



**INFORMATION PACKET  
MEMORANDUM**

To: Members of City Council

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Dean Paschall, OSMP Communications and Public Process Manager  
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Date: February 18, 2014

**Subject: Information Item: Update on Chautauqua**

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**Executive Summary**

This memo provides council with background information and an update on staff work relating to Chautauqua. Specifically, this memo:

- Updates council on the status of the accessible restrooms to serve the Chautauqua Auditorium, including a cost sharing approach
- Informs council of a future agenda item to approve the proposed restrooms (expected May 2014)
- Updates council on the status of the Collaborative Stewardship Framework

If council has any comments or questions, please contact Jeff Hirt at [hirtj@bouldercolorado.gov](mailto:hirtj@bouldercolorado.gov), or 303-441-4497.

**Americans with Disabilities Act (ADA) Auditorium Restrooms Background**

In 2012, the city and the Colorado Chautauqua Association (CCA) worked collaboratively to develop a broad initiative focusing on the stewardship of the Chautauqua area. This initiative resulted in the *Colorado Chautauqua Guiding Principles for Place Management and Fiscal Sustainability* (see Attachment A). This document sets forth the overarching vision to guide decision making in the future in the Chautauqua area. During this discussion, the city and CCA identified accessible restrooms to serve the auditorium as a potential pilot project to advance the goal of establishing thresholds for a collaborative process. City Council subsequently endorsed this project as a pilot for this purpose.

The project to build ADA accessible bathrooms serves two purposes: 1) to provide accessible restrooms for the reasons outlined in this memorandum; and 2) to serve as a pilot to evaluate opportunities for collaborative decision making between the city and CCA.

### **Chautauqua Auditorium Accessible Restrooms**

Over the course of 2013, the city and CCA worked collaboratively to identify design and location options for restrooms to serve the Chautauqua Auditorium. This work included community and board input that shaped the recommendations in this memo (see board comments table below). The following briefly summarizes the need for the accessible restrooms, the staff working group that continues to collaborate on this project, and a recommended cost sharing approach.

#### *Restrooms Needs Assessment*

CCA has identified a critical need for accessible restrooms to serve Chautauqua Auditorium users. The Auditorium had a 2012 ticketed attendance of 42,045, plus approximately 6,375 non-ticketed attendees<sup>1</sup>, and has no restrooms. The closest accessible restrooms are in the Chautauqua Dining Hall, a separate building. However, there is no accessible route from the Dining Hall to the Auditorium. The Dining Hall entrance is also over 150 feet from any entrance to the Auditorium. Attachment B: Colorado Chautauqua Association Accessible Bathrooms Needs Assessment provides a more detailed needs assessment.

#### *City and CCA Working Group*

A working group of city and CCA staff has been collaborating to identify a recommended location and design for ADA accessible restrooms to serve the Auditorium, and potentially other visitors to Chautauqua. This working group consists of city staff from the Parks and Recreation, Open Space and Mountain Parks, Facilities and Asset Management, and Community Planning and Sustainability Departments with CCA representatives. This group has conducted a needs assessment, site analysis, and has recommended a location and approach and timeline described in this memo.

#### *Board and Community Feedback on Location Options*

The working group presented six options for accessible restrooms to serve the Chautauqua Auditorium in June 2013 to the following boards. This group then identified the preferred locations for further analysis based on this feedback and the feedback from the summer 2013 community outreach. The following is a brief summary of the comments from each of these meetings.

All boards supported the need for accessible restrooms to serve the auditorium.

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<sup>1</sup> Chautauqua Auditorium events draw visitors who do not purchase tickets but congregate outside of the auditorium to listen and participate in the event.

