

**Denver Union Station  
Final Environmental Impact Statement**

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**CHAPTER 8—PUBLIC INVOLVEMENT**



# Denver Union Station

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## 8.0 Public Involvement

This chapter describes the public involvement plan developed in June 2002 and implemented during the development of the *Denver Union Station (DUS) Master Plan*, Draft Environmental Impact Statement (Draft EIS) and Final EIS. This plan's purpose was to create a process that ensured extensive ongoing involvement and input from public and agency stakeholders, interested parties, affected members of the public, and others in developing and preparing the *DUS Master Plan*, Draft EIS and Final EIS. The public involvement process linked the *DUS Master Plan* with the National Environmental Policy Act (NEPA) process to continue project consistency and coordination. The public involvement program recognized the highly visible nature of DUS to the community and its importance to the fabric of the Lower Downtown (LoDo) area, downtown Denver, and the region as a whole. The public involvement process was also designed to build public support and consensus for the *DUS Master Plan* and project alternatives. To this end, a number of public involvement opportunities, communication methods, and outreach efforts were employed to involve and inform as many citizens and businesses as possible during the course of the project.

To maximize the number, depth and diversity of stakeholder and public participation in the process, the plan committed to the following objectives:

- Ensure that the development, evaluation and selection of all *DUS Master Plan* and Draft EIS components, alternatives and final products reflect extensive involvement and input by all stakeholders, and the public;
- Build and demonstrate broad public support for appropriate city land-use entitlements, *DUS Master Plan* and EIS components, progress and final products; and
- Enable and empower the public to help the project team deliver the *DUS Master Plan* and EIS on time to the partner agencies, and rezone the property by determined dates.

The following sections describe the comprehensive public involvement plan implemented to date for the DUS project.

### 8.1 Scoping Meetings

Project scoping is a process designed to inform the public, stakeholders, interest groups, and involved agencies about a proposed project, to determine important issues and resources to be evaluated, and to present proposed project alternatives to these groups for discussion, collaboration and input. For the DUS project, the scoping process began early and has continued throughout the project's study process. The DUS scoping process was designed to:

- Actively involve the public and agencies in setting the study's direction, including developing the project's vision, goals and objectives;
- Gather public comment on the project purpose and need;
- Identify reasonable alternatives and assist in screening alternatives;



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- Identify potentially significant project impacts to be examined; and
- Eliminate insignificant issues early in the scoping process.

A Notice of Intent (NOI) to prepare a Draft EIS was published on June 4, 2002 in the *Federal Register* and titled *Preparation of an Environmental Impact Statement for the Union Station Master Plan and Vicinity in Downtown Denver, Colorado* (see Appendix A). The NOI:

- Informed interested parties that the Federal Transit Administration (FTA) as lead agency, and the Regional Transportation District (RTD) in conjunction with City and County of Denver (CCD), Denver Regional Council of Governments (DRCOG), and the Colorado Department of Transportation (CDOT), intended to prepare a Draft EIS in accordance with the requirements of NEPA.
- Notified the public that the Draft EIS would evaluate a No Action Alternative and other reasonable alternatives identified during the scoping and *DUS Master Plan* processes.
- Notified the public of the date and place of the public scoping meetings, as described in the following sections.

### 8.1.1 Agency Scoping Meeting

An agency scoping meeting was held at the Colorado Convention Center on June 20, 2002 from 3:00 PM to 5:00 PM. This meeting was held on the same day and just prior to the public scoping meeting which is described in the next section. Letters of invitation to attend the agency scoping meeting were mailed to key local, state, and federal agencies that have a jurisdictional interest in the project. Approximately 13 agencies were represented at the meeting.

A panel comprised of project staff presented an overview of the proposed project, schedule and the NEPA process. This presentation was followed by a question and answer session. A list of invited agencies is provided in Appendix B.

### 8.1.2 Public Scoping Meeting

A public scoping meeting was held at the Colorado Convention Center on June 20, 2002 from 6:00 PM to 8:00 PM. This scoping meeting was combined with the project's first Town Meeting, as described in the following section. Graphic exhibits depicting various project elements (i.e., the study area and a preliminary list of project issues) were displayed in the meeting room for public viewing. Handout materials describing the proposed project were also distributed to each citizen attending the meeting, and forms for written comments were provided.

During the course of the meeting, members of the project team presented an overview of the proposed *DUS Master Plan* and EIS project and schedule. At the conclusion of this presentation, the meeting was opened to the public for questions and comments. Technical staff was also on hand in the exhibit area to answer questions from the public. The scoping meeting was broadcast on KDTV Channel 8 public television to allow participation from members of the public who were unable to attend the meeting. Approximately 200 citizens attended the scoping meeting.

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### 8.2 Community Involvement Activities

Community involvement activities and outreach were important elements in the *DUS Master Plan* and NEPA processes. As part of the public involvement program, the project team conducted periodic town meetings and convened a Union Station Advisory Committee (USAC) to provide regular input and advice to the project team. Workshops and special presentations to community groups and local businesses were also held during the course of the project. A telephone hotline with information available in Spanish and English and a project website ([www.denverunionstation.org](http://www.denverunionstation.org)) were established as a means of obtaining public participation and communicating project information.



