

# CAPITOL COMPLEX MASTERPLAN

DENVER,  
COLORADO

# 03

AGENCIES



## 3.1 METHODOLOGY

The current master plan builds upon space needs programming data from the majority of State agencies collected by the previous master planning consultant in 2008. The data and information collected at that time was verified in 2013 through the redistribution of the 2008 documentations to each department, and a series of interviews with management leaders in those organizations. The newly compiled and updated information was then reviewed through interviews conducted with the executive director, or a representative from the director's office, for each department to confirm information and directions received through the verification process.

### Space Planning Interviews

The space planning interviews were conducted with the deputy director or assigned representatives from the executive and legislative functions between September and November of 2013. Follow up interviews with the executive director's office from each department were conducted in January and February of 2014. The purpose of the interviews was to update data previously compiled, as noted above, and discuss operating and space conditions listed below:

- Mission/function.
- Organizational structure.
- Staff levels since 2008, any available historical staff data, and primary workload indicators.
- Frequent interaction with other departments necessitating a close physical adjacency.
- Adjacency requirements to be within the Capitol Complex.
- Impact of technology on current and projected department operations and/or staffing.
- Deficiencies with the current space at each location.
- Any unique space types required.
- Any parking, security or service concerns at any location.

The interview information provided the department's qualitative perspective of its needs, as well as the basic quantitative data necessary for the consultant team to begin the planning process. The updated surveys provide an analytical description of characteristics necessary to project future personnel and space needs, determine location requirements, and identify other factors critical to the department satisfying its mission. Updated surveys for each department are provided in supporting documents (see Appendix 1 (a) - Updated Surveys).

General comments from the department interviews related to space use are highlighted below.

- Staff growth is primarily dictated by legislative changes, and is therefore somewhat difficult to project out more than one year.
- Requests for additional space are typically only appropriated with an increase of 20 or more positions, resulting in makeshift solutions within existing space to accommodate growth.
- Current office space in many locations, particularly in the older and owned State buildings, is dated, with less than ideal working conditions.
- Office workspace conditions are somewhat dictated by outdated furniture solutions and issues (this applies less to more recently leased locations) including:
  - Open office furniture (e.g. workstations) utilize obsolete and/or declining components that are beyond their serviceable life;
  - This frequently contributes to decreased efficiencies in space use, decreased flexibility for reconfiguration and change, lower levels of light, and a less professional appearance;
  - In general where workstation panels are used, they are very tall, with freestanding furniture within. This typically results in larger individual workspace footprints than are necessary, and limits access to natural light by blocking light from reaching the interior spaces; and
  - Storage tends to be scattered, decentralized and inefficient.

- Technology improvements have been made since 2008 in a number of locations, particularly with respect to conference room AV and communications devices. There are still technology challenges related primarily to infrastructure in many locations.
- Parking availability for clients and public visitors is an issue for most downtown Denver locations, and is a particular challenge both for visitors and staff during legislative sessions (see Section 5.6 in Chapter 5.0 - Urban Design).
- Security is an on-going concern in some locations (specific issues are addressed in the Section 4.5 in Chapter 4.0 - Facility Assessments).
- A number of agencies have a desire to be more consolidated including the Department of Education, Department of Revenue, Health Care Policy and Financing and Department of Natural Resources. These preferences were addressed in the development of alternatives.
- Virtually all agencies want to have at least some presence in the Capitol Complex whether that be their full operations or, at a minimum, an executive office.

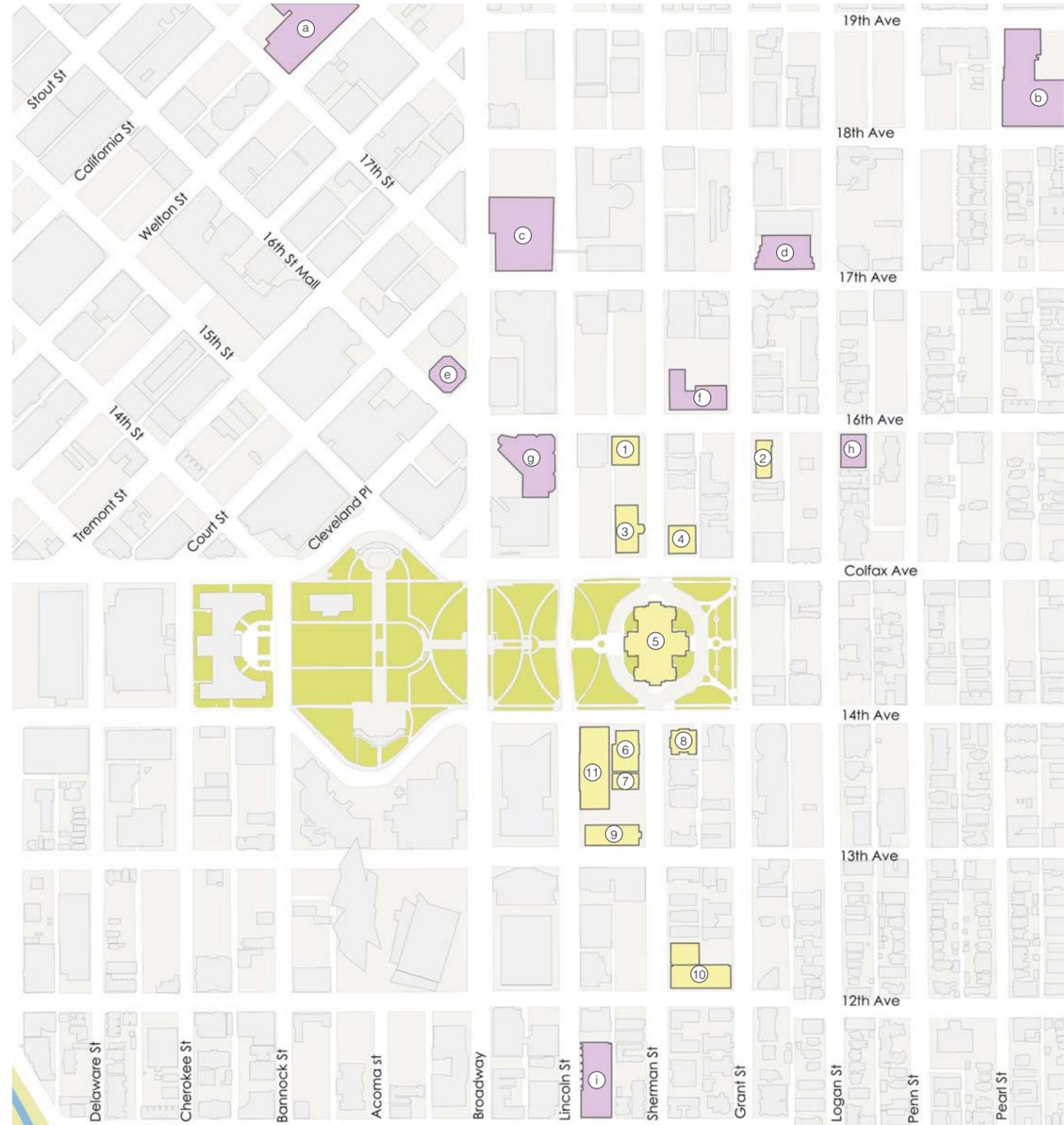
### Lease vs. Own Strategies

The map to the right shows the Capitol Complex and surrounding downtown area and indicates which buildings the State occupies that are owned versus leased, and which departments occupy space in these locations. As the State considers the alternatives and recommendations outlined in this document it is important to consider the issues related to owning versus leasing space. Leased space has provided the State with overflow space as agencies have outgrown their owned facilities. It has also provided some flexibility for agencies that have had significant fluctuations in staff based on federal or state funding and programs from year to year. However, a long term strategy and goal of the State is to own more than lease, and only lease space for those agencies that have historically experienced significant change.

