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Introduction

The City and County of Denver is embracing the unprecedented opportunity for economic and environmentally sustainable development created by the FasTracks rapid transit system. Land use and transportation decisions are directly related and impact our economy, human health, and environmental quality. Recognizing this relationship, Blueprint Denver recommends directing growth and change to the areas surrounding rapid transit stations where expanded transportation choices are available.

The 41st and Fox Station is the first station outside of Downtown on the Gold Line and Northwest Rail corridors - five minutes from Union Station. It will be located near some of Denver’s most exciting and vibrant neighborhoods in an area already experiencing significant change. In 2008 and 2009, the City and County of Denver worked with community
members in a series of public workshops and neighborhood meetings to develop a vision, analyze future possibilities, and recommend implementation strategies for the ½ mile area surrounding RTD’s future 41st and Fox Station. The plan involved close coordination with RTD and their planning for the Gold Line Commuter Rail Corridor. Ideas and concepts were also reviewed by technical staff of city departments, City Council, and the Denver Planning Board.

This plan is intended to guide future land use and infrastructure decisions to foster transit oriented development. The Denver Comprehensive Plan 2000, Blueprint Denver and other adopted city-wide plans and small-area plans formed the basis for recommendations contained in the 41st and Fox Station Area Plan. Once adopted, the 41st and Fox Station Area Plan will serve as a supplement to the Denver Comprehensive Plan 2000.

The Vision

The 41st and Fox Station will develop over the coming decades into the focal point of a diverse, transit supportive and environmentally sustainable urban center. Many new residents and businesses will be drawn to the convenient location close to Downtown near some of Denver’s most vibrant urban neighborhoods.

The vision, created through community input and transit oriented development principles, provides the basis for five primary goals for the station area:

- Improve pedestrian connections to the station, between neighborhoods, and along major corridors
- Create opportunities to add more housing, jobs and services to the station area
- Incorporate plazas, parks and open space into redevelopment areas
- Capitalize on the station area’s proximity to Downtown and location on the Gold Line and Northwest Rail corridors
- Balance the needs of new development and existing uses

The plan seeks to address each of these goals through the implementation recommendations and relate them to the more specific objectives of the plan concepts.
The Plan Concept

The plan concept is focused on the long term redevelopment of the entire area east of the railroad tracks to create a complete, transit-friendly neighborhood. This would require a transition over time through private redevelopment from heavy industrial uses to more light industrial, office, commercial, mixed-use, and residential uses located close to the transit station.

The plan also includes opportunities for a variety of new, mixed-income residential developments.

Key elements of this concept include:

- Development of a high intensity activity node close to the station on the east side
- Creation of a pedestrian shopping corridor along Fox Street
- Mixed-use redevelopment of the former Denver Post site
- Linked park and open space improvements to enhance neighborhood livability by providing positive orientation, buffering, aesthetics, recreational amenities, and stormwater management
- Capture partnership benefits with Regency Student Housing by encouraging ties between academic institutions, student populations, and incubator employment uses
- Respect existing housing west of the station by redeveloping along the edges of the Sunnyside neighborhood leading to Inca Street and in a mixed-use node at 38th and Navajo
- Incorporate historically significant structures by drawing design inspiration from the area's historic, industrial character
- Promote pedestrian and bicycle connectivity with improvements to Navajo, 38th, Elati, 41st, 44th, Fox, Inca and other streets
- Promote structured RTD parking that is shared with adjacent development
- Capture views of Downtown and buffer the station area by locating taller structures along I-25 and I-70
Land Use and Circulation Plan Concept

Note: It is likely that only one of the connections shown, either 44th or 46th Avenue, would be constructed pending further study.

Pedestrian Shopping District (2-8 stories)
Pedestrian Shopping District (2-5 stories)
Mixed-Use Office/Residential (3-20 stories)
Urban Residential (2-12 stories)
Urban Residential (2-8 stories)
Urban Residential (1-3 stories)
Single Family / Single Family Duplex
Proposed Open Space/ Parks/ Plaza

Pedestrian Shopping District Improvements
Priority Street for Pedestrian/Bike Improvements
Off-Street Multi-Use Path
Existing Bus Routes
Intersection Improvements
Pedestrian Connection Improvements
Funded New Pedestrian/Bike Bridge over 38th Ave.
Pedestrian Plaza

Proposed Ped. Bridge /Potential Future Vehicular Access
Transit Platform and Pedestrian Bridge
Future RTD Structured Parking
FastTracks Gold Line
Existing Park
38th Avenue Improvements
Historically Significant Buildings
Navajo District

Historically Significant Buildings
Implementation and Next Steps

Transforming Denver’s transit stations into vital, dynamic transit oriented development areas will not happen over night. Implementing the plan will take many years.

The implementation recommendations for the 41st and Fox Station Area are intended to create the transit oriented development envisioned in this plan. The specific recommendations for implementing the 41st and Fox plan concept are divided into three categories: regulatory tools, infrastructure tools, and partnership tools.

Specific recommendations in each of these categories are presented in the tables in the implementation section. Each table contains details on the implementation strategy, timeframe, and responsible parties. Key implementation actions identified in the table include:

**Regulatory:**
- New zoning with transit oriented development supportive attributes
- On-street parking management
- Support for green building practices, such as LEED certification for new development
- Work to change state legislative requirements that limit joint development and transit oriented development on RTD property at the station
- Eliminate regulatory barriers to affordable housing and develop an affordable and mixed income housing strategy consistent with the TOD Strategic Plan

**Infrastructure:**
- Improvements to Fox Street to create a pedestrian shopping district
- Improvements to Inca Street including a separated bicycle path connecting the station to Highland and the City of Cuernavaca Park
- Study transit and pedestrian improvements to 38th Avenue following recommendations of Denver’s Living Streets Initiative
- Provide a grid system of streets with detached sidewalks in development areas

**Partnerships:**
- Take an area based management approach to explore the parking management techniques that support shared parking arrangements
- Explore infrastructure financing tools including special districts; tax increment financing; regional, state and federal infrastructure funds; and public-private partnerships
- Continue coordination with RTD on the planning and design of the Gold Line and Northwest Rail Line
- Work with local and state agencies to track community health indicators related to transportation and air quality as the area changes over time

The implementation recommendations for the 41st and Fox Station Area will create the transit oriented development envisioned in this plan.
Introduction
Background

The City and County of Denver is planning for change in the areas surrounding rapid transit stations. In November 2004, voters in the Denver Metropolitan Region passed the FasTracks ballot measure to fund and construct six new transit lines in 15 years. The 119 miles of new track and the 70 transit stations will provide an unparalleled level of mobility for the Denver region and fundamentally reshape growth patterns.

Following the passage of FasTracks, the City and County of Denver completed a Transit Oriented Development (TOD) Strategic Plan as a first step in planning for the areas surrounding the rapid transit stations. The TOD Strategic Plan provided a framework for analyzing the area surrounding the 38th and Inca station on RTD’s future Gold Line commuter rail corridor.

In 2008, RTD examined the station location as part of the Gold Line Environmental Impact Statement. As a result of this process, RTD recommended relocating the planned 38th and Inca station to approximately 41st and Fox streets on the east side of the Union Pacific and Burlington Northern and Santa Fe railroad tracks.

In 2009, the City and County of Denver worked with community members to develop a station area plan for the area surrounding the 41st and Fox Station. In a series of public workshops and neighborhood meetings, city staff worked with stakeholders to create a vision for the station area and develop land use and circulation concepts. This plan is the result of this community driven process to develop a vision, analyze future possibilities, and recommend strategies to implement the vision.
The 41st and Fox Station and the Gold Line will be part of the future FasTracks System.

RTD’s Gold Line Environmental Impact Statement includes plans for a pedestrian bridge connecting over the railroad lines and a 500 space park-n-Ride on opening day in 2015.
Station Area Context

The 41st and Fox Station will be situated in the Globeville neighborhood at the edge of two other Denver neighborhoods: Sunnyside and Highland. The portion of the Globeville neighborhood where the station is located is primarily industrial and cut-off from the rest of Globeville by I-25. In recent years, the area has begun transitioning to new uses including student housing.

The Sunnyside neighborhood is located on the west side of the Union Pacific and Burlington Northern and Santa Fe railroad tracks. This neighborhood will be connected to the 41st and Fox Station by a new pedestrian bridge over the railroad tracks. Sunnyside is primarily a residential neighborhood with some smaller scale industrial properties along its eastern and northern edges. Quigg Newton Homes, a Denver Housing Authority property, is located in the Sunnyside neighborhood close to the station. Recently, the area has become attractive for middle-class residents and young families drawn to its affordable housing stock and location close to Downtown Denver.

The Highland neighborhood is located south of 38th Avenue on the edge of the station area. The Highland neighborhood has become one of Denver’s most desirable neighborhoods in the past decade with many new restaurants, shops and residential mixed-use developments. The portion of Highland near the station includes the Navajo Arts District, a small business area of restaurants, bars, art galleries, and theaters located south of 38th Avenue along Navajo Street. The Highland neighborhood will be connected to the station through a new pedestrian and bicycle bridge that will be constructed over 38th Avenue at Inca Street.

The station area contains the Trevista at Horace Mann School and several parks including Atzlan, Ciancio and Columbus parks in Sunnyside and Franco and City of Cuernavaca parks in Highland. The most important street in the station area is 38th Avenue, a main street with many businesses connecting the neighborhoods to Downtown Denver and I-25.

In the future, the Gold Line will connect the station area to Downtown Denver and communities to the west including Arvada and Wheat Ridge. The station will also have limited service on the Northwest Corridor Commuter Rail Line connecting to Westminster, Boulder and Longmont. As the first transit stop outside of Downtown, the station area could see considerable growth and development due to its desirable location. In order to accommodate commuters from the surrounding neighborhoods, the 41st and Fox Station will include a 500 space park-n-Ride that may be expanded to 1,000 spaces to accommodate expected ridership growth.

The 41st and Fox Station Area Station includes two distinct areas: an established residential neighborhood to the west and an evolving mixed use industrial area on the east along Fox Street.
Purpose of the Plan

The 41st and Fox Station Area Plan articulates near and long-term goals, issues and recommendations for future development. The plan provides a guide to determine appropriate development, including recommendations for land-use patterns, urban design, circulation and infrastructure. The Denver Comprehensive Plan 2000, Blueprint Denver and other adopted city-wide plans and small-area plans formed the basis for recommendations contained in the 41st and Fox Station Area Plan. Once adopted, the 41st and Fox Station Area Plan will serve as a supplement to the Denver Comprehensive Plan 2000. The plan is not an official zoning map, nor does it create or deny any rights.

Property owners, elected officials, the planning board, neighborhood organizations and city departments will use the 41st and Fox Station Area Plan for many purposes including:

Data Resource: The plan offers data on existing conditions for the planning area in an easy to reference document.

Reinvestment Guidance: The plan guides public and private decision making and investment in the planning area over the coming years as it relates to land use, urban design and mobility.

Capital Improvements: A plan can provide the justification for the allocation of funding from the city’s capital improvement budget and other sources.

Funding and Partnership Opportunities: Implementation of plans requires a collaborative effort between neighborhoods, developers, businesses, elected officials, city departments and neighboring jurisdictions. The plan identifies and supports partnerships and resource leveraging efforts.

Reference for Larger City-Wide Plans: The station area plan may include analysis that can inform other city-wide plans. The analysis and recommendations included here should be considered in future updates of Blueprint Denver and the Denver Comprehensive Plan.

The 41st and Fox Station Area Plan builds upon the foundation of the Denver Comprehensive Plan 2000, Blueprint Denver and the Transit Oriented Development Strategic Plan.
Plan Process

The 41st and Fox Station Area Plan is the result of a community driven planning process for the ½ mile area surrounding RTD’s future commuter rail station and park-n-Ride at 41st and Fox Streets. The planning team engaged the community in the following process to create the plan:

• Create the vision and identify goals

• Examine opportunities and constraints of the existing conditions

• Create and analyze alternative concepts for land use, urban design and circulation

• Develop a preferred concept based on the best elements of the draft alternatives

• Develop recommendations for implementing the preferred land use, urban design and circulation concepts

Over the course of approximately two years, community members representing businesses, developers and residents in the ½ mile station area worked with city staff through a series of meetings and workshops to complete this process. In the workshops, community members divided into groups and were asked to develop plan concepts. Each group worked closely with the city’s project team to identify ideas, concepts and recommendations. The best ideas from each group were then combined to create the concepts presented in this plan document.

The plan also involved close coordination with RTD and their planning for the Gold Line Commuter Rail Corridor. Ideas and concepts were also reviewed by City Council, the Denver Planning Board, and by staff of city departments. Additional information including meeting dates and workshop summaries can be found in the appendix.
Vision and Goals
Transit Oriented Development Principles

The community’s vision began with the underlying principles of transit oriented development. Transit oriented development means creating a dense mix of uses within walking distance of transit stations where people can live, work, shop, and connect to destinations around the region without relying on their automobiles. Transit oriented areas should be lively and walkable and integrate transit into new development and surrounding neighborhoods. Principles include:

- **Place-making**: Creating safe, comfortable, varied and attractive station areas with distinct identities.

- **Rich Mix of Choices**: Providing housing, employment, transportation and shopping choices for people of all ages, household types, incomes and lifestyles.

- **Location Efficiency**: Placing homes, jobs, shopping, entertainment, parks and other amenities close to the station to promote walking, biking and transit use.

- **Value Capture**: Using plans to encourage all stakeholders – residents, business owners, RTD and the city- to take full economic advantage of the value of the transit infrastructure.

- **Portal to the Region**: The station area should serve as a gateway to the regional transit network by providing a safe and welcoming environment.

