

The Economics of Land Use



Final Report

Gold Line Corridor Economic Development and Community Services Strategy

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Gold Line Corridor Working Group and
Denver Regional Council of Governments

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January 16, 2015

EPS #143020

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1. GOLD LINE CORRIDOR ASSESSMENT

Introduction

This report recommends key economic development and community services strategies at both the corridor-wide and station area levels, including implementation steps for the Gold Line Corridor. The report is divided into three chapters:

1. Gold Line Corridor Assessment – Summarizes the Gold Line Corridor strengths and weaknesses and market potentials from the *Market and Community Services Analysis* that preceded this report, plus the vision and goals for the Corridor from the Gold Line Corridor Working Group (GLCWG).
2. Corridor-wide Strategies – Provides an examination of the needed Transit Oriented Development (TOD) principles and corridor assets to make the Gold Line Corridor a complete transit corridor. The recommended corridor-wide collaboration and implementation strategies are identified.
3. Station Area Action Plans – Provides priority implementation steps and strategies for each station area including policy and land use changes, public improvements, development strategies, and partnerships.

Vision and Goals

The Gold Line Corridor Working Group drafted a Corridor “Blueprint” that describes the vision and goals for the Corridor. This blueprint is provided below. The strategies considered for the Corridor were evaluated based on their ability to achieve the goals laid out by the group.

Vision

The Gold Rail Line Corridor connects unique and historic transit centered communities with a range of housing choices and easy access to job centers, recreation, educational and development opportunities. Served by diverse transportation modes for a wide range of socio-economic populations, the Gold Line Corridor supports active, healthy and sustainable lifestyles.

Goals

- Improve connectivity to the stations and between transit service lines to provide safe, easy multi-modal access for people of all ages and abilities.
- Create and preserve a range of quality housing choices throughout the Corridor for new and existing neighborhoods and residents of all incomes, age groups and abilities.
- Identify, attract, sustain and expand a diverse and unique economic base of jobs along the Corridor.
- Leverage public investment to attract private development along the corridor and create unique places.

- Attract and enhance access to amenities and services such as education, family and health services, and healthy food options.
- Provide and enhance access to parks, open space, recreation and community building opportunities along the Corridor.
- Promote denser development near the stations to conserve resources and reduce the combined costs of transportation and housing.

Gold Line Corridor Strengths and Weaknesses

A summary of the major strengths and weaknesses identified in the *Market and Community Services Analysis* report is provided below.

Corridor Strengths

Existing Demand for Transit-Oriented Housing – Multifamily housing projects have already been developed along the Corridor in some stations areas including projects in the 41st and Fox and Arvada Ridge Station Area. The Olde Town station area already has existing for-sale and for-rent multifamily housing development projects that greatly enhance the transit orientation of this area, and there are at least three additional multifamily projects under construction or planned within it. The success of these projects will help substantiate the market for additional housing development at all station areas along the Gold Line Corridor.

Land Availability and Development Opportunities – The majority of the stations along the Gold Line Corridor have vacant or redevelopment opportunities sites at or near the Gold Line stations. The availability of TOD sites within the station area is a constraint at only the Gold Strike and Pecos Junction stations.

Access to Major Transportation Routes – The I-70 corridor is attractive to construction, trades, professional/technical services, building services, distribution, and manufacturing businesses. I-70, I-76, and I-25 provide directional automobile and trucking access enabling businesses to easily access customers and suppliers anywhere in Metro Denver. In addition, there are some business parks with freight rail service for moving large goods long distances.

Corridor Weaknesses

Connectivity – There are multi-modal connectivity constraints at the Corridor level and at each station. The rail alignment cuts off bike and pedestrian access to stations for large portions of the half-mile station areas. In addition, major arterial roads (Pecos, Federal, Sheridan, Wadsworth, Kipling, Ward) are located near most stations and are largely not pedestrian or bike friendly, and in some cases stations have poor vehicular access to the arterials. Another connectivity issue is the isolation of station areas. The Pecos Junction and Clear Creek/Federal stations are located in areas with minimal surrounding development with a significant distance from the station to established neighborhoods or commercial areas. The eastern half of the 41st and Fox station area can only be accessed from two points and is largely cut off from the surrounding neighborhoods by rail and interstate highways.

Industrial Development Pattern – The existing land use pattern for much of the Corridor is predominately industrial with larger building footprints and sites, uses that are not compatible

with TOD due to inadequate street and sidewalk connections. This development pattern does not currently support TOD or safe and convenient connections between the stations' nearby jobs and housing. In some station areas this development pattern may be adapted to become more transit friendly and supportive of a mixture of uses, but in some areas the industrial pattern will remain for the foreseeable future.

Corridor Market Potentials

This section provides a summary of the findings from the *Market and Community Services Analysis* for five main categories: jobs, housing, retail, community services, and food access. Please refer to the *Market and Community Services Analysis* report for a detailed exploration of market potentials and opportunities at each station area.

Jobs

The employment concentrations along the Gold Line Corridor are changing, which may present the opportunity for future transit-oriented employment uses. The three largest industries (Manufacturing, Construction, and Wholesale Trade) along the Gold Line Corridor decreased in employment significantly by 1,178 jobs between 2005 and 2013. The industries with the largest increases in employment (including Professional, Scientific, and Technical Services, and Health Care) represent the best opportunities to target for future employment. The Professional, Scientific and Technical Services industry increased in employment by 401 jobs since 2005 and contains the most transit friendly businesses with a significant presence along the Corridor.

Industrial and flex development is the most prevalent employment oriented land use along the Corridor and the types of jobs that are in demand along the Corridor prefer this building type, which may be a barrier to creating employment oriented TOD and station areas. Approximately 55 percent of the jobs along the Corridor are located within industrial and flex-industrial space. Industrial space was also the fastest growing non-residential building type over the past 14 years. Gold Line Corridor businesses, even in industries that are transit friendly, prefer this type of development due to the low cost of rent/ownership, the flexibility provided within these spaces for both total size and uses, and the more industrial nature of most of the employment in the Corridor. The demand for traditional office space, especially mid to high rise office buildings, is limited and largely non-existent. To create employment oriented TOD in the Corridor will require creative approaches to land use controls and building forms to create a transit friendly environment.

Housing

Demand for residential TOD within the Corridor is forecast to be substantial. Multifamily apartments are the most marketable housing type. The Gold Line Corridor is forecast to increase in households by over 7,000 units by 2030. Of these 7,000 units more than 5,000 are estimated to be apartment units. The current demand for apartments in the Denver metro area has generated a large pipeline for new projects. Nearly 2,500 apartment units are currently proposed or under construction in the Gold Line Corridor. There is also demand for for-sale condo and townhome development that is transit oriented, but the demand is substantially less than the apartment demand, with 550 units forecast to be within these housing types. Demand for market rate transit oriented housing was identified at all the stations with the exception of Pecos Junction, which is due to the industrial nature of station area and environmental constraints, and Gold Strike, which is largely due to the lack of development sites near the station.

Retail

Retail trade, accommodations, and restaurants are primarily found at Olde Town Arvada and Arvada Ridge Station. The 41st and Fox station has seen relatively recent retail development, while Olde Town Arvada near the station has seen ongoing changes in its retail mix. The market analysis estimates 300,000 square feet of future retail Corridor demand by 2030, with the potential for a portion of this demand to be captured in station areas. Station areas with potential for convenience retail, food services, as well as personal services include Clear Creek/Federal, Arvada Ridge, and Ward Road. At 41st and Fox there is also a desire for a small grocery store, although the market is currently challenging. There is a Super Target at the Arvada Ridge station; it provides groceries within walking distance to station area residents. There are also a few vacant pad sites appropriate for retail at the Arvada Ridge Market Place. At Olde Town, there is demand for a grocery store and preliminary interest from two potential tenants.

Community Services

Child Care

The stations at Arvada Ridge, Olde Town Arvada, Gold Strike, and 41st and Fox have licensed child care centers and preschool programs within one mile, while Ward Road is lacking facilities despite a large jobs presence. Pecos Junction has a large jobs presence, but a child care center in the station area may not be suitable given the environmental constraints. While there may be opportunities to offer market-rate child care services, particularly at stations such as Olde Town, the biggest demand and challenge is providing affordable child care services, which is also a wider metro-wide challenge. Potential tools to support the establishment of affordable child care facilities would include: leverage the Denver TOD fund for child care development, co-locate child care services at new development along the Corridor, and explore the use of a financing intermediary to bridge the developer/operator gap.

Senior Services

The Olde Town, Arvada Ridge, and Ward Road stations are near residential areas where a significant percentage (at least 20 percent) of the population is over the age of 65. As this population is growing, there are gaps and potential opportunities to better serve the senior population including better coordination among senior-serving organizations, identifying senior living opportunities close to stations, expanding food bank services, incorporating community gardens and farmers' markets into senior housing sites, and working with RTD on making services more senior friendly.

Community Gathering Places

Community gathering places include community centers, schools, and park and recreation facilities. Currently there is a wide range of community activity centers along the Corridor, although there are gaps and very few such centers in the immediate station areas. Residents in South Arvada (including the Olde Town area) remain potentially underserved from a parks and recreation perspective. While a future East Arvada facility may help serve the area, a public-private partnership to provide these services to the neighborhood could be examined. The area near the 41st and Fox station area could incorporate additional community gathering space. The Hyland Hills Park and Recreation District is developing a regional destination park near the Gold Strike and Clear Creek/Federal stations although unforeseen drainage issues has delayed the timing of its development.

Health Care Services

The corridor has a variety of health care service providers including Kaiser Permanente, Lutheran Medical Center, Centura Health Care, and Federally Qualified Health Centers. Additionally, Regis University and Red Rocks Community College have strong health care professional programs. Different station areas have different degrees of service accessibility; however, Corridor-wide there is additional education and outreach needed (potentially at stations), and a need for greater coordination and alignment of resources.

Higher Education and Job Training

There are two institutions of higher learning along the Gold Line Corridor, as well as job training services at the Adams County Center for Career and Community Enrichment, youth employment, and a variety of miscellaneous job training and assistance programs. There is a need to better connect students at the two institutions with job training opportunities and to better market the existing Adams County Center.

Social Safety Net Services

There is a variety of service providers for supportive services such as emergency housing and utility assistance, mental health services, food and clothing banks, and domestic violence assistance. On the other hand, there is a lack of resources as well as a significant gap in services, particularly around the Olde Town, Arvada Ridge, and the Ward Road stations. A primary identified need is an emergency shelter in Jefferson County.

Food Access

Grocery Stores

Station areas analyzed for potential grocery store demand included 41st and Fox, Clear Creek/Federal, and Olde Town Arvada. Because of the transportation infrastructure and limited accessibility at 41st and Fox, there are insufficient households to support a small grocery store and no sites with the accessibility and visibility typically desired by a grocer. Therefore additional residential development in this station area would help bolster the demand. There is a market gap near the Clear Creek/Federal station, but as a result of this project, a Hispanic grocery store has begun conversations with the Aria developer for a location about a mile south of the station. At Olde Town, Trammell Crow is investigating the possibility of including a grocery store in its 9.0-acre site P-3 (public-private partnership) development. The challenge will be to make a new store a reality, ensure that it is accessible from the transit station, and provide the needed food services for residents and surrounding neighborhoods.

Community-Based Food Access

With the exception of the neighborhoods adjacent to the Arvada Ridge station, all residential neighborhoods within the half-mile radius of the station areas are considered food deserts. There are numerous community-based food projects along the Corridor, as well as several producers in the outlying areas of Jefferson County and three additional urban food production projects planned for development. Although few are located within the immediate station areas, there is a desire among many of these partners to collaborate across the Corridor to improve access to healthy food for all residents. There is a need to expand the reach of these projects and support additional community-based food access strategies, particularly near the 41st and Fox, Pecos Junction, Clear Creek/Federal, and Olde Town station areas.

2. CORRIDOR-WIDE STRATEGIES

Complete Transit Corridor

The completeness of the Gold Line Corridor was evaluated based on a set of general TOD principles, the station areas' typology, and a qualitative analysis of the presence of complete corridor attributes.

General TOD Principals

The major principals of TOD planning and implementation should continue to be applied to the Gold Line Corridor. *Transit Oriented Denver*, 2014, Denver's strategic plan for TOD surrounding its rail stations, provides a detailed definition of TOD and the implementation measures needed for success in creating economic opportunity, housing choice, and reduced energy consumption. Key strategies are summarized below:

- **Employment Density** – The overall jobs strategy for the Gold Line Corridor is to attract businesses that house more employees per unit of building or land area. Large low density employers such as distribution and trucking are not recommended for the immediate station areas, but employment intensive uses desiring industrial and flex spaces should be encouraged.
- **Connectivity and access** – The better the access and connectivity at a station, the larger its reach is to businesses and residents. Well-connected blocks and safe convenient access for pedestrians, cyclists, and transit buses are essential.
- **Highest densities at the stations** – The highest density buildings should be placed closest to the stations. More employees and residents at stations will create more potential transit riders.
- **Mix of uses where appropriate** – Business locations that have nearby services and amenities such as dining, shopping, childcare, and other daily services are appealing to workers and residents.
- **Land assemblage** – There is a significant amount of vacant and redevelopable land near stations along the Corridor. In some cases, multiple parcels constitute one development site and the public sector may need to be an active participant to facilitate land assemblage.
- **Public investment, partnerships, and incentives** – The Gold Line Corridor runs through five different jurisdictions with land use controls along the Corridor. Partnerships and collaborations are needed in many cases to make some of the Corridor opportunities a reality. Furthermore, the provision of community services is largely dependent on the partnership of multiple entities from all sectors. Partnerships among municipalities, developers, and businesses are needed to share costs on mutually beneficial projects and financial incentives should also be used where appropriate.

Complete Corridor Attributes

To measure the “completeness” of the Corridor, it was evaluated based on the presence of 12 corridor attributes that are needed for a corridor to provide the needed attributes to support transit ridership and TOD. These attributes are shown in **Figure 1** along the left side of the matrix. The presence of each was ranked in the station areas with a score of 0 to 3. The goal is not necessarily to have each station area score a 3 for each attribute but to ensure that there is a good to superior presence of each attribute in a number of station areas that can adequately serve all Corridor residents. The scores are used to provide a relative ranking of the attributes in each station area and the overall presence of each attribute along the Corridor.

Figure 1
Gold Line Corridor Completeness Ranking

	41st and Fox	Pecos Junction	Clear Creek/Federal	Gold Strike	Olde Town	Arvada Ridge	Ward Rd	SERVICE SCORE	RANK
Child Care	1				2	1		4	#10
Senior Housing	1		1				1	3	#11
Senior Services	1		1		2	2	1	7	#3
Community Gathering	1				3	1	1	6	#6
Social Safety Net Services	1		1					2	#12
Higher Ed/Job Training	1		2			2		5	#9
Traditional Food Access	1			2	1	2	1	7	#3
Community-Based Food Access	1		2	1	2			6	#6
Health Care	1		1		1	1	2	6	#6
TOD Employment	2	1		2	2	1	2	10	#1
Retail	1				3	2	1	7	#3
TOD Housing	2		1	1	3	2	1	10	#1
STATION SCORE	14	1	9	6	19	14	10		
RANK	#2	#7	#5	#6	#1	#2	#4		

LEGEND

Available services:	None	Limited	Adequate/Good	Superior
Score:		1	2	3

Corridor-wide Collaboration

The GLCWG has been engaged in a multi-jurisdictional collaborative process, which has primarily engaged public sector stakeholders in the City and County of Denver, Adams County, Jefferson County, and the Cities of Arvada and Wheat Ridge. The comparable corridor research completed for this project discovered a limited number of collaborative efforts nationally. Competition for development and jobs make collaboration around TOD difficult, especially since each jurisdiction typically has varying development goals and objectives. Focusing on collaborating on creating transit-oriented places, instead of transit oriented development, shifts the focus towards improvements (roads, paths) and services (recreation, community, health) that are more typically provided by municipalities and/or non-profit entities. The consultant team has engaged a variety of other stakeholders in the process, primarily through interviews, including those in the private and non-profit sectors. Many of the interviewees expressed interest in further discussions and collaboration/coordination across agency and jurisdictional boundaries. The following discussion provides the GLCWG with guidance on corridor-wide priorities where it could potentially lead to future collaborative activities, as well as partner with other organizations.

Address Last Mile Connections

Nearly all of those interviewed during the public outreach process voiced concerns regarding safe and adequate access to the station areas. Addressing last mile connections is central in determining whether or not residents will utilize commuter rail in order to access other resources and services along the Corridor. Senior organizations in particular mentioned barriers to future transit usage at stations, such as a lack of adequate sidewalk connectivity from the surrounding neighborhoods to the stations, a lack of sheltered seating, and the lack of adequate lighting. Also, while stations are currently ADA-compliant, additional measures could be taken to ensure that stations are easy to use by residents with mobility and other physical challenges. Multiple stakeholders expressed the desire to connect the regional trail system, such as the Van Bibber, Clear Creek, and Ralston Creek trails to the stations to both increase bicycle and pedestrian access, as well as create awareness and utilization of trail amenities. Strategies to address last mile connections that could be worked on collaboratively include:

- Conduct a Corridor-wide trail assessment in order to identify barriers to creating complete connections between the regional trail systems, routes, and infrastructure improvements that would be necessary to connect trail systems to station areas, and wayfinding to create greater awareness of regional trails.
- Identify station areas most suitable for a bike-sharing program and explore feasibility of implementing one.
- Identify funding sources and grants to help provide bike amenities such as bike racks and bike lockers at all station areas. Align efforts to create a unified and branded design approach to amenities.
- Explore the expansion of car-sharing programs such as Car-2-Go into Gold Line station areas.
- Create safe and adequate access to all station areas for all residents, including improved sidewalk connections that accommodate wheel chairs, walkers, canes and strollers; adequate shelters and seating for seniors and others with mobility needs; and adequate lighting for safety and visibility.

Implementation Partners: Jefferson County Public Health, Arvada City Manager's Office, Wheat Ridge Parks and Recreation, Jefferson County Open Space, Hyland Hills Parks and Recreation District, Denver Parks and Recreation, Wheat Ridge Public Works, Arvada Public Works, Denver Public Works, Wheat Ridge 2020, Tri-County Health Department, Jefferson County Planning and Zoning, Jefferson County Transportation and Engineering, Adams County Transportation, Gold Line Corridor Healthy Living Coalition, Adams County Parks and Recreation, Adams County Planning and Development Departments

Potential Funding Sources: Colorado Health Foundation, People for Bikes, Great Outdoors Colorado

Identify Opportunities to Co-locate Services

Co-locating services such as childcare, health care services, Federal assistance application support, job training, etc. at station areas through private development and program-enriched housing provides an opportunity to address needs of specific populations along the Gold Line Corridor. One of the challenges to inclusion of these services at station area developments is financial. While the Denver Housing Authority often includes daycare, health clinics, economic self-sufficiency and homeownership opportunities on-site for its residents, providing support services more broadly should be explored. For example, the provision of affordable child care has been a metro-wide challenge and is directly relevant to station area development. While a range of services should be incorporated into new affordable or mixed income housing development sites identified through the *Gold Line Corridor Affordable Housing Study*, further study of potential financial tools to overcome barriers to the provision of services should be explored. In order to further the effort on providing affordable housing and community services at the stations, the housing authorities along the Corridor should be incorporated into the Gold Line Corridor Working Group. *See the Appendix for further details on potential financial tools.*

Lead Responsibility: Gold Line Corridor Working Group, DRCOG, Cities of Denver, Arvada, Wheat Ridge Offices of Planning, Community Development, and Economic Development, Housing Authorities including City and County of Denver, Jefferson County, Adams County, Arvada, Wheat Ridge

Implementation Partners: Cities of Denver, Wheat Ridge, Arvada Offices of Planning, Community Development and Economic Development, Housing Authorities including City and County of Denver, Jefferson County, Adams County, Arvada, Wheat Ridge, private and nonprofit developers, community service providers, DRCOG

Potential Funding Sources: Community Enterprise, Denver TOD Fund, Gary Community Fund, Colorado Health Foundation, Piton Foundation

Convene Gold Line Corridor Healthy Living Coalition

Through the public outreach process, stakeholders repeatedly voiced the need for creating a coalition or network that is working to reduce barriers to healthy living by addressing health eating strategies, increasing access to healthy and affordable food, increasing opportunities for physical activity, increasing access to community health and health care services, and addressing last mile connections through a coordinated, cohesive and comprehensive approach. Often supported by a backbone or facilitating agency, this can support partners in collecting data, identifying priorities and working toward comprehensive policy and programmatic solutions for measurable change. Priority coalition actions identified in this study include:

- Community health and health care needs assessment: Convene health care, public health and community health advocates to conduct a health care and community health needs assessment in order to ascertain the barriers to accessing medical services, identify additional services needed, and determine appropriate locations for those services. This assessment should pay particular attention to access to Federally Qualified Health Centers, senior services, specialized health care, and mental health services. Explore a variety of financing options to support the location of community health and health care services on or near transit.
- Grocery store access: Promote the use of financing tools such as the Colorado Fresh Food Financing Fund (CO4F) to ensure that grocery stores built at station areas not only fill a market gap, but also help provide affordably priced food options to surrounding neighborhoods as well as residents in the broader Gold Line Corridor. *See Appendix for further details on funding sources such as the CO4F.*
- Coordinated education and outreach around healthy eating active living:
 - Work with RTD to install multi-lingual information kiosks directing residents to nearby healthy eating active living resources such as community gardens, food banks, farmers' markets, parks and trails, recreation centers, health clinics, and other medical services.
 - Work with a variety of partners such as Urbiculture, Regis, Hyland Hills Parks and Recreation District, CSU Extension, Denver Botanic Gardens, neighborhood recreation centers, and others on programmatic opportunities such as nutrition education, cooking classes, gardening workshops, bike safety, etc. to promote healthy eating and active living.
- Healthy food access: Convene healthy food access partners along the Corridor in order to leverage resources, collaborate on produce distribution, expand impact of existing programs, identify barriers to accessing healthy foods, and determine additional strategies to increase access to healthy foods for all Gold Line Corridor residents.
 - Convene a variety of sectors that include food producers, grocery store and convenience store owners, local food systems advocates, public health, etc. to conduct an in-depth healthy food access assessment that includes:
 - Aggregating information gathered through previous assessment work.
 - Primary data collection through focus groups that engage a wide-range of stakeholders, including the Spanish-speaking community, and a representative, bilingual Corridor -wide survey to identify barriers to healthy, affordable food access.
 - System mapping the entire food system in the regional foodshed and further analysis of GIS food desert data. Local Food Shift has identified the Front Range regional foodshed as the 18 contiguous counties along the Front Range from Pueblo to Greeley/Fort Collins.
 - Develop additional recommendations and metrics.
 - Explore utilizing innovative distribution pathways, such as the commuter rail infrastructure, to distribute produce that is grown at urban farms and in exurban areas of Jefferson County, outside the Gold Line Corridor, to a food hub location, farm stands, food banks, and other healthy food access points along the corridor. *See the Appendix for further information on healthy food access models.*

- Promote consistent land use policies across jurisdictions to support protections of community agriculture (of varying scales), farmers' markets and farm stands, and a mix of retail to support access to healthy and affordable food.
- Affordable Child Care access:
 - Partner with organizations like Head Start to address barriers to affordable child care. The financial barrier to providing affordable child care is particularly high. Organizations like Head Start, for example, have no money for capital investment or rent, making it wholly depending on sources of funding like Community Development Block Grants (CDBG). However, lower income families with children who are dependent on transit have a particularly pressing need for affordable child care. Child care is also tied to food access for children, providing some children their only meal for the day. According to the Jefferson County 2013 *Head Start Community Assessment*, Arvada has potentially the largest need within Jefferson County with 802 families needing TANF (Temporary Assistance for Needing Families). In Denver, 94-percent of students in Globeville and 84-percent of students in the Sunnyside neighborhoods (near the 41st and Fox station) qualify for free and reduced lunches.

Lead Responsibility: Jefferson County Public Health

Implementation Partners: Denver Environmental Health – Food Access Program, Head Start, Denver Food Rescue, Catholic Charities, Farmers Market Directors, Community/School Gardens, Regis Center for Urban Agriculture and Nutrition, Aria, Urbiculture, Hyland Hills Parks and Recreation District, Arvada Community Food Bank, Jefferson County Conservation District, regional farmers, Kaiser Foundation, Wheat Ridge 2020, MCPN, Denver Public Health, Tri-County Health Department

Potential Funding Sources: Colorado Fresh Food Financing Fund, LiveWell Colorado, Kaiser Permanente, The Colorado Health Foundation, The Colorado Trust, Kresge Foundation, American Heart Association, Social Impact Bonds

3. STATION AREA ACTION PLANS

Transit oriented development potentials, target industries, development constraints and opportunity sites for each station area are summarized within the *Market and Community Services Analysis* report. That report provided the basis for the action plans developed for each station and should be referenced to provide the necessary context for the action plans. The action plans developed for each station area are meant to address the opportunities present at the stations and the barriers identified. The top priority actions recommended for each station area are described in this chapter. The actions do not necessarily reflect the actions recommended in related planning documents for the station areas but reflect the highest priority actions identified in the *Market and Community Services Analysis*. The actions for each station are organized within the following three categories shown:

- Station Area Improvements—Development and Land Use,
- Food Access, and
- Community Services

41st and Fox

The 41st and Fox Station is closest to downtown Denver located in the historic Globeville neighborhood. The half-mile station area is split by a large rail corridor with the eastern portion in the Globeville neighborhood and western portion in the Sunnyside neighborhood. While there has been some residential market momentum in the area in the form of apartment projects and student housing, and some gentrification, it is still primarily characterized by relatively low income residential neighborhoods and a mix of small and medium sized manufacturing and service uses in older industrial buildings. One of the station area's biggest impediments (particularly for the provision of services and groceries) is access.

The 2009 *41st and Fox Station Area Plan* had a land use plan that called for a mixture of employment, residential and retail uses, with Fox Street becoming a retail pedestrian street. The *Globeville Neighborhood Plan* proposes a land use plan with mainly residential uses and service retail in the station area. The neighborhood plan reflects the current trends occurring in the area and would lead to a residential neighborhood emerging in the station area. This plan is somewhat in conflict with the existing use mix, which is a mixture of office, heavy and light industrial uses, single family residential and multifamily student housing. The station area could support a mixture of employment driven uses and residential and will likely take a while for industrial oriented employment uses to completely transition out of the area. Currently, some of the heavier industrial uses, such as the metal manufacturing facility north of the station parking areas, are a deterrent to residential developers.

The recommendations made below are aimed to identify actions that will help generate transit oriented uses, particularly housing, which will increase demand for retail and services in the area. The actions also suggest approaches to maintaining the employment base within the station area and short-term approaches to increasing the access to food, retail and services to existing and future residents.

Station Area Improvements, Development and Land Use

1. Encourage multigenerational residential development within the station area to generate a critical mass of housing in the station area to support services and retail.

Close proximity to the Auraria Campus, as well as resources and services further west on the Corridor such as Red Rocks Community College, presents an opportunity to provide multigenerational housing. The potential for a grocery store and other desired services is limited until there is a major increase in households in the area. The station area has an opportunity to capitalize on the demand for close-to-downtown housing with market rate units priced below more expensive areas such as LoHi and RiNo. Rehabilitation of existing building for urban lofts, studios, and townhomes, as well as market rate and income-restricted apartments all have potential in the area.

Lead Responsibility: Denver Office of Economic Development and Community Planning and Development

Implementation Partners: Urban Land Conservancy

Potential Funding Sources: Denver TOD Fund, City of Denver Office of Economic Development

2. Identify strategies to land bank for affordable housing in critical locations and attract low income housing developers to the area.

Demand for housing in the close in neighborhoods of downtown Denver has driven up home prices and rent levels. The Sunnyside neighborhood has begun to experience this, particularly on the western portions of the neighborhood. As demand for housing grows in the area, it will be important to preserve and ensure there are affordable housing options, especially near the transit station. Land banking for future affordable housing is needed as the area continues to gentrify. The forthcoming affordable housing study for the Gold Line Corridor will document the need and demand for housing to provide the quantitative backing to this suggestion. This land banking recommendation was also made in the Globeville neighborhood plan for the station area. The existing development opportunities in the station area should also be marketed to active low income housing developers.

Lead Responsibility: Denver Office of Economic Development and Community Planning and Development

Implementation Partners: Urban Land Conservancy, Denver Housing Authority

Potential Funding Sources: Denver TOD Fund, City of Denver Office of Economic Development

3. Explore potential ways to leverage the former Denver Post Printing site for redevelopment.

The location of the site at the intersection of the main interstate highways within Colorado makes it a highly visible, central and potentially attractive location for a variety of uses. Potential employment or regional retail uses should be identified for the site. The site could be attractive to users that would benefit from the visibility and central location of the site. The major barrier to a larger employment or regional retail user is the lack of access to the interstate highways. This barrier may be too significant to overcome. The attraction of employment or retail uses at this location does not necessary preclude housing uses from locating at the site.

Lead Responsibility: Denver Office of Economic Development

Implementation Partners: Denver Public Works and Community Planning and Development

4. Improve Fox Street and Inca Street and upgrade the larger station area street network to serve existing residential and to encourage additional TOD.

The roadway network within the station area, specifically within the Globeville section, is in poor condition and not conducive to TOD. Investments are needed to improve roadway surfaces, complete sidewalks and create bike lanes and connections. Improvements to the streets will increase the attractiveness of the area to housing developers, make the area more attractive to potential retailers, and allow for existing and future residents to easily access the transit station.

Lead Responsibility: Denver Public Works, Community Planning and Development, private development

5. Market existing industrial and flex buildings in the station area for adaptive reuse for more employment intensive uses.

There is demand for employment users within the station area. In general, the firms that can be attracted to 41st and Fox will be those who are seeking well-located space with urban amenities at a lower cost than downtown Denver. Targeted industries for 41st and Fox include entrepreneurial ventures and start-up companies seeking an urban mixed-use neighborhood; small business service and professional services seeking an affordable close-to downtown location; and small firms engaged in higher value product manufacturing and wholesale trade such as artisanal goods, Colorado made products, food and beverage, clothing and accessories, furniture, and other goods with a higher level of design and finish than mass market products. Ensure that future zoning, which will be geared towards residential uses, is inclusive enough to allow for employment uses to remain and located in the station area, however, also be cognizant of challenges of impacts of certain types of employment uses (marijuana-grow operations) on residential development.

Lead Responsibility: Denver Office of Economic Development

Food Access

Interviews with stakeholders and an analysis of current healthy food access options indicate the need for additional strategies to increase access to affordable healthy foods in the communities surrounding the 41st and Fox station area. There are several community gardens that are operating at full capacity, one farmers' market, and a few food banks in the vicinity. The Denver Montessori Junior/Senior High School will be relocating to the former Smedley Elementary building in the fall of 2016, which will include a working farm and orchard on-site. The primary need is for year-round access to affordable healthy food. There is a strong desire for a full-service grocery store, however the lack of a suitable, accessible site and current household numbers make it unlikely that a traditional grocery store will locate in the area in the near future.

6. Work with Denver Department of Environmental Health Food Access Program to identify a viable corner store to establish a Healthy Corner Store in the Sunnyside neighborhood.

In addition to establishment of the healthy corner store, a partnership with Denver Food Rescue to incorporate donated produce into the healthy corner store should be explored. As

well, explore the potential incorporation of a “healthy” food truck/mobile market vendor in conjunction with the healthy corner store. Denver Environmental Health has expressed that it can help with expedited permitting and navigating rules and regulations to get a healthy food truck established. Potential sites for a healthy food truck vendor include: the station area, local schools, Quigg Newton Homes, and the Aztlan Recreation Center.

Lead Responsibility: Denver Environmental Health Food Access Program, existing corner stores

Implementation Partners: Denver Environmental Health, Denver Office of Economic Development, Denver Food Rescue, healthy food truck entrepreneurs, Trevista at Horace Mann, the incoming Denver Montessori Junior/Senior High School

Potential Funding Sources: Colorado Fresh Food Financing Fund, LiveWell Colorado, Kaiser Permanente, The Colorado Health Foundation, The Colorado Trust, Kresge, American Heart Association

7. Encourage the existing Highlands Farmers’ Market to accept food stamp transactions.

Low-income residents in nearby neighborhoods have expressed a desire to utilize the Highlands Farmers’ Market, but there is a perception that the market is more targeted to higher-income residents. According to a report published by Policy Link and The Food Trust, between October 2010 and September 2011, SNAP (Supplemental Nutrition Assistance Program) sales at farmers’ markets nationwide topped \$11.7 million. Providing greater financial accessibility to the Highland Farmers’ Market would enable low-income residents to access much-needed fresh produce in a community underserved by traditional grocery stores. The Colorado Farmers’ Market Association provides the wireless point-of-sale terminals to enable farmers’ markets to accept electronic benefits transfer (EBT) for free and assists farmers’ market directors in setting up the machines. Targeted outreach to socioeconomically diverse residents would be needed to market this opportunity. It would be beneficial to work with neighborhood-based organizations such as Catholic Charities and Servicios de la Raza, as well as local schools, recreation centers, and Quigg Newton Homes to engage a broader range of residents.

Lead Responsibility: Highland Farmers’ Market

Implementation Partners: Colorado Farmers’ Market Association, Catholic Charities, Servicios de la Raza, local schools, Aztlan Recreation Center, Quigg Newton Homes

Potential Funding Sources: USDA

8. Collaborate with existing community gardens to create a collective farm stand at or near the station area.

The Troy Chavez Memorial Peace Garden, located at 38th and Shoshone, operates a community farmers’ market once a year. The garden leader at the Troy Chavez Memorial Peace Garden has expressed interest in collaborating with other nearby community gardens to establish additional farm stands to provide greater access to fresh produce for low-income residents and foster relationships among community gardeners. Denver Urban Gardens currently operates farm stands at its office location in the Curtis Park neighborhood, as well as a number of school garden-based farm stands. Potential site for a collaborative farm stand could include: at or near the 41st and Fox station area; local schools; and the recreation or senior center. Denver Urban Gardens would need to obtain a permit for off-site sales of produce.

In addition, community gardeners can sell community garden produce out of their homes through the Colorado Cottage Foods Law, passed in 2012. This law permits the selling of raw, uncut produce and cottage foods from the grower's place of residence. Residents must obtain a fresh produce and cottage food sales home occupation (at-home business) permit. *See the Appendix for further information on the Colorado Cottage Food Law.*

Lead Responsibility: Community gardens

Implementation Partners: Denver Urban Gardens, local schools, RTD

Potential Funding Sources: USDA, Denver Urban Gardens

9. Continue to pursue additional grocery services and explore the potential of locating a Walgreens "Food Oasis" store, or a similar type of store, in conjunction with new commercial development at or near the station area.

Beginning in 2011, Walgreens has been developing "food oasis" stores to provide fresh produce in underserved communities. Walgreens opened the first food oasis store in Colorado in the northeast Park Hill neighborhood of Denver in 2013. Walgreens is tracking the data to evaluate the success of this approach before considering locating food oasis stores in other Denver Metro neighborhoods.

Lead Responsibility: Denver Office of Economic Development

Implementation Partners: Walgreens, Grocery Stores, Private developers,

Potential Funding Sources: Colorado Fresh Food Financing Fund

Community Services

Interviews indicated that portions of the community remain underserved, particularly in the food access and health care arena, or that there is a mismatch between what is available and what is needed. The Denver Housing Authority (DHA) has a presence in the area at its Quigg Newton Homes, which offers a variety of services focusing on its residents, however, there are broader service needs in the community.

10. Convene health care, public health and community health advocates to conduct a health care and community health needs assessment in order to ascertain the barriers to accessing medical services, identify additional services needed, and determine appropriate locations for those services.

This assessment should pay particular attention to access to Federally Qualified Health Centers, senior services, and mental health services. At the 41st and Fox station area, the strategy should also examine the potential for residents in the area to potentially access services, not only in Denver, but potentially across the Gold Line Corridor.

Lead Responsibility: Jefferson County Public Health, Denver Office of Economic Development, GCWG

Implementation Partners: Denver Health, MCPN, Tri-County Health Department, Clinica Tepeyac, Focus Points Family Resource Center, Inner City Health.

Potential Funding Sources: LiveWell Colorado, Kaiser Permanente, The Colorado Health Foundation, The Colorado Trust, Kresge, American Heart Association, Social Impact Bonds

Pecos Junction

The land uses near the Pecos Junction station are dominated by sand and gravel mining activity, which is not forecast to change in the foreseeable future. There is a history of landfills in the area that has resulted in a Flammable Gas Overlay surrounding the station. There is also a significant amount of distribution and repair and other heavy industry with large amounts of outdoor storage. There is no market pressure to displace these uses and the industries provide good jobs. The key focus for the Pecos Junction area is to enhance the access to the station area for all modes and to increase the employment concentration within the station area to encourage use of the station and line.

Station Area Improvements, Development and Land Use

1. Increase the ease of access to the station for automobiles through wayfinding signs and enhanced station parking lot access points.

The station area is accessed off of Pecos Street along W. 62nd Parkway. Pecos Street and W. 62nd Parkway are used heavily by large semi-trucks and other industrial use traffic, which makes navigating the area difficult. Also, the station is located below the grade of the Park-n-Ride area for the station and not visible from the street. Increased signage and wayfinding is needed to ensure that potential users are aware of the station and can easily determine how to access the parking lot and station.

Lead Responsibility: Adams County

Implementation Partners: CDOT, RTD

2. Invest in Park-n-Ride amenities at the station to increase the desirability of the station to potential users.

The station and Park-n-Ride are surrounded by industrial uses and are not in a desirable location. To encourage use of the station as a Park-n-Ride, investments in parking lot amenities such as increased lighting, security, bike lockers, and other user amenities are needed to ensure use of the station. RTD is planning to provide most of the above amenities. Adams County and RTD should jointly evaluate additional amenities that would enhance future users' experience. Park-n-Ride users should be encouraged to use Pecos Junction instead of Clear Creek/Federal to decrease the need and demand for parking lots at Federal, which could be used for TOD.

Lead Responsibility: RTD, Adams County

3. Improve sidewalk and bus stop connections to adjoining residential neighborhoods.

There are residential neighborhoods one-mile north and to the west and east of the station and the station's location at the junction of the Gold and Northwest lines, may allow for future passenger transfers. Connectivity to the station from these adjoining neighborhoods would be critical. Currently, these communities lack many basic services such as health care, child care, senior services, and access to healthy foods. Improving connectivity to the station allows residents to better access services at other station areas. In addition to bus accessibility provided by RTD, sidewalk and bus stop improvements in these neighborhoods and along major routes would also be necessary to facilitate easy access to the station.

Lead Responsibility: Adams County

Implementation Partners: CDOT, RTD

4. Attract additional industrial uses to the station area on parcels that are currently underutilized or vacant.

Increasing the amount of employment in the station area will increase the potential for transit ridership even if the uses are largely industrial. Furthermore, the station area and its surroundings could be designated for the relocation of some heavier or non-transit friendly industrial uses within other station areas.

Lead Responsibility: Adams County Economic Development Corporation

Implementation Partners: Adams County

5. Encourage RTD to allow the Northwest Rail to make a stop at Pecos Junction to allow for transfers to the Gold Line.

The Pecos Junction station is ultimately planned as a transfer point from the Northwest Rail to the Gold Line. However, the initial phase of the Northwest Rail is planned as an express route from Westminster (at 71st Avenue and Lowell Blvd.) to Denver Union Station. RTD should be encouraged to reevaluate the viability of allowing a stop at Pecos Junction, which will increase traffic and ridership from the station, as well as activity at the station area. RTD is planning on reevaluating using Pecos Junction as a stop for the Northwest Rail after one year of operations.

Lead Responsibility: Adams County and RTD

Clear Creek/Federal

The Clear Creek/Federal station has a substantial amount of vacant and underutilized land in the immediate station area. However, the area's recent development has been in areas surrounding the station including the Midtown at Clear Creek Development, which is located at Pecos and 67th Avenue, Pomponio Terrace at 70th and Federal, the Westminster Station Area at 71st Avenue and Lowell Blvd., and at Aria, which is approximately one mile south of the station along Federal Boulevard. Regis University is also a major destination just outside the station area along Federal Blvd from 50th Avenue to 53rd Avenue. Federal Boulevard provides north-south access to the station from Regis University. The success of Midtown and Aria, and the development interest at the Westminster station, is generating interest along Federal and at the station. The focus of efforts at this station should be to: 1) generate transit oriented development at the station, and 2) connect the station to the various nodes of development activity outside the station area.

Station Area Improvements, Development and Land Use

- 1. Focus on creating a transit oriented residential neighborhood at the station and create a station area public improvement district to put in place a funding source to pay for infrastructure needs around the station.**

There is a substantial amount of underutilized and vacant property near the Clear Creek/Federal station that could be used for transit oriented housing. There is currently one development project proposed—the Clear Creek Transit Village west of the station. Other developers have expressed interest in the area, including the Adams County Housing Authority, but have indicated a reluctance to be the first project. The area lacks adequate trunk infrastructure to support large development projects at the station. Specifically, adequate water service infrastructure needs to be built and extended to development sites. The roadway network and access points to Federal are also needed. Individual development projects will likely struggle to provide needed infrastructure.

A funding source, triggered by new development projects, should be created to provide funds available to Adams County, water and other utility providers and developers to build the needed infrastructure to make a TOD area. A County initiated public improvement district (PID) could be created and expanded as development projects are proposed. Joining the district could be a requirement of development or zoning approval. The creation of this district will provide funding that could repay County bonds or developers for upfront costs. An additional approach to generating a funding source for infrastructure would be a partnership between the City of Denver and Adams County to create an urban renewal area (URA) along Federal Blvd. from Denver to the station. Adams County is unable to use tax increment financing. This partnership could provide a mutually beneficial URA that can help pay for station area improvements, as well as Federal Boulevard improvements.

Lead Responsibility: Adams County

Implementation Partners: CDOT, City of Denver, Denver Urban Renewal Authority

- 2. Prioritize improvements to Federal Boulevard, such as complete sidewalks, increased lighting, enhanced medians, and bike and pedestrian safety measures, beginning with the segment between the station and Regis University.**

The Federal Blvd. Framework Plan HIA, as well as interviews with stakeholders indicated a need to make significant improvements to Federal Blvd. in order to make access to the

station area and nearby resources safe and desirable. As well, enhancements along Federal along with the market momentum in the area may increase the desirability for redevelopment along Federal between Regis and the station as well as along Federal Blvd. up to Westminster Station.

Lead Responsibility: Adams County, City/County of Denver, RTD, CDOT

Implementation Partners: Denver Urban Renewal Authority

3. Improve the attractiveness and ease of transit connections between the station and Regis University by building enhanced bus stops on Federal Boulevard.

Currently the 31 bus runs along Federal with 15 minute headways during the day and 30 during nights. This bus route could serve as a major connector between the two areas and is already in place. The establishment of a shuttle bus between Aria, Regis University, and the station is another potential solution, but is redundant and likely not financially possible for Regis. An attractive transit connection would encourage ridership for students and neighborhood residents. Enhanced bus stops should include shelters for riders, wayfinding and information kiosks and displays, as well as potentially buffered bus stops off of Federal. The West Colfax BID used various funding sources, including BID funds and grants, to invest in enhanced bus stops. The BID solicited for artist to create bus stops to provide a unique, attractive spin to the stop. The BID offered \$150,000 to artist teams to design and create bus stop shelters for two to six stops. Enhanced bus stops, such as ones found along the Free Metro Ride downtown, cost approximately \$200,000 to \$300,000 per stop, including bus islands. Initially, enhanced stops would be needed at the station and 52nd Avenue, but could be expanded elsewhere along Federal if successful.

Lead Responsibility: Adams County, City of Denver, Regis University, RTD

Implementation Partners: CDOT

4. Improve access from the station to the Hyland Hills Regional Park.

The Hyland Hills Parks and Recreation District's future regional park is located to the south and west of the station between Lowell Blvd. and Tennyson Street at approximately 58th. The east entrance to the park will be off of Lowell Avenue, offering relatively easy connection to the station via the Clear Creek Trail, although additional bike lanes/pedestrian walkways and wayfinding to direct people to the park is a priority. The park will include fishing ponds, sports fields, playgrounds, community gardens, greenhouses, and buildings for indoor meetings, class, and other community events.

Lead Responsibility: Adams County, Hyland Hills Park and Recreation District

5. Explore creating a bike sharing program.

The Hyland Hills Parks and Recreation District has expressed an interest in having a bike-sharing program such as B-Cycle at both the Gold Strike and Clear Creek/Federal stations to facilitate multi-modal access to the park and other services and amenities.

Lead Responsibility: Hyland Hills Park and Recreation District, Adams County Transportation

6. Encourage additional student housing on Federal Boulevard at either Aria or on Regis owned land to catalyze redevelopment along Federal.

Regis is trying to expand its enrollment, including more offerings on its main campus, which will generate the need for affordable student housing. Affordable student housing is already a concern for Regis as the desirability of its surrounding neighborhoods has increased over the past decade. Regis is considering building additional student housing that is either self-operated or through a partnership with a private operator. Additional student housing should be encouraged to locate along Federal Blvd. to serve as a catalyst housing project to generate additional market demand for redevelopment along Federal. A project located on Federal could make the station an amenity to residents wanting access to downtown and region. New development along with an enhanced Federal Blvd. would increase the demand for redevelopment between the station and Regis.

Lead Responsibility: Regis University, Private Developers

Implementation Partners: City of Denver, Adams County

Community Services

There is a significant lack of community services for the neighborhoods surrounding the Clear Creek/Federal station area. Stakeholder interviews indicate the primary needs in the area include: greater access to affordable healthy foods—including a full-service grocery store, medical services, health care services, and job training—particularly for youth.

7. Support a community service hub at Regis/Aria.

Regis and Aria are collaborating to provide a number of resources and services to students, Aria residents, and surrounding neighborhoods through the Cultivate Health Initiative. This initiative focuses on three primary components: health care, healthy eating, and healthy living. Services planned include: a health clinic, nutrition/cooking/gardening education, a pay-as-you-can farm stand, youth job training, bike safety classes, exercise amenities and programs, and integrated physical and mental health. *See Appendix for further information on the Cultivate Health Initiative.*

Lead Responsibility: Aria, Regis University, Urbiculture

Implementation Partners: Groundwork Denver, health care providers, Cooking Matters, Beach Court Elementary School, Walk Denver, RTD, Berkeley Neighborhood Association, Carl Park Community Center

Potential Funding Sources: The Colorado Health Foundation, Kaiser Permanente

8. Support Health Education Programming in partnership with Hyland Hills Baker and Perl Mack Community Centers, Regis University, and Aria.

Hyland Hills Parks and Recreation used to operate health education programming in partnership with St. Anthony's that were well-attended by low-income residents in nearby communities. With Regis University's focus on health professions and the potential clinic in partnership with Aria, there is an opportunity to expand services to include health education programming at community gathering places such as the Baker and Perl Mack Community Centers, the Carl Park community center, as well as the new Hyland Hills Park, among others.

Lead Responsibility: Hyland Hills Parks and Recreation, Regis University, Aria, health care providers

Potential Funding Sources: The Colorado Health Foundation, Kaiser Permanente

9. Encourage greater visibility of the Adams County Center for Community Enrichment on Federal Blvd. and targeted outreach to mobile home communities near the station area.

Interviews with residents and organizations indicated a lack of awareness of the Adams County Center as a community resource. Greater visibility along Federal through enhanced signage and targeted outreach to these communities through methods such as bilingual flyers, engagement of community leaders, and connecting with organizations that serve mobile home park residents would encourage greater use of the Adams County Center and provide job training resources to communities in need.

Lead Responsibility: Adams County Center for Community Enrichment, Adams County Housing Authority

10. Work with RTD to install information kiosks at the station area to promote nearby services and resources such as the farm stand, Hyland Hills regional park, the Adams County Center for Community Enrichment, trails, and health services.

During stakeholder interviews, both residents and service providers expressed an interest in the installation of information kiosks at station areas to promote awareness of nearby resources and directional information on bus, walking, and bike routes to access these resources.

Lead Responsibility: Hyland Hills Park and Recreation District, Adams County Transportation, Denver County Transportation, RTD

Food Access

11. Attract a grocery store to the Federal Boulevard corridor.

The grocery store market analysis and mapping of grocery stores conducted as part of this project indicated a gap in grocery store provision in the north Federal trade area. An interview with the Aria developer indicated a willingness to locate a smaller grocery store in an accessible location. There is potential interest on the part of a local Hispanic grocery store operator because of Aria's development plans and the gap in grocery provision in the area. Those grocery operators reluctant to consider this location mentioned the demographic characteristics of the community and the appearance of Federal Blvd. as primary deterrents.

Lead Responsibility: Aria, Denver Office of Economic Development

12. Support the development of a food hub educational and market site in partnership with Regis, Aria, and Urbiculture

Interviews with food access partners and advocates have indicated the potential for locating a food hub along the Corridor to provide a place for producers to distribute produce and teach classes on farming/gardening, nutrition, cooking, etc. Although there is not currently a suitable site near the Clear Creek/Federal station for a food hub distribution center, connecting the educational and food access activities planned through Regis, Aria, and Urbiculture to a food hub concept would serve to further promote a Corridor-wide approach to improving food access for Gold Line Corridor residents.

Lead Responsibility: Regis University, Urbiculture, Aria

Implementation Partners: Jefferson County Conservation District Urban Agriculture Program, producers in Jefferson County, Hyland Hills Parks and Recreation District, Denver Montessori Junior/Senior High School, Denver Food Rescue

Potential Funding Sources: LiveWell Colorado, Kaiser Permanente, the Colorado Health Foundation

13. Support a farm stand at or near the station area run by Urbiculture.

Urbiculture has expressed interest in operating a farm stand at or near the station area in conjunction with the production gardens at Aria.

Lead Responsibility: Urbiculture

Implementation Partners: Aria, Regis University, RTD

Potential Funding Sources: USDA Farmers' Market Promotion Program, LiveWell Colorado, Kaiser Permanente, Colorado Health Foundation

Gold Strike

The land uses in the area near the Arvada Gold Strike station include industrial uses and buildings along the rail track and to the south of the station, and stable single family neighborhoods on the north side of 60th Avenue. While the rail road tracks and grade changes along Sheridan Boulevard create a major barrier for pedestrian or bicycle access south of the tracks and automobile access is limited, the station is easily accessible for homes north of 60th Avenue. The station area has very few development opportunity sites and has mainly stable and utilized properties. The priorities for the station include identifying ways to increase the number of housing units and jobs within the station area and increasing access to the station.

Station Area Improvements, Development and Land Use

1. Continue conversations with the Simpson United Methodist Church (SUMC) regarding the potentials for affordable housing or a community service facility on its property.

The SUMC is located directly north of the station on 60th Avenue. In the past, the church congregation had contemplated relocating because the building is old and expensive to maintain and the congregation is aging. However, the pastor has indicated that the church may be open to different redevelopment options including smaller church facilities, and redevelopment that may include community facilities and/or affordable housing. The church site is relatively small at 3.2 acres so the opportunity to co-locate other services may be limited, unless the site grows through an assemblage of adjoining properties. The local church leadership owns the property and some conversations have begun. The pastor needs assistance discussing different financial options for the congregation and it would be helpful for City Staff/Housing Authority to help outline various options. It is important to note that the pastor has yet to discuss the issue with the congregation.

Lead Responsibility: City of Arvada, Arvada Housing Authority

2. Increase the employment base within the station area by targeting employment intensive uses seeking industrial and flex spaces that are compatible with transit.

The station area south of 60th Avenue is a mixture of industries with over 2,100 jobs located in the area. A portion of the businesses and industrial building stock is employment intensive and transit supportive. There are also heavy industrial uses, particularly south of the rail tracks that are active in the area. In general, businesses interested in the Gold Strike station area will be those who are seeking lower cost flex and industrial space near the interstate or rail. Target industries for the Gold Strike area include manufacturing uses that are employment intensive and have little outdoor storage uses and professional, scientific and technical services firms looking for flex industrial space and desire being in a more industrial setting. Some of the manufacturing uses in the area north of the rail tracks fit this description. There may be additional sites available for these uses west of Sheridan Boulevard. Transportation, warehousing, and wholesale businesses will continue to desire this area; these uses should be encouraged south of the rail tracks. Modify zoning within station area to allow for a mixture of uses north of the rail tracks and control industrial uses through performance standards to limit outdoor storage, noise, and other impacts from traditional industrial users.

Lead Responsibility: City of Arvada Economic Development Association, City of Arvada Planning Department

3. Prioritize better access to the neighborhoods to the north as well as the Hyland Hills Parks and Recreation District.

Given limited dollars, prioritizing access to the residential neighborhoods and the Hyland Hills Parks and Recreation District represents a nearer term priority, although access to the station area, particularly from the south represents a major constraint. Sheridan Boulevard is also a major barrier with a major bridge and grade change south of 60th Avenue and there is a lack of pedestrian amenities along Sheridan Boulevard.

The Hyland Hills Parks and Recreation District's future regional park is located to the south and east of the station. The west entrance to the park will likely be on 58th Avenue, offering relatively easy connection to the station, although bike lanes/pedestrian walkways and wayfinding to direct people to the park is a priority. The park will include fishing ponds, sports fields, playgrounds, community gardens, greenhouses, and buildings for indoor meetings, class, and other community events. Find more information about the planned park in the Appendix.

4. Explore creating a bike sharing program.

The Hyland Hills Parks and Recreation District has expressed an interest in having a bike-sharing program such as B-Cycle at both the Gold Strike and Clear Creek/Federal stations to facilitate multi-modal access to the park and other services and amenities.