It is significant to note that entire agencies such as the Department of Regulatory Agencies and the Department of Higher Education and half of the Department of Labor and Employment are located in leased space. The Secretary of State and the Unclaimed Property Office of the Department of Treasury are in leased rather than owned space. And finally, several of the organizational units of the Governor's Office, which have been in existence for over a quarter of a century, including the Office of Economic Development and International Trade and the Energy Office as well as more recently created Office of Information Technology, are in leased space as well. All of these entities perform on-going functions of State government. These agencies were recommended to be consolidated in State-owned space while agencies having expanding needs are recommended to be consolidated in leased space.



Diagram Showing Agency Locations in Owned and Leased Space



- Capitol Complex buildings
- Privately Owned Buildings with State Tenants

**Capitol Complex Buildings**

1. Human Services Building, 1575 Sherman Street
  - Tenants: DHS
2. 1570 Grant Street
  - Tenants: HCPF
3. State Services Building, 1525 Sherman Street
  - Tenants: DPA, State Auditor, GA
4. State Office Building, 201 East Colfax Avenue
  - Tenants: DOE
5. State Capitol Building, 200 East Colfax Avenue
  - Tenants: Office of the Governor, Office of Lieutenant Governor, Department of Treasury, GA, Legislative Council, Legislative Legal Services, DPS-State Patrol, DPA-CCF
6. Capitol Annex, 1375 Sherman Street
  - Tenants: DOR
7. Power Plant, 1341 Sherman Street
  - Tenants: DPS-State Patrol
8. Legislative Services Building, 200 East 14th Avenue
  - Tenants: GA, Joint Budget Committee, Legislative Council
9. Centennial Building, 1313 Sherman Street
  - Tenants: DNR, DOLA, DPA-Archives
10. Department of Labor and Employment, 251 East 12th Avenue
  - Tenants: DOLE
11. Merrick Parking Structure
  - Tenants: N/A

**Privately Owned Buildings with State Tenants**

- a. 633 and 621 17th Street
  - Tenants: DOLE
- b. 601 E 18th Avenue
  - Tenants: OIT
- c. 1700 Broadway
  - Tenants: Secretary of State
- d. 303 E. 17th Avenue
  - Tenants: HCPF
- e. 1625 Broadway
  - Tenants: OEDIT
- f. 225 E. 16th Avenue
  - Tenants: HCPF
- g. 1560 Broadway
  - Tenants: DORA, DHE, DOE
- h. 1580 Logan Street
  - Tenants: GEO, DOE, TREASURY
- i. 1120 Lincoln Street
  - Tenants: DNR, DHS

Locations not shown include 1881 Pierce Street, the Kipling Campus, and leases outside of the downtown area



## 3.2 AGENCY NEEDS

The data collection process resulted in an understanding of not only each agency's space needs but also operational and locational requirements, which have been briefly summarized in the following tables. This information provided a critical part of the framework for the development of alternatives discussed in Chapter 7.

### GOVERNOR'S OFFICE

**GOVERNOR:** John Hickenlooper

**TOTAL FTE:** 54

**AGENCY NEEDS:**

The Governor's Office is located in the Capitol Building. There are several functions that fall under the Governor that are located elsewhere including the Office Of Economic Development and International Trade, the Governor's Energy Office and the Office of Information of Technology. These are described separately.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
200 E. Colfax Ave.	19,284	Exec. Offices, State Planning & Budgeting, Boards & Commissions, Policy & Initiatives, Legal, Press Office, Legislative Relations	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			

### GOVERNOR'S OFFICE OF ECONOMIC DEVELOPMENT & INTL TRADE (OEDIT)

**DIRECTOR:** Ken Lund

**TOTAL FTE:** 40

**AGENCY NEEDS:**

This office is located in leased space which has been appropriate for its functions; however there is little room for growth. This office could be considered as a candidate for a new State office building.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
None			
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1625 Broadway	14,337	Entire Office	\$31.45

### GOVERNOR'S ENERGY OFFICE (GEO)

**DIRECTOR:** Jeffery Ackerman

**TOTAL FTE:** 30

**AGENCY NEEDS:**

This office is in leased space with a near term lease expiration. There is a significant amount of underutilized space. If relocated, this office will need to remain in close proximity to the Capitol, Public Utilities Commission, OEDIT and DNR. In addition, any new location would require parking for six pool trucks and materials storage.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
None			
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1580 Logan St.	10,031	Entire Office	\$17.65



**GOVERNOR'S OFFICE OF INFORMATION TECHNOLOGY (OIT)**

**DIRECTOR:** Kristin Russell (currently Suma Nallapati)

**TOTAL FTE:** 286 (at main office)

**AGENCY NEEDS:**

Recent organizational changes have centralized the OIT reporting structure but left many OIT personnel still physically located with the agencies they serve. The main office occupies leased space only. This space has no expansion capability which has caused issues with projected department growth. Currently nineteen data centers are located within the Capitol Complex so one goal for the department is to consolidate these into two primary data centers - one located at the Kipling complex, and the second at the E-FORT Disaster Recovery Center on Arapahoe Road (not included).

