

DENVER R/UDAT

AIA REGIONAL URBAN DESIGN ASSISTANCE TEAM

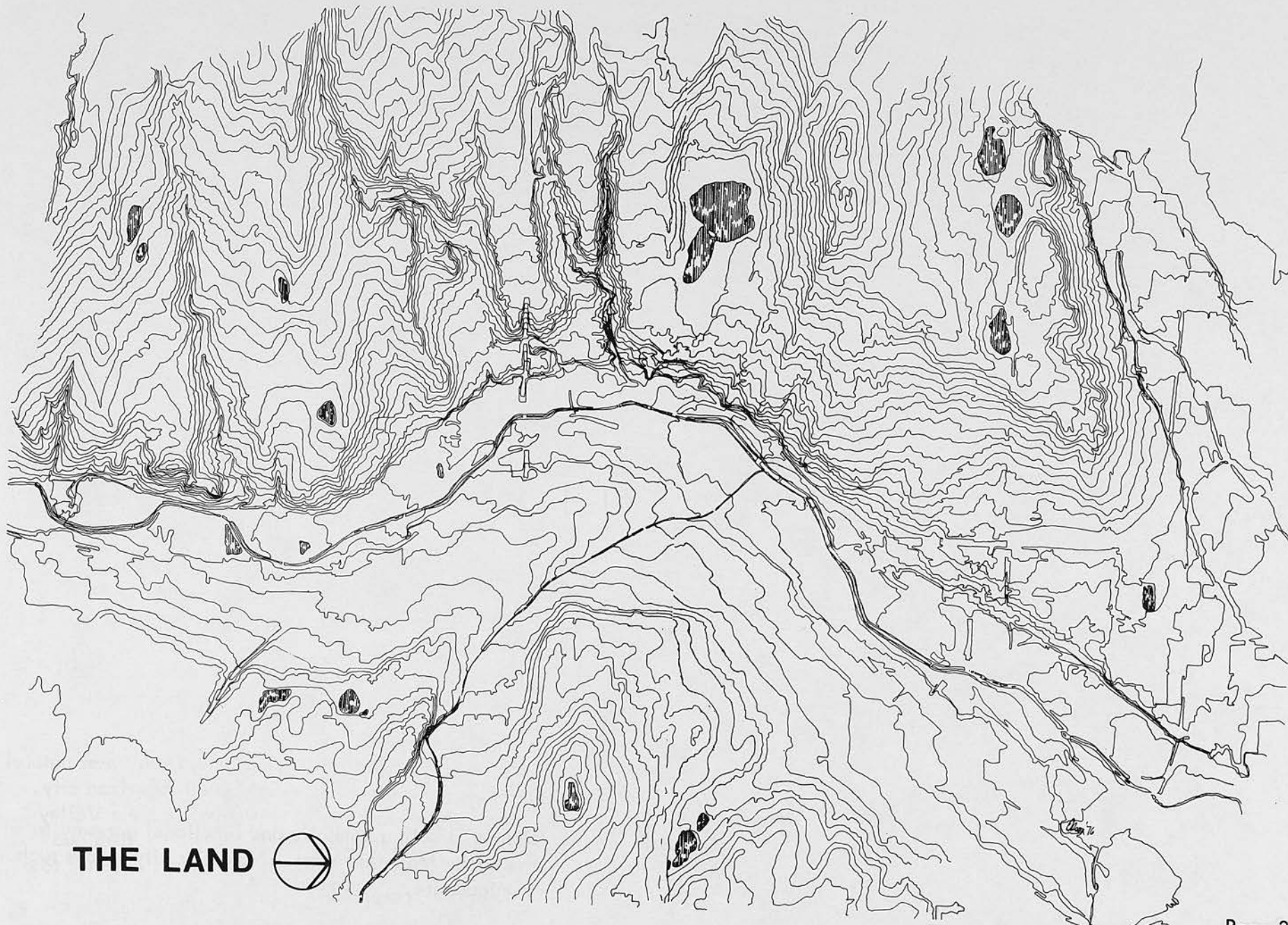
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DENVER R/UDAT

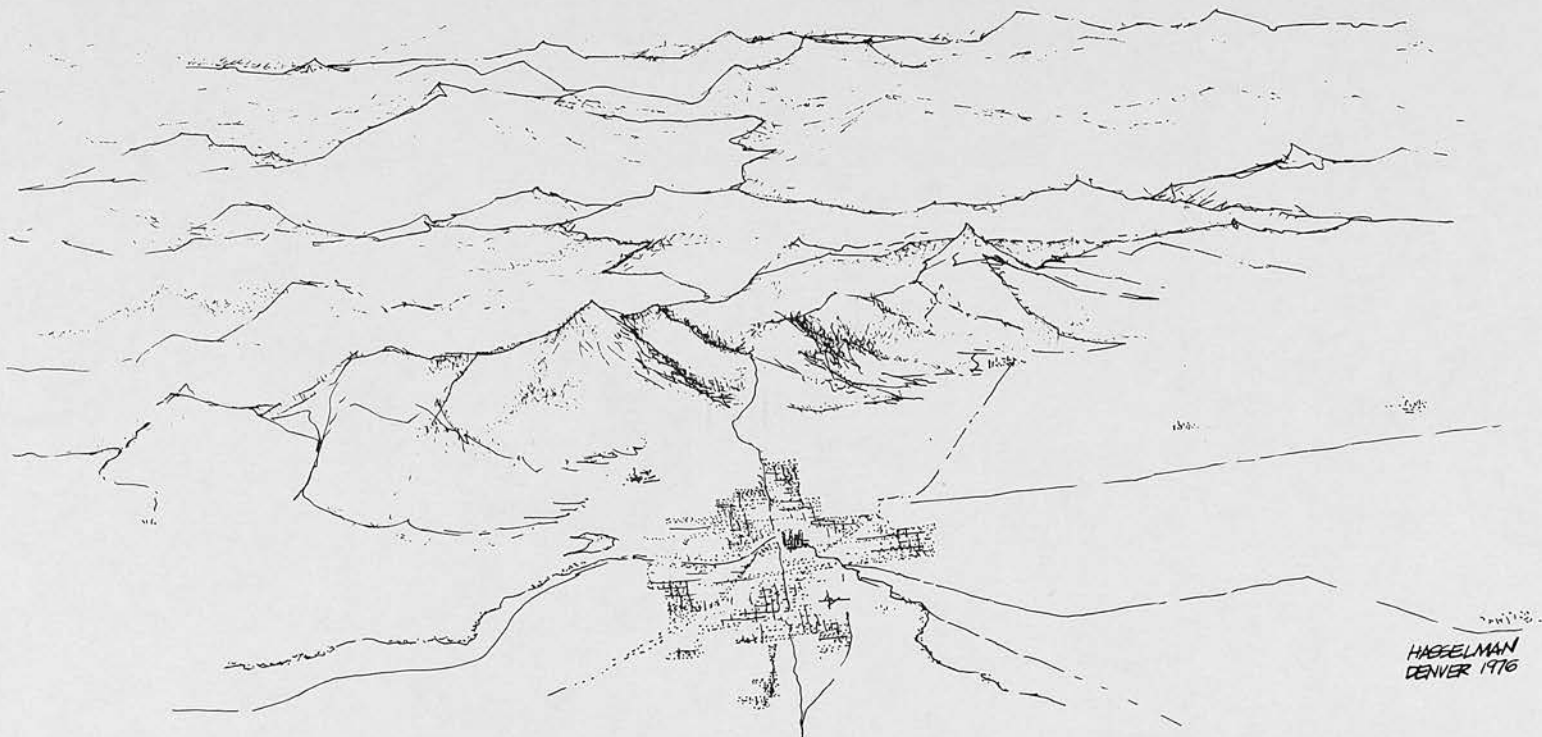
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FEBRUARY 6, 7, 8, & 9, 1976

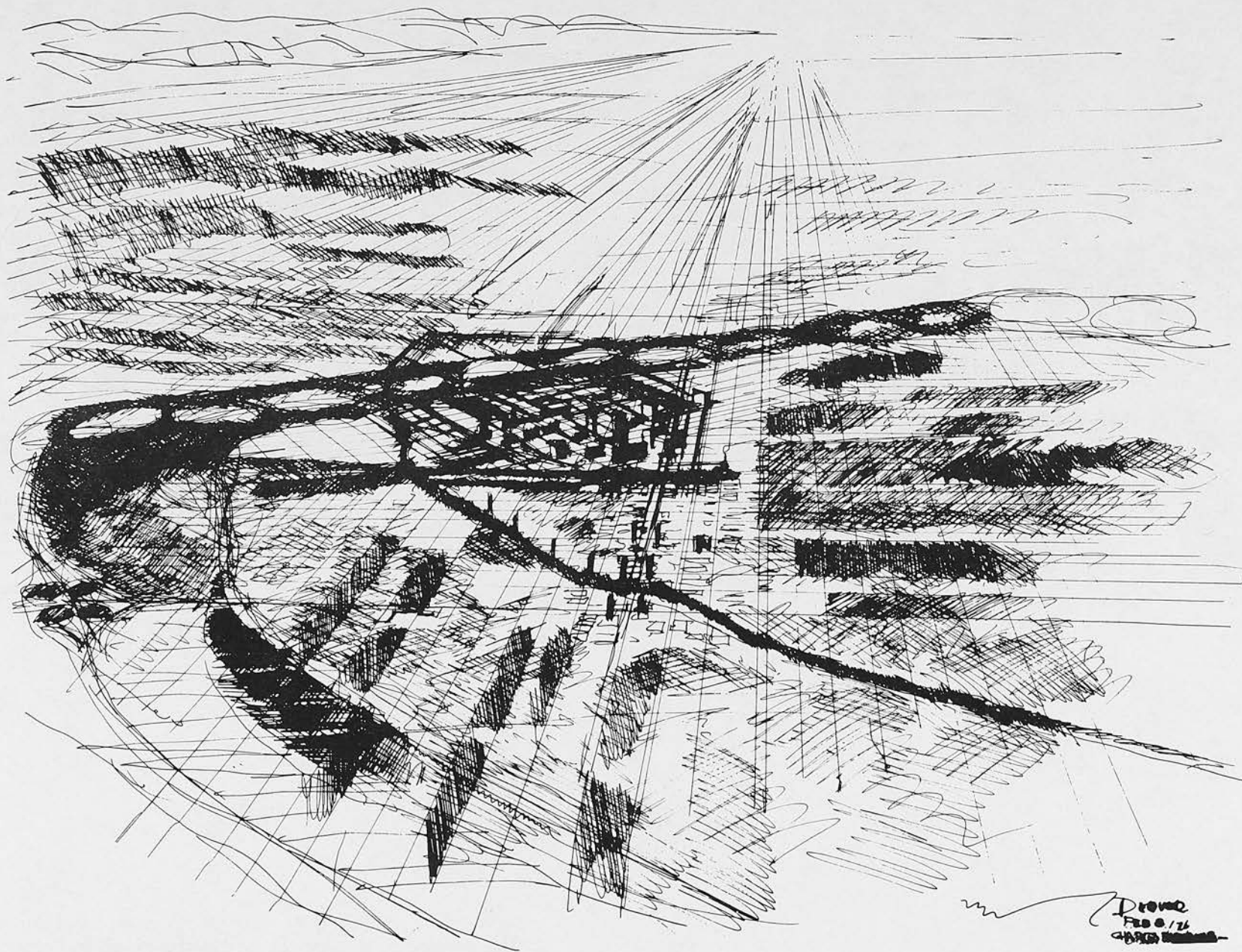
Denver is fortunate in having one of the finest natural settings and land forms of any great American city. These are characterized by the Platte River Valley and enhanced by numerous connected gullies and greenway corridors relating all parts of the city to a linear park potential.



Denver is both a symbolic and functional gateway to the Rocky Mountain West. No major city enjoys such a unique site.



GATEWAY TO THE MOUNTAINS





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SUMMARY

SUMMARY

Denver's Regional Transportation District has prepared a proposal for a rail rapid transit corridor as part of a larger rail and bus transportation system for the Denver metropolitan region.

The Denver City Council has requested that a Regional Urban Design Assistance Team (R/UDAT), coordinated by the American Institute of Architects, visit Denver to evaluate the design and planning implications of the proposed rail rapid transit corridor.

The R/UDAT Team has spent the days from February 6 through February 9 in Denver; has met with a large number of governmental officials and representatives of citizens' groups, has visited and flown over the route of the transit system, and has reviewed the extensive planning and analysis that has already taken place.

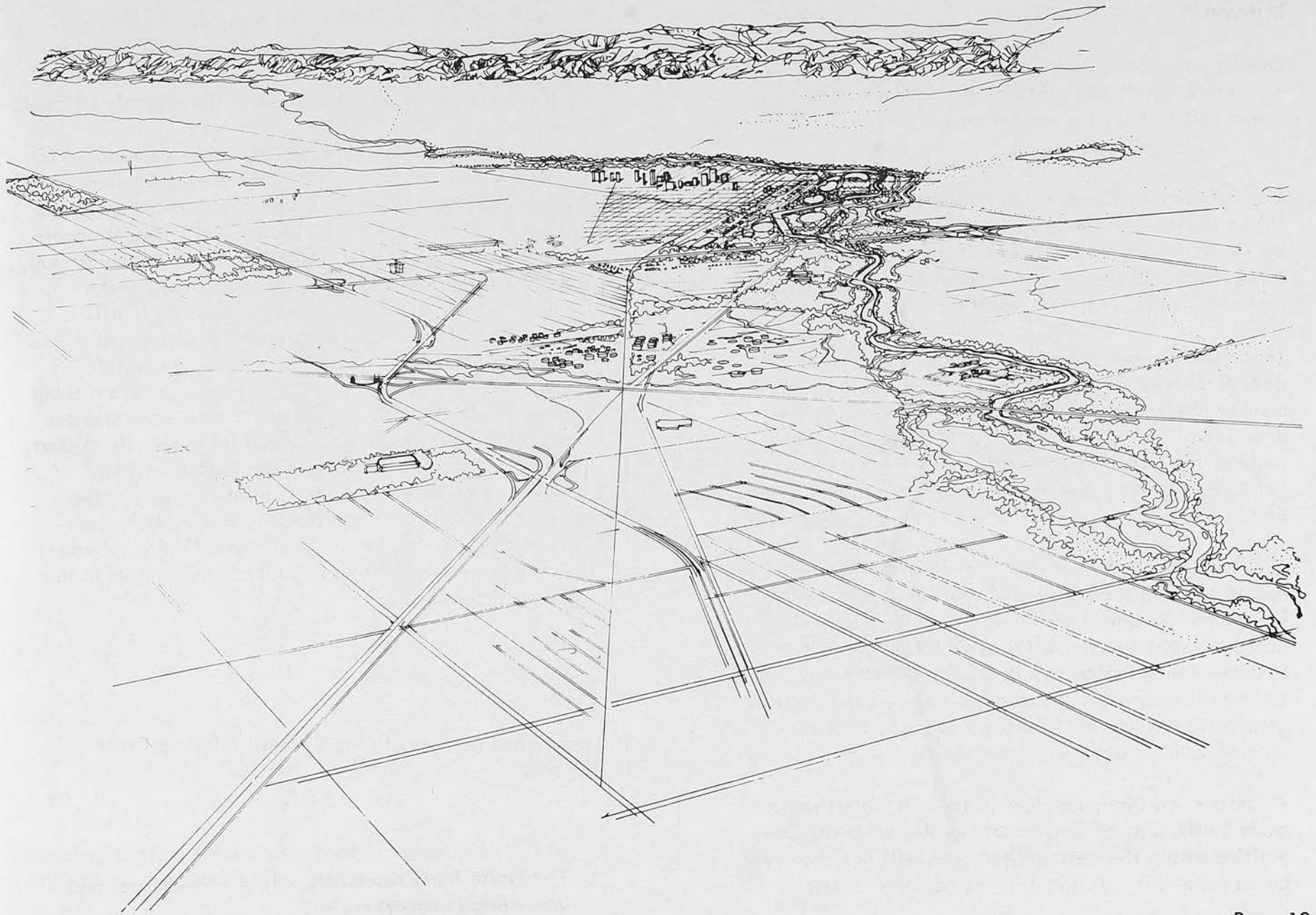
The R/UDAT Team finds that the Denver City Council should consider the rail transit route proposed by the RTD as an investment which may produce a definite economic return to the City. This return can come from the concentrated and structured development that the transit system will encourage in the transit corridor generally, and around transit stations and in Denver's central business district, in particular.

