

EAST DOWNTOWN PLAN



RESOLUTION NO. PC12- 34

A RESOLUTION OF THE CITY OF GOLDEN PLANNING
COMMISSION ADOPTING THE EAST DOWNTOWN PLAN

WHEREAS, the City of Golden Planning Commission is charged by the Golden Municipal Code to plan for the future growth and development of the community; and

WHEREAS, Planning Commission, in conjunction with stakeholders within the East Downtown Plan area has prepared this plan with public workshops and input, as well as with guidance from the Golden Vision 2030 Project; and

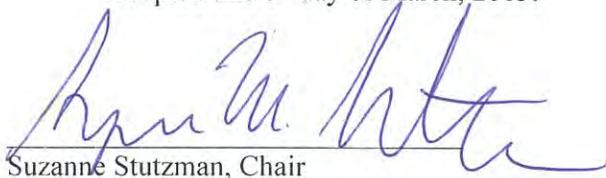
WHEREAS, Planning Commission finds that adoption of the East Downtown Plan will promote the goals and objectives shared by the community, in conjunction with Golden Vision 2030 and the City's adopted Comprehensive Plan; and

WHEREAS, Planning Commission conducted public hearings on the adoption of the Plan on February 6 and March 6, 2013.

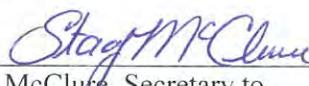
THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION OF THE CITY OF GOLDEN, COLORADO:

Section 1. The East Downtown Plan is hereby ADOPTED as part of the City of Golden Comprehensive Plan by the City of Golden Planning Commission and recommended for APPROVAL to the Golden City Council.

Adopted this 6th day of March, 2013.


Suzanne Stutzman, Chair

ATTEST:


Stacy McClure, Secretary to
Planning Commission

RESOLUTION NO. 2256

**A RESOLUTION OF THE GOLDEN CITY COUNCIL
APPROVING THE EAST DOWNTOWN NEIGHBORHOOD
PLAN AND INCORPORATING THE PLAN AS PART OF THE
GOLDEN COMPREHENSIVE PLAN**

WHEREAS, by Resolution No. 2133, adopted on June 16, 2011, the City of Golden adopted the City of Golden Comprehensive Plan; and

WHEREAS, the East Downtown Neighborhood Plan has been prepared to supplement the Comprehensive Plan; and

WHEREAS, the Golden Planning Commission has completed a study of the proposed plan and held public hearings on February 6, 2013 and March 6, 2013 relative to the adoption of the plan; and

WHEREAS, the Golden Planning Commission adopted the East Downtown Neighborhood Plan on March 6, 2013 and recommended that City Council approve said plan.

THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GOLDEN, COLORADO:

Section 1. The East Downtown Neighborhood Plan as adopted by Planning Commission Resolution No. PC12-34 is hereby approved as part of the City of Golden Comprehensive Plan.

Section 2. In approving said East Downtown Neighborhood Plan, City Council recognizes that said plan is a working and living document that must grow and remain flexible to meet the needs of the City of Golden. Therefore, said plan is approved with the understanding that Planning Commission and City Council will continue to review, analyze and amend the same as the needs of the community dictate and as based on good and proper planning considerations.

Adopted this 18th day of April 2013.



A handwritten signature in black ink, appearing to read "Susan M. Brooks", is written over a horizontal line.

Susan M. Brooks, MMC
City Clerk

A handwritten signature in black ink, appearing to read "Marjorie N. Sloan", is written over a horizontal line.

Marjorie N. Sloan
Mayor

APPROVED AS TO FORM:

A handwritten signature in black ink, appearing to read "David S. Williamson", is written over a horizontal line.

David S. Williamson
City Attorney

EAST DOWNTOWN PLAN

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1 welcome to east downtown

The East Downtown Neighborhood Plan is a component of the City of Golden Comprehensive Plan to help implement the Value Themes created by the residents of Golden through the Golden Vision 2030 Plan, with support for prior downtown planning efforts and policies. The Plan establishes parameters for public infrastructure and spaces, as well as building and site design that will guide future redevelopment.

1.1 The Vision

The community values that came out of the two year outreach process known as Golden Vision 2030 (GV 2030) are the foundation of this plan, as well as the Comprehensive Plan as a whole. Most neighborhood plans are components of the Comprehensive Plan that get more specific in how the community values apply on the ground in specific areas. Neighborhood plans function as microcosms of the comprehensive plan for these particular pockets of the larger community. As noted in the figures and exhibits later in this plan, the East Downtown area is different from most neighborhood plan areas. It is a very small and compact area, but one that is likely to experience significant change in coming years. Since the entire neighborhood plan area is an area of change, the plan will focus on public and private actions to direct future redevelopment in a manner consistent with GV 2030 values.



VOICES | VALUES | VISIONS

1.2 The Values

The results of the Golden Vision 2030 project provided community values that the citizens of Golden feel are important in preserving the lifestyle we cherish. One aspect of the neighborhood plans is to ensure that the recommendations fit within the context of the values. While not every value can be quantified or regulated, the hope is that some values can be indirectly achieved through the use of quality urban design, and public and private investment.

The community values created from Golden Vision 2030 are:

Guiding Principles

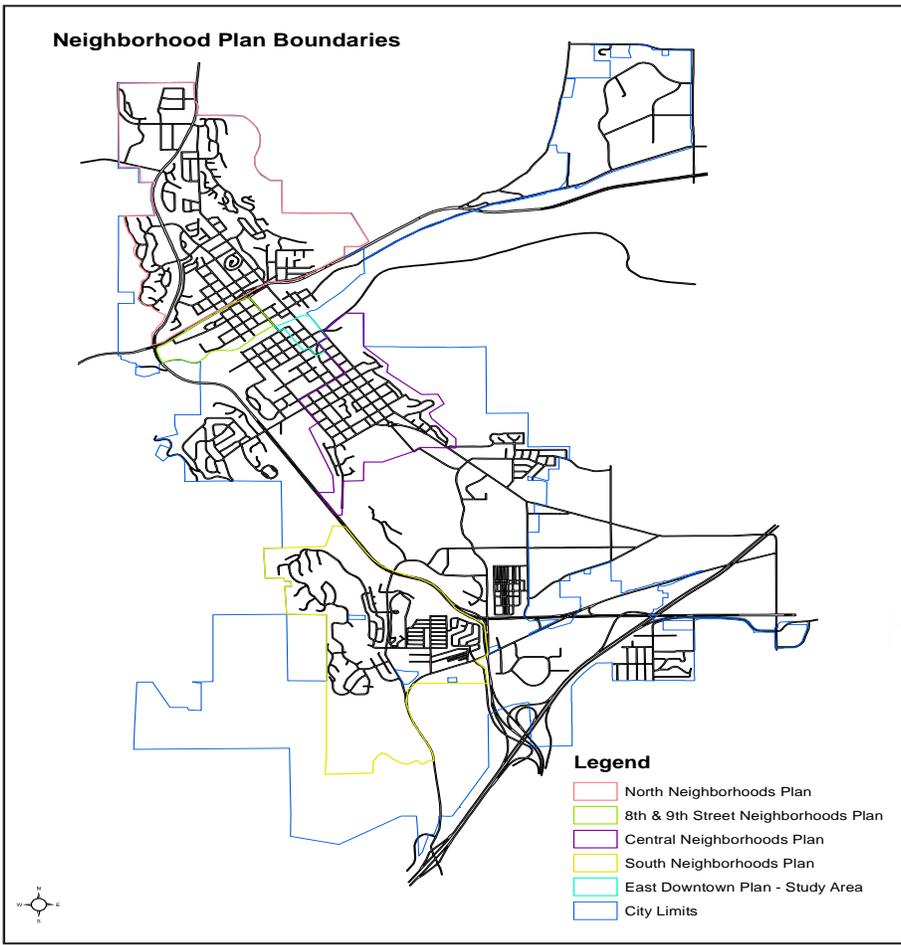
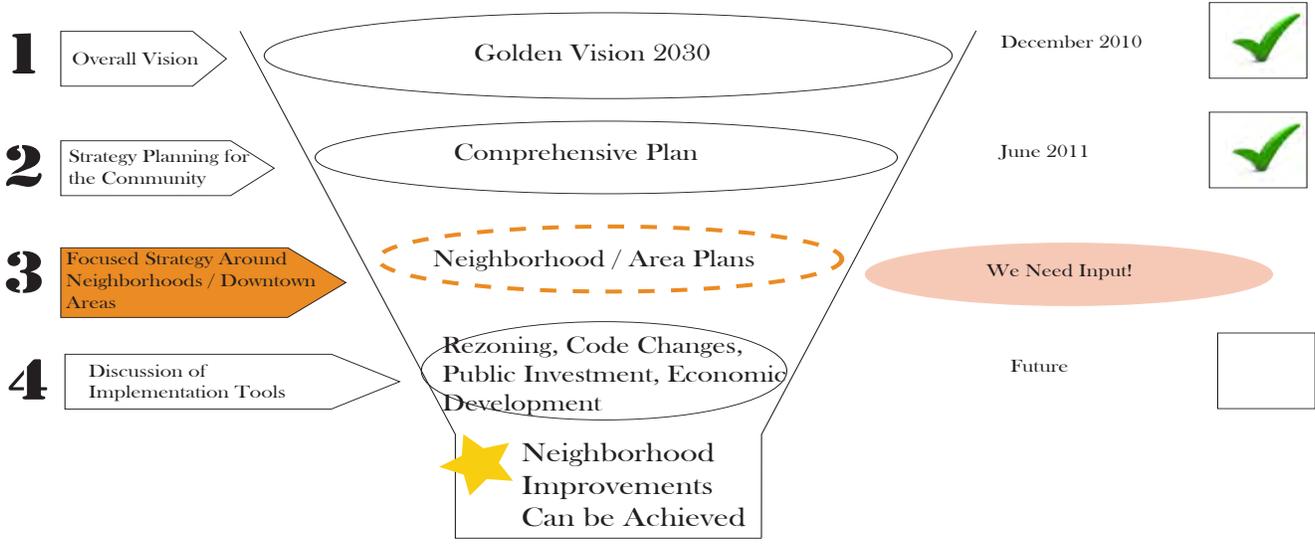
1. *Responsive Government*
 2. *Controlled and Directed Change*
- A. An accessible and walkable community
 - B. Active outdoors and the environment
 - C. Safe, clean and quiet neighborhoods
 - D. Support for local business and downtown
 - E. Convenience and community amenities
 - F. Support for our history, culture and education
 - G. A family and kid friendly town
 - H. Friendliness and appreciation of our neighbors
 - I. Our sense of community
 - J. Belonging/volunteerism

When making specific recommendations, these values will be guides to ensure that no recommendation is made that would significantly clash with the stated values. Recommendations should support the community values, as well as promote the continuation of the values per the decision making model shown in Figure 1 of Golden Vision 2030 and the Comprehensive Plan.



1 welcome to east downtown

Neighborhood Planning Process and Community Input for East Downtown Plan | How Did We Get Here? And Why Are We Here?



The neighborhood planning process fits into a system where the Golden Vision and Golden Comprehensive Plan both set the framework and vision for the subsequent plans.

At the neighborhood level, the plans are focused on the specifics to that neighborhood and are pointed enough to address these issues.

The North and 8th and 9th Street Neighborhood Plans were adopted before the Golden Vision surveys, which helped to cast a vision for Golden into the year 2030. Since Golden Vision 2030, the City has updated the Comprehensive Plan and adopted the Central Neighborhoods Plan. The South Neighborhoods Plan is in draft form and will be considered for adoption in late 2012.

The neighborhood planning process is intended to give the community the opportunity to come out and see if the Golden Vision 2030 goals and Comprehensive Plan goals are being achieved, and in this case, to give specific input and feedback regarding the focused area - the East Downtown Area.



Neighborhood Plans Completed to Date	
North	2009
8th and 9th Street	2003
Central	2012
South	2012
* East Downtown	---

Figure 1: How We Got Here



1 welcome to east downtown

1.3 Additional Policy Background

1.3.1 1989 GURA Plan

In 1989 when the urban renewal plan was approved by City Council, Downtown Golden was a very different place than what we see today. Although much has physically changed in the past twenty plus years, what have been preserved are the goals and aspirations of Golden residents. The original GURA plan identified Clear Creek as a valuable asset for the community as a whole. Golden’s image of a small town with a Western feel was something that many residents felt should not be compromised. These visions and priorities of Golden residents continue to resonate today.

The GURA Plan was crafted primarily under the context of mitigating or ideally eradicating blight

within Downtown Golden. With over twenty percent of storefronts and office space vacant, Golden had a very serious problem, and yet an opportunity to re-imagine how growth downtown should occur. It was in this context that many of the land use and planning suggestions were made.

The GURA Plan identified a number of opportunities for improvement ranging from immediate to long-term goals. Most of these recommendations have become a reality, while others have been bypassed due to a variety of constraints including but not limited to financial difficulty, changing trends in urban design, a more encompassing view of traffic and transportation, change in strategy, etcetera. One of the unrealized recommendations is the land use change in and near East Downtown. The GURA Plan envisioned that the East Downtown neighborhood would become a mixed-use community, centered on a destination/ specialty hotel with accommodations for retail, service, financial and other convenience locations for Golden