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
690 Kipling St	4,104	Data Center	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
601 E. 18th St.	2,279	Main office	\$17.13
(2 leases)	59,220		\$16.65

**OFFICE OF LIEUTENANT GOVERNOR**

**LIEUTENANT GOVERNOR:** Joe Garcia

**TOTAL FTE:** 15

**AGENCY NEEDS:**

The Lt. Governor's office oversees the Offices of Indian Affairs, Health & Wellness, Community Services and Early Childhood Education. These functions are split between the Capitol Building and one leased space.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
200 E. Colfax Ave	1,997	Exec Off, Indian Affairs, Health & Wellness	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
225 E. 16th Ave.	1,245	Commun. Svcs, Early Childhood Education	\$19.00

**SECRETARY OF STATE**

**SECRETARY OF STATE:** Scott Gessler

**TOTAL FTE:** 135

**AGENCY NEEDS:**

All divisions of this office are located in a single leased location. There would be some benefit to moving closer to the Capitol for the executive team; however, the current location works well and relocating the existing data center would be difficult. Any newly leased space or retrofitted owned space would need to meet technology and security criteria that are in place in the current space.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
None			
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1700 Broadway	36,557	Entire Office	\$18.79

**DEPARTMENT OF TREASURY**

**TREASURER:** Walker Stapleton

**TOTAL FTE:** 32

**AGENCY NEEDS:**

This office is located primarily in the State Capitol building with the unclaimed property function in a leased location. Ideally the two functions would be consolidated in owned space. However, the current location has the benefit of available public parking.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
200 E. Colfax Ave	4,379	Main office	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1580 Logan St.	3,466	Unclaimed Property	\$17.85



**DEPARTMENT OF EDUCATION (DOE)**

**COMMISSIONER:** Robert Hammond  
**TOTAL FTE:** 466 (all locations)  
**AGENCY NEEDS:**

This department is housed in extremely crowded conditions at 201 E. Colfax and in multiple leased spaces. Ideally most of this Department would be co-located. Two options to consider for consolidation are to construct an addition to 201 E. Colfax or vacate the leased space and consolidate those displaced functions into the new State Office building.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
201 E. Colfax Ave.	42,988	Admin. & OIT	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1535 Grant St.	1,731	Content Specialist Div	\$17.17
1560 Broadway	24,351	Fed. Programs Admin	\$28.12
1580 Logan St. (5 Leases)	4,863	Charter School	\$18.50
	3,207	Educator Effect.	\$19.88
	1,147	IT	\$17.81
	2,785	CDE	\$19.17
	2,851	Cap. Const.	\$19.21
6000 E. Evans St.	3,320	Prof. Svcs & Licensing	\$12.53

**HEALTH CARE POLICY & FINANCING (HCPF)**

**DIRECTOR:** Sue Birch  
**TOTAL FTE:** 628 (all 3 locations)  
**AGENCY NEEDS:**

This department has grown significantly with the addition of approximately 100 FTE since 2013, driving the need for additional leased space. Ideally this agency would be in a single location. HCPF recently leased additional space at 303 17th Street, leaving the department in three locations for the next five to seven years. The longer term assumption is that HCPF will vacate 1570 Grant Street and consolidate at two leased locations. This will allow the Grant Street building to be remodeled for future use potentially by the Department of Local Affairs.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1570 Grant Street	41,453	Admin. & Ops	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
225 E. 16th Street	21,403	Admin & Ops	\$21.00
(3 leases)	18,497	Admin & Ops	\$18.96
	2,791	Admin & Ops	\$18.00
303 E. 17th Street	25,935	Admin & Ops Office	\$24.86
	847	Storage	\$24.86

**DEPARTMENT OF HIGHER EDUCATION (DHE)**

**DIRECTOR:** Joe Garcia  
**TOTAL FTE:** 94  
**AGENCY NEEDS:**

This agency includes the CollegenInvest office, which is funded separately from the general department and is located in a separate space within the same building. Ideally CollegenInvest will remain co-located with the rest of the department if relocation occurs upon lease expiration. DHE is a candidate for a new State office building if occupants of 1560 Broadway are considered.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1560 Broadway	21,304	DHE Department	\$29.43
	18,320	CollegenInvest	\$29.43

**DEPARTMENT OF HUMAN SERVICES (DHS)**

**DIRECTOR:** Reggie Bicha  
**TOTAL FTE:** 548 (at 1575 Sherman St)  
**AGENCY NEEDS:**

This agency plans to evaluate its administrative and operational space needs in more detail. The feasibility of co-locating all of their administrative functions at the Fort Logan campus will be considered. If 1575 Sherman is vacated, the building could be backfilled by Department of Revenue functions from 1881 Pierce and DOR leased space.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1575 Sherman Street	99,087	All Divisions	
(Fort Logan is excluded from the study)			
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			



**DEPARTMENT OF LABOR AND EMPLOYMENT (DOLE)**

**DIRECTOR:** Ellen Golombeck

**TOTAL FTE:** 1,081

**AGENCY NEEDS:**

This department's primary locations are 251 E. 12th and 633 17th Street, a leased facility. The State building is 81% federally funded and 19% DOLE owned. While consolidation would be ideal, the amount of space this department requires makes that difficult. One option to consider for greater consolidation is relocation to a new State owned building.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
251 E. 12th Ave.	137,000	Unemploy. Insur. & OIT	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
633 17th St.	172,240	Exec Off, Unemp.Ins., Labor, Oil & Pub. Safety, Workers Comp	\$21.64
621 17th St	13,624	Worker's Comp	\$18.50

**DEPARTMENT OF LOCAL AFFAIRS (DOLA)**

**DIRECTOR:** Reeves Brown

**TOTAL FTE:** 170

**AGENCY NEEDS:**

DOLA occupies only owned space; they are located on three floors of the 1313 Sherman Building. The department's interaction with a number of other agencies requires that it be centrally located in the Capitol Complex. This agency is a candidate to backfill 1570 Grant Street if that building is vacated by HCPF and remodeled.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
1313 Sherman St.	33,822	Entire agency	
	1,480	Storage	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			

**DEPARTMENT OF NATURAL RESOURCES (DNR)**

**DIRECTOR:** Mike King

**TOTAL FTE:** 388 (not Including 6060 Broadway)

**AGENCY NEEDS:**

The majority of this department is located at 1313 Sherman and 6060 Broadway. The department has expressed a desire to co-locate all of its administrative divisions and potentially sell 6060 Broadway. This can be accomplished by relocating DOLA to 1570 Grant Street as proposed. DNR would backfill the space at 1313 Sherman with most of the outlying DNR functions, with the exception of the service center, warehouse, and training facilities that ideally would be relocated from 6060 Broadway closer to the I-70 Corridor.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
1313 Sherman St. - office	71,879	All Divisions except Parks and Wildlife (at 6060)	
1313 Sherman St. - Storage	852		
1127 Sherman St.	12,000	State Brd of Land Commiss	
(6060 Broadway and other outlying locations are excluded from this study)			
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1120 Lincoln St.	19,991	Oil & Gas Conserv Commiss & OIT	\$20.66

**DEPARTMENT OF PERSONNEL & ADMINISTRATION (DPA)**

**DIRECTOR:** Kathy Nesbitt

**TOTAL FTE:** 294

**AGENCY NEEDS:**

This agency is located in recently remodeled space at 1525 Sherman Street with Central Services functions and storage located outside of the Capitol Complex at the North Campus facility. Some Central Service functions (e.g. mail services) could be considered for relocation if the North Campus is repurposed for other uses in the future.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
1525 Sherman St.	78,580	All Exec/ Admin functions including Admin. Courts	
	5,908	Storage	
1313 Sherman St.	5,292	Archives Mgmt Office	
	34,581	Archives Storage	
200 E. Colfax Ave.	8,734	Storage	
1001 E. 62nd Ave	30,860	Central Svcs. Office	
(North Campus)	12,000	Archives Storage	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			



**DEPARTMENT OF PUBLIC SAFETY (DPS)**

**DIRECTOR:** James Davis (currently Stan Hilkey)  
**TOTAL FTE:** 603  
**AGENCY NEEDS:**

The recent departure of the Department of Agriculture and the Colorado Bureau of Investigation lab from the Kipling campus has opened up space that DPS could occupy, potentially vacating most of their lease at 710 Kipling. They have requested funding for this. (This department has additional owned facilities outside of the Kipling campus, i.e. at Camp George West and 9195 E. Mineral, that are not included here.)