Public review of initial alternatives and development concepts

The following sections describe the outreach activities and mechanisms used to achieve broad-based participation in the project from community groups and individuals.

#### 8.2.1 Town Meetings

Five town meetings were held to inform the public of the project's progress at key milestones. The purpose of each meeting was to generally inform the public about the project status, obtain public input and comment on project alternatives, identify issues of concern, and continue to develop and sustain interest in the project. Three of the town meetings were held prior to distribution of the Draft EIS. The fourth town meeting was combined with the Public Hearing to receive public comment on the Draft EIS. The fifth town meeting was also combined with the Public Hearing to receive public comments on the Final EIS. Meeting announcements were published in local newspapers, including *La Voz*, a Hispanic newspaper. A Spanish translator was present at each of the town meetings.

##### Town Meeting Number 1 - June 20, 2002, Colorado Convention Center

The first town meeting was combined with the public scoping meeting. In addition to the scoping activities, this meeting introduced members of the project team to the public and described the *DUS Master Plan* and NEPA processes that would be followed during



Members of the public providing comments during the question and answer session at a Town Meeting



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the study. During the meeting, attendees selected representatives to the USAC. This committee is discussed further in Section 8.2.2. Display boards depicting historic images of the DUS building and photos of existing interior and exterior features were displayed. Handout packets were provided to all meeting attendees, which included:

- The meeting agenda;
- Description of the study area;
- Description of the Master Plan scope and process;
- Description of the NEPA and public scoping processes; and
- Information on how members of the public could become involved in the project.

The handout packet also included a comment sheet for members of the public to submit comments. No written comments were submitted. Approximately 200 people attended the first town meeting.

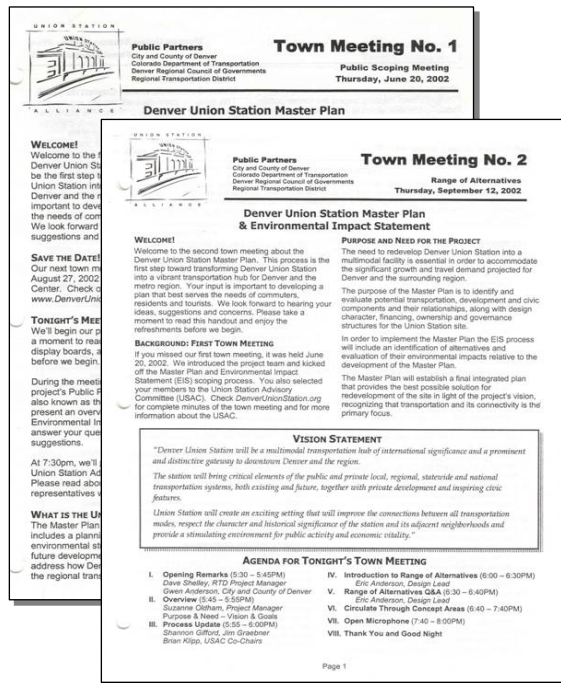
### Town Meeting Number 2 - September 12, 2002, Colorado Convention Center

Town Meeting Number 2 provided the general public the opportunity to review and provide comments on: 1) the project's purpose and need statement; 2) The Draft *DUS Master Plan's* goals and objectives; and 3) the 14 initial alternatives developed by the project team to address the goals and objectives.

Graphic boards were displayed depicting the range of alternatives that were under consideration, including design program features. Graphic boards also described the NEPA process, areas of environmental investigation, and possible issues of concern. Historic photos of DUS and maps showing the then proposed boundaries of the Area of Potential Effect (APE) for evaluation of cultural resource impacts were also displayed. A handout packet was provided to all meeting attendees, which included:

- The meeting agenda;
- The project's purpose and need and vision statement;
- The Draft *DUS Master Plan's* goals and objectives;
- A description of the range of alternatives; and
- A comment sheet.

Approximately 154 people attended the second town meeting. Based on comments received at this meeting, nine additional alternatives were developed and included in the alternatives analysis process.



Handouts at Town Meetings No. 1 and No. 2

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### **Town Meeting Number 3 - January 27, 2004 at the Colorado Convention Center.**

Meeting Number 3 provided the general public the opportunity to review and provide comments on: 1) the draft *DUS Master Plan*, 2) the then proposed new zoning (T-MU-30) for the DUS property, and 3) the screening process and evaluation criteria used to select the Vision Plan.

Graphic exhibits were on display depicting the project alternatives and their attributes, describing the screening process, and describing the new zoning classification for the DUS property. Approximately 130 people attended the third town meeting.

### **Town Meeting Number 4 / Draft EIS Public Hearing - April 19, 2006**

The fourth town meeting was convened as a public hearing held on April 19, 2006, to receive public comment on the Draft EIS. Fifty-two individuals attended the hearing and were provided with a meeting agenda and comment form. Copies of the Draft EIS in CD (compact disk) and hard copy were available at the hearing. The Executive Summary of the Draft EIS was translated to Spanish and provided at the hearing.