Lead Responsibility: Hyland Hills Park and Recreation District, Adams County Transportation

Food Access

5. Explore the potential for locating a food hub distribution site in the warehouse industrial area south of the station.

Interviews with food access partners and advocates have indicated the potential for locating a food hub along the Corridor to connect producers with better distribution options, as well as a place for support and education on food production, setting up farmers' market with EBT, and classes on nutrition, cooking, etc. Due to the light industrial nature of the area surrounding the Arvada Gold Strike station, this station is suitable to house a food hub distribution site where producers along the Corridor could deliver produce for distribution throughout the Corridor to sites such as: farmers' markets, healthy corner store locations, schools, etc. Further study would be necessary to identify a suitable location and key partners to oversee operations. Denver Food Rescue has expressed interest in expanding into more of a distribution role; however additional logistical and financing partners would need to be determined.

Lead Responsibility: Gold Line Corridor Healthy Living Coalition

Implementation Partners: Jefferson County Conservation District Urban Agriculture Program, producers in Jefferson County, Regis University, Urbiculture, Hyland Hills Parks and Recreation District, Denver Montessori Junior/Senior High School, Denver Food Rescue, the City of Arvada

Potential Funding Sources: LiveWell Colorado, Kaiser Permanente, The Colorado Health Foundation, USDA Farmers' Market Promotion Program

Olde Town Arvada

The City of Arvada has been actively planning for TOD surrounding the station for a number of years to complement Olde Town Arvada, a historic downtown retail and restaurant entertainment district. Its past urban renewal plans have also redeveloped the area south of Olde Town with large format retail and residential development. The Arvada Urban Renewal Authority (AURA) has created a new urban renewal plan focused on facilitating TOD and has engaged in a P-3 with RTD and Trammell Crow to build a mixed use development on a 9-acre site near the station. The City is also building a 600 space parking garage that includes 400 park-n-ride spaces for RTD and 200 spaces for the Olde Town Business District. The Olde Town Arvada station area is the most complete station area of all of those on the Gold Line Corridor. Priorities for the station area include continuing to facilitate TOD, identifying the needed services and amenities to make the station a destination, as well as addressing the community services needs of area residents.

Station Area Improvements, Development and Land Use

1. Provide economic development incentives to attract a hotel to the station area.

The Gold Line Corridor does not have a hotel use within the station areas. Several businesses interviewed stated that a hotel along the corridor would be a major asset for area businesses. Proactively market opportunity sites to hoteliers and developers. Two potential locations include the 3-acre site owned by AURA along Olde Wadsworth and the 9-acre AURA P-3 site. Identify additional funding sources to make projects feasible, if financial barriers exist, including the creation of a lodging tax.

Lead Responsibility: Arvada Urban Renewal Authority, Arvada Economic Development Association

2. Create a master plan for redevelopment of the Landmark Theatre site for TOD uses.

The 9.9 acre Landmark Theater site includes the Landmark Theaters on a ground lease to Sullivan Hayes that expires in 2016. The property's location adjacent to the station parking garage and across from the Trammell Crow project indicates its long term potential for a higher density TOD. A plan for the desired mixture of uses, density, and character should be created to guide potential developers of the site. Entertainment uses could add to the regional draw of the area and the theatre use should continue to exist on the site, but reconfigured to fit within a more dense development. National chain, lifestyle retailers may be attracted to the development if oriented as a retail/entertainment focused development.

Lead Responsibility: Arvada Urban Renewal Authority, City of Arvada Planning Department

Food Access

3. Attract a grocery store to the station area and explore financing options to make a project feasible.

The market analysis identified an opportunity for a natural foods grocer and there are several interested grocery stores. Trammell Crow is investigating the possibility of including a grocery store in its 9-acre development. A potential full-service grocer is also interested in the mini-storage site east of Wadsworth Boulevard but the reported asking price is too high to support a grocer without public subsidies. The grocers are primarily interested in a single use building. The 2014 Arvada Comprehensive Plan does not require all parcels in Mixed-Use

Districts to have a combination of uses, only a mixture across proximate parcels. Financing a project has been cited as the largest barrier to attracting a grocer, specifically upfront capital to close financing gaps.

Through a sales tax share back agreement or an Enhanced Sales Tax Incentive Program, the City can “front” future sales taxes to help pay for costs that are public or of a similar nature to help close upfront financing gaps. These agreements have been used to help pay for public infrastructure improvements that are directly related to facilitating the operations of the future retailer. This tool is a good option for providing gap financing for projects if the City is able and willing to provide upfront capital or able to build capital improvements for the project.

Lead Responsibility: Grocery retailer, City of Arvada

Implementation Partners: Trammel Crow, Arvada Urban Renewal Authority, Jefferson County Public Health may be available to offer technical assistance, such as fact sheets and case studies, on grocery stores locating in mixed-use areas.

4. Ensure that there are affordable healthy, fresh foods available within a new grocery located in Olde Town.

The Olde Town station area has benefited from a significant number of new residential households as a result of area reinvestment and redevelopment and is forecast to continue adding to this residential base. However, the neighborhoods surrounding the Olde Town station area are lower income and are considered food deserts. Neighborhoods defined as food deserts are census tracts where the poverty rate is greater than 20 percent or the median family income is at or below 80 percent of the area median family income, and at least 500 persons and/or at least 33 percent of the census tract's population live more than one mile from a supermarket or large grocery store. Interviews with stakeholders indicate the need to ensure the provision of affordable healthy food in conjunction with an incoming grocery retailer in order to meet the needs of the low-income population.

One option to help ensure affordable, healthy foods is the Colorado Fresh Food Financing Fund. The Olde Town Arvada area is considered a food desert and is likely eligible for assistance from the Colorado Fresh Food Financing Fund. <http://www.chfainfo.com/CO4F/> The fund has some flexibility that is determined on a case-by-case basis, so further conversations between the funders, developers, the City and AURA are needed. The program offers loans up to \$1.5 million, favorable interest rates, and grant funding up to \$100,000. Uses of loan funds are wide ranging as long as the project fits eligibility requirements. Grant funds are more restrictive in uses but still flexible enough to include a variety of project costs. Additionally, the fund can provide assistance to the retailer to encourage the provision of affordable produce to neighborhoods surrounding Olde Town through models such as fixed-price bundled produce or a mobile market delivering produce to low food-access areas. This program will likely be less useful for financing a project for established chains but can be used to encourage affordable items are sold or for innovative food access strategies. Other national programs aimed at providing affordable produce to area residents are summarized in the Appendix.

Lead Responsibility: Grocery retailer, City of Arvada,

Implementation Partners: Trammel Crow, Colorado Health Foundation, Arvada Urban Renewal Authority

5. Work with the Arvada Community Food Bank to expand its mobile food pantry to include additional sites.

The Arvada Community Food Bank currently operates two mobile food pantries that deliver food once a month to a senior housing facility and a mobile home park. The Arvada Community Food Bank has expressed interest in expanding its mobile pantry to include additional sites. Further study would be needed to identify sites and funding would need to be secured for expanded services.

6. Explore a partnership between mobile food pantry and future grocery store to provide affordable produce.

The Arvada Community Food Bank already has a refrigerated truck for the mobile food pantry program. Operating a mobile market in partnership with a grocery retailer could provide an earned income opportunity for the food bank while improving food access for low-income residents in low food access areas. The mobile market would need to have a point-of-sale machine to accept food stamp transactions. PUMA has stated this type of project would potentially qualify for the Colorado Fresh Food Financing Fund's Innovation Fund, however the grocery retailer would need to work with PUMA and the food bank, or other provider, to discuss eligibility requirements. In addition, the mobile market could be tied to job training programs to connect food access with employment opportunities.

Lead Responsibility: Arvada Community Food Bank, grocery retailer, City of Arvada

Implementation Partners: Colorado Farmers' Market Association

Potential Funding Sources: LiveWell Colorado, Kaiser Permanente, Colorado Health Foundation

Community Services

7. Continue to explore Parks and Recreation options for the Olde Town/South Arvada neighborhoods.

The Apex Parks and Recreation District is reportedly searching for a site in eastern Arvada that could potentially serve Olde Town residents, although residents in south Arvada feel that they would remain underserved. The City of Arvada is planning for a Parks and Recreation master planning process in 2015. Apex is open to a public private partnership with a private developer to provide parks and recreation services in the southern Arvada area. There is public resistance to operating smaller recreation centers on a deficit basis. Public/private partnerships and the feasibility of neighborhood recreation centers should be explored further in the upcoming master planning process.

Lead Responsibility: City of Arvada, Apex, Neighborhood Organizations including Columbine Neighborhood

8. Encourage the location of additional community services and affordable housing in the Olde Town Area.

The Olde Town Arvada station area is an established retail and civic destination and therefore an ideal location to provide community services to the community, including private medical services, child care services for commuting parents, etc., at a market rate basis, particularly since the station would likely serve the broader Arvada and Jefferson County communities. Accessibility would need to be carefully considered for these additional community services.

Given the demographics of Jefferson County, the provision of mixed income/affordable housing and services, particularly serving the senior population should be encouraged at sites accessible to the station. DRCOG has commissioned a Gold Line Affordable Housing study that will identify potential sites suitable for affordable housing and next steps. This study should also serve to document the need for affordable housing to help build support for affordable housing in the station area.

Lead Responsibility: City of Arvada

Arvada Ridge

The Arvada Ridge station is adjacent to the Super Target anchored by Arvada Ridge Marketplace Shopping Center and Red Rocks Community College. Access to the station present a constraint to redevelopment, as there is no direct access off of Kipling Street. The lack of access reduces the viability for retail or other non-residential uses. Residential uses should be the primary focus of new development at this station and there are ample development sites to provide a wide variety of housing types. Based on area demographics, the station area is also well-suited for senior and affordable housing due to its proximity to services and retail.

Station Area Improvements, Development and Land Use

1. Relocate the State of Colorado Human Services Ridge Home facilities and develop a plan for redevelopment of the site.

The Colorado Department of Human Services owns two large parcels on the east and west sides of Miller Street north of Ridge Road. The west parcel is within Wheat Ridge while the east parcel is within Arvada. The sites are currently greatly underutilized and the uses do not benefit from proximity to the transit station. Wheat Ridge and Arvada should jointly work with the State to try and relocate some if not all of these services to other locations and develop a master plan to develop remaining land for TOD housing.

Lead Responsibility: City of Arvada, City of Wheat Ridge, State of Colorado Department of Human Services

Implementation Partners: Arvada Urban Renewal Authority

2. Identify a location(s) for affordable/senior housing near the station area.

The *Market and Community Services Analysis* indicated that Jefferson County, Arvada and Wheat Ridge have a high concentration of seniors. As these residents age, there will be a growing demand for housing that will allow them to transition out of their single family homes into more senior friendly and oriented housing types. Affordable housing is a needed use along the Corridor and there is a lack of existing permanently affordable units in the Corridor. The Affordable Housing Study being completed for the GLCWG should be referenced to provide quantifiable estimates for the need and demand for affordable housing at this station, as well as suggested locations, including potentially the State of Colorado Ridge Home properties.

Lead Responsibility: City of Arvada, City of Wheat Ridge, Jefferson County Housing Authority, Affordable and Senior Housing Developers

Implementation Partners: Arvada Urban Renewal Authority

3. Improve access to the Arvada Ridge Marketplace from the station.

There are currently existing pedestrian paths from the station to the shopping center but require pedestrians to cross large parking fields. Access to the shopping center will enable residents along the Gold Line Corridor to access groceries and general merchandise at Super Target and the associated stores within the marketplace shopping center. The pedestrian paths and signage within the shopping center should be improved to create a more pedestrian friendly environment. Enhanced medians and pathways should be design and the funding sources identified. Development on the existing vacant pads within the center should

be designed to ensure easy pedestrian access and oriented to pedestrian paths. Long term, explore opportunities to intensify the development within the center including adding uses other than retail.

Lead Responsibility: City of Arvada, Arvada Marketplace

Implementation Partners: Arvada Urban Renewal Authority

Community Services

4. Support Red Rocks Community College in the development of the Arvada Campus as a "Health Hub".

Red Rocks Community College is in the process of renovating and expanding the Arvada campus into a health careers campus. It is also planning to add gardens, walking and biking trails on campus which, over time, could be made accessible to the broader community. RTD will be installing six bike lockers to the Arvada Ridge Station. As the campus expands to include additional health care programs, the college would also like to add a community health clinic. Interviews with community residents and healthy living stakeholders indicate a need for additional health care services, particularly for low-income residents.

5. Develop affordable child care on-site as part of the Red Rocks Community College expansion.

Affordable child care has been cited as a need throughout the Corridor. The expansion of Red Rocks Community College provides an opportunity to incorporate affordable child care on-site for students as well as community members coming to utilize services.

6. Encourage Red Rocks Community College to connect students with nearby employment opportunities in the health care industry.

Given the current and growing need for health care services, Red Rocks Community College should engage nearby employers in the health care industry to connect graduating students with job opportunities.

Lead Responsibility: Red Rocks Community College

Implementation Partners: City of Arvada, local health care providers,

Potential Funding Sources: LiveWell Colorado, Kaiser Permanente, The Colorado Health Foundation

Ward Road

The Ward Road station area is a mixture of low density residential, rural properties, industrial, flex, office and medical uses. Three separate jurisdictions have land use control over portions of the station area. While the majority of the station area is within the City of Wheat Ridge, significant portions of the northern part of the station area are within the City of Arvada, and there are small enclaves and single family housing developments within unincorporated Jefferson County. The area is a thriving employment node that has served as an incubator for small professional businesses. Wheat Ridge has developed a station area plan that identifies residential as primary uses north of the station with employment uses south of the station. One of the area's impediments includes a lack of a coherent and connected street network. Strategies for the station are focused on improving connectivity, attracting TOD to the station, and building on the employment base within the station area to spur additional job growth.

Station Area Improvements, Development and Land Use

1. *Develop a strategic action plan to generate TOD on the major opportunity site adjacent to the station.*

Engage the existing three property owners that control the major parcels. One of the impediments to any station area redevelopment is often the widely varying interests on the part of individual property owners. The City of Wheat Ridge, in cooperation with RTD, is in the process of engaging Urban Land Institute's Technical Advisory services to form a panel in a variety of different disciplines, including real estate development, to develop a series of recommendations on next steps for the station area. The process is expected to engage the station area property owners, and depending on the outcome and recommendations, further engagement with area property owners on their goals for the site would be necessary. One of the key outcomes may be to help Wheat Ridge address some of the existing and perceived market conflicts as compared to its overall vision for the station, as well as the conflicting desired outcomes for the station area of the various stakeholders. Ultimately, creating a master plan and development for all of the potential parcels, as well as a clear, community backed desired land use mixture will make the opportunity attractive to developers. The current uncertainty of the desired uses in the station area has put the City of Wheat Ridge in a reactive position in responding to inquires or development plans.

Lead Responsibility: City of Wheat Ridge, RTD, Urban Land Institute

2. *Improve connectivity from the station to Kaiser Permanente's health clinic.*

The Ward Road Station was identified as the Gold Line Catalytic project site by DRCOG in a recent planning exercise. One of the major employers in the immediate Ward Road station area is Kaiser Permanente. The plan identified the need for continued connectivity improvements through the Ward Road station area, including the need for sidewalks to connect the station area—down the east side of Ward Road, and across the street to the Kaiser Permanente to help facilitate transit use.

Lead Responsibility: City of Wheat Ridge, CDOT, Jefferson County

3. Improve accessibility to the station for residents south of I-70.

Stakeholders identified I-70 as a major barrier for accessing the station from the south side of I-70. There is a desire for greater connectivity from the station area to the southeast corridor of Wheat Ridge through sidewalk improvements and bike/pedestrian safety measures on Ward Road extending south past I-70. Further study would be needed to identify appropriate strategies.

Lead Responsibility: City of Wheat Ridge

4. Create complete connections between the regional trail systems, routes and infrastructure improvements necessary to connect trail systems to station areas, and wayfinding to create greater awareness of regional trails.

The Ward Road station area is in relatively close proximity to the Van Bibber and Clear Creek trails. Stakeholder interviews indicated a desire to connect trails to the station area to address last mile connections, create greater awareness of these amenities, and bridge transit accessibility health. A recent community survey completed by the Wheat Ridge Active Transportation Advisory Team (ATAT) identified the #1 priority initiative as improving community access to the Clear Creek Trail. Removing barriers that inhibit activities such as bike races and incorporating elements such as mile signs, wayfinding to/from stations and healthy living resources, and lighting—similar to what Golden has done, would encourage greater use of the trails. Greater connectivity between the station and Clear Creek Trail would also help to create better access to the station across I-70 for bikes and pedestrians, which is currently a major barrier for residents living south of the highway.

Lead Responsibility: Cities of Wheat Ridge and Arvada, Jefferson County

Implementation Partners: Wheat Ridge 2020 - Live Local Active Program, Kaiser Permanente, Gold Line Corridor Healthy Living Coalition, Wheat Ridge Active Transportation Advisory Team

Potential Funding Sources: LiveWell Colorado, Kaiser Permanente, Colorado Health Foundation, People for Bikes, Great Outdoors Colorado

5. Brand the employment areas within the station area as an innovation and business incubator district.

Building on the area's strength as an Innovation/Business Incubation area would require a higher profile identity and branding, as well as coordination among the businesses. Ward Road has the most employment of any of the station areas with the highest employment density. The employment in the area is a mix of several industries mostly within industrial, flex, and one/two story office space. Despite the general appearance of some of the buildings, this area is a thriving employment node that has served as an incubator area for new businesses. There is an opportunity to focus on attracting start up and small businesses within professional services, manufacturing jobs—specifically light manufacturing jobs that are employment intensive and complementary to other uses, and research and development employment—specifically research and development needed flexible space or with impacts (noise, odor, chemicals) that make them less suitable to business office parks.

A current economic development trend is the creation of innovation districts. Innovation districts are typically places where leading-edge anchor institutions and companies cluster and connect with start-ups, business incubators and accelerators. They are also physically compact, transit-accessible and broadband-ready, offering mixed-use housing, office and

retail. These districts typically target technology startup businesses focused within computer and internet technology, as well as uses that are related to R&D activities spun off from institutions located in or near them. This district should focus on businesses that desire flexible spaces and allow for activities that may have more impacts that are not suited for traditional office space or more IT and computer related co-working spaces. Engage with Red Rocks Community College and the Colorado School of Mines to identify potential opportunities to locate educational activities or school related efforts in the district.

Lead Responsibility: Wheat Ridge Economic Development, Arvada Economic Development, Jefferson County Economic Development, Area Businesses and Property Owners

Implementation Partners: Red Rocks Community College, Colorado School of Mines, Other Area Colleges

6. Explore the creation of a business incubation and co-working innovation hub aimed at start-up professional, technical and scientific services and technology businesses that desire flexible spaces that allow for industrial type space due to the more industrial type activities.

There are several co-working projects in the Denver metro area including Galvanize, Battery 621 and Industry in downtown Denver and the Fuel Building in Olde Town Arvada. This effort should be aimed at start-ups seeking flexible spaces that allow for activities such as scientific testing or light manufacturing or fabrication, as well as access to office amenities. The goal is to provide low cost space for small companies to start. The effort will require upfront capital cost to secure a building and set up the effort, but may be able to become self-sufficient if enough users are attracted. Explore partnerships with the area colleges to identify any efforts that may want to locate in the space.

Lead Responsibility: Wheat Ridge Economic Development, Arvada Economic Development, Jefferson County Economic Development

Implementation Partners: Red Rocks Community College, Colorado School of Mines, Other Area Colleges

7. Establish a street network within the station area to generate a more transit friendly public realm around the existing industrial and flex uses.

The station area has a disconnected roadway network. The southern portion has a series of winding roads with long block lengths, while the northern portion has a set of dead-end streets that provide access to residential areas. A lot of the buildings in the station area are smaller and could fit within a transit oriented environment despite being one story. Establish roadway connections where possible to create a more compact, more walkable roadway network with smaller block lengths. Modify zoning within the station area to allow for flex and light industrial uses but regulate uses based on performance measures in the employment areas. Require new buildings in the employment areas to orient to the street and force parking and less attractive impacts to the back of parcels, away from the street. Require new residential development to be oriented to streets and be built in transit oriented manner.

Lead Responsibility: City of Wheat Ridge, City of Arvada, Jefferson County, CDOT

Implementation Partners: Wheat Ridge Urban Renewal Authority

8. Encourage residential development at the 55-acre vacant site within Arvada and ensure that it is built in a compact, walkable manner.

There is a large 55-acre vacant site in Arvada, northeast of the station, which is a major opportunity for a mixture of housing types, mainly single family attached and detached. Work with the property owner(s) to engage residential developers potentially interested and capable in the site's development. The site should be developed for a mix of ages and incomes, in a compact, walkable manner with denser housing along Ward Road, and enhanced internal circulation. Use the property to enhance connections and reestablish a grid network from east of the station to the station area. Develop a plan for the site can be used as a model for other similar medium density neighborhoods near transit stations.

Lead Responsibility: City of Arvada, Property Owner

Implementation Partners: City of Wheat Ridge

9. Maintain control of the RTD Park-n-Ride site and begin to plan for redevelopment.

The City of Wheat Ridge should control the RTD Park-n-Ride property (once RTD vacates it) which is well suited for highway-oriented retail, and potentially a limited service hotel. The 10.1-acre RTD Park-n-Ride site is located south and west of the station along Ward Road. Once the station is built, the parking and transit uses are planned to be relocated to the station area. RTD will likely sell the property. Given its size and proximity to Kaiser Permanente, other permanent or temporary uses could also incorporate a farmers' market, better trail connections, etc.

Lead Responsibility: City of Wheat Ridge, RTD



Appendix:
Funding Sources

This Appendix provides the potential funding sources identified in the Gold Line Corridor *Economic Development and Community Services Strategy*, along with other potentially useful tools. As well, financing case studies and examples of uses of suggested tools are provided.

Potential Funding Sources

Capital Improvement Plans

All of the Gold Line Corridor communities each maintain a Capital Improvement Plan (CIP), a short-term financial planning tool used to prioritize and budget capital improvements. The CIP quantifies expected capital revenues by type and then allocates revenues by project category and by individual project in alignment with citywide goals and plans. The Gold Line Corridor communities should continue to integrate capital planning and project requests related to the implementation of the Gold Line Corridor in their CIPs.

Urban Renewal Authorities

Urban Renewal Authorities (URA) are designed to address blighted economic conditions through the use of redevelopment powers including land acquisition and tax-increment financing (TIF). URAs have a life of 25 years, after which the increase in property tax is returned to the City's General Fund. URA tax dollars can either be applied to project costs as a "pay as you go" model, or future tax dollars can be bonded to fund upfront capital costs. Arvada and Wheat Ridge both have urban renewal areas set up in the Olde Town, Arvada Ridge, and Ward Road station areas. A joint urban renewal area between Adams County and City and County of Denver was suggested for Federal Boulevard. The two have partnered together previously. In 2007, they lobbied the state legislature to modify urban renewal law to allow unincorporated areas to be included in urban renewal areas. This modification allowed for the creation of an urban renewal area for the Asarco site in north Denver.

Title 32 Metropolitan District

A Metro District is an independent special district formed to develop and/or operate two or more public infrastructure improvements such as roads, utilities, parks, or public parking. Metro districts are most often created by a land developer (but requires the city's approval of the service plan) to apply an additional mill levy to future development to create a revenue stream to help pay for infrastructure costs. There is a statutory maximum of 50 mills but no time limit on the duration of the district. Metro districts are an effective financing tool for many development projects. Several TOD sites in Metro Denver have metro districts including Broadway Station (Cherokee Metro District), Alameda Station (BMP Metro District), and Belleview Station (Madre Metro District). The Clear Creek Transit Village project in Adams County at the Clear Creek/Federal has created a metro district.

Improvement Districts

A public improvement district (PID) in a county, or a general improvement district (GID) in a city is a public infrastructure district that applies an additional property tax or assessment to a specific improvement area to pay for new public infrastructure. PIDs/GIDs are commonly used to fund shared infrastructure facilities. A PID can cover multiple public infrastructure goals and can be structured to address capital improvements such as parking garages, pedestrian improvements, and/or storm water management. PIDs can be initiated by a majority of property

owners. Boulder has utilized a GID to pay for shared parking facilities in the Transit Village Area Plan, which is expanded to include new development projects seek approval. New projects are required to zone as a condition of a needed zoning change to develop.

A local (county) or special (city) improvement district is a public infrastructure district that assesses specific improvement costs to abutting property. A LID does not assess property tax, but rather charges an assessment of a specific capital improvement project. A LID is best applied for very specific infrastructure costs relating to a discrete number of abutting properties that directly benefit from the improvements. LIDs/SIDs are not separate governmental entities. Thus, they are under full control of the city. An example is the LID the City of Denver created for the streetscape amenity portions of the South Broadway street reconstruction.

Business Improvement District

A business improvement district (BID) is a district-based quasi-public or private agency governed by a board of directors that can be appointed by the mayor, elected by the district, or assumed by an existing URA, DDA, or GID board. BIDs are formed by petition and election by commercial property owners (requires approval by 50 percent of non-residential property) in either a contiguous or noncontiguous area to provide necessary services such as planning, managing development activities, promotion or marketing, business recruitment, and/or maintenance. BIDs are generally more operationally-focused than URAs or DDAs and act as a type of manager of a business district, similar to a retail mall manager. BIDs have the power to assess costs of service to local property owners through either an additional property tax (mills) or a special assessment charge. BIDs are important management tools for existing business districts, addressing “clean and safe” operations and maintenance, marketing and promotions, events, and economic development. The City of Arvada recently approved a BID for the Olde Town area, which will have a low initial property assessment and will also receive operating funds from the City at least initially.

Denver TOD Fund

The Urban Land Conservancy (ULC), Enterprise Community Partners, the City and County of Denver, and several other investors have partnered to establish the first affordable housing Transit Oriented Development (TOD) acquisition fund in the country. The purpose of the Denver TOD Fund is to support the creation and preservation of over 1,000 affordable housing units through strategic property acquisition in current and future transit corridors. The Fund often invests in real estate around proposed transit stations before RTD's FasTracks lines are operational, allowing it to capitalize on current values and to preserve affordable housing opportunities in advance of market and speculative pressures.

The Fund began operations in 2010 with \$15 million in seed capital assembled by Enterprise Community Partners from government, banks, nonprofits and foundations to be invested within the City and County of Denver. The City and County of Denver is the largest single investor, providing \$2.5 million in top loss investment. ULC committed the initial \$1.5 million equity to the Fund and leads the real estate acquisition, management, and disposition of assets for the Fund. ULC is seeking funding to double the size of the TOD Fund to \$30 million in total loan capital and to expand to other cities in the FasTracks system. A revolving loan fund will make capital available to purchase and hold sites for up to five years along current and future rail and high frequency bus corridors.

As of April 2013, eight properties have been acquired at Denver TODs using the \$15 million TOD Fund, preserving or creating 626 affordable homes and 120,000 square feet of commercial space for community assets including a new public library, a child care program, a theater company, and affordable space for nonprofits. The Fund has been drawn down \$15.3 million, leveraging almost \$200 million from public, private, and nonprofit partners.

Impact Fees

An impact fee is a one-time charge assessed against new development for the purpose of recovering a portion of the costs incurred by a local government in providing the public facilities required to serve new development. An impact fee program enables a local government to collect revenue from a developer to cover capital costs that are directly related to the impacts generated by a proposed development. Impact fees could be established for a defined TOD station area as a way of covering the costs for all, or a portion of, the public facilities needed to serve the development.

In 2000, the City of Denver imposed impact fees in the 4,500 acre Gateway area designed to pay for the area's proportional share of capital costs associated with regional infrastructure including major arterials, fire stations, and drainage improvements. A large number of other Colorado communities collect impact fees on all new development at the time of building permit application to pay for at least a portion of the capital infrastructure costs needed to serve new development.

Nationally, a number of cities have imposed area specific impact fees for rail station areas including Transbay Transit Center District in San Francisco. The corridor communities could potentially impose impact fees for station area infrastructure improvements. These impact fees would need to be calculated for each specific station area based on a nexus study to quantify the costs of improvements and the supportable fee based on the benefits attributable to area property owners.

Sales Tax Sharing Agreements/Enhanced Sales Tax Incentive Program (ESTIP)

ESTIP is a mechanism used by cities to promote new development and/or provide funding for renovations or improvements to local businesses. Similar to a URA, ESTIP allows for local sales tax generated from a specific new business to be earmarked for local development improvements. Depending on the local code, ESTIP can be used for both interior and exterior improvements. As is the case with most ESTIP ordinances, the amount of sales tax that can be applied is generally limited to "net new" sales tax, or sales tax revenue that would not have occurred but for the location or renovation of the business, and has a shorter set time period than URAs, generally three to seven years. ESTIPs do not require that the project be located in a special district and are often executed through a formal development agreement on a case by case basis.

Public Improvement Fees (PIF)

A public improvement fee is a fee imposed by developers on retail/service tenants used to fund public improvements. The fee is generally imposed as a percent of a retail transaction, similar to a sales tax, but is considered part of the bill of sale, and is thus, subject to sales tax. The fee is administered through covenants on the retail lease and is usually collected by a metro district established as part of the project. Because the additional fee can result in a higher effective tax rate, the center can potentially be at a disadvantage to competitive retail destinations that do

not include a PIF. As a result, cities often agree to forego a portion of the existing sales tax rate to offset the cumulative impact of the PIF. This is generally temporary, until the retail center establishes itself in the marketplace. PIFs can be combined with special district revenue to support General Revenue bonds to front the upfront cost of public infrastructure at the project. PIFs are common in major new retail developments in the Denver region, including Belmar, Colorado Mills, and Centerra.

Retail Sales Fees (RSF)

Similar to a PIF, a Retail Sales Fee (RSF) is a fee imposed by developers on retail tenants as a percent of a retail transaction. However, an RSF is generally a lower rate than a PIF and is used exclusively for retail operations, primarily in the form of marketing, events, and promotions. As with PIFs, RSFs are administered through covenants on the retail lease and collected by a metro district or similar entity as part of a retail project. RSFs are less common than PIFs and are not widely used.

Job Growth Incentive Tax Credit

The Job Growth Incentive Tax Credit provides a state income tax credit to a business undertaking a job creation project for which Colorado is competing with at least one other state for the project and where the project would not occur in Colorado without this program and that have met certain requirements under the Colorado Economic Development Commission's (EDC) Job Growth Incentive Tax Credit Program. Businesses have to create at least 20 net new jobs (full-time equivalents) in Colorado with an average yearly wage of at least 110 percent of the county average wage rate based on where the business is located when compared to the county average wage rate. The credit period is 60 consecutive months where the business may claim an annual tax credit and cannot extend past December 31, 2018. All net new jobs must be maintained for at least one year after the positions are hired.

Enterprise Zones

Colorado's Enterprise Zone (EZ) program provides tax incentives to encourage businesses to locate and expand in designated economically distressed areas of the state. The state currently has 18 enterprise zones. Denver's enterprise zone includes areas primarily in northeast, north central, downtown, and southeast. The program encourages job creation and capital investment by providing tax credits to businesses and projects which promote and encourage economic development activities. Colorado can designate up to 16 areas with EZ status. Areas with high unemployment rates, low per capita income, and/or slower population growth may be granted EZ status by the Economic Development Commission. Costs eligible for tax credits include the following:

- 3 percent of equipment purchase
- 10 percent of qualified training expenses
- \$500 per new job
- 3 percent of R&D
- 4 percent of rehab costs of vacant buildings
- 1.5 percent of commercial vehicles

Community Development Financial Institutions

Community Development Financial Institutions (CDFIs) are private-sector, financial intermediaries with community development as their primary mission. There are six basic types of CDFIs: community development banks, community development loan funds, community development credit unions, microenterprise funds, community development corporation-based lenders and investors, and community development venture funds. CDFIs provide tools such as financial services, loans, and investments, and training and technical assistance services to individuals and communities.

Federal and State Grants

Federal, state, and foundation grants are funds that Denver and Aurora do not need to repay. Each city receives a number of annual grant allocations, including Highway User Trust Fund (HUTF) for transportation improvements, and Community Development Block Grants (CDBG) from the Department of Housing and Urban Development (HUD). CDBG funds are federal funds allocated to cities for housing, economic development, and public infrastructure in qualified low income census tracts. In general, the amount of grant funding has been declining; however there has still been funding available from HUD for urban development and from the Department of Transportation (both FTA and FHA) for transportation projects.

Community Development Block Grants (CDBG)

CDBG funds are awarded by the U.S. Department of Housing and Urban Development to revitalize distressed areas. To be eligible for the funds, a project must benefit low and moderate income persons, prevent or eliminate slums or blight, and address conditions that present a serious and immediate threat to the health and safety of the community. Because the conditions are intentionally general, CDBG funds can be used for a broad set of improvements.

SBA 504 Mortgage Loan Program

In coordination with the Small Business Administration, community development corporations (CDCs) in Colorado can provide low-interest loans on commercial fixed assets. To be eligible for these loans, the property must be owner-occupied, and operate as commercial enterprise. Total costs are maxed at \$3.0 million.

New Markets Tax Credits (NMTC)

NMTCs are a federal program primarily focused on incenting investment in new commercial development in underserved or qualified census tracts. Investors receive a 39 percent income tax credit in exchange for investment in a certified Community Development Entity (CDE). This credit is received by the investor over a seven-year period. While used successfully throughout the country in support new commercial investment in underserved areas, the legal administration of the program can be extremely cumbersome. Additionally, the lower level of project subsidy available through NMTCs (39 percent versus up to 90 percent for LIHTC) requires additional revenue streams be generated by the project to attract investment; albeit, at lower rates of return than a typical market-rate project.

Highway Users Tax Fund

The Highway Users Tax Fund (HUTF) allows communities to use funds from state fuel sales taxes and license plate fees on bicycle, pedestrian and transit projects.

American Heart Association

The American Heart Association and the Robert Wood Johnson Foundation have joined forces to launch Voices for Healthy Kids. Through this collaboration, and in partnership with a team of experts across the childhood obesity movement, the initiative aims to engage, organize and mobilize people to improve the health of their communities and reverse the childhood obesity epidemic. Current funding priorities are:

- Smart School Foods: Improving the nutritional quality of snack foods and beverages in schools.
- Marketing Matters: Protecting children from marketing of unhealthy foods and beverages.
- Active Places: Increasing access to parks, playgrounds, walking paths, bike lanes, school gyms and other safe places to be active.
- Healthy Drinks: Reducing consumption of sugary beverages.
- Food Access: Increasing access to affordable healthy foods.
- Active Kids Out of School: Increasing children's physical activity levels when they are out of school.

Colorado Fresh Food Financing Fund

Colorado Fresh Food Financing Fund (CO4F) improves access to healthy food in underserved Colorado communities by financing grocery stores and other forms of healthy food retail. The seed funding for CO4F comes from The Colorado Health Foundation, which developed this initiative based on research on food access barriers in Colorado communities and national Fresh Food Financing best practices. CO4F is partnering with the Colorado Enterprise Fund (CEF) to finance small and innovative fresh food concepts. Progressive Urban Management Associates (P.U.M.A.) serves as the Food Access Organization for the Fund, providing general information to prospective borrowers. The Colorado Housing and Finance Authority (CHFA) serves as the fund administrator and manages the allocation of grants and loans. The CO4F offers both loans and grants.

CO4F financing uses include:

- Business start-up and expansion costs
- Opening a new store
- Keeping a store open under new ownership
- New or upgraded equipment and displays
- Land assembly
- Developing an innovative business concept

Loans:

- Loans will finance costs associated with land acquisition, pre-development, construction or rehabilitation, equipment, inventory and other working capital needs, and interior tenant improvements. Loans will be made in instances where conventional financial institutions either do not offer financing, or the conventional financing offered is insufficient or on terms that are a detriment to the feasibility of the project/business. Business operators and site

developers will be required to have cash equity at risk in addition to the financing offered in this program.

- All loans will be secured and include full recourse to the borrower.
- Working capital may be an eligible use of loan proceeds in extraordinary circumstances, but may not exceed 20 percent of total loan amount.

Grants:

- Applicants must demonstrate sufficient need for a grant subsidy. Grants may not exceed a maximum of \$100,000 per project, except in extraordinary, high impact cases.
- Predevelopment grants may be used to pay for the early costs associated with project feasibility including professional fees, market studies, appraisals, deposits on land and buildings, and other holding costs.
- Land assembly and other capital grants may be used to pay for relocation, demolition, environmental remediation, unstable foundations, and soil conditions. These grants may also be used for other project costs related to land assembly and infrastructure improvement.
- Soft costs and other pre-operating grants may be used to cover training costs, security, or other pre-opening expenses. These costs will be considered on a project-by-project basis.

Primary Eligibility Requirements:

- Must be a private or public entity or individual with the ability to incur debt, who can demonstrate at least three years of retail grocery business experience or other applicable business experience
- Eligible projects operate on a self-service basis, primarily selling groceries, produce, meat, baked goods, and dairy products. Priority will be given to supermarkets, grocery stores, and food delivery systems that impact underserved areas. However, innovative methods including, but not limited to, farmers markets, farm stands, mobile processing and delivery units, co-ops, buying clubs, convenience stores and food kiosks, and other food delivery systems, may be eligible for financing depending on funding availability.
- Eligible applicant must utilize at least 50 percent of retail floor area for the sale of a general line of food products, such as dairy, canned and frozen foods, fresh fruits and vegetables, fresh and prepared meats, fish, poultry, and baked goods.
- Eligible applicants must demonstrate that the proposed project will benefit an underserved area, generally defined as a low- or moderate-income census tract with below average supermarket density.

<http://www.chfainfo.com/CO4F/>

Colorado Health Foundation

The Colorado Health Foundation is a non-profit organization that strives to improve the health and health care of Coloradans by increasing access to quality health care and encouraging healthy lifestyle choices. The Colorado Health Foundation focuses on three community outcome areas: Healthy Living, Health Coverage and Health Care to ensure a future state where our communities promote health and our health care systems deliver excellent, affordable care to Coloradans who both have and desire good health. Current priority strategies are:

- **Healthy Living:**
 - Create healthy communities where it is easy to access affordable, healthy food and safe, affordable options for physical activity for kids.
 - Create healthy communities where it is easy to access affordable, healthy food and safe, affordable options for physical activity for kids.
- **Health Coverage:**
 - Support Coloradans in choosing, using and maintaining adequate health coverage.
 - Address health care costs and affordability to ensure coverage expansions are sustained over time.
- **Health Care:**
 - Support communities to prevent disease and improve population health.
 - Strengthen the delivery of comprehensive, person-centered primary care.
 - Empower individuals and families to manage their own health.

<http://www.coloradohealth.org/landing.aspx?id=5316>

The Colorado Trust

The Colorado Trust is a health foundation dedicated to achieving health equity for all Coloradans. Current funding priorities are:

- Health Equity
- Access to health
- Additional Programs that advance the health and well-being of Coloradans by integrating and coordinating health services, reducing racial and ethnic health disparities, immigrant integration, and more.

<http://www.coloradotrust.org/program-areas>

Great Outdoors Colorado (GOCO)

GOCO invests a portion of Colorado Lottery proceeds to help preserve and enhance the state's parks, trails, wildlife, rivers and open spaces by awarding competitive grants to local governments and land trusts, and making investments through Colorado Parks and Wildlife. GOCO operates numerous grant programs focused on constructing and enhancing parks, open space, and recreational trails, as well as preservation and restoration of wildlife habitat.

<http://www.goco.org/grants>

Kaiser Permanente

Kaiser provides grants to charitable and community-based organizations to improve community health, particularly work that examines social determinants of health and/or addresses the elimination of health disparities and inequities. Current funding priorities are:

- **Community Health Initiatives:** supporting innovative efforts to bring nutritious foods and safe, physical activity to local schools, workplaces and neighborhoods.

- Safety Net Partnerships: building partnerships with safety net institutions that serve the uninsured and underserved by providing support to community health centers, public hospitals, local health departments and school health centers to help deliver care to many low-income communities.
- Subsidized Care and Coverage: improving health care access for those with limited incomes and resources.
- Research: participating research and evaluation studies to develop and disseminate knowledge.

<http://share.kaiserpermanente.org/article/grants-overview/>

LiveWell Colorado

The LiveWell Colorado Community Investments Program funds community coalitions working on healthy eating and active living strategies at the local level. In addition to financial support, LiveWell Colorado provides technical assistance and opportunities for shared learnings and collaborations.

<http://livewellcolorado.org/healthy-communities/community-investments>

People for Bikes

The People For Bikes Community Grant Program supports bicycle infrastructure projects and targeted advocacy initiatives that make it easier and safer for people of all ages and abilities to ride. These projects include bike paths and rail trails, as well as mountain bike trails, bike parks, BMX facilities, and large-scale bicycle advocacy initiatives. People For Bikes accepts grant applications from non-profit organizations with a focus on bicycling, active transportation, or community development, from city or county agencies or departments, and from state or federal agencies working locally.

<http://www.peopleforbikes.org/pages/community-grants>

Social Impact Bonds

Social Impact Bonds are a type of “Pay-For-Success” model that is a partnership between government, private investors, and social service providers to help address social issues. This model utilizes private investment capital to fund social services such as health care, early child education, and programs to reduce homelessness, recidivism, and other social inequities.

Denver’s Office of Strategic Partnerships is currently evaluating the feasibility and possible application of Social Impact Bonds in Denver and has received a one-year grant from the Harvard Kennedy School Social Impact Bond Technical Assistance Lab.

<https://www.denvergov.org/strategicpartnerships/DenverOfficeofStrategicPartnerships/GovernmentFunding/SocialImpactBonds/tabid/444574/Default.aspx>

USDA Farmers’ Market Promotion Program

The goals of FMPP grants are to increase domestic consumption of, and access to, locally and regionally produced agricultural products, and to develop new market opportunities for farm and ranch operations serving local markets by developing, improving, expanding, and providing outreach, training, and technical assistance to, or assisting in the development, improvement, and expansion of, domestic farmers markets, roadside stands, community-supported agriculture

programs, agritourism activities, and other direct producer-to-consumer market opportunities. The maximum amount awarded for any one proposal cannot exceed \$100,000; the minimum award is \$15,000.

<http://www.ams.usda.gov/AMSV1.0/fmpp>

Potential Models for Financial and Real Estate Solutions for Affordable Child Care Centers

Illinois Facilities Fund (IFF)

The Illinois Facilities Fund (IFF) is a non-profit Community Development Financial institution (CDFI) that provides financial and real estate solutions for child care centers when commercial banks cannot or will not. IFF offers affordable, flexible loans for low-income communities and people with disabilities in nine states across the Midwest. IFF's revolving loan fund is supported by grants and low-interest debt from investors and funders, allowing them to use interest income to provide nonprofits with below-market rate loans while covering operating costs. The organization also will make loans available in situations where project costs exceed property value – a common occurrence when lending to economically depressed areas. Started in 1988, the IFF has provided nearly 150 loans for child care projects, totaling almost \$39 million. Their loan program alone has contributed to the creation of roughly 5,100 new child care slots and over 930,000 square feet of newly constructed or renovated space. Additionally, IFF's real estate services program has translated into more than 4,000 new child care slots and over 550,000 square feet of new and renovated space.

<http://www.iff.org/bythenumbers>

Low Income Investment Fund

The Low Income Investment Fund (LIFF) is a nationally recognized leader in community finance, dedicated to projects that bring both economic investment and enhancement and support healthy families in distressed communities. Started in San Francisco in 1984, LIFF has served 1.7 million people by investing \$1.5 billion in a number of programs that focus on affordable housing, healthy food, smart growth and development, schools, and child care in poor neighborhoods. In July 2014, LIFF announced a third round of funding to support child care providers via the Los Angeles Early Childhood Education (LA ECE) Bridge Fund. The fund addressed key issues faced by providers, including cash flow and the timing of state payments. LIFF launched the program with support from the California Community Foundation and First 5 LA, organizations which view temporary bridge funds for child care facilities as a critical component to preserving high-quality early education and building economically stable communities.

First 5 LA, a partner in the LA ECE Bridge Fund, brings communities, organizations, businesses, and schools together to provide services and resources that benefit children in their first five years of development. First 5 California was formed in 1998 with the passing of Proposition 10, an initiative that established a 50 cent-per-pack tax on tobacco products. To date, the non-profit has contributed more than \$800 million in grants and programs that benefit Los Angeles County children. Their role in child care is to academically prepare children so they are ready to learn when they approach school age.

<http://www.liifund.org/>

Other Financing Strategies

A 2009 report by the Partnership for America's Economic Success outlined several creative strategies for bridging the gap in child care financing to promote early childhood education as one of the most important investments a government can make. While these tools are available, they have not been used for affordable child care thus far in Colorado.

Qualified section 501(c)(3) bonds

- These private bonds that can be targeted to non-profit organizations to provide inexpensive financing options.
- Typically, hospitals, colleges, and universities use these bonds but they can also be used for early childhood purposes.
- Both Illinois and Indiana offer these types of bonds to finance child care facilities.

Tax Increment Financing (TIF) Districts

- TIF is an economic development tool that allows local governments to finance improvements to blighted areas in need of redevelopment.
- TIF legislation is authorized at the state level and can include gap financing for expenses associated with land acquisition, infrastructure improvements, and financing costs.
- In some states, TIF can be used to help finance child care.

Developer Impact Fees

- Some states and local governments have created legislation that requires new real estate developments to pay a share of the cost resulting from the project's impact on demand for child care.
- An example in Palm Desert, California requires developers to pay into the Child Care Facilities Impact Mitigation Fee for all new commercial development. The fee ranges from 47 cents to \$1.15 per square foot depending on the building's use. The collected fees are then used to build new child care facilities or expand existing ones.
- Another example in San Francisco, California requires developers of large office buildings and hotels to offset the impact of their projects on the demand for child care. Developers have the option of building child care facilities on-site or pay an in-lieu fee to the Child Care Capital Fund.

http://www.readynation.org/uploads/200912_InnovativeFinancingReport.pdf

Healthy Food Access

Colorado Cottage Food Act

The Colorado Cottage Foods Act, passed in 2012, allows small-scale residential preparation and sales of food products without food licensing. Produce includes herbs and whole, uncut fruits and vegetables that were grown by the person selling them. All cottage food products must be labeled so that they may be traced to the seller, must be sold directly to the consumer, and may not be sold for resale (wholesale). Produce grown at an urban farm, a community garden or on another person's land may also be sold at the grower's place of residence.

http://www.denvergov.org/Portals/696/documents/Guides/Handout_Residential_Sales_English.pdf

Cultivate Health Initiative

The Cultivate Health Initiative is a partnership between Regis University, Aria Denver, and the surrounding neighborhoods to support the health and wellness of residents living in the multi-generational, mixed-income community within the four-census-tracts adjacent to Regis University. This project will create infrastructure and programming that promote an active lifestyle, increase access to healthy food and offer integrated health care services.

http://Ariadenver.com/wp-content/uploads/2014/10/2014-09-05-Cultivate-Health-Center_Brochure-individual-pages.pdf

Food Hubs

Although food hubs are very place-based strategies that vary significantly from community to community, the USDA defines a food hub broadly as: a business or organization that actively manages the aggregation, distribution, and marketing of source-identified food products primarily from local and regional producers to strengthen their ability to satisfy wholesale, retail, and institutional demand.

Food hubs, although relatively new, are already showing valuable impacts such as:

- Impressive sales performance and retention/creation of new jobs in the food and agricultural sectors.

- Providing the distribution and processing infrastructure of appropriate scale needed to give farmers and ranchers wider access to retail, institutional, and commercial foodservice markets.
- Significant production-related, marketing, and enterprise development support to new and existing producers in an effort to build the next generation of farmers and ranchers.

<http://www.ams.usda.gov/AMSV1.0/getfile?dDocName=STELPRDC5097957>

Many food hubs work to expand their market reach into underserved areas where there is lack of healthy, fresh food. The Local Food Hub in Charlottesville, VA, has developed community-oriented strategies to increase access to healthy foods such as the farm to school program and community partnerships where they provide donated or discounted produce to food banks, homeless shelters, school snack programs, and youth-cooking programs.

<http://localfoodhub.org>

Eastern Carolina Organics (ECO) is a farmer-owned food hub that markets and distributes wholesale Carolina organic farm produce to retailers, restaurants and buying clubs. By pooling diverse harvests from several regions, they are able to meet the demand for a steady stream of high-quality, seasonal food choices throughout the year. ECO provides support to organic producers not only in selling their produce, but in improving production and packaging techniques. ECO also offers a way for conventional growers to enter the expanding organic market, including assistance in the transition to organic farming.

<http://www.easterncarolinaorganics.com/>

LiveWell Colorado conducted surveys of organizations engaged in food access work throughout the state to determine effective strategies for impacting food-related behavior change. Direct farm-to-consumer interventions were consistently ranked as being effective at improving access and behavior change.

<http://livewellcolorado.org/uploads/ckfinder/userfiles/files/final-food-policy-blueprint.pdf>

Additional information on food hubs:

<http://www.ams.usda.gov/AMSV1.0/foodhubs>

Healthy Corner Stores

A report published by Policylink identifies increasing access to healthy foods through existing neighborhood stores is a primary strategy for increasing access to healthy food in low-access communities. However, small merchants face considerable challenges in providing healthy food. For example, they lack the advantage of scale, which helps to keep costs low for consumers, and many are unfamiliar with how to handle, display, or stock produce, and may lack adequate refrigerated space.

<http://healthyfoodaccess.org/sites/default/files/hfhc-short-final.pdf>

The Food Trust has developed a model to help address these challenges and support existing corner stores in providing healthier, affordable options for underserved areas. The Healthy Corner Store Initiative was designed to motivate youth and adults to purchase healthier items through classroom education and direct marketing in the corner stores. Through a partnership

with the Philadelphia Department of Public Health's Get Healthy Philly initiative, and additional support from the Pennsylvania Department of Community and Economic Development, Representative Dwight Evans, the Philadelphia Department of Commerce, the AstraZeneca HealthCare Foundation and the Jefferson Center for Urban Health, the Philadelphia Healthy Corner Store Network is now in more than 600 corner stores.

The Healthy Corner Store Initiative works to increase the availability and awareness of healthy foods in corner stores in Philadelphia through a multifaceted approach including:

- Increasing store capacity to sell and market healthy items in order to improve healthy options in communities
- Training and offering technical assistance to store owners to provide the skills to make healthy changes profitable
- Marketing healthy messages to youth and adults to encourage healthy eating choices
- Hosting in-store community nutrition education lessons
- Educating youth in schools near targeted corner stores to reinforce healthy messages and provide nutrition education through the Snackin' Fresh program
- Linking corner store owners to community partners, local farmers and fresh food suppliers to create and sustain healthy corner stores.
- Offering free blood pressure checks and referrals by a Jefferson University health care provider to customers in select corners stores enrolled in the Heart Smarts program. These stores also receive in-store nutrition education lessons which include cooking demonstrations and free taste tests.

The Food Trust has expanded the Healthy Corner Store Initiative throughout Pennsylvania and New Jersey, and has consulted with communities across the country to provide technical assistance and training to support similar healthy corner store programs, including Denver.

<http://thefoodtrust.org/what-we-do/corner-store>

The Food Trust is now able to demonstrate that healthy corner stores have resulted in healthier choices, healthier businesses, and healthier communities. For example:

- A peer-reviewed study found that the Philadelphia Healthy Corner Store Initiative significantly increased the availability of fruits, vegetables and low-fat milk in participating stores.
- Produce sales increased by more than 60 percent following installation of kiosks that make fresh fruits and vegetables the focal point of the store
- Some store owners reported increased weekly profits and customer traffic
- A study of the economic impact estimated that the Healthy Corner Store Initiative supported 38 jobs, \$1.1 million in earnings and \$140,000 in additional tax revenue in one 30-month period.
- Positive impact on property values in neighborhoods with Fresh Corner kiosks
- Stores enrolled in the Philadelphia Healthy Corner Store Network have hosted more than 200 in-store nutrition lessons and health screenings.

http://thefoodtrust.org/uploads/media_items/healthier-corner-stores-positive-impacts-and-profitable-changes.original.pdf

The Food Trust also convenes the Healthy Corner Stores Network - a network of over 600 members throughout North America that supports efforts to increase the availability and sales of healthy, affordable foods through small-scale stores in underserved communities.

<http://www.healthycornerstores.org/about-us>

Denver's Healthy Corner Store Initiative is piloting five stores in 2014, and will expand to over 50 stores in 2015. Although there was a more stringent selection process for the pilot stores, criteria for enrolling stores in 2015 will simply be location in a low/moderate income neighborhood. Strong community partners and a willing store owner are beneficial, but all stores will be eligible when the initiative is scaled up. The Denver Office of Environmental Health, which currently runs the program, provides incentives, free training and support, and free equipment for participating stores. The Denver Healthy Corner Store Initiative is also working to identify schools to work in partnership with corner stores for nutrition education and to promote demand by students and families through healthy eating promotion activities.

Mobile Markets

Mobile markets have begun to spring up throughout the US as a strategy to improving healthy food access in underserved communities. A recent study found that mobile market shoppers eat significantly more servings of fruits and vegetables, however, there are challenges to ensuring the effectiveness of mobile markets. These include: increased awareness and advertising of the markets; affordability; improved convenience by offering more stops and hours, as well as greater variety of items for one-stop shopping; emphasis on value and service; and building trust within communities.

<http://www.ncbi.nlm.nih.gov/pubmed/24727100>

One of the most well-known mobile markets is the People's Grocery based in Oakland, CA. The market was solar panel-powered grocery store on wheels that sold fresh produce, packaged foods and bulk foods at affordable prices to 3,500 people annually. Although this market is no longer running as the organization's priorities have evolved, it served as the model for others throughout the country.