Opportunities and Constraints

The 41st and Fox Station has many advantages relative to other stations making it an attractive area for new residents, businesses, shops and services to locate. The area is just over a mile - a five minute trip - from central Denver and the first stop on the Gold and Northwest rail lines outside of Downtown. It is also close to the vibrant and growing Highland neighborhood where many successful restaurants and shops and desirable residential areas are located. The Sunnyside neighborhood immediately to the west of the station is a neighborhood in transition with new families and businesses moving into the area attracted to the affordable housing and convenient location.

The area also has good visibility and direct access from I-25. Views from the eastern portion of the station area to Downtown will likely make high and medium rise buildings along I-25 marketable.

In addition, the station area contains many large parcels under single ownership that have the potential to redevelop without requiring many years of private land assembly. Many of these same parcels are currently underutilized relative to their land value making it likely that they will redevelop in the near future. Some large parcels have already been developed bringing change to the area. In particular, the Regency Student Housing marked a significant change in character for the portion of Globeville west of I-25. As development occurs over time, the existing businesses and residents in the...
area will provide an important base for the transit station and attract new services to the area.

Connections to the South Platte River and regional parks are also an important feature of the station area. With the completion of the pedestrian and bicycle bridge over the 38th Avenue Viaduct and the new pedestrian connection across the railroad tracks at 41st Avenue, the station will be connected to the Platte River Greenway and the City of Cuernavaca Park. This will not only tie the station to open space, it will also provide bicycle and pedestrian connections to the Platte River Valley, LoDo and Downtown.

However, there are many challenges that must be overcome. I-25 and the Union Pacific and BNSF railroad tracks are major barriers to connectivity in the station area making new east-west connections difficult. Traffic congestion on 38th Avenue is forecast to increase in the future and does not have enough right-of-way to accommodate all of the capacity needed for cars, bicycles, pedestrians, transit, on-street parking and streetscape improvements. New development on the east side of the tracks should take into consideration the long-standing industrial uses in the area as it transitions over time. In addition, many of the roadways and much of the other infrastructure in the area are deficient. Most of the industrial streets on the east side of the tracks lack curbs, gutters, sidewalks and street trees. Finally, new parks and community spaces on the east side of the tracks will be necessary to serve future residents of the area.

**Vision Statement**

The 41st and Fox Station will develop over the coming decades into the focal point of a diverse, transit supportive and environmentally sustainable urban center. Many new residents and businesses will be drawn to the convenient location close to Downtown near some of Denver’s most vibrant urban neighborhoods.

38th Avenue will become a transit and pedestrian supportive main street through a variety of streetscape improvements such as on-street parking, wider sidewalks, better lighting, and transit infrastructure. Pedestrian and bicycle crossings of 38th Avenue, including a new bicycle and pedestrian bridge over the 38th Avenue Viaduct, will help connect the Highland and Sunnyside neighborhoods to existing parks along the Platte River and the transit station. Further from the station, the Navajo neighborhood business area will continue to grow and connect to 38th Avenue. The corner of Navajo and
38th will be a very popular area for people using the transit system to connect to interesting neighborhood venues and restaurants.

Although 38th Avenue will continue to be the main street of Northwest Denver, a new pedestrian shopping district will grow next to the 41st and Fox Station. Along Fox Street, new mixed-use buildings with ground-floor restaurants and shops will become a destination for people using the 41st and Fox Station. A plaza along 41st Street will connect the station platform to Fox Street through the heart of the pedestrian shopping area. People will live, work and shop within a few blocks of the transit station. Over time, the RTD park-n-Ride should evolve into shared parking for new, mixed-use buildings adjacent to the station.

Further east along the edge of I-25, mixed-use high-rise buildings will take advantage of the views across the highway to Downtown Denver. These new buildings will also buffer the pedestrian shopping district from the noise of the nearby highways. These high-rise buildings will contain apartments and condominiums for people of a variety of ages and incomes and offices for businesses wanting to locate close to Downtown.

New development may occur gradually and will build upon the existing industrial and residential character of the area. Where possible, historically significant buildings will provide inspiration for building designs and be incorporated into new development. As the area transitions, there will be an eclectic blend of old and new. Improvements to the 44th Avenue connection to Globeville will help tie development in this area to the residents and businesses east of I-25.

On the west side of the tracks, the Sunnyside neighborhood will connect to the station through a new pedestrian bridge at 41st Avenue and eventually through an additional street connection on the northern end of the station area. New residential development along Inca Street will transition into the Sunnyside neighborhood and provide more housing options including both market rate housing and affordable, workforce housing for individuals and families wanting the convenience of living near a transit station. For many, the new housing will be more affordable due to a reduced need for auto ownership and parking, providing significant savings in transportation-related expenses.

Throughout the station area, a focus on green construction and walkable, mixed-use development will make the area a model for environmental sustainability and ensure the area’s long-term economic competitiveness. A variety of parks and open spaces will provide shared places to relax and recreate and create value for surrounding buildings. These new public spaces will incorporate green design providing water quality benefits for the area. Walking and a healthy lifestyle will be reinforced by this pedestrian oriented design.

This vision for the future shows what can be achieved through coordinated change and investment in transit. To achieve this vision, cooperation between the city, RTD, neighborhood groups, and private developers will be necessary to guide change occurring over many years. Creating a vision is an important first step in identifying goals and methods to achieve them.

### Station Area Goals

The vision, created through community input and transit oriented development principles, provided the basis for five primary goals for the station area:

- **Improve pedestrian connections to the station, between neighborhoods, and along major corridors**
- **Create opportunities to add more housing for a variety of income levels, jobs and services to the station area**
- **Incorporate plazas, parks and open space into redevelopment areas**
- **Capitalize on the station area’s proximity to Downtown and location on the Gold Line and Northwest Rail corridors**
- **Balance the needs of new development and existing uses**

The plan seeks to address each of these goals through the implementation recommendations and relate them to the more specific objectives of the plan concept.
The Plan Concept
The Plan Concept

The TOD Strategic Plan assigned a typology to each FastTracks station to help frame the expectations about the mix and intensity of development at specific stations. The proposed typology was developed after looking at each station area and its surroundings. The typology provides a starting point for the station area planning process.

At the time the TOD Strategic Plan was written, the 41st and Fox station was proposed for a different location and less was known about the area’s development potential. The TOD Strategic Plan originally proposed an “Urban Neighborhood” typology described as a walk-up station with some residential development and limited neighborhood retail.

During the course of the planning process centered around the new station location at 41st Avenue and Fox Street on the east side of the UP/BNSF railroad tracks, it became evident that there was much more development potential in the station area. The eastern portion of the station area has already begun to change with new development and new uses geared toward larger-scale development. Through the examination of land use alternatives, it was determined that the eastern portion of the station area would develop into an “Urban Center” typology to create a complete, transit-friendly neighborhood. This would require a transition over time through private redevelopment from heavy industrial uses to more light industrial, office, commercial, mixed-use, and residential uses located close to the transit station.

Meanwhile the western portion of the station area would continue to be based on the less intense “Urban Neighborhood” typology with residential infill development and some limited, neighborhood serving retail. In this area, new variety of housing and improved connections to Quigg Newton Homes will provide opportunities for a diverse population to live near the station.

The plan concept is centered around the development of a high intensity activity node close to the station on the east side that includes a 41st Avenue plaza and a pedestrian shopping corridor along Fox Street. To support this activity center, parking in the station area would be placed in structures and shared between park-n-Ride users and adjacent businesses.

Taller structures along I-25 would capture views of Downtown and create a buffer between the station and the nearby freeway. Mixed-use redevelopment of the former Denver Post site and continued partnership benefits between the Regency Student Housing and academic institutions will act as a catalyst for change in the station area.

The concept also includes the development of strong bicycle and pedestrian connections to the City of Cuernavaca Park and the Platte River Greenway linking the Sunnyside, Globeville and Highland neighborhoods. This includes improvements to Inca Street and connections across the UP/BNSF railroad and 38th Avenue. In addition, new park and open space improvements will help create value for new development and provide natural buffering and stormwater management.

The following pages contain more detailed recommendations concerning land use, urban design, circulation and infrastructure, and economic development strategies.
The plan concept includes creating a new urban center on the east side of the station tying to urban neighborhoods west of the station.
Land Use Plan

- Pedestrian Shopping District (2-8 stories)
- Pedestrian Shopping District (2-5 stories)
- Mixed-Use Office/Residential (3-20 stories)
- Urban Residential (2-12 stories)
- Urban Residential (2-8 stories)
- Urban Residential (1-3 stories)
- Single Family / Single Family Duplex
- Proposed Open Space/ Parks/ Plaza
- Funded New Pedestrian/Bike Bridge over 38th Ave.
- Proposed Ped. Bridge /Potential Future Vehicular Access
- Transit Platform and Pedestrian Bridge
- Future RTD Structured Parking
- FasTracks Gold Line
- Existing Park
- 38th Avenue Main Street
- Historically Significant Buildings
- Navajo District
Recommendation LU 1: Land Use Components

The land use components are the building blocks of the land use concept for the station area. The approximate locations and boundaries of each land use area are shown on the land use concept map. In general, future land use regulations in the station area should support walkable, mixed-use development and contain restrictions on non-transit supportive uses such as drive-through businesses, auto services, and noxious uses. The following are descriptions of each of the components:

1a. Pedestrian Shopping District (2-8 stories) is centered on the intersection of 41st Avenue and Fox Street in close proximity to the transit station. Ground floor uses include a wide variety of shopping, entertainment, and services with residential, employment or expanded commercial uses on the upper floors. Some of the ground floor uses found would include: specialty shops such as food markets, clothing boutiques and book stores; restaurants, bars and entertainment uses such as movie theaters; and stores serving the daily needs of residents such as dry cleaners, hardware stores, grocery stores, pharmacies, and similar uses. Because of the high level of service provided by the transit station, both local and regional customers can easily visit the unique shops and restaurants of this area. When fully developed, this area should contain shopping and commercial uses totaling 150,000 square feet or more. Urban design features such as continuous street frontages with sidewalk entrances, ground floor windows, awnings, pedestrian oriented signs and lighting are important to creating the necessary building forms.

1b. Pedestrian Shopping District (2-5 stories) is centered at Navajo and 38th and acts as a gateway to the Sunnyside and Highland communities. This intersection will be an important activity node directing visitors to the Navajo Arts District. Ground floors of buildings will contain a mix of land uses including convenience shopping, personal services, and restaurants with commercial or residential uses on upper floors. Urban design features should support pedestrian orientation including sidewalk entrances, ground floor windows, awnings, pedestrian oriented signs and lighting.

1c. Mixed-Use Office/Residential (3-20 stories) has a sizable employment base as well as housing and may include a wide variety of uses including hotels and lodging. Intensity is higher in these areas than in the urban residential areas. Land uses are not necessarily mixed in each building but the area will include employment, services and residential uses within walking distance. The proportion of residential to commercial will vary from one development to another. Because these mixed-use developments are within the transit oriented development area, form of the buildings and pedestrian orientation are very important.
1d. **Urban Residential (2-12 stories)** is located on the east side of the station area, primarily bordering I-25 and I-70. These areas contain the highest population density in the station area. Uses are primarily residential but may include a noteworthy number of complementary commercial uses. New housing tends to be in mid- to high-rise structures to take advantage of Downtown and mountain views, and there is a greater housing than employment base. Urban design features that reinforce the pedestrian environment while still providing for privacy of ground floor residents are important.

1e. **Urban Residential (2-8 stories)** is found in two parts of the station area: north of the existing Regency Student Housing and along the west side of the tracks along Inca Street near the station. These areas are intended as new, moderate-density neighborhoods. On the west side of the tracks along Inca it forms a new edge between the station and the existing neighborhood to the west. On the east side of the tracks, this moderate-density residential will provide a range of housing types that help support the pedestrian shopping district and employment base. New parks and plazas on the east side will provide needed relaxation and breathing space for new residents and help to increase the values of nearby residential buildings.

1f. **Urban Residential (1-3 stories)** is located at the transition to the established Sunnyside neighborhood. This will create an improved edge for adjacent residential areas and the Quigg Newton Homes. A range of housing types including single family houses, accessory dwelling units, duplexes, townhouses, and small condominium and apartment buildings will provide a variety of housing options for residents living near the transit station. Urban design features that reinforce the pedestrian environment while still providing for privacy of ground floor residents are important. These features may include stoops and raised porches, terraces, and landscaping.

1g. **Single Family/Single Family Duplex** includes most of the established neighborhoods surrounding the transit station. These areas are expected to see reinvestment in the mix of housing types which includes small-lot, single-family houses with duplexes and townhomes in certain areas near major corridors. Homeowners may wish to develop accessory dwelling units or garage apartments to provide additional housing opportunities in the neighborhood. Houses in these areas are less than three stories in height.
1h. The RTD Station and park-n-Ride is being designed to accommodate future streets and structured parking. RTD currently faces legal limitations to development on land acquired for parking. However, future support for transit oriented development may lead to the legislative changes necessary to allow homes and businesses in these important areas closest to the transit station. Opportunities for shared parking that serves both RTD commuters and nearby shops and residences could provide more efficient use of the area’s parking supply. If this becomes possible, parking structures should be wrapped with active pedestrian retail uses with residential or commercial uses on upper floors. The city should work with RTD to limit the need for future park-n-Ride expansion and associated automobile trips if ridership goals can be met with transit oriented development.

1i. Proposed Open Space/Parks/Plazas on the northeast portion of the station area will be needed in response to the conversion of industrial uses to higher density residential. Although parks are conceptually shown on the land use plan, the actual size and locations are not determined. Future park space in the station area will require working with private property owners, additional study by the Parks Department, and developing funding partnerships to pay for park land, improvements, and maintenance. However, the basic elements are described below.