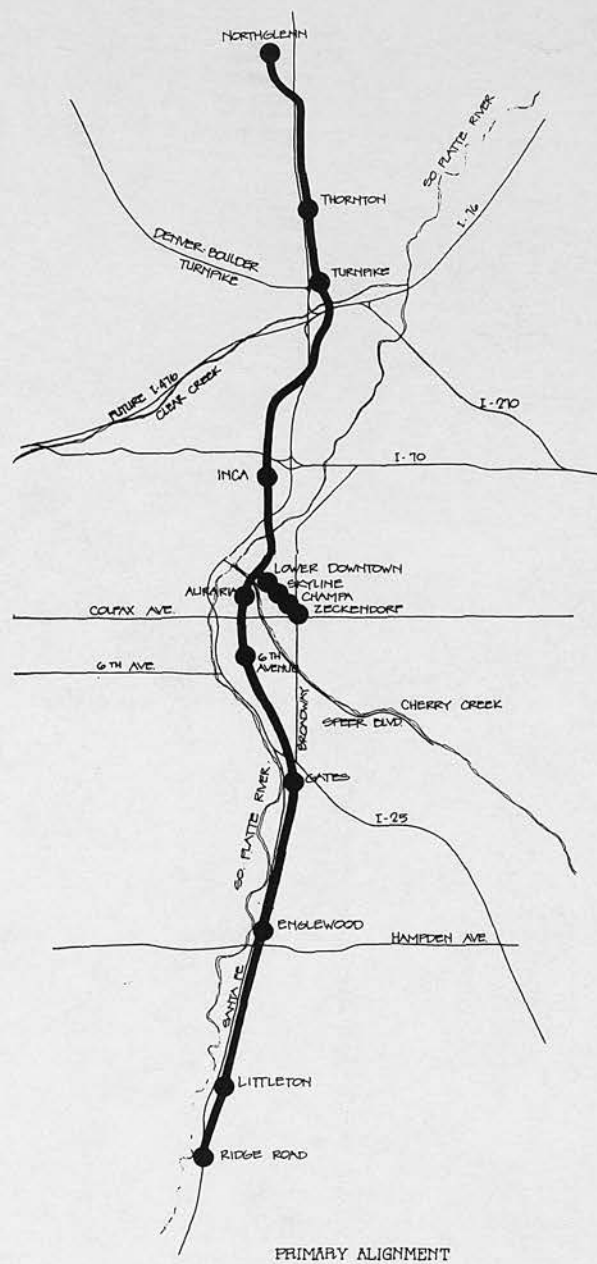
A "return" on the investment in the rail transit route made by the City of Denver and by the other municipalities within the metropolitan area will not, however, be an automatic result of the development of the

transit facilities. Rather it will result from a series of urban design policies and actions, which will go a long way toward solving the physical problems and will have vital effects on the quality of life of the region's citizens.

The station locations along the proposed north-south RTD alignment and certain centers of existing and potential land development or redevelopment within or contiguous to the transit corridor ("activity centers") present opportunities for the generation of economic values which may, through appropriate implementing measures, benefit Denver and the metropolitan area. This report will address the concept of rate of return on investment in the rail transit facilities. It will describe a variety of urban design concepts such as policies for growth without expansion, and including citizens in planning processes concerning their neighborhoods and their activity centers. Finally, the report will suggest the implementation measures to be pursued by the City of Denver and the other municipalities within the transit district in the interest of capturing for the public benefit the increment in value produced by their respective investments in the rail transit system.

The Platte River represents unique recreational and urban design opportunities.





The prescribed north-south rapid transit alignment with 14 stations.

The location of the north-south transit alignment in relation to the river, central business district and neighborhoods.



INTRODUCTION

INTRODUCTION

If ever there was a city which should respond with infinite care to its natural setting it should be Denver. Denver will be perpetually linked with the mountains in its history, its economy, its recreation and above all in its physical identity and visual quality. The mountains are the central fact in the city's life and spirit.

Denver can be an oasis of the prairie, a gateway city to the mountains. The beauty of its natural setting, clustered along a natural green ribbon on the brown plains and within reach of the exhilarating mountains and the wide, blue sky of the plains can be extended to the city. The Platte River Valley, second only to the presence of the mountains, can become the most significant theme of this great and growing region.

The forces of nature have existed in equilibrium for thousands of years. The mountains, rugged and awesome, are among the most beautiful in the world and have a profound effect on the climate and soil of the plains to the east. The flora and fauna preceded the coming of man.

The majority of the population has moved here within recent decades because it is such a glorious place to live. This has produced a citizenry that is intensely aware of its environment and is ready and willing to see that it is protected.

The wide variety of the communities produce an attractive mix. There are new and old suburban communities; there

is the city. The social mix is rich and the human resources are multi-faceted. The colleges, the art museum, Indian collections, symphony, botanical gardens, stadium, convention center--all contribute to the region's indigenous culture.

But Denver is not without its problems. The higher altitude causes increased motor inefficiency with greater emission of pollutants. More highways and more parking areas threaten the destruction of fragile neighborhoods.

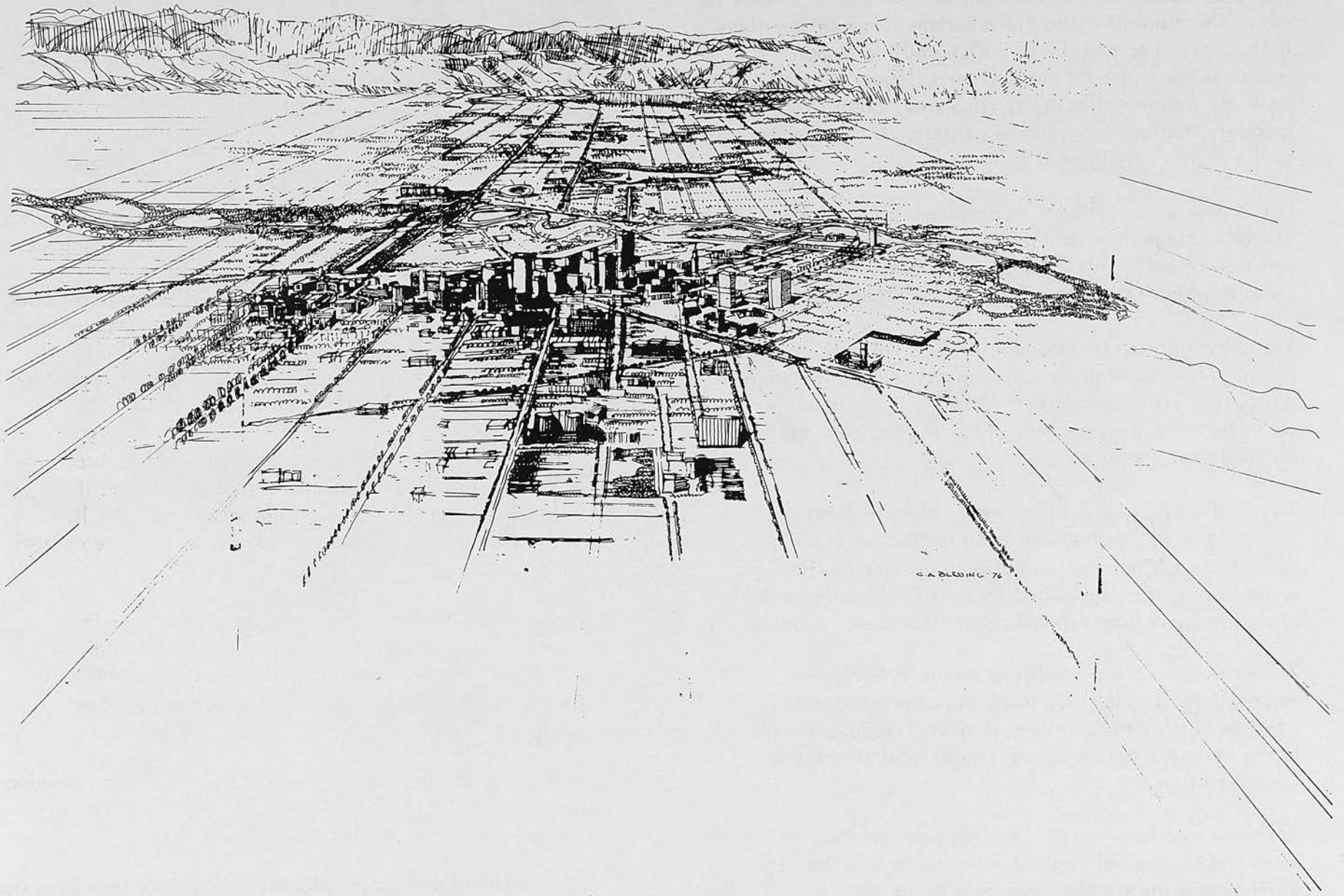
The conventional development process has brought about a system of leapfrogging suburban developments--each competing with one another--communities without amenities--isolated pockets in the region, separated by undeveloped wasteland.

The Platte River, one of the most valuable natural resources of the region, has been neglected until recently. It is not the recreational delight that it could be. It is polluted and there is inadequate control of the frequent floods that damage its bed.

The ecology of the elements of nature is becoming increasingly fragile. On many days the mountains can't be seen from downtown Denver. Animal life is being squeezed out; reduced natural ground cover causes erosion.

All these problems--cars, leapfrogging suburban development and ecological neglect--are destroying the very environment the people came here to enjoy.

The Platte River development in relation to the central business district and neighborhoods.



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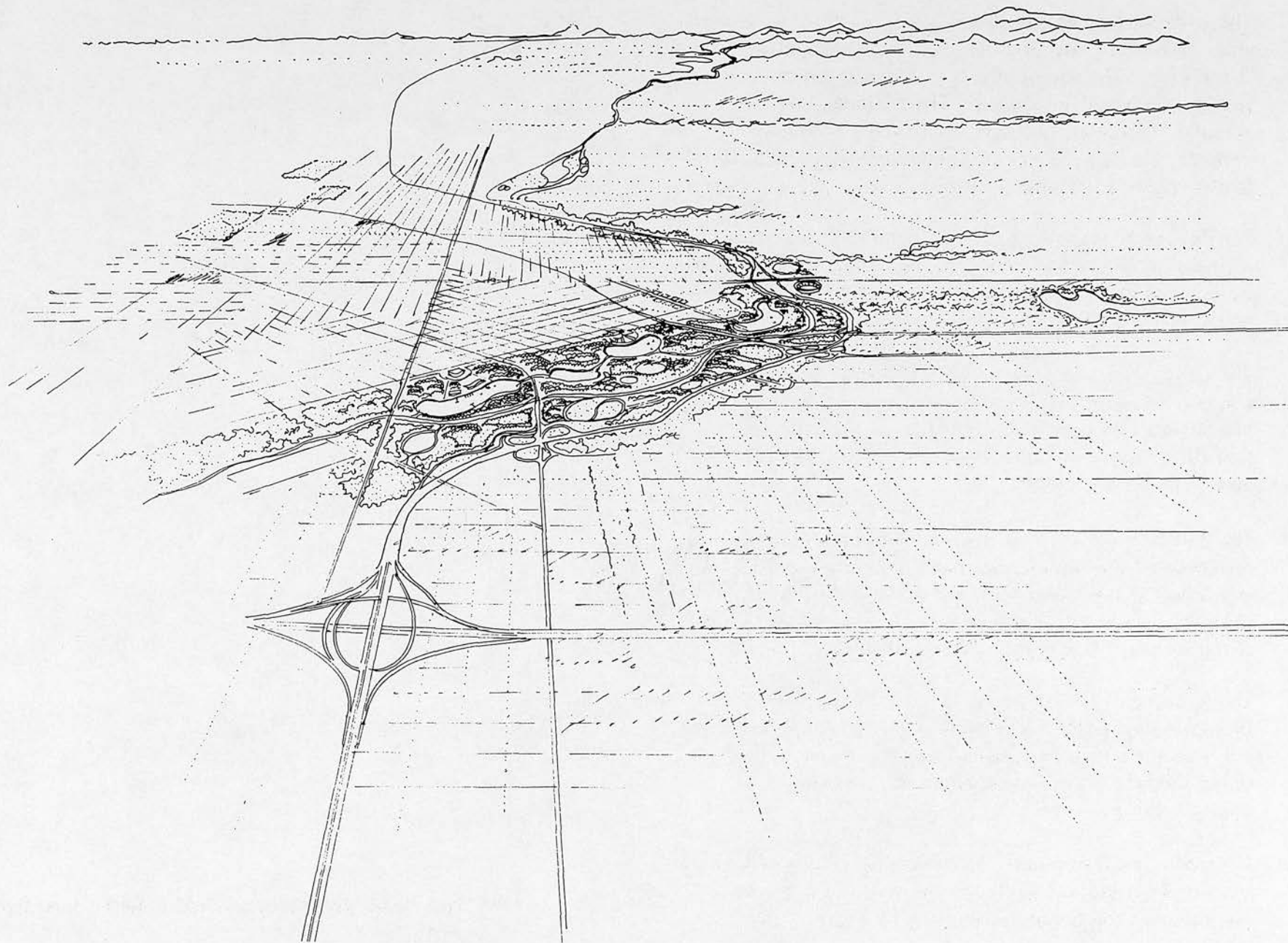
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The Platte River recreational corridor seen from the north.



FRAMEWORK FOR DEVELOPMENT

FRAMEWORK FOR DEVELOPMENT

This group has been called to Denver for the purpose, among other things, of evaluating RTD's rapid transit proposal. Two related conclusions emerge with regard to this proposal:

- 1) the proposal as it stands cannot be justified in terms of transportation service alone. However,
- 2) the rapid transit proposal might be economically justified in land development terms, depending on the results of data yet to be assembled.

The rapid rail proposal cannot be justified in transportation terms alone because it does not effectively address the following set of transportation related problems:

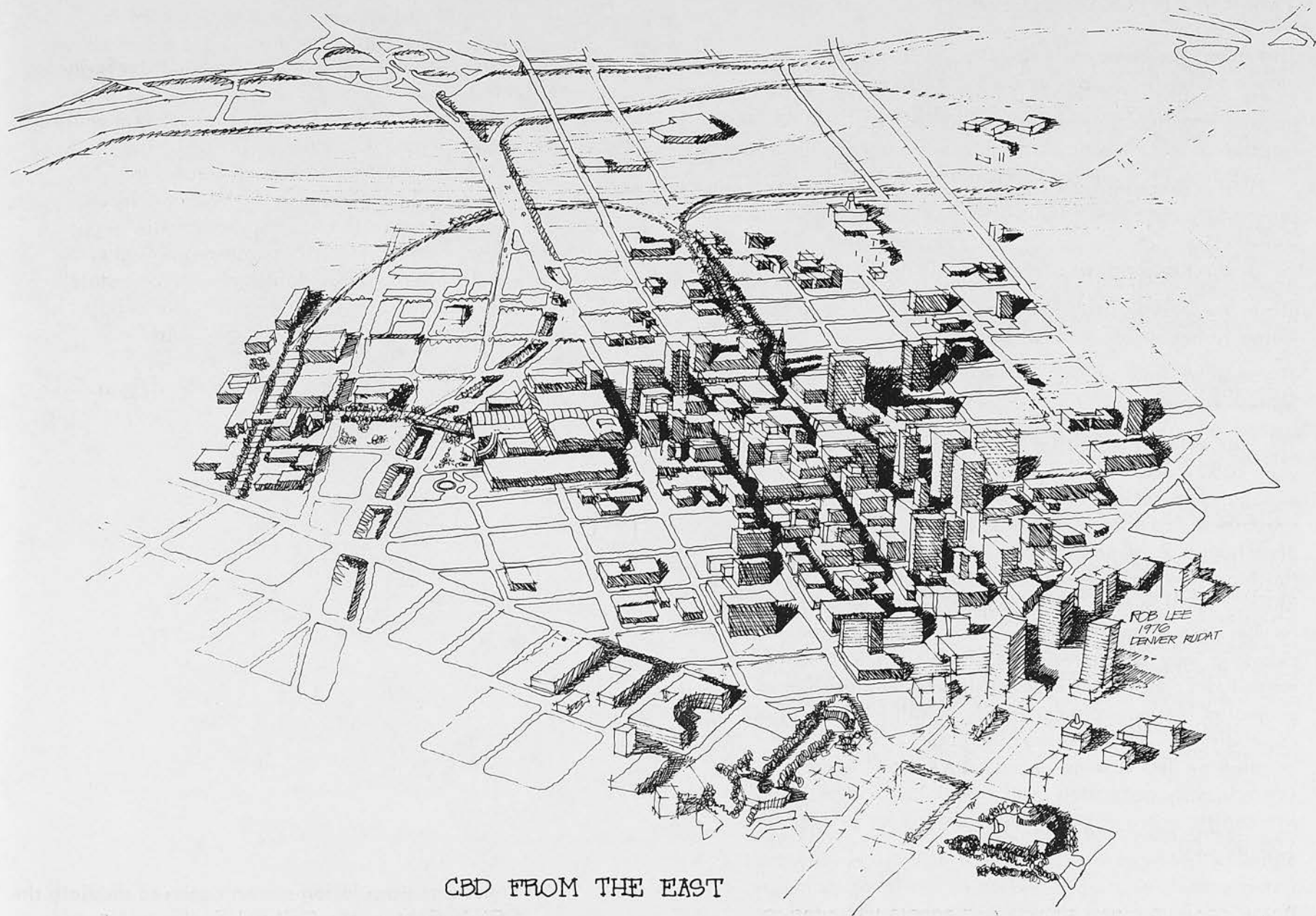
Congestion.

Many Denver residents may perceive the congestion of their highways as a problem. Compared with the situation in other cities of similar size; however, it is a relatively minor one. If anything, Denver highways appear to be largely underutilized even during the rush hours. But even if the opposite were the case, it is highly doubtful that transit could relieve Denver's highway congestion any more effectively than it has any place else.

Despite the empirical evidence of congested cities, planners theorized that building a new, superior transit system would relieve congestion by diverting motorists. If you open up a new subway and people who used to

drive now take the subway, how can there not be fewer cars on the road than formerly? Indeed, there will be fewer cars on day one and on day two; but after a while more cars seem to show up on the roads to fill the "empty" spaces left by those who have shifted to transit. It happened most recently in Mexico City. When the subway opened there was a noticeable reduction in downtown traffic for about three weeks. Shortly thereafter the city reverted to its "steady-state" of traffic congestion. The same thing will probably happen to BART in San Francisco and Metro in Washington, D.C. It would cost half a billion dollars to find out if it would also happen in Denver.

Urban texture of the central business district, the Civic Center, the Cultural Center and Auraria.



CBD FROM THE EAST

Pollution

The rail rapid transit system would reduce air pollution to the extent that it would divert motorists from the highways. Under the most optimistic assumptions, only a small fraction of motorists would be attracted from their cars to the system with a miniscule impact on pollution.