<http://www.peoplesgrocery.org>

The Real Food Farm also runs a mobile market to increase food access by providing produce to local Baltimore food deserts. The mobile market stops at a variety of locations such as schools, offices, residential communities, libraries and other public spaces, as well as makes home deliveries. The market offers 'bonus bucks' where each \$10 spent using EBT, Farmers' Market Nutrition Program vouchers, or WIC Fruit & Vegetable Checks customers can get an additional \$10 worth of produce.

<http://www.realfoodfarm.org/get-food/mobilemarket/>

SNAP/EBT at Farmers' Markets

PolicyLink has identified the incorporation of EBT at farmers' markets as a key strategy for increasing access to healthy foods, particularly for low-income residents.

<http://healthyfoodaccess.org/sites/default/files/hfhc-short-final.pdf>

The report "Access to Healthy Food and Why it Matters" put out by PolicyLink and The Food Trust, cites the many positive impacts of allowing SNAP benefits to be used at farmers' markets, as well as other fruit and vegetable coupon programs that aim to increase the consumption of fresh local produce by increasing the purchasing power of SNAP users and promoting repeat visits.

[http://livewellcolorado.org/uploads/ckfinder/userfiles/files/1\(2\).pdf](http://livewellcolorado.org/uploads/ckfinder/userfiles/files/1(2).pdf)

Affordable Produce Programs

Other potential programs could be applicable to providing affordable produce to area residents.

Double Bucks: provides low-income Americans who receive Supplemental Nutrition Assistance Program (SNAP) benefits with a one-to-one match to purchase healthy, locally grown fruits and vegetables. It benefits the consumers and farmers. Although the Fair Food Network in Detroit, has primarily been working with local farmers' markets, in 2013, it brought this program to traditional grocery outlets in a pilot program which ran at three independent stores. USDA was an active partner in shaping the pilot. The Fair Food Network worked with Uplift Solutions, and AFPD the independent grocery trade association. The program is expanding. Fair Food Network is also building a partnership with SpartanNash, a food distributor and grocery store chain headquartered in Michigan and the District of Columbia. Two key arenas for refinement include improving in-store communications and transaction technology.

<http://www.fairfoodnetwork.org/>

Bundling Produce: There are a couple of programs which bundle produce whereby a non-profit buys produce, bundles it and sells it at a fixed price to residents once a month. This could potentially work in partnership with the Arvada Community Food Bank or another nonprofit partner.

http://www.topboxfoods.com/About_Top_Box.html

Bundling in conjunction with the WIC program: The University of North Carolina Center for Health Promotion and Disease Prevention (HPDP) received an Economic Innovation Grant from the North Carolina Rural Center to launch a program aimed at helping consumers, specifically people using WIC Cash-Value Vouchers (CVVs), to buy local fresh fruits and vegetables. The project team is working with farmers in Warren County, NC, to bundle produce into packs that are priced to correspond with CVVs; these packs do not need to be bagged, measured or weighed, hence making the shopping process easier. A branding and targeted marketing campaign are helping launch the products offered in an independent grocery store and two corner stores for a 10-week pilot period. This could potentially work in partnership with the Jefferson County Conservation District and the food bank.

<http://hpdp.unc.edu/research/sustainable-agriculture/projects/>

Financing Tools Case Studies

EPS researched TOD infrastructure funding and financing programs throughout the US. The five projects summarized below highlight a number of techniques to consider as ways to increase revenues for TOD infrastructure investments and to leverage additional public and private resources for implementing TOD.

Corridor-wide TIF: Atlanta Beltline Tax Allocation District

The Atlanta BeltLine Tax Allocation District (TAD), created in 2005, is the most comprehensive revitalization effort ever undertaken in the City of Atlanta, and is among the largest, most wide-ranging urban redevelopment and mobility projects currently underway in the United States. The TAD project is providing a network of public parks, multi-use trails and transit by re-using 22-miles of historic railroad corridors circling downtown, and connecting 45 neighborhoods directly to each other. The 6,500 acre District covers 8 percent of the City's land area and lies entirely within Fulton County. Most of the properties within the Atlanta BeltLine TAD are underutilized or abandoned industrial properties. The TAD boundaries were created to avoid the inclusion of existing single family homes.



A form of tax increment financing known as Tax Allocation District (TAD) Funding anchors the 25-year financial plan for the Atlanta BeltLine. The TAD was established in 2005, and includes tax increment from the City of Atlanta, Fulton County, and Atlanta Public Schools. The TAD is projected to generate \$1.7 billion in bonding capacity over 25 years. The remainder of the total project cost estimate is expected to be covered by a combination of other local contributions and federal funds. Since 2005, the Atlanta BeltLine has received \$120 million from TAD bonds/tax increment; \$179.5 million from private and local government sources, including \$37.5 million donated by private and philanthropic organizations; and \$25 million in federal funding secured through the Atlanta Regional Commission. In addition to its participation in the Tax Allocation District, the City of Atlanta has invested approximately \$146 million (to date) in the Atlanta BeltLine through Park Improvement Bonds and Department of Watershed Management and City of Atlanta Capital Improvement Program funds.

The Beltline Project is committed to the development of 22 miles of rail transit, 33 miles of multi-use trails, 5,600 affordable housing units, and 1,100 acres of brownfield remediation. The next step in the transit project is the corridor environmental analysis and Preliminary Engineering which has secured \$4.15 million in FTA funding. After the environmental review process is completed, the Atlanta BeltLine will be able to apply for competitive New Starts and Small Starts federal transit grants (which will require matching local funds) to help finance approved transit elements of the project. The Atlanta BeltLine is programmed to be eligible for federal funds in the Atlanta Regional Commission's long-range transportation plan.

Multi-station TIF District: Dallas TOD TIF District

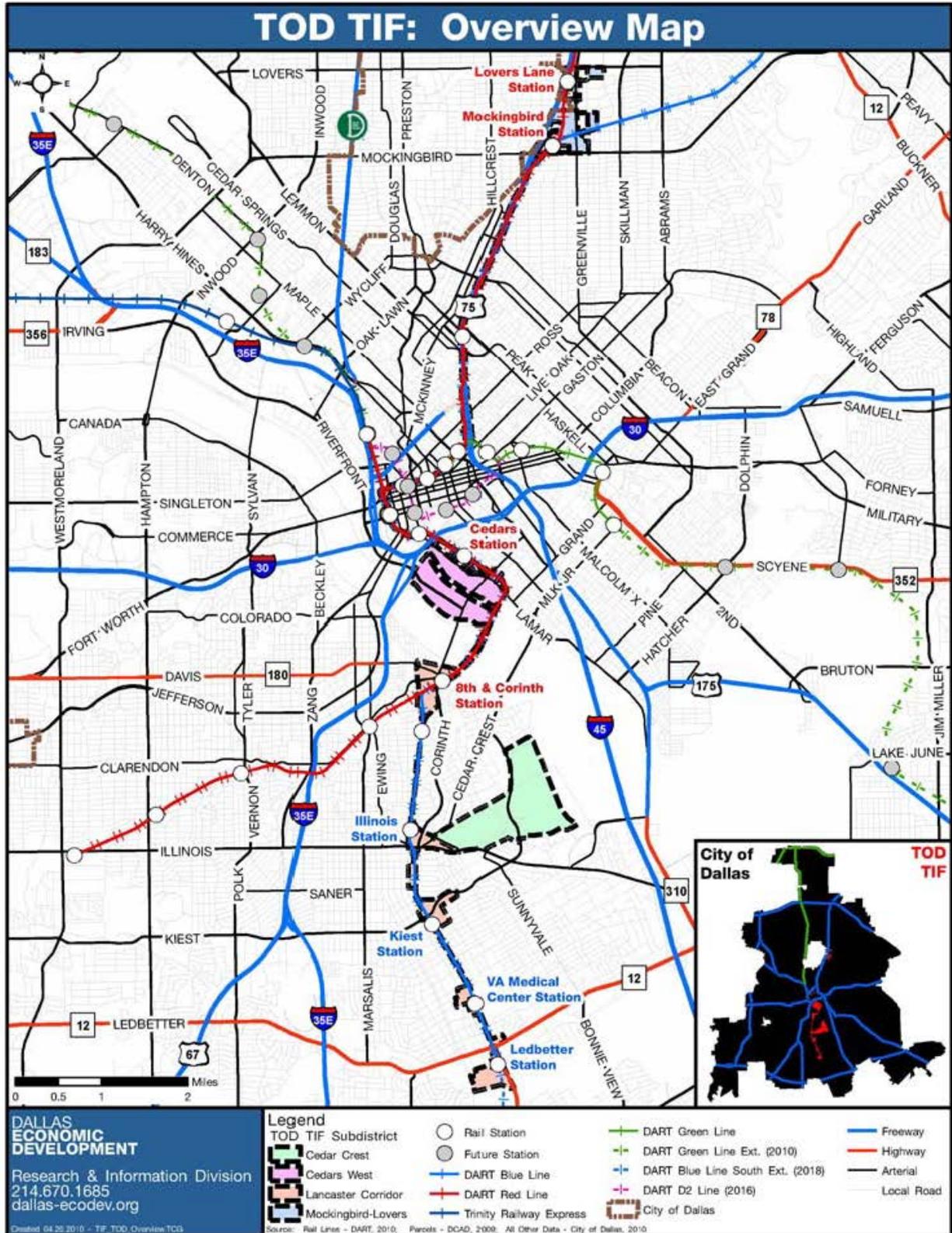
The City of Dallas has a total of 17 TIF districts which were designated under traditional redevelopment criteria, a number of which are located at or near transit station locations. The greatest successes have been in locations with strong development markets, including Cityplace, Victory, Park Lane, and Lake Highlands. In contrast, several prospective redevelopment areas in the central part of Dallas contain significant amounts of undeveloped or underdeveloped land parcels that would not be developed without public assistance.

In 2007, the Tax Increment Financing Act (part of Chapter 311 of the Tax Code) was amended to allow designation of a TIF reinvestment zone when land use/construction activity is beneficial to the operation of a mass transit system. The resulting TOD Tax Increment Financing (TIF) District (referred to as the "District" or the "TOD TIF District") represents an effort by the City of Dallas to provide a model for encouraging and funding the development of dense, pedestrian-friendly, transit-oriented developments (TODs) in poorer parts of the city based, in part, on TIF revenues from more successful development areas. The re-allocated TIF funds are utilized for the construction of infrastructure and facilities that catalyze development at designated DART stations in the central portion of the city.

There are four non-contiguous subdistricts within the District: Lovers Lane/Mockingbird station area, Cedars West, Lancaster Corridor area, and Cedar Crest area. The District's innovative feature is that it facilitates the transfer of TIF revenues from more wealthy TOD districts to poorer districts according to a specified formula. It is designed to provide affordable housing options in the north subdistricts and mixed income housing in the Lancaster Corridor according to the following formula:

- **Mockingbird/Lovers Lane** - This subdistrict, containing the two named stations, is the wealthiest subdistrict located along the Red and Blue Lines in North Dallas paralleling the North Central Expressway. Tax increment collected in this sub-district is allocated with 40 percent staying within the sub-district for development projects, 40 percent going to the Lancaster Corridor sub-district, and 20 percent dedicated to affordable housing investments district-wide.
- **Cedars West** – This subdistrict, adjacent to the Cedars-Pohatten Station on the south edge of downtown, shares 10 percent of its increment with the Lancaster Corridor subdistrict and allocates 10 percent to affordable housing investments. The remaining 80 percent is retained within Cedars West.
- **Lancaster Corridor** – This subdistrict, including 8th and Corinth, Illinois, Kiest, VA Medical, and Ledbetter Stations, is in a low-income area of South Dallas in need of revitalization investment and is the primary receiving subdistrict.
- **Cedar Crest** – This subdistrict, adjacent to Illinois Station, is a master planned development of the former Kiest Landfill. Cedar Crest retains all of its generated increment does not receive increment from other subdistricts.

The District has projected revenues of \$369.8 million over the 30 year term which equates to approximately \$185.2 million in net present value. Eligible public investments include infrastructure, environmental remediation, parks and plazas, affordable housing and transit related improvements.



Station Area TDM and Parking Management: Boulder Junction Access Districts

In 2007, the City of Boulder adopted the Transit Village Area Plan (TVAP) for a 160-acre redevelopment area near the intersection of 30th Street and Pearl Parkway. The newly entitled Boulder Junction will be served by RTD's future bus rapid transit (BRT) line, as well as the planned FasTracks Northwest commuter rail line. Future development in the area is projected to occur over the next 30 years and will be mixed-use and transit-oriented, creating a vibrant and pedestrian-friendly urban environment.

As part of the district zoning, the City established parking maximums based on a 55 percent alternative mode share requirement. Property owners of new development can meet these requirements by either subscribing to publicly-provided Traffic Demand Management (TDM) services and off-site parking infrastructure, or by developing a transportation plan for their individual property that documents a 55 percent alternative mode split. The publicly-provided TDM services and parking infrastructure are supplied by two General Improvement Districts (GIDs). The GIDs were formed in 2012 with nine initial properties joining the Parking District and eight in the TDM District. Additional properties will join the district when they are ready to move forward with development. Joining the GIDs is a condition of zoning consistent TVAP.

The Boulder Junction TDM District provides TDM services. The Boulder Junction Access District Parking District provides off-site parking based on the magnitude of development and parking demand. The parking district will initially lease 100 spaces in the Boulder Junction Transit Center (a pilot joint development project between the City of Boulder, RTD, and a private developer), which includes the RTD transit center, affordable housing, and a 125 room hotel. Additional parking will be built or leased as the district develops and demand requires.



TOD Incentive Based Impact Fees: Transbay Transit Center District

The new Transbay Transit Center is a 1.0 million square foot transportation hub to be built on the site of the former Transbay Terminal in downtown San Francisco to serve 11 transit providers including Amtrak, BART, Caltrain, AC Transit, MUNI, the future California High Speed Rail. The new multi-modal facility will be five stories, including a 5.4 acre roof-top park, one above-grade bus level, a ground-floor Grand Hall, and below-grade circulation concourse and rail platform levels.

The Transit Center District Plan was adopted in 2012. The Transit Center District, or Plan Area, consists of approximately 145 acres centered on the Transbay Terminal, situated between the Northern Financial District, Rincon Hill, Yerba Buena Center and the Bay. The boundaries of the District are roughly Market Street on the north, Embarcadero on the east, Folsom Street on the south, and Hawthorne Street to the west.

The Plan more than doubles the allowable development from 4.0 million square feet to 9.4 million square feet including 6.35 million square feet of office, 4,400 housing units (including 1,200 affordable), and 975 hotel rooms. It will also help create and fund 11 acres of new open space. The public improvement costs include \$278 million in streets and pedestrian circulation, \$117 million for parks and open space, \$159 million for sustainable resources district utilities, and up to \$2.6 billion for transit facilities.



The financing plan uses a combination of impact fees and a Mello-Roos Community Facility District (CFD) which will generate an estimated \$596 million. The CFD is a voluntary supplemental property tax (similar to a metro district); a trade-off for rezoning to receive additional development density. New development in excess of a 9.0 FAR (pre-2012 height limits) must participate in the CFD for up to 30 years as a condition of approval. The proposed CFD tax is 0.55 percent, resulting in a total tax burden of 1.7 percent of property value.

Impact fees for Open Space, Transportation Mitigation, and Street Improvements are tiered by land use category and by FAR with denser and taller buildings paying a proportionately higher rate. Open Space fees range from \$2.50 per square foot for residential to as high as \$10 per square foot for buildings above a 9.0 FAR. Transportation and Street fees range from \$2 per square foot to \$33.50 per square foot for the highest density uses as shown in **Table 1**.

Table 1
Transit Center District Impact Fees

	Residential	Office	Retail	Hotel	Insttutional
Open Space					
Base Fee	\$2.50	\$3.00	\$5.00	\$4.00	\$5.00
Tier 2 Fee	<u>\$0.00</u>	<u>\$7.00</u>	<u>\$4.50</u>	<u>\$0.00</u>	<u>\$4.30</u>
Subtotal	<u>\$2.50</u>	<u>\$10.00</u>	<u>\$9.50</u>	<u>\$4.00</u>	<u>\$9.30</u>
Transit Mitigation	\$0.06	\$0.20	\$1.95	\$0.10	\$0.30
Street Improvements					
Base Fee	\$3.94	\$3.80	\$2.05	\$3.90	\$3.70
Tier 2 Fee	\$6.00	\$19.50	\$19.50	\$8.00	\$19.50
Tier 3 Fee	<u>\$3.00</u>	<u>\$10.00</u>	<u>\$10.00</u>	<u>\$3.00</u>	<u>\$10.00</u>
Subtotal	<u>\$12.94</u>	<u>\$33.30</u>	<u>\$31.55</u>	<u>\$14.90</u>	<u>\$33.20</u>
Total Maximum Fees	\$15.50	\$43.50	\$43.00	\$19.00	\$42.80

Source: San Francisco Planning Department

TOD Special Taxing District: White Flint Sector Plan

The White Flint Sector Plan in Montgomery County, Maryland, is a comprehensive plan designed to transition a suburban area with large superblock development of single use shopping centers and office buildings with surface parking lots into a higher density mixed use district developed on a finer grain grid of pedestrian-friendly streets. White Flint contains 430 acres in North Bethesda; in unincorporated Montgomery County along Rockville Pike, a six-lane arterial; and within 3/4th mile of the White Flint Station on the Metrorail line that parallels the roadway.

The Plan, developed by the Maryland-National Capital Park and Planning Commission and a coalition of public and private stakeholders, calls for the development of an additional 9,800 housing units and 5.7 million square feet of commercial space in addition to the existing 2,300 housing units and 5.5 million square feet of commercial space, the approved 2,200 housing units, and the 1.8 million square feet of approved, but unbuilt, commercial space.

Implementing the Plan will require an estimated \$313 million in new infrastructure and public facilities including \$90 million in new streets and \$120 million in road and streetscape improvements to convert Rockville Pike to a boulevard.

To finance the improvements, the County Council enacted the White Flint Special Tax District which is authorized to levy a property tax for transportation infrastructure improvements. The tax rate was set at \$0.103 per \$100 of assessed value against all commercial property in the District. The tax applies to all property in the District except for existing residential uses.

This tax replaced impact fees as the primary public funding source. The Special Tax is expected to generate \$154 million in net present value revenues over the 25 year life of the District, which is three times the \$53 million in NPV previously expected from impact fees. Impact fees require developers to make large, upfront payments that can be a deterrent to development. They are also "lumpy", resulting in an irregular revenue stream. The Special Tax is a more constant and credit-worthy revenue stream for servicing general obligation or revenue bonds and can therefore leverage greater financing capacity.

The County is also using density incentives to encourage developers to provide some public facilities, including parking. Under the Commercial Residential Zone that now applies to most of the plan area, developers can choose to either limit their projects to the standard density maximums—0.5 floor area ratio or 10,000 square feet, whichever is greater, and 40 feet in height—or provide public benefits in order to be allowed to build at higher density. Depending on the area and the level of benefits provided, incentive densities can be increased to a 3.5 FAR and 300 feet in height for providing public facilities (including schools, libraries, recreation centers, parks, or public parking), additional affordable housing, or streetscape improvements.

The Economics of Land Use



Summary Report

Gold Line Corridor Market Readiness Study

Prepared for:

Gold Line Corridor Working Group and
Denver Regional Council of Governments

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January 16, 2015

EPS #143020

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1. INTRODUCTION AND BACKGROUND

Introduction

The purpose of the Gold Line Corridor Market Readiness Study is to develop an implementation plan to help Gold Line Corridor communities maximize the benefit of the transit investments by attracting new transit oriented development (TOD) and businesses to the Corridor and connecting through transit area residents to these jobs and community services. The Gold Line passes through five governmental jurisdictions: the City and County of Denver, Adams County, Jefferson County, the City of Arvada and the City of Wheat Ridge. The station areas along the Gold Line represent major, and in Arvada and Wheat Ridge the only, opportunities to leverage the FasTracks system investments to better their communities. The implementation plan generated by this effort needed to be informed by market and economic conditions in order to help prioritize actions and investments.

Corridor Vision and Goals

The Gold Line Corridor Working Group drafted a Corridor “Blueprint” that describes the vision and goals for the Corridor. This blueprint is provided below. The strategies considered for the Corridor were evaluated based on their ability to achieve the goals laid out by the group.

Vision

The Gold Rail Line Corridor connects unique and historic transit centered communities with a range of housing choices and easy access to job centers, recreation, educational, and development opportunities. Served by diverse transportation modes for a wide range of socio-economic populations, the Gold Line Corridor supports active, healthy and sustainable lifestyles.

Goals

- Improve connectivity to the stations and between transit service lines to provide safe, easy multi-modal access for people of all ages and abilities.
- Create and preserve a range of quality housing choices throughout the Corridor for new and existing neighborhoods and residents of all incomes, age groups and abilities.
- Identify, attract, sustain and expand a diverse and unique economic base of jobs along the Corridor.
- Leverage public investment to attract private development along the Corridor and create unique places.
- Attract and enhance access to amenities and services such as education, family and health services, and healthy food options.
- Provide and enhance access to parks, open space, recreation and community building opportunities along the Corridor.
- Promote denser development near the stations to conserve resources and reduce the combined costs of transportation and housing.

Scope of Work

The project was completed in four reports, as described below.

Corridor Case Studies – This report included the identification and analysis of commuter rail and light rail lines and the stations along them with similar conditions to the Gold Line. Specific station area types were identified to inform the implementation strategies for the stations along the Corridor. Topics considered included Industrial TOD, Corridor Collaborative Programs, Town Center Stations, Education and Transit, and Health Care and Transit.

Gold Line Outreach Summary – For the project, interviews with key real estate developers and brokers, property owners, employers, community service providers, and involved stakeholders along the Corridor were held to gauge development interest and the Corridor's strengths and weaknesses. The findings from these interviews are summarized within this report but the knowledge and information gathered were also integral components of the *Corridor Market and Community Services Analysis* and the *Economic Development and Community Services Strategy*.

Market and Community Services Analysis – This report includes a comprehensive analysis of Corridor and station area market and development trends, current conditions, and forecasts of future potential for capturing activity leading up to and following the line being completed in 2016. It also includes a detailed analysis of the existing industrial base in the Corridor and targeted industries with future potential as well as an analysis of the strengths, weaknesses, and gaps of community services. This report is the product for this analysis and identifies development potentials and business/industry prospect types for each station as well as community service assets, opportunities, and needs.

Economic Development and Community Services Strategy – The previous three reports provided the basis for the recommended *Economic Development and Community Services Strategy* including policies, actions, and investments needed to remove barriers to development and increase the attractiveness and competitiveness of station areas for employment development. It also includes the community services needs and opportunities along the Corridor and recommendations for how Corridor communities can work collectively to provide all needed services along a complete corridor. Finally, the report contains a reference Appendix that includes funding sources and national approaches related to the strategies provided.

2. CORRIDOR-WIDE FINDINGS

The analysis for the project was completed at two geographies: the Gold Line Corridor, which includes a half-mile area parallel to the rail line, and the half-mile station influence area. The Corridor was evaluated to identify assets that can be leveraged by all stations and communities, and by market and services gaps that can be addressed. The overall goal is to ensure that the Gold Line Corridor provides all the needed amenities to make it a “complete corridor.”

Complete Transit Corridor

The completeness of the Gold Line Corridor was evaluated based on a set of general TOD principles, the station areas’ typology, and a qualitative analysis of the presence of complete corridor attributes.

General TOD Principals

The major principals of TOD planning and implementation should continue to be applied to the Gold Line Corridor. *Transit Oriented Denver, 2014*, Denver’s strategic plan for TOD, provides a detailed definition of TOD and the implementation measures needed for success in creating economic opportunity and expanding housing choice. Key strategies are summarized below:

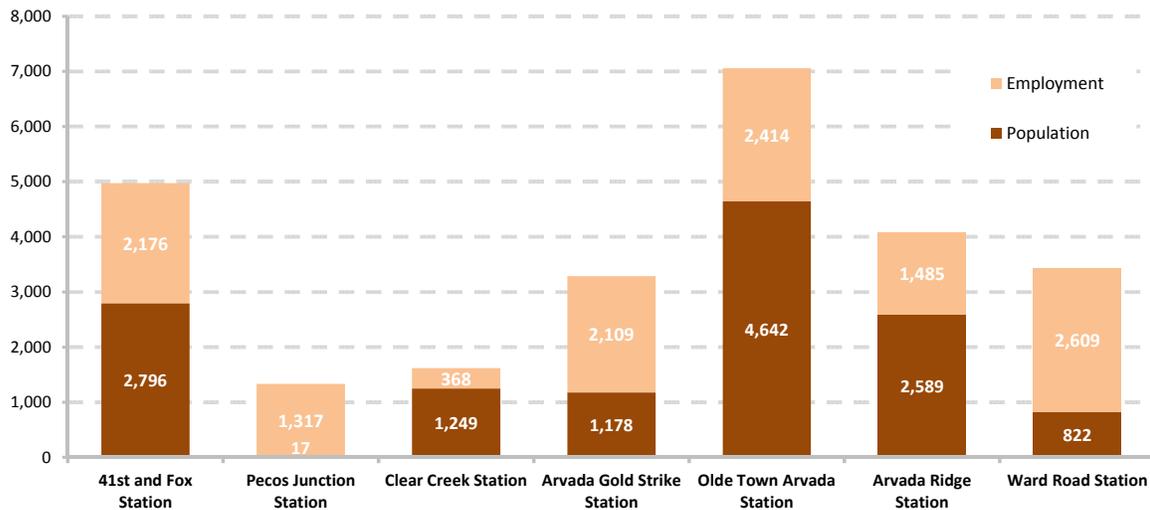
- **Employment density** – The overall jobs strategy for the Gold Line Corridor is to attract businesses that house more employees per unit of building or land area.
- **Connectivity and access** – The better the access and connectivity at a station, the larger its reach is to businesses and residents.
- **Highest densities at the stations** – The highest density buildings should be placed closest to the stations.
- **Mix of uses where appropriate** – Businesses and housing that have nearby services and amenities such as dining, shopping, childcare, and other daily services are increasingly appealing.
- **Land assemblage** – The public sector may need to be an active participant to facilitate land assemblage in order to facilitate TOD.
- **Public investment, partnerships, and incentives** – Partnerships and collaborations are needed in many cases to make some of the corridor opportunities a reality.

Station Area Typology

The greater the amount of activity occurring within a station area the more likely transit use and TOD can be supported. The station areas along the Corridor were analyzed to determine their mixture of existing land uses to identify future opportunities as well to gauge the current transit supportiveness of the station areas. Total population (resident population plus employment) was used to gauge how transit supportive station areas are and their predominate function (e.g., residential or employment).

The total populations within the half-mile station areas vary greatly along the Corridor. Olde Town Arvada has the highest population with a total of 7,056 residents and workers within the station area. The Wheat Ridge Ward Road Station has the highest employment population with 2,609 jobs. The 41st and Fox Station has the second highest total population and the most evenly mixed population, which is split with 44 percent employment and 56 percent residents.

Figure 1
Station Area Population and Employment



The mix of population and employment is largely indicative of the potential future station area typology for each station, as shown in **Figure 2**. The future development within these station areas will likely continue to reinforce the current land use mix at each station location. The only outlier is the Ward Road station area, as its land use plan identifies a mixture of housing (north of the railroad tracks) and employment (south of the railroad tracks). **Figure 2** illustrates that the Gold Line Corridor has a good mixture of residential and employment oriented stations. The strategies developed for the station areas are intended to reinforce their existing role but also to identify opportunities for expanding the mixture of uses.

Figure 2
Station Area Total Population Mix



Complete Corridor Attributes

To measure the “completeness” of the Corridor, it was evaluated based on the presence of 12 corridor attributes that are needed for a corridor to provide the needed attributes to support transit ridership and TOD. These attributes are shown in **Figure 3** along the left side of the matrix. The presence of each was ranked in the station areas with a score of 0 to 3. The goal is not necessarily to have each station area score a 3 for each attribute but to ensure that there is a good to superior presence of each attribute in a number of station areas that can adequately serve all Corridor residents. The scores are used to provide a relative ranking of the attributes in each station area and the overall presence of each attribute along the Corridor.

Figure 3
Gold Line Corridor Completeness Ranking

	41st and Fox	Pecos Junction	Clear Creek/Federal	Gold Strike	Olde Town	Arvada Ridge	Ward Rd	SERVICE SCORE	RANK
Child Care	1				2	1		4	#10
Senior Housing	1		1				1	3	#11
Senior Services	1		1		2	2	1	7	#3
Community Gathering	1				3	1	1	6	#6
Social Safety Net Services	1		1					2	#12
Higher Ed/Job Training	1		2			2		5	#9
Traditional Food Access	1			2	1	2	1	7	#3
Community-Based Food Access	1		2	1	2			6	#6
Health Care	1		1		1	1	2	6	#6
TOD Employment	2	1		2	2	1	2	10	#1
Retail	1				3	2	1	7	#3
TOD Housing	2		1	1	3	2	1	10	#1
STATION SCORE	14	1	9	6	19	14	10		
RANK	#2	#7	#5	#6	#1	#2	#4		

LEGEND

Available services:	None	Limited	Adequate/Good	Superior
Score:		1	2	3

Gold Line Corridor Strengths and Weaknesses

The major strengths and weaknesses from a transit-oriented development perspective were identified in the *Market and Community Services Analysis* and are summarized below.

Corridor Strengths

Existing Demand for Transit-Oriented Housing – Multifamily housing projects have already been developed along the Corridor in some stations areas including projects in the 41st and Fox and Arvada Ridge Station Area. The Olde Town station area already has existing for-sale and for-rent multifamily housing development projects that greatly enhance the transit orientation of this area, and there are at least three additional multifamily projects under construction or planned within it. The success of these projects will help substantiate the market for additional housing development at all station areas along the Gold Line Corridor.

Land Availability and Development Opportunities – The majority of the stations along the Gold Line Corridor have vacant or redevelopment opportunities sites at or near the Gold Line stations. The availability of TOD sites within the station area is a constraint at only the Gold Strike and Pecos Junction stations.

Access to Major Transportation Routes – The I-70 corridor is attractive to construction, trades, professional/technical services, building services, distribution, and manufacturing businesses. I-70, I-76, and I-25 provide directional automobile and trucking access enabling businesses to easily access customers and suppliers anywhere in Metro Denver. In addition, there are some business parks with freight rail service for moving large goods long distances.

Corridor Weaknesses

Connectivity – There are multi-modal connectivity constraints at the Corridor level and at each station. The rail alignment cuts off bike and pedestrian access to stations for large portions of the half-mile station areas. In addition, major arterial roads (Pecos, Federal, Sheridan, Wadsworth, Kipling, Ward) are located near most stations and are largely not pedestrian or bike friendly, and in some cases stations have poor vehicular access to the arterials. Another connectivity issue is the isolation of station areas. The Pecos Junction and Clear Creek/Federal stations are located in areas with minimal surrounding development with a significant distance from the station to established neighborhoods or commercial areas. The eastern half of the 41st and Fox station area can only be accessed from two points and is largely cut off from the surrounding neighborhoods by rail and interstate highways.

Industrial Development Pattern – The existing land use pattern for much of the Corridor is predominately industrial with larger building footprints and sites, uses that are not compatible with TOD due to inadequate street and sidewalk connections. This development pattern does not currently support TOD or safe and convenient connections between the stations' nearby jobs and housing. In some station areas this development pattern may be adapted to become more transit friendly and supportive of a mixture of uses, but in some areas the industrial pattern will remain for the foreseeable future.

Corridor Market Potentials

This section provides a summary of the findings from the *Market and Community Services Analysis* for five main categories: jobs, housing, retail, community services, and food access. Please refer to the *Market and Community Services Analysis* report for a detailed exploration of market potentials and opportunities at each station area.

Jobs

The employment concentrations along the Gold Line Corridor are changing, which may present the opportunity for future transit-oriented employment uses. The three largest industries (Manufacturing, Construction, and Wholesale Trade) along the Gold Line Corridor decreased in employment significantly by 1,178 jobs between 2005 and 2013. The industries with the largest increases in employment (including Professional, Scientific, and Technical Services, and Health Care) represent the best opportunities to target for future employment. The Professional, Scientific and Technical Services industry increased in employment by 401 jobs since 2005 and contains the most transit friendly businesses with a significant presence along the Corridor.

Industrial and flex development is the most prevalent employment oriented land use along the Corridor and the types of jobs that are in demand along the Corridor prefer this building type, which may be a barrier to creating employment oriented TOD and station areas. Approximately 55 percent of the jobs along the Corridor are located within industrial and flex-industrial space. Industrial space was also the fastest growing non-residential building type over the past 14 years. Gold Line Corridor businesses, even in industries that are transit friendly, prefer this type of development due to the low cost of rent/ownership, the flexibility provided within these spaces for both total size and uses, and the more industrial nature of most of the employment in the Corridor. The demand for traditional office space, especially mid to high rise office buildings, is limited and largely non-existent. To create employment oriented TOD in the Corridor will require creative approaches to land use controls and building forms to create a transit friendly environment.

Housing

Demand for residential TOD within the Corridor is forecast to be substantial. Multifamily apartments are the most marketable housing type. The Gold Line Corridor is forecast to increase in households by over 7,000 units by 2030. Of these 7,000 units more than 5,000 are estimated to be apartment units. The current demand for apartments in the Denver metro area has generated a large pipeline for new projects. Nearly 2,500 apartment units are currently proposed or under construction in the Gold Line Corridor. There is also demand for for-sale condo and townhome development that is transit oriented, but the demand is substantially less than the apartment demand, with 550 units forecast to be within these housing types. Demand for market rate transit oriented housing was identified at all the stations with the exception of Pecos Junction, which is due to the industrial nature of station area and environmental constraints, and Gold Strike, which is largely due to the lack of development sites near the station.

Retail

Retail trade, accommodations, and restaurants are primarily found at Olde Town Arvada and Arvada Ridge Station. The 41st and Fox station has seen relatively recent retail development, while Olde Town Arvada near the station has seen ongoing changes in its retail mix. The market analysis estimates 300,000 square feet of future retail Corridor demand by 2030, with the potential for a portion of this demand to be captured in station areas. Station areas with potential for convenience retail, food services, as well as personal services include Clear Creek/Federal, Arvada Ridge, and Ward Road. At 41st and Fox there is also a desire for a small grocery store, although the market is currently challenging. There is a Super Target at the Arvada Ridge station; it provides groceries within walking distance to station area residents. There are also a few vacant pad sites appropriate for retail at the Arvada Ridge Market Place. At Olde Town, there is demand for a grocery store and preliminary interest from two potential tenants.

Community Services

Child Care

The stations at Arvada Ridge, Olde Town Arvada, Gold Strike, and 41st and Fox have licensed child care centers and preschool programs within one mile, while Ward Road is lacking facilities despite a large jobs presence. Pecos Junction has a large jobs presence, but a child care center in the station area may not be suitable given the environmental constraints. While there may be opportunities to offer market-rate child care services, particularly at stations such as Olde Town, the biggest demand and challenge is providing affordable child care services, which is also a wider metro-wide challenge. Potential tools to support the establishment of affordable child care facilities would include: leverage the Denver TOD fund for child care development, co-locate child care services at new development along the Corridor, and explore the use of a financing intermediary to bridge the developer/operator gap.

Senior Services

The Olde Town, Arvada Ridge, and Ward Road stations are near residential areas where a significant percentage (at least 20 percent) of the population is over the age of 65. As this population is growing, there are gaps and potential opportunities to better serve the senior population including better coordination among senior-serving organizations, identifying senior living opportunities close to stations, expanding food bank services, incorporating community gardens and farmers' markets into senior housing sites, and working with RTD on making services more senior friendly.

Community Gathering Places

Community gathering places include community centers, schools, and park and recreation facilities. Currently there is a wide range of community activity centers along the Corridor, although there are gaps and very few such centers in the immediate station areas. Residents in South Arvada (including the Olde Town area) remain potentially underserved from a parks and recreation perspective. While a future East Arvada facility may help serve the area, a public-private partnership to provide these services to the neighborhood could be examined. The area near the 41st and Fox station area could incorporate additional community gathering space. The Hyland Hills Park and Recreation District is developing a regional destination park near the Gold Strike and Clear Creek/Federal stations although unforeseen drainage issues has delayed the timing of its development.

Health Care Services

The corridor has a variety of health care service providers including Kaiser Permanente, Lutheran Medical Center, Centura Health Care, and Federally Qualified Health Centers. Additionally, Regis University and Red Rocks Community College have strong health care professional programs. Different station areas have different degrees of service accessibility; however, Corridor-wide there is additional education and outreach needed (potentially at stations), and a need for greater coordination and alignment of resources.

Higher Education and Job Training

There are two institutions of higher learning along the Gold Line Corridor, as well as job training services at the Adams County Center for Career and Community Enrichment, youth employment, and a variety of miscellaneous job training and assistance programs. There is a need to better connect students at the two institutions with job training opportunities and to better market the existing Adams County Center.

Social Safety Net Services

There is a variety of service providers for supportive services such as emergency housing and utility assistance, mental health services, food and clothing banks, and domestic violence assistance. On the other hand, there is a lack of resources as well as a significant gap in services, particularly around the Olde Town, Arvada Ridge, and the Ward Road stations. A primary identified need is an emergency shelter in Jefferson County.

Food Access

Grocery Stores

Station areas analyzed for potential grocery store demand included 41st and Fox, Clear Creek/Federal, and Olde Town Arvada. Because of the transportation infrastructure and limited accessibility at 41st and Fox, there are insufficient households to support a small grocery store and no sites with the accessibility and visibility typically desired by a grocer. Therefore additional residential development in this station area would help bolster the demand. There is a market gap near the Clear Creek/Federal station, but as a result of this project, a Hispanic grocery store has begun conversations with the Aria developer for a location about a mile south of the station. At Olde Town, Trammell Crow is investigating the possibility of including a grocery store in its 9.0-acre site P-3 (public-private partnership) development. The challenge will be to make a new store a reality, ensure that it is accessible from the transit station, and provide the needed food services for residents and surrounding neighborhoods.

Community-Based Food Access

With the exception of the neighborhoods adjacent to the Arvada Ridge station, all residential neighborhoods within the half-mile radius of the station areas are considered food deserts. There are numerous community-based food projects along the Corridor, as well as several producers in the outlying areas of Jefferson County and three additional urban food production projects planned for development. Although few are located within the immediate station areas, there is a desire among many of these partners to collaborate across the Corridor to improve access to healthy food for all residents. There is a need to expand the reach of these projects and support additional community-based food access strategies, particularly near the 41st and Fox, Pecos Junction, Clear Creek/Federal, and Olde Town station areas.

Corridor-wide Strategies

The comparable corridors analysis summarized in the Gold Line *Corridor Case Studies* report identified two overriding findings with respect to Corridor-wide collaboration. These findings, as shown below, helped shape the recommended approach to ongoing Corridor-wide collaboration.

- 1. Where corridor coordination has been successful, a specific group was established with responsibility of monitoring ongoing progress towards implementation of the identified goals and objectives.***

The continual interaction of the Gold Line Corridor Working Group (GLCWG) will ensure the collaboration continues. Success in the collaborative efforts was more easily found in the initial stages of the process and with initial projects. Once the initial focus or objectives were achieved, the collaboration efforts sometimes struggled due to lack of next steps or resources, political issues, and other reasons. The inclusion of decision-makers, whether elected officials or city/county department heads, was needed; they should be part of the group that is created.

- 2. In many instances, the concept of promoting TOD has proved to be less effective as a “rallying cry” among interested stakeholders than focusing on the creation of better transit-oriented places or communities, which can allow for greater contribution by a broader group of stakeholders.***

Competition for development and jobs between stations often make collaboration around TOD difficult, especially since each jurisdiction typically has varying development goals and objectives. Collaboration for creating transit-oriented places shifts the focus towards improvements (roads, paths) and services (recreation, community, health) that are typically provided by municipalities and/or non-profit entities. The case studies also demonstrate that limited time and resources often drive policy prioritization, which means that focusing on issues not already prioritized by the individual cities is an effective way to aid the Corridor. Lastly, identifying a collective pot of resources or an approach to funding early in the process will result in more effective policy decisions.

Corridor-wide Collaboration Opportunities

The consultant team has engaged a variety of other stakeholders in the process, primarily through interviews, including those in the private and non-profit sectors. Many of the interviewees expressed interest in further discussions and collaboration/coordination across agency and jurisdictional boundaries. The following discussion provides the GLCWG with guidance on Corridor-wide priorities where it could potentially lead to future collaborative activities, as well as partner with other organizations.

Address Last Mile Connections

Nearly all of those interviewed during the public outreach process voiced concerns regarding safe and adequate access to the station areas. Addressing last mile connections is central in determining whether or not residents will utilize commuter rail in order to access other resources and services along the Corridor. Senior organizations in particular mentioned barriers to future transit usage at stations, such as a lack of adequate sidewalk connectivity from the surrounding neighborhoods to the stations, a lack of sheltered seating, and the lack of adequate lighting. Also, while stations are currently ADA-compliant, additional measures could be taken to ensure that stations are easy to use by residents with mobility and other physical challenges. Multiple stakeholders expressed the desire to connect the regional trail system, such as the Van Bibber, Clear Creek, and Ralston Creek trails to the stations to both increase bicycle and pedestrian access, as well as create awareness and utilization of trail amenities. Strategies to address last mile connections that could be worked on collaboratively include:

- Conduct a Corridor-wide trail assessment in order to identify barriers to creating complete connections between the regional trail systems, routes, and infrastructure improvements that would be necessary to connect trail systems to station areas, and wayfinding to create greater awareness of regional trails.
- Identify station areas most suitable for a bike-sharing program and explore feasibility of implementing one.
- Identify funding sources and grants to help provide bike amenities such as bike racks and bike lockers at all station areas. Align efforts to create a unified and branded design approach to amenities.
- Explore the expansion of car-sharing programs such as Car-2-Go into Gold Line station areas.
- Create safe and adequate access to all station areas for all residents, including improved sidewalk connections that accommodate wheel chairs, walkers, canes and strollers; adequate shelters and seating for seniors and others with mobility needs; and adequate lighting for safety and visibility.

Identify Opportunities to Co-locate Services

Co-locating services such as childcare, health care services, Federal assistance application support, job training, etc., at transit station areas through private development and program-enriched housing provides an opportunity to address needs of specific populations along the Gold Line Corridor. One of the challenges to inclusion of these services at station area developments is financial. While the Denver Housing Authority often includes daycare, health clinics, economic self-sufficiency and homeownership opportunities on-site for its residents, providing support services more broadly should also be explored. For example, the provision of affordable child care has been a metro-wide challenge and is directly relevant to station area development. While a range of services should be incorporated into new affordable or mixed income housing development sites identified through the *Gold Line Corridor Affordable Housing Creation and Preservation Strategy*, further study of potential financial tools to overcome barriers to the provision of services should be explored. In order to further the effort on providing affordable housing and community services at the stations, the housing authorities along the Corridor should be incorporated into the GLCWG.

Convene Gold Line Corridor Healthy Living Coalition

Through the public outreach process, stakeholders repeatedly voiced the need for creating a coalition or network that could reduce barriers to healthy living by addressing healthy eating strategies, increasing access to healthy and affordable food, increasing opportunities for physical activity, increasing access to community health and health care services, and addressing last mile connections through a coordinated, cohesive and comprehensive approach. A backbone or facilitating agency can thus support partners in collecting data, identifying priorities, and working toward comprehensive policy and programmatic solutions for measurable change. Priority coalition actions identified in this study include:

- Community health and health care needs assessment: Convene health care providers and public health and community health advocates to conduct a health care and community health needs assessment; this assessment can then be used to ascertain barriers to accessing medical services, identify additional services needed, and determine appropriate locations for those services. This assessment should pay particular attention to access to Federally Qualified Health Centers, senior services, specialized health care, and mental health services. Explore a variety of financing options to support the location of community health and health care services on or near transit.
- Grocery store access: Promote the use of financing tools such as the Colorado Fresh Food Financing Fund (CO4F) to ensure that grocery stores built within station areas not only fill a market gap, but also provide affordably priced food options to surrounding neighborhoods as well as residents in the broader Gold Line Corridor. See Appendix for further details on funding sources such as the CO4F.
- Coordinated education and outreach around healthy eating and active living:
 - Work with RTD to install multilingual information kiosks that direct residents to nearby resources such as community gardens, food banks, farmers' markets, parks and trails, recreation centers, health clinics, and other medical services.
 - Work with a variety of partners such as Urbiculture, Regis, Hyland Hills Parks and Recreation District, CSU Extension, Denver Botanic Gardens, neighborhood recreation centers, and others on programmatic opportunities such as nutrition education, cooking classes, gardening workshops, bike safety, etc.
- Healthy food access: Convene healthy food access partners along the Corridor in order to leverage resources, collaborate on produce distribution, expand impact of existing programs, identify barriers, and determine additional strategies to increase access to healthy foods for all Gold Line Corridor residents.
 - Convene a variety of sectors that include food producers, grocery store and convenience store owners, local food systems advocates, public health, etc. to conduct an in-depth healthy food access assessment.
 - Explore utilizing innovative distribution pathways, such as the commuter rail infrastructure, for distributing produce from urban farms and exurban areas of Jefferson County, outside the Gold Line Corridor, to food hubs, farm stands, food banks, and other healthy food access points along the Corridor.

- Promote consistent land use policies across jurisdictions to support protections of community agriculture, farmers' markets and farm stands, and a mix of retail to support access to healthy and affordable food.
- Affordable Child Care access:
 - Partner with organizations like Head Start to address barriers to affordable child care. The financial barrier to providing affordable child care is particularly high. Organizations like Head Start, for example, have no money for capital investment or rent, making it wholly dependent on funding sources such as Community Development Block Grants. However, lower income families with children who are dependent on transit have a particularly pressing need for affordable child care. Child care is also tied to food access as it provides some children with their only meal of the day.

3. STATION AREA FINDINGS

This section provides a summary of the opportunities present at each station area and focuses on four main topics: market opportunities, constraints to TOD, development opportunity sites, and recommended implementation actions. The findings for these topics were developed within the *Market and Community Services Analysis* and the *Economic Development and Community Services Strategies* reports; please refer to these for additional detail and background.

The comparable corridors report identified findings that helped to shape the recommendations for each station area. The findings identified within that analysis are summarized below.

- In some station areas it is appropriate to limit the types of industrial uses allowed. More flexibility can be allowed between stations or outside the half mile station area walking distance.
- Connectivity is a critical factor in establishing innovation districts and more broadly for improving access to industrial jobs.
- Successful projects have occurred most often due to a proactive planning and investment approach made by the city.
- Multiple funding sources and partners are often necessary to make projects feasible and provide necessary amenities.
- The use of alternative funding sources aimed at community services, and not specifically development or TOD, are often needed to make health care projects feasible.
- Students are typically one of the most transit supportive and also transit dependent rider groups.
- Clustering a variety of education and health and community services at one station area can lead to efficiencies in development and make the access to these services more convenient and effective.

41st and Fox Station Area

Market Opportunities

Residential	Retail/Commercial	Target Industries
Market rate apartments	Eating and drinking establishments	Entrepreneurial ventures and start-up companies
Rehabilitation of existing buildings for residential uses	Personal services	Small business and professional services firms
Student Housing	Small market and/or convenience retail	Small, value added manufacturing and wholesale trade firms

Constraints

The station area's greatest TOD constraint is access. From the west, the only access is off West 38th Avenue. There are no through streets across the rail ROW to the north until I-70. From the east and north the only access is via West 44th Avenue, which connects to West 46th along the I-70 frontage. The quality and condition of the local street and sidewalk grid is also poor. Fox Street and Inca Street are in poor condition and both lack sidewalks.

Opportunity Sites



1. The former Denver Post Printing site – The current owner of the site has split the property into three separate development sites.
2. Redevelopment Site – Two parcels totaling 4.6 acres have been planned for redevelopment into mixed use residential buildings with ground floor retail. There is currently a small medical office building on Site A and outdoor storage on Site B.
3. Vacant Parcel – This 1-acre site is owned by the Hainey Family Limited Partnership and has the potential for infill attached housing.

Recommended Actions

1. Encourage multigenerational residential development within half-mile station influence area to create the critical mass of households necessary to support community services and retail.
2. Identify strategies to land bank properties for future affordable housing in critical locations and attract low income housing developers.
3. Explore potential ways to work with the owners of the former Denver Post Printing Site to facilitate redevelopment.
4. Improve Fox Street and Inca Street and upgrade the larger station area street network in order to serve existing residential and to encourage additional TOD.
5. Market existing industrial and flex buildings in the station area for adaptive reuse for more employment intensive uses.
6. Work with Denver Department of Environmental Health Food Access Program to identify a viable site for a Healthy Corner Store in the Sunnyside neighborhood.
7. Encourage the existing Highlands Farmers' Market to accept food stamp transactions.
8. Collaborate with existing community gardens to create a collective farm stand at or near the station area.
9. Continue to pursue additional grocery services and explore the potential of locating a Walgreens "food oasis" or similar store in conjunction with new commercial development at or near the station.
10. Convene medical services and partners across the corridor to conduct an assessment of community health care needs; this will help to ascertain barriers to health care services and identify which additional ones are needed and where they should be located.

Pecos Junction

Market Opportunities

Residential	Retail/Commercial	Target Industries
None	None	Heavy industrial users
		Distribution and wholesale trade

Constraints

The existing heaving industrial and distribution development pattern is incompatible with TOD residential and employment uses. The station site's isolation from a neighborhood context also makes it difficult to anticipate a transition of land uses without a wholesale urban renewal effort. However, Adams County's lack of urban renewal power to do so within an unincorporated area is also a constraint.

Opportunity Sites



1. Vacant Site – This 6.3-acre site consists of two parcels (4.2 acres and 2.1 acres) with a former nightclub that has been demolished. The site is well suited for industrial needing highway access or visibility.

Recommended Actions

1. Increase the ease of access to the station for automobiles through wayfinding signs and enhanced station parking lot access points.
2. Invest in Park-n-Ride amenities at the station to increase the desirability of the station to potential users.
3. Improve sidewalk and bus stop connections to nearby residential neighborhoods.
4. Attract additional industrial uses to the station area on parcels that are currently underutilized or vacant.
5. Encourage RTD to allow the Northwest Rail to make a stop at Pecos Junction to allow for transfers to the Gold Line.

Clear Creek/Federal

Market Opportunities

Residential	Retail/Commercial	Target Industries
Market rate apartments	Convenience retail	Limited to no demand for non-retail related employment
Affordable Apartments	Eating and drinking establishments	

Constraints

The larger area lacks adequate trunk infrastructure to support large development projects at the station, which is the main barrier to development. Specifically, adequate water service infrastructure needs to be built and extended to development sites. The roadway network and access points to Federal are also needed. Individual development projects will likely struggle to provide needed infrastructure.

Opportunity Sites



1. Clear Creek Transit Village – This 21-acre proposed TOD has zoning approvals for 770 housing units, 42,000 square feet of retail, and 203,000 square feet of office development. The developer has formed a metro district but is still addressing infrastructure needs and costs including water through the Clear Creek Water District.
2. Vacant site – These three parcels total 17.8 acres and have the potential to be multifamily apartment sites.
3. Redevelopment site – 12.4-acre site near the station.
4. Redevelopment site – Two potential development sites needing property assemblage.

Recommended Actions

1. Focus on creating a transit oriented residential neighborhood at the station and create a station area public improvement district to provide a funding source for station area wide infrastructure needs.
2. Prioritize improvements to Federal Boulevard such as complete sidewalks, increased lighting, enhanced medians, and bike and pedestrian safety measures beginning with the 1-mile segment between the station and Regis University.
3. Improve the attractiveness and ease of transit connections between the station and Regis University by building enhanced bus stops on Federal Boulevard.
4. Improve access from the station to the Hyland Hills Regional Park.
5. Explore creating a bike sharing program.
6. Encourage additional student housing on Federal Boulevard at either Aria or on Regis-owned land to catalyze redevelopment along Federal.
7. Support a community service hub at Regis/Aria.
8. Support Health Education Programming in partnership with Hyland Hills Baker and Perl Mack Community Centers, Regis University, and Aria.
9. Encourage greater visibility of the Adams County Center for Community Enrichment on Federal Boulevard and targeted outreach to mobile home communities near the station area.
10. Work with RTD to install information kiosks at the station area to promote nearby services and resources such as the farm stand, Hyland Hills Regional Park, the Adams County Center for Community Enrichment, trails, and health services.
11. Attract a grocery store to the Federal Boulevard corridor.
12. Support the development of a food hub educational and market site in partnership with Regis, Aria, and Urbiculture.
13. Support a farm stand at or near the station area run by Urbiculture.

Gold Strike

Market Opportunities

Residential	Retail/Commercial	Target Industries
Affordable Apartments	Convenience retail	Employment intensive manufacturing
	Eating and drinking establishments	Professional, scientific and technical services firms
		Transportation, warehousing and wholesale trade (south of rail tracks)

Constraints

Access to the station area is a major constraint to this station area. Existing access is primarily from 60th Avenue with the station tucked behind (south) of the commercial frontage. The rail tracks are a major barrier to access from the south side of tracks, which essentially cuts the walkable station area in half. There is a lack of development sites in the area which limits the TOD potential. Sheridan Boulevard is also a substantial barrier with a major bridge and grade change south of 60th Avenue and the lack of pedestrian amenities along and crossings of Sheridan.

