The 38th & Blake Station Area Height Amendments, as adopted under Ordinance 2016-0760 refines and updates the building height recommendations of this plan as applied to the area near the 38th and Blake commuter rail station; recommends a new regulatory approach to achieve greater building design standards; and recommends the integration of affordable housing and mixed income development within the 38th and Blake station area. Where there is conflict between the plan amendments and this plan, the plan amendments supersede this plan.
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Acknowledgements

Mayor John W. Hickenlooper

Denver City Council
District 1 - Rick Garcia
District 2 - Jeanne Faatz
District 3 - Paul D. López
District 4 - Peggy Lehmann
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District 6 - Charlie Brown
District 7 - Chris Nevitt
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District 9 - Judy Montero
District 10 - Jeanne Robb - President
District 11 - Michael Hancock
At-Large - Carol Boigon
At-Large - Doug Linkhart

Community Planning & Development
Peter J. Park, AICP, Manager
Steve Gordon, Comprehensive Planning Manager
Gideon Berger, AICP, Project Manager
Courtland Hyser, AICP, Project Manager
Deirdre Oss, AICP
Barbara Frommell
Steve Nalley
Eric McClelland, Senior GIS Analyst
Carolyne Janssen, Graphic Designer
Diana Denwood, Intern

Denver Planning Board
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Anna Jones
Judith Martinez
Sharon Nunnally
Bruce O’Donnell
Karen Perez
Jeffrey Walker
Dave Webster

Public Works
Guillermo “Bill” Vidal, Manager
Brian Pinkerton, FasTracks Liaison
Terry Ruiter, East Corridor EIS Liaison
Cindy Patton, Policy and Planning
Janice Finch, AICP, Policy and Planning
Eric Osmundsen, Development Engineering Services
Frank Kemme, Development Engineering Services
Mike Anderson, Capital Projects
Brian Mitchell, City Traffic Engineer
Justin Schmitz, Traffic Engineering Services

Parks & Recreation
Kevin Patterson, Manager
Gordon Robertson, Assistant Director
Devon Buckels, AICP

Office of Economic Development
Andre Pettigrew, Executive Director
Terrance Ware, Director of Business and Housing Services
James Busby

Other Agencies
Bill Sirois, Regional Transportation District
Carol Duecker, Regional Transportation District
Grant Bennett, Denver Urban Renewal Authority

Consultant Team
PB PlaceMaking
Fehr & Peers
Nelson/Nygaard
Basile Baumann Probst Cole & Associates
ArLand
Executive Summary
Introduction

The 38th & Blake Station is part of the Regional Transportation District’s (RTD) $1.4 billion, 23.6-mile East Corridor commuter rail project, which will connect Denver Union Station to Denver International Airport along an alignment roughly parallel to Blake Street, 40th Avenue, Smith Road and Peña Boulevard as part of the Fastracks transit expansion program. The 38th & Blake Station will also serve the Central Corridor light rail line, which will be extended about one mile from its current terminus at the 30th & Downing Station north along Downing Street to 36th Street, where it will connect to the East Corridor.

The 38th & Blake Station Area Plan is intended to guide public and private development and infrastructure investment decisions as well as public regulation of the built environment in the vicinity of the 38th & Blake Station, which is planned to be operational by 2015. The plan articulates immediate and longer-term goals, issues and recommendations for the future. Blueprint Denver, the city’s integrated plan for transportation and land use, other adopted city-wide plans; and the River North Plan; River North Greenway Master Plan formed the basis for this plan’s recommendations.

Vision and Goals

Transit-oriented development (TOD) is a mix of uses at various densities within a half-mile radius, or walking distance, of a transit stop. TOD should create specific areas that integrate transit into neighborhoods and help support lively and vital communities.

Through the public input process, members of the community made it abundantly clear that the issues they most want to see addressed are related to infrastructure, connectivity, access, safety, and quality of life. In response to stakeholder-identified priorities, the goals and objectives of this plan have been organized around the themes of improving circulation for pedestrians, cyclists and vehicles; addressing storm water needs; and creating a destination area in the vicinity of the new station that ties the surrounding neighborhoods together.

Vision Statement: The 38th & Blake station area will become a unique destination district that provides safe and comfortable multi-modal access from the surrounding communities to the rail station, the South Platte River, and between adjacent neighborhoods. Future development of the area will emphasize its industrial heritage, historic neighborhoods, and emerging new residential and arts and entertainment districts; provide a mix of uses where feasible and especially near the station; ensure access and provide enhancements to the South Platte River greenway; provide enough housing and jobs to make non-auto travel modes those of choice; and provide living opportunities for people of all incomes, ages and backgrounds.

Plan Goals:

• Connect Upper Larimer, Cole and River North to the station and each other with pedestrian paths and bicycle routes

• Move vehicles safely to the station, station parking lots and through the station area without jeopardizing safe pedestrian circulation

• Address storm water management issues with sustainable, urban solutions for detention, conveyance and water quality that also serve to provide usable open space that provides an amenity for the community

• Utilize the station investment to strengthen existing diverse neighborhoods and create a new center for the community

Existing Conditions

Portions of three Neighborhood Statistical Areas (NSAs) are within a half-mile radius of the 38th & Blake Station: Five Points, Cole and Elyria-Swansea (see Figure 1.1) The Cole neighborhood lies east of Downing Street and south of 40th Avenue. The Curtis Park section of the Five Points NSA is west of Downing Street; the alley between Lawrence and Larimer streets is roughly the border between Curtis Park and the more industrial area adjacent to the Union Pacific (UP) railroad tracks, called Upper Larimer. Blake, Walnut and Larimer streets have been transitioning from industrial to residential and commercial mixed use as market demand for these uses has pushed northeast from the Ballpark neighborhood and LoDo. New residential development is especially concentrated along Blake Street southwest of 35th Street in Upper Larimer.

Northwest of the tracks is the River North area along the banks of the South Platte River. River North is physically separated from the rest of the Five Points NSA by the UP right-of-way. Brighton Boulevard is the main arterial through
River North, acting as a major vehicular gateway connecting downtown to I-70. The northeast section of River North lies within the Elyria-Swansea NSA. It is an industrial area along Brighton Boulevard that is physically separated from the residential part of Elyria by the I-70 viaduct.

**Station Area Households**

The median household income levels of Cole and Five Points are more than 20% lower than the citywide figure. In addition, both neighborhoods have a large number of households that earn less than $15,000 a year. Households within the station area have some of the lowest rates of vehicle availability in Colorado. Nearly 25% of Cole households, and 20% of Five Points households lack access to a vehicle, about three times the regional figure. These are clearly neighborhoods that would benefit from new and accessible transit service.

**Mobility and Access**

Mobility for all modes of travel within the station area is challenging today. The railroad tracks sever River North from the neighborhoods to the south between Broadway and 38th Street, and the South Platte River divides River North between 31st and 38th streets. Furthermore, Downing Street is the edge between Denver’s two street grid networks, resulting in a series of triangular parcels along the downtown alignment because the east-west running avenues do not quite match intersections with the diagonal streets. This creates confusion for motorists, pedestrians and cyclists that is exacerbated by a series of one-way couplets that intrude from one grid into the other.

Perhaps the greatest challenge to pedestrian mobility in the area, however, is that the majority of streets within a half-mile of the future station do not have sidewalks, and a significant portion of those that do have sidewalks that are in poor condition. There are virtually no sidewalks in the River North area within a half-mile of the station (see Figure 1.2).

**Stormwater Infrastructure**

The mouths of two large stormwater basins, the Montclair Basin and the Lower Platte Basin, are located within the station area (See Figure 1.4). Many of the City’s largest and oldest storm sewers were built in these watersheds and have been found to provide protection in less than a two-year storm event.
The City and RTD are currently coordinating planned improvements to the Montclair Basin that include upgrading its existing storm sewers so that these systems can convey a 5-year storm event, which is the City’s standard for constructing storm sewers serving or protecting commercial areas. This new infrastructure is associated with the FasTracks East Corridor and will be located under 40th Avenue as far east as York Street, then cross under the railroad along the 40th Street alignment, where it will continue to its outfall at the South Platte River in Globeville Landing Park.

These improvements do not obviating the requirement that the finished ground floor of any new development be at least 1-foot higher than the 100-year storm flood level for public safety, nor the requirement that new development accommodate on-site 10-year detention and water quality in order to mitigate impacts on existing infrastructure and the environment. These requirements present challenges to TOD for two reasons. The first is that elevated ground floors generally provide less opportunity for active commercial uses. A combination of retail and services with transparent storefronts and large windows is recommended near transit stations to encourage uses that activate the street with pedestrians and provide a level of visibility that promotes safety. The second challenge for new development is where to locate and how to design on-site detention and water quality facilities in a way that maintains the station area’s urban neighborhood character.

**Recommendations**

**Mobility**

The development of the 38th & Blake station provides an opportunity to re-examine the alignment and direction of the streets in the station area to provide safe access to the station for all modes, and improve vehicular movement through the area.

A few arterial streets—including 38th Street, Brighton Boulevard, 40th Avenue, Downing, Larimer and Walnut streets—carry the majority of the traffic through the area and will continue to serve that need in the future. A reconfiguration of the existing one-way couplets and assigning more streets as two-way direction streets will help ensure that they support multi-modal transportation. Additional measures—including traffic signals, stop signs, sidewalk improvements, crosswalks, and realignment of some street segments—are recommended at key locations to address access and safety issues throughout the station area (see Figure 1.5).
As there are few, if any, opportunities for additional upstream improvements, the City should conduct a review of completed stormwater studies for both basins and the station area to determine the extent to which possible solutions have already been identified. Pending the results of that evaluation, the City should assess the need to fund and initiate a new study to incrementally address stormwater management solutions in the station area that recognize it is both impacted by and solving for many impervious developed acres upstream.

In the interim, a collaborative working team between the City and landowners/developers should be formed to develop sub-regional solutions that aggregate the 10-year on-site detention and water quality needs. Such an approach could result in using less-valuable parcels for infrastructure that benefits all the property owners, and detention sites could also be developed in combination with open space to meet requirements as well as provide a community amenity.

**Land Use**

Although the majority of new development in the station area is proposed to be mixed-use, different subareas will have their own function and character within the larger plan. The plan recommends five distinct categories of land use designation: Mixed-Use Main Street, Mixed-Use Residential, Urban Residential, Mixed-Use Employment and Open Space and Parks (see Figure 1.6).

**Key Recommendations**

There are several key recommendations that are significant enough to be identified as priorities due to their importance or because of time constraints:

- Relocate the proposed pedestrian bridge over the railroad from 38th Street to 36th Street, and orient the section of the commuter rail platform built for opening day toward 36th Street rather than at 38th Street. (see Figure 1.7).

  **Rationale:** A pedestrian crossing at 36th Street would more directly connect River North to the transit station and would have the additional benefit of connecting Cole, Upper Larimer and Curtis Park to the South Platte River. Orienting the platform on 36th Street would deter pedestrians from crossing Blake Street near the “hump” over the 38th Street underpass, where there is limited visibility from motorists.

- Conduct a subsequent study of the traffic, circulation patterns, and street grid around the station area as part of the 38th & Blake Next Steps Transportation Operations study immediately following the adoption of this station area plan.

  **Rationale:** The complexity of the station area transportation network requires more detailed study than is typical in an area plan. The City was awarded a federal grant to analyze the future circulation and land use concepts proposed by this plan to determine their feasibility for transportation operations. This study should develop a phasing plan for infrastructure improvements (taking into consideration opening day needs) and identify priorities, responsible parties and partners, and potential funding sources.

- Begin the Northeast Downtown Neighborhoods Plan immediately following the adoption of this station area plan.
The plan should provide more detailed evaluation and recommendations for multi-modal operations, station locations and land uses along Downing Street.

- Pending the results of the Next Steps Transportation Operations Study, the success of collaboration with RTD to change the location of pedestrian bridge and explore park-n-Ride access options, and any new development projects that implement the street reconfigurations in this plan, the City should take steps to ensure that the station area street network meets pedestrian access needs by opening day in 2015.

**Implementation**

Several recommendations of this plan call for design changes to the East Corridor and Central Corridor Extension projects. To be implemented by opening day, these will require immediate collaboration with RTD. It is the desire of the City and the neighborhoods surrounding the 38th & Blake Station to work collaboratively with RTD and other potential partners in finding and funding solutions that improve the function of the station and implement community goals. These include safe access for all travel modes, encouraging TOD opportunities, and connecting the neighborhoods to each other and to the South Platte River Greenway.

With the adopted plan in place, the City intends to initiate a transportation operations study as a next step for the station area to provide greater levels of analysis, data and recommendations for transportation infrastructure projects for opening day and beyond. These measures may include temporary closures of certain street segments to vehicular traffic in places where conflicts with pedestrians are likely. The City has about $2 million in TOD bond funding for station area infrastructure that should be used for these purposes. The City should also pursue funding opportunities for the 36th Street pedestrian bridge regardless of whether RTD changes the EIS design.
Introduction
The 38th & Blake Station Area Plan is intended to guide public and private development and infrastructure investment decisions as well as public regulation of the built environment in the vicinity of the 38th & Blake Station, which is planned to be operational by 2015. The 38th & Blake Station is part of RTD’s $1.4 billion, 23.6-mile East Corridor commuter rail project, which will connect Denver Union Station to Denver International Airport along an alignment roughly parallel to Blake Street, 40th Avenue, Smith Road and Peña Boulevard as part of the FasTracks transit expansion program (see Figure 2.1).

Blueprint Denver, the City and County of Denver’s integrated land use and transportation plan adopted in 2002, furthers the goals identified in Comprehensive Plan 2000 by promoting more efficient use of transportation systems, expanded transportation choices, and appropriate and mixed land uses. Blueprint Denver identifies “Areas of Change” where growth should be directed, and “Areas of Stability” where changes should be more limited.

With the passage of FasTracks in 2004, Denver was poised to take a more significant leadership role in implementing Blueprint Denver and focusing growth near transit stations. This agenda was furthered by the adoption of the City’s Greenprint Denver Action Agenda and Climate Action Plan in 2006, which sets goals for reducing the city’s greenhouse gas emissions by limiting total vehicle miles traveled and vehicle trips. It was also reinforced by Denver’s Strategic Transportation Plan completed in 2008, which calls for the City to measure transportation capacity in the form of person trips by all modes of travel, rather than vehicle trips, and states that Denver must increase its share of pedestrian, bicycle and transit trips to meet its future transportation needs.

In an effort to prioritize planning and implementation activities related to transit and transit oriented development (TOD), the City prepared the Transit Oriented Development Strategic Plan in 2006. Building on and refining the broad vision expressed in that document, the 38th & Blake Station Area Plan provides a sound policy basis for citywide decision making and guiding positive changes to the built environment. It outlines the key components of the planning process, establishes a foundation of essential objectives and provides strategies on how to realize the vision.

According to the FasTracks program, the 38th & Blake Station will also serve the Central Corridor light rail line, which will be extended about 1 mile from its current terminus at the 30th & Downing Station north along Downing Street to 36th Street, where it will connect to the East Corridor (see Figure 2.2). At the time of plan adoption, RTD has identified a funding shortfall for the FasTracks program, but the Central Corridor Environmental Evaluation is expected to be completed by the end of 2009. RTD is expected to authorize a new ballot initiative as early as November 2010 to ask voters for an additional sales tax increase to make up the funding shortfall for FasTracks.