Parks and public spaces should include a variety of types beginning with a formal plaza at the station and transitioning to more naturalized areas. Near the station, a formal public space can provide a focus for transit patrons and future employment and residential uses. Further from the station, new neighborhood parks in mixed-use residential areas can help create value for new development and attract new residents. Along I-25 and the railroad tracks, passive naturalized landscape buffers can offer visual relief and storm water management benefits. Bicycle trails and on-street paths will link to existing bike routes to the north and south and nearby parks along the South Platte. Identified routes should include landscape improvements such as street trees, “green street” storm water planters, pedestrian scaled lighting, and signage.

Sustainable, surface treatment of storm water should occur through a linked system of devices including bio-swales, filter strips, and storm water planters as part of the open space system. These features could provide benefits to encourage redevelopment and support wildlife.
Recommendation UD 1: Urban Design

In mixed-use areas, the physical form of buildings and development is more important than the land use. Proper urban design can help ensure that offices, retail and residential can function in close proximity and create vibrant, walkable communities. The following elements are critical to creating areas supportive of high-frequency transit service:

UD 1a. Streetscape Features are important throughout the station area. Sidewalk widths will vary by street type but should meet the minimums of the Pedestrian Master Plan. In the pedestrian shopping districts and along arterial streets there should be a pedestrian zone that includes sidewalks, street trees in grates, improved bus stops, and enough room for sidewalk uses, outdoor seating, street carts and vendors. All other streets should have a pedestrian zone that includes a tree lawn and detached sidewalk. These areas should also contain restrictions on curb cuts to ensure continuity of the sidewalk and maximize the supply of on-street parking. Vehicle access should come from the alley or the side-street.

UD 1b. Active Edges and Design Elements of Building Ground Floors help create a feeling of activity, safety and visual interest for pedestrians. In the pedestrian shopping districts and along arterial streets, ground floor uses should consist of retail or similar active uses. The ground floors of building in all areas should contain the following elements:

- Prominent, street facing entries
- Extensive ground floor windows and frequent entrances
- Pedestrian scaled facades
- Awnings to protect pedestrians and mark entrances
- Building entrances that meet the sidewalk (no parking between primary structure and the street)

In areas where the ground floor is occupied by a residential use, stoops, raised porches, terraces and landscaping can be used to protect the privacy of occupants.

UD 1c. Building Placement and Massing requirements help create places that feel enclosed and oriented toward the street. In the station area, full site coverage of the buildings will ensure the continuity of the streetscape. Building edges should be brought to the sidewalk with minimal setbacks. In some areas, such as the pedestrian shopping district, minimum building heights can help create a sense of enclosure and encourage activity. Architectural scaling elements such as eves and cornices, material transitions, balconies and terraces, and window elements can be used to break up the appearance of taller buildings.

UD 1d. Parking is a critical piece of the urban design in transit oriented development areas. To make transit oriented development successful, parking must be designed and managed in a way that does not create barriers for pedestrians or prioritize automobile use over transit. The high cost of providing parking also impacts development costs and affects the affordability of housing and commercial space.

Blueprint Denver recommends eliminating or reducing parking minimums or establishing parking maximums in districts around transit and structured or underground parking to ensure continuity of the streetscape. Where surface parking is provided, it should be located behind the buildings—not between the building entrance and the sidewalk.

Whenever possible, parking should be shared amongst all users in an area to avoid use-specific parking lots that remain vacant much of the time. Some cities successfully encourage shared parking through in-lieu fees and use parking districts that collectively manage the parking supply for an area. Public parking can also be a source of shared parking. For example, RTD will be providing between 500 and 1,000 parking spaces for the station park-n-Ride. Although RTD currently has legal restrictions on the use of its parking, in the future it may be possible to manage RTD’s parking supply in a shared arrangement between the transit patrons and area businesses and residents.

Unbundling of parking can help ensure housing affordability. When unbundled parking spaces are sold or rented separately from the housing unit, those who do not own a car, or own fewer cars, can save money on housing costs.

On-street parking can calm traffic, provide a buffer between traffic and pedestrians on the sidewalk, and provide convenient, front door parking for customers of shops and restaurants. In order to properly manage the parking supply, the city may need to use tools including time limits and meters to ensure parking availability. On some streets with wider rights-of-ways, angled parking can be used as a strategy to provide more on-street spaces.

UD 1e. Historically significant structures should be incorporated into future redevelopment by drawing design inspiration from the area’s industrial character.
Character Concept

1. Transit station area
2. Employment and residential
3. Urban living with open space
4. Integrated parking
5. Urban residential
6. Housing diversity
7. Capture views of Downtown
8. Transition scale into neighborhood
9. Variety of building scale
10. Reinforce retail

41st and Fox Urban Design Character Concept
Recommendation MI 1: Mobility and Infrastructure

The plan concept is based on a well-connected street grid with a few new streets on both the eastern and western portions of the station area. A station entrance and bus transfer area is proposed on both sides of the tracks, connected with a pedestrian bridge. The station platform will connect to Fox and Elati streets to the east with a pedestrian plaza along 41st Avenue. Improved north-south pedestrian facilities and a detached bicycle path along Inca will connect to planned development and parks. Pedestrian intersection improvements at Navajo will assist in safer north-south pedestrian connections.

MI 1a. Pedestrian Bridges

Two new pedestrian bridges are funded and will help connect the station platform to surrounding neighborhoods. RTD is funding the construction of a pedestrian bridge over the railroad tracks at 41st Avenue and Inca Street to connect to the neighborhoods west of the station. This connection will replace the existing, dilapidated pedestrian bridge at 43rd Avenue. In addition, the city is constructing a pedestrian and bicycle bridge over the 38th Avenue Viaduct at Inca Street that will connect the station to the Highland neighborhood, Cuernavaca Park and Platte River Trail.

MI 1b. New Street Connections

A new street connection with pedestrian and bicycle facilities is proposed across the railroad tracks at either 44th or 46th Avenue to provide additional connectivity options beyond the 38th and Fox Street intersection and 44th Avenue connection to Globeville. It is likely only one connection would be built. A street connection at 46th Avenue would have many advantages including more direct access to I-70 via Pecos Street; reduced traffic impact to residential areas in Sunnyside; better access to the northern portion of the station area; and the viaduct would not cut-off access close to the station. A 44th Avenue connection would be less desirable because of viaduct impacts to the station area and traffic impacts to the Sunnyside residential areas. However, feasibility of either connection would require detailed engineering and cost analysis, an identified source of funding, and cooperation from the railroads. Traffic analysis shows that adding this additional connection when redevelopment of the east side occurs would improve east-west mobility and the level of service at the 38th and Fox intersection.

New local streets to provide a well connected grid are proposed to coincide with new development in the areas north of 44th Avenue on both sides of the tracks. In addition, the north-south alignment of the street grid would be restored with new development in the areas east of Delaware Street.

The Millenium Bridge in the Platte Valley connects neighborhoods over freight rail tracks

New local streets to provide a well connected grid are proposed to coincide with new development on large sites such as the former Denver Post Property
Circulation Plan

* Note: It is likely that only one of the connections shown, either 44th or 46th Avenue, would be constructed pending further study.

Mobility and Infrastructure Plan
MI 1c. Intersection Improvements

Intersection improvements at 38th and Fox may be necessary as redevelopment occurs on the east side of the tracks. In addition, improvements to the intersection of 38th Avenue and Navajo Street will be necessary to improve the pedestrian environment at this important activity center. Improvements might include enhanced crosswalk treatments, curb bulb outs and ramps, and median pedestrian refuges.

MI 1d. Priority Streets for Pedestrian and Bicycle Improvements, Pedestrian Shopping District Improvements and Bicycle Facilities

Fox Street, Elati Street, Inca Street, Navajo Street, 38th Avenue, 41st Avenue, 44th Avenue and 46th Avenue and portions of other streets have been identified as priorities for pedestrian improvements. Most important will be the improvements to the pedestrian shopping district areas along Fox Street.

Along 41st Avenue, a pedestrian plaza will connect the station platform to Fox Street and Elati Street to the east. This pedestrian plaza should include decorative pavers or pavement, benches, trees and planters, pedestrian-scale lighting, outdoor seating, and room for street carts and vendors. Angled, on-street parking may also be desirable in the plaza area.

Sidewalk widths will vary by street type but should meet the minimum requirements of Denver’s Pedestrian Master Plan. In the pedestrian shopping corridors and along arterial streets there should be a minimum of a 16’ pedestrian zone that

Crosswalk treatments can help make intersections more pedestrian friendly

Potential Fox Street cross section

Potential Inca Street cross section

Potential cross section for bicycle and pedestrian improvements that could be applied to priority streets in the station area where feasible
includes sidewalks, street trees in grates, improved bus stops, and enough room for sidewalk uses, outdoor seating, street carts and vendors. All other streets should have a minimum 13’ pedestrian zone that includes a tree lawn and detached sidewalk.

On-street parking should be provided on all streets in the station area with sufficient right-of-way as a way to calm traffic, provide a buffer between traffic and pedestrians on the sidewalk, and provide convenient, front door parking for customers of shops and restaurants. On some streets with wider rights-of-ways, angled parking could be used as a strategy to provide more on-street spaces if additional street cross sections are developed.

Outside of the pedestrian shopping districts, bicycle facilities should be provided on the streets identified for bicycle and pedestrian improvements. Where right-of-way is sufficient, bicycle lanes should be provided. These streets include Elati Street and 41st, 44th, and 46th avenues. These streets should incorporate sustainable street design elements such as storm water treatment features in the tree-lawn. Along Inca Street a detached, multi-use bicycle path is proposed paralleling the railroad tracks and connecting to the pedestrian and bicycle bridge over 38th Avenue. This path would connect to the City of Cuernavaca Park via an improved underpass of I-25.

For 38th Avenue, additional analysis will be necessary as part of Denver’s Living Streets Initiative to determine options and trade-offs within the existing right-of-way for multi-modal improvements such as wider sidewalks, on-street parking, transit-only lanes, or planted medians. Living Streets will recommend solutions to provide a more sustainable transportation balance than relying solely on private automobiles and integrate the land use and form of adjacent development to achieve great destinations for people.

**MI 1e. Alleys**

Alleys are important to the proper functioning of the transportation system and land uses. Alleys should generally be required within all blocks in both residential and commercial areas to allow for loading functions, trash pick-up, and vehicle and utility access. Alleys must be a minimum of 16-feet wide to meet Denver Public Works’ access standards. The preferred configuration for alleys is a mid-block straight alley. However, in certain cases where alleys would otherwise connect to arterial streets, a “T alley” configuration may be considered. If a T-alley is used, it must be designed with proper turning radii on internal corners for trash and delivery vehicles.

**MI 1f. Travel Demand Management**

Travel demand management is a key tool in making the existing transportation infrastructure more effective by reducing the demand for single-occupancy vehicle trips. Travel demand management is focused on promoting carpooling, vanpooling, transit use, bicycling, walking, teleworking and off-peak travel options over driving alone. The Denver Regional Council of Governments (DRCOG) currently offers a variety of services through its RideArrangers program to promote travel demand management on a regional level including a carpool-matching database, vanpool program, telework programs, regional campaigns such as Bike-to-Work Day, and employer-based promotion of alternative travel options.

In addition, area-based transportation management organizations (TMOs) and associations (TMAs) are non-profit partnerships that support and promote travel demand management programs. Three TMOs currently operate within the City and County of Denver but there is not currently a TMO for the area surrounding the 41st and Fox Station. Given the limited roadway capacity in the station area and the need to promote transit use and alternative modes of travel, it is recommended that the city partner with area property owners and businesses to form a TMO for Northwest Denver that would include the 41st and Fox Station Area. In the interim, the city could partner with DRCOG RideArrangers to promote TDM programs to area businesses and residents.
Along 41st Avenue, a pedestrian plaza will connect the station platform to Fox Street and Elati Street to the east. This pedestrian plaza should include decorative pavers or pavement, benches, trees and planters, pedestrian-scale lighting, outdoor seating, and room for street carts and vendors.
Economic Opportunity

The Denver FasTracks transit initiative 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.

To identify, leverage, and maximize these opportunities, the city retained a project team to conduct a TOD Economic Analysis and Market Study. The primary goal of the TOD Economic Analysis and Market Study was to provide the city with an assessment of transit oriented development potential at the regional, corridor, and station area levels through analysis of short- and long-term demand.

Conducted in coordination with station area planning efforts, the market study is meant to better align station area plans with market realities and dynamics. The overall objectives of the TOD Economic Analysis and Market Study included forging a better understanding of the economic context in which the city may plan for transit oriented development, and specific recommendations regarding the amount, type, mix, and intensity of uses appropriate for selected station areas.

Transit Induced Economic Growth

Based on survey results and national experience, the TOD Economic Analysis and Market Study estimated that the Denver region could see a modest level of growth induced by transit between 2015 to 2030. It is during this time period that the FasTracks system will be a complete system serving the Denver region, and will place the region in a better competitive position to attract new growth compared to other regions without full transit systems. The study also examined how transit would affect where growth would occur within the region, noting that transit areas could potentially attract a significant portion of regional growth.

The TOD Economic Analysis and Market Study estimated that there will be an additional 2 percent growth in population and employment above what would normally have occurred from 2015 to 2030 because of the transit system and that 40 percent of this growth could be captured within the ½ mile walksheds surrounding transit stations. Research examined in the TOD Economic Analysis and Market Study suggests that transit station areas may capture relatively more regional growth when located in regions that are fast-growing, are experiencing growth of households likely to be interested in living near transit, have experienced demand for higher-intensity development, and benefit from public policies that support transit oriented development.

Further detail on these growth assumptions can be found in the City and County of Denver’s transit oriented development market study report, Regional Demand Analysis & TOD Market Analysis.

