Evans

Station Area Plan

DENVER
THE MILE HIGH CITY

Community Planning & Development

Adopted October 12, 2009

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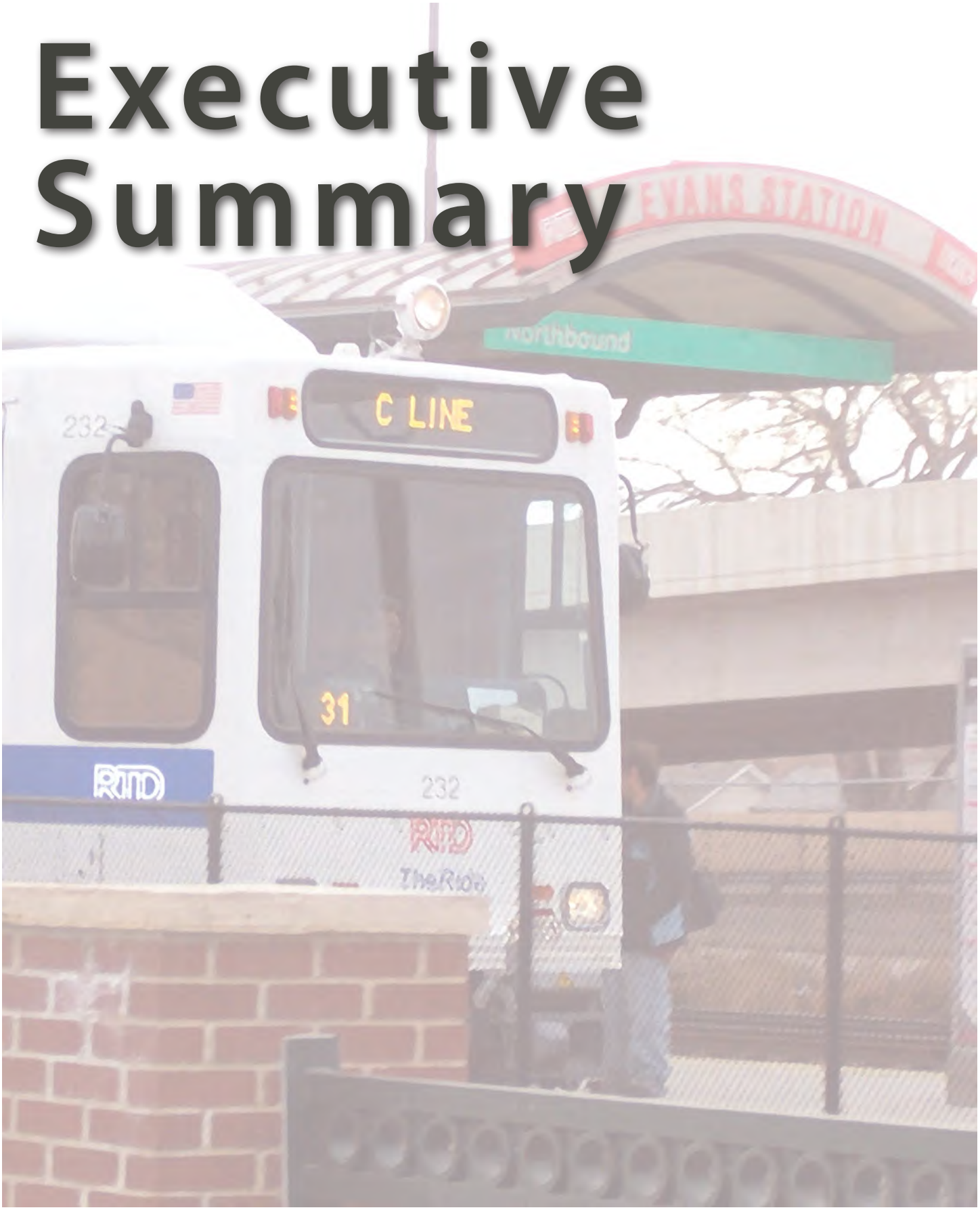
Executive Summary



Introduction

Denver's commitment to investing in an expansive and comprehensive transit system is a source of pride and excitement for the region and an opportunity for reinvestment in neighborhoods that have access to light rail. A result of an 18 month public process, this plan documents the unique qualities of and opportunities near the Evans light rail station in several ways:

- A long-term vision for the station area and set of overarching goals
- Clear recommendations on land use and urban design, mobility and infrastructure, and economic opportunities
- Implementation strategies necessary for achieving the plan recommendations and the community's vision

Evans Station Area

Evans is a neighborhood walk-up station with a small park-and-Ride located near the intersection of South Santa Fe Drive and Evans Avenue. Access to the station is on Delaware Street. Built in 2000 during the construction of RTD's southwest light rail corridor, Evans Station is the first stop in Denver as the train heads north into the city from Englewood. Broadway station and the Gates redevelopment site are located two miles to the north of Evans.

The Purpose of the Plan

The *Evans Station Area Plan* will be used to guide decisions regarding appropriate public and private investment within 1/2 mile of the Evans light rail station. The *Denver Comprehensive Plan 2000*, *Blueprint Denver* and other citywide plans including the *Strategic Transportation Plan (STP)* and *Parks and Recreation Game Plan* act as a starting point for recommendations contained in this Plan. With a thorough and up-to-date analysis focused on the Evans Station neighborhoods, this Plan serves to supplement the *Denver Comprehensive Plan 2000* and updates *Blueprint Denver* within this planning area.

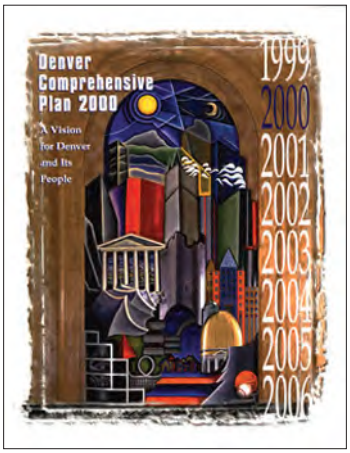
The Vision

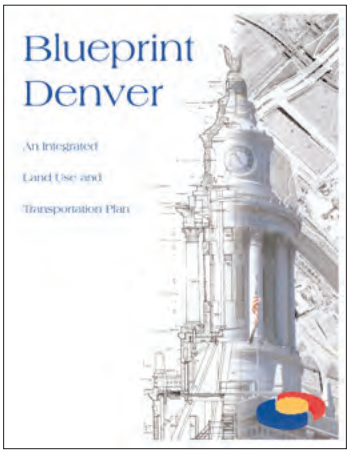
Transit-oriented development (TOD) creates vibrant, sustainable communities with a diverse mix of land uses at various densities within a 10-minute walk, or about a half-mile, of a transit station. The vision statement for the Evans Station Area uses fundamental principles of TOD as a foundation and will contribute to Denver's success in implementing the 2006 *Transit-Oriented Development Strategic Plan*:

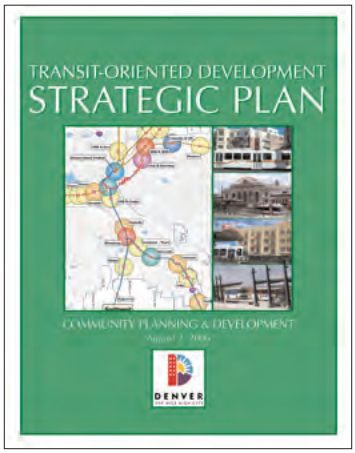
"Enhance the Evans Station area's sense of place by creating a vibrant and sustainable urban neighborhood that encourages people to live and work; invites businesses to thrive; allows people to comfortably walk, bike, or use transit to access local services and attractions; and maintains the residential character of the surrounding community."

A core set of goals set forth in this Plan for the Evans Station Area suggest how this vision of TOD might be achieved:

- Bring most activities of daily living within walking distance by encouraging a mixture of land uses.
- Improve streets and streetscapes to increase mobility choice providing walkable and bikeable connectivity throughout the area.
- Encourage reinvestment and redevelopment of industrial areas while maintaining and creating diverse employment opportunities.
- Maintain the residential character of surrounding communities and encourage development of a full range of housing types and housing price points.
- Use urban design to respect the scale and character of an "Urban Neighborhood" as defined in the *TOD Strategic Plan*.
- Celebrate the area's history, ties to the South Platte River and access to open space and recreation opportunities.
- Encourage environmentally sustainable or "green" building construction and the use of quality materials to create buildings of lasting value.







The Evans Station Area Plan supplements Denver Comprehensive Plan 2000, updates Blueprint Denver and uses these adopted policies plus those expressed in the Transit Oriented Development Strategic Plan as a starting point.

The Plan: Land Use and Urban Design

The land use recommendations in this Plan seek to reinforce the vision for the Evans Station Area. They update and refine the recommendations made for this neighborhood in *Blueprint Denver* based on a current and detailed analysis of opportunities, strengths and challenges in this neighborhood.

Key Land Use and Urban Design recommendations include:

Diversify land uses on Delaware - Encourage Delaware Street to evolve from an industrial area to a walkable and bikeable mixed-use street supporting "creative industries" as well as commercial and residential uses.

Create a main street on Broadway - Facilitate the transformation of South Broadway from an automobile-dominated commercial corridor to a pedestrian-friendly main street supporting retail, residential and office uses.

Connect the station to Broadway - Improve connections between Broadway and the station along Evans by encouraging higher intensity development along Evans and by designing a better pedestrian environment.

Redevelop underutilized industrial areas - Support the transformation of vacant and underutilized industrial properties north of Evans and west of Broadway into a new mixed-use, transit-oriented urban center with diverse housing opportunities.

Respect character in existing neighborhoods - Acknowledge the unique character in residential areas surrounding the Evans Station and maintain this character while supporting diverse housing types.

Create a comprehensive open space system - Provide access to existing regional open space with new east-west connections and create pockets of urban open space such as a plaza at the transit station.

The Plan: Mobility and Infrastructure

Mobility and infrastructure recommendations primarily address the need to make the station area more suitable for mixed-use, pedestrian oriented and bicycle friendly development. Key recommendations include:

Three new east-west connections - Creating improved bicycle/pedestrian connections across Santa Fe and the tracks at Evans, Jewell and Iliff will reconnect the east and west sides of the Overland Park Neighborhood, provide access to the station and complete missing links to the South Platte River Greenway and Trail.

Harvard Gulch improvements - Investing in drainage improvements to Harvard Gulch to effectively remove the floodplain would facilitate redevelopment along Broadway, Delaware and north of Evans.

Multi-modal streets - Improvements to the public right-of-way (such as curb and gutter, detached sidewalks and street trees) throughout the station area are essential to achieving the plan vision. Priority streets for pedestrian and bicycle improvements include Evans, Broadway, Delaware, Jewell, Warren and Asbury.

The Plan: Economic Opportunity

A TOD market study revealed that the Evans Station has the capacity to absorb additional residential, office and retail development. Obtaining financing and/or funding for critical capital improvement projects and urban infrastructure elements is a key challenge in creating transit oriented development. Innovative strategies will be necessary. Key recommendations include:

Special Assessment Districts - Consider special assessment districts as part of the South Broadway reconstruction and for funding neighborhood improvements, amenities and public art to implement the community's vision for improving neighborhood identity and creating unique and well utilized public spaces.

Creative Industries Niche - Take advantage of an existing niche market for music, art and design-related businesses already present in the station area and throughout South Denver.

Neighborhood Marketplace Initiative - Work with the Denver Office of Economic Development and the Neighborhood Marketplace Initiative to develop market profiles for South Broadway and the Evans Station area to call attention to the lifestyle, businesses and amenities available in this neighborhood.

Public-Private Partnerships - Pursue public-private partnerships and other innovative strategies for carrying out the recommendations in this plan for critical infrastructure projects and urban plazas/open spaces.

LEGEND

- Mixed-Use - Main Street
- Mixed-Use Residential
- Urban Residential
- Single Family-Duplex
- Single Family
- Mixed-Use - Employment
- Public / Quasi-Public
- Transit Plaza
- Priority Pedestrian / Bike Streetscape Improvements
- Secondary Pedestrian / Bike Streetscape Improvements
- Plaza/Pedestrian Bridge
- Potential Urban Garden Site
- Bicycle/Pedestrian Bridge
- Transit Parking
- Transit Station
- Station Tower/Vertical Pedestrian Connection
- SW Corridor
- Existing Parks

0 200 400 800 1,200 Feet

Evans Station Illustrative Plan

Delaware Street will transition from an industrial area to a street that supports "creative industries", research and development, office and residential uses.

South Broadway will transform into a main street that invites a mixture of commercial and residential uses and a vibrant pedestrian environment.

Jewell Avenue will be an active, mixed-use street with ground floor commercial supported by residential or office on upper floors. This "arm" off South Broadway will terminate with a bicycle/pedestrian bridge reaching west over S. Santa Fe Drive toward Overland Park Golf Course and the South Platte River Trail.

Implementation and Next Steps

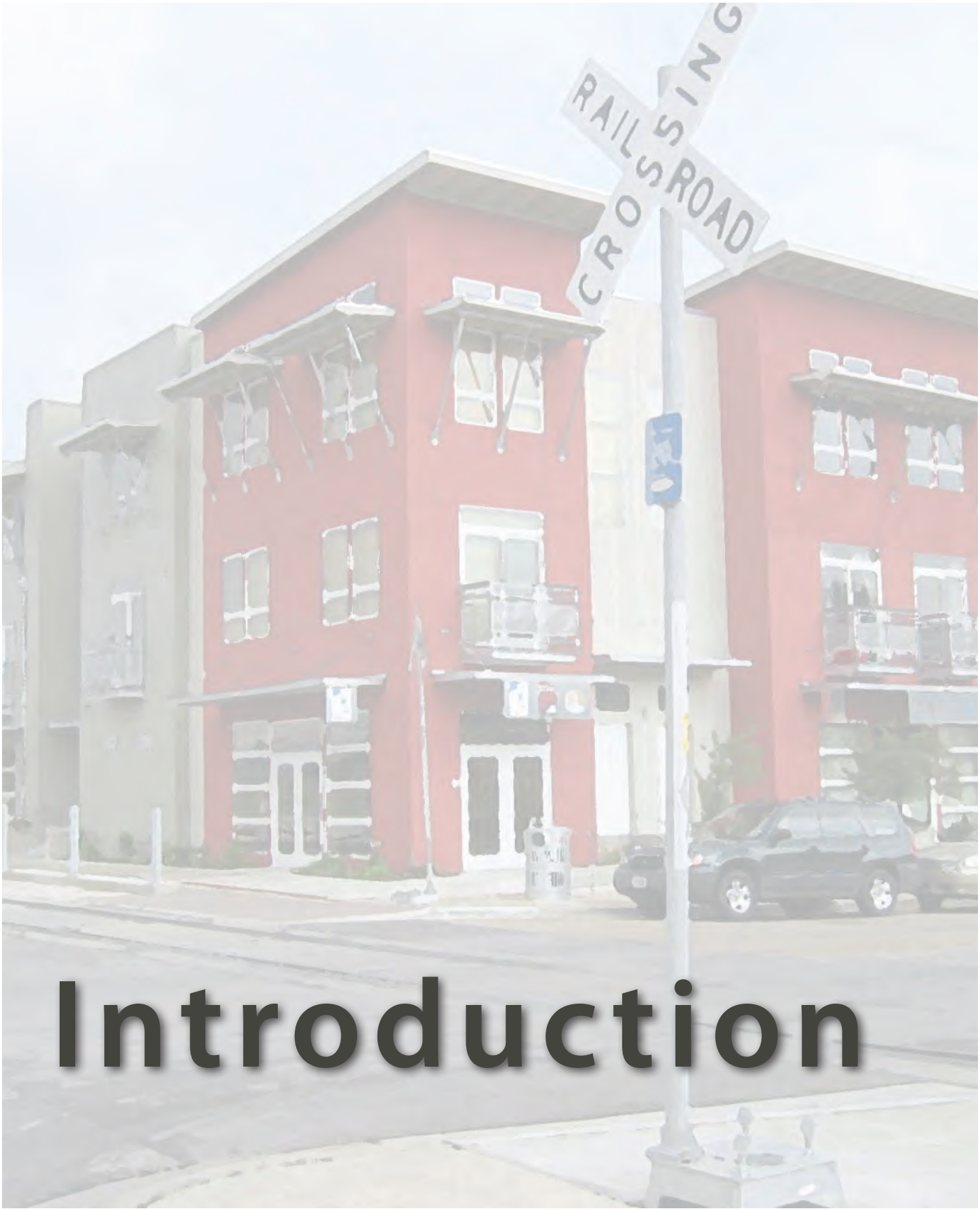
The *Evans Station Area Plan* provides a framework for accomplishing the recommendations with a series of implementation strategies organized by timeframe and key responsibility. The most immediate step includes updating the Blueprint Denver Concept Land Use for the Evans Station Area to reflect the policies adopted in this Plan. Adopting the New Zoning Code and rezoning property in the station area is critical to providing the regulatory framework necessary to implement the Plan's land use and urban design recommendations.

Another immediate step includes the scoping of infrastructure projects and the identification of potential funding sources to implement the infrastruture needed in the station area. These infrastructure improvements should be pursued through public-private partnerships between the city, businesses, property owners and the development community as well as public-public partnerships between local, regional, state and federal agencies.

Several projects will act as catalysts for transforming the station area:

- South Broadway and Evans Avenue reconstruction
- Pedestrian/bicycle feasibility study and improvements along Evans
- A mixed use residential development north of Evans along South Broadway or Jewell
- Pedestrian/Bicycle Bridge across South Santa Fe Drive, RTD light rail and the railroad tracks at Jewell
- Harvard Gulch improvements project

Additional strategies are listed in the implementation section of this plan.



Introduction

Introduction

Over the course of approximately 18 months community members near the Evans light rail Station worked with the city's station area planning team to articulate opportunities, address constraints, develop a vision and craft strategies to achieve the vision. These community members represented businesses, property owners and residents in the area. The process involved collaboration between the City and County of Denver's Community Planning and Development Department (CPD), Department of Public Works (DPW), Office of Economic Development (OED), Department of Parks and Recreation (DPR) as well as the Regional Transportation District (RTD).

Regular public meetings and stakeholder work sessions shaped the plan concepts and recommendations. Briefings with City Council and Denver Planning Board occured at critical plan milestones. Inter-agency city staff provided essential technical input throughout the process. Additional details regarding the planning process can be found in the Public Engagement section of this plan.

Evans Station Area Context

Location Within the Transit Corridor and System

Evans Station is the first stop in Denver on the southwest light rail corridor as you head north into the Central Business District from Englewood. Built in 2000, Evans Station is framed by Broadway Station to the north, where the Southwest and Southeast light rail corridors converge, and Englewood Station to the south (Figure 1).

Evans is one of the Denver region's existing 34 light rail stations, which includes a total of 6 transit lines equating to 35 miles of track (Figure 2). The RTD FasTracks program, approved by voters in 2004, will expand the existing system with an unprecedented transit investment including 122 miles of new rail, more than 50 new transit stations and 18

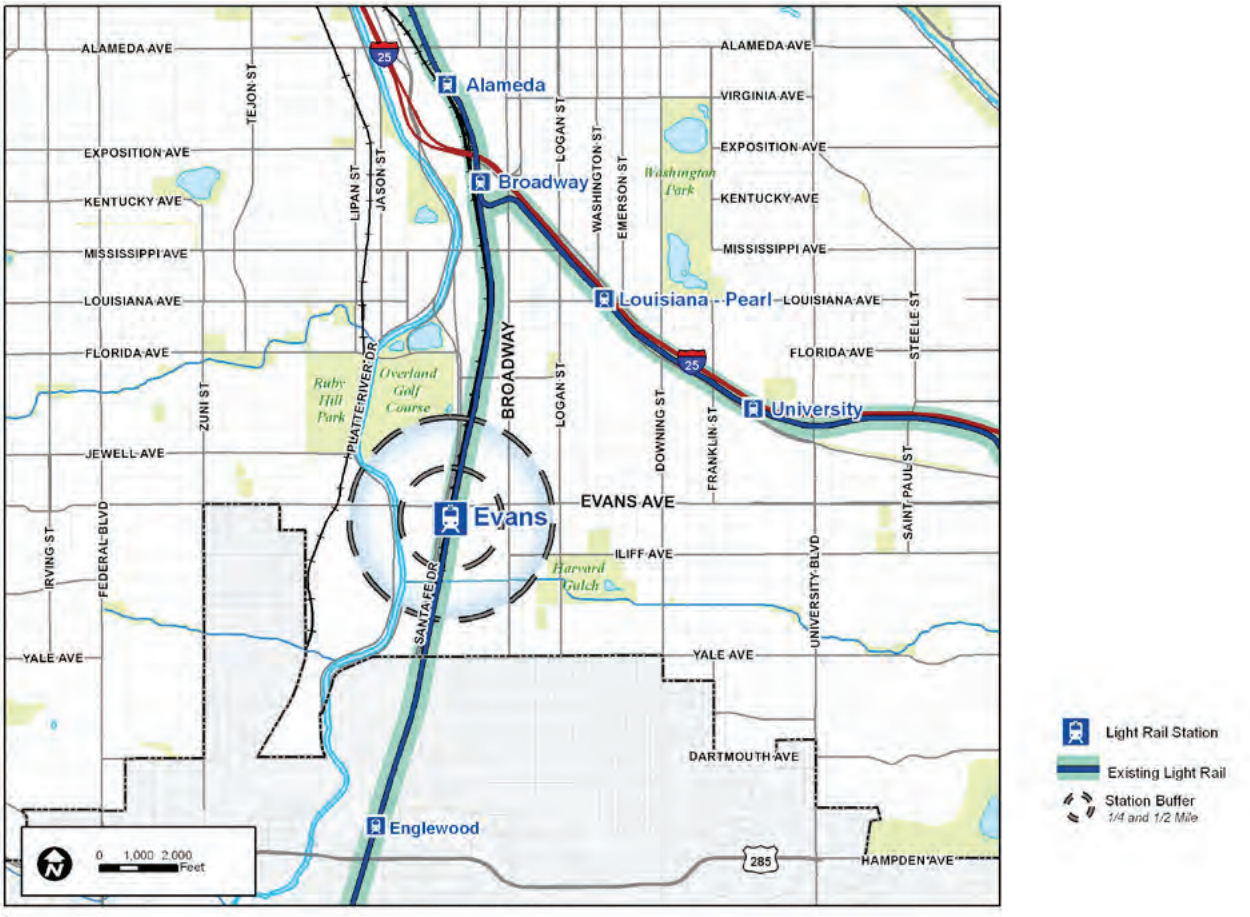


Figure 1. *Southwest Light Rail Corridor Map*

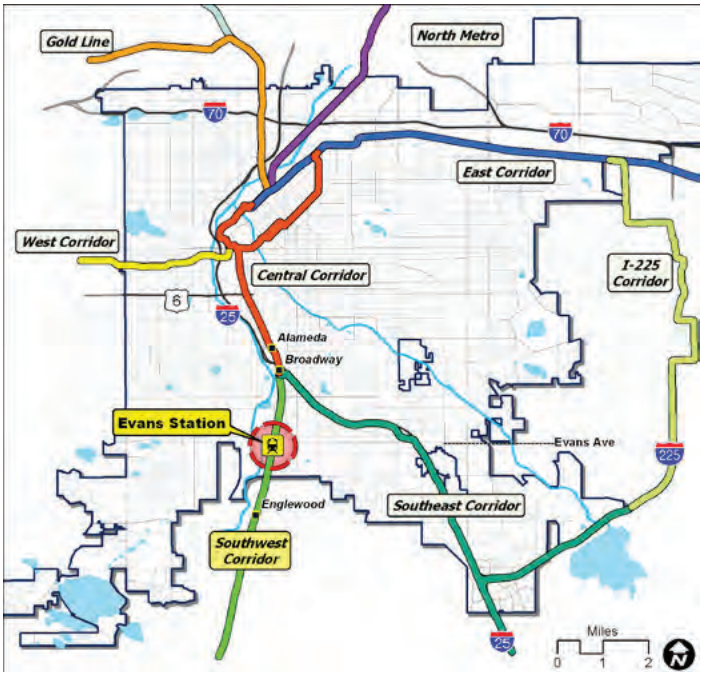


Figure 2. *Transit System Map*

The Evans Avenue bridge frames the downtown skyline as it spans over the Evans light rail station and South Delaware St.

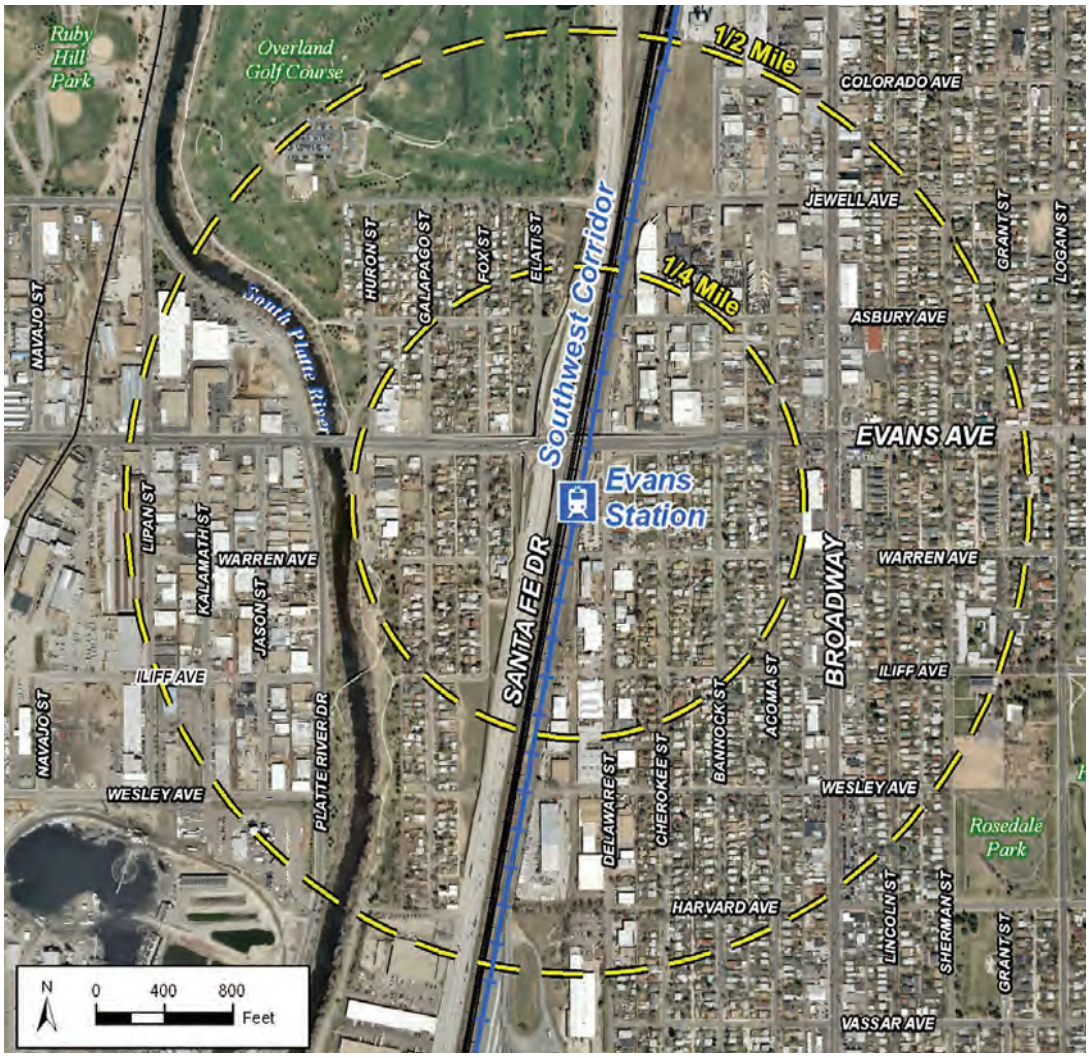


Figure 3. *Evans Station Area*

miles of bus rapid transit (BRT). Integrating several transit modes and other programs into a comprehensive regionwide system, FasTracks will improve accessibility, quality of life and commuting times throughout the region.

