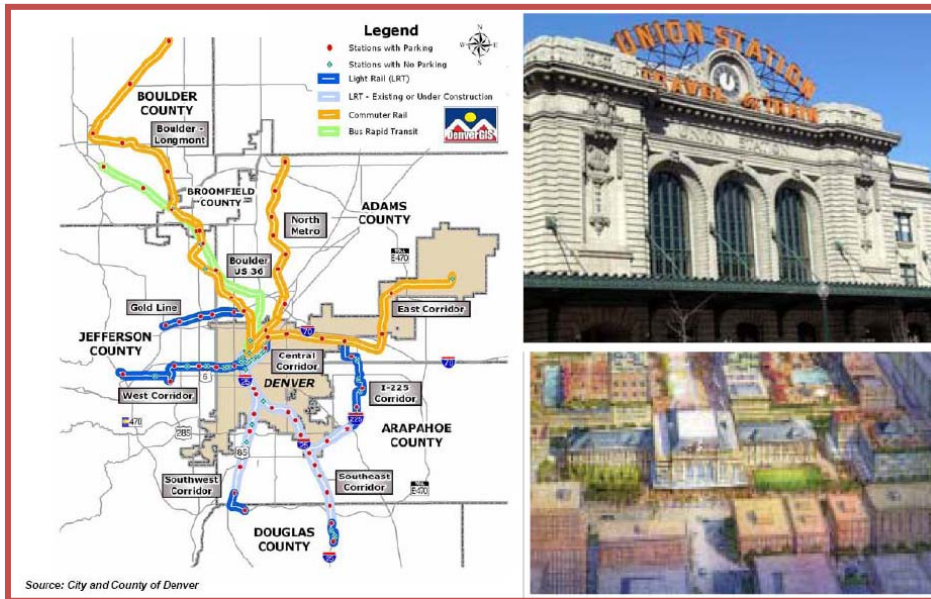


Transit Oriented Development Economic Analysis and Market Study

TOD Station Area Strategies,
Implementation/Phasing Toolbox & Matrix



PREPARED FOR
City and County of Denver
Community Planning and Development



DENVER
THE MILE HIGH CITY

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Introduction

1.1 Study Purpose

The Denver FasTracks transit initiative, a \$6.1 billion regional infrastructure investment that will add 119 miles of new rail lines and 70 new stations, brings the Denver region an unprecedented opportunity to promote and facilitate transit-oriented higher density, mixed-use residential and commercial development. Recognizing this opportunity, the City and County of Denver has taken a proactive approach toward refocusing growth into neighborhoods and districts near existing and future transit stations. The City is interested in exploring potential public and private sector actions to facilitate TOD.

Six (6) transit corridors and ten (10) station areas were selected for in-depth analysis to help the City identify *TOD Station Area Strategies* for design and development strategies. These corridors and selected stations include: 1) Central CPV corridor - 10th and Osage, Alameda, and Auraria West; 2) Southeast corridor - Colorado and Southmoor; 3) East corridor - 40th and 40th; 4) West corridor - Decatur and Sheridan; 5) Southwest corridor - Evans; and 6) Gold - 38th and Inca.

The overall objectives of the *TOD Economic Analysis and Market Study* are to better understand the economic environment in which the City of Denver can plan for TOD, and to develop specific strategies related to the types and intensities of uses that are appropriate for the different station areas.

Specifically *TOD Station Area Strategies* provides preliminary actions for each of the 10 selected station areas regarding:

- Design and use themes
- Market niches
- Potential development programs (e.g. theme, amount, type, mix)

The proposed land use mix and development character identified for each station area is based on the following precepts identified by the City and County of Denver:

- Create vibrant urban places
- Accommodate a variety of housing types affordable at a range of household income levels
- Provide an increased ridership base for transit services
- Provide needed infrastructure
- Generate fiscal benefits (e.g. tax revenue) for the City and County of Denver, after paying for necessary infrastructure through available public finance mechanisms
- Attract new businesses and create employment opportunities

The *TOD Implementation and Phasing Toolbox* provides action steps and phasing strategies to address the potential “disconnect” between development activity prior to when a transit station opens and the construction of the transit service. Typically, the development impact of transit tends to lag system opening. The *TOD Implementation and Phasing Toolbox* provides a recommended course of action for overcoming this disconnect.

The *TOD Implementation and Phasing Matrix* also provides a system-wide implementation and phasing matrix designed to serve as a general operational document and management tool. The matrix is based on market study findings, system-wide and corridor opportunities and station area requirements (including TOD related infrastructure and potential for public financing of same). The matrix, which identifies roles and responsibilities for public agencies and stakeholders, is meant to serve in conjunction with the TOD Strategic Plan as the work program for achieving TOD goals, objectives, and milestones.

1.2 Work Completed

To develop the *Station Area Strategies*, the *TOD Economic Analysis and Market Study* Project Team (the BBPC Team) completed the following tasks:

- 1) ***Evaluated Critical Success Factors*** to determine each station area’s potential for TOD. This evaluation was based on a number of factors, including, but not limited to: site characteristics; demographics and local economic conditions; accessibility; supportive zoning and land use controls; real estate market conditions; major attractions; probability of residential/commercial development; available land for TOD; public sector investment/support; private sector investment/support; and joint development potential.
- 2) ***Conducted Field Surveys*** of the station areas and surrounding market areas. Vacant and underutilized land and buildings within the immediate station areas were delineated with input from the Denver City and County Community Planning and Development Department. Detailed evaluation of demographic and economic conditions within ½ mile walkshed of transit stations were examined, along with identified market service areas by use type, to identify development opportunities and constraints (Task 3). Development opportunities were translated into square feet of commercial and residential dwelling units (Task 3). General characteristics of development have been delineated.
- 3) ***Participated in a Series of Key Leadership Interviews*** with selected economic, real estate, financial community, neighborhood organization, and other stakeholder representatives in order to identify development, economic and market issues associated with each station area. Interviews helped identify policy incentives, public

and private sector interests, and key elements that may influence the characteristics of development around individual stations.

- 4) ***Reviewed Potential for Office, Retail and Residential Development*** identified through the *TOD Opportunities and Constraints* analysis, including identified station area market capture and potential development level for each use. Particular focus was given to the financial conditions and specialty market niches for TOD, including development costs, market rents/sales, and public/private partnership potential that could be served within these transit station areas.
- 5) ***Formulated Strategies*** by station area based on the results of subtasks 1 to 5, including those related to design and use themes, market niches, and potential development programs (e.g. theme, amount, type, mix).

To provide a recommended *TOD Implementation and Phasing Toolbox*, the Project Team completed the following tasks:

- 1) ***Reviewed Growth Projections*** for demand for new office, residential, and retail space in the near- and long-term future (i.e. through 2015, and 2015 to 2030) estimated as part of *TOD Opportunities and Constraints* (particularly the top-down allocation of corridor demand to station areas contained at the close of that report).
- 2) ***Outlined Actions to Facilitate Phasing*** to address the timing discord between near-term development opportunities and longer-term transit operation, and facilitate proactive and forward-looking transit oriented development planning. The Project Team has identified interim means for near-term development projects and land assembly strategies to accommodate future longer-term TOD opportunities once transit service begins.

As part of the *TOD Implementation and Phasing Matrix*, the Project Team completed the following tasks:

- 1) ***Reviewed key findings*** of work completed as part of the *TOD Economic Analysis and Market Study* that identified market conditions, corridor opportunities/constraints, and station area requirements to facilitate TOD.
- 2) ***Identified appropriate mechanisms*** through which the built environment may be reconciled with market demands to achieve more successful TOD communities. The Project Team identified regulatory and financing tools and incentives that can be used in developing and enhancing mixed use, compact, walkable communities that are transit-friendly within station areas. The phasing matrix outlines actions by station area required to facilitate proactive TOD planning, design and development, and addresses phasing and the timing discord between near-term development opportunities and longer-term transit operation.

3) **Assigned public sector roles and responsibilities** to facilitate TOD. These roles and responsibilities include those related to:

- Marketing TOD opportunities
- Providing incentives for TOD
- Ensuring sufficient infrastructure is available to support TOD
- Assembling land for TOD
- Helping to secure financing
- Conducting station area planning
- Establishing non-profit organizations to assist with TOD activities and funding

Potential zoning and regulatory changes and/or incentives to facilitate private sector interest in TOD have been identified, as have regulatory requirements to achieve desired public sector objectives. Existing and innovative funding mechanisms for planning have been identified, and potential *Memoranda of Understanding* and *Joint Development Agreement Guidelines* have been delineated (included in the appendix).

1.3 Report Organization

The *TOD Station Area Strategies, Implementation and Phasing Toolbox and Matrix* report includes the following sections:

1. Introduction
2. Station Area Strategies
3. TOD Implementation and Phasing Toolbox
4. TOD Implementation Strategy by Station Area
5. System-wide TOD Implementation and Phasing Matrix
6. Appendix

1.4 Participating Stakeholders

The *TOD Station Area Strategies, Implementation and Phasing Toolbox and Matrix* were informed by the insight of a variety of stakeholders. Individuals that lent their time and expertise to the Project Team include representatives of the following organizations and companies:

- City and County of Denver Community Planning and Development (CPD)
 - City and County of Denver Office of Economic Development (OED)
 - City and County of Denver Public Works Department
 - Regional Transportation District (RTD)
 - Denver Regional Council of Governments (DRCOG)
 - Denver Urban Renewal Agency (DURA)
 - Enterprise Community Partners, Inc.
 - Metro Denver Economic Development Corporation (EDC)
 - CB Richard Ellis
 - Continuum Partners LLC
- Urban Frontier
 - Citiventure
 - Mile High Development
 - Trammell Crow
 - Cherokee Denver LLC
 - Urban Ventures
 - Littleton Capital Partners
 - East West Partners
 - Cypress Real Estate Advisors
 - Denver Design District
 - Cohens Development Team
 - Starboard Realty Group
 - Mercy Housing
 - Frederick Ross and Company