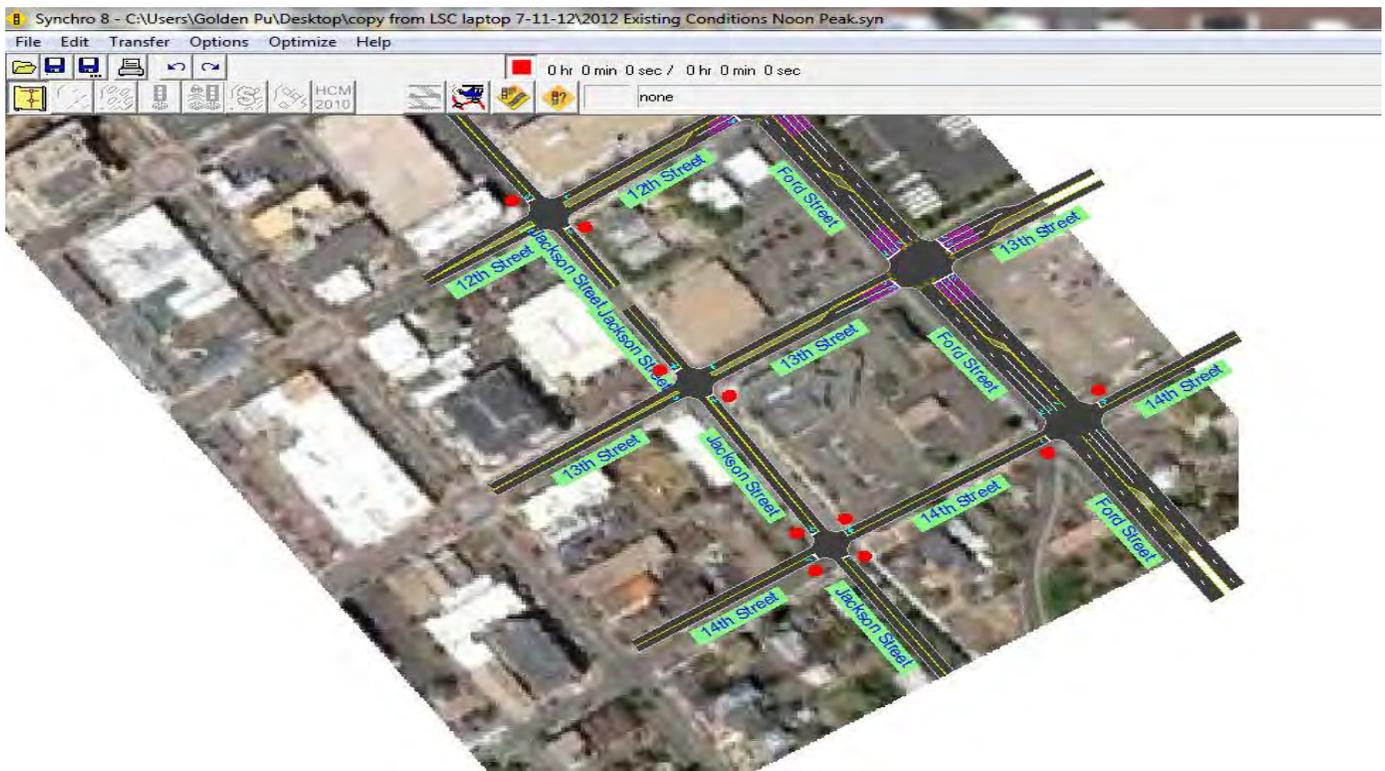


1 welcome to east downtown

residents. The area directly adjacent to the south of East Downtown was intended to develop as an arts district, anchored by Foothills Art Center, with multi-family residences and shops dedicated to arts & crafts.

Another land use recommendation from the GURA Plan was a signature hotel in what is now the East Downtown area. Golden's two downtown hotels, The Golden Hotel and Table Mountain Inn have experienced great success over the years, with consistently low vacancy rates. The success that the Golden Hotel and Table Mountain Inn have experienced may lead some to further the recommendation of an additional signature hotel for our downtown. The development of these new and enhanced land uses, as well as more downtown multi-family housing was seen as a further enhancement of the overall downtown vitality. The transportation recommendations made in

the GURA Plan set forth a framework to expand the transportation system of Golden in the late 1980's. Because of changing context and perceptions, many of the transportation recommendations laid out in the GURA Plan may no longer be appropriate for downtown Golden and East Downtown development. The transportation focus of the 1989 GURA plan on enhancing mobility for all transportation modes, remains the focus today, and will be a significant part of this effort.



East Downtown Traffic Modeling Simulation for Community Meeting



1.4 Project History and Initial Neighborhood Outreach

The neighborhood plan was created with significant public input from the various types of stakeholders of the East Downtown Neighborhood area. The project was initially kicked off in spring 2012 with preparation of traffic modeling of potential changes to downtown streets, and a workshop at the Golden Community Center. Workshop participants viewed computer simulations of current and projected vehicular traffic including possible street changes, participated in a focus group discussion about “public spaces”, and provided input on various design concepts and capital investments.

Using this initial input, continued discussions occurred throughout the summer and fall of 2012, utilizing direct conversations and the City’s Golden Vision interactive section on the City web site. Neighborhood outreach continued throughout the project.



Figure 2: East Downtown Areas of Focus



2.1 Neighborhood Location

The East Downtown Neighborhood area lies east of the Washington Avenue core of downtown from about Clear Creek to 14th Street east of Ford Street and 15th Street from Ford Street to Miners Alley. Although a relatively small portion of the community, recent planning documents have identified the east downtown area as an area of probable significant change in coming years. The 2011 Comprehensive Plan includes it in the downtown area of incremental change, not because there will not be significant redevelopment pressure in the future, but rather because the overall role of the area in the community and the basic grid street framework will still define the organization of land uses and urban design.



Wells Fargo Parking Lot adjacent to Ford Street



Existing 13th Street Gateway and Streetscape

2.2 The Neighborhood Today

The East Downtown area, and especially the core area of probable redevelopment from 12th Street to 14th Street on the west side of Ford Street, is very different today than both the past and future buildings, uses, and activities. Today the area is dominated by



Historic Retail in the East Downtown Area

suburban style banks (southeast and southwest corners of 13th and Jackson) and the suburban style office use in a prior grocery store at the northwest corner of 13th and Ford Street. The MillerCoors properties on the east side of Ford Street include two surface parking areas, and the Wellness

Center (also in a prior grocery store). The Golden Urban Renewal Authority (GURA) owns two vacant lots on the north and south sides of a recent parking structure. To date, an economically feasible use that also meets community goals has not been realized for these two lots.

East Downtown is part of original Golden, laid out in 1859. Its development began with the Ford Bros. saloon tent at the northwest corner of 12th and Ford Street and it was initially developed by many as a mixed use area including single family homes, small and large businesses including blacksmiths, confectioneries, hotels, stables and more.

East Downtown featured rows of brick and frame



2 current conditions

Victorian storefronts lining the 1100 block of Ford Street, the large stone Doolittle Livery Stable at the northeast corner of 13th and Jackson, adobe corral at the southeast corner of 12th and Ford, Cambria Brick Works at the far east side, and the Gothic spired First Baptist Church at the southwest corner of 12th and Jackson. 1880s redevelopment built the large brick Belle Vista Hotel and Hotel La Veta at 12th and Jackson and the Golden Illuminating Company powering the city in the 1200 block of Jackson Street. East Downtown's buildings were largely frame or brick including frontier western false fronts and beautiful Victorian architecture.

After the Silver Crash of 1893 derailed most of its commercial viability, much of East Downtown languished into the Great Depression. With the aid of federal works agencies its northern blocks were consolidated into single ownerships and reformatted with the major new urban renewal projects of the Central School (later Mitchell) and Golden Post Office. Its center was similarly redeveloped with Ashton Chevrolet at the northwest corner of 13th and Ford and later Sparks auto dealership adjoining to the west. These featured major brick landmarks

built in Art Deco, Streamline Moderne and Modernist styles.

