The Ogden Theatre
935 E Colfax Ave

18th Ave
17th Ave
Colfax Ave
Broadway
Lincoln Ave

CIVIC CENTER TRANSIT STATION

CAPITOL HILL AXIS

- 27 State Capitol
- Shopping, dining, music
- 28 Molly Brown House Museum
- 29 Saint John's Cathedral
- Ramada Denver Downtown
(1150 E Colfax Ave)

Lincoln Ave
Broadway
Colfax Ave
14th Ave
13th Ave



Civic Center Station is at the apex of Denver's iconic NW / SE Grid, which developed from Denver's location at the confluence of the South Platte River and Cherry Creek.



6 PUBLIC REALM PLAN



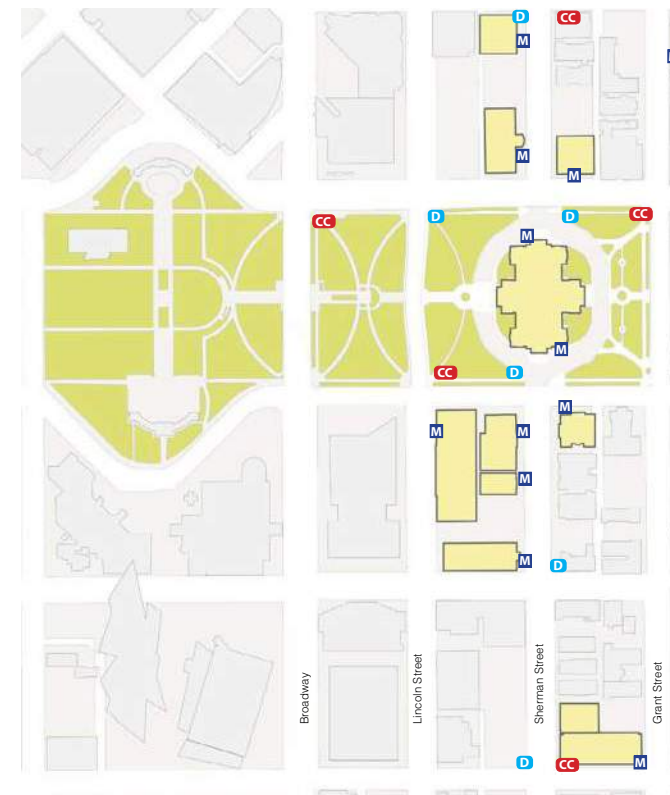
Civic Center Park viewed from the Denver Art Museum located in the Golden Triangle neighborhood.

Existing Plan Evaluation:

Integration with existing Master Plans within the Civic Center Station Realm is imperative.

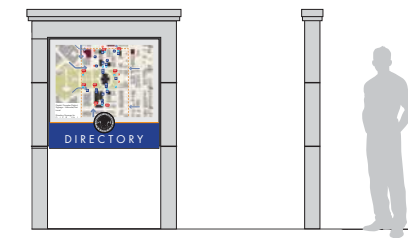
The Civic Center Station Realm includes four neighborhoods—Downtown, Uptown, Capitol Hill, and Golden Triangle—as well as the State Capitol and Civic Center Park. The Branding and Wayfinding evaluation considered key elements from five existing plans to ensure integration with:

- Capitol Complex Master Plan
- Golden Triangle Action Plan
- Civic Center District Plan 2005 / Civic Center Guidelines
- Downtown Denver Area Plan
- Denver Moves

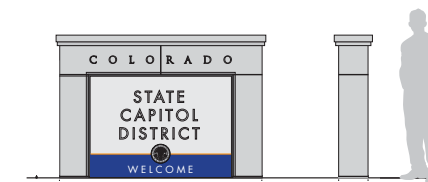


Showing a Proposed Distribution of Signage in the Capitol Complex

Capitol Complex Master Plan



D Wayfinding Sign



CC District Identification



M Building Identification

Integration with Civic Center Station Realm:

The Capitol Complex sign location map shows Directory wayfinding Sign Type D located at Colfax and Lincoln on the Civic and Uptown Axes; and District Identification—Sign Type CC located at Broadway and Colfax and Broadway and 14th Avenue on the Broadway Axis and Civic Axis. Given these key locations for the State Capitol identification on the south side of Colfax at Broadway and Lincoln, the Civic Center Station Realm signs will be placed on the north side of Colfax to direct pedestrians to Uptown and Capitol Hill, Civic Center Park and destinations within the Golden Triangle.

Golden Triangle Action Plan

C3. Arts and Culture Trail



goal

Create a world-class pedestrian and bicycle pathway that connects the places and spaces of the Golden Triangle – and points beyond – while bolstering artistic expression, health and fun.

projects, policies and programs

C3a. Work with arts and cultural institutions and stakeholders, residents, business owners, artists, developers, and the City to design and create a new pathway to connect the neighborhood's civic facilities, historic sites, museums, theaters, galleries, arts schools and related uses.

C3b. Encourage big, bold thinking in the trail's design and implementation – beyond just signage and marked routes along a street – to create permanent infrastructure that would support a world-class and iconic pathway.

C3c. Provide public art and sculpture projects along the route, as well as pavement markings, interpretive signage, integrated landscaping, cutting-edge stormwater design features, and enhanced bicycle and pedestrian facilities.

C2. Cultivation of Arts and Culture



Street art should be encouraged, in both festival events and ad hoc form

C2g. Explore opportunities to extend arts and culture programming and activities by extending museum programming onto streets and into the public right-of-way such as rotating art on the Speer Triangles.

C2h. Through partnerships with the Office of Economic Development and Arts and Venues, explore economic incentives to encourage creative and arts-based uses, including galleries, throughout the Golden Triangle.

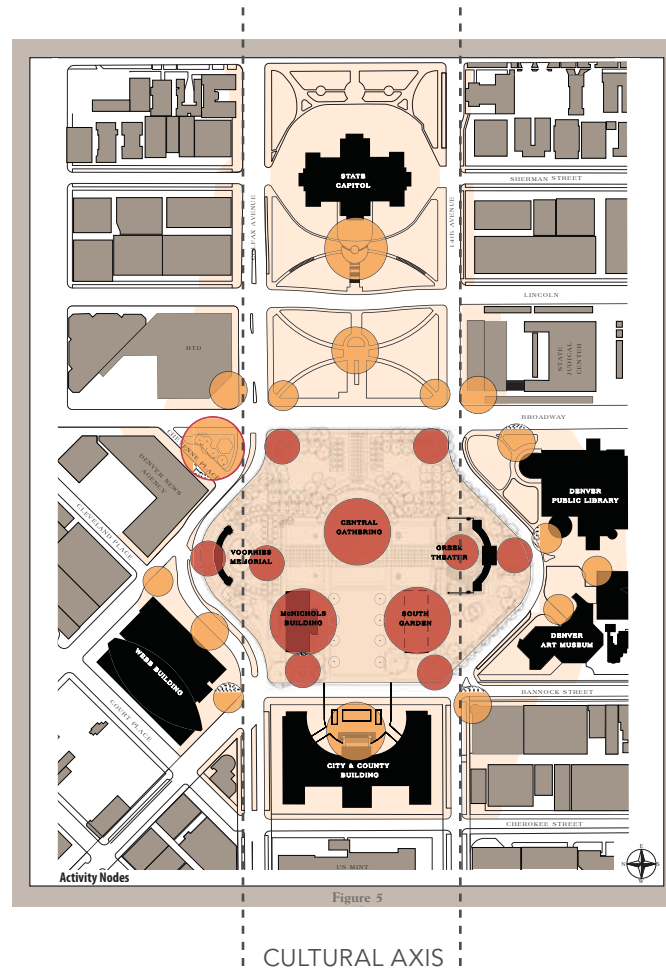
C2i. Create permanent and temporary outdoor art exhibits, as well as festivals, particularly along Acoma Street (see D2. Acoma Neighborhood Greenway).

C2j. Take advantage of the Arts and Culture Trail (see C3. Arts and Culture Trail) as a way to connect venues, institutions, organizations and people throughout the neighborhood, and to inform and direct users to arts and culture points of interest.