TOD Station Area Strategies

2.0

2.1 TOD Station Area Critical Success Factors Overview

Based on our evaluation of the Denver region and experience with TOD, the Project Team has identified 8 key factors that influence the degree and timing of concentrated development occurring at transit stations. These factors are based on local factors and the attributes of other successful TOD projects nationwide and include the following:

1. **Positive Demographics and Local Economy.** The degree and timing of concentrated development is tied to the extent of the existing residential population and commercial base and the station area's potential for increased density and/or an employment base to support TOD. Accordingly, the current number of residents, number of businesses and median income levels were taken into account as key demographic and economic factors.
2. **Accessibility.** Transit station areas with a high degree of accessibility are convenient and easy to travel to and from by a variety of modes, including pedestrian, bicycles, automobiles, and other transit modes. These station areas offer a strong degree of directness for reaching destinations and simplicity of finding destinations with clearly marked signage. Existing transportation connections and multi-modal options were therefore evaluated by station area.
3. **Supportive Zoning/Land Use Controls and Design Standards.** Transit stations with supportive zoning/land use controls and design standards have codified requirements that encourage increased development densities, endorse mixed-use development, reduce parking requirements, reduce buildings setbacks, and promote pedestrian friendly development. The presence of zoning that supports higher intensities or pedestrian-scale commerce (e.g. CMU-10, RMU-20, MS-1, and MS-2) was assessed.
4. **Real Estate Market Conditions.** Under ideal conditions, the local and regional real estate market is supportive of transit supportive development (e.g. multi-family residential, commercial/retail, entertainment, hospitality, etc.). In addition, properties in the station area sell well, have strong absorption rates, and healthy lease rates/sales prices. These factors as they pertain to each station area and broader surrounding market area were evaluated.
5. **Major Attractions.** Stronger near-term potential is found at station areas that are proximate to major attractions that create a destination for riders or visitors. The presence and scale of sporting/entertainment venues, large educational institutions, and commercial nodes/corridors were evaluated.
6. **Available Land for TOD.** Transit station areas offering property available for development or redevelopment either through acquisition or land assembly offer

near-term potential for TOD. The presence of large vacant or underutilized sites were factored into account.

7. **Private Sector Investment/Support.** Potential for near-term TOD is heightened when transit station areas have private sector support and ongoing or proposed private development projects in place, which will support TOD. The level of recent and pipeline development activity was assessed.
8. **Joint Development Potential.** TOD potential increases when the opportunity exists for potential public/private joint development within identified sites in the transit station area. The presence and scale of parcels owned by public entities such as the City and RTD were evaluated.

The Project Team assessed each of the 10 selected station areas and ranked each according to the 8 critical factors in order to compare the potential timing of TOD at each station.

The rating choices, as delineated by the City's Community Planning and Development, include:

- **Strong** - station area offers ripe opportunities for TOD
- **Emerging** - station area offers moderate potential for TOD (though not immediate)
- **Long-Term** - station area offers relatively low potential in the near-term, but offers opportunities for longer-term development

These ratings are summarized in Exhibit 2-1.

**Exhibit 2-1: Critical TOD Success Factors
by Selected Station Area**

Corridor/ Station	#1 Demo. Econ.	#2 Access	#3 Zoning	#4 Market	#5 Attractions	#6 Available Land	#7 Private Sector Support	#8 Joint Development
Central								
10 th and Osage	Emerging-Strong	Long-Term	Long-Term	Emerging	Emerging	Long-Term	Emerging	Emerging
Alameda	Emerging	Emerging-Strong	Emerging	Emerging	Emerging-Strong	Strong	Emerging-Strong	Emerging-Strong
Auraria West	Emerging	Emerging	N/A	Emerging	Strong	Emerging	Emerging-Strong	Long-Term
Southwest								
Evans	Emerging	Emerging	Emerging	Emerging	Emerging	Emerging	Long-Term	Long-Term
Southeast								
Colorado	Strong	Strong	Emerging-Strong	Strong	Emerging-Strong	Emerging	Strong	Emerging
Southmoor	Emerging	Emerging	Emerging	Emerging	Emerging	Emerging	Emerging-Strong	Emerging
East								
40 th and 40 th	Emerging	Long-Term	Long-Term	Long-Term	Emerging	Emerging	Emerging	Emerging
West								
Decatur	Long-Term	Long-Term	Emerging-Strong	Long-Term	Emerging	Emerging-Strong	Long-Term	Strong
Sheridan	Long-Term	Emerging	Emerging	Long-Term	Long-Term	Long-Term	Emerging	Emerging
Gold Line								
38 th and Inca	Long-Term	Long-Term	Emerging	Long-Term	Long-Term	N/A	Emerging-Strong	N/A

Source: BBPC

Each station area presents potential for transit-supportive development, though some stations offer relatively stronger potential for near-term development. The following summarizes the market potential by station area based on an assessment of 8 critical success factors for TOD.

Strong:

- Colorado
- Alameda

Emerging:

- Decatur
- Southmoor
- Auraria West
- 10th and Osage
- 40th & 40th

Long-Term:

- Sheridan
- 38th and Inca
- Evans

Stations with strong development potential, transit in operation, and ready development sites offer the best market opportunities for near-term development. At other stations, market opportunities are emerging, as developers have expressed interest in the future potential of these stations and the added amenity afforded by transit. Still other stations exhibit longer-term market opportunities, as the market has not yet ripened for transit-supportive, mixed-use development.

Summary TOD Potential by Station Area		
Station	TOD Typology	Market Opportunity
Central		
10th and Osage	Urban Neighborhood	Emerging
Alameda	Urban Center	Emerging
Auraria West	Campus	Emerging
Southwest		
Evans	Urban Neighborhood	Long-Term
Southeast		
Colorado	Urban Center	Strong
Southmoor	Urban Center	Emerging
East		
40th and 40th	Major Urban Center	Emerging
West		
Decatur	Urban Center	Emerging
Sheridan	Urban Neighborhood	Emerging
Gold Line		
38th and Inca	Urban Neighborhood	Long-Term

Source: BRPC 2007

The Colorado and Alameda station areas provide a strong market opportunity with near-term opportunities for transit-supportive development. In contrast, the Evans and 38th and Inca station areas exhibit longer-term market opportunities. Emerging opportunities are found at 10th and Osage, Alameda, Auraria West, Southmoor, 40th and 40th, Decatur, and Sheridan.

The next section provides preliminary station area strategies that take the critical factors evaluation into account. These strategies recognize the potential for TOD that is present at each of the station areas, and offer suggestions regarding how to harness the relatively strong potential at some station areas, and how to overcome constraints at other stations that currently offer relatively lower potential for TOD.

Station Area Strategies

Based on the evaluation of critical success factors at each station area and results of selected station area workshops, the Project Team has prepared preliminary station area strategies for each of the ten selected stations.

The strategies have been designed to complement and offer input to the station area planning efforts underway by the City and County's station area design consultants. They were informed by best practices in transit oriented development from communities across the nation, as well as understanding of current efforts underway in Denver.

The strategies include:

- **Design, use, market niche and housing mix** - themes for design, types of uses, target market niches for retail/residential/employment uses, and mix of affordable/workforce and market-rate housing.
- **Potential model development** - pulled from the Project Team's knowledge of successful transit-oriented developments around the nation. These models were chosen based on similarities between their unique contexts and the station areas in Denver (e.g. similarities in terms of land use mix, market position, presence of community organizations, defining landmarks/features, etc.).
- **Strategies for implementation** - suggestions regarding design and infrastructure investments and enhancements, organizational roles, and marketing/promotional activities to improve the desirability and market appeal of individual station areas.

The following provides one-page summaries for the 10 selected station areas along six existing and future transit corridors as part of this study:

- | | |
|--|---|
| 1) Central CPV corridor <ul style="list-style-type: none">• 10th and Osage• Alameda• Auraria West | 4) West corridor <ul style="list-style-type: none">• Decatur• Sheridan |
| 2) Southeast corridor <ul style="list-style-type: none">• Colorado• Southmoor | 5) Southwest corridor <ul style="list-style-type: none">• Evans |
| 3) East corridor <ul style="list-style-type: none">• 40th and 40th | 6) Gold <ul style="list-style-type: none">• 38th and Inca. |

TOD Implementation and Phasing Toolbox

3.0

3.1 Overview

The realization of transit-oriented development will require a combination of private and public sector support, ideally including involvement at the local, regional, and state level. Based on an assessment of RTD-reported station area pipeline development and station area household, office, and retail employment forecasts, approximately 40 percent of the demand for new residential, office, and retail space through 2030 could occur prior to 2015.¹ Several of the FasTracks corridors will not be completed until 2015 or later, suggesting that by the time transit service is operable, many of the station areas may have already experienced a significant level of (re)development.

Historically, when transit is added to an area, changes in land uses and development lag from the construction of the transit service. Proximate areas are not developed in anticipation of the improvement in accessibility. Given the potential demand for housing, retail, and office space in advance of the institution of transit service, it is necessary for local municipalities, RTD, and the development community to work in partnership to stimulate transit-supportive development and discourage uses that would be less supportive. The Project Team has outlined a variety of implementation and phasing strategies that the City and County of Denver, other local jurisdictions, RTD, and the development community can implement to ensure successful TOD within existing and future transit corridors.

The TOD implementation strategy can be categorized by the following types of general mechanisms:

- Regulations, Guidelines, and Development Memoranda of Understanding;
- Direct and Indirect Financial Incentives;
- Financing/Funding Methods;
- Land Assembly Strategies; and
- Small Business and Technical Assistance.

Several of the TOD implementation tools can be used to encourage the appropriate phasing of development prior to transit investment. These include:

- Land Banking and Assembly Methods;
- Interim Uses;
- Zoning and Density Bonuses;
- Infrastructure Improvements, Special Assessments and Tax Incentives; and
- Joint Development, Revenue Sharing and Cost Sharing.

¹ Station area pipeline development reported in the RTD Transit Oriented Development 2006 Status Report

The City and County of Denver presently offers a broad array of programs that could be used to effectuate transit-supportive development. Rather than providing an exhaustive list of programs already available in the City and County, we have highlighted key existing programs that could be focused or expanded as well as innovative strategies not currently used in Denver that could help facilitate transit-oriented development.