During the 1950s-1960s the third different major formatting of East Downtown took place when many more parcels were assembled together and redeveloped as First National Bank (now Wells Fargo), Golden Savings & Loan (now Bank of the West), Miller's Market (redeveloping Ashton and Sparks), Sinclair service station, Safeway (now Coors Wellness Center), and Stevinson Chevrolet (next block south, now destroyed), mostly brick and in Modernist styles. The eastern blocks were annexed by Coors and turned largely to parking, with the City of Golden creating parking along Jackson Street. In the 2000s Mitchell was redeveloped as Clear Creek Square in mixed use commercial and residential in major scale structures. This leads to East Downtown's character as it is today, which contains important historic places and tenants from each era of its history.



Existing Businesses and Coors adjacent to Ford



Historic Post Office Building



2 current conditions

2.3 Architecture and Land Use

The East Downtown area enjoys a mix of uses, but will benefit if the mix and diversity of uses increases. When the areas of influence (See Figure 2) are included with the core area, the predominance of building square footage is comprised by office, but with substantial residential in along the south side of Clear Creek and a scattering of retail uses. Architecture in the area north of 12th Street evokes both suburban and urban characteristics and varies

from two to four stories in height, with the Coors Wellness Center, on the east side of Ford Street, being one story and less prominent. From 12th Street to 14th Street, the Post office is the building with the most architectural significance for future consideration.



Left: Clear Creek Path and Public Space west of the East Downtown Area boundaries

Below: 12th Street Retail and Office Space fronting the Street





2.4 Public Spaces

Golden Vision 2030 identifies public spaces as a critical component of all parts of the community. In most areas, these spaces consist of a mix of parks and open spaces with a few areas where street right of ways are used to create opportunities for community interaction. The Clear Creek Corridor at the extreme north end of East Downtown creates such a dominant area of community spaces and linkages.

For the rest of the area, however, the dominant public spaces are the sidewalks and areas of street right of way. For the area immediately west of Miners Alley on 13th Street, on-street parking has been removed and the sidewalks widened for outside seating and enhanced interaction. The identification and use of public spaces for East Downtown will be a major focus of this plan.

2.5 Transportation and Mobility

Over the last fifty years or so, the East Downtown area has some of the most debated transportation elements in the community. The conversion of Ford and Jackson Streets from two way streets to the one way couplet in the 1950's and the construction of the diagonal connection from southbound Ford to Jackson atop a piped section of the Kinney Run drainageway define much of the area. The somewhat difficult intersection of 14th and Ford Streets also required the limitation of the block of 14th Street immediately west of Ford to one way west-bound, and continues to pose difficulties for motorists, pedestrians, and bicyclists. Pedestrian connections from the East Downtown area should be evaluated for all directions; south to the Jackson Street commercial uses, north to the creek corridor, west to Washington Avenue, and east into the neighborhood. Street crossing issues are present for the length of Ford Street. These improved connections are detailed in the 2008 Walkability Task Force report.



Figure 3: Pedestrian Connections to Consider



2.6 Infrastructure Issues

All of downtown Golden is defined by the Clear Creek corridor and the various creek crossings. Although not readily visible, East Downtown is also impacted by the Kinney Run drainage and flood plain. Kinney Run is piped in East Downtown along the Jackson diagonal and across the various MillerCoors lots on the east side of Ford Street until it outlets into Clear Creek. Taken together, the two flood plains of Clear Creek and Kinney Run can influence development design, but of equal or greater impact, the floodplains can dramatically affect the economic feasibility of development of many parcels. The primary design issue related to the floodplains relates to the access and aesthetic impacts of raising the first floor elevation for parts of individual blocks, which can lessen the pedestrian appeal and scale of projects.

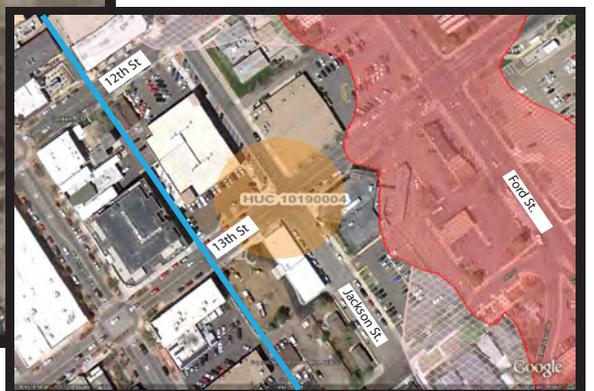
2.7 Regulatory Issues

The Downtown Design Guidelines and Standards within the Municipal Code were most recently updated after the Downtown Character Plan adoption. These provisions successfully address building form, and architectural relationships and features. Recent discussion for other neighborhood plans, as well as continued review of the downtown area, suggests that the community be prepared to evaluate certain potential code related barriers to desirable redevelopment.

East Downtown Floodplain

East Downtown Area

Golden Floodplain



13th and Jackson Intersection

- East Downtown Plan Boundary
- Focal Intersection: 13th and Jackson

Figure 4: 100 Year Floodplain Impacts Future Development in East Downtown



2 current conditions

2.7.1 Mandatory 25% non-residential use in C-2 zone district

The initial zoning developed for Golden in 1949 and 1950 allowed residential uses in the commercial zones, as “uses by right”. This provision recognized that certain of the outlying areas of downtown (most notably between Arapahoe and Cheyenne Streets and Jackson and East Streets were primarily residential uses. The major zoning overhaul of 1973 removed residential uses from the C1 zone, and limited residential in C2 to above the first floor. This provision reflected the lack of residential uses within the outlying C1 areas, and the presence of residential uses on the upper floor of two story downtown buildings. In 1993, the provision was changed from above the first floor to a specific percentage of non-residential (minimum 25% of floor area) within each building.

In recent years, it has become evident that more flexibility in the amount of non-residential square footage in a mixed use building, as well as the potential for “live/work” spaces where the space may over time vary from residential to studio or office uses, and even totally residential uses may be appropriate in much of our commercial areas, provided that the commercial and mixed use character of the area is maintained. As the East Downtown Plan is being prepared, Planning Commission is debating a code change to consider variations from the non-residential percentage requirement as a Special Use.



Retail and office space on 12th Street; blocks from housing and other businesses on Washington Ave

2.7.2 1% Residential Growth Management System

While this regulatory issue was more prominent in the South Neighborhoods Plan preparation and discussion, it also affects the East Downtown area. The evolution of both the 1% growth system, first established after a 1995 election, and development patterns in the community leads to the current situation where overall residential growth is substantially below the limits imposed by the system, and annual residential construction varies dramatically with the high probability of no projects some years (like 2011 where 45 allocations went unclaimed and were lost) and multiple competing in-fill projects in other years. The recommendation of the South Neighborhoods Plan has been to consider maintaining the limit on overall growth, but to evaluate ways to use the system to encourage the type of growth recommended by Golden Vision 2030, and to consider the implications of annual swings in demand. These approaches could be applied to the East Downtown Plan as well.

