

## 3.0

# FEDERAL CENTER MASTER SITE PLAN FRAMEWORK

### 3.1 Planning Goals and Vision

The Master Site Plan provides a new long term vision and redevelopment strategy for the Federal Center, including the character and location of new development. As such, the Master Site Plan will serve as a guiding document to ensure that future changes benefit the Federal Center by capitalizing on the availability of transit service and helping to protect the best features of the site, including its premier location and campus setting. In an effort to help realize a new vision for the Federal Center site, the following goals were established at the beginning of the planning process:

- Safeguard the interests and meet the current and future needs of federal tenants.
- Maximize the value and appeal of the Federal Center site.
- Establish a vision for a dynamic, mixed-use center.
- Capitalize on the premier location and setting to attract new federal and non-federal users.

Improvements to the Federal Center's federal tenant campus are intended to retain and attract federal agencies from other metropolitan Denver locations. The objective of the Master Site Plan is to enhance workplace quality-of-life through better commuting access, a broader base of amenities, and a greatly enhanced aesthetic environment.

The results of the comprehensive outreach efforts and the involvement of stakeholders helped GSA gain an understanding of the key Master Site Plan issues from a variety of perspectives. The following vision statement and cornerstone principles were developed to express the collective ideas and values that GSA stakeholders, federal tenants, community members, and other partners have for the Federal Center site:

#### VISION STATEMENT

*"This world-class federal campus integrates a mix of uses that compliment the larger community. The campus serves as a model for innovative partnerships, enhancing value for taxpayers and the efficiency and longevity of federal operations. In meeting the federal mission, the campus embraces sustainability, design excellence, and greater accessibility for the public. It serves as a prominent and progressive community hub, capitalizing on the availability of public transit and services. The campus reflects a renewed commitment to our collective future."*

## FEDERAL CAMPUS

The campus is a place of buildings and open space in concert with the needs of the Federal employees and visitors that fosters innovation, public service and agency interaction. An important element of the master plan for the Federal Center is the urban green known as the Quad that along with its surrounding structures creates the heart of the Federal Center.

Exhibit 3-1; Hughes Center Campus, Las Vegas NV



Exhibit 3-2; Merrill Lynch Campus, Denver CO

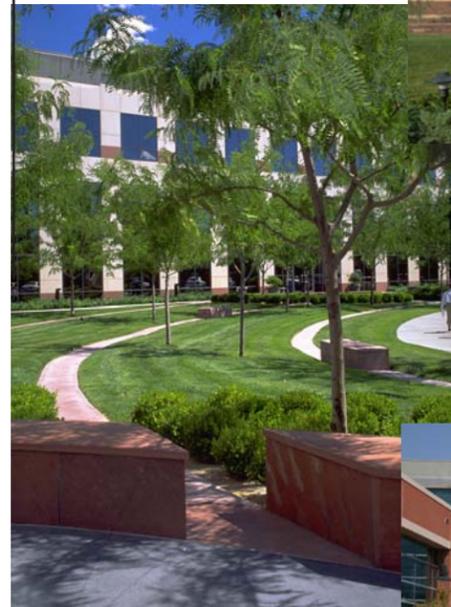


Exhibit 3-3; Lakewood City Center, Lakewood CO



## MIX OF USES

A cornerstone principle of the master plan for the Federal Center is to integrate the commercial employment uses with the vitality and services of retail, residential, and other supporting land uses. A well organized system of walkable streets with the continuity of trails and bikeways, open space parks and urban greens can create the connection between the transit oriented development districts and less formal campus districts.



Exhibit 3-4;  
Belmar Town Center, Lakewood CO

Exhibit 3-5;  
Valencia Town Center, California



Exhibit 3-6; Englewood Light Rail Station,  
Englewood, CO



Exhibit 3-7; Townhome Housing

## SUSTAINABILITY

The planning philosophy aims to achieve a nationally recognized sustainable campus environment that embraces all aspects of sustainability including the use of transit; LEED Certified site planning and green architecture; resource management that reduced water usage and integrated stormwater management; energy efficiency and pollution reduction; healthy indoor air; along with the conservation of wildlife and natural resources.

Exhibit 3-8; EPA Green Roof, Denver CO



Exhibit 3-9; Wattle Grove, NSW Australia



Exhibit 3-10; Solar Panels, DFC

Exhibit 3-11; ST. Louis LRT, Missouri



Exhibit 3-12; Electric Vehicles



## DESIGN EXCELLENCE

GSA's Design Excellence and Urban Livability Program is recognized for the quality of not only buildings but also the public realm of streets, parks and open space. The master plan integrates these program elements and actions to guide the development of the Federal Center.



Exhibit 3-14; Hewlett Packard Facility, Ft. Collins CO

Exhibit 3-13; Harrison Hospital, Bremerton WA



Exhibit 3-15; Alfred Arraj Courthouse, Denver CO

Exhibit 3-16; EPA Building, Denver CO

## COMMUNITY HUB

The Federal Center is an important destination in the City of Lakewood and the greater metropolitan Denver region. The proposed RTD Intermodal Station and St. Anthony Hospital along with the public services of Federal agencies will create areas that function as gathering places to service the needs of a variety of users and visitors.



Exhibit 3-17; East Capitol Campus, Olympia WA



Exhibit 3-18; Community Activity, Denver Federal Center

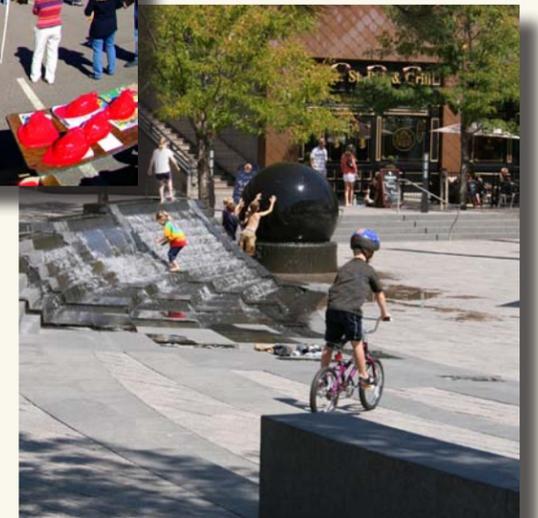


Exhibit 3-19; Belmar Town Center, Lakewood CO

## 3.2 Guiding Principles

### 3.2.1 Market Forces

Market forces rely on three primary catalyst projects to drive the demand for real estate within the Federal Center property:

- the Regional Transportation District (RTD) Intermodal Station development;
- the St. Anthony Hospital relocation; and
- reconfiguration and redevelopment of federal tenant space and Federal needs.

The economic analysis used in developing appropriate land uses for the Master Site Plan included estimates of overall market demand for major land use types in the broader Lakewood area. In addition, analysis included estimates of how much of that area demand could be “captured” and translated into development on the Federal Center site given the general location of the site and its planned amenities balanced with future Federal needs.

Capture estimates are meant to show the low, medium, and upper limits of market potential for the site. They do not consider constraints such as security needs, environmental/topographic, barriers, configuration problems, and the desires and needs of tenants or stakeholders. These additional factors generally work to decrease, rather than increase, the ultimate level of development on the site. The Master Site Plan takes into account these and other factors in the allocations of space given to various land uses.

Exhibit 3-20: Monument Sign to 6th Avenue



July 20, 2007

### 3.2.2 Land Use

Several land use principles were considered in the planning process, including the desire for land use compatibility, the advantages of transit-oriented development, and the preference for a mix of uses, including a federal campus core area. A facilities inventory and analysis was also conducted to determine which existing Federal buildings are likely to remain in continued use or have the potential for re-use within the Federal Center.

Identifying a federal campus core reflects the desire for an attractive area with appropriate security levels that meets existing and future needs of federal tenants. Other objectives were to ensure compatibility with the surrounding commercial districts and residential neighborhoods, as well as the planned RTD Intermodal Station and St. Anthony Hospital projects. Higher-density transit-oriented development in the vicinity of the planned RTD Intermodal Station is intended to provide amenities that would benefit both the RTD Intermodal Station and the Federal Center such as a complementary mixture of office, research and development, industrial, retail, and potential residential uses. This mix brings increases vitality and market balance to the Federal Center.

Exhibit 3-21: Northeastern Campus, Boston MA



EDAW 2007

### 3.2.3 Community Design and Character

To achieve the vision for the Federal Center, it was essential that the Master Site Plan integrates a mix of uses, is a model for innovative partnerships, and embraces sustainability, design excellence, and greater accessibility for the public. The Master Site Plan was created in response to the local community character and reinforcement of the primary physical characteristics of the site, such as existing land use character and views and consideration of the significant history of the site and its long-standing role in the community.