3.2 Implementation Toolbox

Regulations, Guidelines, and Development Memoranda of Understanding

Formalizing standards for transit-oriented development - whether through local regulations and ordinances, guidelines, or memoranda of understanding - is a key first step in facilitating the type of development that will support transit service. New zone districts with TOD supportive attributes, adopted plans and general development plans, parking districts, commercial linkage ordinances, joint development guidelines, memoranda of understanding, and special tax assessments have been used successfully by many other jurisdictions and transit agencies to facilitate TOD.

Many of these tools are in use in Denver, but their use could be refined or expanded. The following table offers a synopsis of these strategies, their current use in Denver, and locations of case studies/models for using the tools.

Regulations, Guidelines and MOU TOD Toolbox		
Strategy	Status in Denver	Case Study Location
New Zone Districts with TOD Supportive Attributes	Zoning categories supportive of TOD have been developed, but could be refined based on national models and to respond to individual station area needs	Tempe Transportation District http://www.tempe.gov/zoning/ZDCcode/ZDCpart5.pdf
Adopted Plans and General Development Plans (GDPs)	Small area plans used for many station areas; GDPs in use for large projects in station areas	City of Minneapolis Approved TOD Master Plans and Other Plans http://www.ci.minneapolis.mn.us/cped/plans.asp
Parking Districts	Likely to be studied as part of a City-wide parking study	Pasadena, CA; Bethesda and Silver Spring, Montgomery County, MD http://www.oldpasadena.org/info.asp ; http://www.montgomerycountymd.gov/content/omb/fy05/ciprec/vol1/11-pkg.pdf
Commercial Linkage Ordinances	Not used	Boston and San Francisco Case Studies and Overview http://www.policylink.org/EDTK/Linkage/
Joint Development Guidelines	RTD has drafted guidelines, but refinements based on model guidelines could be made	Bay Area Rapid Transit; Washington Metropolitan Area Transit Authority http://www.bart.gov/about/history/history_1.asp ; http://www.wmata.com/bus2bus/jd/revised_policies/RevisedGuidelines.pdf
Development Memoranda of Understanding	Currently used by the Denver Housing Authority (DHA); DHA, RTD, and the City could expand use in future	Hampton Roads Transit and City of Norfolk, VA
Special Tax Assessment Districts	Currently used for variety of purposes in Denver (e.g. downtown BID), could be targeted to TOD areas	New York Avenue, Washington, DC http://ncppp.org/cases/nystation.shtml

Source: BBPC, 2007

- **New zone districts with TOD supportive attributes**, including those for the *interim period* (that is, before transit becomes operable) and the transit operation period. These zones typically allow for increased densities and reductions in required parking, enable mixed-use development, and prohibit uses that would not be transit-supportive. Innovative parking standards include parking maximums, no requirement for parking, and unbundling of parking and development. The zone districts may also be linked to design guidelines for the station area, or may provide for a form based code system or a hybrid code rather than traditional zoning.

Providing interim TOD zoning that prohibits certain uses (e.g. auto-oriented retail and services and industrial uses), reduces parking requirements, and allows for increased density is a strategy the City and County of Durham, North Carolina has recently used. The interim zoning is then replaced with zone districts with supportive TOD attributes for the operation period which allows for even higher densities and further reductions in required parking (including maximum parking ratios or no requirement for parking).

- **Adopted plans and general development plans (GDPs)** are being used to engage the community, identify and vet station area (or project area) issues, and address infrastructure needs. Small area plans allow community members to focus on the local issues pertaining to a station area while taking into consideration the larger contextual goals of the City. Such focus results in detailed, community-driven recommendations and implementation tools that can offer developers and property owners a blueprint for future investment and enhanced knowledge of the types of development that will be palatable to the community.

GDPs provide a tool for large, often phased developments that benefit from more detailed plans than traditional site plans, and are required for projects situated within T-MU-30 zone districts. Applicable to projects encompassing over 12 acres, GDPs provide a mechanism to address the infrastructure needs of large projects. They have been used (or are being used) on large-scale transit oriented development projects in Denver, such as Cherokee, Stapleton, and Denargo Market.

- **Parking districts** may be established by the City for public parking - either on-street or in parking facilities. These districts set up a management entity and process through which new developments have the option of paying into a fund rather than constructing parking (payment in lieu of parking, or PILOP). The parking fee is often structured to be less than the actual cost of providing a parking space to offer the developer an incentive for choosing the PILOP option. The management entity is then in charge of constructing and operating pooled parking for the entire district, and may also manage other programs, such as arrangements with shared car service providers (and spots designated for shared cars may be reserved in new parking facilities). Parking districts often work best when the station area has an existing supply of parking to use while the fund is building, and when seed money is provided (either by local, state, or federal resources) to boost the parking fund. Revenues

collected within these districts may also be utilized to fund transit supportive infrastructure (similar to Old Pasadena, which used parking meter revenues to fund streetscape enhancements that have supported downtown investment).

- **Commercial linkage ordinances** are an innovative method of financing affordable and workforce housing that recognizes the link between new job creation and need for new housing. These programs, which are in use in cities such as Boston and San Francisco, require developers of commercial buildings to either construct affordable housing or pay into an affordable housing trust fund. The amount of fee is typically assessed on a per square foot basis, and may differ depending on the type of commercial development (e.g. retail, office, hotel, etc.). Commercial linkages were studied in Denver during the drafting of the City's inclusionary housing ordinance, but were tabled for consideration at a later date. With the strong potential to incorporate affordable and workforce housing within FasTracks station areas, the timing may be ripe for revisiting commercial linkages.
- **Joint development guidelines** that provide a framework for transit authorities to enter partnerships with private developers to redevelop authority-owned land. RTD has already drafted joint development guidelines in their TOD Strategic Plan. The Project Team has offered an expanded version of these guidelines (available in the appendix) that incorporates model language from joint development guidelines used by the some of the nation's largest transit providers (including WMATA in Washington, DC and BART in San Francisco, CA).
- **Memoranda of understanding (MOU)** are legal agreements that can be used to formalize public-private partnerships. They can be used to stipulate terms of joint development agreements, shared parking arrangements, or agreements between local municipalities and developers. The Denver Housing Authority has used memoranda of understanding (MOU) to work with public and private groups, and should consider expanded use of MOUs as a potential developer within station areas. The Project Team has provided draft memoranda of understanding (MOU) as a template for development agreements between RTD and private developers (included in the appendix).
- **Special tax assessment districts** are legislated districts often created to fund infrastructure improvements associated with development. The City and County of Denver offers two types of special assessment districts than may be used: charter districts and statutory districts. Charter districts are public improvement districts and local maintenance districts created and operated by the City and County for the construction and maintenance of public improvements, and are funded by annual assessments. Statutory districts are independent districts with the ability to separately tax, assess and impose fees (examples include Business Improvement Districts).

Direct and Indirect Financial Incentives

In addition to direct financial incentives to facilitate transit-oriented development, regulations can provide a number of indirect financial incentives. Indirect incentives often used to facilitate development include flexible zoning provisions and detailed station area plans, while direct incentives include reduced development fees, expedited development review, and team inspections to streamline and reduce the total costs of the review and permitting process. The following table identifies the current status of such incentives as they are used in Denver and potential models for using each tool.

Financial Incentives TOD Toolbox		
Strategy	Status in Denver	Case Study Location
Flexible Zoning Provisions and Station Area Plans	TOD zoning has been developed, but could be refined to incentivize development; station area planning is underway and exemplary	Tempe Transportation District http://www.tempe.gov/zoning/ZDCCode/ZDCpart5.pdf
Reduced Development Fees, Expedited Development Review, and Team Inspections	Denver offers a broad toolkit of incentives for economic development, but could target incentives toward TOD efforts	Fairfax County, Virginia http://www.fcrevit.org/resources.htm

Source: BBPC, 2007

Selected types of direct and indirect financial incentives include:

- **Flexible zoning provisions** (e.g. setbacks, parking, etc.) - often codified in a new zone districts that support TOD, as described above.
- **Station area planning** - provision of detailed station area plans that identify a community-vetted, desired mix of uses and intensities can serve as an indirect incentive to development in that such plans reduce the risk of a lengthy and costly public review process.
- **Reduced development fees** - decreased impact, user, or permitting fees for transit-oriented development.
- **Expedited development review** - since developers often cite the length of the review and permitting process as a barrier to implementing transit-oriented development, strategies such as one-stop TOD shops, removal or consolidation of steps in the review process (a “green tape” program), or conducting some of the permitting steps in advance of the development proposal can all serve as incentives for TOD. Additionally, station area plans that engage the community and vet issues of uses and intensities can serve to expedite the overall development process.
- **Team inspections** - by bringing together a team of code officials to jointly inspect a property, team inspections allow the property owner or developer an assessment of all major code/permitting issues before a building plan is submitted for review. For

example, Fairfax County, Virginia allows property owners or developers considering changing the use of an existing structure to apply for a team inspection which costs \$325.

Financing/Funding Methods

Financing and funding of infrastructure to support transit-oriented development is often a critical factor in whether or not such development will occur. Infrastructure for TOD can include extensive reconstruction of the street network (or introduction of new streets), installation of structured parking, addition of pedestrian enhancements and public plazas, and storm water infrastructure. Obtaining financing and/or funding for these important infrastructure enhancements can be a key challenge in effectuating transit-oriented development. The following table provides an overview of such strategies, their current status and use in Denver, and locations of case studies for their use.