Opportunity Sites



1. Simpson United Methodist Church (SUMC) – Any future development on this 3.2-acre site would likely need to include a rebuilt church, which limits its development potential. There would also be the need to vet any redevelopment ideas by the congregation before moving forward. However, the City has begun preliminary conversations with the church. Potentials could include affordable housing or a community facility.
2. Partially vacant parcel – This parcel is located adjacent to the future station area parking. The western portion is vacant and totals 5.2 acres. The eastern portion has a one-story office building. The site has poor access and visibility but is suitable for low density office or industrial flex development.
3. Vacant Site – This 10.3-acre site is within the floodplain and cannot be developed unless major mitigation efforts are made. It is used occasionally for temporary outdoor sales including food and firework stands. The Army Corps of Engineers has expressed some interest in aiding or leading mitigation efforts for the creek area and thus make the site developable. The site is well suited for transportation and wholesale distribution as well as other industrial uses.

Recommended Actions

1. Continue conversations with the SUMC regarding the potentials for affordable housing or a community service facility on its property.
2. Increase the employment base within the station area by targeting employment intensive uses seeking industrial and flex spaces that are compatible with transit.
3. Prioritize better access to neighborhoods on the north as well as the Hyland Hills Parks and Recreation District.
4. Explore creating a bike sharing program.
5. Explore the potential for locating a food hub distribution site in the warehouse industrial area south of the station.

Olde Town

Market Opportunities

Residential	Retail/Commercial	Target Industries
Market rate apartments	Grocery store	Professional and financial services
Infill, small-scale for-sale residential	Entertainment uses, eating and drinking	
For-sale multifamily (long term)	Regional retail uses	

Constraints

The City of Arvada has been actively working to enhance the station environment for TOD for a number of years by financing a joint use parking structure, building an enhanced station plaza, and pursuing a joint development project on the RTD/City opportunity site. The remaining constraints include lack of a pedestrian crossing of the Wadsworth Bypass at West 56th and the lack of available sites for redevelopment. As Wadsworth is a state highway, it would need approval by the Colorado Department of Transportation (CDOT) for a pedestrian crossing.

Opportunity Sites



1. RTD Joint Development Site – This 9.0-acre site is comprised of land owned by AURA, the City of Arvada, and RTD, and includes the former RTD Park-n-Ride and additional property purchased for Gold Line parking. Trammell Crow was selected as the master developer and is working to complete its development plan for a mixed use project.
2. Landmark Theater – This 9.9-acre site includes the Landmark theaters on a ground lease that expires in 2016. The property's location adjacent to the station parking garage and across from the Trammell Crow project would likely indicate its marketability for higher density TOD.
3. Brooklyn's – The 3.0-acre former Brooklyn's bar and restaurant site and owned by AURA and is located just west of Olde Wadsworth. It has significant potential for redevelopment and is under negotiations with AURA to become a hotel. The site is surrounded by several multifamily residential buildings at Water Tower Village. If the hotel deal does not materialize, the site is also well suited for residential uses.
4. Mini-Storage – This 2.9-acre site with mini-storage units is an underutilized parcel, given its prime location near the station. The reported asking price of \$5 million or \$40 per square foot is more than can be supported by potential uses.
5. MKS Property – This 15-acre site has been optioned by MKS with plans for 350 apartment units.

Recommended Actions

1. Provide economic development incentives to attract a hotel to the station area.
2. Create a master plan for redevelopment of the Landmark Theatre site for TOD uses.
3. Attract a grocery store to the station area and explore financing options to make a project feasible.
4. Ensure that there are affordable healthy, fresh foods available within a new grocery located in Olde Town.
5. Work with the Arvada Community Food Bank to expand its mobile food pantry to include additional sites.
6. Explore a partnership between mobile food pantry and future grocery store to provide affordable produce.
7. Continue to explore Parks and Recreation options for the Olde Town/South Arvada neighborhoods.
8. Encourage the location of additional community services and affordable housing in the Olde Town Area.

Arvada Ridge

Market Opportunities

Residential	Retail/Commercial	Target Industries
Market rate apartments, For-sale multifamily (long term)	Convenience and eating and drinking at station	Education
Medium density attached and single family housing Senior-oriented housing	Regional and community retail uses within Arvada Market Place	Health care

Constraints

The lack of direct access to the station makes any uses other than residential difficult. Potential development sites on the east side of Kipling Street may be limited by poor pedestrian access across it. Another potential constraint is that the station area is split between Wheat Ridge and Arvada, including opportunity sites owned by the State of Colorado Human Services. Conflicting land use plans, design standards, and infrastructure investment priorities may potentially complicate development projects and implementation.

Opportunity Sites



1. Vacant parcel – This 11.2-acre vacant parcel is owned by the Arvada Ridge Market Ridge LLC. It is well suited for residential and mixed use TOD, including local services.
2. Redevelopment site – This 13.8-acre site is owned by the State of Colorado Department of Human Services. It is two-thirds developed with low density office and social services buildings. The state has no immediate plans to move any uses on the site or sell the property. This site is in the City of Wheat Ridge and is well suited for multifamily TOD and attached townhomes.
3. Redevelopment site – This 9.1-acre site is also owned by the State of Colorado Department of Human Services. It is partially developed and used by the state. This site is in the City of Arvada and is well suited for multifamily and mixed use TOD.

Recommended Actions

1. Relocate the State of Colorado Human Services Ridge Home facilities and develop a plan for redevelopment of the site.
2. Identify a location(s) for affordable/senior housing near the station area.
3. Improve pedestrian access to the Arvada Ridge Marketplace from the station.
4. Support Red Rocks Community College in the development of the Arvada Campus as a "Health Hub."
5. Develop affordable child care on-site as part of the Red Rocks Community College expansion.
6. Encourage Red Rocks Community College to connect students with nearby employment opportunities in the health care industry.

Ward Road

Market Opportunities

Residential	Retail/Commercial	Target Industries
Market rate apartments	Convenience retail	Professional, scientific, technical services firms
Medium density attached and single family housing	Eating and drinking establishments	Light and employment intensive manufacturing
For-sale multifamily (long term)	Personal and business support services	New business incubation
Senior-oriented housing		Scientific research and development

Constraints

The mixture of uses within the station area is one of its greatest assets but also one of its biggest constraints. The varied and inconsistent land use pattern has resulted in a lack of clarity regarding the future uses in the area. The introduction of residential uses at the station area may lead to some of the adjacent employment uses to relocate, but will not drastically change the uses in the area unless a significant amount of housing is developed, especially outside the immediate area north of the station. A clear direction and vision for the station area may provide the development market the direction needed to attract additional development.

The lack of coherent street network in all parts and the quality of the street network in some places is a barrier to attracting TOD. Increased circulation and access in the area would make the area more transit friendly and attractive. Connections south of the tracks from the station at Ward Road, Tabor, and potentially a pedestrian bridge would help make the south side of the tracks more attractive. The improvement of Ward Road to create a more urban streetscape and pedestrian amenities is also needed.

Lastly, the station area is under three different controlling jurisdictions. Wheat Ridge is the only one to have generated a plan for TOD, but parcels in both Arvada and Jefferson County can have a large impact of the success of the area from a development stand point. Coordination is needed to align planning efforts and ultimately development plan approvals, and may also generate joint funding opportunities.

Opportunity Sites



1. Former Jolly Rancher factory site – Owned by IBC Denver II LLC, the site is 13.7 acres. It is well suited for mixed use residential development and commercial development along Ward Road. The owner has attempted to develop the site for both industrial uses and also residential uses. The owner is also interested in selling the site if the opportunity arises.
2. Vacant site used for outdoor storage – Owned by Ward Road Storage, this 2.3-acre site is vacant but is currently used for outdoor storage. The site is well suited for residential TOD or flex-office space similar to the adjacent properties along 52nd Avenue. The owner is interested in selling the site.
3. Vacant farm land with single family home – Three parcels owned by the Hance Family Trust total 6.7 acres. The property is occupied by the owner and used for minimal farming uses. The owner does not have any immediate plans to sell or move.
4. Vacant site – This large site consists of two parcels totaling 55 acres. It is well suited for a mixed for-sale housing products. There is likely demand for compact single family detached and attached housing.
5. RTD Park-n-Ride – This 10.1-acre site is owned by RTD and the transit uses are planned to be relocated to the station area. RTD will likely sell the property once this occurs. The site is well suited for highway, regionally oriented retail, and potential a limited service hotel.

6. Outdoor storage – This 5.5-acre site is also owned by Ward Road Storage LLC and is used for outdoor storage of RVs and other similar vehicles. The site is well suited for office and flex-industrial development.
7. Undeveloped Industrial land – This 13.2-acre area consists of several parcels that are vacant, industrial zoned pad sites. These sites are well suited for industrial, flex and office development.

Recommended Actions

1. Develop a strategic action plan to generate TOD on the major opportunity sites adjacent to the station.
2. Improve connectivity from the station to the Kaiser Permanente's health clinic.
3. Improve accessibility to the station for residents south of I-70.
4. Create complete connections between the regional trail systems, routes, and infrastructure improvements necessary to connect trail systems to station areas, and wayfinding to create greater awareness of regional trails.
5. Brand the employment areas within the station area as an innovation and business incubator district.
6. Explore the creation of a business incubation and co-working innovation hub aimed at start-up professional, technical, and scientific services and technology businesses that desire flexible spaces which allow for industrial type space due to more industrial type activities.
7. Establish a street network within the station area to generate a more transit friendly public realm around the existing industrial and flex uses.
8. Encourage residential development at the 55-acre vacant site within Arvada and ensure that it is built in a compact, walkable manner.
9. Maintain control of the RTD Park-n-Ride site and begin to plan for redevelopment.

The Economics of Land Use



Final Report

Gold Line Corridor Market and Community Services Analysis

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January 16, 2015

EPS #143020

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1. INTRODUCTION AND SUMMARY OF FINDINGS

Introduction

The purpose of the Gold Line Corridor Market and Community Services Analysis is to develop an implementation plan to help the Gold Line Corridor communities maximize the benefit of the transit investments by attracting new development and businesses to the Corridor and connecting area residents to these jobs and community services through transit. The Gold Line passes through five governmental jurisdictions including the City and County of Denver, Adams County, Jefferson County, the City of Arvada and the City of Wheat Ridge. The station areas along the Gold Line represent major—and in Arvada and Wheat Ridge the only—opportunities to leverage the FasTracks system investments to better their communities. The implementation plan generated by this effort needs to be informed by market and economic conditions to help prioritize actions and investments. The Scope of Work for the project is organized around five major tasks, summarized below:

Corridor Market and Community Services Analysis (Task 2) – Task 2 is a comprehensive analysis of Corridor and station area market and development trends, current conditions, and forecasts of future potential for capturing activity leading up to and following the line’s opening in 2016. It also contains a detailed analysis of the existing industrial base in the Corridor and targeted industries with future potential, as well as an analysis of the strengths, weaknesses, and gaps of community services along the Corridor. This report is the product for the Task 2 analysis and identifies development potentials and business/industry prospect types for each station, as well as community service assets, opportunities, and needs.

Public Outreach (Task 3) – This task included several interviews with key real estate developers and brokers, property owners, employers, community service providers, and involved stakeholders along the Corridor to gauge development interest, and the Corridor’s strengths and weaknesses. The findings from these interviews are summarized within a separate report but the knowledge and information gathered in these interviews are an integral component of the Corridor Market Analysis and the Economic Development and Community Services Strategy.

Corridor Case Studies (Task 4) – This task included the identification and analysis of commuter rail and light rail lines and the stations along them with similar conditions to the Gold Line. Specific station area types were identified to inform the implementation strategies for the stations along the Corridor. Topics considered included industrial TOD, Corridor collaborative efforts, town center stations, education and transit, and health care and transit. The findings of this task are summarized in a separate report.

Economic Development and Community Services Strategy (Task 5) – This task produced recommended economic development strategy including policies, actions, and investments needed to remove barriers to development and increase the attractiveness and competitiveness of station areas for employment development. It also addresses the community services needs and opportunities along the Corridor and how the Corridor communities can work collectively to provide all needed services along a Complete Corridor. The strategy is provided within a separate report.

Market and Community Services Analysis Outline

This report presents the evaluation of the Corridor market potentials and community services gaps and assets for the Gold Line transit stations in six chapters in addition to this Introduction and Summary of Findings as follows:

- Metro Denver and Gold Line Framework – An overview of macro level economic and demographic trends for the Corridor and Metro Denver region to provide context.
- Employment Opportunities Analysis – An analysis of existing industry clusters and employment trends along the Corridor as an input to identifying targeted industries for each station.
- Corridor TOD Housing Analysis – An overview of the housing conditions along the Corridor and market demand for transit oriented housing at the station areas along the Corridor.
- Community Services Analysis – Analysis of the community services along the Corridor to identify major assets and gaps in services.
- Grocery and Food Retail Analysis – An analysis of the existing food retailer and food access conditions along the Corridor in order to identify opportunities to improve food access by both traditional grocers and community-based food providers.
- Station Area Development Site Opportunities – An analysis of the existing land use and land value conditions in the station areas to identify opportunity sites and the related economic, community service and housing opportunities possible.

Summary of Findings

1. *The Gold Line Corridor has experienced slower growth in households and employment than the Metro Area over the past 10 to 15 years.*

The Denver metro area increased in households at annual rate 1.5 percent between 2000 and 2014. During this same time period the Gold Line Corridor (defined as half-mile radius around the transit line from 41st and Fox to Ward Road) increased at an annual rate 1.0 percent annually. Employment growth in the Corridor was even less with a rate of growth of 0.4 percent annually compared to the metro rate of 3.9 percent. The lack of employment growth in the Corridor is due partly to the large decreases in manufacturing, construction, and wholesale trade jobs in the Corridor between 2005 and 2013.

2. *The residents of the Gold Line Corridor differ in demographic characteristics than the people who work in the Gold Line Corridor.*

The employees in the Gold Line Corridor are on average younger, more educated and earn more than the Corridor residents. Corridor residents have an average household income over \$20,000 less than the Metro Area average, and only 21 percent of Corridor residents have bachelors or graduate degree while the metro average is 41 percent. By contrast, Corridor workers have a slightly higher educational attainment than the metro average and a higher percentage of Corridor workers earn more than \$40,000 annually than the Denver metro area average.

3. The station areas are evenly split between residential oriented and employment oriented station areas.

Four of the station areas (41st and Fox, Clear Creek, Olde Town, and Arvada Ridge) currently have a population mix that is more residentially oriented than employment. Recent development in these station areas has primarily been residential uses, which is further establishing the station area typology of these stations. The other three station areas are employment oriented with a higher concentration of jobs than residents. The predominant use at each station area is likely to remain the same with the exception of the Ward Road station area. The Ward Road station has the highest and most dense concentration of employment of all the station areas, but there are market demand and opportunity sites for some shift towards residential uses.

4. The employment concentration along the Gold Line Corridor is changing, which may present the opportunity for future transit-oriented employment uses.

The three largest industries (Manufacturing, Construction, and Wholesale Trade) along the Gold Line Corridor decreased in employment significantly between 2005 and 2013. These three industries decreased in employment by 1,178 jobs. The industries with the largest increases in employment represent the best industries to target for future employment, including jobs in professional, scientific and technical services. This industry increased in employment by 401 jobs since 2005 and contains the most transit friendly businesses with a significant presence along the Corridor.

5. Industrial and flex development is the most prevalent employment oriented land use along the Corridor and the types of jobs that are in demand along the Corridor prefer this building type, which may be a barrier to creating employment oriented TOD and station areas.

Approximately 55 percent of the jobs along the Corridor are located within industrial and flex-industrial space. Industrial space was also the fastest growing non-residential building type over the past 14 years. Gold Line Corridor businesses, even in industries that are transit friendly, prefer this development due to the low cost of rent/ownership, the flexibility provided within these spaces for both total size and uses, and the more industrial nature of most of the employment in the Corridor. The demand for traditional office space, especially mid to high rise office buildings, is limited and largely non-existent. To create employment oriented TOD in the Corridor will require creative approaches to land use controls and building forms to create a transit friendly environment.

6. Demand for residential transit oriented development within the Corridor is forecast to be substantial with multifamily apartments the most desired housing type.

The Gold Line Corridor is forecast to increase in households by over 7,000 units by 2030. Of these 7,000 units over 5,000 are estimated to be apartment units. The current demand for apartments in the Denver metro area has generated a large pipeline for new projects. Nearly 2,500 apartment units are proposed or under construction in the Gold Line Corridor. There is also demand for for-sale condo and townhome development that is transit oriented but the demand is substantially less than the apartment demand, with 550 units forecast to be within these housing types.

7. *The Gold Line and the station areas along the Corridor have the potential to help connect the senior population to daily needs and services.*

The western portions of the Gold Line Corridor, specifically the Olde Town, Arvada Ridge and Ward Road station areas, have a high concentration (over 20 percent) of residents over 65 years old. While many services and amenities needed by seniors are available along the Corridor, there are major barriers to access for seniors to these services. The station areas along the Corridor present the opportunity to locate services within station areas or build senior oriented housing that will allow the existing seniors in the area to remain in the area. Essential to ensuring and encouraging transit use by seniors is making the use of transit easy and affordable.

8. *Several of the Gold Line Corridor station areas lack adequate food retailers and access for residents.*

Several US Census tracts that make up the Gold Line Corridor are considered “food deserts” and lack adequate food retailers and access. Attracting traditional food retailers to the station areas will be difficult due to the industrial nature and low population levels and density at many of the stations areas. There is demand for a grocery store in Olde Town Arvada and interest from at least two grocers to build a new store near the Old Town station. The challenge will be to make a new store a reality, ensure that it is accessible from the transit station, and provide the needed food services for existing residents. There is a grocery store gap near the Clear Creek/Federal and Aria development and potential interest by a local Hispanic grocery in the area. Exploration of this opportunity is ongoing. Alternative food approaches and creative approaches to increasing food access will be necessary to assess gaps at other stations areas.

9. *Continuing collaboration between the Gold Line Corridor communities will be needed to ensure station area plans are achieved and some TOD opportunities become a reality.*

There are many opportunity sites identified in all of the station areas including some directly adjacent to the stations. However, four of the stations areas have land within multiple jurisdictions. Coordination is needed in these station areas to ensure land use plans are consistent and reinforced by each jurisdictions policy and decision-making. It is important to remember that development projects anywhere in the station area can have impacts on the marketability of other sites in the station area. As well, partnering in joint infrastructure projects and in providing development incentives can reduce barriers to development. This is particularly true for the station areas in Adams County because the county does not have the ability to use the full range of public financing tools that the Corridor cities can. Partnerships can reduce costs for projects for each community and increase resources.

2. METRO DENVER AND GOLD LINE FRAMEWORK

This chapter reviews trends in population and household growth, employment, and other demographic indicators for Metro Denver, the west Denver competitive market area and the Gold Line Corridor as shown in **Figure 1**. The Corridor is defined as a one mile wide area centered on the rail alignment, or one-half mile on each side. The purpose of this analysis is to place the existing conditions along the Corridor in context of broader macro level growth and economic trends and conditions in Metro Denver and surrounding market area.

Population and Household Trends

Metro Denver, defined as Adams, Arapahoe, Boulder, Broomfield, Denver, Douglas, and Jefferson Counties, has a population of 2.9 million. Metro Denver is a fast growing region having added over half a million people from 2000 through 2014 (estimated) at an annual rate of 1.4 percent, or nearly 37,000 people per year. The majority of the growth occurred in Adams, Arapahoe, and Douglas Counties with each adding over 100,000 people during this time period, compared to 84,500 in the City and County of Denver, 36,000 in Boulder, and roughly 20,000 people in Broomfield and Jefferson Counties as shown in **Table 1**. Household growth has a closer correlation to housing demand, and the region added the equivalent of 15,500 households per year following the same geographic distribution as population growth.

Table 1
Population and Household Trends, 7-County Metro Area, 2000 to 2014

	2000	2010	2014	Change 2000-2014		
				Total #	Ann. #	Ann. %
Population						
Adams	347,996	441,603	464,060	116,064	8,290	2.1%
Arapahoe	487,949	572,003	597,207	109,258	7,804	1.5%
Boulder	269,713	294,567	305,708	35,995	2,571	0.9%
Broomfield	39,332	55,889	60,336	21,004	1,500	3.1%
Denver	554,631	600,158	639,117	84,486	6,035	1.0%
Douglas	175,789	285,465	303,861	128,072	9,148	4.0%
Jefferson	525,298	534,543	545,893	20,595	1,471	0.3%
Total Metro Area	2,400,708	2,784,228	2,916,182	515,474	36,820	1.4%
Households						
Adams	122,812	153,764	160,961	38,149	2,725	2.0%
Arapahoe	190,910	224,011	233,693	42,783	3,056	1.5%
Boulder	106,495	119,300	123,813	17,318	1,237	1.1%
Broomfield	14,233	21,414	23,391	9,158	654	3.6%
Denver	239,222	263,107	280,621	41,399	2,957	1.1%
Douglas	60,936	102,018	109,170	48,234	3,445	4.3%
Jefferson	205,413	218,160	225,074	19,661	1,404	0.7%
Total Metro Area	940,021	1,101,774	1,156,723	216,702	15,479	1.5%

Source: ESRI, Economic & Planning Systems

H:\143021-Denver Aurora East Line Market Readiness\Data\ESRI\[Metro_Demo.xlsx]Trends

The seven county Denver Metro Area grew in by 515,000 people and 217,000 households between 2000 and 2014, which is an annual rate of 1.4 and 1.5 percent respectively. The existing rail Corridors, West Denver Market Area, and Gold Line Corridor all grew at slower rates over the same time period. The West Denver Metro Area actually decreased in population but still increased in households by 5,415, as shown in **Table 2**. The Gold Line Corridor accounts for 10 percent of the households in the West Denver Market Area. However, the Gold Line Corridor capture 26 percent of the new households formed in the West Denver Market Area in the past 14 years and grew in households at twice the annual rate.

Figure 1
West Denver Market Area

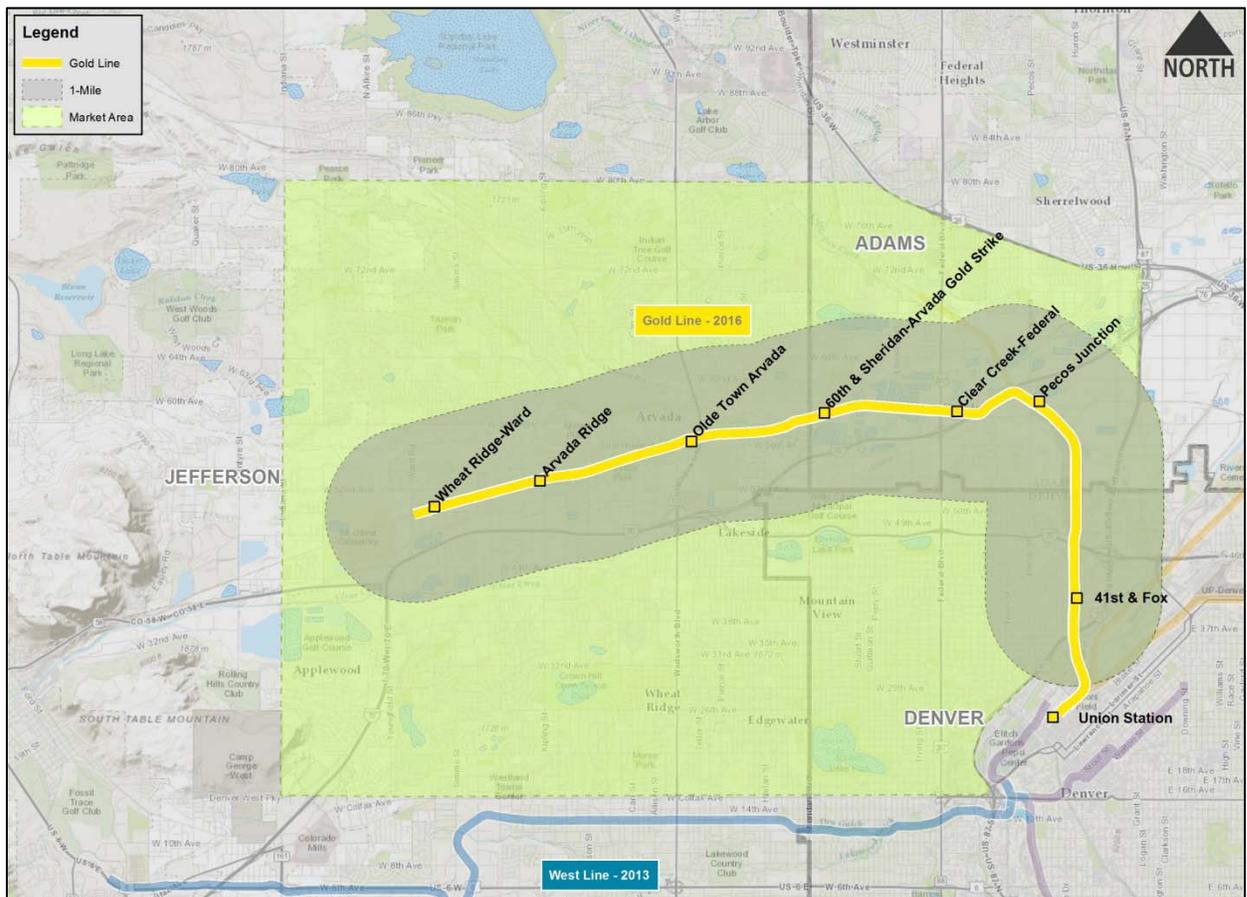


Table 2
Population and Household Trends, Half-Mile Study Area, 2000 to 2014

	2000	2010	2014	Change 2000-2014		
				Total #	Ann. #	Ann. %
Population						
7-County Metro Area	2,400,708	2,784,228	2,916,182	515,474	36,820	1.4%
Existing Rail Corridors ¹	104,754	109,988	115,432	10,678	763	0.7%
% of Metro Area	4%	4%	4%	2%	---	---
West Denver Market Area	251,530	239,555	246,303	-5,227	-373	-0.1%
% of Metro Area	10%	9%	8%	---	---	---
1/2 Mile Study Area	22,824	23,305	24,047	1,223	87	0.4%
% of West Denver MA	9%	10%	10%	---	---	---
Households						
7-County Metro Area	940,021	1,101,774	1,156,723	216,702	15,479	1.5%
Population Per Household	2.6	2.5	2.5			
Existing Rail Corridors ¹	45,106	49,975	52,855	7,749	554	1.1%
% of Metro Area	5%	5%	5%	4%	---	---
Population Per Household	2.3	2.2	2.2	---	---	---
West Denver Market Area	99,331	100,890	104,746	5,415	387	0.4%
% of Metro Area	11%	9%	9%	2%	2%	---
Population Per Household	0.0	0.0	0.0	---	---	---
1/2 Mile Study Area	8,937	9,852	10,329	1,392	99	1.0%
% of West Denver MA	9%	10%	10%	26%	26%	---
Population Per Household	2.6	2.4	2.3	---	---	---

¹ Existing corridors include Southeast, South west and West

Source: ESRI, Economic & Planning Systems

H:\143020-Gold Corridor Market Readiness Study\Data\ESRI\GoldLine_Corridor_Demo.xlsx Trends

Employment Trends

From 2005 through 2013, Metro Denver added 313,500 jobs at an annual rate of 3.9 percent (**Table 3**). Health care and education, and other service providing industries showed the largest growth. Health care and education added approximately 128,000 jobs or 40 percent of Metro Denver's job growth. Service industries, including a range of jobs from highly skilled professional services to lower skilled household services, grew by approximately 110,000 jobs, 35 percent of the total increase in jobs. By comparison goods producing sectors (e.g., manufacturing and construction) added only 14,800 jobs and wholesale trade, transportation and warehousing, and utilities sectors grew by just over 8,000 jobs, while retail and accommodations and food services grew by more than 53,000 jobs.

The Gold Line Corridor added just over 1,000 jobs from 2005 through 2013, which is an annual growth rate of 0.6 percent. Employment within the Corridor grew by a lower annual rate than the Metro Area in all five job sectors. The composition of jobs within the Corridor shifted significantly in the past eight years. Goods producing industries, which have traditionally been the largest sector on the Corridor, decreased in employment by 870 jobs. Wholesale trade, transportation and warehousing, and utilities accounted for a third of the job growth along the Corridor, adding 342 jobs. The service providing industries grew by 1,004 jobs during this period, which accounted for the majority of job growth in the Corridor. Health care and education industries also had significant jobs gains with 535 jobs added between 2005 and 2013.

Retail and hospitality sectors added just 84 jobs in the Corridor. The majority of retail development within the Corridor occurred prior to 2005 and therefore limited growth in these sectors is not surprising and is reflective in the relatively low household growth in the Corridor and surrounding area in recent years.

Table 3
Wage and Salary Employment, Metro Area and Half-Mile Study Area, 2005 to 2013

Industry Super Sector	2005	2013	Change 2005-2013		
			Total #	Ann. #	Ann. %
1/2 Mile Study Area					
Goods-Producing	8,073	7,203	-870	-109	-1.4%
Wholesale, Transportation and Warehousing, Utilities	4,644	4,986	342	43	0.9%
Service-Providing	4,509	5,513	1,004	126	2.5%
Health Care and Education	1,077	1,612	535	67	5.2%
Retail, Accommodation and Food Service	<u>3,898</u>	<u>3,982</u>	<u>84</u>	<u>11</u>	<u>0.3%</u>
Total	22,200	23,296	1,096	137	0.6%
7-County Metro Area					
Goods-Producing	136,387	151,162	14,774	1,847	1.3%
Wholesale, Transportation and Warehousing, Utilities	92,083	100,149	8,066	1,008	1.1%
Service-Providing	322,509	432,170	109,661	13,708	3.7%
Health Care and Education	126,070	253,746	127,676	15,960	9.1%
Retail, Accommodation and Food Service	<u>186,570</u>	<u>239,916</u>	<u>53,346</u>	<u>6,668</u>	<u>3.2%</u>
Total	863,619	1,177,143	313,524	39,191	3.9%

Source: Colorado Department of Labor, Economic & Planning Systems

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Gold Line Corridor Profile

Residents

The demographic makeup of the residents of the Gold Line Corridor study area is different than the metro averages. Household growth along the Corridor has been steady with approximately 1,400 households added between 2000 and 2014, which is an average annual growth rate in household of 1.0 percent. By contrast the Metro Area grew by 1.4 percent annually, as shown in **Figure 2**. The 52 percent of households along the Corridor are renter occupied households, compared to 38 percent in the Metro Area as a whole.

The Corridor households on average earn less income annually with an average of \$40,596 compared to Metro Area average of \$62,444. The Corridor residents are slightly older on average. Only 30 percent of residents have a bachelors or associate degree, while 48 percent of residents in the Metro Area have a degree.

Workers

The workers employed at Corridor businesses earn more than Metro Area workers on average. 47 percent of Corridor workers earn more than \$40,000 annually, while only 44 percent earn more than \$40,000. The average wage along the Corridor for workers is \$41,443, as shown in **Figure 3**. However, this may be decreasing in the future as many of the growing industries along the Corridor have a lower average wage than \$41,000. Twenty six percent of Corridor workers reported having a college degree, which is slightly lower than the Metro Area average of 28 percent. Corridor workers are slightly younger on average. Twenty three percent of workers are under 30 years old while the metro average is 21 percent.

Relationship

Although the differences are not drastically different, the Corridor residents differ from the Corridor workers. The Corridor workers are slightly younger and more educated than the residents along the Corridor.

Figure 2
Gold Line Corridor Resident Profile

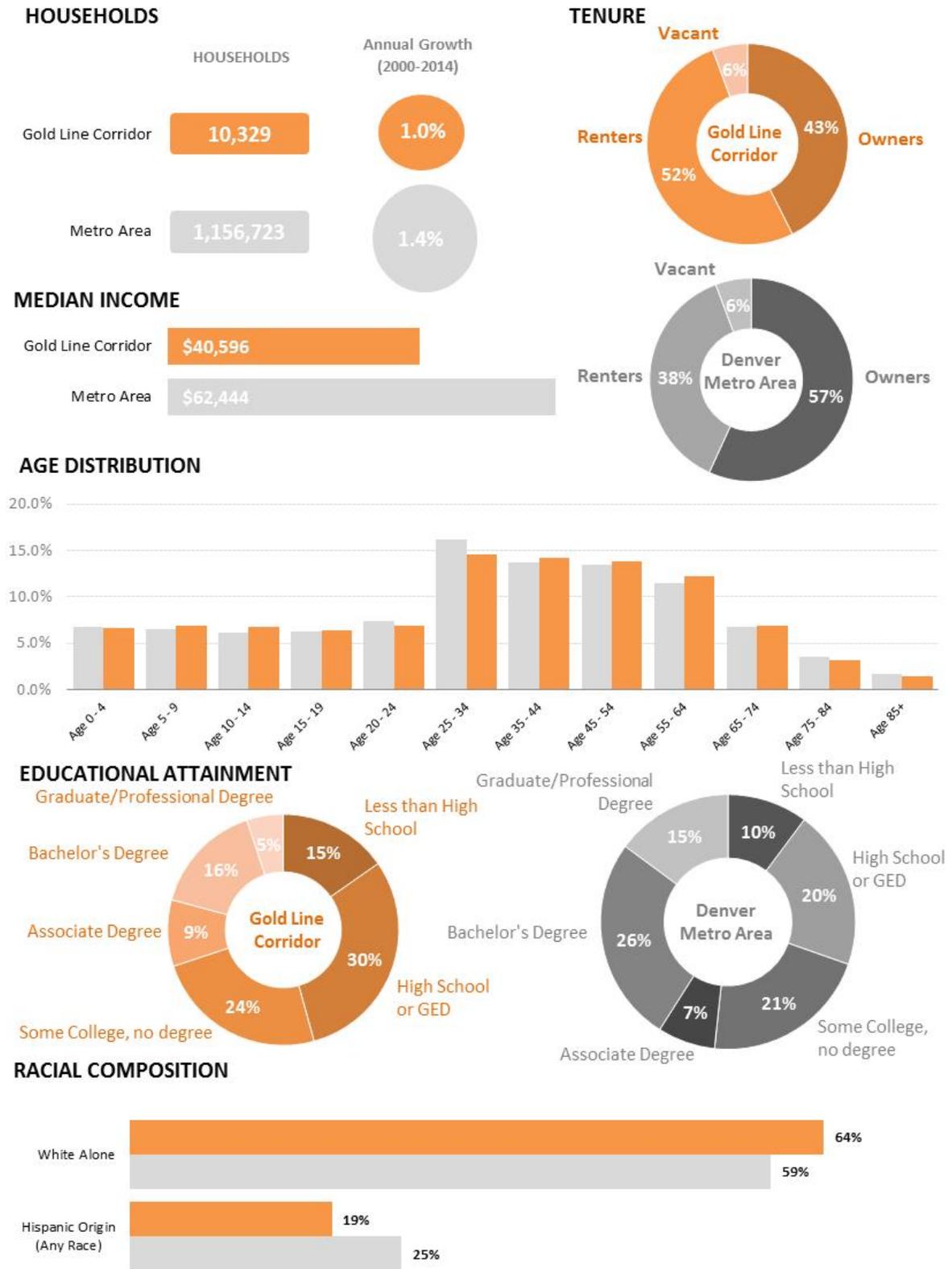
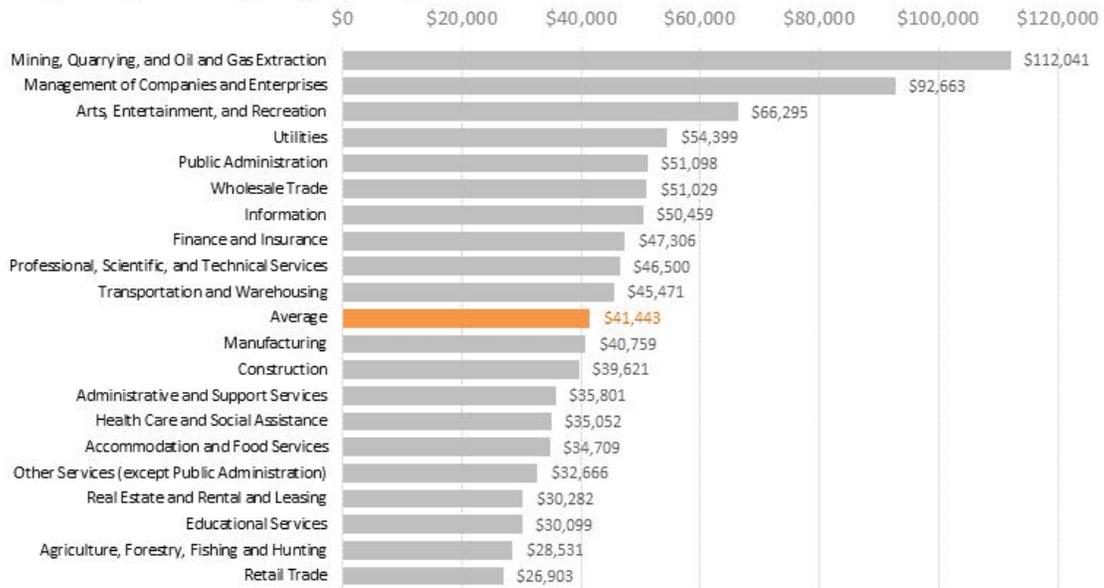


Figure 3
Gold Line Corridor Worker Profile

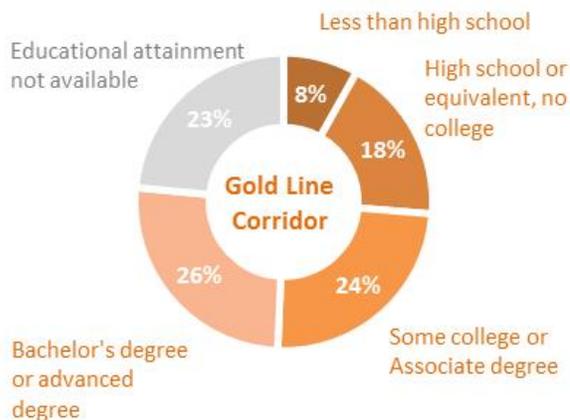
Average Wage & Salary Wage (2013)



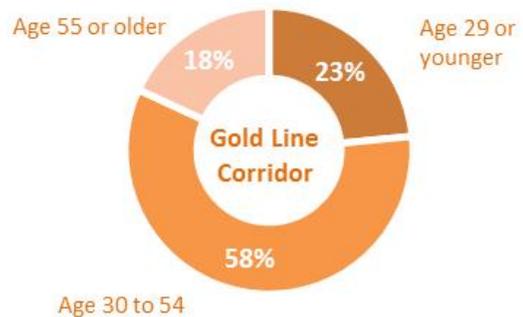
Worker Earnings (2011)



Educational Attainment



Worker Age (2011)

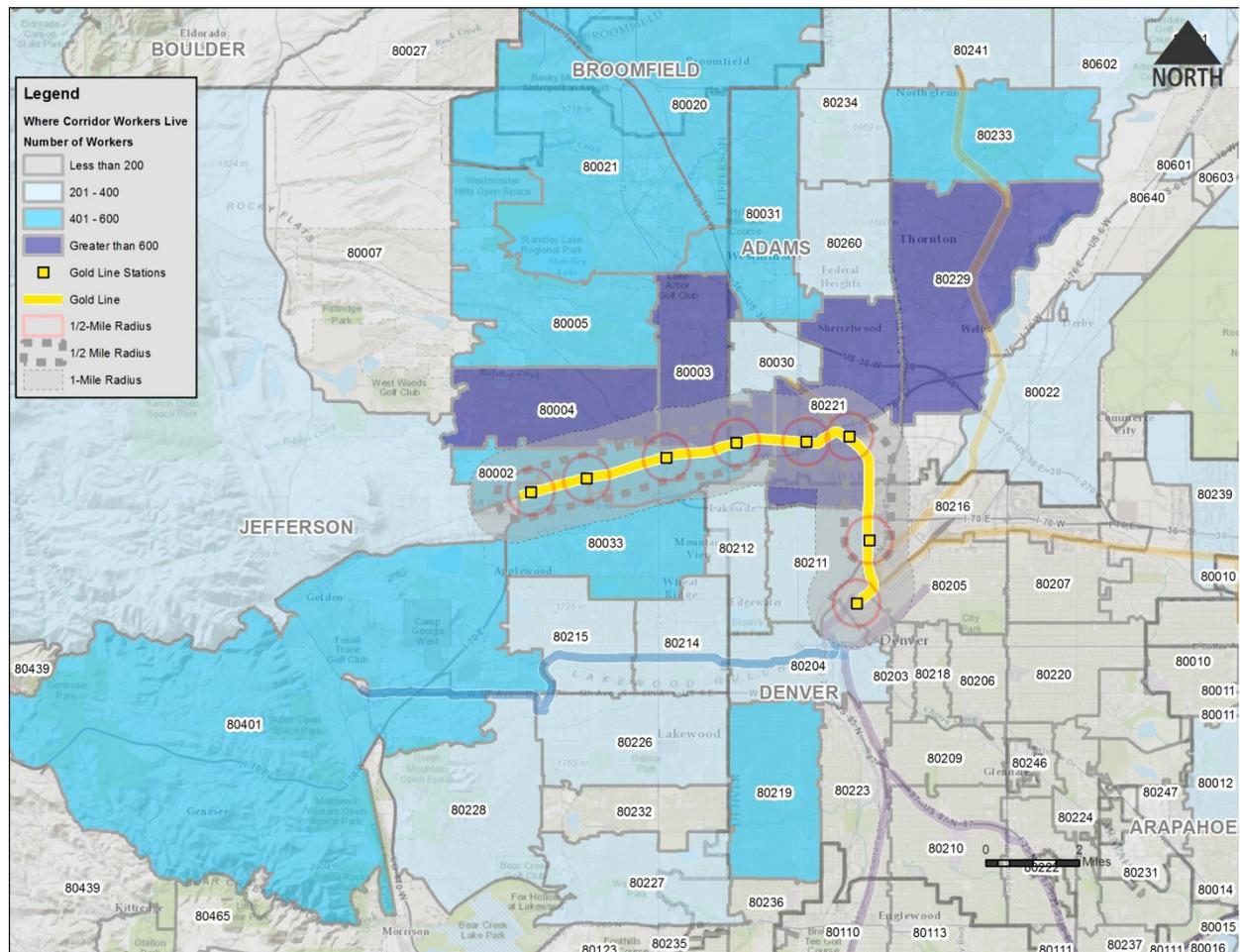


Commuting Patterns

Where Corridor Workers Live

The majority of Corridor workers live in zip codes along or near the Gold Line. A total of 20 percent of the workers live in zip codes that have major portions of the Gold Line Corridor within it (80002, 80004, 80003, 80221, 80033, and 80211). The workforce along the Corridor generally comes from areas north of the Corridor or the west, as shown in **Figure 4**. Over 1,700 workers live in two zip codes along the northern edge of the Corridor, 80004 and 80003. These two zip codes have the highest number of workers who live within them. The Gold Line does not appear to provide a connection between where workers live and the businesses along the Corridor.

Figure 4
Zip Code Where Corridor Workers Live

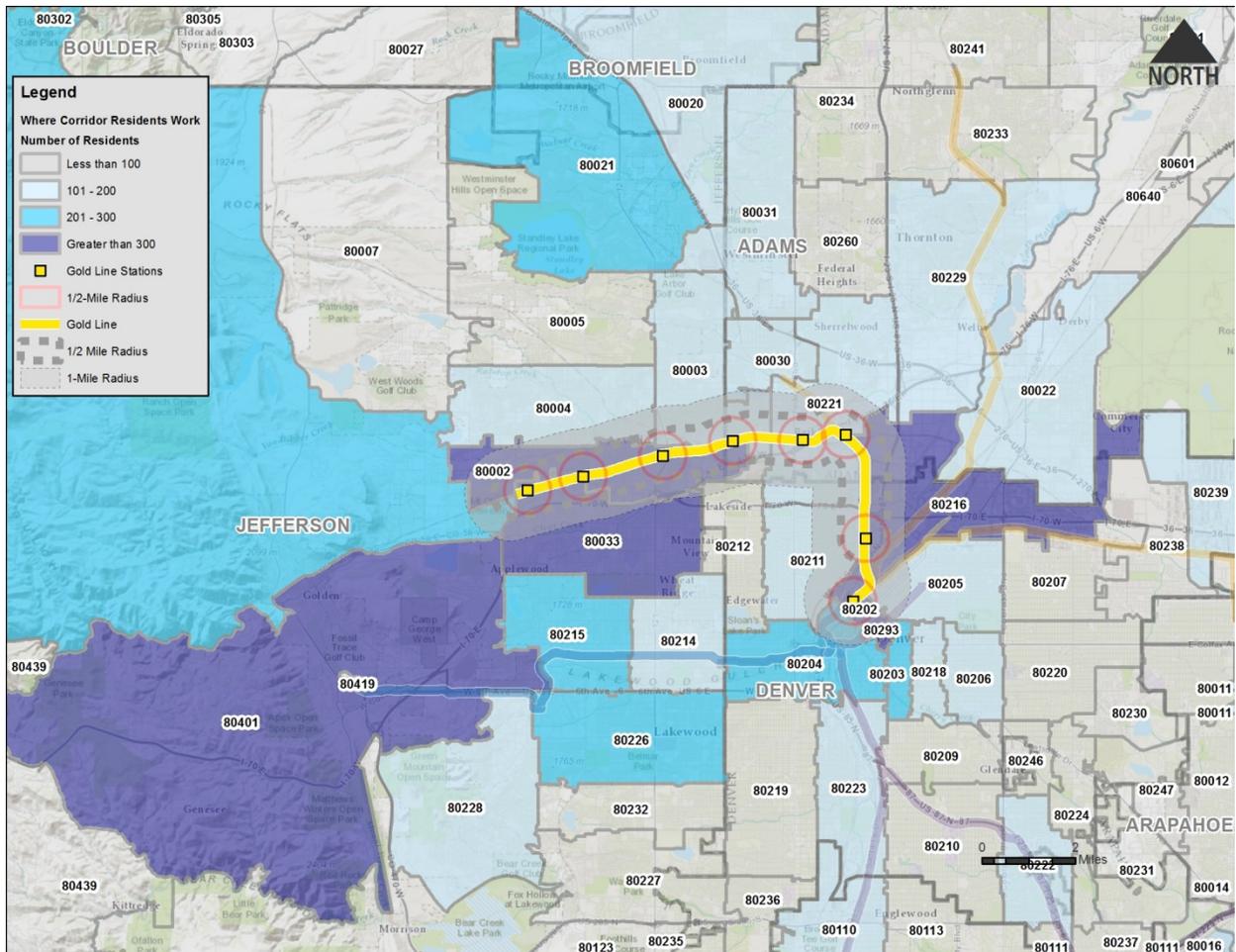


Where Corridor Residents Work

The location of work for Corridor residents contrasts to where Corridor workers live. Approximately 636 Corridor residents work in downtown Denver (80202) followed by the Golden area with 635 Corridor residents, the most of any zip code, as shown in **Figure 5**. Other central Denver zip codes (80204, 80203) also have a high number of residents working in them estimated at 530 workers. Approximately 870 residents work in two zip codes along the Corridor (80002 and 80033), which is nearly 10 percent of Corridor residents that work.

The Gold Line therefore has a greater potential to connect Corridor residents (existing and future) to jobs. However, once the Gold Line opens the area may become more attractive to workers due to the Gold Line, assuming the jobs available the Corridor match with workers who would use the Corridor for transit.

Figure 5
Zip Code Where Corridor Residents Work



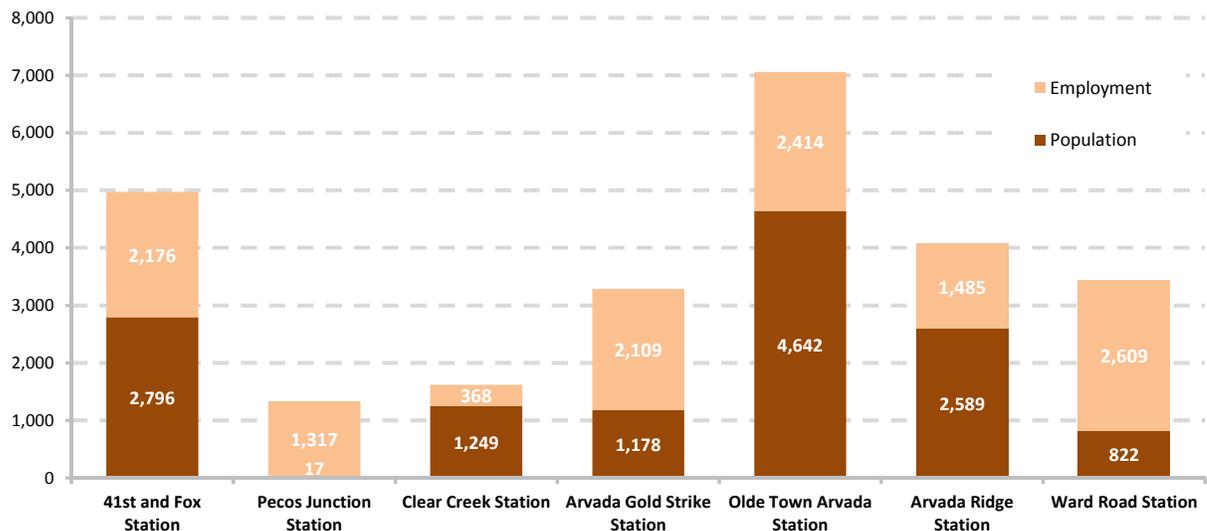
TOD Characteristics

The characteristics of the station areas were examined to identify station areas that have a building form that is more transit oriented and begin to illustrate each station area's primary role (housing or employment) based on existing patterns.

Station Area Density

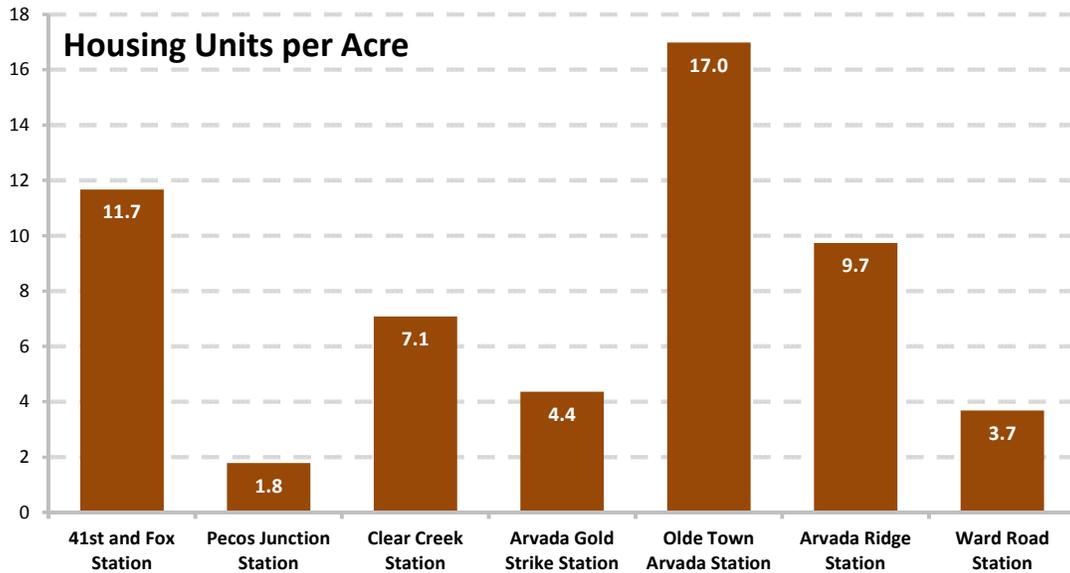
The total population density (population plus employment) of the half-mile station areas vary greatly along the Corridor. Olde Town Arvada has the highest population with a total of 7,056 residents and workers within the station area. The Wheat Ridge Ward Road Station has the highest employment population with 2,609 jobs. The 41st and Fox Station has the second highest total population and the most evenly mixed population split with 44 percent employment and 56 percent residents.

Figure 6
Station Area Population and Employment



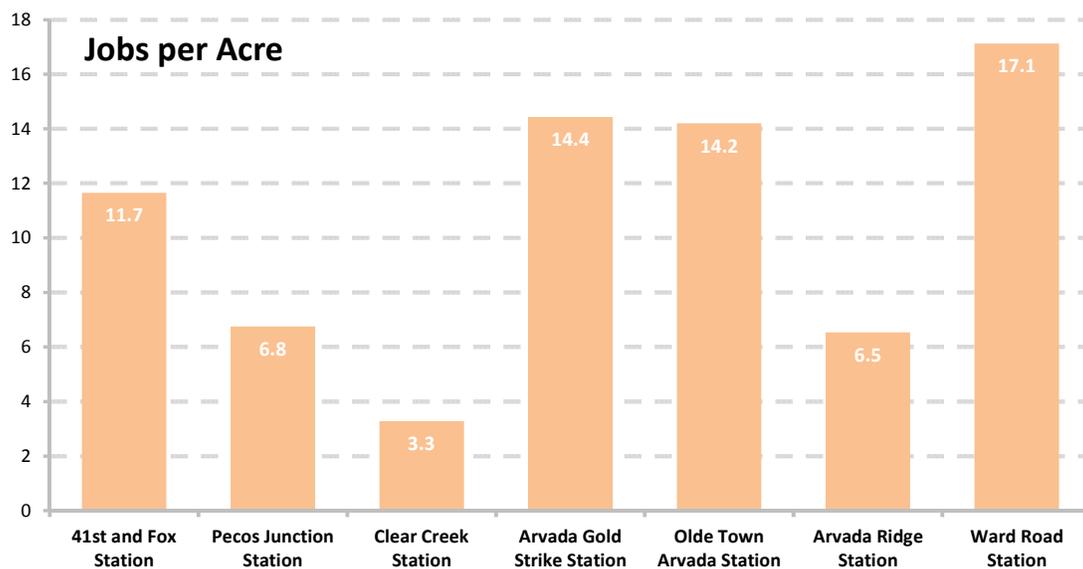
The density of housing within the station areas was calculated to identify station areas that have a more transit oriented residential building form. The housing density was calculated by dividing the number of housing units by parcels with a resident land use but not vacant. The density average matches closely with the total residential population of the station areas, with the station areas with a higher residential population also having a higher residential density. The housing units in Olde Town have the highest average density at 17 units per acre. The 41st and Fox Station also has a housing density of over 10 units per acre, largely due to the Regency student housing development a couple blocks from the station.