Integration with Civic Center Station Realm:

Creating an Arts and Culture Trail which goes beyond “just signs and marked trails” and includes interpretive signs, art, sculpture, and street art, is a vital part of the Golden Triangle Action Plan. This vision for the neighborhood which encompasses Denver’s primary cultural institutions should guide the design of the Civic Center Station Realm branding and wayfinding.

Civic Center Guidelines



Integration with Civic Center Station Realm:

The Guidelines speaks to Connectivity/Activity Nodes designed to “enliven the Park” and foster wayfinding into the Park. Several of these nodes overlap with the Capitol Complex and the Civic Center Station Realm. The Pioneer Monument is one of the nodes highlighted. These activity nodes will inform the wayfinding into Civic Center Park along the Cultural Axis.



Downtown Denver Area Plan

Integration with Civic Center Station Realm:

Two key component of this plan are a “Bicycle City” and an “International City.” Foremost is the challenge to: “Create a wayfinding system that welcomes international visitors in a comprehensive system.” Wayfinding signs within the Civic Center Station will need to universally orient visitors to the Realm—museums, cultural attractions, hotel and retail destinations as well as bicycle rental locations.



Denver Moves

Integration with Civic Center Station Realm:

A highlight of the Denver Moves Plan is: providing “enhanced mid-block crossings for pedestrians and wheeled users.



Newly installed interactive wayfinding “IKE” signs located along the 16th Street Mall by Downtown Denver Partnership.



6 PUBLIC REALM PLAN

Grid as Brand | Color as Brand

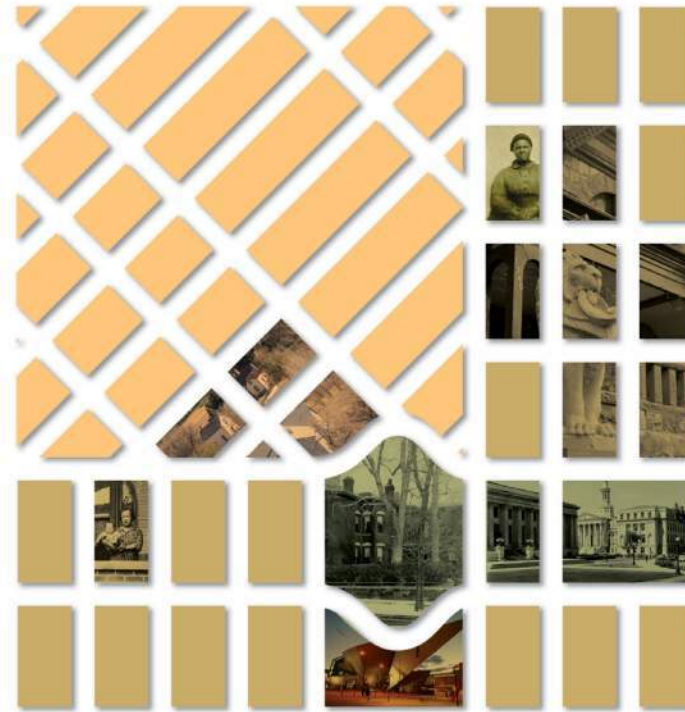
Denver’s iconic grid serves as both brand and wayfinding.

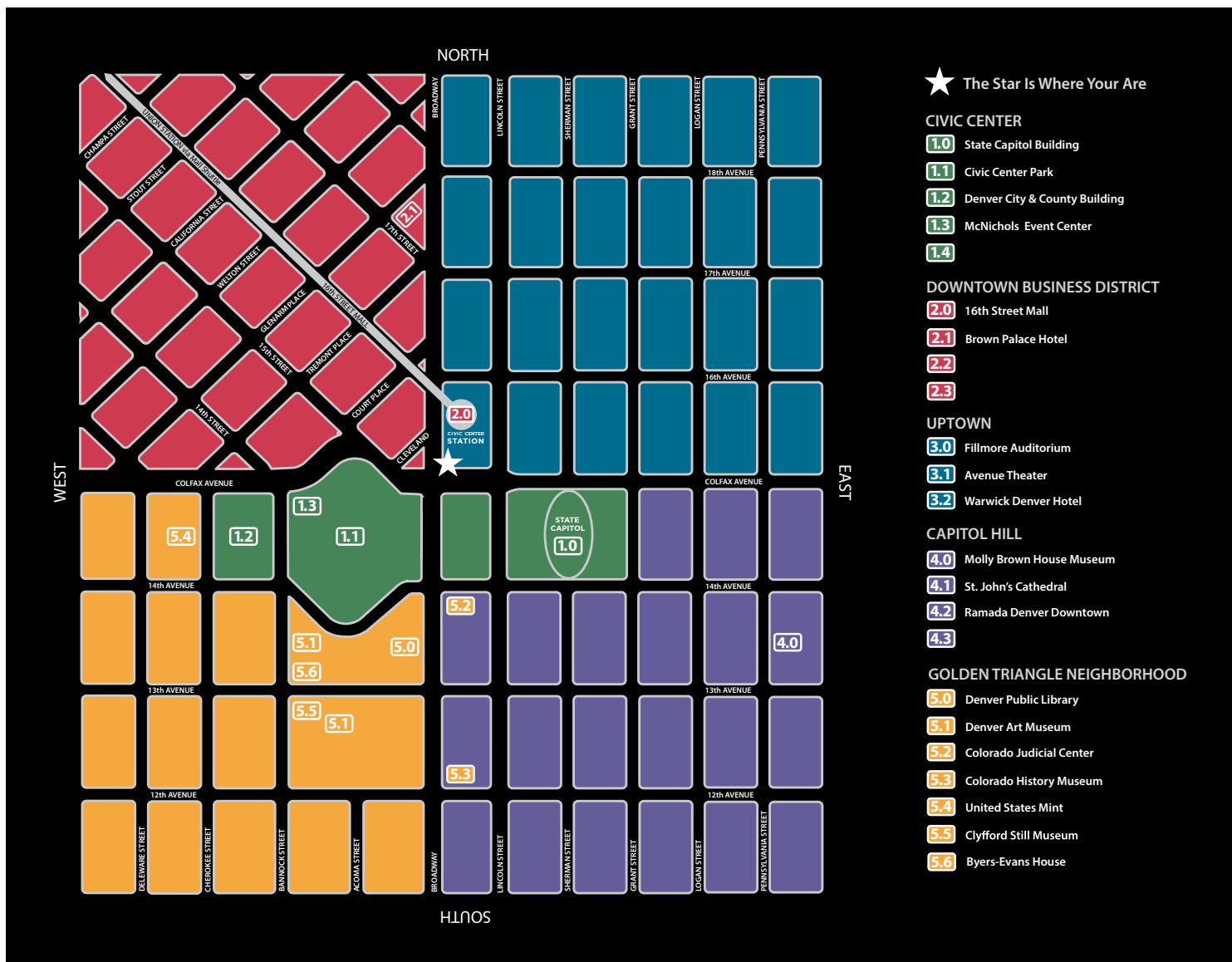
The “Grid,” as the Civic Center Station identity, is like a fingerprint—unique and individual. No where else in the City do the streets intersect in the same pattern. The apex at 16th Street Mall and Broadway forms a gateway at Civic Center Station and radiates out as a hub into surrounding neighborhoods.

Civic Center Station’s grid as brand celebrates this iconic pattern and the color palette features neighborhoods within the Station’s Realm



Colorful mapping is eye catching and memorable for travelers.





Grid as Wayfinding

Mapping the Grid:

To enhance wayfinding, use color to identify and define neighborhoods, Civic Center Park and State Capitol Complex.

Develop a collective system of wayfinding elements which expand and integrate into surrounding neighborhoods.

Incorporate horizontally placed maps oriented to each site to foster orientation and user-friendly wayfinding.

Given the urban setting, design wayfinding signs as strong vertical forms with small footprints which create activation zones as defined in the Civic Center Guide, but do not impede pedestrian flow on sidewalks. These tower "beacons" will be highly visible from a distance and create a "wayfinding trail" along the Civic Center Station Realm axes.



Three-dimensional wayfinding map attracts visitors at Dallas Dart: Akard Station.