Financing/Funding TOD Toolbox		
Strategy	Status in Denver	Case Study Location
Capital Improvement Program (CIP) Bonds	Basic infrastructure investments are underway at a number of station areas in Denver through the City's Department of Public Works	Arlington County, VA http://www.arlingtonva.us/Departments/Communications/PressReleases/6137.aspx
New Market Tax Credits	The Department of the Treasury has allocated \$40 million of NMTCs to the City of Denver, which is working with the Colorado Housing and Finance Authority and the Colorado Enterprise Fund to distribute among lenders	City of Phoenix http://www.frbsf.org/publications/community/investments/0308/article1b.html
Transportation Improvement Program (TIP), CMAQ and Enhancement Funds	In use in Denver, but there are opportunities to refine criteria for selection of projects and allocation of funding	National Overview with discussion of MPO role http://www.fta.dot.gov/documents/Project_25-25_Task_20_final_report.pdf
Tax Increment Financing	Used by the Denver Urban Renewal Authority (DURA), may be targeted to station areas where projects with large retail component is feasible and blight is found	Gallery Place Metro Station Area http://app.cfo.dc.gov/services/economic/tif_program/gallery_place.shtm
State DOTs	CDOT currently administers FTA grants, but could refine policies and programs to emphasize transit and encouragement of TOD	Massachusetts' Executive Office of Transportation (EOT) http://www.fhwa.dot.gov/planning/econdev/taskcde2.htm
Community Development Financial Institutions (CDFIs)	Several CDFIs are becoming active in Denver, including Seedco Financial; the presence of such CDFIs should be optimized by encouraging these organizations to support TOD	Bethel New Life – Green Commercial Center, Chicago http://www.bethelnewlife.org/community.asp?id=sub-Green_Commercial_Center

Source: BBPC, 2007

Selected TOD financing and funding sources include:

- **Capital Improvement Program (CIP) Bonds** -bonds issued through the local capital improvement program provide a traditional source of financing for infrastructure investments including improvements to transportation networks; the key challenge in obtaining these funds is making transit investment a priority among competing municipal needs. Arlington County, Virginia, serves as a model jurisdiction for elevating transit station area enhancements near the top of its list of infrastructure projects. In Denver, transportation connections to a number of station areas (e.g. 40th & 40th, Decatur, 10th & Osage, Southmoor, etc.) are currently in the capital improvement program; the continued advocacy for capital improvement funding to support station area investment is recommended.
- **New Market Tax Credits** - the New Markets Tax Credit (NMTC) Program, structured to support investment in low-income communities, allows investors to claim a 39 percent credit on equity investments to Community Development Entities (CDEs) over a 7-year timeframe. The CDEs then use this equity to invest in loans to qualified businesses and commercial and mixed-use real estate development projects in low-income communities that have historically lacked access to traditional sources of equity capital and debt. NMTCs can be leveraged to support investment in most types of commercial real estate, including: office and retail space, day care centers, and industrial development (but not rental residential units). Investment may also be made in new and existing businesses.

Cities can become engaged in the NMTC program by sponsoring the creation of nonprofit organizations, when necessary, to become certified Community Development Entities (CDEs); the City of Phoenix took on the role of CDE sponsor, and in so doing, helped prompt the allocation of \$170 million in equity to the Phoenix Community Development and Investment Corporation (the largest single NMTC allocation offered by 2002).

- **DRCOG TIP** - the Denver Regional Council of Governments allocates funding for transportation improvements within the region such as roadway reconstruction, bicycle/pedestrian enhancements, and other enhancement projects through its Transportation Improvement Program (TIP). This funding comes from three Federal Highway Administration Programs: Surface Transportation Program (STP)-Metro; STP-Enhancement; and Congestion Management/Air Quality (CMAQ).

DRCOG uses a number of criteria to determine how funding is allocated. In addition to such criteria as safety, cost-effectiveness, connectivity and usage, DRCOG could consider elevating projects that support mixed-use, transit-supportive development as a top policy objective and criteria for selection. For example, the Metro Transportation Improvement Program in Portland, Oregon includes criteria for “improvements that enhance the non-auto travel environment in 2040 centers and corridors and other transit oriented development areas, including providing support for meeting adopted mode share targets.” The Metropolitan Transportation

Commission (MTC) in the San Francisco Bay Area has made transit investment a top priority, and requires transit-supportive land use planning as a criterion for allocation of funds. MTC developed a regional TOD policy in 2005 that calls for minimum levels of development around stations based on type of transit (corridor thresholds), station area plans, and corridor working groups as pre-conditions for funding.

- **CMAQ Funds** - awarded through the DRCOG TIP process, CMAQ funds may be used to fund a variety of infrastructure elements necessary to support transit-oriented development, including commuter parking lots and structures. Funds may be applied to new or expanded park-n-ride lots or structures.
- **Enhancement Funds** - STP Enhancement funds may be used by state, local and federal agencies on bicycle/pedestrian facilities, landscaping and scenic beautification, and historic preservation. These funds may be especially useful for station areas offering underutilized historic buildings ready for rehabilitation and reuse.
- **Tax Increment Financing** - the Denver Urban Renewal Authority can use tax increment financing (TIF) as a method of financing redevelopment (specifically improvements offering a public benefit, such as site acquisition and/or clearance, streets, utilities, parks, parking, and removal of hazardous materials). Generally speaking, TIF works best in Denver on projects with a large retail component that can generate retail sales tax revenues to support the redevelopment effort; a determination of blight is also required.
- **State DOTs** - state departments of transportation can play a substantial role in funding/financing transit-oriented development, either by directly working with local municipalities or by working through MPOs like DRCOG. The State of Massachusetts' Executive Office of Transportation (EOT) has enacted a TOD Infrastructure and Housing Support Program that works directly with local municipalities on pedestrian/bicycle enhancements, parking facilities, and housing developments in station areas.

State DOTs can also facilitate transit-oriented development through disposition and redevelopment of underutilized state-owned land near transit stations, and through financial assistance with land assembly. The Maryland Department of Transportation (MDOT) is an example of a state DOT that has previously issued requests for proposals for the redevelopment of state-owned parcels around transit stations. Recently, the State of Maryland adopted new legislation that makes development around transit a priority. The legislation authorizes MDOT to designate projects as transit oriented developments and use its property to facilitate transit-supportive mixed use and pedestrian friendly development.

- **Community Development Financial Institutions (CDFIs)** - in addition to regional, state, and federal government resources for funding/financing transit-oriented development, Community Development Financial Institutions (CDFIs) are another potential source of funding/financing for TOD. Major CDFIs in Colorado and Denver include: Funding Partners, a statewide CDFI focused on increasing the supply of affordable housing; Mile High Housing Fund, a CDFI oriented towards affordable housing and non-profit/community facility investment that expand options for low-income residents; and Mercy Housing, a CDFI that administers a revolving loan fund that provides financing to non-profit organizations involved in the production of affordable housing.

Non-profit groups active in the Denver region include: Enterprise Community Partners, a national organization with a Denver regional office, provides technical assistance and capital for affordable housing development; Del Norte, a local neighborhood development corporation, focuses on affordable housing creation for underserved residents (with a special emphasis on Spanish speaking and special needs households); and NEWSED (New West Side Economic Development), a community development corporation which builds the capacity of Denver's west side residents, many of which are Latino, through economic development initiatives and affordable housing development.

A recent addition to the Denver market, Seedco Financial is another CDFI that has expressed interest in financing projects that will contribute to economic development in low-income neighborhoods. Seedco offers a Community Partnership Model, in which it will partner with government agencies, corporations/financial institutions, colleges, industry associations, foundations, and the United Way. Seedco utilizes funding sources such as New Markets Tax Credits (NMTC) to fund real estate developments that connect anchor institutions to their community, small business assistance such as incubators and expansion loans, and affordable homeownership programs. Seedco also makes loans ranging from \$200,000 to \$1.5 million to faith-based and community organizations (FBCOs) to advance their capacity.

Land Assembly Methods

Since transit-oriented development often occurs as infill development in areas with fragmented property ownership, assembly of land for redevelopment can be a necessity for achieving TOD. Direct government and/or transit authority acquisition of land is one alternative; more innovative models include an equity investment approach or special legislation to facilitate private/non-profit assembly of land. The following table provides an overview of top land assembly methods, their current use in Denver, and locations of case study information regarding each tool's use.

Land Assembly TOD Toolbox		
Strategy	Status in Denver	Case Study Location
Transit Authority/ Local Government Acquisition	Not widely used	Minneapolis, MN – Hiawatha Land Assembly Fund http://www.ci.minneapolis.mn.us/cped/hiawatha_land_assembly_rfp_home.asp
Equity Investment Approach	Not used	Anacostia Metro Station Area (Skyland Shopping Center redevelopment) http://www.wdcep.com/dev_record.php?devId=368
Special Legislation	Not used	Florida Avenue Metro Station Area – New Town at Capital City Market legislation http://www.dccouncil.washington.dc.us/images/00001/20070119084046.pdf
Land Banking	The non-profit Urban Land Conservancy may bank vacant and developed land in the region in order to advance redevelopment for uses that benefit the community (e.g. affordable housing, schools, community centers in urban areas)	MidTown Cleveland, Inc. Cleveland, OH http://www.midtowncleveland.org/involved.asp

Source: BBPC, 2007

Selected innovative land assembly methods include:

- **Transit Authority/Local Government Acquisition** - in situations where the public sector desires a strong role in facilitating redevelopment, the transit authority or local government may purchase parcels outright. Acquisition can also occur via public-private partnerships, in which the transit authority or local government is not the only player taking on risk. Finally, eminent domain is occasionally used as a last resort to achieve land assembly. However, with current legal issues surrounding eminent domain (e.g. Kelo v. City of New London) and limited public resources for acquiring properties, this model may face barriers to implementation.
- **Equity Investment Approach** - a new model for land assembly, an equity investment approach turns landowners into pro rata shareholders in a development entity that would acquire unified ownership and the development project.

The new development entity could be an LLC, a non-profit organization or special purpose development corporation (a quasi public-private organization). Landowners receive shares of the redevelopment based on the proportional “value” of their property/improvement. Shares reflect the market value of the entire development project, not just their parcel (often resulting in higher share values). This market-based strategy allows landowners to participate in the upside of the development project. The equity investment approach is being used in Washington, DC around the Anacostia Metro Station Area (the Skyland Shopping Center redevelopment).