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
1341 Sherman St. (State Patrol)	2,494	State Patrol	
690 Kipling St.	32,429	Exec. Off., Fire Prev/Control, Homeland Sec/Info. Analysis Center (CIAC)	
	5,475		
700 Kipling St.	36,380	Exec Off., ICJIS, OIT, Criminal Justice, State Patrol	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
710 Kipling St	3,038	Bureau of Invest.	\$19.44
(4 leases)	8,748	Bureau of Invest.	\$18.00
	4,426	Criminal Justice	\$17.44
	1,401	State Patrol	\$17.50

**DEPARTMENT OF REGULATORY AGENCIES (DORA)**

**DIRECTOR:** Barbara Kelley  
**TOTAL FTE:** 614  
**AGENCY NEEDS:**

This department is required by statute to be located in the Capitol Complex. It was housed in 1525 Sherman until that building was remodeled in 1991. DORA moved to leased space at that time and never returned to the Capitol Complex. DORA is a candidate for occupying a new State Office building.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
None			
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
1560 Broadway - Office (2 leases)	154,615	All Divisions & Conference Center	\$17.90
	5,710		\$31.61

**DEPARTMENT OF REVENUE (DOR)**

**DIRECTOR:** Barbara Brohl  
**TOTAL FTE:** 1,032 (all locations)  
**AGENCY NEEDS:**

1375 Sherman Street is in the poorest condition of the State owned buildings in the Capitol Complex; this has created a very poor working environment, and space shortages have driven the need for multiple leased spaces. These dispersed locations have caused a number of operational difficulties. The downtown location is one of the most publicly visited State agency buildings and has parking and access challenges. The other primary location is 1881 Pierce which also is in poor condition, and faces similar public access issues due to a lack of public transportation. Proposed solutions include selling the 1881 Pierce location to move all but the DMV functions closer to, or within, the Capitol Complex. If feasible, some functions currently in leased space would consolidate with the customer facing functions from 1881 Pierce.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
1375 Sherman St.	63,636	Exec.Off, Taxation, Central Ops, Security, OIT	
	10,944	Storage	
1881 Pierce St.	90,261	Tax Business Group, Enforcement, Motor Vehicle Dept	
1001 E. 62nd Ave	2,640	Tax Processing Ops, Storage	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
455 Sherman St (2 leases)	7,500	Tax	\$21.88
	14,853	Marijuana	\$20.26
17301 W. Colfax Ave.	16,260	Gaming	\$19.20
700 W. Mississippi Ave.	11,229	State Lottery Storage	\$7.82
720 S. Colorado Blvd. (2 leases)	11,962	Lottery & Field Audit	\$19.41
	16,339	Tax Field Audit	\$22.16

**GENERAL ASSEMBLY: STATE SENATE, HOUSE OF REPRESENTATIVES**

**SECRETARY OF SENATE:** Cindi Markwell  
**CHIEF CLERK OF THE HOUSE:** Marilyn Eddins  
**TOTAL HEADCOUNT SENATE:** 35 Senators/~175 Total incl. Staff, Aides, Interns  
**TOTAL HEADCOUNT HOUSE:** 65 Representatives/~90 Total w/Staff, Aides, Interns  
**AGENCY NEEDS:**

Of the 100 members of the House and Senate, 44 will have offices in 1525 Sherman Street (30 House members/14 Senate members). Committee rooms for the House and Senate will be split between the Capitol and the Legislative Services Building as renovations are completed in both buildings.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
200 E. Colfax Ave.	86,089	General Assembly Space For Both House & Senate	
	4,689	General Assembly Storage	
200 E. 14th Ave.	21,203	General Assembly	
1525 Sherman St.	15,200	General Assembly	
	500	Storage	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			



**JOINT BUDGET COMMITTEE**

**STAFF DIRECTOR:** John Zeigler

**TOTAL FTE:** 16

**AGENCY NEEDS:**

This office is located in the Legislative Services Building. It requires a dedicated hearing room that can accommodate committee members, testimony seating and 50-60 spectators. Close proximity to the Capitol is required for legislators who sit on the committee.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
200 E. 14th Ave.	5,620	Office space	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			

**LEGISLATIVE COUNCIL**

**DIRECTOR:** Mike Mauer

**TOTAL FTE:** 69

**AGENCY NEEDS:**

The Legislative Council offices and support spaces occupy space at the Capitol and the Legislative Services Building. One office division recently moved out of leased space to backfill vacated State Auditor's space at 200 E. 14th where the server room and print shop were already located.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
200 E. Colfax Ave.	13,942	Legislative Council	
200 E. 14th Ave.	10,149	Legislative Council	
	1,567	Server Room	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			

**LEGISLATIVE LEGAL SERVICES**

**DIRECTOR:** Dan Cartin

**TOTAL FTE:** 49

**AGENCY NEEDS:**

This office is located in the State Capitol. Some storage is shared with General Assembly storage (included in Senate/General Assembly SF). Close proximity to the Capitol is required.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
200 E. Colfax Ave.	13,706	Office space	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			

**STATE AUDITOR**

**AUDITOR:** Dianne Ray

**TOTAL FTE:** 68

**AGENCY NEEDS:**

The State Auditor's Office recently moved from the Legislative Services Building and leased space into 1525 Sherman Street, including storage. This new location provides adequate meeting rooms. The Legislative Audit Committee will hold hearings in the Capitol Building or the Legislative Services Building.

OWNED LOCATIONS	CURRENT SF	DIVISIONS	
1525 Sherman St.	13,600	Office space	
	500	Storage	
LEASED LOCATIONS	CURRENT SF	DIVISIONS	LEASE COST/SF
None			



## 3.3 - SUMMARY OF EXISTING SPACE UTILIZATION

Using data compiled for the updated department survey profiles, the consultant team prepared a database inventory of the existing allocation of department assigned space in both owned and commercially leased space ("Office Useable Area" or "Rentable Area"). The methods for calculating current occupancies is described in this section.