**Plan Intent**

Several recommendations of this plan call for design changes to the East Corridor and Central Corridor Extension projects. In order to be implemented by opening day, these will require immediate collaboration with RTD. It is the desire of the City and the neighborhoods surrounding the 38th & Blake Station to work collaboratively with RTD and other potential partners in finding solutions that improve the function of the station and implement community goals. These include safe access for all travel modes, encouraging TOD opportunities, and connecting the neighborhoods to...
each other and to the South Platte River Greenway. As soon as an adopted plan is in place, the City intends to initiate a transportation operations study as a next step for the station area to provide greater levels of analysis, data and recommendations for transportation infrastructure projects for opening day and beyond.

Property owners, elected officials, neighborhood organizations and City departments will use the 38th & Blake Station Area Plan for many purposes over its lifespan. The following is a description of the primary uses of the plan ranging from big picture expectations to implementation.

**Infrastructure Improvements**: A plan can provide the justification, prioritization and allocation of funding from private sources or the City’s capital improvement budget and other sources.

**Funding and Partnership Opportunities**: Implementation of plans requires a collaborative effort between neighborhoods, businesses, elected officials and city departments. Plans typically require funding beyond the City’s budget. This plan identifies and supports these partnerships and resource leveraging efforts.

**Reference for Larger Citywide Plans**: The station area plan may include analysis that can inform other larger citywide plans. For example, as multi-modal circulation is a major issue that is addressed in this station area plan, the analysis and recommendations included here should be considered in the development of transportation infrastructure on both public and private property.

**Data Resource**: The plan offers a collection of existing conditions data about the planning area in an easy-to-reference document.

**Reinvestment Guidance**: Market conditions cannot be guaranteed and changes in demographics cannot be accurately predicted. However, it is clear that the development of the rail station, construction of the East Corridor and the extension of the Central Corridor are attracting interest in the area from private parties. 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 infrastructure. The plan offers guidance on this reinvestment for the near-term and flexibility to adapt to changing demographics and market demands.

**Zoning Amendments**: The plan does not convey or deny any zoning entitlement, but it is an essential tool that is used to evaluate proposed zoning changes. Furthermore, the plan does not change zoning code language, but will inform the pending new code.

**Plan Process**

Planning for the 38th and Blake Station began in 2007, under very different assumptions. In the original FasTracks program, this station was located at the intersection of 40th Street and 40th Avenue. RTD was planning to acquire the Union Pacific Railroad’s (UP) 50-acre Trailer on Flat Car (TOFC) intermodal transfer facility for the station as well as a commuter rail car maintenance facility. While RTD needed about only 30 acres of the TOFC site, it was assumed that the UP would require RTD to purchase the entire facility since RTD would have had to provide the UP with compensation to reconstruct it at a new location and the remnant would be unusable for its current purpose.

The remaining approximately 20 acres was considered a significant TOD opportunity that would be in public ownership, although the land would face significant development challenges, including environmental remediation. These assumed conditions led the 40th & 40th Station Area to be classified as a future major urban center in the Transit Oriented Development Strategic Plan. A major urban center station area has a mixture of office, retail, residential and entertainment uses, includes multi-family and townhome residential housing, has an employment emphasis with more than 250,000 square feet of office space and 50,000 square feet of retail, and has building heights of at least 5 stories or higher. The proposed redevelopment of the former Gates company headquarters and rubber factory at Broadway Station is an example of a future major urban center.

However, RTD’s subsequent negotiations with the UP resulted in a change of plans that removed the TOFC site from consideration for acquisition and moved the commuter rail maintenance facility elsewhere. It also shifted the station location to the southwest. The East Corridor Draft Environmental Impact Statement (DEIS) carried two alternative locations for the station: 33rd & Blake and 38th & Blake. Published in January 2009, the DEIS selected 38th & Blake as the preferred alternative for numerous reasons including the connection to the Central Corridor extension and public comments.
With the new station location finalized, the planning process for the 38th & Blake station area was restarted in January of 2009. The new station location, although only two blocks away from 40th & 40th, features very different development circumstances and circulation and access issues. Most of the work that had been done on the previous plan proved to be less relevant to the new conditions. Where possible, this plan builds upon the work that was done on the 40th & 40th station area plan, but much of the planning process was restarted from scratch, including visioning, goal setting, and the existing conditions, opportunities and constraints analyses.

Over a course of approximately 8 months, stakeholders worked together with City staff, the consulting team, and the station area planning steering committee (made up of representatives from multiple City agencies, RTD, key property owners and neighborhood organizations) to articulate opportunities, develop a vision, refine specific recommendations, and craft strategies to achieve the vision. Regular public meetings and stakeholder work sessions shaped the content of the plan. Briefings with City Council members, the FastTracks Committee, Denver Planning Board, interagency City staff, and RTD were also crucial to the process.

The eight month planning process for the 38th and Blake station area plan can be summarized as follows:

**January 2009**
- Collected and analyzed background information
- Began identifying opportunities and constraints
- Steering Committee Meeting #1

**February**
- Public Workshop #1: Provided project overview, identified issues, concerns, and proposed solutions
- Identified infrastructure constraints and areas of intermodal conflict within the study area
- Drafted vision and key objectives for the plan

**March/April**
- Conducted existing conditions analysis
- Developed land use, transportation, and drainage alternatives
- Steering Committee Meeting #2
- Planning Board informational item
- Public Workshop #2: Collected public input on draft concepts
- May
- Refined draft concepts based on public input
- Wrote draft plan
- Steering Committee Meeting #3

**June**
- Public Workshop #3: Open house review of draft plan
- Refined draft plan based on public input
- Planning Board review of draft document
- July
- Planning Board public hearing and approval of plan
- August
- City Council adoption of plan

**Planning Area Context**

**Station Area Typology**

The *Transit Oriented Development Strategic Plan* identified the original 40th & 40th station area as a future major urban center due to assumptions about the availability of approximately 20 acres of remnant UP property as a significant mixed-use redevelopment opportunity. When that opportunity was lost and the station location was moved to 38th & Blake, the urban neighborhood typology was tested with stakeholders through the public process and deemed appropriate for the station area, provided that it is also acknowledged that more intense development, taller building heights, and a greater mixture of commercial and employment uses are appropriate along the Brighton Boulevard corridor.

Urban neighborhood station areas have predominantly residential uses along with about 50,000 square feet of neighborhood-serving retail; multi-family, townhome, and single-family residential development; and building heights of 2-7 stories. However, the Brighton corridor section of the station area north of the UP tracks is envisioned to have more intense development with a greater mixture of commercial and employment uses and taller building heights than the area south of the station. This is supported by the River...
North Plan and recent rezonings and development proposals along Brighton Boulevard.

Station Area Neighborhoods

Portions of three Neighborhood Statistical Areas (NSAs) are within a half-mile radius of the 38th & Blake Station: Five Points, Cole and Elyria-Swansea. The station area is split between two city Council districts along Larimer Street, Downing Street and 40th Avenue: District #8 lies to the south, District #9 lies to the north (see Figure 2.3).

There are several unique areas within the NSAs (see Figure 2.4). The Cole neighborhood lies east of Downing Street and south of 40th Avenue. One of Denver’s oldest neighborhoods, Cole is predominately a mixture of 19th Century single-family homes and brick bungalows built before 1930. There are small retail establishments interspersed throughout the neighborhood, along with industrial uses lining the north edge of the neighborhood adjacent to the railroad tracks. The western half of Cole lies within the station area, including blocks of industrial uses that separate the residential portions from the future station platform.
The Curtis Park section of the Five Points NSA, also one of Denver’s oldest neighborhoods with many 19th Century Victorian homes, is west of Downing Street. The alley between Lawrence and Larimer streets is roughly the border between Curtis Park and the more industrial Upper Larimer area adjacent to the railroad tracks, meaning that only about a half dozen residential blocks in the northeast corner of Curtis Park are within the station area. Curtis Park residents will have more convenient access to the rail system at stations along Downing and Welton streets. However, the Upper Larimer area of the Five Points NSA along Blake, Walnut and Larimer streets has been transitioning to residential and retail/entertainment uses as market demand has pushed northeast along these streets from the Ballpark neighborhood and LoDo. This new residential development is especially concentrated along Blake Street southwest of 35th Street.

Northwest of the tracks is the River North area along the banks of the South Platte River. River North is physically separated from the rest of the Five Points NSA by the UP right-of-way. Brighton Boulevard is the main arterial through River North, acting as a major vehicular gateway connecting downtown to I-70. The segment of Brighton between 31st and 43rd streets is within the station area, which is characterized today by a mixture of industrial uses and artist studios, as well as significant plans for large-scale residential and mixed-use development. Northeast of 31st Street, Brighton lacks curbs, gutters and sidewalks, which makes it very uninviting for pedestrians. Across the South Platte River from Brighton, the Taxi redevelopment is bringing a new mix of uses to a formerly industrial area, but remains somewhat isolated from the other side of River North because there are no river crossings between 31st and 38th streets.

The northeast section of River North lies within the Elyria-Swansea NSA. It is an industrial area along Brighton Boulevard that is home to the Pepsi Company’s bottling and distribution facility and the UP’s TOFC facility, among other large industrial uses, and is physically separated from the residential part of Elyria by the I-70 viaduct. The residential section of Elyria will be closer and have better access to the proposed National Western/Coliseum Station along the North Metro Corridor commuter rail line than to the 38th & Blake Station.

Figure 2.4– Station Area Places
Vision and Goals
Vision Statement

The 38th & Blake station area will become a unique destination district that provides safe and comfortable multi-modal access from the surrounding communities to the rail station, the South Platte River and between adjacent neighborhoods.

Future development of the area will emphasize its industrial heritage, historic neighborhoods, and emerging new residential and arts and entertainment districts; provide a mix of uses where feasible and especially near the station; ensure access and provide enhancements to the Platte greenway; provide enough housing and jobs to make non-auto travel modes those of choice; and provide living opportunities for people of all incomes, ages and backgrounds.

Foundation of TOD Principles

Developing the community’s vision began with the underlying principles of transit-oriented development. Transit-oriented development is a mix of uses at various densities within a half-mile radius, or walking distance, of a transit stop. TOD should create specific areas that integrate transit into neighborhoods and help support lively and vital communities. The TOD Strategic Plan defines TOD in Denver and establishes strategies for implementation.

In order to succeed, TOD should address these guiding principles:

• Place-making: Create safe, comfortable, varied and attractive station areas with a distinct identity.

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

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

• Value Capture: Encourage all stakeholders – residents, business owners, RTD and the City – to take full economic advantage of the amenity of enhanced transit services.

• Portal to the Region: Understand and maximize the station’s role as an entry to the regional transit network and as a safe and pleasant place to live.

TOD and Sustainability

As defined by the Brundtland Commission (World Commission on Environment and Development), sustainable development “meets the needs of the present without compromising the ability of future generations to meet their own needs.” Transit-oriented development addresses the three E’s of sustainability: environment, economy, and (social) equity and furthers the climate objectives set forth by Greenprint Denver.

Environment - Mobile sources account for as much as 90% of all carbon-monoxide emissions. Transit-oriented development supports the use of public transportation and can help reduce traffic and air pollution. For every passenger mile traveled, public transportation is twice as efficient as private automobiles.

Economy - The average working American drives 396 hours each year, the equivalent of 10 workweeks. More than one-fourth of this time is spent commuting to and from work. Transit-oriented and mixed-use development can convey substantial fiscal and economic benefits for workers by reducing commute costs and increasing available hours for productivity. In addition, businesses recognize that TOD encourages a variety of local employment opportunities, and helps attract new businesses and industries.

Equity - The cost of buying, maintaining, and operating vehicles is the largest source of personal debt after home mortgages. TOD offers a framework to build communities with a sense of place that offer living and transportation options that are accessible to people with a wide range of incomes. It does this by providing housing and transportation choices, urban green spaces, accessible recreational and cultural attractions, and policies and incentives that promote mixed-use neighborhoods for the benefit of everyone.

Opportunities and Constraints

The greatest opportunities for positive change in the 38th & Blake station area are: the coming development of the rail station, proximity of the South Platte River greenway, interest in the area’s future by real estate developers, a strong desire by adjacent neighborhoods for local retail and services, and the planned stormwater improvements.

The largest constraints in the station area are: the general lack of sidewalks near the future station platform and in River North, the barriers imposed by the Union Pacific tracks and
limited crossings of the river, the lack of multi-modal infrastructure and curb and gutters on Brighton Boulevard, and the awkward roadway network in the southern part of the station area where the city grids collide along Downing Street.

**Plan Goals and Objectives**

The goals and objectives for the 38th and Blake station area plan address the opportunities and constraints that are present in the study area. Through the public input process, members of the community made it abundantly clear that the issues they most want to see addressed relate to infrastructure, access, safety, and quality of life. In response to stakeholder-identified priorities, the goals and objectives of this plan have been organized around improving circulation for pedestrians, cyclists and vehicles; addressing storm water needs; and creating a destination area in the vicinity of the new station that ties the surrounding neighborhoods together (see Figure 3.1).

The defining recommendation is the relocation of the 38th Street pedestrian bridge to 36th Street. This important move facilitates connectivity from the neighborhoods to the station, between the neighborhoods, and provides access to the South Platte River. Moving the bridge to this new location creates a spine of activity along 36th Street in both directions from the

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**Figure 3.1 – Plan Concept**

- 38th Street Underpass Improvements
- 36th Street pedestrian corridor
- 36th Street Pedestrian Bridge
- Platte River Pedestrian Bridge
- RTD Commuter Rail Station
- Blake Street Pedestrian Improvements
- 31st Street Pedestrian Bridge

**Station Parking**

**RTD FasTracks Commuter Rail Station**
station that connects with current redevelopment efforts along Brighton Boulevard and in Upper Larimer, and supports the vision articulated in the River North Greenway Master Plan.

The advantages of this new 36th Street connection include the creation of a contiguous corridor to orient pedestrian activity and development. It also provides for a greater integration of the South Platte River as an amenity for the neighborhoods that currently do not have good access to the greenway. The 36th Street spine will create a node of activity at its intersection with Brighton Boulevard. For the 36th Street spine to succeed, careful attention is needed at intersections with key streets along its path: Brighton Boulevard, Blake Street and Downing Street. These streets require transformation to ensure that they are pedestrian friendly and form a network of pathways to the station. Attention to safe vehicular movement and circulation will be important as well.

**Pedestrian and Bike Circulation**

**Goal:** Connect Upper Larimer, Cole and River North neighborhoods to the station and each other with pedestrian paths and bicycle routes.

**Objectives:**

- Mitigate existing conflicts between cars, pedestrians and cyclists throughout the station area.
- Create safe, viable, pedestrian and bike connections to the station from the surrounding neighborhoods.
- Create safe, viable, pedestrian and bike connections between individual neighborhoods, as well as to open space, the South Platte River, and other local destinations.

**Vehicular Circulation**

**Goal:** Move vehicles safely to the station, station parking lots and through the station area without jeopardizing safe pedestrian circulation.

**Objectives:**

- Enhance circulation to allow vehicles to easily access the station or station parking lot.
- Modify the roadway network to simplify vehicular navigation through the area without jeopardizing local traffic movements of cars, bikes and pedestrians.
- Where possible, convert one-way streets to two-way to make vehicle circulation less confusing and streets friendlier to pedestrians and cyclists.

**Storm Water Management**

**Goal:** Address storm water management issues with sustainable, urban solutions for detention, conveyance and water quality that also serve to provide usable open space for the community.