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## Board Comments on ADA Restroom Locations

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<b>Colorado Chautauqua Association Board (June 3, 2013)</b>	<ul style="list-style-type: none"><li>• Support for locating the restrooms at either the southwest plaza or west loading area</li><li>• Restrooms must respect iconic building and surrounding outdoor spaces</li></ul>
<b>Landmarks Board (June 5, 2013)</b>	<ul style="list-style-type: none"><li>• Strongest support for restrooms inside the auditorium</li><li>• Of the exterior locations, the southwest plaza was the most desirable</li></ul>
<b>Open Space Board of Trustees (June 12, 2013)</b>	<ul style="list-style-type: none"><li>• Support for west loading area and southwest plaza locations</li></ul>
<b>Parks and Recreation Advisory Board (June 24, 2013)</b>	<ul style="list-style-type: none"><li>• Support for southwest loading area, but open to other location options</li></ul>

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### *Community Feedback*

Over the summer of 2013, the working group collaborated to create the following opportunities for community input on the accessible restrooms:

- Community Open House, July 29<sup>th</sup> (in conjunction with free concert in the park) - approximately 30 community members attended
- Online Survey - 498 people completed the survey

Key findings from the survey and open house indicated:

- Support for the need for restrooms, and that the working group had assessed the key issues to identify preliminary location
- Public support for the working group's initial conclusions regarding the most feasible locations – the southwest plaza and the loading dock on the west side of Auditorium
- Strong interest in maximizing the number of restroom units for the benefit of all users, not just those with accessibility needs
- Strong community interest in having the restrooms available for users outside of Auditorium events

### *Preferred Location*

The ADA restrooms working group of city and CCA staff analyzed preliminary options for the location of the restroom facility for compliance with accessibility codes, proximity to utilities, and several other factors. The community and boards feedback was then used to further analyze two preferred location options – the west loading area and southwest plaza.

This analysis included additional input from History Colorado (formerly the Colorado Historical Society) the CCA Buildings and Grounds Committee, and Landmarks Board representatives. The preferred location that emerged from this additional input was the west loading area because of its ability to accommodate more fixtures, reduced impacts on high activity areas, and aesthetic and historic preservation considerations.

### *Accessible Restroom Cost Sharing Recommendation*

Staff's budget estimate to construct a freestanding, six fixture, restroom structure is approximately \$125,000. The working group is still refining the operational characteristics of the restrooms (hours, cleaning and maintenance agreements, etc.), but recommends the following cost sharing arrangement for construction, operation, and maintenance of the restrooms:

- The city will finance the construction of the restrooms, using city capital improvement bond funding designated for ADA compliance
- The city will own the facility
- The Colorado Chautauqua Association will operate and maintain the facility

### **ADA Restrooms Process and Next Steps**

The working group has laid out a process that facilitates decision making from the Landmarks Board, Colorado Chautauqua Association Board, and City Council by May 2014. The overall purpose is to keep the restrooms on track for completion by the 2015 Chautauqua Auditorium events season. While the exact form of council action is yet to be determined, council approval as the landowner will be required.

The draft project schedule for 2014 is summarized below.



*Figure 1: The map above shows the west loading area preferred location option that analysis and community input informed.*

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**CHAUTAUQUA ADA RESTROOMS DRAFT PROCESS**

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<b>1. City Council Information Item</b>	February 18
<b>2. CCA Board Approval</b>	March 3
<b>3. CCA Submits Landmark Alteration Certificate Application (LAC)</b>	CCA Submits application by end of March
<b>4. Landmarks Board Public Hearing</b>	May 7
<b>5. City Council Action and Approval</b>	May 20
<b>6. Restrooms Building Permit Application</b>	2 <sup>nd</sup> Quarter 2014
<b>7. Construction</b> (starts end of auditorium program season)	Fall/Winter 2014

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**Collaborative Stewardship Update**

As noted above, the ADA restrooms project will act as a pilot to inform the collaborative stewardship process. As the approval and permitting process winds down, the working group will hold several “de-brief” meetings to shape next steps on the broader stewardship.

The overall purpose of the next phase of the collaborative stewardship is to build off of the previous work done to adopt guiding principles by putting these into action. The guiding principles are not intended to define the specific structures, processes, or agreements for making key decisions at Chautauqua. The next phase will focus on the implementation items that can put these guiding principles into action.

Leading up to and following council action on the restrooms, staff will begin developing a work plan for this next phase of the stewardship.

**ATTACHMENTS**

**Attachment A:** Collaborative Stewardship of the Colorado Chautauqua - Guiding Principles for Place Management and Fiscal Sustainability

**Attachment B:** Chautauqua Auditorium Accessible Bathrooms Needs Assessment

*Collaborative Stewardship of the Colorado Chautauqua*

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**GUIDING PRINCIPLES FOR PLACE MANAGEMENT AND FISCAL SUSTAINABILITY**

**Purpose of the Guiding Principles**

These guiding principles represent a shared statement about the nature of the Colorado Chautauqua and the manner in which its primary stewards (the City of Boulder and the Colorado Chautauqua Association) intend to collaborate in the planning and management of its future.