Views from the Federal Center site towards downtown Denver, Green Mountain, and Front Range mountain peaks are an important consideration in the Master Site Plan. Site amenities such as passive and active open space for tenants and members of adjacent neighborhoods are integral to the future of the Federal Center. Resources and issues such as cultural resources, natural greenways and drainages, and sustainability were additional considerations in the development of the Master Site Plan.

Exhibit 3-22: Special Event, Denver Federal Center



GSA 2006

### 3.2.4 Economics

The Federal Center is located within a metropolitan setting including numerous interdependent neighborhoods, employment centers, and commercial and institutional nodes. Positioning the site to capture a share of the region's projected growth based on improvements, such as the planned RTD Intermodal Station, through coordinated planning efforts would maximize the value of the site for federal and other uses. Anticipating market conditions and maximizing project feasibility are key to the Master Site Plan and help ensure economically viability.

### 3.2.5 Transportation

Transportation is a fundamental consideration of the Master Site Plan, not only because of concerns about safety and function, but because connectivity to the planned RTD Intermodal Station is central to the future of the Federal Center. It is essential that the transit station be accessible to pedestrians, bicycles, autos, and regional and local buses. Clear visual and physical connections between the transit station and the surrounding areas are critical to both the Federal campus and the existing surrounding community.

Traffic studies conducted and analyzed within the context of the Master Site Plan focused on operational and safety issues as well as access and circulation. These traffic studies also examined existing and projected future capacity needs of the road system. Of particular importance is connecting future roadways and infrastructure within the existing hierarchy of streets. Ensuring a sufficient supply of parking on site was also a key objective.

Exhibit 3-23; Security Measures, National Mall, Washington DC



EDAW 2006

### 3.2.6 Security

Currently, the Federal Center is a secured facility, with a perimeter fence and manned gatehouses controlling access in and out of the site. The site is publicly accessible; however, visitors are required to present government-issued identification upon entering.

Security is an important concern to federal tenants and the surrounding community. The security needs of federal tenants on the site will continue to be analyzed and modified as required during implementation of the proposed action. Functional security measures are an important factor to implementation of the preferred alternative, and will evolve over the course of this long-term plan. Therefore, the actual and eventual location of the perimeter security boundary (i.e., fence) was not specifically designated in any of the Master Plan alternatives, as it will become an integral determining component in implementation of any of the site alternatives.

The main objective in implementation will be to evaluate individual agency security requirements rather than taking a uniform approach for all agencies or for the overall site. Agencies and/or facilities with high-level security needs could be accommodated within a more secure perimeter, while agencies and/or facilities with higher public visitation and lower-level security needs could be made more accessible. This could involve movement of agencies in or out of perimeter secured areas as appropriate. The intent is to be able to respond to the evolving security needs of tenants and the public alike through phasing of security zones and security measures, as the Master Plan is implemented over time.

Exhibit 3-24 ; Security Measures, Bldg. 25 Perimeter, DFC



EDAW July, 2007

When the secure perimeter is relocated, existing buildings housing federal government operations located outside the new secure perimeter will be individually evaluated and upgraded as required under the Interagency Security Committee and Department of Justice Standards for federal facilities, based on the mission and operational requirements of tenants and the physical attributes of the facility. Special consideration will be given to blast protection and physical setbacks. In the event that these standards are superseded, the new standards will apply.

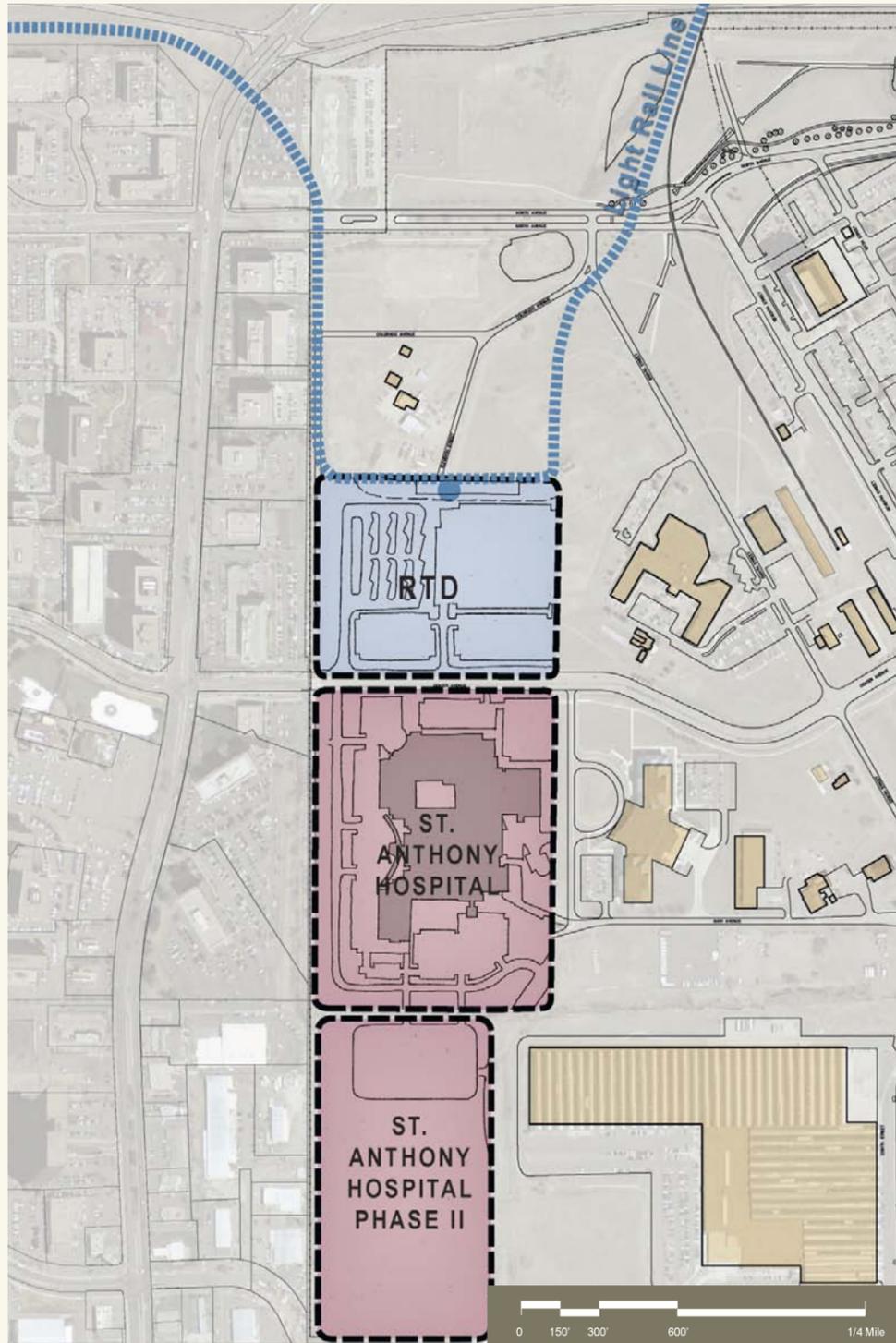
The capital costs and reoccurring expense of additional required security countermeasures and upgrades will be factored into these facility evaluations, including: feasibility and cost benefit analyses, project scope, funding request, to include the allocation and assignment of potential costs.

Exhibit 3-26; Security Measures, Bldg. 25 Entrance, DFC



EDAW July, 2007

Exhibit 3-26; Proposed Projects



### 3.3 Existing Plans and Related Development Projects

In conjunction with GSA's federal land disposal action that will transfer approximately 65 acres to the City of Lakewood by negotiated sale, Lakewood is completing an annexation process that will incorporate not only the identified 65 acres, but the rest of the Federal Center site into the city limits. An official development plan has been completed and adopted.

The land disposal was addressed in an Environmental Assessment, Potential Development of the Western Portion of the Denver Federal Center (GSA 2005a).

The Master Site Plan seeks to influence how the two development projects address connections to the Federal Center and the surrounding community, the pedestrian environment, street connections, as well as the preferred orientation and position of the respective buildings.