Existing Market Conditions

The 41st and Fox Station Area is situated in close proximity to Downtown Denver and established residential neighborhoods. The station area has exhibited recent development in-
The area features residential neighborhoods, retail uses congregated along 38th Avenue, and industrial uses east and west of the station.

The built environment surrounding the 41st and Fox Station includes a mix of industrial, residential, retail, and office space. Retail buildings are older, with most constructed prior to 1988, but exhibit high occupancy. The real estate community has taken interest in retail expansion in the area and the Railyard Marketplace project includes 28,000 square feet of retail space. Current uses in the area include the following:

- A variety of industrial uses parallel to the rail line
- Residential including small single family homes, DHA public housing, and recently built student housing
- Older retail building stock clustered along 38th Avenue
- Office, including older class C and B office buildings located along 38th Avenue
- Modest retail investment occurring, including the Railyard Marketplace
- Community services including a police station, public school, family health center, and recreation center

The area currently has a larger household size, lower household income, and higher unemployment rate compared to the city and region. Zoning is mostly industrial on the east side of the station. On the west side of the station, there is a mix of industrial, residential and mixed-use zoning.

**Future Market Demand**

At the time the market study was conducted in 2007, the 41st and Fox Station was planned for a location approximately two blocks to the south near 38th Avenue in the center of the railroad right-of-way. In addition, market analysis assumed a lower-intensity “Urban Neighborhood” typology based on the Transit Oriented Development Strategic Plan, rather than the higher-intensity “Urban Center” typology developed through the station area planning process. Finally, it is important to note that national economic conditions have changed significantly since the market study was conducted. The nation, state and local economies have witnessed a recession since the summer of 2008 with a collapse in housing prices, retail sales, and new construction.

However, the opportunities and constraints of the station area have remained the same and the market analysis still provides useful information on the long-term development potential of the station area. Further detail on the market analysis can be found in the City and County of Denver’s transit oriented development market study report, TOD Opportunities & Constraints.

The 41st and Fox Station Area exhibits many strengths relative to other station areas. Several projects recently completed, under construction, or proposed have already begun to create a mixed-use, mixed-income, mixed-age community...
with new residential units oriented to students and those seeking affordable housing. The area has seen demonstrated developer interest through projects such as the Regency Student Housing, Railyard Marketplace, and Renaissance River Lofts. The proximity to Downtown, Auraria Higher Education Center, and Denver Union Station enhances the station area’s redevelopment potential. Several property owners own multiple properties, providing opportunities for assemblage and redevelopment. Of note is the 45 acre parcel in the northeast portion of the station area, the site of the former Denver Post printing and distribution facility.

Some of the economic opportunities of this station include strong potential for mixed-income housing and neighborhood revitalization, neighborhood-oriented retail and services and redevelopment of former industrial sites.

The market study identified redevelopment scenarios for net new development in the station area based on market conditions and trends. The first two scenarios, “Modest” and “Moderate,” call for 1.1 to 1.6 million square feet of development. Further redevelopment of vacant or underutilized parcels could yield an estimated 4.3 million square feet of development under current zoning.

Recommendation ED 1: Economic Development Strategies

The realization of transit oriented development will require a combination of private and public sector support including involvement at the local, regional, and state levels. Given the potential demand for housing, retail, and office space in advance of the introduction 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.

ED 1a. 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). Mobile and seasonal markets (both open air and enclosed) may be accommodated on such lots. However, the future value of redevelopment must provide incentive for these uses to be removed over time.

ED 1b. Zoning incentives for transit oriented development. Implement new zone districts with TOD supportive attributes, including those for the interim period 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.

ED 1c. 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 is 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. 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. Also tax incentive programs such as tax increment financing, or tax abatements, may be used to bolster developers’ resources for funding infrastructure.

ED 1d. 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.

The TOD Station Area Strategies, Implementation and Phasing Toolbox and Matrix identified 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 transit oriented development within existing and future transit corridors.

Several of the transit oriented development implementation tools can be used to encourage the appropriate phasing of development both prior to and following the opening of the transit line. These include the following recommendations:
ED 1e. Affordable housing incentives and regulations.
The region’s large, public investment in transit provides an opportunity to ensure that housing affordability and transportation access goals are addressed. Growing the supply of housing and the diversity of housing types in the station area ensures that there will be adequate housing available for individuals and families wishing to live near transit. Housing affordability is also enhanced by the potential transportation cost savings for households living near transit that can save money on vehicle ownership costs.

The City of Denver has adopted a policy to increase the supply of affordable and mixed income housing in close proximity to transit stations. Recent recommendations by the City of Denver affordable housing task force include locating 50 percent of new city-subsidized housing for low and moderate income households in bus and rail transit corridors.

Recommendations include increasing the supply and variety of for sale and rental housing, seeking funding partnerships to facilitate affordable housing within the station area, eliminating regulatory barriers to affordable housing, and following the affordable and mixed income housing recommendations in the TOD Strategic Plan.

The City and County of Denver presently offers a broad array of programs that could be used to support transit-supportive development. Some of the tools appropriate for the 41st and Fox Station are included in the implementation chapter of this plan.

ED 1f. Capture partnership benefits between industry and academic institutions.
Encourage ties between area businesses, academic institutions, and student populations to foster research industries as well as entrepreneurial and incubator employment uses in the station area. Build off of the partnerships already created between Regency Student Housing and the Auraria Campus.

41st and Fox Station Area Development Summary

The development program presented in the table below represents a substantial increase over the TOD Economic Analysis and Market Study projections due to the shift in station location and typology for the eastern portion of the station area.

The numbers shown represent a transit oriented development scale similar to the Urban Center typology that was developed through the public involvement process. Given the number of acres within the station area (excluding public right-of-way, utilities and parks), the development program equates to an average floor-to-area ratio of approximately 1 for all parcels. This is well within the 0.5 to 4 floor to area ratio for transit oriented development areas outlined in Blueprint Denver. However, there would be significant variation within the station area with much denser development on the eastern portion than the western portion. The land use mix is also similar to what is recommended for an Urban Center and includes the necessary mix of residential, employment, and retail critical to creating a walkable environment.

The actual amount of development may be more or less than shown below. Future development projections assume an average unit size of approximately 1,200 square feet, an average household size of approximately 2.2, an average of approximately 300 square feet for each employee and a vacancy rate of 5.7 percent for residential and commercial properties.

<table>
<thead>
<tr>
<th>Development Program</th>
<th>Total Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential square feet</td>
<td>7,576,000</td>
</tr>
<tr>
<td>Retail square feet</td>
<td>185,500</td>
</tr>
<tr>
<td>Office square feet</td>
<td>2,660,000</td>
</tr>
<tr>
<td>Housing units</td>
<td>6,310</td>
</tr>
<tr>
<td>Population</td>
<td>13,100</td>
</tr>
<tr>
<td>Employment</td>
<td>9,000</td>
</tr>
</tbody>
</table>

The numbers represent a substantial increase over the TOD Economic Analysis and Market Study projections due to the shift in station location and typology for the eastern portion of the station area. Numbers represent total, gross development in the 1/2 mile station area including existing and future land use.
Implementation and Next Steps
Implementation and Next Steps

Transforming Denver’s transit stations into vital, dynamic transit oriented development areas will not happen over night. The market, planning, infrastructure, community and political readiness around each of Denver’s existing and future FasTracks stations will vary considerably. Understanding that not all stations will be ripe for attention at any one time is an important consideration when implementing a city-wide strategy.

The implementation recommendations for the 41st and Fox Station Area will create the transit oriented development envisioned in this plan. The implementation plan covers a series of actions:

- Specific recommendations
- Strategies for implementation
- Implementation timing
- Responsible entity

To aid the City and County of Denver and its partners in completing an assessment of the station area, each station should be evaluated in relation to how it measures against the following transit oriented development success factors:

**Implementation Continuum:** Transit oriented development at stations requires a series of actions ranging from initial planning, to making targeted investments, to putting the full range of necessary tools and leadership in place.

**Cost Benefit Payback:** It is important to target the limited funds available for public investment in infrastructure and economic development to transit areas, and, in particular, those transit areas where public investment can leverage the most private investment and create successful examples of transit oriented development.

**Development Ready:** Before private investment can occur, it is important to ensure that all necessary steps have been taken to make the station area development ready. This includes regulations, zoning, entitlements, basic infrastructure, and incentives.

**Current Trends:** Transit oriented development will depend on the real estate market dynamics of the station area.

**Developer Interest in Transit Oriented Development:** Demonstrated developer interest is a critical component of transit oriented development. The city should use the planning process to create interest in the station area and highlight transit oriented development activities that may already be occurring.

**Ability to “Nudge:**” Nudging development at a station requires a series of factors supportive of transit oriented development to be in place. The public sector should be playing an active role in moving private activities forward.

Cataylitic projects include:

- Completion of the RTD pedestrian bridge at 41st Avenue, the city funded bicycle and pedestrian bridge over 38th Avenue, and the 38th Avenue viaduct improvements
- Completion of the Gold Line and Northwest Rail corridor projects by RTD
- Rezoning to new zone districts with TOD supportive attributes
- Infrastructure improvements to Fox Street including sidewalks, bicycle lanes and street improvements

**Leadership in Place:** A lesson learned repeatedly is that strong public and private leadership is necessary to make transit oriented development successful. Often this will require not only strong policy direction, but also vision and risk taking both by elected officials and private developers.

**Recommendations and Implementation Strategies**

The specific recommendations for implementing the 41st and Fox plan are divided into three categories: regulatory tools, infrastructure tools, and partnership tools.

Specific recommendations in each of these categories are presented in the tables on the following pages. Each table contains details on the implementation strategy, timeframe, and responsible parties.

Timeframes identified include short, medium, and long. In general, “short” refers to actions between plan adoption and opening of the transit station (approximately 2015). “Medium” timeframe are those actions that should occur between 2015 and the planning horizon of 2030. “Long” timeframe are those actions that will likely occur further out than 2030.
<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Implementation Strategy</th>
<th>Timeframe</th>
<th>Key Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>LU 1; UD 1; ED 1a, 1b, 1e: New zone districts with TOD supportive attributes</td>
<td>New zoning should allow for increased densities and reductions in parking, enable mixed-use development, and prohibit new uses that would not be transit supportive. New zoning should generally conform to the recommendations of the land use and urban design plan concept. While some properties will be rezoned upon adoption of Denver’s New Zoning Code other properties may be rezoned through later legislative rezonings or as property owners apply or following the completion of a General Development Plan.</td>
<td>Short to Medium</td>
<td>Department of Community Planning and Development</td>
</tr>
<tr>
<td>UD 2d: On-street parking and area based management of parking</td>
<td>Promote parallel or angled parking on streets to calm traffic, provide a buffer between traffic and pedestrians on the sidewalk, and provide convenient, front door parking for customers of shops and restaurants. In order to properly manage the parking supply, the city will need to conduct an area-based parking management plan to examine tools including time limits and meters to manage on-street spaces and ensure parking availability in the station area.</td>
<td>Short to Medium</td>
<td>Department of Public Works</td>
</tr>
<tr>
<td>UD 2d: Parking design regulations</td>
<td>Use structured or underground parking to ensure continuity of the streetscape. Structures should be wrapped with active uses. Where surface parking is provided, it should be located behind the buildings - not between the building entrance and sidewalk.</td>
<td>Short</td>
<td>Department of Community Planning and Development</td>
</tr>
<tr>
<td>LU 1; UD 1; MI 1: General development plans (GDPs) for large redevelopments</td>
<td>GDPs provide a tool for large, often phased developments that benefit from coordinated plans rather than traditional site plans. This will be an especially useful tool for the eastern portion of the station area.</td>
<td>Short to Medium</td>
<td>Departments of Community Planning and Development, Public Works, and Parks</td>
</tr>
<tr>
<td>LU 1; UD 1; ED 1: Support green building practices, such as LEED certification for new development in transit oriented development areas</td>
<td>Meet goals of Greenprint Denver and long term economic development by creating new regulatory incentives to support “green” construction of new buildings in station areas. Promote standards of Leadership in Energy and Environmental Design (LEED) for new construction.</td>
<td>Short</td>
<td>Development Services</td>
</tr>
<tr>
<td>LU 1h; UD 1d; ED 1d: Support legislative changes to allow joint development on RTD owned parking</td>
<td>The City and Count of Denver should actively support changing RTD’s enabling legislation in the Colorado State Legislature to allow joint residential and commercial transit oriented development with shared parking on land acquired for RTD park-n-Rides.</td>
<td>Short to Medium</td>
<td>Mayor and City Council</td>
</tr>
<tr>
<td>ED 1e: Eliminate regulatory barriers to affordable housing</td>
<td>Zoning and land use regulations should allow for a variety of housing types and smaller, more affordable housing units including small lot single-family and multi-family housing. This will allow the housing supply to increase in response to housing demand. Parking requirements should be reduced and unbundled for residential development to make housing more affordable for individuals who do not own cars.</td>
<td>Short</td>
<td>Department of Community Planning and Development</td>
</tr>
<tr>
<td>ED 1e: Create an Affordable Housing and Mixed Income Housing Strategy for TOD consistent with the TOD Strategic Plan</td>
<td>Recommendations of the TOD Strategic Plan include provision of affordable housing when determining the allocation of public assistance to development projects and revisions to the inclusionary housing ordinance.</td>
<td>Short</td>
<td>Office of Economic Development, Department of Community Planning and Development, City Council</td>
</tr>
</tbody>
</table>
### Infrastructure Tools