Energy

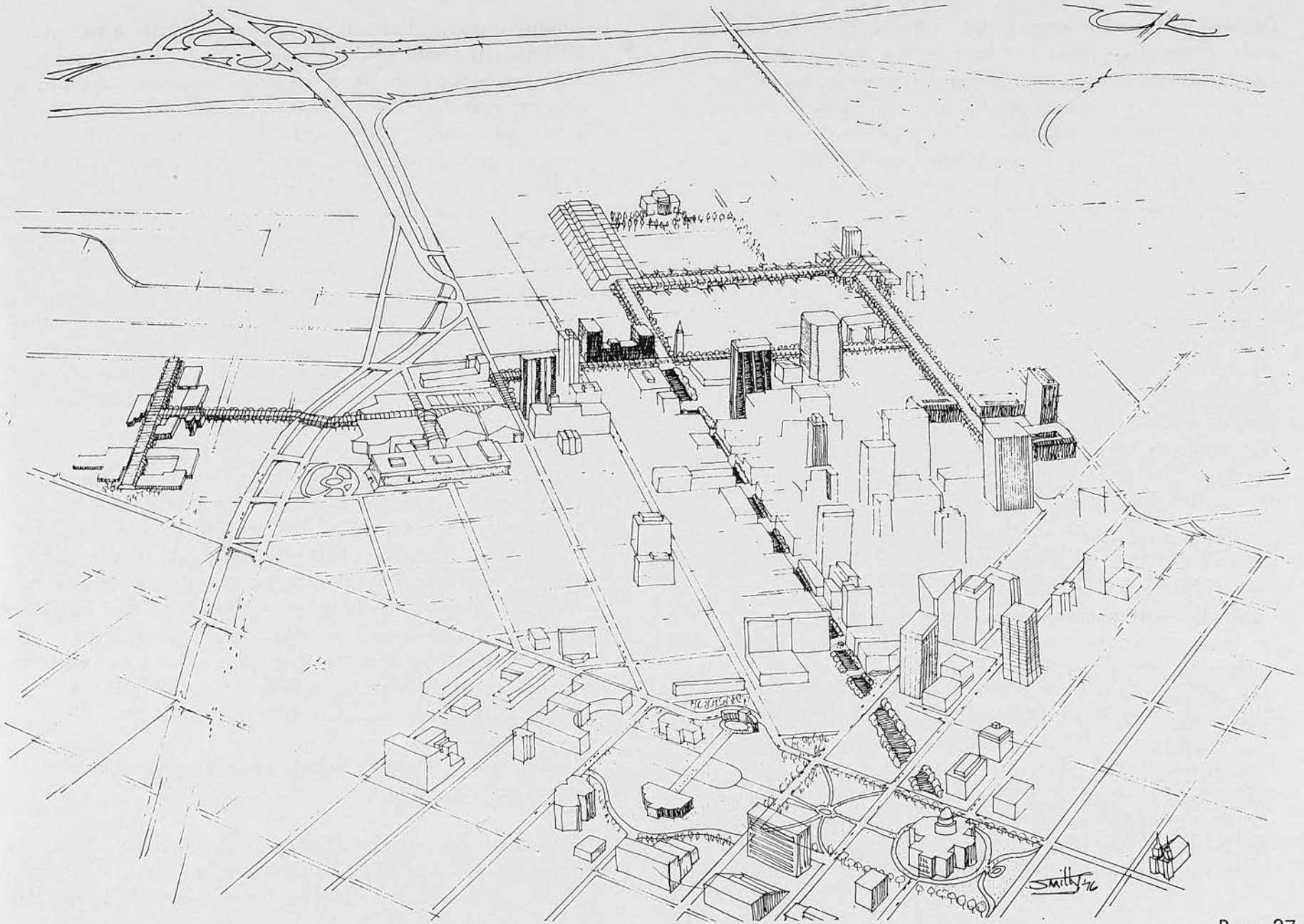
Again, the small shift from automobile to transit would affect the energy situation in such a minor way as to be virtually impossible to measure.

Ridership

The ridership projected for the rapid transit system for the year 2000 is too small and too uncertain to justify the large expenditures called for by the system. The RTD figures indicate a ridership of approximately 9,000 persons per peak hour. Presumably, some of these would come from the North and others from the South, thus splitting the already small number of passengers among two lines. The numbers are so small and the uncertainties so great that the ridership may not materialize at all even in those small magnitudes. But even if ridership does materialize as projected it simply cannot justify a half billion dollar expenditure. Assuming that the peak load could be handled by less expensive bus, the "need" for rail system is presumably generated by the peak hour riders. Thus the capital cost per peak hour rider comes to over \$50,000.00.

While the rapid rail system cannot be justified in transportation terms alone for the reasons noted above, it might be justified in terms of an economic investment.

Pedestrian circulation system centered on the 16th Street mall.



Denver -- like other large cities in the U.S. -- has been under increasing pressure to improve the quality of urban life from a relatively diminishing economic base. If that improvement is to continue, the economic base which supports it must be expanded and strengthened. The proposed RTD light rail system might contribute to that end. But in order to do so the system must be treated as a public investment intended to generate an economic rate of return of 7 - 10%.⁽¹⁾

What does this investment approach imply for the next steps here in Denver? The region now has in hand a well conceived design for a first stage, 28-mile segment of a rail system. The RTD proposal addresses the problem of improving the region's transportation service; it barely touches on the developmental implications of the system that would do so. Yet these implications are of paramount importance in deciding whether or not to go ahead with the system itself.

Presumptively, when the public invests a half billion dollars for a rapid transit system in a corridor, real

(1) In order for the total undertaking to be an economically viable one it must generate at least enough income for the public to cover the costs of necessary capital. This indicates an R.O.I. no lower than 7 - 8%, today's average yield on tax-exempt municipal bonds. The U.S. Office of Management and Budget recommends a still higher rate--10%--in part, to allow for the inherent uncertainty of realizing benefits in the distant future.

estate values in that corridor are beneficially affected. Historically, land values around stations have tended to increase because the land has become more accessible, and accessibility is important to developers. As a practical matter, however, land value increases have not always been realized despite large public expenditures to build transit. For example, most recently in Washington, D.C., land developments in response to Metro have been extremely uneven; construction of the subway markedly stimulated development (and increased values) at Friendship Heights, along 18th Street and Connecticut Avenue. But beyond that, development has failed to occur in other parts of the region presumably affected by Metro. Montreal, on the other hand, has experienced a considerable amount of concentrated new development precisely where it was wanted.

The difference in developmental outcomes between the Washington and Montreal system can be attributed to Montreal's purposive land development program that went forward pari passu with its transit development program. That is, Montreal's land value increases were not left to chance. Denver should do more than hope that its system will result in economic benefits. It can use RTD to generate the land developments (and values) that will contribute to the region's economy - but only if the public will support a systematic effort to do so.

The next step, then, is to determine whether or not it is worth making that effort.

How much income can be generated from land developments that might be catalyzed by the RTD system?

URBAN DESIGN CRITERIA

This question cannot be answered in the abstract. Nor can it be answered using the data now at hand. The RTD plan speaks to the economics of transportation service--not to the economics of the land development that might accompany transit development. It is therefore necessary to assemble that data required for decision making. In order to do so, Denver must: 1) sketch out a promising development scheme around each station of the system. This report includes a number of preliminary sketch plans which might represent starting points for more detailed efforts; 2) estimate the costs of implementing the most promising of the schemes; 3) estimate the revenues likely to flow from selected schemes.

Assuming that the above calculations promise net revenues that are sufficient to yield a total R.O.I. of 7 - 10% to the public, RTD would be well-advised to go ahead to build the system. Note, however, that in order to capture its share of the increased land values, the public must put into place the necessary mechanisms for doing so. These are discussed later in the report under Section IV.

If the first segment of the RTD rail system fails to pass this economic test, Denver must then decide whether or not intangible, hard to qualify impacts of the RTD plan combine to offset the substantial costs involved in its development and operation.

If the intangibles do not justify substantial financial commitment to the system, efforts should focus on the implementation of an appropriate surface bus system. There is little question that a non-capital intensive surface bus system is a feasible solution to Denver's transportation problem.

URBAN DESIGN CRITERIA

A. Regional Land Use Plan

In 1974 the Denver Regional Council of Governments published a regional land use plan with the approval of its 37 member jurisdictions, based on a projected regional growth of 1,000,000 to a total of 2,350,000 by the year 2000.

Based on this land use plan, as revised and updated in January, 1976, R/UDAT assumes the following broad designations:

Suburban growth in the north	400,000
Suburban growth in the southeast	300,000
Growth in transportation corridors and "activity centers"	250,000
Growth in existing city neighborhoods	50,000
	<u>1,000,000</u>

Critical Dangers of Growth

The above designations are misleading and dangerous if they are accepted within a climate of laissez faire suburban development and expansion outwards into open countryside.

- The metropolitan region has a tradition of "leap from" suburban developments; i.e. suburban developers, moving ever outwards, will select and build new pocket communities only on the most favorable rural sites, leaving bands of less favorable land underdeveloped.

- One consequence is that much of the suburban settlement pattern of metropolitan Denver is a series of residential islands surrounded by bands of wasteland useless for agriculture and unrealized as a recreational resource.
- Another consequence is the creation of small, separate and introverted communities. Quite clearly these communities, despite the advantages of rural settings, are deficient in services and community facilities such as libraries, schools and health care.
- But the most serious consequences are economic. Low-density pockets of population in the metropolitan region mean uneconomic and wasteful lengths of roads, utilities, water and sewer lines. And for the residents there are long commuting journeys by automobile to work, schools, shops and entertainment.

Suburban settlement patterns clearly show the "leap frog" principle.



- The impact of the "leap frog" tradition of suburban expansion is particularly harmful to the region's fragile ecology. The bands of wasteland are denuded and eroded. Fauna and flora has been destroyed. Underground streams have been polluted. And pollution also hangs heavy in the air.
- Most often outward-moving population is middle and higher income. The result is a multiple pattern of ghetto-isation. The small suburban communities are introverted and homogeneous. And many inner-city neighborhoods are abandoned to minorities.
- And the further outward suburban communities radiate, the more isolated Denver's central business district becomes.

Basic Urban Design Concepts To Deal With Growth

The R/UDAT team endorses two basic strategies to deal with growth:

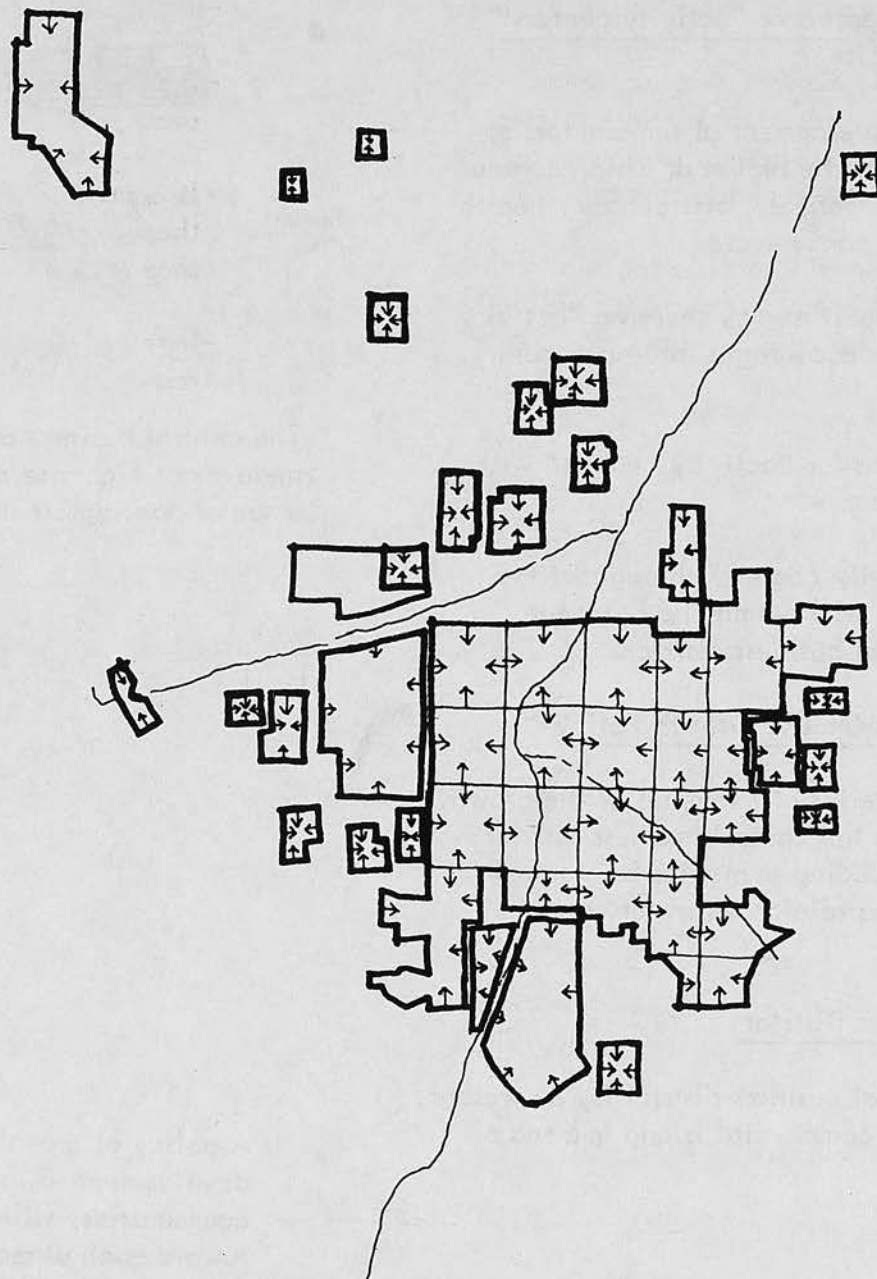
1. Growth without expansion
2. Development of sub-centers or "activity centers"

Essentially these strategies are components within a single and overall land use policy for the metropolitan region.

Growth without expansion is a strategy of infill. Its benefits are numerous.

- It directs new development to wasteland.
- It puts to economic use the public investment in roads, utilities, sewers and water.
- It expands existing small settlements, enabling them to afford the community amenities in which they are presently deficient.
- It resists further encroachment on the natural resources of the region by metropolitan expansion.

Existing suburban and center city communities and neighborhoods tend to be introverted socially.



The development of sub-centers or "activity centers" also has a number of benefits.

- It encourages the development of sub-centers at strategic locations in the region at which community facilities (shops, schools, arts centers, health care, etc.) may be concentrated.
- Since several communities may share an "activity center" the strategy encourages inter-community relationships.
- Convenient locations for "activity centers" will cut commuting distances.
- A network of "activity centers" throughout the metropolitan region will permit the balanced growth of the central business district.

B. Some Key Examples Of The Growth Policy

- The following is a series of examples of the growth policy ranging from the central business district to suburbia and including strategies for natural conservation and the reinforcement of existing neighborhoods.

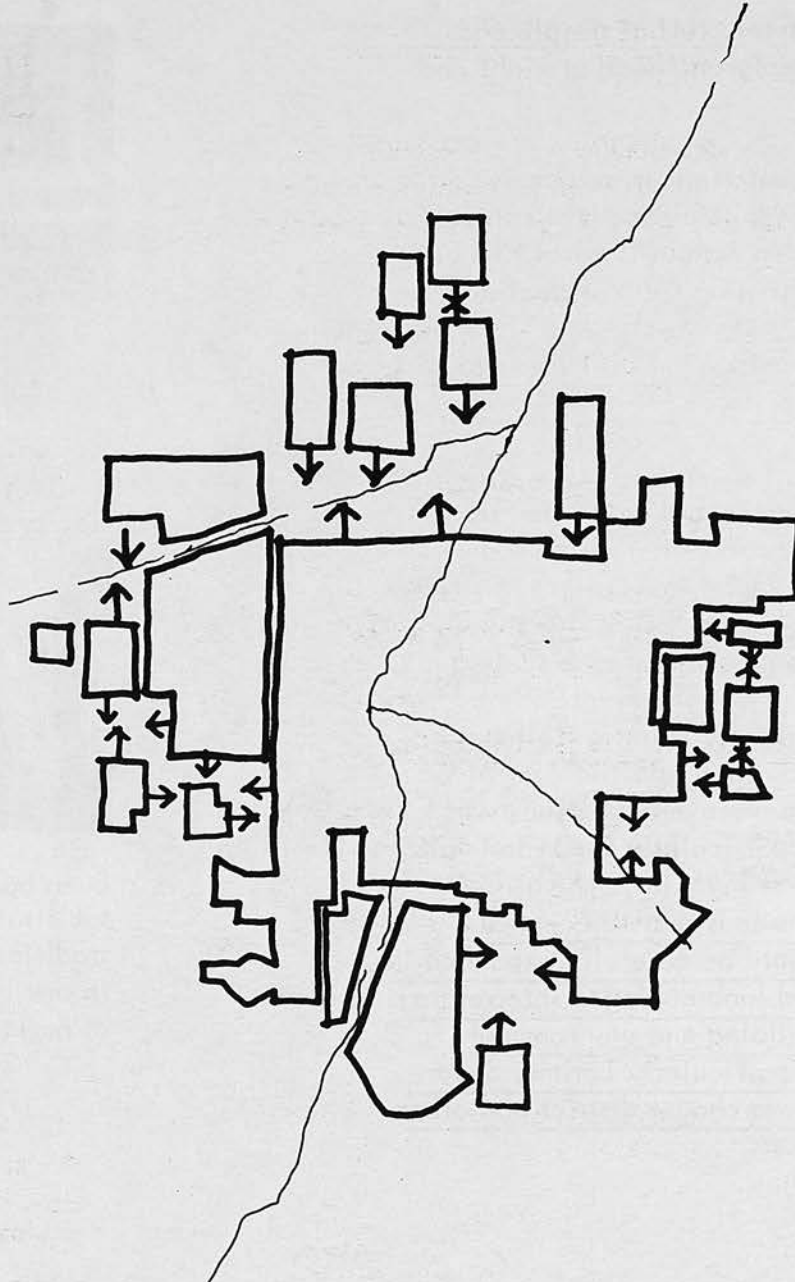
I. Central Business District

Denver's central business district is, at present, a high density commercial island in a sea of parking lots.