Neighborhood Context

The Evans Station is located in the Overland statistical neighborhood. Access to Evans Station is on South Delaware Street, a small-scale commercial and industrial street just south of the Evans Avenue bridge over South Santa Fe Drive. The station area is defined as a half mile radius (approximately 10 minute walk) from the station (Figure 3). This boundary extends north to Colorado Avenue, south to Harvard Avenue, west to Lipan Street and east to Grant Street. The station area covers much of the Overland neighborhood and touches portions of Platt Park, Rosedale and College View/South Platte neighborhoods.

The planning area is divided into quadrants by S. Santa Fe Drive, a highway operated by CDOT, and Evans Avenue, a major east-west arterial. The station area includes a mixture of light industrial and established residential neighborhoods as well as commercial uses along the South Broadway corridor, located four blocks east of the station. The South Platte River and associated greenway is a dominant natural and recreational feature on the west side of the station area. An overview of existing conditions within the planning area is included in The Community section of this plan.

Planning Context

Denver's adopted plans provided the basis for the Evans Station Area Plan and represent official policy adopted by elected representatives with public input. It is essential to ensure consistency with the goals, objectives and recommendations of these plans. An overview of all documents considered during this planning process is found in The Community section. The over-riding principles of these plans are:

- Promote urban infill and compact, mixed-use development patterns that use resources more efficiently
- Offer housing choices for Denver's diverse household types
- Create multi-modal streets that facilitate transportation choice
- Provide parks, schools and other civic uses that are safely accessible

Denver's *Transit Oriented Development Strategic Plan* defines the Evans Station's typology as Urban Neighborhood, a walk-up station easily accessed by a medium-density neighborhood that provides a rich mix of housing and transportation choices in addition to locally serving retail.

Market Context

To identify, leverage, and maximize TOD opportunities, the city commissioned a *TOD Economic Analysis and Market Study*. The primary goal of the study was to provide the city with an assessment of TOD potential at the regional, corridor, and station area levels through analysis of short- and long-term demand (e.g. demand in 2015 and 2030). Conducted in coordination with station area planning efforts, the market study helped to better align station plans with market

The Evans Station neighborhood context includes (from left to right) industrial/commercial uses, established residential areas, the South Platte River greenway and the South Broadway commercial corridor.

realities and dynamics. The overall objectives of the *TOD Economic Analysis and Market Study* were to forge a better understanding of the economic context in which the city may plan for TOD, and to develop specific recommendations regarding the amount, type, mix, and intensity of uses appropriate for selected station areas. The study established key projections and findings which provide a framework for economic opportunities in Denver:

- The build-out of FasTracks will create a comprehensive transit system and should place the region in a better competitive position to attract new growth compared to other regions without full transit systems.
- The region should experience relatively high rates of household and employment growth in the next 20 years.
- There is a demonstrated market interest in higher intensity development.
- The City and County of Denver has taken a proactive role in planning for transit and other transit-supportive public policies.
- Current development activity near existing transit stations in the region far exceeds DRCOG growth projections.
- Station areas are attracting (capturing) new development at a rate of 25%-40% depending on the development type (residential, retail, or office).

Purpose of the Plan

This Plan articulates a long-term vision which will be used to guide decisions regarding appropriate public and private investment within 1/2 mile of the Evans light rail station. The *Denver Comprehensive Plan 2000*, *Blueprint Denver* and other citywide plans including the *Strategic Transportation Plan (STP)*, *Pedestrian Master Plan, Bicycle Master Plan* and *Parks and Recreation Game Plan* act as a starting point for recommendations contained in this Plan. Informed by an extensive public process and an analysis of current issues and opportunties, the Evans Station Area Plan supplements the Denver Comprehensive Plan 2000 and updates Blueprint Denver. This plan is not an official zoning map; it is a document created to guide decision-making. It does not create or deny any rights.

Property owners, elected officials, neighborhood organizations, and city departments will use the Evans Station Area Plan for many purposes. Primary uses throughout the life of the plan include:

- **Neighborhood Resource:** The plan documents the neighborhood's vision and a qualitative and quantitative analysis of existing conditions for the planning area in an easy-to-reference document. This resource can guide neighborhood activities over the coming years.
- **Reinvestment Guidance:** The plan guides public and private decision-making and investment in the planning area over the coming years as it relates to land use, urban design, mobility and economic development.
- **Zoning Amendments:** The plan does not convey or deny any zoning entitlement but is an essential tool used by the city to evaluate re-zoning applications.
- **Capital Improvements:** A plan can provide the justification for the allocation of funding from the city's capital improvement and maintenance program budgets.
- **Funding and Partnership Opportunities:** Implementation of plans requires a collaborative effort between neighborhoods, businesses, elected officials, city departments and neighboring jurisdictions. This plan identifies partnerships and suggests ways to leverage resources to implement the community's vision.
- **Update to Citywide Plans:** The station area plan will update existing citywide plans and will inform future citywide planning processes.

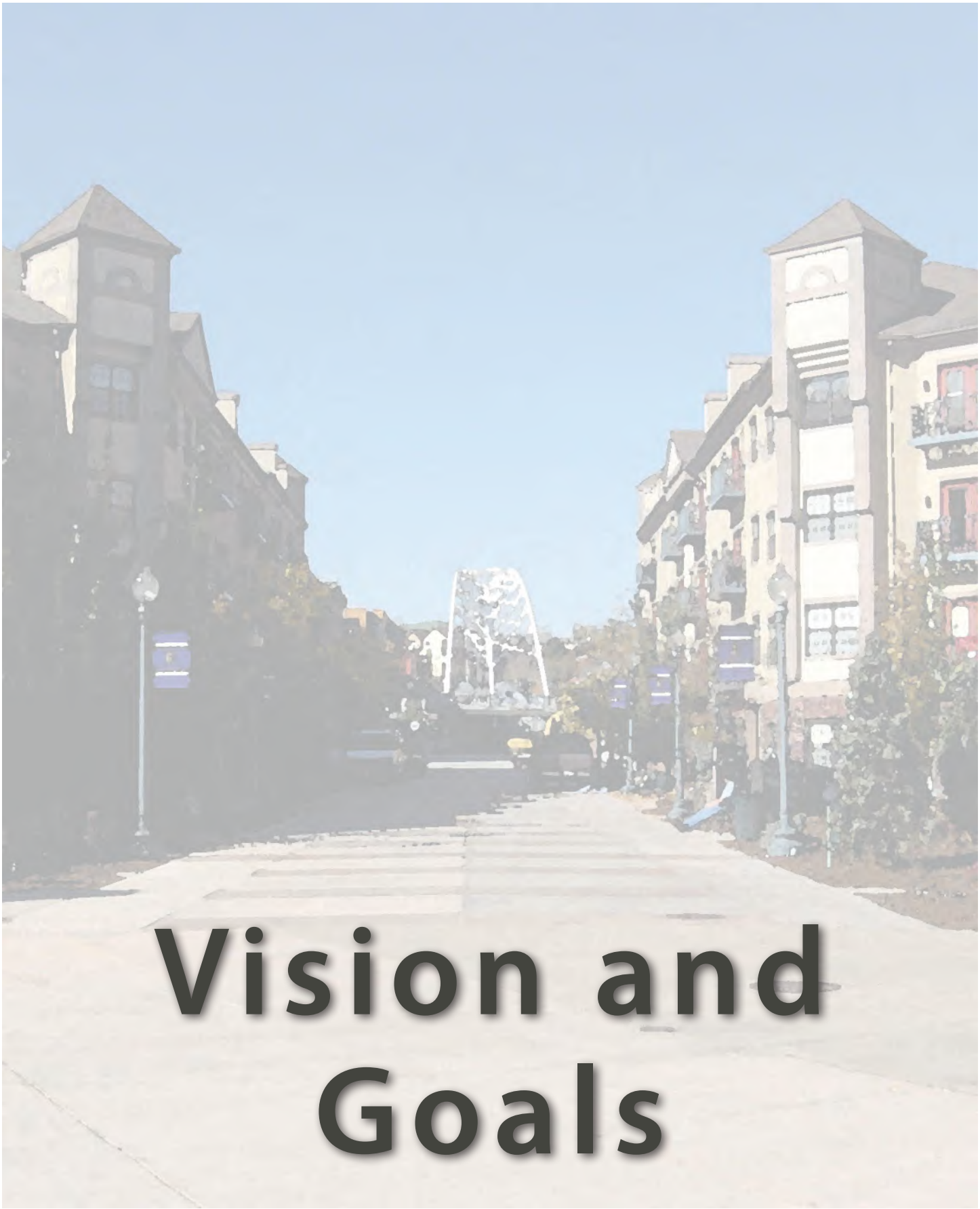
Planning Process

Over a course of 18 months, community members worked together with city staff and the station areas planning team to articulate the opportunities and constraints, vision and goals, and to craft strategies to achieve that vision. The community members involved with station area planning represented business owners, property owners and residents in the planning area and surrounding neighborhoods. The process involved collaboration between the City and County of Denver

and RTD. Regular public meetings shaped the contents of the plan. Concepts were reviewed by agency staff, the Denver Planning Board and City Council. The overall process included the following steps:

- Existing conditions analysis
- Identify opportunities and constraints
- Development of Plan Vision and Goals
- Develop and analyze alternative land use and mobility concepts
- Technical review of plan concepts
- Public review of plan concepts
- Development of preferred plan concepts
- Create a Draft Station Area Plan
- Technical Review of Draft Station Area Plan
- Public Review of Draft Station Area Plan
- Refine Plan
- Planning Board review and approval
- Plan adoption by City Council

City staff, residents, business owners and property owners within the Evans Station area will use this plan to guide decision-making about appropriate public and private investment in the community.



Vision and Goals

Transit oriented development places homes, jobs, shopping, entertainment and parks within walking distance of transit stops.

Station areas should be safe, pleasant and attractive and should capture the value of having access to transit.

Using TOD Principles as a Foundation

Denver is poised to take a significant leadership role in implementing its vision for transit oriented development as described in the *TOD Strategic Plan*. The unique qualities of the Evans Station area will substantially contribute to this effort. Each of Denver's station areas has a unique vision and set of goals, but all are grounded in the established TOD principles for the city of Denver.

A mix of uses at various densities within walking distance of a transit station, TOD integrates transit into neighborhoods and creates 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 five guiding principles:

- **Place-making:** Create safe, pleasant, 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:** Take full economic advantage of the amenities associated with enhanced transit services.
- **Portal to the Region:** Understand and maximize the station's role as an entry point to the regional transit network and as a safe, pleasant and private place to live.

TOD and Sustainability

Defined by the Brundtland commission, sustainable development "meets the needs of the present without compromising the ability of future generations to meet their own needs." TOD addresses the three E's of sustainability: environment, economy, and social equity and furthers the climate objectives set forth by Greenprint Denver.

Environment - Carbon monoxide emissions from mobile sources in urban areas can be as high as 90% of all emissions. While increases in automobile use far exceed population growth, TOD supports public transit and enables additional transportation choices. 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 making commutes shorter and more productive. 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 "truly affordable" communities. It does this through providing housing and transportation choices, urban green spaces, accessible recreational and cultural attractions, and mixed use neighborhoods accessible for all household types.

The Evans Avenue bridge frames views of downtown.

Music and other creative industries are prevalent on South Broadway and throughout the Evans station area.

Evans Station Area Strengths, Opportunities and Challenges

To successfully uphold the city's TOD principles and adopted policies, we must have a full understanding of the strengths, opportunities and challenges of the Evans Station area.

Existing strengths, or assets, within the station area set the stage for the plan's vision and add value to the station area. The primary **strengths** of the Evans Station area include:

- Surrounding residential areas (Overland, Rosedale, Platt Park) are stable, vital neighborhoods
- Light rail and bus service offers immediate transit access to Denver's Central Business District (approximately 16 minutes via light rail to 16th and California Station) and the metro region
- Success of established South Broadway businesses and support from surrounding communities for Broadway to transform into a main street
- Existing environmental and recreation amenities of the South Platte River, South Platte River Trail and adjoining park and greenway system
- Established employment base from existing industrial and commercial uses
- Unique employment/market niche includes prevalence of creative industries - industrial arts (e.g. woodworking), music, research and development, design/architecture
- Great views of downtown Denver and the mountains

Emerging **opportunities**, as listed below, create energy and excitement for the station area and present unprecedented resources and potential partnerships to evolve the built environment.

- Public investment has and will continue to benefit the area with the reconstruction of South Broadway, Asbury Avenue drainage improvements and *Ruby Hill Master Plan* implementation.
- Underutilized and vacant parcels have sparked the interest of private investors, resulting in aggregation of properties and increased opportunities for large-scale re-development within an industrial area that *Blueprint Denver* deems an Area of Change.
- A strong market for residential development along transit lines and a community that supports a variety of housing types will translate into a supply of diverse housing options within the station area.
- Extension and connections to the city's bike route system, especially across major barriers such as S. Santa Fe Dr.
- Creating neighborhood identity through public spaces, destinations and good urban design
- Partnership opportunities with emerging business organizations

Despite a strong foundation of significant strengths and opportunities, **challenges** remain. The Evans Station Area Plan objectives and recommendations seek to overcome the following obstacles in particular:

- Significant physical barriers (South Santa Fe Drive, Evans Avenue) split the station area into disconnected "quadrants"
- High traffic volumes, lack of adequate sidewalks, lighting and wayfinding create a poor pedestrian environment throughout the station area
- Single use development pattern inhibits location efficiency and further perpetuates auto dependency
- Lack of placemaking elements that promote gathering of people and neighborhood identity
- The Harvard Gulch 100-year floodplain triggers additional development requirements for redevelopment along South Delaware, parts of South Broadway and the industrial properties north of Evans.
- Shortcomings of zoning districts present in the Evans Station area (I-0, I-1, B-4 along S. Broadway) constrain opportunities for mixed-use, pedestrian-friendly development.

Evans Station Area Plan Vision and Objectives

Vision Statement

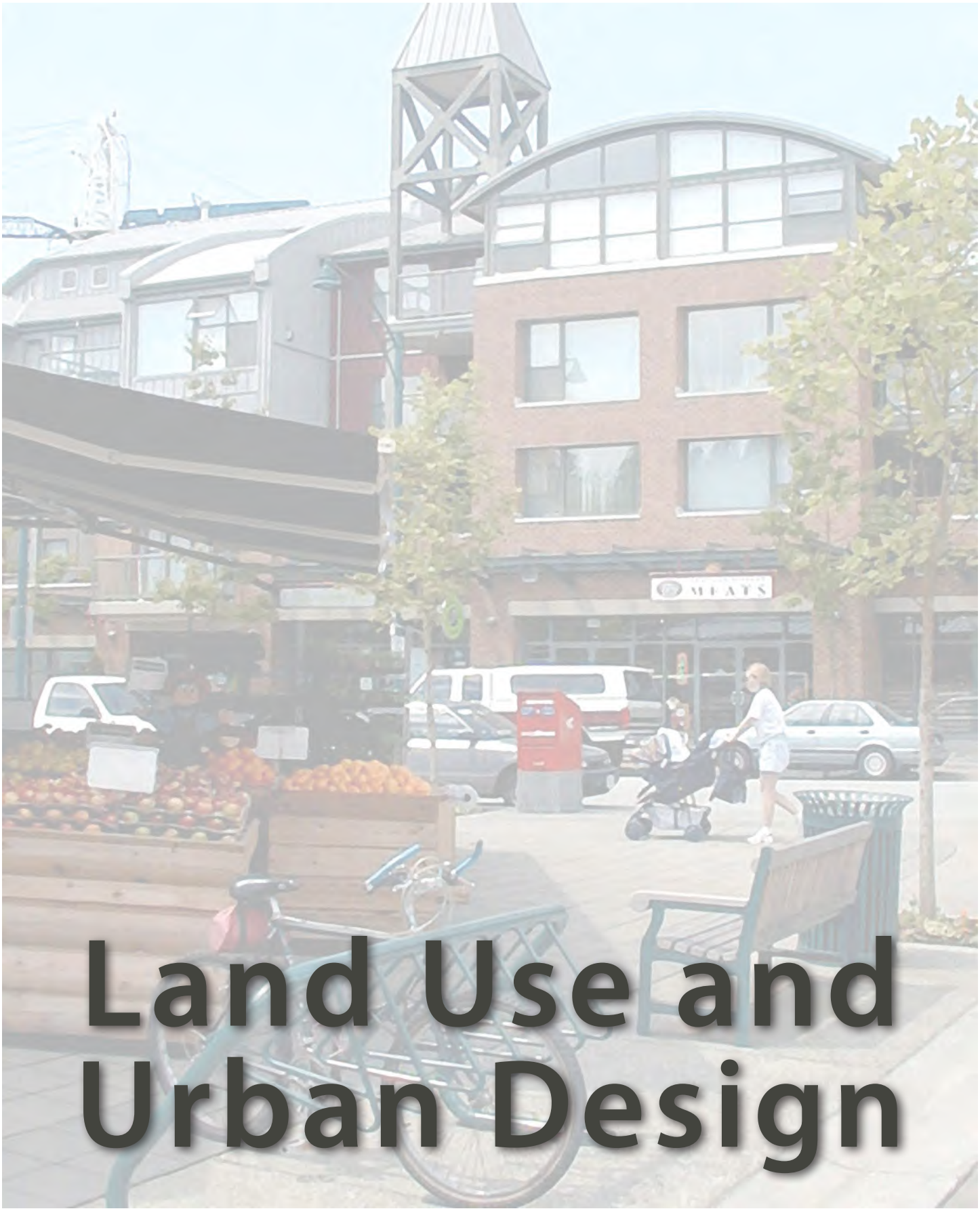
At the outset of the planning process, stakeholders used the assessment of Strengths, Opportunities and Challenges to prepare ideal visions for the look, feel and function of the Evans Station Area in twenty years. City staff melded these visions into a cohesive vision statement that the stakeholders then approved:

"Enhance the Evans Station area's sense of place by creating a vibrant and sustainable urban neighborhood that encourages people to live and work; invites businesses to thrive; allows people to comfortably walk, bike, or use transit to access local services and attractions; and maintains the residential character of the surrounding community."

Plan Goals:

- Bring most activities of daily living within walking distance by encouraging a mixture of land uses.
- Improve streetscape to increase mobility choice; provide walkable and bikeable connectivity throughout the area.
- Encourage reinvestment in and/or redevelopment of industrial areas while maintaining and creating diverse employment opportunities.
- Maintain residential character of surrounding communities and encourage development of a full range of housing types and housing price points.
- Use urban design to respect the scale and character of an "Urban Neighborhood" as defined in the TOD Strategic Plan.
- Celebrate the area's history, ties to the S. Platte River and access to open space and recreation opportunities.
- Encourage environmentally sustainable or "green" building construction and the use of quality materials to create buildings of lasting value.

The Evans Station area will become a vibrant, mixed-use community that offers a variety of residential and employment options.



Land Use and Urban Design

Land Use and Urban Design Overview

Land use near transit is considered very carefully because TODs behave differently than conventional development. People living and working in TODs walk more, use transit more and own fewer cars than the rest of the region. TOD households are twice as likely to not own a car. Those that do own cars, own roughly half as many as the average household. People who live in a TOD are five times more likely to commute by transit than other residents. As such, TOD residents produce half as much vehicle traffic as conventional development.[1] The travel behaviors exhibited by residents living near transit translate into a compact development pattern that is designed to accomodate pedestrians and bicyclists as well as automobiles.

A successful TOD aligns transit investments with a community's vision for how it wants to grow. The land use recommendations in the Evans Station Area Plan seek to do just that: reinforce the vision for the Evans Station area and support transit by having sufficient residential densities and mix of uses to reduce walking distances between residences and other destinations such as neighborhood retail, services, parks, and transit.

In conjunction with the land uses, urban design will guide the physical qualities of new development in the Evans Station area, complementing and preserving existing neighborhood character. The urban design recommendations provide the detail to create a pedestrian-friendly environment. They consider how the land uses will physically fit together on each block and within the larger neighborhood, and how the entire station area will be interconnected. Recommendations for "active edges" and ground floor retail and commercial are a means to address the way buildings and front entrances connect to the sidewalk.

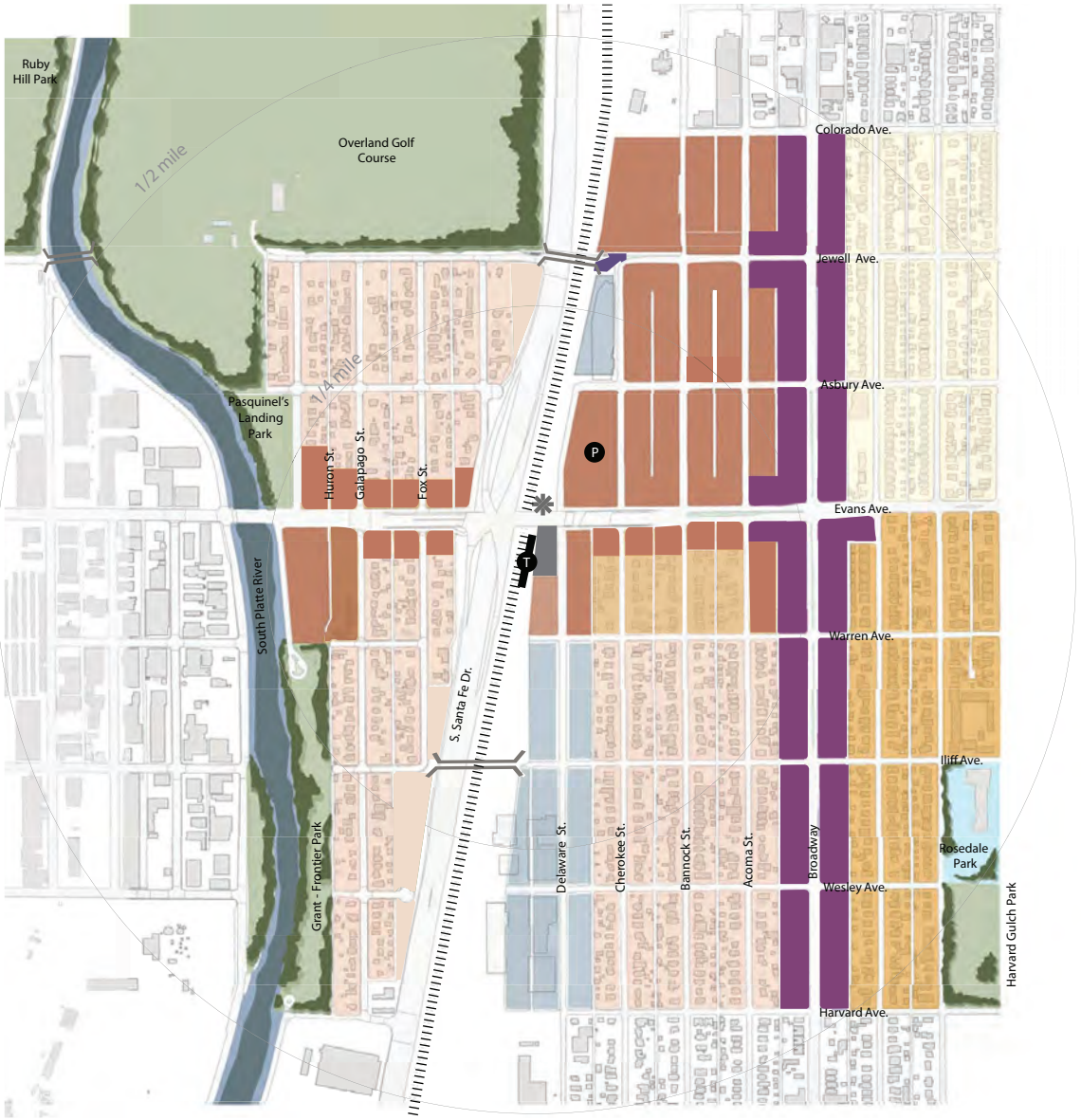
In addition to the development intensity, specific land use types and urban form, there are several other elements required, such as civic places, public safety, public service facilities, parks and open spaces, and affordable housing, to create a place. These elements are often referred to as the "urban living infrastructure" and are what gives a place character and makes it a place where people want to live. Land use designations and urban design requirements can be the same in two places, but urban living infrastructure elements provide the character and feel of the place. These elements are addressed in the land use and urban design recommendations.

Many of these recommendations build off the existing character in the neighborhood. For example, the Evans planning process revealed a significant presence of "creative industries" in this part of Denver including woodworking shops, design and production studios, research and development businesses, and a strong presence of retail and commercial uses related to the music industry. The plan acknowledges the presence of this niche creative industries community and recommends land uses that can accommodate creative industries in a variety of ways.

The mix of land uses recommended for the Evans Station (Figure 4) area provides a foundation for a diverse and dynamic community, organized around walkable streets and access to transit. It builds future residential density, establishes retail, encourages creative industries and offers parks and open space amenities within the ½ mile radius of the station, while building strong connections to the existing communities and transit. One of many existing and future transit stations in Denver, the Evans station area will emerge over time as a neighborhood with its own sense of place and identity.

Aligning recommendations on land use, urban design and mobility will allow the Evans Station area to emerge over time as a neighborhood with its own sense of place and identity.

[1] *Arrington, G and Cervero, R, TCRP Report 128: Effects of TOD on Housing, Parking, and Travel. Transportation Research Board of the National Academies, Washington, D.C. 2008.*



LEGEND

- Mixed-Use - Main Street
- Mixed-Use Residential
- Urban Residential
- Single Family-Duplex
- Single Family
- Mixed-Use - Employment
- Public / Quasi-Public
- Transit Plaza
- Bicycle/Pedestrian Bridge
- Transit Parking
- Transit Station
- Plaza/Pedestrian Bridge
- Station Tower/Vertical Pedestrian Connection
- SW Corridor
- Existing Parks

0 200 400 800 1,200 Feet

Figure 4. *Land Use Plan*

Land Use and Urban Design Recommendation 1: Residential Opportunities and Form

The majority of development within the Evans Station area will be residential in nature. This plan encourages new residential infill development while respecting the existing block configuration, lot sizes and building forms within established neighborhoods. The future built environment near Evans Station will provide a variety of housing stock for home owners of different lifestyle interests and income levels, including affordable housing which is addressed specifically on Page 17. A range of housing types and densities offer options for people who want to live in close proximity to transit, Broadway businesses and the abundant open space amenities in the neighborhood. The Plan recommends five land uses that support residential development:

1a. Mixed-use – Main Street - Support infill development along South Broadway (Colorado to Harvard) to create a vibrant mixed-use main street. Encourage a mixture of urban residential and office uses, especially within mixed-use buildings that support commercial or civic uses on the ground floor. This will create more eyes on the street and add to the 18 hour activities dynamic desired for Broadway. Create a contiguous street wall comprised primarily of mixed-use buildings with parking accessed from the alley to reinforce a Main Street character.