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Implementation Strategy</th>
<th>Timeframe</th>
<th>Key Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>MI 1a, 1d: Complete funded improvements including RTD pedestrian and bicycle bridge at 41st Avenue, Inca pedestrian and bicycle bridge over 38th Avenue, and 38th Avenue Viaduct improvements</td>
<td>Coordinate between city agencies, the community and RTD to ensure funded improvements are completed and designed to fit the goals of this station area plan.</td>
<td>Short</td>
<td>City and County of Denver, RTD</td>
</tr>
<tr>
<td>MI 1d: Study 38th Avenue pedestrian and transit improvements following policies of Denver’s Living Streets Initiative</td>
<td>Examine 38th Avenue right-of-way for inclusion of multi-modal improvements such as wider sidewalks, on-street parking, transit-only lanes and planted medians following the recommendations of Denver’s Living Streets Initiative. Living Streets are designed to achieve a more sustainable transportation balance, maximize the efficiency of a corridor’s person-trip capacity (compared to auto-trip capacity), and integrate the use and form of adjacent development to create great destinations.</td>
<td>Short to Medium</td>
<td>City and County of Denver</td>
</tr>
<tr>
<td>LU 1: Develop an urban open space system with variety of parks and public spaces on east side of railroad tracks</td>
<td>Develop parks and public spaces in the eastern portion of the station area in response to the conversion of industrial uses to higher density residential. Funding for new parks could come through public purchase of property through bond funds, or through consolidation of required private open space through the GDP process.</td>
<td>Short to Long</td>
<td>Parks and Recreation Department, private developers</td>
</tr>
<tr>
<td>MI 1d: Pedestrian and bicycle improvements to 41st, 44th, and 46th Avenues, and Elati and Navajo Streets</td>
<td>Bicycle lanes should be provided on the streets identified for bicycle and pedestrian improvements. These streets would include Elati Street and 41st, 44th, and 46th Avenues. Along Inca Street a detached multi-use path is proposed paralleling the railroad tracks and connecting to the pedestrian and bicycle bridge over 38th Avenue. These streets should incorporate sustainable street design elements such as storm water treatment features in the tree-lawn. The 44th Avenue bridge over I-25 should undergo aesthetic improvements including better lighting, fencing and bicycle lane markings in the shoulder.</td>
<td>Short to Long</td>
<td>Department of Public Works, private developers</td>
</tr>
<tr>
<td>MI 1e: Promote alley access and develop alleys in blocks in conjunction with redevelopment</td>
<td>Alleys are important to the proper functioning of the transportation system and land uses. Alleys should generally be required within blocks in both residential and commercial areas to allow for loading functions, trash pick-up, and vehicle and utility access.</td>
<td>Short to Long</td>
<td>Department of Public Works, private developers</td>
</tr>
<tr>
<td>MI 1b: New street grid between 44th and I-70; between the railroad tracks and Delaware St.</td>
<td>New streets should follow local street standards that have a minimum of a 13’ pedestrian zone that includes a tree lawn and detached sidewalk</td>
<td>Short</td>
<td>Department of Public Works, private developers</td>
</tr>
<tr>
<td>MI 1b: Vacate 31st Street; new street connection of 41st Ave. and Delaware Streets</td>
<td>The block between Elati and Delaware Streets between 41st and 42nd Avenue should be developed on the north-south grid and the right-of-way for 31st Street should be vacated.</td>
<td>Short</td>
<td>Department of Public Works, private developers</td>
</tr>
<tr>
<td>MI 1b: New street connection along east side of railroad tracks at approximately Galapago Street between 40th and 44th Avenues.</td>
<td>A new street paralleling the east side of the railroad tracks at approximately Galapago Street between 40th and 44th Avenues will be necessary to provide circulation through the station area. This street should be constructed in segments in conjunction with new development. RTD will be responsible for the street adjacent to the station and the City and private developers will be responsible for other portions.</td>
<td>Short</td>
<td>Department of Public Works, private developers, RTD</td>
</tr>
<tr>
<td>MI 1d: Inca Street Improvements between 36th and 46th Avenues</td>
<td>Improvements should include an 18’ pedestrian zone on the west side of the street that includes sidewalks, pedestrian-scale lighting, street trees, improved bus stops and a 12’ detached bicycle path on the east side of Inca.</td>
<td>Medium</td>
<td>Department of Public Works, private developers</td>
</tr>
<tr>
<td>MI 1d: Fox Street improvements between 38th and 45th Avenues</td>
<td>Improvements should generally follow the cross section shown in the plan. There should be a 20’ pedestrian zone that includes sidewalks, pedestrian-scale lighting, street trees in grates, improved bus stops, and enough room for sidewalk uses, outdoor seating, street carts and vendors. The street should include on-street parking.</td>
<td>Medium</td>
<td>Department of Public Works, private developers</td>
</tr>
<tr>
<td>MI 1d: Improvements to the bicycle/pedestrian underpass of I-25 to City of Cuernavaca Park</td>
<td>Improvements should include improved lighting, aesthetic treatments and maintenance.</td>
<td>Short to Medium</td>
<td>Department of Public Works, Colorado Department of Transportation</td>
</tr>
</tbody>
</table>
### Infrastructure Tools (continued)

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Implementation Strategy</th>
<th>Timeframe</th>
<th>Key Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>MI 1c: Intersection improvements to 38th Avenue and Fox Street</td>
<td>Improvements to the intersection of 38th Avenue and Fox Street may be necessary to improve traffic flow and the pedestrian environment at this critical intersection.</td>
<td>Medium to Long</td>
<td>Department of Public Works</td>
</tr>
<tr>
<td>MI 1b: New street grid between 44th and 46th Avenues; between Inca Street and Lipan Street</td>
<td>New streets should follow local street standards that have a minimum of a 13’ pedestrian zone that includes a tree lawn and detached sidewalk</td>
<td>Medium to Long</td>
<td>Department of Public Works, private developers</td>
</tr>
<tr>
<td>MI 1c: Intersection improvements to 38th Avenue and Navajo Street</td>
<td>Improvements to the intersection of 38th Avenue and Navajo Street will be necessary to improve the pedestrian environment at this important activity center. Improvements could include improved crosswalk treatments, curb bulb outs and ramps, and median pedestrian refuges pending additional engineering analysis.</td>
<td>Medium to Long</td>
<td>Department of Public Works</td>
</tr>
<tr>
<td>MI 1d: 41st Avenue Plaza between station and Elati Street</td>
<td>Along 41st Street, construct a pedestrian plaza connecting the station platform to Fox Street and Elati Street to the east. This pedestrian plaza should include decorative pavers or pavement, benches, trees and planters, pedestrian-scale lighting, outdoor seating, street carts, and vendors. Access for angled, on-street parking may also be necessary.</td>
<td>Medium to Long</td>
<td>Department of Public Works, private developers, RTD</td>
</tr>
<tr>
<td>MI 1b: New street connection over or under the railroad tracks at 46th or 44th Avenue</td>
<td>A new street connection or pedestrian bridge is proposed across the railroad tracks at either 44th or 46th Avenue. It is likely only one connection would be built. A street connection at 46th Avenue would have many advantages including more direct access to I-70 via Pecos Street; reduced traffic impact to residential areas in Sunnyside; better access to the northern portion of the station area; and not impacting areas close to the station with a viaduct. A 44th Avenue connection would be less desirable because of impacts to the station area from a viaduct and traffic impacts to the Sunnyside residential areas. However, feasibility of either connection would require detailed engineering and cost analysis, an identified source of funding, and cooperation from the railroads.</td>
<td>Long</td>
<td>Department of Public Works, Union Pacific Railroad, Colorado Department of Transportation</td>
</tr>
</tbody>
</table>

### Partnership Tools

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Implementation Strategy</th>
<th>Timeframe</th>
<th>Key Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>UD 2d; ED 1b, 1c, 1e: Explore shared parking solutions through an area based management plan process that could potentially include in lieu fees or the creation of a parking district to address shared parking in the station area if these mechanisms are developed</td>
<td>Through an area based management plan process, analyze parking problems and solutions comprehensively to promote shared parking arrangements where possible. Mechanisms to explore include districts. In other cities, 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). 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 district 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.</td>
<td>Short to Long</td>
<td>City and County of Denver, private property owners</td>
</tr>
<tr>
<td>LU 1i; UD 2a, 2d; MI 1b, 1d; ED 1a, 1c, 1d: Special tax assessment districts for infrastructure funding and maintenance</td>
<td>Promote legislated districts 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). Upon formation of a district, a variety of mechanisms to fund streetscape improvements should be explored.</td>
<td>Short to Long</td>
<td>City and County of Denver, private property owners</td>
</tr>
<tr>
<td>LU 1c: Passive, naturalized landscaped areas along I-25 to improve water quality and provide a scenic buffer</td>
<td>The City and County of Denver should work in partnership with CDOT to improve the landscaping and maintenance along I-25, including the land between 38th Avenue and I-25 and the Park Avenue Interchange, to provide passive open space and water quality benefits.</td>
<td>Short to Long</td>
<td>City and County of Denver, Colorado Department of Transportation</td>
</tr>
</tbody>
</table>
### Partnership Tools (continued)

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Implementation Strategy</th>
<th>Timeframe</th>
<th>Key Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>LU 1a, 1b; UD 1a; MI 1b, 1c; ED 1c: Pursue tax increment financing to pay for infrastructure improvements to pedestrian shopping district at 41st Avenue and Fox Street</td>
<td>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.</td>
<td>Short to Long</td>
<td>Denver Urban Renewal Authority, private property owners</td>
</tr>
<tr>
<td>MI 1a, 1c, 1d: Pursue infrastructure funding through DRCOG TIP – especially CMAQ funds</td>
<td>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). 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.</td>
<td>Short to Long</td>
<td>City and County of Denver, DRCOG</td>
</tr>
<tr>
<td>UD 1e: Partner with private property owners to preserve or incorporate historic structures</td>
<td>Work with private property owners on adaptive reuse of historic structures or incorporation of design elements into new development.</td>
<td>Short to Long</td>
<td>Denver Landmark Preservation, State Historic Preservation Office, private land owners</td>
</tr>
<tr>
<td>LU 1h, UD 1d; MI 1a: Continue coordination with RTD on Gold Line Final Design</td>
<td>The city should continue its coordination with RTD and members of the community to ensure that final design of the Gold Line meets the goals and vision of this station area plan. Work with RTD on limiting future park-n-Ride spaces to the 500 proposed for 2015 in conjunction with future TOD if ridership goals can be met through land use changes.</td>
<td>Short</td>
<td>City and County of Denver, RTD</td>
</tr>
<tr>
<td>LU 1; UD 1; MI 1d, 1f : Identify scope of work and funding for a health impact assessment</td>
<td>Use the recommendations of the station area plan to develop targets for tracking health indicators related to land use and transportation planning including safe pedestrian routes, reduction of vehicle miles traveled and automobile emissions, and access to recreation and health facilities.</td>
<td>Short</td>
<td>Denver Department of Environmental Health, State Department of Health, Denver Housing Authority</td>
</tr>
<tr>
<td>MI 1f: Given the limited roadway capacity in the station area, use travel demand management to reduce the demand for single-occupancy vehicle trips through carpooling, vanpooling, transit use, bicycling, walking, teleworking and off-peak travel.</td>
<td>Partner with area property owners and businesses to form a TMO for Northwest Denver that would include the 41st and Fox Station Area. In the interim, the City could partner with DRCOG RideArrangers to promote TDM programs to area businesses and residents.</td>
<td>Short to Long</td>
<td>City and County of Denver, Area Businesses and Residents, DRCOG</td>
</tr>
<tr>
<td>ED 1e: Seek funding partnerships to facilitate affordable housing within the station area</td>
<td>Use the recently established TOD Fund to strategically invest in properties in order to preserve and expand the amount of affordable housing at transit stations. Promote the use of Community Block Grant, HOME, Multi-family Revenue Bond allocations and Low Income Housing Tax Credits for affordable housing projects in close proximity to transit.</td>
<td>Short to Long</td>
<td>Community Planning and Development Department, Office of Economic Development, non-profits, private developers</td>
</tr>
<tr>
<td>LU 1h; UD 1d; ED 1d: Joint development guidelines and memoranda of understanding for RTD park-n-Ride</td>
<td>Joint development guidelines provide a framework for transit authorities to enter partnerships with private developers to redevelop authority-owned land. Memoranda of understanding can be used to stipulate terms of joint development agreements, shared parking arrangements, or agreements between local municipalities and developers.</td>
<td>Medium to Long</td>
<td>City and County of Denver, RTD</td>
</tr>
</tbody>
</table>
The Community
Location and Overview

The 41st and Fox Station will be situated in the Globeville neighborhood at the edge of two other Denver neighborhoods: Sunnyside and Highland. The Sunnyside neighborhood comprises the west half of the station area and is separated from Globeville by the UP and BNSF railroad tracks. Globeville and Sunnyside are two of the oldest neighborhoods in Denver, and benefit from the close proximity to the Downtown core. Globeville has its roots in the smelting industry, and continues to be dominated by industrial uses today. Sunnyside is primarily single-family residential with some industrial uses along the eastern boundary. Due to the predominance of industrial uses in both neighborhoods, a cohesive network of infrastructure including streets, sidewalks, landscaping/trees and utilities does not exist. Furthermore, both neighborhoods lack sufficient community services such as grocery stores, and the income levels are lower as compared to other neighborhoods in the city. The community has a strong sense of cultural identity and high rate of home ownership.

The station area includes many barriers such as the railroad tracks, I-70, I-25 and 38th Avenue. These major roadways, as well as the railroad, separate the station platform from nearby neighborhoods. Therefore, strengthening access points to the station for vehicles, bicyclists and pedestrians will be an important factor in encouraging and sustaining private development. Primary access to the station is planned via Fox Street, a north-south street that extends from 38th Avenue to the former Denver Post property. The Denver Post site is vacant and the 44-acre grounds are under private ownership. Other access points include 44th Avenue from the east across I-25 and the existing pedestrian bridge across the railroad tracks at 43rd Avenue.