2.7.3 Parking Policies

In recent years, parking requirements for both existing and new uses in the downtown area have been adjusted to reflect the mixed use nature of the area, and Golden’s intent to encourage a “park once and walk” downtown environment. These changes essentially exempt existing developed properties in East Downtown from providing (directly or indirectly) additional parking for changes of use within the existing building, and require less parking for new construction or major additions than is otherwise required in more suburban parts of Golden. While it is likely that the current parking ratios are accurate and do not require significant review, downtown parking management will be an ongoing project.



2.8 Economic Development

Issues

The changes and successes in the downtown Golden area over the past few decades have been largely encouraged and spurred by a combination of public investment and public/private partnerships between GURA and individual land owners and businesses. Although no amount of public investment alone can create sustainable economic conditions, the efforts in downtown Golden, in conjunction with a remarkable commitment by businesses and property owners has led to the vibrant economy enjoyed by the overall downtown area today.

With the scheduled termination of the downtown urban renewal project's revenue stream in early 2015, there is a significant need to address what future structure or entity can provide both the downtown management resources that GURA so visibly provides (holiday lights, additional streetscape care) but also the ability to enter meaningful public/private partnerships to encourage desirable redevelopment. The resources for service provision can more easily be secured if no successor entity is created. Redevelopment projects in East Downtown, however, will very likely not occur without a public economic development partner with significant tax increment financing abilities. Currently a Downtown Development Authority (DDA) is under investigation to fill this role.



Dusk settles down over East Downtown and Coors Brewery



3.1 General Neighborhood Recommendations

The East Downtown Neighborhood Plan recommendations focus primarily on the public space and regulatory frameworks that will affect the future of this area of change. While the majority of this chapter will address the recommendations for the core area, as depicted in figure 2, it will also provide guidance for future potential changes in the areas of influence. While all recommendations are made with the Golden Vision 2030 Guiding Principles and Values in mind, there are several that will be emphasized in greater detail. These value themes are not more important, but they lend themselves more to land use recommendations.

3.1.1 The Vision for East Downtown

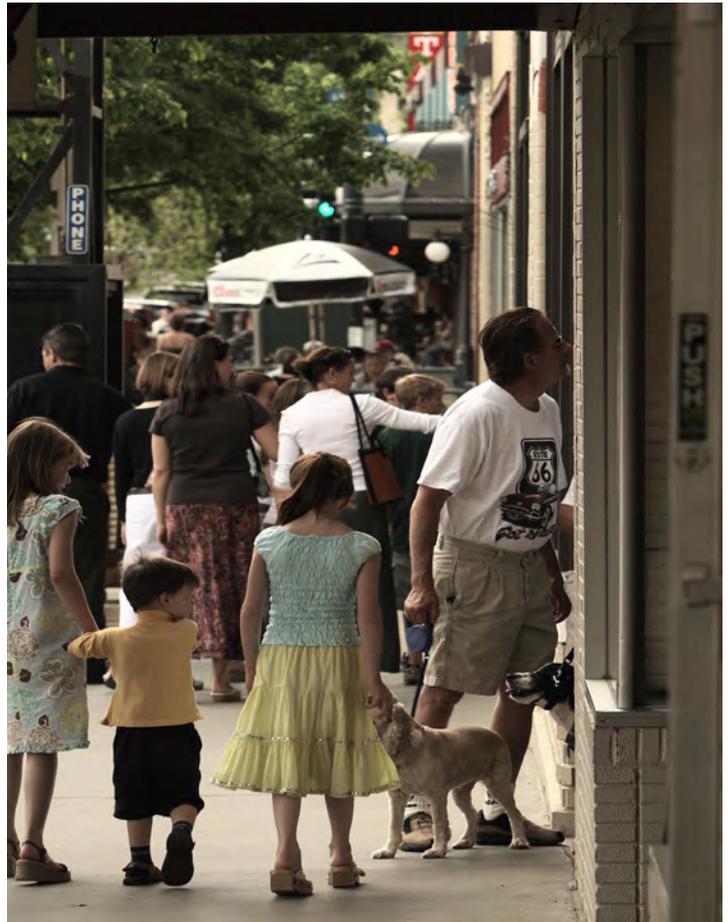
The East Downtown area has long held a unique role in the community relative to the downtown core. While it was once an adjacent neighborhood, similar to the areas west and north of downtown, with the expansion of the Coors Brewery in the mid 1900's the area began to more resemble current land uses. As we move forward with future evolution of the area, the East Downtown Plan considered a number of variations on how the area would best serve our community vision and strengthen the overall downtown area. The general visions included:

- Expansion of Downtown: retail shops and restaurants with variety of housing
- Support of Downtown: historic downtown remains the focus of retail shops and restaurants with some housing; East Downtown provides additional housing, parking, and commercial.
- Unique Golden Neighborhood: Create a new, visionary, mixed use relatively self-contained neighborhood for living,

walking, recreating, shopping, etc. embodying Golden Vision 2030.

- Transportation hub: The center for RTD, the new shuttle, future rail, parking for tourists, surrounded by mixed use.
- Civic center: Make public buildings (relocated city hall, a civic plaza or park, etc) the focus of this area surrounded by mixed use that blends to downtown.

By far, the strongest support in early conversations was the vision where East Downtown would support our existing downtown core with additional retail, office, housing and some restaurants and entertainment, but our historic core along Washington Avenue remains our architectural and social focus. East Downtown is not intended to be a copy of Washington Avenue, but rather to strengthen our overall downtown area with its own character evolving over time.



Downtown visitors enjoying Washington Avenue

*Planning Commission Resolution No. PC12-34
City Council Resolution No. 2256*



3.1.2 Transportation and Streets Evaluation

In 2010, City Council adopted the Complete Streets Policy (Resolution No. 2059) which acknowledges the need to accommodate all modes of travel on City streets, including pedestrians, cyclists, motorists and mass transit riders. City Council defines complete streets as roadways designed and operated to enable safe, attractive and comfortable access and travel for all users. Within the East Downtown area, street right of ways have the added role of providing active public spaces for community interaction, gathering and events, as well as formal and informal groupings of street furniture and amenities. For this reason, the issues related to streets and transportation in the east downtown area require both quantitative technical and qualitative review. See Figure 5 for the Complete Streets in this area.

 Proposed Complete Street Corridor



Figure 5: Proposed Complete Street Corridors



3 recommendations

The Golden Vision 2030 values clearly direct the City to strongly consider designs for our streets and transportation facilities that enhance the experience for all users. Several GV 2030 values also dictate that the City strongly consider the creation and enhancement of public spaces where the community can safely gather and interact. The most prominent GV 2030 values associated with East Downtown transportation decisions include:

- Accessible and Walkable
- Active outdoors and the Environment
- Support for Local Business and Downtown
- Convenience and Community Amenities
- A Family and Kid Friendly Town
- Our sense of Community.