Exhibit 3-27; RTD Bus Stop



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#### 3.3.1 RTD Intermodal Station

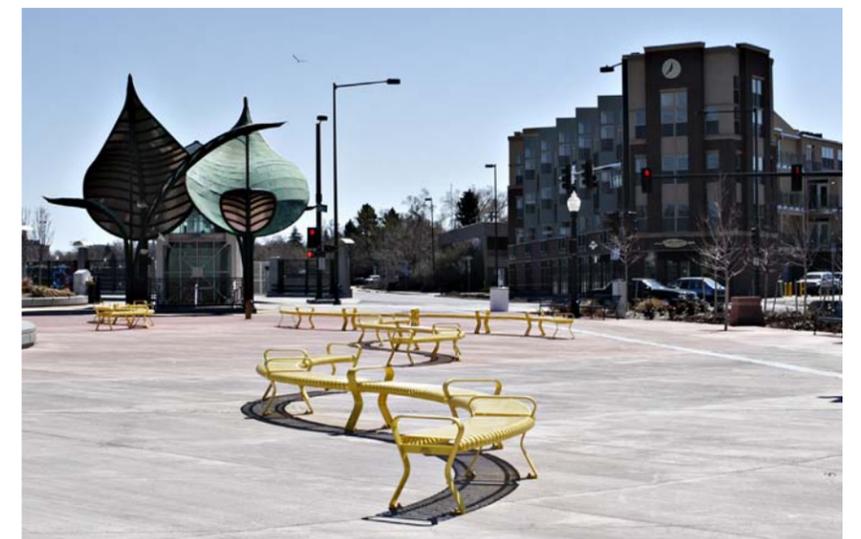
Current RTD plans for the expansion of the light rail transit system anticipate completion of the West Corridor rail line to Golden in 2013. The line will generally follow the alignment of the 13th Street corridor and include an intermodal station in the northwestern portion of the Federal Center.

In general, the RTD Intermodal Station will provide increased commuter transportation options and will open a wide array of pedestrian-oriented land use configurations focused around the transit station itself. This transit-oriented development opportunity increases the viability of much denser, higher-value development with a more diverse mix of uses.

Exhibit 3-28; Englewood Station, Denver, CO



Exhibit 3-29; Louisiana and Pearl Station, Denver, CO



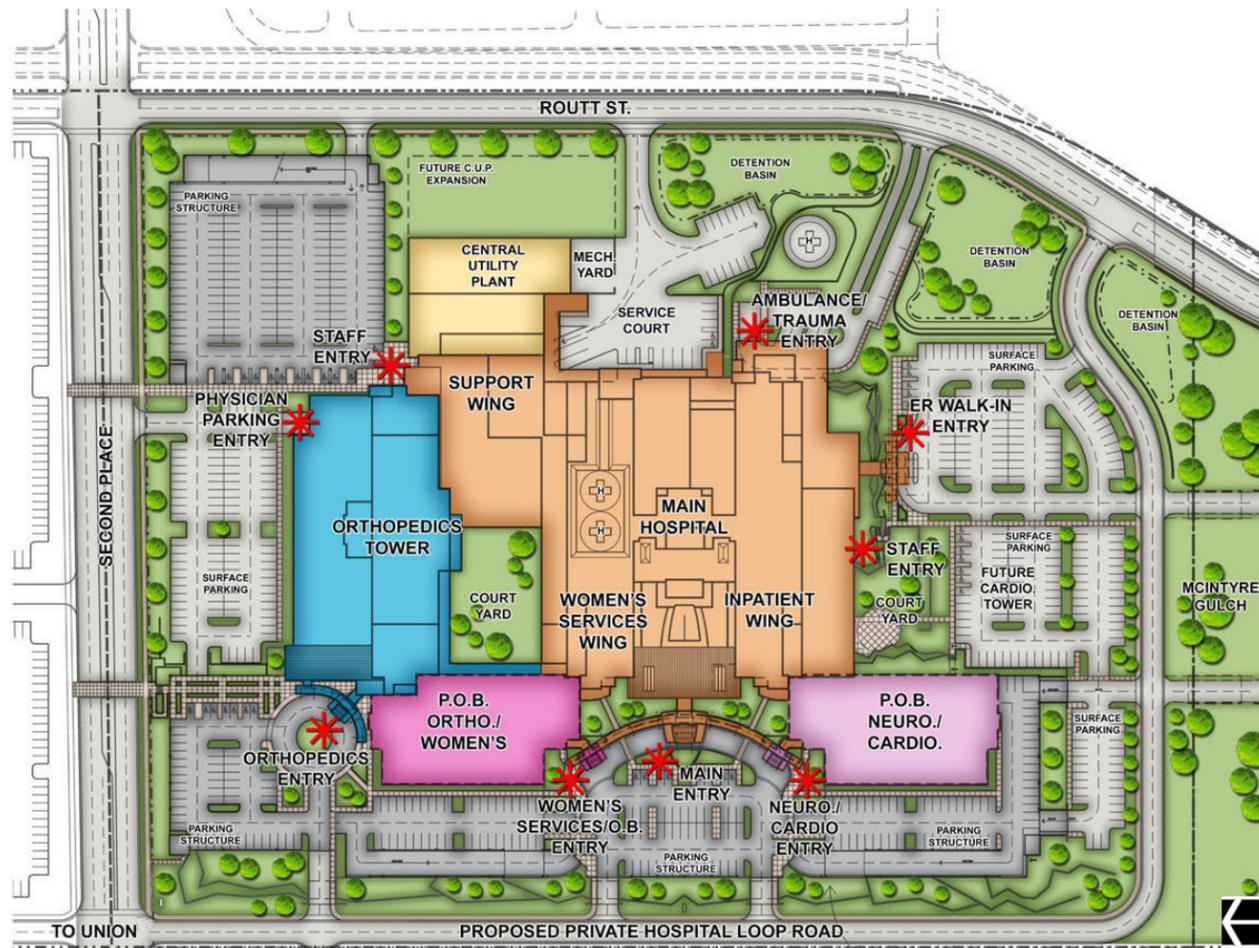
EDAW September 2007

### 3.3.2 St. Anthony Hospital

The St. Anthony Central Hospital, relocated from Denver, will be constructed in a two-phase process with expected completion of the first phase by 2010. In 2007, St. Anthony estimated that ultimately the new hospital campus will include approximately 380 beds and 150,000 to 200,000 square feet of medical office buildings (figures are approximate). Additional expansion that could include medical offices and other ancillary businesses may also occur over the long term.

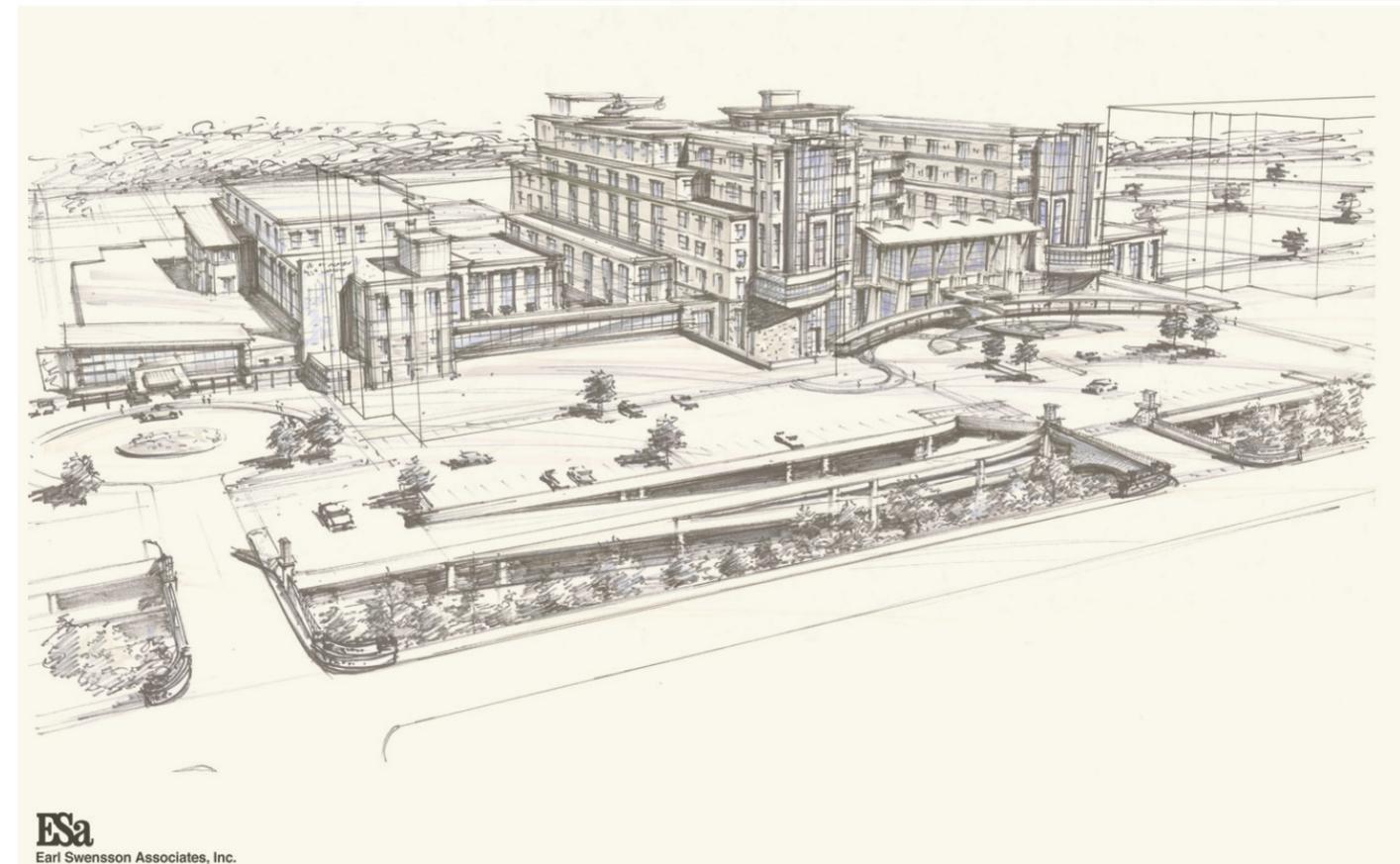
The construction of the hospital to an area just south of the transit station is expected to further enhance the vitality of the transit-oriented development, particularly for ground-floor retail and medical-related office uses, by increasing ridership levels and improving general pedestrian activity.