The central business district of Denver is an island of anonymous high-rise commercial buildings surrounded by a sea of parking areas.

A policy of growth without expansion, encouraging new development to infill waste land between existing communities, will assist existing communities to expand toward each other and share common interests and goals.



It is a commuter center, full of people and activity by day, empty and dead at night and weekends.

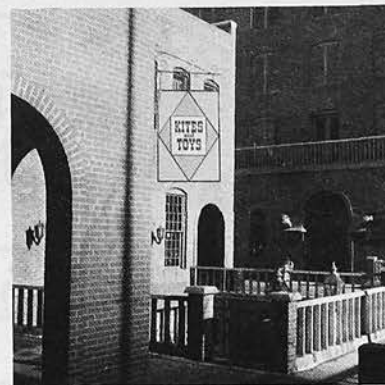
Its impact on adjacent areas is extremely harmful. Commuter traffic lacerates contiguous neighborhoods, such as Capitol Hill and Cherry Hills, contributing to their decline.

R/UDAT recommends that the central business district should be reinforced with new residential usage.

This residential usage should be treated as extensions from the surrounding residential neighborhoods into the central business district.

This strategy will enable the unique scale and social characteristics of each neighborhood (Capitol Hill, Highlands, Auraria Colleges, Burlington, etc.) to reach into the central business district, thus ensuring continuity of scale and amenity, particularly for pedestrians.

R/UDAT also recommends that the central business district should be carefully expanded in scale, materials and landscaping to interrelate with the historic building and environment of Central Denver, particularly Larimer Square, Union Station, the warehouse district and other notable buildings.



Even banks are drive-in, substituting for the classic marbled grandeur of the traditional city-center bank. In contrast Larimer Square, in one block of historic rehabilitation, provides an oasis of human scale and richness for the pedestrian.

R/UDAT regards this recommendation as particularly important. The culture of a great city has its roots and its past; the vitality of a great city is in its vision of its past; the vitality of a great city has its roots and its past; the vitality of a great city is in its vision of its future.

Denver's central business district, like the central business districts of several other major cities, is concentrated, and within easy pedestrian reach of all points. Very little accommodation is presently made for the pedestrian.

R/UDAT recommends immediate action to humanize the central business district, particularly for people on foot.

R/UDAT notes with enthusiasm that recommendations by the Mayor's Central Area Planning Committee and Downtown Denver Inc. are preparing recommendations for achieving this goal within the area bounded by Larimer, 14th, Broadway, Colfax and 18th.

Recommendations include graphics, lighting, signalization, seating, landscaping and information.

R/UDAT also notes that during the Christmas season, a portion of 16th was closed to traffic, with apparent considerable success.

R/UDAT recommends temporary and permanent malls, wall murals and sculptures, and other means of diversifying and enlivening the center of this great metropolitan area.

R/UDAT further recommends that major cultural resources such as the art gallery, the city auditorium, etc. should be linked by special landscaped routes.

2. Burlington

The official description of Burlington is "a new city within the city." The concept is not new. This designation has been given to Cedar-Riverside in Minneapolis and Park Forest South in Chicago, among others.

The description is misleading. Cedar-Riverside is not a new city within the city; it is a new graft into the parent stock of the old and existing city.

Burlington is likewise surrounded by Denver. On all sides are unique and vital parts of the city. If the developers of Burlington will look carefully at the example of Cedar-Riverside they will realize that to overlook the interests and goals of neighboring communities is perilous.

R/UDAT recommends that the city should immediately develop an urban design strategy for the development of Burlington.

Basic to the strategy, the City of Denver should regard itself as a development partner with the developer. The city should further actively involve each of the surrounding communities,

A SUGGESTED PROCESS FOR BURLINGTON

The Diagram shows the process beginning with three interlocking streams. The central stream is the City of Denver, in particular its Office of Planning. On one side is the community stream, and on the other the developer.

In the first series of tasks, the communities develop their goals and expectations, not only for Burlington, but also for the Platte River, Cherry Creek, RTD, and other public amenities.

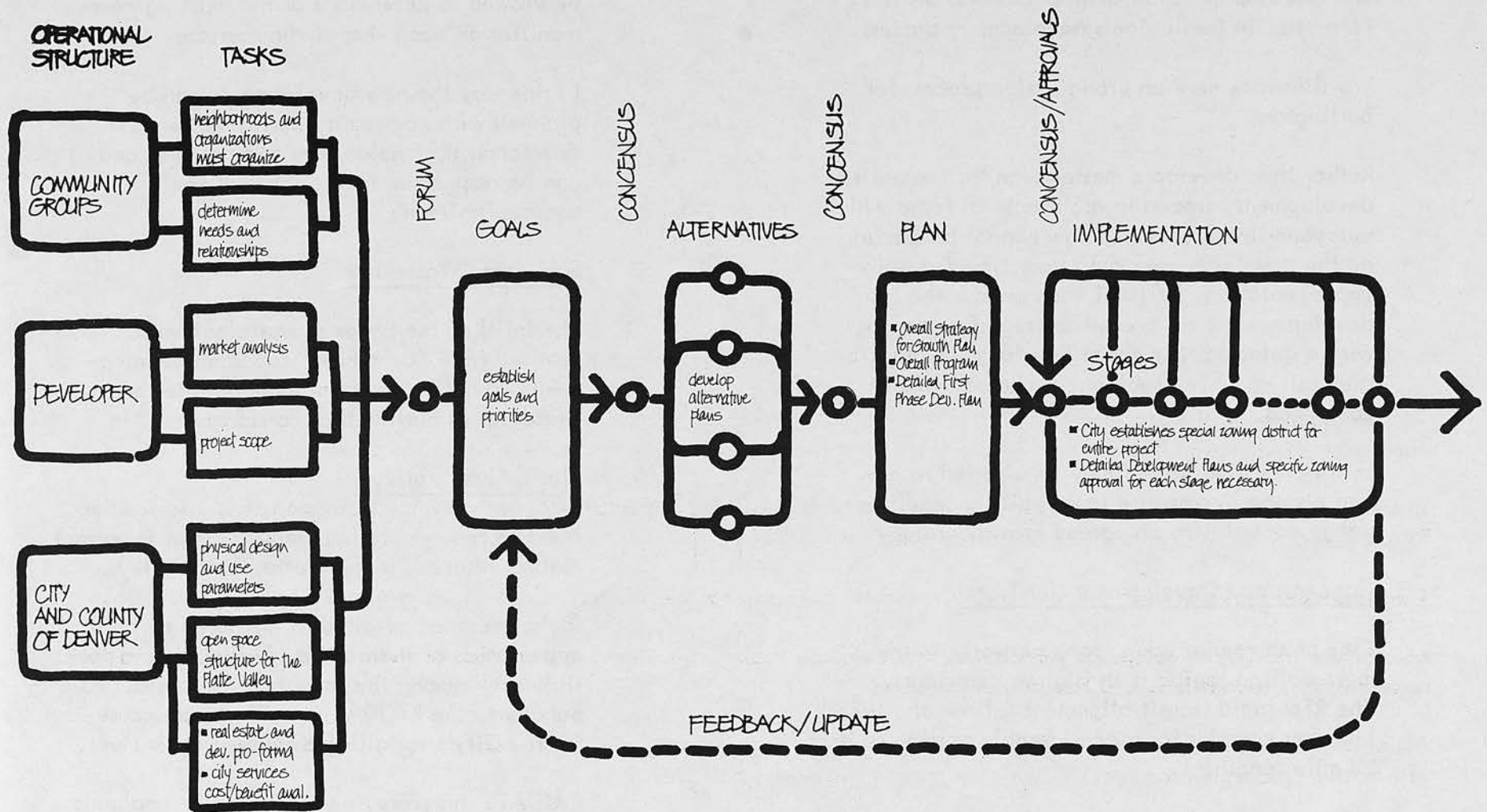
The developer is responsible for repairing his market economics, the physical scope of his project and all support data.

Meanwhile the City develops its physical design constraints and objectives, and its recommendation for traffic, natural conservation, recreation, and her public concerns.

All participants then come together to establish mutually acceptable goals. These goals are jointly developed into alternative plans, on the basis of which a growth strategy is defined.

At this point in the process the City sets up a special Zone for Burlington, using the growth strategy document as the Zone's official exhibit. The developer simultaneously prepares a detailed development plan for the first phase, which is then zoned, in accord with the City's normal zoning categories and policies within the special Zone.

In this way the City retains control by virtue of the special zoning document and its subsequent official updates, while the developer retains the valuable flexibility of being able to respond to special real estate, economic, and physical conditions as they arise.



URBAN DESIGN PROCESS

for Burlington Northern RR. Property

and representatives of central business district interests, in Burlington's development process.

We illustrate here an urban design process for Burlington.

Rather than develop a master plan for the entire development, frozen in architectural forms which everyone involved must know cannot be binding on the developer over a 15 year time frame for implementation, R/UDAT recommends the joint development of an overall strategy for growth, with a detailed first phase development plan, on the basis of which subsequent phases will be catalyzed.

In this way the project may be allowed to grow and change in response to prevailing conditions, yet in accord with an agreed growth strategy.

3. Concentrated Development Corridors

One of the major open space networks in the metropolitan region is its highway corridors. The RTD rapid transit alignment follows the I-25 highway corridor for a considerable portion of its 23 mile length.

R/UDAT recommends, as described in earlier pages of this report, concentrated developments and activity centers along such corridors, particularly the RTD alignment.

However these developments should not be regarded as new and separate inserts into the City, but should

be viewed as extensions of the existing communities on each side of the corridor.

In this way the new developments can be planned with community participation in the development of guidelines and designs, and can be responsive to the scale of the community itself.

4. Suburban "Wasteland"

The infill of the bands of wasteland which have resulted from "Leap Frog" suburban developments, should follow the same policies and strategies as outlined for corridors.

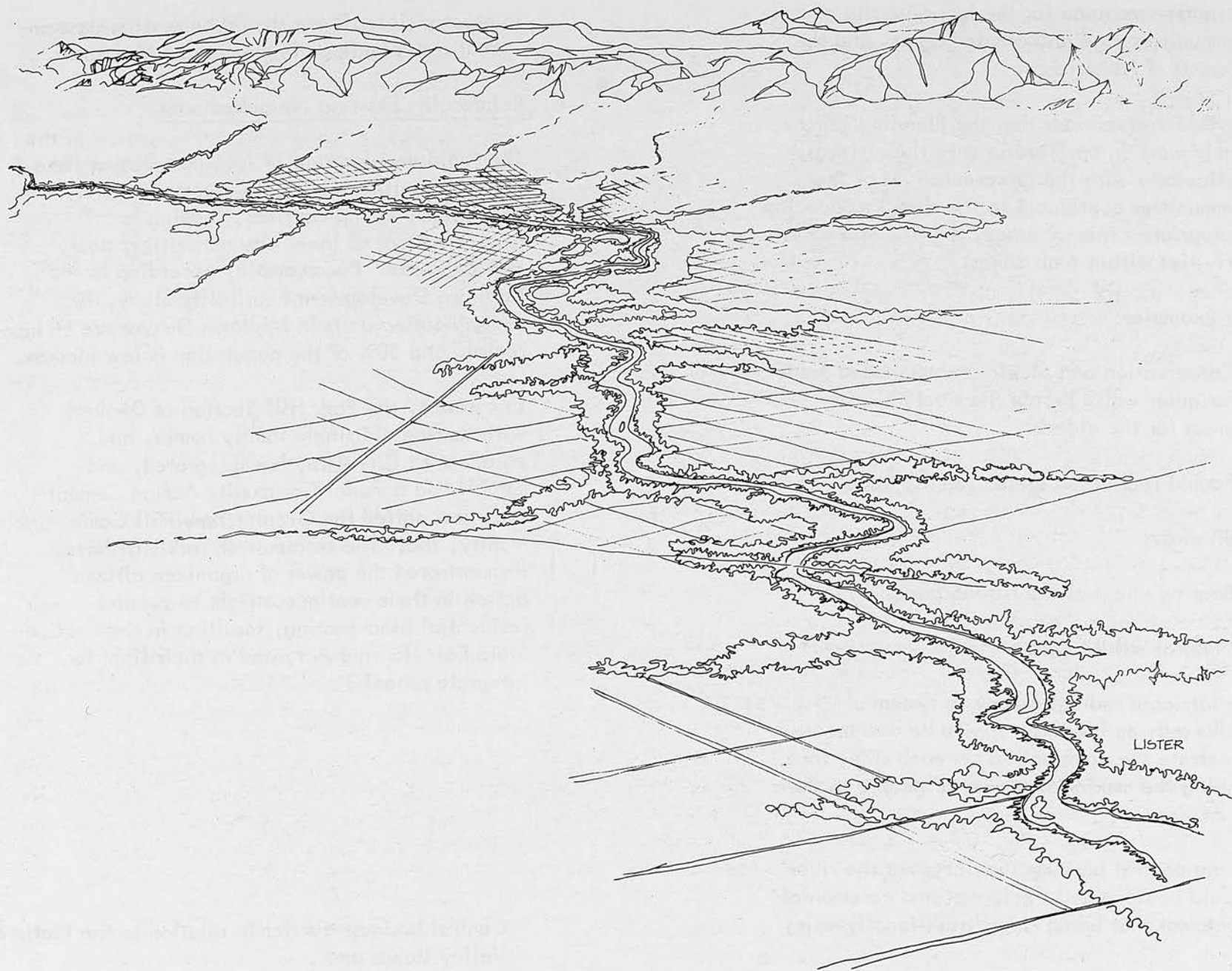
5. Platte River Valley

Next to the mountains, Denver's most important natural resource is the Platte River Valley.

If the greatness of cities is measured by their appreciation of their rivers, Denver would possibly rank among the lowest in the world. As outsiders, the R/UDAT team finds no excuse for the City's appalling treatment of its river.

R/UDAT, therefore, enthusiastically applauds the efforts of a small group of young planners in the City's Planning Office to establish the Platte River Valley and Cherry Creek as linear recreation amenities.

It is of the utmost importance to Denver that the Platte River Valley should become a



recreation resource for the full diversity of the communities' age and ethnic groups, and the interests of its citizens.

R/UDAT recommends that the Planning Office should work in partnership with the citizens, particularly with the representatives of the communities contiguous to the river, to develop appropriate zones of usage, and the appropriate activities within such zones.

For example:

- Conservation and picnic areas, shaded areas for quiet walks beside the river, seating areas for the elderly.
- Formal recreation areas, tennis, bacci, etc.
- Bikeways
- Boating and possibly fishing ponds
- Natural wildlife areas

An intricate radical greenway system of walkways and bikeways should be designed to penetrate the communities on each side, thus linking the maximum number of people to their river.

In the central business district areas the river should be accorded the formal and ceremonial treatment that urban rivers traditionally enjoy

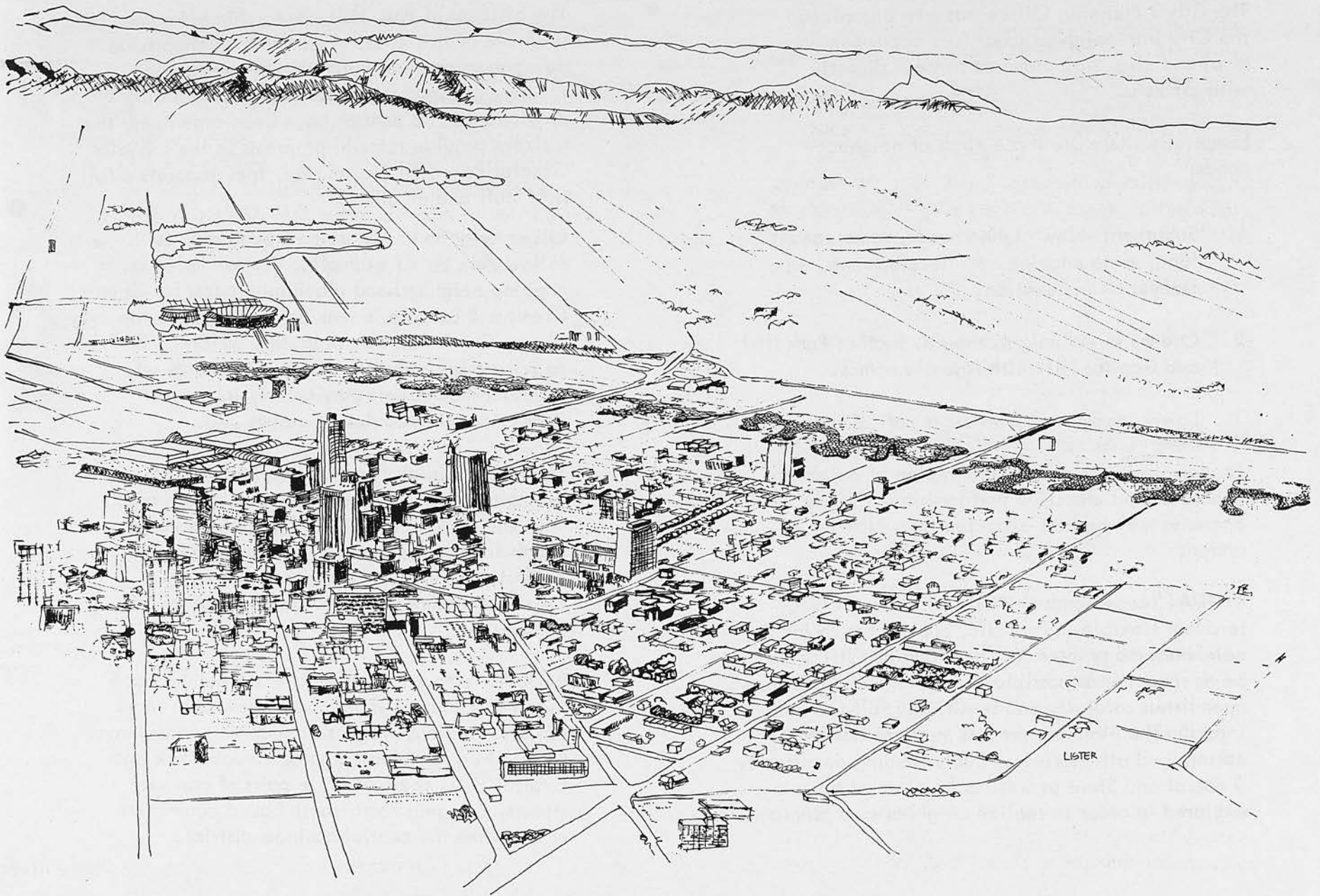
in great cities. There should be seating steps, formal tree planting, fountains and sculptures.