**Draft EIS Public Hearing**

The Notice of Availability (NOA) for the Draft EIS was advertised in the Federal Register on March 24, 2006. Advertisement of the public hearing was made on the project website and in local newspapers including the Rocky Mountain News, Denver Post and La Voz Newspaper.

During the hearing, a 30-minute presentation was delivered by the project team which summarized the project process, alternatives analysis and results of the environmental analysis. Following the presentation, the hearing was opened up to oral comments. Graphic boards were on display showing the results of the environmental investigations conducted as part of the project and technical staff were on hand to answer questions from the public. A transcriber was present to formally record public comments on the draft document and two Spanish translators were available for real-time interpretation. A full transcript of the hearing is included in Appendix I of this document.

### **Summary of Draft EIS Public Hearing Comments**

Between March 24th and May 8th, 30 respondents submitted comments on the Draft EIS. In addition to oral and written comments submitted at the public hearing, individuals were encouraged to submit comments via mail, the project website and the project hotline number. Three respondents submitted oral comments at the hearing, four submitted comments through the project website and 22 submitted comments to RTD or FTA at the public hearing or during the 45-day public comment period.

Each response was assigned a number (1 through 30) and then divided into sub-comments with individual responses (e.g., 3-1 through 3-6). In total, the 30 comments included 222 sub-comments. The sub-comments were grouped by subject area (Design, Public Involvement, Cumulative,



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Vibration, Historic, etc) and assigned to a category. Table 8-1 lists the categories and number of comments per category. Appendix H contains all sub-comments and their corresponding responses.

**Table 8-1  
Draft EIS Comments by Category**

Category	Number of Comments
Design	67
General	23
Air Quality	17
Wynkoop Street Plaza	16
Cumulative	12
Visual	10
Construction	9
Parking/Traffic	9
Noise/Vibration	7
Historic/Section 4(f)	7
Alternatives	6
Pedestrian Circulation	5
Public Involvement/Purpose and Need	5
Downtown Circulator	4
Master Developer	4
Drainage/Water Quality	4
Economics/Funding	4
Other ( <i>Study Area/TOC</i> )	3
Safety and Security	3
Hazardous Materials	2
Biological/Wetlands	2
Archaeology	1
Mall Shuttle	1
Railroads	1
<b>TOTAL</b>	<b>222</b>

Source: Parsons Brinckerhoff, 2006.

### Town Meeting Number 5 / Final EIS Public Hearing - September 10, 2008

The fifth town meeting will be convened as a public hearing on September 10, 2008, to receive public comment on the Final EIS. The public has 45 calendar days to comment on the Final EIS. The Final EIS will be distributed and available for public review at various libraries in the Denver



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region and at the offices of the partner agencies. The Final EIS will be available at the hearing in both hard copy and on CD-ROM.

The NOA for the Final EIS was advertised in the *Federal Register* on August 15, 2008. Advertisement of the public hearing will be made on the project website and in local newspapers. The hearing will follow the same format as the Draft EIS Public Hearing.

### 8.2.2 Union Station Advisory Committee

The USAC was formed to represent a wide range of stakeholders, citizens and local businesses that have a distinct interest in the outcome of the *DUS Master Plan* and the EIS. The USAC worked with the project team to develop project alternatives and evaluate and screen alternatives. The USAC also concurrently participated in the T-MU-30 zoning application process to rezone the 19.5-acre site.

Table 8-2 provides a list of the current community interests represented on the USAC; Appendix C provides a list of current USAC members. The USAC members list was updated between the Draft EIS and the Final EIS. Those members that had not been active between the Draft EIS and Final EIS were contacted and additionally, new members were added, replacing some of the inactive members. Of the 60 USAC representatives and alternates, approximately half of the members regularly attended the USAC meetings. The USAC members met approximately every three weeks at the Downtown RTD office at 1600 Blake Street during the Draft EIS and met approximately every month during the Final EIS at the Wellington Webb Municipal Office Building (201 West Colfax Avenue). As of December 2007, a total of 34 USAC meetings had been held.

### USAC Breakout Groups

During the course of the project, several breakout groups were formed to discuss project related technical issues in more detail and provide advice on the development of alternatives and rezoning efforts. Individual members of the breakout groups served as liaisons to the USAC and were responsible for communicating back to the USAC membership regarding project issues and decisions made at these meetings. The issues below were considered in the design process. The breakout groups formed during the project included the following:

- **Traffic Breakout Group**—This group included representatives from the project team, RTD, CDOT, DRCOG, CCD Department of Public Works Transportation Planning, Denver International Airport, and the Downtown Denver Partnership (DDP). Meetings used a collaborative approach to distributing information, ideas, and recommendations concerning interests and perspectives on traffic circulation and impacts surrounding the DUS study area. Nine meetings have been held. Main concerns from the meetings included:
  - Incorporate all modes of travel in the traffic analysis: shuttles, buses, personal vehicles, pedestrian movements, bicycles.
  - Identify all pick-up/drop off points, including taxi and kiss-n-Rides.
  - Identify how the future parking structure at 18th Street will be accessed.
  - Address mitigation for congested intersections in the study area.