### Space Planning Standards

Space standards and professional practice guidelines provide an objective basis to identify uniform measurements of space expressed in square feet per person or use area. Space standards are required to:

- Make the most efficient use of state owned and leased space;
- Establish uniformity and consistency among personnel in all departments and agencies;
- Establish uniformity and consistency in the allocation of space for equipment;
- Provide a uniform basis for projecting space needs for personnel and equipment to logically plan for the acquisition of future owned and leased space; and
- Determine the probable cost of needed space.

This section explains the basis for estimating total space need based on the progression from functional net use spaces or areas to complete departments that comprise a total projected building space need.

### Net Space

Estimating the amount of useable area or floor space needed to provide an appropriate environment capable of supporting a function involves the application of space allocations or space standards to the operational requirements of the functional component (e.g. office, restroom, conference room etc.). These standards, guidelines and specific space allocations are expressed as "net useable square feet" or NSF.

### Department Gross Space

In a master space plan, the size of individual offices/workstations is not as important as the total allocation of space for each staff position. For example, an office may be 100 square feet, but the total space to support that office requires corridors, conference rooms, reception areas, printer stations etc. The total "department gross square feet" (DGSF) is the sum of the various personnel, support spaces and circulation space within the confines of that department including interior walls.

For typical office environments, the average DGSF per staff is driven by the function of the department and a) the mix of private offices versus open workstations; and b) types and sizes of support spaces. Using data provided by the State, the consultant team calculated the amount of existing space currently occupied by each department as DGSF for both owned and commercially leased space. Existing department space was provided at one or both of the following levels:

- Office Useable Area (OUA) – area where a tenant houses personnel and/or furniture, including circulation internal to that department space, also referred to as Useable Square Feet (USF)
- Rentable Area (RA) – office area of a tenant plus the tenant's share of the floor common area and common building area, also referred to as Rentable Square Feet (RSF).

NOTE: For State owned buildings, USF as reported in the 2004 State Buildings Report, was determined to be the closest equivalent to RSF occupancy in commercially leased spaces. The 2008 Master Plan data, used as the starting point for determining space needs for this plan, also utilized USF for State owned buildings.

### Building Gross Space

Building gross square feet (BGSF) is the sum of all the assignable (DGSF) spaces and non-assignable spaces to include exterior wall thickness, common public circulation, public restrooms, stairwells and mechanical shafts. A BGSF factor is applied after the addition of all the DGSF components to yield a final estimate of the full spatial impact of each component of the building. Building grossing factors can range from 20%-60%+ depending upon the building's purpose.



**Current Conditions**

There is currently little standardization of workspace in the Capitol Complex as a whole. This is the result both of the existing conditions, particularly in owned buildings, and of the decentralized system currently in place by which agencies procure, budget for, plan and design space. There is more consistency in some of the commercially leased spaces the State occupies as these spaces have less restrictive existing conditions, have generally more flexible and efficient floor plans and opportunities to implement some of the best practices in workplace design through independent use of space planning services provided by the State's tenant broker contract. A good example of space where standards are more consistent with current benchmarks and trends is the newly remodeled HCPF space at 303 17th Avenue.

Table 1 summarizes the existing inventory of owned and commercially leased space included in this study. Of the current inventory 39% is commercially leased space and 61% is owned space.

Of the owned space, 15% is legislative space, 82% is space occupied by executive branch agencies and 3% is occupied by elected official functions. Of the leased space, 83% is occupied by executive branch agencies, and 17% is occupied by elected official functions.

**Table 1: Summary of Existing Space Occupied – Owned vs. Leased**

SPACE TYPE/ DEPARTMENT	EXISTING SPACE/ DGSF
<b>OWNED</b>	
<b>Executive Elected Officials</b>	
Office of the Governor, Executive	19,284
Office of the Governor, Information Technology	4,104
Office of the Governor, Storage	1,873
Office of Lieutenant Governor	1,997
Department of Treasury	4,379
<i>Executive Elected Officials Total</i>	<i>31,637</i>
<b>Executive Branch Agencies</b>	
Department of Education	42,988
Department of Health Care Policy & Financing	41,453
Department of Human Services	99,087
Department of Labor & Employment	147,364
Department of Local Affairs	35,302
Department of Natural Resources	226,169
Department of Personnel & Administration	175,955
Department of Public Safety	77,353
Department of Revenue	167,481
<i>Executive Branch Agencies Total</i>	<i>1,013,152</i>
<b>Legislative</b>	
General Assembly	127,681
Joint Budget Committee	5,620
Legislative Council	25,658
Legislative Legal Services	13,706
State Auditor	14,100
<i>Legislative Total</i>	<i>186,765</i>
<b>OWNED TOTAL</b>	<b>1,231,554</b>
<b>LEASED</b>	

SPACE TYPE/ DEPARTMENT	EXISTING SPACE/ DGSF
<b>Executive Elected Officials</b>	
Office of the Governor, Economic Dev & International Trade	14,337
Office of the Governor, Energy	10,031
Office of the Governor, Information Technology	73,666
Office of Lieutenant Governor	1,245
Secretary of State	36,557
Department of Treasury	3,466
<i>Executive Elected Officials Total</i>	<i>139,302</i>
<b>Executive Branch Agencies</b>	
Department of Education	44,165
Department of Health Care Policy & Financing	69,553
Department of Higher Education	39,624
Department of Labor & Employment	185,864
Department of Natural Resources	27,751
Department of Public Safety	51,321
Department of Regulatory Agencies	160,497
Department of Revenue	78,143
<i>Executive Branch Agencies Total</i>	<i>656,918</i>
<b>LEASED TOTAL</b>	<b>796,220</b>
<b>GRAND TOTAL</b>	<b>2,027,774</b>

Source: Updated survey data, compiled by CGL; November 2013, updated March 2014 and August 2014.



Table 2 shows both current staff and existing square feet by department and branch. An inventory of existing square footage by building has been provided in the appendix (Appendix 1 (b) - Baseline Data Table).

NOTE: Staff totals for some agencies - including the Departments of Education, Human Services, Labor and Employment, Local Affairs, Natural Resources, Public Safety, Regulatory Affairs, and Revenue - include Office of the Governor/Office of Information Technology staff, since these positions are assigned to be co-located with the agency served.

