#### CITY MANAGER'S OFFICE MEMORANDUM #32-2023

DATE: Sept. 18, 2023

TO: Honorable Mayor Meredith Leighty and City Council Members

THROUGH:

Heather Geyer, City Manager Manager Jason Loveland, Interim Deputy City Manager J

James S. May, Jr., Chief of Police FROM:

Amanda J. Peterson, Director of Parks, Recreation & Culture

Allison Moeding, Economic Development Director Jessica Hulse, Crisis Response Unit Program Manager

SUBJECT: Managing Public Spaces

#### **PURPOSE**

To provide Council with follow-up regarding strategies for improved safety and cleanliness of public property that were introduced in September 2022, as well as discuss additional strategies that may be considered to assist in managing public spaces.

#### **BACKGROUND**

In September 2022, a list of strategies to improve the safety and cleanliness of public property was developed. From that list, staff identified seven strategies that were initially recommended for Council consideration. Of those, Council provided consensus to move forward with these five:

- 1. Implementation of a regular cleaning schedule at E.B. Rains, Jr. Memorial Park, Civic Center Campus, and the pedestrian tunnel
- 2. Stricter enforcement of existing ordinances, including a stronger stance on the enforcement of alcohol consumption/open containers, blocking trails, theft of shopping carts, possession of drugs and/or drug paraphernalia, and trespassing on public property
- 3. Request relocation of the volunteer and faith-based organization-hosted lunch program at E.B. Rains, Jr. Memorial Park
- 4. Submission of a letter to Adams County seeking implementation of resources on a countywide level
- 5. Move forward with demolition of the old recreation center

The strategies that were discussed but not selected for implementation in September 2022 were:

- 1. Implementation of a new ordinance disallowing shopping carts on public rights of way
- 2. Adding gates to the pedestrian tunnel

#### **UPDATE**

In the past year, all of the strategies that Council provided direction to move forward with have either been implemented or are in process. Since that time, progress has been made to improve the safety and cleanliness of some public spaces, but there have also been new challenges. Through the work of a cross-departmental staff team, additional strategies have been developed for Council consideration and discussion. The matrix in Attachment 1 includes all of the strategies that were initially presented in 2022, as well as updates and newly identified strategies to address more recent concerns.

There are eight new or modified strategies that staff and/or City Council have identified as having potential for improving the safety of community members in public spaces. These include:

- 1. Enforcement of drug use/paraphernalia (Strategy #7)
  - Although this was initially implemented within "stricter enforcement of existing ordinances," its effectiveness has been limited due to the legalization of some paraphernalia.
  - Alternatively, some jurisdictions have utilized involuntary and/or emergency commitments for individuals with demonstrated substance abuse disorder. This may be a consideration.
- 2. Implementation of a new ordinance disallowing shopping carts on public rights of way (Strategy #12)
  - This strategy was initially recommended but not implemented in 2022 due to potential legal concern at the time. New legal precedent suggests this may be a consideration now.
- 3. Implementation of a Problem Identification & Intervention Team (Strategies #1, 3, 4, 17)
  - This strategy was initially identified but not recommended in 2022, primarily due to cost. The regular cleaning schedule that has been implemented at E.B. Rains, Jr. Memorial Park, Civic Center Campus and the pedestrian tunnel as a pilot project on a smaller scale has been effective, but also time intensive. Implementation of a regular cleaning schedule in "hot spot" areas throughout the City could be highly effective but could only be achieved with a dedicated team.
  - An additional strategy that may be considered in coordination with a dedicated team is reverse posting. This could allow for immediate cleanup of encampments throughout the City (outside of a posted schedule), with notification providing instructions as to how to reclaim those abandoned items. This strategy would require significant staff time and storage capacity.
- 4. Relocation of the lunch program (Strategy #22)
  - This strategy was initially recommended utilizing voluntary compliance. Although
    Adams County has been willing to provide an alternative site, at least one of the
    faith-based hosts has been unwilling to relocate the program. The City could
    enforce the organized use policy, which would require a rental of the pavilion for
    this program to continue. Rental of the pavilion for this use could be denied, though
    other rental requests are seldom denied.
- 5. Provide a security guard at the skatepark (Strategy #31)
  - The Don Anema Memorial Skatepark is a well-used, and sometimes abused, park

amenity. Removal of the skatepark, or removal and relocation of the skatepark, would be extremely costly and may only relocate the challenges. Without the skatepark, the less favorable uses are likely to move to the playground, pavilions or other locations within the park. The youth who are skating may skate on elements not designed for such use. An alternative is to provide a security guard at the skatepark. Using contracted security has significant expense but allows the City to provide a safe place for youth, which was one of the goals when the skatepark was originally constructed.