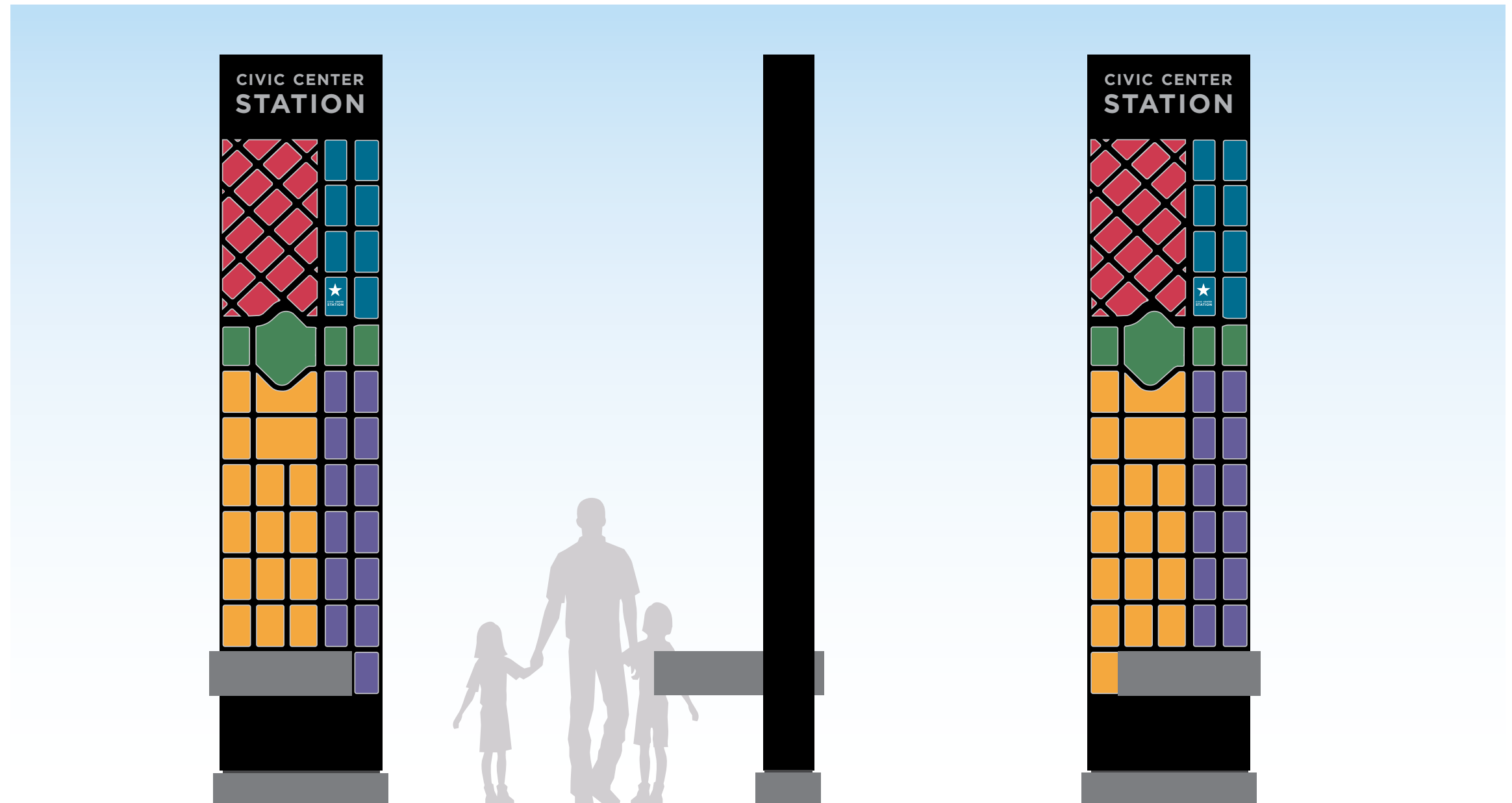
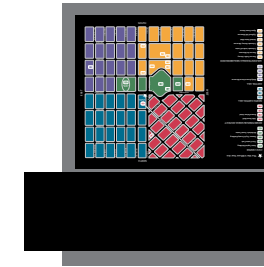
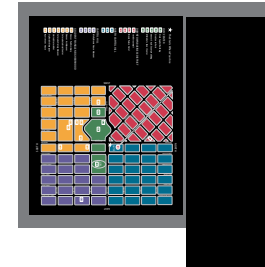
6 PUBLIC REALM PLAN



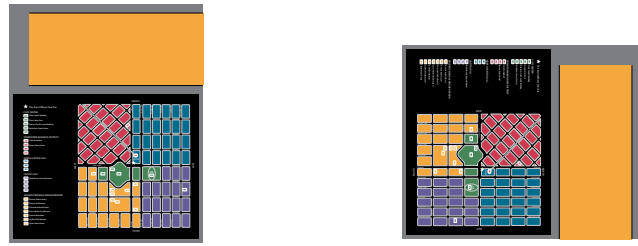
Located at Civic Center Station, these signs are welcome beacons, brand the site, and serve as visual orientation and wayfinding within the Realm.