1b. Mixed use – Residential – Support the transformation of industrial and commercial property to an active, pedestrian-oriented mixed-use community. The primary use is intended to be residential, but office and retail may also be supported. This transformation is facilitated by the aggregation of vacant and underutilized industrial property that has already occurred in this part of the station area. Properties with viable industrial businesses will evolve more slowly and may continue to support industrial flex land uses for some time, adding to the eclectic feel of this mixed-use neighborhood.

Encourage a mixture of housing types and density including but not limited to: row houses, stacked flats, live-work, low-rise apartments or multi-family condos. Active ground floors throughout the district should include residential amenities, leasing lobbies, workout facilities, parking entrances and convenience retail at strategic locations that reinforce the overall connectivity and access plans for the station. High lot coverage, zero to shallow setbacks, alley loaded parking, and an urban form is appropriate for this district. This land use is recommended for the following areas:

- Redevelopment area north of Evans and west of Broadway
- East side of Delaware directly across from the station
- East side of South Platte River, both north and south of Evans

South Broadway would be more vibrant if it supported residential uses above ground floor commercial.

The Mixed-Use Residential district will support a variety of housing types and businesses.

1c. Urban Residential – This land use is consistent with the Urban Residential designation in *Blueprint Denver*, but recommends less intensity and lower building heights (1-2 1/2 stories) than mixed use residential, to complement the existing neighborhood context. It encourages a mix of low and medium-density housing types including single family houses, accessory dwelling units (ADUs), duplexes and row houses. New development should reflect the existing character - small single family lots (4,500 sf minimum), medium lot coverage, shallow to moderate setbacks, detached sidewalks with tree lawns and garages/parking accessed from the alley. Commercial uses to serve daily needs may be supported on arterials, such as Evans. Urban Residential land use applies to the following areas:

- Rosedale Neighborhood - between Evans and Harvard and between the alley east of Broadway and Logan
- Overland Neighborhood - along Evans as a transition between busy arterials and the interior of the existing neighborhoods

Row houses are an appropriate transition between busy streets and existing neighborhoods

1d. Single Family/Duplex Residential – Encourage reinvestment in existing residential neighborhoods adjacent to the station. Allow a mixture of housing types including single family houses, duplexes and carriage houses, but maintain the character of these neighborhoods by encouraging new development consistent with existing conditions - small single family lots (4,500 sf minimum), moderate lot coverage, shallow to moderate setbacks, detached sidewalks and alley loaded garages consistent with an urban neighborhood. Typical densities are between 10 and 20 housing units per acre area-wide. This land use is consistent with the single family/duplex residential designation in *Blueprint Denver*. It applies to:

- Overland Neighborhood (East) - between the Broadway and Delaware alleys;
- Overland Neighborhood (West) - between Santa Fe and the South Platte River. Any new development that occurs on the CDOT properties adjacent to Santa Fe should be consistent with an urban neighborhood station area and should not allow for auto-oriented uses.

Duplexes should be built with a form that respects the residential character in Overland.

1e. Single Family Residential – Maintain residential character in the Platt Park neighborhood near the Evans station as reinvestment occurs. Single family homes are the predominant residential type. Encourage small single family lots (4,500 sf minimum), moderate to high lot coverage, detached sidewalks and alley loaded garages consistent with an urban neighborhood. ADUs are also encouraged. This land use is consistent with the single family residential designation in *Blueprint Denver*.

Highly consistent residential building form in the Platt Park neighborhood should be respected as reinvestment occurs.

Land Use and Urban Design Recommendation 2: Broadway as a "Main Street"

This plan reaffirms Broadway's future as a multi-modal, commercial and residential main street that serves as an active, vibrant spine connecting south Denver neighborhoods to downtown. Broadway's designation as a Mixed-use – Main Street encourages a healthy mix of housing, office, and commercial uses with form standards that reinforce the urban context associated with main streets and respects the adjacent residential neighborhoods. This land use proposal is similar in scale and intent to the legislative Main Street rezoning along the Colfax corridor.

Using sound urban design to integrate the streetscape with proposed land uses is critical to transforming South Broadway from an auto-oriented commercial corridor to a pedestrian-friendly mixed use main street, creating both a neighborhood amenity and a destination corridor. Building upon the creative and music industries already present in the station area will create 18 hours of activity and add to the corridor's vibrancy. The character of S. Broadway should clearly define and activate the public realm by designing buildings, entrances and windows in a way that creates an active and inviting pedestrian environment. Streetscape design is addressed in the Mobility and Infrastructure section on Page 29.

South Broadway will become an active, inviting place.

Land Use and Urban Design Recommendation 3: South Delaware Employment

South Delaware adjacent to the Evans Station is recommended to retain employment opportunities, evolve into a more urban form, and become more flexible in terms of allowed land use. A Mixed-Use Employment land use will attract and accommodate cutting-edge industries providing employment opportunities adjacent to the station and transform South Delaware Street into a safer and more inviting place to work and live. Recommended uses include: research and development, creative industries, light industrial, offices, incubator business, arts/cultural uses, and compatible recreational uses. Residential uses in the mixed-use employment designation primarily allow live/work opportunities. New infill development should be compatible with the other recommended uses near the station area in terms of both form and use. Vehicular access should be well defined for delivery trucks and maintenance services.

The Table on page 17 summarizes key Land Use attributes based on Recommendations 1-3.

Land uses permitted on South Delaware will be flexible to include light industrial, office and residential. Creative industries are encouraged.

Land Use and Urban Design Recommendation 4: Affordable Housing

Denver's large public investment in transit provides an unprecedented opportunity to address the City's affordable housing shortfall. Growing the supply of housing and the diversity of housing types near transit is the first step toward addressing this shortfall. While the average household spends 19% of its income on transportation, households with good access to transit spend just 9%.[2] Providing housing opportunities near transit therefore offers "true affordability" - where households benefit from both lower housing and lower transportation costs. Denver has adopted a policy to increase the supply of affordable housing and mixed-income housing in close proximity to transit stations. Additionally, recent (2008) recommendations made by a City of Denver affordable housing task force include locating 50% of new city-subsidized housing for low and moderate income households in bus and rail transit corridors.

The Evans planning process revealed that community members share an interest in keeping housing affordable near the station. Specific plan recommendations include:

4a. Increase the supply of housing including for sale and rental housing of varying types and at a variety of price points.

4b. Seek funding and partnerships (e.g. land trusts) to facilitate affordable housing developments within the station area.

4c. Eliminate regulatory barriers to affordable housing and incorporate effective affordable housing triggers into financing and other requirements within ½ mile of the station area.

4d. Create an Affordable and Mixed-Income Housing Strategy for TOD consistent with the TOD Strategic Plan, Chapter 6 (City-wide Policy and Action Recommendations).

Evans Station Area Land Use Attributes

	Location	Residential Density	Mix of Uses	Building Form	Residential Typology
Mixed-Use Employment	Delaware	0 to 20 DUA,	Creative industries; light industrial, R&D, retail, residential, and office	Pedestrian-scaled; 0-10 foot setbacks; High lot coverage	Live/Work, Flats, or artist lofts
Mixed-Use Main Street	S. Broadway	0 to 50 DUA, sometimes higher	Office, retail & entertainment uses mixed with residential – horizontal & vertical mix	Pedestrian-scaled; active ground floor; high transparency; Build-to lines (0-5 ft setback); High lot coverage	Mixed-Use, Ground Floor Retail with Office or Residential Above.
Mixed-use Residential	North of Evans and near the South Platte River	20 to 50 DUA	Primarily multi-family residential with retail and office – horizontal & vertical mix	Pedestrian-scaled; 0-12 foot front setbacks; High lot coverage	Midrise residential and mixed-use structures, stacked flats, townhouses
Urban Residential	Along major arterials	10 to 30 DUA	Single Family, Duplex, ADUs and Row Houses; some low-scale neighborhood commercial	Block-sensitive setbacks; Entry porches; Alley loaded garages	Single family, Duplexes, ADUs, Row houses; Multi-family may be in pockets
Single Family / Duplex Residential	Overland neighborhood	10-20 DUA	Primarily residential with moderate levels of small-scale retail uses	Block-sensitive setbacks; Entry porches; Alley loaded garages	Single family houses, duplexes, and Accessory Dwelling Units
Single Family Residential	Platte Park Neighborhood	Fewer than 10 DUA neighborhood-wide	Primarily residential with periodic small-scale retail uses	Entry porches; Alley loaded garages	Single family houses and Accessory Dwelling Units

[2] *Center for Transit-Oriented Development Transportation and Center for Neighborhood Technology, "The Affordability Index: A New Tool for Measuring the True Affordability of a Housing Choice," Brookings Institute: 2006*

Land Use and Urban Design Recommendation 5: Comprehensive Open Space System

Four regional open spaces exist within or just beyond the ½ mile Evans Station Area – Overland Golf Course, Ruby Hill Park, Harvard Gulch Park and the South Platte River Greenway. The Overland Neighborhood is also served by two small neighborhood parks/playgrounds located on the east side of the S. Platte River: Pasquinel's Landing and Grant-Frontier Park. Together these regional and neighborhood parks offer a wide range of active and passive recreational opportunities. These opportunities will be greatly expanded as Ruby Hill Park undergoes a $15 million improvement, the first phase of which is scheduled for construction in 2009.

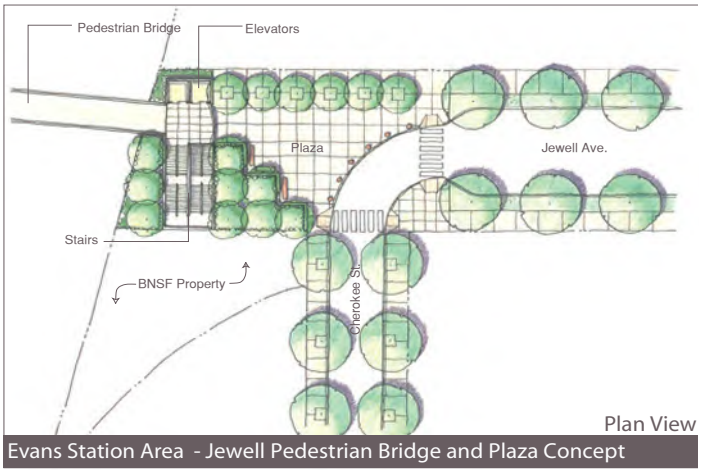
Despite the close proximity of these amenities, many station area residents cannot easily access them by foot or bicycle due to the barriers of South Santa Fe Drive, the freight and light rail lines, Broadway and Evans Avenue. As the industrial property on Delaware and north of Evans redevelops, the need for additional accessible open space in the form of neighborhood parks and/or plazas will arise in order to meet the *Game Plan* and *Playground Master Plan* goals.

South Denver neighborhoods will benefit from a $15 million renovation to Ruby Hill Park including a new pool, playground, natural ampitheatre and a xeriscape demonstration garden.

This Plan builds upon existing park acreage by recommending a comprehensive open space system for the station area that serves to 1.) link residents to existing open space and 2.) create small neighborhood-serving open spaces according to *Game Plan* and *Playground Master Plan* objectives (Figure 5).

5a. Link to Existing Parks and Open Space. Create connections across Santa Fe Drive on Evans and both north and south of Evans Avenue to adequately link the station area neighborhoods with regional open space destinations. Specific recommendations include the following and are cross referenced to Mobility and Infrastructure recommendations:

- Improve the bicycle and pedestrian environment on the Evans Bridge (see Mobility and Infrastructure Recommendation 4) to better link the Evans Station and the South Platte River Trail.
- Construct a bike/ped bridge at Jewell across Santa Fe (see Mobility and Infrastructure Recommendation 5) to better link the redevelopment area and Platt Park neighborhood with the Overland Golf Course, South Platte River and Ruby Hill Park, via a bridge over the South Platte proposed in the Ruby Hill Park Plan.
- Construct a bike/ped bridge at Iliff across Santa Fe (see Mobility and Infrastructure Recommendation 6) to link Rosedale and Overland neighborhood residents to the South Platte River Trail and residents west of Santa Fe to Rosedale Park and Harvard Gulch Park.



Bike/ped bridges on Jewell and Iliff will provide residents east of Santa Fe Drive access to the South Platte River Trail, Ruby Hill Park and Overland Golf Course. A bridge plaza at Jewell and Cherokee would serve as a new urban amenity and focal point.

LEGEND

- Mixed-Use - Main Street
- Mixed-Use Residential
- Urban Residential
- Single Family-Duplex
- Single Family
- Mixed-Use - Employment
- Public / Quasi-Public
- Transit Plaza
- Priority Pedestrian / Bike Streetscape Improvements
- Secondary Pedestrian / Bike Streetscape Improvements
- Plaza/Pedestrian Bridge
- Potential Urban Garden Site
- Bicycle/Pedestrian Bridge
- Transit Parking
- Transit Station
- Station Tower/Vertical Pedestrian Connection
- SW Corridor
- Existing Parks

0 200 400 800 1,200 Feet

Figure 5. *Comprehensive Open Space Plan*

5b Create new urban neighborhood open space - Small urban neighborhood open spaces such as pocket parks and plazas create a sense of arrival, enforce strong visual connections, give urban neighborhoods accessible green breathing space, build a sense of community, and add value to the surrounding development. Given the increased residential density expected on the east side of the station area, at least 10% of the developable area north of Evans Avenue between Broadway and the RTD tracks and along South Delaware Street near the station should be set aside for one or more publicly accessible open space(s). This equates to approximately 4 acres of land in total.

New open spaces should be designed, sized, located and programmed to best meet the requirements of the *Game Plan* and the *Playground Master Plan* as well as the following specific objectives revealed during the Evans Station Area planning process:

- Create focal points that complement the surrounding development and provide visual connections between Evans Station, Jewell, and Broadway.
- Design innovative open spaces that incorporate public art, and reflects the area's history as the region's first settlement along the South Platte River.

Offer unique experiences compared with those offered at Ruby Hill Park, Harvard Gulch Park, Pasquinel's Landing Park and Grant-Frontier Park.

- Program the open spaces to meet the needs of the residents in both existing and newly developed neighborhoods. This could include picnicking, playgrounds, art plazas, fountains, community gardens, skate parks or basketball courts.

The Comprehensive Open Space Plan (Figure 5) identifies various specific opportunities for new urban neighborhood open space. The size, shape, ownership, maintenance and programming of these new open spaces as shown in the plan are conceptual and will be determined as the plan is implemented.

- **Evans Station Plaza** - An active transit/neighborhood plaza is recommended to replace the current RTD surface parking lot, if the opportunity arises for RTD to partner with a private entity to provide shared structured parking elsewhere in the station area. The plaza should be designed to contribute to station and neighborhood identity, offer transit riders a sense of arrival and facilitate wayfinding to other destinations within the station area (e.g. S. Broadway).

The Evans Station RTD parking lot could transform into an active plaza serving residents as well as transit riders.

The Jewell Bridge Plaza would be an urban amenity defined by the bridge and the surrounding buildings.

- **Jewell Bridge Plaza -** Located where Jewell Avenue meets the proposed Jewell Avenue pedestrian bridge, this neighborhood plaza would be defined by the surrounding new buildings and bridge while taking up little more space than the existing right-of-way. It creates a suitable terminus for Jewell Avenue from Broadway and a focal point from the Station along Delaware Street.
- **Active Use Under the Bridge -** Active use of the under utilized parcel under the Evans Bridge adjacent to Delaware Street would improve the station's visibility and help create community identity. One idea for active use supported by the community - a public art "garden". Allow local artists to use this space as a platform to test their ideas in the public domain, a la New York City's Art Under the Bridge project. Denver's Office of Cultural Affairs has generated an Urban Arts Fund to help create positive community space with public art.
- **Neighborhood Park -** A neighborhood park located to act as an organizing element within the redevelopment area north of Evans is meant to have an intimate neighborhood feel while being large enough to walk your dog, meet your neighbor, or sit and read a book. The park should have ample seating areas, shade trees, and could feature a small lawn.
- **Neighborhood Greenway -** This common area is a natural or landscape public right of way that is typically linear in configuration. It often links a series of public places by acting as a pedestrian connection. One possibility for this type of improvement could be the existing rail spur right of way just west of the Delaware and Cherokee right of ways that could create another pedestrian conection from the north to the light rail station.
- **Community Gardens -** CDOT owns several remnant parcels west of Santa Fe Drive. These spaces could be used for urban agricultural use/community gardens. If ownership changes, any new development should be consistent with a single family duplex land use described in this plan.

Public art installments such as these eclectic vases make under-bridge pedestrian connections more comfortable.

Every urban neighborhood should have accessible green "breathing space".

Land Use and Urban Design Recommendation 6. Active Edges and Ground Floor Commercial

Active edges are characterized as building entry features with direct entries from the sidewalk and a high degree of transparency and pedestrian interest. This increases visual and physical interaction between people inside and outside of the buildings, creating a safer and more vibrant pedestrian environment.

Active edges are recommended in all mixed-use districts within the station area (Figure 6). Buildings on blocks identified as an active edge should be designed with the following considerations in mind:

- Building entries should be visible from the street and directly accessible from the sidewalk. They should be given architectural emphasis through articulation of the façade, interesting canopies or porches and a high degree of transparency from the inside to the street.
- The finished floor level of ground-floor residential should be constructed to provide a sense of privacy for the residential units. Vehicle access for residential units should be from the alley, and garages should not be visible from the street.
- Residential windows facing the street should be transparent and large enough to provide views onto the street. Visibility from the ground and upper floors provides "eyes on the street" increasing the sense of security on the street. Residential buildings along the riverfront should have windows that take advantage of views of the river and open space.
- Lighting should compliment building architecture, be focused on creating safe and inviting building entries and highlighting building identification without projecting light pollution onto neighboring properties, residential windows, or into the night sky. External or indirect lighting of the undersides of entry canopies, and on building identification signage is encouraged.
- Building service zones, such as loading and garbage, shall not occur along active ground floor retail streets, but may be accessed by service drives including parking access. Service zones should be screened or not visible from active frontage streets. Access to service zones should be a maximum of 2 lanes wide.
- Ground-floor parking within the structure may face an active frontage street provided pedestrian-scaled windows or ornamental grillwork provide transparent or semi-transparent views into and out of the building.
- Building entries for employment and residential uses along Delaware should be visible from the street and directly accessible from the sidewalk. Clear, pedestrian-scaled signage should be located at the entry.

Areas recommended for **Ground Floor Commercial** include Broadway, Jewell, and Delaware at the station. These are active edges characterized by continuous commercial uses or storefronts that open directly on to the sidewalk and feature inviting pedestrian scaled facades. Since it is difficult to determine specifically where retail versus commercial uses should be located, this plan focuses on recommending a building form that allows flexibility of use so that properties can adjust to market conditions without destroying the intended active pedestrian environment.

Design considerations for Ground Floor Commercial include all those listed under Active Edges as well as the following:

- **Build-to Lines** – Ground floor facades should be built directly to the property line in order to frame pedestrian-oriented streets with a continuous "street wall."
- **Transparency** – A high degree of building transparency is recommended from both on the street as well as within the building. Storefronts should have unobstructed windows for at least 50 percent of the wall area.
- **Signage** – Signs should compliment the building architecture, be pedestrian-scaled with consistent and distinct graphics. Plastic backlit or overly bright signs should be discouraged. Projecting signs increase shopfront visibility and the pedestrian environment.
- **Lighting** – A special assessment district is recommended to pay for pedestrian lighting. The style of pedestrian lighting should be uniform and consistent with lighting on northern segments of Broadway.
- **Pedestrian comfort** – Pedestrian amenities such as shelter, lights, benches, trash recepticals and trees should be placed consistently along the sidewalks.

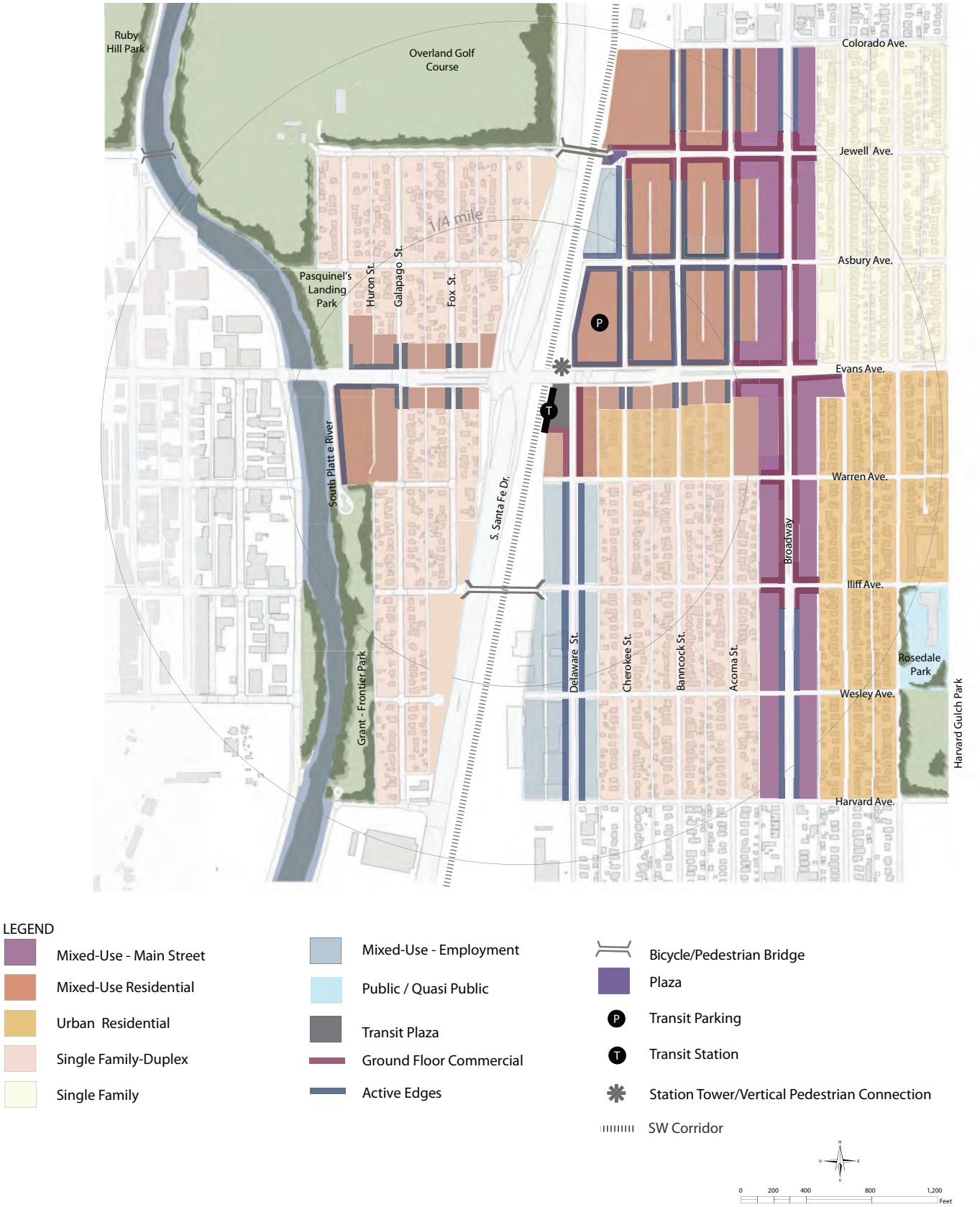


Figure 6. *Active Edges and Ground Floor Commercial Plan*

Land Use and Urban Design Recommendation 7. Building Heights and Transition to Neighborhoods

Building heights for the Evans Station area include a range of heights for each land use. The tallest building heights (up to 8 stories) are permitted in the redevelopment area north of Evans and west of Broadway. Existing residential areas have a maximum of 2.5 stories to help maintain the character of the neighborhood. The range of heights ensures compliance with the Washington Park and Harvard Gulch view plane ordinances, incorporates transitions to adjacent neighborhoods and encourages reinvestment in the station area by allowing for variations in building type and market conditions. Figure 7 shows the maximum number of stories recommended.

7a. Stable existing residential neighborhoods (1-2.5 stories; 3 stories along Evans) - Reinvestment in the form of additions to existing homes or new low density residential infill development should fit with the character of existing neighborhoods. Taller buildings up to 3 stories are supported along Evans.

7b. Mixed Use Residential area north of Evans (2-5 stories; 8 in strategic locations) - With many acres of land north of Evans held by a single landowner and community support for higher residential densities in Areas of Change, this area represents an opportunity to develop taller buildings. Buildings will range from 2-5 stories primarily. However, buildings as tall as 8 stories are recommended in strategic locations, such as adjacent to the tracks. This higher level of intensity may also be considered for prominent buildings or intersections within a redevelopment project that exceeds the expectations of our TOD principles, listed on page 8.

7c. S. Broadway (1-3 stories / 2-5 stories) - Much of Broadway will remain 1-3 stories to complement the existing adjacent neighborhoods. Taller buildings (up to 5 stories) are recommended along the west side of S. Broadway, north of Evans to encourage a transition between the residential mixed use district to the west and the existing neighborhoods east of Broadway. A maximum of five stories is also recommended for buildings or portions of buildings within 125 feet of key intersections along Broadway to frame gateways and major crossroads within the station area.

7d. S. Delaware at Evans Station (2-5 stories) - Proximity to the station and few property owners create an opportunity for taller, higher density development to support transit along Delaware between Warren and Evans.

7e. S. Delaware Employment (1-3 stories) - Allowing up to 3 stories on S. Delaware provides the flexibility needed for reinvestment and mixed-use buildings.

7f. South Platte River (2-5 stories) - Taller, higher density development along the South Platte River, just south of Evans can take advantage of the river views.

Easing Transitions Through Good Design

This plan is sensitive to buffering existing stable neighborhoods from development intensities recommended in Areas of Change and traffic intensities along major arterials. For instance, development along Broadway is intended to buffer the intensity of activity on this street from the adjacent neighborhoods. This main street also serves as a transition from the development intensity west of Broadway and north of Evans to the existing stable neighborhoods east of the corridor. Taller buildings that back to existing residential neighborhoods, such as those along Broadway and Delaware, should be designed to ease transitions to the adjacent neighborhoods, using the following considerations:

- **Placement of Buildings** along Broadway and Delaware Street will have zero to shallow setbacks. Parking to the rear or side of the building will provide increased distance between new development and existing neighborhoods.
- **Stepbacks** of any structure taller than three stories and adjacent to low scale residential areas should be designed to step back 20-25 feet on the upper floors toward the front of the building and away from the residential area, creating a more gradual transition in building heights.
- **Buffering Elements** such as vegetated buffers, screening walls and fences ease the transition between side/rear parking lots and adjacent residential properties. Similar elements can be designed into each site to keep service or delivery areas screened from residential uses. Consider shared parking to create contiguous parking behind buildings with a singular aesthetic treatment.
- **Higher density housing** along Evans in the form of attached townhouses creates a buffer to the adjacent predominantly single family homes while maintaining a compatible neighborhood scale.