**1 A Public Place**

Chautauqua is a shared community resource and a public place. It is essential that it remain a place that is accessible, safe and welcoming to the general public.

**2 A Historic Landmark**

The Colorado Chautauqua is a recognized national and local historic landmark. Preservation of its historic character is of the utmost importance when making decisions about its future.

**3 A Historic Mission**

Chautauqua supports cultural, educational, social and recreational experiences that are integral to its historic character and function. Preservation and perpetuation of its historic mission and supporting operations are paramount to sustaining the spirit of Chautauqua.

**4 A Balanced Approach**

Chautauqua encompasses multiple ownerships and missions; the needs and interests of many must be balanced in a manner that protects the site and spirit of Chautauqua, in keeping with principles 1, 2 and 3. Management decisions about surrounding uses should be made with sensitivity to potential impacts on Chautauqua. At the same time, Chautauqua should be managed and preserved in a manner consistent with the community's sustainability goals and with sensitivity to impacts on surrounding residential neighborhoods.

**5 Collaborative Place Management**

To achieve the balanced approach described in principle 4, the Chautauqua area (including the CCA leasehold and adjacent parks and open space) must be collaboratively managed. In particular, the following components of collaborative place management must be clearly defined and agreed to by the city and the CCA:

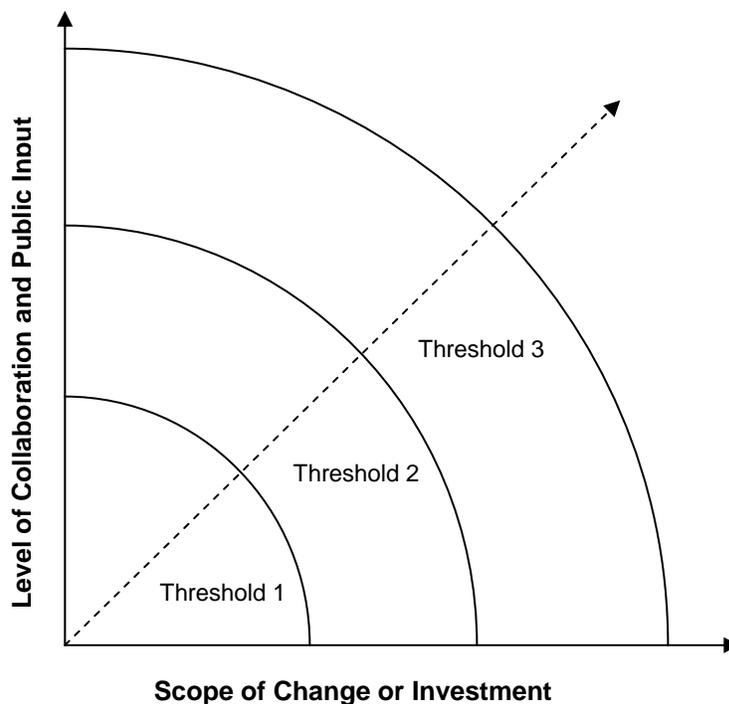
**5a Roles and Responsibilities.** The city and the CCA have the joint responsibility of preserving, perpetuating and improving the spirit and historic character of Chautauqua through collaborative stewardship and place management as well as the responsibility of managing specific public and private assets:

- *The Colorado Chautauqua Association* has the role of perpetuating the spirit and mission of the historic Chautauqua through production of cultural, educational, social and recreational experiences to benefit the Boulder community and visitors to the area. The

CCA also has the responsibility, under its lease with the city, of managing and programming certain public assets and CCA's owned cottages, lodges and other facilities in a manner consistent with its historic mission and these guiding principles.