Directory: plan views



Primary Directory: Elevations



Secondary Directory: plan views

Golden Triangle

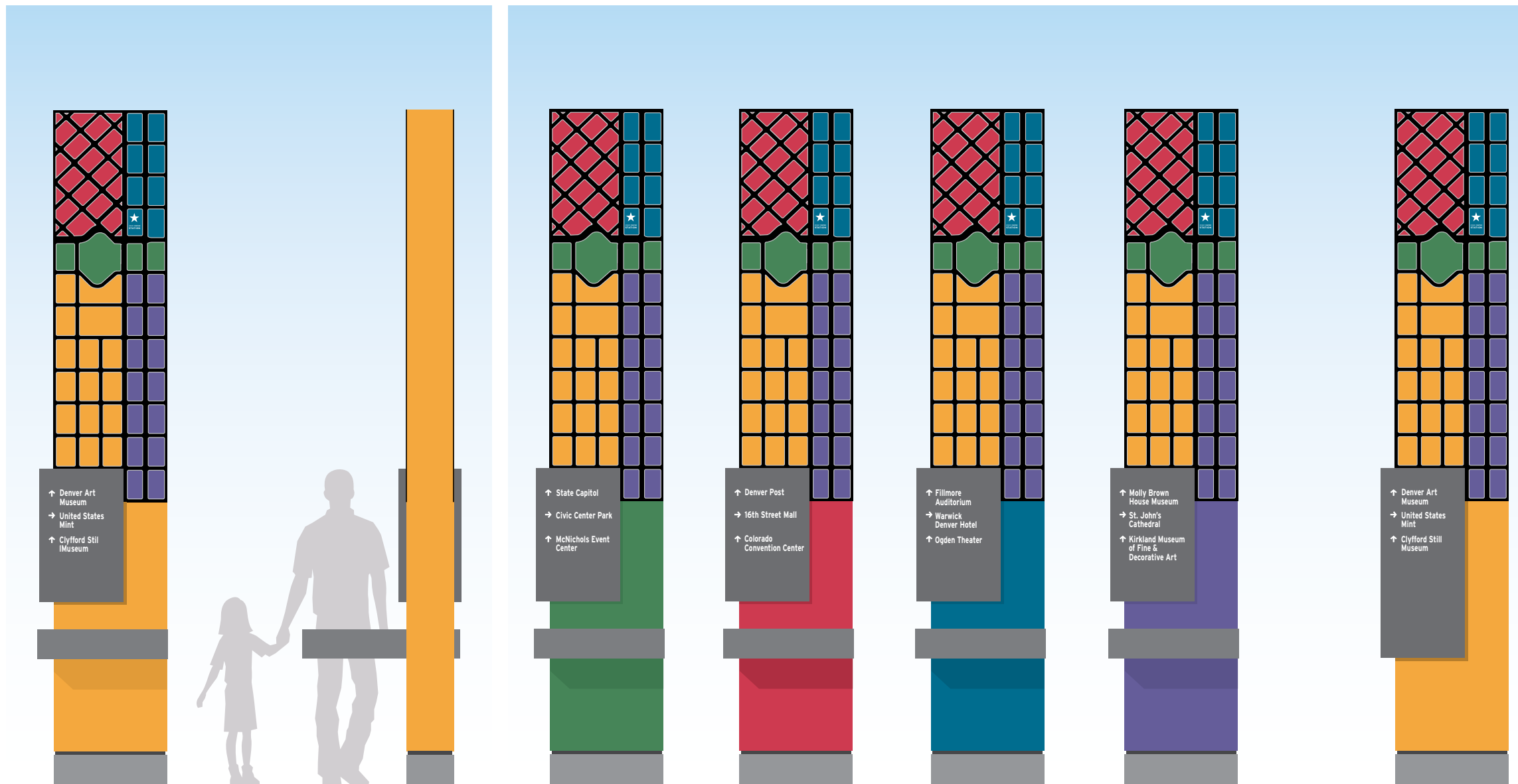
Civic Center

Downtown

Uptown

Capitol Hill

Golden Triangle



Secondary Directory: elevations



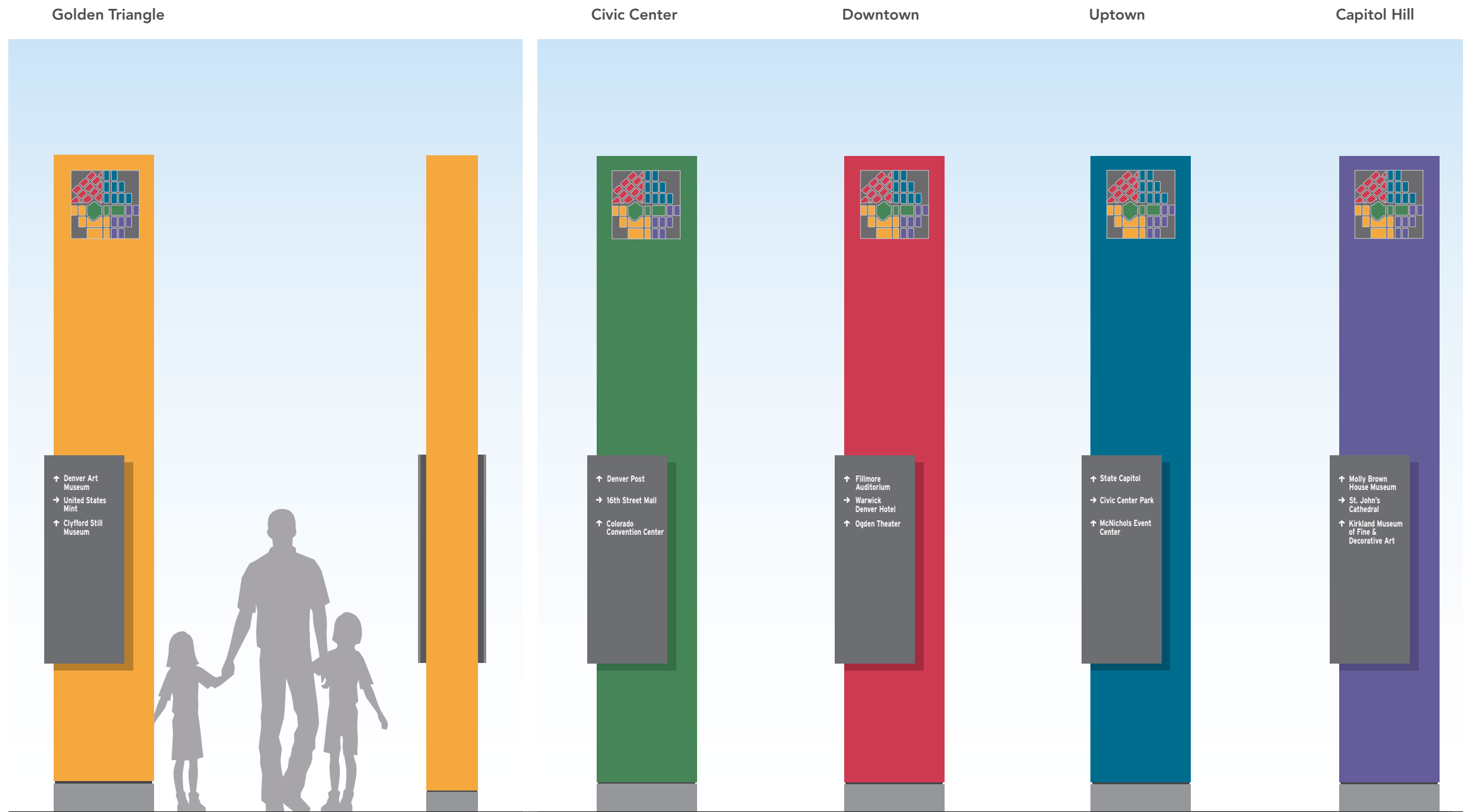
Moving into the Civic Center Station Realm, Secondary Directories take on the neighborhood wayfinding palette and feature horizontal mapping for orientation.



6 PUBLIC REALM PLAN



Within the Realm—and walking distance from Civic Center Station—are iconic art installations which can be used to orient and help people wayfind.

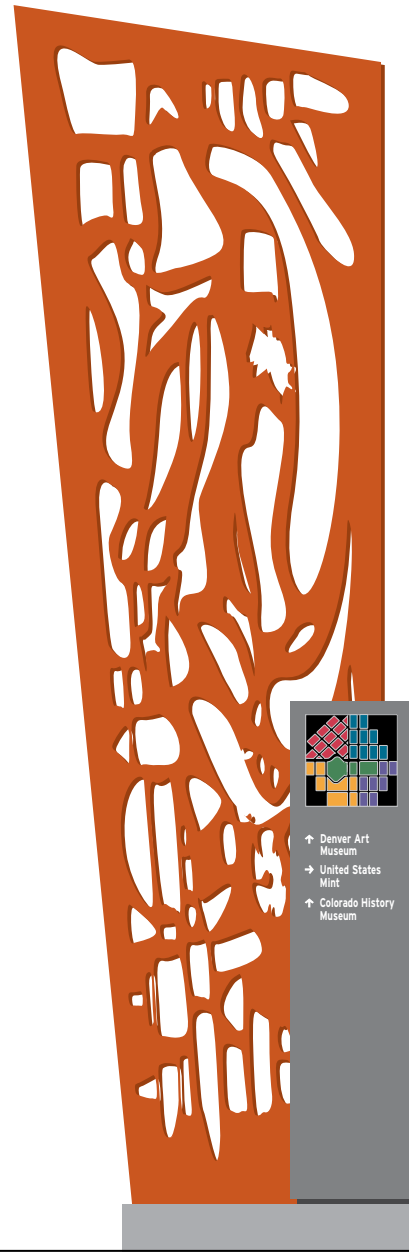


Alternative Secondary Directory



Conceptual Directory: elevations

Conceptual "Artist Canvas" Signs



Art as Wayfinding

Given the world-class cultural institutions within the Civic Center Station Realm, wayfinding could be enhanced by signs as "artist canvas."

Consider working with the downtown art museum and area galleries to identify artists to create sculpture and "canvases" for sign bases or sign blades.

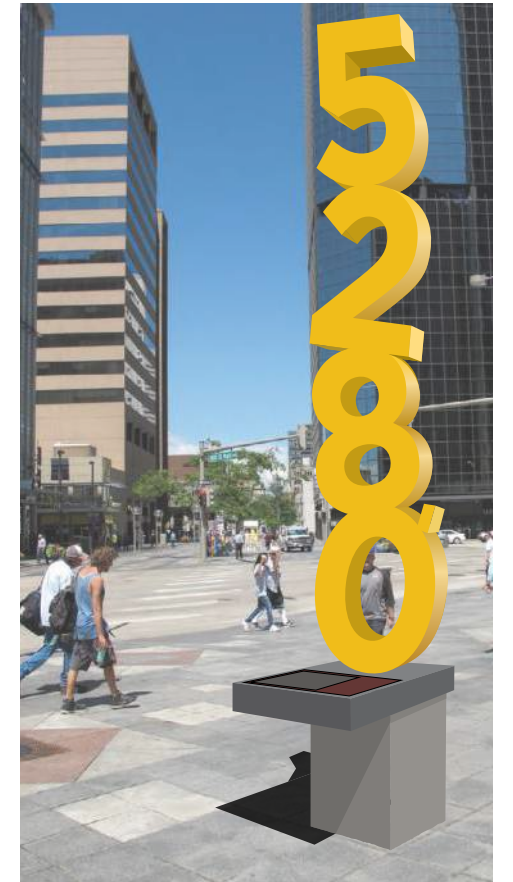
Potential Funding for Art as Wayfinding:

Denver Arts and Venues' P.S. You Are Here grants aim to award inspired, collaborative community-driven placemaking projects that activate city-owned, outdoor public spaces and enhance the quality of life in Denver's neighborhoods.