Exhibit 3-30; St. Anthony Hospital Conceptual Site Plan



Source: St. Anthony Hospital, April, 2007

Exhibit 3-31; St. Anthony Conceptual Rendering, Looking East from Union Boulevard



**ESa**  
Earl Swenson Associates, Inc.  
Source: St. Anthony Hospital, April, 2007

### 3.3.3 Infrastructure Project

Utilities planning projects, including improvements to core infrastructure as well as buildings, investigated how public utilities, including the sanitary sewer, storm sewer, water distribution, electrical supply, and communications systems, will be upgraded and expanded at the Federal Center site. This upgrade and expansion will keep the utility systems functioning more reliably and allow for some development within and outside of the central core area (i.e., the portion of the site where buildings, railroad lines, and streets were originally built) of the Federal Center site, depending on the location of proposed development parcels.

GSA's infrastructure project, beginning in 2008, will upgrade the utility service within the central core area and accommodate a planned expansion across the site (from the existing utility lines) with a planned 25 percent growth factor designed into the project. This growth opportunity may become a constraint if development loading exceeds the capacity planned within this construction program. Completion of the infrastructure project is contingent upon funding.

### 3.3.4 Solar Technology Project

In May 2007, GSA awarded a \$6.9M contract to SunEdison for the design and construction of a solar park at the Federal Center. The park will consist of photovoltaic arrays located on a six-acre site adjacent to 6th Avenue. Construction is expected to start during early fall of 2007, with electric generation beginning mid-December 2007. The solar park is an important opportunity for GSA to meet the renewable energy guidelines set forth by Congress, and it brings the DFC closer to its vision of being "the most sustainable campus in the country by 2020." The one-megawatt system that will generate nearly 10 percent of the one square mile campus' peak electric demand or is the equivalent to powering approximately 145 homes each year.

Exhibit 3-32; Proposed Solar Park



Source: SunEdison (2007)

### 3.3.5 Other Related Projects

The Federal Center Master Site Plan considers and reflects the goals and intent of a variety of studies, plans, and policies of local and regional jurisdictions that are briefly summarized below.

**The EIS for West Corridor Light Rail (2003)** identifies the Federal Center as a major transit stop and potential location for Transit Oriented Development along the proposed West Corridor Light Rail. Goals of the RTD West Corridor light rail are not solely related to reducing automobile congestion and enhancing the region's transportation system, but also address the following:

- "Enhance neighborhoods in the West Corridor to the extent practical"
- "Support regional goals for cleaner air and water, more efficient energy use, and a safer healthier environment"
- "Support investment in infrastructure, business, and communities that help sustain the region."
- "Allows an efficient land-use development pattern in major activity centers and gives employers confidence that employees can travel to and from work."
- "Supports investment in infrastructure, business, and communities that help sustain the region"

Exhibit 3-33; West Corridor Light Rail Line, EIS for West Corridor



Source: EIS for West Corridor Light Rail (2003)

**The Draft EA for West DFC (December 2005)** was prepared to assess the impact of the proposed development of a hospital on the 60-65 acres of land on the western boundary of the DFC. The EA assess three alternatives:

1. Convey approximately 60 to 65 acres of land to the City of Lakewood for hospital and transit-related facilities.
2. Convey approximately 60 to 65 acres of land to the City of Lakewood for Transit-Related Facilities and Other Unknown Uses
3. No Action alternative.

The EA concluded that proposed development of a hospital and transit service would have no adverse impacts to land use as a result of the first alternative. Instead the first alternative would contribute to the realization of the community's plans and vision for the area, resulting in a beneficial long-term impact.

**The Lakewood Urban Center Master Plan (2002)** includes the Denver Federal Center in the Union Center, one of three employment/urban centers identified by Lakewood as being areas that do the following:

- Encourage High Quality Infill and Redevelopment Projects
- Encourage Centers that Promote Alternative Modes of Transportation
- Concentrate Activities that Serve the Entire City and the Region in Major Urban Centers
- Concentrate Activities that Serve Several Multiple Neighborhoods in Community Mixed-Use Centers

**The Alameda Avenue Cornerstone Plan (2002)** was a community-based plan created to, "realize the long standing vision of West Alameda Avenue as the Grand Parkway from Denver to the Mountains." The plan identified the intersection of Oak Street and Alameda as location for a neighborhood center that would "create a pedestrian-friendly environment for neighboring residents." This plan outlined an idea of a mixed-use development center around an open space. The master plan sought to incorporate the ideas outlined in this plan in the development of the Oak Street neighborhood retail center.

Exhibit 3-34; Oak Street Neighborhood Center



Source: Alameda Cornerstone Plan (2002)

**The Final Draft DFC Wildlife Management Plan (March 2005)**

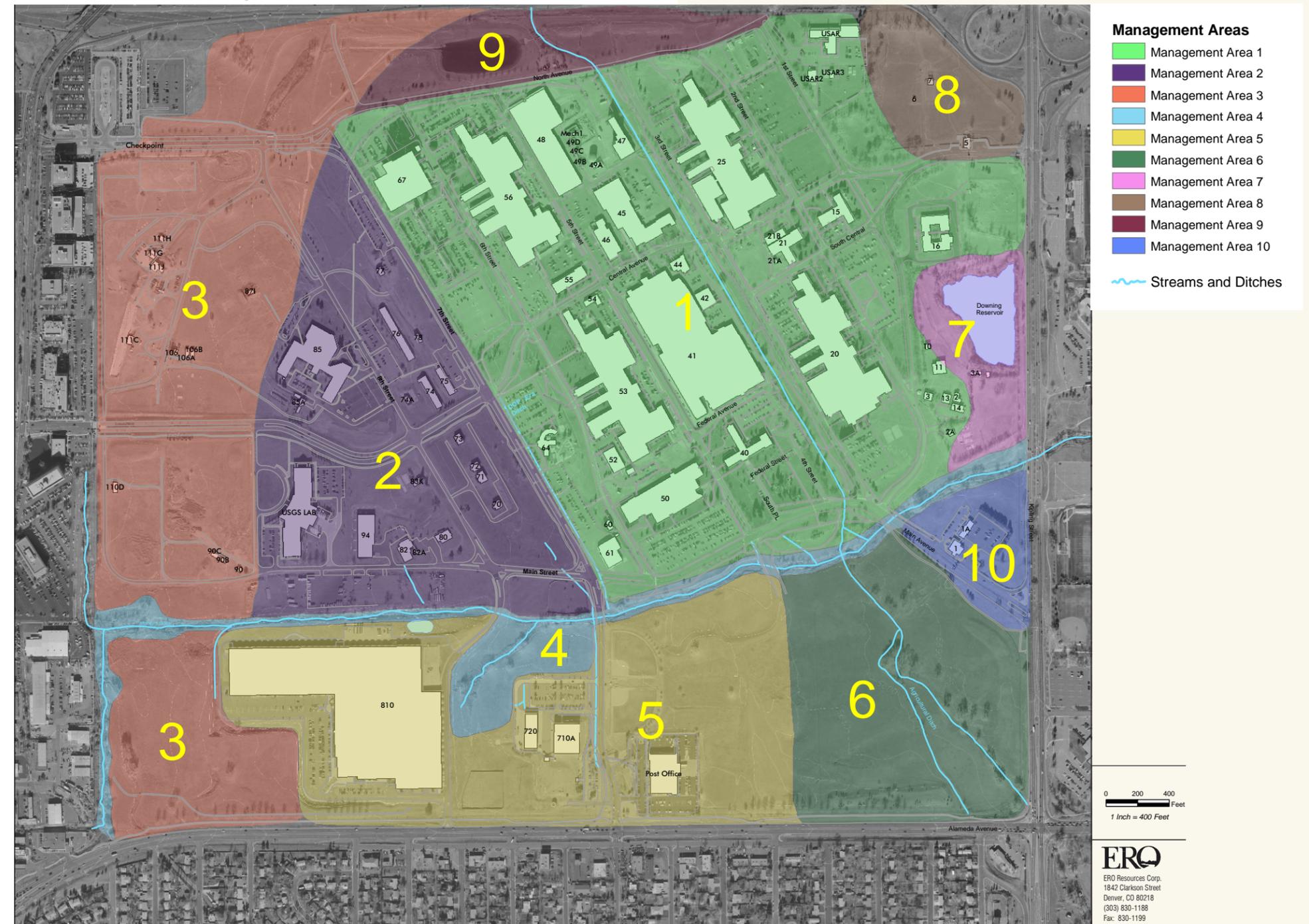
integrates the General Services Administration's (GSA) facility management and operations with a long-term vision for its open space and natural resources management.. The plan seeks to, "Further GSA's mission of providing a quality work environment and provide added value to the DFC and its tenants through wildlife management." One of the many strategies that the plan uses to accomplish this goal is the establishment of wildlife management areas that distinguish between zones suitable for wildlife resource protection or restoration and zones where operations do not support protection or restoration.