**Table 2: Summary of Space Inventory By Branch/Department**

BRANCH/DEPARTMENT	EXISTING STAFF	EXISTING SPACE/ DG SF
<b>EXECUTIVE</b>		
<b>Elected Officials</b>		
Office of the Governor, Executive	54	19,284
Office of the Governor, Economic Dev & International Trade	40	14,337
Office of the Governor, Energy	30	10,031
Office of the Governor, Information Technology	288	77,770
Office of the Governor, Storage		1,873
Office of Lieutenant Governor	15	3,242
Secretary of State	135	36,557
Department of Treasury	32	7,845
<b>Elected Officials Total</b>	<b>593</b>	<b>170,939</b>
<b>Branch Agencies</b>		
Department of Education	466	87,153
Department of Health Care Policy & Financing	628	111,006
Department of Higher Education	94	39,624
Department of Human Services	548	99,087
Department of Labor & Employment	1,081	333,228
Department of Local Affairs	170	35,302
Department of Natural Resources	520	253,920
Department of Personnel & Administration	294	175,955
Department of Public Safety	603	128,674
Department of Regulatory Agencies	614	160,497
Department of Revenue	1,032	245,624
<b>Branch Agencies Total</b>	<b>6,050</b>	<b>1,670,070</b>
<b>EXECUTIVE TOTAL</b>	<b>6,643</b>	<b>1,841,009</b>
<b>LEGISLATIVE</b>		
<b>Legislative</b>		
General Assembly	265	127,681
Joint Budget Committee	16	5,620
Legislative Council	44	25,658
Legislative Legal Services	49	13,706
State Auditor	68	14,100
<b>LEGISLATIVE TOTAL</b>	<b>467</b>	<b>186,765</b>
<b>GRAND TOTAL</b>	<b>7,110</b>	<b>2,027,774</b>

Source: Updated survey data, compiled by CGL; November 2013, updated March 2014 and August 2014.

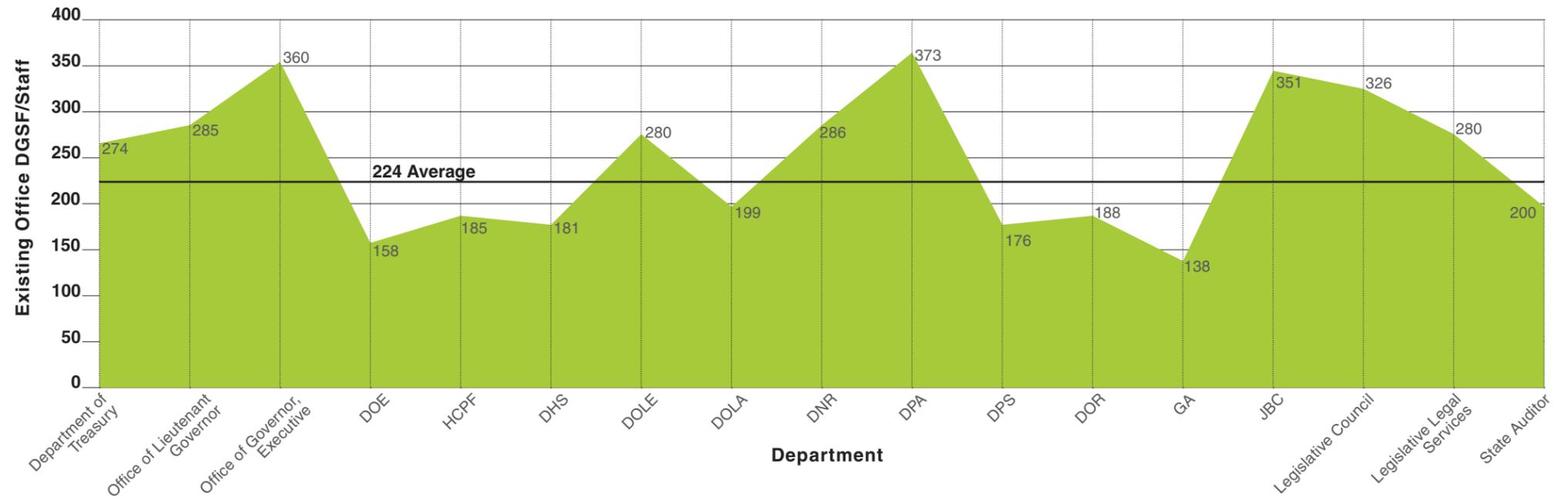


### 3.4 - SPACE STANDARDS BENCHMARKING

Benchmarks provide a means to compare Colorado's space use with peer institutions and form a baseline from which to develop space standards. A commonly used benchmark is square foot per person. There are a variety of sources for benchmark comparisons of square feet per person across states. Benchmarking is not an exact science as there are often inconsistencies in how space measurement is defined and calculated. However, for the purposes of providing a comparison of Colorado's DGSF/person range, several sources were reviewed. The average DGSF/staff in Colorado state agencies ranges from 138-422 per person, with an overall average of 240. Figures 1 and 2 show the average broken down by Owned vs. Leased agency space. For owned (or OUA) space, Colorado ranges from 138 to 406, with an average of 224. For leased (or RA) space, the benchmarks range from a low of 156 to a high of 422, with an average of 263.

Space planning benchmarks were examined from the federal government, public organizations, private sector, other state governments, and industry research and compared to the existing Colorado standards, as shown in Figures 3 and 4. In summary, the SF/person averages for Colorado are higher than many of the benchmarks considered. However, recent projects such as the newly completed HCPF space in a leased facility, are coming closer to the norm. The HCPF space has 185 SF/person, which is on par with the most recent General Services Administration target of 190 for federal facilities, and is under the goal of 204 SF/person that Colorado and its real estate consultant, JLL, have established for leased space.