- **Special Legislation** - another innovative method of land assembly involves the passage of special legislation. Used in Washington, DC, the “New Town at Capital City Market Revitalization Development and Public/Private Partnership Act of 2006” approved legislation designating one major property owner as the developer (joint venture). Once the developer obtains control of 50% of the land, then the remaining land can be acquired through condemnation, if necessary. The legislation also authorizes use of tax abatement, tax increment financing, and payment in lieu of taxes (PILOT) as means of funding/financing the redevelopment.

The plan allows for existing property owners and/or lessees to: invest in the project and become equity owners; become fee simple owners in the new retail and warehouse facility; and participate in like-kind 1031 property exchanges. The plan also allows existing retailers and wholesalers to continue their businesses in a new revitalized market.

- **Land Banking** - as another approach to land assembly, land banking involves the acquisition, holding, and management of property, and may be used as a mechanism to prevent exorbitant land speculation and increasing cost of land. Typically, a public or non-profit land bank entity (either a new organization or an existing organization that takes on a new function) is established to essentially serve as a property asset manager. Transit agencies can also become de facto land banks when they are owners of large surface park-and-ride lots, which can become future redevelopment sites. In Cleveland’s MidTown neighborhood, a local non-profit economic development organization has taken on the role of land bank specifically for redevelopment of mixed-use transit oriented development projects and urban residences to support revitalization in this urban district.

The Urban Land Conservancy (ULC) serves as a regional land bank in Denver focused on preserving land for community uses, including affordable housing, schools, and community centers. Since hiring its first Chief Executive Office in 2007, the organization has expanded its work scope to include transit oriented and green/sustainable developments. ULC uses a partnership approach to affordable housing around transit; for example, ULC is the land owner of the Jody apartments, a 62-unit complex in the Sheridan station area, while local CDC NEWSED is the apartment owner/manager.

Small Business and Technical Assistance

Community members in many of the selected Denver station areas have cited a desire for local entrepreneurship opportunities and jobs within their station areas. Small businesses can be encouraged through multiple methods, including the Main Street Program approach, business incubation, and small business support programs (including loans and technical assistance). These strategies are identified in the following table, with

discussion of how each tool is currently used in Denver, and the location of material documenting how other communities are using these tools.

Small Business and Technical Assistance TOD Toolbox

Strategy	Status in Denver	Case Study Location
Main Street Program	Various Main Street type organizations are in operation in the region, including the Colfax Business Improvement District; these efforts can be linked to TOD efforts	Barracks Row Main Street (Eastern Market Metro Station Area), Washington, DC http://www.barracksrow.org/public/Annual%20Reports/BAR-001-AnnualRprt4.pdf
Business Incubators	BioBusiness Incubator at Fitzsimons has opened as the first statewide incubator focused on bioscience; graduates of program could be steered toward TOD sites when selecting business locations	Frederick, Maryland – Frederick Innovative Technology Center, Inc. (located within walking distance of MARC transit station) http://www.fitci.org/
Small Business Loans and Technical Assistance	Economic development organizations offer a broad toolkit of business assistance programs, but these could be refined and focused on station areas	Fairfax County, Virginia http://www.fcerevit.org/resources.htm
Workforce Training	The Division of Workforce Development within the Denver Office of Economic Development (OED) provides a range of career development and computer skills training at five facilities located throughout Denver.	Fruitvale Transit Village, Oakland, California http://www.goodjobsfirst.org/pdf/makingtheconnection.pdf
Business Recruitment and Retention	The two major organizations involved in business recruitment and retention are the Metro Denver Economic Development Corporation and the Denver Office of Economic Development, both of which offer business site selection assistance and a variety of financial assistance programs.	City of Sacramento's Citywide Development Group http://www.cityofsacramento.org/econdev/city/20_citywide.html

Source: BBPC, 2007

Selected small business and technical assistance strategies to encourage local entrepreneurship include:

- **Main Street Program** - for station areas with a base of historic building resources and (a) commercial corridor(s), the Colorado Main Street Program can designate communities as Main Streets. Benefits of designation include technical assistance from the state organization, use of the national Main Street logo, Board and Committee training visits and architectural design assistance. All communities - including non-designated historic and non-historic retail corridors - can benefit from adopting the comprehensive "Main Street Approach" which emphasizes a holistic revitalization strategy addressing economic restructuring (mix of uses, business recruitment), design, organization and promotion.

- **Business Incubators** - often seeded with public funding and operated by non-profit organizations, business incubators provide below-market rate space for emerging new businesses. Incubators often target high-technology businesses such as bioscience start-ups, but have also been used to nurture local retail businesses. Incubators may be linked to institutions of higher education, and formal workforce training programs developed between the incubator and the university to train the next generation of scientists or entrepreneurs. The business incubator in Frederick, Maryland, boasts a 2-year graduation cycle for new businesses and has more than doubled its demand for incubator space since opening in 2005.
- **Small Business Loans** - low-to-no interest loans are often used to provide gap financing for projects that support job creation in targeted areas. Selected loan programs available in Denver include: the SBA 504 Mortgage Loan Program, Creative Enterprise Revolving Loan Fund, New Markets Tax Credits, Neighborhood Business Revitalization Loan Program, Revolving Loan Fund, and loans offered via Community Development Financial Institutions.
- **Technical Assistance Programs** - often administered by local small business development organizations, offices of economic development, and local Main Street programs, technical assistance can include individual counseling, referral networking, provision of a resource library, assistance with identify and applying for loans, and advocacy through the development review process.
- **Workforce Training** - labor force development strategies focus on cultivating a skilled pool of local workers in order to bolster local individuals' capacity and attract new firms. Programs vary in the level of skills taught, from basic life skills (dress, arriving promptly for work, etc.) to targeted job training for specific industries (often focused on high-technology industries that are rapidly growing and require specialized training). Given the variety of program approaches available, customized programs can be created within station areas to match the needed skills within that area (e.g. basic life skills training may best be focused within lower-income station areas, while specialized industry training co-located in station areas that are able to develop an industry cluster around the station).² For example, the Unity Council Community Development Corporation operates a workforce training program focused on enhancing the job preparedness of the primarily low-income population surrounding Fruitvale Transit Village in Oakland, California.
- **Business Recruitment and Retention** - strategies to build and preserve the local jobs base include both those focused on the retention and expansion of existing firms as well as the attraction of new firms. While the two techniques are complementary, they vary in terms of cost: generally speaking, recruitment is significantly more expensive than retention. Recruitment strategies may include costly marketing

² The International Economic Development Council provides detailed information regarding best practices in workforce development through its economic development reference guide, available online at www.iedconline.org

efforts, site selection assistance, and incentives package provision. In contrast, retention efforts often begin with periodic visits to firms to ascertain business needs, followed by implementation of public programs or policies to address those needs.

Top business retention strategies include: tax credits, low-interest loans and bond programs to assist with capital expenditures, zoning that supports the types of businesses targeted for expansion (and prohibits non-complimentary uses), and workforce training programs. The City of Sacramento’s Citywide Development Group has linked transit oriented development with business recruitment and retention efforts by specifically including station areas in its list of the City’s key development opportunity sites, which allows these station areas to be marketed alongside major business parks and other commercial sites.

3.3 Phasing Strategies

Many communities have used phasing strategies to address the lag time that often occurs between transit service introduction and transit oriented development realization. Such strategies can help establish supportive conditions in the near-term to set the stage for future development that is supportive of transit. Selected TOD phasing strategies are identified in the following table along with description of their use in Denver and location of information on how other communities successfully use these tools.

Phasing Strategy TOD Toolbox		
Strategy	Status in Denver	Case Study Location
Land Banking and Assembly Methods	Not widely used	Minneapolis, Minnesota – Hiawatha Land Assembly Fund http://www.ci.minneapolis.mn.us/cped/hiawatha_land_assembly_rfp_home.asp
Interim Uses, Zoning and Density Bonuses	Special focus on zoning for interim uses has not yet been used	Austin, Texas http://www.ci.austin.tx.us/planning/tod/downloads/Interim_Regs_for_web.pdf
Infrastructure Improvements, Special Assessments and Tax Incentives	Numerous infrastructure improvement projects are underway or being evaluated	Silver Spring, Maryland http://www.iedconline.org/Downloads/Smart_Growth.pdf
Joint Development, Revenue Sharing and Cost Sharing	RTD is beginning to consider joint development options throughout the FasTracks system	Washington Metropolitan Area Transit Authority (WMATA) - multiple joint development projects http://www.wmata.com/bus2bus/jd/jointdev.cfm

Source: BBPC, 2007

Land Banking and Assembly Methods

Realization of transit-oriented development often requires assembly of various properties owned by different property owners and/or banking of land until transit service becomes operable or market conditions support the level of desired mixed-use development. Several models for land banking and assembly were presented above, including: transit authority/local government acquisition, the equity investment approach (a public-private partnership model), and special legislation.

Interim Uses

In situations in which the operation of transit is years away, it may be beneficial for station areas to develop uses that generate income but are removable in the future (e.g. have a short lifespan). Such uses could include surface parking lots which can be used to assemble and essentially bank land for future reuse. Mobile and seasonal markets (both open air and enclosed are one income-generating mobile use that may be accommodated on such lots. However, the future value of redevelopment must provide incentive for these uses to be removed over time.

Interim uses of high value (e.g. those that generate a high level of income and represent significant capital investment) could become barriers to redevelopment in the future. New low-density residential subdivisions (which divide the land among many different property owners) would present a major obstacle to future mixed-use redevelopment efforts. Low-density commercial investments which require significant on-site storage (e.g. automobile dealerships, selected industrial uses, trucking and equipment rental, etc.) are also problematic in that they are highly land-consumptive and do not present opportunities for phased infill development over time.

Zoning and Density Bonuses

Regulations play an important role in determining what uses will be allowed within station areas in the periods before and after transit operation. Rather than zone for a higher level of entitlement prior to transit's operation (and risk raising land values before market conditions warrant transit-oriented development), some jurisdictions have enacted interim TOD zoning that prohibits certain non-transit supportive uses and may increase densities slightly, but not to the full level planned post-transit. The City and County of Durham, North Carolina recently introduced interim TOD zoning to prohibit automobile-oriented retail and services and industrial uses in station areas.