**Figure 7
Housing Density**



The density of employment was also calculated by dividing jobs by acres with non-residential uses, (not including vacant land). The Ward Road station has the highest employment density with 17.1 jobs per acre. The Gold Strike and Olde Town Stations have the next highest employment densities at 14.4 and 14.2 jobs per acre respectively. The employment make up of these two station areas are significantly different. The attributes of the employment in these three areas may indicate employment industries that are more transit friendly and could be attracted to station areas.

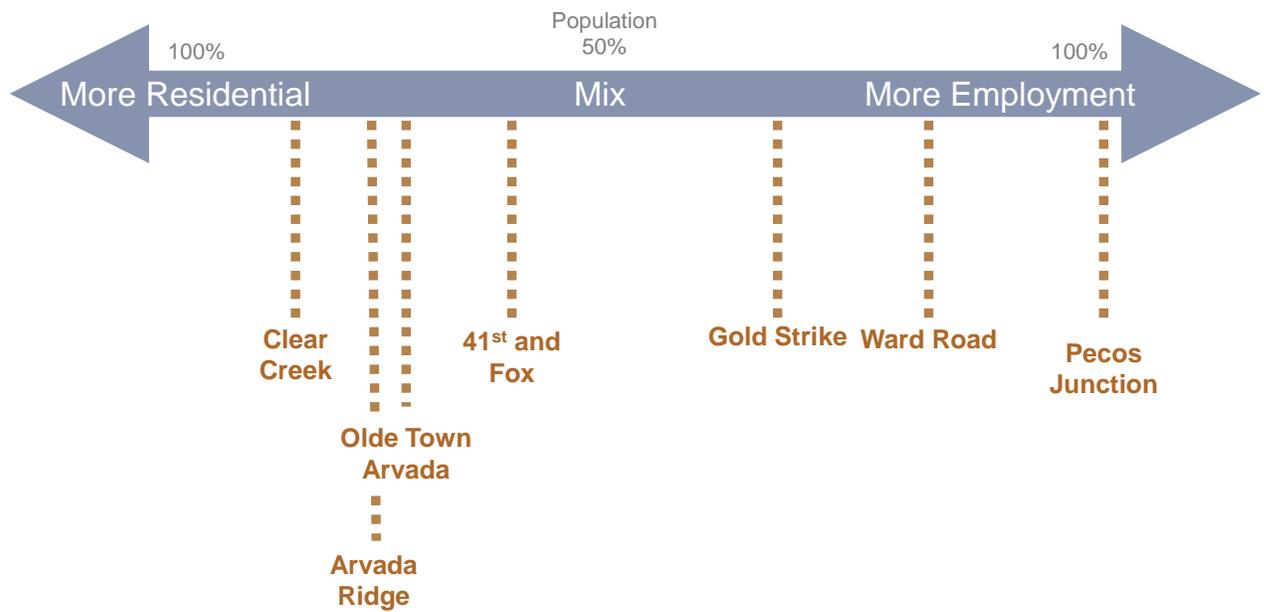
**Figure 8
Employment Density**



Station Area Typology

The mix of population and employment is largely indicative of the potential future station area typology for each station as shown in **Figure 9**. The future development within these station areas will likely continue to be uses that reinforce the current mix at the station areas, with the exception of Ward Road. The only outlier is the Ward Road station. The land use plan for the Ward Road station area identifies a mixture of housing (north of the railroad tracks) and employment (south of the railroad tracks). Potential development plans for sites adjacent to the Ward Road station have been both residential and employment focused.

Figure 9
Station Area Total Population Mix



3. EMPLOYMENT OPPORTUNITIES

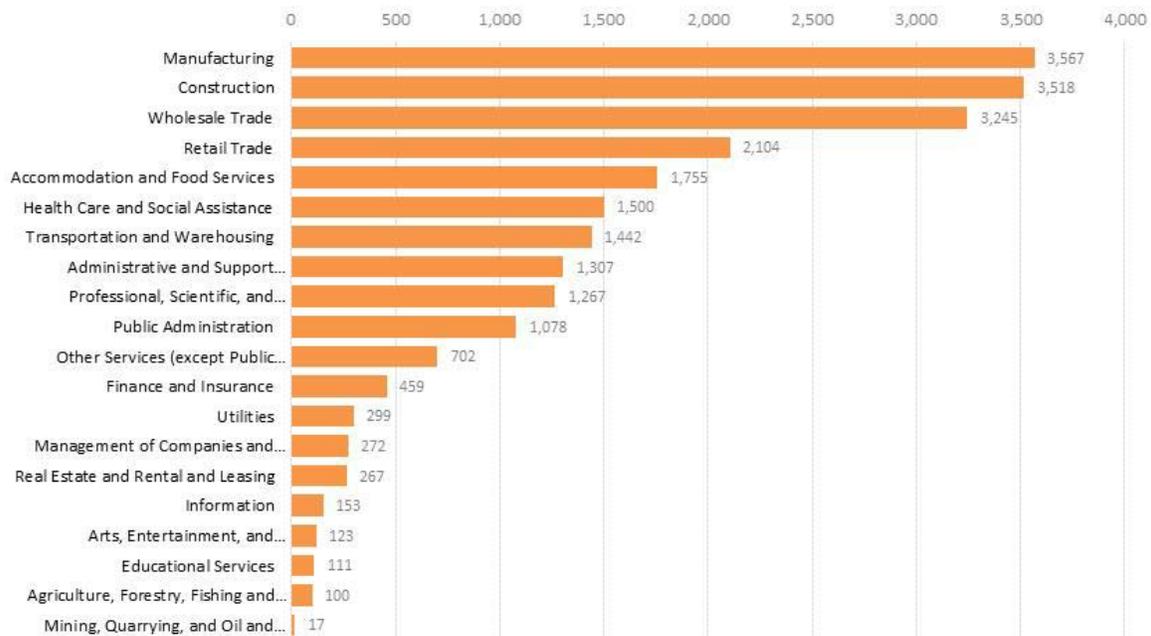
This chapter contains a summary of the employment opportunities analysis completed for this study. The chapter begins with an analysis of employment trends along the Corridor and within station areas to identify industries that are present, growing and have the potential to be transit supportive. This analysis provides the backing for identification of target industries and occupations that present opportunities for the Corridor. Lastly, the chapter concludes with an analysis of non-residential development trends and conditions, which provides the basis for a development demand projection for the Corridor and identifies the types of buildings that the target industries may consider to locate within.

Corridor Employment Trends and Conditions

Corridor Employment Trends

There are a total of 23,296 jobs located within the Gold Line Corridor; Manufacturing, construction, and wholesale trade are the three largest industries accounting for 44 percent of all jobs. Manufacturing is the largest industry with 3,567 jobs in 2013, as shown in **Figure 10**. Construction and wholesale trade both also have over 3,000 jobs. The next tier of six industries with high concentrations of employment in the Corridor have between 1,200 and 2,100 jobs each and represent the industries that have the greatest growth potential in the Corridor.

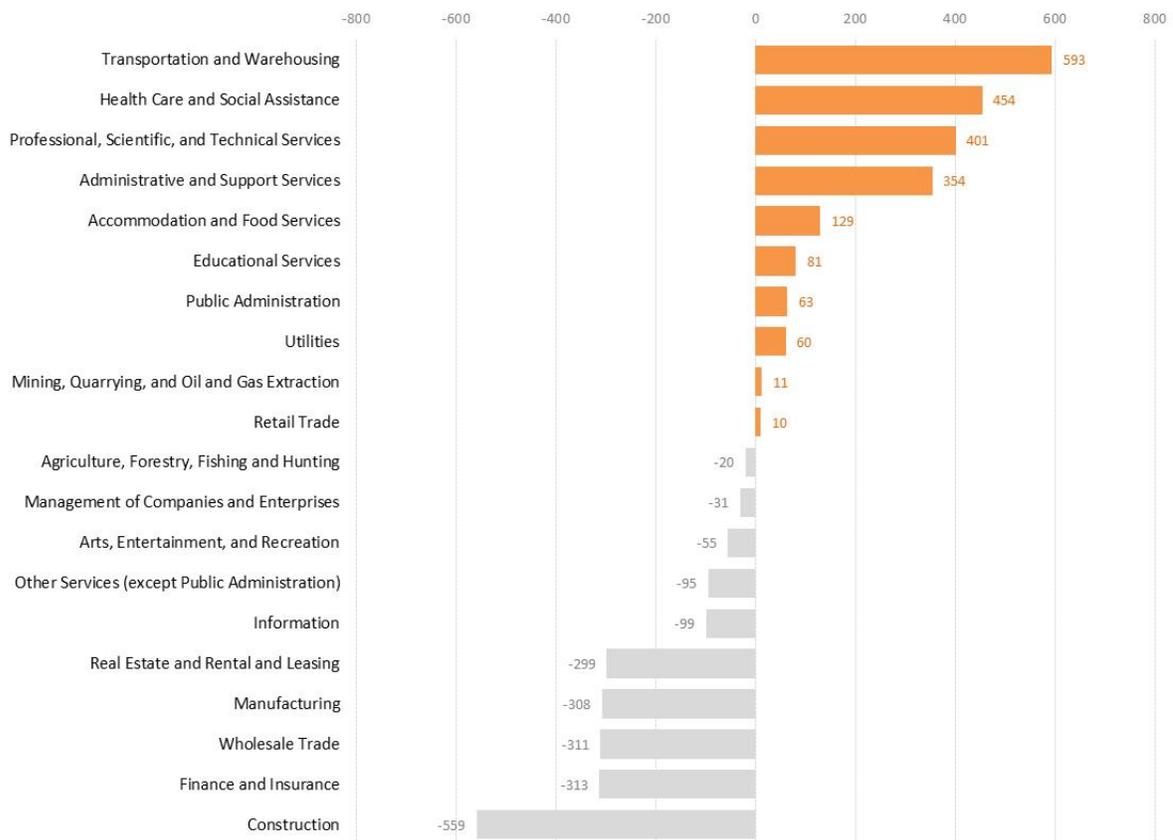
Figure 10
Gold Line Corridor Total Employment by Industry, 2013



Employment within the Corridor increased by 1,096 jobs between 2005 and 2013. The transportation and warehousing sector grew by the most jobs, 593, during the past eight years. Health care, professional, scientific and technical services, and administrative and support services also experienced large gains in employment and increased by 454, 401, and 354 jobs respectively. Accommodations and food service employment increased by 129 jobs and retail trade jobs increased by 10 jobs.

The three largest industries in the Corridor all experienced substantial jobs losses. The construction industry contracted by 559 jobs, and was greatly impacted by the recent recession and the large slowdown in building. Wholesale trade employment decreased by 311 jobs, and manufacturing employment decreased by 308 jobs.

Figure 11
Gold Line Corridor Change in Employment by Industry, 2005 to 2013



Industry Concentrations

Nine industries were analyzed further due to their high concentration along the Corridor and/or their recent job growth. The concentrations of these industries within the seven station areas and outside of station areas were identified and quantified. The concentrations illustrated provide indications to the future potential for the station areas and how employment within these industries should be addressed along the Corridor.

Non-transit Supportive Industries

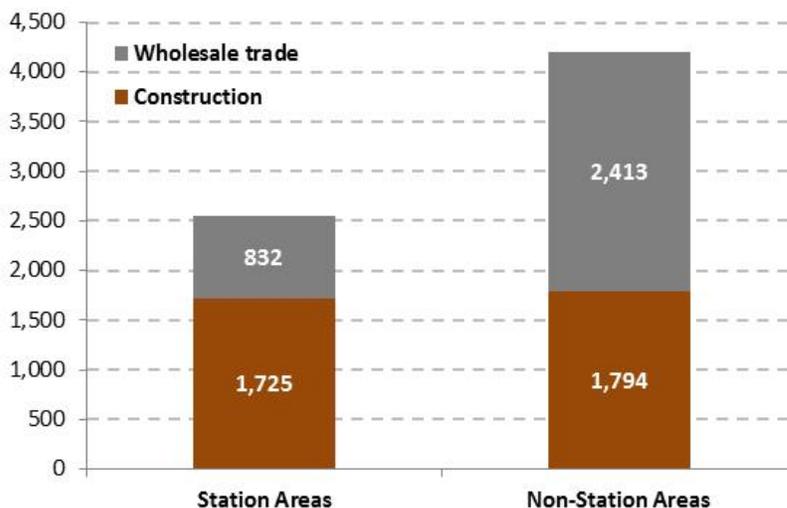
Three of the nine industries (construction, wholesale trade, and transportation and warehousing) are considered non-transit supportive because the nature of these jobs require low density buildings and sites, outdoor storage, heavy industrial employment, frequent vehicular traffic and circulation particularly for large trucks, and/or are difficult to relocate. It is possible that some jobs within these industries can fit within a transit friendly environment but largely these jobs within the Corridor do not.

Construction and Wholesale Trade

Employment within the construction and wholesale trade industries are mostly outside of the station areas along the Corridor, particularly wholesale trade jobs. Wholesale trade jobs are primarily located along I-70 and benefit from the access and exposure provided by the highway. Major employment within this industry is present in three station areas; 41st and Fox, Arvada Ridge, and Ward Road. These types of jobs should continue to be targeted to the Corridor but to locations outside of station areas or within areas disconnected from the main part of the station area.

Construction employment locates in the widest variety of locations and contexts. Employment in this industry is consistent primarily of specialty contractors that provide a wide variety of construction and repair services. These jobs are typically in buildings that have some sort of storage area and likely generate several car trips to and from the location daily. These types of jobs are not necessarily incompatible in station areas but are not transit friendly.

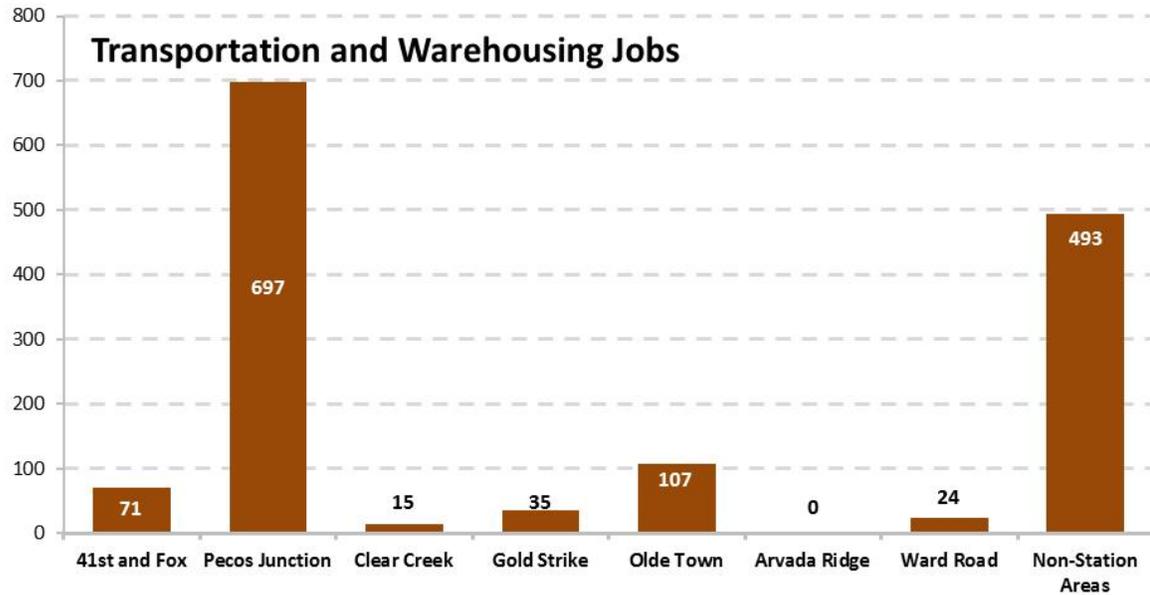
Figure 12
Gold Line Corridor Wholesale Trade and Construction Jobs



Transportation and Warehousing

Transportation and warehousing jobs are primarily located within the Pecos Junction station area and in non-station areas along the Corridor. Direct access to I-70 and I-25 or via I-76 make the Gold Line Corridor an attractive location for these types of jobs. Employment within this industry increased the most of any industry in the Corridor. Attracting these jobs to the Pecos Junction station area and elsewhere along the Corridor should be focused but limited or not allowed in other station areas. Some sites within station areas may be attractive to employers in this industry.

Figure 13
Gold Line Corridor Transportation and Warehousing Jobs by Station Area



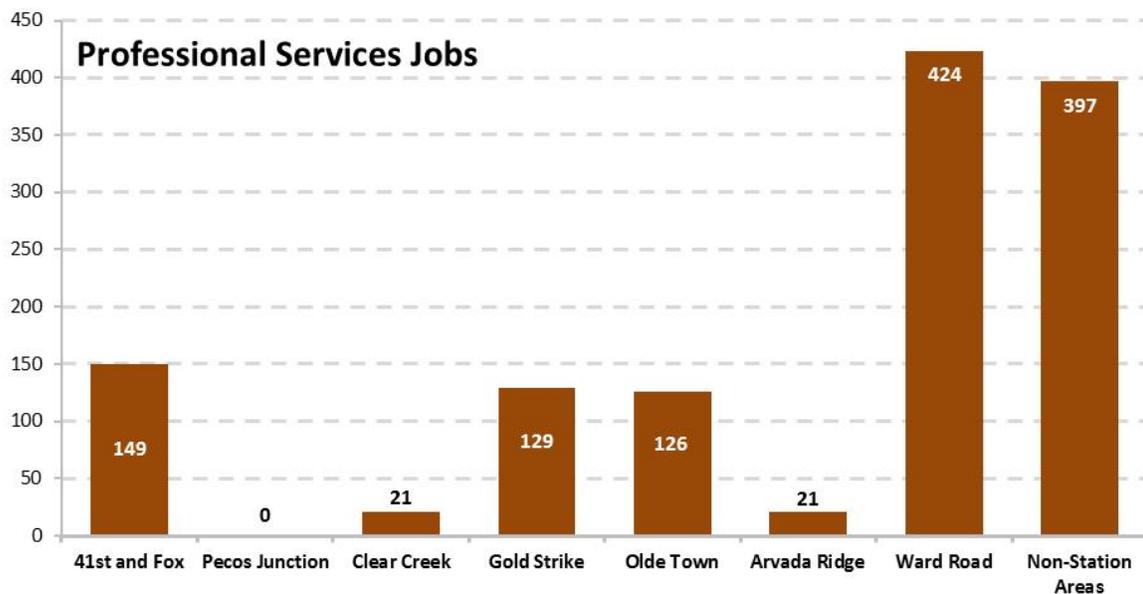
Transit Supportive Industries

Four of the nine industries most prevalent in the Corridor are considered transit supportive and potential target industries to the station areas including professional, scientific and technical services, retail trade, accommodations and food service, and health care and social services.

Professional, Scientific and Technical Services

Employment within the professional, scientific and technical services is primarily within station areas with the Ward Road station having the greatest number at 424 jobs. The 41st and Fox, Gold Strike and Olde Town station areas also have a concentration of these jobs as shown in **Figure 14**.

Figure 14
Gold Line Corridor Professional, Scientific, and Tech. Services Jobs by Station Area



There is a variety of sub industries within this industry that have varying space needs. The high concentration and significant growth in this industry is encouraging for the Corridor because they are typically more transit friendly jobs and pay a higher wage. However, many of the employers in this industry locate in buildings that are flex and industrial in nature instead of traditional office. This is due primarily to three reasons: 1) The nature of their work that may require storage, lab testing, and access to transportation routes; 2) These businesses often are relatively small in size, with generally less than 20 employees, which creates the need or preference to pay less to buy or rent space than what Class A and B office space would demand; and 3) A desire to be an owner occupant of a building, which also creates the need for spaces that are lower cost and more flexible in nature.

The breakdown of jobs in each of the four digit NAICS industries within professional, scientific, and technical services shown in **Table 4** illustrates the divergent rank of jobs in this industry in the Corridor. Engineering services jobs are the most prevalent job within this industry, with much of the engineering being related to the environment, chemicals, and physical and life sciences. There is also presence of land surveying and industrial design employment. The requirements of these jobs are more compatible to flex industrial buildings rather than traditional office space. This is the major obstacle to generating transit friendly employment along the Corridor. This industry is and should be a main target industry for the Corridor but it will be difficult to get these jobs to locate in transit friendly settings. What is required is a variety of approaches to make the environment around these flex and industrial buildings more transit friendly and also providing the space and space size flexibility and cost requirements within new developments at transit stations.

Table 4
Gold Line Corridor Professional, Scientific, and Tech. Services Employment, 2013

4-Digit	Description	# of Jobs	% of Jobs
5411	Legal Services	60	5%
5412	Accounting, Tax, Bookkeeping, and Payroll	73	6%
5413	Architectural, Engineering, and Related Services	471	37%
5414	Specialty Design Services	143	11%
5415	Computer Systems Design and Related Services	188	15%
5416	Management, Scientific, and Technical Consulting Services	150	12%
5417	Scientific Research and Development	86	7%
5418	Advertising, Public Relations, and Related Services	29	2%
5419	Other	66	5%

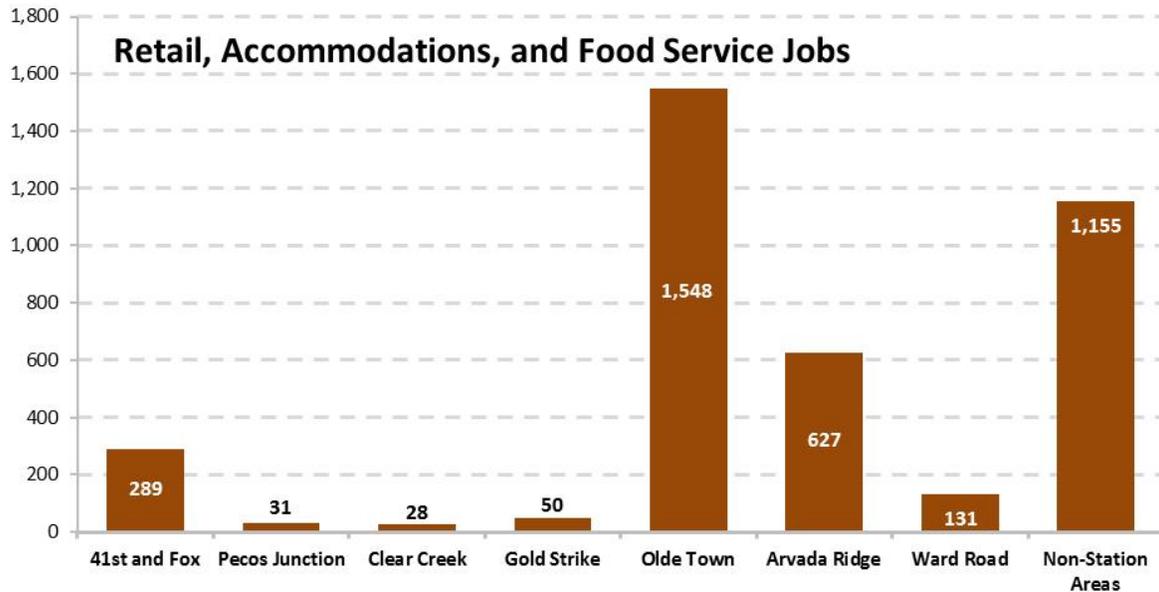
Source: Colo. Dept. of Labor; Economic & Planning Systems

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Retail Trade and Accommodations and Food Service

Retail trade and accommodations and food service employment is primarily found at two station areas, Olde Town Arvada and Arvada Ridge Station. There are also many jobs outside station areas along I-70 and the major arterial roads in the Corridor. Retail and food service are important support components to stations areas, especially residentially oriented transit station areas. The other station areas are largely devoid of retail and the attributes that can attract retailers, which may hamper their appeal for TOD. Clustering retail at stations and connecting retail to station areas is often a focus of cities as access to retail increases ridership, decreases the need for automobile traffic, and enliven station areas which can help in place making at the stations. Most TODs desire retail for these reasons, but the market for these uses is limited at most station areas, as ridership is only a small portion of the needed customer base. It is important to remember that the most important attribute for retail viability is traffic, in any form, cars, bikes, trains, pedestrian, visibility and access. If station areas do not have sufficient access, visibility or access, it will be difficult for retailers to succeed or be attracted to a new development.

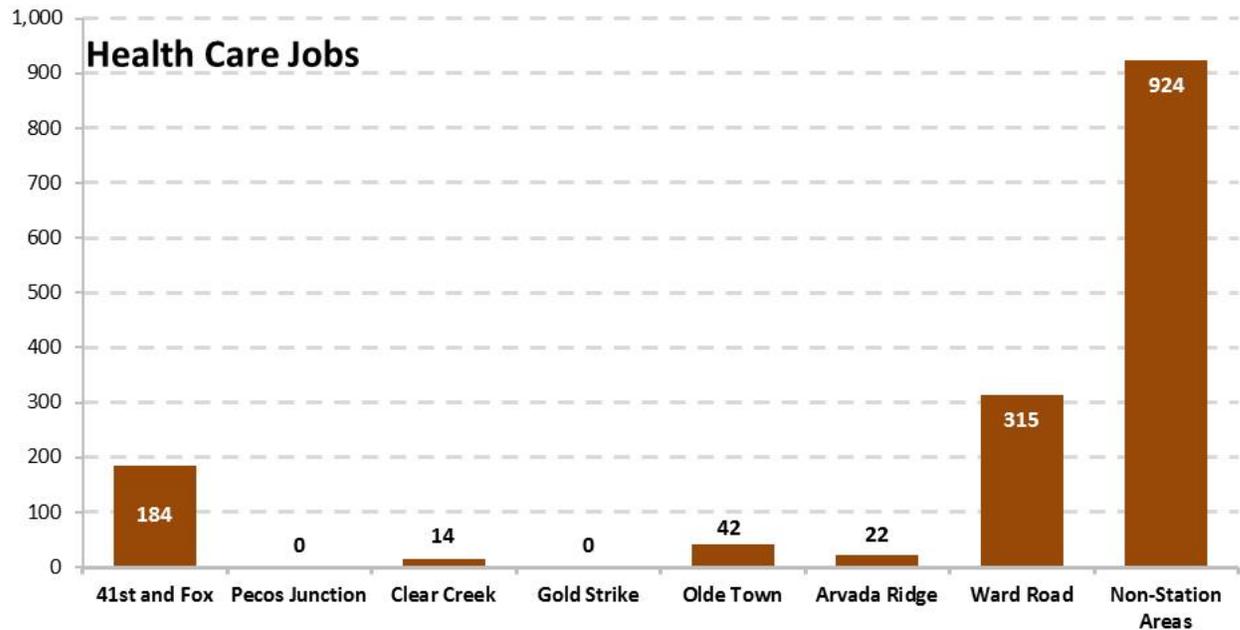
Figure 15
Gold Line Corridor Retail Trade, Accommodations and Food Service Jobs



Health Care and Social Services

Jobs in health care along the Corridor are primarily located outside of station areas, with the exception of Ward Road and 41st and Fox. A Kaiser Permanente clinic and other smaller medical offices are located at the Ward Road station. There is a concentration of health care jobs in the 41st and Fox station area near 38th and Fox, but these uses may be moving out of the area as pressure to redevelop for residential uses increases. The presence of a wide variety of health care and social services within the Corridor and opportunities, gaps, and needs of the residents in the area for health care is explored later in this report.

Figure 16
Gold Line Corridor Health Care and Social Services Jobs by Station Area



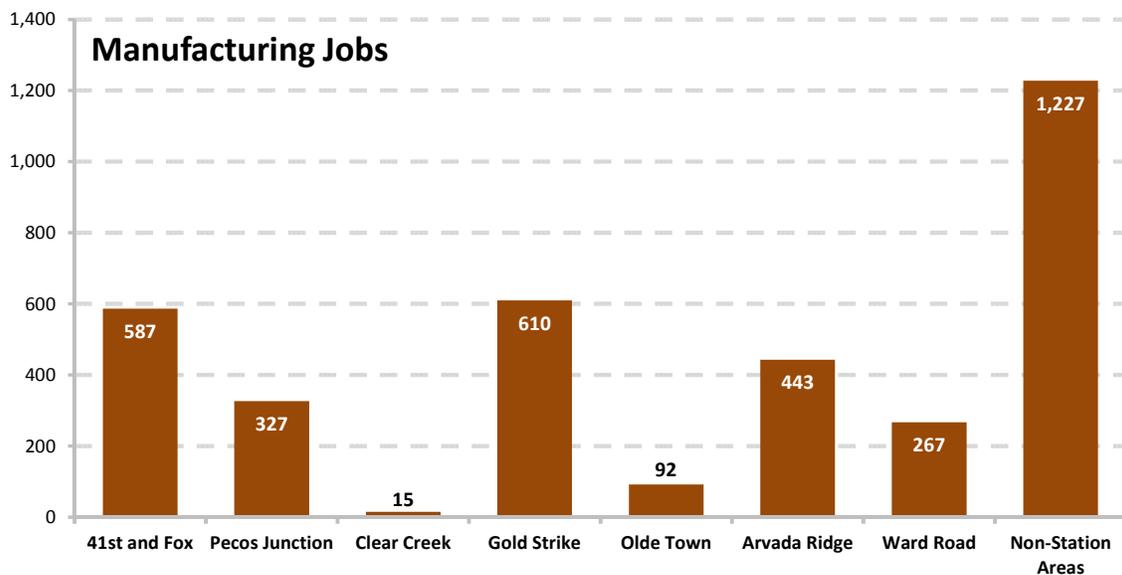
Potentially Transit Supportive Industries

There are two industries that have a significant concentration of jobs along the Corridor but may or may not be transit supportive uses, manufacturing and administrative and waste services.

Manufacturing

Manufacturing jobs are fairly spread throughout the Corridor and within the station areas, especially compared to other industries. The majority of manufacturing jobs are located within station areas, but there are 1,227 jobs not within the station areas. The Arvada Gold Strike station area has the highest concentration of jobs with 610 jobs followed closely by the 41st and Fox station area with 587 jobs. It is clear that manufacturing has a place in most station areas and an important industry for the Corridor despite the contraction of jobs.

Figure 17
Gold Line Corridor Manufacturing Jobs by Station Area



The types of manufacturing jobs vary greatly as shown in **Table 5**. Some businesses can be transit friendly if they are labor intensive and do not impact the surroundings with noise, odors, outdoor storage or activities, and traffic.

Table 5
Gold Line Corridor Manufacturing Employment, 2013

3-Digit	Description	# of Jobs	% of Jobs
311	Food manufacturing	238	7%
312	Beverage and tobacco product manufacturing	50	1%
313	Textile mills	0	0%
314	Textile product mills	59	2%
315	Apparel manufacturing	10	0%
316	Leather and allied product manufacturing	0	0%
321	Wood product manufacturing	104	3%
322	Paper manufacturing	98	3%
323	Printing and related support activities	282	8%
324	Petroleum and coal products manufacturing	140	4%
325	Chemical manufacturing	105	3%
326	Plastics and rubber products manufacturing	124	3%
327	Nonmetallic mineral product manufacturing	484	14%
331	Primary metal manufacturing	67	2%
332	Fabricated metal product manufacturing	695	19%
333	Machinery manufacturing	296	8%
334	Computer and electronic product manufacturing	332	9%
335	Electrical equipment and appliance mfg.	20	1%
336	Transportation equipment manufacturing	101	3%
337	Furniture and related product manufacturing	119	3%
339	Miscellaneous manufacturing	242	7%

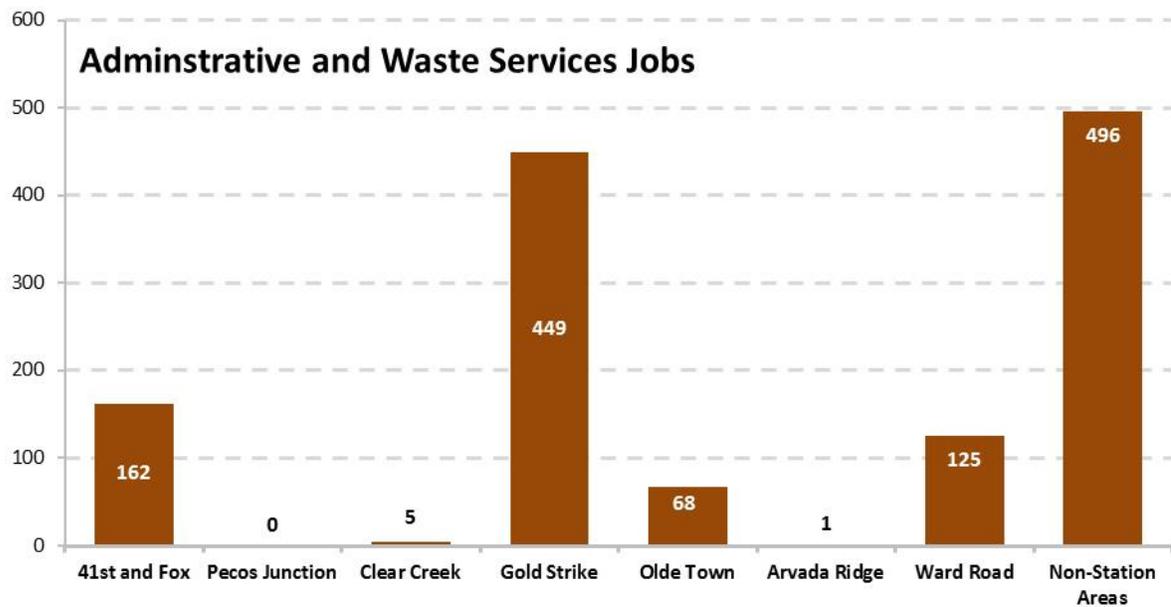
Source: Colo. Dept. of Labor; Economic & Planning Systems

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Administrative and Waste Services

Administrative and waste service jobs are generally transit supportive because they are most typically located in office type work settings; however they are often Class B and office space or flex industrial space with lower rent or building costs. There is a major concentration of these jobs at the Gold Strike station area, as shown in **Figure 18**. The types of businesses include call centers, travel agents, and business administration, but there are also businesses that are industrial in nature such as waste collection and treatment, remediation services, and janitorial and landscaping services. In the Corridor, approximately 60 to 65 percent of jobs in this industry fall within businesses that are more industrial in nature.

Figure 18
Gold Line Corridor Administrative and Waste Services Jobs by Station Area



Station Area Employment

Table 6 shows the total employment, average business size, and employment density at each station area. The average business size in station areas varies from an average of eight employees for businesses at the Clear Creek station to 44 employees at the Pecos Junction station area. The number of employees per square foot of building ranges from 1,716 employees per square foot at Pecos Junction to 644 at the Ward Road station. As a point of reference, office jobs have an average employee per square foot density of around 250 to 300 square feet per employee, with more modern office spaces decreasing to less than 200 square feet per employee. Industrial jobs are typically in buildings with an average employee per square foot density of 750 to 1,000.

There is no significant concentration of traditional office jobs or space along the Corridor, as jobs are primarily located in retail or industrial and flex buildings. The average job density within the Olde Town, Gold Strike, and Ward Road station areas are all under 1,000 employees per square feet and provide insight into the types of jobs that are in the Corridor and can continue to be attracted to the Corridor that are denser and potentially more transit supportive.

Table 6
Gold Line Corridor Station Area Total Employment and Employment Density

	41st and Fox	Pecos Junction	Clear Creek	Gold Strike	Olde Town	Arvada Ridge	Ward Road
Total Employment	2,176	1,317	368	2,109	2,414	1,485	2,609
Number of Businesses	112	30	46	99	240	95	228
Average Business Size	19.4	43.9	8.0	21.3	10.1	15.6	11.4
Employment Land Acres	187	195	112	146	170.021	227	152
Employees per Acre	11.6	6.8	3.3	14.4	14.2	6.5	17.1
Employment Building Sq Ft	2,329,397	2,259,966	371,737	1,477,678	2,291,388	2,323,340	1,680,263
Employees per Sq Ft	1,070	1,716	1,010	701	949	1,565	644

Source: BLS Quarterly Census of Employment and Wage; City/County of Denver; Adams County Assessor; Jefferson County Assessor; Economic & Planning Systems
H:\43020-Gold Corridor Market Readiness Study\Data\43020-Station Area Employment.xlsx\Employment Density

The two digit and three digit NAICS industries most prevalent in each station area are shown in **Figures 19 through 25**. The mixture of jobs in each station area highlights the potential target industries in each station and also the industries that may be in conflict with transit oriented development.

41st and Fox – Employment within this station area is within a wide variety of industries. The station area has a mixture of residential uses and industrial uses. The area is largely in transition with the majority of development pressure coming for multifamily housing. However, the industrial uses have largely located there for several years and have no intentions to move.

Figure 19
41st and Fox Most Prevalent Industries

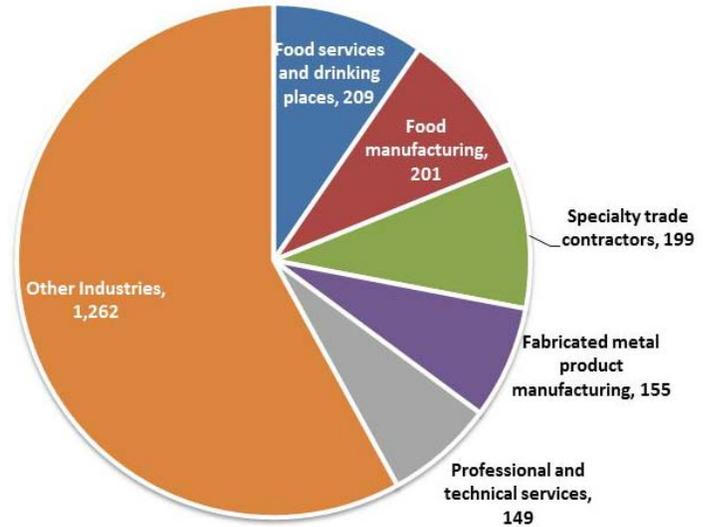
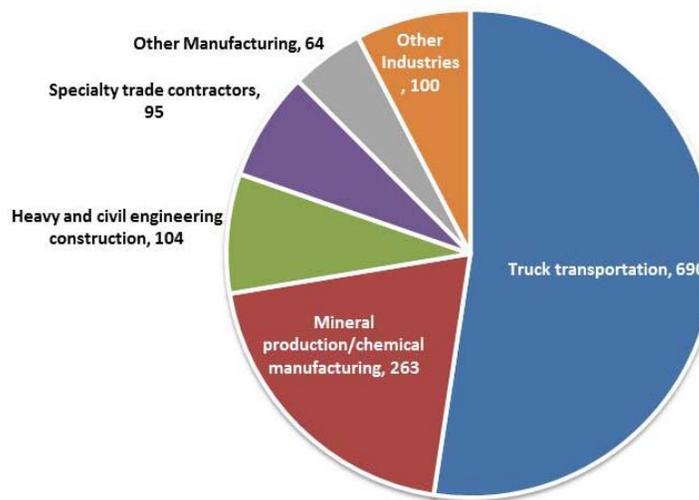


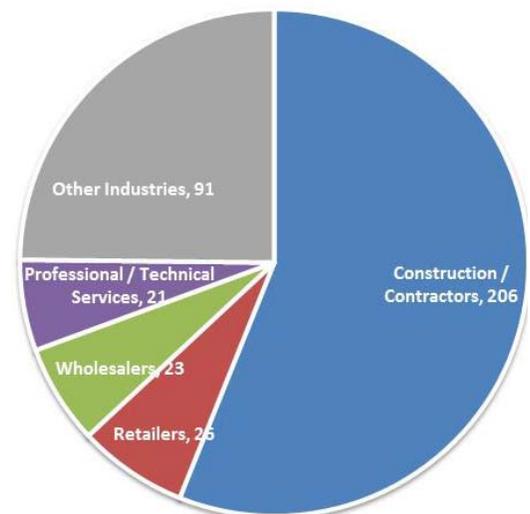
Figure 20
Pecos Junction Most Prevalent Industries



Pecos Junction – The major industries present in this station area are heavy industrial oriented industries including the three most prevalent; truck transportation, chemical and mineral manufacturing and heavy and civil engineering construction. These jobs and industries are important to the region and are well located in this area with access to I-76 and I-25.

Clear Creek - There is a low amount of employment within this station area. The primary industry present in the station area is construction, specifically specialty trade contractors located along Federal Boulevard. The majority of the jobs are located on the edge of the half-mile station area.

Figure 21
Clear Creek Most Prevalent Industries



Gold Strike – Manufacturing is the largest industry in this station area with 610 jobs. Administrative and waste services jobs, utilities, and construction industries also have significant concentrations in the station area. As shown in **Table 6** above, the employment density of businesses in the station area is approximately 700 jobs per square foot. The employment, while primarily in industrial and flex space, is relatively dense and worker concentrated.

Figure 22
Gold Strike Most Prevalent Industries

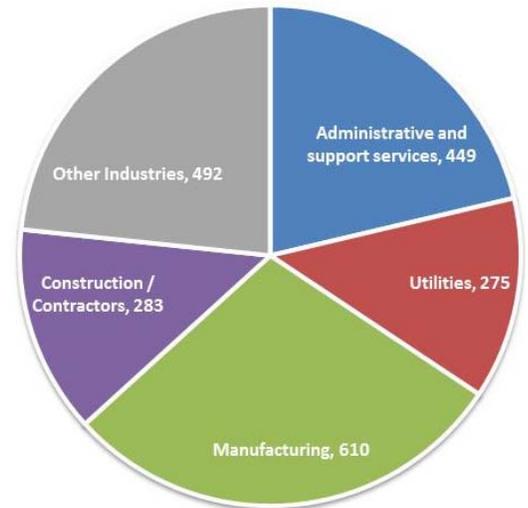
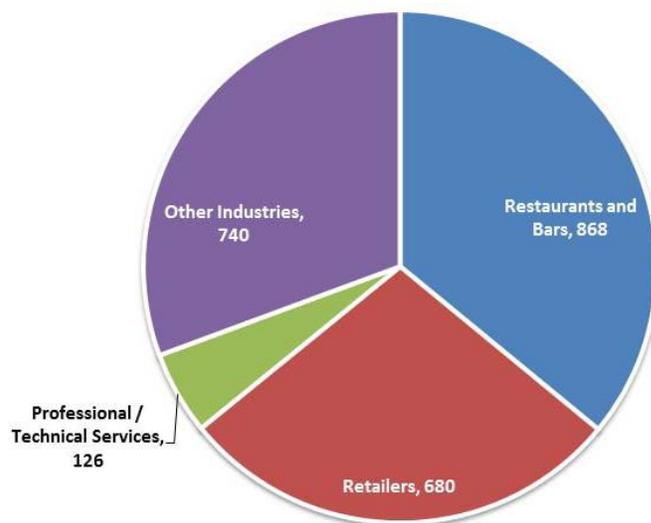
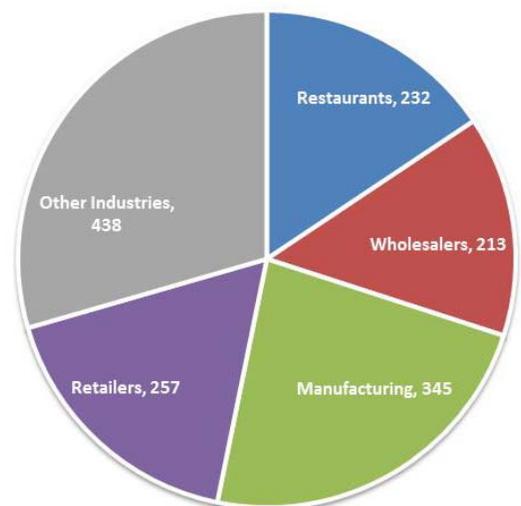


Figure 23
Olde Town Most Prevalent Industries



Olde Town – The Olde Town station area is a retail commercial district with 868 food service and 680 retail jobs, which is approximately two-thirds of employment in the station area. There are also 126 professional, scientific and technical services jobs in the station area. The employment density in the station area is almost 1,000 employees per square foot.

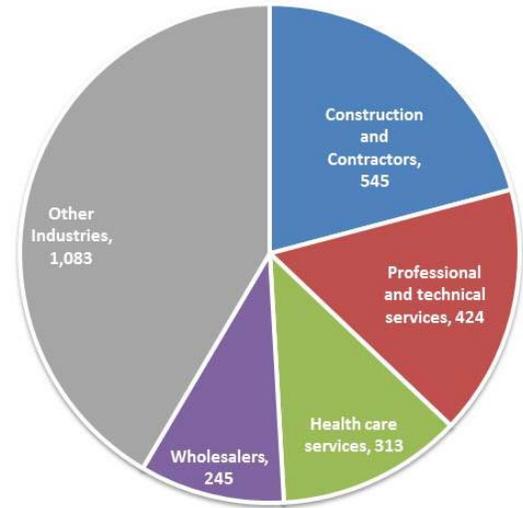
Figure 24
Arvada Ridge Most Prevalent Industries



Arvada Ridge – There are four primary industries in the Arvada Ridge station area food service, retail, wholesalers, and manufacturing. The majority of the employment is located south of the railroad tracks and split between jobs in industrial space and retail space. The employment has a low average density as the retail jobs are in traditional suburban shopping centers that are largely auto-oriented.

Ward Road – The Ward Road station area is employment dense, especially considering the suburban context and largely industrial building stock. Health care and professional, scientific, and technical services industries have a large concentration of jobs and represent a significant opportunity to attract additional jobs that are transit supportive. The health care jobs are in suburban office buildings that are one or two stories. The services jobs are located in a mixture of industrial, flex, and low-density office space.

Figure 25
Ward Road Most Prevalent Industries



Non-Residential Development Conditions

The commercial, industrial and retail development inventory was analyzed to understand the development trends in the Corridor and how the employment in the Corridor translates to development space. The total office space inventory in the Corridor is 1,030,560 square feet and increased by 143,444 square feet since 2014, as shown in **Table 7**. The office space in the Corridor grew 1.1 percent annually, slower than the Metro Area which grew at 1.5 percent annually.

The total retail inventory in the Corridor is 1,667,707 square feet. The inventory increased by 119,927 square feet since 2005 which is 1.1 percent annually, similar to the rate of growth for households in the Corridor.

Industrial development is the most prevalent use along the Corridor. There is a total of 13,637,718 square feet of industrial space in the Corridor. The inventory increased in square feet by 1.2 percent annual rate and the Corridor capture of 6 percent of the Metro Area growth.

Table 7
Retail, Office and Industrial Inventory, Half-Mile Study Area, 2000 to 2014

	7-County Metro Area			1/2 Mile Study Area		
	Office	Retail	Industrial/Flex	Office	Retail	Industrial/Flex
Inventory						
2000	141,066,362	---	209,832,664	887,116	---	11,499,650
2001	148,807,307	---	214,340,077	911,601	---	11,729,650
2002	154,417,293	---	219,382,250	959,336	---	12,125,541
2003	156,525,894	---	223,393,606	975,627	---	12,403,096
2004	158,613,537	---	226,272,700	975,627	---	12,897,864
2005	159,549,802	---	228,052,202	980,684	---	12,984,661
2006	161,369,898	---	230,805,918	1,011,727	---	13,283,481
2007	163,631,650	148,317,723	233,222,081	1,011,727	1,547,780	13,364,715
2008	165,202,154	151,798,616	237,224,578	1,011,727	1,620,915	13,471,390
2009	168,056,657	154,638,534	239,858,208	1,016,560	1,652,758	13,593,283
2010	169,532,110	155,898,360	240,245,571	1,030,560	1,658,623	13,615,283
2011	170,646,433	156,720,645	240,430,039	1,030,560	1,658,623	13,621,547
2012	171,348,062	157,376,714	240,901,071	1,030,560	1,658,623	13,637,718
2013	172,387,542	158,642,213	242,379,897	1,030,560	1,658,623	13,637,718
2014	173,508,365	159,460,370	244,649,425	1,030,560	1,667,707	13,637,718
Change 2000-2014¹						
Total #	32,442,003	11,142,647	34,816,761	143,444	119,927	2,138,068
Ann. #	2,317,286	1,591,807	2,486,912	10,246	17,132	152,719
Ann. %	1.5%	1.0%	1.1%	1.1%	1.1%	1.2%
Share of Change	100%	100%	100%	0.44%	1.08%	6.14%

¹ Retail data available starting in 2006

Source: CoStar, Economic & Planning Systems

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Office

The office square feet inventory of each station area is shown in **Table 8**. Seventy five percent of the Corridor office space is within the station areas. The spaces within the station areas have lower vacancy rates and higher rental rates than the Corridor as a whole. However, the average rental rate for office space is nearly \$7.00 per square foot less than the Metro Area average. The Olde Town and Ward Road station areas have the most office space with 248,786 square feet and 196,311 square feet respectively. The Gold Strike station area also has a significant concentration of office space with 143,045 square feet.

Table 8
Office Market Snapshot, Gold Line Stations, 2nd Quarter 2014

1/2 Mile Station Area	Inventory (Sq. Ft.)	Vacancy Rate	Vacant SF	Average Rent
41st and Fox	96,916	12.4%	12,000	\$14.95
Pecos Junction	52,496	---	---	---
Clear Creek - Federal	18,902	---	---	---
Gold Strike	143,045	4.9%	7,001	\$12.84
Olde Town	196,311	7.4%	14,436	\$16.23
Aradva Ridge	17,929	---	---	---
Ward Road	<u>248,786</u>	<u>12.0%</u>	<u>29,819</u>	<u>\$16.88</u>
Station Area Total/Average	774,385	8.2%	63,256	\$15.58
Corridor Total/Average	1,030,560	11.7%	121,008	\$14.81
Metro Area	173,508,365	11.2%		\$22.39

Source: CoStar, Economic & Planning Systems

H:\143020-Gold Corridor Market Readiness Study\Data\CoStar\[GoldLine_Office_Half Mile_Station.xls] Snapshot

Industrial/Flex

There is a significant presence of industrial and flex space within the West Denver Market Area and approximately half of this space is located within the Gold Line Corridor. Since 2000, the Gold Line Corridor captured 88 percent of the new industrial space in the West Denver Market Area.

Table 9
West Denver Market Area Industrial/Flex Market Snapshot, 2nd Quarter 2014

	Industrial/Flex Space		
	1/2 Mile Corridor	West Denver Market Area	Metro Area
Inventory	13,637,718	27,420,601	244,649,425
Change 2000-2014¹			
Total #	2,138,068	2,419,111	34,816,761
Ann. #	152,719	172,794	2,486,912
Ann. %	1.2%	0.7%	1.1%
Share of Change	6%	7%	---
Average Rent Rate	\$5.78	\$6.92	\$6.83
Vacancy	2.5%	3.2%	5.0%

Source: CoStar, Economic & Planning Systems

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However, in contrast to office space, only 42 percent of the industrial space is within the station areas. The 41st and Fox station area has the most industrial space with 1.8 million square feet, as shown in **Table 10**. The Ward Road and Sheridan stations also have over 1.0 million square feet of industrial space.

Table 10
Industrial/Flex Market Snapshot, Gold Line Stations, 2nd Quarter 2014

1/2 Mile Station Area	Inventory (Sq. Ft.)	Vacancy Rate	Average Rent
41st and Fox	1,803,963	0.3%	\$4.21
Pecos Junction	394,969	---	\$4.75
Clear Creek - Federal	223,910	1.5%	\$6.14
Gold Strike	1,060,473	1.1%	\$7.19
Olde Town	146,811	---	\$7.25
Arvada Ridge	934,035	2.6%	\$5.29
Ward Road	<u>1,229,943</u>	<u>4.5%</u>	<u>\$6.62</u>
Station Area Total/Average	5,794,104	1.7%	\$5.63
Corridor Total/Average	13,637,718	2.5%	5.78
Metro Area	244,649,425	5.1%	\$6.77

Source: CoStar, Economic & Planning Systems

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The industrial space in the Corridor is in high demand. The vacancy rate in the station areas as a whole is 1.7 percent and the Corridor vacancy rate is 2.5 percent. The average rental rate for the Corridor is \$5.78 per square foot and \$5.63 per square feet in the station areas, which is less than the metro average. However, three station areas have average rental rates that are equal to or higher than the metro average.

Retail

The retail space within the Corridor is primarily concentrated along two major arterial Corridors and within two station areas; Wadsworth Boulevard and the Olde Town station area, and Kipling St and the Arvada Ridge station area. The Olde Town station area has 580,131 square feet of retail space and the Arvada Ridge station area has 332,898 square feet.