**Objectives:**

- Utilize multi-functional storm water conveyance to serve as both recreational space that is aesthetically pleasing and accessible to pedestrians and cyclists as well as practical conveyance.
- Ensure that recreational areas associated with channels connect to the greater city park system, including the Platte River Greenway.
- Solve regional storm water deficiencies and develop a strategy to preserve appropriate land for infill development that benefits from multi-purpose greenway amenities.

**Place Making**

**Goal:** Utilize the station investment to strengthen existing diverse neighborhoods and create a new center for the community.

**Objectives:**

- Accommodate a compatible mix of industrial, commercial, and residential land uses within the study area.
- Promote a unique sense of place by requiring development to respect the context of the area’s diverse existing urban form characteristics.
- Promote infill within the station area to create development that supports transit ridership, residential, and neighborhood-serving retail and services.
Mobility
Existing Conditions

Mobility for all modes of travel within the station area is challenging today (see Figure 4.1). But the introduction of the 38th & Blake station is likely to introduce new challenges for all modes. Cooperative action should be taken by the City, RTD and property owners before opening day to ensure that all users accessing the station, whether by foot, bicycle, bus, or private auto, can do so safely.

EIS Station Design

The East Corridor EIS has located the station platform on the west side of Blake Street, adjacent to the railroad right-of-way between 36th Street and the 38th Street underpass (see Figure 4.2). An adjacent platform connection is planned for the Central Corridor light rail line, which will be extended along Downing Street from its current terminus at 30th Avenue to the 38th & Blake Station, with up to two intermediate stops along Downing Street, before approaching Blake along 36th Street. The Central Corridor Extension Environmental Evaluation (EE) is expected to be completed by RTD by the end of 2009.

According to the East Corridor EIS, the 400-foot platform segment built for opening day will be located on the eastern half of the block, ending at 38th Street. The platform will be expanded by RTD to 800 feet to accommodate longer trains in the future when demand increases. One hundred transit parking spaces will be located on the west side of Blake Street adjacent to the railroad right-of-way between the 38th Street underpass and 40th Street. Another 100 spaces will be built across the railroad right-of-way in a park-n-Ride facility to be located along Wazee Street. The EIS proposes acquiring this site with enough room to add another 300 spaces when demand increases at a future date. The route 48 bus, which currently serves Brighton Boulevard, is envisioned to access the station via the Wazee park-n-Ride.

The EIS also proposes roadway mitigations to accommodate vehicles trying to access the Wazee park-n-Ride. The intersection of 38th & Wazee would have only right-in, right-out movements, forcing motorists traveling southbound on 38th Street to access the Wazee park-n-Ride from Brighton Boulevard. The EIS also proposes a right-in, right-out intersection at Brighton and 39th Street to prevent stacking by inbound vehicles that would otherwise turn left to access the park-n-Ride. That movement would be accommodated by a new traffic signal at the intersection of 40th Street and Brighton. The EIS also proposes acceleration-deceleration lanes to accommodate turning movements onto 40th Street.

Mobility Barriers

In terms of natural barriers, the only crossings of the South Platte River exist at 31st Street and 38th Street, effectively severing the River North section of the area along the river’s
two banks. In addition, those two streets offer the only existing access points in the area to the South Platte River Trail, a regional pedestrian and bicycle trail facility.

The Union Pacific Railroad right-of-way is a formidable barrier between the Upper Larimer and Cole neighborhoods and River North. The only access point across the railroad right-of-way within the area is the 38th Street underpass, which only has a sidewalk on the north side of the street, offering only about 6 feet for pedestrians and cyclists using the D-9 route. Its two lanes are inadequate to meet peak auto demand, and its 13-foot, 3-inch clearance prevents large trucks from passing through. The next closest crossings of the railroad right-of-way are outside the study area, along Broadway to the southwest and York Street to the east.

The Blake Street bridge, which crosses the 38th Street underpass, creates a barrier that is difficult for pedestrians to cross because its hump-like design. It is reasonable to expect that when the East Corridor becomes operation in 2015, there will be an increase in pedestrian, bicycle and vehicular traffic on Blake Street trying to access the station.

The railroad right-of-way and 38th Street underpass are not the only constructed mobility barriers in the area. Downing Street is the edge between Denver’s two competing street grids: the downtown grid which is aligned with the South Platte River, and the east Denver neighborhood grid which is aligned in a north-south configuration. As with other areas of Denver where these grids collide, such as Broadway or Colfax Avenue, the result is a series of triangular parcels along the downtown alignment because the east-west running avenues don’t quite match intersections with the diagonal streets, which creates confusion for motorists, pedestrians and cyclists.

This confusion is exacerbated along Downing Street because of the one-way couplet assignment of Larimer and Walnut.

Figure 4.3 – Street Directions and Existing Average Daily Traffic (counts taken March, 2009)
When this is compounded with the edges of different street grids, additional streets become one-way for short distances, then revert to two-way traffic. The result is that there is no simple, direct way to access the station or travel through this area (see Figure 4.3)

Lawrence, Marion and Walnut streets undergo directional changes due to the transition of the one-way paired-street network between the grids. Lawrence, which in 2006 was converted to a two-way street in Curtis Park, becomes one-way east of Downing where it merges with Marion, which serves as the northbound couplet for Downing’s southbound-only segment to access the 38th Street underpass. The change from two-way to one-way occurs on Marion’s 3600 block. West of Downing, Walnut serves as the outbound one-way complementing Larimer as the inbound one-way to downtown. However, it converts to a two-way street east of Downing because it provides the only through east-west access to the 38th Street underpass.

Blake Street also converts from one-way to two-way, at 35th Street in Upper Larimer, a remnant of the more extensive street pairing system that extended through Curtis Park from downtown which is transitioning to two-way streets in some places, such as Lawrence. Residents of the Upper Larimer neighborhood have raised concerns that drivers routinely violate the street direction either unintentionally or out of convenience.

Furthermore, there are curved street connections that intrude from one grid network into the other that create potential safety concerns. For example, Lawrence Street extends east of Downing as a one-way arterial for vehicles trying to access the 38th Street underpass to go north or 40th Avenue to go east. In a similar manner, Downing extends into the downtown grid north of Walnut Street. While these street segments facilitate traffic flow through the area, they create concerns for pedestrians and cyclists because of the limited visibility that is created by their curves.

The intersection of 38th, Walnut and Marion streets was designed to give vehicles un-impeded access, similar to highway exit ramps, creating more road segments for pedestrians and cyclists to cross, encouraging faster turning speeds, and resulting in less stopping time for vehicles. This design continues in part to the intersections of Downing and Walnut, and Downing and Blake.

Perhaps the greatest challenge to pedestrian mobility in the area, however, is the lack of sidewalks. The majority of streets within a half-mile of the future station do not have sidewalks, and a significant portion of those that do have sidewalks that are in such poor condition that it could be challenging for someone in a wheelchair or pushing a stroller to use them (see Figure 4.4). The only parts of the station area that currently have sidewalks in good condition are in the Cole and
Curtis Park neighborhoods. Brighton Boulevard is considered a critical gateway to downtown, but there are presently no sidewalks on Brighton north of 31st Street. Although several development projects are proposed between 31st and 38th that would result in new sidewalks being created on those properties, many gaps in the pedestrian infrastructure would remain. This sporadic provision of sidewalks can be seen in the Upper Larimer neighborhood, where sidewalks are in place only where they have been required as a result of new development.

There are no sidewalks at all on the blocks adjacent to the planned station platform location. Providing residents and workers with access to the station will be an immediate challenge to address.

**Summary of Station Area Intermodal Conflict Points**

The following discussion of intermodal conflict points correlates to Figure 4.5:

**Conflict Point #1: 38th Street, Walnut and Marion Intersection**

This intersection has curved turning lanes that makes it unfriendly for pedestrian movements. It is a main through-route for autos from the east to downtown.

**Conflict Point #2: Blake Street Bridge Over 38th**

Pedestrian and bicycle access from the Cole neighborhood to the station will be challenging. A pedestrian from Cole who attempts to get to the 38th & Blake Station would have a hard time getting there because there is no such place: while 38th and Blake streets are certainly perpendicular, they never intersect due to the grade separation. Additionally, there are presently no sidewalks along Blake Street in the vicinity of the station (see Figures 4.6 and 4.7 and 4.8).

**Conflict Point #3: 38th Street Underpass**

The 38th Street underpass has only a narrow sidewalk on one side that is also a shared bike lane for the D-9 route. The EIS proposes a pedestrian bridge to connect the Wazee Street park-n-Ride over the railroad tracks. Because there are no sidewalks along Blake Street, the EIS calls for pedestrian access across the 38th Street underpass via a pedestrian walkway that runs adjacent to the East Corridor’s railroad tracks. This design would accommodate access from the park-n-Ride, but it provides little benefit for pedestrians who are trying to access the station from the surrounding neighborhoods. It also does not resolve how the route 44 and route 7 buses would provide transfer access from the south. RTD’s proposed pedestrian bridge at 38th Street does not greatly enhance connectivity across the Union Pacific tracks because Blake Street is grade separated from 38th Street.

**Conflict Point #4: Downing Between Walnut and Blake**

Downing Street extends south of the station area, bisecting the block directly east of the station platform and creating a challenging intersection for autos and pedestrians. Increases in the volume of motorists, pedestrians, and cyclists will likely cause conflicts at this intersection due to its oblique angle.

**Conflict Point #5: 36th Street and Blake Street Intersection**

Because 36th Street will be a primary pedestrian route to the station from the Cole neighborhood, new facilities need to be added along that route to ensure the safety of people who are walking to the station. The East Corridor EIS assumes that the Central Corridor project will be responsible for constructing a new traffic signal at the intersection of 36th Street and Blake, where the light rail will be turning from 36th Street into the station.

Currently Blake Street functions as a one-way street from 35th St. south to Downtown. With the introduction of the station on Blake, this street will likely be an important site for future transit oriented development. Land uses on Blake south of the station are already transitioning to residential. Two-way traffic may better accommodate residential, retail, mixed-use and pedestrian activity south of the station.

**Conflict Point #6: 36th St., 37th Ave. and Downing Intersection**

37th Avenue and 36th Street are expected to serve as the primary pedestrian route to the station from the Cole neighborhood. The intersection of Downing, 37th Avenue and 36th Street is one of several intersections along Downing where the grids do not align, causing the blocks to not quite match up on either side of the street, which makes crossing more difficult (See Figure 4.9). This intersection also currently lacks crosswalks and traffic lights.
Figure 4.5 – 38th and Blake Conflict Points and Circulation Barriers
Conflict Point #7: 37th Avenue and Marion Street Intersection

Pedestrians accessing the station from the Cole neighborhood will likely use 37th Avenue and will cross at the Marion Street intersection. Marion Street in its current configuration has no pedestrian traffic signal and limited sight distances for cars traveling north on Lawrence to 38th Street.

Conflict Point #8: Downing Street Intersections

The downtown and neighborhood grids collide at Downing Street south of the station, which causes confusing intersections for motorists and makes the act of crossing Downing Street difficult for pedestrians. This is especially true where Downing intersects at Lawrence, Curtis and 34th Street. When the Central Corridor streetcar extension is built and travels along Downing, these intersections will become even more complicated.

Conflict Point #9: 37th Avenue Pedestrian Route

Pedestrians accessing the station from the Cole neighborhood will likely use 37th Avenue. While 37th Avenue is a local street today, if it is intended to serve as the main pedestrian access to the station, safe crossing needs to be ensured where this street intersects with north-south collectors such as Franklin Street, a designated bike route that is near two schools.

Conflict Point #10: 40th Avenue, Franklin and Walnut Intersection

The intersection of 40th Avenue, Franklin Street and Walnut Street poses challenges for vehicles and pedestrians. This intersection features an awkward traffic movement caused by the intersection of three streets, with stop signs only on 40th (eastbound) and Franklin (northbound). Most of the street segments in this area do not have sidewalks. In the future, this intersection will be impacted by the alignment of the East Corridor, which will be sited adjacent to 40th Ave. When the East Corridor becomes operational, vehicular traffic accessing RTD’s Blake Street parking lot will primarily approach from this intersection, increasing traffic volumes.
Conflicts

**Conflict Point #11: 40th Street and Walnut Intersection**

Pedestrians from northern Cole and the Rock Drill Lofts are likely to access the station via 39th Avenue and 40th Street. The intersection of 40th Street and Walnut poses a challenge for pedestrians because of a lack of sidewalks, crosswalks, and stop signs.

**Conflict Point #12: 40th Street and Blake Intersection**

The lack of traffic control as 40th Ave curves into Blake Street makes the act of crossing Blake Street difficult for pedestrians. Crossing Blake at this point would be logical for pedestrians because the EIS calls for RTD to build a sidewalk on the northwest side of the street, where they will have a 100-space park-n-Ride. There are presently no sidewalks on either side of Blake from here to the station platform.

**Conflict Point #13: 38th Street and Brighton Boulevard Intersection**

Cyclists and pedestrians traveling between the station or neighborhoods south of the tracks to the river would have to use 38th Street since it is the only railroad crossing under the EIS design. Crossing at this intersection would be challenging for pedestrians because of the high volume of vehicles traveling along Brighton as well as turning to access the park-n-Ride from the north. The EIS also proposes acceleration-deceleration lanes along Brighton at 40th Street to accommodate turning movements at that intersection, which will add extra lanes for pedestrians to cross.

**Recommendations**

The development of the 38th & Blake station provides an opportunity to re-examine the alignment and direction of the streets in the station area to provide safe access to the station for all modes, and improve vehicular movement through the area. A few arterial streets—including 38th Street, Brighton Boulevard, 40th Avenue, Downing, Larimer and Walnut—carry the majority of the traffic through the area and will continue to serve that need, as well as provide residents and businesses access to destinations outside of the area. A reconfiguration of the existing one-way couplets and assigning more streets as two-way direction streets will help ensure that the street network supports multi-modal transportation. Additional measures, including traffic lights and stop signs, are recommended at key locations as described below.

It is also important to identify the most critical streets for future pedestrian infrastructure improvements. Most important is an analysis of those connections that pedestrians are most likely to use to access the station from the surrounding neighborhoods. These connections need to be direct and efficient, and more intuitive so that all residents—young and old of varying physical abilities—can walk to the station. For example, while Blake Street will continue to carry auto traffic, the street should be designed to balance multimodal needs by slowing vehicle traffic and providing infrastructure for pedestrians and cyclists.

This plan recommends that key streets and intersections in the station be prioritized for pedestrian needs. Shown in the Concept Pedestrian Circulation Plan (see Figure 4.10), these include Blake Street, 38th Street, 36th Street, 37th Avenue, 40th Street, Downing Street and 31st Street. Continuous sidewalks are a necessity along these streets. New development will help to provide more sidewalk continuity, but this development may be fragmented over time, and a cohesive network of sidewalks needs to be planned for the interim.

With a commuter rail station (East Corridor), light rail station (Central Corridor) and multiple bus routes (7, 38, 44, 47x, 48, and 48x), the station area needs to facilitate bus-rail, bus-bus, and light rail-commuter rail transfers. Transfers between these different modes will occur by walking, which reinforces the need for a strong pedestrian network at the station.

Recommendations 1-13 below address the specific conflict points described in the existing conditions section (see Figure 4.11 for the Concept Vehicular Circulation Plan). Recommendations 14-23 describe new streets, pedestrian connections, and amenities (see Figure 4.12 for an illustration of possible changes to street configurations, travel direction, street segment closures and new streets).