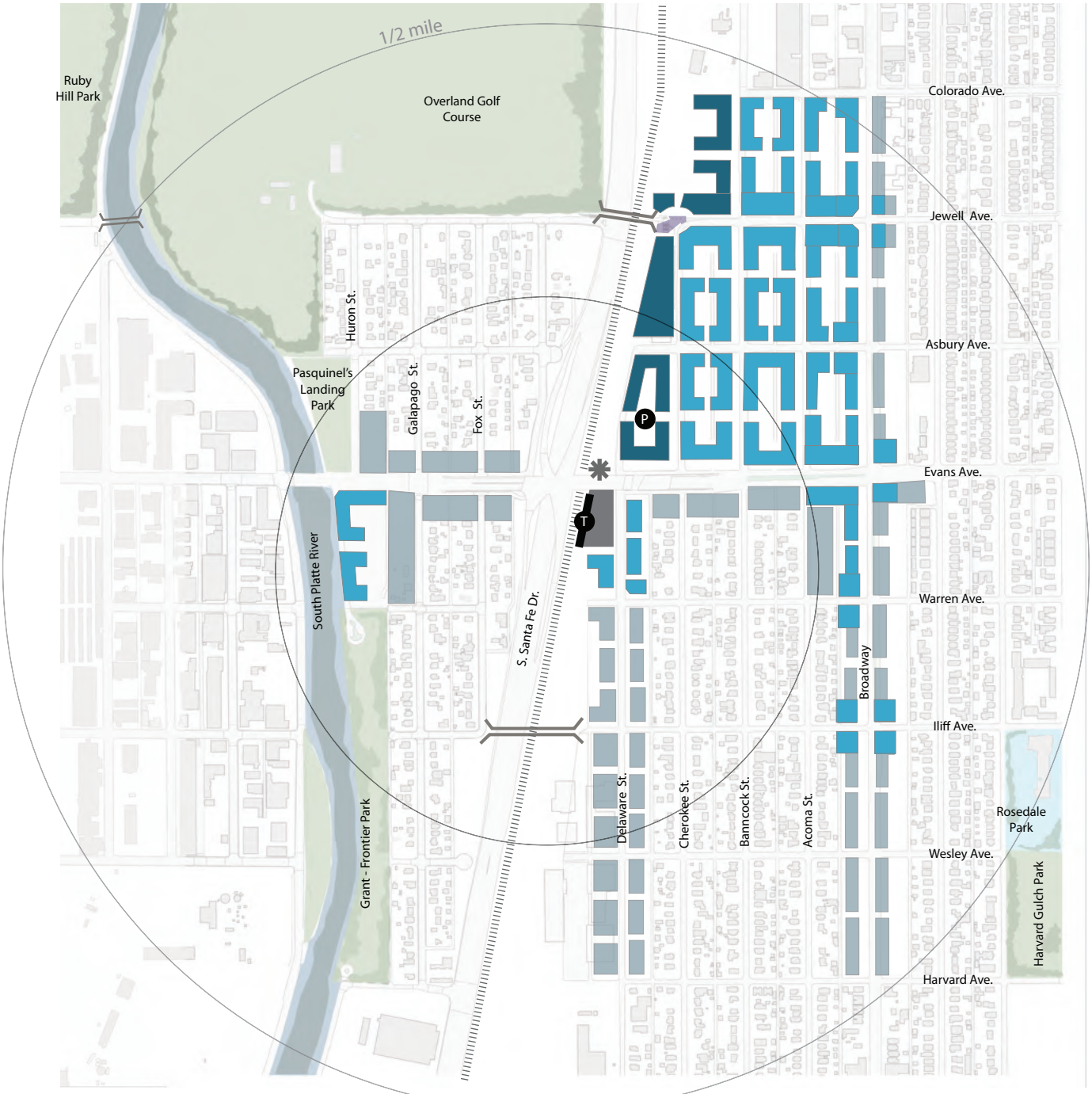


Figure 7. *Building Heights Plan*

Land Use and Urban Design Recommendation 8. Parking

"Right-sizing" parking (i.e., providing no more and no less parking space than needed to support the uses it serves) is key to reaping many advantages of a TOD. Walkable access to transit and a variety of land uses within the neigbhorhood will reduce residents' and employees' need to use automobiles for every trip and, consequently, the need to find a parking spot for every trip. Parking within the Evans Station Area should be treated as a common resource for adjacent land uses, rather than as a requirement of each building. An organized approach of parking management, consolidation and design is necessary to ensure a successful parking system. Parking recommendations in this plan attempt to strike a balance to ensure the Evans Station area has the appropriate amount of parking serving the transit station and the surrounding land uses.

8a. Shared Parking - To meet market demands within the station area, specifically along Broadway, Delaware and the redevelopment area north of Evans, property owners should provide shared above-grade structured parking. Above-grade parking structures should be wrapped with active uses.

Public on-street parking should be available along neighborhood residential and retail streets. Parking management will be important to minimize overflow into the adjoining neighborhoods.

8b. RTD Park and Ride - The Evans Station park-and-ride should continue to accommodate the current number of parking spaces. If the opportunity arises for a joint develoment project within the constraints of RTD's enabling legislation, consider relocating the RTD parking into a shared parking structure north of the Evans bridge. This would allow development of the property adjacent to the station into a public amenity, such as a plaza and/or retail serving the neighborhood and transit riders.

8c. Parking Policy - Blueprint Denver recommends "eliminating or reducing parking minimums and/or establishing parking maximums in districts around transit" in order to reduce the amount of land required for parking and thereby allow for more intensive development. Around transit stations, property owners should be able to meet parking requirements through a variety of means, including providing shared, tandem, remote, valet or bicycle parking. Zoning should provide parking exceptions for historic properties, affordable housing, and small lots.

8d. Residential Parking - Parking for residents should be placed in parking structures, tuck under or surface parking behind buildings. Unbundled parking should be considered by property owners to keep development costs and housing costs low near the transit station.

Land Use and Urban Design Recommendation 9. Evans Bridge Improvements

Throughout the course of the planning process, the community identified concerns about safety and aesthetics of the neighborhood particularly on and around the Evans bridge and the light rail station. Issues identified include poor bridge upkeep and aesthetics, sidewalks of insufficient width on the bridge, a lack of pedestrian lighting, lack of bicycle facilities and lack of well-maintained and contiguous sidewalks under the bridge. Vandalism, graffiti and the unsightly Evans Bridge contribute to a feeling of discomfort for pedestrians.

The bridge is not slated to be replaced within the horizon of this plan's recommendations. Still, improving the bridge's maintenance, aesthetics and bike/ped access are critical to implementing this plan. Many cities use public art on and around major bridges to add comfort and interest (see Land Use and Urban Design Recommendation 10b). Several additional short and long-term solutions to improving the Evans Bridge are addressed in the Mobility and Infrastructure section (Recommendation 4). In addition to public investment, reinvestment and redevelopment of the properties along Evans will help address some of these concerns through improved building orientation, streetscapes and urban design.

Land Use and Urban Design Recommendation 10. Landmarks, Gateways, Wayfinding Signage and Public Art

Landmarks, gateways, wayfinding signage and public art are important in identifying a place and should be used to indicate a sense of arrival at the Evans Station. Each element

can offer a variety of uses including providing visual interest, neighborhood identity, way finding and locating access points. They can occur at the station, major intersections, building facades, public plazas, open spaces, or along primary vehicular and pedestrian/bike routes.

In the Evans Station Area, these should celebrate the cultural and historical character of this community. There should be a sense of consistency within the landmark, gateway and public art elements as to reinforce the place with a common theme. For example, wayfinding signs should look the same and be easily recognized as belonging uniquely in the Evans Station area.

Specific opportunities include:

10a. Way finding and Neighborhood Identification - Clear wayfinding signage and consistent pedestrian lighting is essential in assisting residents and visitors to and from the station platform. Design and placement of wayfinding signage should be coordinated with pedestrian lighting, banners, and other elements that create identity within the neighborhood. (See Mobility and Infrastructure Recommendation 7.) To improve awareness of the Evans Station, engage RTD and the neighborhoods in a discussion regarding whether or not the name of the light rail station could be changed to to the "Evans Station at Overland Park," or something similar.

10b. Public Art - All new construction within the public right of way should dedicate at least 2% of the total construction cost towards a comprehensive public art system for the station area. Parks and public plazas within the station area are priority locations for public art. Possible locations include the Station Plaza, underneath the Evans Bridge, Jewell Bridge Plaza, and the Broadway and Evans intersection.

10c. Iconic Station Tower - To help increase the station visibility from Evans Ave., S. Santa Fe Drive and S. Broadway, a vertical element, perhaps constructed as part of a signature building along Delaware, can assist transit patrons to the station location and can be designed to identify the character of the community.

Clear wayfinding signage, consistent pedestrian lighting and public art are critical elements in creating a sense of place.

An iconic tower would announce the station and contribute to the neighborhood's identity.

Land Use and Urban Design Recommendation 11. Sustainable Development

Fundamentally, TOD is one of the best sustainable practices that can be implemented by this plan. The Evans Station Area Plan sets out a vision for improved air quality, energy conservation, green architecture / infrastructure and enhanced people environments through the application of TOD. National studies have shown that TOD reduces rates of vehicle miles traveled (VMT). Nationally, vehicle travel has been increasing faster than population growth. TOD has been proven to lower annual household rates of driving by 20 to 40 percent for those living, working, and/or shopping within transit station areas. Recent TOD research shows that automobile ownership in TOD is approximately one half the national average. By providing safe and easy pedestrian access to transit, TOD reduces greenhouse gas emissions by 2.5 to 3.7 tons per year per household.

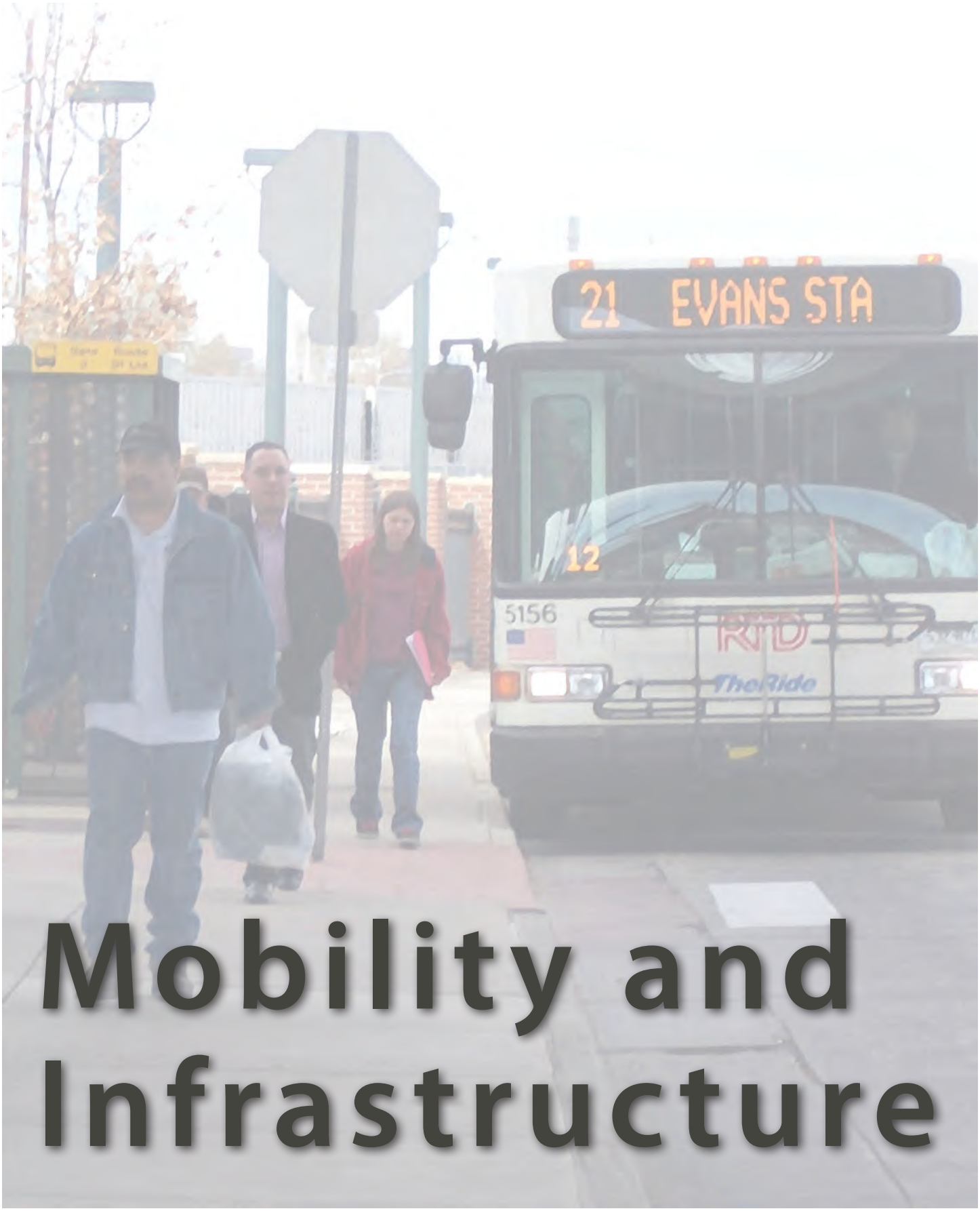
Creating a sustainable place should also include cultural and economic sustainability strategies that address equity, stewardship, and public and private cooperation. Strategies should build on existing Denver plans (i.e. Greenprint Denver, Comprehensive Plan 2000, small area plans, and citywide plans) and plans by regional agencies (i.e RTD CDOT DRCOG) and combine best practice principles to achieve the comprehensive and collaborative studies that can be implemented over time.

11a. Green Building/ Green Infrastructure - Evans Station area has the opportunity to be an incubator for sustainable development because of the assembly of large brownfield sites and single land ownership on the Shattock site. New projects built in this station area should be energy efficient, well connected into existing communities and offer a mix of uses to encourage walkable and safe environments for local residents and visitors. In addition, green building design, as encouraged through the Leadership in Energy and Environmental Design (LEED) certification program, reduces energy consumption. New development should be encouraged to meet LEED and/or Energy Star standards.

11b. Coordination with the Mayor's Greenprint Denver Initiative - Greenprint Denver builds the foundation for sustainability goals and strategies in the City. The Greenprint Denver Action Agenda prioritizes reduction of vehicle miles traveled through multi-modal transportation and mixed-use development projects. One of the major goals of Greenprint Denver is to locate 41% of Denver's job growth (70,000 jobs) and 30% of Denver's population growth (22,000 households) within transit station areas by 2030. Greenprint Denver will be a key asset and advocate for the implementation of TOD in the Evans Station Area.

11c. Transportation Demand Management programs - In conjunction with aggressive compact redevelopment, Transportation Demand Management (TDM) programs to address commuting options are also critical to achieve VMT reduction goals. Some programs may include carpooling, car sharing, workplace commuting, and others.

New projects in the Evans Station Area and on South Broadway have been built "green" through energy-efficient building techniques and adaptive re-use of buildings and materials. Many Evans Station Area property owners are interested in green building technologies.



Mobility and Infrastructure

Mobility and Infrastructure

Offering a variety of convenient transportation options is one of Denver's fundamental citywide policies as set forth in *Blueprint Denver*, the *Greenprint Denver Plan* and the *Strategic Transportation Plan*. It is also a key ingredient to creating a livable neighborhood. Providing mobility choices increases access to jobs, conserves energy, relieves congestion, supports public safety and encourages social and economic activity. People at various stages of life and households of diverse income levels share these benefits.

Mobility recommendations in this section focus on improving multi-modal circulation between the Evans Station, surrounding residential areas, businesses, open space and neighborhood destinations. This section also addresses the basic infrastructure requirements necessary for redevelopment to occur.

Transit and Auto Circulation Recommendations

With a state highway and two major arterials dissecting the station area, a major challenge at Evans Station is to reduce the feeling of vehicular domination. These transit and auto circulation recommendations accommodate transit riders and vehicles as they move to and from the station, within and through the neighborhood while balancing the needs of the car, transit rider, walker and bicyclist.

Mobility and Infrastructure Recommendation 1: Hierarchy of Enhanced Streets

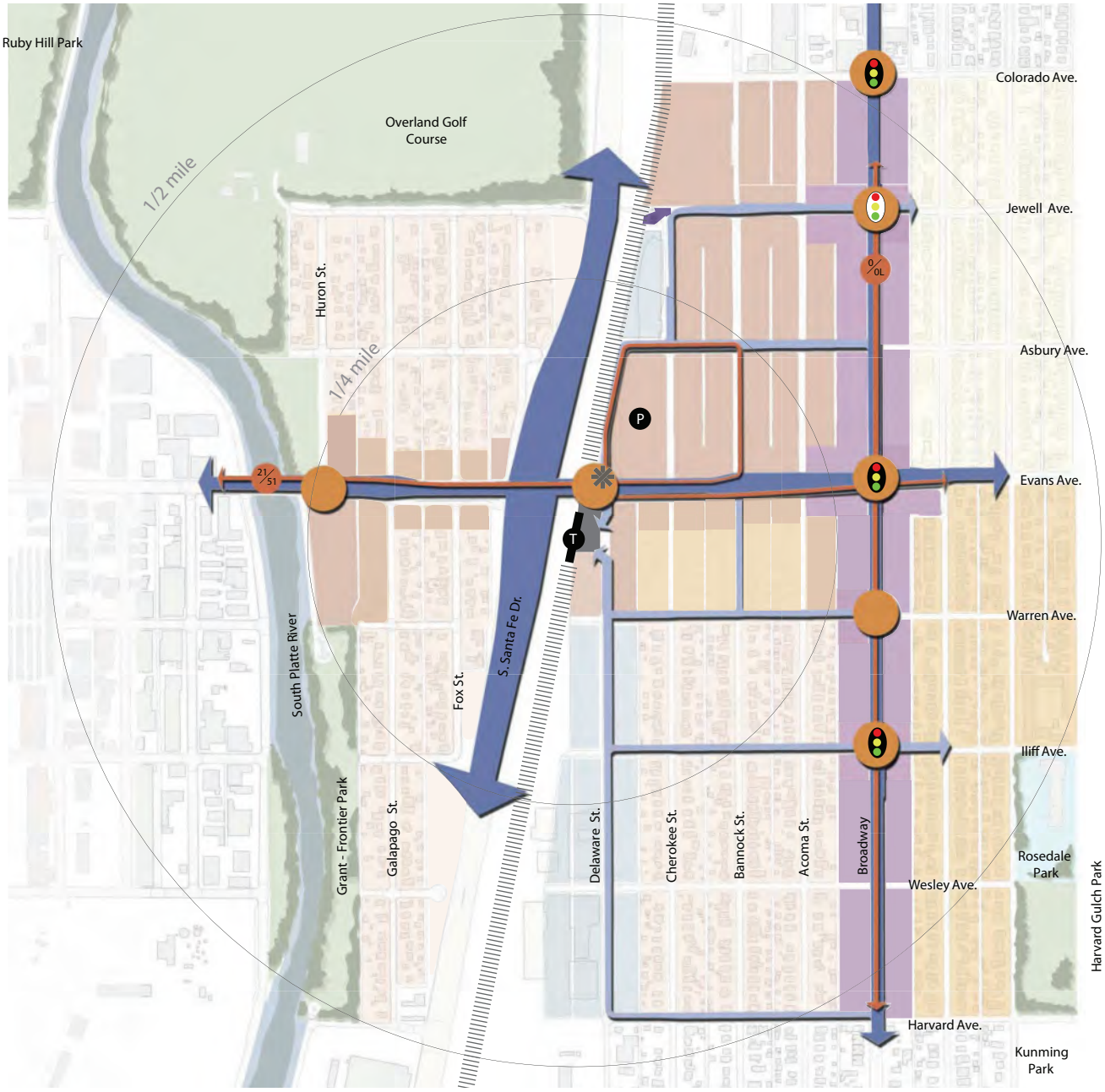
Creating a comfortable, convenient and safe mobility environment throughout the station area starts with developing a framework of enhanced streets. The Evans Station Transit and Automobile Circulation Plan (Figure 8) depicts several types of enhanced streets including Arterials, Local Station Connector Streets and Neighborhood Streets. Typical design considerations of enhanced streets are based on the City's *Rules and Regulations for Standard Right-of-Way Cross Sections.* Bike lanes, sharrows and other recommended enhancements to the City standards are proposed where relevant.

- **Arterial Street** – Arterial Streets must balance regional traffic, transit riders, pedestrians, bicyclists and serve land uses along the corridor. Typical design includes two travel lanes in each direction, on street parking, and a left turn lane at intersections. A median divides the road to provide a pedestrian refuge. City standards for arterials include a 21' minimum pedestrian/amenity zone including a tree lawn and detached sidewalk. This allows for walkability and neighborhood amenities such as planter boxes, benches, lighting and seating for neighborhood restaurants. The City's Rules and Regulations for arterials should be updated to include design standards for bulb-outs and attached/detached bike lanes. These should be integrated into the Evans Station arterials as appropriate.

- **Local Station Connector Street** – Based on the City's standards for a local or collector street (depending on adjacent land use) these important streets should clearly direct travelers to the station. One travel/parking lane in each direction is sufficient. Continuous fourteen foot detached sidewalks on both sides of the street allow comfortable and safe pedestrian connections. The City's Rules and Regulations should be updated to include design standards for bike lanes/sharrows, bulb-outs and to recognize Fire Code Standards on this type of street. These elements should be implemented into the Evans Station Area as appropriate.

- **Neighborhood Street** – Based on the City's Local Street typical section, neighborhood streets serve local traffic while creating a comfortable atmosphere for residents. Traffic should be encouraged to move slowly through the neighborhood. Additional traffic calming techniques should be considered if needed for the safety of the community. Two travel/parking lanes (one in each direction) are sufficient. Continuous sidewalks with tree plantings, on-street parking and lighting are recommended throughout. With lower traffic volumes and speeds on neighborhood streets, bike lanes and sharrows are unnecessary. The City's Rules and Regulations should be updated to include bulb-outs and to align with Fire Code Standards on this type of street.

It is important to note that given the realities of funding limitations and right-of-way constraints in urban areas, not every street can meet this vision for enhanced street design in the short term. The South Broadway Reconstruction Project (underway) provides an example - the project must be designed within the existing 100 feet of right-of-way, and therefore suitable compromises must be made to traffic lane and sidewalk dimentions. Figures 9, 10 and 11 depict cross sections for three key streets in the station area - Delaware Street, South Broadway and Jewell Avenue. As properties redevelop on these streets, the City should request that additional right-of-way be dedicated in order to meet enhanced street standards recommended in this plan.



LEGEND

- Mixed Use -Main Street (2 - 5 Stories)
- Mixed Use Residential
- Urban Residential
- Single Family-Duplex
- Single Family
- Mixed-Use- Employment
- Public/ Quasi Public
- Transit Plaza
- Arterial Streets
- Local Station Collector Streets
- Bus Routes: 0, 0L, 21 and 51
- Transit Parking
- Evans Light Rail Station
- Pedestrian Bridge Plaza
- Station Tower/Vertical Pedestrian Connection
- SW Corridor Light Rail
- 1/4 and 1/2 Mile Walk Radius
- Existing Parks
- Station Gateways
- Existing Traffic Signal
- Proposed Relocated Traffic Signal

0 400 800 1,200
200 Feet

Figure 8. *Transit and Automobile Circulation Plan*

Figure 9. *Proposed Cross Section for South Delaware*

Recommended South Delaware Cross Section near Evans Station. Given the limited right of way along Delaware to accommodate this recommended cross section, additional right-of-way should be dedicated as properties redevelop to meet the 14-foot pedestrian zone standard for this street. Incorporate bike lanes or sharrows according to City standards.

Figure 10. *Proposed Typical Broadway Section at Left Turn Lane*

Recommended Typical Broadway cross section, using the existing 100′ right-of-way. Given the limited right of way along Broadway to accommodate multi-modal transportation requirements, additional right of way should be dedicated as properties redevelop to meet the 21-foot pedestrian zone standard for an arterial street. In the future, incorporate bike lanes or sharrows according to City standards. Note: Traffic operations may require additional turn lanes at some intersections, such as at Evans.

Figure 11. *Proposed Cross Section for Jewell*

Recommended Jewell Avenue Cross Section At Broadway Looking West. The existing right-of-way will accommodate this recommended cross section. Incorporate bike lanes or sharrows according to City standards.

Mobility and Infrastructure Recommendation 2: Street and Intersection Improvements to Broadway and Evans (Enhanced Transit Corridors). *Blueprint Denver* and the *Strategic Transportation Plan* identify Broadway and Evans as enhanced transit corridors which are both intended to be multi-modal streets.

2a. Design Enhanced Transit Corridors - Redesign South Broadway and Evans to balance the needs of traffic operations, safety and comfort of pedestrians and transit riders, and considerations for economic opportunities along these corridors. Reconstruction should include key streetscape, transit infrastructure (bus shelters, signs, trash recepticles), and bike and pedestrian improvements according to adopted design standards for enhanced transit corridors.

2b. South Broadway as Main Street - Wide attached or detached sidewalks, street trees, curb extensions and on-street parking are necessary to realize the vision of South Broadway becoming a vibrant, pedestrian friendly main street.

2c. Evans Bridge - Address aesthetic and operational needs on the Evans Bridge in the short term. Study the feasibility of retrofitting the existing bridge to accommodate pedestrians and bicycles (see Recommendation 4a). When replacement of the bridge becomes a priority, an emphasis should be placed on balancing pedestrian/bicycle safety and Evans Station access with traffic operations. Future bridge reconstruction should provide at least 8' wide sidewalks on each side of the bridge. At that time, a vertical connection (elevator and stairs) from the Evans Bridge to the light rail station should be considered.

Mobility and Infrastructure Recommendation 3. Relocate traffic signal on Broadway from Colorado to Jewell Avenue Intersection - A traffic signal at Jewell should be considered as the area redevelops to allow for easier connections to the proposed new pedestrian bridge at Jewell and easier access to the new development along Jewell and the area north of Evans. The traffic signal would need to be warrented and studied and approved by the City's Traffic Engineering Services (TES) Division.

Bicycle and Pedestrian Circulation Recommendations

Creating east-west bicycle and pedestrian connections is of highest priority in the Evans Station area (see Land Use and Urban Design Recommendation 5a). Residents west of South Santa Fe Drive and the tracks cannot comfortably walk or bike to the Evans Station, and residents east of this barrier cannot walk or bike to the South Platte River Greenway. Recommendations in this plan focus on making this neighborhood whole again by reintroducing these connections.

Mobility and Infrastructure Recommendation 4. Pedestrian Improvements along Evans from South Broadway to the South Platte River - These east-west improvements are critical for better pedestrian/bike connectivity to and from the Evans Station.

4a. Evans Bridge Improvements – Short Term - Create a safer, more inviting pedestrian and bicycle environment on, under and adjacent to the Evans Bridge. Short-term improvements may involve retrofitting the bridge to address safety, maintenance, bridge aesthetics, and station access and visibility.

- Study the feasibility of retrofitting the Evans Bridge to better accommodate pedestrians and bicyclists. The study should consider improvements to bridge crosswalks and pedestrian signals, access to the station from the bridge, pedestrian lighting, and narrowing, altering or eliminating traffic lanes or expanding sidewalks to accommodate pedestrians and bicyclists.
- Paint bridge columns and structure in an attractive color palette complementary to the station colors to indicate the underside of the bridge as part of the station environment.
- Install pedestrian scaled lighting, either freestanding or attached to the bridge structure, to create a safe level of light under the bridge without producing excessive glare.
- On the Evans service roads between Delaware and Bannock, and along Evans between Bannock and Broad way, construct a detached sidewalk/amenity zone of 16'-21'. Some of this will be constructed as part of the Evans operational improvements project, and the remaining segments should be constructed as redevelopment of private property occurs via dedication of public right-of-way.
- Activate the space under the bridge with a public use, such as an art garden.