The Management Plan shown in Exhibit 3-35 identifies 5 zones as areas suitable for wildlife protection; Zone 4 - McIntyre Gulch; Zone 7- the area around Downing Reservoir, Zone 6 - the Southeast Corner of the Federal Center, and Zone 9 - the northern detention ponds. The remaining zones are more focused on development and providing a safe, healthy, work environment. In the preferred plan the majority of land within these zones identified for wildlife protection are maintained as open space and conflict with the management plan has been minimized to the greatest extent possible. Follow-on planning will establish protocols and policies to implement detailed management direction for long-term management of the natural resources.

In addition, the Master Site Plan has also considered relevant elements of the following studies, plans, and policies:

- Project Management Plan DFC Redevelopment Phase 1 and 2 (Jan 2005)
- Compliance Order Consent (#97-07-18-01)
- Draft DFC Stormwater Management Plan (July 2003)

Exhibit 3-35; Wildlife Management Plan



Source: DFC Wildlife Management Plan (2005)

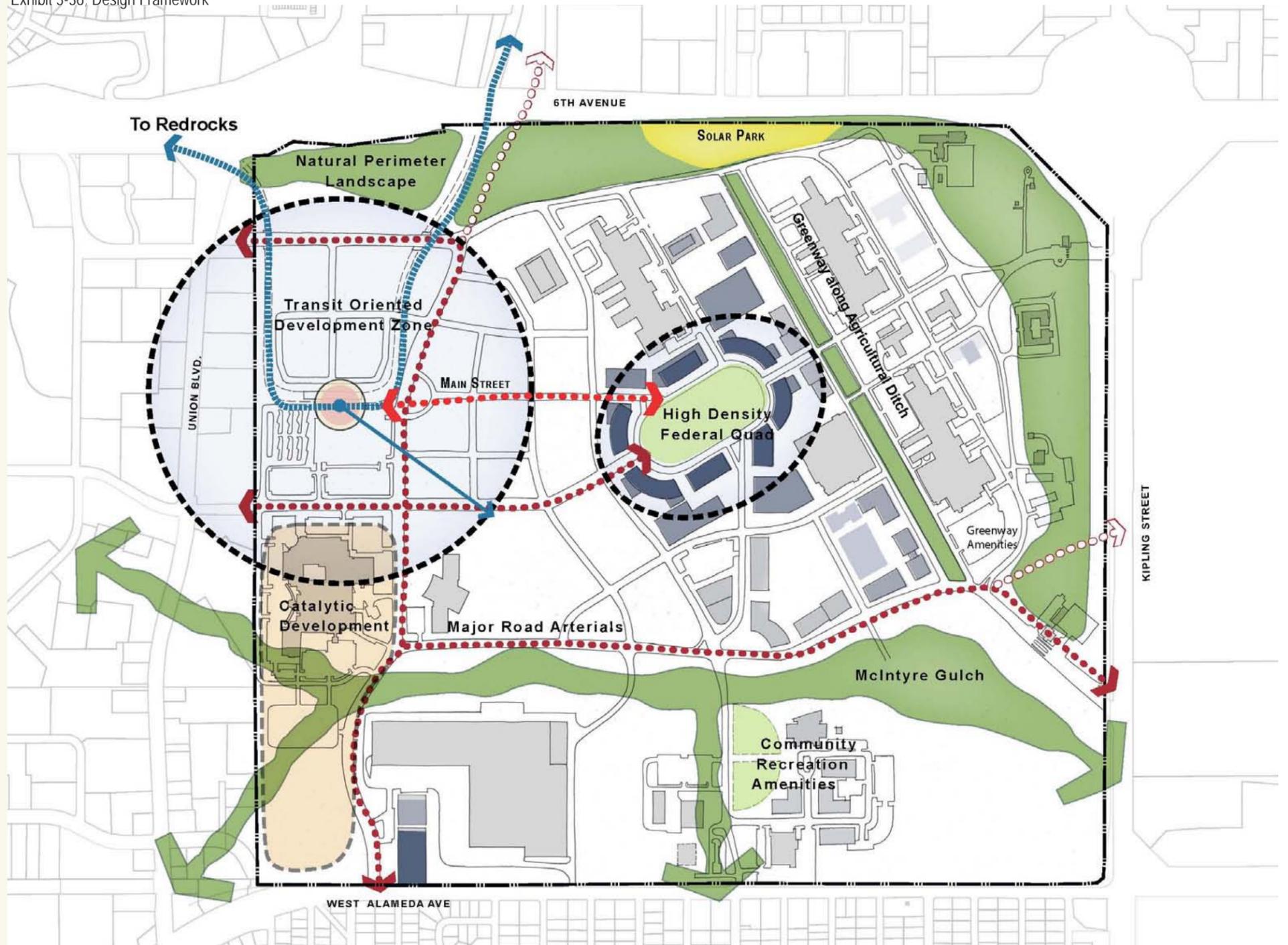
### 3.4 Elements and Characteristics of the Master Site Plan

#### 3.4.1 Key Plan Components

The Master Site Plan provides the framework within which land use, community design, environmental, market, transportation, and infrastructure improvements can be made. Key components of the Master Site Plan include the following:

- **A mix of districts** include a range of land uses for the Federal Center site including federal activities, research and development, office, lodging, residential, retail, and community/civic;
- **Transit-oriented development** for the area immediately adjacent to the proposed RTD Intermodal Station. As the term implies, transit-oriented development involves creating higher-density, pedestrian-friendly districts in proximity to transit. Fundamental to this are three planning considerations: density, directness, and design. Density is a primary consideration in transit-oriented development design because it creates a critical mass close to the station, resulting in an actual increase in transit ridership. Directness refers to the accessibility to transit stations by pedestrians, bicyclists, automobiles, and buses. Design relates to the attractiveness of the buildings and streets near the station, which can greatly influence transit use.
- **A stepped-down density pattern** from the north to the south of the Federal Center site, approaching Alameda Avenue. Density is concentrated around the RTD Intermodal Station and the respective campus cores, with less intense development planned adjacent to existing neighborhoods. An addition stepped-down density pattern from the west to east is primarily centered around the mixed-used land uses around the hospital, the proposed intermodal station, and the existing higher density development located along Union Boulevard and becomes less dense and more federally focused moving towards Kipling Street. This is a fundamental principle that helps integrate new uses with the existing development on and off the Federal Center site. Similarly, increased density and building height across the Federal Center site would create a critical mass to establish a vital, attractive "heart" to the campus.
- **Increasing community recreational amenities**, in both active and passive open spaces, to the federal tenants and the general public than what is offered today.
- **An aggressive building demolition plan**, with a total of approximately 2.8 million square feet retained relative to the approximate 4.1 million square feet of usable building space that exists today.
- **Preservation** and enhancement of natural systems and open space areas to link vegetative areas to help establish connected habitat systems.