It is important to note that the Next Steps Transportation Operations study should consider and explore all of the mobility recommendations presented herein as part of its analysis. This is not to say that the scope of that study should be limited only to the recommendations presented here, but rather that this plan’s recommendations should form part of that study, and should be tested for feasibility. In the end, the Next Steps study may conclude that some of this plan’s recommendations are not feasible or advisable. For that reason, at such time as the Next Steps study has been completed, this station area plan should be revisited and...
Recommendation MO-1: Reconfigure 38th Street, Walnut, Marion intersection

Develop a new intersection configuration at 38th Street/Walnut/Marion to facilitate pedestrian crossings and vehicular movements and to take into account additional traffic on Walnut, the future widening of the 38th Street underpass, and two-way traffic on Marion. The design should replace the curved-cutouts with a more traditional square intersection configuration to the extent practicable.

Recommendation MO-2: Consider temporary closure of Blake Street Bridge over 38th Street to vehicles

Until such time that the 38th Street underpass and Blake Street “hump” are reconstructed, and pending the results of further study of this recommendation by Next Steps, consider closing the hump to vehicular traffic. The purpose of such a closure would be to ensure safe pedestrian crossings of Blake Street in the vicinity of the hump.

Recommendation MO-3: Reconstruct 38th Street Underpass

Reconstruct the 38th Street Underpass between Wynkoop Street and Walnut Street to provide a four-lane cross section with wide sidewalks on both sides of the street and adequate vertical clearance. Ensure that the sidewalk is wide enough to safely accommodate pedestrians and the D-9 bike route. Reconstruct the Blake Street Bridge to remove the hump and make it a level crossing over 38th with sidewalks on both sides of the street.

Recommendation MO-4: Reconfigure Downing between Walnut and Blake

Pending the results of the Next Steps study, consider removing the Downing Street segment connecting Blake Street and Walnut Street across from the station and replace it with a new 37th Street that is pedestrian friendly and perpendicular to Blake and Walnut. The new 37th Street should be a local...
street with one lane of traffic in each direction and on-street parking. It should be located to create roughly proportional blocks between 36th and 38th street, while maintaining safe access across Walnut. This change should happen as part of the redevelopment of these blocks.

**Recommendation MO-5: Blake Street platform access and traffic direction**

- MO-5A: The intersection of 36th and Blake streets should be a full movement intersection with a signal to control traffic.
traffic around the station. It is believed that a traffic signal will be necessary in this location even if the Blake Street hump is closed to traffic because of the future presence of the Central Corridor at this intersection. In addition to sidewalks and crosswalks, consider new streetscape improvements such as street trees, lighting, benches and other street amenities. Ensure that any intersection improvements are coordinated with the Central Corridor alignment through the Environmental Evaluation process.
• MO-5B: As part of the Next Steps study, determine the feasibility of converting Blake Street from one-way to two-way between 35th Street and Broadway, and possibly as far south as 20th Street. As redevelopment continues along Blake Street, there is enough room within the existing right-of-way to include two 11-foot travel lanes, two 5-foot bike lanes, two 8-foot parking lanes, with 16-foot pedestrian amenity zones including sidewalks on both sides of the street (see Figure 4.13 for potential cross-section design). If streetcar service is extended along Blake Street in the future, the cross-section will need to be revisited at that time to accommodate this additional travel mode.

Recommendation MO-6: Pedestrian Treatment for 36th Street, 37th Avenue and Downing Intersection

Consider crosswalks and a traffic light at this intersection to ensure that this primary access point between the neighborhoods and the station is safe and efficient. If possible, the intersection should be re-aligned so that 36th Street matches up with 37th Avenue across Downing. Ensure that any intersection improvements are coordinated with the Central Corridor alignment through the Environmental Evaluation process.

Recommendation MO-7: Modify segments of Lawrence, Marion and Downing between Lawrence and Walnut Streets.

Pending feasibility testing in Next Steps, the following recommended improvements are related and would need to occur in the following sequence:

• MO-7A: Convert Downing Street from one-way to two-way between Walnut and Lawrence Streets. This modification will improve vehicular mobility through the area.

• MO-7B: Remove the diagonal portion of Lawrence Street between Downing and Marion.

• MO-7C: Convert Marion from a one-way northbound street to a two-way local street with reduced lanes and wider sidewalks between Lawrence and Walnut.

Recommendation MO-8: Reconfigure other Downing Street intersections

Wherever possible, square-up intersections where the two street grids intersect at Downing to create better visibility and mobility for pedestrians, bicyclists and vehicles. Other than 37th Avenue and 36th Street (discussed above), these intersections include Bruce Randolph and 35th Street, and 33rd Avenue and 34th Street.

Recommendation MO-9: Pedestrian Treatment for 37th Avenue

Pending the results of the Next Steps study, consider improvements to the pedestrian infrastructure along 37th Avenue, the main pedestrian route to the station from Cole. Ensure that sidewalks along this route are in good condition and are ADA accessible, crosswalks are provided at intersections, and that traffic control measures (stop signs, etc) are adequate to meet the needs of increased numbers of pedestrians and cyclists along this route.

Recommendation MO-10: Close 40th Avenue Between 40th Street and Franklin

Pending the findings of the Next Steps study, consider closing the 40th Avenue segment between Blake Street & 40th
Street and the Franklin & Walnut intersections to eliminate the curve and facilitate pedestrian crossing at 40th Street and Blake. Such an action would also reduce traffic volumes on Blake in front of the station, resulting in safer pedestrian crossings at all intersections between 40th and 36th streets.

**Recommendation MO-11: Pedestrian Treatment for 40th Street and Walnut Intersection**

With the closure of 40th Avenue to the west, all through traffic should be moving between 40th Avenue and Walnut, including vehicles using the new park-n-Ride on Blake Street. A traffic signal should be located at this intersection to ensure safe pedestrian movement to the station across Walnut street from Cole.

**Recommendation MO-12: Pedestrian Treatment for 40th Street and Blake Intersection**

40th Street is envisioned as a main pedestrian route to the station from northeast Cole, as well as the main vehicular route to the Blake Street park-n-Ride. Incorporate sidewalks and crosswalks at this intersection to ensure safe access from the Blake Street park-n-Ride to the station, and from the neighborhood to the station. The closing of 40th Avenue to auto traffic (see MO-10) is key to improving pedestrian safety at this intersection.

**Recommendation MO-13: Brighton Boulevard Cross-section Design**

Brighton Boulevard is a critical arterial gateway to downtown but there are presently no sidewalks on the corridor within the station area. Although several development projects are proposed between 31st and 38th streets that would result in new sidewalks being created on those properties, the result would be disconnected pedestrian infrastructure.

Brighton Boulevard is also the front door to the River North district. It should be a place where pedestrians find interesting shops and galleries and feel welcome to walk or visit. The Brighton Boulevard Urban Design Guidelines propose the following cross-section for between 31st and 44th (see Figure 4.14).

The interim cross section fits within the existing 80-foot ROW. It has a 16-foot median, consistent with the ultimate cross section. The interim cross section is intended to be used prior to any redevelopment of properties. It does not provide on-street parking, but does have an attached 7-foot sidewalk on both sides of the street. When properties redevelop, the ultimate cross section will need to be followed. Construction of the interim cross section will likely require outside funding sources.

The ultimate cross section of 110 feet will require right-of-way dedication as properties redevelop. It provides access control, on-street parking, and is pedestrian friendly with wide sidewalks, pedestrian amenities, and street trees. Bicycle lanes are recommended on parallel facilities both southeast and northwest of Brighton.

Construction of the ultimate cross section could be funded in a variety of ways, including a local improvement district formed by area property owners. Strategies and phasing options that may be applicable are discussed in the Economic Opportunity section. As there is no annual program for sidewalk installation or maintenance, there is potential for an interim condition by block to exist for several years. To minimize that possibility, the City should partner in this effort by

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**Interim Brighton Corridor Cross Section**

![Interim Brighton Corridor Cross Section](image)

**Ultimate Brighton Corridor Cross Section**

![Ultimate Brighton Corridor Cross Section](image)

*Figure 4.14 – Interim and Ultimate Brighton Boulevard Cross-Sections*
bringing together relevant parties and looking for additional funding sources for this key gateway, as identified by Blueprint Denver and the River North Plan.

**Recommendation MO-14: Signalize 36th and Brighton Boulevard Intersection**

A new traffic signal should be located on Brighton Boulevard at 36th Street to provide pedestrian connectivity to the station and the South Platte River Greenway. This could replace the 40th & Brighton signal mitigation proposed in the East Corridor DEIS if the park-n-Ride is also moved to 36th Street and Wazee. The proposed DEIS improvements at the intersections of 38th and Wynkoop, 39th and Brighton, and 40th and Brighton should not be constructed if the park-n-Ride is moved elsewhere.

**Recommendation MO-15: New 37th Street**

Introduce a new street at 37th Street between Wazee and the South Platte River. This new connection will contribute to a more complete street grid in River North and will improve mobility within the neighborhood. It would serve as the main orientation for the mixed-use employment/arts district between 36th and 38th Streets.
Recommendation MO-16: New 39th Street and Marion Street

When redevelopment occurs, introduce a new street at 39th Street between the existing Lafayette and Blake streets, with a new segment of Marion Street between the new 39th Street and 40th Street. The resulting smaller blocks would be more appropriate for TOD and promote better pedestrian access to the station and through the area.

Recommendation MO-17: Extend Wynkoop and Wazee, and create new 33rd, 34th, 41st, 42nd, and 43rd Streets

When redevelopment occurs, extend Wynkoop Street from its current public terminus northwest of 40th Street all the way to 43rd Street and add new streets at 41st, 42nd and 43rd connecting Wynkoop to Brighton. When redevelopment occurs, also extend Wynkoop and Wazee southwest of 35th Street and add new streets at 33rd and 34th connecting Wynkoop to Brighton consistent with the recommendations of the River North Greenway Master Plan. The resulting smaller blocks would promote better pedestrian access through the area.

Recommendation MO-18: Maintain a vehicular through-route parallel to Brighton between 38th Street and downtown

When redevelopment occurs on the east bank of the South Platte River between 31st and 35th streets, open space and on-site detention is expected to be located adjacent to the river consistent with the recommendations of the River North Greenway Master Plan. If these developments and infrastructure improvements result in a vacation of a segment of Arkins Court, a vehicular through-route parallel to Brighton should be maintained by extending Delgany Street southwest of 35th Street.

Recommendation MO-19: Second Pedestrian Bridge Across the UP railroad tracks

An additional pedestrian bridge at 31st Street or 33rd Street over the railroad tracks would provide access between River North and the Denargo Market redevelopment to Upper Larimer and Curtis Park. Public input indicated the need for this second pedestrian crossing over the railroad tracks closer to downtown. This additional crossing is less of a priority than the 36th Street crossing, but would be beneficial for residents on both sides of the railroad tracks.

Recommendation MO-20: Central Corridor Station

The Central Corridor Extension Environmental Evaluation should evaluate the engineering feasibility, environmental impacts and mitigations of a station along 36th Street between Walnut and Blake instead of the proposed platform adjacent to the commuter rail station. Locating the station along 36th Street would create opportunities for TOD by increasing pedestrian traffic in the area. In terms of walk distance, the difference would be minimal because the high platform required by the commuter rail line forces riders to walk all the way to the end of the platform regardless of the light rail location (see Figure 4.15). This location would also reinforce pedestrian movement along 36th Street across the railroad tracks between River North and Upper Larimer. It could, however, result in the closure of 36th Street between Downing and Walnut to vehicular traffic.

Recommendation MO-21: Bus Routing and Stops

Coordinate bus routing and stops with RTD based on the recommended parking location and platform access from 36th Street. This is especially important for the route 7 and 44 buses, which approach the station from the south. Facilitate transfers between the East/Central Corridors and the North Metro Corridor by re-routing buses or creating new bus routes to serve both stations.

Recommendation MO-22: Lighting and Amenities

Work closely with Xcel Energy to provide street lighting on the streets with the highest priority for pedestrian enhancements, including but not limited to 37th Avenue, 36th Street, Blake from 38th to 36th, and Walnut from 38th to 36th Streets.

Recommendation MO-23: Overhead Power Lines

Work closely with Xcel Energy to identify pedestrian priority corridors where overhead power lines should be buried around the station area. Prioritize primary pedestrian routes for these improvements, including but not limited to 36th Street, 37th Avenue, and Blake Street. Coordinate with the City’s Public Works Department to determine whether annual fund dollars to bury utilities may be utilized.
**Existing Conditions**

The mouths of two large stormwater basins, the Montclair Basin and the Lower Platte Basin, are located within the station area (see Figure 5.1).

The Montclair Basin is the single largest tributary area outfall in the City of Denver. Its outfall to the South Platte River occurs between 36th and 40th streets and its storm network collects storm runoff from about 6,000 acres, all the way to Lowry, and includes City Park. City engineers believe that
before this part of Denver was platted and developed, a natural stream bed existed in its outfall vicinity within the station area. Since nearly half of the Montclair Basin is impervious, a 100-year storm event can generate about 6,500 cubic feet of water per second.

The Lower Platte Basin, which flows into the South Platte River south of 36th Street, has a storm network collecting runoff from about 2,200 acres and extends all the way to the Denver Botanic Gardens. Since nearly 65% of the basin is impervious, a 100-year storm event can generate about 2,700 cubic feet of water per second.

Many of the City’s largest and oldest storm sewers were built in these watersheds in order to address storm drainage needs. In reviewing these systems as part of the City’s regular Storm Drainage Master Plan updates, many were found to provide storm protection in less than a 2-year storm event. As a result, there is flooding after large storms. A 100-year storm is estimated to generate between 1-3 feet of flooding in the area, but the actual amount of flood water can vary significantly by block.

Planned Improvements

The City’s Storm Drainage Master Plan and Capital Improvement Plan have identified the need and associated funding to upgrade the Montclair Basin outfall capacity. Furthermore, the East Corridor EIS proposes to relocate the existing storm sewer under 40th Avenue between York and 40th Street because it will be using part of the right-of-way for the commuter rail alignment. The City and RTD are coordinating their planned improvements for the Montclair Basin to upgrade the storm sewer to convey runoff from a 5-year event, which is the City’s standard for constructing storm sewers serving or protecting commercial areas.

Within the station area, this new infrastructure will be located under 40th Avenue, then cross under the UP tracks along the 40th Street alignment, where it will continue to its outfall at the South Platte River in Globeville Landing Park (see Figure 5.2). These stormwater improvements are expected to be constructed jointly by the City and RTD so that they are coordinated with the East Corridor project. Slated to be completed by 2014, they are expected to reduce the 100-year storm flood level in the Montclair Basin section of the station area by about 1 foot overall.

Development Implications

There are a wide range of stormwater management solutions for development and redevelopment within the station area, each with their own implications. The challenge will be to coordinate the urban infrastructure needs with the built environment to support both economic and community development. Brief descriptions of some of the potential solutions are provided below, but further analysis is necessary to determine which solution, or combination of solutions, could render the best outcome to enhance the station area neighborhoods. It should be noted, however, that adaptive reuse projects, such as the Rock Drill Lofts located at 39th Avenue and Williams Street, are considered to be merely ten-

Figure 5.2 – Planned 5-Year Storm Infrastructure Improvements
ant improvements and do not require new stormwater management infrastructure. But the historic offices and industrial buildings on the Rock Drill property are not indicative of the quality of the station area’s building stock, and so it seems likely that the majority of future development in this area will not be adaptive reuse, but rather new construction.