- **The City of Boulder** has multiple roles, including: 1) **owner** of the underlying land throughout Chautauqua, three key historic buildings and an historic structure in the leasehold, serving in this role as landlord to the CCA; 2) **manager** of the public infrastructure throughout Chautauqua and of the public assets and lands outside the leasehold, including a public park and open space; and 3) **regulator** in terms of city laws. The city has the responsibility of representing the interests and priorities of the community at-large; maintaining safe and efficient access to and within the site; and coordinating policy and action in a manner consistent with these guiding principles.

**5b Thresholds for Collaborative Processes.** Effective collaboration among the multiple core entities responsible for the Chautauqua area's management is critical. In general, the collaborative processes between CCA, the city and the public should proportionately increase as the scope of the proposed change increases as illustrated in the following graph:



The following is illustrative of “thresholds for collaboration” that will be refined, clarified and agreed to by the city and the CCA to guide future agreements and decision-making processes. It may or may not be the final recommendation to have three thresholds; that will be determined in the next steps.

- **Threshold 1: Minor Modifications.** These encompass site or facility changes that do not involve significant changes to the site or public building exteriors; are led and

financed primarily by a single party; and are consistent with these guiding principles. Coordination and collaboration between the CCA and the city is essential, but successful precedents exist that can be clearly defined and followed to ensure transparency, mutual understanding and continued success. *Examples of this type of change include recent enhancements to site way finding and interpretive signage and current work to improve the bus pull-out and site circulation for improved pedestrian safety.*

- **Threshold 2: Significant Modifications Led by a Single Party.** These are changes to the site or facilities that significantly alter a city-owned building's exterior, involve new construction or demolition, significantly alter historic site patterns or designs, and/or represent a significant change in use. This level of change may be proposed by a single party but will require a higher degree of coordination and collaboration early in the process to address the concerns or needs of other parties and ensure consistency with these guiding principles. The resulting process may or may not lead to shared financial responsibility, but should ensure transparency, opportunities for public input and clarity and timeliness of decision making for the concerned party(ies). *Examples of this type of change include the potential addition of ADA-accessible bathrooms for the Chautauqua Auditorium and the concept of a new free-standing building.*
- **Threshold 3: Significant Modifications Requiring Multi-Party Investment.** These are changes similar in scope or impact to those in Threshold 2, but which would clearly benefit from joint investment in their design and implementation. Due to the shared investment, these may require an even higher degree of collaboration early and throughout the process. *An example of this type of change is the potential undergrounding of utilities around and through the National Historic Landmark area.*

**5c Guiding Policy Documents.** To support a collaborative approach to management of the Chautauqua area, key policy documents should be jointly developed and adopted by the core parties. These include, but are not limited to, the Chautauqua Collaborative Stewardship Framework (which should be revised and finalized consistent with these guiding principles) and the Chautauqua Design Guidelines.

**5d Public Information and Input.** Because the management of Chautauqua is a shared responsibility across multiple entities, it can be difficult for the public to find complete and accurate information regarding planning and management-related issues for the area. A shared approach to providing public information and opportunities for public input shall be developed and implemented to support these principles' goals for collaborative stewardship in the public interest.

## 6 A Cautious Approach to Change

While it is recognized that changes within and around Chautauqua will occur over time, decisions over these matters must be thoughtfully and cautiously considered, and collaboratively managed in accordance with these guiding principles to ensure the preservation of Chautauqua's historic character and unique sense of place.

## 7 Shared Financial Responsibility

Because the Chautauqua area is a shared resource with community-wide as well as interest-specific benefit, investments in its care and upkeep should be shared in accordance with the benefit provided to each interest or user group as well as the community at-large. This does not remove the possibility of significant changes being funded by a single party; however, when there are clear benefits to multiple entities, joint funding should be considered.

### Definitions

*Enhancement:* to make greater, as in value, beauty, or effectiveness; augment; provide with improved, advanced, or sophisticated features. In the context of historic preservation, “enhancement” is usually used to refer to the repair, rehabilitation, restoration and, in some cases, the re-creation of historically documented features.

*Historic character:* those aspects of an historic property or historic district that accurately convey a sense of its past. The National Register defines seven aspects of integrity that are important components of historic character: location, design, setting, materials, workmanship, feeling, and association. National Historic Landmarks typically possess all of these aspects of historic character/integrity.

*Historic preservation:* an endeavor that seeks to preserve, conserve and protect buildings, objects, landscapes or other artifacts of historic, architectural or environmental significance.