This grant is a potential source of funding for the "artist sign canvas" and/or artist crosswalks within the Civic Center Station Realm. Initial conversations with Denver Arts and Venues confirmed that artist designed signs and/or crosswalks would be a fit: Projects should be displayed from three months up to one year, highly visible and physical in nature and can include but are not limited to: design interventions, community projects, artistic interpretations and public art, streetscaping, landscaping, and public amenities such as decorative benches, tables and bicycle racks.

Applicants are encouraged to have highly collaborative partnership and inclusive engagement strategies in their communities. Art as Wayfinding has the potential to bring multiple neighborhoods within the Civic Center Station Realm together to bring awareness and destination travel to their neighborhoods.

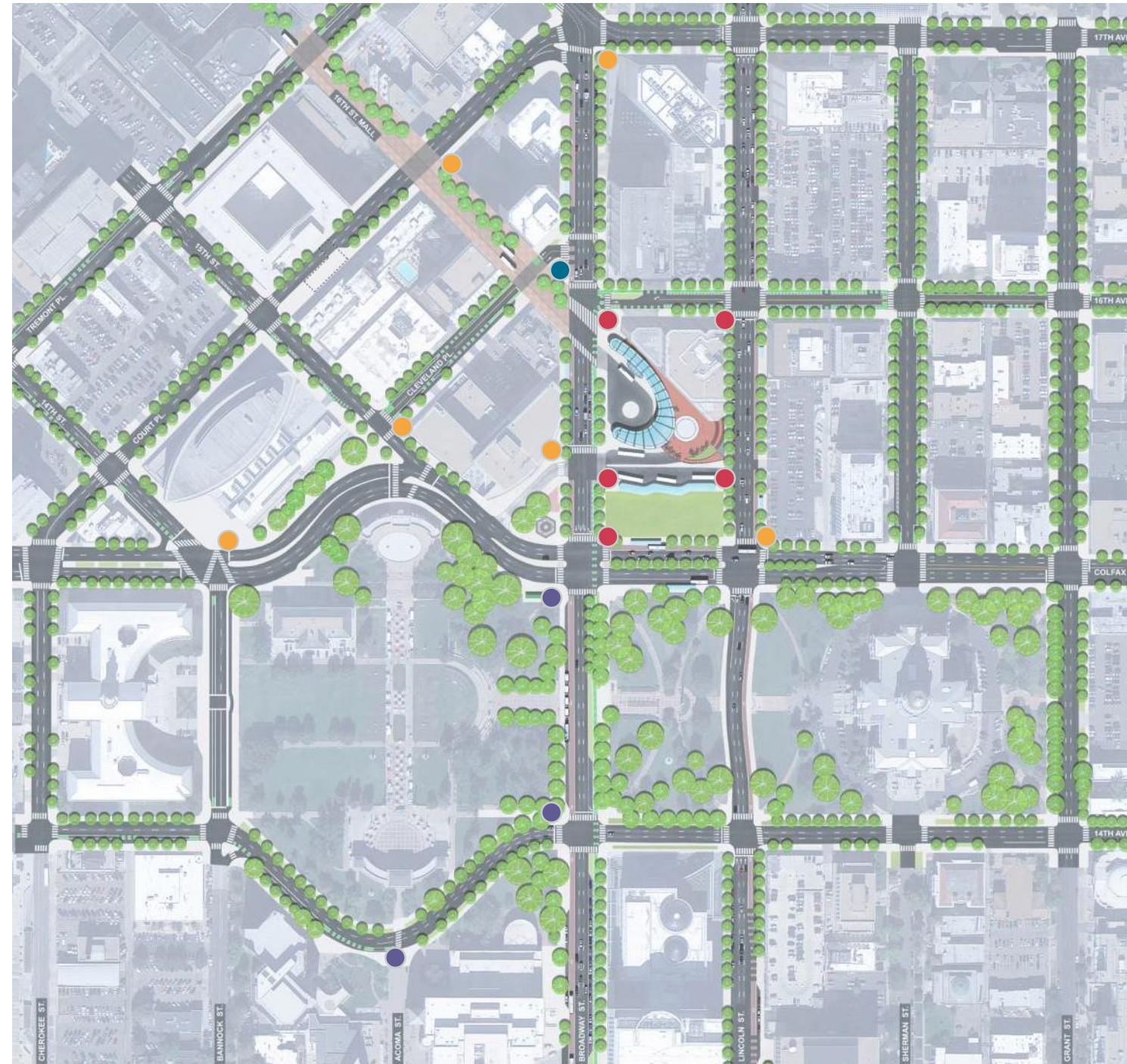
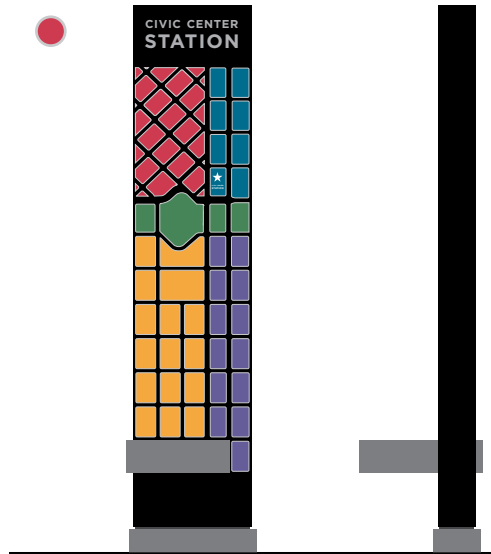
CONTACT:
 Lisa Gedgaudas, Denver Arts & Venues
 lisa.gedgaudas@denvergov.org
 720.865.4260



Denver is the "Mile High" city at an elevation of 5280'—a step at the State Capitol denotes the elevation. An "art as wayfinding" sign could inform and orient visitors.



6 PUBLIC REALM PLAN



SIGN LOCATION PLAN

- Primary Directory
- Secondary Directory
- Art as Wayfinding
- Civic Center Historic District*

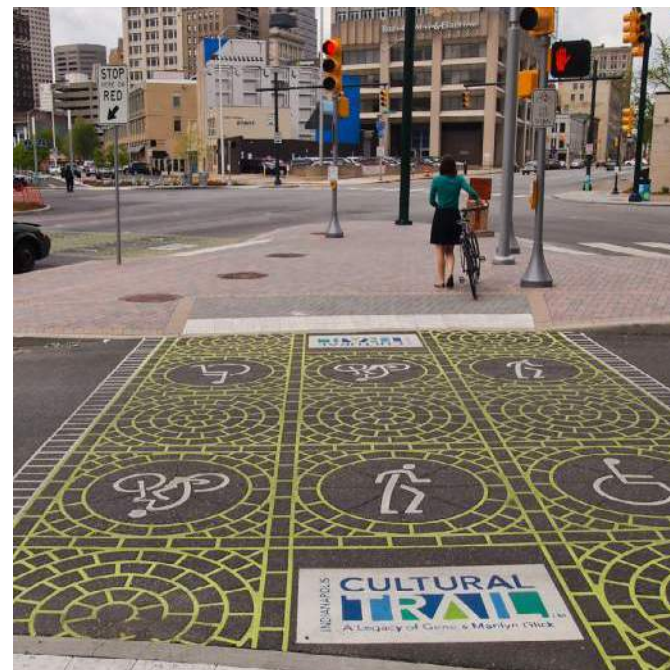
* All signs must be approved by the Landmark Preservation Commission.

