

CAPITOL COMPLEX MASTERPLAN

DENVER,
COLORADO

01

INTRODUCTION



1.1 OVERVIEW OF THE MASTER PLAN

1.1.1 OVERVIEW OF MASTER PLAN SCOPE

C.R.S. 24-82-101(3) directs the Department of Personnel & Administration to develop a Master Plan for the Capitol Complex. The master plan is subject to final approval from the Office of State Planning and Budgeting and the Capital Development Committee and must be completed no later than December 1, 2014. Its scope is outlined as follows:

- Determine space utilization needs for state agencies located in and near the capitol complex;
- Prioritize the location of various state agencies based on their service functions;
- Consider the symbolic importance of certain capitol complex buildings and grounds;
- Identify opportunities for co-locating state agencies;
- Identify the most appropriate use of state owned and leased space for state agencies;
- Identify opportunities for energy cost savings and improved sustainability within state-owned facilities;
- Assess and improve security for state-owned facilities, especially for those state agencies performing sensitive government functions;
- Establish guidelines regarding the appropriate use and maintenance of grounds within the capitol complex;

- Assess existing parking capacity and identify the current and future need for capitol complex tenants, including the location of parking facilities;
- Establish guidelines for future development within the capitol complex, including a multi-year plan for:
 - New and renovated capital construction projects;
 - Controlled maintenance projects; and
 - Real estate acquisition or disposition transactions as applicable;
- Review the pedestrian circulation around the capitol complex;
- Suggest financing options for future improvements and development;
- Make recommendations on buying, selling, constructing, financing, or leasing properties in the capitol complex based on factors such as land use and centralization versus decentralization of state functions; and
- Address any other issues that the office of the state architect deems important in relation to the goals of the master plan.



1.1.2 PREVIOUS MASTER PLANNING EFFORTS

Beginning in the late 1960s, several master planning efforts, ranging in scope and purpose, have been undertaken to guide the future of the Capitol Complex. Two recent plans were appropriated and initiated and subsequently de-appropriated because of budget issues prior to completion of any analysis.

- Master Site Plan, Colorado State Capitol, Volume 4 of The Capitol Complex Master Plan, Prepared For The State of Colorado, By, S.U.A. Incorporated, John Carl Warnecke and Associates, September 1967.
- Space Master Plan for the State of Colorado Capitol Complex, by Pouw & Associates, Inc., Geisler Smith Associates, and Joseph Farber & Co., April, 1989
- Capitol Complex Master Plan, De-appropriated, 2002
- Capitol Complex Master Plan, De-appropriated, 2009

1.1.3 METHODOLOGY

Initial Master Plan Assessment

The first 60 days of the master planning process were focused on addressing three high priority issues: A Build/Buy/Lease analysis, the West Lawn, and a condition assessment for 1313 and 1375 Sherman Street. Based on a high level estimate of space needs, the RNL/JLL team identified all viable buildings in and around the Capitol Complex for purchase and evaluated those, both on a short term and long term basis, to building a new state office building at Lincoln and Colfax and also toward the strategy of continuing to maintain existing leased space. The extension of the West Lawn of the Capitol over Lincoln Street was further developed in order to understand projected costs and the pros and cons associated with the project. The two state office buildings most in need of upgrades (1313 and 1375 Sherman Street) were evaluated in detail to determine renovation costs and appropriate agency occupants.

Agency Assessments

Interviews were conducted with all agency executive and deputy directors, elected official staff, and General Assembly service agency staff to understand missions, organizational structures, which agency functions need to be in proximity to other agencies or the Capitol and which functions could be located elsewhere, current and projected staffing levels, unique space needs, and ideal space configuration to deliver efficient services. Staff projections were based on historic departmental appropriations as well as input from the agency directors regarding conditions unique to the individual agencies at this time.

Space standards were developed for all functions based on functional need and were benchmarked against best practices of other states and the private sector. Total space needs by group were then tabulated and are summarized in Chapter 3.0 - Agencies.

Consolidation of Agencies and Renovation of Facilities

Departmental relocations have been recommended in order to consolidate agency functions currently dispersed in multiple buildings and allow for phased renovation of state owned buildings that will create effective and efficient workspace and lower operating and deferred maintenance costs.

Detailed Facility Assessments

Detailed condition assessments were completed for all state owned buildings in the Complex in order to determine the level of work required to bring each building up to acceptable standards. In part due to the lack of a guaranteed funding mechanism for building maintenance and upgrades, several of the buildings in the Capitol Complex have fallen into disrepair and require significant improvements. For each building, the assessment addressed mechanical, electrical, structural, architectural, code, security, and technology needs, and then associated cost estimates were developed for each. These assessments can be found in Chapter 4.0 - Facility Assessments.

Urban Design

The downtown Capitol Complex study area was defined as a sixteen square block area, defined by Broadway, Logan, 12th Avenue and 16th Avenue. A comprehensive urban design analysis of this area examined all factors affecting the experience of legislators, employees, the business community, and general public either working in or visiting the Complex. Multiple concepts were analyzed in order to increase the level of activity and vibrancy, improve the pedestrian experience, encourage private sector investment and enhance the overall character of the area around the State Capitol. Analysis and recommendations can be found in Chapter 5.0 - Urban Design.

Outreach

Meetings were conducted with the City and County of Denver, Regional Transportation District (RTD), the Civic Center Conservancy, the Downtown Denver Partnership, representatives from the local business community and private developers in order to solicit ideas that would facilitate achieving the urban design goals.

Benchmarking

The master plan team conducted a benchmarking analysis which included studies of space allocation, facility management, and funding strategies of other states with similarities to Colorado. Data was gathered on ten state capitols and detailed interviews were conducted with Minnesota, Utah and Washington, the three that had notable similarities and offered the best learning opportunities. Several ‘best practices’ were identified through this process that provide valuable insights and have informed the recommendations. Analysis and recommendations can be found in Chapter 6.0 - Benchmarking.

Recommendations and Next Steps

The master plan makes several recommendations for the relocation of agencies from leased space into State owned space; the space needs have been accommodated by a combination of new construction, renovation and efficient right sizing of space. The master plan also proposes the Capitol Mall concept as an over arching element to define a Capitol campus and activate the downtown Capitol Complex. To achieve these goals it is suggested that a task force be formed composed of key decision makers from the State and that it include influential members of the surrounding districts, neighborhoods, governmental and private agencies. This task force would help to coordinate the efforts of the surrounding community to benefit the State and the citizens in making the recommended enhancements to the Capitol Complex.