- 6. Communication with local businesses (Strategies #35, 36)
  - Staff have observed that some businesses may be inadvertently perpetuating a
    negative image of Northglenn. There is opportunity for the Economic Development
    team to work with local businesses to create positive messaging that would help
    local businesses thrive.
- 7. Washington Point Neighborhood Engagement Process (Strategy #37)
  - Together with NURA, staff would work with a consultant to gather feedback from stakeholders regarding issues related to the conditions at Washington Point shopping center and develop a plan to respond to those concerns. Selection of a consultant to lead this effort is planned for the September NURA meeting.
- 8. Development of a Business Improvement District (Strategy #38)
  - Based on the results of the Washington Point Neighborhood Engagement Process, formation of a Business Improvement District may be one option that would help businesses work collaboratively toward property maintenance and security, making the center more appealing to customers. If successful, this model could expand to other shopping centers within Northglenn.

#### **BUDGET/TIME IMPLICATIONS**

Based on Council direction, staff would need to evaluate additional costs associated with some of the strategies. A more detailed cost analysis, implementation timeline and feasibility assessment can be completed for any of the strategies that Council desires to consider further.

#### STAFF RECOMMENDATION

Staff is seeking feedback and direction from City Council on the new and modified strategies.

#### **STAFF REFERENCE**

If Council Members have any questions, please contact Jason Loveland, Interim Deputy City Manager, at jloveland@northglenn.org or 303.450.8817.

#### **ATTACHMENTS**

- 1. Strategies for Improved Safety and Cleanliness of Public Property Matrix
- 2. Presentation

Not a recommendation in 2022, but has since been implemented

Not a recommendation in 2022, not being revisited now

Recommended in 2022, red text indicates current updates

Either a new or significantly modified recommended strategy

A newly identified strategy that is not currently recommended by staff

	ategori	Strategy	Putiti	of Property Rel	ated Ordinance	ode Secti	lor Policy	thatele thatele had	enertation Mo	the Reddired Printer	Responsibility Notes; Updated
	1	Remove all abandoned items that appear to be trash from parks and trails	Public	1336	9-11-14	No	Yes	Immediate	None	Parks Staff	This strategy was not specifically discussed, but has been implemented. A continued focus on abandoned property is recommended, though there are still some concerns with abandoned property being cleared without notice; a more aggressive approach (ie. strategy 4) may be appropriate.
	2	Abatement of camps	Public	1641	9-16-4	No	No	Current practice	72 hours		Camps tend to move within the park, or within a small region. Section 9-16-5 does address a 30-day ban or other time as determined by the judge if convicted.
Camp/Debris Clean Up	3	Earlier abatement of camps	Public	1641	9-16-4	Yes	Yes	TBD	48 hours	СМО	Time notice must remain posted does not appear to be in the camping ordinance. This would require Council communication/consensus, not a change in the ordinance. This strategy would work in tandem with #4. This strategy was not originally recommended, but has since been requested and implemented. An alternative is to utilize reverse posting, conducting immediate cleanup, storing property as required by law and posting a notice with instructions to reclaim items within 30 days. This strategy would work with strategy 17.
	4	Implement regular cleaning/clearing schedule	Public			No	Yes	Upon installation of signage	Posted sign	Parks Staff	Propose a pilot program at E.B. Rains/Civic Center/Tunnel. Cleaning between 7-10 a.m. on Monday, Wednesday & Friday mornings. Would need CRU to do the initial sweep/warning. Two parks staff would then remove, tag & store items. May have a TANF intern available to assist. Need to develop a procedure for the cleanup, as well as train 4-6 parks staff, supervisor & CRU so that work can be done consistently through vacations/other work assignments. Staff assigned to this effort would be taken from other duties during this time. This has now been fully implemented. Staff have been trained and estimates of staff time found to be fairly accurate, particularly during the summer months.