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**Table 8-2  
USAC Stakeholder Groups**

Commercial Property Owners Adjacent to DUS (South and East)
Commercial Property Owners Adjacent to DUS (North and West)
Curtis Park Neighborhood
Downtown Denver Business Improvement District
Downtown Denver, Inc.
Downtown Denver Partnership
East Corridor
Environmental Community, Pedestrian, Bicycle and Alternative Transportation
Gold Line Corridor
Historic Preservation Community
LoDo District
Minority Business Interests
Regional Transit Advocates
Residents and Registered Neighborhood Organizations—Other
Residents and Registered Neighborhood Organizations—Quadrant 1
Residents and Registered Neighborhood Organizations—Quadrant 2
Residents and Registered Neighborhood Organizations—Quadrant 3
Residents and Registered Neighborhood Organizations—Quadrant 4
Southeast Corridor
Southwest Corridor
Sports, Entertainment, Cultural and Tourism
West Corridor

Source: CRL Associates, Inc., 2008.

- Ensure continued reliable operation of the 16th Street Mall Shuttle.
- Concern over the function of the Downtown Circulator, its frequency to the station, and its influence for retail or other uses along 18th and 19th Streets.
- The number of and access to public parking areas.
- **Rail Breakout Group**—This group included representatives from the project team, RTD, CDOT, DRCOG, CCD Department of Public Works Transportation Planning, Public Utilities Commission, adjacent railroad companies, interested citizens, and business owners. Meetings used a collaborative approach to distributing information, ideas, and recommendations concerning rail issues (e.g., number of required tracks, program requirements, etc.), rail configurations at DUS, and potential impacts to adjacent property and railroad owners. Four meetings were held. Main concerns from the meetings included:

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- Need for a direct southern connection for passenger rail.
  - Feasibility of a stub station for passenger rail.
  - Limitations in rail capacity with a below-grade station (not applicable with the Build Alternative since passenger rail is at-grade).
  - Extend the planning horizon for the project to 2050.
  - Cost of construction of passenger rail.
- **Zoning Breakout Group**—This group included representatives from the project team, interested citizens, local neighborhood organizations, local businesses, and public agencies. Meetings focused on distributing information, ideas, and recommendations on zoning allowances, waivers, and conditions (e.g., height limits, permitted uses, etc.) in the proposed rezoning of the study area. Thirteen zoning meetings were held. Main concerns from the meetings included:
- Transit-Mixed Use-30 (T-MU-30) parking requirements
  - Placement of the wing buildings in the forecourt of DUS
  - Plan for consistent signage on the site
  - Protect views to the mountains
- **Historic Preservation Breakout Group**—Two half-day meetings on historic preservation concerns were held on January 30, 2003 and February 11, 2003. These meetings included members of the project team and USAC, representatives from CCD, the State Historic Preservation Office (SHPO), the Advisory Council of Historic Preservation (ACHP), and various historic preservation organizations. The purpose of the meetings was to discuss the historic preservation elements of the *DUS Master Plan*, the Denver Landmark designation process, the status of the Section 4(f) and Section 106 agency consultation processes, and to develop screening criteria that support historic preservation. A third meeting was held on December 8, 2005 to discuss the results of the Section 106 analysis. Main concerns from the meetings included:
- Whether any impacts to the Flour Mill lofts would occur as a result of Phase 1.
  - If the passenger rail tracks are eligible for the National Register, whether they can be modified.
  - Opportunities to comment within the Section 106 process.
- **Land Use and Urban Design Break Out Group**—This group included representatives from the USAC, the design project team, and interested citizens. One meeting was held on June 20, 2005. The meeting focused on the details of the Vision Plan Alternative and Phase I Alternative including light rail station elements, passenger rail components and planned site improvements. Five additional meetings have been held to discuss revisions to the *DUS Master Plan*. Main concerns from the meetings included:



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- Confirmation of the *DUS Master Plan* vision, goals, principles and design criteria.
  - Principles of urban form.
  - Parking and traffic.
  - Project phasing.
  - Design and quality of public space.
- **Environmental Break Out Group**—This group included representatives from the USAC and TAC, the design team and interested citizens. Six breakout group meetings were held over the course of the project. The first was held June 19, 2003 to discuss environmental issues and answer any questions related to the Draft EIS. Three others were held to review the Draft EIS analysis completed for specific environmental resources: air and noise on October 20, 2005; traffic on November 10, 2005 and cultural resources on December 8, 2005. For the Final EIS, a meeting was held on January 31st, 2008 to discuss the methodology used to analyze each environmental resource for the Build Alternative. Another meeting was held on April 24th, 2008 to discuss the Final EIS analysis results. Main concerns from the meetings included:
- Venting for underground bus facility-air quality analysis of emissions from the facility.
  - Light rail future expansion capacity.
  - Need to analyze ozone in the EIS.
  - Visual impacts to DUS from private development (cumulative section).
- **Transportation Break Out Group**—This group included representatives from the USAC, design team and interested citizens. Three meetings were held during evaluation of the Build Alternative. Main concerns from the meetings included:
- If Gold Line were to change to streetcar, how this would impact the DUS design.
  - The distance and separation between Light Rail and Commuter Rail.
  - Accommodation of regional bus at the DUS site.
  - Route of the Circulator and turnaround at the DUS site.
  - Transit ridership numbers.
- **Finance Break Out Group**—This group included representatives from the USAC, the design team and interested citizens. Three breakout group meetings were held over the course of the project. Main concerns from the meetings included:
- Review of the Letter of Intent.
  - Purchase and sale agreements (private development).
  - Future ownership of the DUS Building.
  - Overall finance structure of the project.