Schools

The Sunnyside neighborhood has three schools in proximity to the station area: the Horace Mann Middle School, Smedley Elementary School and Garden Place Elementary. Horace Mann is located on 41st between Lipan and Mariposa Streets. The school has 210 students and is at 33% capacity. Smedley Elementary is outside of the ½ mile boundary at 42nd and Shoshone and was recently closed by Denver Public Schools. The Garden Place Elementary School is located east of I-25 in Globeville. The current student population is 386 and is just under 60 percent capacity (Source: The Piton Foundation). The school structures add to the neighborhood character and play a positive role in the community.

Parks and Open Space

Four neighborhood parks are within the station area—all are west of the railroad tracks. Columbus, Ciancio and Aztlan Parks are within Sunnyside. Franco Park is located in the Highland neighborhood at 37th Avenue and Lipan Street. The area east of the station is industrial in nature and does not have parks.

Columbus Park: This 3-acre park is located on the north side of 38th at Osage Street and contains a shelter, toilets, group facilities, playground and open fields.

Ciancio Park: Ciancio Park is located at 41st Avenue and Lipan Street, adjacent to Horace Mann School. It is a five acre neighborhood park that contains three baseball/softball fields and a junior football field. Except for a few picnic tables that the public can use, it primarily exists to provide recreation space for the school and city softball teams. The entire perimeter of the park is fenced which may suggest school ownership or private property.

Aztlan Park: Aztlan Park is located near the Quigg-Newton Homes at 44th Avenue and Navajo Street. The park has a playground, picnic tables, outdoor pool, basketball court and softball field. The Aztlan Recreation Center is located on-site. The park is approximately 3.6 acres.

Franco Park: Franco Park is a small ½ acre park located at 37th Avenue and Lipan Street. The park has a playground, picnic tables and basketball court.

Housing

The Globeville, Sunnyside and Highland neighborhoods have an affordable housing stock composed of single-family homes with some duplexes and apartments. The single-family housing stock is fairly well maintained, but could use improvement. The average household income and percentage home ownership in each neighborhood is shown in the table below. While the home prices remain affordable to existing residents, the presence of the station may increase property values and the overall desirability of the area. This will create a need for new development to provide housing types for diverse income levels.
Public facilities include Trevista at Horace Mann School and Columbus Park.
Quigg Newton Homes

Quigg Newton Homes, Denver’s largest public housing project, is a HOPE VI affordable housing complex bounded by 42nd, 46th, Lipan and Navajo (approximately 7 blocks). There are a number of facilities on site, including a recreation center, senior housing facility, Boys and Girls Club and employment assistance center. The facility has approximately 380 units and serves a largely Hispanic population (according to a recent survey, the population of Quigg Newton is 86 percent Hispanic). Just under a quarter are married, and there are also more older and childless adults among Quigg Newton residents: 17 percent are over 62, and 44 percent say they have no children under 18 living in their household.

Historic Properties

There are no historic districts in the ½ mile study area. The Gold Line EIS documented resources listed or eligible for listing on the National Register of Historic Places in the vicinity of the rail station. The study found five resources in the area, including 2 residences on Fox Street, one commercial building on Inca Street, a set of commercial buildings at 38th and Fox Street (now Wagner Rents) and the BN Railroad. According to the Sunnyside Neighborhood Assessment, one structure has been designated as a local Denver historic structures for preservation: Horace Mann School at 4130 Navajo Street. A 1981 historic buildings inventory listed 55 Sunnyside structures as having potential for designation, primarily residential.

View Planes

A City and County of Denver view plane originates at 51st Avenue and Zuni Street and extends southeast toward Downtown. The intent of this view plane is to protect views toward Downtown Denver. Structures in this area are not to exceed 5,347 feet. Based on spot elevations, this would allow buildings as tall as approximately 150 feet within the portion of the station area that is within the view plane.

Floodplains and Drainage

All portions of the 41st and Fox Station Area west of I-25 fall outside of the 100 year floodplain. The City and County of Denver Storm Drainage Master Plan (2005) identifies two basins in the 41st and Fox Station Area: The Highland Basin (0061-02) and the Globeville Basin (0059-01). In conjunction with future development in the station area, analysis of the storm and sanitary sewer capacity will be required and should be incorporated into future updates of the Storm Water Master Plan and Sanitary Sewer Master Plan. Identified issues and necessary infrastructure improvements can best be addressed through consolidated improvements as part of a general development plan process but can also be addressed through site plan review. Wherever possible, low impact development and best management practices with hydrological function landscape, vegetative swale, permeable (porous) pavement, and green roofs may be incorporated into development design for stormwater quality control and aesthetic purpose. In addition, street drainage capacity must be checked for both minor storm and major storm events as part of any new roadway construction and street rehabilitation. During the major storm event, stormwater conveyance within the right-of-way may not exceed 12 inches at the gutter flowline and must remain in the right-of-way. During the minor storm event, no curb overtopping is allowable.

Neighborhood Housing Characteristics

<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Average Household Income</th>
<th>Percent Home Ownership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Globeville</td>
<td>$37,063</td>
<td>63</td>
</tr>
<tr>
<td>Sunnyside</td>
<td>$43,226</td>
<td>59</td>
</tr>
<tr>
<td>Highland</td>
<td>$39,568</td>
<td>43</td>
</tr>
<tr>
<td>City and County of Denver</td>
<td>$55,128</td>
<td>52</td>
</tr>
</tbody>
</table>

Source: Piton Foundation, 2000
View Planes

Central Business District View Plane
Origin from Park at 51st & Zuni St.
No structure within the shaded area shall exceed an elevation of 5,347'

Floodplains

100-year Floodplain  500-year Floodplain
Land Use and Zoning

There are currently 11 zone districts in the 41st and Fox Station Area. The majority of the station area, approximately 69 percent, is currently zoned for industrial uses including the entire eastern portion of the station area and much of the western portion of the station area closest to the station. Only about 4 percent of the 1/2 mile station area is zoned for commercial mixed-use development, concentrated along 38th Avenue. Approximately 26 percent of the land area is zoned residential in the form of R-2, R-3 or RMU-30. These zone districts all allow multi-unit dwellings. No portion of the station area is zoned exclusively for single-family residential development. The remainder of the station area is zoned as PRV or as a PUD.

The current residential land use in the 41st and Fox Station Area is a mixture of single-family and low-rise multi-family residential with some higher-density apartment buildings. Approximately 51 percent of the land area is public or quasi-public comprising such uses as street right-of-way and publicly owned park or open space. Only 4 percent of the land is vacant or counts surface parking as an independent use.

Existing Zone Districts

The following are descriptions of the existing zone districts in the 41st and Fox Station Area. These zone districts will change in the future with the adoption of the New Code.

Business and Mixed Use Districts

B-1 Limited Office District: This district provides office space for services related to dental and medical care and for office-type services, often for residents of nearby residential areas. The district is characterized by a low volume of direct daily customer contact. This district is characteristically small in size and is situated near major hospitals or between large business areas and residential areas. The district regulations establish standards comparable to those of the low density residential districts, resulting in similar building bulk and retaining the low concentration of pedestrian and vehicular traffic. Building height is controlled by bulk standards and open space requirements. Building floor cannot exceed the site area.

B-2 Neighborhood Business District: This district provides for the retailing of commodities classified as “convenience goods” and the furnishing of certain personal services to
Existing Land Use
Residential Districts

**R-2 Multi-Unit Dwellings, Low Density:** Typically duplexes and triplexes. Home occupations are allowed by permit. Minimum of 6,000 square feet of land required for each duplex structure with an additional 3,000 square feet required for every unit over 2.

**R-3 Multi-Unit Dwellings, High Density:** Building size is controlled by bulk standards, off-street parking and open space requirements. Building floor area cannot exceed three times the site area.

**R-MU-30 Residential Mixed-Use District:** The R-MU-30 district is a primarily residential district allowing higher density multiple unit dwellings of a density appropriate to the center city and other activity centers such as light rail transit stations. Supporting commercial development, such as consumer retail and service uses and small-scale office uses, is encouraged to create a truly mixed-use environment. No maximum residential density is prescribed. Instead, maximum height, setbacks, and open space requirements determine the scale of buildings.

Industrial Districts

**I-0 Light Industrial/Office District:** This district is intended to be an employment area containing offices, and light industrial uses which are generally compatible with residential uses. I-0 zoned areas are designed to serve as a buffer between residential areas and more intensive industrial areas. Bulk plane, setback and landscaping standards apply in this district. Building floor area cannot exceed 50% of the site area; however, office floor area may equal site area. Some uses are conditional uses.

**I-1 General Industrial District:** This district is intended to be an employment area containing industrial uses which are generally more intensive than those permitted in the I-0 zone. Bulk plane, setback and landscape standards apply in this district. Building floor area cannot exceed twice the site area. Some uses are conditional uses.

**I-2 Heavy Industrial District:** This district is intended to be an employment area containing uses which are generally more intensive than that permitted in either of the other two industrial zones. Bulk plane, setback and landscape standards apply in this district. Building area cannot exceed twice the site area. Some uses are conditional uses.

Other Districts

**PRV Platte River Valley District:** This district is intended to promote and encourage a diversity of land uses having urban character, integrating the district’s unique geographic location and setting, amenities of view, transportation linkages and open space. A variety of land uses are permitted in order to facilitate new development, allow for the reuse of eligible historic structures and to complement development in the adjacent neighborhoods and Downtown. New residential development and open space is encouraged.

**PUD Planned Unit Development District:** The PUD district is an alternative to conventional land use regulations, combining use, density and site plan considerations into a single process. The PUD district is specifically intended to encourage diversification in the use of land and flexibility in site design with respect to spacing, heights and setbacks of buildings, densities, open space and circulation elements; innovation in residential development that results in the availability of adequate housing opportunities for varying income levels; more efficient use of land and energy through smaller utility and circulation networks; pedestrian considerations; and development patterns in harmony with nearby areas and with the goals and objectives of the comprehensive plan for the city.
Existing Zoning
Blueprint Denver Land Uses

*Blueprint Denver* divides Denver into “areas of change” where growth should be directed and “areas of stability,” where only limited change should be allowed. In general, “areas of change” tend to be places where land use and transportation are closely linked with good transit service and a mix of uses that can support significant in-fill development. Station areas fit this definition of “areas of change.”

*Blueprint Denver*’s concept land uses for the station area were based on a station location at 38th and Inca instead of 41st and Fox. It identifies portions of the west side of the station area in Sunnyside and Highland as “areas of change” and “transit oriented development.” This includes the area generally between 44th and 36th Avenue along Inca, Jason and portions of Lipan Street.

*Blueprint Denver* identifies the area east of the transit station as an industrial area and an “area of stability.” However, through the planning process, it was determined that the eastern portion of the station area is already undergoing a fundamental change in land use. This change in land use began with the development of the Regency Student Housing and has accelerated in recent years. Moreover, the area exhibits the strong link between transportation and land use that defines “areas of change” in *Blueprint Denver*.

*Blueprint Denver* identifies several goals for the areas surrounding rail transit stations. These goals include:

- A balanced mix of uses
- Compact mid- to high-density development
- Reduced emphasis on auto parking
- Attractive multi-story buildings
- A variety of housing types and prices
- Access to open space and recreation amenities
- A high degree of connectivity between the station area and surrounding neighborhoods

The 41st and Fox Station transit oriented development will embody these objectives as the station links multi-modal transit elements with existing and developing residential and commercial elements in this “area of change.”

The Central Platte Valley is identified as an area of change in *Blueprint Denver* and could serve as a model for the future development surrounding the 41st and Fox Station.

Transportation

The primary roadways in the study area are 38th Avenue, Fox Street, 44th Avenue and Inca Street. According to RTD’s *Gold Line Final Environmental Impact Statement*, 89 percent of the 41st and Fox Station users will drive and park at the station, 4 percent will walk and 7 percent will access the station by bus in 2030 with a total of 2,700 daily boardings and alightings at the station. However, this could change significantly with future transit oriented development resulting in more walk and transit trips to the station.

38th Avenue

38th Avenue is a five-lane arterial extending from Park Avenue to the Northwest Denver neighborhoods of Sunnyside, Highland, Berkeley and West Highland. The roadway is an important commuter arterial that carries peak hour
Traffic into and out of Downtown. Between Inca Street and Sheridan Boulevard (City of Denver boundary), 38th Avenue is designated a Pedestrian Shopping Corridor and Area of Change in Blueprint Denver. Blueprint Denver states that “market demand will drive the amount of commercial retail development, while West 38th Avenue’s pedestrian and transit orientation will influence the amount of urban residential development along corridor.” The 41st and Fox Station will be located at the east end of the corridor, approximately 3 blocks north of 38th Avenue.
The 38th Avenue underpass crosses below the railroad tracks just 3 blocks south of the proposed station. The sidewalks are narrow through the underpass, making pedestrian connectivity difficult. The city has plans to upgrade the sidewalks on 38th Avenue at the underpass to ADA compliance, as well as make other façade improvements in 2009. The city also plans to fund a new pedestrian bridge over 38th Avenue at Inca Street to link the Sunnyside and Highland neighborhoods. This bridge is planned to be built parallel to the Gold Line commuter rail tracks.

The 38th Avenue and Fox Street intersection is a three-way intersection with access to the I-25 on and off ramps. The intersection is offset and thus is more difficult for vehicles to navigate. The intersection also lacks crosswalks in each direction for pedestrians and bicyclists.

**Fox Street**

The most direct vehicular route to the station from 38th Avenue and I-25 is Fox Street. Fox Street is a 2-lane collector with few sidewalks and a substantial amount of truck traffic. The street terminates at the former Denver Post site. RTD plans to improve Fox Street to allow for access into the transit station. Two full movement access points from Fox Street onto 41st Avenue and 42nd Avenue will be constructed. A northbound left turn lane on Fox Street at 41st Avenue is planned. Eastbound thru/left and right turn lanes are planned at 41st Avenue and eastbound thru/left turn and right turn lanes are planned on 42nd Avenue, all at station opening in 2015.