*Leasehold:* the property managed by the Colorado Chautauqua Association under a lease agreement with the City of Boulder as shown in *Figure 1*. The city-owned property leased by the CCA includes all the land and three buildings including the Auditorium, Dining Hall, and Academic Hall.

*Manage:* to have oversight and responsibility for the on-going affairs and/or the upkeep of a site, property, organization or business.

*National Historic Landmark:* a nationally significant historic place designated by the Secretary of the Interior because it possesses exceptional value or quality in illustrating or interpreting the heritage of the United States.



Figure 1: CCA Leasehold (outlined in red)

*Place management:* the process of preserving or enhancing an area in a manner that maintains its integrity as a “place” with a unique character and function. This is practiced through programs to enhance a location or to maintain an already attained desired standard of operation. Place management can be undertaken by private, public or voluntary organizations or a mixture of each. Despite the wide variety of place management initiatives, the underlying common factor is usually to best meet the needs of multiple users and interests (e.g., residents, visitors, and owners) in a manner consistent with the nature of the place.

*Protect and preserve:* broadly speaking, protecting and preserving is the process of determining and implementing appropriate actions to minimize change to identified historic properties or districts that would adversely affect their historic character.

*Stewardship:* the ethical overseeing and protection of something considered worth caring for and preserving.

## Chautauqua Auditorium Accessible Bathrooms Needs Assessment

### *Auditorium Usage*

- The Auditorium is not winterized and is usable only in the summer for an approximately 130 day annual season from about May 15<sup>th</sup> to a September 25<sup>th</sup>.
- In 2012, CCA hosted 58 events in the Auditorium (34 CCA events and 24 Colorado Music Festival (CMF) events). Of the 58 Auditorium events, 56 were in evenings.
- In 2012, there were 47 CMF daytime rehearsals in the Auditorium that were mostly free and open to the public.
- Total 2012 ticketed Auditorium attendance was 42,045 (22,840 ticketed for CCA events and 19,205 ticketed for CMF events).
- CCA estimates an average of 200 non-paying attendees listening on the lawn outside the Auditorium for each CCA-produced concert and an average of 125 per CMF concert. The accounts for an additional estimated 6,375 non-ticketed Auditorium attendees.

### *Current Availability of Restrooms -*

- There are no restrooms in the Auditorium.
- The closest restrooms are in the Chautauqua Dining Hall on the main dining level on the south side and below the Dining Hall on the north side. They are shared with Dining Hall guests and employees and users of the adjacent park and open space.
- The closest accessible route from the Auditorium (southwest doors) to the closest restroom door (south side of Dining Hall) is approximately 320 feet in length and slopes downhill, necessitating a significant incline on the return to the Auditorium's southwest accessible entrance.
- Neither the distance nor the incline meets accessibility requirements.

### *Patron and Community Demographics and Trends -*

- Survey Data: Ticket purchaser survey data (2012) indicates that of 704 patrons who completed the survey (6.2% response rate):
  - 35% were 55-64
  - 24% were 45-54
  - 16.5% were 35-44
  - 58% of all survey respondents said “convenient restrooms” was very important to their experience
- Age Demographics: We know from the 2010 Census that the average Boulder resident is 29 years old. This has remained constant since 1990 while Colorado and the nation have steadily aged. However, residents in the 55-64 age group has more than doubled since 1990. This age group went from 5% of the overall population in 1990 to 10% in 2010 while the citywide population grew by 17% during that same period. As the baby boomers continue to age and with the increased life expectancy of the population, the segment of the population over 65 will increase significantly in the coming years.

*Commitment to Greater Accessibility -*

- The Chautauqua Auditorium has been a popular community-serving musical and other (orators, dance, theater, comedy) public event venue for community residents and visitors of all ages and many interests since its construction by the City of Boulder in 1898. The City and the Colorado Chautauqua Association, nonprofit steward of the historic core of Chautauqua pursuant to leases with the City since 1898, collaborate to ensure the continuation and sustainability of the Chautauqua tradition. This includes its accessibility.
- Providing accessible restrooms for the Auditorium will help meet accessibility goals for Chautauqua and all City-owned buildings and will enable more community members and visitors to access and enjoy the offerings in the Auditorium each summer.