	ategory	Strategy	Public	d Property	ated Ordinance	ode Secti	or Policy	Statice Charlie	Received the Party of the Party	ite Required Prima	Notes; Updated
ortunities	5	Enforcement of blocking trails ordinance	Public	1715	9-4-14	No	Yes	Immediate	None	PD	A shift from complaint-driven enforcement to proactive enforcement may not always be possible. May require staff to provide witness testimony in court. This strategy has been implemented; used as a tool to gain compliance, citations are issued when necessary.
	6	Enforcement of alcohol/open container ordinance	Public & private	808, 1409	9-9-1	No	No	Immediate	None	PD	Police Department has increased its patrol of parks for open container violations. This strategy has been implemented; the open container ordinance has been reinforced with officers to ensure the citation is issued (not just confiscation or destruction of the alcohol).
	7	Enforcement of drug use/paraphernalia	Public & private	996, 1399, 1644	9-9-2, 9-9-3, 9-9-4	No	No	Immediate	None	PD/CRU	This strategy has been implemented, but has limited effectiveness since some paraphernalia has been legalized. Citations can be issued if residue of illegal narcotics is detected. An alternative is to explore the use of Involuntary and/or Emergency Commitments for individuals with demonstrated substance use disorder.
	8	Enforcement of smoking/vaping ban in parks	Public	1781	9-14-4(3)	No	Yes	TBD	None	PD	Normally smoking and vaping enforcement would be complaint driven; PD would give a warning to seek compliance and not issue citations. Citations will be issued in the case of non-compliance.
	9	Enforcement of littering ordinance in parks	Public & private	1336	9-11-14	No	Yes	TBD	None	PD	Police Department will need witnesses for littering cases to issue citations.
Stricter Enforcement Opportunities	10	Citation issued for all indoor trespassing violations	Public	1093	9-2-2	No	Yes	Immediate	None	PD	Clear violations of trespass a) in areas closed to public access or b) without proper payment should be issued a citation without formal warning. This strategy has been implemented; requirements have been communicated to staff to ensure best possible outcomes.
er Enfc	11	Enforcement of theft of shopping carts	Public & private						None	PD/ ED	Requires store owners to press charges; Safeway has indicated a willingness to do so. This strategy has been implemented.
Stricte	12	Implement an ordinance to disallow shopping carts on public rights of way, sidewalks or parks	Public			Yes	Yes	TBD	NA	PD/Parks	Would require consistent enforcement and a clear definition of a shopping cart (ie. carts that have been unlawfully removed from businesses). This strategy was recommended but not implemented in 2022 due to legal precedent at the time. New legal precedent suggests that this again be considered as a recommended strategy.
	13	Not allowing donated items to be left unsecured	Public & private			Yes	Yes	TBD	NA	PD/ ED	
	14	Restricting access to right of way for the sale of goods	Public			Yes	Yes	TBD	None	PD	Some individuals are selling items in the roadway (flowers, etc.) This may be a violation of failure to pay sales tax, storage of goods on the public right of way, or violation of the health code (enforceable by Adams County Health Department). Consider adding a land use provision, disallowing the sale of goods without the permission of the owner.
		Enforcement of camping ordinance in all areas, including ditches/canals	Public	1641	9-16-4	No	No	In Place	None	PD	Signage has been in place to provide notice of camping ordinance in key locations for approximately 5 years. Staff and/or a contractor provide abatement services if camps are identified; individuals are connected with services through CRU as appropriate.