Locations

These are important wayfinding locations and are intended as background features as stated in the Civic Center Design Guidelines which allows:

- Signs to provide regulatory information, way-finding and identification of Park features.
- Signs designed to be harmonious and in context with their immediate setting.
- Sign placement that respects the Park's composition and spatial organization.
- Wayfinding signs that reflect the civic nature of the Park and are subordinate to the Park's art installations.
- (The Civic Center Design Guidelines do not allow installation signs onto the Park's contributing features such as building, structures or features.)





Pedestrian-friendly, branded crosswalks define neighborhoods and help people orient and wayfind to destinations.



Artist Crosswalks

There are four key locations for wayfinding/Artist Crosswalks within the Civic Center Station Realm. Developed in conjunction with the Primary Directory, Secondary Directory, and Art as Wayfinding elements, the Artist Crosswalks are an integral feature of defining the Civic Center Station Realm and bringing awareness to the cultural and civic destinations within the surrounding neighborhoods.



6 PUBLIC REALM PLAN

KEY TAKEAWAYS

CCTD public realm is generally underdeveloped for an emerging walkable/bikeable, mixed use district.

Relatively stark street spaces, weak frontages and underdevelopment surface parking edges all hinder economic development in the District.

Streetscapes can be improved with upcoming mobility projects, new developments and privately-funded renovation.

Denver should consider how to add to incentivize appropriate renovation of ground floor commercial space to activate District street frontages.

Underutilized, smaller urban spaces can be activated through managed, sponsored programs (see Chapter 5).



Birdseye view from Civic Center Park looking North on Broadway at CCTD recommended improvements. All recommended concepts subject to further study. Bike and bus lane coloration and extent are shown for visibility purposes. Actual implementation of coloration will be subject to current CCD Public Works standards.



Birdseye view from 16th Street Mall/Broadway/16th Avenue looking east at CCTD recommended improvements. All recommended concepts subject to further study. Bike and bus lane coloration and extent are shown for visibility purposes. Actual implementation of coloration will be subject to current CCD Public Works standards.

NEXT STEPS

Leverage Civic Center Station Rehabilitation with complimentary mobility, public realm improvements and small urban space activation programs.

Incentivize new development on unimproved parking lots and other under-utilized parcels (see Chapter 4).

Consolidate requirements and recommendations for new development in either CCTD Guidelines or amended design guidelines for the underlying zone districts to ensure appropriate street frontage and new streetscapes; particularly the transition from public to semi-public to private space at ground level residential development.

Implement Branding and Wayfinding projects as early phase projects that signal the District is undergoing positive change.





ONE WAY

ONE WAY



IMPLEMENTATION

The Civic Center Transit District Plan makes several recommendations regarding mobility, urban design, and economic development. Implementing these recommendations will require resources and coordination among multiple agencies with diverse skill sets and goals. The purpose of this chapter is to summarize key recommendations from the plan, estimate potential costs, establish time frames, and identify responsible entities.

Implementing the plan will require a strategy to initiate a diverse spectrum of improvements and policies beginning as soon as two years from now and potentially spanning decades into the future. Successful urban district revitalization programs carefully roll out projects in a way that build incrementally off each other and concentrate momentum to leverage adjacent positive change. Getting a whole series of efforts underway is desirable but having them scattered far and wide can dilute their potential impact.

Partnerships are always vital in ensuring plans transition from ideas to reality. RTD, the City and County of Denver, and the Downtown Denver Partnership have taken an important first step by collaborating at this early stage on the Civic Center Transit District Plan. After completing this first step, the agencies and their stakeholders can focus on how to implement already agreed upon recommendations instead of focusing on what projects to undertake.

This implementation chapter is meant to provide a short summary and list of actionable items to be easily shared among partners. Below is a summary of major recommendations and next steps from each section of the CCTDP. Further detail including maps, timing, estimated budget, and implementing partners are referenced on subsequent pages.

MOBILITY

- Complete the rehabilitation of Civic Center Station. This already committed project will replace aging infrastructure, provide expanded transit capacity, and create additional redevelopment and placemaking opportunities. Most mobility recommendations rely on a completed station rehabilitation (1);
- Authorize additional technical studies and/or scope into upcoming transportation plans, such as the Denver Multi-Modal Access Plan (DMAP). Further engineering and technical analysis will be required to accurately test the viability of reconfiguring Colfax between Broadway and Lincoln to increase the priority of pedestrians and transit patrons. One option may involve removing left turn bays in exchange for a wider pedestrian island and other safety improvements (2c). Future studies will need to model a larger area of downtown to further understand congestion impacts of eliminating turning movements. This model should also test the impact of bicycle-only signals along the recommended Broadway Enhanced Bike Facility (2b);
- Consider testing applicable mobility concepts with inexpensive moveable barriers, striping, and other temporary devices to replicate real world use prior to major infrastructure expenditures (2ab);
- Identify recommendations eligible for mobility-related grants typically offered through federal, state, or regional programs;
- RTD and the City and County of Denver should identify mobility recommendations that can be implemented with minimal infrastructure investments. Restriping lanes for peak-hour or full time bus-only use north of Colfax or adjusting the timing of existing signals are two possibilities worth exploring.

PUBLIC REALM

- Consider implementing aspects of the public realm plan, including district signage, mapping, and branding as early as the beginning of Civic Center Station's rehabilitation. This can help bring the district an identity by communicating the vision to affected transit users, and tying the rehabilitation process to a larger placemaking endeavor;
- Ensure placemaking features and public realm improvements recommended in the CCTDP are incorporated into larger corridor transportation projects within the long term time frame. Relatively small accommodations within typically larger budget transportation projects can help with funding these improvements;
- Establish relationships with the arts community and related partners to explore variety of public and private funding sources;
- Continue to monitor Denver's form-based code in delivering the quality of new development City Denver aspires to.

SHORT-TERM SITES ACTIVATION

- Discuss potential lighter-quicker-cheaper placemaking opportunities with transit district property owners, partners, and potential sponsors. A small workshop with stakeholders and sponsors could be a successful approach to continuing CCTDP's momentum and dialogue;
- Keep these projects smaller, less expensive and mobile – seek to implement the first stages within the next two years to kick-start activity in the station area;
- Observe and test the first installations; make positive adjustments and continue monitoring;
- Based on the analysis from Chapter 5, RTD and DDP should discuss opportunities and constraints associated with different station parcel management approaches;





7 IMPLEMENTATION

- RTD should partner with the DDP to develop a competitive process to find partners or sponsors for the larger station plaza site created through the rehabilitation project.