**Figure 1: Owned Office Space per Staff by Department**



**Figure 2: Leased Office Space per Staff by Department**



Figure 3: Owned/Office Usable Area (OUA) Standard Comparison

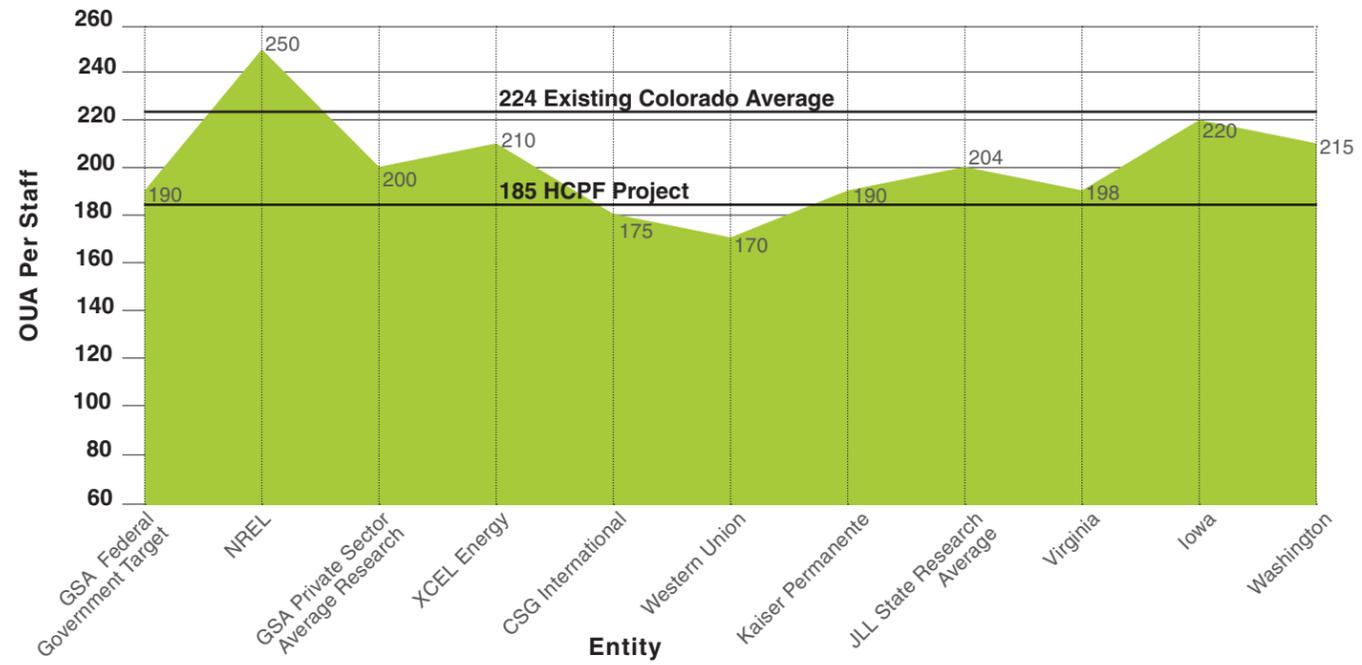
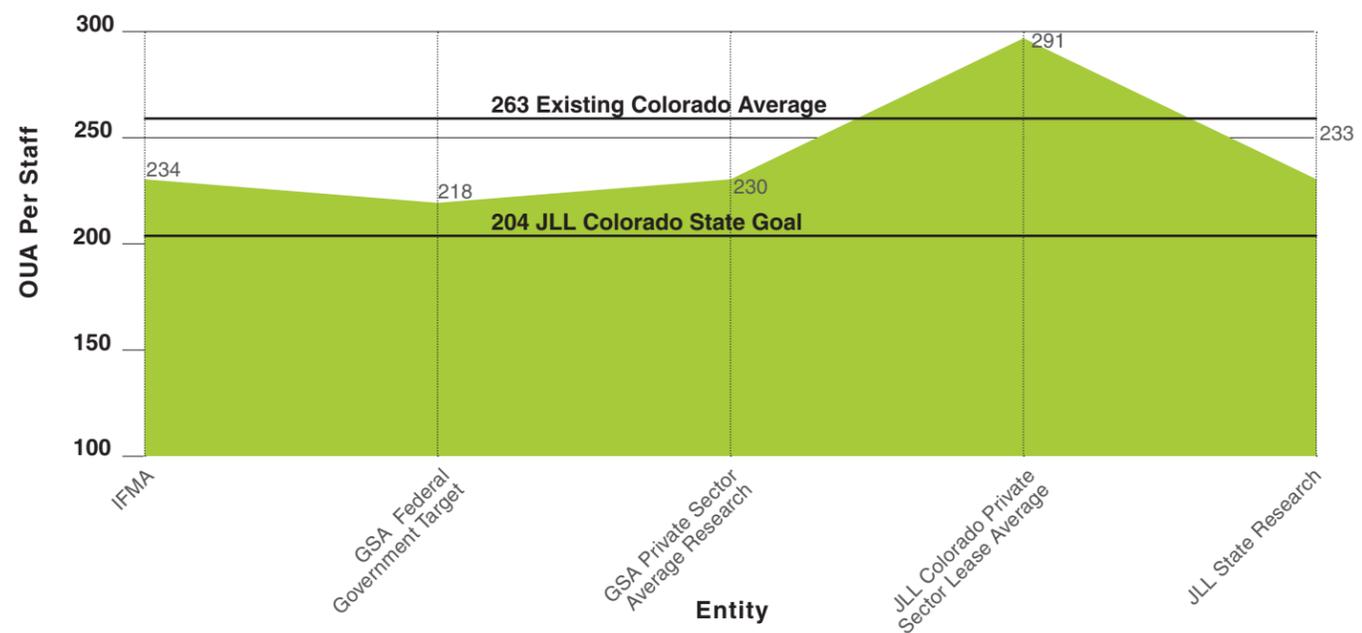


Figure 4: Owned/Office Usable Area (OUA) Standard Comparison



## 3.5 - PERSONNEL AND SPACE PROJECTIONS

### Personnel Projections

Typically the largest space driver for an office function is personnel and the spaces needed to support their respective function. Future personnel projections provide an objective basis for estimating the probable magnitude of building space needs in future years. These estimates in turn provide a planning basis for examining alternative development strategies and building concepts and thus determining preliminary estimates of construction and project costs.

Historic data, often used as a basis for generating alternate projection models, was used to arrive at personnel projections for this project because personnel data at a department level by location was not readily available. The consultant team reviewed annual department appropriations over the past ten years published by the State of Colorado Joint Budget Committee to arrive at a percent growth factor to apply to future years. State population was also looked at, but population growth is not as closely correlated with headcount growth as looking at the historical appropriations data. To project future personnel, the average annual appropriations rate of 0.62% was applied to the 2013 staffing levels except for where the department identified specific projections at a higher rate of growth as listed below. Table 3 summarizes the projected personnel growth by Department.

- Department of Labor and Employment – Unemployment insurance.
- Department of Public Safety – Criminal Justice.
- Department of Regulatory Agencies – Securities, Insurance, Real Estate and Public Utilities Commission.
- Department of Revenue – Tax and Marijuana Enforcement.
- Legislative Council.
- Legislative Legal Services.

**Table 3: Projected Personnel By Department**

BRANCH/DEPARTMENT	EXISTING STAFF	2018 STAFF	2023 STAFF
<b>EXECUTIVE</b>			
<b>Elected Officials</b>			
Office of the Governor, Executive	54	55	57
Office of the Governor, Economic Dev & International Trade	40	41	43
Office of the Governor, Energy	30	31	32
Office of the Governor, Information Technology	288	297	306
Office of the Governor, Storage			
Office of Lieutenant Governor	15	15	16
Secretary of State	135	139	144
Department of Treasury	32	33	33
<b>Elected Officials Total</b>	<b>593</b>	<b>611</b>	<b>631</b>
<b>Branch Agencies</b>			
Department of Education	466	480	496
Department of Health Care Policy & Financing	628	648	667
Department of Higher Education	94	97	100
Department of Human Services	548	565	583
Department of Labor & Employment	1,081	1,080	1,089
Department of Local Affairs	170	175	181
Department of Natural Resources	520	537	552
Department of Personnel & Administration	294	304	313
Department of Public Safety	603	625	646
Department of Regulatory Agencies	614	661	686
Department of Revenue	1,032	1,109	1,147
<b>Branch Agencies Total</b>	<b>6,050</b>	<b>6,281</b>	<b>6,460</b>
<b>EXECUTIVE TOTAL</b>	<b>6,643</b>	<b>6,892</b>	<b>7,091</b>
<b>LEGISLATIVE</b>			
<b>Legislative</b>			
General Assembly	265	200	205
Joint Budget Committee	16	17	17
Legislative Council	69	76	82
Legislative Legal Services	49	53	57
State Auditor	68	70	72
<b>LEGISLATIVE TOTAL</b>	<b>467</b>	<b>416</b>	<b>433</b>
<b>GRAND TOTAL</b>	<b>7,110</b>	<b>7,308</b>	<b>7,524</b>
Percent Change from Existing		2.8%	5.8%

Source: CGL; November 2013, updated March 2014 and August 2014.