**Denver Storm Water Management**

The standard level of storm protection in the City and County of Denver is to plan, design, and construct storm sewers to convey storm runoff from the 2-year storm event in residential areas, and the 5-year storm event in commercial and industrial areas. For larger storm events, the public right-of-way conveys the excess runoff, up to one foot deep in the gutter. Since 1995, the City has required water quality detention and stormwater detention for all new developments greater than one-half acre in size.

The storm drainage improvements being installed concurrently with the East Corridor project do not obviate the requirement that the finished ground floor of any new development be at least 1 foot higher than the 100-year storm flood level, nor the requirement that new development accommodate on-site 10-year detention and water quality. These requirements have been enacted to ensure continued public health and safety as well as environmental and infrastructure preservation.

These implications present challenges to implementing TOD for two reasons. The first is that elevated ground floors provide less opportunity for active commercial uses. A combination of retail and services with transparent storefronts and large windows is recommended near transit stations to encourage uses that activate the street with pedestrians and provide a level of visibility that promotes safety. The requirement for any new development to be at least one foot higher than the 100-year storm flood event for public safety may result in finished floors an estimated 1 to 3 feet above existing grade in the station area, depending on location and topography.

There are examples of successful commercial mixed-use districts in Denver, namely in the LoDo and Ballpark neighborhoods, that have elevated ground floors due to their industrial heritage, but these are largely rehabilitated warehouses that match the context of those areas (see Figures 5.3). A recent example of how new construction has handled this requirement is the Argonaut Wine & Liquor on East Colfax Avenue, which has an at-grade entrances that ramps up to the finished ground floor inside the building (See Figure 5.4). Elevated ground floors are less of a challenge for residential uses, which are sometimes designed to be elevated from the street to provide ground-floor residents with enhanced privacy. Compliance with the Americans with Disabilities Act will require buildings with elevated ground floors to provide ramped or elevator access, which results in less buildable area, requires stairs and ramps for access and poses an additional financial cost to development.

The second challenge for development is where to locate and how to design on-site detention and water quality facilities. In downtown environments with few requirements for open space, parking, or building setbacks, developers sometimes provide this function in a vault under their building. But underground detention is expensive and requires high land values for developers to be able to recover the cost, condi-
tions that do not exist in this station area today, where land prices are relatively inexpensive considering their proximity to downtown. Alternatively, above-ground detention, which can be designed to provide open space that serves as a public amenity, reduces the amount of developable land on the site.

Low Impact Development (LID) techniques, such as green roofs, can address water quality issues to reduce some of the on-site detention requirements. Otherwise, a portion of any new development site would have to be devoted to a pond-like detention facility, similar to what is built in front of retail centers along commercial arterials in suburban settings (see Figures 5.5 and 5.6).

A facility of any significant size such as that could render development of the site infeasible, especially if there are off-street parking requirements that also need to be addressed. One solution to this problem could be for the stakeholders and property owners in the new development areas to work together to develop sub-regional detention ponds that can be aggregated to create a meaningful open space feature and alleviate the specific development site requirements for detention.

**Traditional Urban Storm Water Management**

The conventional solution to stormwater conveyance in urban areas is to place storm sewers under the streets. Because the 38th and Blake station area is essentially at the mouth of two large basins, an underground conveyance system large enough to accommodate the 100-year storm event would need enormous capacity and would have to be located under all streets running perpendicular to the river. This solution option would still need to separately address the regional storm water quality and detention issues, but would provide an opportunity to connect on-site 10-year detention and water quality into the system to be conveyed to the river (see Figure 5.7) This solution would also have major impacts on existing underground utilities and would be very costly.

**Sustainable Urban Open Channel**

Perhaps a less expensive and more sustainable solution would be to create one or more open channels connecting the Montclair and Lower Platte basins to the river. These facilities would convey stormwater to the river through an open channel collection system on the south side of the railroad tracks that would be piped beneath the tracks. The channel to the river could be designed to meet regional and on-site detention and water quality requirements for all of the properties in the station area. There are several potential advantages to this solution that merit further analysis:

- Co-locating regional and on-site detention allows for development parcels to realize a greater development footprint, resulting in urban development patterns that support transit and pedestrian orientation
- The channel could be designed to serve as an organizing element that emphasizes the unique character of the area by incorporating features such as an arts walk
- The edges of the channel could be activated by single-sided streets and wide sidewalks adjacent to active ground-floor commercial or residential uses (see Figure 5.8)
- Vehicular and pedestrian bridges over the channel would allow for continued connectivity within the neighborhood and diminish any barriers
- The open channel creates opportunities for a multi-functional use of land, serving not only stormwater management needs but also creating a new open space amenity that connects to the South Platte River Greenway
- With the introduction of greater residential densities along the Brighton corridor, such an amenity would help to meet the increased need for open space
By opening day of the station in 2015, underground storm sewer capacity will be improved so that it is able to convey a 5-year storm event. However, without addressing issues associated with the regional 100-year storm event, it will be challenging for development to respond to the transit investment and community goals. Furthermore, one of the major goals of the recently completed River North Greenway Master Plan is to improve water quality in this stretch of the South Platte River.
Studies have found few, if any, opportunities for additional upstream improvements to reduce the regional storm flow impact to the station area. Seizing on the most feasible one, the City spent $20 million between 2006 and 2008 to provide 145 acre-feet of stormwater detention and improvements to Ferril Lake in City Park to reduce the cost and size of downstream improvements and provide an outlet for storm sewers that are needed upstream. As potential solutions within the station area examined, funding recommendations should recognize that the station area is both impacted by and solving for many impervious developed acres upstream.

Urban infrastructure should look to perform multiple functions where possible. In the instance of stormwater management, multi-functioning solutions may serve to effectively address the infrastructure issues and provide an amenity such as a gathering place for the community, become a unique identifier to the community, or help to organize desired uses around the amenity. The recommendations herein lay out the first steps for identifying solutions to regional and sub-regional storm water infrastructure.

**Recommendation SI (Stormwater Infrastructure)-1: Station Area Stormwater Management Study**

The City should conduct a review of completed stormwater studies for both basins and the station area (such as the East Corridor Drainage Master Plan) to determine the extent to which possible solutions have already been identified. Pending the results of that evaluation, the City should assess the need to fund and initiate a new study to incrementally address stormwater management solutions in the station area. The study should include the following:

- Identify 100-year storm flood depths in the station area
- Propose 100-year storm conveyance, detention and water quality solutions and potential locations
- Examine the range of alternative solutions, including: open channel/park amenity, below-grade sewers, or a combination of multiple alternatives
- Incorporate local development 10-year detention and water quality requirements within the station area into regional solutions
- Provide rough order of magnitude cost estimates for all options
- Propose funding approaches that include all properties within both basins
- Provide sub-regional water quality consolidation options
- Analyze the development impacts of the identified solutions for the station area
Recommendation SI-2: Station Area Stormwater Working Group

Form a collaborative working team between the City and landowners/developers to develop sub-regional solutions that aggregate the 10-year on-site detention and water quality needs.

A potential solution to the on-site detention needs could be for a group of developers and property owners to create a General Development Plan and create an Improvement District to provide shared locations to handle the 10-year stormwater needs of their combined sites. The value of such an approach is that it could result in using less-valuable parcels for development for the infrastructure that benefits all the property owners, and it could potentially result in more transit-supportive development. The detention sites could also be developed in combination with open space to meet requirements as well as provide a community amenity. This model is currently being employed in the River North area.
Land Use and Urban Design
Existing Land Use

Industrial uses are predominant within the study area, accounting for 44% of all land. Transportation, communications, and utilities (TCU) uses, which tend to be industrial in nature (primarily rail yards and other railroad-supportive uses along with telecommunications facilities in the station area), constitute an additional 14% of the study area, bringing the total industrial uses to 58% (see Figure 6.1). The area north of the UP railroad tracks is almost entirely industrial, featuring small, isolated pockets of non-industrial uses, while the area south of the railroad tracks has industrial uses along the edges of stable residential neighborhoods. The alley between Larimer and Lawrence largely serves as the dividing line between industrial and residential uses separating Upper Larimer from Curtis Park (see Figure 6.2).

Residential is the next most common land use, comprising 19% of the study area (12% single family and 7% multifamily). The vast majority of single-family dwellings are located in the residential sections of Curtis Park and Cole. Multi-family developments can also be found in these neighborhoods, although it is becoming increasingly common for multi-family development as an adaptive reuse of buildings on former industrial sites that are adjacent to active industrial and heavy commercial uses, such as the Rock Drill Lofts on Williams Street and 39th Avenue in Cole.

Commercial, retail, and office uses comprise only about 4% of the station area today. Furthermore, the commercial uses that are present are sprinkled throughout the neighborhoods, lacking enough concentration in any one location to be considered a commercial district. This is true even on Downing Street, which has some of the character of a main street commercial corridor, but lacks heavy concentrations of commercial uses.

Land Use Guidance from Adopted Plans

Blueprint Denver: An Integrated Land Use and Transportation Plan was adopted in 2002 and places a city-wide priority on land use, transportation, housing, environmental sustainability and protection of Denver’s historic legacies. Blueprint Denver identifies Areas of Stability and Areas of Change throughout the city with the goal of directing new developments and infill projects toward Areas of Change in order to preserve Denver’s stable neighborhoods. It also establishes citywide concept land use and concept street classifications.

Most of the 38th & Blake station area is identified in Blueprint as an Area of Change, with the exception of the Cole neighborhood and portions of Curtis Park, which are identified as Areas of Stability. Blueprint Denver’s land-use plan shows mixed-use development for Upper Larimer and River North, which represents a change from the predominantly industrial zoning in this area today. The areas northeast of 38th Street and across the South Platte River are proposed to remain industrial in Blueprint Denver. TOD is proposed for Downing Street, site of the Central Corridor extension, and in the immediate vicinity of the old station location at 40th & 40th. The Cole neighborhood is shown as single-family residential and Curtis Park is shown as urban residential, reflecting the higher residential densities found there.

The River North Plan provides land use guidance for approximately the northwestern two-thirds of the 38th & Blake station area. Adopted in 2003, the River North Plan was the first small area plan completed after Blueprint Denver. As such, land use recommendations in the River North Plan are more detailed than, yet highly consistent with, Blueprint Denver. The River North Plan (see Figure 6.3), expands upon Blueprint Denver’s mixed-use concept (see Figure 6.4) by identifying individual mixed-use areas that fall into the following categories: commercial, residential, TOD, industrial, and river corridor.
Figure 6.2 – Existing Land Use Map
Existing Zoning Districts

Zoning in the station area is largely consistent with the existing land use pattern and there are not significant areas of non-conforming uses. For example, industrial uses account for 58% of the study area, while the amount of industrial zoning (I-0, I-1, and I-2) is 63%. Similarly, residential uses account for 19% of the study area, and R district zoning (R-2, R-2A, R-3, and R-4) accounts for 21% (see Figure 6.5).

Although current land-use patterns are reinforced by existing zoning, there is evidence that this pattern has been shifting in recent years as individual property owners have rezoned to non-industrial mixed-use districts. This market pressure is illustrated in the zoning map by the prevalence of individual lots within the I districts that have been rezoned to commercial mixed use (CMU), residential mixed use (RMU) and planned unit development (PUD) districts (see Figure 6.9).

CMU districts account for 5% of the study area, RMU districts account for another 5%, and PUDs an additional 1%. This rezoning trend can be seen on both sides of the railroad tracks, generally marching northeast from LoDo. Examples of CMU, RMU, and PUD zoning can be found especially along Brighton Boulevard and Blake Street. Notable examples of recent or planned redevelopment of former industrial sites include Fire Clay Lofts on Blake Street (see Figure 6.6),

![Figure 6.3 – River North Plan Land Use Concept Map](image-url)
the Exdo Event Center on Walnut Street (see Figure 6.7), Rock Drill Lofts on 39th Avenue (see Figure 6.8), as well as several large-scale developments that are currently in the planning stages on Brighton Boulevard, such as the Denargo Market redevelopment and the Beleza condominium project.

Because zoning sets the stage for future development, the quantity and nature of rezoning activity within the western part of the station area (which follows an earlier pattern of rezonings in the Ballpark section to the southwest) appears to indicate market pressure for future land-use changes.

**Recommendations**

As described in the Introduction, the movement of the station from 40th & 40th to 38th & Blake shifted the station area typology from a major urban center to an urban neighborhood. The urban neighborhood typology was tested with
stakeholders through the public process and deemed appropriate for the areas south of the railroad right-of-way, but the Brighton corridor is envisioned to have more intense development with a greater mixture of commercial and employment uses and taller building heights than the area south of the station.

**Recommendation LU (Land Use)-1: Station Area Typology**

Revise the station area typology from major urban center to urban neighborhood in the *Transit Oriented Development Strategic Plan* to match the development opportunities of the revised station location (38th & Blake) and the existing neighborhood context, but note the different context of the Brighton Boulevard corridor’s more intense development with a greater mixture of commercial and employment uses and taller building heights.

**Land Use Category Descriptions**

The plan recommends six distinct categories of land use designation: Mixed-Use TOD Core, Mixed-Use Main Street, Mixed-Use Residential, Urban Residential, Mixed-Use Employment and Open Space and Parks (see Figure 6.10).
Figure 6.9 – Current Zoning Map (simplified)
Mixed-Use Main Street designation encourages a strong mix of housing, office, and commercial uses with flexible use requirements that respect the residential fabric of the neighborhood and reinforce linear development patterns along commercial streets. This is envisioned along Downing Street between 35th and 37th avenues. Main Street districts should have transparent façades that allow people in the first floor to be eyes on the street. Allowing this use near transit will encourage pedestrian traffic and promote commercial activity. The character of these mixed use streets should clearly define and activate the public realm by locating buildings, entrances and windows in a way that creates an active and lively pedestrian scaled commercial corridor. Building heights within the Mixed-Use Main Street category are up to 3 stories.

Mixed-Use Residential designation includes higher density residential including but not limited to: garden apartments, tuck under townhouses, or multi-family buildings. Active ground floors should include residential amenities, leasing lobbies, workout facilities, parking entrances and conve-

Figure 6.10 – Future Land Use
nience retail at strategic locations that reinforce the overall connectivity and access plans for the station. The building heights within the Mixed-use Residential category vary: up to 5 stories southeast of the railroad tracks in Upper Larimer and in Cole (where it drops to 3 stories east of Franklin and east of the new Marion Street), 2-8 stories surrounding the Mixed-Use TOD node at 36th & Brighton, and up to 8 stories southwest of 35th Street along Brighton (taller buildings could be developed southwest of 35th with additional requirements such as stepbacks and open space).

**Urban Residential** is primarily residential but may include a limited number of commercial uses to serve daily needs such as a drycleaner, bank, video store or neighborhood market. This designation is intended to serve as a transition between more intense development and existing single-family neighborhoods. A mixture of housing types is present, including historic single-family houses, townhouses, and small multi-family apartments. The building heights for Urban Residential are up to 3 stories.