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### 8.2.3 Other Public Processes

Public processes separate from the Draft and Final EIS have occurred parallel to the project. The processes provide feedback to the design of public space. Any improvements proposed in these processes, described below, would occur separate from the transportation elements described in this document.

- **Wynkoop Task Force**—This task force included representatives from the USAC, interested citizens, businesses and professional architects. Its purpose was to ensure the protection and enhancement of the LoDo Historic District's character and livability and to promote exceptional architecture for the *DUS Master Plan*. This task force submitted several memoranda to the DUS project team. The Task Force held 16 meetings between February 2002 and February 2004. Main concerns from the meetings included building massing, building heights and the design of public spaces.
- **Wynkoop Street Plaza Design**—Plans for a public plaza space east of the station in the area bounded by the DUS building, 16th Street, 18th Street and Wynkoop Street have been initiated by the CCD and local organizations. A workshop was held in April 2005 to discuss the Wynkoop Street Plaza. This workshop was hosted by Friends of Union Station (FUS). The workshop was attended by approximately 200 people, including local residents, business owners, elected officials, city planners and design professionals. The purpose of the workshop was to generate a vision for a plaza along the Wynkoop Street side of Denver Union Station, both for the short-term and for the long-term.

The April 2005 workshop involved an evaluation of the pedestrian experiences around the station - the streets, sidewalks, parks and buildings - and how they could invite greater interaction between users of the station and the adjacent neighborhoods. The report titled *The Rebirth of Union Station: A Vision for the Plaza* (August 2005) summarizes the Wynkoop Plaza Workshop.

- **University of Colorado Denver (UCD) Plaza Study**—The Open Space Initiative Group (OSIG) initiated and is sponsoring a semester-long study of the Wynkoop Plaza. The study was completed by a graduate class of the UCD College of Architecture and Planning during the Spring 2008 semester (ending May 2008).
- **DUS Building Renovation**—It is anticipated that the DUS historic building will be renovated in the future. The specific design and architectural elements of this renovation have not been defined, but would be subject to Denver Landmark designation review.

### Local Regulatory Protections

The details of the site's zoning, design review procedures and historic protections were worked out through public processes in 2003 and 2004. The appropriate zoning classification, T-MU-30, was identified and modified with waivers and conditions and was approved by the Denver City Council in September of 2004. The re-zoning application, which details the waivers and conditions of the T-MU-30 zoning, can be found in Appendix F. T-MU-30 zoning is intended for station areas with enough land to create a successful transit-oriented development and permits a wide range of residential, commercial and civic uses.



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To codify key elements of the public planning into City zoning regulations, the USAC and other interested parties worked diligently to make sure that any new wing buildings proposed along 16th and 18th Streets would respect the historic Union Station building, the adjacent LoDo neighborhood and complement the future uses of the Wynkoop Plaza. The zoning required any new building to be set back 45 feet from the Wynkoop right-of-way to preserve a view of the main train room and most of the historic wings all along Wynkoop Streets from 16th to 18th Streets. The 65-foot maximum height of any new building in this area guarantees that the historic building remains the tallest structure in the Landmark area. The zero foot height-limit in the plaza area ensures that this space will not be occupied by any structure obscuring the views of the station from the numerous historic buildings lining the other side of Wynkoop Street. The zoning envelope on the west side of the station also protected a 17th Street view corridor to the west and limited maximum building heights to ensure that a pedestrian on Wynkoop Street would not be able to see a new structure immediately behind the station crowding the historic building.

Other requirements of the zoning are that a General Development Plan (GDP) and Design Standards and Guidelines must be approved through the Denver Planning Board before development can occur. The GDP will include overviews of land use, open spaces, pedestrian circulation, transportation, and infrastructure. The GDP process requires extensive public notification, a public hearing before the, Denver Planning Board, and Board approval.

A portion of the 19.5 acres, including the historic Denver Union Station building and the defined area encompassing the proposed new wing buildings and Wynkoop Plaza have also been designated as a Denver Landmark. As such, all exterior alterations within the designated area will be subject to design and demolition review by the Landmark Preservation Commission. This includes all exterior restoration or alteration of the Historic Station itself and any new construction within the Landmark Area.