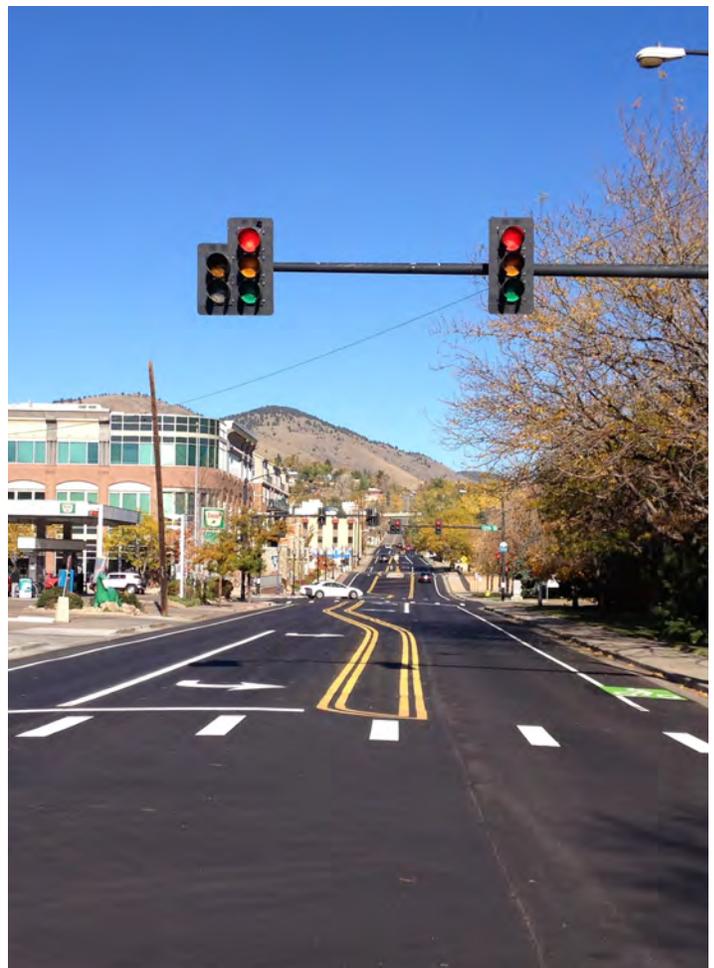
Based upon these many values, we are required to seek to improve safety, accessibility, and usefulness of our street rights of way, with a strong focus on intersection safety and invitingness for users.

In order to evaluate the potential impacts on future vehicular traffic of possible alterations to the current street grid, staff contracted with LSC Traffic Engineers in Spring 2012 to evaluate the feasibility of several possible roadway changes. The traffic engineer reviewed all of the below segments alone and in combination:

- Leaving the Ford Street cross section as is, but altering timing to enhance vehicle and pedestrian mobility.
- Reducing Ford Street from 10th to 14th Streets to one through lane in each direction and a center left turn lane at intersections. This option could provide for the addition of bike lanes and safer more attractive crossings at our major entries into downtown from much of the Central Neighborhoods.
- Moderate and more significant alterations to the intersection of 14th and Ford Streets to concurrently enhance mobility for

motorists and the pedestrian crossing.

- The above alternatives for 14th and Ford could also include a roundabout at 14th Street to handle the crossing and the diagonal, as well as making 14th Street two way again from Jackson to Ford Streets.
- Partial or full closures of various legs of the intersection of 13th and Jackson Street were also evaluated. If it turned out that the downtown street system could function well enough without some of these links, it would be possible to design the area for any level of closure from occasional for events to regularly scheduled, to permanent limitations on access only to certain types of usage (perhaps resident and business, and emergency and service vehicles).



Ford Street after repaving, October 2012



3 recommendations

3.1.3 Preferred Transportation and Streets Design

The results of the traffic engineer’s evaluation are described below and in Figure 6. The traffic modeling demonstrated that:

- Current and future vehicular traffic volumes and turning movements on Ford Street could be reasonably handled by the provision of one through lane in each direction, and center turn lanes, and that bike lanes could be added within the current street footprint, with more pedestrian friendly sidewalks and streetscape on the edges.
- The intersection of Ford Street and 14th Street and the diagonal connection to Jackson Street has long been a challenge for both vehicles and bike and pedestrian

traffic, and required that 14th Street be limited to one way traffic between Ford and Jackson Streets. With the reconfiguration of Ford Street, it will also be possible to reconstruct the intersection of Ford and 14th Streets to better accommodate all users. This design may incorporate a roundabout, however, other alternatives may also prove to be feasible.

- The modeling also showed that with signal and operational improvements that discrete segments of Jackson or 13th Street could be closed to vehicular traffic either on an on-going basis or for special events. The initial community reaction (as detailed below in public spaces) was opposed to a closure of 13th Street between Washington and Ford Streets, but there was a willingness to consider changes to Jackson Street.



Figure 6: Design Considerations



3 recommendations

3.1.4 Transit Considerations

For the foreseeable future, bus service within the community and connecting to Denver, Boulder, and the West Corridor light rail station will continue to be the primary transit opportunity and focus for downtown. The major focus for fixed route service will remain at Parfet Park at Washington Avenue and 10th Street. This hub serves the 16, 17, and GS routes well. With the initiation of the community circulator bus in 2013 (likely in lieu of the route 17 service), there will be more opportunities to include local transit facilities in future East Downtown planning and redevelopment.

For many years, there has been discussion that the Gold Line transit project planned from Denver to about Ward Road and I-70 could potentially be extended to Golden along the freight rail corridor. In the early stages of the project, there were discussions of the planned first phase Gold Line service extending to the area north of 10th

Street and east of Ford Street, in the area of an historic train station. While this extension is still possible at some later date, it is a remote and distant enough possibility that the urban design recommendations for the core East Downtown area are not based upon this infrastructure element. Rather, this plan assumes that the potential future Gold Line extension could terminate in Goosetown (as previously planned), on the west side of Ford Street between 10th Street and SH 58, or anywhere on the east side of 10th Street between Clear Creek and 14th Street, in partnership with MillerCoors.