**Mixed-Use Employment** encourages employment opportunities and allows for a mix of uses that includes: warehouse, retail, research and development, creative services, offices, incubator business, arts/cultural uses, and compatible recreational uses. New infill development should be compatible with the other recommended uses near the station area. Mixed-Use Employment is meant to attract and accommodate cutting-edge industries and transition over time to include opportunities for a unique and inviting place to live and work—residential uses are allowable. This designation is envisioned in two places within the station area. Along Larimer and Walnut Streets southwest of the station (which are one-way streets with more employment uses than Blake Street) where building heights are up to 3 stories. Along Brighton Boulevard southwest of 38th Avenue, where this designation is intended to accommodate growth of the RINO arts district and provide opportunities for TOD, building heights are up to 5 stories. Northwest of 38th Street, which today has a more industrial character, building heights are up to 3 stories.

**Open Space and Parks** provide neighborhood gathering places, create focal points, and provide local green spaces that can increase housing value. This plan proposes expansion of the St. Charles Park, the addition of a small plaza at 36th Street and Blake (across from the station), and endorse the open space locations recommended in the River North Greenway Master Plan. New parks may serve to function as passive and active recreation spaces, water quality and detention and should have development face onto the park on all sides if possible.

Following Denver’s allowable aggregation of open space per the General Development Plan, 10% of all new development should be publicly accessible, usable open space. Open space requirements for several contiguous developments can be combined to create larger, more usable open spaces so long as the full amount of open space is provided with the initial development project.

**District Plan**

Although the majority of new development in the station area is proposed to be mixed-use, different subareas will have their own function and character within the larger plan. Figure 6.11 identifies the subareas in lettering from A-G, and each is described further below.

**A) Primary TOD Areas**

A primary principle of TOD advocates a mix of uses closest to the station. A mix of uses at the station serves as the area of greatest activity, from a ground floor retail, office and residential perspective. Two TOD areas are recommended within a quarter-mile of the station: one extends along Blake Street on the blocks adjacent to the platform, the other is at the intersection of 36th Street and Brighton Boulevard.

Mixed-Use TOD Core (2-8 stories) is envisioned along Blake and Walnut streets, the “front door” to the station. This designation is intended to create a hub of activity, with a mix of uses and small plazas for gathering near the station. The TOD Core is envisioned as a place where new and existing residents can meet their daily needs, and will serve as a destination for the larger community, signifying that it is a unique and special place.

Brighton Boulevard is a key gateway to downtown Denver and is envisioned as the focus of new mixed-use development within River North. While there have been numerous re-zonings along Brighton, redevelopment has occurred at a slower pace and the identified character for this corridor has yet to be realized. The boulevard today continues to serve more as a path for vehicles than a place for people. The new Mixed-Use TOD Core (2-8 stories) node at 36th Street and Brighton Boulevard reinforces 36th Street as an important
pedestrian connection from the river, across Brighton, and across the tracks to the station platform into Upper Larimer, Curtis Park and Cole. It will create an activity center and reinforce the street as a destination.

**Recommendation LU-2: Blake Street TOD Core**

Provide a mix of uses around the station that supports the neighborhood and the station. Create a front door to the station along Blake Street and 36th Street through active ground-floor commercial uses, as well as a mix of residential.
Recommendation LU-3: Brighton Boulevard TOD Core

Reinforce Brighton Boulevard as the most intense development corridor in the station area. Mixed use and greater building heights should be focused on the intersection of 36th and Brighton. As the gateway downtown and front door to River North, Brighton should be a place where pedestrians find interesting shops, galleries and creative welcoming places to walk and visit. Even with tall buildings, development should have a human scale that greets the street. Building on its arts district, public art should be utilized to provide an identifying character along Brighton in the transition between the public and private realms.

B) Downing as a Main Street Corridor

The Central Corridor light rail line, which currently ends at 30th & Downing, will eventually be extended northward along Downing to connect with the 38th & Blake station. The Central Corridor will serve residents of the Five Points and Cole neighborhoods and could serve as a catalyst for new development, especially for parcels that are adjacent to new stops. The land use along Downing Street north of 35th Avenue is envisioned as Mixed-Use Main Street up to 3 stories to maintain neighborhood scale and character.

Recommendation LU-4: Downing Mixed Use

Encourage mixed-use development along Downing from 35th to Walnut Street that emphasizes Downing as a main street for the neighborhoods to access goods and services and includes residential.

C) Mixed-Use Residential Infill and Redevelopment

Mixed-Use Residential should extend along Blake Street in both directions from the station and on Brighton Boulevard southwest of 36th Street. Mixed-Use Residential is intended to include the adaptive reuse of existing buildings or new construction of multi-family housing. This type of development is already occurring within the station area, especially along Blake Street to the southwest, at the Rock Drill Lofts to the east of the station in Cole, and along Brighton where the Beleza project is planned.

Recommendation LU-5: Residential Mixed Use Development

Increase the population of residents living near transit through the adaptive reuse of existing buildings or construction of new residential buildings along Blake Street southwest of the station and to the northeast towards the Rock Drill Lofts (up to 5 stories). East of the proposed new Marion Street the height should transition to 3 stories. Mixed Use Residential should also create a residential base around the 36th Street and Brighton node (2-8 stories) and continue southwest along Brighton towards the Denargo Market development (up to 8 stories but greater heights could be possible with stepbacks and other requirements).

D) Urban Residential Transition Areas

To preserve the scale, massing and views of the existing stable residential sections of Curtis Park and Cole, an Urban Residential designation is recommended at 38th Avenue and Lafayette Street to transition from the Mixed-Use Residential to the north, and along the west side of Marion Street to transition the Mixed-Use Main Street designation along Downing. The Urban Residential designation encourages townhomes and other small-scale multi-family development.

Recommendation LU-6: Urban Residential Transition

Implement Urban Residential (up to 3 stories) at appropriate locations to provide a transition of scale and massing into the adjacent single-family neighborhoods.

E) Brighton North Mixed-Use Employment

The existing employment base found along Brighton Boulevard and along Larimer and Walnut streets provides jobs in close proximity to downtown with vehicular access to the interstate system. The Pepsi Company bottling facility is an example of a major employer that will remain in the area but could be improved aesthetically and operationally to contribute to a more unified and active streetscape along Brighton Boulevard and 38th Street.

Recommendation LU-7: Maintain Employment Base Northeast of 38th Street

Maintain employment uses along 38th Street and Brighton to the northeast, and work with Pepsi and other industrial properties along Brighton to improve building façades and redevelop surface parking. Allow other uses, including some residential, to infill as the market develops, with heights up to 3 stories.
F) 37th Street Mixed-Use Arts District

In recent years, artist studios in an industrial context have been growing in the vicinity of Brighton Boulevard between 36th and 38th streets. This plan recommends construction of a new 37th Street to improve mobility, access, and circulation in this area. The land use recommend for this 8-block area is Mixed-Use Employment. This designation is intended to encourage the continued employment or artists and artisans while allowing a mix of uses, including residential.
**Recommendation LU-8: Create a 37th Street Corridor Mixed-Use Arts District**

Enhance the small business/arts district in River North to strengthen its identity as an arts and employment center and allow residential uses to infill and provide more vitality to the area with the creation of 37th Street, with building heights of up to 5 stories.

**G) Open Space and Parks**

Existing parks and other open space should be expanded to serve additional growth in the station area. The park and open space recommendations in this plan support the recommendations of the River North Greenway Master Plan completed by the City in 2009.

**Recommendation LU-9: Strengthen St. Charles Park and Recreation Center**

Increase the amount of publicly available open space near the St. Charles Park and Recreational Center to provide for more recreational activities and to provide a presence on Walnut Street. This could be accomplished either through expansion of the park or through publicly accessible but privately owned property.

**Recommendation LU-10: Share Water Quality/Open Space**

Site future park/open space that could also be used for water quality detention for new development along the South Platte River southwest of 35th Street and southwest of 38th Street, and to southwest of 35th Street and Wynkoop.

**Recommendation LU-11: Create a Station Plaza**

Create a small plaza on the corner of 36th Street and Blake, across the street from the station. The plaza could be used to meet open space requirements and provide retail goods or services while also improving visibility of the station from 36th Street and Walnut.

**Urban Design and Building Heights**

Based on the station area typology, Blueprint Denver and the River North Plan, the land use recommendations above, and community input, building heights for new development in the station area should follow the descriptions in Districts A-G. These are: 2-8 stories adjacent to the station in District A; 2-8 stories centered around the 36th Street & Brighton Boulevard node in District A; up to 3 stories along Downing Street in District B; up to 8 stories (with taller building possible) in the mixed-use residential area along Brighton Boulevard southwest of 36th Street in District C; up to 5 stories in the residential mixed-use section of District C northeast of the station; up to 3 stories in the residential mixed-use in District C southwest of the station and in the urban residential areas in District D; up to 5 stories in the mixed-use employment areas along Brighton Boulevard in Districts E and F (see Figure 6.12). Figures 6.13 and 6.14 illustrate the massing of new development within these height ranges.

Because the ultimate roadway network and stormwater management solutions in the station area will have to be determined by additional studies, it is not possible for this plan to develop a build-out scenario based on future land use. The configuration and direction of streets have significant market implications for individual properties, and the property impacts of stormwater infrastructure could be significantly different depending on which approach is ultimately implemented in the station area. Resolution of these issues could result in a future plan amendment, or regulatory implementation through other means such as a General Development Plan.
Figure 6.13 – Building Massing Viewed from West

Figure 6.14 – Building Massing Viewed from South
Implementation
The Implementation chapter identifies action items for the purpose of accomplishing the recommendations of the 38th & Blake Station Area Plan. The chapter is divided into two sections. The first is a set of four key recommendations (some general, some specific) that are considered to be of critical importance in order to successfully implement the remainder of the plan’s recommendations. The second is an implementation matrix that addresses each of the recommendations contained in this plan, and identifies action items, time frames, and responsible parties.

Key Recommendations

There are several key recommendations that are significant enough to be identified as priorities due to their importance or because of time constraints. Some of these were identified earlier in the Mobility and Land Use and Urban Design chapters. Others are overarching recommendations that affect the entire station area.

Recommendation K (Key)-1: Pedestrian Bridge Relocation; Opening Day Platform Segment

The priority recommendation that has evolved from public outreach and analysis conducted as part of this plan is to relocate the RTD pedestrian bridge crossing of the UP Railroad from 38th Street to 36th Street. A pedestrian crossing at 36th Street would more directly connect the River North neighborhood to the transit station and would have the additional benefit of connecting the Cole, Upper Larimer and Curtis Park neighborhoods to the South Platte River. A new pedestrian spine along 36th Street both north and south of the railroad tracks would reduce existing mobility barriers, resulting in a more cohesive station area with stronger redevelopment potential.

Along with the above relocations, the section of the commuter rail platform built for opening day should be oriented on 36th Street rather than 38th Street. This location will provide a more direct pedestrian link for residents living in both Cole and Upper Larimer, and deter pedestrians from crossing Blake Street near the “hump” over the 38th Street underpass.

The potential relocation of RTD’s proposed park-n-Ride at 38th Street and Wynkoop to 36th Street and Wazee should also be explored. If it cannot be relocated, a pedestrian bridge should be constructed over 38th Street adjacent to the railroad tracks to allow pedestrian access to the park-n-Ride from Wazee Street. Between 36th and 38th streets, Wazee should be designed to accommodate a pedestrian path from the park-n-Ride to the 36th Street bridge to access the platform.

Recommendation K-2: Next Steps Transportation Operations Study

Conduct a subsequent study of the traffic, circulation patterns, and street grid around the station area as part of the 38th & Blake Next Steps Transportation Operations study immediately following the adoption of this station area plan. The Next Steps study should analyze the future circulation and land use concepts proposed by this plan (including the relocation of the park-n-Ride and pedestrian bridge) to test their feasibility and determine their effects on mobility in the station area in the context of the following principles for safe station access and streets designed for multi-modal travel:

- Facilitate pedestrian access to the station
- Simplify connections between the two grid networks through street segment and intersection design modifications
- Study the feasibility of converting one-way streets to two-way, including Blake Street southwest of 35th Street
- Identify multi-modal travel patterns to and from the station
- Develop a phasing plan for infrastructure improvements (taking into consideration opening day needs) and identify priorities, responsible parties and partners, and potential funding sources
- Coordinate with and inform RTD’s Central Corridor Environmental Evaluation process to ensure safe and efficient mobility and access for all modes in relation to the light rail extension’s in-street alignment, future stations, and connectivity to 38th and Blake.

Recommendation K-3: Northeast Downtown Neighborhoods Plan

Begin the Northeast Downtown Neighborhoods Plan immediately following the adoption of this station area plan. The plan should provide more detailed evaluation and recommendations for multi-modal operations, station locations and land uses along Downing Street.
**Recommendation K-4: Opening Day Transportation Infrastructure Improvements**

Pending the results of the Next Steps Transportation Operations Study, the success of collaboration with RTD to change the location of the park-n-Ride and pedestrian bridge, and any new development projects that implement the street reconfigurations in this plan, the City should take steps to ensure that the station area street network meets pedestrian access needs by opening day in 2015. These measures may include temporary closures of certain street segments to vehicular traffic in places where conflicts with pedestrians are likely. The City has about $2 million in TOD bond funding for station area infrastructure that should be used for these purposes. The City should also pursue funding opportunities for the 36th Street pedestrian bridge regardless of whether RTD changes the EIS design.

**Implementation**

The following are implementation strategies for the station area. Each strategy includes reference to the numbered plan recommendation(s) it implements, a general timeframe and responsible parties. The recommendations are abbreviated for each section: K= Key; MO= Mobility; LU = Land Use and Urban Design; and SI = Stormwater Infrastructure. There are three different implementation timeframes: immediate, short-term (by opening day for the station in 2015) and long-term. Many of the mobility recommendations must be implemented at the same time to ensure that the street network functions appropriately in the event of street closures, reconfigurations, intersection redesigns and directional changes.

A team approach is crucial to implementation. There are many parties involved including City departments, RTD, property owners, elected and appointed officials, neighborhood organizations and business organizations. The table identifies responsible parties so it is clear who will take the lead on each effort.