#### Strategies for Improved Safety and Cleanliness of Public Property

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atrol	16	Patrol of park after hours	Public	206, 1640	17-4-1	No	No	Immediate	None		Police Department does extra patrol in parks after hours especially in the summer months and in most cases gives verbal warnings. This strategy has been implemented when police staffing allows. This includes sweeping the park at closing, which the Police Department does when officers are available. Park Rangers also conduct a sweep of the park at closing during the summer months. Can further discuss locking the E.B. Rains east gate to restrict re-entry, though not all non-sanctioned use includes entry by vehicle nor through the east lot. Committing dedicated resources to the park via overtime could be made available when resources and staffing allow.
Active Patrol	17	Implementation of Problem Identification & Intervention (PII) Team	Public			No	No	TBD	NA	CRU/Parks	Develop a 2-3 person team that is well-versed in all strategies. This multidisciplinary team could be responsible for actively identifying individuals participating in highly disruptive behavior in parks or on public property. They would have daily defined routes through all city parks and trails, conduct clean up, provide resources, and report criminal behavior. Works in tandem with other strategies, particularly #2 and #4. This strategy was not originally recommended, but may warrant further consideration based on the continued misuse of public property and the successes seen with the regular cleaning schedule that has been implemented on the Civic Campus. This would require the addition of 2-3 full time staff.

#### Strategies for Improved Safety and Cleanliness of Public Property

	ategory	Strategy	Public	or Property Rel	ated Ordinance	ode secti	Policy	gradue change	ethertetion wa	sice Required Primar	Notes; Updated
	18	Provision of day shelter	Public			Yes	Yes	TBD	NA	CRU/CMO	Need to revisit discussion about county-wide collaboration with the new Adams County Manager. No space has been identified for this type of use.
	19	Community meeting with PEH	Public			No	Yes	TBD	NA	CRU/CMO	
	20	Provision of camping property with regulations	Public & private			Yes	Yes	TBD	NA	CRU/CMO	
Prevention Services	21	Provision of long-term housing	Public			Yes	Yes	TBD	NA	CRU/CMO	Need to revisit discussion about county-wide collaboration with the new Adams County Manager. Could include discussion regarding zoning for tiny homes or a voucher program. Currently engaged with NLC Pallet Capstone project. The greatest threat or challenge is lack of available land within the City.
Preve	22	Relocation of lunch program	Public			No	Yes	TBD	NA	CRU/CMO/ PD	Work in progress; CRU spoke to the Dep. Director of Adams County Human Services and they are interested in hosting the lunch and laundry truck. CRU is coordinating with Bayaud Enterprises and the church to coordinate this effort into a full Lunch and Laundry weekly event at the Human Services Center off of 118th and Pecos. This strategy was partially successful. Although Adams County agreed to be a host site for lunch, the church continues to provide lunch at the park. An alternative approach is to utilize the organized use policy to mandate the church to relocate the ongoing lunch program.
	23	Incentivize stores to implement locking shopping carts	Private			Yes	Yes	TBD	NA	ED	Safeway has indicated a willingness to implement, but has been unable to obtain the locking carts due to product availability. Some shopping carts are from retailers outside of Northglenn.
Incentives	24	Incentivize businesses to provide tamper-proof dumpsters	Public & private			Yes	Yes	TBD	NA	ED/ PW	
<u>=</u>	25	Incentivize park care/proper use of parks with pay, food vouchers or other resources	Public			Yes	Yes	TBD	NA	ED/ HR/ Parks	

	ategory /	Strategy	Putiti	d Property	ated Ordinance	ode Secti	Policy	Procese Charge	the district we	tice Required Primer	Notes; Updated
	26	Paint over mural with solid color (white or light grey)	Public		-	No	Yes	TBD	NA	Parks/Rec	The Northglenn Arts & Humanities Foundation spent approximately \$25,000 on the mural in 2019 and have spent \$7,300 to date repairing and repainting over graffiti. We anticipate an ongoing expense of \$500 monthly to continue covering graffiti. Painting a solid color will not eliminate graffiti, but would allow for it to be covered/removed without specialized labor. Although not initially recommended, graffiti continued to be a significant problem and a decision was made to move forward with painting over the mural in the spring of 2023. Graffiti continues but it is easier and less costly to paint over with solid grey.
	27	Add gates to tunnel; limit access overnight	Public			Yes	Yes	TBD	NA	Parks/PW	\$15-18K for fabrication; may be additional costs for installation. Could close the tunnel fully for 6-8 weeks once installed, then open only from dawn to dusk. 7 a.m. until 6 p.m. during the winter months? Would need someone like the Park Ranger, PD and/or CRU to lock the gate, as there may be difficulty in getting people to leave (at least in the beginning). Parks staff could be responsible for unlocking the gate in the mornings. Initially recommended, but not a strategy that there was consensus to move forward with. A counter has been installed to monitor pedestrian trips through the tunnel. Instead of gates to close the tunnel, moving forward with improved lighting and video surveillance.
	28	Close tunnel; redirect traffic to alternate routes	Public			Yes	Yes	TBD	NA	Parks/PW	Need to evaluate costs.
ications	29	Evaluate feasibility of adding pedestrian overpass over I-25 in partnership with CDOT.	Public			Yes	Yes	TBD	NA	CMO/PW/P lanning	This is a longer term, 3-5 year solution that would require significant funding and approvals from CDOT. This approach could prompt the rehabilitation of the existing pedestrian bridge over I-25 by The Marketplace. The vision would be to have pedestrian overpasses such as what Greenwood Village has for the Arapahoe and Orchard Light Rail stations on I-25.
Physical Modifications	30	Continue with the demolition of the old Recreation Center	Public					Fall 2022	NA	CMO/PW/P lanning	While the Denver Rescue Mission overnight stay program was successful, staff recommends that Council continue to move forward with the planned demolition of the building in the fall of 2022. Even if Council wanted to reconsider use of the building for some type of preventative program, staff does not have service provider. Demolition should be complete by the end of 2023.