4b. Evans Bridge Replacement – Long Term - The Evans bridge is not scheduled to be replaced within the 20 year horizon of this plan. However, if and when the Evans Bridge is replaced, design the new bridge to accommodate pedestrians and bicyclists comfortably in addition to accommodating traffic operations.

4c. Evans and Broadway – Pedestrian improvements at this busy intersection need to be balanced with traffic operations improvements. Intersection design should consider person trips and impacts to the pedestrian environment. An attempt should be made to decrease the pedestrian cross distance and increase the size of the pedestrian/amenity zone to the standard 21' for a major arterial.

4d. Evans To the South Platte River – Pedestrian improvements are needed at the intersection of Galapago and Evans. As riverfront property redevelops along Evans, a more detailed pedestrian, bike and vehicular analysis should be done to evaluate and design access to S. Santa Fe Drive, the local street network, the Evans Station, and the South Platte River Greenway.

Enhanced, multi-modal streets are necessary throughout the station area in order to truly provide transportation choice.

Wide sidewalks, plantings, painted bridge surfaces and park benches create a comfortable pedestrian link along this bridge.

Figure 12. *Pedestrian Circulation Plan*

Mobility and Infrastructure Recommendation 5. Bicycle/Pedestrian bridge at Jewell Avenue and connection to the South Platte River Greenway - Together with the Evans bridge, this proposed bridge at Jewell is the priority pedestrian and bicycle crossing to tie together the neighborhoods on the east and west side of S. Santa Fe Drive. In addition to making critical multi-modal connections, the Jewell Avenue Bike/Pedestrian Bridge should be designed to serve as a focal point and public plaza at the west end of the Jewell Avenue redevelopment area. Once the bridge is built, appropriate connections to regional bike routes from Jewell will be necessary, including the South Platte River Greenway Trail and the D-9 bike route on Sherman.

5a. Connection to the South Platte River Greenway Trail - West of S. Santa Fe Drive, this new bike/ped connection will continue on Jewell along the south side of the Overland Golf Course. The route will connect to the South Platte River Trail via Huron St. at the existing Pasquinel's Landing Park at Asbury. A proposed recreational path bridge at Jewell across the South Platte would serve to complete this connection to Ruby Hill Park.

5b. Connection to the D-9 bike route - East of the Jewell bike/ped bridge, connection across S. Broadway would occur at either Jewell or Colorado, depending on traffic signals, to link with the D-9 bicycle route on Sherman.

Mobility and Infrastructure Recommendation 6. Bicycle / Pedestrian bridge at Iliff Avenue - This bridge is considered a "major missing link" in the Bicycle Master Plan. Improvements to the Evans Bridge and construction of a bike/ped bridge at Jewell, recommended in this Evans plan, may provide sufficient east-west connectivity. If not, a bike/ped crossing at Iliff to complete the D-20 bike route should also be considered to tie together the neighborhoods south of Evans and on the east and west side of S. Santa Fe Drive.

Mobility and Infrastructure Recommendation 7. Neighborhood Bicycle and Pedestrian Improvements - Create better pedestrian and bicycle connections throughout the station area specifically between the Evans Station, South Broadway and existing parks. In addition to improvemetns to Evans addressed in Recommendation 4, recommendations include:

7a. Pedestrian improvements - Build/repair station area sidewalks to City standards, including pedestrian lighting and street trees. Priority streets include: Delaware between Asbury and Iliff including underneath the Evans bridge; Warren and Iliff. Pedestrian improvements on local streets north of Evans will occur with redevelopment.

7b. Abandonment of Existing Rail Spur north of Evans and on Jewell - Work with the Atchison Topeka and Santa Fe railroad to remove the existing unused rail spur that runs between the light rail tracks and Delaware and then connects up to Jewell. The City should consider acquiring this property to use as a greenway connection between Jewell and Asbury, thereby providing a direct pedestrian connection between the station and the Jewell Bridge and plaza (See Recommendation 5).

Convenient bike/ped connections to and from the South Platte River Trail are critical to making the Evans Station Area complete.

The Vision for Jewell Avenue includes a bicycle/pedestrian bridge connecting the redevelopment area across Santa Fe to the South Platte River Trail.

Figure 13. *Bicycle Circulation Plan*

7c. Bike routes on Delaware, Jewell and Iliff - Extend the bike route on Delaware north from Iliff to Jewell. Create a new bike route on Jewell when the bike/ped bridge is constructed. The Jewell Route should connect across Broadway to the D-9 route on Sherman and potentially along Acoma north to the D-18 route on Iowa. Complete the connection with signage and bike infrastructure on the D-20 route along Iliff.

Mobility and Infrastructure Recommendation 8. Station Gateways at Jewell, Asbury, Evans, Warren, and Iliff - A system of gateways and signage at key locations along Broadway and main pedestrian and bike routes will provide clear direction to the transit station. Conversely, the signage at the station should offer information about other primary destination within the TOD area. Priority locations of signage directing people to the station include:

- Broadway at Jewell, Asbury, Evans, Warren, and Iliff
- Delaware at Iliff and Asbury
- Cherokee at Jewell and Asbury.

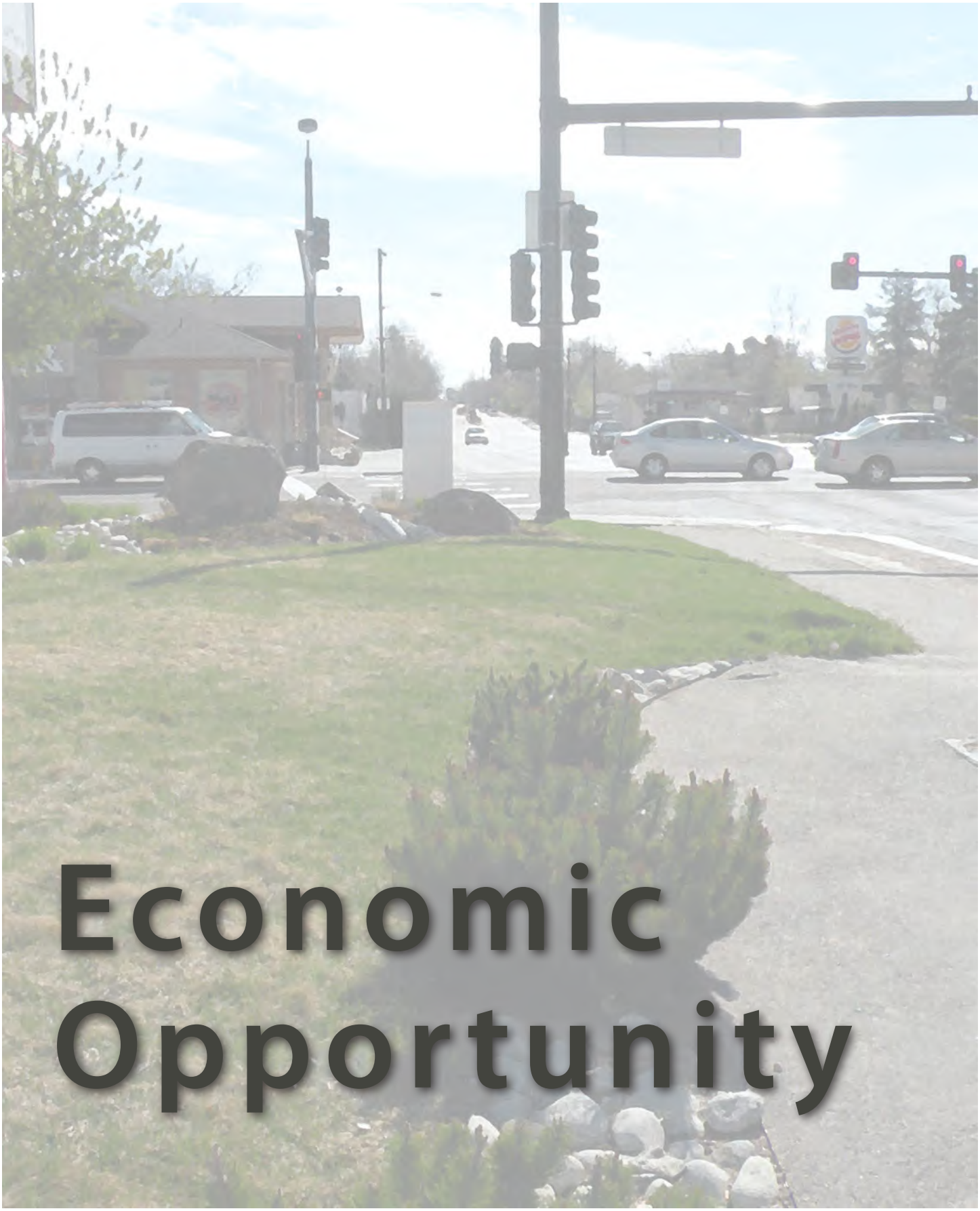
Drainage Improvement Recommendations

The Harvard Gulch floodplain triggers additional development requirements in portions of the station area, such as along Broadway, Delaware and Asbury (See Page 54). Redevelopment in areas of change can be facilitated by constructing stormwater improvements that essentially remove the floodplain from private properties. Future private development and new construction of public infrastructure should apply Low Impact Development (LID) strategies for storm water management and water quality.

Mobility and Infrastructure Recommendation 9. Construct Stormwater Improvements identified in the Storm Drainage Master Plan - Two key stormwater projects would improve the drainage system in the Evans Station Area.

9a. Asbury outfall and Broadway stormwater improvements - As part of the improvements for the South Broadway Reconstruction project and the Denver Storm Drainage Master Plan, stormwater improvements will be made along Asbury Avenue between Broadway and the South Platte River in accordance with the City's design standards for storm drain construction and street flow-depth criteria. These improvements will not remove the 100-year floodplain designation.

9b. Drainage Improvements to Harvard Gulch - The city of Denver is in the process of evaluating the feasibility and constructability of new stormwater improvements to the Harvard Gulch basin west of Logan. These potential improvements are intended to ultimately remove the 100 year floodplain and may also include a detention pond or drainage amenity at Rosedale Park, east of the station area.



Economic Opportunity

Economic Opportunity

FasTracks promises to bring the Denver region an unprecedented opportunity to promote and facilitate transit-oriented higher density, mixed-use residential and commercial development. To identify, leverage, and maximize these opportunities, the city commissioned a TOD Economic Analysis and Market Study completed by Basile Baumann Prost Cole & Associates (BBPC). The overall objectives of the study were to forge a better understanding of the economic context in which the city may plan for TOD, and to develop specific recommendations regarding the amount, type, mix, and intensity of uses appropriate for selected station areas.

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 the greatest 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

Residential, Office and Retail Market

According to the BBPC market study, the Evans Station area contains approximately 69.3 acres of underutilized land. Of this land, there are many parcels and property owners spread throughout the station area. Multiple acres north of Evans and west of Broadway have been assembled by a single property owner, escalating the potential for large scale redevelopment in this part of the station area.

Over the next twenty years, the Evans Station Area is envisioned to expand and reinforce its identity as a predominately residential urban neighborhood. With 69.3 acres of underutilized land, there is potential for the expansion of residential units, office space, and community-oriented retail uses. Three redevelopment scenarios have been projected for possible net new development in the 1/2 mile radius around the platform based on market trends and land capacity. The first two scenarios, Modest and Moderate, are based on projected market conditions over the next 15-20 years. The third, Capacity, is based on development of underutilized sites to their maximum allowable square footage. The following is a breakdown of the three development scenarios:

Future Redevelopment Scenarios - Net square feet of development	Residential	Office	Retail
Modest	850,000	160,000	100,000
Moderate	1,000,000	190,000	170,000
Capacity	1,960,000	300,000	450,000
Existing square feet of development	1,065,000	36,453	119,279

Source: BBPC Market Study, 2007

In addition to the Market Study, the Evans Station planning process revealed a potential market niche in the Evans Station area of creative industries. Music instruction and retail, interior design, industrial design, film, woodworking, industrial arts and research and development are all prevalent industry types in the Evans Station area. Factors that contribute to this niche include a prevalence of small properties with industrial zoning ideal for industrial arts, location of two folk music schools (Swallow Hill and Denver Folklore Center), and the proximity of Antique Row and the Denver Design District further north on Broadway.

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. An ongoing regional dialogue is critical to address the challenges inherent in implementation of TOD. 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.

The City & County of Denver presently offers a broad array of programs that could be used to effectuate transit-support-

ive 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 to help facilitate positive reinvestment in the Evans Station area.

Regulations, guidelines and development of 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, 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.

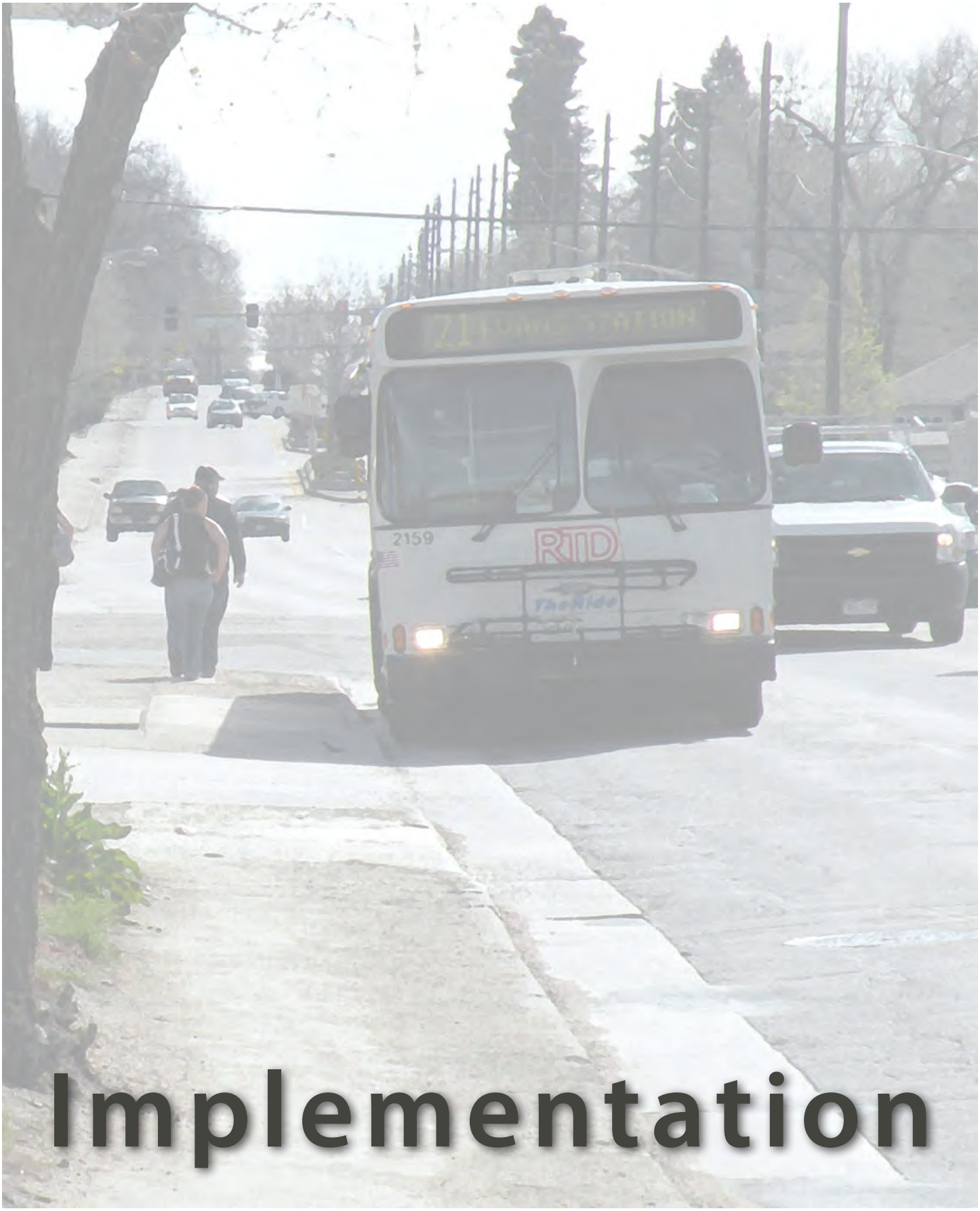
Financing/Funding methods - Transit-oriented development often occurs as infill development in established areas or through redevelopment of sometimes contaminated sites. In these types of developments, the level of infrastructure required may include extensive reconstruction of the street network (or 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 Evans Station Area is partly contingent on the investment in improved pedestrian and transportation linkages particularly between the station and the Broadway Corridor.

Special Assessment District - Develop a special assessment district as part of the South Broadway reconstruction and potentially elsewhere in the station area. Consider other creative mechanisms for funding neighborhood improvements, amenities and public art to implement the community's vision for improving neighborhood identity and creating unique and well utilized public spaces.

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). Denver Office of Cultural Affairs' Create Denver revolving loan fund is a great resource for creative small business development.

Neighborhood Marketplace Initiative - Work with the Denver Office of Economic Development and the Neighborhood Marketplace Initiative to develop market profiles for South Broadway and the Evans Station Area to call attention to the lifestyle, businesses and amenities available in this neighborhood.

The Office of Economic Development and the Denver Office of Cultural Affairs provide resources for business retention and creative small business development.



Implementation

Implementation

This section discusses phasing of the plan's implementation and identifies the essential action items necessary to accomplish the Evans Station Area Plan recommendations.

Phasing

The plan recommendations strive to direct appropriate change to the area over a period of 20 years. While the city will influence implementation of the plan through regulatory means, investments in infrastructure and partnerships, much of the change will be implemented by private property owners incrementally over a number of years or decades. Several factors influence the extent and the phasing of this plan's implementation:

Investment in Infrastructure - Reconstruction of South Broadway and Evans (as well as investment into Ruby Hill Park, the Platte River Greenway and Aqua Golf) will likely facilitate an influx of private investment and development in the area. As private money flows into the area, South Broadway and the Evans Station Area will emerge as a place with a unique identity - a place where people (residents, businesses, investors) want to be. The effects of both public and private investment along South Broadway will be apparent by 2011. Other major infrastructure improvements in the station area will occur over time as redevelopment occurs (in the case of sidewalks) or as funding becomes available (in the case of bike/ped bridges).

Land Assemblage - Realization of plan recommendations in areas of change depend largely on property ownership. In portions of the station area where a single property owner has purchased several properties, evidence of change will come more quickly, likely in the next five years. In parts of the station area where there are many individual property owners, we will not likely see much change until market conditions support the type of development and reinvestment described in this plan.

Zoning - The New Zoning Code will facilitate implementation of this plan through context-based and form-based regulations that encourage mixed use development and an urban form. As part of the New Code adoption, many vacant and underutilized properties in the areas of change will be rezoned to mixed use districts with property owner support. Where viable industrial businesses exist, rezoning in order to implement the plan will occur more slowly, as the market dictates, allowing for more gradual change.

Business recruitment and retention - As change comes to the Evans Station Area, the city must balance goals of recruiting new businesses, retaining existing businesses within the city and creating walkable, mixed use neighborhoods near transit stations. The recommendations in this plan are intended to be flexible enough to allow change to occur as the market dictates. However, some proactive measures for retaining existing small businesses and recruiting new ones may be necessary.

Catalyst Projects

Several projects will act as catalysts to lead the charge toward station area plan implementation:

- South Broadway and Evans Avenue Reconstruction
- Adoption of the New Zoning Code and rezoning properties appropriately in the Evans Station Area
- Evans Pedestrian / Bicycle Feasibility Study and associated improvements
- New mixed use - residential development north of Evans along S. Broadway or Jewell and on Delaware across from the station
- Jewell Pedestrian/Bicycle Bridge
- Harvard Gulch Improvements Project

Implementation Strategies

The following tables describe Implementation Strategies for the Station Area. The table is organized by Regulatory Tools, Public Infrastructure Tools and Partnership tools. Each Implementation Strategy includes reference to the numbered Plan Recommendation(s) it implements, a general timeframe and key responsibilities. The Plan recommendations are abbreviated for each section: 1) LU/UD = Land Use and Urban Design; 2) MOB/INF = Mobility and Infrastructure; and 3) ECON = Economic Opportunities. Timeframes are organized by short term (1-5 years), medium (5-10) or long (10-20 years) term. This plan does not require these timeframes if opportunities arise sooner than predicted.

Regulatory Tools

Recommendations	*Implementation Strategy*	*Timeframe*	*Key Responsibility*
LU/UD 1 - 3	**Adopt New Zoning Code -** Adopt and Implement a New Zoning Code with context- and form-based regulations that facilitate redevelopment in Areas of Change and respect the character of the existing established neighborhoods.	Short	CPD, City Council
LU/UD 1 - 4, 6, 7	**Support Rezoning** - Rezone or support rezoning applications within the Evans Station Area to allow for a future mixed-use neighborhood and residential development aligning with this Plan's Vision and recommendations. New zoning districts should promote diverse housing choice integrated with employment and shopping opportunities. Districts that permit appropriate development intensities and building forms addressing active edges, build-to lines, and transitions between contexts should be considered in accordance with this Plan.	Short-Long	CPD, Private Property Owners, City Council; RNOs
LU/UD 1 - 3, 6	**Incentivize Ground Floor Retail** - The existing zoning code does not offer incentives or mandates for mixing uses or required ground floor commercial or retail. Concentrating and allocating commercial and retail in the Evans station area as recommended in this plan is essential to creating a vibrant, successful TOD. Coordinate with the New Zoning Code to create such incentives.	Short - Medium	CPD
LU/UD 11	**Facilitate Sustainability** - Eliminate regulatory barriers to sustainable building and development practicies in the New Code.	Short	CPD, Greenprint Denver
MOB 1	**Develop New Street Standards -** Work with PW, the Fire Department and the Living Streets initiative on developing and enforcing new street cross section design standards that are context-sensitive, guided by adopted plans and accommodate vehicle, bike, pedestrian and bus mobility.	Short	Public Works, CPD, Fire Department
LU/UD 1-3	**Respect Neighborhood Transitions -** As properties backing to existing residential are redeveloped along Broadway and Delaware, carefully consider transitions between the neighborhood and new mixed-use projects by encouraging parking in the rear, landscape buffers, and a gradual transition of building heights using step backs to reduce the overall bulk of mixed use buildings toward the back of the lot.	Short-Long	CPD, Private Developers
LU/UD 4	**Update Inclusionary Housing Ordinance (IHO)** – Reconsider policies in the City's Inclusionary Housing Ordinance (IHO) to better respond to the needs at TOD stations. Possibly remove in lieu fees /or increase IHO requirements in station areas. Explore a mechanism for requiring that a percentage of new rental housing be made affordable.	Medium	OED, CPD
LU/UD 5	**Create Public Open Space -** Develop a regulatory strategy for creation of public open space for new development north of Evans. This could include requiring a General Development Plan or coordination with the New Zoning Code to incorporate flexibility in mixed use districts for aggregation of open space.	Short-Medium	Parks and Rec., Land Owners, DIstrict 7, CPD
LU/UD 8, 4	**Reduce parking requirements** in mixed use zoning districts adjacent to transit stations and further reduce parking requirements for affordable housing. Increase ways to meet minimum parking requirements. Incentivize structured and shared parking adjacent to transit stations. Inform the Strategic Parking Plan and TOD Strategic Plan with the parking strategies identified in this plan.	Short-Medium	CPD

Infrastructure Tools			
Recommendations	***Implementation Strategy***	***Timeframe***	***Key Responsibility***
MOB/INF 1-2, LU/UD 2	**Transform South Broadway into a Main Street.** Reconstruct South Broadway according to adopted policies and design guidelines for Enhanced Transit Corridors. Together with main street regulations, an enhanced streetscape design - including 21' detached sidewalks, street trees, curb extensions and on-street parking - should be implemented as development occurs to realize the vision of South Broadway becoming a vibrant, pedestrian friendly main street.	Short	Public Works
MOB/INF 2a and 2c, LU/UD 9	**Improve Pedestrian/Bicycle Environment on Evans Bridge**. Conduct a feasibility study for retrofitting the Evans Bridge to improve the bicycle and pedestrian environment. Study feasibility and cost of expanding the Evans Bridge or attaching a pre-fabricated walk/bike way to the existing bridge to accommodate pedestrians and cyclers on the bridge; Consider feasibility of a vertical connection between the bridge and Delaware; Improve railings and painted surfaces; Install pedestrian countdown signals	Short	CPD, CDOT, Public Works, RTD
MOB/INF 2c and 4a, LU/UD 9 and 10	**Improve Evans Bridge Aesthetics (under and over).** Assess interest in creating a special assessment district in order to add pedestrian lighting under the Evans Bridge along Delaware. Paint bridge elements (or replace with attractive and durable materials) to help improve the visual appeal of the area. Increase clean-up and maintenance around the bridge and abutments. Create an active public use under the bridge, such as an art garden. Any improvements must not interfere with inspection and routine maintenance of the Evans bridge.	Short	Public Works, CDOT, DOCA, Council District 7, Neighborhood Organizations
MOB/INF 8, LU/UD 10a	**Install Wayfinding Signage** at gateways (on Broadway at Jewell, Asbury, Evans, Warren and Iliff) to direct people toward the Evans Station.	Short	RTD
LU/UD 5a, MOB/INF 5	**Construct Pedestrian Bridge at Jewell Avenue** and bicycle/pedestrian improvements and connection to the South Platte River Greenway. This pedestrian bridge is the priority crossing for the area to create better pedestrian and bicycle access east/west and to help support development of the new mixed-use district north of Evans.	Short-Medium	CPD, Public Works, Private Developers
MOB/INF 7b	**Acquire Atchison Topeka & Sante Fe railroad spur right of way** near the intersection of Cherokee Street and Jewell Avenue for a public plaza that will anchor the Jewell Pedestrian Bridge and complete the pedestrian connection between Jewell and the Evans Station.	Short-Medium	CDP, Public Works, Parks and Rec., Office of Management and Budget
MOB/INF 1	**Create enhanced streets** throughout the station area as redevelopment occurs. Some streets such as Delaware and Cherokee have narrow right of ways (Delaware 50', Cherokee 44'). Property owners may be requested to dedicate additional right of way if current street and fire clearance standards are enforced. Coordinate with Public Works and the Fire Department to develop new enhanced multi-modal street design standards..	Short - Long	CPD, CDOT, Public Works, FIre Department