The Design Standards and Guidelines, which will apply to both the Landmark and urban design review areas, will be adopted by the Denver Landmark Preservation Commission and Planning Board. The adoption process includes a public hearing. These guidelines will be influenced by the Lower Downtown Historic District Design Guidelines and Commons Neighborhood Design Standards and Guidelines, which establish the design context for the DUS site. Design guidelines such as this are devised in a public process that includes the current property owner (RTD), the developer, Denver Department of Community Planning and Development's urban design and landmark staff, and interested parties from the neighborhood.

All design review within the DUS site will be based on adopted design guidelines. The Landmark Preservation Commission bases its review decisions on Design Guidelines for Landmark Structures and Districts (Landmark Preservation Commission, 1995) and any guidelines specific to the DUS property. Development on the remainder of the site will use these same design guidelines with Urban Design staff recommendations ratified by the Planning Board. All design review is conducted in a public meeting at which the public may testify.

### 8.2.4 Telephone Hotline

A project hotline was opened in June 2002 to provide an easy means for citizens to receive information about the *DUS Master Plan* and EIS project. The hotline message was recorded in

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English and Spanish, due to the large number of Hispanic citizens in the Denver region. Comments were summarized on comment sheets, tracked using an electronic database, and distributed to appropriate project team members for follow-up action, as appropriate. Approximately 60 requests or comments have been received via the project hotline. Most of the calls received through the hotline were requests for directions to public meetings, questions on Amtrak/Ski Train services, or requests for copies of the *DUS Master Plan*.

### 8.2.5 Project Website

A project website was established in March 2003 to provide the community access to project information through the Internet at [www.denverunionstation.org](http://www.denverunionstation.org). The DUS website provides information and facts about the project, updates of project progress and activities, and notices of public meetings. The website also provides a means for direct e-mail communications and a medium for the public to submit comments concerning the project, and an avenue to sign up for project email distribution list. Since inception of the website, it has received over 150,000 visits. As of January 2008, the project email distribution list contained over 350 email addresses.

### 8.2.6 Special Presentations

Various neighborhoods, civic and business groups requested special presentations on the DUS project throughout the study process. The general purpose of these presentations was to provide an overview of the *DUS Master Plan* and EIS project, discuss project issues, rezoning and engage these groups in a question and answer dialogue with the project team. Group members also used these presentations to express their concerns about the project. Over 50 special presentations on the DUS project have been given since the project began.

### 8.2.7 Media Outreach

The media relations element of the public involvement program was developed to establish and maintain contacts with a variety of local and regional media. This element helped ensure that the public was kept informed of the project's status and communicated opportunities to participate in the project. The goals for the media relations element were to:

- Build broad public awareness of and support for the *DUS Master Plan* and EIS project;
- Communicate key milestones in project planning and development;
- Educate the print, television, and radio media to assure accurate information was conveyed;
- Educate the public about the importance of the project to the community; and
- Ensure consistency and accuracy in the message being delivered to the public about the project.

The media relations element included special efforts to reach the elderly, youth, minority, and special needs populations. Press releases and public service announcements were sent to print, television and radio media prior to public town meetings and at key project milestones. Table 8-3 lists the newspapers, television stations, and radio stations included in the process.



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**Table 8-3  
Media Relations Sources**

<b>Newspapers</b>				
5280 Magazine	Columbine Courier	Greater Park Hill News		
Advocate	Commerce City Beacon	Highlands Ranch Herald		
Arvada Sentinel	Commerce City Express	Jefferson County Transcript		
Aurora Sentinel	Daily Camera (Boulder)	Korean Denver News		
Boulder Weekly	Denver Business Journal	La Voz		
Brighton Standard Blade	Denver Catholic Register	Lafayette News		
Broomfield Enterprise	Denver Daily News	Lakewood Sentinel		
Canyon Courier	Denver Herald Dispatch	Life on Capitol Hill		
Castle Rock News-Press	Denver Post	North Denver Tribune		
Centennial Citizen	Denver Weekly News	Rocky Mountain News		
Cherry Creek Times	Douglas County News/Press	Urban Spectrum		
Colorado Chinese News	El Semanario	The Voice Westword		
Colorado Leader	Englewood Herald	Wheat Ridge Transcript		
Colorado Statesman	Golden Transcript			
Colorado Women's News	Greater Northeast Reporter			
<b>Radio Stations</b>				
KADX- AM	KEZW-AM	KKHK-FM	KPOF-AM	KWAB-AM
KALC-FM	KFMD-FM	KLDC-AM	KQKS-FM	KXKL-FM
KBCO-FM	KGNU-FM	KLTT-AM	KRFX-FM	KXPK-FM
KBNO-AM	KHOW-AM	KLVZ-AM	KRKS-AM/FM	KXUU-FM
KBPI-FM	KIMN-FM	KLZ-AM	KTCL-FM	KYGO-FM
KCFR-FM/KCFC-AM	KJCD-FM	KMXA-AM	KTLK-FM	Metro Network
KCKK-AM/PM	KJME-AM	KNUS-FM	KUVO-FM	
KDJM-AM	KJMN-FM	KOA-AM	KVCU-AM	
KDKO-AM	KKFN-AM	KOSI-FM	KVOD-FM	
<b>Television Stations</b>				
KWGN Channel 2 (WB)	KBDI Channel 12 (Colorado Public Television)			
KCNC Channel 4 (CBS)	KTVD Channel 20 (UPN)			
KRMA Channel 6 (PBS)	KDVR Channel 31 (FOX)			
KMGH Channel 7 (ABC)	KCEC Channel 50 (Univision)			
KDTV Channel 8 (City and County of Denver)	KMAS Channel 63/67 (Telemundo)			
KUSA Channel 9 (NBC)				

Source: CRL Associates, Inc.