Exhibit 3-36: Design Framework



Source: EDAW, Not to Scale

### 3.4.2 Description of the Master Site Plan

The defining characteristic of the Federal Center Master Site Plan is the central “Quad” planned for the core of the Federal Center property. The enhanced streetscapes throughout the campus would encourage area workers to walk to and from transit and into adjacent districts. The new, mixed-use center around the Quad would be the heart of the plan and would be woven into the fabric of the surrounding neighborhoods and commercial districts via road and land use connections. The Quad would be surrounded by complementary office buildings, including secure federal buildings, non-secure federal buildings, and research buildings.

The Master Site Plan includes a development plan with approximately 3.6 million gross square feet of new development, plus 1400 residential units, organized around two formal open space/park areas that suggest a university campus setting. Taking into account the selected retention and demolition of existing buildings, full build-out of the plan would include 6 million square feet of new and existing developed space and 1400 residential units (Table 3-1 Land Use Summary). Land uses have been organized in districts that include office, mixed-use, research and development, campus, retail, quad, and open space. The acreage breakdown for each of these districts is found in Table 3-2 Site Plan Summary. The central Quad provides an amenity and compact focal point for the Federal Center. The Quad is planned as an elliptical green located in the center of the Federal Center site and would contain a signature landmark building to serve as an anchor. The distance between the Quad and the transit station, via an urban street, would be equivalent to a 10-minute walk

While currently undeveloped land on the Federal Center property can be developed in the shorter term, currently developed parcels would likely be redeveloped over a longer term. To maintain flexibility, the Master Site Plan provides guidance for both immediate and long-range development projects. It is important to note that all of the buildings and parking locations depicted on the Master Site Plan are conceptual in nature and subject to change during development and future planning.

Exhibit 3-37; Belmar Town Center, Lakewood CO



EDAW, September 2007

### 3.4.3 Office Center District

The Office Center district is located in the northwestern corner of the Federal Center property, near the Union Boulevard corridor. Excellent visibility along 6th Avenue and a prominent elevation make this an attractive location for office space. Because the metropolitan Denver office market is still recovering from a sharp downturn in 2002 and 2003, some retail development could also occur north of North Avenue. This district is perhaps the most obviously valuable parcel for conventional (i.e., auto-oriented) retail development given its visibility from 6th Avenue. Under conditions of a strong regional office recovery, however, office use may be more appropriate and valuable here because of its proximity to the proposed transit station. Such a scenario would have the added benefit of helping concentrate retail density within the Mixed-Use core. This district would include approximately 372,000 square feet of existing federal use space in Building 67. In addition, it would include 848 residential units, and 630,000 square feet of new space as follows: 400,000 square feet of mid-rise office, 200,000 square feet of R&D facility space, and 30,000 square feet of first floor retail space.

Exhibit 3-38; Fitzsimmons Campus, Denver CO



EDAW, September 2007

Table 3-1; Land Use Summary

Land Use	Planned
Office (new non-federal)	800,000 sf
R&D (new mixed-tenant)	633,000 sf
Retail (new)	212,000 sf
Federal (new*)	1,800,000 sf
Lodging (200 units)	200,000 sf
Total new development (less residential)	3,645,000 sf
Existing Federal* (to be retained)	2,837,000
<b>Total net developed space (new and retained existing)</b>	<b>6,482,000 sf</b>
Residential	1400 units
Parking Spaces (new and existing)	14,919.0

sf = gross square feet  
\* Includes varied federal uses including office, R&D, laboratory, etc.

Source: EDAW 2007; numbers are approximate

Table 3-2; Site Plan Summary

Land Area	Planned	Percentage
Mixed Use Core District	24.9 AC	7.4%
Office Center District	44.1 AC	13.2%
Research and Development District	34.7 AC	10.4%
Federal Campus District	182.3 AC	54.4%
Federal Quad District	30.9 AC	9.2%
Neighborhood Retail	18.3 AC	5.5%
<b>Net Development</b>	<b>335.2 AC</b>	<b>100.0%</b>
Net Development	335.2 AC	52.4%
Minor Roads / Infrastructure	12.5 AC	2.0%
Regional Open Space, Perimeter, Irrigation/Drainage	227.3 AC	35.5%
Less RTD / Lakewood Annex	65.0 AC	10.1%
<b>Total Site Area:</b>	<b>640.0 AC</b>	<b>100.0%</b>

Source: EDAW 2007; numbers are approximate

### 3.4.4 Mixed-Use Core District

The Mixed-Use Core district would be the central element of the transit-oriented development, concentrating high-value lodging, housing, office, and ground-floor retail uses on either side of an urban Center Avenue, just east of the transit station. Buildings in this area would average three to four stories in height and would include 72,000 square feet of new retail and 400,000 square feet of mid-rise office space in addition to 552 units of residential space and approximately 150,000–250,000 square feet of hotel lodging/conference space.

The lodging market in metropolitan Denver is improving, especially downtown, despite significant additions of upscale rooms to the market. With its central location, the Mixed-Use core presents an interesting and potentially desirable location for boutiques to mid-sized hotels. A hotel at that location would serve business travelers (drawn by federal users and related businesses), hospital guests/families, and area visitors desiring a location convenient to both downtown and Interstate 70. A vertical building design would be important for visibility, given the interior location.

The Mixed-Use-core could also provide residential opportunities to those who work on the Federal Center site or in surrounding business centers, including the future hospital. Dwelling units in the Mixed-Use Core would offer convenience to transit service as a key feature.

Exhibit 3-39; Belmar Town Center Lakewood, CO



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Retail in the Mixed-Use core would be located on the ground floor (below offices and residences) and oriented toward the transit station. Although retail tenant site-selection criteria may change over time as transit-oriented development becomes more prevalent, there is currently limited demand for grocery space that includes structured parking. As such, initial tenants are more likely to be specialty and service retailers, with tenant interest moving from west to east over time along Center Avenue, away from the primary north-south connection of Routt Street. Retail should benefit from excellent pedestrian visibility and an aesthetically appealing environment.

The Mixed-Use core also provides space for office tenants with smaller square-footage requirements and who desire a more mixed, urban environment. These may include smaller medical and other health-related offices as well as banking, real estate, and other consumer-oriented financial service providers.

Exhibit 3-40; Stapleton Town Center, Denver CO



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### 3.4.5 Research and Development District

The Research and Development (R&D) district is designed specifically to accommodate, within a dedicated area, both federal and non-federal users of flexible quasi-industrial space who may benefit from being in the proximity of Federal Center tenants engaged in complementary industries. The Master Site Plan takes a proactive approach to serving this market sector, anticipating demand above the aggressive market support level of 630,000 square feet. The R&D district itself includes 623,000 square feet of R&D space. Approximately 190,000 square feet of this space is existing (Building 95). The remainder would be new space located in two- to six-story buildings. Other R&D space would also be included in the Office Center district as described earlier.