Infrastructure Tools

Recommendations	Implementation Strategy	Timeframe	Key Responsibility
MOB/INF 4, 7	**Station Area Pedestrian Improvements** Secure funding for building/repairing sidewalks on priority pedestrian streets where redevelopment is not anticipated. Sidewalks should be repaired/ built to meet city standards, including pedestrian lighting and street trees. These may require creation of a special assesment district. Priority locations include Evans between Delaware and Bannock; Evans from the South Platte River to the Evans Bridge; Delaware between Asbury and Iliff; Warren between Delaware and S. Broadway; Jewell between Cherokee and S. Broadway; Iliff between Delaware and S. Broadway; Galapagos and Evans intersection.	Short - Long	CPD, CDOT, Public Works
LU 10c	**Public Art.** Develop a comprehensive public art system for the station area using 2% of construction fees for projects in the area and through creative funding available through Denver Office of Cultural Affairs.	Short-Long	Council District 7, CPD, DOCA, RNOs
MOB/INF 5b, 6, 7c	**Extend/create new neighborhood bike routes.** Incorporate new bike routes into the Multi-modal Access and Connectivity Plan. Install proper signage, bike lanes and/or "sharrows" (according to Public Works' standards) along the new and extended bicycle routes recommended in this plan. Locations include Delaware between Iliff and Jewell, Jewell between Huron and Sherman, Huron between Jewell and Asbury/Platte River Trail, and potentially Acoma between Jewell and Iowa	Medium	Public Works
MOB/INF 9, LU/UD 1	**Remove Harvard Gulch Floodplain.** Construct Harvard Gulch storm improvements. Construct Asbury storm improvements to implement the Storm Drainage Master Plan. Coordinate improvements with future density and redevelopment in the area so as not to preclude future growth around the station.	Medium - Long	CPD, Public Works, Urban Drainage, Parks and Rec., Private Developers
LU/UD 5a, MOB/INF 6	**Construct Pedestrian Bridge at Iliff** to complete the D-20 bike route. This pedestrian bridge is considered a "critical missing link" in the Bicycle Master Plan and, together with connections across Evans and Jewell, would complete the neighborhood in terms of connectivity and access to the Platte River Greenway and to the Evans Station.	Long	Public Works, CPD
MOB/INF 1, 4b	**Replace Evans Bridge.** Eventual reconstruction of the Evans bridge with the full array of pedestrian/bicycle improvements on both sides of the structure, including vertical circulation from the bridge to the light rail station.	Long	Public Works

Partnership Tools

Recommendations	Implementation Strategy	Timeframe	Key Responsibility
LU/UD 4	**Expand Affordable Housing.** Utilize the recently established TOD Fund to strategically invest in properties in order to preserve and expand the amount of affordable housing at transit stations. Promote the use of CDBG, HOME, Multi-family Revenue Bond allocations and Low Income Housing Tax Credits for affordable housing projects in close proximity to transit.	Short- Long	CPD, OED, Enterprise Community Partners, Urban Land Conservancy, Private Developers
All	**Interdepartmental Coordination.** Most recommendations in this plan require coordination with other city departments and regional agencies. As these recommendations move forward, coordinate with the appropriate agencies to maximize potential for successful plan implementation.	Short	CPD, Parks, Public Works, Greenprint Denver, BMO, DOCA, Office of Economic Development

Partnership Tools (cont.)			
Recommendations	***Implementation Strategy***	***Timeframe***	***Key Responsibility***
All	**Active Community Engagement.** Continue existing neighborhood communications, meetings and city processes to keep the community updated and engaged on the station area implementation and the neighborhood's roles/responsibilities.	Short-Long	CPD, RNOs, Council District 7
MOB/INF 1, 2, 4c, LU/UD 2, ECON	**Develop a special assessment district** as part of the South Broadway reconstruction and potentially elsewhere within the station area. Consider other creative mechanisms for funding neighborhood improvements, amenities and public art to implement the community's vision for improving neighborhood identity and creating unique and well utilized public spaces.	Short	South Broadway Business Owners, Public Works, CPD, Council District 7, RNOs/ Neighborhood Residents
LU/UD 10, MOB/INF 1, 2	**Coordinate with RTD (Wayfinding and Station Identification).** Install wayfinding signage at gateway locations recommended in this plan. Consider renaming the station to "Evans Station at Overland Park", or something similar.	Short	CPD/RTD/Public Works
LU 1-3	**Leverage redevelopment opportunities** (private developers and land owners). Continue communication with land owners to organize redevelopment opportunities. Work with developers and land owners for a catalyst project to realize the type of development proposed and ensure it meets the goals of this plan and the TOD Strategic Plan	Short	CPD, Private Property Owners, Council District 7
LU/UD 1-3, ECON	**Business Relocation/Retention.** As the built environment changes over the years it may not be conducive for heavy industrial business operation. On the other hand, smaller, light industrial businesses and "creative industries" that are consistent with this plan's recommendations may feel pushed out by rising property values. OED can play a pro-active role in assisting with business retention and relocation as necessary.	Short-Long	OED
LU 4	**Community Partnerships for Housing.** Establish private-public partnerships with both non-profit community organizations, community development corporation (CDC's), and for–profit development companies to preserve housing affordability in the area.	Short-Medium	OED, CPD, Urban Land Conservancy
LU/UD 3, ECON	**Creative Industries.** Engage OED, DOCA and the industrial, arts/music/design community within close proximity to Evans Station and South Broadway to discuss mechanisms for marketing this area as a niche market for creative industries.	Short-Medium	Council District 7, CPD, OED, DOCA
LU 5	**Open Space.** Partner with Parks, private property owners, and land conservancy organizations to acquire/dedicate land necessary to implement this plan's open space recommendations.	Medium	Parks, CPD, Private Property Owners, Non-Profit Associations
LU 8b	**Coordinate with RTD (Relocate Parking).** Working within the constraints of RTD's enabling legislation, actively partner with RTD and private partners to relocate the Evans Park and Ride to a shared parking structure and redevelop the existing surface lot into a transit/neighborhood plaza.	Long	CPD/RTD/Public Works, Private Property Owners

The Community

Study Area Location and Overview

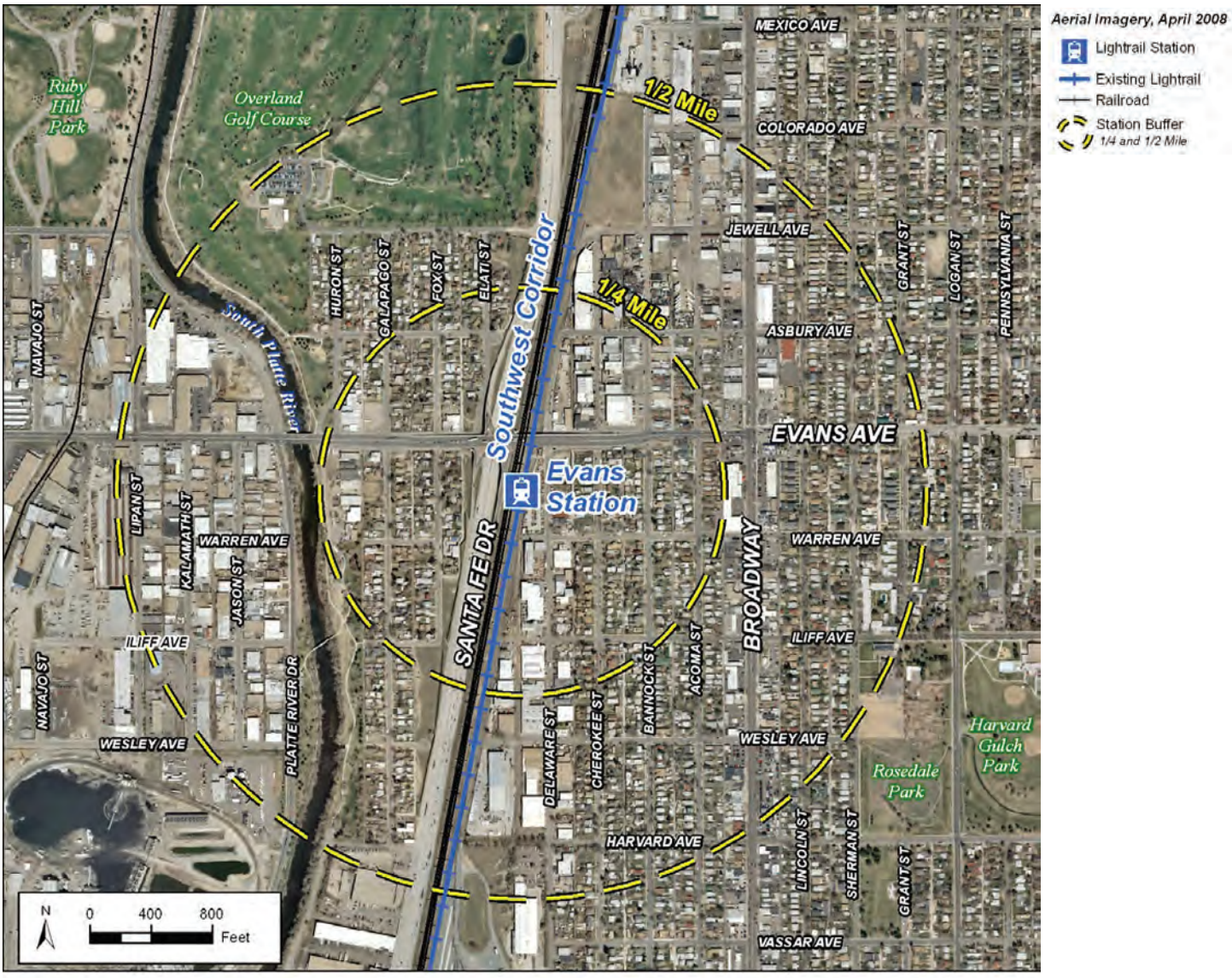
The Evans Station is the southernmost light rail station in Denver on the Southwest Corridor, which extends southwest from Broadway Station and continues along Santa Fe Drive. A small RTD park-n-ride with 99 spaces is located on the east side of the Evans platform.

Adjacent stations along the line include Englewood Station to the south and Broadway Station to the north. The Broadway Station is planned to become a "major urban center", making it an employment and entertainment destination. The park-n-ride adjacent to the station has a total capacity of 1,251 vehicles. The Englewood Station is characterized as an "urban neighborhood" and is similar to the Evans Station in scale. It is adjacent to a mixed-use development with moderate density residential, retail, and office space. With 910 spaces in the Englewood park and ride, and additional spaces planned, this station serves regional commuter traffic.

As characterized by the *Denver Transit-Oriented Development Strategic Plan*, the station area typology is "urban neighborhood". This typology indicates that the Evans Station will be a walkup station surrounded by mixed-use residential and local-serving retail. The recommended height range of buildings in the urban neighborhood station areas is two to seven stories according to the *TOD Strategic Plan.*

The half mile Evans Station area extends from Colorado Avenue to the north, Grant Street to the east, Harvard Avenue to

Figure 14. *Aerial Image*



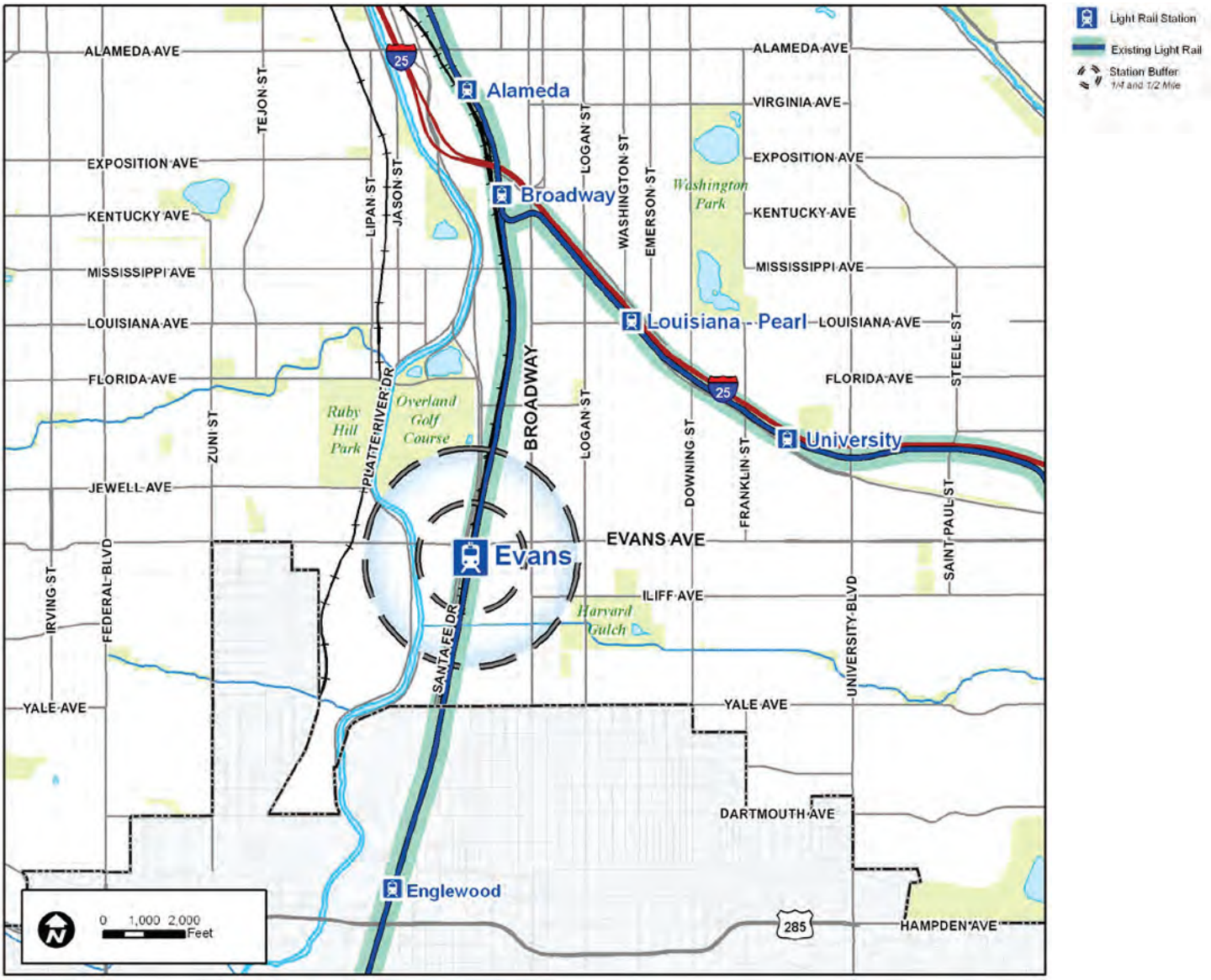
the south and Lipan Street to the west. This area constitues a half-mile, or approximately 10 minute walk from the station. The station area incorporates portions of the Overland Park, Platt Park, Rosedale, and College View/South Platte statistical neighborhoods.

The area is very rich in history. Denver's first white settlement, known as Montana City, was organized in a 12-square block area on the east side of the S. Platte River between Evans, Iliff, the river and the Santa Fe railroad tracks. It is now commemorated with Frontier Park on South Fox Street.

Overland Golf Course is famous as being the first golf course west of the Mississippi.

The Evans Station area has several infrastructure components that make it a valuable yet challenging location for TOD: adjacency to of a major cross-town corridor, Evans Avenue and a state highway, Santa Fe Drive; proximity to South Broadway, a major commercial corridor; and within biking distance of regional trails and green space along the South Platte River.

Figure 15. *Existing Light Rail*



Population and Housing Characteristics

The Evans Station Area includes portions of four of Denver's Statistical neighborhoods: Overland, Platt Park, Rosedale and the industrial side of College View / South Platte neighborhood. Over the past 50 years, all three residential neighborhoods in the station area have experienced a decline in population. After hitting a low point in 1990, however, these neighborhoods have seen moderate population increases.

The area is predominantly non-latino white. In the year 2000, latinos were the largest minority at 30% of the population, followed distantly by African Americans at 2%. Birth rate data between 2000 and 2006 shows an increase in latino births by and a decrease in white non-latino births. The Overland neighborhood is composed primarily of working-age adults. In 2007, 69% of the population was between the ages of 18 and 64.

According to 2008 data from the City of Denver, the total population of the station area is 2,218 residents. The 766 single-family housing units in the station area make up 71 percent of the area's total housing. Low rise multi-family structures, mostly in the form of duplexes and town houses, make up 28 percent of the housing stock and only .5 percent of residential units are in mixed-use buildings. The majority (68%) of these homes are owner-occupied.

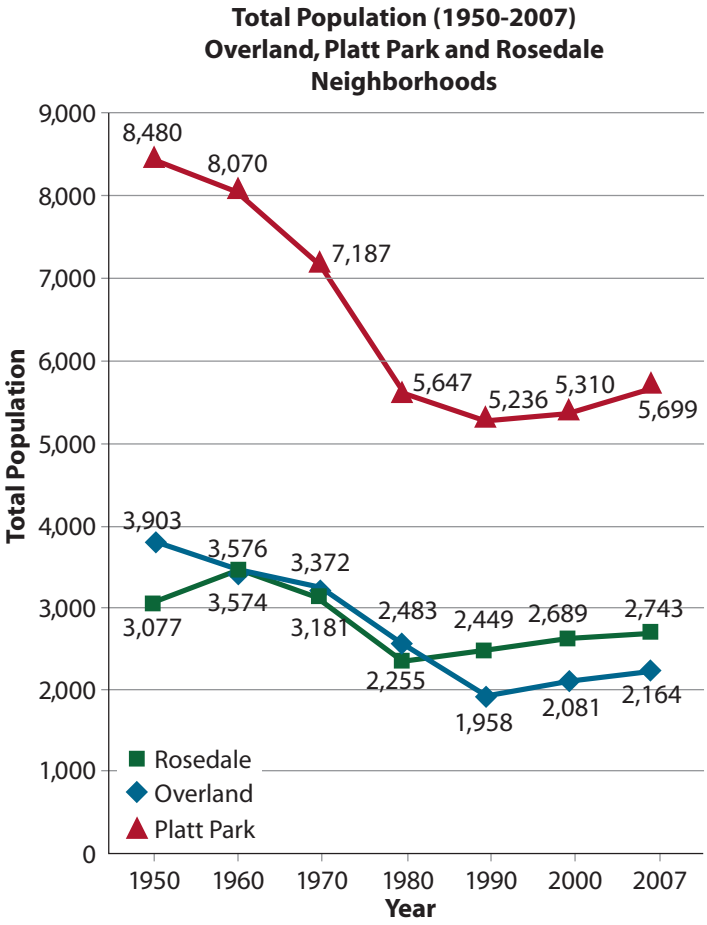
Household income is highest in the Platt Park neighborhood, with the majority of households falling into one of three income ranges: $50,000 to $75,000, $75,000 to $100,000, or $100,000 to $150,000. In Overland, most households fall into an income range of $50,000 to $75,000.

Figure 16. *Population and Housing*

Evans Station Area
Population and Housing (2008)

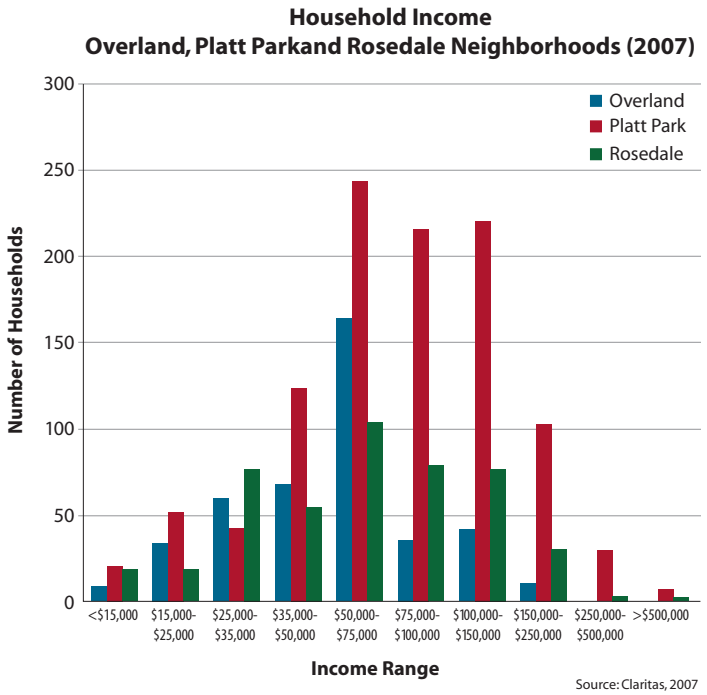
Total Population	2,218
Group Quarters Population	0
Residential Population	2,218
Total Housing Units	957
Group Quarters Units	0
Residential Units	957
Vacancy Rate (residential units only)	5%
# Persons Per Household (residential units only)	2.43
% Housing Units Owner Occupied	68%

Figure 17. *Neighborhoood Population*



Source: U.S. Census (1950-2000); Denver CPD (2007)

Figure 18. *Household Income*



Source: Claritas, 2007

Figure 19. *Neighborhood Race and Ethnicity*

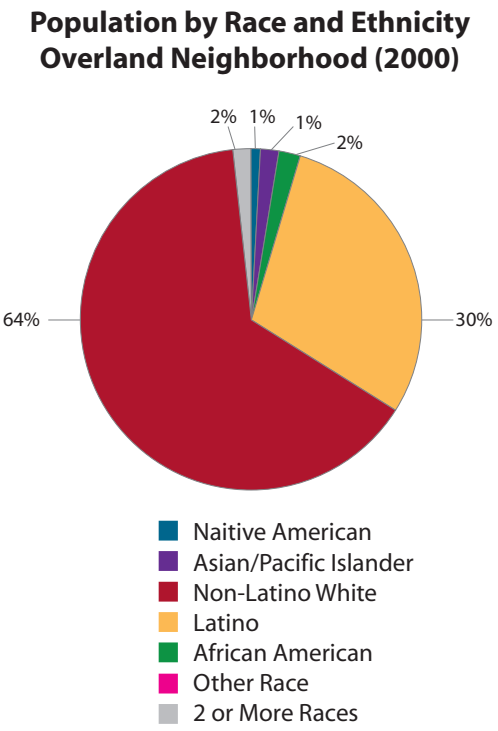
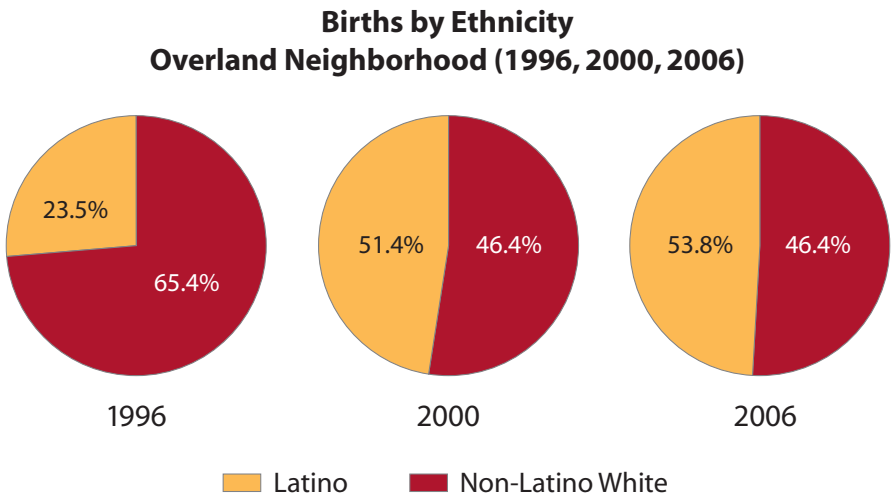
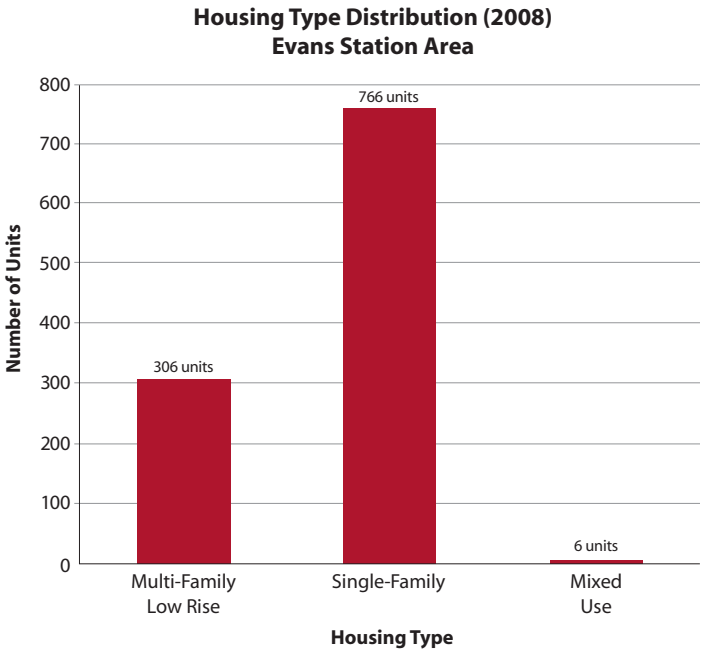


Figure 20. *Births by Ethnicity*



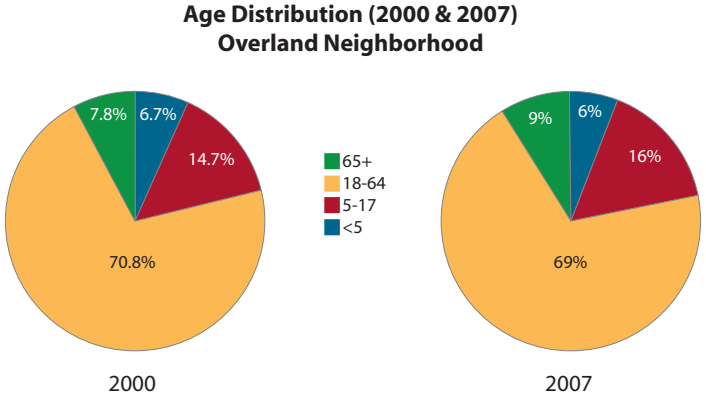
Source: CDPHE via Piton Foundation (2007)

Figure 21. *Housing Distribution by Type*



Source: Assessors Data, CPD

Figure 22. *Age Distribution*



Source: Claritas (2007)

Drainage

Much of the redevelopment area near Evans Station is within the Harvard Gulch floodplain (Figure 20), including properties along South Broadway, on Delaware both north and south of Evans, and north of Evans along Cherokee and Asbury. The presence of the floodplain places additional requirements on new development because in order to comply with City and County of Denver standards, building finish floor elevations (and/or lowest point of potential water entry into bldg) must be a minimum of 12" above 100-yr flood elevation in adjacent street or a minimum of 2 feet above adjacent street flowline. All garage entry elevations are required be minimum of 12 inches above adjacent street flowline, and a minimum of 8 inches above adjacent alley flowline elevations. Deviation from this criteria will require approval from Public Works DES-Wastewater. Building finish floor elevations and existing street/alley flowline elevations will be shown on Site Plan submittal for each phase.

Figure 23. *Harvard Gulch and South Platte River Floodplains.*

Land Use

Land use in the station area is quite segregated between residential neighborhoods, industrial areas along the railroad tracks and river and commercial along South Broadway (Figure 21). The current residential land use in the station area is a mixture of single-family and low-rise multi-family buildings. Approximately 22% of the station area is used for light and moderate intensity industrial uses. Between the South Platte River, the Overland Golf Course, and Rosedale and Harvard Gulch Parks, the Evans Station Area has a wealth of green space. Approximately 16% of the land area is public space with uses such as public parks or open space. Vacant buildings and surface parking comprise 5% of the land area.