Table 11
Retail Market Snapshot, Gold Line Stations, 2nd Quarter 2014

1/2 Mile Station Area	Inventory (Sq. Ft.)	Vacancy Rate	Average Rent
41st and Fox	82,366	20.5%	\$26.29
Pecos Junction	1,500	---	---
Clear Creek - Federal	24,616	---	---
Gold Strike	19,677	---	---
Olde Town	580,131	2.1%	\$17.46
Arvada Ridge	332,898	5.3%	\$13.80
Ward Road	<u>31,871</u>	---	---
Station Area Total/Average	1,073,059	4.3%	\$16.97
Corridor Total/Average	1,667,707	7.9%	\$13.04
Metro Area	159,460,370	5.9%	\$15.35

Source: CoStar, Economic & Planning Systems

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Employment Development Forecast

DRCOG employment forecasts are used as a basis for estimating the demand for space by type. An estimate of the percent of jobs that are in office or industrial space along the Corridor was generated and used to estimate future demand for space by using an employee per square foot ratio. The estimated percentages are based off of industry standards for employment by 3 digit NAICS, employee per square feet and the existing inventory of space.

Office

Office employment in the Corridor represents an estimated 16 percent of all jobs, as shown in **Table 12**. Using the current 16 percent capture of total jobs office employment is estimated to increase by 1,046 jobs by 2030. Based on an average of 300 square feet per job, office employment will generate a demand for approximately 375,000 square feet of office space over the 2013 to 2030 time period. Currently, 75 percent of office space along the Corridor is within station areas, and it is possible for the station areas to capture almost all of the future demand for office space.

Table 12
Corridor Office Square Feet Demand, 2013 to 2030

Office	2013	2020	2025	2030	2013-2030
Employment	23,287	25,336	27,566	29,992	6,705
% Office	16%	16%	16%	16%	16%
Office Employment	3,634	3,953	4,301	4,680	1,046
Office Ratio	300	300	300	300	300
Office Sq. Ft.	1,030,560	1,186,038	1,290,419	1,403,987	373,427

Source: Economic & Planning Systems

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Industrial

Industrial employment in the Corridor represents an estimated 55 percent of all jobs is estimated to increase by 3,711 jobs by 2030 using the current percent capture of total jobs. These jobs will generate a demand for approximately 4,619,774 square feet of industrial space if built at the same square feet per employee density that exists today, which is 1,100 square feet per employee as shown in **Table 13**. However, the 1,100 square feet per employee factor may be high considering the changing nature of employment in the Corridor and national averages that are closer to 750 to 1,000 square feet per employee.

Table 13
Corridor Industrial Square Feet Demand, 2013 to 2030

Industrial	2013	2020	2025	2030	2013-2030
Employment	23,287	25,336	27,566	29,992	6,705
% Industrial	55%	55%	55%	55%	55%
Industrial Employment	12,887	14,021	15,255	16,598	3,711
Industrial Ratio	1,100	1,100	1,100	1,100	1,100
Industrial Sq. Ft.	13,637,718	15,423,279	16,780,655	18,257,492	4,619,774

Source: Economic & Planning Systems

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Retail

The future demand for retail in the Corridor will be based on the growth of households within the Corridor but also household growth in the larger trade area. The Corridor is estimated to increase by approximately 7,000 households by 2030 which will generated an estimated demand for 300,000 square feet of retail space based on the estimated total personal income of the new residents (average income x households) multiplied by the average percent of total income spent on retail goods in Colorado (35 percent). This estimate gives a proxy to the potential retail demand that can be captured in the Corridor. Only a portion of this retail space can be captured within a mixed-use TOD setting and is dependent on the number of households around each station and the access, visibility, and traffic at each station.

4. CORRIDOR TOD HOUSING ANALYSIS

This section examines residential real estate market in the Denver Metro Area, West Denver Market Area and one-mile wide Gold Line Corridor. Historical and future residential development for the Corridor and the larger market area are first examined followed by a review of recent competitive development in both the for-sale and for-rent apartment market. The section concludes with a housing demand forecast for the 2014 to 2030 time period.

Corridor Housing Trends and Conditions

The change in households in the seven county Metro Area, West Denver Market Area, and Gold Line Corridor from 2000 to 2014 is shown in **Table 14**. The Gold Line Corridor accounts for 1 percent of metro wide households and 10 percent of West Denver Market Area households. The Corridor, however, captured 26 percent of the new households in the West Denver Market Area over the past 15 years.

Table 14
Gold Line Corridor Half-Mile Study Area Capture of Housing Units, 2000 to 2014

	2000	2010	2014	Change 2000-2014		
				Total #	Ann. #	Ann. %
Housing Units						
7 County Metro Area	940,021	1,101,774	1,156,723	216,702	15,479	1.5%
West Denver Market Area	99,331	100,890	104,746	5,415	387	0.4%
1/2 Mile Study Area	8,937	9,852	10,329	1,392	99	1.0%
Market Share						
West Denver Market Area						
Metro Area	11%	9%	9%	2%	---	---
1/2 Mile Study Area						
Metro Area	1.0%	0.9%	0.9%	0.6%	---	---
West Denver Market Area	9.0%	9.8%	9.9%	25.7%	---	---

Source: ESRI, Economic & Planning Systems

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About 60 percent of the housing units in the Gold Line Corridor area are single family units, defined as housing units including both single family attached and detached units. The Metro Area average is 67 percent single family and the West Denver Market Area has 73 percent single family units, as shown in **Table 15**. Nearly 40 percent of the units along the Corridor are multifamily units (defined as structures with five or more units), which is significantly higher than the Metro Area and West Denver Market Area.

Table 15
Gold Line Corridor Percent of Units per Type, 2012

Description	% Total Units
Single Family	
7 County Metro Area	66.8%
West Denver Market Area	72.9%
1/2 Mile Study Area	59.7%
Multi Family	
7 County Metro Area	31.5%
West Denver Market Area	25.4%
1/2 Mile Study Area	37.6%

Source: ESRI, Economic & Planning Systems

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The Gold Line Corridor also has a greater portion of new construction with 25 percent of all units built between 2000 and 2012.

Table 16
Gold Line Corridor Housing Units by Year Built, 2012

Description	Corridor Housing Units	% Total Units	% of Market Area	West Denver Market Area Housing Units	% Total Units
Built 2000 to 2012	1,825	17%	25%	7,423	7%
Built 1990 to 1999	643	6%	10%	6,409	6%
Built 1980 to 1989	962	9%	10%	9,569	9%
Built 1970 to 1979	1,626	15%	8%	19,794	19%
Built 1960 to 1969	1,562	15%	9%	17,929	17%
Built 1950 to 1959	2,392	23%	11%	21,119	20%
Built 1940 to 1949	584	6%	9%	6,786	6%
Built 1939 or earlier	973	9%	6%	16,139	15%
Median Year Structure Built	1969			1965	

Source: ESRI, Economic & Planning Systems

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For-Sale Residential Market Trends

The home sales conditions in the Corridor and west Denver Market Area were compared for the 2001 and 2013 to illustrate the price points for for-sale homes and the prices for newly built units. A sampling of attached single family and condo units built in the Corridor since 2000 are profiled to illustrate the variety of for-sale products that have been built in the Corridor.

Sales Volume

In 2013, there were approximately 300 sales of new¹ residential units in the West Market Area and 74 sales in the Corridor in 2013, which represents approximately 25 percent of the total. Between 2001 and 2013, the number of sales in the market area increased by approximately 8 percent, while the number of sales in the one-mile area surrounding the Gold Line increased by 13 percent. Approximately 60 percent of the sales activity in 2013 occurred in the Lower Highland neighborhood just north west of Downtown Denver.

Table 17
New Residential Sales, 2001 and 2013

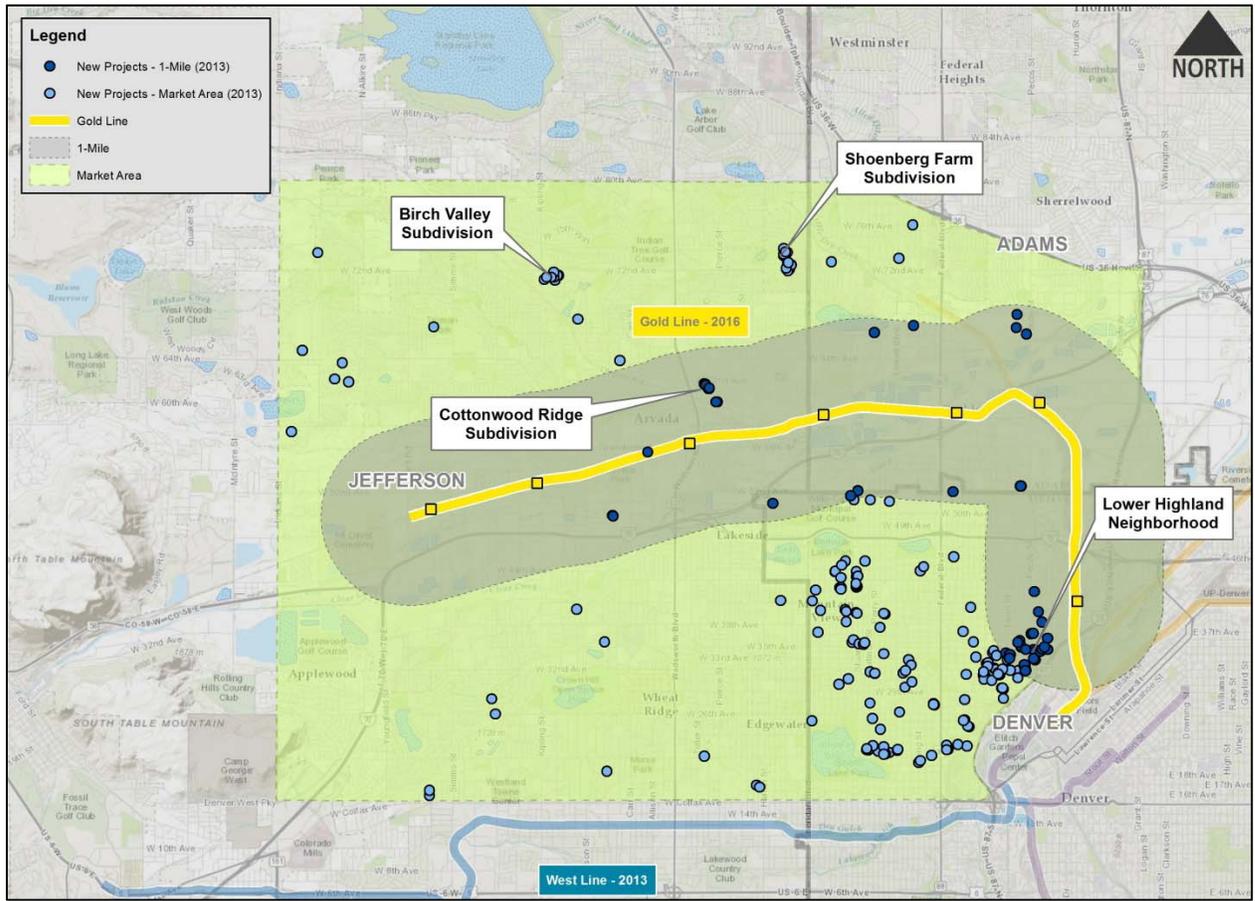
Description	2001	2013	2001-2013		
			Total	Ann. #	Ann. %
Number of Sales					
Market Area	110	303	193	16	8.8%
1-Mile	17	74	57	5	13.0%
Average Sold Price					
Market Area	\$262,223	\$490,364	\$228,141	\$19,012	5.4%
1-Mile	\$190,268	\$513,075	\$322,807	\$26,901	8.6%
Average Sold Price per Sq. Ft.					
Market Area	\$149	\$243	\$93	\$8	4.1%
1-Mile	\$147	\$235	\$88	\$7	4.0%
Average Unit Size (Sq. Ft.)					
Market Area	1,725	2,100	375	31	1.7%
1-Mile	1,341	2,235	893	74	4.3%

Source: The Genesis Group; Economic & Planning Systems

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¹ "New" sales are defined as sales that occurred within five years of their date of construction.

Figure 26
For-Sale Residential Sales Volume, 2013



Sales Price

The average sales price in the Gold Line Corridor was approximately \$513,000 in 2013 which is approximately 5 percent higher than the average sales price of \$490,000 in the larger Market Area. In 2013, the average price per square foot in the Corridor was approximately \$235 compared to \$243 per square foot in the larger Market Area.

The Lower Highland neighborhood commanded a significantly higher sales price compared to other sections of the one-mile area surrounding the Gold Line with an average sales price of \$607,000 or \$280 per square foot compared to \$367,000 or \$164 per square foot outside of Highlands, shown in **Table 18**.

Table 18
One-Mile Corridor New Residential Sales, 2013

Description	2013		Average/ Total
	Outside Lower Highland	Lower Highland	
Count	29	45	74
Average Sold Price	\$367,355	\$606,983	\$513,075
Average Sold Price per Sq. Ft.	\$164	\$281	\$235
Average Unit Size (Sq. Ft.)	2,254	2,187	2,235

Source: The Genesis Group; Economic & Planning Systems

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Recent For-Sale Projects

A sample of attached and condo housing projects built in or near the Gold Line Corridor was analyzed to illustrate the types of homes that have been in demand in the area and are transit supportive or oriented.

Midtown at Clear Creek

Midtown at Clear Creek is a master planned community located less than 15 minutes from downtown Denver and approximately three miles from the Clear Creek and Pecos Junction stations. It is also close to upcoming rail stop on the Northwest line in Westminster.

When complete, Midtown will include 1,300 single family detached townhomes, and 270 multifamily residential units. The plan features a range of retail, a network of parks and trails, a community garden, and a site proposed for campus development with the Mapleton School District.



Construction began on the eastern portion of the site in summer 2012. Within their first year, nearly 100 homes had been sold. Home prices achieved have ranged from \$300,000 to \$500,000 and above, which are higher than the average prices for the market area and close to the prices achieved in the lower highland/west highland neighborhoods of Denver.

The development is built in a new urbanist or traditional neighborhood design (TND) fashion with narrow streets, detached sidewalks, and alley loaded garages. The density of this development can be transit supportive despite the majority of the units being single family detached units. The scale, design and planned amenities of this development have allowed it to generate a new demand for housing in this area that wasn't present before.

Water Tower Village

The for-sale portion of the Water Tower development included 267 units, a mixture of townhomes, stacked condo/flats and loft units. This project is located just south of Olde Town Arvada station and is designed in a transit-oriented development style, featuring units fronting onto streets and a number of pedestrian amenities. The condo and townhome portions of this development sold well at an average six units per month and were sold out within a year and a half. The last phase of this development was a large 67 unit loft/condo building with underground garage parking. The developer struggled to sell these units, as only 31 units were sold prior to the recession. At that point the remaining units were rented. It is unclear of the status of all units currently. This loft building is the only for-sale project in the Corridor featuring structured parking.



Balsam Meadows Condos

This project is located at the corner of 54th Avenue and Balsam Street, southwest of the Old Town Arvada area. This small, infill project has eight row home style houses fronting onto a private drive. The project sold out in less than a year. It is a good example of the potential infill residential development likely to occur on small parcels in the Corridor that are dense enough to be transit friendly.



Maple Leaf

This 115 unit development is located at the intersection of 72nd Avenue and Simms Street. The project is a mixture of townhomes and mansion style condo units. The townhome units have an average size of 1,200 square feet, which is the smallest of all the projects studied. The average townhome unit size for the other projects ranged between 1,400 and 1,940 square feet. Demand for smaller units that are for-sale is likely growing based on the demographics of the area.



Boyd Ponds Townhomes

This 80-unit project is located at the southeast corner of West 64th Avenue and Quaker Street. The townhome portion of Boyd Ponds is part of a larger planned development by Village Homes. A total of 80 townhomes were planned at this location. The units are either traditional townhomes with a detached garage or a mansion-style building with four to eight units in one building with a built-in common garage, underground common garage, or detached garages. Despite the suburban setting of this project, the units are designed to front onto a street with garage access from behind the unit on an alley or side-street. This style of townhome is suited for TOD style development.

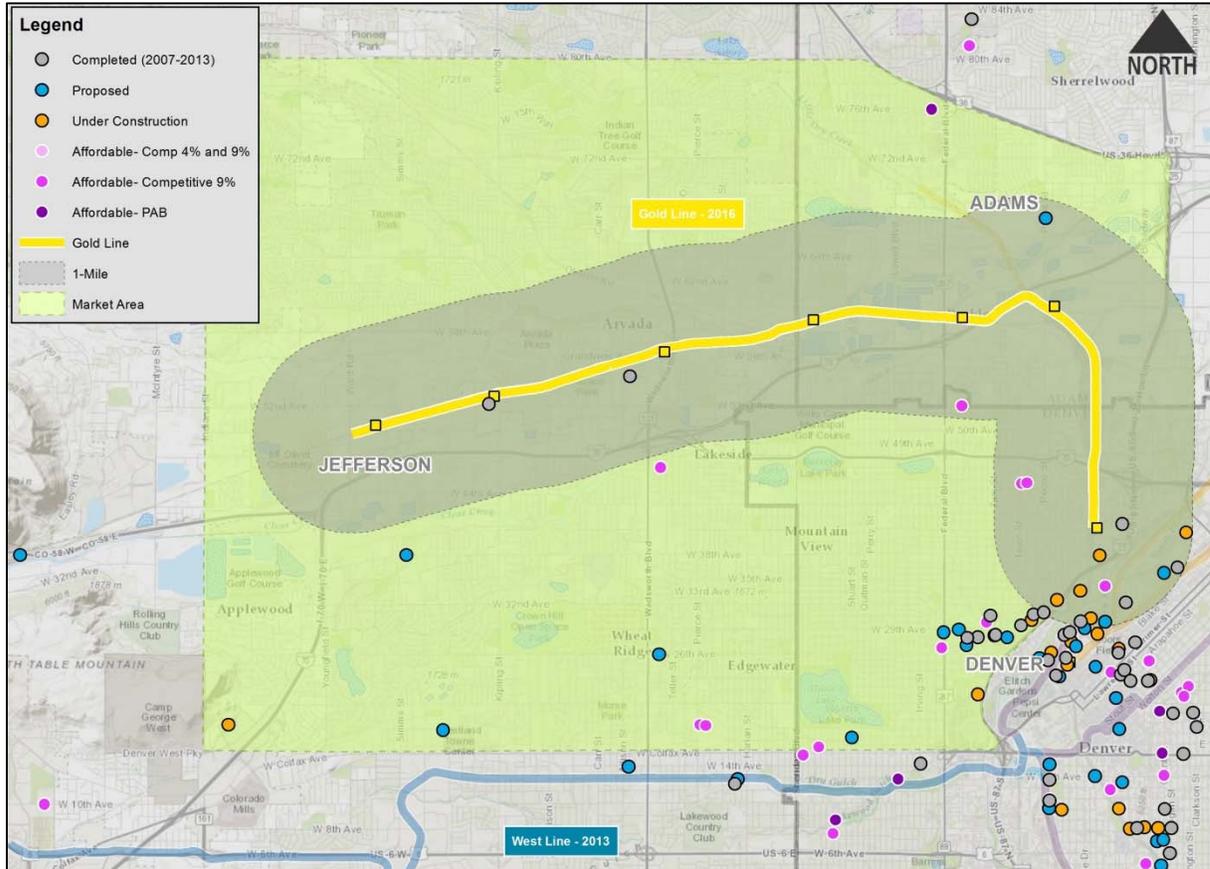


Apartment Market Trends

Apartment Construction Trends

Figure 27 shows the distribution of apartment projects in the northwest Denver region. The figure shows market rate and affordable projects that were completed between 2007 and 2013 and projects that are currently under construction or proposed for construction.

Figure 27
Denver Metro Apartment Projects



Between 2007 and 2013, there were approximately 14 apartment projects completed in the Market Area surrounding the Gold Line, shown in **Table 19** and shown above. Of these 14 projects, approximately 50 percent were completed in the Gold Line Corridor. These projects added an additional 2,953 units to the greater market area or approximately 422 units per year (approximately 69 percent of these units were completed in the one-mile area surrounding the Corridor).

Table 19
Completed Market Rate Projects, 2007 to 2013

Description	2007	2008	2009	2010	2011	2012	2013	2007-2013		
								Total	Avg.	% of Total
Apartment Projects										
Market Area (Outside 1-Mile)	0	0	1	0	0	3	3	7	1	50.0%
1-Mile	<u>1</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>2</u>	<u>3</u>	<u>7</u>	<u>1</u>	<u>50.0%</u>
Subtotal	1	0	1	1	0	5	6	14	2	100.0%
Apartment Units										
Market Area (Outside 1-Mile)	0	0	56	0	0	588	284	928	133	31.4%
1-Mile	<u>324</u>	<u>0</u>	<u>0</u>	<u>400</u>	<u>0</u>	<u>435</u>	<u>866</u>	<u>2,025</u>	<u>289</u>	<u>68.6%</u>
Subtotal	324	0	56	400	0	1,023	1,150	2,953	422	100.0%

Source: James Real Estate Services; Economic & Planning Systems

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Between 2007 and 2013, there were 12 affordable projects completed in the larger market area surrounding the Gold Line, shown in **Table 20**. Approximately 33 percent of the apartment projects completed were within the one-mile Corridor area adding approximately 850 affordable units to the market, or approximately 120 units per year.

Table 20
Completed Affordable Projects, 2007 to 2013

Description	2007	2008	2009	2010	2011	2012	2013	2007-2013		
								Total	Avg.	% of Total
Apartment Projects										
Market Area (Outside 1-Mile)	2	2	0	0	1	2	1	8	1	66.7%
1-Mile	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>4</u>	<u>1</u>	<u>33.3%</u>
Subtotal	2	2	1	0	2	3	2	12	2	100.0%
Apartment Units										
Market Area (Outside 1-Mile)	181	72	0	0	83	115	130	581	83	68.4%
1-Mile	<u>0</u>	<u>0</u>	<u>100</u>	<u>0</u>	<u>62</u>	<u>34</u>	<u>72</u>	<u>268</u>	<u>38</u>	<u>31.6%</u>
Subtotal	181	72	100	0	145	149	202	849	121	100.0%

Source: James Real Estate Services; Economic & Planning Systems

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There are currently approximately 22 apartment projects and 4,710 units that are under construction or proposed in the larger market area, shown in **Table 21**. Of those projects, approximately 34 percent are in the Gold Line Corridor. The vast majority of projects that are under construction or proposed are centralized in the area surrounding the recently completed Union Station or are in the Lower Highland neighborhood. It is unclear if all units proposed will be built, but if they are the housing projections for this Corridor from DRCOG will be lower than actual development.

Table 21
Under Construction or Proposed Apartment Projects

Description	Proposed	Under Construction	All Projects	
			Total	% of Total
Apartment Projects				
Market Area (Outside 1-Mile)	8	6	14	63.6%
1-Mile	<u>3</u>	<u>5</u>	<u>8</u>	<u>36.4%</u>
Subtotal	11	11	22	100.0%
Apartment Units				
Market Area (Outside 1-Mile)	2,031	1,226	3,257	69.2%
1-Mile	<u>324</u>	<u>1,129</u>	<u>1,453</u>	<u>30.8%</u>
Subtotal	2,355	2,355	4,710	100.0%

Source: James Real Estate Services; Economic & Planning Systems

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Select Apartment Projects

Eight apartment projects were profiled to illustrate the types of multifamily, for-rent development that can be attracted to the Corridor. All of the projects are along the Corridor or near the Corridor. There are four market rate apartment projects. Two projects are near downtown Denver in the Lower Highland neighborhood, which represent the high-end, densest apartment projects that could be attracted to some of the station areas. The other two projects are existing apartment projects along the Corridor in station areas. Two affordable multifamily projects, Aria and the Lamar Station Crossing, were profiled. Lastly, a student housing project was profiled to illustrate the rental rates achievable in these projects.

Table 22
Sample Gold Line Corridor Apartment Projects Rental Rates

Apartment Complex	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4+ Bedroom
Rent Rates					
Market Rate					
Line 28 at LoHi	\$1,480	\$1,878	\$2,350	---	---
Prospect on Central	\$1,400	\$1,700	\$2,500	\$2,600	\$8,000
Arvada Station	---	\$1,279	\$1,583	\$1,935	---
Water Tower Flats	---	\$1,300	\$1,788	---	---
Affordable					
Aria	---	\$546	\$652	---	---
Lamar Station Crossing	---	\$922	\$733	\$946	---
Student					
Regency	\$725	\$650	\$1,040	\$1,425	---
Villas at Regency	---	---	\$1,500	\$2,355	---
Rent per Square Foot					
Market Rate					
Line 28 at LoHi	\$3.02	\$2.40	\$2.59	---	---
Prospect on Central	\$2.58	\$2.21	\$1.99	\$1.92	\$3.01
Arvada Station	---	\$1.56	\$1.35	\$1.34	---
Water Tower Flats	---	\$1.75	\$1.64	---	---
Affordable					
Aria	---	\$0.70	\$0.66	---	---
Lamar Station Crossing	---	\$1.19	\$0.86	\$0.87	---
Student					
Regency	---	---	---	---	---
Villas at Regency	---	---	---	---	---

Source: James Real Estate Services; Economic & Planning Systems

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Line 28 at LoHi

Line 28 at LoHi is a five-story 130-unit luxury apartment complex in the Lower Highland neighborhood. The project does not have walkable access to rail transit, but is across I-25 from downtown Denver.

Unit mix comprises of studio, one, and two-bedrooms. Studio/one-baths range from 480 to 502 in size and rent from \$1,475 to \$1,485, which averages to \$3.02 per square foot.

One-bedroom/one-baths range from 668 to 910 square feet in size and rent from \$1,655 to \$2,100, which averages to \$2.39 per square foot.

Two-bedroom/two-baths range from 855 to 986 square feet in size and rent from \$2,150 to \$2,550, which averages to \$2.60 per square foot. The project was completed in 2013 by Holland Partners. For the initial lease period, absorption rate was just under eight months for 100 percent lease-up. Like B Street at LoHi, due to its central location in the popular Lower Highlands market area, luxury appeal, and neighborhood, Line 28 at LoHi can reasonably operate under its premium rates.



Prospect on Central

Prospect on Central is a five-story 57-unit apartment complex in the Lower Highland neighborhood. This building features ground-floor retail, a community courtyard, and fitness center with views of Union Station and downtown Denver.

Unit mix comprises of studio, one, two, three, and four-bedrooms. Studio/one-baths range from 516 to 566 in size and rent from \$1,300 to \$1,500, which averages to \$2.59 per square foot. One-bedroom/one-baths range from 741 to 790 square feet in size and rent from \$1,550 to \$1,850

for units with dens, which average to \$2.22 per square foot. Two-bedroom/two-baths range from 1,259 to 1,286 square feet in size and rent from \$2,200 to \$2,800 for units with dens, which average to \$2.00 per square foot. Three-bedroom/two-baths are 1,253 square feet in size and rent from \$2,200 to \$2,600, which averages to \$1.92 per square foot. Four-bedroom/four-and-half-baths are 2,660 square feet in size and rent at \$8,000, which averages to \$3.01 per square foot. The project was completed in 2013 by Palisade Partners.



Arvada Station (Arvada)

Arvada Station is a three-story 378-unit apartment complex built at the Arvada Ridge Station in Arvada. The parking ratio is 1.25:1 (474 spaces total) and is available in multiple options first-come, first serve: garage, attached, covered, and open.

Unit mix comprises of one, two, and three-bedrooms. One-bedroom/one-baths range from 626 to 979 square feet in size and rent from \$1,168 to \$1,389, which averages to \$1.56 per square foot. Two-bedroom/two-baths range from 1,082 to 1,315 square feet in size and rent from \$1,489 to \$1,676, which averages to \$1.35 per square foot. Three-bedroom/two-baths are available at 1,447 square feet in size and rent from \$1,935, which averages to \$1.34 per square foot. The project was completed in 2012 by Embrey Partners. For the initial lease period, absorption rate was 30 months for 97 percent lease-up.



Water Tower Flats (Arvada)

Water Tower Flats is a three-story 324-unit apartment complex in Olde Town Arvada, CO. Unit mix comprises of one and two-bedrooms. One-bedroom/one-baths range from 592 to 826 square feet in size and rent from \$1,050 to \$1,550, which averages to \$1.75 per square foot. Two-bedroom/two-baths range from 968 to 1,150 square feet in size and rent from \$1,560 to \$2,015, which averages to \$1.64 per square foot.



Lamar Station Crossing (Lakewood)

Lamar Station Crossing is a four-story 110-unit affordable apartment complex built at the Lamar Station on the West Light Rail Line. Unit mix is comprised of one, two, and three-bedrooms. One-bedroom/one-baths range from 530 to 1,020 square feet in size and rent from \$760 to \$1,100, which averages to \$1.19 per square foot. Two-bedroom/two-baths range from 762 to 942 square feet in size and rent from \$449 to \$1,125, which averages to \$0.86 per square foot.



Three-bedroom/two-baths range area available at 1,100 square feet in size and rent from \$449 to \$1,125, which averages to \$0.86 per square foot.

The project was completed in 2013 by Metro West Housing Solutions (the Lakewood Housing Authority) and follows the 40-60 Rule whereby at least 40 percent of the units must be rent-restricted and occupied by households with incomes at or below 60 percent of the HUD-determined area median income (adjusted for household size). Absorption at initial leasing was two months to reach 95 to 98 percent lease-up, including the live/work units, which have been more difficult to fill.

Aria

Aria is a three-story 72-unit affordable housing project in the Denver West submarket area in Denver, CO. This project is LEED-Gold designed and features a fitness center, clubhouse, and community gardens. Once the site of a Catholic convent and girls school, Aria's master plan calls for a mix of related uses including affordable and market rate apartments, for-sale townhomes, and a mix of development along the site's west edge including retail, commercial, and educational uses. Designed to appeal to multi-generational residents, this first phase features 75 affordable housing units composed of flats with two-story stacked townhomes above.



Unit mix comprises of one and two-bedrooms. Rents are calculated to adjust for household area median income (AMI) between 30 and 60 percent. Eight units are available to households with 30 percent AMI, six to 40 percent AMI, 15 to 50 percent AMI, and 42 to 60 percent AMI. One-bedroom/one-baths range from 712 to 894 square feet in size and rent from \$327 to \$765, which averages to \$0.71 per square foot. Two-bedroom/one-baths range from 978 to 1,059 square feet in size and rent from \$389 to \$914, which averages to \$0.63 per square foot.

The project was completed in 2013 by Urban Ventures. For the initial lease period, absorption rate was eight weeks for 100 percent lease-up. Aria is an eight minute commute to downtown Denver and within walking distance to Regis University. Major factors for the success of this project include civic and community partnerships, project phasing, and the high demand for affordable housing in Denver.

The Regency

The Regency is a student housing complex located two miles from Auraria campus within the 41st and Fox Station Area. The development is marketed to students but has no formal association with Auraria Campus or the schools on the campus. The main building of The Regency is a renovated hotel complex and features include a fitness center, basketball and volleyball courts, pool, dance studio, game room, dining hall, and bowling alley. All utilities, basic cable TV, local telephone service,



Internet access, and parking are included in the rent. Basic furnishing including beds, 4-drawer dressers, and desks and chairs are provided in each bedroom.

Since this is a student housing complex, monthly rents are apportioned per person rather than per unit. Unit mix comprises of studio, single, double, and triple dormitory units. Two-bedroom and three-bedroom suites are available in a connected new development that was completed in 2013. Bedrooms in the two and three bedroom apartments in the new development rent for \$750 to \$785 per bedroom, which means the 2 bedroom units go for approximately \$1,500 per month and \$2,250 per month for the three bedroom units. At these rates the units rent for comparable rates as the market rate apartments.

Transit Area Demand and Premium

There has been a large amount of debate and research around the increased demand, attractiveness and price premium generated by transit stations. EPS has conducted several studies trying to understand the impact of transit. This section provides brief summary of the findings of EPS research related to the topic for apartment development. A variety of project attributes are important to the success of apartment projects and pricing differentials are evaluated here to show the degree of premium that can be captured by type of project amenity. Various projects have been grouped into tiers based on their attributes. EPS research has found that proximity to transit is the primary driver of premiums. Others include a sense of place, and urban-walkable environment, and finally a scenario where all attributes are immediately available (transit, sense of place, and walkability in an urban setting).

EPS grouped sample projects into tiers with incrementally higher average price points. For this analysis, the tiers are described as follows: base, base with a sense of place, urban-walkable, and urban walkable with convenient proximity to transit.

Base – The base tier subscribes to a suburban environment with heavy reliance on personal automobile transportation to employment and amenities. Encore at Highpointe Park in Thornton and Arvada Station in Arvada serve as the project benchmarks for the base tier. These sites are not in close proximity to public transit, yet, and lack the density, vibrancy, and neighborhood amenities of a bustling downtown or activated suburban node. Based on current pricing information, price per square foot for a base tier product is \$1.31 to \$1.47, averaging \$1.39.

Base with Place – Similar to the base tier, base with place builds on a suburban environment. The added benefit of this model is that the character of the project and surrounding area provide a sense of place whereby residents are willing to pay a premium to live in these more active areas. Water Tower Flats serves as the project benchmark for this tier. Its location in Olde Town Arvada provides the added benefit of assorted retail, restaurants, and limited employment within walking distance or a short commute. Products of this tier in the representative comparable projects are priced near \$1.70 suggesting that the market will pay a premium of approximately \$0.30 per square foot, contingent on the extent of place-making involved at project completion.

Urban Walkable – Urban walkable projects describe those in vibrant, active communities with a multitude of amenities within walking distance and employment within a short commute. Characteristics include proximity to popular restaurants and retail corridors, schools, parks, biking and nature trails. Due to the high-profile nature of these areas, the projects have markedly better quality construction and often provide more interior amenities. Evaluated projects in this tier include Windsor at Broadway Station, as well as the products in the very popular Lower Highland location: B Street at LoHi, Line 28 at LoHi, and Prospect at Central. Products of this tier can be priced at approximately \$2.30, a premium of \$0.60 per square foot for density and better quality of construction in addition to its vibrant sense of place.

Urban Walkable-Transit – Urban walkable/ transit-friendly describes a main city downtown such as downtown Denver. Characteristics associated with this top tier include high density, vibrancy, the convenience of highly accessible public transit, and walking proximity to neighborhood amenities and employment. These projects are also typically well-constructed and offer a wide range of services and amenities to its residents. For these reasons, residents are willing to pay a higher rent. Products of this tier can be priced at approximately \$2.70, a premium of \$0.40 per square foot for the added benefit of convenient public transit. Cadence at Union Station is an example of this product type due to the convenience of light rail, train, and bus in addition to its vibrant location and offering of luxury amenities.

The following figure presents these findings graphically (**Figure 28**). Encore and Arvada Station are Base tier projects; Water Tower Flats is a Base with Place project; the proposed Midtown development will also likely belong in the this category; Windsor at Broadway Station, as well as the three projects in Highland (Prospect on Central, Line 28 at LoHi, B Street at LoHi) belong in the Urban Walkable tier; finally, Cadence at Union Station belongs in the Urban Walkable-Transit tier. Given the characteristics proposed for the subject site, the development will likely fall within the range given to the Base with Place tier, plus a factor for transit, as it is more useful to consider the premium pricing on a spectrum rather than in absolute categories.

Figure 28
Pricing Spectrum, Price per Square Foot



Based on the research EPS has conducted, the following considerations have been summarized below. Market research documents the willingness of residents to pay premiums for proximity to transit and a high quality sense of place that is walkable. Properties along the Southeast and Southwest light rail lines have a documented premium that ranges between \$0.10 and \$0.20 per square foot. In terms of the ability to achieve a sense of place, research has documented a premium of approximately \$0.30 for effective placemaking. Investment in placemaking may provide premiums for immediate and future phases. The investment in commercial activities could create a greater sense of place (with corresponding premiums) that could benefit future TOD projects in the Corridor and are a major factor contributing to the attractiveness of development sites at transit stations.

Housing Demand Forecast

A forecast for housing in the Corridor was completed to provide a guide to the potential demand for housing within the station areas. The forecast is based on analysis of historic growth rates and growth forecasts from ESRI and DRCOG. The housing unit forecast is allocated by housing type.

Households in the West Denver Market Area are forecast by DRCOG to grow by 1.5 percent annually. The Gold Line Corridor is estimate to capture 15 percent of the projected by DRCOG housing growth in the market area. Since 2000, the Gold Line Corridor captured 26 percent of the units in West Denver Market Area. The growth rates for population and households are shown in **Table 23** to provide context to the DRCOG forecast versus the historic growth rates.

Table 23
Historic and Forecast Household Growth Rates

Forecast	Population	Households	
	Ann. %	Ann. #	Ann. %
West Denver Market Area			
Historic 2000 to 2014	-0.1%	387	0.4%
Historic 2010 to 2014	0.7%	964	0.9%
ESRI 2014 to 2019	1.0%	1,113	1.0%
DRCOG 2015 to 2030	0.5%	1,750	1.5%
Gold Line Corridor			
Historic 2000 to 2014	0.4%	99	1.0%
% Capture		26%	
Historic 2010 to 2014	0.8%	119	1.2%
% Capture		12%	
ESRI 2014 to 2019	1.0%	110	1.0%
% Capture		10%	
DRCOG 2015 to 2030	1.8%	271	1.9%
% Capture		15%	

Source: ESRI, DRCOG, Economic & Planning Systems

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EPS relied on the DRCOG forecast for traffic analysis zones that comprise the West Denver Market Area to project households. The 5 percent vacancy factor is applied to the forecast households to estimate housing unit demand. The Denver West Market Area is forecast to grow by 17,042 housing units between 2014 and 2030.

Table 24
West Denver Market Area Forecast New Housing Units, 2014 to 2030

Description	2010	2014	Forecast			Change 2014-2030		
			2020	2025	2030	Total #	Ann. #	Ann. %
West Denver Market Area								
Population	235,802	242,397	250,106	256,718	263,504	21,107	1,319	0.5%
Households	99,490	103,300	113,168	122,107	131,752	28,452	1,778	1.5%
Pop./HH Ratio	2.37	2.35	2.21	2.10	2.00			
Housing Units (5% vacancy)	107,267	110,973	118,826	128,212	138,340	27,367	1,710	0.0%

Source: ESRI, DRCOG, Economic & Planning Systems

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The West Denver Market Area housing unit demand was allocated by housing unit type including single family detached, attached and multifamily condos and apartments. Approximately 55 percent of the units are estimated to be single family units and 45 percent multifamily units. An estimated capture rate of each product type for the Gold Line Corridor is used to estimate total demand for housing units by type. The Gold Line Corridor capture of 26 percent was held consistent from the historic capture between 2000 and 2014. The Gold Line Corridor estimated to capture 55 percent of the forecast apartment units in the market area, with a total of 5,300 units forecast by 2030, as shown in **Table 25**. A total of 1,505 single family units and 274 condo units are forecast for the Corridor by 2030.

It is important to note that for-sale condo development in Colorado has drastically decreased since 2009. Many developers and market experts attribute this to the impact of construction defect legislation that led to the vast majority of condo developers who built projects in the 2000's to be sued. The result was a massive increase in insurance costs for developers and contractors that have made condo projects infeasible except at the highest price points. Many Denver Metro Area cities and business and economic development organizations are attempting to modify the existing laws to reduce barriers to condo development. The demand for these types of units is somewhat unclear if the conditions were different and therefore difficult to forecast.

Table 25
Gold Line Corridor Forecast New Housing Units by Type, 2014 to 2030

Housing Types	Factor	2020	2025	2030	Change 2014-2030	
					Total #	Ann. #
West Denver Market Area		2014-2020	2020-2030	2030-2040		
New Housing Demand						
New Housing Units		7,853	9,386	10,128	27,367	1,710
Single Family						
Detached	45%	3,534	4,224	4,557	12,315	770
Attached	10%	785	939	1,013	2,737	171
Single Family Total	55%	4,319	5,162	5,570	15,052	941
Multifamily						
Apartment	35%	2,748	3,285	3,545	9,578	599
Condo	10%	785	939	1,013	2,737	171
Multifamily Total	45%	3,534	4,224	4,557	12,315	770
Total	100%	7,853	9,386	10,128	27,367	1,710
Gold Corridor						
	% Capture					
Single Family						
Detached	10%	353	422	456	1,231	77
Attached	10%	79	94	101	274	17
Single Family Total		432	516	557	1,505	94
Multifamily						
Apartment	55%	1,512	1,807	1,950	5,268	329
Condo	10%	79	94	101	274	17
Multifamily Total		1,590	1,901	2,051	5,542	346
Total	26%	2,022	2,417	2,608	7,047	440

Source: ESRI, DRCOG, Economic & Planning Systems

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5. COMMUNITY SERVICES ANALYSIS

During previous planning efforts conducted by the Corridor Working Group, community residents indicated a strong desire for additional community services near stations. In order to determine what types of services to focus on, we reached out to each of the jurisdictions, referred to previous planning efforts, interviewed service providers and stakeholders to help identify needs and opportunities. The services focused on and which are summarized in this section are as follows:

- Child care, including affordable child care,
- Senior services,
- Community gathering places,
- Health care facilities,
- Higher education and job training, and
- Social safety net services

Each service area is outlined with a description of existing conditions, assets, gaps and potential opportunities. We incorporated extensive interviews into the entire process. Nearly all of those interviewed voiced concerns regarding safe and adequate accessibility to the station areas, in addition to noting gaps in community services and lack of access to healthy foods. These issues regarding last mile connections are central in determining whether or not residents will utilize the incoming light rail in order to access other resources and services along the Corridor.

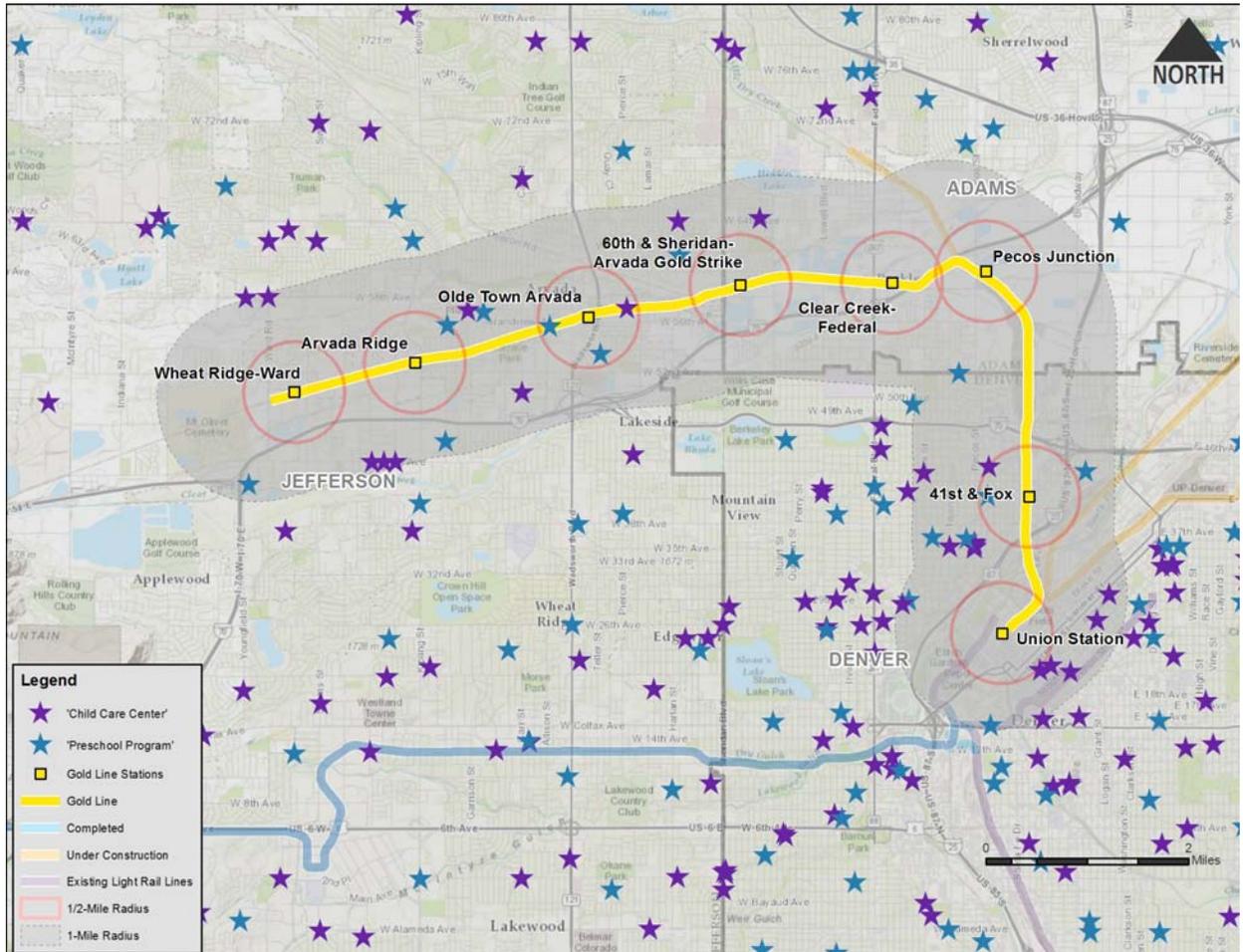
Child Care

Licensed child care centers and preschool programs are defined as follows:

- Child Care Centers and Preschools: Care is provided in a setting similar to school where there may be many classrooms and children are usually grouped by age. These facilities are regulated by the Colorado Department of Human Services, Division of Early Care and Learning. Preschools are specifically licensed to serve children for only part of the day.
- Family Child Care Homes: Care can also be provided in a home that has been licensed and is regulated by the Colorado Department of Human Services, Division of Early Care and Learning.

The distribution of facilities and programs is shown in **Figure 29**. In general, Denver has more complete inventory, however, there are still deficiencies within the half-mile station areas.

Figure 29
Inventory and Conditions



Within the Denver neighborhoods, Denver Public Schools offers preschool programs at the following schools: Garden Place, Trevista at Horace Mann, Valdez at Smedley, Bryant-Webster, Academia Sandoval, Columbian, Beach Court, and Centennial. The DPS preschool program is free for DPS families; however, they are only available to children aged three to five.

The stations at Arvada Ridge, Olde Town Arvada, 60th and Sheridan, and 41st and Fox have both licensed child care centers and preschool programs within one mile of the stations in nearby neighborhoods, however, few are readily convenient to the stations. Because of the predominantly industrial land uses, several of the Gold Line Corridor stations, including Ward Road and Pecos Junction don't have many child care facilities or preschool programs in their respective areas, despite the presence of jobs.

There are undoubtedly additional child care providers in the Corridor area, including informal child care and facilities run by friends and family members. The map highlights those child care facilities and programs that are licensed and, therefore, provide educational benefits, in addition to care.

Assets

Child care is often cited as a desirable service for areas near stations because there is a need and it appears to make logistical sense. Dropping off a child at a day care facility either near a transit facility close to home, or close to one's final destination and then doing the reverse at the end of the day, would potentially be convenient for commuting employees with younger children. Affordable child care has been cited as a particularly desirable need near stations especially for populations that are transit-dependent.

Gaps

Licensed child care is a major expense for families who use it. While the availability of care poses challenges, perhaps the most common barrier to using licensed child care is affordability. This is not an issue confined to the Gold Line Corridor. It is a major national challenge. According to the National Center for Children in Poverty (NCCP), more than 60 percent of children in the United States under the age of five are in some type of non-parental child care on a regular basis, FFN ("Friends, Families, and Neighbors") care being the most common. The NCCP notes that families across all socioeconomic groups rely on FFN care, although families with low-incomes are most likely to use this type of care.

Licensed child care options include the following:

- **Employer Provided Child Care:** According to the Families and Work Institute's 2014 National Study of Employers (NSE) only about seven percent of companies nationwide offer day care at or near the worksite. Employers in this segment provide day care services as part of the employee benefits package. The employer contracts with a local day care center or facility and pays for the service on behalf of the employee, which can be expensive.
- **Middle to Upper Income Households (Private Pay):** The largest client segment includes middle to upper income households. While some households in this category use government assistance to access day care services, the majority pays out of pocket. While potential access to day care facilities can be expensive and sometimes difficult to manage, middle to upper income households presumably have more resources to devote to child care.
- **Lower Income Households (Subsidized):** According to the 2014 study, lower income customers make up 28.2 percent of the potential household market. These households typically use government assistance to access child day care services, or industry operators access tax credits and other industry assistance to provide services to this segment. This is the segment with the most potential need.

There are several systemic challenges in providing child care easily at TOD stations.

- **The High Cost of Child Care** – In a recent study, Qualistar, a leader in early childhood education in Colorado, highlighted the cost of child care and noted that child care is out of reach for many low-income families. Denver was one of the ten worst counties in Colorado with income and child care costs discrepancies.
- **No Incentives for Child Care Facilities to accept Colorado Child Care Assistance Program (CCCAP) families** – Colorado CPR, using data from Qualistar, noted that while lower income households may be eligible for assistance from the Colorado Child Care Assistance Program (CCCAP), there are few incentives for child care providers to serve

CCCAP families. For each CCCAP child, child care providers are reimbursed at a lower rate than what they could charge full-tuition paying families. Providers mention that the more CCCAP children they accommodate, the harder it is to stay in business. Only about one-third of the state's licensed day care facilities accept children in the CCCAP program.

- **Little Financial Incentive to Provide Child Care at TOD Stations** – One of the other challenges for providing child care near stations is the potentially high cost of development and/or leases for a business model with low profit margins. Additionally, much of the housing currently being built near stations is geared towards millennials or baby boomers with very small families without children, so there may be a lower perceived need for this type of service.
- **Hours of Operation** - The majority of childcare facilities operate during typical work hours, but many low-income parents work multiple jobs or shift work, necessitating care beyond the traditional day. Denver Housing Authority (DHA) recently conducted a resident survey to understand the primary barriers for obtaining and maintaining sufficient employment to move out of public housing. The number one barrier cited was affordable childcare.

Opportunities

Providing affordable child care is a challenge, not only for TOD stations, but metro-wide.

- **Leverage the Denver TOD Fund** - The most immediate opportunity to provide affordable child care services may be to leverage the Denver TOD Fund in critical locations along the Gold Line. While the fund has been used for affordable housing, it can also be used for community assets such as child care programs, public libraries, theater companies and affordable non-profit space.
- **Co-Locate Services**- Co-locating services such as childcare, health care services, Federal assistance application support, job training, etc. through models such as program-enriched housing provides an opportunity to cater services to specific populations. For example, the Denver Housing Authority often includes daycare, health clinics, economic self-sufficiency and homeownership opportunities on-site for its residents, with a dedicated staff person to help connect residents with services. This model could be incorporated into new affordable housing development sites identified through the Gold Line Corridor Affordable Housing Study.
- **Develop Training Programs to Transform the Informal Child Care Provider into Early Care and Education Teachers** - The Colorado Statewide Parent Coalition runs a program entitled Providers Advancing School Outcomes (PASO). This program is a high intensity training program that transforms the informal childcare provider or more popularly known as "Family, Friend and Neighbor" childcare providers (FFN) into Early Care and Education Teachers.
- **Bridge the Real Estate Developer/Child Care Operator Gap** – As can often be the case with service provision, service providers can excel at providing their service, but are not real estate developers. Real estate developers often do not understand the economics and challenges of running child care facilities. Some developers, like DHA and others, have bridged the gap for their residents; however, more efforts convening these two groups would be helpful. Since financing is often the challenge, a financing intermediary to help with these conversations, such as Enterprise or the Gary Community Fund, should be explored.

Senior Services

According to the U.S. Census Bureau, in 2010, the population over the age of 65 in Colorado was 10.9 percent. In comparison, 13.9 percent of the population in the City of Arvada and 18.6 percent of the population in Wheat Ridge was over 65. By contrast, Denver's senior population comprised 10.4 percent of the population.

The 2014 Gold Line Corridor Profile Report mapped the age differences in communities along the Corridor. The population near the 41st and Fox Station was relatively young with less than 10 percent of the population in the half-mile radius over the age of 65. Travelling along the line to the west, the report depicted higher concentrations of older residents in Arvada and Wheat Ridge. The stations in these areas including Olde Town, Arvada Ridge, and Ward Road are close to residential areas where a significant percentage (at least 20 percent) of the residents is over the age of 65.

The senior population and its future growth have been a long time concern in Jefferson County. In 2010, Jefferson County developed a strategic plan devoted to "Aging Well" within the County. Several needs, including food and nutrition, safety and security (particularly at stations), were of particular concern and overlapped with our areas of focus within this project.

For the purposes of this project, the DRCOG Senior Ombudsman, staff from DRCOG's Boomer Bond Pilot Project, the Jefferson County Council on Aging, organizations such as Catholic Charities and others were interviewed in order to get their perspective on senior-concerns.

Assets

In the geographic areas with the greatest concentration of seniors, services are available. The biggest challenge is connecting seniors to the services, as well as overall coordination among the senior providers. Some of the most relevant issues such as the access to nutritious food and health care, are not only relevant to the senior population, but to the population as a whole.

