ULI – the Urban Land Institute

Denver, Colorado
Advisory Services Panel
April 12 - 16, 2004
About ULI

Mission: to provide responsible leadership in the use of the land in order to enhance the total environment.

23,000 members worldwide including real estate-related professionals such as developers, financiers, urban designers, architects, public officials and the like.
The Process

Briefing materials prepared by sponsor for review before arrival on-site.
Panelists considering various aspects of the problem according to neighborhood impact and market potential, planning and design, development strategies and implementation.
Sponsor conducted on-site briefing and tour.
Roundtable discussions and stakeholder interviews.
Preparation of panel recommendations.
The ULI Panel

Richard Dishnica, Chair
Point Richmond, CA
Diana Gonzalez
Miami, FL
Don Hardenbergh
Williamsburg, VA
Paula Konikoff
New York City, NY
Todd Phillips
Middleburg, VA
Acknowledgements

Mayor John Hickenlooper
Denver City Council Members
Beth Conover, Project Manager
Peter Park, Manager, Community Planning and Development
Chief Justice Mary Mularkey
Judges Ray Satter and Jeffrey Bayless
Matt McConville, Court Administrator

ULI Advisory Services Panel
Sheriff Fred Oliva and Chief Bill Lovingier
Civic Association representatives
Public Private Partnerships
Reilly Johnson Architecture Team
Adrian Brown Citizens for a Better Denver
Golden Triangle Association
Golden Triangle Arts District representatives
Stapleton Development Corporation
Other business and neighborhood interests
Vision and Recommendation

Rick Dishnica, Chair
Vision

- The public interest
- The ability to provide a safe place where people want to live, work, and play
- Where people can take pride in their city
- What’s at stake here is the quality of life
<table>
<thead>
<tr>
<th>CIVIC CENTER ASSESSMENT RECOMMENDATIONS</th>
<th>ULI RECOMMENDATION</th>
<th>Next steps for the process</th>
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<tr>
<td>Whether to proceed with plans for a new Justice Center</td>
<td>Proceed with plan for a new Justice Center</td>
<td>This project should be the City's top priority</td>
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<td>The preferred site for a new facility</td>
<td>Use and add to RMN site</td>
<td>Implement assessment recommendations</td>
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<td>The timing of a potential bond issue that would fund the design</td>
<td>May 2005 ballot question</td>
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<td>Assignment of key City staff to the project and the associated improvements</td>
<td>Encourage Mayor to establish a civic leadership team with technical staff resources</td>
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<td>The priority of the project relative to the costs of funding, staffing, and time and potential impacts on the initiation and completion of other projects and;</td>
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<td>Next steps for the process</td>
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ULI Panel’s Alternative

- Incorporate RMN Site
- Acquire adjacent site to west
- Consolidate criminal courts and short term detention facility, including juvenile, into new buildings on these two sites per the program
  - Convert Gene Amole Way from street to pedestrian plaza
- Convert City and County Building to Civil Courts only
- Build parking structure
- Convert PADF per proposed program
- Implement Phase I modifications to Smith Road Jail and convert to long term detention only
Scope of the Problem

Paula Konikoff
Understanding the Problem

- Criminal Justice System has deteriorated to appalling level
- New facilities to promote public safety
- New facilities to substantially reduce detainee transport
- Justice Center to encourage economic growth
Project Champions

- Leadership is essential
- Excessive reliance on justice system employees is inappropriate
- Mayor to appoint a small task force of high profile, community champions
Honoring Commitments

- The government must honor its commitment to the community.
- The government must clearly define and fully implement the project.
- The community must support the decision once it's made.
Planning
and
Design

Don Hardenbergh
Todd Phillips
Need for “significant improvement of jail and courts”

- Two elements of a complex system
- At present, a dysfunctional system
- How to create a functional system
- One that meets the needs of the justice system
- One that engenders/sustains public trust and confidence in the system
Physical Context

- Beaux Arts civic core
- The Capitol: the “High Ground”
- Downtown Core to the North
- Cultural and Golden Triangle to South and East
Temporal Context

Past, Present, Future

- Visions from the past
- The “Here and Now”
- The interests and needs of tomorrow
- Legacy Project
What’s at Stake: The Public Trust and The Future of Denver

Create a Place .......