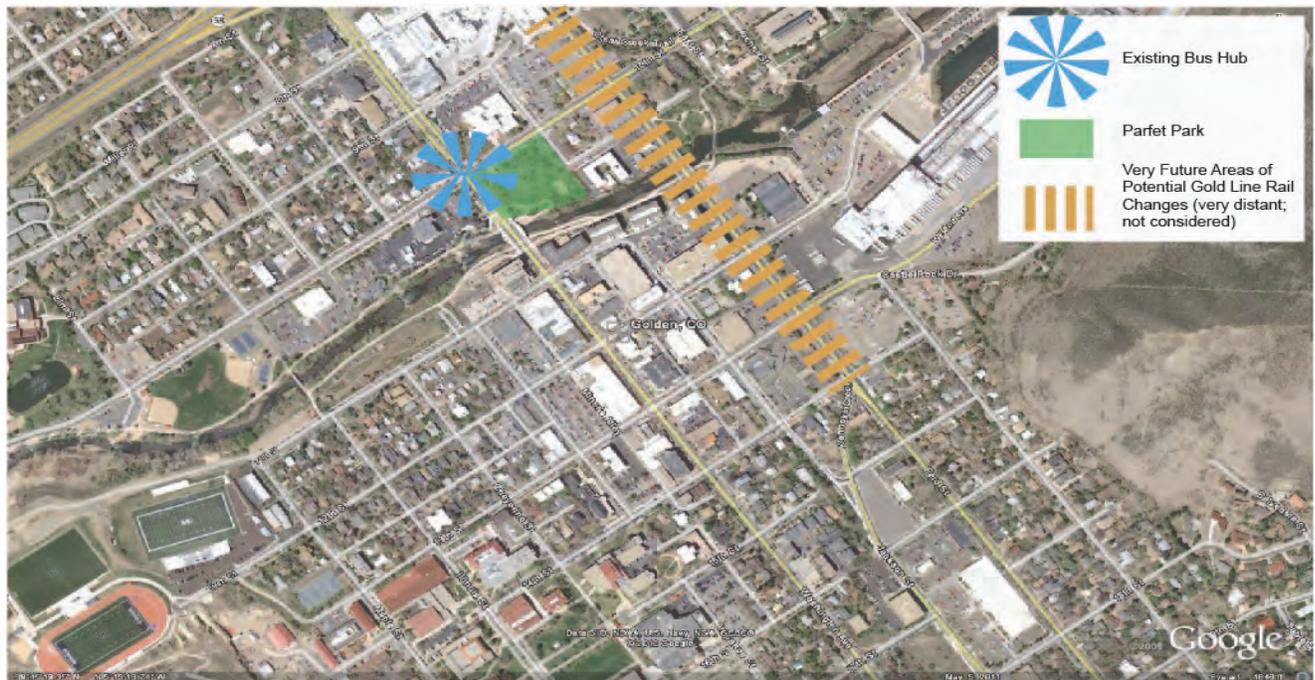


Figure 7: Future Transit Considerations



3 recommendations

3.1.5 Bike and Pedestrian Improvements

In conjunction with the recommendations for complete streets downtown and community wide, specific considerations for East Downtown include the following enhancements. Each of the proposed connections exists in some fashion at this time, but should be improved as streets are scheduled for paving, or as adjacent parcels redevelop.

- Ford Street will become an increasingly important connection to downtown from both the south and north. Every effort should be made to improve sidewalks and streetscape areas, as well as intersection crossings, and to provide safe and inviting facilities for bicyclists.
- While pedestrian facilities along Jackson Street south of downtown were dramatically improved with the 2010 Jackson Corridor project, the diagonal and east side of Jackson from 15th to 16th Streets remains problematic, and should be improved when funds become available.
- The connection to Clear Creek from 11th and Jackson Streets would benefit from more definition and enhancement.
- 13th Street has become the primary route into the East Street historic neighborhood portion of the Central Neighborhoods, as well as the connection to the Coors Tour parking lot and staging area. With the increased streetscape emphasis on 13th Street between Miners Alley and Washington Avenue, the stage is set for a premier pedestrian and public space corridor connecting Washington Avenue to Ford Street and beyond.



Ford Street with Trial Improvements



13th and Ford Gateway to Downtown



Diagonal at 14th and Jackson



3.2 Urban Design and Redevelopment Recommendations

With the guidance of the downtown development standards and guidelines already in place in Chapter 18.40 of the Municipal Code, this section focusses on framework elements to define the area, and specific parcel recommendations where appropriate.



Artist's rendering of a possible pedestrian plaza on Jackson Street

3.2.1 Public Spaces.

In addition to the street framework recommendations in the prior section, the primary definition of the future East Downtown area will be determined by public spaces. Based upon the initial public workshop process, as refined in the on-line and less formal discussions, the critical East Downtown public spaces will include:

- Jackson Street and its intersection with 13th Street will become a major public space. The final design of the width of the Jackson Street right of way will include generous pedestrian spaces, well defined bike facilities, and limited to severely limited vehicular use. While emergency and municipal service vehicles will need access to the entire length of Jackson Street between 12th and 14th Streets, regular vehicle use may be limited to only the amount necessary to access the existing parking structure at 1250 Jackson Street, and perhaps a similar arrangement south of 13th Street if needed. The interface at 13th Street will recognize the through traffic nature of 13th Street, while emphasizing the public space nature of Jackson Street.

- Both 13th Street and Ford Street should include at least a twenty (20) foot wide streetscape area from the proposed curb line to future buildings.
- Any new buildings adjacent to the 13th and Jackson intersection should be oriented to the corner and include a generous publicly accessible entry plaza framing the intersection, as well as corner oriented entrances.
- Any full block redevelopment should include an internal publicly accessible plaza space either in courtyard or corridor layout, which may be primarily for tenants, but does not exclude the public.



3 recommendations

3.2.2 Specific Parcel Redevelopment – Core Area.

Although the East Downtown core area (Figure 2) is a small area, future redevelopment of these few blocks will have a substantial impact on the future of downtown (Figure 8). Such future redevelopment should incorporate the following:

- Every effort should be made to preserve the Post Office building at 12th and Jackson Streets (especially if the Post Office attempts to dispose of the property). This building is the last historic building in the core area and is important to community culture.
- The public space recommendations above dictate that the two full blocks between Ford and Jackson from 12th to 14th Streets must address all four sides of the block, however, the 12th, 13th, and Jackson Street sides of the blocks will have the strongest street design presence.
- The block facing 14th Street between Ford and Jackson Streets should respect the step down in bulk and scale required by the current provisions of Chapter 18.40.
- While rather small, the two GURA owned lots are located such that a variety of land uses and building designs may be appropriate. Primary interest in the 12th Street lot has been for office and possible retail use, while primary interest in the 13th

Street lot has been for residential or mixed use. There is some interest in a restaurant and plaza style outdoor seating as well. For any use, the following parameters should apply:

- o First floor design should incorporate commercial style ceiling heights, and significant amounts of glazing (storefront design).
- o There should be a strong architectural design element oriented to the Jackson Street intersections.
- o The 13th Street parcel is large enough to incorporate a substantial plaza public space for smaller scale developments.
- o All of the potential uses have benefits for downtown. GURA should be patient and look for a high quality use that requires only a reasonable level of public participation.



Figure 8: Specific Parcel Redevelopment within the Core Area



3.2.3 Specific Development – Areas of Influence

The areas of influence have been identified as areas where redevelopment is further out in time and often less likely due to the recent age of improvements, or the fact that the blocks east of Ford Street are critical to the operation of the brewery. (Figure 2 repeated below).

- The Clear Creek Square and Clear Creek Commons developments north of 12th Street and west of Ford are very recent and will have little change in the next several years.
- For most of the several small ownerships south of 14th Street, they will likely see little change, with the market focus directed at individual lot investment.
- The parcels south of 14th bounded by Ford Street on the east and the diagonal on the west may see more redevelopment pressure due to the prominent roadway access. These areas fall within the lower scale height zone of the downtown design standards in city code.
- The three full blocks on the east side of Ford Street owned and used by Miller Coors are critical to the operations of the brewery and brewery tour. Any substantial change for these blocks is likely much further out in time, and would probably need to accommodate the current uses.
- A more formal Coors Tour visitor center or Coors related brew pub would be a strong contributor to the East Downtown area.
- In past years, there has been discussion of the MillerCoors block where the Coors Tour parking occurs related to relocating such parking closer to downtown to encourage more economic benefit, thereby allowing this block to become available for appropriate scale redevelopment.

For most East Downtown visions related to the next few decades, it will be more economically feasible to leave the Coors Tour lot in its current location, and concentrate redevelopment in the core area.