Gaps

There are a variety of areas where there are service gaps for seniors. They include the following:

- **Food Access** – Jefferson County's "Aging Well" report found that there is a need for additional food to cover daily nutritional needs of some seniors. Transportation continues to be a concern in establishing meal sites and for those wanting to use a meal site. There has been an increased need for Meals on Wheels and other programs in the County with an increased need for cost-effective meal delivery. Healthy living concerns have also become important because seniors have become more health-conscious. Nutrition services for seniors now include preventive health and wellness programming.
- **Housing and Related Services** – The demand for affordable senior housing, is an ongoing concern cited by DRCOG staff involved in senior issues. Interviews with agencies involved in the assisted living industry also highlighted the difficulty of providing moderately priced continuum of care services.
 - In the City of Wheat Ridge, at 44th Avenue and Wadsworth Boulevard and about one and half miles south of the Olde Town station, Wazee Partners developed an 88 unit age and income restricted apartment development in 2012. Located in Wheat Ridge's Urban

- Renewal area, the project received 9 percent low income housing tax credits. Wazee Partners is in the process of developing an additional 50 units and reportedly has a waiting list of several hundred potential residents.
- Other senior affordable developments in Jefferson County, including the 62-unit Creekside and 130-unit CityScape at Belmar, have long waiting lists.
 - Age and income restricted developments typically need low income housing tax credits in order to be financially feasible to develop. The tax credit process is very competitive and has been very difficult to obtain.
 - The continuum of senior care including services found at Assisted Living, Alzheimers' and Nursing Home facilities is challenging for middle income residents and families to afford. Too wealthy to qualify for assistance, families in this category do not have the resources to fully pay for services.
- **Need for Coordinated Services** – According to "Aging Well", senior services have been put into place; however, they can often be complicated and difficult to navigate. Home and community based services, such as transportation or adult day services, may be appropriate, but are often difficult to locate, may involve long waiting lists, or have eligibility rules or costs that are difficult to understand. DRCOG's boomer bond pilot project is focused on identifying and providing tools to allow seniors to 'age in place". The potential coordination and dissemination of these services would help with the future potential challenges posed by the anticipated increase in this portion of the population.
 - **Transportation and Safety** – According to the Jefferson County Council on Aging, access to transportation is a primary need for seniors. Given our current land use patterns, many seniors have difficulty safely accessing transportation. There is also a need to provide companions, or "travel ambassadors" to help orient seniors to station areas and provide training on the use and navigation of the transit system.
 - **Better transit accessibility at stations** – In 2010, DRCOG commissioned a Community Assessment Survey for Older Adults to assess a variety of issues related to the needs of the aging population, including access to transit. With regards to Jefferson County, when asked to rate the ease of rail or bus travel in their community, only 2 percent rated it excellent, while 71 percent rated it poor; and 27 percent noted that they had utilized public transit in the previous 12 months. According to members of the Jefferson County Council on Aging, which includes senior residents and senior advocates, the following issues pose accessibility challenges for seniors and deter use of transit:
 - Some bus lines that were more accessible to seniors than light rail stations and provided stops closer to their destinations were removed after the opening of the West Line. Utilizing light rail over buses often requires longer periods of waiting and longer distances to walk both to the stations and to destinations.
 - Inadequate seating and shelters for seniors and people with mobility needs are challenges for those who don't have as much stamina to stand and wait for the train or during travel.
 - Steep stairs to board the trains are not safe for people with mobility needs and don't accommodate walkers or canes. (Gold Line Corridor trains will have floors flush with the platform).

- Lack of clear and visible signage to indicate location of stations, their destinations, and connecting bus routes.
 - Lack of easy, large print, color contrasted token boxes to accommodate vision impairment
 - Lack of appropriate/accessible curbs to accommodate wheelchairs, canes, walkers, etc. for visual/mobility impairment.
 - Length of crosswalks to access stations is not long enough for people with mobility issues to cross, creating significant safety issues for pedestrians and drivers.
- **Fare structure and consistency** – Many seniors noted that the cost of transit is prohibitive and the difference in fares between buses and light rail is confusing.

Opportunities

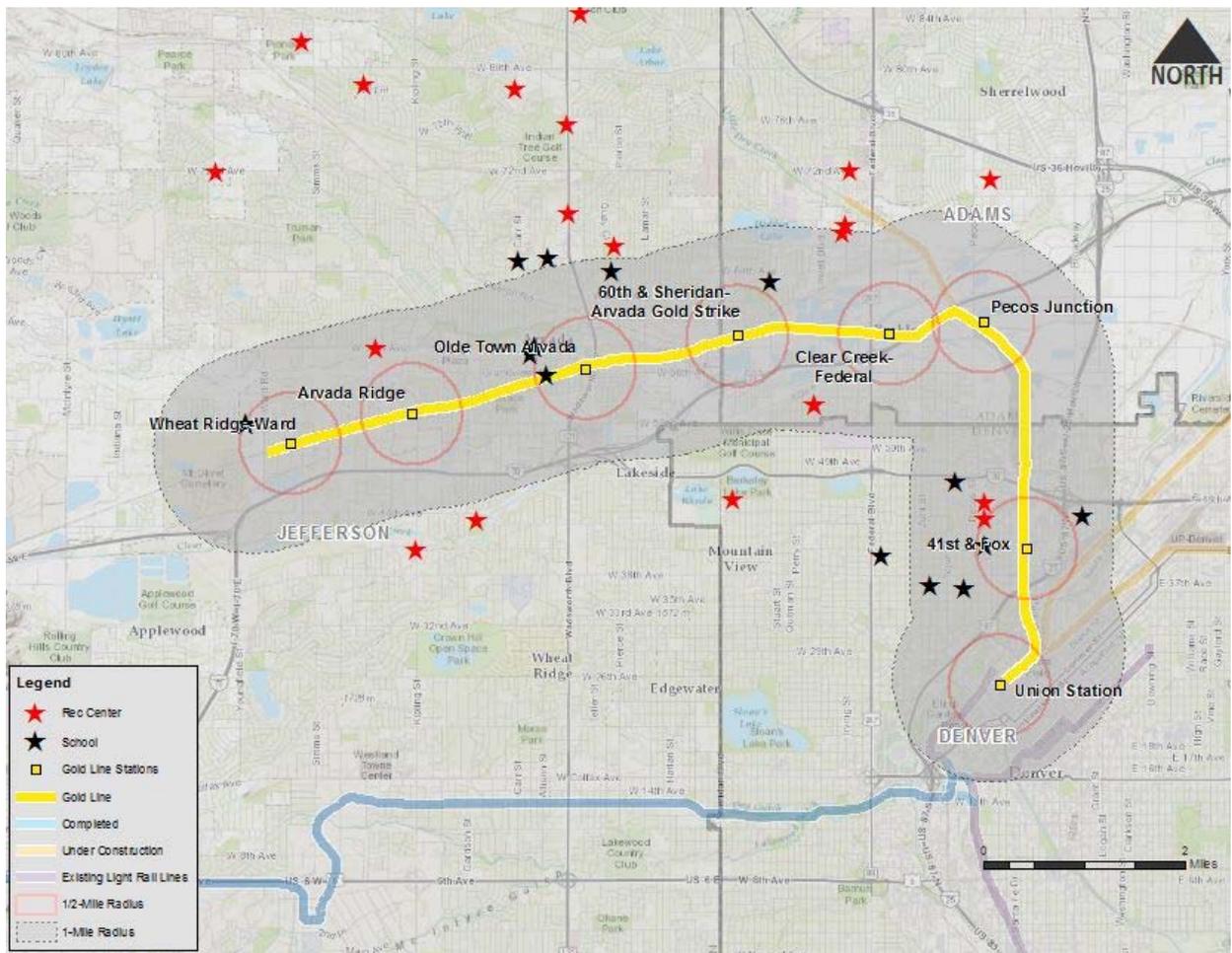
- **Better Coordination among Senior-Serving Organizations** – There are a variety of organizations in Jefferson County, in particular, focused on senior and aging issues. DRCOG’s boomer bond pilot project is also focused on providing organized services to better enable people to age in their homes longer. There appears to be a need to better align and coordinate goals of the organizations in the short term as well as make the services more readily available to the public. In the longer term, there is a need to better integrate various systems of care related to aging services, such as food and nutrition, mental health, medical care, and social services.
- **Identify Additional Senior Living Opportunities in Close Proximity to Stations:** While additional market studies would need to be completed in order to substantiate demand, senior housing opportunities should be identified in and near station areas and along high-frequency bus lines. In communities such as Wheat Ridge, the development of new senior living opportunities has also served to expand single family residential living opportunities to younger families interested in moving into the community. It also helps to activate retail centers during daytime hours.
- **Expand Food Bank Services:** The Arvada Community Food Bank currently runs two mobile food pantries, one of which delivers once a month to a senior housing facility. The Arvada Community Food Bank has expressed interest in expanding its mobile pantry services to help provide nutrition assistance to seniors.
- **Incorporate Community Gardens and Farmers’ Markets into Senior Housing Sites:** Some housing authorities have started to incorporate community gardens and farmers’ markets into senior housing sites. This model serves to provide greater nutrition for seniors, opportunities for physical activity and socializing, and helps integrate seniors into the community. Metro West Housing Solutions in Lakewood, for example, has incorporated community gardens into two of its senior housing facilities, as well as in the new Cityscape at Belmar mixed-income senior community. The new Town Center Apartments senior project in Wheat Ridge also has a community garden that is supported by Denver Urban Gardens.
- **Work with RTD on Making Services More Senior Friendly:** In addition to helping to educate seniors on transit services, work with RTD on station operational improvements which would not only help seniors but others with mobility impairments.

Community Gathering Places

A commonly cited desire on the part of communities during various planning processes has been a desire for community gathering places. Some communities have community centers and in many communities, Parks and Recreation Facilities help serve that purpose. Schools also help serve that purpose in many neighborhoods.

Figure 30 shows the location of community centers, parks and recreation facilities and schools. Although there are some facilities located in close proximity to the Corridor area, for the most part, the majority are located in the neighborhoods surrounding the stations.

Figure 30
Gold Line Corridor Community Gathering Places



Source: ArLand, OVLLC, EPS

The two largest Parks and Recreation Districts along the Gold Line Corridor are Apex Park and Recreation District in Jefferson County and Hyland Hills Park and Recreation District in Adams County. Hyland Hills has a particularly strong presence along the Gold Line Corridor with the southern portion of the district encompassing the Clear Creek/Federal station area and abutting the Pecos Junction station area. There are currently six Hyland Hills facilities in vicinity of the Corridor.

Perl Mack Community Center – Located about two miles north of the Pecos Junction station, this facility has some recreational equipment and provides a variety of rooms that can accommodate gatherings up to 200 people. It is currently offering nutrition and healthy eating classes for youth.

Splashland and Perl Mack Aquatics Centers – Perl Mack Aquatics Center, connected to the Perl Mack Community Center, and Splashland, located about one mile northwest of the Clear Creek/Federal station, are seasonal, outdoor water parks.

Baker Community Center – Located about one mile northwest of the Clear Creek/Federal station, the Baker Community Center is a small recreational center with a few community rooms for meetings and classes. It is currently seeking a new partner for additional programming.

Carl Park Community Center – Located about one and a half miles southwest of the Clear Creek/Federal station, this facility is primarily used for special events such as weddings, graduation parties, and conferences.

The Mature Adult Center (MAC) – Located about two miles north of the Clear Creek/Federal station, the MAC is owned and operated in partnership with the City of Westminster. The MAC offers, classes, fitness/wellness activities, educational programs, seminars and special events for adults aged 21.

Schools

The Denver Public School (DPS) district, over the course of the last 10 years, has changed the provision of educational services in the neighborhoods adjacent to the 41st and Fox station area, because of poor performance and changes in demographics. DPS recently announced that Smedley Elementary will be converted to a Junior and Senior High Montessori school. From a community gathering place perspective, neighborhood schools including Smedley , Strive Sunnyside School (formerly Remington Elementary), and Trevista are available for use by the community outside of school hours.

There are several schools in the Olde Town Arvada vicinity, although school officials there have mixed reactions to the future commuter rail stations. There is some fear on the part of some schools regarding future traffic in the area to be either disruptive or potentially dangerous for the students.

Assets

There are a wide range of community center activities along the Corridor. As the Corridor system matures, there may be additional opportunities for additional community gathering spaces and services to locate in the station areas, although careful planning about service provision would be necessary, since these types of services tend to require subsidization.

Gaps

According to Healthy Living staff and planners in Arvada, there is a desire for additional parks and recreation facilities in Arvada, to service some of the older neighborhoods in the southeast quadrant of the City. Both the City and the Apex Recreation District have been in active discussions about new facilities in the City, with potential thoughts about future bond elections to help fund new facilities.

Arvada's City Council has appropriated \$3.1 million for a potential Parks and Recreation facility to be located in the Triangle/Ralston area. The neighborhood has been very active in wanting to see a new facility in the area. While \$3.1 million is not enough to fund the construction of a facility, it enables the community to continue planning what would be appropriate for the area.

Apex is reportedly looking for a facility to serve eastern Arvada (approximately 58th to 80th Avenues). Although recreation centers can vary in size, interviews with Apex staff indicate that the optimal size for new recreation facilities is 60,000 to 80,000 square feet on 10 acres. One of the goals of the district is financial feasibility. A larger facility enables the center to achieve that goal and offer the range of services that residents desire. There have been a variety of different sites proposed in the City but none have been selected.

Opportunities

- **Apex** – While a facility in eastern Arvada would potentially serve the Olde Town neighborhood, residents in south Arvada (the Columbine neighborhood, for example) would remain underserved. Apex and the City of Arvada are planning a Parks and Recreation master planning process in 2015. During this time, there would be the opportunity to discuss the provision of parks and recreation facilities for the southern part of the City (including the Olde Town area) during that time.

While interviews with Apex indicate an openness to a public-private partnership with a private developer to provide parks and recreation services in the southern Arvada area, this would need to be further explored. Many of the newer residential buildings being built in the Olde Town area offer smaller work-out facilities on site. Further exploration and discussion would be needed to determine whether a larger facility (in conjunction with a new development) which could also be open to the community would be attractive to a developer. A smaller stand-alone facility would be difficult to site and build. Land is scarce in this area and most of Arvada's smaller recreation facilities operate in a deficit mode annually which is not politically popular.

Denver Neighborhood Schools – Although a small and well-utilized recreation center exists in the Sunnyside neighborhood, the director and community residents note that the facility is not large enough to provide adequate space for community classes, meetings, and other gatherings. DPS has stated that neighborhood schools including Smedley, Strive Sunnyside School (formerly Remington Elementary), and Trevista are available for use by the community outside of school hours. However, use of DPS facilities is subject to a variety of fees and liability insurance requirements that may be cost prohibitive for community groups. New development near the 41st and Fox station area could incorporate additional community gathering space, drawing more residents to the station area.

- **Hyland Hills Parks and Recreation District** – Hyland Hills PRD has been acquiring land over the past ten years to develop a regional destination park that includes fishing ponds, sports fields, playgrounds, community gardens, greenhouses, and buildings for indoor meetings, classes, and other community events. This park will encompass approximately 85 acres between Lowell Boulevard and Tennyson St., and I-76 and the railroad tracks. The west entrance to the park will likely be on 58th Ave, offering relatively easy connection to the Gold Strike station.

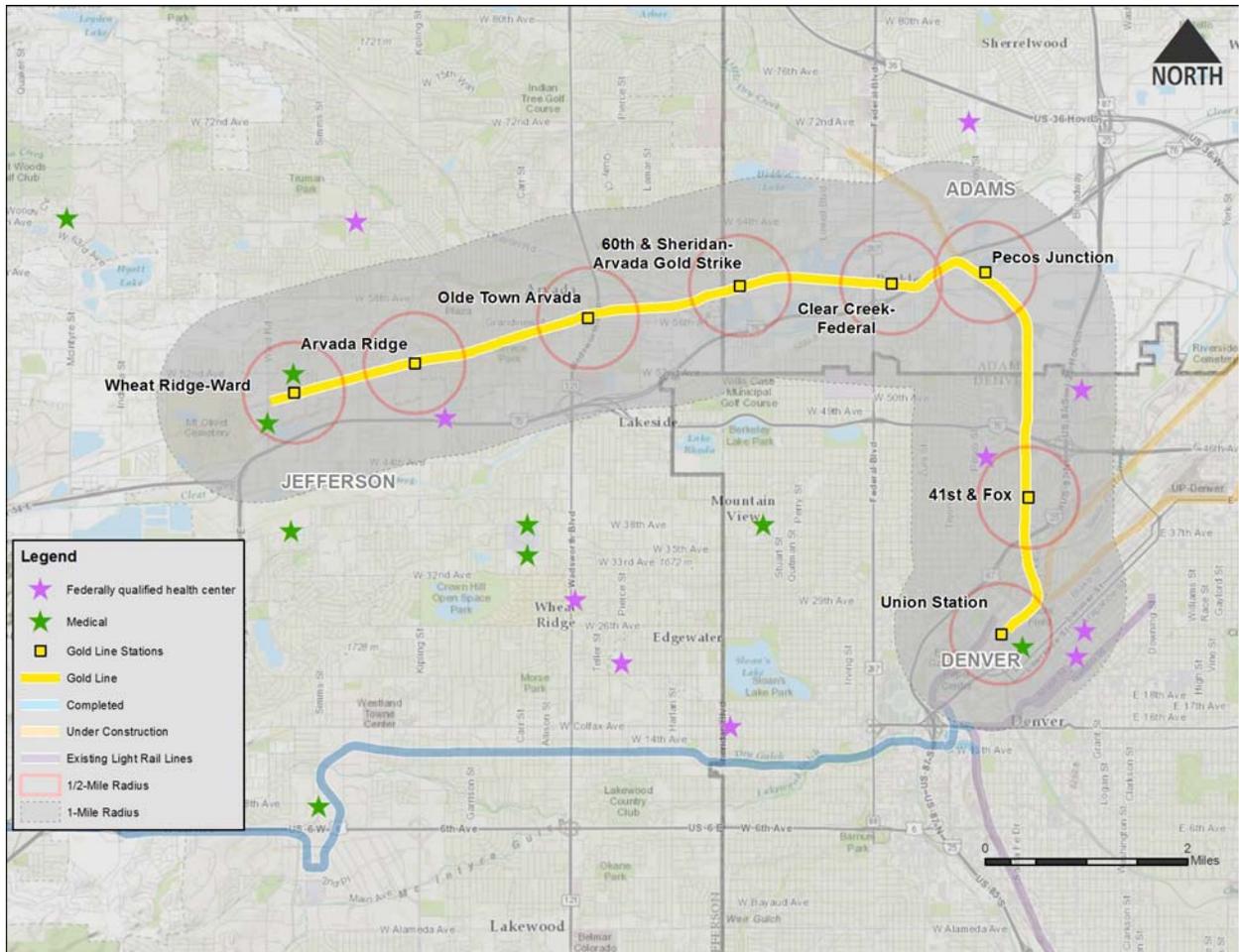
Hyland Hills has expressed an interest in having a bike-sharing program such as B-Cycle located at both the Gold Strike and Clear Creek/Federal stations to facilitate multi-modal access to the park, along with bike lines and wayfinding to direct people to the park. Hyland Hills is still gathering funding and had planned to break ground in 2015, however due to unforeseen drainage issues this timeline has been delayed.

Hyland Hills has a policy that residents must have a valid Colorado drivers' license in order to get the resident rate. There are a number of residents near the Pecos Junction and Clear Creek/Federal station areas that do not have drivers' license due to a variety of reasons. These residents have expressed interest in utilizing Hyland Hills facilities if they can work with Hyland Hills to access the resident rate. Hyland Hills does also have a foundation arm that subsidizes passes for low-income students, which they can apply for at the Perl Mack Community Center.

Health Care Services

Past interviews have indicated the desire for health care facilities, of some type in close proximity to stations. An inventory of major medical campuses, urgent care providers, as well as Federally Qualified Health Centers along the Gold Line is shown in **Figure 31**. It should be noted that the previous section on employment pointed out that the 41st and Fox station had a relatively larger number of private health care service providers, relative to the other stations.

Figure 31
Major Medical, Urgent Care Providers, and Federally Qualified Health Centers



Source: ArLand, OVLLC, EPS

- Kaiser Permanente** – Located across Ward Road near the Ward Road Station, the Kaiser Permanente Facility in this location serves Wheat Ridge, Golden, Lakewood, Denver, and Arvada. The Wheat Ridge Medical Office provides primary care, pediatrics, OB/GYN, optical, laboratory, pharmacy, PT, radiology, and hearing aid services; however there is no emergency or urgent care. While the location is transit-accessible via RTD buses running along Ward Road, as well as the future commuter rail station, one of the challenges is accessing the campus safely since it is across busy Ward Road from the station.

- **Lutheran Medical Center** – Located about two and a half miles south of the Olde Town Arvada station, the SCL Health Group Lutheran Medical Center is a community-based, acute-care hospital. The center offers trauma and emergency services. Other services include a birthing center, Heart and Neurovascular Center, robotic surgery, Primary Stroke Center, Comprehensive Cancer Center, Orthopedics, a Level III Trauma Center. The center also offers senior-specialized care and operates West Pines, a mental health and addiction treatment center; Collier Hospice Center; Bridges Health and Wellness; and Colorado Lutheran Home and Apartments, providing services ranging from independent living to assisted living and skilled nursing care.
- **Aria and Regis University** – The Aria development and Regis University are partnering to potentially locate health care facilities on the Aria site, which Regis will operate. The developers at Aria and Regis are seeking funding options and grants to help with the development of this facility, as well as associated services. Medical students from the Regis campus are also anticipated to work at the health care facility. In the short term, Regis is planning on opening a clinic on campus to serve students and facility but hope to extend these services to the surrounding community.
- **Centura Health Care** – Centura is planning a 12,000 medical office building and emergency care facility at 64th Avenue and McIntyre Streets in northwest Arvada. The closest commuter rail station would be the station at Ward Road, and it would likely require a couple of bus transfers to access the facility.
- **Urgent Care and Federally Qualified Health Centers** – There are a variety of urgent care providers, as well as Federally Qualified Health Centers (FQHCs) along the Gold Line Corridor. FQHCs receive Federal grants and qualify for enhanced reimbursement from Medicare and Medicaid. They typically serve an underserved area or population, offer a sliding fee scale, and provide comprehensive services.

Along the Gold Line Corridor, an average of 21 percent of the population along the Corridor is uninsured. Lack of insurance is a primary barrier to healthcare access including regular primary care, specialty care, and other health services that contribute to poor health status. The ability to access primary care regularly and engage in preventive care strategies, such as routine health screenings and vaccinations, can greatly reduce rates of future health issues and emergency room visits.

There are a number of households along the Corridor with mixed-documentation status, which can be a significant barrier to accessing healthcare services. FQHCs are mandated by the Federal government to provide care to residents regardless of documentation status. The Metro Care Provider Network (MCPN) operates FCHOs throughout the Denver metropolitan area and report that approximately 50 percent of its clients are undocumented. MCPN operates three clinics in Jefferson County that are in reasonably close proximity to the Gold Line Corridor station areas.

Assets

The Corridor area has a number of health care providers, interested in expanding access to health services and willing to partner.

Gaps

Different communities have varying differing degrees of service accessibility.

Opportunities

- Although the FQHCs serving Gold Line Corridor residents report having the capacity to meet the current demand, residents and other service providers indicate the need for additional services. This highlights a need to expand outreach and education efforts to create greater awareness of and access to existing clinics and services. The station areas provide an opportunity to display multi-lingual information on connecting residents to nearby health care resources through methods such as: information kiosks, billboards, and signage that can direct people to bus routes and other multi-modal opportunities to access care.
- Despite the number of health care services throughout the Corridor, conversations with stakeholders indicate there is a need for: greater coordination and alignment of resources – particularly across jurisdictional boundaries; and consolidation of existing plans and assessments.
- Kaiser and Jefferson County Public Health has indicated an interest in continued involvement and partnerships around Healthy Eating Active Living (HEAL) activities in Jefferson County and along the Gold Line.
- MCPN has indicated an interest in conducting a transit survey with its patients in Jefferson County to better understand use of transit to access health care services.
- In recent years, Walgreens has expanded services at select locations to include walk-in clinics that accept most insurance plans. King Soopers is now offering walk-in clinics in partnership with the University of Colorado. These clinics provide health services such as: vaccines, physical and wellness visits, healthcare screening and testing, treatment for a variety of non-emergency illnesses and injuries, as well as monitoring and management of ongoing health conditions. Walgreens currently operates only one walk-in clinic in Wheat Ridge, while none of the four stores located in Arvada offer this service. King Soopers operates its “Little Clinic” at its store in Wheat Ridge.

Higher Education and Job Training

Interviews with service providers have indicated a need for increased opportunities for job training for the clients they serve, and a strong desire to work more closely with the two educational campuses along the Corridor, Regis University and Red Rocks Community College. The Auraria Higher Education Center has indicated an interest in being better connected to employers along the Corridor for potential internship and job opportunities for its students.

- **Regis University:** Located about one mile southwest of the Clear Creek/Federal station and about three miles southeast of the Gold Strike station, Regis University is a private, Jesuit university. Over 9,000 students attend Regis University, with an additional 1,900 students enrolled in the undergraduate liberal arts program, 5,000 students enrolled in online programs, and 2,500 students enrolled in health professions programs.
- **Red Rocks Community College, Arvada Campus:** Located just across Ridge Road north of the Arvada Ridge station, the Arvada Campus focuses heavily on health professional programs and is in the process of renovating and expanding into a health careers campus. Current health care fields of study include: radiologic technology, sonography, holistic health, reflexology, nurse aide, and a number of professional certificates. Additional health care programs are planned as the campus expands. Construction is expected to be completed in 2016.
- **The Auraria Higher Education Center** – The Auraria Campus is not technically located on the Gold Line Corridor, however, the Regency student housing building which provides housing to students on the campus is located in close proximity to the 41st and Fox station. The Auraria Campus is shared by the Community College of Denver, Metropolitan State University of Denver, and University of Colorado, Denver and is adjacent to downtown Denver. The 41st and Fox Station Area Plan recommends capturing and encouraging ties among the academic institutions, student populations and incubator employment uses in the station area. Interviews with AHEC staff also indicate an interest in better connections with employers along the Gold Line Corridor for potential internships as well as job training opportunities.

Job training and support services along the Corridor include:

- **Denver Housing Authority** - DHA's Quigg Newton property is located near the 41st and Fox Station. DHA assists its residents in developing career building skills and seeking and maintaining employment, including resume development, computer classes, GED referrals, and skills development. At DHA's Mariposa development, for example, DHA has an on-site café fully staffed by residents. DHA recently conducted a survey among residents about access to jobs where it found that the lack of affordable child care as a primary impediment to accessing and keeping jobs. A fuller discussion of this topic can be found in the Child Care section.
- **Adams County Center for Career and Community Enrichment:** Located one and a half miles north of the Clear Creek/Federal station, the Center for Career and Community Enrichment (3CE) provides job skills training, housing services, self-improvement, adult education, classes and workshops, and one-on-one support.
- **Arvada Community Food Bank:** Located less than a mile west of the Olde Town station, the Arvada Community Food Bank's Bridges to Opportunity program provides: job search readiness assistance, GED preparation, and an on-site computer lab.

Assets

The presence of two institutions of higher learning along the Gold Line is a potential benefit to the entire Gold Line community.

Gaps

Further partnership opportunities between higher education, job training providers, and employers along the Gold Line appear to be a gap as well as an opportunity.

Interviews with residents and service providers near the 41st and Fox, Pecos, and Clear Creek/Federal stations have noted a high youth unemployment rate and a desire for additional youth employment opportunities. Youth employment resources along the Corridor include:

- **Aztlan Recreation Center:** this facility runs a summer youth employment program that draws youth from the surrounding neighborhoods. A primary barrier to youth participation in this program is the cost of transportation.
- **Water World:** although located outside the Corridor area at 88th and Pecos, Water World is the largest youth employer in the state and would like to ensure connectivity with the station as many of the youth are reliant on public transportation to get to/from Water World.
- **Groundwork Denver/Aria:** Groundwork Denver will operate the greenhouse planned at the Aria development as part of its youth job training program.

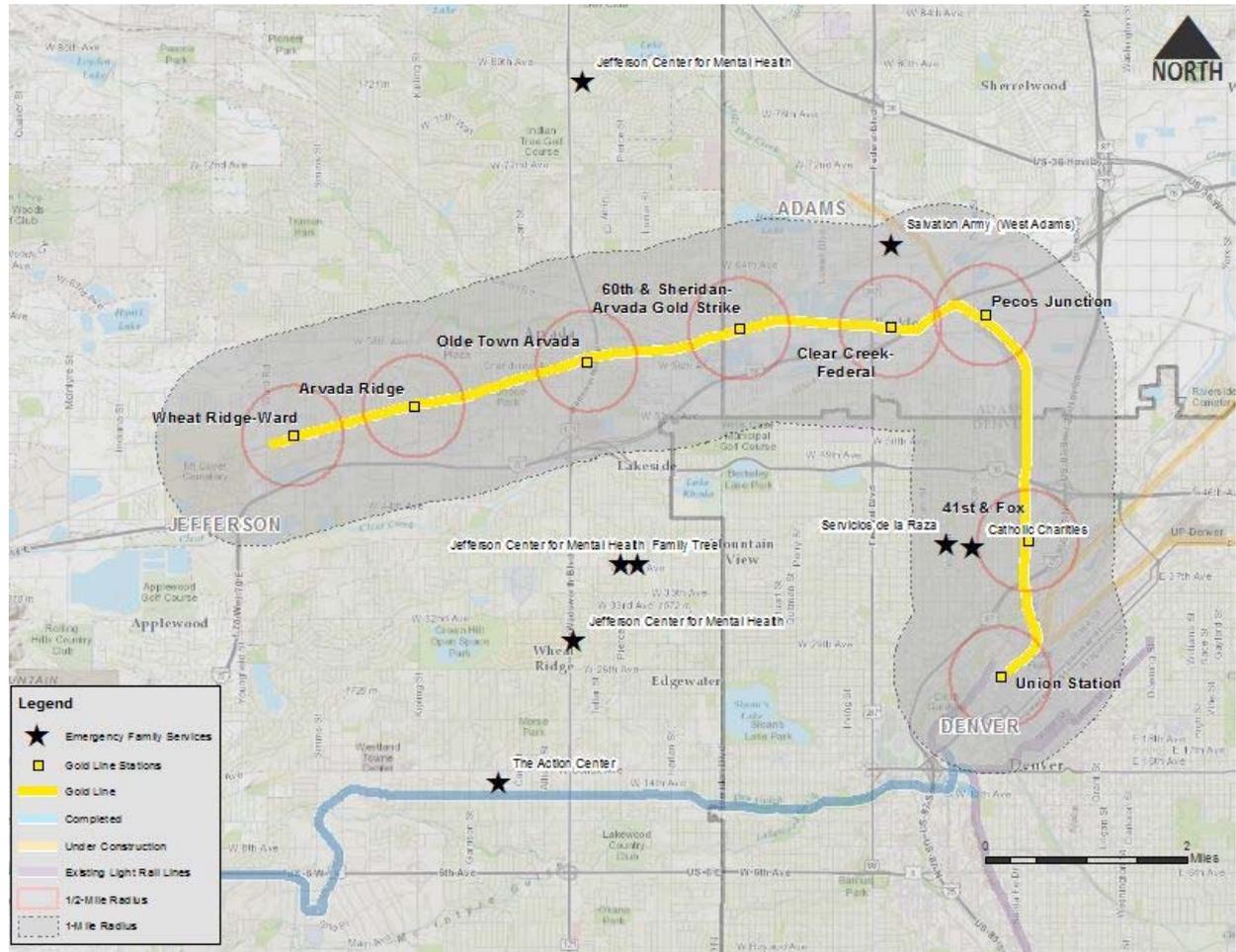
Opportunities

- The Arvada Community Food Bank currently partners with Red Rocks Community College for GED tutoring and testing. It has expressed interest in expanding this partnership to create greater job training opportunities for its clients.
- With the expansion of Red Rocks health professional programs, there is an opportunity to connect those that need employment assistance with new educational opportunities in emerging health fields.
- Interviews with community residents indicate a lack of awareness of the Adams County Center for Career and Community Enrichment. Increased signage and visibility of the site, as well as targeted outreach to the surrounding communities, particularly the mobile home parks, could increase use of the facility and provide much-needed services to low-income residents.

Social Safety Net Services

Interviews with stakeholders, service providers, and community residents indicate a need for increased social safety net services and greater coordination among service providers across the Corridor. An inventory of social safety net service providers is shown in **Figure 32**.

Figure 32
Social Safety Net Services along Gold Line Area Corridor



Source: OVLLC, EPS, ArLand

- Catholic Charities** – Located about one mile west of the 41st and Fox station, this is the main Denver office, serving residents of Northern Colorado. This site provides emergency rent and utility assistance, adoption and foster care, veteran services, immigration legal services, housing services, and senior services.
- Servicios de la Raza** – Located about one and a half miles west of the 41st and Fox station, Servicios de la Raza provides bi-lingual services to low-income residents, particularly the Latino community. It offers basic social safety net services including a food and clothing bank and referrals to housing, employment and legal resources, as well as mental health services, HIV/AIDS support services, healthcare coverage assistance, domestic violence support services, and youth leadership.

- **Salvation Army (West Adams)** – Located about one mile north of the Clear Creek/Federal station, this facility provides housing assistance, emergency rent and utility assistance, and a food pantry.
- **Family Tree** – Located about three and a half miles south of the Olde Town Arvada station, Family Tree provides services to end child abuse, domestic violence, and homelessness. This facility serves the Denver Metropolitan area, with approximately 30 percent of clients coming from Jefferson County, 30 percent from Adams and Arapahoe Counties, 25 percent from Denver County, and the remainder from outlying areas. Family Tree is looking at developing a 40+ unit affordable, supported housing site approximately one mile from the Olde Town station.
- **The Action Center** – Located about five miles south of the Arvada Ridge station, The Action Center provides both basic social safety net services and programs to support long-term self-sufficiency. It is the largest provider of utility assistance in the county, and operates the only emergency shelter in the county. In addition, it runs a food pantry, a food rescue program in partnership with four to five local grocery stores to obtain fresh food, a senior food commodity distribution program, a home-delivery lunch program in partnership with Volunteers of America for residents that aren't eligible for Meals on Wheels, and a program for homeless and emancipated youth that provides them with a box of food and personal care items. The Action Center partners with MCPN (Metro Community Provider Network) to operate an on-site clinic which has a health navigation team that provides health education, prescription assistance, and referral services.
- **Jefferson Center for Mental Health** – Jefferson Center for Mental Health is a non-profit community mental health center serving Jefferson, Clear Creek, and Gilpin counties. Its mission is to promote mental health and provide quality mental health services for persons with emotional problems and/or serious mental illness. Its services are provided through numerous clinical locations in the three county service area, in addition to schools, nursing homes, senior centers and other partner locations throughout our community. The center operates on an ability to pay policy, which is based on income, number of dependents, and availability of other funding sources.

The service providers, stakeholders, and residents interviewed identified the following as primary barriers to accessing social safety net services, as well as creating pathways to self-sufficiency:

- **Lack of Resources** – All service providers interviewed noted that they are not able to meet the current need, which places significant constraints on how many clients they can serve and the extent of services.
- **Access to Transportation** – Many of the individuals that utilize social safety net services rely upon transit to access services. Although some organizations are able to offer limited bus passes to clients, the cost of transit is often prohibitive, particularly for people that need to travel to different locations to access needed services.
- **Lack of Affordable Housing** – Access to affordable housing is key in supporting residents on a path to self-sufficiency. According to the 3rd Quarter 2014 Metro Denver Affordable Housing Vacancy and Rent Study, the residential rental vacancy rate metrowide was 3.9 percent.

- **Affordable Daycare** – Lack of access quality, affordable daycare is a primary barrier for individuals in seeking and maintaining sufficient employment to move out of poverty. This issue is discussed in greater detail in the Childcare section.
- **Mental Health Services** – The Jefferson Center for Mental Health has a number of facilities in Jefferson County, however, according to stakeholder interviews, there appears to be a greater need for services.
- **Education and Job Training** – There is a lack of sufficient education and job training services within the region. Clients are often referred to the Jefferson County Workforce Center, but accessibility is a challenge due to its Golden location.

Social Safety Net Services Trends Affecting the Gold Line Corridor

- **Suburbanization of Poverty** – Rising housing costs and historically low vacancy rates in the urban core have caused many low-income individuals and families to move further out into exurban communities, leading to the increased suburbanization of poverty. With this shift, transportation has become a primary barrier for homeless and low-income individuals to accessing social safety net services due to greater distance needed to travel to service providers. Organizations such as The Action Center provide bus tickets and gas vouchers to clients, however they are limited to eight round trips per year, and can only be used for verifiable appointments.
- **Shift in Funding Priorities** – Social safety net service providers that rely on Federal funds and Community Development Block grants have seen a decrease in funding for services such as rental assistance, despite a growing need, as funding priorities have shifted to permanent supportive housing. Family Tree dedicates a certain number of housing slots for the most chronically homeless individuals and works with a network of service providers to place people into permanent supportive housing, however there continues to be a lack of affordable housing available for the remainder of the population in need.

Assets

Despite the significant barriers that impact service provision, there is a strong collaborative effort among the existing service providers and little duplication of services. This provides an opportunity to create greater linkages through transit in order to leverage existing resources and enable access to resources outside of one's neighborhood.

Gaps

With the exception of mental health services, gaps in other services exist around the Olde Town Arvada, Arvada Ridge, and Ward Road station areas. As shown in **Figure 32**, there are no service providers within the half-mile Corridor, and Jefferson County residents living north of the Corridor must travel over three miles to access services.

The primary need is an emergency shelter in Jefferson County that can accommodate the number of individuals that are seeking shelter. In 2012, the Metro Denver Homeless Initiative conducted a Point in Time count, identifying 1,423 homeless in Jefferson County, 72 percent of whom were families with children. There currently exists one 21-bed emergency shelter, while there is an estimated 1200 to 1300 homeless on any given night. Severe weather poses are dire threat with such a lack of emergency shelter.

Opportunities

- **Leverage Existing Service Providers** – Family Tree is moving toward a client-centered model in which it is spreading services out into the community, rather than expanding facilities.
- **The Arvada Community Food Bank** is evolving beyond a traditional food bank to become a resource bank. Although it does not provide social safety net services, it does offer additional services that support the path to self-sufficiency such as GED preparation and tutoring, resume coaching, nutrition and healthy shopping on a budget classes. The Arvada Community Food Bank partner with The Action Center to provide a stronger network of service provision in the region.

6. GROCERY AND FOOD RETAIL ANALYSIS

This section focuses on the grocery store and food access issue along the Gold Line Corridor. This section is divided into two. The first part of this section focuses on grocery stores along the Corridor, while the second half focuses on community-based food strategies.

The United States Department of Agriculture (USDA) estimates that 29.7 million people live in low-income areas more than one mile from a supermarket. Those without adequate means of transportation, either physical or economic access to vehicles or public transit, to reach the nearest source of healthy food, are often forced to purchase unhealthy foods from the numerous fast food restaurants and convenience stores that are generally prevalent in these communities. These same communities are often ones whose residents suffer from a variety of diet-related health issues such as diabetes, heart disease, high cholesterol, and high blood pressure.

Studies have shown that people are more likely to consume the recommended daily amount of fruits and vegetables if they live in a census tract with a supermarket. A recent study conducted in Los Angeles found that the longer distances needed to travel to grocery stores were associated with higher body mass index (BMI). According to the CDC, one-third of American adults are now obese. Although the rate of obesity has increased across socioeconomic levels, adults living within neighborhoods that have grocery stores tend to have lower obesity rates than those living in neighborhoods without grocery stores.

Adequate access to healthy foods is not only effective in improving healthy eating habits and reducing diet-related health issues, healthy food retail can help to spur economic development and additional retail opportunities, particularly in low-income communities, can provide much-needed jobs and local tax revenue. For example, the implementation of the Pennsylvania Fresh Food Financing Initiative between 2004 to 2010 has resulted in the following:

- More than 5,000 jobs through the implementation of 88 projects.
- Improved access to healthy food for more than 400,000 residents.
- Increases property values - in one Philadelphia neighborhood, housing values saw an immediate boost, ranging from 4 to 7 percent after the opening of a supermarket.

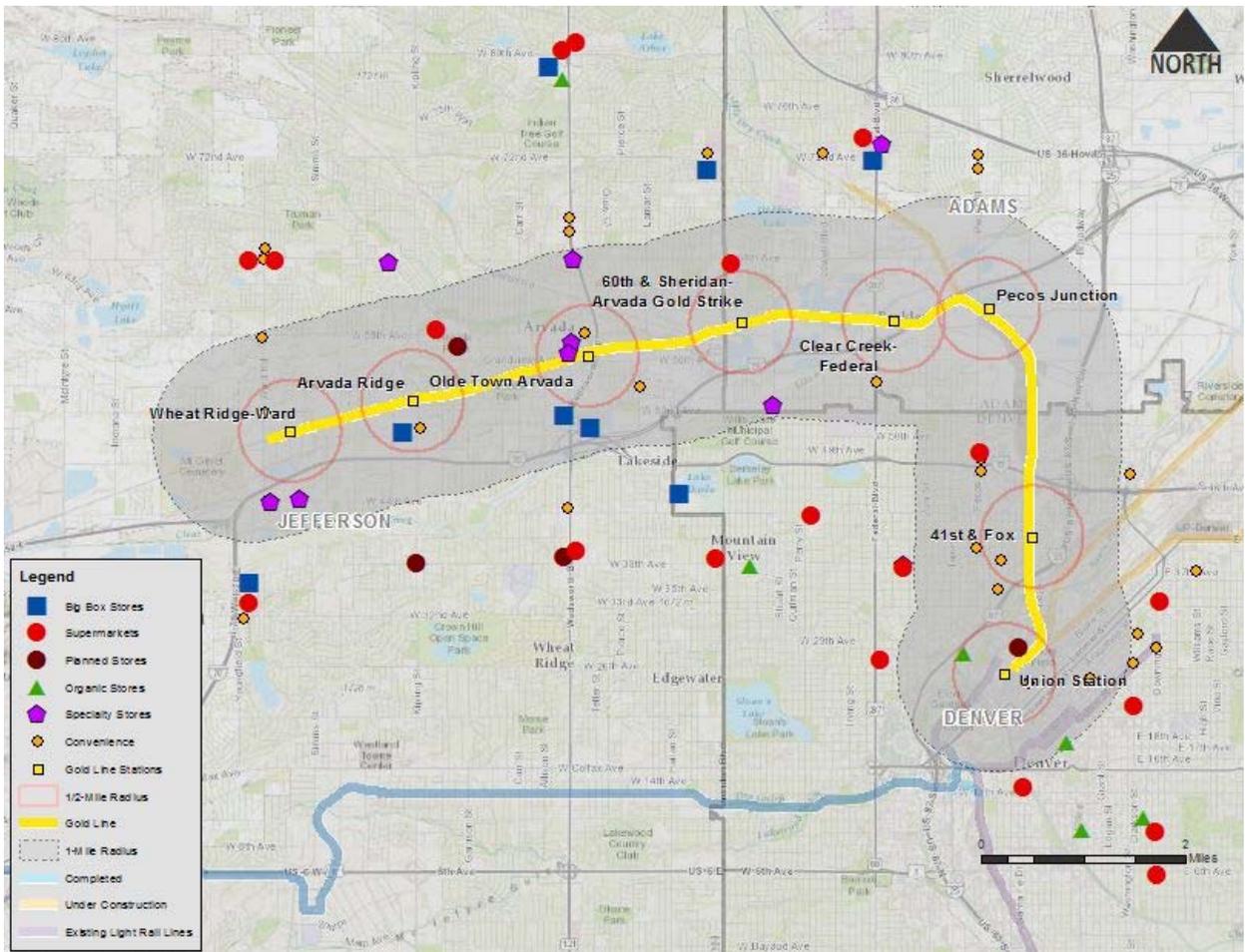
Grocery Store Retailers

Existing Conditions

Figure 33 shows the location of grocery stores along the Gold Line Corridor. The Pecos and Ward Stations do not have grocery store services anywhere close by, indicating the primarily industrial natures of these areas. The 41st and Fox station area has a Save-A-Lot grocery store approximately one mile from the station. While the area immediately surrounding the Clear Creek/Federal station had historically been industrial, this area has seen significant changes with the development of the Midtown neighborhood in Adams County and the Aria neighborhood in Denver across the street from Regis University.

Although Olde Town Arvada is close to a number of highway-oriented big box retailers, it has no grocery store. The Arvada Ridge station is the only station with a full-service grocery store close by, a SuperTarget.

Figure 33
Grocery Store Retailers in the Gold Line Corridor



Assets

Because of growth and development in Denver, national grocery store chains have taken a closer look at the Denver metro market, and appear to be increasingly open to smaller urban store models. Wheat Ridge will soon be getting two smaller grocery stores at critical intersections. There is a Sprouts Farmers Market planned at 38th Avenue and Kipling Street and another grocery store planned for the southwest corner of 38th Avenue and Wadsworth Boulevard. Conversations with the Sprouts representative indicates that the store is planning for the 38th Avenue and Kipling Street location because the 38th Avenue and Wolff Street Sprouts is doing extremely well and potentially can't accommodate all the future demand. A Natural Grocers Vitamin Cottage has broken ground at Kipling Street and 49th Avenue. The store is expected to open in late spring of 2015.

Gaps

Figures 34, 35, and 36 show the grocery store market areas for the 41st and Fox Station Area, the Aria development near the Clear Creek/Federal Boulevard Station, and Olde Town Arvada. The communities in these station areas have indicated a desire for a neighborhood serving grocery store, rather than a larger regional serving store. The analysis will focus primarily on the most immediate (Primary) market areas. Regional Market Area information is also presented because households in these areas will also contribute to demand, however, when grocers are evaluating potential site feasibility, they are focusing on the Primary Market Area demand.

The 41st and Fox Station market area is limited by highway barriers, I-25 to the east and I-70 to the north. There is a large geographic area which is not served by any grocery stores, however, the land uses in the area tend to be industrial, interspersed by some residential development. There is a grocery store provision "gap" in the area near the Aria development and the Clear Creek/Federal Station area, given the historically industrial character of the area. While the Primary Market Area is relatively focused, the Regional Market Area is potentially wide-ranging. Grocers examining the Olde Town Market Areas are primarily looking at the one mile ring, although the 3-mile ring is also shown for comparison purposes. The Olde Town station is likely to draw customers and residents from a broad area, given its accessibility to Wadsworth Boulevard which carries major north-south traffic through Jefferson County, and the future role of the Olde Town as the station location for the future commuter rail line.

Figure 34
41st and Fox Station Market Area

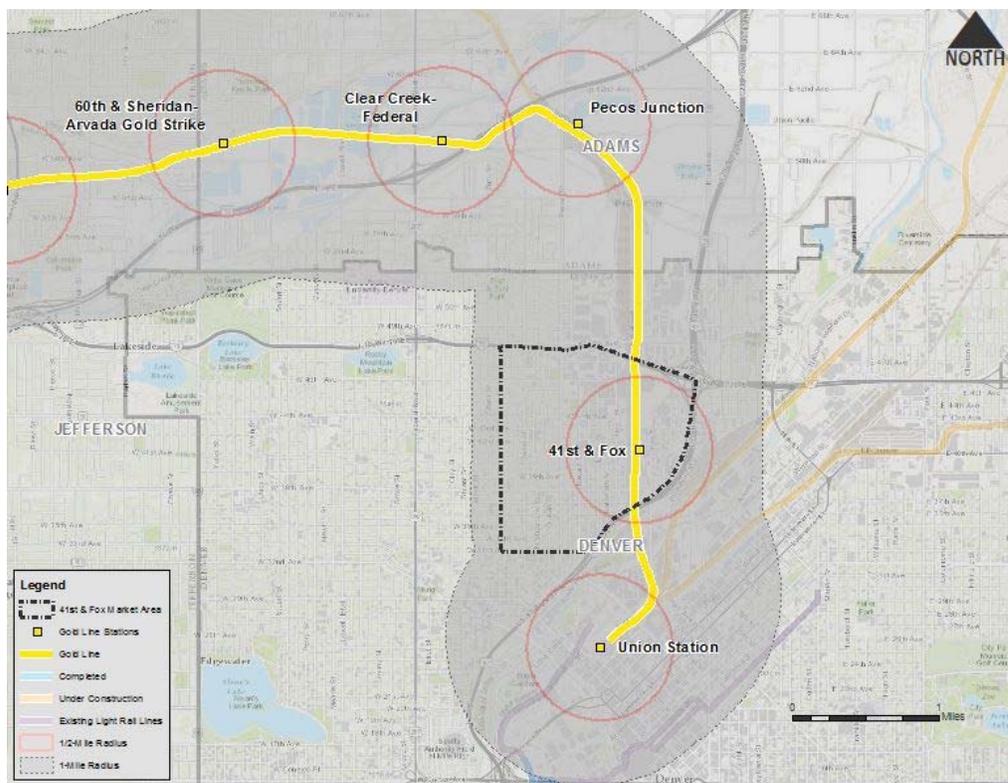


Figure 35
 Clear Creek/Federal (Aria) Market Areas

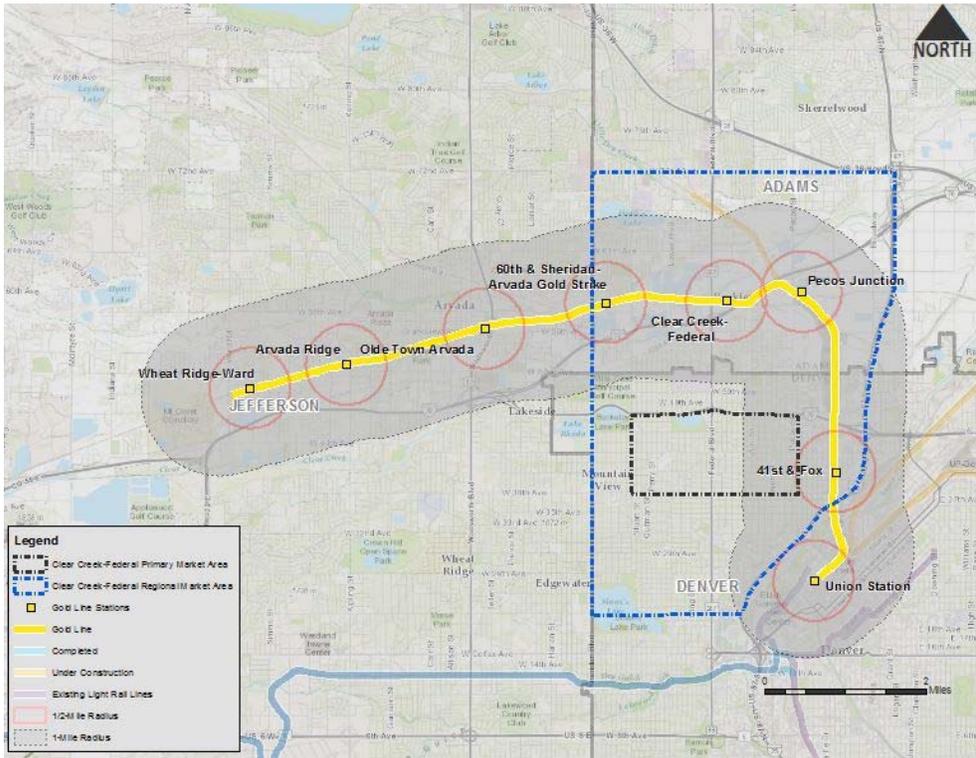


Figure 36
 Olde Town Market Areas (1 and 3 Mile Rings)

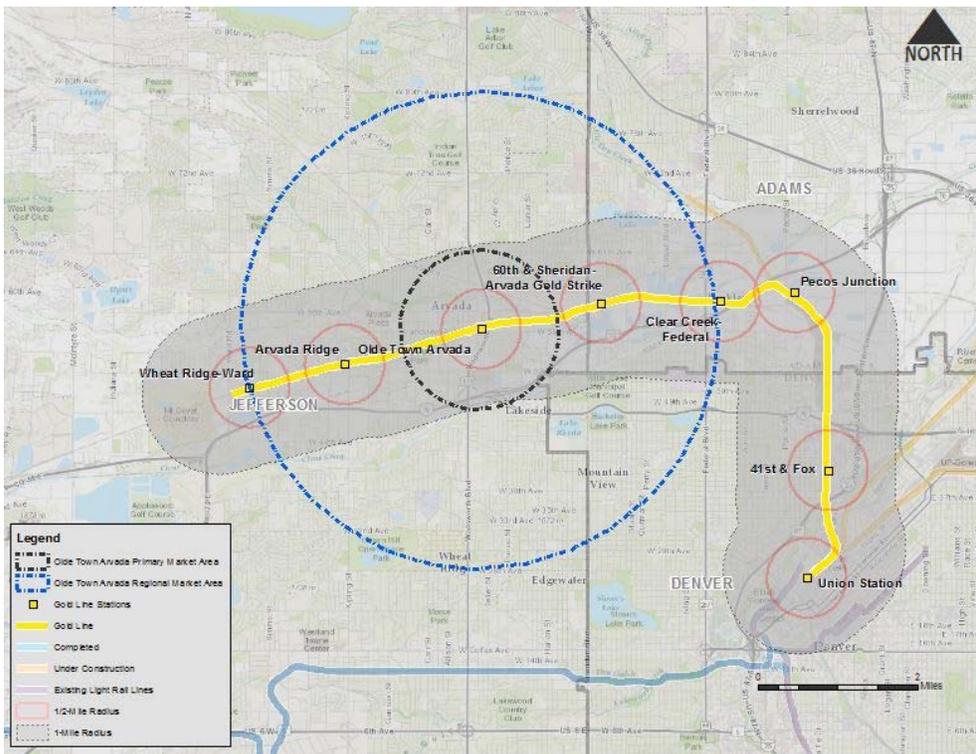


Table 26 shows demographic characteristics of the market areas identified. Olde Town Arvada has the highest number of residential households in the immediate station area. The 41st and Fox Station and Clear Creek/Federal Station Market Areas have a higher percentage of Hispanic residents than Olde Town. The 41st and Fox Market Area is also relatively younger, and while there is a higher percentage of residents with less than a high school education, there is also a relatively higher proportion of residents with higher education.