6. Reinforcing Existing Neighborhoods

The rapid development of suburban Denver has led to an outflow of middle income families, particularly young marrieds, leading to concentrations of inner city minorities, poor, and transients. For example, according to the Midtown Development Feasibility Study, 90% of the housing units in Midtown Denver are rental, and 50% of the population is low income.

In contrast, the Park Hill Section of Denver, with its fine old single family homes, and adjacent to City Park, has integrated, and established a model Community Action Committee, now called the Greater Park Hill Community, Inc. The residents of Park Hill have demonstrated the power of organized citizen action in their continuous fight to counter residential blockbusting, resulting in the State Fair Housing Act, and in their fight to integrate schools.

Central business district in relation to the Platte River Valley linear park.



The City's Planning Office has now organized the City into neighborhoods (see accompanying map) and allocated planners to work directly with citizens.

Essentially there are three kinds of neighborhoods:

1. Suburban: New neighborhoods, some vacant land, some ongoing new developments, in Denver by annexation.
2. Older, sound neighborhoods, such as Park Hill and Capitol Hill with fine old homes.
3. Lower income areas in older part of the City.

Leadership in the self determination of neighborhoods, and in effective partnership with City agencies may be best expected from Number 2 above.

R/UDAT recommends the City's Planning Office to adopt flexible (non-static) approaches to local neighborhood problems. The Planning Office must be as sensitive as possible to local needs. Planners must listen carefully and sensitively to community inputs. The planning process must emphasize options and alternatives. Every funding opportunity (Federal and State as well as local) must be explored in order to realize neighborhood programs.

The citizens of Park Hill have achieved numerous programs of this kind. There is a neighborhood newspaper; there are committees on schools, zoning, transportation corridors, etc.; hiking programs for the summer have been organized; the citizens provide tutorial programs in the schools; Greater Park Hill Community, Inc. supports a full time staff and an office.

Other neighborhoods are now beginning to follow Park Hill's example. For example, an ongoing neighborhood planning process for Cherry Creek and Belcaro is seeking a solution to the Cherry Creek Parkway proposal, which is likely to bring more commuters from the suburbs into neighborhood streets particularly in light of Denver's rapid population growth.

The Cherry Creek Parkway proposal is a good example of the concern of some neighborhoods with their edge conditions. R/UDAT recommends that contiguous neighborhood planning committees should be brought together to consider common problems and common edge conditions.

R/UDAT further recommends that neighborhood planning concerns should be reviewed in terms of City wide comprehensive planning considerations. In a ten block area of Lincoln Park and Capitol Hill, there are five pairs of one way streets, bringing north-south bound commuters to and from the central business district.

IMPLEMENTATION

One result has been that the fine turn-of-the-century mansions of Capitol Hill are being replaced by high rise apartment towers more suitable to boulevard conditions, thus eroding one of Denver's most valuable historic assets together with the community's traditional stability.

Solutions to this problem can only be found, in R/UDAT's opinion, by a full and responsible neighborhood planning process within the context of City-wide transportation problems.

In short, every effort must be made to reinforce neighborhoods, physically and in terms of self esteem, with full enfranchisement of interested participating citizens in the planning process.

IMPLEMENTATION

The achievement of the design and development opportunities discussed above is dependent, in large measure, on the enlightened action of government in its role as land use regulator and/or land developer.

FIRST STEPS

Both the RTD and the localities having jurisdiction over the land along the transit corridor should take immediate steps to study the opportunities for joint development around the station locations of the rapid transit system. In this connection, the advice of experienced real estate development consultants is of prime importance, and such consultants should be made a formal part of the joint development evaluation and planning process. In addition to assure, to as great a degree as is possible, that the joint development planning process is responsive to, and reflective of, the interests of the community at large, the planning and design process should be structured to accommodate the participation of the community through civic organizations and formally structured or informal neighborhood groups. As part of the process of planning, designing and programming of joint development projected specific governmental implementation measures in the forms of regulation, taxation and acquisition must be addressed.

ACQUISITION

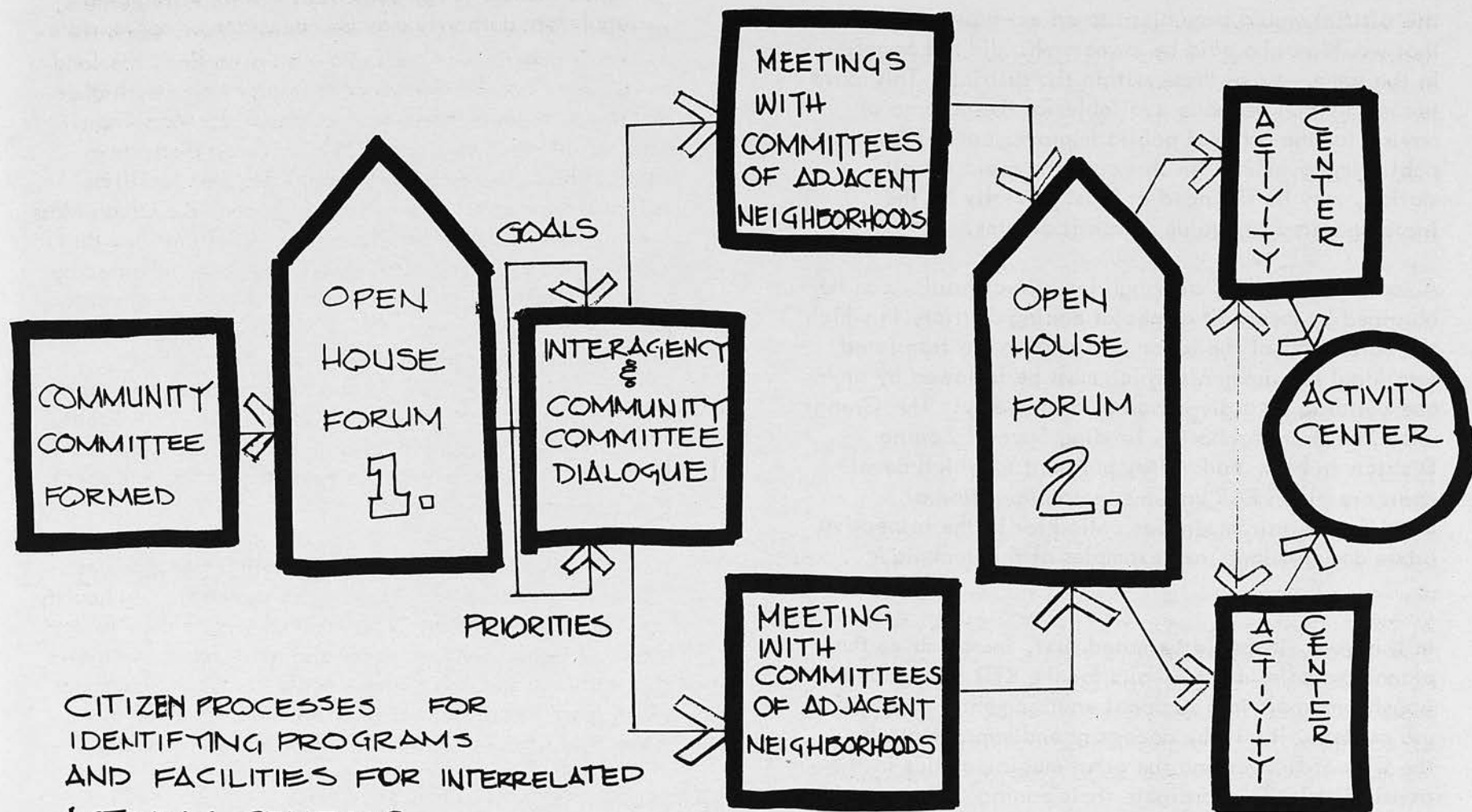
One way to implement joint development and capture the increased value created by investment in rapid

transit is for a public entity to purchase or condemn land around the system's stations sites or at activity centers, at prices based on current valuation. Then, when the system is complete or well under construction, the land so acquired can be sold to developers at a new, higher value. A recent amendment to the Urban Mass Transit Law would encourage localities or transit districts to do just this. The Amendment provides that facilities eligible for capital grant financing under the Urban Mass Transit Law includes "real property including land (but not public highways) within the entire zone affected by the construction and operation of transit improvements, including station sites, needed for an efficient and coordinated mass transportation system, which is compatible with socially, economically, and environmentally sound patterns of land use." The Amendment also provides for quasi-public or public development corporations to undertake the type of joint development activities described above.

In this regard, it is possible that, with a few changes in the RTD enabling legislation, this entity could qualify as a public corporation with the meaning of the Amendment. Alternatively, Denver and the other municipalities within the transit district could create development entities that would be eligible for funding under the Amendment to carry out joint development projects.

REGULATION AND TAXATION

With regard to regulatory and taxing methods, the following options are available. Property owners located in a particular area who benefit from a public



CITIZEN PROCESSES FOR
IDENTIFYING PROGRAMS
AND FACILITIES FOR INTERRELATED
ACTIVITY CENTERS...
EACH CENTER WILL BE UNIQUE
TO THE NEIGHBORHOOD.

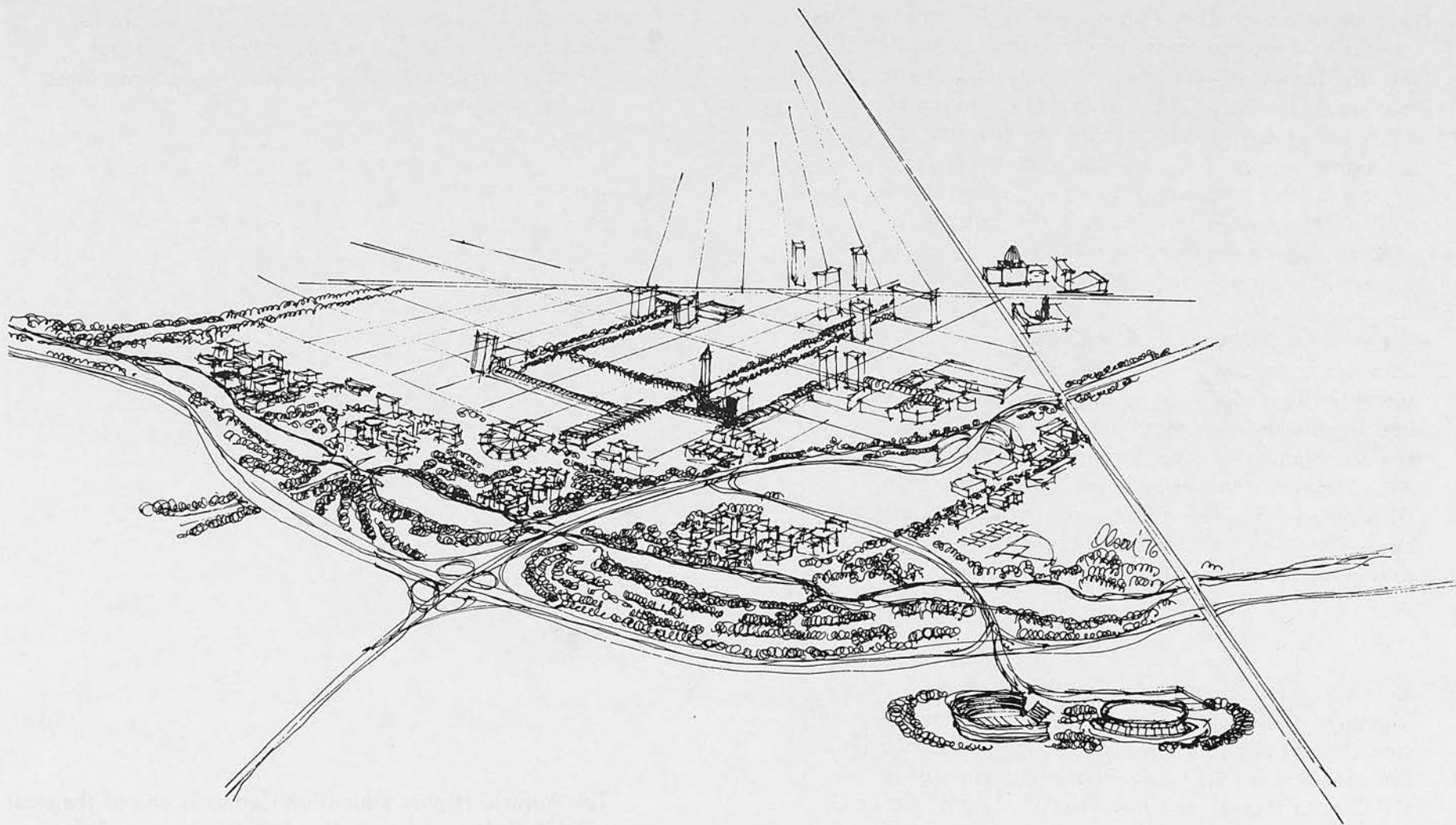
improvement such as a rapid transit station can be made subject to a special assessment district. Property within this district would be subject to an extra property tax that would not be paid by owners who did not benefit in the same way as those within the district. This extra tax money can be made available for the purpose of paying for the original public improvement. Thus, the public improvement, in this case the rapid transit station, may be financed at least partially by the increased property value which it creates.

A somewhat similar, although less direct result, can be obtained by means of a special zoning district, in which the objectives of the urban design plan are translated into legal requirements which must be followed by anyone building on a given parcel of property. The Greenwich Street or Manhattan Landing Special Zoning Districts in New York City, pursuant to which developers are given FAR bonuses in consideration of providing certain amenities called for in the respective urban design plans, are examples of this technique.

In this vein, it should be noted that, inasmuch as the planning studies made by and for the RTD have placed transit proposals in a regional environmental and land use context, it will be necessary and appropriate for the City of Denver and the other municipalities in the transit district to coordinate their zoning policies and regulations, which are oriented to implementing joint development projects, with regional land use planning goals and objectives of DRCOG. To the extent that

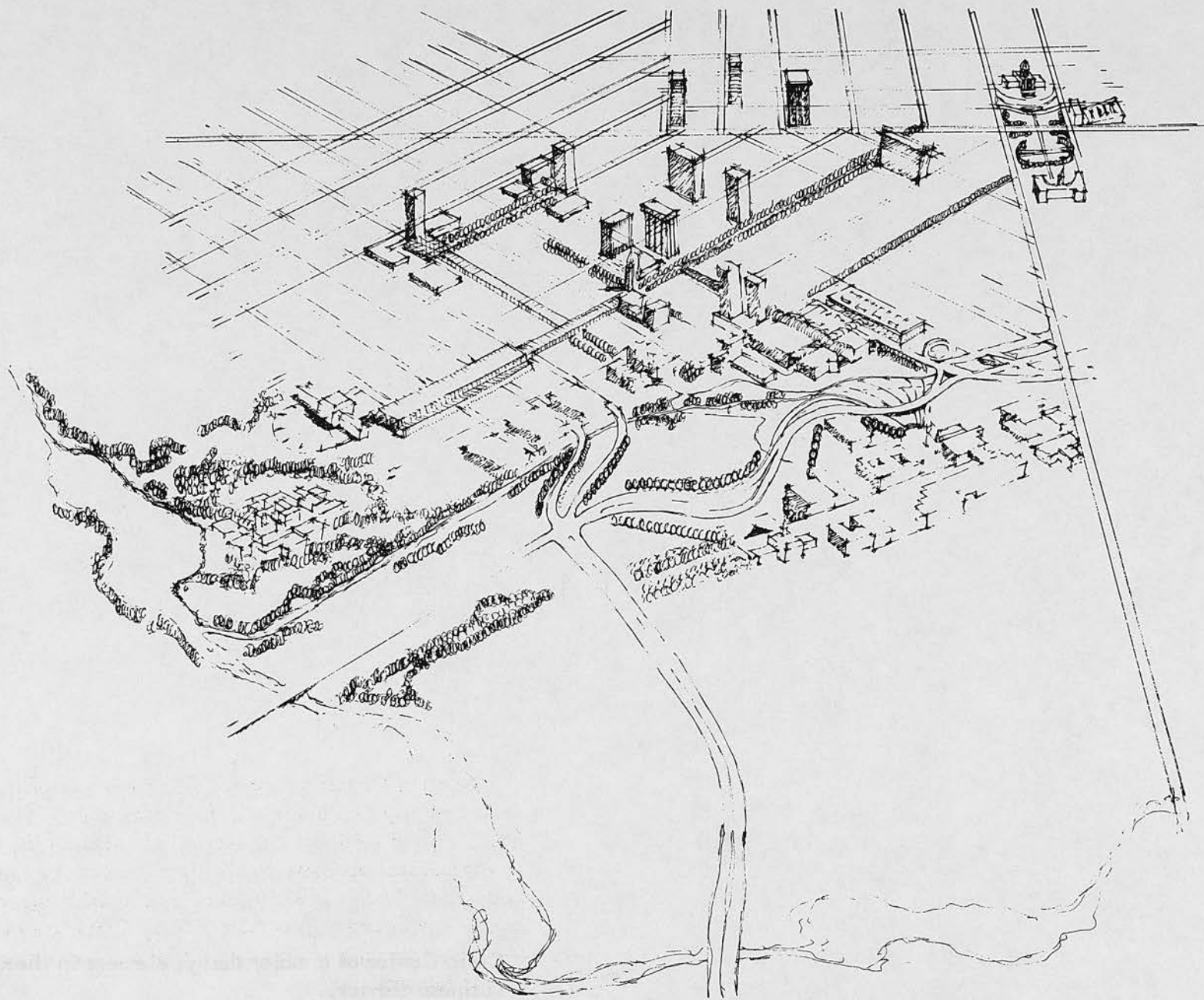
this cooperation among various localities within the transit district is not achieved, a form of regional regulatory authority may be necessary or appropriate.