Exhibit 3-41; Riowest Business Park, Tempe AZ



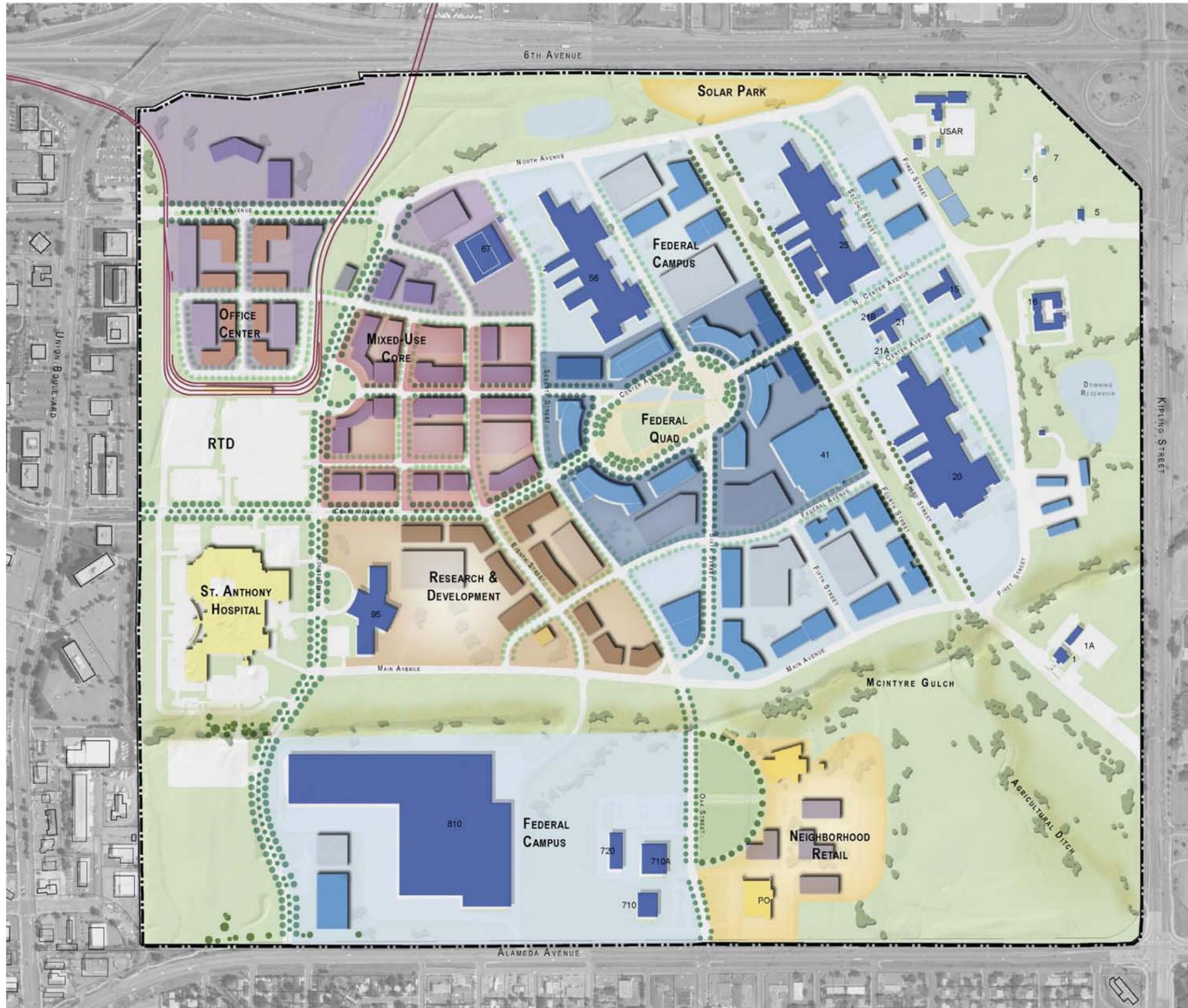
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Exhibit 3-42; US West Research Facility, Boulder CO



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Exhibit 3-43; Denver Federal Center Master Plan



**LEGEND**

-  Office Center District
-  Mixed Use Core District
-  Federal Quad District
-  Federal Campus District
-  Neighborhood Retail District
-  Research and Development District
-  Light Rail Alignment

FOR PLANNING PURPOSES ONLY NOT FOR CONSTRUCTION

Sources:  
EDAW  
General Services Administration



### 3.4.6 Federal Quad District

The Federal Quad district is located at the heart of the Federal Campus district and the entire Federal Center site. The Quad is an elliptical open space that would be surrounded by several structures used by federal agencies. This park open space would be an amenity for the federal users in the Federal Quad district as well as the Federal Campus district. A circular road surrounding the park serves as the nucleus for transportation circulation and connections throughout the plan.

The Federal Quad district includes approximately 255,000 square feet of existing space in Building 41 as well as approximately 300,000 square feet of new federal office space. This district would be very similar to the Federal Campus district in that it would be limited to federal agency uses. It is anticipated that the park would be open to the public, but the Federal Quad district can be secured if the need arises. The market and tenant considerations would be the same as the Federal Campus district.

Exhibit 3-44; Northeastern Campus, Boston MA



EDAW 2007

### 3.4.7 Federal Campus District

The Federal Campus district focuses federal agency uses in the eastern portion of the site. This district would be limited to federal uses that would not have mixed-use components and can be secured by perimeter fencing. A portion or the entirety of this district may be within the secured areas based on the needs of the users. This district would include approximately 2 million square feet of existing federal space in buildings that will not be demolished in addition to approximately 1.5 million square feet of new federal space. Real estate development within the Federal Campus district would be determined in large part by the programmatic needs of the federal government. Over the twenty year horizon, agencies may add or cut programs or otherwise expand or contract their workforce. Agencies may close altogether, or entirely new agencies may appear. These shifts in demand are not predictable, especially in terms of how these changes may be realized in Denver.

Tenant retention introduces some market considerations into the equation. Denver is attractive to many in terms of geographical location. To the extent that the Federal Center can become more desirable to tenants (particularly agency decision-makers), the viability of the Federal Center would be enhanced. Improvements to transportation/access, off-site amenities, building/campus configuration, and shared facilities should all serve to increase the attractiveness of the site. To increase the desirability of the Federal Center, the Master Site Plan offers amenities (such as the Quad) and convenience to urban services via proximity to the Mixed-Use Core.

Exhibit 3-45; Sculpture Outside of Bldg. 41, DFC



EDAW July 2007

### 3.4.8 Neighborhood Retail District

The Neighborhood Retail district includes 110,000 square feet of retail space at 7th Street and Alameda Avenue. This district is intended to anticipate development that may potentially increase at this intersection in the future. As 7th Street to North Avenue becomes a viable diagonal route that connects Alameda Avenue to 6th Avenue (via Union Boulevard), this corner would increase in value. The existing post office provides an amenity to the local community and would help to boost overall traffic and activity for a neighborhood-oriented retail development. A grocery anchor would be a logical choice for the site, with a mix of in-line retail rounding out the center.

Exhibit 3-46; Belmar Town Center, Lakewood CO



EDAW, September 2007

Exhibit 3-47; Softball Fields



EDAW 2007

Exhibit 3-48: Open Space Framework

### 3.4.9 Open Space and Natural Features

Three main categories of open space are included in the Master Site Plan, including urban open spaces areas, perimeter open space, and urban drainage and irrigation. These designated areas total approximately 227 acres (or approximately 35.5 percent of the total site).

The main focus of the urban open space will be the Central Quad. The Quad is a multi-use space designed for a variety of activities including ceremonies and special events.

In addition to the Quad, urban greens including parks, courtyards, and plazas, will be integrated into each of the districts.

The Master Site Plan also designates several streets as special green streets that will connect districts to the Intermodal Station and the Federal Quad. These will be designed with streetscape elements intended to enhance the pedestrian experience.

The perimeter open space category includes 81.5 acres located around the perimeter of the Federal Center site. Open Space is found along the northern boundary, just south of 6th Avenue, as well as along the east boundary (Kipling Street).