### Implementation and Next Steps

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<thead>
<tr>
<th>Recommendations</th>
<th>Implementation Strategy</th>
<th>Time-frame</th>
<th>Responsibility</th>
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<tbody>
<tr>
<td>K-1: Pedestrian Bridge Relocation; Opening Day Platform Segment</td>
<td>Relocate the pedestrian bridge crossing over the railroad tracks from 38th Street to 36th Street. The phase of the platform built for opening day should be oriented towards 36th Street rather than 38th. Work with RTD on potential relocation of northside park-n-Ride or provide pedestrian access on Wazee Street.</td>
<td>Opening Day</td>
<td>City, RTD</td>
</tr>
<tr>
<td>K-2: Next Steps Transportation Study</td>
<td>Conduct a subsequent study of the traffic, circulation patterns, and street grid around the station area as part of the 38th &amp; Blake Next Steps Transportation Operations study immediately following the adoption of this station area plan. Recommend transportation infrastructure improvements and phasing. Provide Input into the Central Corridor Environmental Evaluation.</td>
<td>Immediate</td>
<td>Public Works, RTD, Community Planning and Development</td>
</tr>
<tr>
<td>K-3: Northeast Downtown Neighborhoods Plan</td>
<td>Conduct the Northeast Downtown Neighborhoods Plan immediately following the adoption of this station area plan. Provide more detailed evaluation and recommendations for multi-modal operations, station locations and land use along Downing Street.</td>
<td>Immediate</td>
<td>Community Planning &amp; Development</td>
</tr>
<tr>
<td>K-4: Opening Day Transportation Infrastructure Improvements</td>
<td>Based on the results of the Next Steps Study, collaborate with RTD for station design changes, and development by property owners in the station area. Take steps to ensure pedestrian access to the station utilizing TOD bond funding and look for other funding opportunities.</td>
<td>Immediate to Opening Day</td>
<td>Public Works, RTD, Property Owners</td>
</tr>
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# Implementation and Next Steps

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<thead>
<tr>
<th>Recommendations</th>
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<tbody>
<tr>
<td>MO-1: 38th Street, Walnut and Marion Intersection</td>
<td>Pending results of the Next Steps study, develop a new intersection configuration at 38th Street/Walnut/Marion to facilitate pedestrian crossings and vehicular movements and to take into account additional traffic on Walnut, future widening of the 38th Street underpass and two-way traffic on Marion.</td>
<td>Opening Day to Long-Term</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-2: Blake Street Bridge over 38th</td>
<td>Until the 38th Street underpass and Blake Street “hump” are reconstructed, ensure pedestrian connections across Blake Street to the transit station based on Next Steps study recommendations.</td>
<td>Opening Day</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-3: 38th Street Underpass</td>
<td>Reconstruct the 38th Street Underpass between Wynkoop Street and Walnut Street to provide a four-lane cross section with wide sidewalks on both sides of the street and adequate vertical clearance. Reconstruct the Blake Street Bridge to remove the hump over 38th Street.</td>
<td>Long-Term</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-4: Downing Between Walnut and Blake</td>
<td>Pending the results of the Next Steps study and development plans by property owners, reconfigure the Downing Street segment connecting Blake Street and Walnut Street across from the station with a new 37th Street that is pedestrian friendly and perpendicular to Blake and Walnut.</td>
<td>Opening Day</td>
<td>Property Owners, Public Works</td>
</tr>
<tr>
<td>MO-5A: Blake Street platform access</td>
<td>Pending the results of the Next Steps study and collaboration with RTD, improve the pedestrian crossing of Blake at 36th Street.</td>
<td>Opening Day</td>
<td>Public Works, RTD</td>
</tr>
<tr>
<td>MO-5B: Convert Blake Street to two-way</td>
<td>Pending the results of the Next Steps study, Blake Street between 35th and Broadway should be considered for conversion from one-way to two-way. In conjunction with new development, the new street cross-section should include bike lanes, on-street parking, sidewalks and a pedestrian amenity zone.</td>
<td>Opening Day</td>
<td>Public Works, RTD</td>
</tr>
<tr>
<td>MO-6: 36th Street, Downing and 37th Avenue intersection</td>
<td>Pending the results of the Next Steps study and in collaboration with the Central Corridor EE, consider crosswalks and a traffic signal to improve this primary access point between the neighborhoods and the station. If possible, re-align intersection so that 36th St. matches up with 37th Ave. across Downing.</td>
<td>Opening Day</td>
<td>Public Works, RTD</td>
</tr>
<tr>
<td>MO-7A: Convert Downing Street to two-way</td>
<td>Pending results of the Next Steps study, convert Downing Street from one-way to two-way between Walnut and Lawrence Streets.</td>
<td>Opening Day to Long-Term</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-7B: Remove Lawrence Street segment</td>
<td>Pending results of the Next Steps study, remove the diagonal portion of Lawrence Street between Downing and Marion.</td>
<td>Opening Day to Long-Term</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-7C: Convert Marion Street to two-way</td>
<td>Pending results of the Next Steps study, convert Marion from a one-way northbound street to a two-way local street with reduced lanes and wider sidewalks between Lawrence and Walnut.</td>
<td>Opening Day to Long-Term</td>
<td>Public Works</td>
</tr>
</tbody>
</table>
## Implementation and Next Steps

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<tbody>
<tr>
<td>MO-8: Reconfigure other key Downing Street Intersections</td>
<td>Pending the results of the Next Steps study and in collaboration with the Central Corridor EE, consider physical reconfiguration, crosswalks and traffic signals at Downing Street intersections where the grids collide to ensure safe pedestrian access and vehicular movements.</td>
<td>Opening Day to Long Term</td>
<td>Public Works, RTD</td>
</tr>
<tr>
<td>MO-9: 37th Avenue pedestrian treatment</td>
<td>Pending results of the Next Steps study, consider improvements to the pedestrian infrastructure along 37th Avenue, the main pedestrian route to the station from Cole. Ensure that sidewalks along this street are in good condition and are ADA accessible, crosswalks are provided at intersections, and that traffic control measures (stop signs, etc) are adequate to meet the needs of increased numbers of pedestrians and cyclists along this route.</td>
<td>Opening Day</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-10: 40th Avenue between 40th Street and Franklin</td>
<td>Pending the results of the Next Steps study, close 40th Avenue segment between Blake Street &amp; 40th Street, and Franklin &amp; Walnut intersections to provide better pedestrian crossing at 40th Street and Blake.</td>
<td>Opening Day</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-11: 40th Street and Walnut intersection</td>
<td>Pending the results of the Next Steps study, locate a traffic signal at this intersection to ensure safe pedestrian movement to the station across Walnut street from Cole.</td>
<td>Opening Day</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-12: 40th Street and Blake intersection</td>
<td>Pending the completion of recommendations MO-10 and MO-11, build sidewalks and crosswalks at this intersection to ensure pedestrian access from the proposed Blake Street park-n-Ride to the station, and from the neighborhood to the station.</td>
<td>Opening Day</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-13: New Brighton Boulevard cross-section</td>
<td>The Brighton Boulevard Urban Design Guidelines study will propose intermediate and ultimate cross-sections between 31st and 44th. The City should collaborate with property owners to assist with implementation and funding.</td>
<td>Immediate to Long-Term</td>
<td>Property Owners, Public Works</td>
</tr>
<tr>
<td>MO-14: Signalize 36th and Brighton Boulevard Intersection</td>
<td>Pending the results of the Next Steps study and collaboration with RTD, provide a new traffic signal on Brighton Boulevard at 36th Street to provide pedestrian connectivity to the South Platte River Greenway.</td>
<td>Opening Day</td>
<td>City, RTD</td>
</tr>
<tr>
<td>MO-15: New 37th Street</td>
<td>In conjunction with new development, improve connectivity by introducing a new street at 37th Street from Wazee to the South Platte River.</td>
<td>Long-term</td>
<td>Property Owners, Public Works, Community Planning &amp; Development</td>
</tr>
<tr>
<td>MO-16: New 39th Street and Marion Street</td>
<td>In conjunction with new development, introduce a new street at 39th Street between the existing Lafayette and Blake streets, with a new segment of Marion Street between the new 39th Street and 40th Street. The resulting smaller blocks would be more appropriate for TOD and promote better pedestrian access to the station and through the area.</td>
<td>Long-term</td>
<td>Property Owners, Public Works, Community Planning &amp; Development</td>
</tr>
</tbody>
</table>
### Implementation and Next Steps

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</thead>
<tbody>
<tr>
<td>MO-17: Extend Wynkoop and Wazee and create new 33rd, 34th, 41st, 42nd, and 43rd Streets</td>
<td>In conjunction with new development, extend Wynkoop Street from its current public terminus northwest of 40th Street all the way to 43rd Street and add new streets at 41st, 42nd and 43rd connecting Wynkoop to Brighton. Also in conjunction with new development, extend Wynkoop and Wazee southwest of 35th Street and add new streets at 33rd and 34th connecting Wynkoop to Brighton</td>
<td>Long-term</td>
<td>Property Owners, Public Works, Parks &amp; Recreation, Community Planning &amp; Development</td>
</tr>
<tr>
<td>MO-18: Maintain vehicular through-route parallel to Brighton between 38th Street and downtown</td>
<td>In conjunction with new development occurs on the east bank of the South Platte River between 31st and 35th streets, open space and on-site detention is expected to be located adjacent to the river consistent with the recommendations of the River North Greenway Master Plan. If these developments and infrastructure improvements result in a vacation of a segment of Arkins Court, a vehicular through-route parallel to Brighton should be maintained by extending Delgany Street southwest of 35th Street.</td>
<td>Long-term</td>
<td>Property Owners, Public Works, Parks &amp; Recreation, Community Planning &amp; Development</td>
</tr>
<tr>
<td>MO-19: Second pedestrian bridge across railroad tracks</td>
<td>An additional pedestrian bridge at 31st Street or 33rd Street over the railroad tracks would provide access between River North and the Denargo Market redevelopment to Upper Larimer and Curtis Park. This additional crossing is less of a priority than the 36th Street crossing, but would be beneficial for residents on both sides of the railroad tracks.</td>
<td>Long-term</td>
<td>Public Works</td>
</tr>
<tr>
<td>MO-20: Central Corridor Station</td>
<td>The Central Corridor Extension Environmental Evaluation should evaluate the engineering feasibility, environmental impacts and mitigations of a station along 36th Street between Walnut and Blake in lieu of the proposed platform adjacent to the commuter rail station. This reconfiguration would promote TOD without significantly increasing walking distance for transit users.</td>
<td>Immediate</td>
<td>RTD, Community Planning &amp; Development, Public Works</td>
</tr>
<tr>
<td>MO-21: Bus Routing and Stops</td>
<td>Coordinate bus routing and stops with RTD based on the recommended parking location and platform access from 36th Street. This is especially important for the route 7 and 44 buses, which approach the station from the south. Facilitate bus transfer activity from North Metro Corridor Station.</td>
<td>Opening Day</td>
<td>RTD, Community Planning &amp; Development, Public Works</td>
</tr>
<tr>
<td>MO-22: Lighting and Amenities</td>
<td>Work closely with Xcel to provide street lighting on the streets with the highest priority for pedestrian enhancements, including but not limited to 37th Avenue, 36th Street, Blake from 38th to 36th, and Walnut from 38th to 36th Streets.</td>
<td>Opening Day to Long-Term</td>
<td>Public Works, Xcel, Property Owners</td>
</tr>
<tr>
<td>MO-23: Overhead Power Lines</td>
<td>Work closely with Xcel to identify pedestrian priority corridors where overhead power lines should be undergrounded around the station area. Prioritize primary pedestrian routes for these improvements, including but not limited to 36th Street, 37th Avenue, and Blake Street.Coordinate with the City’s Public Works Department to determine whether annual fund dollars to bury utilities may be utilized.</td>
<td>Opening Day to Long-Term</td>
<td>Public Works, Xcel, Property Owners</td>
</tr>
<tr>
<td>SI-1: Stormwater management study</td>
<td>Conduct a review of completed stormwater studies to identify solutions for stormwater issues within the station area. Further study of incremental shared solutions for station area with cost estimates and finding options including properties in both basins.</td>
<td>Begin Immediately with Long Term Implementation</td>
<td>City</td>
</tr>
<tr>
<td>Recommendations</td>
<td>Implementation Strategy</td>
<td>Time-frame</td>
<td>Responsibility</td>
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<tr>
<td>SI-2: Collaborative Working Group</td>
<td>Form a collaborative working team between the City and landowners/developers to develop sub-regional solutions that aggregate the 10-year on-site detention and water quality needs.</td>
<td>Immediate</td>
<td>Property Owners, Public Works, Community Planning &amp; Development</td>
</tr>
<tr>
<td>LU-1: Station Area Typology</td>
<td>Revise the station area typology from major urban center to urban neighborhood in the Transit Oriented Development Strategic Plan to match the development opportunities of the revised station location (38th &amp; Blake) and the existing neighborhood context, but note the different context of the Brighton Boulevard corridor’s more intense development with a greater mixture of commercial and employment uses and taller building heights.</td>
<td>Immediate</td>
<td>Community Planning &amp; Development</td>
</tr>
<tr>
<td>LU-2: Blake Street TOD Core</td>
<td>Provide a mix of uses around the station that supports the neighborhood and the station. Create a front door to the station along Blake Street through station-supportive first-floor retail, as well as a mix of office and residential.</td>
<td>Immediate to Long-term</td>
<td>Community Planning &amp; Development, Private Developers</td>
</tr>
<tr>
<td>LU-3: Brighton Boulevard TOD Core</td>
<td>Reinforce Brighton Boulevard as the most intense development corridor in the station area. Residential uses and greater building heights (2-8 stories) should be focused on the intersection of 36th and Brighton.</td>
<td>Immediate to Long-term</td>
<td>Community Planning &amp; Development, Private Developers</td>
</tr>
<tr>
<td>LU-4: Downing Main Street</td>
<td>Encourage mixed use development along Downing from 35th Avenue to Walnut Street that creates a main street for the neighborhoods to access goods and services and includes residential.</td>
<td>Immediate to Long-Term</td>
<td>Community Planning &amp; Development, Private Developers</td>
</tr>
<tr>
<td>LU-5: Residential mixed use development</td>
<td>Increase the population of residents living near transit through the adaptive reuse of existing buildings or construction of new residential buildings along Blake Street, around the Rock Drill Lofts, and on Brighton Boulevard southwest of 36th Street. Encourage Mixed Use Residential along Brighton Boulevard to build a residential base around the 36th Street node and to tie into the Denargo Market development planned southwest of 31st Street. Maximum building heights in this area should be higher than the building heights southeast of the railroad tracks.</td>
<td>Immediate to Long-Term</td>
<td>Community Planning &amp; Development, Private Developers</td>
</tr>
<tr>
<td>LU-6: Urban Residential transition</td>
<td>Implement the urban residential land use at appropriate locations to provide a transition of scale and massing into the adjacent single-family neighborhoods.</td>
<td>Immediate to Long-Term</td>
<td>Community Planning &amp; Development, Private Developers</td>
</tr>
<tr>
<td>LU-7: Maintain employment uses on Brighton northeast of 38th Street</td>
<td>Maintain employment uses along 38th Street and Brighton and to the northeast, and work with Pepsi and other industrial properties along Brighton to improve building façades and redevelop surface parking. Allow other uses, including some residential, to infill as the market develops.</td>
<td>Immediate to Long-Term</td>
<td>Community Planning &amp; Development, Private Developers</td>
</tr>
<tr>
<td>LU-8: 37th Street Arts District</td>
<td>Enhance the small business/arts district in River North to strengthen its identity as an arts and employment center and allow residential uses to infill and provide more vitality to the area with the creation of 37th Street.</td>
<td>Immediate to Long-Term</td>
<td>Property Owners, Public Works, Community Planning &amp; Development</td>
</tr>
<tr>
<td>LU-9: St. Charles Park &amp; Rec Center</td>
<td>Increase the amount of publicly available open space near the St. Charles Park and Recreational Center to provide for more recreational activities and to provide a presence on Walnut Street. This could be accommodated either through expansion of the park or through publicly accessible, but privately owned, property.</td>
<td>Long-Term</td>
<td>Parks &amp; Rec, Property Owners, Public Works, Community Planning &amp; Development</td>
</tr>
<tr>
<td>Recommendations</td>
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<tr>
<td>LU-10: Share water quality/open space facilities</td>
<td>Site future park/open space that could also be used for water quality detention for new development along the South Platte River southwest of 35th Street and southwest of 38th Street, and to the southwest of 35th Street and Wynkoop.</td>
<td>Long-Term</td>
<td>Parks &amp; Rec, Property Owners, Public Works, Community Planning &amp; Development</td>
</tr>
<tr>
<td>LU-11: Station Plaza</td>
<td>In conjunction with new development, create a small plaza on the eastern corner of 36th Street and Blake to provide a public gathering place, increase visibility of the station, and promote station area retail and TOD.</td>
<td>Immediate to Long-Term</td>
<td>Property Owners, Community Planning &amp; Development</td>
</tr>
</tbody>
</table>
Community and Economic Conditions
Community and Economic Conditions

Study Area Location

The 38th & Blake Station is a new transit station on the East Corridor commuter rail line that will be added as part of the FasTracks program. It will also be the future northern terminus of the Central Corridor light rail line, which currently ends at 30th and Downing. The station platform will be located on Blake Street and at ultimate buildout will extend 800 feet from 36th Street to 38th Street. The station area includes all land within a half-mile radius of the platform.