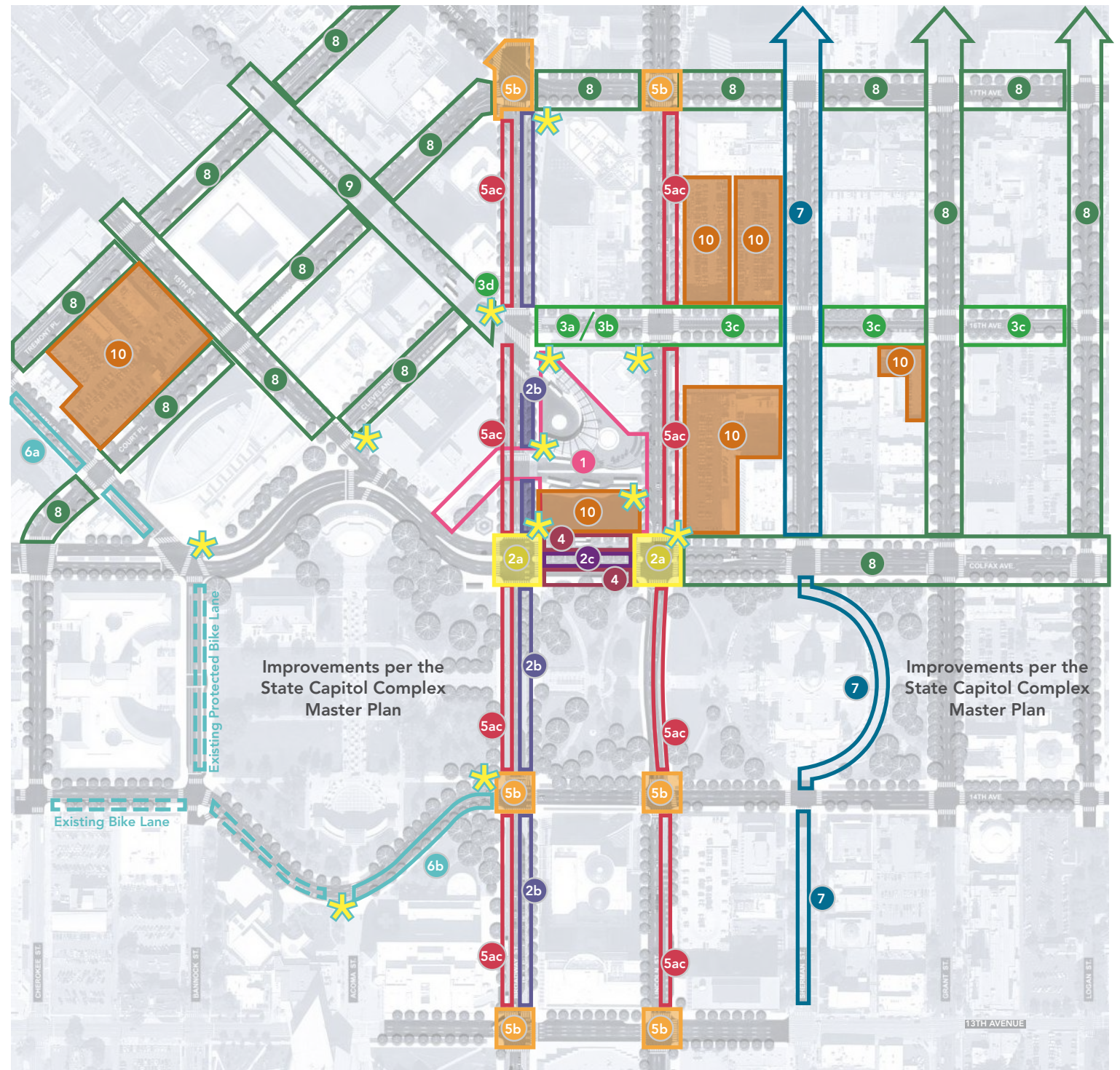
CATALYTIC SITES ECONOMIC DEVELOPMENT

- Further explore the Parking Partnership strategy to incentivize development of downtown surface parking lots (page 47). Begin discussions with the City, DDP, and Denver Urban Renewal Authority on the viability of using financial incentives to mitigate development risk and encourage vertical development;
- Pursue economic development policies during the current market cycle, where demand for land downtown is high and supply is constrained.


CCTD IMPLEMENTATION

This map considers the possible geographic extent of various public and private district improvements. Note: based on a variety of factors, these may be subject to change at the time of actual implementation.

The table on page 105 corresponds to the project areas on the map and considers how projects might be prioritized, phased and funded by potential partners.



CIVIC CENTER TRANSIT DISTRICT - IMPLEMENTATION PLAN

#	Potential Projects in Priority	Timing	Potential Partners	DMAP2*	Comments
1	Civic Center Station Rehabilitation: transit and passenger facilities, Broadway/Cheyenne Place, Cheyenne Place, station plaza parcel	1-2 years	RTD	No	Construction estimated to begin Summer 2016 and span about 1 year
2a	Broadway/Colfax & Lincoln/Colfax: improvements to striping, signal phasing/timing, crosswalk striping	1-2 years	CCD PW	Yes	Striping improvements can be tied to completed rehabilitation project. Signal timing analysis may need to be incorporated into future study.
2b	Broadway Enhanced Bike Facility: striped/colored/protected lanes, bike signals; separate ped/bike and transit signal phasing and timing	4-6 years	CCD PW RTD	Yes	Concept to be confirmed with Broadway Corridor Study; could be implemented with 2a
2c	Colfax Median Treatments: options - eliminate left turn bays, reconstruct as wide landscaped medians with protected refuges and changes to signalization here and potentially at other upstream and downstream intersections; or add protective ends to existing medians	2-4 years	CCD PW	Yes	Would be preceded by additional traffic modeling study to confirm level of impacts; Ideally implement with 2a and 2b for most benefit, but possible to implement separately for added flexibility
3a	16th Avenue Bike Improvements: restriping in 16th Avenue/Broadway-Lincoln block, striped crossing connection across Broadway to Cleveland Place bike lanes	0-1 years	CCD PW	No	CCD Public Works currently has a budget and scope for this improvement
3b	16th Avenue Bike Improvements: more comprehensive improvements to 16th Avenue/Broadway-Lincoln block including median removal, reconstructed streetscape, protected bike lanes in either two-way or one-way side configuration	2-4/4-7 years	CCD PW RTD DDP/DD BID	No	Could be an alternative to 3a if other funding can be found
3c	16th Avenue Bike Improvements: continuation of protected bike lane treatments east of Lincoln	4-7 years	CCD PW	No	Later phases to be implemented by CCD based on need and funding availability
3d	Broadway/Cleveland Place Intersection Reconfiguration: realign to 90 degrees, modify crosswalk with changes to left turn only lane and on-street parking on east side of Broadway	4-7 years	CCD PW	No	Could be combined with 3a, 3b or future Mall Rehabilitation (8)
4	Colfax Connections BRT Project: improvements include exclusive bus lanes, superstop amenities, signal equipment and phasing, etc.	4-7 years	RTD CCD PW	No	Implemented at time of BRT project and dependent on transit project funding
5a	Broadway/Lincoln Transit Improvements: bus lane striping/coloration	2-4 years	RTD CCD PW	Yes	Implement in segments or 13th to 17th Avenue as one phase. Less of a priority than Broadway bus lane, due to less right lane bus traffic
5b	Broadway/Lincoln Multimodal Improvements: major intersections including bus signal phasing, crosswalk and bike crossing striping and coloration, realignment for shorter crossings, etc.	TBD	RTD CCD PW	Yes	Should be coordinated with 2a, 2b improvements as well as preferred alternative from Denver Moves: Broadway Plan
5c	Broadway/Lincoln Transit Improvements: Enhanced bus stops, streetscape/public realm improvements	TBD	RTD CCD PW DDP/DD BID	Yes	Recommendations will be part of Denver Moves: Broadway Plan
6a	Update 14th Street bike lane to buffered, protected	2-4 years	CCD PW	Yes	Form a complete bike network within the District
6b	Extend bike lane along 14th Avenue to Broadway	4-6 years	CCD PW	No	Form a complete bike network within the District
7	Sherman Street Pedestrian and Bicycle Improvements: could include a range from re-striping to reconstruction for complete street features; include designated route through Capitol Block; protected bike lanes are preferred	5-7 years	DDP/DBID CCD PW	No	Could be related to State Capitol expansion plans and/or Downtown Mile Loop Study
8	Miscellaneous streetscape improvements with redevelopment or public works improvements; maintain existing bike facilities	TBD	Private sector CCD PW	No	Improvements guided by Public Realm Plan (Chapter 6) could range from paving, lighting, landscaping to full pedestrian/bike improvements
9	Future 16th Street Mall Rehabilitation	TBD	RTD CCD PW DDP/DD BID	Yes	Scope is yet to be determined. Could be repaved or reconfigured. Coordinate with 3a work to minimize removal of new improvements, explore opportunity to implement 3d
10	District development sites: new mixed use with streetscape improvements on street frontages	TBD	Private sector	No	Implement with individual projects over time. RTD should work with stakeholders to develop competitive process for station parcel
	Branding/Identity/Wayfinding	TBD	Grants, DDP/ DD BID, other	No	Could be implemented early - not dependent on most other improvements

Note: priorities could shift according to changes in need, funding availability, change of policy or plans, etc.
 DMAP2* : Subject to further study in DMAP2 Project.





CHAPTER 3 MULTI-MODAL OPERATING PLAN

BROADWAY STREET SOUTHBOUND/COLFAX AVENUE



- A** Right turns on Cheyenne Place to Colfax Avenue westbound.
- B** Buses not accessing westbound stops at Colfax Avenue to use Cheyenne Place.
- C** Buses accessing eastbound stops at Colfax Avenue turn right from transit lane/stop location.
- D** Left turn to Colfax Avenue eastbound.
- E** Confirm radius for left turn with proposed island design.
- F** Future two-way bicycle crossing with separate signal phase

COFLAX AVENUE EASTBOUND/BROADWAY STREET SOUTHBOUND



- A** No left turns permitted (one-way southbound).
- B** Right-turn path should be marked to direct general traffic away from southbound bus only lane.