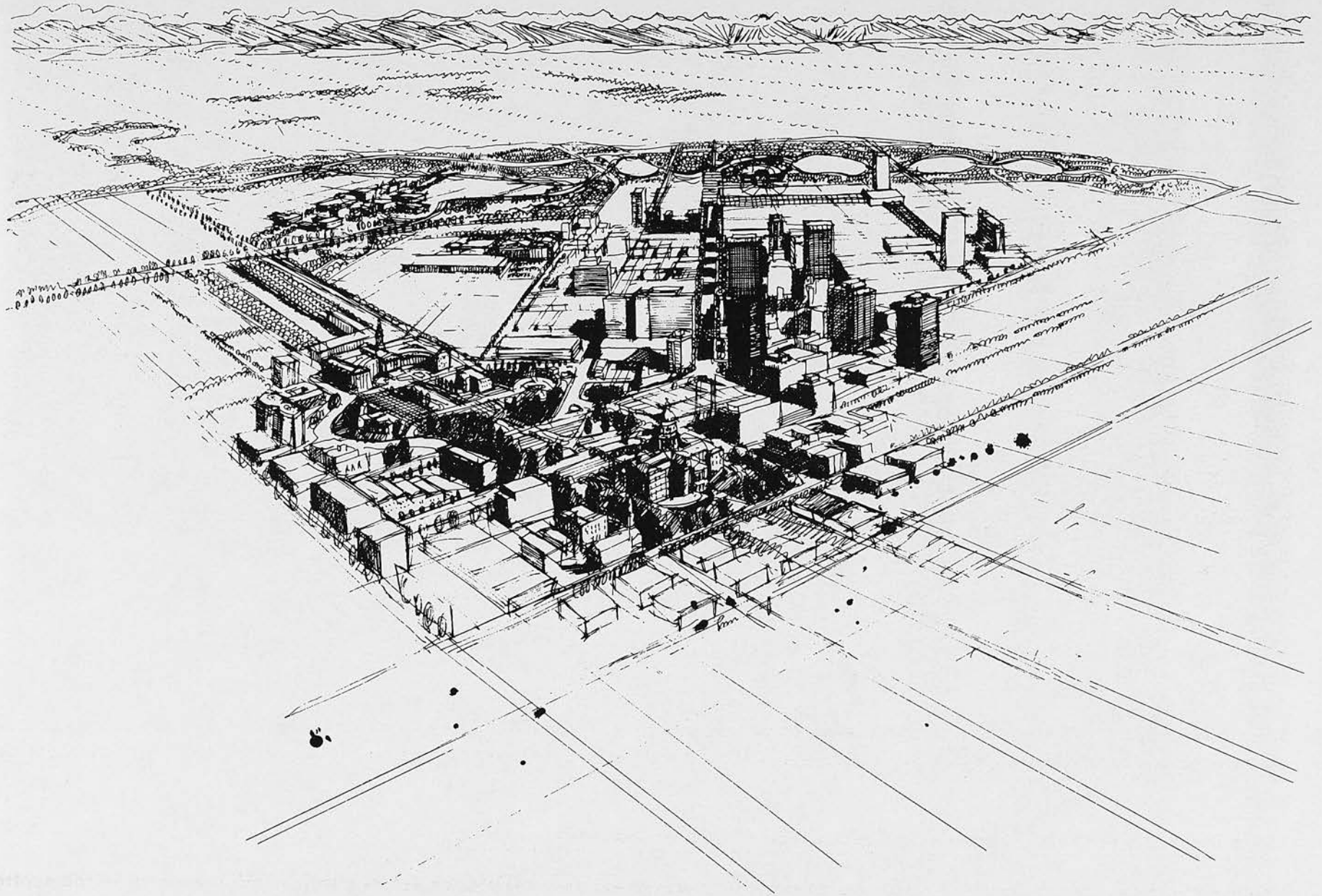
Platte River park as the design key to the central business district.

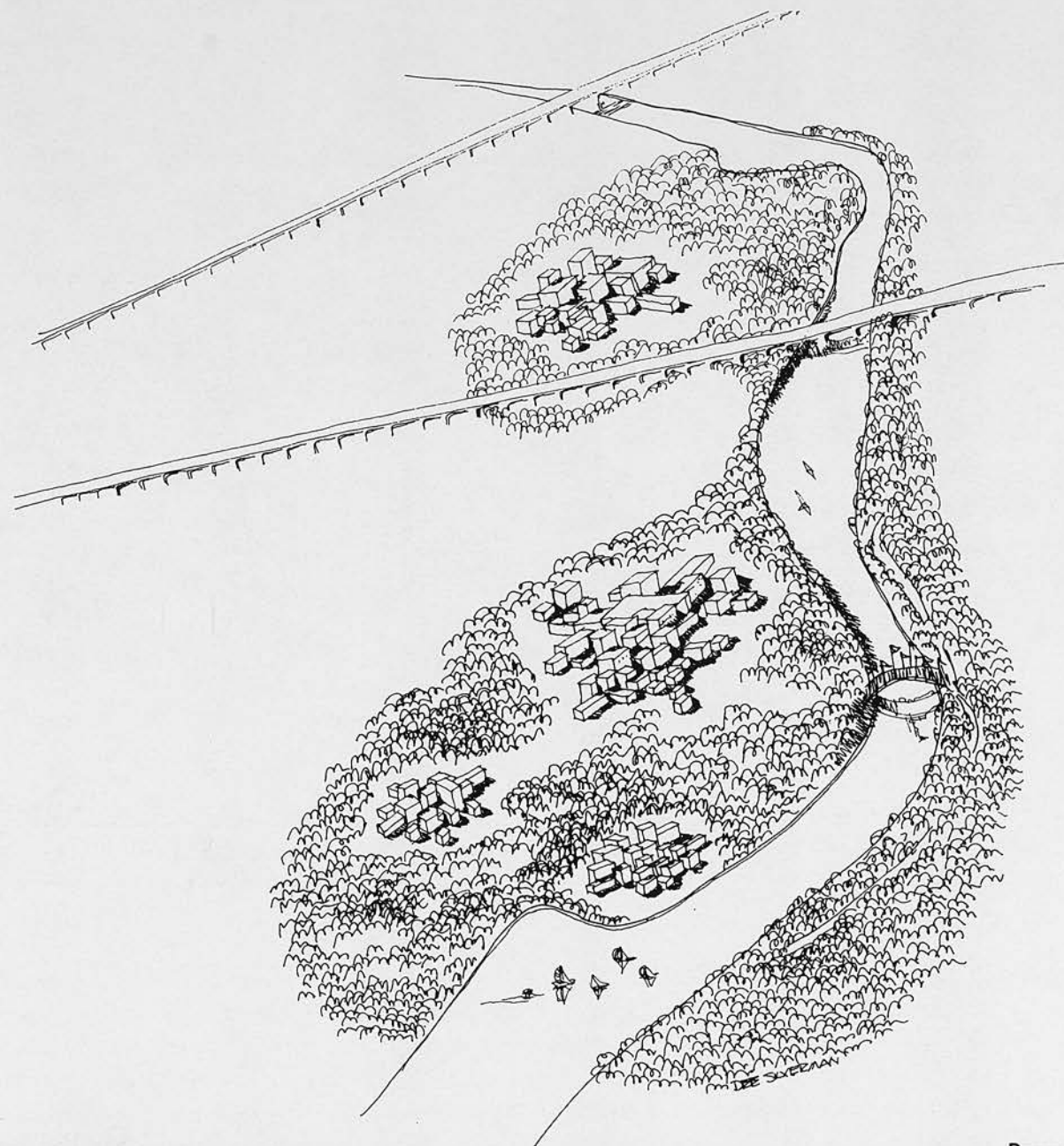


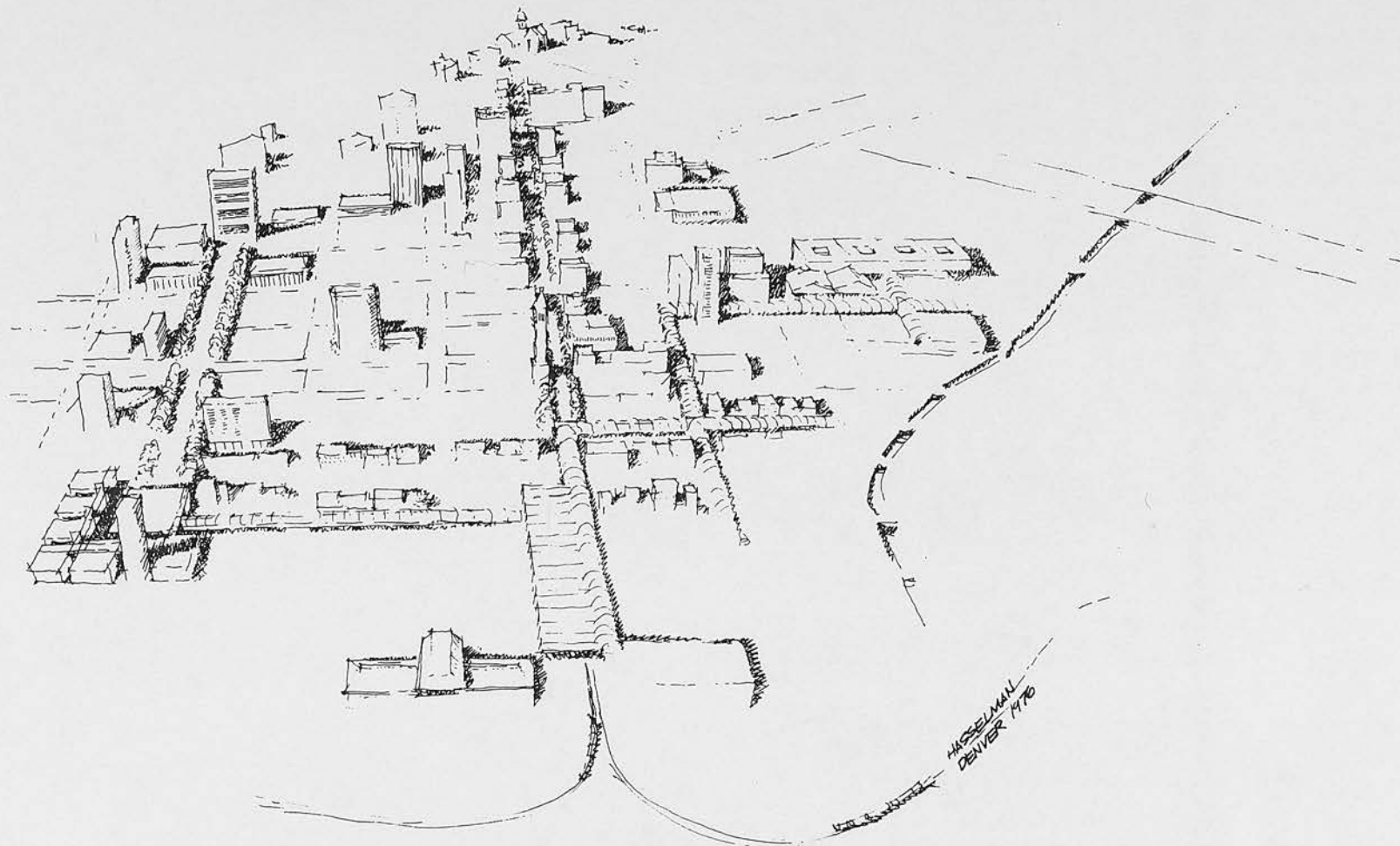
PLATTE RIVER FROM WEST

The Auraria Higher Education Center is one of the most vital activity centers in the downtown area. The physical and spiritual connection of this activity center to the central business district is achieved through a pedestrian "water plaza" under a relocated Speer Blvd. Speer is relocated away from Cherry Creek enabling the City to return to the banks of the river where it was founded.