Zoning

There are currently 13 zone districts in the Evans Station Area (Figure 22). Residential neighborhoods include an R-1 area west of the station, while neighborhoods east of the station and east of Broadway are zoned R-2. Commercial development is concentrated along Broadway Boulevard east of the station, primarily with B-4 zoning. Santa Fe Drive west of the station has several CDOT-owned remnant parcels zoned for commercial use, though these are all vacant at this time. Industrial zones in the station area are located along Santa Fe Drive or generally along the west bank of the South Platte River. The majority are zoned general industrial district, I-1, as a moderate intensity industry usage and

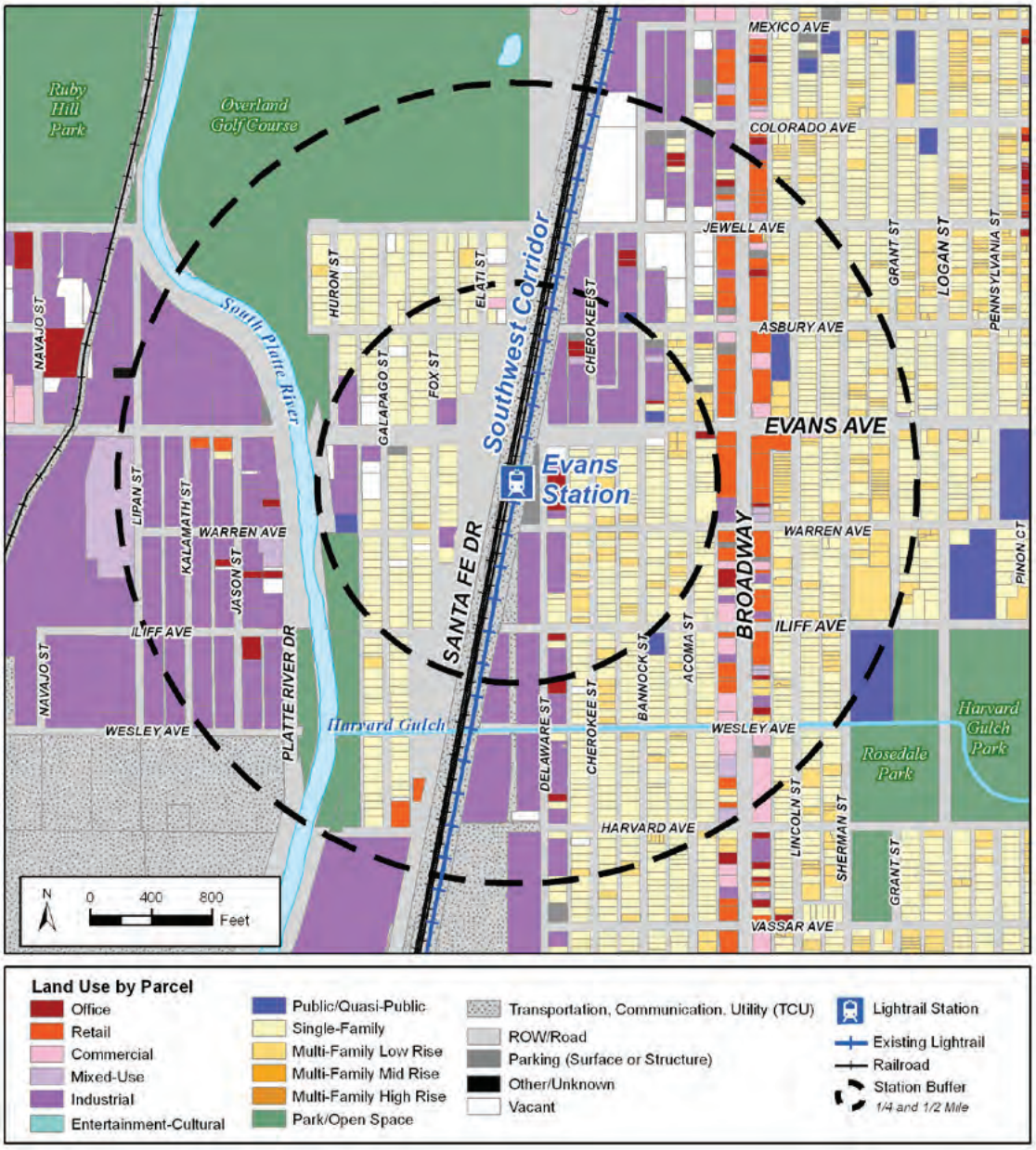


Figure 24. *Existing Land Use*

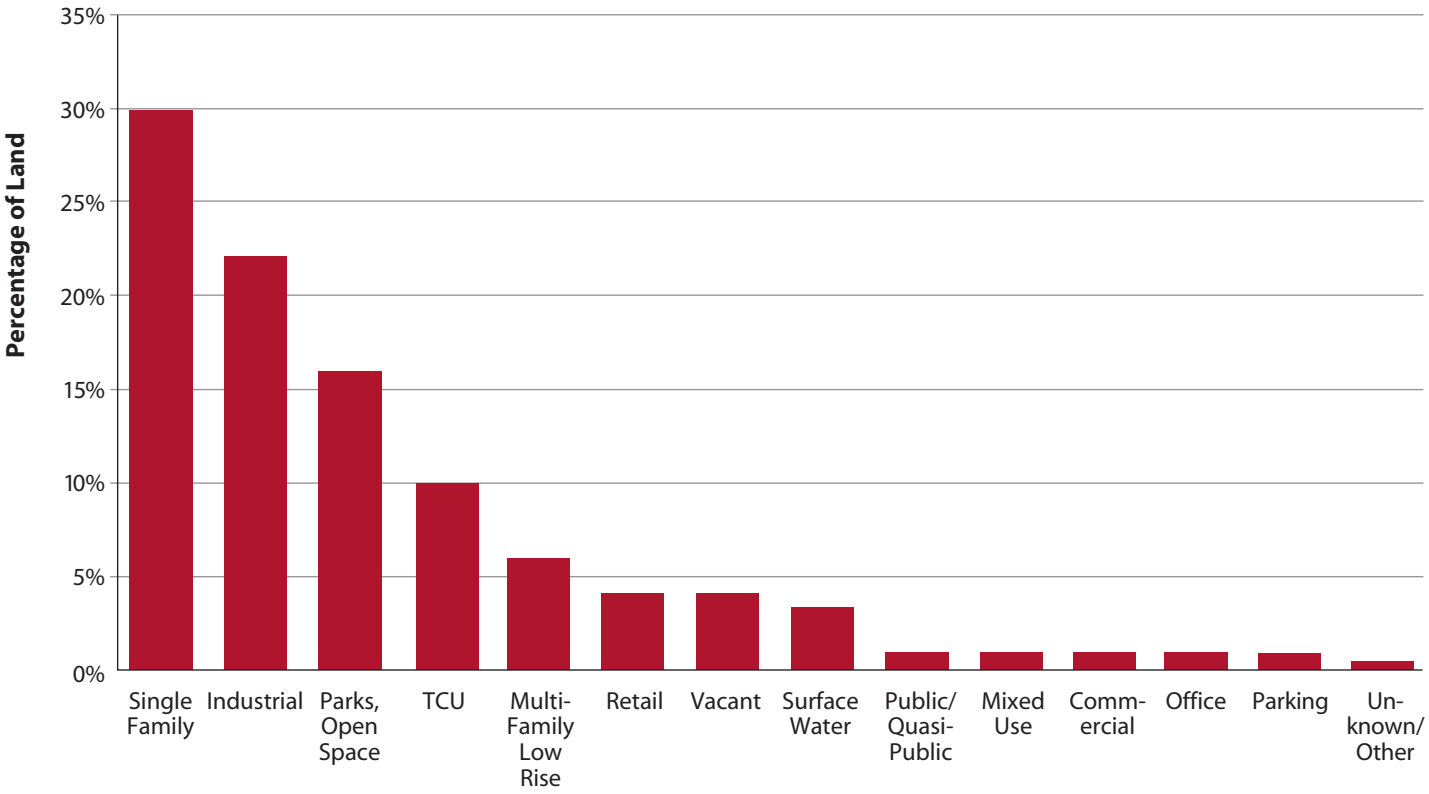


Figure 25. *Existing Land Use Distribution*

employment area. The Shattuck property on Jewell, a former Superfund Site that has been cleaned up by the EPA, is zoned for high intensity Commercial Mixed Use.

The following are descriptions of the existing zone districts in the Evans Station Area.

Business and Mixed-Use Districts

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 variety 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.

CMU-10 Commercial Mixed-Use District: This zone is the most restrictive of the commercial mixed-use districts, with the shortest list of allowed uses. The purpose of the district is to concentrate higher density commercial uses, spatially define streets, encourage higher site standards, and create a more attractive pedestrian environment. Although residential uses are permitted in this zone, it is expected that these uses will be responsible for buffering themselves from nonresidential uses adjacent to their property. Building floor areas are not allowed to exceed twice the size of their site area.

CMU-30 Commercial Mixed-Use District: This zone gives property owners flexibility by providing for a wide range of commercial, office, retail, industrial, and residential uses. Although residential uses are permitted in this zone, it is expected that these uses will be responsible for buffering themselves from nonresidential uses adjacent to their property. Building floor areas are not allowed to exceed the size of their site area.

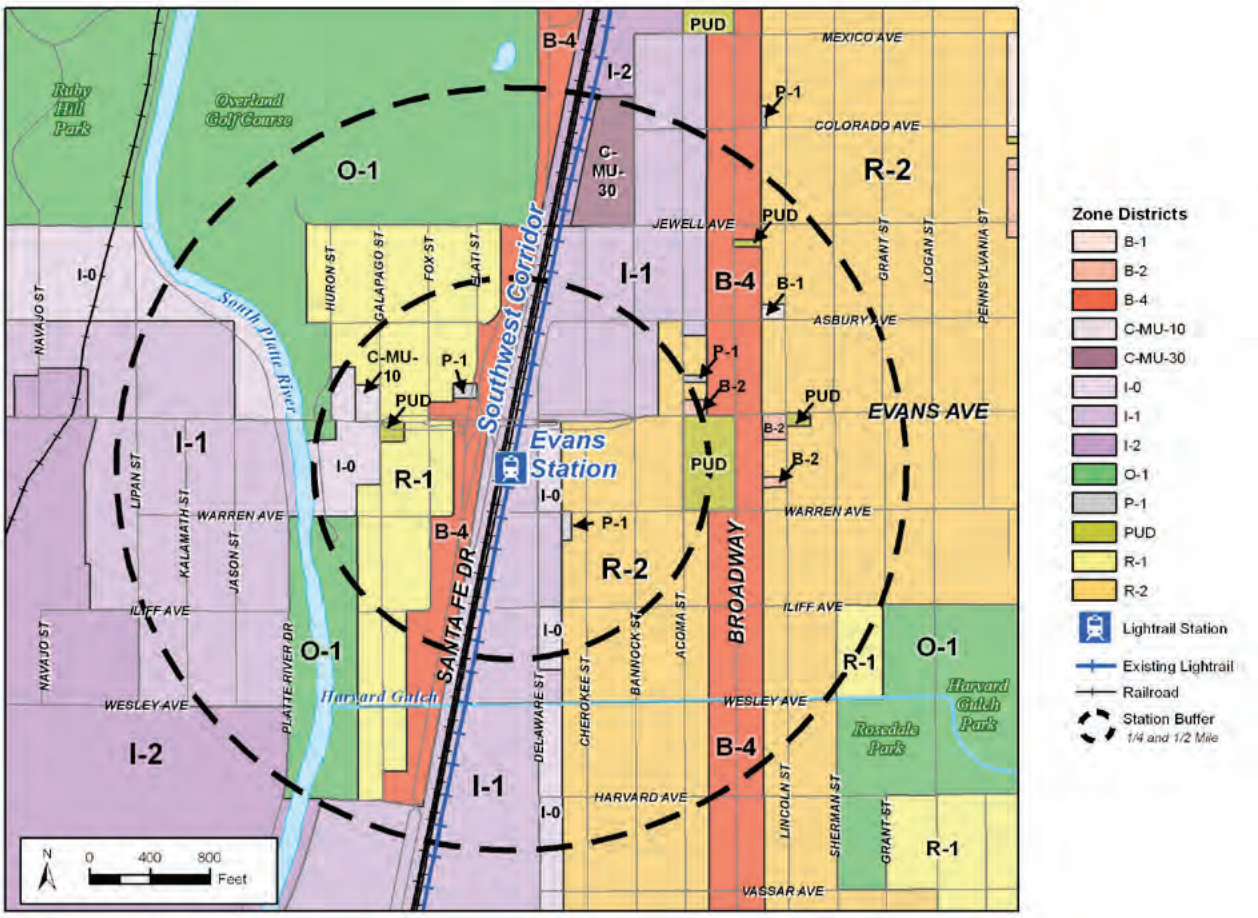


Figure 26. *Existing Zoning*

Residential Districts

R-1 Single Unit Detached Dwellings District. This residential zone district is a low density residential district that accommodates single family homes and certain limited ancillary uses. The current required minimum lot size is 6,000 square feet, which translates to a gross density of 7.3 dwelling units per acre. As shown on the Zoning Map, all of the R-1 zoning is west of Santa Fe Drive.

R-2 Multi-Unit Dwellings, Moderate Density District. This zone typically includes a mix of single-family, duplexes and multi-family structures. The size of the parcel, parking and other development regulations dictate the number of allowable units. The required minimum lot size is 6,000 square feet for each duplex structure with an additional 3,000 square feet required for each additional unit. This yields a maximum density of approximately 14.5 units per acre for the R-2 district.

Industrial Districts

I-0 Light Industrial/Office Zone District: This zone is intended to be an employment area containing offices and light industrial uses that are compatible with residential uses. Generally, an I-0 area serves as a buffer between a residential area and a more intensive industrial area. Development in this district is guided by bulk, setback, and landscaping standards.

I-1 General Industrial District: This zone is an employment area containing industrial uses that are more intensive than those in the I-0 zone. Development in this district is guided by bulk, setback, and landscaping standards. Building floor areas are not allowed to exceed twice the size of the site area. Some uses allowed in this district are conditional uses.

Other Districts

O-1 Open Space District: This zone allows airports, recreation uses, parks, cemeteries, reservoirs, community correctional facilities, and other public and semi-public uses housed in buildings. Setback requirements apply to the location of structures.

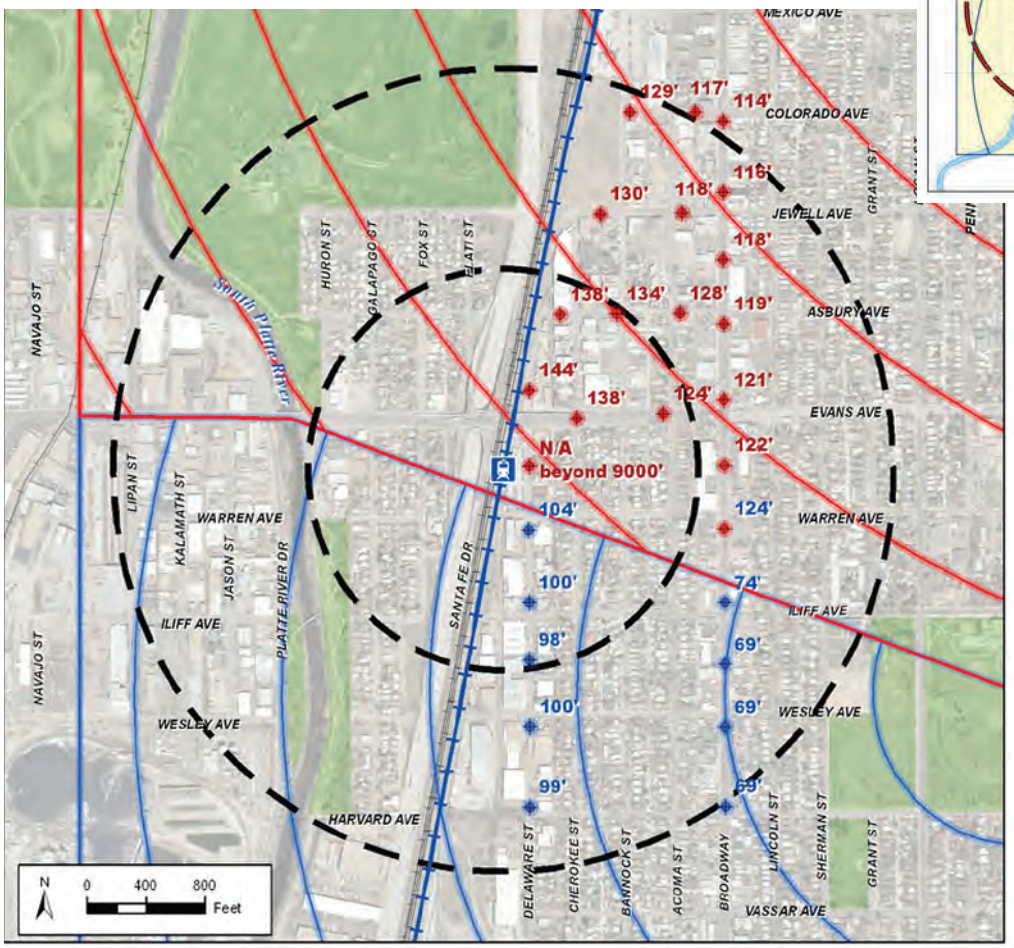
P-1 Off-Street Parking District: This district allows only parking lots and structures with bulk and setback regulations applying to structures. This zone allows business parking without the expansion of the business zone. There are requirements for visual screening when adjacent to residential uses.

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.

View Planes

In designated areas, limitations on construction are instituted in order to preserve panoramic mountain views in various parks and public places. Two such view plane ordinances affect the Evans Station Area. The Washington Park View Plane originates out of Washington Park and the State Home Park View Plane originates in Harvard Gulch Park. In these view planes, structures cannot exceed heights relative to reference points as shown on the View Plane Map.

Figure 27. *View Plane Ordinances*



Heights allowed by View Plane restriction at various points

- Points in State Home View Plane
- Points in Washington Park View Pane
- State Home Park View Plane
- Washington Park View Plane
- Parks/Open Space/Golf
- Lightrail Station
- Existing Lightrail
- Railroad
- Station Buffer
  1/4 and 1/2 Mile

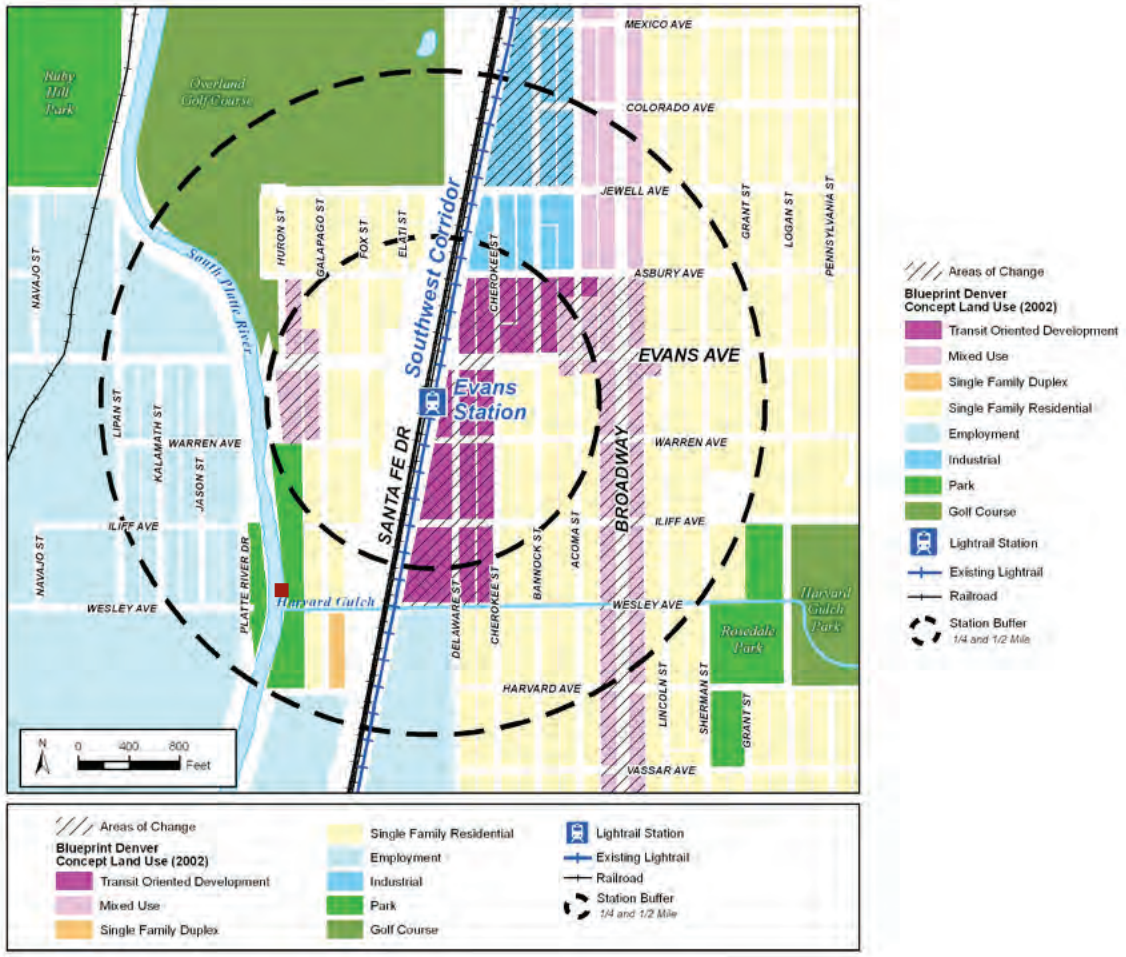


Figure 28. *Blueprint Denver Concept Land Use*

Blueprint Denver Land Uses

Blueprint Denver designates the Evans Station as a transit oriented development Area of Change. The area immediately surrounding the station as well as the industrial land adjacent to the Platte River are identified as having redevelopment potential. The commercial corridor along South Broadway Boulevard is recommended for mixed-use development with pedestrian focused activities at key intersections. The major intersection at Evans Street and South Broadway Boulevard, located within the Evans Station Area, will be a key node in the transit oriented development.

Blueprint Denver identifies several objectives for the transit oriented development areas surrounding light rail transit stations:

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

The Evans Station transit oriented development will embody these objectives as the station links multi-modal transit elements with existing and developing residential and commercial elements in this Area of Change.

Transportation

Light Rail Ridership

In 2007, Evans Station ranked 19 out of 34 stations in terms of ridership, with an average of 1,911 boardings and alightings per weekday. Tucked away underneath the Evans bridge, few signs point drivers or pedestrians to the station, and access by car, bike and foot is not intuitive or easy.

According to RTD, modes of transportation used to access light rail stations on the southwest corridor are essentially split three ways between driving alone, bus transfer and walking. The percentage of riders accessing the station by foot is on the rise, while a smaller portion of riders are driving alone to the station than when the southwest line was first built.

	SW Corridor	
Access Mode	2001	2006
Drove alone	48%	35%
RTD bus	29%	29%
Walked	12%	28%
Carpooled	7%	-
Bicycle	2%	3%
call-n-Ride	n/a	-
Dropped off	n/a	5%
Other	2%	-

Source: RTD Transit Access Guidelines, 2009

Vehicular Access - Broadway and Evans are major arterials that each support over 15,000 cars per day, with 1,000 to 1,500 cars during peak commuting hours in any given direction. Vehicles access the Evans park-n-ride from Delaware just south of the Evans bridge. They can reach Delaware either off the west bound Evans Bridge ramp or by driving through the existing residential or industrial areas north or south of Evans. The Evans park-n-ride has a capacity of 99 spaces in a surface lot and is at 97% utilization rate. RTD plans on building no additional parking at Evans Station. Businesses along Delaware and some residents complain about overflow parking in the neighborhood. Maximum walking distance from Evans Station parking is 700 feet, which is well within RTD's design criteria.

Pedestrian Access - Factors that contribute to walkability of a station area include a continuous network of streets and sidewalks, pedestrian safety and security, mixture of land uses, residential density, and pedestrian lighting. The street network on the east side of the Evans Station area is a consistent grid pattern, broken only in a couple of places by the Evans bridge. Other than at the station itself, sidewalks are either nonexistent or substandard. There is no direct line of site between Broadway and the station.

The grid pattern is cut off at Santa Fe, resulting in a major constraint for pedestrians trying to access the station from the east side of Santa Fe. The only option is for pedestrians to walk over the Evans bridge which has substandard sidewalks and many pedestrian/auto conflicts at the crossings of access ramps on/off Santa Fe.

Bus Access - Over 20% of transit riders boarding at Evans Station accessed the station by bus. The bus stop is located along a sidewalk that emerges directly north of the ticket kiosks and station waiting area. It provides a bench for waiting pedestrians, and but no shelter other than the Evans bridge overhead. The bus stop is well integrated into the light rail station by an art display highlighting the history of the area; it contiguously spans the sidewalk connecting the stop to the station and park-n-ride.

Two bus routes make stops at the Evans Station: Route 21 and Route 51L. During peak weekday hours, Route 21 busses run every 15 minutes, and at night this frequency drops to every 60 minutes. It enters the station area from the west along Evans Avenue. It turns north onto Bannock and then loops back to the transit station via Asbury and then Delaware. The bus stops on Delaware under the Evans Bridge and then heads east again along Evans via an on-ramp from Delaware. This route complies with RTD's access design

Sidewalks throughout the station area are inexistent, inconsistent or sub-standard.