- Where people want to live and work
- Where people take pride in their environment
- Where the dangers of an ad hoc, fragmented and divisive quick fix are avoided
- Where the opportunity to implement solutions that benefit everyone can be realized
The Opportunity-Develop a Solution

- That provides state-of-the-art facilities for detention and court operations
- That contributes to the overall community interest
- That fosters development in the community
History and Prior Studies

- City Beautiful Plan, 1904
- Greening Plan, 1924
- CBD/B-5 Design Guidelines, 1995
- Central Denver Transportation Study, 1998
- Golden Triangle Neighborhood Plan, 1998
- Silver Triangle Urban Design Study, 1999
- Denver Comp Plan, 2000
- B-8-G Design Guidelines, 2002
- Blueprint Denver, 2002
- Game Plan, 2003
Hallmarks of Justice Facility Design

- Appropriate Image of Justice
- Unique Characteristics
- Adequacy of the Site
- Adjacency / Relation with Allied Agencies
- Public Accessibility
- Contextual Compatibility
- Ability to Accommodate Growth and Expansion
- Safety and Security
Typical Court Cross Section

LEGEND
1. Public
2. Security Screening/Checkpoint
3. Jury Assembly
4. Public Elevator/Stairs
5. Public Corridor
6. Sound Lock Vestibule
7. Courtroom
8. Private/Judicial Corridor
9. Private Elevator/Stairs
10. Judicial Chambers
   Jury Deliberation Facilities
   Senior Court Staff Offices
11. Staff and Services Entry
12. Secure Parking
13. Central Court Office Area
   (Clerk, Court-related Offices)
14. Prisoner Holding
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Proposed Justice Center Plan

- Civic Center Location
- Combined Courts and Detention in Single Building
  - 1,500 beds
  - 30 + Criminal Courtrooms
- Free Standing Juvenile Courthouse
- Parking Facility
Proposed Alternative 1 Plan

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ULI Panel Recommendation Modified Alternative #1

- Civic Center Location
- *Separate* Courts and Detention
  - 1,500 beds
  - 30 + Criminal Courtrooms
  - 12 Juvenile Courtrooms
- *Underground* Prisoner Circulation
- Consolidate Civil and Domestic Courts
- Parking Facility
- Smith Road Jail Improvements
- Renovation of PADF
ULI Panel’s Proposed Plan

- Colfax
  - Future
  - Jail
  - Court
- 14 Avenue
- The Mint
- City Cty. Bldg.
- Parking

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Application of Hallmarks of Justice Design

- Optimal functionality
- Accommodates Growth and Expansion
- Provides Accessibility
- Provides Security and Safety
- Proper Siting within the Urban Context
- Maintains association with allied agencies / offices
- Appropriate Scale and Massing
- Compatible with Historic Visions
Best Practices

- Maintain Denver's excellence in civic design
- Consider national examples of excellence in Justice Centers
- Convention Center
- Art Museum
- City County Building
- Library design
St. Louis County Justice Center

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Milwaukee County Jail and Criminal Justice Facility
Neighborhood Impact

Market Potential

and

Diana Gonzalez
Economic Consequences of Doing Nothing

- Reinforces negative perception of the area
- Inhibits private investment
- Burdens the taxpayer
Impact of Failed System

- Inadequate public safety
- Quality of life is a factor for economic development
- Low crime rate attracts investment
Potential for positive impact on the community

- Enable other infrastructure improvements
- Enhancing open space
- Stimulating urban design
Conceptual Compilation of Costs

Order of Magnitude based on Previous Estimates:
$335,400,000

- Justice Facility $261,400,000
- Additional Site 10,000,000
- Smith Road-Phase I 57,500,000
- Retrofit of City County Bldg 500,000
- Rehab. of PADF 6,000,000

These figures should be used as a general guide and not as a cost estimate.
Benefits of Panel’s Recommendation

- Address Criminal Justice system needs in a comprehensive, efficient manner and allows for future growth
- More beds; more courts; law enforcement improvements at comparable price to prior bond issue
- Return Civil Division to City County Building—eliminate leased space
- Free up space in the City County Building for other governmental use
- Addresses neighborhood needs
- Move economic development goals forward
Steps to Implementation

- Engaging and educating political leadership, business and the community
- Leadership must be committed
- Make the case
- Effectively communicate the case
- Transparency and inclusiveness of process
- Civic leaders need to sell the message with professional assistance
- Campaign starts now
Timeline for Implementation

- MAY: Dev. Imp. Strategy
- JUN: Revise JC Concept Plan
- JUL: Exp. P & Z Process
- AUG: Cost Est for Imp. Strategy
- SEP: Bond Ord.
- OCT: Campaign
- NOV: Election
Conclusions

- Provide significant criminal justice improvements downtown
- Implement long-term detention improvements to Smith Road facility
- Mayor to establish leadership task force
- Make commitments and honor them
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Advisory Services Program