#### Strategies for Improved Safety and Cleanliness of Public Property

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31	Provide security guard at the skatepark	Public		-		Yes	TBD	None	Parks/PD	Provision of a trained, armed security guard at the park 7 days a week from noon through 11 p.m. to provide active patrol of the space, manage inappropriate behavior and contact police for all illegal behavior would allow the city to provide a safe place for recreation while also managing unwanted activity. If this is a desired approach, staff can conduct a cost assessment.
32	Remove Skatepark	Public				1	TBD	None	Parks/PW	Removal of the skatepark would be a costly endeavor, and would likely not discontinue the behaviors. The behaviors that are happening may move to an even less desirable location such as the nearby playground, neighborhood, etc. The cost to remove the skatepark and rehabilitate the park (irrigation, turf, etc.) is anticipated to be \$500,000.
33	Remove & Replace Skatepark	Public				1	TBD	None		Removal and replacement of the skatepark is an extremely costly endeavor, and would likely simply move the problematic behaviors that have been identified. The cost to do so is estimated to be approximately \$2,500,000.
34	Minimize CDOT Right of Way Access	Public				l l	TBD	None	CMO/PW	Individuals have been observed entering CDOT right of way on the east side of I-25 between 104th and 108th. This area is between the concrete sound wall and a chain link fence, and is minimally maintained. The chain link fence has been cut in several locations so that people can gain access ot the space. CDOT has been contacted on several occasions to make repairs to the chain link, mow and address encampments. The request has been escalated by the City Manager to the Regional Deputy Director for response.

	ategory	Strategy	Public	of Property	ated Ordinance	ode Secti	lor Policy	Practice Challes	enertation Mo	ite Redired	Notes; Updated
u.	35	Communication with local businesses	Private			No	Yes	TBD	NA	ED/CMO/	Staff have observed that employees at some businesses perpetuate a negative image through comments to patrons (ie. "You don't look like you belong in this neighborhood.") Opportunities to communicate directly with both staff and patrons can be established through business and community meetings. One example is Coffee with the Chief at Safeway.
Communication	36	Communication with Community	Public			No	No	Immediate	None	PD/Comm	Police and Communications sharing more information on social media regarding successes, specifically in crime prevention or criminal apprehension.
Com		Washington Point Neighborhood Engagement Process	Private	1	1	No	No	Fall 2023	TBD	ED/CMO	Together with NURA, work with a consultant to gather feedback from stakeholders regarding issues related to the conditions at Washington Point shopping center.
	38	Business Improvement District	Public & private	1	1	No	Yes	TBD	NA	ED/CMO	Exterior improvements to shopping centers may help make businesses more appealing to customers, help employees take pride in their workplace, etc.
	39	Letter to ADCO asking for implementation of resources on the county level	Public			No	No	Immediate	NA	CMO/	Submit a letter from the Mayor & City Council imploring the county to take action by moving forward with the provision of housing, day shelter and other resources for PEH in a meaningful and effective manner. Suggested & supported by City Council during the 8/22 study session. A letter was submitted to Adams County.
Regional Collaboration	40	Bridge Summit	Public	1	1	No	No	Current practice	NA	CMO/CRU	The Bridge Summit was a response to the dinner focused on homelessness with the Board of County Commissioners. The Bridge Summit initiated a conversation across cities to focus on collaborated efforts. Impacts of the Bridge Summit are still being discussed and implemented.
Regional C	41	Detox Center	Public			No	No	TBD	NA	CMO/CRU	A Request for Information has been issued for a detox center. The RFI's intent is to find current service providers who are interested and have the capacity to run the detox program.
	42	Juvenile Assessment Center	Public			No	No	TBD	NA	CMO/CRU	
	43	Development of Youth Shelter in Thornton	Public			No	No	TBD	NA	CMO/CRU	The City of Thornton is collaborating with Community Reach Center and the District Attorney's Office to establish a youth shelter in an existing building. Referrals will be allowed from external sources. The youth shelter's programming is still under development.