Once transit service is operable and market conditions support TOD, zoning may be amended to provide for the full density desired within station areas, either through full entitlement or partial entitlement coupled with density bonuses to encourage the provision of certain public benefits (such as affordable/workforce housing).

Infrastructure Improvements, Special Assessments and Tax Incentives

As a pre-development phase, public entities working alone or in partnership with developers may undertake infrastructure improvement projects such as parking facilities, parks, streetscapes, pedestrian and bicycle enhancements, road reconstruction and extension, park beautification and signage. The purpose of such projects are to set the stage for and encourage transit-supportive development. These activities can also provide early marketing of the station area's identity to future prospective residents, employees and visitors.

Parking facilities in the pre-development phase may be limited to surface lots in order to provide necessary parking for initial phases of development that will later be redeveloped with structured garages as the development project moves into later phases.

To fund infrastructure investments, a special assessment district may be formed (either through a charter district or statutory district in Denver's case) in the pre-development phase. Alternatively, tax incentive programs such as tax increment financing, tax abatements, or payment in lieu of taxes may be used to bolster developers' resources for funding infrastructure.

Joint Development, Revenue Sharing and Cost Sharing

In station areas where joint development is an option, the landowner (often the transit authority) can enter into revenue or cost sharing arrangements with the private sector in order to either secure a source of revenue for improvements or divide the cost of infrastructure construction and maintenance. Types of revenue sharing arrangements include land leases, air rights development, and special assessment districts. Cost sharing arrangements can include sharing of construction expenses and density bonuses offered in exchange for infrastructure construction.

4.0

TOD Implementation Strategy by Station Area

4.1 Overview

Since the market demand for transit-oriented development is anticipated to be spread over time (e.g. during the near- and long-terms) and varies by station (since some of the stations already offer transit service) this section provides an implementation strategy for each selected station area that identifies recommended strategies, tools for implementation, and timeframe within which the strategy should be pursued. Implementation efforts will require the involvement of many agencies within the City and County of Denver. These strategies are complementary to specific projects already planned or proposed for implementation by the City’s Public Works Department (provided as Appendix C). As the City moves forward with implementation of station area plans, an inter-departmental TOD team approach will continue to be used (as already used in the station area planning process).

4.2 Station Area Implementation Strategies

The Project Team has prepared an implementation phasing strategy for each of the ten selected station areas, which includes a description of recommended strategies, potential tools for implementation, and recommended timeframe for adoption (e.g. near-term through 2015 or long-term 2015 to 2030). A summary implementation matrix combining all the station area is provided in section 4.3.

Station: 10th and Osage

Recommended TOD Implementation Strategy

Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Add industrial inspired, artistic streetscape elements	Design Guidelines	Long-Term	Public and Private	Funding
	Add pedestrian enhancements	STP Enhancement Funds	Near-Term	Public and Private	Funding
	Reconstruct and extend key streets	DRCOG TIP	Near-Term	Private	Funding
		DRCOG TIP	Long-Term	Public	Funding
Organization	Local non-profit to serve as development champion	Community Development Financial Institutions	Near-Term	Non-profit	Liaison
Marketing and Promotions	Branding and signage campaign	STP Enhancement Funds	Near-Term	Public and Non-profit	Funding
	Community festivals, neighborhood block parties	Neighborhood/Civic Association	Long-Term	Non-profit	Promotion
	Expansion of First Friday Art Walks as multi-day events on occasion to broaden visitation to station area	Main Street Approach	Long-Term	Non-profit	Promotion

Source: BBPC, 2007

The 10th and Osage station area is envisioned to expand its existing housing stock and become a distinctive mixed-income neighborhood with pedestrian-friendly retail streets (“Main Streets”) over the long-term. As part of the trend toward a mixed-income neighborhood, the Denver Housing Authority (DHA) could facilitate the redevelopment of

South Lincoln Homes in the future with a mix of uses that would accommodate a range of incomes and allow existing residents to remain in the station area.

The future addition of new residential units would offer strong support for the introduction of community-serving retail focused along pedestrian-friendly Main Streets, which are appropriate for the station area and may find precedent in the successful arts and retail corridor along Santa Fe Drive (promoted and organized as the ArtDistrict on Santa Fe). Future retail expansion efforts may be built off the existing organizational asset of the ArtDistrict, and should be encouraged through investment in pedestrian and transportation linkages between the station and Santa Fe Drive. New space could pay homage to the area’s industrial past and active arts uses. A small-format ethnic food store could serve as a retail anchor to the community’s retail street, and community service and non-profit office employers could enhance employment opportunities and job training functions in the community. Further, public spaces within the station area could host community special events and seasonal markets.

Station: Alameda

Recommended TOD Implementation Strategy					
Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Extend street grid	DRCOG TIP	Long-Term	Public	Funding
	Improve pedestrian access	DRCOG TIP	Long-Term	Public	Funding
	Add murals or public art at station, store backs	STP Enhancement Funds	Near-Term	Public and Private	Funding
Organization	Expand/enhance business associations along Broadway to promote retail	Main Street Approach	Near-Term	Non-profit	Promotion
Marketing and Promotions	Adopt Destination Design marketing campaign	Main Street Approach	Near-Term	Non-profit	Promotion
	Expand design identity through signage	STP Enhancement Funds	Long-Term	Public and Non-profit	Funding

Source: BBPC, 2007

With existing stable residential neighborhoods, the Alameda station area is envisioned to reinforce and expand its residential focus over the long-term. The station area could also expand its base of retail offerings; however, new retail development is recommended to offer more compact floor plates than traditional big box stores, and setbacks closer to the street to create a more urban atmosphere. New retail development could take advantage of current retail trends among major regional retail chains, many of which are now favoring smaller-format spaces in urban markets.

In addition to residential and retail expansion, Alameda could establish a corporate office address. The station area offers good access and visibility among major roadways, and could accommodate larger corporate tenants as office space is added in the future. In addition to the strategies outlined above, the following strategies may also be considered: new zone districts to support transit use, joint development opportunities, and potential for organization of a parking district.

Station: Auraria West

Recommended TOD Implementation Strategy

Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Add bicycle/pedestrian enhancements on and off campus	DRCOG TIP Private Funding/Financing	Near-Term	Public and Private	Funding
	Create street connections to Pepsi Center	University-Private Partnership	Near-Term	Private	Funding
Organization	Strengthen partnerships between campus and housing providers, and between campus and retail business owners/brokers	University-Private Partnership	Long-Term	Non-profit and Private	Liaison
Marketing and Promotions	Recruit creative industries such as high-technology	Main Street Approach	Long-Term	Public and Non-profit	Promotion
	Adopt retail promotions to attract students	Main Street Approach	Long-Term	Non-profit	Promotion

Source: BBPC, 2007

The Auraria West station area is envisioned to become a campus-oriented neighborhood catering to students, young professionals, young married couples, recent graduates, and faculty over the long-term. Residential developments could target these groups, and would be made more attractive with the addition of neighborhood amenities, such as youth-oriented neighborhood retail (e.g. clothes, music, books and limited-service restaurants) as well as regional entertainment and retail destinations that would provide a lively evening atmosphere.

A strong office and employment component is recommended to take advantage of the campus' planned expansion and the direct and indirect employment impacts which could result. Office space providing a live-where-you-work opportunity would also increase the station area's appeal to recent graduates, encouraging a "study here, work here" mentality.

Station: Evans

Recommended TOD Implementation Strategy

Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Add pedestrian/bicycle improvements	STP Enhancement Funds	Near-Term	Public and Private	Funding
	Create linkages to South Platte River and Broadway	DRCOG TIP	Long-Term	Public	Funding
	Add streetscape improvements (curb and gutter, parallel parking, street reconstruction)	STP Enhancement Funds Capital Improvements Program	Near-Term	Public and Private	Funding
	Improve aesthetics of Evans viaduct (trees, paint)	Capital Improvements Program	Near-Term	Public	Funding
Organization	Form community/civic association, merchants association	Main Street Approach and Neighborhood/Civic Org.	Long-Term	Non-profit	Promotion
Marketing and Promotions	Host special events such as live-work open houses	Neighborhood/civic organization	Long-Term	Non-profit Public and Non-profit	Promotion
	Brand the neighborhood through signage	STP Enhancement Funds	Near-Term	Non-profit	Funding

Source: BBPC, 2007

Situated near a residential neighborhood, the Evans station area is envisioned to expand and reinforce its identity with residentially-focused TOD that will include a diversity of housing types and price points. The station area and surrounding Overland neighborhood is poised to become a gateway to Denver for the southern communities of Lakewood and Englewood. Supporting uses would include community-oriented retail uses and office space, which will require the expansion of local households through increased residential density in order to thrive. To encourage transit usage, enhanced linkages between the station area and the Broadway Corridor are recommended, particularly through the creation of a retail street to draw foot traffic between the two. This street would ideally be created to the north of the station to avoid disruptions to residential neighborhoods to the south. Further, connections should be made to the Platte River regional trail system and historic Overland Golf Course to highlight these amenities.

Incorporation of live-work units in the station area are recommended to build on the existing small cluster of light industrial uses at the station, and provide an outlet for entrepreneurs and creative professionals. Bold colors and industrial materials are recommended to invoke a creative and funky identity for the station area, which would appeal to young couples and professionals that are the target future residential tenants.

Station: Colorado

Recommended TOD Implementation Strategy					
Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Add bicycle/pedestrian enhancements	STP Enhancement Funds	Near-Term	Public and Private	Funding
	Create public plazas, courtyards, arcaded walks	STP Enhancement Funds	Long-Term	Public and Private	Funding
	Add on-street parking	CMAQ Funds	Near-Term	Public and Private	Funding
Organization	Form restaurant and retail business association	Main Street Approach	Long-Term	Non-profit	Promotion
	Create pooled parking and shared parking options	Parking District, Memoranda of Understanding	Near-Term	Public and Private	Funding
Marketing and Promotions	Host happy hour social events	Main Street Approach	Long-Term	Non-profit	Promotion
	Hold community festivals and neighborhood events	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion

Source: BBPC, 2007

Over the long-term, the Colorado station area is envisioned as a dense urban center with an employment and retail hub surrounding a pedestrian plaza at its core. A density cone is recommended, with the highest density retail and employment uses tapering down to less intense residential development, providing a buffer between redevelopment and the stable neighborhoods that surround the station area. To facilitate this development, the introduction of new zone districts supportive of transit use and land assembly is recommended.