**44th Avenue**

44th Avenue is an east-west arterial that connects across I-25. 44th Avenue will become an important connection for Globeville residents living east of I-25 to access the proposed station west of I-25. 44th Avenue ends at Fox Street and does not connect directly to Sunnyside.

**Inca Street**

Inca Street is a two-lane local street that parallels the railroad tracks west of the station. The roadway lacks sidewalks, curb and gutter and landscaping. The streetscape is dominated by large overhead utilities along the east side of the roadway.

**Sidewalks**

The existing pedestrian environment in the station area is not conducive to transit oriented development; many streets lack sidewalks and the area as a whole lacks a cohesive street grid. The area is further divided by the existing railroads and highways. Sidewalks currently exist within the residential neighborhood of Sunnyside west of the station and provide interior linkages to neighborhood parks, schools and churches. However, the east side of the railroad tracks (Globeville) has predominantly industrial uses and very few or fragmented sidewalks.

**Local Bike Paths**

In addition to the pedestrian bridge over 38th Avenue described above, a few of the streets in the study area are designated as bike routes. Bike Route D-7 runs along Fox Street from 44th Avenue south to Downtown via Park Avenue. Route D-2 runs extends from the western suburbs along 46th Avenue, south to 43rd Avenue between Navajo and Fox Streets, and then jogs north on Fox Street to 44th Avenue. The route extends east of I-25 into Globeville and serves as a primary east-west route. An aging pedestrian bridge is located over the railroad tracks at 43rd Street—along the D-2 route but the bridge is not ADA compliant. It is anticipated that this bridge will be demolished and a new pedestrian bridge will be constructed between 41st and 42nd Avenues to serve the transit station. The Denver Bicycle Master Plan Update identifies the 43rd Avenue Pedestrian Bridge as a major missing link in the city’s bicycle system. Route D-5 extends along Navajo Street, then runs east/west along 36th Avenue, crosses under I-25 and connects with the South Platte River Trail. Overall, the number of bicycle routes crossing through the study area is substantial, but the quality of these routes should be improved to make the station area and connections to it more bicycle and pedestrian friendly.

**Bus Transit Routes**

Existing local RTD bus routes within a ½ mile of the station include the 38 (along 38th Avenue), the 8 (along Fox Street), the 6 and the 52 along Navajo and Pecos Streets, respectively. These routes have approximately 15 to 30 minute frequencies, depending on peak vs. off-peak hours. The 38 will stop at the 41st and Fox station, but the 6, 8, and 52 will not change with the presence of the station. The 44, which currently travels along 44th Avenue to Tejon Street and south into Downtown, will stop at the 41st and Fox station. The Strategic Transportation Plan states that pedestrian-oriented improvements are a focus within the Northwest Travel Shed of the city. Improved and expanded transit routes along 32nd
Sidewalks and bicycle paths are important components of the station area’s transportation infrastructure.
and 38th Avenues as well as Speer and Federal Boulevards will serve the increased travel demands in this area.

**Parking**

The street networks within the neighborhoods of Sunnyside and Highland neighborhoods have on-street parking to serve residents. 38th Avenue does not currently have on-street parking.

**Freight Rail**

The Union Pacific and Burlington Northern Santa Fe Railroads have operated in the area for over a century. These trains provide service to local and regional industries and to locations throughout the west. The presence of freight tracks creates a significant barrier for pedestrians, bicyclists and motorists, and separates Globeville from the other neighborhoods. These facilities are not anticipated to change in the foreseeable future.

**Public Engagement**

The goal of the outreach process was to provide a fair, open and effective process for engaging the community in the development of the plan for the 41st and Fox Station Area. The outreach objectives included:

- Receive meaningful and useful input from residents and community interests
- Directly engage a broad representation of residents and community interests by using several different methods of community outreach
- Ensure openness in communication of all aspects of the plan and make relevant information freely available
- Ensure fairness in consideration of all opinions and ideas from community members and interest groups within the context of city and regional objectives and the framework of the planning process

Three public workshops and a focus group were held as part the public involvement process. These hands on, interactive meetings included a brief presentation on project issues and process followed by interactive sessions aimed at soliciting input. The public meetings occurred at the following project milestones:

- Plan visioning
- Development of alternative concepts
• Plan recommendations and implementation

In addition, planning staff attended numerous meetings with stakeholders throughout the process, including presentations to registered neighborhood organizations, business associations and other interest groups.

**Outreach Methods**

City staff provided meeting notices and copies of informational material to the registered neighborhood organizations, business organizations and City Council offices in the station area. City staff also provided notification through an initial mailing to all property owners within ½ mile of the station, flyers at the elementary schools in the station area, presentations to interest groups, postings on the city’s website, and direct contact to plan participants via email and phone calls.

City staff sent meeting notices and copies of informational material to neighboring jurisdictions and our regional partners including:

- The Denver Regional Council of Governments
- The Regional Transportation District
- Denver Public Schools
- Denver Public Libraries

City staff also provided press releases concerning the project and public meetings to the Rocky Mountain News, the Denver Post and community newspapers.

**Workshop Summaries**

**Visioning Workshop**

The 38th and Inca Station Public Workshop was held January 23rd, 2008. 73 members of the public were in attendance. Tom Hoagland of the City and County of Denver provided opening remarks. GB Arrington of PB PlaceMaking provided an overview of Transit-Oriented Development.

The full presentation is available on the City and County of Denver website (www.denvergov.org/tod).

Following the presentation, the attendees were divided into small groups with a facilitator and notetaker at each table. The following summarizes the notes from each presentation:

**Group 1**

- Pedestrian/bike connectivity north/south & east/west
- Improve substandard pedestrian areas
- Improve connectivity to Globeville
- Locate parking away from station – make people walk through a mixed-use district next to the station
- Parks on north and south ends of the stations area
- Intense development close to station, decrease development intensity further from station
- Integrate public spaces into new development
- 38th Ave. transition to pedestrian oriented mixed use development over time

**Group 2**

- Maintain existing character of the neighborhood
- Build on the neighborhood character and history
- Lower density development further to the west, range of 2-3 stories
- Provide housing for families
- Pull Cuernavaca park under I-25 creating a linear park along the rail
- Student housing could be catalyst for more intense development and new residential towers on the east side of the tracks
- Future development in the industrial area on the east side of the tracks could include high density, mixed-use residential and commercial development with ground floor retail and additional employment and light industrial uses

**Group 3**

- Preserve neighborhoods to the west of the tracks and south of 38th
- Development opportunity on empty land between 38th, freeway, and tracks
• Improve access to the student housing at the Regency Tower
• Provide more services in the area for college students
• Lower density mixed-use along Inca Street
• Pedestrian connection over 38th

**Group 4**

• More businesses along 38th and Fox Street to tie both together
• Residential and business along Fox
• Make 38th a safer pedestrian environment
• Improve freeway underpass
• East/west connection on 45th to reach Globeville

**Group 5**

• Make 38th Avenue viaduct wider and safer
• Link bike paths at 45th
• Convert Denver Post building to office and catalyze development to the south along Fox Street
• Change development along Fox and make a mixed-use neighborhood
• Bike path towards 20th Street
• Path to stadium over 38th Avenue
• Student housing link to transit and bike paths to alleviate isolation

• Link students to the transit station and provide more services for college students
• 44th Street car/pedestrian bridge
• Bridge over I-25 to Globeville

**Group 6**

• Mixed use buildings wrapping parking structure
• High density mixed-use along Inca – 4-6 story
• Yellow areas lower height infill housing to transition into existing neighborhood
• Natural buffer along Inca to screen rail yards – pollution and noise
• South along Inca to park at south end of station area
• Increase bike/ped access
• Fox corridor as “Main Street” – prioritize pedestrians
• 38th Avenue pedestrian improvements – prioritize pedestrians
• Opportunities as destinations – new parks, Main Street, etc.
• Parking in small lots in between buildings
• Sustainability – green development
• Economic opportunities – Denver Post area kept as light industrial
• Connect neighborhoods together
• Architectural style of station to be compatible with neighborhood.

Common Themes

• Improve 38th Ave. - traffic calming, wider sidewalks, better lighting.

• More pedestrian crossings on 38th.

• Make the station very visible from the streets

• Preserve/enhance character or the existing neighborhoods

• Bike/pedestrian connection north-south along west side on Inca St. connecting to existing bike trail near Cuernavaca Park.

• Mixed use, higher density on east side of tracks

• Site station to attract employment opportunities to the area

• Keep parking on eastside of tracks.

• More parks, particularly on the east side of tracks

• Transition to less dense areas on west side of tracks further from station

• Mixed-use local serving retail on west side of tracks

• Potential redevelopment into live/work on 43rd and Jason St. near tracks

• Pedestrian bridges at, 43rd and 39th Ave

• Pedestrian bridge crossing at 38th

• Improve retail environment along 38th Avenue

Alternatives Workshop

The 41st and Fox Public Workshop was held February 3, 2009. 25 members of the public were in attendance. Tom Hoagland of the City and County of Denver provided opening remarks. Tom reviewed a number of changes that have occurred between the last workshop for this station (held in January 2008) and this workshop. These changes include the shift in the RTD Gold Line from the west side of the Union Pacific railroad tracks to the east side; the confirmation of the station location at 41st and Fox Street; and a shift in the RTD maintenance facility. One location considered for the RTD bus maintenance facility was at the Denver Post site. However, since that time, the preferred option is to retain the bus maintenance facility at its existing location.

GB Arrington of PB PlaceMaking gave an overview of the two concepts developed for the station area to-date, based on public feedback and design. These concepts are referred to as “crash test dummies” because they represent different land use scenarios that are not designed to survive on their own. The purpose of this workshop was to evaluate each of these concepts in small groups and to modify them to form a desired land use scenario. The following summarizes the notes from each presentation.

Summary of Group Comments/Common Themes:

• Encourage a dense mix of residential and employment on the east side of the tracks.

• Provide a mix of housing types including affordable/workforce housing, middle income and market-rate housing, student housing, and housing for families.

• Create better ties between the station and existing parks and open space and examine opportunities for a new park on the east side of the tracks.

• Improve east-west connections across the railroad tracks.

• Improve the pedestrian environment on streets including 38th, Fox, Elati, 44th, Navajo and Inca.

• Incorporate “green/sustainability” objectives in the station area plan.

Group 1

• Residential on west side of the railroad tracks should be lower scale (4 stories or below). Transition to the neighborhood as you move west.

• East side-concentrate employment at the north end. Retain industrial on the Denver Post site but do adaptive reuse at the north end.

• Likes the pedestrian shopping district in Alternative A and higher densities along Fox and Elati.

• Preserve single-family character south of 38th Avenue (make it affordable)
• Find development opportunities—mixed use (1-3 stories) for properties adjacent to 38th Avenue—create a streetfront along 38th Avenue.

• Shared parking is a good idea.

• Add green space (dog park/park) on east side along Fox and focused at intersection with the station.

• Green corridor: multi-use in Alternative A, improvements to 38th Avenue, connect “Navajo District”

• Transform Elati Street into a green street, perhaps a parkway that connects to the larger trail system.

• 38th Avenue between Navajo and Inca: Enhance with street amenities, including improvements to 38th Avenue underpass.

• Need a pedestrian bridge at 44th Avenue.

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**Group 2**

• Recommended a combination of development shown on Alternative A for the east side and Alternative B for the west side development scenarios.

• Improve existing parks.

• Need another connection across the tracks at 46th Avenue

• Create complete streets—need trees

• Sustainable urbanism in the streets (drainage, solar)

• Slow traffic on 38th Avenue, bulb outs

• Park needed in the northwest residential area

• Eclectic mix with employment on east side
Group 3

• Station as a destination, not a parking garage

• Combination of Alternative A and B scenarios. Mixed use and office on the east side.

• Need a pedestrian connection at 44th Avenue (across the tracks).

• Moderate income housing, not high end.

• Node at Navajo without increase in height.

• Streetscape enhancements on 8th Avenue.

• Knit Quigg Newton homes in with the neighborhood

• Fine grain, small-scale attention to 38th and Navajo

• Connect Inca Street south/improve Inca Street/3 stories on Inca Street.

Group 4

• Plan for considerably greater density

• Promenade east/west

• Need better bike/pedestrian connections along 44th and 45th to connect to Globeville.

• High density at the Denver Post site-consider a medical facility or other major employment center.

• Campus-like closer to the station

• Security, safety, schools, need more parks

• Housing for families, middle income

• Need node at 38th and Lipan – already zoned B-4.

• Building heights west of the station (along Inca) may block views of the city-8 stories is too high.
Plan Recommendations Public Meeting

The 41st and Fox Open House was held June 2, 2009. 30 members of the public were in attendance. The purpose of this meeting was to gather feedback on a preferred plan developed for the station area.

Tom Hoaglund of the City and County of Denver provided opening remarks. Tom reviewed the alternatives evaluated throughout this process, as well as the existing city plans that relate to this plan. Laura Aldrete of PB PlaceMaking gave an overview of the preferred concept developed for the station area, based on public feedback and design. There are a number of supporting graphics (circulation, urban design, etc) that support this plan. The powerpoint presentation can be viewed on the city’s website at: http://www.denvergov.org/TOD/StationAreas/41stFoxStation/tabid/395233/Default.aspx

Many questions were asked about the relationship between this process and the City Zoning Code Update, which is currently underway. The city will be holding a series of public meetings throughout the summer as part of the release of the new Zoning Code. It is anticipated that this plan will be adopted prior to the new Zoning Code and thus reflected in the final Zoning Code and map to be adopted. Once adopted, this plan will offer guidance as to the appropriate use and form when rezonings occur in the Station Area.