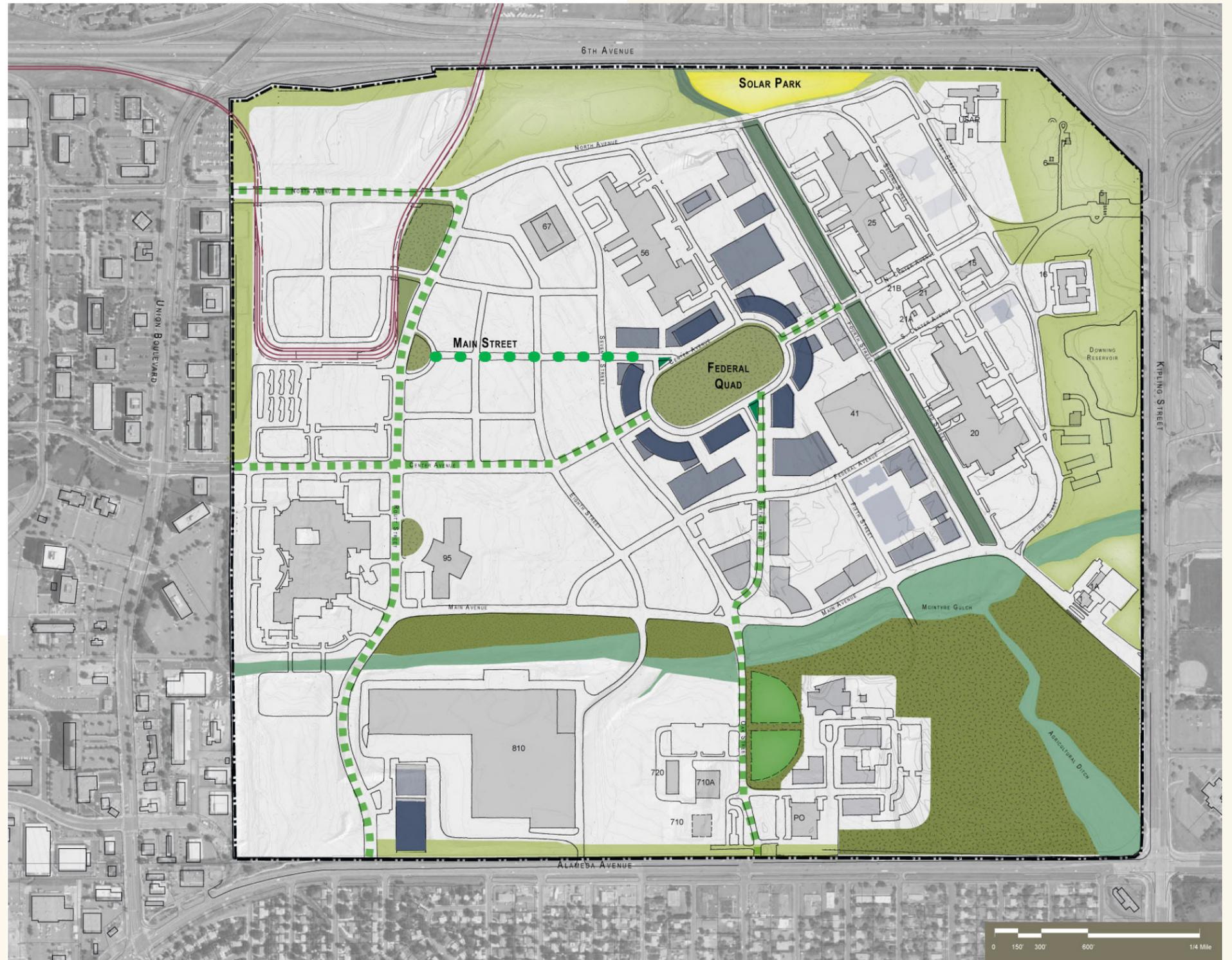
These perimeter open space areas would provide a variety of opportunities for stormwater drainage facilities, recreation, storage, or demonstration projects. Wildlife habitat in these areas includes Downing Reservoir and the detention/retention ponds that provide habitat for waterfowl. In addition, large trees in these areas provide nesting and roosting habitat for raptors and other birds. There is also potential for restoration of native grasses in portions of the perimeter open space.

**LEGEND**

-  Existing Building to Remain
-  New Federal Buildings
-  RTD Light Rail Alignment

**OPEN SPACE**

-  Perimeter Open Space
-  Urban Open Space
-  Urban Drainage and Irrigation
-  Softball Fields
-  Green Street



Source: EDAW: For Planning Purposes Only

### 3.4.10 Circulation/Parking

The following on-site transportation improvements are being proposed as part of the site master plan and are schematically depicted in Exhibit 3-49; On-Site Transportation Improvements. A full list of proposed on and off-site recommendations needed for the Denver Federal Center to meet forecasted 2030 travel are discussed in Appendix E of the DFC EIS .

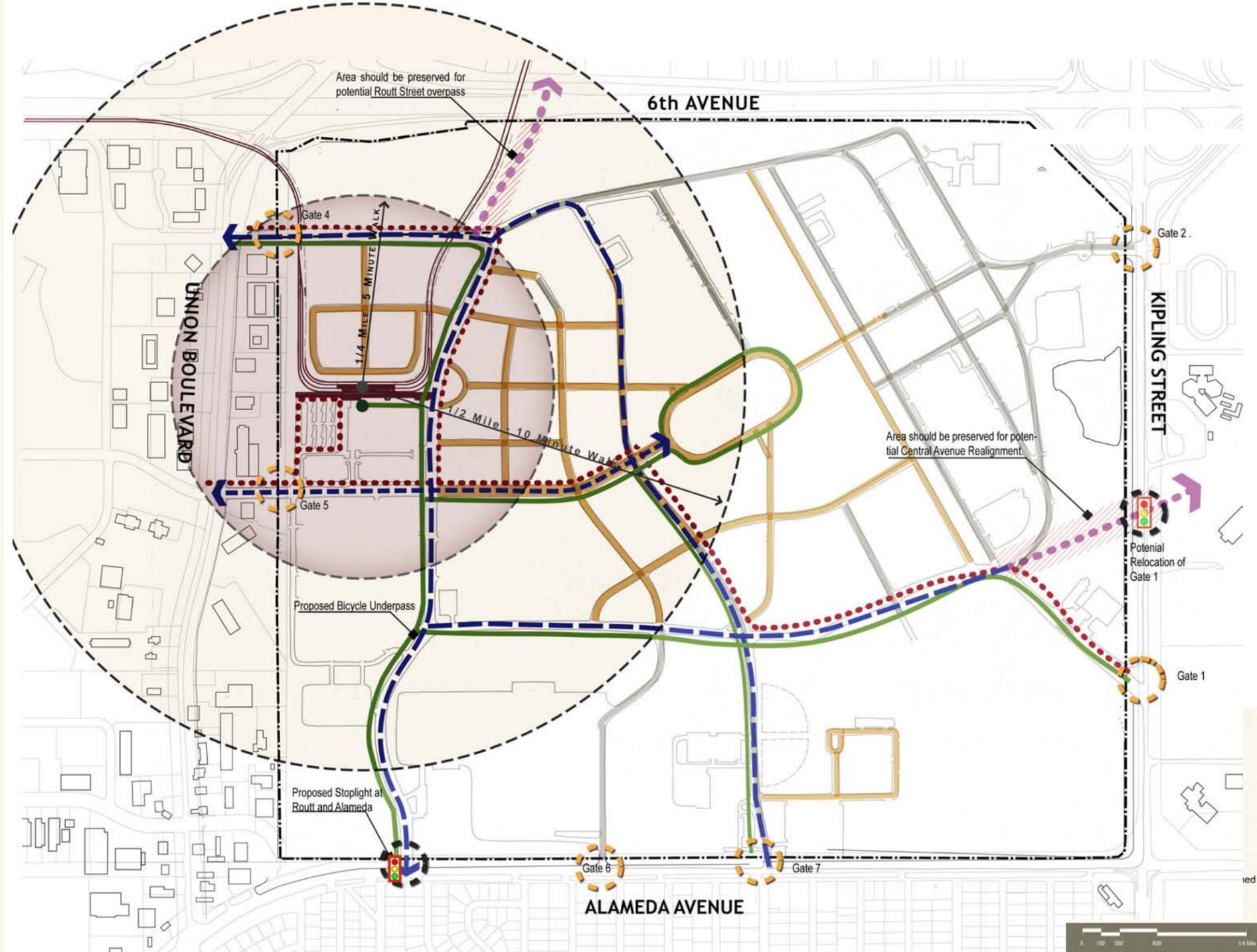
#### On-Site Improvements

- The proposed RTD Intermodal Station on the DFC site is a critical transit improvement. To maximize this improvement, new land-uses and density have been concentrated within walking distance to the station. In addition, the surrounding street grid and open spaces have been designed to maximize the accessibility of the intermodal stations for pedestrians, bicyclists, automobiles, and buses.
- Generally, most new road constructed should occur on the west-side of the site near the proposed Intermodal Station. On the eastern part of the site, the majority of the existing roads would continue to exist as they are today.
- Routt Street should have four through lanes from Alameda Avenue to 8th Avenue. Separate left turn lanes should be provided at all signalized intersections.
- Both North Street and a new east/west street located south of North Street should have an at-grade crossing of the LRT tracks to ensure connectivity between the Office Center and the rest of the DFC site.
- The proposed internal street system should allow for public access through the site between Union Boulevard and Kipling Street.
- A bike path along McIntyre Gulch with an underpass of future Routt Street should be constructed that is consistent with the Lakewood Bicycle Master Plan. (City of Lake Lakewood, 2005)
- Bike lanes should be constructed along the newly constructed Routt Street from Alameda Avenue to North Avenue.
- The site master plan does not forestall the opportunity to realign Central Avenue with the intersection of Kipling Street and 1st Street, but the improvement would not be funded by GSA.
- Parking is provided to adequately support the land uses on site. To ensure an efficient use of land resources, GSA encourages a mix of surface and structured parking to provide approximately 14,900 existing and future spaces needed for the entire plan. New required parking space estimates are based on the land use program and applying industry standard parking ratios for the various land uses and their relative location to the transit station.

**LEGEND**

- 4 lane roadway
- Bikeways
- Proposed Signalized Intersection
- Existing Access Point
- Proposed Access Point
- RTD Rail Alignment
- Future Roads to be Constructed
- Existing Roads to be Retained
- Bus Transit Corridors
- Proposed Road Realignment

Exhibit 3-49; On-Site Transportation Improvements



Source: Matrix Design Group, Lakewood Bicycle Plan 2004