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### 8.2.8 Letters and Comments

Written correspondence from individual citizens and interest groups was received throughout the project in the form of letters or comment sheets. A protocol was established early in the project to collect and respond to public comments. All letters and comments received were tracked using an electronic database.

Comments submitted in writing, through direct e-mail to the project team or on comment sheets provided at public meetings or the hearing, were responded to in writing. Comment providers were advised that their comments would be forwarded to the appropriate project team members and to the USAC committee chairs. As of January 2008, over 800 comments were received from the public via email, written or through the project Web site.

## 8.3 Agency Coordination and Contacts

### 8.3.1 Standing Committees

Five standing committees comprised of local, state, federal agencies and the project's consultant were formed to ensure the participation and collaboration of public agencies who have a general or regulatory interest in the *DUS Master Plan* and EIS project. These included the Executive Oversight Committee (EOC), the Project Management Team, the Project Team, the Technical Advisory Committee (TAC) and the Project Design Team.

#### Executive Oversight Committee

Members of the EOC were comprised of the chief executive officer or designee from the four partner agencies: RTD, CCD, DRCOG, and CDOT. The EOC met the second Monday of each month to execute policy direction for the project. Members of the EOC are listed in Appendix D.

#### Project Management Team

The Project Management Team (PMT) included representatives from the partner agencies: RTD, CCD, DRCOG, and CDOT, and select members from the project team. The PMT worked collaboratively on project matters and was responsible for overall project administration and management. The PMT's responsibilities included directing the project team in developing the Master Plan, EIS, re-zoning and entitlements, and public involvement processes. The PMT met approximately weekly to biweekly for the duration of the project.

#### Project Team

The project team was comprised of representatives from Jones Lang LaSalle, Parsons Brinckerhoff, Civitas, Inc., CRL Associates, Inc., and several subconsultants.

#### Technical Advisory Committee

The TAC was comprised of representatives from the partner agencies (RTD, CCD Public Works and Planning Departments, DRCOG, and CDOT); from federal, state, and local government sector agencies; and from private-sector companies. A list of TAC members is included in



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Appendix E. The purpose of the TAC was to provide technical advice and direction to the study process and to gain consensus on technical decisions to be recommended to the EOC.

The TAC generally met monthly, in addition to attending technical breakout sessions and workshops held periodically during the study process. Nineteen TAC meetings were held throughout the *DUS Master Plan* process and in the initial stages of the NEPA process. Since September 2004, the TAC has not convened. Future meetings will be held on an ad hoc basis.

### Project Design Team

The project design team was composed of PB staff and subconsultants and representatives from RTD and CCD. The team was formed in March 2005 and met bi-weekly to review technical and design-related issues for the Vision Plan Alternative and Phase I Alternative. The project design team was reconvened during production of the Final EIS to discuss the Build Alternative design.

### 8.3.2 Local, State and Federal Agency Consultation

Early and continuous contact, consultation, and coordination with local, state and federal environmental resource agencies occurred to: obtain initial inquiries on existing environmental concerns; obtain consultation concerning resources potentially affected by the proposed project; discuss the extent or severity of potential impacts; and review of mitigation measures proposed to offset project related impacts. These agencies included:

- Denver City Council
- State Historic Preservation Officer - Colorado Historical Society (SHPO)
- Colorado Department of Public Health and Environment (CDPHE)
- Colorado Natural Heritage Program (CNHP)
- CDOT
- Colorado Division of Wildlife (CDOW)
- U.S. Army Corps of Engineers (USACE)
- U.S. Environmental Protection Agency (USEPA)
- U.S. Fish and Wildlife Service (USFWS)
- FTA-lead agency
- Federal Highway Administration (FHWA)-cooperating agency
- Federal Railroad Administration (FRA) -cooperating agency
- Amtrak

FTA, FRA, Amtrak and the Union Pacific Railroad were involved in the early phases of the Master Plan and EIS process through participation in the project Technical Advisory Committee. This Committee reviewed and discussed the design in detail as the project evolved. Specific issues included the southern rail connection, accommodation of additional rail carriers, traffic analysis and project phasing.