# MANAGING PUBLIC SPACES

#### **Council Meeting**

Sept. 18, 2023

**Jason Loveland** 

Interim Deputy City Manager 303.450.8817 jloveland@northglenn.org

James S. May

Chief of Police

**Amanda J. Peterson** 

Director of Parks, Recreation & Culture

**Allison Moeding** 

**Economic Development Director** 

Jessica Hulse

Crisis Response Unit Program Manager



# **PURPOSE**

To provide follow up and introduce additional strategies, as well as to facilitate discussion regarding the management of public spaces.

# **BACKGROUND**

### **Concerns Identified**

- People feeling unsafe in shopping areas and parks
- Encampments or abandoned property in rights of way
- Public drug and alcohol use
- Lack of resources

### **BACKGROUND**

# September 2022

CONT'D

- ☑ Cleaning schedule at Civic Campus and E.B. Rains Park
- ☑ Stricter enforcement of existing ordinances
- Request relocation of lunch program
- Recommendation to Adams County to implement resources on a county-wide level
- Demolition of old recreation center

### **BACKGROUND**

CONT'D

# September 2022

- Prohibit shopping carts on Right of Way
- Add gates to pedestrian tunnel

# **NEW CONSIDERATIONS**

# September 2023

- Updated matrix
- Eight strategies identified
  - Feasible
  - Legal precedent
  - More aggressive
  - Not funded

### DRUG USE/PARAPHERNALIA

- Discussed and implemented in 2022
- Legalization of paraphernalia impacted effectiveness
- Involuntary and/or emergency commitments

# SHOPPING CARTS IN RIGHT OF WAY

- Discussed and not selected in 2022
- New legal precedent

# PROBLEM IDENTIFICATION & INTERVENTION TEAM

# Strategies #1, 3, 4, 17

- Discussed and not selected in 2022 (cost)
- Dedicated team of 2 to 3 staff
- Scheduled cleanings (expansion of Civic Campus pilot)
- Reverse posting

### RELOCATE LUNCH PROGRAM

- Discussed and recommended in 2022
- Partially successful using voluntary compliance
- Require and/or deny rental

### SECURITY GUARD AT SKATEPARK

- New strategy
- Contracted security guard
  - Allows seasonal and peak hours flexibility
- Skatepark is well-used.

- Removal and/or relocation is costly.
- Youth need a safe place and sense of belonging.

### COMMUNICATION WITH BUSINESSES

# Strategies #35, 36

- New strategies
- Some businesses/employees may be inadvertently perpetuating a negative image of Northglenn.
  - Impacts both the City and the business
- Assist with positive messaging

### WASHINGTON POINT ENGAGEMENT

- New strategy
- Collaboration with NURA and consultant
- Community stakeholders
- Hear concerns, develop plan, respond
- Begin implementation in September

### BUSINESS IMPROVEMENT DISTRICT

- New strategy, with property owner consent
- Provides funding for cooperative property maintenance and security
- Increase curb appeal
- Model could start at Washington Point and expand to other shopping centers in Northglenn.

### DIRECTION

Strategies NOT to proceed with?

Additional ideas from Council to discuss?

Strategies to implement or further explore?

# QUESTIONS?