With a growing population of residents age 55 and up, residential development at Colorado could cater to active adult, empty nester, pre-retirement and post-retirement households. Generally speaking, these households seek residential environments with a

high amenity factor, proximity to cultural and entertainment offerings, and proximity to employment (for those still working or entertain post-retirement part-time jobs. Young professionals are another key market segment to target given the station area's employment opportunities.

Station: Southmoor

Recommended TOD Implementation Strategy

Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Add pedestrian enhancements to improve access	DRCOG TIP and STP Enhancement Funds	Near-Term	Public and Private	Funding
	Create public parks, plazas, and plantings	STP Enhancement Funds	Long-Term	Public and Private	Funding
	Add structured parking	Joint Development, Parking District	Long-Term	Public and Private	Regulations
Organization	Offer shared parking options	Memoranda of Understanding, New Zone District	Near-Term	Public and Private	Regulations
Marketing and Promotions	Recruit cultural or arts anchor uses	Main Street Approach	Long-Term	Public and Private	Promotion

Source: BBPC, 2007

The Southmoor station area offers an opportunity to expand and reinforce its identity as a primarily residential neighborhood with the transit station serving as a community focal point. The station area may be appropriate for a mix of housing types, including flats and townhomes that would become gradually less intense as they taper from the station area to existing residential communities (a density cone). Retail and employment uses could be appropriate additions located immediately adjacent to the station, creating a focal point that is open to the public.

A potential target demographic for new residential development is older couples (empty nesters, active adults, and retirees) to take advantage of the projected increase in the number of these households living in the station area in the future. Many of these households prefer high amenity environments and traditional architecture. To cater to this demographic, an emphasis on neo-traditional architecture and lush outdoor landscaping would be appropriate.

Station: 40th and 40th

Potential TOD Implementation Strategy

Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Add stormwater management infrastructure	Cost Sharing Arrangements, TIF, Special Assessment District	Near-Term	Public and Private	Funding
	Create bicycle/pedestrian linkages	TIF, STP Enhancement Funds	Near-Term	Public and Private	Funding
	Offer open space and recreational trails	STP Enhancement Funds	Near-Term	Public and Private	Funding
Organization	Promote business entrepreneurship and innovation	Business Incubator	Long-Term	Non-profit	Promotion
Marketing and Promotions	Brand the community with signage, name, logo	Main Street Approach, STP Enhancements	Long-Term	Public and Non-profit	Promotion
	Promote regional use of recreation with regional trails	Enhancement Funds	Long-Term	Public	Funding

Source: BBPC, 2007

Over the long-term, the 40th and 40th station area is envisioned to undergo a major transformation from a primarily industrial rail yard to a mixed-use transit center combining mixed-income housing, neighborhood and destination retail uses, and a strong cluster of companies. Mixed-income housing targeted young couples and families is recommended, supported by both neighborhood retail and destination retail uses.

To pay homage to the area's history, new architecture could invoke an industrial character but add a modern twist with green design and infrastructure. The station area could encourage business entrepreneurship and innovation with the addition of a business incubator that could appeal to firms desiring a location between Downtown Denver and Denver International Airport. An incubator would sow seeds for future demand for office space in the station area, and could provide local job opportunities.

Station: Decatur

Recommended TOD Implementation Strategy					
Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Add pedestrian/bicycle enhancements Create green corridor and river/park connections	STP Enhancement Funds	Near-Term	Public and Private	Funding
		STP Enhancement Funds CMAQ Funds, Invesco	Near-Term	Public and Private	Funding
	Develop structured parking at the station	Parking District	Long-Term	Private	Funding
Organization	Seed community development corporation	CDFI	Near-Term	Non-profit	Liaison
Marketing and Promotions	Brand station area identity with signage and design	Main Street Approach	Long-Term	Public and non-profit	Funding
		Main Street Approach, Neighborhood/Civic Org			

Source: BBPC. 2007

The Decatur Station area is envisioned to become a transit supportive, distinctive neighborhood featuring a mix of residences affordable to a variety of income levels. Neighborhood-serving retail stores and community services, such as limited service restaurants, coffee shops, local banks, daycare, and health services are envisioned as the dominant tenants for new retail and office space.

Additionally, the potential location of the station along Decatur Street (rather than Rude Park) would provide a direct connection with Invesco Field, opening the station area up to the long-term opportunities of redeveloping stadium parking lots with higher-intensity mixed used development, including destination retail and entertainment uses. Design features emphasizing outdoor recreation and highlighting the river as an amenity are recommended to enhance the station area's desirability to future residents and visitors alike.

Station: Sheridan

Recommended TOD Implementation Strategy

Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Enhance road connectivity and sidewalks	DRCOG TIP, STP Enhancement Funds	Near-Term	Public and Private	Funding
	Beautify Lakewood Gulck Park	STP Enhancement Funds	Long-Term	Public and Private	Funding
Organization	Form community/civic association	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion
Marketing and Promotions	Host community festivals and block parties	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion

Source: BBPC, 2007

The long-term vision for the Sheridan station area is a cohesive revitalized neighborhood with more urban style residential development closest to the station and park, then tapering down to townhomes and compact single-family homes that would be compatible with the existing residential fabric. The neighborhood would provide residences affordable to a range of income levels, and would be supported by neighborhood-serving retail stores and community services clustered near the station, along Sheridan, and near Colfax.

Live-work residential/office units would be available to provide opportunities for entrepreneurs and creative professionals. Given the area's high diversity, creation of an ethnic retail node that would serve residents and provide a destination for other visitors is recommended.

Station: 38th and Inca

Recommended TOD Implementation Strategy

Strategy Type	Strategy	Tool	Timeframe	Lead Sector	City Role
Design and Infrastructure	Add pedestrian/bicycle enhancements	STP Enhancement Funds	Near-Term	Public and Private	Funding
	Create plazas and courtyards	STP Enhancement Funds	Long-Term	Public and Private	Funding
Organization	Form community/civic organization	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion
Marketing and Promotions	Brand neighborhood with modern-industrial identity	Main Street Approach	Long-Term	Non-profit	Promotion
	Host community festivals or block parties	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion

Source: BBPC, 2007

Over the long-term, the 38th and Inca station area is envisioned to become a transit-oriented urban residential neighborhood catering to students, young couples and professionals. The station area would also offer space for neighborhood-serving retail

stores, such as coffee shops, limited-service restaurants, and community services like banks, beauty salons, and dry cleaners.

A modest supply of office space is recommended to provide space for neighborhood-serving professionals such as medical and real estate offices. Given its proximity to Downtown, Coors Field, and the Auraria Higher Education Center, new housing in the station area could cater to students, recent graduates, and young professionals. The recommended design theme is modern industrial, with architectural features referencing the area's industrial past that would appeal to the young demographic.

4.3 TOD Station Area Implementation and Phasing Matrix

The Project Team has prepared an implementation phasing strategy for each of the ten selected station areas, which includes a description of recommended strategies, potential tools for implementation, and recommended timeframe for adoption (e.g. near-term through 2015 or long-term 2015 to 2030). A detailed implementation matrix by station area is provided in the appendix.

The following implementation and phasing matrix, organized by station area, is meant to serve as a framework for the City and County of Denver to effectuate transit-supportive mixed-use development. For each station area, recommended strategies are provided along with associated potential implementation tools, recommended timeframe, and recommended lead sector and City and County role.

Possible lead sectors include:

- **Public** - refers to the City and County or RTD
- **Private** - refers to developers
- **University** - refers to Auraria Higher Education Center
- **Non-profit** - refers to future community/civic organizations, merchants/business associations, and community development financial institutions
- **Combination** (e.g. Public and Private, Public and Non-profit, etc.) - refers to partnerships between sectors listed above

Several key roles have been outlined for the City and County of Denver, including funding partner, liaison (e.g. between community groups and community development financial institutions), and promoter (e.g. the City and County could market local events through its website).