Population and Housing Characteristics

Station Area Characteristics

According to 2008 data from the City of Denver, there are 1,167 housing units with a population of 3,913 residents within a half mile radius of the station. The average household size is relatively high at 3.58 persons per household (see Figure 7.1). The station area’s housing stock is more or less evenly split between multi-family low rise and single-family units, which together account for 92% of the housing units within the study area. Multi-family high rise and mixed-use residential account for the remainder of the area’s housing stock (see Figure 7.2).

<table>
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<tr>
<th>Population and Housing Table - 38th and Blake Station Area (2008)</th>
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<tr>
<td>Total Residential Population*</td>
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<tr>
<td>Residential Units</td>
</tr>
<tr>
<td>Vacancy Rate</td>
</tr>
<tr>
<td># Persons Per Household</td>
</tr>
<tr>
<td>% Housing Units Owner Occupied</td>
</tr>
<tr>
<td>* Does not include any Group Quarters</td>
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</tbody>
</table>

Figure 7.1 – Population and Housing Table

Neighborhood (NSA) Characteristics

Portions of three neighborhood statistical areas (NSAs) fall within the study area: Five Points, Cole, and Elyria-Swansea. However, within the study area boundaries, only Five Points and Cole have residential uses. Therefore, the neighborhood-level population and housing data presented here is limited to the Five Points and Cole NSAs.

Figure 7.2 – Housing Type Distribution

Between 1950 and 1990, the population of Five Points declined by approximately two-thirds. A subsequent rebound has restored population levels to about half of what they were in 1950. During this same time period, Cole experienced its own cycle of population decline and rebound. Between 1960 and 1990, the population of Cole declined by almost 50%, but has since experienced steady growth and today the neighborhood’s population is close to its pre-decline levels (see Figure 7.3).

The population of Cole is younger than that of Five Points, with nearly a third of all Cole residents (32%) being younger than 18, compared to 25% in Five Points. These sizable populations of youth, combined with the senior citizen population (8% in both neighborhoods) indicate that the high level of transit service that is present in this area is

Figure 7.3 – Total Population

Source: U.S. Census (1950 - 2000); Denver CPD (2007)
justified, as significant proportions of the population in both neighborhoods are outside of the prime driving age (18-64) (see Figure 7.4).

**Personal Vehicle Availability**

Households within the station area have some of the lowest rates of vehicle availability than anywhere in Colorado. Nearly 1 in 4 Cole households, (24.5%) and more than 1 in 5 Five Points’ households (20.5%) lack access to a vehicle, according to the 2000 Census. By comparison, the regional average of households without vehicle access is 7.3%, and the statewide figure is 6.3% (see Figure 7.5).

**Housing**

Although the population of Five Points hit its low point in 1990 and began to rebound, the total number of housing units within the neighborhood continued to decline until 2000. The subsequent increase in the number of housing units since 2000 is evidence of a new trend of residential reinvestment within Five Points.

The number of housing units in Cole, however, has remained relatively constant since 1950 despite the fact that the population of the neighborhood varied by as much as 50% during that time (see Figure 7.6). This indicates that the repopulation of Cole is likely due to the reoccupation of existing units, as compared to Five Points, where recent population gains are largely the result of new construction and adaptive reuse.

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**Figure 7.4 – Neighborhood Age Distribution**

**Figure 7.5 – Households Without Vehicle Access**

**Figure 7.6 – Housing Units**

**Figure 7.7 – Household Income**
The study area is well-served by public transit. There are 34 RTD bus stops within the study area that are serviced by four local routes (7, 38, 44, and 48), and two express routes (47x and 48x) (see Figure 7.8).

There are also several bicycle facilities within the study area. The Platte River Trail cuts through the study area along the eastern bank of the South Platte River. Currently, the only access point to the trail within the study area is at 38th Street.
In addition to the Platte River Trail, there are three Denver Bike Routes within the study area (see Figure 7.9): D-4, D-9, and D-11. The D-9 is currently an incomplete route, as the portion of the bikeway that travels through the 38th Street underpass is identified as a “future connection” on the Denver Bikeways Map. The connection today is possible but poor.
Existing Zoning District Descriptions

The following are descriptions of the existing zoning districts in the 38th and Blake station area.

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. Density = 14.5 dwelling units/acre.

R-2-A Multi-Unit Dwellings, Medium Density: 2,000 square feet of land required for each dwelling unit unless site plan is submitted under planned building group (PBG) provisions, in which case 1,500 square feet of land is required for each unit. Home occupations are allowed by permit.

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 3 times the site area. Maximum density is determined by the size of the units and the factors mentioned above.

R-4 Multi-Unit Dwellings and/or Offices, High Density: The purpose of this district is to provide a location for high-density residential and intensive office development. Building size is controlled by bulk standards, off street parking and open space requirements. Allows hotel or motel uses and limited accessory retail shopping. Building floor cannot exceed four times the site area.

R-5 Institutional District: Allows colleges, schools, churches and other institutional uses. Maximum lot coverage is 60% of the zone lot. Building height is controlled by bulk standards.

R-MU-20 Residential Mixed-Use District: The R-MU-20 district is primarily residential, allowing either single or multiple-unit dwellings. Along heavily traveled streets, development may be either residential or mixed-use, combining residential with neighborhood-serving retail, office, or service uses. No maximum residential density is prescribed; instead, the scale of buildings is determined by bulk plane, maximum heights, setbacks, open space requirements, and parking ratios. The intent is to encourage a full range of housing types, including affordable housing.

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.

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 area cannot exceed the site area.

B-2 Neighborhood Business District: This district provides for the retailing of commodities classed as “convenience goods,” and the furnishing of certain personal services, to satisfy the daily and weekly household or personal needs of the residents of surrounding residential neighborhoods. This district is located on collector streets, characteristically small in size, usually is entirely surrounded by residential districts and is located at a convenient walking distance from the residential districts it is designed to serve. The district regulations establish standards comparable to those of low density residential districts, resulting in similar standards. Building floor area cannot exceed the site area.

B-4 General Business District: This district is intended to provide for and encourage appropriate commercial uses adjacent to arterial streets, which are normally transit routes. Uses include a wide variety of consumer and business services and retail establishments that serve other business activities, and local transit-dependent residents within the district as well as residents throughout the city. The regulations generally allow a moderate intensity of use and concentration for the purpose of achieving compatibility between the wide varieties of uses permitted in the district. Building height is not controlled by bulk standards unless there is a property line to property line abutment with a residential use. Building floor area cannot exceed twice the site area.
C-MU-10 Commercial Mixed-Use District: The C-MU-10 district is the most restrictive of the commercial mixed-use districts, with the shortest list of allowed uses. It includes commercial uses appropriate for high-visibility locations such as employment centers and the intersections of arterial streets. The purpose of the district is to concentrate higher intensity commercial uses, spatially define streets, encourage higher site standards, and create a more attractive pedestrian environment. Uses incompatible with this purpose, such as auto-related uses, industrial uses, and single unit dwellings, are not allowed. Although residential uses are permitted in the “C-MU” districts, it is expected that residential uses shall be responsible for buffering themselves from nonresidential uses that may locate on adjacent property. Basic maximum gross floor area is equal to two (2) times the area of the zone lot.

C-MU-20 Commercial Mixed-Use District: The CMU-20 district provides for a mix of commercial, residential, and industrial uses along or near arterials or other high traffic streets. Site and building design is to be of a quality that enhances the character of the streets. A wide range of commercial and residential uses are allowed, along with limited industrial uses. Although residential uses are permitted in the C-MU districts, it is expected that they shall be responsible for buffering themselves from nonresidential uses that may locate on adjacent property. Maximum gross floor area is equal to one times the area of the zone lot.

C-MU-30 Commercial Mixed-Use District: The C-MU-30 district provides for a wide range of commercial, office, retail, industrial, and residential uses that allow property owners the flexibility to respond to the long-term evolution of development trends. Although residential uses are permitted in the “C-MU” districts, it is expected that residential uses shall be responsible for buffering themselves from nonresidential uses that may locate on adjacent property. Maximum gross floor area is equal to one (1) times the area of the zone lot.

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.

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.

Economic Opportunity

FaTracks promises to bring the Denver region an unprecedented opportunity to promote and facilitate transit-oriented, mixed-use residential and commercial development. While the amount, type and mix of uses within the transit station area and corridor influences market potential, the presence of undeveloped and underutilized land can be a source of great economic opportunity. Generally speaking, prospects for redevelopment are stronger when station areas feature:

- Relatively high levels of undeveloped and underutilized land
- Fewer landowners such that land is concentrated in fewer hands
- Underutilized land consolidated into fewer parcels, therefore requiring less land assembly to facilitate redevelopment
Station Area Market

In 2006, the City and County of Denver, Regional Transportation District, Metro Denver Economic Development Corporation, and Denver Regional Council of Governments hired a consultant team to develop a market study to assess the regional and station-specific potential for TOD as part of FasTracks.

The team, selected through a competitive process, was led by Basile Baumann Prost Cole & Associates (BBPC) of Annapolis, Maryland in association with ArLand Land Use Economics of Denver, Colorado. Work on the study began in 2007, and was completed in 2008. The goals of the market study were to:

- Understand regional and station-specific TOD potential
- Evaluate transit potential to induce demand
- Gauge short and long-term TOD demand
- Align station area plans with market realities
- Address phasing issues and implementation strategies
- Optimize future development opportunities

At the time when the market study was conducted, the 40th and 40th Station had not yet been relocated to 38th & Blake. As a result, the study included assumptions about the redevelopment of the UPRR’s TOFC facility, which was expected to have a remnant of about 20 acres not needed by RTD which were proposed for mixed-use redevelopment. Since these conditions are no longer the case for the station, its development typology has been changed from a major urban center to an urban neighborhood station area, with a more intense mixture of uses along the Brighton Boulevard corridor.

Some of the findings of the 40th & 40th TOD market study that are still relevant for the conditions at 38th & Blake include:

- Central rail location on East Corridor with access to Stapleton, DIA & Downtown
- Proximity to downtown enhances station area’s redevelopment potential
- Strong neighborhood interest in community revitalization and redevelopment
- Serves as gateway to downtown
- History (trailheads, industrial importance)
- South Platte River amenity – regional trail/greenway
- Views of the mountains
- Consider development of mixed income housing (combination of workforce and market rate)
- Provide neighborhood serving retail/services/shopping to local residents
- Provide local employment opportunities including “creative” work spaces

Challenges and constraints to TOD found by the market study that remain valid at 38th & Blake include:

- Need for environmental remediation of former industrial sites
- Limited street connectivity in station area
- Potential land speculation along Brighton
- Lacks an identity
- Office development may be challenging since area lacks a critical mass of employment
- Lack of pedestrian orientation
- Industrial character conflicts with residential development
- UP RR operations create diesel emissions, contribute to traffic congestion at intersections
- Lack of retail/services/shopping in neighborhood (residents must leave their neighborhood to meet their basic needs)
- Stormwater drainage capacity needs are great and have implications for both architecture and infrastructure location

The TOD market study’s evaluation of existing conditions identified capacity for up to 500,000 new square feet of residential development (approximately 530 dwelling units); 110,000 square feet of new office development, and 160,000 square feet of new retail development. However, these development opportunities could be enhanced by continued redevelopment in the River North area.
Economic Strategies

The realization of TOD will require a combination of near and long term efforts and the use of best practices and innovative strategies. The city should continue to use all available resources and contacts in the TOD field at the national level to identify solutions to challenges as they emerge. An ongoing regional dialogue is critical to address challenges faced by multiple jurisdictions and the challenges inherent in implementation where station areas straddle jurisdictional boundaries. The City should continue its communication with regional entities (e.g. Denver Regional Council of Governments, Urban Land Institute, RTD) and surrounding jurisdictions to investigate regional approaches to shared obstacles. Implementation will be most effective if carried out under a broad framework that establishes strategies to advance TOD at the system level. These system-wide strategies will in turn support individual efforts undertaken at the corridor and station area levels. Participating actors in the implementation of TOD include transit agencies, local jurisdictions, and developers.

Under Denver’s TOD Initiative, the Office of Economic Development’s is partnering with the Community Planning & Development Department to find opportunities to strengthen and grow local business districts and preserve and create new workforce housing around Denver’s existing and planned transit stations. The City & County of Denver presently offers a broad array of programs that could be used to effectuate transit-supportive development. Rather than providing an exhaustive list of programs already available in Denver, the following are key existing programs that could be focused or expanded as well as innovative strategies not currently used in Denver that could help facilitate positive reinvestment in the 38th & Blake Station area.

- Regulations, guidelines and development Memorandums of Understanding: Formalizing standards for transit-oriented development – whether through local regulations and ordinances, guidelines, or memorandum of understanding – is a key first step in facilitating the type of development that will support transit service

- Direct and indirect financial incentives: In addition to direct financial incentives to facilitate transit-oriented development, regulations can provide a number of indirect financial incentives. Indirect incentives often used to facilitate development include flexible zoning provisions and density bonuses, while direct incentives include reduced development fees, expedited development review, and team inspections to streamline and reduce the total costs of the review and permitting process.

- Financing/Funding methods: Transit-oriented development often occurs as infill development in established areas or through redevelopment of sometimes contaminated sites. In these types of developments, the level of infrastructure required may include extensive reconstruction of the street network (or introduction of new streets), installation of structured parking, addition of pedestrian enhancements and public plazas, and stormwater infrastructure. Obtaining financing and/or funding for these critical infrastructure enhancements can be a key challenge in effectuating transit oriented development. The success of future expansion efforts in the 38th & Blake Station Area is partly contingent on the investment in improved pedestrian and transportation linkages particularly between the station and the Brighton corridor.

- Small Business and Technical Assistance: Community members in many of the selected Denver station areas have cited a desire for local entrepreneurship opportunities and jobs within their station areas. Small businesses can be encouraged through multiple methods, including the Main Street Program approach, business incubation, and small business support programs (including loans and technical assistance).

Phasing Strategies

Many communities have used phasing strategies to address the lag time that often occurs between transit service introduction and transit oriented development realization. Such strategies can help establish supportive conditions in the near-term to set the stage for future development that is supportive of transit at the 38th & Blake Station.

- Land Banking & Assembly Methods: Realization of transit-oriented development often requires assembly of various properties owned by different property owners and/or banking of land until transit service becomes operable or market conditions support the level of desired mixed-use development. Several models for land banking and assembly were presented above, including: transit authority/local government acquisition, the equity investment approach (a public-private partnership model), and special legislation.
• **Zoning:** Regulations play an important role in determining what uses will be allowed within station areas. Once market conditions support TOD, zoning may be amended to provide for the full density desired within station areas. Zoning can also be used to provide incentives and/or eliminate barriers to many of the recommendations in this plan.

• **Infrastructure Improvements, Special Assessments & 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. Alternatively, tax incentive programs such as tax increment financing, tax abatements, or payment in lieu of taxes may be used to bolster developers’ resources for funding infrastructure.

• **Joint Development, Revenue Sharing & 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.