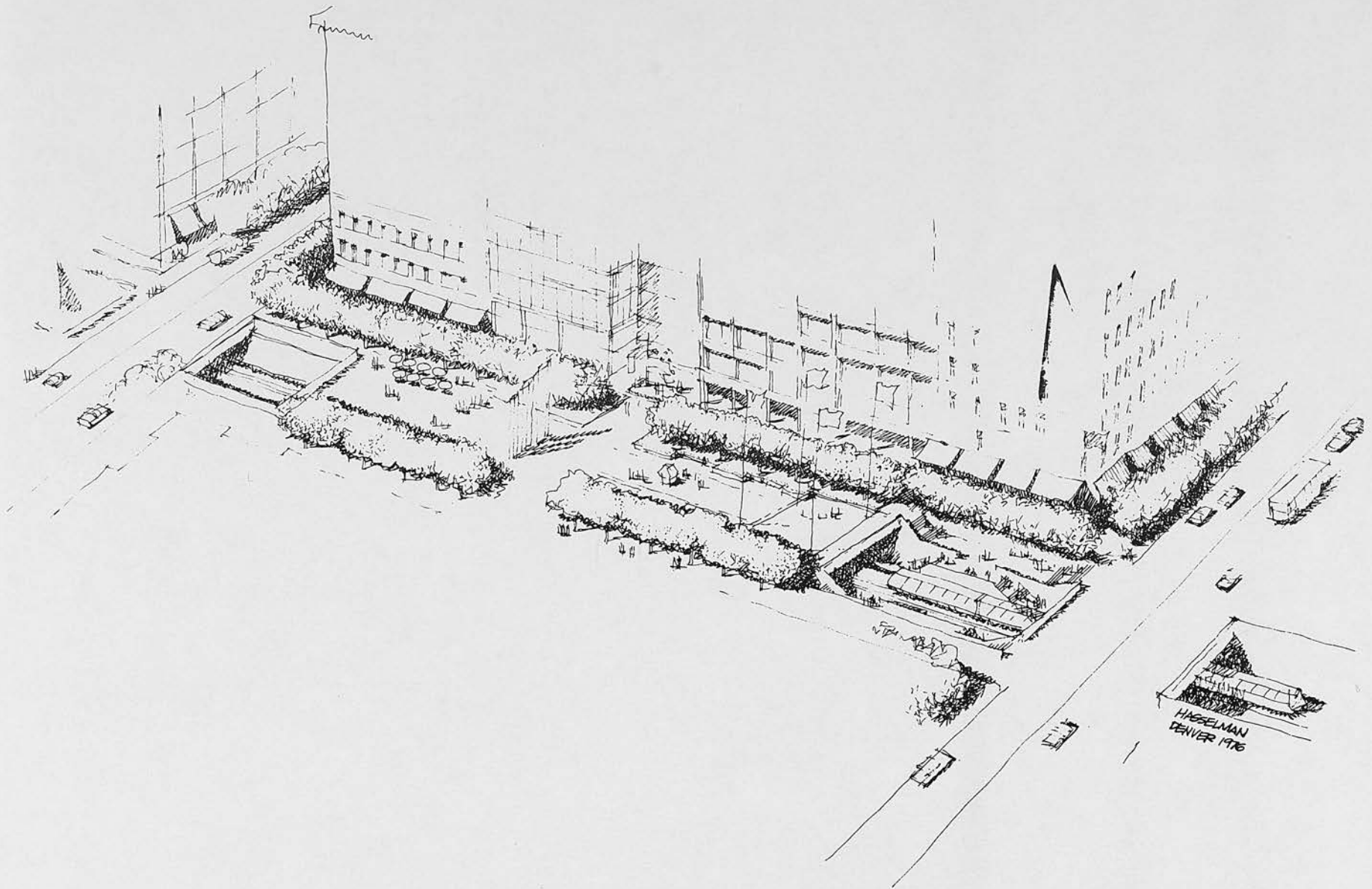




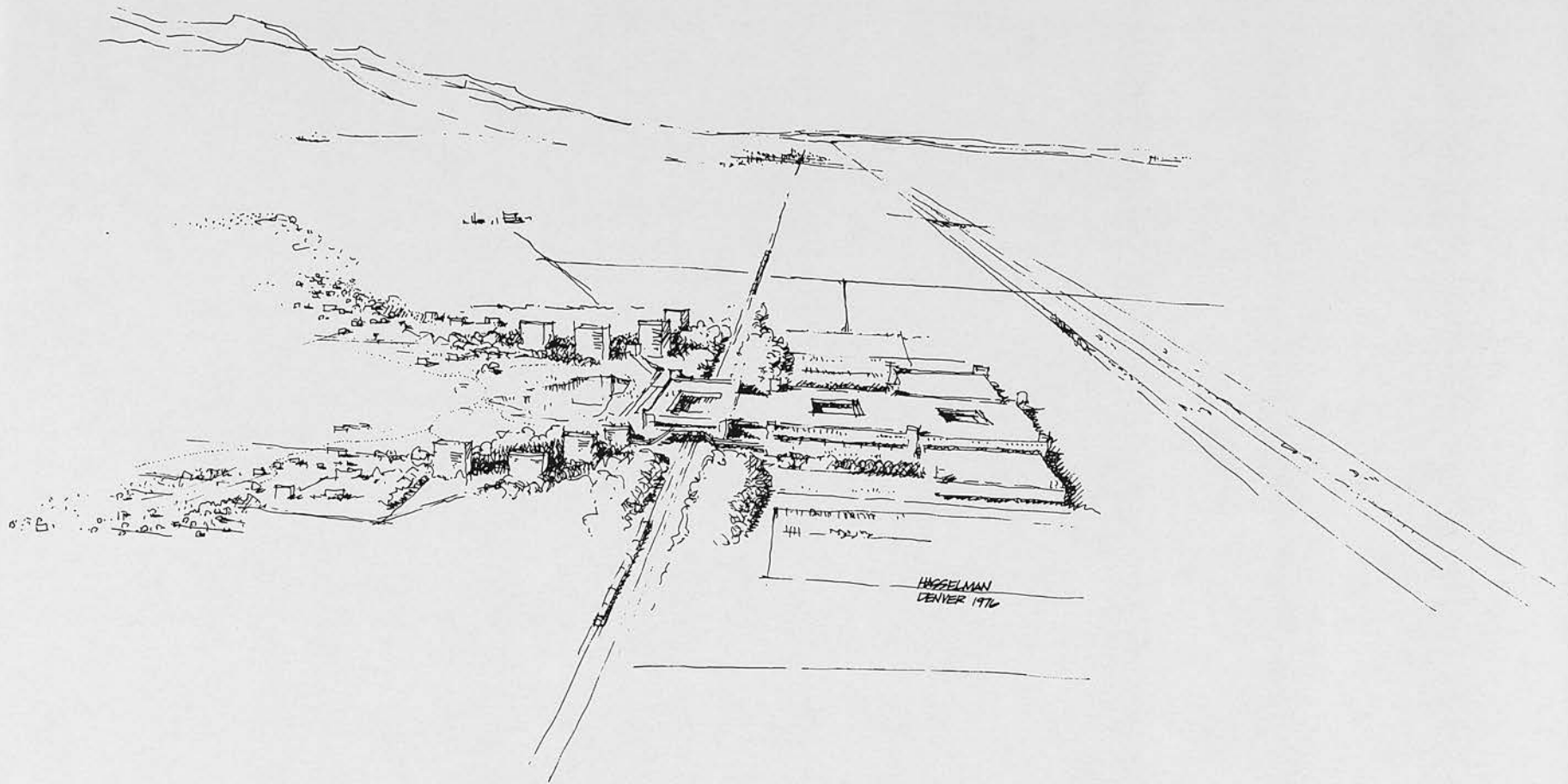


CBD FROM THE WEST

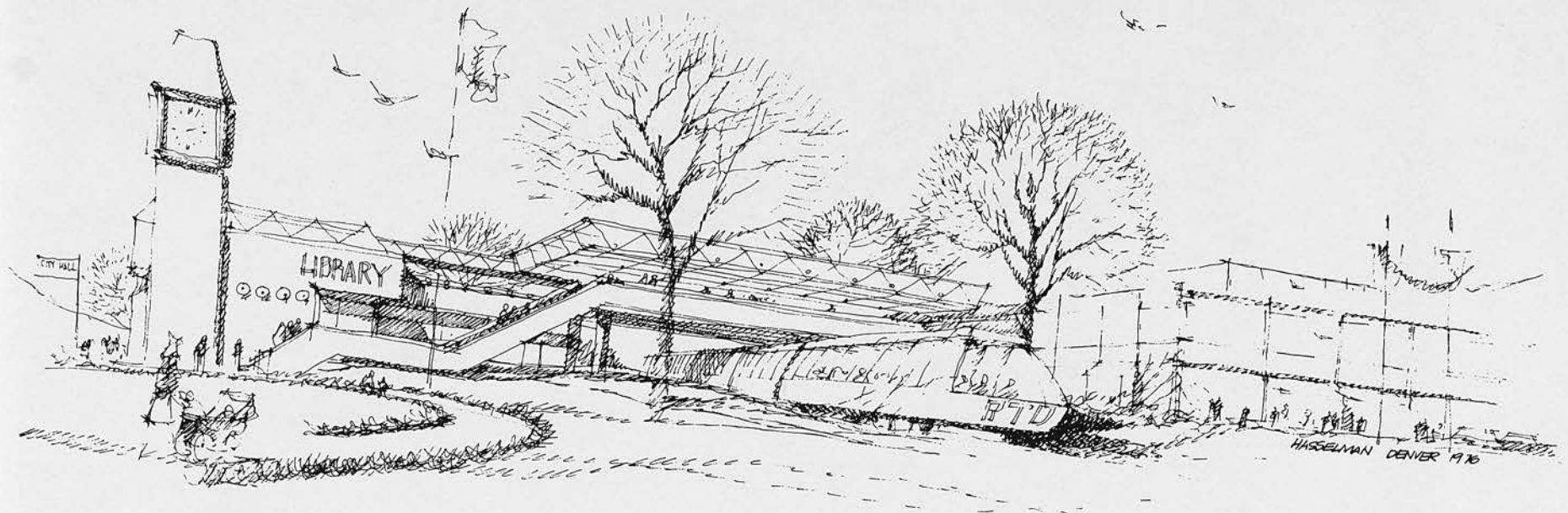
16th Street mall with interrelated pedestrian - transit systems.



16th ST. MALL

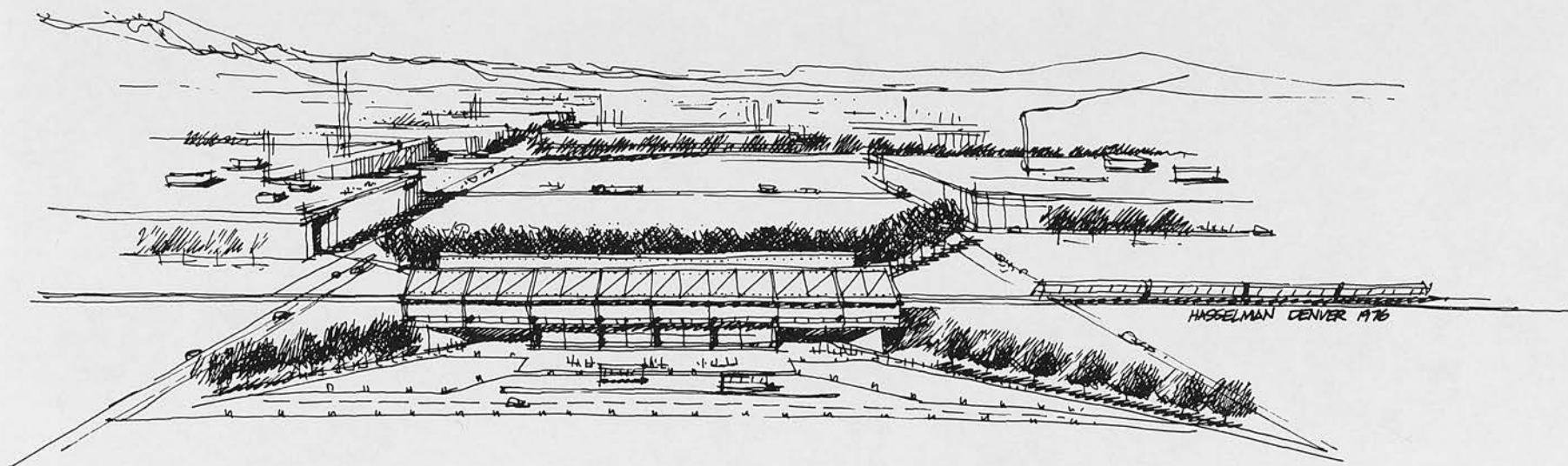


RESIDENTIAL ACTIVITY CENTER / STATION.



RESIDENTIAL ACTIVITY CENTER / STATION

A station as a focal point, local transportation terminus
and employee center for an industrial district.

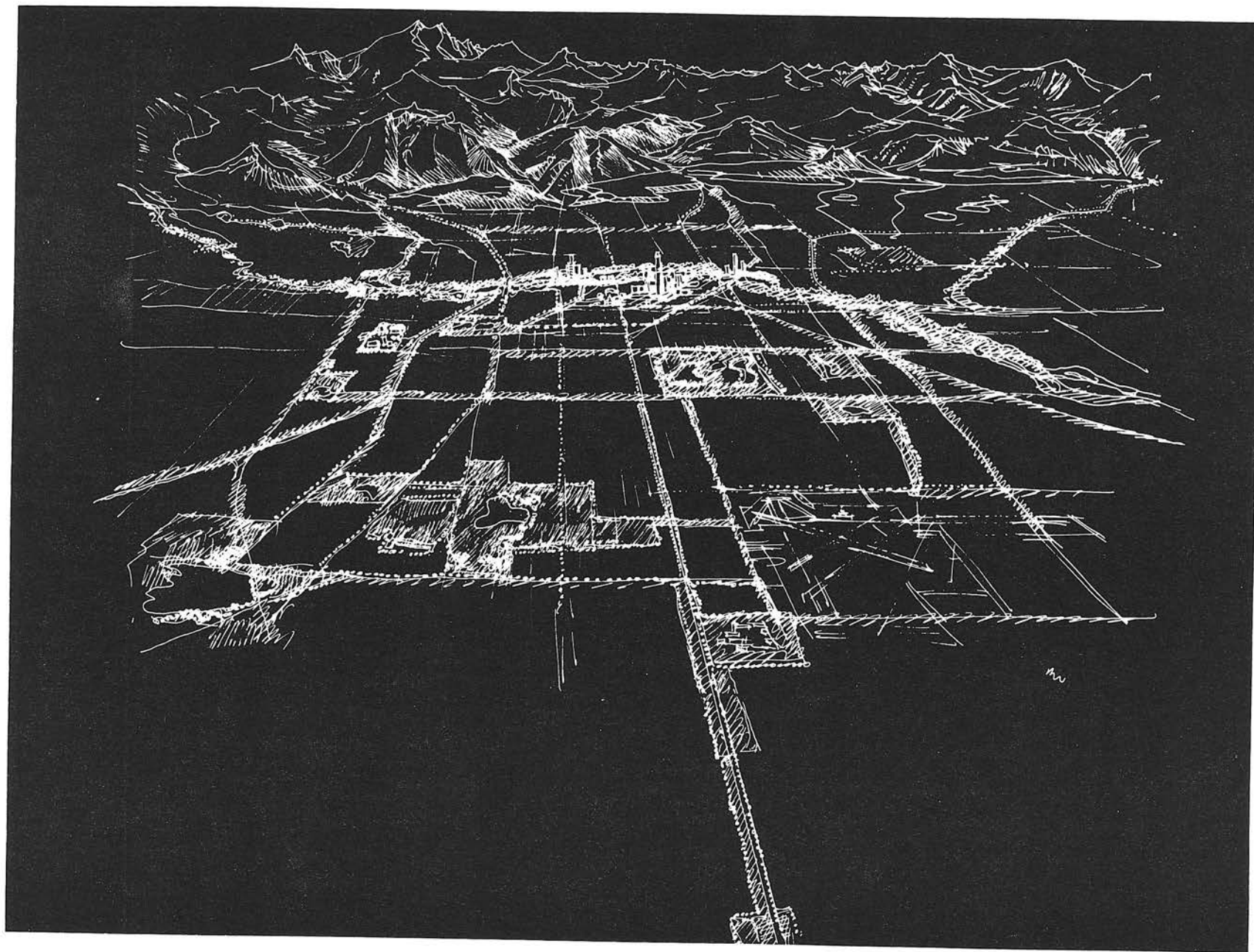


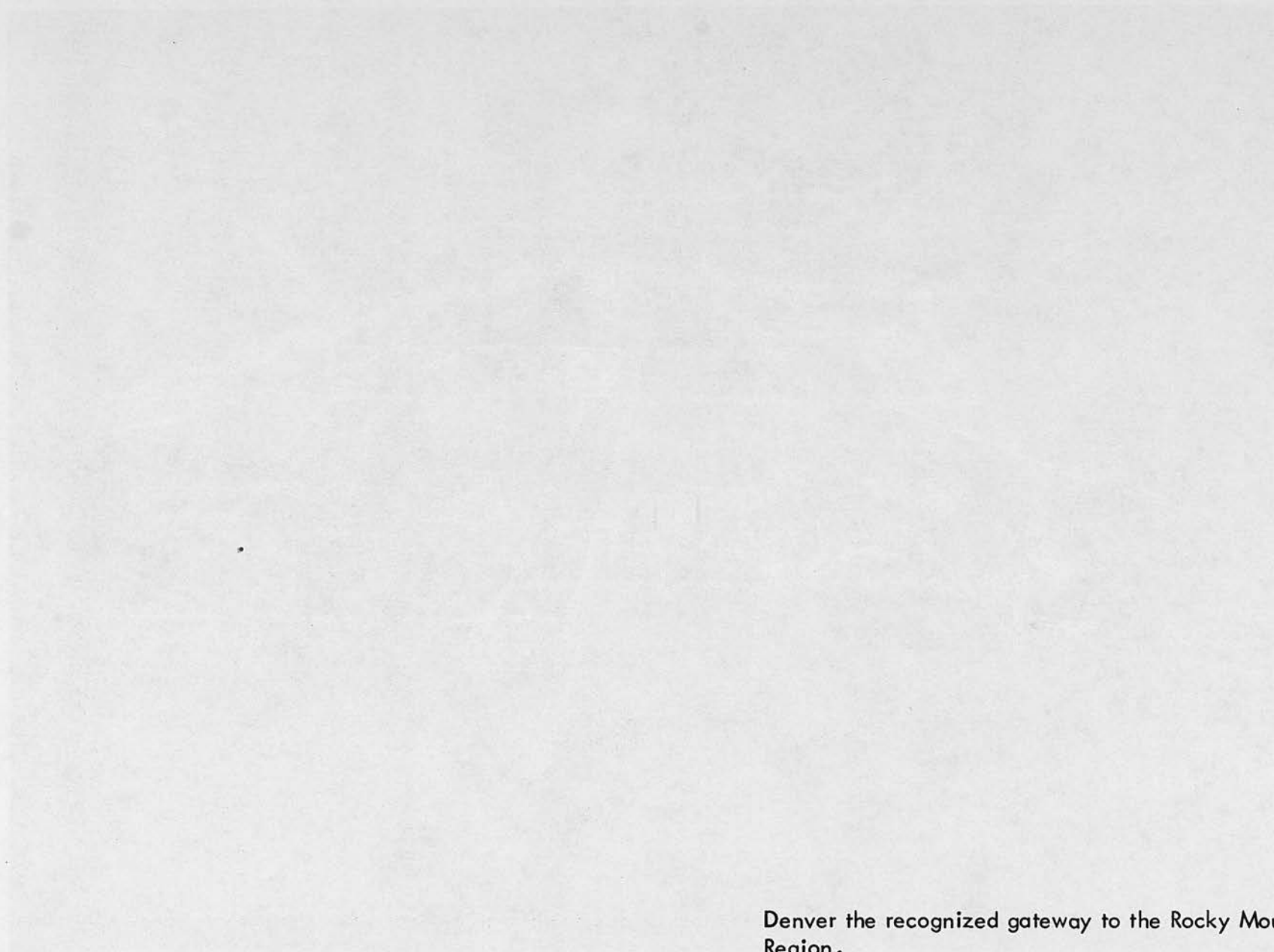
INDUSTRIAL STATION



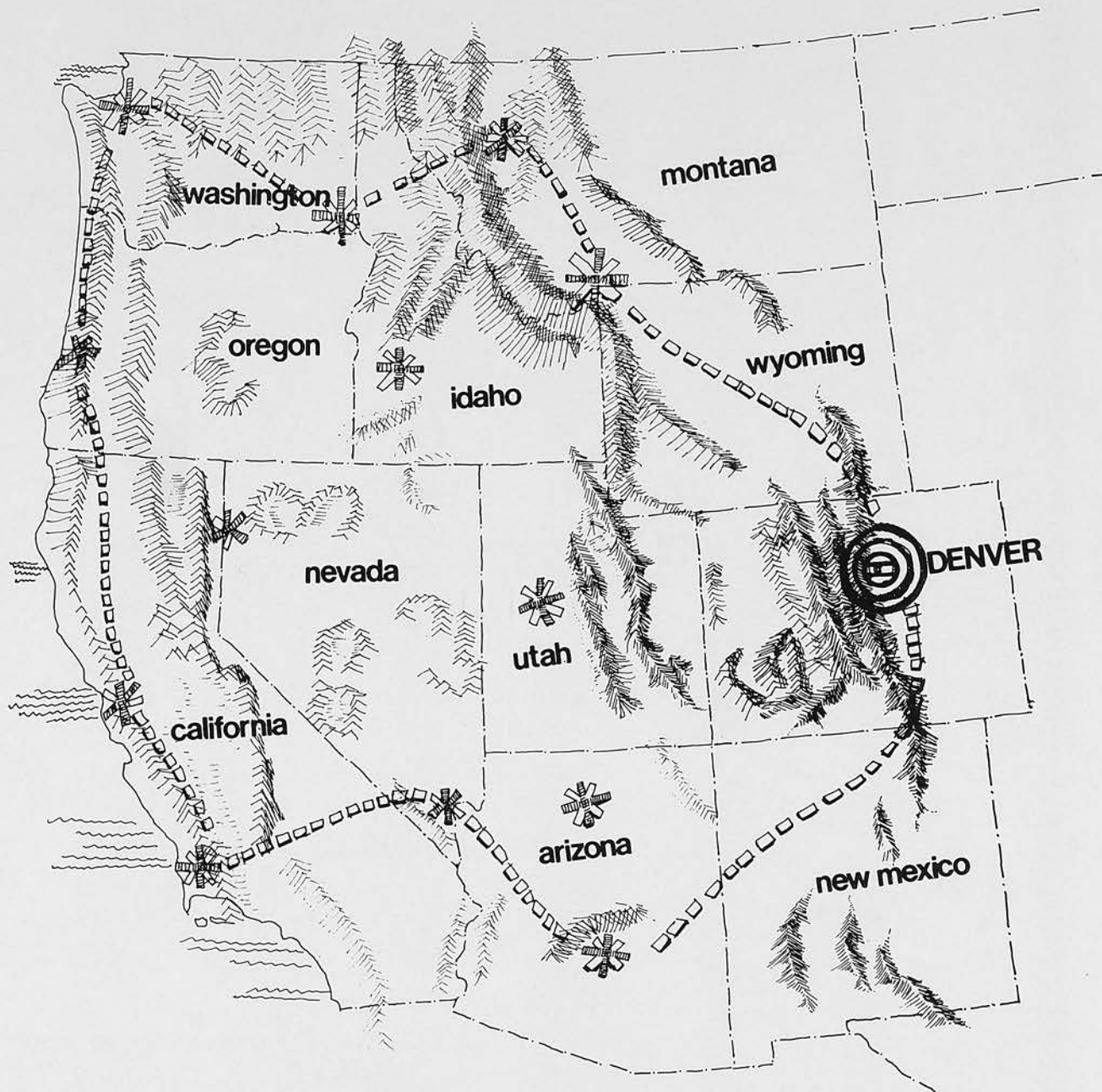


Denver's great form determinants: the mountains, the river and the plains.