TOD Station Area Strategies, Implementation and Phasing Toolbox and Matrix

TOD Implementation and Phasing Matrix					
Station Area	Strategy	Tool	Timeframe	Lead Sector	City Role
10th and Osage	Add industrial inspired, artistic streetscape elements	Design Guidelines	Long-Term	Public and Private	Funding
10th and Osage	Add pedestrian enhancements	STP Enhancement Funds	Near-Term	Public and Private	Funding
10th and Osage	Reconstruct and extend key streets	DRCOG TIP	Near-Term	Public and Private	Funding
10th and Osage	Local non-profit to serve as development champion	Community Development Financial Institutions	Near-Term	Non-profit	Liaison
10th and Osage	Branding and signage campaign	STP Enhancement Funds	Near-Term	Public and Non-Profit	Funding
10th and Osage	Community festivals, neighborhood block parties	Neighborhood/Civic Association	Long-Term	Non-profit	Promotion
10th and Osage	Gallery walks, First Fridays or Saturdays	Main Street Approach	Long-Term	Non-profit	Promotion
Alameda	Extend street grid	DRCOG TIP	Long-Term	Public	Funding
Alameda	Add pedestrian improvements for safety and access	DRCOG TIP	Long-Term	Public	Funding
Alameda	Add murals or public art at station, store backs	STP Enhancement Funds	Near-Term	Public and Private	Funding
Alameda	Expand business association to promote retail	Main Street Approach	Near-Term	Non-profit	Promotion
Alameda	Adopt Destination Design marketing campaign	Main Street Approach	Near-Term	Non-profit	Promotion
Alameda	Expand design identity through signage	STP Enhancement Funds	Long-Term	Public and Non-Profit	Funding
Auraria West	Add bicycle/pedestrian enhancements on and off campus	DRCOG TIP	Near-Term	Public and Private	Funding
Auraria West	Create street connections to Pepsi Center	Private Funding/Financing	Near-Term	Private	Funding
Auraria West	Strengthen partnerships between campus and housing providers, and between campus and retail business owners/brokers	University-Private Partnership	Long-Term	Non-profit and Private	Liaison
Auraria West	Recruit creative industries such as RandD and technology	Main Street Approach	Long-Term	Public and Non-Profit	Promotion
Auraria West	Adopt retail promotions to attract students	Main Street Approach	Long-Term	Non-profit	Promotion
Evans	Add pedestrian/bicycle improvements	STP Enhancement Funds	Near-Term	Public and Private	Funding
Evans	Create linkages to South Platte River and Broadway	DRCOG TIP	Long-Term	Public	Funding
Evans	Add streetscape improvements (curb and gutter, parallel parking, street reconstruction)	STP Enhancement Funds	Near-Term	Public and Private	Funding
Evans	Improve aesthetics of Evans/Santa Fe viaduct (plant trees, paint, etc.)	Capital Improvements Program	Near-Term	Public	Funding
Evans	Form community/civic association, merchants association	Main Street Approach and Neighborhood/Civic Org.	Long-Term	Non-profit	Promotion
Evans	Host special events such as live-work open houses	Neighborhood/civic organization	Long-Term	Non-profit	Promotion
Evans	Brand the neighborhood through signage	STP Enhancement Funds	Near-Term	Public and Non-Profit	Funding
Colorado	Add bicycle/pedestrian enhancements	STP Enhancement Funds	Near-Term	Public and Private	Funding
Colorado	Create public plazas, courtyards, arcaded walks	STP Enhancement Funds	Long-Term	Public and Private	Funding
Colorado	Add on-street parking	CMAQ Funds	Near-Term	Public and Private	Funding
Colorado	Form restaurant and retail business association	Main Street Approach	Long-Term	Non-profit	Promotion
Colorado	Create pooled parking and shared parking options	Parking District, Memoranda of Understanding	Near-Term	Public and Private	Funding
Colorado	Host happy hour social events	Main Street Approach	Long-Term	Non-profit	Promotion
Colorado	Hold community festivals and neighborhood events	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion

TOD Station Area Strategies, Implementation and Phasing Toolbox and Matrix

TOD Implementation and Phasing Matrix

Station Area	Strategy	Tool	Timeframe	Lead Sector	City Role
Southmoor	Add pedestrian enhancements to improve access	DRCOG TIP and STP Enhancement Funds	Near-Term	Public and Private	Funding
Southmoor	Create public parks, plazas, and plantings	STP Enhancement Funds	Long-Term	Public and Private	Funding
Southmoor	Add structured parking	Joint Development, Parking District Memoranda of Understanding, TOD	Long-Term	Public and Private	Regulations
Southmoor	Offer shared parking options	Zone District	Near-Term	Public and Private	Regulations
Southmoor	Recruit cultural or arts anchor uses	Main Street Approach	Long-Term	Public and Private	Promotion
40th and 40th	Add stormwater management infrastructure	Cost Sharing Arrangements, TIF, Special Assess.	Near-Term	Public and Private	Funding
40th and 40th	Create bicycle/pedestrian linkages	TIF, STP Enhancement Funds	Near-Term	Public and Private	Funding
40th and 40th	Offer open space and recreational trails	STP Enhancement Funds	Near-Term	Public and Private	Funding
40th and 40th	Promote business entrepreneurship and innovation	Business Incubator Main Street Approach, STP	Long-Term	Non-profit Public and Non-Profit	Promotion
40th and 40th	Brand the community with signage, name, logo	Enhancements	Long-Term	Public	Funding
40th and 40th	Promote regional use of recreation with regional trails	Enhancement Funds	Long-Term	Public	Funding
Decatur	Add pedestrian/bicycle enhancements	STP Enhancement Funds	Near-Term	Public and Private	Funding
Decatur	Create green corridor and river/park connections	STP Enhancement Funds	Near-Term	Public and Private	Funding
Decatur	Develop structured parking at the station	CMAQ Funds	Long-Term	Public and Private	Funding
Decatur	Seed community development corporation	CDFI	Near-Term	Non-profit Public and Non-Profit	Liaison
Decatur	Brand station area identity with signage and design	Main Street Approach Main Street Approach, Neighborhood/Civic Org	Long-Term	Non-profit	Funding
Decatur	Offer community festivals and retail events	Neighborhood/Civic Org	Long-Term	Non-profit	Promotion
Sheridan	Enhance road connectivity and sidewalks	DRCOG TIP, STP Enhancement Funds	Near-Term	Public and Private	Funding
Sheridan	Beautify Lakewood Gulck Park	STP Enhancement Funds	Long-Term	Public and Private	Funding
Sheridan	Form community/civic association	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion
Sheridan	Host community festivals and block parties	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion
38th and Inca	Add pedestrian/bicycle enhancements	STP Enhancement Funds	Near-Term	Public and Private	Funding
38th and Inca	Create plazas and courtyards	STP Enhancement Funds	Long-Term	Public and Private	Funding
38th and Inca	Form community/civic organization	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion
38th and Inca	Brand neighborhood with modern-industrial identity	Main Street Approach	Long-Term	Non-profit	Promotion
38th and Inca	Host community festivals or block parties	Neighborhood/Civic Organization	Long-Term	Non-profit	Promotion

System-Wide TOD Implementation and Phasing Matrix

5.0

Effectuation of transit-supportive mixed-use development in Denver is a high-profile endeavor. Not only is the investment in FasTracks and transit oriented development being closely monitored by interested groups and individuals in the Denver region, it is also on the national radar because of its ambitious scale and scope. The realization of TOD on this high level will require a combination of near- and long-term efforts, and the use of best practices and innovative strategies. The City should continue to use all available resources and contacts in the TOD field at the national level to identify solutions to challenges as they emerge. An ongoing regional dialogue is critical to address challenges faced by multiple jurisdictions and the challenges inherent in implementation where station areas straddle jurisdictional boundaries. The City should continue its communication with regional entities (e.g. DRCOG, ULI, RTD) and surrounding jurisdictions to investigate regional approaches to shared obstacles.

Implementation will be most effective if carried out under a broad framework that establishes strategies to advance TOD at the system level. These system-wide strategies will in turn support individual efforts undertaken at the corridor and station area levels.

Participating actors in the implementation of TOD include transit agencies, local jurisdictions, and developers. Key near-term roles of each of these actors are identified in the following chart, which illustrates the multiple roles local jurisdictions, the transit agency and the private development community can play in advancing transit oriented development. The City and County of Denver has been actively involved in facilitating TOD through multiple efforts, including station area planning and infrastructure planning. These efforts may be completed by expanding the City and County's involvement in marketing TOD, providing incentives for TOD, assembling land, assisting with the securing of financing, and establishment of non-profit organizations.

Near-Term Development Framework for TOD Roles of Participating Actors			
	Participating Actor		
	Transit Agency	Local Jurisdiction	Developer
Actively market TOD opportunities to developers, property owners, bankers and realtors	✓	✓	
Providing incentives for TOD such as density bonuses, reduced parking requirements, and streamlined permitting		✓	
Ensure sufficient infrastructure is in place (e.g. storm water drainage, underground facilities)		✓	
Assembling land for TOD	✓	✓	✓
Helping to secure financing	✓	✓	✓
Station area planning/partnering with developers to plan, design, and construct projects near transit	✓	✓	✓
Establishing a Development Authority, Community Development Corporation, or other private non-profit organization to assist with TOD development activities and funding		✓	

Source: BBPC, 2007

In addition to the types of actions and roles described in the table above, there are a number of system-wide strategies that would help encourage TOD from a regional perspective. The following summary implementation and phasing matrix offers a framework for the City and County of Denver (and other local jurisdictions) and key stakeholders to use when advancing TOD in the Denver region. Several types of roles have been outlined for the City and County of Denver with varying levels of involvement, including: advisor, catalyst/advocate, and active participant.

System-Wide Implementation and Phasing Matrix		
Strategy	Description	Role(s) for the City and County of Denver
Regional TOD Champion	<p>Umbrella organization / program to encourage regional TOD cooperation (e.g. Colorado Tomorrow Alliance, Metro Mayor's Caucus). Possible champions include DRCOG and the Transit Alliance.</p> <p>Key functions would include information sharing through workshops, websites, and forums designed to bring jurisdictions together to discuss common issues and share best practices. Special focuses could include TOD zoning, affordable housing, and green/ sustainable development standards</p>	Actively encourage identification of TOD champion through coordination with existing regional organizations; advise and assist by providing examples of best practices in Denver.
Corridor Level Branding and Marketing	Creation of logos, marketing materials, signage, etc. that would establish common corridor identities or brands and serve to differentiate corridors	Participate in regional discussions and facilitate efforts
Joint Development Program and Public Private Partnerships	RTD-led programs: joint development program sets guidelines and processes for joint development, and evaluates and prioritizes potential development sites in region. RTD participates in public-private partnerships through the Penta P program (Public Private Partnership Pilot Program) administered by the US Department of Transportation	Support and offer advice on station area opportunities in Denver
State Level Emphasis on Transit and Transit Oriented Development	Emphasis on TOD/transit as criteria used to prioritize projects receiving state level funding (including TIP funds administered through DRCOG); formal focus through special program of Colorado Department of Transportation (CDOT)	Encourage through TOD champion
TOD Targeted Economic Development	Targeted economic development programs that encourage TOD through Metro Denver EDC, Colorado Main Street Program, etc.	Support and participate by offering matching or complementary programs in Denver

Source: BBPC, 2007

With its many comprehensive and forward-thinking transit oriented development initiatives, the Denver region is poised to become a national model for the planning and effectuation of transit-supportive development on a system-wide scale. The City and County of Denver offers strong potential to expand its already strong role as a leader in TOD strategic planning and implementation, and could serve as a catalyst to advance regional initiatives that support TOD.

Appendix

- A. Potential *Memoranda of Understanding*
- B. Potential *Joint Development Agreement Guidelines*
- C. Draft TOD Infrastructure Project List provided by *Community Planning and Development*