### Recommended Office Space Standard

To project space at a master planning level, a Department Gross Square Foot per person standard is applied to current and projected headcount to define future needs. This provides a macro level space planning number that can be used to test a variety of development options prior to developing a detailed architectural space program. The estimated requirements in this master plan are based upon assigning an aggregate amount of space per person and are not based upon the development of a room-by-room identification of spaces.

Using the existing inventory data, the consultant team reviewed the existing office DGSF for each department and division. Current DGSF and headcount were used to calculate existing SF/person, as discussed previously. The planning target was then established by department and division which for most functions is 220 SF/person with a few exceptions. As shown previously, there is wide variation in the existing SF/person metric from 138 to 422. This is not uncommon as any facility portfolio has a mix of historic buildings, functions housed in purpose built and non-purpose built spaces for their mission, updated or outdated facilities etc.

For projecting office space needs, three space standards are recommended:

- 350 SF/person for executive offices located in the Capitol Building;
- 275 SF/person for executive offices not located in the Capitol Building; and
- 220 SF/person for the remaining office spaces.

For non-office spaces, the existing square footage was used as an estimate of future needs (e.g. storage).

### Space Projections

Table 4 shows the existing and projected space needs through 2023 based on the recommended standards, and projected headcount as defined above. Overall, space need is projected to increase from an existing total of 2.03 million square feet to 2.14 million square feet by 2023, a 110,710 SF increase, or 5.5% over the ten year period. These projected requirements provide the basis for considering alternative solutions to meet space needs over time.

**Table 4: Summary of Projected Space Need By Department**

BRANCH/DEPARTMENT	EXISTING SPACE	2018 SPACE	2023 SPACE
<b>EXECUTIVE</b>			
<b>Elected Officials</b>			
Office of the Governor, Executive	19,284	19,825	20,546
Office of the Governor, Economic Dev & International Trade	14,337	14,695	15,412
Office of the Governor, Energy	10,031	10,365	10,700
Office of the Governor, Information Technology	77,770	79,705	81,641
Office of the Governor, Storage	1,873	1,873	1,873
Office of Lieutenant Governor	3,242	3,242	3,398
Secretary of State	36,557	37,640	38,994
Department of Treasury	7,845	8,230	8,230
<b>Elected Officials Total</b>	<b>170,939</b>	<b>175,576</b>	<b>180,793</b>
<b>Branch Agencies</b>			
Department of Education	87,153	89,681	92,775
Department of Health Care Policy & Financing	111,006	114,518	117,851
Department of Higher Education	39,624	40,841	42,176
Department of Human Services	99,087	102,161	105,416
Department of Labor & Employment	333,228	333,678	336,924
Department of Local Affairs	35,302	36,297	37,490
Department of Natural Resources	253,920	257,656	261,046
Department of Personnel & Administration	175,955	179,673	183,097
Department of Public Safety	128,674	133,400	137,457
Department of Regulatory Agencies	160,497	171,731	178,001
Department of Revenue	245,624	271,408	280,322
<b>Branch Agencies Total</b>	<b>1,670,070</b>	<b>1,731,043</b>	<b>1,772,555</b>
<b>EXECUTIVE TOTAL</b>	<b>1,841,009</b>	<b>1,906,620</b>	<b>1,953,349</b>
<b>LEGISLATIVE</b>			
<b>Legislative</b>			
General Assembly	127,681	118,008	118,008
Joint Budget Committee	5,620	5,971	5,971
Legislative Council	25,658	28,143	30,312
Legislative Legal Services	13,706	14,825	15,944
State Auditor	14,100	14,500	14,900
<b>LEGISLATIVE TOTAL</b>	<b>186,765</b>	<b>181,448</b>	<b>185,135</b>
<b>GRAND TOTAL</b>	<b>2,027,774</b>	<b>2,088,067</b>	<b>2,138,484</b>
Percent Change from Existing		3.0%	5.5%

Source: CGL; November 2013, updated March 2014 and August 2014.



## 3.6 - KEY RECOMMENDATIONS

### CHAPTER 3.0 - AGENCY SPACE KEY RECOMMENDATIONS

- THE LONG TERM STRATEGY FOR THE CAPITOL COMPLEX FACILITIES IS THE REDUCTION OF THE AMOUNT OF SQUARE FOOTAGE OCCUPIED IN COMMERCIALY LEASED SPACE AND THE INCREASE OF STATE OWNED SPACE. CURRENTLY 39% OF THE INVENTORY IS IN COMMERCIALY LEASED SPACE.
- A 5.5% GROWTH IN SPACE REQUIREMENTS IS PROJECTED OVER THE NEXT TEN YEARS, DRIVING THE NEED FOR ADDITIONAL SPACE OVER AND ABOVE THE CURRENT INVENTORY.
- OF THE OWNED BUILDINGS, SEVERAL NEED SIGNIFICANT RENOVATION IN ORDER TO BE APPROPRIATE FOR ON-GOING, LONG-TERM USE, MOST NOTABLY THE 1313 SHERMAN STREET, 1375 SHERMAN STREET AND 1570 GRANT STREET BUILDINGS.
- IN RENOVATING ANY OF THE STATE'S OWNED INVENTORY, THERE IS THE OPPORTUNITY TO GREATLY IMPROVE THE WORKING ENVIRONMENT FOR STATE EMPLOYEES. THROUGH COST EFFECTIVE DESIGN SOLUTIONS, EFFICIENT SPACE PLANNING AND A REDUCTION IN WORKSTATION SIZES, THE STATE CAN ACHIEVE A HIGHER DENSITY IN ITS BUILDINGS AND HELP CREATE AN ENVIRONMENT THAT WILL HELP ATTRACT AND RETAIN EMPLOYEES.
- REMODELING OF THESE FACILITIES, REPLACING LEASED SPACE WITH OWNED, AND INCREASING THE OVERALL INVENTORY AVAILABLE PROVIDES OPPORTUNITIES TO RELOCATE AND CONSOLIDATE SOME FUNCTIONS TO IMPROVE AGENCY OPERATIONS AS WELL AS TO CREATE MORE CONSISTENCY AND EFFICIENCY IN SPACE UTILIZATION AND SPACE STANDARDS BETWEEN BUILDINGS AND AGENCIES.