Denver the recognized gateway to the Rocky Mountain Region.



CONCLUSION

CONCLUSION

The R/UDAT was called to Denver for the purpose, among other things, of evaluating RTD's rapid transit proposal. The conclusion that has emerged with regard to this proposal is that while the rapid rail system cannot be justified in transportation terms alone, it might be justified in terms of an economic investment. In large measure this justification will be a function of urban design concepts implemented to catalyze joint development around activity centers.

R/UDAT PROGRAM

The Urban Planning and Design Committee of the American Institute of Architects has been sending Urban Design Assistance Teams to various American cities since 1967.

The Denver Team is the 33rd such team to be invited into a specific area to deal with environmental and urban problems which range in scale from a region to a small town, and in type from recreational areas to public policy and implementation methods.

The teams respond to the problems as described by the local AIA Chapters and their sponsors from the community leadership.

Each Regional/Urban Design Assistance Team is specially selected to include professionals experienced in the particular problems of the area under study. Members are not compensated for their service and agree not to accept commissions for work resulting from their recommendations.

The Team acquaints itself with the community and its people . . . develops its analysis from a fresh perspective . . . offers its recommendations . . . and presents a new approach for planning and action.

THE VISIT

The request for a R/UDAT Team was approved in the Fall 1975 and in January 1976 Jules Gregory, Team Chairman, made a reconnaissance visit to Denver to observe and discuss the details of the team's visit. A Team was organized and then sent extensive background material on the Denver area in advance of the visit. After meetings with City and County officials, planners, civic leaders and organizations, special interest groups and other interested citizens' groups, the Team surveyed the city by bus, air, and on foot.

With this information, the Team engaged in intensive work sessions which culminated in a public presentation to the City Council on February 9. This report was presented at that time.

The purpose of the visit was to "Examine the urban design impacts on the City and County of Denver of the Joint Regional Planning Transportation Program with emphasis on the impending Mass Transit Plan of The Regional Transportation District" and to demonstrate the value to a community of an overview by an independent team of professional architects, urban designers, urban transportation experts, sociologists and attorneys.



OBJECTIVES

The objectives of the R/UDAT Program are:

to improve physical design throughout the nation

to illustrate the importance of urban and regional planning

to stimulate public action

to give national support to local AIA Chapters in their efforts to improve their own communities and become actively involved in urban design and planning issues.

An assistance team cannot provide detailed analysis or solutions nor final plans to complex problems in the 4-day visit, but it can objectively approach long standing problems with:

a new look by experienced outsiders

to make clear and comprehensive recommendations which are professionally responsible as well as politically and economically feasible and publicly understandable.

DENVER R/UDAT TEAM

Jonathan Barnett, A.I.A., A.I.P.

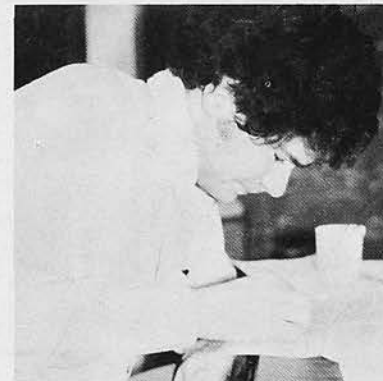
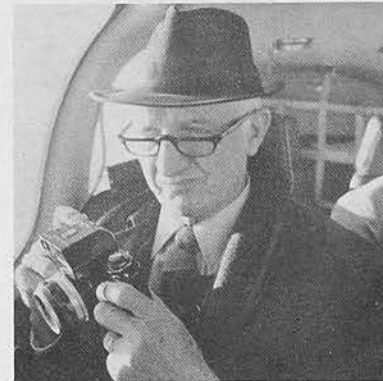
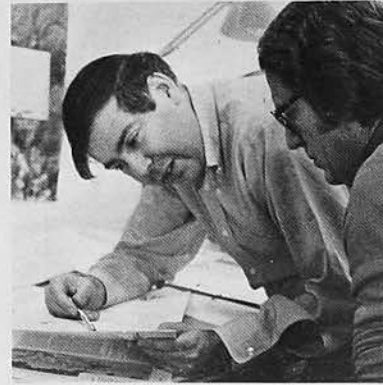
Architect and urban designer, N. Y. City
formerly Director of Urban Design, City of N.Y.
Author of "Urban Design as Public Policy"
Director, The Graduate Program in Urban Design,
The City College of New York
First R/UDAT Participation

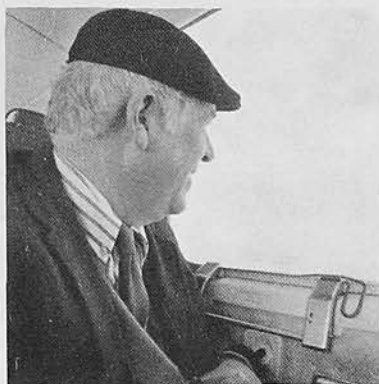
Charles Blessing, F.A.I.A., Architect

Director of City Planning, Community & Development Dept., Detroit, Mich.
Past President of American Institute of Planners
H.U.D. Award for Detroit 1990 Design Concept
Distinguished Engineer Alumnus Award, 1972:
Colorado University.
Etcher of Rocky Mountains
M.I.T., B.A., Architecture, 1937
Masters in City Planning, 1939
Sixth R/UDAT participation

Gary Fauth

Assistant Professor of City and Regional Planning,
Harvard University
Transportation Economist
Participant in the development of a sketch-planning transportation-air quality model for the Department of Transportation
Participant in the Tehran Metro evaluation performed for the Iranian Planning Organization.
First R/UDAT participation





Jules Gregory, F.A.I.A., Team Chairman

Member of UNIPLAN, a partnership of architects, engineers and planners in Princeton, N.J.
Chairman, R/UDAT subcommittee of the A.I.A.

Urban Planning and Design Committee

Former Vice President of A.I.A.

Sixth R/UDAT participation



Peter Hasselman, A.I.A.

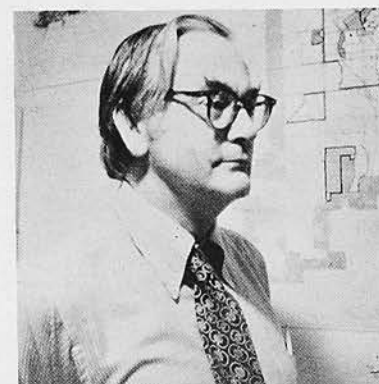
Architect and Urban Designer with the firm of Smith, Segreti, Stillwell & Hasselman, Washington, D.C.

Chairman for the Architect's Plan for Downtown Washington, 1972-73.

B.A., Architecture, University of Illinois, 1960

Third R/UDAT Team

Cartoonist for Washington Post



David Lewis, A.R.I.B.A., A.I.A., A.I.P.

Architect and Urban Designer

His firm is Urban Design Associates, which he founded in 1964 in Pittsburgh, Pa.

Author of many articles and books on planning
Henry William Bishop visiting professor in urban design at Yale University

First R/UDAT participation

Sumner Myers

Transportation authority - Major participant,
economic and finance study leading to
Washington's Metro.

Director of Urban Systems, Institute of Public
Administration, Washington, D.C.

First R/UDAT participation

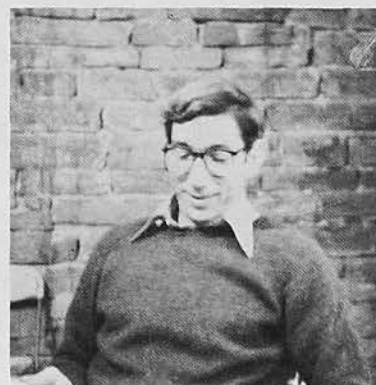


Richard N. Tager

Attorney in the firm of Lane & Edson, Washing-
ton, D.C., and has been on many consulting
assignments for the American Institute of Archi-
tects and U.S. Government.

He has written many articles concerning land use,
housing, and transit.

Second R/UDAT participation



ACKNOWLEDGEMENTS

The R/UDAT visit to Denver was suggested to the Mayor and City Council in 1975 by Donald Roark, then President of the Colorado Society of the American Institute of Architects. It was recommended to the City Council by Councilman Don Wyman. \$10,000 was appropriated for materials and expenses of the team. All services were volunteered. The local committee of the Colorado Central Chapter to coordinate the R/UDAT visits consisted of:

Rodney Davis, AIA
David Decker, AIA
Alan Gass, AIA
Vic Langhart, AIA, Chairman
Stuart Ohlson, AIA
James Sudler, AIA

Five architectural students and many young architects participated in the effort.

R/UDAT TEAM STUDENT ASSISTANTS

College of Environmental Design--University of
Colorado at Denver

Susan Kerr
Rod Lister
Gerald Olson
Smitty Phillips
Dee Silverman

SPECIAL SUPPORT TO R/UDAT TEAM

Fred Alexander, AIA
Cab Childress, AIA
Janet Chinn
Bruce Cousins
Bob Lee
John Mason
Sally Mason, Professional Nursemaid
Nancy Pasqua
Ron Smith
Bill Zmistowski, AIA

R/UDAT TEAM ASSISTANTS

Dale Baxter
Duane Erickson
Don Francis
John Kastholm
Lori Ohlson
John Prosser, AIA
Curtis Wells, M.A.I.

TYPISTS

Janet Chinn
Nancy Christopherson
Cathy Kliner
Joanie Persinger
Jo Anne Quayle
Sylvia Quayle
Gretchen Scrivner

PHOTOGRAPHY

Neil Reynolds

An invaluable contribution to the study was the participation and the active interest of many City and State Agency representatives, Councilwoman Reynolds, Councilmen Hentzell, MacIntosh and Wyman, and concerned citizens' groups and individuals.

We also wish to give special thanks to Dana Crawford of Larimer Square Associates for contributing the space for the workshop in the Larimer Square Gallery.

PARTICIPANTS

CITY AND COUNTY OF DENVER

George Allen	Public Works
Gordon Appell	Planning
James L. Brown	Traffic Engineering
Bill Bradley	City Council
Bill Bruneau	Planning
Billie Bramhall	Planning
Jack Bruce	Public Works
Bob Cameron	Denver Urban Renewal Authority
Bob Damerau	Planning
Douglas Goedert	Planning
Rick Lamoreaux	Platte River Development Committee
Bob Stearns	Platte River Development Committee

AURARIA HIGHER EDUCATION CENTER
John Kreidich

BURLINGTON NORTHERN RAILROAD
William Pierce
Floyd Reister

COLORADO DIVISION OF HIGHWAYS DISTRICT #6
Richard J. Brasher

DENVER CHAMBER OF COMMERCE
Howard Hicks

DENVER REGIONAL COUNCIL OF GOVERNMENTS
David Klotz
David Pampu

DENVER PUBLIC LIBRARY
Robert Shaklee

DOWNTOWN DENVER, INC.
Philip Milstein

GENERAL SERVICE ADMINISTRATION
Dean L. Frohardt

PLATTE AREA RE-DEVELOPMENT COUNCIL
Jack Anthony

PARK HILL IMPROVEMENT ASSOCIATION
Bob Connery

REGIONAL TRANSPORTATION DISTRICT
Bill Chafee
Ralph Jackson

The following neighborhood organizations were asked to participate:

ALAMEDA CEDAR HOMEOWNERS ASSOCIATION
ASHLAND-SOUTH HIGHLAND COMMUNITY GROUP
AURARIA COMMUNITY CENTER
BEAR VALLEY IMPROVEMENT ASSOCIATION, INC.
BETTER COMMUNITY CIVIC ASSOCIATION
BOWMAR HILLS HOMEOWNERS ASSOCIATION
CAPITOL EAST RESIDENTS ASSOCIATION
CAPITOL HILL GATEWAY ASSOCIATION
CAPITOL HILL TENANTS UNION
CAPITOL HILL UNITED NEIGHBORHOODS, INC.
CENTRAL HUTCHINSON HILLS HOMEOWNERS ASSOC.
CHERRY CREEK IMPROVEMENT ASSOCIATION
CHERRY HILLS HEIGHTS ASSOCIATION
CITY PARK NEIGHBORHOOD ASSOCIATION
COALITION FOR THE BETTERMENT OF WESTSIDE
COLLEGE VIEW IMPROVEMENT ASSOCIATION
COLLEGE VIEW PROJECT AREA COMMITTEE, INC.
COOK-MADISON-MONROE IMPROVEMENT ASSOC.
COOK PARK HOMEOWNERS ASSOCIATION
CRANMER PARK HILLTOP CIVIC ASSOCIATION
CRESTMOR PARK HOMEOWNERS ASSOC.
CURTIS PARK COMMUNITY CENTER, INC.
DENVER URBAN OBSERVATORY
DENVER EAST CENTRAL CIVIC ASSOC.
EAST CHEESMAN NEIGHBORHOOD ASSOC.
EAST DENVER IMPROVEMENT ASSOC.
EAST HIGHLANDS IMPROVEMENT ASSOC.
EAST MONTCLAIR NEIGHBORHOOD ASSOC.
EAST SIDE ACTION MOVEMENT COUNCIL
GARDEN PARK IMPROVEMENT ASSOCIATION

GEORGE WASHINGTON HOMEOWNERS ASSOC.
GLOBEVILLE CIVIC ASSOC.
GOLDEN KEY MANOR CIVIC ASSOC., INC.
GREATER BARNUM IMPROVEMENT ASSOC.
GREATER PARK HILL COMMUNITY, INC.
GREATER SOUTH DENVER CHAMBER OF COMMERCE
GREEN MEADOWS IMPROVEMENT ASSOCIATION
HAMPDEN HEIGHTS CIVIC ASSOC.
HAPPY CANYON CIVIC ASSOC.
HARVEY PARK IMPROVEMENT ASSOC.
HI-LIN PROPERTY OWNERS ASSOCIATION
HILLSIDE VIEW HOMEOWNERS ASSOC.
HILLTOP IMPROVEMENT ASSOC.
HISTORIC DENVER, INC.
HOLLY RIDGE IMPROVEMENT ASSOC.
HUTCHINSON HILLS HOMEOWNERS ASSOC.
HUTCHINSON HILLS NO. EASTGATE HOMEOWNERS ASSOC.
LYNWOOD HOMEOWNERS ASSOC., INC.
MIDTOWN RESIDENTS ORGANIZATION
MONTBELLO CITIZENS COMMITTEE, INC.
MONTCLAIR COMMUNITY ASSOCIATION
MOUNTAIN VIEW CIVIC ASSOC.
NEW WESTWOOD IMPROVEMENT ASSOCIATION
NO ODOR FOR DENVER
NORTH DENVER CIVIC ASSOCIATION
PARK PEOPLE
PARK HILL IMPROVEMENT ASSOC.
PARK VISTA PINE RIDGE HOMEOWNERS ASSOC., INC.
PINECREST VILLAGE ASSOC.
PINE VALLEY HOMEOWNERS ASSOC.
PLAN METRO DENVER

POLO CLUB PLACE HOMEOWNERS ASSOC.
PRESERVE OUR WAY URBAN RESIDENCE
RANGE VIEW HOMEOWNERS ASSOC.
RUSSELL PARK-MANUEL UNITED CITIZENS
SEVENTH AVENUE ASSOC.
SEVENTH AVENUE HOMEOWNERS IMPROVEMENT
ASSOC.
SOUTH ATHMAR IMPROVEMENT ASSOC.
SOUTH CAPITOL HILL IMPROVEMENT
SOUTH CENTRAL IMPROVEMENT ASSOC.
SOUTH DENVER CIVIC ASSOC.
SOUTHEAST DENVER ASSOC.
SOUTH JACKSON STREET IMPROVEMENT ASSOC.
SOUTHMOOR PARK EAST HOMEOWNERS ASSOC.
STOKES PLACE-GREEN BOWERS HOMEOWNERS
ASSOC.
TREES FOR TODAY AND TOMORROW
UNITED SWANSEA, INC.
UNIVERSITY PARK COMMUNITY COUNCIL
VILLA PARK IMPROVEMENT ASSOC.
VIRGINIA VALE IMPROVEMENT ASSOC.
VIRGINIA VILLAGE HOMEOWNERS ASSOC.
WASHINGTON PARK COMMUNITY CENTER
WELLSHIRE HOMEOWNERS ASSOC.
WESTLAKE COMMUNITY COUNCIL
WESTSIDE COALITION
WESTSIDE IMPROVEMENT ASSOC.
WHITTIER AREA PROPERTY OWNERS ASSOC.

This list supplied by the Denver Planning Office

We wish to thank the following members of the Press
for advance publicity:

Rosalie Merzbach
Ken Montoya
John Morehead
Elizabeth Trunk
Wayne Vriesman
Jose Washington

The Daily Journal
Channel 4
The Denver Post
Symposia Magazine
Channel 2
Channel 7