COLFAX AVENUE EASTBOUND/LINCOLN STREET NORTHBOUND



- A** No right turns permitted (one-way northbound).
- B** Eliminate left turns for all vehicles from Colfax to Lincoln Street northbound.
- C** Curb Extension

COLFAX AVENUE WESTBOUND/BROADWAY STREET SOUTHBOUND



- A** No right turns permitted (one-way southbound)
- B** Eliminate left turns for all vehicles from Colfax Avenue to Broadway southbound.

LINCOLN STREET NORTHBOUND/COLFAX AVENUE



- A** All current transit moves straight through.
- B** Median design will limit future transit turns to Colfax Avenue westbound.
- C** Northbound traffic signal will create gaps to facilitate buses exiting from new platforms in Cheyenne Place extension.
- D** Exits from Cheyenne Place may also be facilitated by partial phase "No Right Turn on Red" for Colfax Avenue westbound, or by pedestrian only phase at this intersection.

COLFAX AVENUE WESTBOUND/LINCOLN STREET NORTHBOUND



- A** No left turns permitted (one-way northbound).
- B** Right turn permitted.





BROADWAY STREET SOUTHBOUND/E 16TH AVENUE



- A** Current transit left turns to access Civic Center Station entrance.
- B** Potential relocation of Free MetroRide stop will facilitate this move.
- C** Through buses destined to Cheyenne Place extension (new platforms) required to cross 3 lanes over approximately 300 feet.
- D** Consider short transit-only signal (I) and phase to allow buses at stop to advance ahead of general traffic.

LINCOLN STREET NORTHBOUND/16TH AVENUE



- A** Through buses in bus only lane.
- B** Right-turn to 16th Avenue eastbound.
- C** Left-turn to 16th Avenue westbound

16TH AVENUE WESTBOUND/LINCOLN STREET NORTHBOUND



- A** No left turns permitted (one-way northbound).
- B** Right-turn path should be marked to direct traffic away from northbound bus only lane

16TH AVENUE WESTBOUND/BROADWAY STREET SOUTHBOUND



- A** No left turns from 16th Avenue to Broadway southbound in current transit operation.
- B** Left turns from 16th Avenue westbound to parking garage maintained.
- C** Protected bike box for two-stage bike turn.

16TH AVENUE EASTBOUND/LINCOLN STREET NORTHBOUND



- A** No right turns permitted (one way northbound).
- B** Current transit turns left to Lincoln Street northbound eliminated – moves relocated to Cheyenne Place extension.

CHAPTER 6 PUBLIC REALM

EXCERPTS FROM THE DENVER ZONING CODE

**URBAN CENTER NEIGHBORHOOD CONTEXT (C-MX, C-MS)
– REQUIREMENTS INCLUDE:**

- Building Height: C-MX-16 applies to areas or intersections served primarily by major arterial streets, building scale – 3 to 16 stories/200 feet (except in Protected District); C-MX-12 applies to areas or intersections served primarily by major arterial streets, building scale 3 to 12 stories/150 feet; C-MX-8 applies to areas or intersections served primarily by arterial streets, building scale 2 to 8 stories/110 feet;
- Primary Building Form Standards include typical building forms for specific zone districts, number of buildings per lot; drive thru services;
- Detached Accessory Building Form Standards – include types allowed; fences, walls and retaining walls, ground floor area, access and contiguity; district specific standards’ setbacks, ground floor area maximum;
- Building Form includes requirements for Building Configuration, Transparency, Entrance orientation and articulation; Primary Building Forms are described in a table under 7.3.3.3 District Specific Standards;
- Minimum Build-to Requirements: new buildings shall be built to within 0 feet minimum/10 feet maximum for mixed buildings, 0 feet minimum/15 feet maximum for residential only buildings’ 0 feet setback required on primary and side streets (except adjacent to Protected District); of the street property line for no less than 60% of the frontage
- Off-Street Parking Requirements – not between building and street;
- Massing: upper story setback above 27 and 51 feet: see table on 7.3-17;
- Ground floor activation – transparency on primary street – 40% minimum, side street 30%; Pedestrian access from primary street.
- Ground Floor of new Parking Structures: if not initially

design for active ground floor uses, ceiling heights and structural openings designed to be converted to pedestrian active uses in the future;

- Private Open Space Required: 15% of site area;
- Supplemental Design Standards ; include ground stories of parking structures – active ground story uses, vehicle access;
- Design Standard Alternatives include required build-to alternatives such as outdoor patio seating, private open space, garden walls, pergolas, arcades, street-facing courtyards; primary Street upper story setback alternative; transparency alternatives; permanent art; entrance alternative;
- Design Standard Exceptions – includes height, build-to lines for Civic, Public and Institutional buildings, buildings along Parkways, setbacks, setback encroachments such as architectural elements including entrance canopies, and other shading devices, off-street parking area, utilities, exterior stairs, pedestrian bridge encroachment, building coverage exception – porches, vehicle access from alley requirement.
- Uses and Parking requirements are described in detail.

APPROVALS THROUGH DESIGN STANDARDS REVIEW PROCESS OR DESIGN GUIDELINES NEGOTIATION PROCESS IS DESCRIBED.

Downtown Core (D-C) - Requirements include:

- Building Height: minimum – 2 stories; maximum – height areas 200 feet and 400 feet;
- Basic Maximum Gross Floor Area Ratio 10:1 with Floor Area Premium allowed for residential use, rehab of historic structures, pedestrian active/residential support facilities, supporting mass transit facilities, outdoor art, underground parking, moderately priced unis, transfer of undeveloped floor area;
- Final Maximum Floor Area Ratio (see Exhibit 8.2 of the Zoning Code); for blocks west of Broadway within the CCTD area – 20:1 maximum FAR if buildings contain more than 50% residential use; for parcels east of Broadway within the D-C zone – 12:1 maximum FAR (or

17:1 maximum FAR if buildings contain more than 50% residential use);

- Off-Street Parking Requirements;
- Pedestrian-Active Street Frontages are required on at least 65% of linear frontages on !6th Street Mall, Tremont Place and Cleveland Place within the CCTD; on other streets within the CCTD, street-facing ground floors of new buildings shall provide 60-90% transparency for at least 65% of a building’s frontage;
- Minimum Build-to Requirements: for parcels west of Broadway in the CCTD, new buildings shall be built to within 10 feet of the street property line for no less than 60% of the frontage (except on 16th Street Mall where the build-to line is increased to 20 feet); for parcels east of Broadway with the D-C zone, new buildings shall be built to within 10 feet of the street property line for no less than 50% of the frontage;
- Ground Floor of new Parking Structures: if not initially design for active ground floor uses, ceiling heights and structural openings designed to be converted to pedestrian active uses in the future;
- Open Space Required: 30 SF per new residential unit;
- Downtown Design Standards: Lower 30 feet of structures: % at Build-to line, direct entry doors from street, % transparency
 - Lower 80 feet of structure: requirements for % glass to solid wall, use of reflective glass, scaling elements;
 - Structures greater than 200’: massing and stepbacks for sky exposure are required;
 - Structures greater than 400’: massing and stepbacks to alleviate winds at ground level are required.

Approvals through Design Standards Review Process or Design Guidelines Negotiation Process is described.





8 APPENDICES

D-CV NEIGHBORHOOD CONTEXT – DOWNTOWN CIVIC DISTRICT (D-CV): REQUIREMENTS INCLUDE:

- Building Height – maximum 16 stories, 200 feet
- Required Build-to Lines: 65% of a new building frontage must be built within 0 – 12 feet of the primary street property line; 30% within 0 -12 feet of the side street property line;
- Setbacks: there are no minimums;
- Transparency at ground floor: new building frontage is required to have minimum 40% transparency for primary streets, 30% for secondary streets;
- Required Entrance on Primary streets.



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