Questions:

- How does this plan relate to future zoning discussions/actions?

- This plan is advisory only and does not change the zoning of the area. However, once adopted this plan will inform rezonings in the future.

- Concern about health impacts from living near a highway and a railyard maintenance facility.

- The current RTD Commuter Railyard Maintenance Facility is located north of I-70 outside of the general area of this Station Area. The city is beginning a Health Impact Assessment (in partnership with UC Denver) in neighborhoods within Council District 9 to evaluate the linkages between health, transportation and land use.

- Need emphasis on 44th Avenue connection to Globeville so that residents can access the future station. Also need to focus attention on a connection to the Railyard Market Place.

- The Circulation Plan recommends improved connectivity along 44th Avenue into Globeville and connections south toward Downtown.

- Are there incentives associated with TOD? What happens first—public improvements or private development?

- Private investment may occur first—that depends on the market and timing of redevelopment. Infrastructure investment funds may be available through the city.

- How long will this new plan take to implement?

- That depends on the market as well as the catalysts for redevelopment in the area. Some redevelopment may occur prior to opening day of the station—the full build-out vision may take 20-30 years to fully implement.
• What do pedestrian/bicycle improvements look like? How would they change existing streets?

• Most would be new bicycle lanes on existing streets.

• Does redevelopment begin before or after the station comes in?

• That depends on the market and there are examples of it occurring before or after, but in most cases it occurs after the transit station is in place.

• TOD process: Can Registered Neighborhood Organizations approach developers about their plans for new projects based on the community desires?

• The public input process for new development projects was discussed—there are public hearings at both Planning Board and City Council meetings prior to development project rezoning approval.

• Comment: would love to see Main Street zoning along Fox Street.

• Comment: There is a lack of true pedestrian access in this area. Need to make a stronger statement for bicycles and pedestrians and keep cars away.

• There was discussion concerning whether to restrict vehicles along the “green link” on 41st Avenue between Elati and the railroad tracks. The plan currently allows vehicles along this connection to provide parallel parking and accessibility to future retail uses. Some felt that it is important to have that visibility and accessibility for vehicles (Englewood station along the Southwest Corridor was mentioned as an example of an area where the retail is struggling since commuters move from the parking to the station without visiting the retail).

• Comment: Experts contest that parallel parking calms traffic. Consider eliminating parallel parking and replacing with bicycle lanes. Or, consider angled parking. Other commenters argued that parallel parking does slow traffic and is important in supporting retail. Colfax Avenue is an example where the parking is placed behind buildings in some locations, which affects the level of pedestrian activity happening on the street.

• The city agrees that it is important to “make cars behave” and find ways to slow traffic.

• Comment: Route traffic around the perimeter of the station area---concentrate parking on the edges. Keep inner streets safer for pedestrians and bicyclists.

• Comment: 46th Avenue makes more sense to put a vehicular connection over/under the railroad tracks. This location supports the previous comment concerning the directing of traffic around the neighborhood. A connection at 44th Avenue would have greater impacts to the Sunnyside Neighborhood.

• Can we look at stormwater/sustainable solutions at a neighborhood level?

• One idea that this plan considers is implementation of sustainable streets to capture stormwater. This idea is being considered along Elati Street.

• The open space shown on the plan seems random---park along the highway may not make sense. How did the plan address the diagonal grade change and the existing ditch along the Regency property?

• The open space shown along the highway provides a buffer between the highway and future residential/mixed-use. This has a number of benefits. This plan evaluated land use and circulation options to accommodate the ditch. However a storm sewer parallels the ditch and the ditch is below grade through much of the area. Thus, transforming it into a park amenity may be challenging.

• How do we decide how/where public parks will be dedicated?

• There are various options. One is a General Development Plan (GDP) that can allow for the accumulation of open space amongst parcels. The other option is for the city to purchase the land and create a park.

• Comment: The city needs to display an integrated future land use map that shows future plans for Denargo Market, 38th and Blake (station), 41st and Fox, River North, etc so that the community can see how all of these projects fit together.

• The city has created such a map and will provide the weblink. It will be available on the Planning Department’s news website as of June 12.

• Comment: This station will service both the Gold Line and Northwest Rail. The Northwest Rail is more important
to this neighborhood than the Gold Line due to its connection to Boulder and cities along that route. It will likely trigger redevelopment in this neighborhood.

- Does this plan connect to the US 36 BRT project? No, not directly.

**Relevant Plans**

The 41st and Fox Station Area Plan builds upon a foundation of adopted plans and policies of the City and County of Denver. The section provides a summary of plans and policies guiding the 41st and Fox Station Area Plan. When adopted, the 41st and Fox Station Area Plan will serve as a supplement to the Comprehensive Plan and supersede the general recommendations of citywide plans.

**Comprehensive Plan, 2000**

The Comprehensive Plan 2000 provides the planning and policy framework for development of Denver’s human and physical environment. The key subjects of Plan 2000 that relate to this station plan are land use, mobility, legacies, and housing.

**Land Use:** Land use recommendations promote new investment that accommodates new residents, improves economic vitality and enhances the city’s aesthetics and livability. In addition, Plan 2000 supports sustainable development patterns by promoting walking, biking and transit use.

**Mobility:** Plan 2000 emphasizes planning for multiple modes of transportation – walking, biking, transit and cars. Key concepts include expanding mobility choices for commuters and regional cooperation in transit system planning. Plan 2000 also promotes compact, mixed-use development in transit rich places.

**Legacies:** Plan 2000 prioritizes planning for park, open space and recreation systems. Historic building preservation and respect for traditional patterns of development in established areas are also key tenets of Plan 2000. To this end, Plan 2000 places a high value on maintenance of streets, trails, and parkways that link destinations within the community. Ensuring that new buildings, infrastructure and open spaces create attractive, beautiful places is the foundation of the legacies chapter.

**Housing:** Plan 2000 recognizes that access to housing is a basic need for Denver citizens. Thus, Plan 2000 emphasizes preservation and maintenance of the existing housing stock and expanding housing options. Providing a variety of unit types and costs, in addition to housing development in transit rich places are fundamental tenets of Plan 2000. This ensures a sustainable balance of jobs and housing as the city matures.

**Blueprint Denver: An Integrated Land Use and Transportation Plan, 2002**

Plan 2000 recommended that the city create a plan to integrate land use and transportation planning. Blueprint Denver is the implementation plan that recognizes this relationship and describes the building blocks and tools necessary to achieve the vision outlined in Plan 2000.

**Areas of Change and Stability:** Blueprint Denver divides the city into “areas of change” and “areas of stability.” Over time, all areas of the city will fluctuate between change and stability. The goal for areas of stability is to identify and maintain the character of an area while accommodating new development and redevelopment. The goal for areas of change is to channel growth where it will be beneficial and can best improve access to jobs, housing and services. Blueprint Denver describes two types of areas of stability: “committed areas”
and “reinvestment areas.” Committed areas are stable neighborhoods that may benefit from the stabilizing effects of small, individual lot infill development rather than large-scale land assembly and redevelopment. Reinvestment areas are neighborhoods with a character that is desirable to maintain but would benefit from reinvestment and modest infill. This reinvestment, however, is more limited in comparison to that of areas of change.

**Transportation:** The transportation component of *Blueprint Denver* provides transportation building blocks and tools that promote multimodal and intermodal connections. Elements of connection include the street system, bus transit system, bicycle system, and pedestrian system. These components must work together to realize the guiding principles of *Blueprint Denver*.

**Transit Oriented Development Strategic Plan, 2006**

The *Transit Oriented Development (TOD) Strategic Plan* prioritizes the city’s planning and implementation efforts related to the transit system and station area development.

**TOD Defined:** The *TOD Strategic Plan* defines TOD as development near transit that creates beautiful, vital, walkable neighborhoods; provides housing, shopping, and transportation choices; generates lasting value; and provides access to the region via transit.

**TOD Typologies:** The *TOD Strategic Plan* establishes TOD typologies for every transit station in the city. Typologies establish a framework to distinguish the types of places linked by the transit system. The typologies frame expectations about the land use mix and intensity of development at each of the stations.

**Station Area Planning:** While providing an important planning framework, the *TOD Strategic Plan* calls for more detailed station area plans. Such plans offer specific direction for appropriate development, needed infrastructure investments and economic development strategies.

**Pedestrian Master Plan, 2004**

The *Pedestrian Master Plan* was written to address the mobility goals of the *Comprehensive Plan* and *Blueprint Denver*. Specifically, the plan calls for a pedestrian environment that is: safe from automobiles; encourages barrier free pedestrian mobility; enables pedestrians to move safely and comfortably between places and destinations; attractive, human scale and encourages walking; and promotes the role of walking in maintaining health and preventing disease. To achieve
these goals, the plan calls for land use changes to encourage walking through mixed-use development patterns. The plan identifies a minimum 13-foot pedestrian zone on all streets including an 8-foot tree lawn and a 5-foot sidewalk and a minimum 16-foot pedestrian zone on most arterial streets.

**Bicycle Master Plan, 2002**

In 2002 in response to Plan 2000, the *Bicycle Master Plan* (2002) provides a framework for an interconnected bicycle system. The primary objectives of the *Bicycle Master Plan* are:

- Develop new neighborhood routes that create connections between the existing bicycle route system and nearby facilities not currently on a bicycle route.
- Close the gaps in the existing bicycle routes to complete the bicycle grid route system.
- Improve access with bike route and trail signage around light rail stations to make bicycling and transit work in a seamless manner.
- Support education, enforcement and public policy for the bicycle system.

**Greenprint Denver, 2006**

*Greenprint Denver* is an effort to fully integrate sustainability as a core value and operating principle in Denver city government. The *Greenprint Denver* action agenda for 2006 charts the city’s course over the next five years. Included in *Greenprint Denver* action agenda are specific actions that relate directly to the city’s ambitious station area planning effort. For example, this plan directs the city to decrease reliance on automobiles through public transit use and access, and promote transit-oriented development, as well as bike and pedestrian enhancements, and increase by 20% the new development located within ½ mile of existing transit stations by 2011.

**Parks and Recreation Game Plan, 2002**

The *Game Plan* is a master plan for the city’s park, open space and recreation system. A primary principle is to create greener neighborhoods. *Game Plan* establishes a street tree and tree canopy goal of 15-18 percent for the entire city. The plan also establishes a parkland acreage target of 8-10 acres per 1,000 residents. Tools to accomplish these goals include promoting green streets and parkways, which indicate routes that require greater emphasis and additions to the landscape.

**Strategic Transportation Plan, 2006**

Denver’s Department of Public Works created the *Strategic Transportation Plan (STP)*. The STP is a primary implementation tool for *Blueprint Denver* and *Plan 2000*. The STP represents a new approach to transportation planning in Denver. Instead of forecasting future auto travel on Denver streets, the STP will forecast person-trips to evaluate the magnitude of transportation impacts caused by all types of travel. This person-trip data provides the ability to plan for bikes, pedestrians, transit, and street improvements. The STP is the first step in identifying the needs for every major travel corridor in the city. The STP will create concepts for how to meet transportation needs, including a prioritization of corridor improvements.

**Storm Drainage Master Plan (2005) and Sanitary Sewer Master Plan, 2006**

The *Storm Drainage Master Plan* and the *Sanitary Sewer Master Plan* evaluates adequacy of the existing systems assuming the future land uses identified in *Blueprint Denver*. The *Storm Drainage Master Plan* determines the amount of imperviousness resulting from future land development and...
the subsequent runoff. The *Sanitary Sewer Master Plan* identifies needed sanitary sewer improvements to respond to the forecasted development.

**Sunnyside Neighborhood Plan, 1992**

*The Sunnyside Neighborhood Plan* was adopted in August of 1992 and includes recommendations for the western portion of the area boarding the planned Gold Line Commuter Rail Station. Although the neighborhood plan was adopted prior to *Blueprint Denver* and FasTracks, it contains several general recommendations that are still relevant including streetscape improvements to 38th Avenue, identification of Horace Mann School as a historic landmark and providing better compatibility between industrial and residential uses.

**Highland Neighborhood Plan, 1986**

The *Highland Neighborhood Plan* was adopted in April of 1986 and includes recommendations for the southern portion of the area near the planned Gold Line Commuter Rail Station. Although the neighborhood plan was adopted prior to *Blueprint Denver* and FasTracks, it contains several general recommendations that are still relevant including pedestrian, bicycle, bus service improvements, changing the B-4 zone district, encouraging a variety of residential mixed use projects, creating more housing opportunities, and promoting a mix of low and moderate income housing.

**Gold Line Environmental Impact Statement, 2009**

The *Gold Line Final Environmental Impact Statement (EIS)* provides information on the design and impacts of RTD’s 41st and Fox Station. The *EIS* recommends that RTD construct a station platform, bus transfer facility, and park-n-Ride on industrial property on the east side of the Union Pacific/Burlington Northern and Santa Fe Railroad at approximately 41st Street. RTD will construct a 500 space surface parking to serve the station on opening day. The *EIS* recommends expanding the park-n-Ride to 1,000 spaces in 2030 to meet projected future demand. The *EIS* also identifies construction of a new pedestrian bridge over the railroad tracks at 41st Avenue to connect the neighborhoods west of the tracks to the station.

**Implementing Living Streets: Ideas and Opportunities for the City and County of Denver, U.S. EPA, 2009**

This study, completed as part of Denver’s *Living Streets Initiative*, examined how existing commercial corridors could be redesigned. The study identified three principles for future corridor street investments: reduce the number of travel lanes dedicated to moving cars to add space for bus lanes, bike lanes and sidewalks; create a pedestrian and transit friendly streetscape by widening sidewalks, providing buffers along the street and reducing the frequency of curb cuts; and relating development to the street by locating new buildings close to the street edge and facing building entrances to the street.