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Additionally, special project overviews and tours of DUS were coordinated for various elected officials and agencies, as follows:

- A tour of DUS and the surrounding study area was conducted on August 8, 2002 to identify and discuss the proposed APE pursuant to Section 106 of the National Historic Preservation Act (NHPA) and NEPA. This tour was attended by the SHPO and other historic preservation organizations that expressed an interest in participating in the project.
- A work session and tour of DUS was conducted on January 29, 2003 for members of the Denver City Council, to review the specific challenges and opportunities facing the project with respect to the proposed zoning application, the historic designation of DUS, and the overall *DUS Master Plan* process. An additional tour was conducted with the Denver City Council on November 6, 2003 to provide an overview of the Vision Plan Alternative.
- Members of the project team gave ongoing briefings and presentations on the project's progress to City Council members, mayoral candidates (2004 election), and City Council candidates.
- A tour of the center passenger tunnel (in DUS) was held on January 13, 2006 to discuss impacts to the tunnel under Phase I Alternative. The SHPO and members of the Consulting Parties attended.
- A second visit of DUS was held with the SHPO and interested agencies (including the Advisory Council on Historic Preservation) on February 11, 2008 to familiarize the group with the elements of the Build Alternative.

### 8.4 Issues of Concern

Members of the public involved in the many public involvement activities have articulated a number of issues or concerns by submitting oral and written comments. Because public involvement activities associated with preparing the *DUS Master Plan* and EIS were combined at several of the early public involvement activities, these comments have addressed the development of project alternatives, screening criteria, identification and selection of the preferred alternative, site rezoning, and potential environmental impacts that might occur during construction or operation of the proposed project.

The key issues of concern regarding potential environmental impacts generally fall into six groupings. These groupings address the following topics: transportation, public safety and security, visual and aesthetics, economics, social and environmental justice, and air quality. Overall, the potential visual and aesthetic impacts were of greatest concern based on the number of comments received. The following sections summarize the public concerns expressed during the EIS scoping meeting and subsequent meetings.

#### 8.4.1 Transportation

- Development of the DUS project must comprehensively address needed transportation linkage between different modes of transportation, including Denver International Airport.



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This comprehensive linkage should encourage people to use public transportation for entire travel trips rather than driving to DUS to begin trips.

- The project site is quite small considering all of the transportation services proposed for DUS, but it will be important that the site's development remains flexible to consider projected long-term modes and the demand for public transportation.
- The use of and interconnections between different modes of transportation at DUS need to be convenient for regional long-range passengers and commuters.
- A through-station should be seriously considered.
- Sufficient parking needs to be provided at DUS to fully accommodate users of the transportation services, at a cost that will encourage people to use parking facilities. Neighborhood residents do not want people parking their cars on city streets surrounding DUS.

#### 8.4.2 Public Safety and Security

- Future operation of DUS should address current apparent conflicts in jurisdiction between DUS security staff and the City of Denver Police Department. This will be especially important, considering the tremendous increase in people projected to use the DUS transportation hub in the future.
- Continued use of the at-grade curving LRT tracks will likely increase the risk for pedestrian accidents; this issue should be addressed in future design of the DUS project.

#### 8.4.3 Visual and Aesthetics

- The Denver area is known for its views, from downtown to the mountains and from surrounding communities at higher elevations (e.g. the Highlands community), and for views of DUS within downtown Denver. Development of the DUS site should not obstruct these regional view corridors.
- Expansion of transportation facilities at DUS should respect and complement the historic character and scale of adjacent neighborhoods. Concerns about the potential height and density of future development on the DUS site were frequently expressed.
- Development of the DUS site should preserve existing local view corridors between DUS and the downtown financial district to the east, and to the Central Platte Valley neighborhood to the west. Particular concern was expressed that views to and from the DUS "wing buildings" not be obstructed.

#### 8.4.4 Economics

- Development of retail and commercial space associated with the transportation elements of the DUS project should not compete or cause adverse effects on the viability of local area businesses.

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- Differing opinions were expressed concerning the development of parking facilities associated with the DUS project. Some felt parking should accommodate the needs of area retail customers and people using DUS transportation services, and others felt parking should be reserved exclusively for transportation users.

### 8.4.5 Social and Environmental Justice

- Denver is known for its parks, and future site development should include some public open space, especially considering its downtown location and the dense urban development anticipated to be developed in the area.
- A large plaza in front of DUS should be considered to preserve the historic building's existing setting, facilitate pedestrian travel to and from DUS, and encourage public gatherings.
- The neighborhood surrounding DUS lacks many community facilities such as schools, day cares, meeting places, and community centers. Development of the DUS facility should include such facilities to meet local resident needs.
- If possible and desirable, the existing Latino bus service that stops several blocks away from DUS and provides express bus service between the Denver area and cities in Mexico should be incorporated into the DUS facility expansion to ensure development of a comprehensive transportation hub.

### 8.4.6 Air Quality

- Concern that the concentration of transportation services at the DUS site would increase air pollution in the area, especially during winter months when weather patterns can cause inversions.
- Concern that proposed development of underground transportation facilities could result in public health risks, especially if underground tunnels and passageways are not adequately ventilated.
- Concern for increased air toxics due to the planned increase in diesel buses and locomotives at DUS.



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