3 recommendations

3.2.4 *Municipal Uses*



Coors Lot likely to stay unchanged in the near future

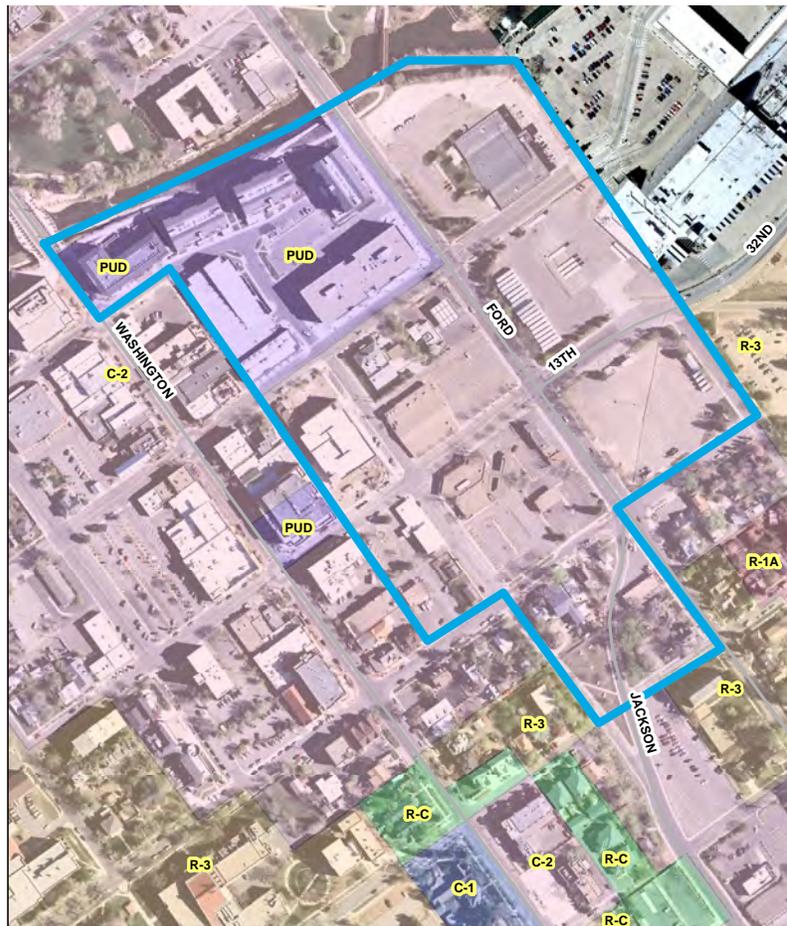
As noted above in the section of the vision for East Downtown, community input to date has not strongly favored locating a large civic center or focus of municipal uses in East Downtown. In spite of this recommendation, the introduction of municipal uses in accordance with the design parameters of this plan may be appropriate. With the small area in the core likely to see change in the near term, any effort to consider a relocation of municipal facilities to East Downtown should be pursued soon, in order to lessen the loss of opportunity.



3.3 Regulatory Considerations

3.3.1 Zoning Code Considerations

As noted above, the two main regulatory issues that could limit or delay East Downtown redevelopment that supports the GV 2030 values relate to details about administration of the 1% growth system and the evaluation of the 25% minimum non-residential square footage in mixed use buildings in the commercial zone districts. Since both topics are being actively discussed in the community, the East Downtown Plan anticipates some resolution in 2013.



0 0.025 0.05 0.1 Miles

East Downtown Plan Boundary

Figure 9: East Downtown Existing Zoning to be Evaluated



3 recommendations

3.3.2 General Parking Policy Considerations

The public portion of the downtown parking structures were developed to provide additional public parking, as well as to increase the general supply. In this manner, the currently available “surplus” public spaces should be available for future public use and the rare cash in lieu agreements permitted according to Chapter 18.52 of the Municipal Code for unique circumstances.

Over the past five years, downtown parking enforcement staff has routinely performed parking usage studies for the two parking structures, all public lots, as well as on street usage at various times. The most recent surveys in mid-May 2012 provide the most valuable information, now that the office space at 600 12th Street is at capacity for the first time in many years, the project at 13th and Washington is now full, and CSM was still in session for the counts. This series of 2012 usage surveys indicate that in spite of the fact that the lower levels of the parking structures are becoming quite full at certain times, the top levels are virtually empty and there is a good amount of public parking space capacity in the East Downtown area, (over 40% of total capacity currently available – in the range of 250 to 300 spaces). It should be noted, however, that the concentration of most of the available capacity on the top level of the parking structures probably overstates the amount of public parking capacity to be made available to future development. It is also crucial to note that the outcome of redevelopment of GURA’s two lots adjacent to 1250 Jackson Street will either have a neutral or negative impact on the overall parking supply and capacity.

Based upon the intention of the cash in lieu program, and the reasonably available spaces to allocate to this program, it is recommended that the City administer this program as follows:

- Redevelopments in the East Downtown area are expected to satisfy all or virtually all of their zoning ordinance parking requirements on-site.
- The cash in lieu program should only be for projects that either consist of additions to existing buildings (where physical construction of additional spaces is not feasible without removing the existing building), or for projects that can physically provide most but not all of the new parking required by code.
- In terms of land uses, cash in lieu spaces should not be authorized for residential uses, except possibly for the guest parking component. Such uses expect nearby, and sometimes designated spaces.
- The most appropriate use of cash in lieu is for street level non-residential uses that can most easily rely on street and nearby public lot and structure parking.

If utilized in this fashion, the current supply of public parking and the cash in lieu program should be successfully operational for many years.



Parking Garage Entrance at 1250 Jackson Street



4.1 Implementation Strategies

Neighborhood plans are intended as a component of the comprehensive plan and should be referenced when considering a project within that neighborhood's boundaries. The East Downtown Neighborhood Plan provides guidelines and recommendations for future changes, while keeping in mind the overall role of downtown and the recommendations of prior policy documents.

As a more compact area of likely concentrated uses, the implementation recommendations for the East Downtown area focus primarily on the framework elements most easily controlled by the public.

Private projects will be evaluated by the ability to support this framework, as well as GV 2030, the Comprehensive Plan, and the downtown design standards and guidelines of Chapter 18.40 of the Municipal Code.

4.1.1 Character and Land Use

1. The City should carefully review any redevelopment proposals according to the overall and downtown specific standards and guidelines of Chapter 18.40 of the Municipal Code, and the urban design recommendations of this plan.
2. The City should consider a code change to provide a special use permit opportunity for residential buildings in the commercial zone districts with little or no non-residential space.

4.1.2 Transportation

The pedestrian and bicycle connections recommended herein may be feasible for implementation on a spot basis if not associated with a major street project. Funding from the City or post GURA entity (if established) should be sought for such smaller projects.

4.1.3 Economic Vitality

In order to achieve the character, land uses, and community values recommended by this plan, the City should vigorously pursue the investigation of a successor entity to the current downtown urban renewal project.

4.1.4 Public Investment

As funding becomes available, the City and post GURA entity should seek to fund and implement both the Ford Street and Jackson Street visions contained in this plan, as well as the improvements to the 14th and Ford intersection. Funding should also be sought for portions of 12th, 13, and 14th Street streetscape improvements not associated with redevelopment projects (which should incorporate such changes in each specific project).