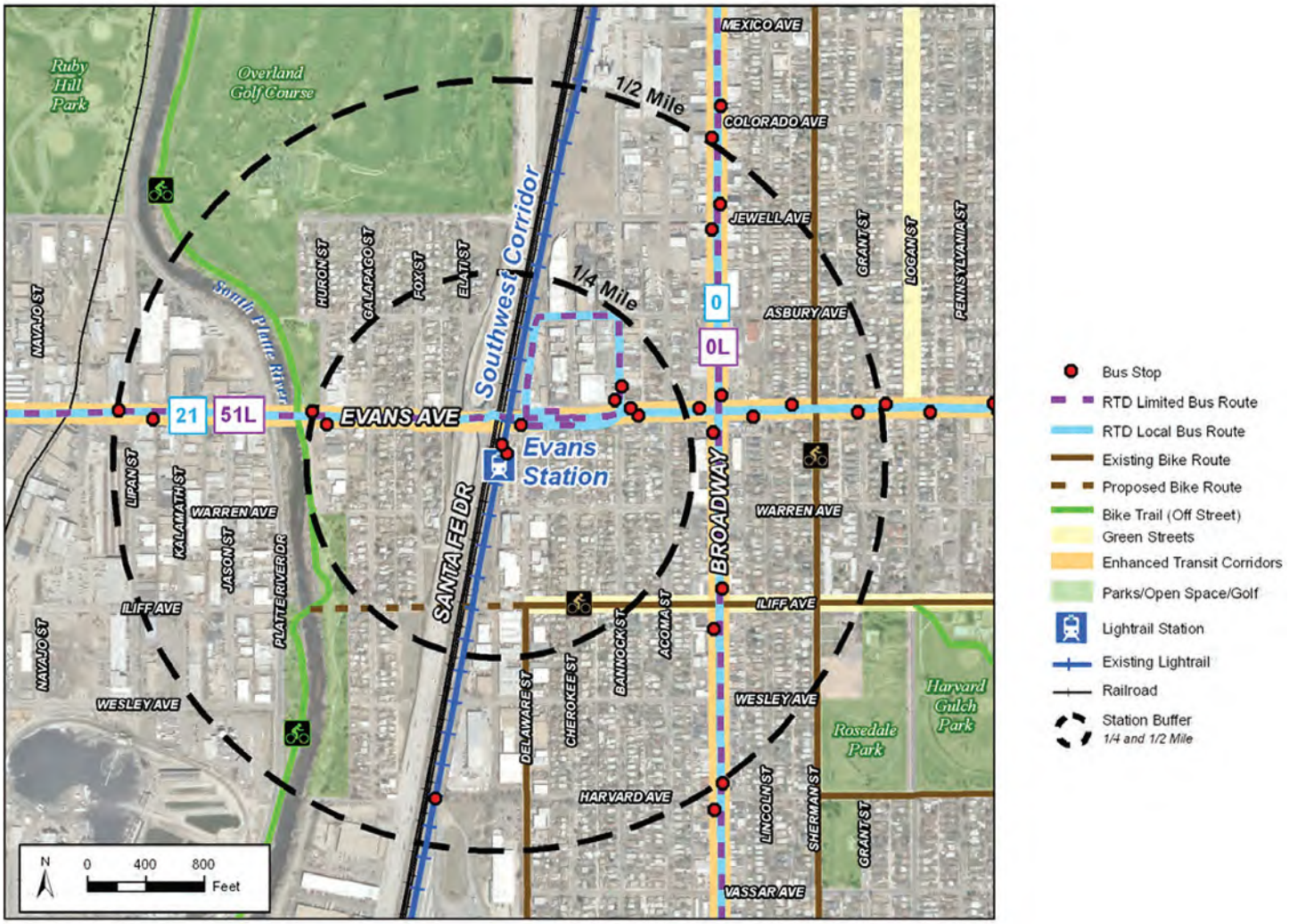


Figure 29. *Existing Transit Service*

Evans Station Bus Service 2008

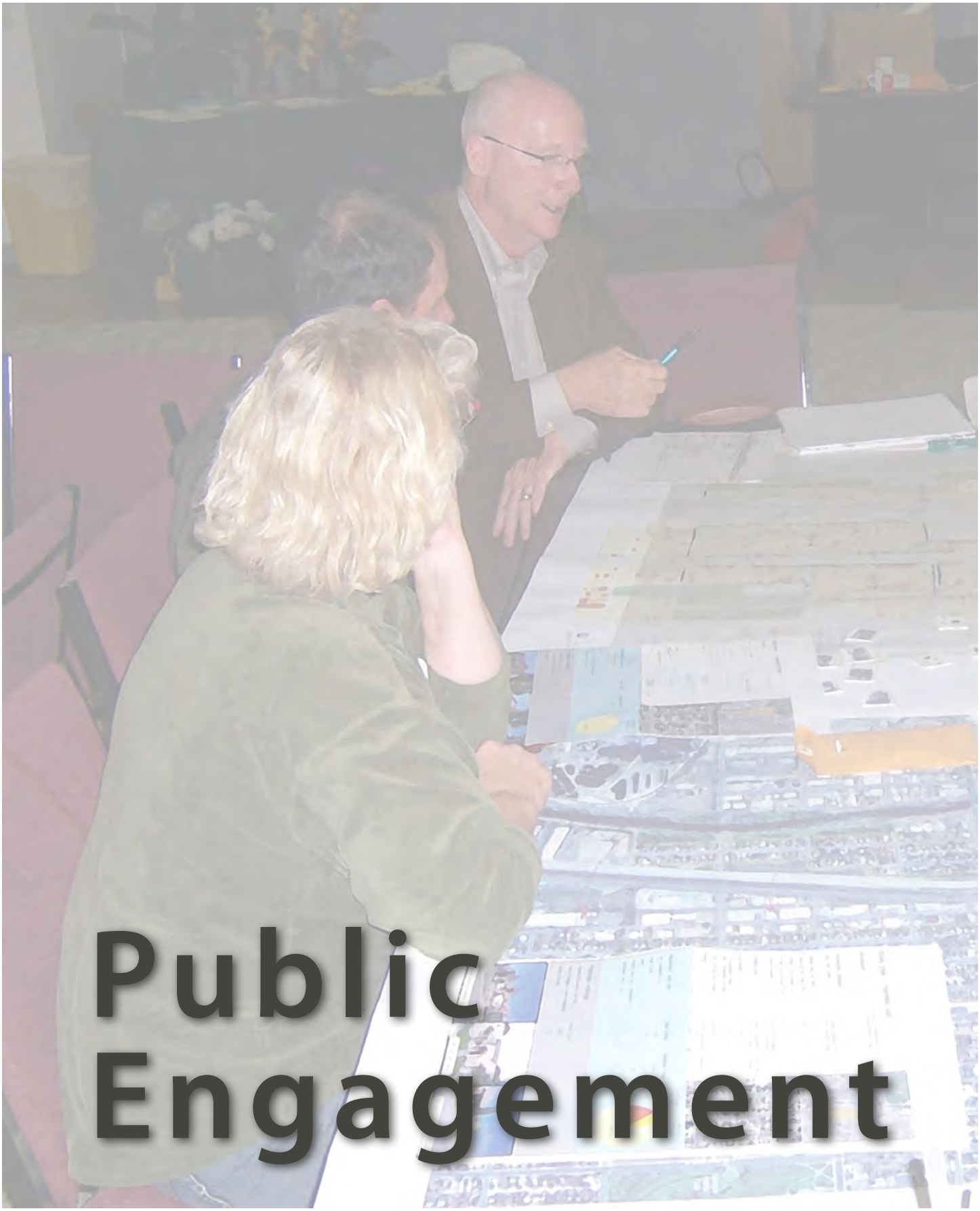
Source: RTD 2008 August 08 Runboard

Route	Weekday Peak Frequency	Average Daily Load 2008
21	15 min	1,026
51L	30 min	8
0	15 min	1,302
0L	30 min	232

guidelines and standards, which recommends an on-street configuration where practicable. The 51L busses make two trips in the morning and three trips in the evening on weekdays about 30 minutes apart. On average, 1,071 passengers board and alight daily at the Evans Station bus stop.

Two more bus routes serve the station area but do not stop at Evans Station. Route 0 and Route 0L make stops at the intersection of Broadway Boulevard and Evans Avenue, the closest bus stop on Broadway to the station. During peak weekday hours, Route 0 busses run every 15 minutes, and at night the frequency drops to every 30 minutes. Route 0L runs every 30 minutes only during peak weekday hours. On average, 350 passengers board and alight daily at this intersection.

Bicycle Access - Nearby Denver bicycle routes include D-7 along the South Platte River, D-20 along Iliff Avenue, and D-9 along Sherman Street, but it is difficult to access any of these from the station due to lack of connectivity and bicycle infrastructure. The *Denver Bicycle Master Plan Update* (2001) recommends a future connection between D-20 and D-7 by building an overpass aligned with Iliff Avenue across the railroad and Santa Fe Drive. Bicycle infrastructure at the station includes two bicycle lockers at the platform which hold two bicycles each and one "U" bicycle rack.



Public Engagement

Public Engagement

The goal of the public outreach process was to provide fair, open and effective engagement with the community in the development of the plan for the Evans Station Area. Outreach objectives included:

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

Four public workshops and four focus group meetings were held as part of the planning process. These interactive meetings included a brief presentation on the planning process, schedule, concepts and key issues followed by interactive and often hands-on sessions aimed at soliciting feedback on plan concepts. The public and focus group meetings occurred at the following plan milestones:

- Existing Conditions Analysis / Plan Visioning
- Development of Alternative Concepts
- Plan Recommendations and Implementation / Residential Character Exercise
- Draft Plan Review (scheduled for July 2009)

In addition, planning staff attended numerous meetings with stakeholders throughout the process including registered neighborhood associations and other interest groups. Public meetings for related projects such as the South Broadway Reconstruction and the New Zoning Code were also attended by Evans planning staff.

Outreach methods

City staff worked with City Council District 7 to ensure members of the public were notified and kept informed throughout the planning process. An initial mailing went out in November 2007 to all residential, commercial and industrial property owners within ½ mile of the Evans Station to notify them of the planning process. RNOs were also notified at this time. The planning staff reached out to businesses and major employers in the area with phone calls and individual meetings. Public meeting announcements were posted in City Council District 7 newsletters, the Washington Park Profile and the Denver Post. Public meeting presentations and summaries were posted online and sent to stakeholders, including RNO leaders to keep their members informed.

Public Meetings

- Evans Public Workshop #1 – Strengths, Weaknesses, Opportunities and Threats; Visioning. January 24, 2008. John Collins Church. 100 attendees.
- Evans Focus Group #1 – Visioning and Alternatives Analysis. March 19, 2008. John Collins Church. 25 attendees.
- Evans Public Workshop #2 – Alternatives Analysis. May 6, 2008. John Collins Church. 70 attendees.
- Evans Focus Group #2 – Draft Plan Concepts / Residential Character. September 30, 2008. Burton Showroom. 25 attendees.
- Evans Focus Group #3 – Residential Character Exercise. October 16, 2008. John Collins Church. 25 attendees.
- Evans Public Workshop #3 – Plan Recommendations / Residential Character Exercise. November 13, 2008. 50 attendees.
- Evans Public Meeting #4 – Draft Plan Review. July 23, 2009. John Collins Church. 30 attendees.
- Evans Focus Group #4 – Draft Plan Comments Review. July 30, 2009. John Collins Church. 25 attendees.

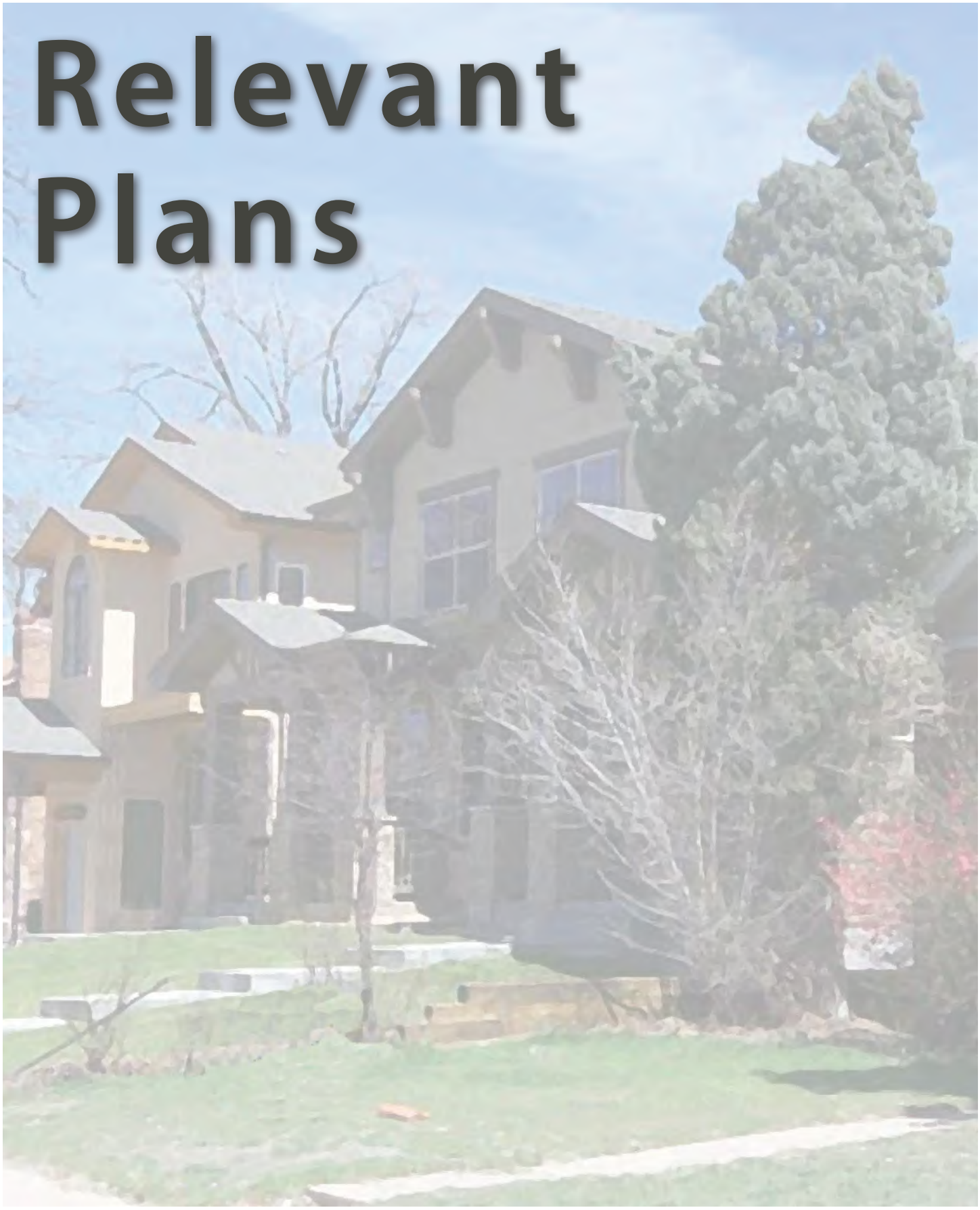
Additional Group Meetings and Presentations

- Platt Park Neighborhood Association
- West University Community Association
- Ruby Hill Neighborhood Association
- Godsman Neighborhood Association
- South Broadway Reconstruction Public Meeting – Wesley to Yale
- South Broadway Reconstruction Public Meeting – Iowa to Wesley
- New Code District 7 Neighborhood Meeting – Platt Park #1
- New Code District 7 Neighborhood Meeting – Platt Park #2
- New Code District 7 Neighborhood Meeting – Rosedale #1
- New Code District 7 Neighborhood Meeting – Rosedale #2
- New Code District 7 Neighborhood Meeting – Overland
- New Code District 7 Neighborhood Meeting – College View

Steering Committee Members

Catherine Sandy, resident, property owner, business owner
John Damiano, property and business owner
Kevin Dickson, property owner
Dominique Cook, business and property owner
Jerry Dokken, business and property owner
Ray Ehrenstein, resident and property owner
Belin Fieldson, resident and property owner
Mike Hastings, business and property owner
JC Helmstaedter, business and property owner
Jack Hopkins, business and property owner
Richard Chapman, property owner
Eric Jacobson, resident and property owner
Kat Lovato, resident and property owner
JP Malik, resident and property owner
Vicki Pearson, resident and property owner
Jennifer Pollack, resident and property owner
Jennifer Tomeny, resident and property owner

Relevant Plans



Relevant Plans

The Evans Station Area Plan builds upon a solid foundation of existing documents and guiding principles. This section provides a review of the applicable content of adopted city-wide plans. The Evans Station Area Plan provides specific recommendations for the planning area that, in case of conflict, supersede general recommendations from existing plans

Comprehensive Plan, 2000
The City Council adopted Denver Comprehensive Plan in 2000. Plan 2000 provides the planning and policy framework for development of Denver's human and physical environment. The key subjects of Plan 2000 that relate to this Station Plan are land use, mobility, legacies, and housing.

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

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

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

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

Blueprint Denver: An Integrated Land Use and Transportation Plan, 2002
Plan 2000 recommended that the city create a plan to integrate land use and transportation planning. *Blueprint Denver* is the implementation plan that recognizes this relationship and describes the building blocks and tools necessary to achieve the vision outlined in *Plan 2000*.

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

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

New Zoning Code (in development)
Denver citizens called for reform of the City's Zoning Code in the 1989 *Comprehensive Plan* and again in the *Denver Comprehensive Plan 2000*. *Blueprint Denver* (2002) provided the vision and initial strategy to begin this effort.

The current zoning code was established in the 1950's and assumes an automobile oriented land use development pattern. Further, the complexity of the current zoning code makes it difficult for property owners to easily identify what is allowed to be built on a given property. That complexity can make doing quality development more difficult and raises the cost

of doing business in Denver by requiring lengthy study of our unique and cumbersome zoning code.

As the Evans plan is adopted, Denver is on the verge of adopting a new Zoning Code. The New Code will better reflect the vision of *Blueprint Denver* by promoting proper development in "areas of change" while enhancing neighborhood character in "areas of stability". Regulatory recomendations in the Evans Plan are informed by New Code drafts and are made with the intent of being implemented under the New Code.

Transit Oriented Development Strategic Plan, 2006
The Transit Oriented Development (TOD) Strategic Plan prioritizes the city's planning and implementation efforts related to the transit system and station area development.

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

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

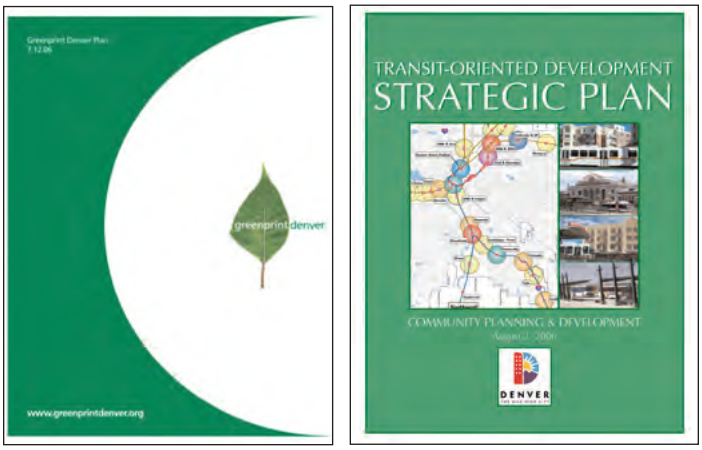
Station Area Planning: While providing an important planning framework, the TOD Strategic Plan calls for more detailed station area plans. Such plans offer specific direction for appropriate development, needed infrastructure investments and economic development strategies.

Strategic Transportation Plan, 2008
Denver Public Works drafted the Strategic Transportation Plan (STP). The STP is a primary implementation tool for Blueprint Denver and Plan 2000. The objective of the STP is to determine needed transportation investments. The STP process will (1) provide education concerning options for transportation alternatives; (2) reach consensus on transportation strategies along transportation corridors through a collaborative process; and (3) build stakeholder support.

The STP represents a new approach to transportation planning in Denver. Instead of forecasting future auto travel on Denver streets, the STP forecasts person-trips to evaluate the magnitude of transportation impacts caused by all types of travel. This person-trip data provides the ability to plan for bikes, pedestrians, transit, and street improvements. The STP is the first step in identifying the needs for every major travel corridor in the city. The STP creates concepts for how to meet transportation needs, including a prioritization of corridor improvements.

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

Greenprint Denver Climate Action Plan, 2008
The Greenprint Denver Climate Action Plan prepares Denver to take decisive steps toward reducing local contributions to greenhouse gas emissions. It analyzes Denver's carbon footprint, including an inventory from three main sectors: 1) Transportation, 2) Residential-Commercial-Industrial Energy Use, and 3) Use of Key Urban Materials. The Plan sets forth a 25% emissions reduction target – essentially below 1990 emissions levels – by 2020. Climate action strategies toward achieving this goal include supporting population growth around transit and supporting more pedestrian-, bicycle-, and transit-friendly neighborhoods that will reduce the demand for motorized personal transport.



Greenprint Denver *and the* ***Strategic Transportation Plan***

Pedestrian Master Plan, 2004
The Pedestrian Master Plan serves as a framework for implementation of city policies that place an emphasis on pedestrian mobility in planning. The plan considers safety, accessibility, education, connectivity, streetscape, land use, and public health as it relates to the creation of a citywide pedestrian circulation system. Plan 2000 and Blueprint Denver recommended preparation of this plan. The plan establishes street classifications for the pedestrian network to highlight routes that require greater emphasis on the pedestrian.

Parks and Recreation Game Plan, 2002
The Game Plan is a master plan for the city's park, open space and recreation system. A primary principle is to create greener neighborhoods. Game Plan establishes a street tree and tree canopy goal of 15-18% for the entire city. The plan also establishes a parkland acreage target of 8-10 acres per 1,000 residents. Tools to accomplish these goals include promoting green streets and parkways, which indicate routes that require greater emphasis and additions to the landscape.

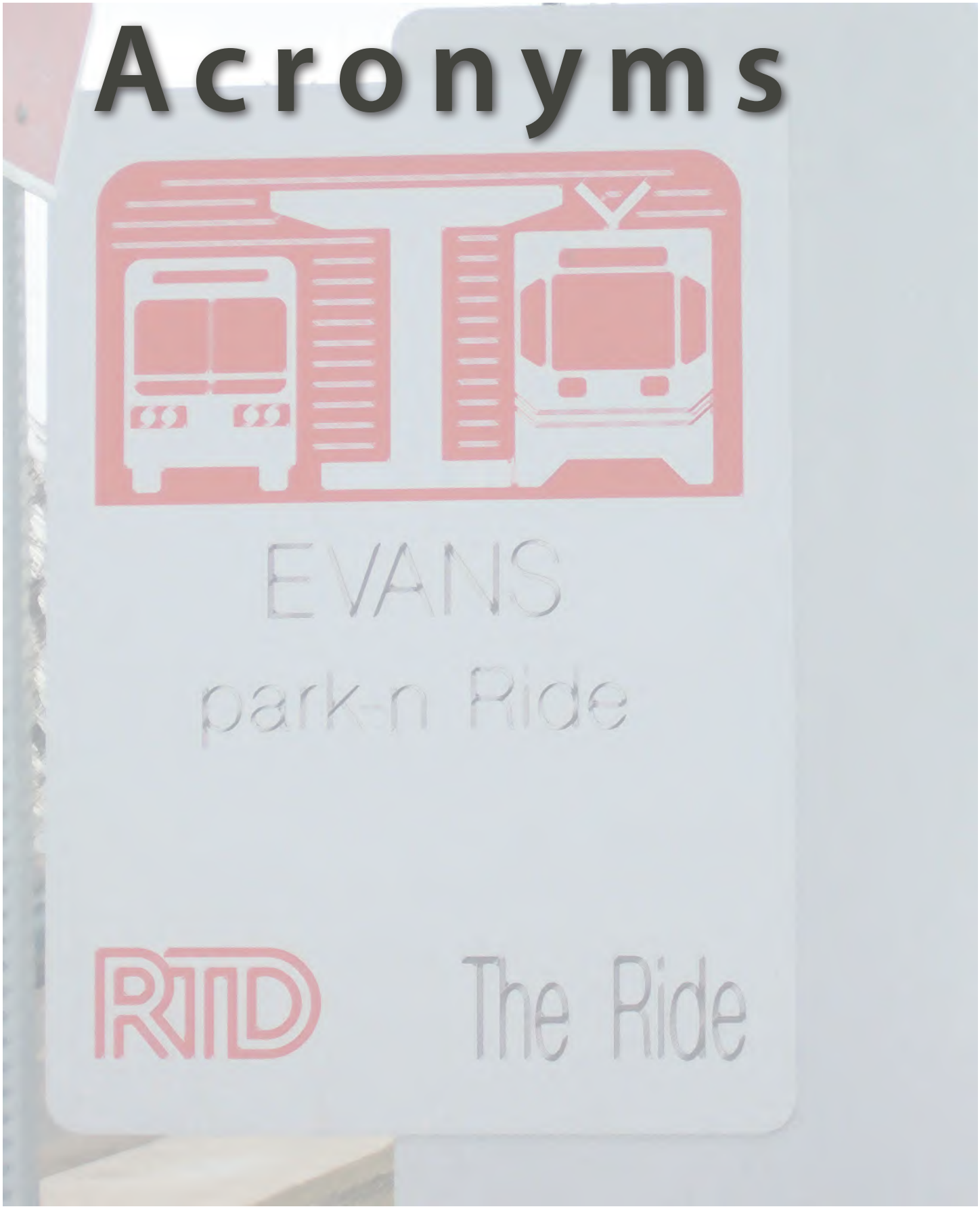
Storm Drainage Master Plan (2005) and Sanitary Sewer Master Plan (2006)
The Storm Drainage Master Plan and the Sanitary Sewer Master Plan evaluates adequacy of the existing systems assuming the future land uses identified in Blueprint Denver. The Storm Drainage Master Plan determines the amount of imperviousness resulting from future land development and the subsequent runoff. The Sanitary Sewer Master Plan identifies needed sanitary sewer improvements to respond to the forecasted development.

Shattuck District Plan, 2002
Funded through an EPA Superfund Redevelopment Initiative Pilot grant, the Shattuck District Plan describes three redevelopment scenarios for the Shattuck Site (former Superfund site at Jewell and Cherokee) and neighboring industrial properties. Redevelopment scenarios included light-industrial, multi-tenant industrial-flex, and residential industrial lofts. The Multi-tenant Industrial-flex scenario (a hybrid commercial real estate product that features complementary aspects of industrial and office space) would result in the greatest economic benefit to the city, according to the Plan. The Residential Industrial Lofts (live-work spaces) would, however, best meet the steering committee's goals of improving the social and economic welfare of the community. Jewell Avenue west of Broadway is envisioned as supporting commercial store-front buildings with retail on the first floor and residential units above and then transitioning into live/work units along Jewell and the southern portion of the Shattuck Site. North of Jewell, the Plan envisions the Shattuck site supporting light industrial or industrial-flex space.

S. Broadway Corridor Study, 2001
The South Broadway Corridor examined the existing conditions on South Broadway and created a vision for the corridor's future primarily in terms of transportation and urban design of the street and public right-of-way. The Study recommends a "Kit of Parts" including urban design elements that can be used in various combinations along the corridor. Specific recommendations are made within "Urban Design Zones" along South Broadway. The South Broadway Reconstruction Project, in design during the Evans station planning process, will implement the South Broadway Corridor Study through complete roadway and sidewalk reconstruction using concrete pavement, drainage improvements, realignment and reprofiling where necessary, new curb, gutter, sidewalk, and ADA compliant pedestrian ramps, a raised median and new storm sewer.

Industrial Land Study, 2005
The findings of Denver's Industrial Land Study indicate relatively little demand for industrial land in the City and a considerable amount of industrially-zoned land that is vacant or underutilized. According to the study, the employment density of industrially zoned land in the city was estimated at approximately 11.7 employees per acre. This pales in comparison to the 55 employees per acre in the Denver Tech Center and 73.2 employees per acre in the Cherry Creek area. Given the imbalance between industrial land supply and demand and the market trends for industrial businesses, this study concluded that there is little concern about the recent pattern of rezoning industrial land north of downtown to residential zoning districts, and only slight concern about rezoning land south of downtown from industrial to other uses. The *Evans Station Area Plan* addresses this reality by supporting the transformation of vacant and underutilized industrial land over time to allow more flexibility in land use and a more urban form. Compatible industrial uses are included in the recommended mix in redevelopment areas.

Acronyms



Acronyms

ADA Americans with Disabilities Act (1990)

AIA American Institute of Architects

AVR Average Vehicle Ridership

BID Business Improvement District

CBD Central Business District

CBO Community Based organizations

CCD City and County of Denver

CDBG Community Development Block Grant

CDC Community Development Corporation

CDFI Community Development Financial Institution

CDOT Colorado Department of Transportation

CHFA Colorado Housing Finance Agency

CIP Capital Improvements Plan (or Program)

COP Shop – Community Organized Policing

CPD Community Planning & Development

DHA Denver Housing Authority

DHND Division of Housing and Neighborhood Development

DOCA Denver Office of Cultural Affairs

DPD Denver Police Department

DPR Parks & Recreation

DPS Denver Public Schools

DPW Public Works

DRCOG Denver Council of Regional Governments

DURA Denver Urban Renewal Authority

EMU Electric Motor Unit

EPA Environmental Protection Agency

FAR Floor Area Ratio

FHA Federal Housing Administration

LEED Leadership in Energy and Environmental Design

LRT Light Rail Technology

MBD – Micro business Development

MC-Denver – Making Connections Denver

NEPA National Environmental Policy Act

OED Office of Economic Development

OMB Office of Management and Budget

RAC Resident Advisory Committee

RNO – Registered Neighborhood Organization

RTD Regional Transportation District

TAZ Traffic Analysis Zone

TIF Tax Increment Financing

TIP Transportation Improvement Program

TDM Transportation Demand Management

TOD Transit Oriented Development