Table 26
Station Area Demographic Characteristics

	41st & Fox MA	CC/Federal PMA	CC/Federal RMA	Olde Town PMA	Olde Town RMA
Persons	9,559	12,278	78,033	16,105	119,689
Households	3,703	4,518	33,551	7,519	52,202
Median Household Income	\$46,388	\$46,602	\$48,779	\$40,586	\$49,813
Average Household Income	\$64,399	\$58,207	\$66,988	\$51,435	\$62,433
Est. Median Age	31.90	34.40	35.10	36.00	39.20
Hispanic Origin*	53.8%	53.4%	40.7%	22.3%	25.0%
Educational Attainment					
< High School	25.1%	23.6%	18.8%	10.6%	12.8%
Bachelor's Degree	22.0%	15.5%	21.5%	16.2%	18.9%
Graduate / Professional Degree	9.8%	6.1%	12.1%	4.6%	8.8%

Source: Claritas, ArLand

* of any race

Table 27 shows forecast population and household growth forecasts for market areas at the select station areas.

Growth in the Clear Creek/Federal Primary Market Area will be driven by potential household growth at the Aria community. A total of approximately 425 dwelling units is planned for the development, which is underway.

At Olde Town, long term forecasts show an additional 2,100 households in the 1-mile Primary Market Area by 2040. Current Olde Town household growth is being driven by:

- Trammell Crow is planning for multi-family residential, a hotel, and a small natural grocer on an approximately 9-acre site at Wadsworth Boulevard and 56th Avenue.
- Mark Goldberg is developing Park Place Olde Town, a 153-unit apartment building in downtown Arvada, located on Teller Street adjacent to McIlvoy Park.
- MKS Solana Olde Town is planned a 350 unit apartment project east of Wadsworth Boulevard and 56th Avenue).

Table 27
Population and Household Growth Forecasts

	41st & Fox MA	CC/Federal PMA	CC/Federal RMA	Olde Town PMA	Olde Town RMA
Estimated 2014 Population	9,559	12,278	78,033	16,105	119,689
Estimated 2014 Households	3,703	4,518	33,551	7,519	52,202
Forecast 2040 Population	11,919	13,411	95,450	20,136	139,470
Forecast 2040 Households	4,662	5,017	42,543	9,619	62,100
Forecast Population Growth	2,360	1,133	17,417	4,031	19,781
Forecast Household Growth	959	499	8,992	2,100	9,898
Population Growth Rate (2015-2040)	0.85%	0.06%	0.78%	0.86%	0.59%
Household Growth Rate (2015-2040)	0.89%	0.12%	0.92%	0.95%	0.67%

Source: Claritas, DRCOG, ArLand

Table 28 shows estimated grocery store demand in 2014 and 2040 based on households, incomes, current supply, and forecast household growth in the area. Current neighborhood demand at the 41st and Fox Station area is approximately 20,000 square feet increasing to nearly 29,000 square feet by 2040. At the Federal Center Station (Aria), nearly 18,000 square feet is supportable increasing to 22,000 square feet, and in Olde Town, over 40,000 square feet is supportable, increasing to nearly 60,000 square feet by 2040.

Table 28
Estimated Grocery Store Demand, 2014 and 2040

	41st & Fox MA	CC/Federal PMA	Olde Town 1-Mile PMA
2014 Market Area Households	3,703	4,518	7,519
* Avg Household Income	\$64,399	\$58,207	\$51,435
= Total Household Personal Income	\$238,469,497	\$262,979,226	\$386,739,765
* % Retail Expenditures at Grocery Stores	6.44%	6.44%	6.44%
= Grocery Demand	\$15,357,436	\$16,935,862	\$24,906,041
Estimate of Existing Grocery Sales ¹	\$5,000,000	\$8,000,000	\$3,000,000
- Remaining Grocery Demand	\$10,357,436	\$8,935,862	\$21,906,041
Potentially Supportable Grocery Square Feet 2014	20,715	17,872	43,812
Additional Households by 2040	959	571	2,100
Additional Grocery Store Square Feet Needed	7,955	4,281	13,912
Total Long Term Grocery Store Demand (by 2040)	28,669	22,153	57,724

Source: Claritas, DRCOG, Census of Retail Trade for Colorado, ArLand

¹ Based on Claritas and ArLand estimate of existing store sales

Opportunities

Development opportunities vary based on current demographic characteristics, forecasts for growth, current planning efforts, educational levels, and a variety of criteria examined by each retailer. The consultant team reached out to the following retailers for feedback on potential interest in Gold Line Corridor locations. They included:

- Safeway
- King Soopers
- Natural Grocers by Vitamin Cottage
- Wal-Mart Neighborhood Market
- Sprouts
- Save-A-Lot
- Lucky's
- Trader Joe's
- Tony's Market
- Mi Pueblo

Grocery store conditions and location criteria are constantly changing. For example, Albertson's has recently acquired the Safeway store chain and is in the midst of re-evaluating all of its stores nationwide, including Colorado. Save-A-Lot recently opened a 130,000 square foot warehouse in Aurora, and is planning to open stores in the Colorado market. Boulder-based Lucky's is also reportedly looking for additional metro Denver locations.

One of the challenges in marketing the station areas is forecasting potential rate of change, particularly in those station areas where area redevelopments could have a catalytic effect on the surrounding neighborhoods. Some of the feedback and observations were as follows:

- **41st and Fox Station** - Although the 41st and Fox Station neighborhood area is seeing some redevelopment and demographic shifts in the neighborhood make-up, the neighborhood's biggest challenge is the lack of an accessible, visible location for a grocer. I-25 to the east and I-70 to the north cut off part of the market area from the station. For the grocers identified above, an accessible, visible location is critical.
- **Clear Creek/Federal – Aria** – While many of the grocers contacted were familiar with the Aria redevelopment, most mentioned that at this point, they would be monitoring the progress of the site's redevelopment. Grocers interviewed also indicated that the relative unattractiveness of the Federal Boulevard Corridor is a major deterrent to potential location. However, given the demographic characteristics of the area and the gap in grocery store provision, a Hispanic grocery store chain is potentially interested in the Aria location, and conversations have begun, facilitated by Denver's Office of Economic Development.
- **Olde Town Arvada** – Because of active marketing efforts on the part of the station area developers, Trammell Crow, and AURA, the grocery stores were aware of the availability of a grocery store location. Lucky's expressed the most solid interest. Trader Joe's was currently evaluating its potential interest. Others with apparent longer term interest include Sprouts and King Soopers. King Soopers prefers a conventional store layout, while Sprouts will be evaluating how its new 38th and Kipling location in Wheat Ridge fares before determining whether another store location in the market would make sense for them. While Sprouts does have a location at 77th Avenue and Wadsworth Boulevard, it believes that the store is not in an optimal location.

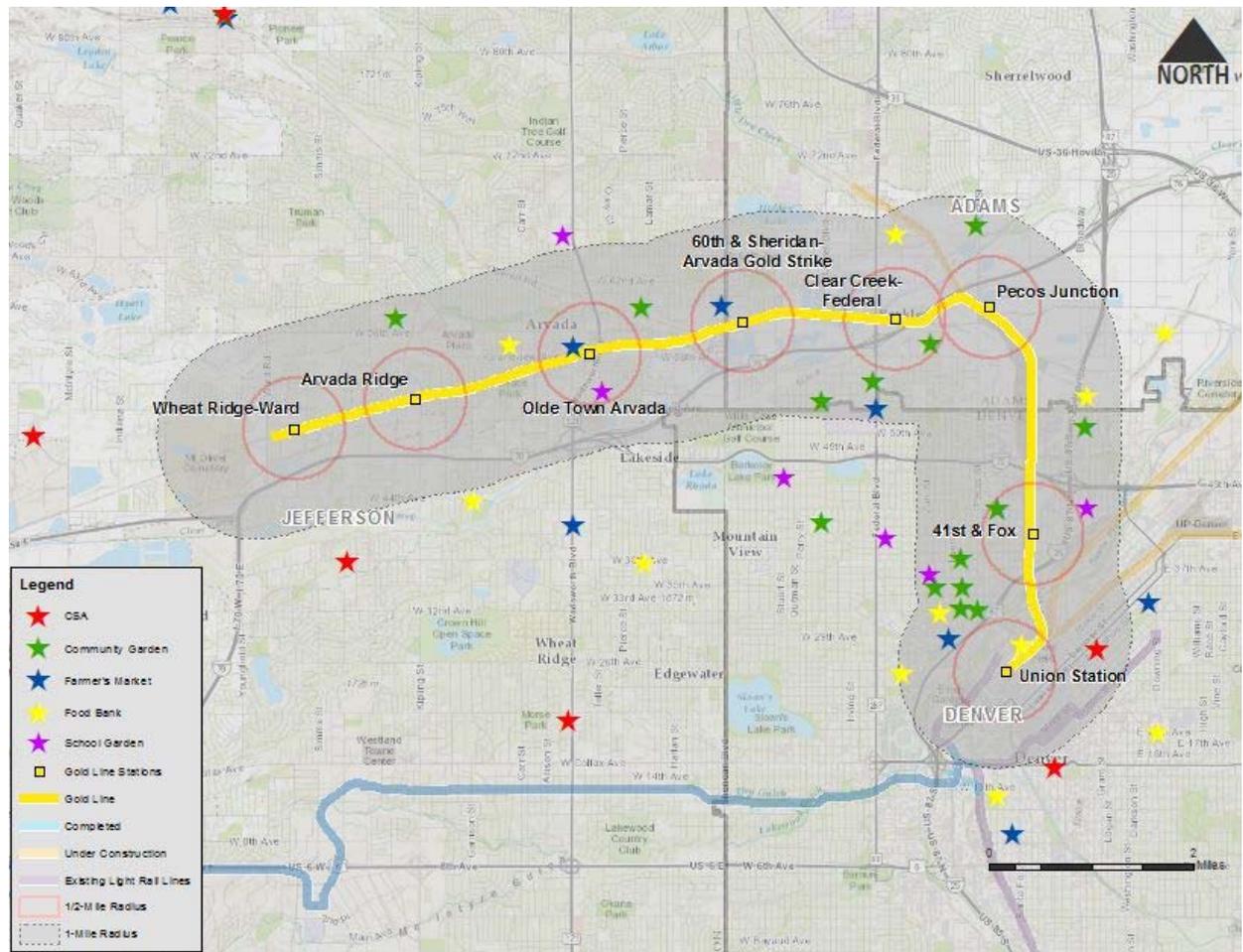
Location criteria vary. Both Lucky's and Sprouts were primarily interested in the percentage of college-educated residents in the market area. Both desired at least 40 percent of the households in the market area to have a Bachelor's degree. Above average per capita incomes were preferred. Sprouts also prefers market areas where there is a high percentage of households without children present (millennial and/or empty nester households).

Community-Based Food Access

Existing Conditions

Community-based strategies for providing healthy food play a key role in filling the gaps in communities underserved by traditional grocery retailers. These strategies often provide multiple benefits such as spaces for community gathering and socializing, and connecting residents to additional resources in their community. These strategies include: community gardens, school gardens, urban farms, farmers' markets, Community Supported Agriculture programs (CSAs), mobile markets, food banks and food pantries, and community meal programs. The type and number of community-based food providers in the Gold Line Corridor are shown in **Figure 37**. Interviews with residents and providers indicate that the current strategies are not physically and/or economically accessible to all residents and do not fully meet the current need.

Figure 37
Community-Based Food Providers



Community Gardens and School Gardens

Research has shown that gardeners tend to consume more of the recommended daily amounts of fruits and vegetables, and engage in increased moderate physical activity. In addition to the health benefits of gardening, community and school gardens offer valuable opportunities for social interaction, multi-generational mentoring, and hands-on learning experiences. Community gardens, in particular, provide a place for residents across culture and socioeconomic backgrounds to share knowledge, skills, and cultural traditions, while improving access to healthy foods.

There are approximately 14 community gardens dispersed along the Corridor, primarily concentrated near the 41st and Fox and Clear Creek/Federal station areas. The majority of these gardens were reported as full in the 2014 gardening season. Garden leaders interviewed noted that current gardens appear to be meeting the need and desire for community gardening, however there may be the desire for additional gardens as new residential development occurs. Additional community gardens are planned at Beach Court Elementary in partnership with the Aria development and Hyland Hills regional park, described in the Urban Farm section.

Some garden leaders in the Highlands and Sunnyside neighborhoods, near the 41st and Fox station area, have seen a shift in the demographics of community gardeners as the demographics of the neighborhood have shifted. This has resulted in some community gardens being utilized more by those with the economic means to access food elsewhere rather than the low-income residents who are in the most need of having additional opportunities for accessing healthy foods.

Denver Public Schools Sustainability Office coordinates the School Garden and Greenhouse Program. Currently, there are over 80 school gardens/farms across DPS. DPS oversees and provides support to these gardens and coordinates the Denver School Garden Coalition, a collaboration that serves the needs and circumstances within each school garden through coordinated and complimentary garden programming. DPS school gardens within the Gold Line Corridor include: Academia Sandoval (in partnership with Denver Urban Gardens and Slow Food), Columbian Elementary (in partnership with Urbiculture), Skinner Middle School, Centennial Elementary (in partnership with Slow Food), and Garden Place (in partnership with The Kitchen Community). Jefferson County School District also runs a garden and greenhouse program and has gardens at the following schools within the Corridor: Arvada High School and Foster Elementary School. No Adams County 50 schools participate in school garden programs.

In conjunction with the school garden program, both DPS and Jefferson County School District operate Garden to Cafeteria (GTC) programs to provide fresh produce to food services. Jefferson County piloted this program in 2012 at three schools, and adopted it as a formal program in January of 2013. To date, no schools within the Corridor area have GTC programs.

Urban Farms

There are currently no urban farms within the Corridor, however there are two large food production projects planned:

The Aria development near the Clear Creek/Federal station area is focused on healthy living and will incorporate several amenities that support the health and wellness of both Aria residents and the surrounding community, including multiple project and partnerships to increase access to healthy foods. These include:

- One acre of production gardens that will be operated by Urbiculture and will include: an urban farm, three permaculture gardens, and a sliding-scale farm stand open to the public. The food from these gardens will also be provided to nearby Beach Court Elementary and Regis University food services departments. They also hope to partner with the women and children in transitional housing at Warren Village to provide therapeutic gardening opportunities.
 - A greenhouse to provide year-round produce in partnership with Groundwork Denver, which will also provide job training to youth.
 - Partnership with Regis University in developing The Center Urban Agriculture and Nutrition program. This program will encompass an interdisciplinary major and minor in Urban Agriculture. The production gardens at Aria will provide experiential learning opportunities for Regis students involved in this program. Regis will work with Urbiculture and Groundwork Denver to engage the broader community and work to develop an economic development model rooted in urban agriculture.
- An 85 acre regional destination park to be developed by Hyland Hills Parks and Recreation district that will include community gardens, greenhouses, and community buildings for educational opportunities. The final plan for the park is yet to be determined.

Farmers' Markets

There are approximately seven farmers' markets and farm stands located along the Corridor, two of which are located within a half mile of a station area. Four of these markets accept EBT (food stamps). The Arvada Farmers' Market is the only farmers' market in the Corridor that operates year-round. During the winter season, the farmers' market operates out of the Mile High Vineyard Church. It continues to operate weekly through November and December, and monthly from January through April. The farmers' market is in the process of expanding to serve customers year-round through an online format that allows customers to place orders online and pick up at pre-determined locations.

Community Supported Agriculture (CSA) Programs

A CSA is an arrangement with a farmer and a consumer whereby the consumer pays up front for a "share" of the farmers produce. They then get a specified quantity of produce at specified times throughout the growing season – generally this is a box of food per week, but can vary depending on farm capacity and type of products available. Although there are currently no urban farms currently within the Corridor area, there are five CSAs that have the serve residents in the region. The existing CSA programs collectively have more than 220 shares available to residents in the region.

Food Banks and Food Pantries

Food banks and food pantries serve a vital role in ensuring emergency access to food for community residents. Although not intended to be the sole source of food provision, many families are reliant upon food banks to provide supplemental food. There approximately 11 food banks and food pantries along the Corridor, although there are likely small, neighborhood resources not captured in this study. The majority of the food banks are concentrated nearest the 41st and Fox station, many of which are located in the urban core. Many of the food banks and food pantries limit the number of visits residents come make to obtain food, and they often have geographic boundaries that limit some residents access. For example:

- Servicios de la Raza only serves residents within the 80211 zip code.
- The West Adams Salvation Army has a service boundary of 53rd Avenue on the south, 104th Avenue on the north, Washington Street on the east and Sheridan Boulevard on the west. Clients must provide a proof of address.
- The Arvada Community Food Bank limits the number of visits to 12 times a year in order to supplement food rather than become the sole provider of a household's food.

Federal Food and Nutrition Assistance Programs

Federal assistance programs such as the Supplemental Nutrition Assistance Program (SNAP) and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) serve to enable low-income households to obtain a more nutritious diet by increasing their purchasing power. There are currently a small number of organizations along the Corridor that offer information about and support with applying for Federal assistance programs, including Catholic Charities, Servicios de la Raza, Arvada Community Food Bank, the Salvation Army, and the Action Center. The Jefferson County Community Health Improvement Plan, discussed further below, identifies a need to research current SNAP and WIC enrollment and identify barriers to participation.

Assets

From a community-based food access perspective, there are a number of assets that can be leveraged to improve access to healthy foods for all residents along the Corridor. These include:

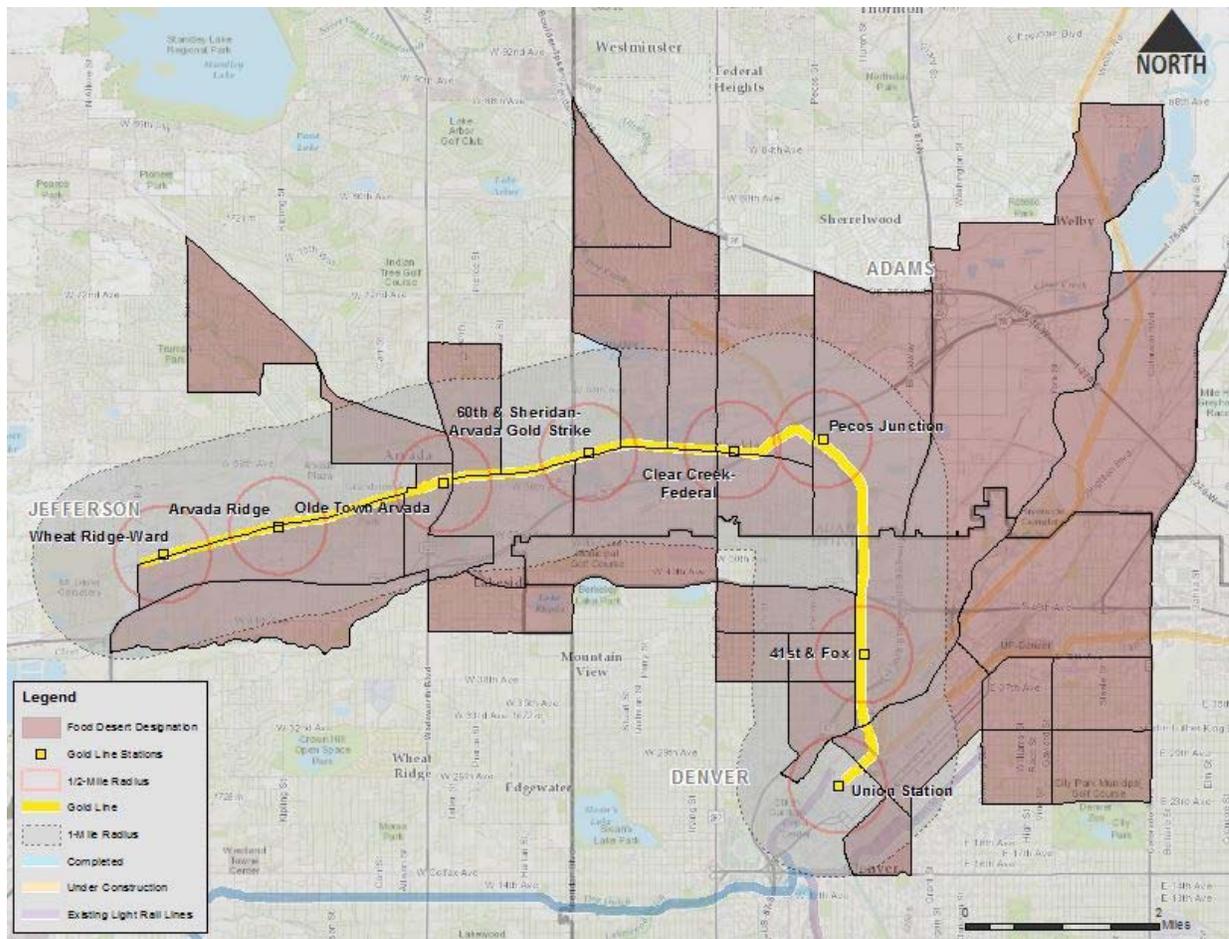
- A variety of healthy foods providers and advocates across the Corridor that are interested in and motivated to work together to improve access to healthy foods for all residents.
- Jefferson County is home to a large number of food producers, many of whom have expressed interest in finding additional sources of distribution for produce. In addition, considerable vacant land is present throughout Jefferson County, although further study would be needed to assess amount and viability of available land for agriculture.
- The incoming rail line provides infrastructure that could potentially be utilized for produce distribution along the Corridor.
- Existing policies and ordinances that support healthy foods access and local food production:
 - The 2009 Wheat Ridge Comprehensive Plan includes policies for retaining and promoting agricultural activities to provide greater opportunities for accessing healthy foods.
 - The 2014 Arvada Comprehensive Plan includes a policy for removing barriers to the production and distribution of food through agricultural activities on public and private land.
 - Both Denver and Wheat Ridge have passed ordinances allowing backyard gardeners to sell their produce from their property, provided certain licensing requirements are met.
- Both the Denver and Jefferson County Community Health Improvement Plans (CHIP) have prioritized Healthy Eating Active Living strategies as key focus areas for improving the overall health of residents, reducing health disparities, and reducing health care costs.
 - Denver's CHIP includes an objective to "Increase access to nutritious foods and beverages in underserved areas."
 - One of the primary goals cited in Jefferson County's CHIP is to "Increase healthy food access in low-income households with children ages 0 to 18."

- There is a strong knowledge base to draw on through the long history of backyard gardening and agricultural activities along the Corridor.

Gaps

- **Food Stores** – Previous planning efforts, along with stakeholder interviews conducted during this study, indicate that improving access to healthy foods is particularly a priority for the communities surrounding the 41st and Fox, Pecos Junction, Clear Creek/Federal, and Olde Town station areas. The 2014 Gold Line Corridor Profile Reports states: Except for the Arvada Ridge station (a SuperTarget) there are no nearby full-service grocery stores along the Gold Line. The neighborhoods surrounding the line are also major food deserts.

Figure 38
Food Desert Designation – Low Income and Low Access at Half-Mile



- **Community Gardens** – Local food production through community gardens and urban farms provides important supplemental access to healthy foods. However, due to the seasonal nature of gardening, these resources are unable to meet the year-round nutritional needs of residents.
- **Community Resources** – Low-income households are particularly reliant on emergency food services. As seen in **Figure 38** above, low-income census tracts exist all along the Corridor. Only three food bank facilities serve the communities west of Federal Boulevard. For residents living near the Ward Road station area, the nearest food bank is close to three miles away.

All of the food banks interviewed stated that their facility was unable to meet the demand in their service area and that there is a continued need for additional emergency food services. The majority of the community gardens have partnerships with local food banks for donating extra produce. Due to the seasonality of gardening, fresh produce is much more difficult to obtain in the off-season as produce donated from nearby grocery stores is often overripe and close to 30 percent is discarded. In addition, although food bank facilities often provide bus passes to clients, the availability is limited and the affordability of transit is a key barrier for residents in accessing healthy food options.

With regards to seniors, the “Aging Well” document states that some of the gaps related to food assistance in Jefferson County include long waiting lists of people for Meals on Wheels and the limited availability of food pantries for those who do not drive or live near a bus stop. In addition, there is only one congregate meal site in Arvada, which is only open one day per week.

- **Land Contamination** – Land contamination concerns surrounding the Pecos Junction, Clear Creek/Federal, and Gold Strike stations inhibit local food production. Soil tests would be needed prior to any agricultural activities. Raised beds and soil remediation can address this issue, however these strategies require greater resources than are sometimes available to low-income residents.

Opportunities

Connect Food Providers and Food Access Advocates

Given the number of food producers in Jefferson County and sizable production operations planned near the Gold Strike and Clear Creek/Federal stations, there is a valuable opportunity to connect these projects to each other to help provide fresh produce in underserved communities along the Corridor.

Alternative Food Retail

- **Healthy Corner Store Initiative:** The Denver Environmental Health Healthy Corner Store Initiative is piloting five healthy corner stores in 2014. In 2015, enrollment will open to around 50 corner stores. The Sunnyside neighborhood near the 41st and Fox station currently has 12 convenience stores that could potentially be a fit for this program.
- **Walgreens Food Oasis Stores:** In 2011, Walgreens began piloting “food oasis” stores in Chicago to provide fresh produce in underserved communities, with a commitment to open 1,000 “food oases” stores throughout the county by 2016. Walgreens opened the first food oasis store in Colorado in the northeast Park Hill neighborhood of Denver in 2013. Walgreens is tracking the data to evaluate the success of this approach before considering locating food

oasis stores in other Denver Metro. Exploring the potential for locating a “food oasis” store within the Gold Line Corridor would require further understanding of Walgreens location criteria and long-term development plans for the region.

Expand Free Produce Models

Denver Food Rescue is a mobile food redistribution organization that works to get fresh produce into low-income/low-access communities. It currently partners with the GrowHaus in the Elyria-Swansea neighborhood to provide free produce along with products available for purchase through GrowHaus’ on-site market. Though still in the pilot phase, the market has so far seen an increase in sales, as well as a large increase in neighborhood resident participation in their educational programming. Denver Food Rescue has indicated an interest in expanding to other communities, and is currently exploring its capacity to serve in a larger-scale produce distribution role.

Mobile Markets and Pantries

The Arvada Community Food Bank currently operates two mobile food pantries, one to a mobile home park and one to a senior housing facility, that deliver food once a month to communities that have severely low access. It has expressed interest in expanding to additional sites provided it is able to access additional funding sources.

7. STATION AREA DEVELOPMENT OPPORTUNITIES

This chapter identifies the development opportunities for each station determined from the above market analysis, key person interviews, site characteristics, developer and land owner objectives, adopted station area plans, and land availability. It also identifies the target industries and major constraints to development at each station. The forthcoming Economic Development Strategy (Task 5) will recommend ways to address these constraints and barriers, through city actions, policies, and investments; partnerships; infrastructure projects; and marketing and outreach. It will also provide strategies for employment attraction in the target industries.

41st and Fox

The 41st and Fox Station is closest to downtown Denver and is located in the historic Globeville neighborhood settled by Italian and eastern European immigrants. One of the city's oldest neighborhoods, Globeville has been dissected by rail and highway corridors and the immediate station influence area is characterized by a mix of modest Victorian era bungalows interspersed with industrial uses. West of the tracks is the Sunnyside neighborhood, a revitalizing area but containing a rough eastern edge of mixed industrial and residential and vacant sites along Inca Street fronting the rail line Corridor.

Sunnyside is beginning to experience some market momentum moving north from the LoHi neighborhood. Two blocks east of the rail line is the Regency Auraria Student Housing project west of I-25 and north of 38th Avenue. There have also been a number of new apartment projects moving north of downtown close to I-25 including Carmel Partner's Rockmount apartments east of I-25 at 25th Avenue.

The largest opportunity site is the 40-acre former Denver Post printing plant property located south of I-70 between Pecos and I-25. The site had previously been considered by Denver as a potential regional retail opportunity site as it is located at the intersection of Colorado's two major interstate highways. However, the site has major infrastructure deficiencies including local access, utilities and soil contamination. The property is currently being marketed for a range of residential uses including apartments and additional student housing.

RTD built a pedestrian bridge over the rail right of way connecting the station west to the Sunnyside neighborhood. The interior of the Sunnyside neighborhood is gentrifying but is still relatively low income. The Inca Street rail frontage is a mix of small industrial and commercial buildings, junkyards, vacant land, and small homes mostly in poor condition. The bridge connection has stimulated some property assembly for TOD uses.

The area's greatest asset for development is its proximity to downtown. A key feature is the existing compact traditional street grid and small block structure, and direct easy connectivity to LoHi and all of the associated jobs and amenities by transit, bicycle, or car. The quality and mix of building types is inferior to 38th and Blake but there is still an authentic gritty urban character that is conducive to a neighborhood attractive to millennials with a mix of new housing and revitalized living spaces and more employment intensive industrial and service jobs.

Residential Development

The 41st and Fox station area has an opportunity to capitalize on the demand for close-to-downtown housing, with affordable and market rate housing priced below LoHi and RiNo. Targeted development types are expected to be as follows:

- Market rate and income restricted apartments;
- Rehabilitation of existing buildings for urban lofts, studios and townhouses.
- A mixture of densities and project sizes depending on site specific characteristics, as the station is in an infill and redevelopment location as opposed to an undeveloped greenfield site.

Targeted Industries

The current mix of industries at 41st and Fox includes an older historic mix of small and medium sized manufacturing and services uses including metal fabrication, construction trades, and food products. The uses are similar to what are found elsewhere in the Denver's industrial spine following the rail lines and South Platte River. Similar to other central locations, many of these older uses are leaving as their products become outmoded or are relocating to outlying locations as land values in the area increase and they become priced out. The largest industrial use, the Denver Post Printing Plant closed in 2008 when The Denver Post and Rocky Mountain News consolidated.

In general, the firms expected to be attracted to 41st and Fox will be those who are seeking well-located space with urban amenities at a lower cost than LoDo and downtown Denver. Targeted industries for 41st and Fox are recommended below.

- Entrepreneurial ventures and start-up companies seeking an urban mixed-use neighborhood;
- Small business service and professional services seeking an affordable close-to downtown location; and
- Small firms engaged in higher value product manufacturing and wholesale trade such as artisanal goods, Colorado made products, food and beverage, clothing and accessories, furniture, and other goods with a higher level of design and finish than mass market products.

Retail/Commercial Development

Although the 41st and Fox Station neighborhood area is seeing some redevelopment and demographic shifts in neighborhood make-up, the neighborhood's biggest challenge is the lack of an accessible, visible location for a grocer. I-25 to the east cuts off part of the market area from the station. For the grocers contacted for this study, an accessible, visible location is critical. The retail trade area surrounding the station is constricted by major highway and rail barriers. As a result, the minimum household and income requirement for most retail uses will not be realized unless or until there is a major increase in households in the area. Smaller independent commercial uses serving residents and employees can develop and expand over time. The expected tenant types include more eating and drinking establishments, personal services, a small market, and other convenience retail.

Constraints

The station area's greatest TOD constraint is access. From the west, the only access is off West 38th Avenue. There are no through streets across the rail ROW to the north until I-70. From the east and north the only access is via West 44th Avenue, which connects to West 46th along the I-70 frontage. The quality and condition of the local street and sidewalk grid is also poor. Fox Street and Inca Street are in poor condition and both lack sidewalks.

Opportunity Sites

1. **The former Denver Post Printing site** – The current owner of the site has split the property into three separate development sites.
 - a. Site A is 18.2 acres. The site was identified in the Denver Retail Opportunities Study as a regional retail potential site but it lacks highway access. The future use of the building or the site is to be determined. There is a variety of potential uses that could go at the site.
 - b. Site B is 10.5 acres and is being marketed for apartments. There is an interested developer evaluating the feasibility of developing the parcel currently.
 - c. Site C is 11.5 acres and is also being marketed for apartment or student housing development.
2. **Redevelopment Site** – Two parcels totaling 4.6 acres have been planned for redevelopment into mixed use residential buildings with ground floor retail. There is currently a small medical office building on Site A and outdoor storage on Site B.
3. **Vacant Parcel** – This one acre site is owned by the Hainey Family Limited Partnership. The site has the potential for infill attached housing.

Figure 39
41st and Fox Station Area Opportunity Sites



Pecos Junction

Pecos Junction is located in an area dominated by gravel mining along Clear Creek and by related sand and gravel processing and truck distribution to construction sites around the Denver Metro Area. There are also a significant amount of rail related distribution and repair and other heavy industry with large amounts of outdoor storage. The station siting was determined primarily because of its location at the junction of the Gold and Northwest lines and therefore may allow for passenger transfers in the future (the Northwest line will be an express service from Westminster to DUS initially). The station area land use pattern is not likely to change until the sand and gravel mining activity is completed. At that time, the relocation of mineral processing and distribution activity would be possible.

Residential

The existing land use pattern is not conducive to residential development and the Flammable Gas Overlay surrounding the station is also a major barrier. It is completely isolated from the area's residential neighborhoods that are located over one mile to the north and west. The most active residential development is the Midtown at Clear Creek project being developed on the former 177-acre UTC/Sunstrand manufacturing plant property at 67th and Pecos about one mile to the north. This redevelopment project has considerable additional land for development that is expected to absorb area demand for the next 10 to 20 years.

Targeted Industries

The heavy industrial and distribution use in the station area environs are not expected to change for the foreseeable future. These industries are good employers and need a location with good within the Metro Area. There is no market pressure to displace these uses at this time and there is not a strong economic rationale for relocating them.

Retail/Commercial

Without an area residential base, there is no significant demand for neighborhood and community retail uses. More regional retail uses are adequately provided by the Arvada shopping centers located north of I-70, along Wadsworth in the vicinity of Olde Town 2.5 miles to the west.

Constraints

The station is within a flammable gas overlay district due to the presence of landfills in the station area. This overlay greatly reduces the potential uses within the station area. As well, the existing heavy industrial and distribution development pattern is incompatible with TOD residential and employment uses. The station site's isolation from a neighborhood context also makes it difficult to anticipate a transition of land uses without a wholesale urban renewal effort. Adams County's lack of urban renewal power to do so within an unincorporated area is also a constraint.

Opportunity Sites

- 1. Vacant Site** – This 6.3 acre site is two parcels (4.2 acres and 2.1 acres) and formerly a nightclub, which has been demolished. The site is well suited for industrial needing highway access or visibility.

Figure 40
Pecos Junction Opportunity Sites



Clear Creek/Federal

The Clear Creek/Federal station is also located in an area that was mined for sand and gravel in the recent past. This activity has moved on leaving a substantial amount of vacant and underutilized land in the station area. It is closer than the Pecos Junction station to nearby residential development within Adams County to the south of I-76. Federal Boulevard adjacent to the station provides superior north-south access to Regis University located about 1.5 miles to the south. The nearest active residential development areas are the Aria development located just to the east of Regis and the Midtown at Clear Creek development located at Pecos and 67th Avenue.

Residential

The station area is somewhat isolated from surrounding residential development; however, there are four opportunity sites located within the half-mile station area totaling 70 acres with the potential for residential development as shown in **Figure 41**. At a gross average density of 20 units per acre, the station area could potentially accommodate 1,000 to 1,500 units creating a significant TOD.

Targeted Industries

This station is not anticipated to have significant employment development potential at least in the near term. The nearby employment base is heavy mining rail and industrial uses not compatible with TOD. The uses in the Federal Boulevard Corridor are more commercial in nature. There is not an established office market in the area nor is there sufficient land to create a critical mass of these uses. The developer of Clear Creek Transit Village has zoning for up to 200,000 square feet of office but the current rent structure in the area does not support the construction of new office space.

Retail/Commercial

Federal to the north is primarily a retail and commercial Corridor including auto and RV dealerships and other large land intensive uses. These uses can intensify with the development of additional residential development that increases the trade area population over time. Retail opportunities at the station are expected to be limited to convenience and food service retail, service office, and community services. There is potential grocery store interest further south along Federal Boulevard.

Constraints

The larger area lacks adequate trunk infrastructure to support large development projects at the station, which is the main barrier to development. Specifically, adequate water service infrastructure needs to be built and extended to development sites. The roadway network and access points to Federal are also needed. Individual development projects will likely struggle to provide needed infrastructure.

Opportunity Sites

1. **Clear Creek Transit Village** – This 21-acre proposed TOD has zoning approvals for 770 housing units, 42,000 square feet of retail, and 203,000 square feet of office development. The developer has formed a metro district but is still addressing infrastructure needs and costs including water through the Clear Creek Water District.
2. **Vacant site** – Three parcels totaling 17.8 acres. This site has the potential to be multifamily apartment sites.
3. **Redevelopment site** – 12.4 acre site near the station.
4. **Redevelopment site** – Two potential development sites needing property assemblage. Site A is 6.8 acres and Site B is 11.5 acres.

Figure 41
Clear Creek/Federal Station Opportunity Sites



Arvada Gold Strike

The Arvada Gold Strike station is located near the intersection of 60th Avenue and Sheridan Boulevard. The station area consists of two main uses; industrial uses and buildings along the rail track and to the south of the station, and stable single family neighborhoods on the north side of 60th Avenue. The rail road tracks and grade changes along Sheridan Boulevard create a major barrier for pedestrian or bicycle access south of the tracks, and automobile access in the area is also limited due to the lack of access points on to Sheridan Boulevard.

The southern portion of the station area is dominated by areas within the floodplain including several ponds left behind from gravel mining. A large section of this land in the floodplain on the eastern edge of the station area is owned by Highlands Hills Parks and Recreation District, which is planning a large open space and park area there (described in the community services section). There is one major site along Sheridan Boulevard that is within the floodplain, which is highlighted in **Figure 42**. This site, if brought out of the floodplain, would represent a major opportunity site for additional employment oriented uses.

The station area south of 60th Avenue is a mixture of industries with over 2,100 jobs located in the area. A portion of the businesses and industrial building stock is employment intensive and transit supportive, but there are many heavy industrial uses, particularly south of the rail tracks, that are active in the area.

The residential portion of the station area consists of mostly built out single family neighborhoods. The station will be easily accessible for the homes on the north side of 60th Avenue. There is also a King Soopers Grocery Store located at 64th and Sheridan just outside of the half-mile station area.

Residential

The potential for new housing in the station area is low mainly due to the lack of development sites. There is potential for low to medium density housing, especially affordable housing. There is one potential housing development site in the station area. The Simpson United Methodist Church is located on the north side of 60th Avenue, directly north of the station. The church has contemplated relocating because the building is old and expensive to maintain. However, it has been there for 34 years with an older congregation used to going there. The church is potentially open to using part of the property for community facilities and/or affordable housing, although it would prefer to also retain some of its current uses on the property, potentially in a smaller footprint. The local church leadership owns the property. If a church ceases to exist on the property, it is then taken over by the United Methodist Church organization, Rocky Mountain Conference.

Targeted Industries

The businesses within the station area are long standing, thriving and identified as a major asset by the City of Arvada. The businesses are located here largely due to the affordability of land and ease of access to I-76. One employer is expanding to an adjacent site. The area north of the rail track is more accessible to the station that should have a different mix of industries to target than the south side of the tracks.

In general, the firms expected to be attracted to Gold Strike station area will be those who are seeking lower cost flex and industrial space near the interstate or rail. Targeted industries for Gold Strike are recommended below.

- Manufacturing uses that are employment intensive and have little outdoor storage uses. Some of the manufacturing uses in the area north of the rail tracks fit this description. There may be additional sites available for these uses west of Sheridan Boulevard.
- Professional, scientific and technical services firms looking for flex industrial space and desire being in a more industrial setting.
- Transportation, warehousing, and wholesale businesses will continue to desire this area; these uses should be encouraged south of the rail tracks.
- Several of the businesses interviewed suggested that attracting a hotel to the general area would be a major asset for businesses in the station area. The hotel could be located outside of the station area but would likely be used by the station area businesses by their out of town clients.

Retail/Commercial

There is limited demand for retail and commercial uses at this station area. The area is well served with retail at the intersection of 64th and Sheridan. There may be demand for convenience and food service retail serving the businesses in the area but there appear to be no available apparent sites for them.

Constraints

Access to the station area is a major constraint to this station area. Access is primarily from 60th Avenue with the station tucked behind the businesses that front 60th Avenue. The rail tracks are a major barrier to access from the south side of tracks, which essentially cuts the walkable station area in half and limits TOD potential to the north side. There is a lack of development sites in the area which limits the TOD potential. Sheridan Boulevard is also a major barrier with a major bridge and grade change south of 60th Avenue and the lack of pedestrian amenities along and crossings of Sheridan. Accessing the station from sites west of Sheridan may not be perceived as possible therefore limiting the appeal. Lastly, this station area represents the least potential of three stations in the City of Arvada and is likely the lowest priority for limited resources the City could invest into station areas over the next 5 to 10 years.

Opportunity Sites

- 1. Simpson United Methodist Church** – Any future development on this 3.2-acre site would likely need to include a rebuilt church, which limits its development potential. There would also be the need to vet any redevelopment ideas by the congregation before moving forward. However, the City has begun preliminary conversations with the church. Potentials could include affordable housing or a community facility.
- 2. Partially vacant parcel** – This parcel is located adjacent to the future station area parking. The western portion of the parcel is vacant and totals 5.2 acres. The eastern portion has a one-story office building on it. The site has poor access and visibility but is suitable for low density office or industrial flex development.
- 3. Vacant Site** – This 10.3 acre site is within the floodplain and cannot be developed until major mitigation efforts are made. The site is currently used occasionally for temporary outdoor sales, such as food and firework stands. The Army Corps Engineers has expressed some initial interest to the City of Arvada in aiding/leading mitigation efforts for the creek area that would in effect make the site developable. The site is well suited for transportation and wholesale distribution, as well as other industrial uses.

Figure 42
Arvada Gold Strike Station Opportunity Sites



Olde Town Arvada

The Olde Town station is located on the south edge of Olde Town Arvada, an historic downtown commercial district that has evolved into a vibrant mixed use retail, food and beverage, and entertainment area. The district also contains a number of small office buildings and civic uses including a new Jefferson County Library and historic St Anne's Catholic Church and school. To the south of the rail line and station is now a completed urban renewal plan area that was redeveloped for large format retail east of Olde Wadsworth including Costco, Lowes, and Home Depot, and residential development to the west including the Water Tower Village apartments and flats (**Figure 43**).

The City has been actively planning for TOD surrounding the station for a number of years. The city is building a 600 space parking garage below the station that includes 400 park-n-ride spaces for RTD and 200 spaces for the Olde Town business district. AURA has created a new urban renewal plan area focused on facilitating TOD and has engaged in a P-3 with RTD and Trammell Crow to build a mixed use development on a 9 acre site to the east of the parking garage including the previously planned RTD Park-n-Ride lot.

Residential

The addition of TOD residential uses will allow Olde Town to become a true mixed use transit village. The market for multifamily apartments in the station influence area has been proven up with three projects in various stages of development including the Trammell Crow project. In addition, the 150 unit Park Place apartment project under construction on Yance north of Grandview and a second 350 unit apartment project proposed by MKS east of Wadsworth Bypass on West 56th.

The market for ownership housing is expected to improve in the near future once the construction defects litigation issues are resolved. There is also expected to be additional market pressure for renovations and scrapes in the older neighborhoods surrounding Olde Town as the district continues to grow and prosper and the development around the station helps drive up property values.

Targeted Industries

The Arvada area does not have a major multitenant office market. Olde Town is a logical location for small office buildings to be built as it has the downtown retail and transit amenities to support office uses. However, Olde Town does not have lease rates that support new Class A office construction. In the short run, office development will need to be owner-user driven with lease rates commensurate with build to suit buildings.

- Downtown office uses including professional and financial services.
- Likely single tenant, owner occupied potentially with some multi-tenant space.
- Encourage small scale office in older buildings.

Retail/Commercial

The market for retail space is largely established in the Olde Town area. The historic business district can always benefit from additional specialty and restaurant and entertainment uses that increase the critical mass and draw of the area. Currently, the demand for restaurant and bar space within Olde Town is pushing some of the older retailers out, which reduces the critical mass of retailers. The market analysis identified that there is an opportunity for a natural foods grocer and Trammell Crow is investigating the possibility of including it in the 9.0 acre site development. A potential grocer interested in the market is also interested in the mini-storage site (#4) but the reported asking price is too high to support a grocer without public subsidies.

Constraints

The City of Arvada has been actively working to enhance the station environment for TOD for a number of years by financing a joint use parking structure, building an enhanced station plaza, and pursuing a joint development project on the RTD/City opportunity site. The remaining constraints include lack of a pedestrian crossing of the Wadsworth Bypass at West 56th and the lack of available sites for redevelopment. As Wadsworth is a state highway, it would need approval by the Colorado Department of Transportation (CDOT) for a pedestrian crossing.

Opportunity Sites

- 1. RTD Joint Development Site** – This 9.0 acre site is comprised of land assembled by AURA including the former RTD Park-n-Ride and additional property purchased for Gold Line parking. Trammell Crow was selected as the master developer and is working completing its development plan for a mixed use project.
- 2. Landmark Theater** – This 9.9 acre site includes the Landmark theaters on a ground lease which expires in 2016. The property's location adjacent to the station parking garage and across from the Trammell Crow project would likely indicate its marketability for higher density TOD.
- 3. Brooklyn's** – The 3.0 acre former Brooklyn's bar and restaurant site and owned by AURA and is located just west of Olde Wadsworth. It has significant potential for redevelopment and is currently under negotiations with the AURA to become a hotel. The site is immediately surrounded by several multifamily residential buildings at Water Tower Village. If the hotel deal does not materialize, the site is also well suited for residential uses.
- 4. Mini-Storage** – This 2.9 acre site developed with mini-storage units is an underutilized parcel given its prime location near the station. A natural foods grocer has expressed interest in the site but the reported asking price of \$5 million or \$40 per square foot is more than can be supported by this use.
- 5. MKS Property** – This 15 acre site has been optioned by MKS with plans for 350 apartment units.

Figure 43
Olde Town Arvada Station Opportunity Sites



Arvada Ridge

The Arvada Ridge station is located on the south side Ridge Road on the west side of Kipling Street. A multifamily apartment project was built on the south side of the station in 2013 in advance of the station opening. To the south of the apartments along Kipling is mainly regionally oriented retail uses, including the Super Target anchored Arvada Ridge Marketplace Shopping Center.

Red Rocks Community College has a campus north of the station area and currently has one classroom building on its property. The college is planning to build a second building and expand its health care related education programs at this campus.

Residential

Residential uses should be the primary focus of TOD in this station area. There is the market for additional apartment development similar to the Arvada Station project. Rental rates do not currently support structured parking but may once the station opens which would increase the potential density of development. For-sale condo development is also a future potential once changes to construction defect laws are made. The station area is well suited for senior and affordable housing development due to the surrounding retail, service, and recreation amenities. Attached single family townhomes are also a potential use and could be used to buffer the more dense housing from the adjacent single family neighborhoods.

Targeted Industries

The focus of this station area should be primarily residential uses. However, the presence of the Red Rocks Community College creates the opportunity for additional education employment. The expansion of the health care focuses of the college at its campus may present the opportunity for limited additional health care related services/uses.

Retail/Commercial

The poor access to the station area from Kipling limits the potential for retail along Ridge Road. There may be potential for some convenience and food service retail at the station. The Arvada Ridge Market Place has vacant pad sites remaining which will be more competitive and suitable for retail, as well.

Constraints

Access to the station and the lack of potential development sites are the only major constraints for development in this station area. The lack of direct access makes any uses other than residential difficult. Any potential development sites on the east side of Kipling may be limited by poor pedestrian access to the station area across Kipling. The heavy industrial uses in the southwest portion of the station area limit potential on south side of the tracks for other TOD opportunities. Another potential constraint is that station area is split between Wheat Ridge and Arvada, including opportunity sites owned by the State of Colorado Human Services. Conflicting land use plans and design standards might complicate development on these parcels if they exist.

Opportunity Sites

- 1. Vacant parcel** – This 11.2-acre vacant parcel is owned by the Arvada Ridge Market Ridge LLC. It is well suited for residential and mixed use TOD, including local services.
- 2. Redevelopment site** – This 13.8 acre site is owned by the State of Colorado Department of Human Services. The site is 2/3rds developed with low density office and social services buildings. The State has no immediate plans to move any uses on the site or sell the property. This site is in the City of Wheat Ridge. The site is well suited for multifamily TOD and attached townhomes.
- 3. Redevelopment site** – This 9.1 acre site is also owned by the State of Colorado Department of Human Services. The site is partially developed and used by the state. The State has no immediate plans to move any uses on the site or sell the property. This site is in the City of Arvada. The site is well suited for multifamily and mixed use TOD.

Figure 44
Arvada Ridge Station Opportunity Sites



Ward Road-Wheat Ridge

The Wheat Ridge-Ward Road station area has a mixture of low density residential, rural properties, industrial, flex, office and medical uses. There is a vacant 13 acre site north and west of the station which includes the former Jolly Rancher candy factory, which has been demolished and the site cleared for development. There are two additional vacant parcels at the station area, totaling 9 acres. These three parcels together represent that largest vacant site adjacent to the station of any of the stations. RTD has agreed to build two new streets that connect the station to Ward Road and 52nd Avenue. RTD is also relocating its existing park and ride lot at Ward Road and I-70 to the station area and are building a sizeable number of surface parking spaces. The park and ride site on I-70 is an opportunity site for Wheat Ridge to attract regional retail or hotel uses but it is likely too far from the station to be accessible for pedestrians.

Three separate jurisdictions have land use control over portions of the station area. The majority of the station area is within Wheat Ridge. The City of Wheat Ridge has developed a subarea plan for its portions of the station area, which encourages mixed use TOD with residential focus north of the rail tracks and mixed use/employment south of the rail tracks. Significant portions of the northern part of the station area are within the City of Arvada, including a large 55 acre, vacant site along Ridge Road. Lastly, there are portions of the station area, including a few small enclaves, which are within unincorporated Jefferson County.

The station area has the most employment of any of the station areas and the employment density is the highest of any of the station areas. The employment in the area is a mixture of several industries mostly within industrial, flex, and one/two story office space. Kaiser Permanente has a medical clinic and offices in the station area. Despite the general appearance of some of the buildings, this area is a thriving employment node that has served as incubator area for new businesses due to its low cost flex space and its location near I-70 and in the western Denver Metro Area. The employment within the area is a mixture of transit supportive and non-transit supportive industries.

Residential

The station area is attractive for housing due to the transit station. The market for housing in the station area is primarily north of the tracks and east of Ward Road. There is a potential for medium to high density housing at the station including demand for limited mixed use apartment development at the station area. The location near health care services and the surrounding open space and neighborhoods to the north and west make the station area attractive for senior oriented housing. The large 55 acre vacant site in Arvada is a major opportunity for a mixture of housing types, mainly single family attached and detached housing, but should be developed in a compact, walkable manor with the denser housing along Ridge Road.

Targeted Industries

The station area is attractive to a wide variety of businesses and already has a significant concentration of different industries. The target industries for the station area are described below.

- There are 47 professional, scientific, and technical service businesses in the station area with a total 424 employees. The services provided by these businesses vary but are mostly engineering related and most require some sort of flex or laboratory space. There is also a

strong desire to be owner occupants of their buildings/space and most are small businesses with around 10 employees. These types of businesses should be targeted for attraction and expansion within the station area and the attributes of the area that attracted these businesses highlighted. These jobs have the potential to locate in building forms that are transit supportive and oriented but likely not highly dense. They will generate demand for office space within traditional office buildings and also flex buildings. There is potential for building forms that have flex space on the ground floor and office above.

- Manufacturing also has a major presence in this station area. There is a mix of manufacturing businesses with no major type. Manufacturing jobs should be targeted to the area, specifically light manufacturing jobs that are employment intensive and complimentary to other uses.
- New businesses incubation could be a strategy for growing interest and employment in the area. Several industries could be attracted to an incubation space(s). Identification of eco-systems of businesses that could jointly locate in the area is needed.
- Research and development employment is another potential target industry, specific research and development needed flexible space or with impacts (noise, odor, chemicals) that make them less suitable to business office parks such as Denver West.
- Construction, transportation, warehousing and wholesale businesses will find this area attractive. These uses should be encouraged but further away from the station and near I-70 south of the tracks.

Retail/Commercial

The station area has limited demand for retail due to the low housing density in the area. The employment in the area does generate demand for retail that services the businesses evident by the stand alone office depot located on Ward Road. There is likely demand for more retail providing convenience items, services (i.e. dry cleaning), and casual dining along Ward Road. There may be the potential for mixed use retail with small retail spaces located below second story office space along Ward Road. An increase in households in the stations area will increase demand for retail.

Constraints

The mixture of uses within the station area is one of its greatest assets but also one of its biggest constraints. The varied and inconsistent land use pattern has resulted in a lack of consensus about the future uses in the area. The introduction of residential uses at the station area may lead to some of the adjacent employment uses to relocate, but will not drastically change the uses in the area unless a significant amount of housing is developed, especially outside the immediate area north of the station. A clear direction and vision for the station area may provide the development market the direction needed to attract additional development.

The lack of coherent street network in all parts and the quality of the street network in some places is barrier to attracting TOD. Increased circulation and access in the area would make the area more transit friendly and attractive. Connections south of the tracks from the station at Ward Road, Tabor, and potentially a pedestrian bridge would help make the south side of the tracks more attractive. The improvement of Ward Road to create a more urban streetscape and pedestrian amenities is also needed.

Lastly, the station area is under three different controlling jurisdictions. Wheat Ridge is the only one to have generated a plan for TOD, but parcels in both Arvada and Jefferson County can have a large impact of the success of the area from a development stand point. Coordination is needed to align planning efforts and ultimately development plan approvals, and may also generate joint funding opportunities.

Opportunity Sites

- 1. Former Jolly Rancher factory site** – Owned by IBC Denver II LLC, the site is 13.7 acres. The site is well suited for mixed use residential development and commercial development along Ward Road. The owner has attempted to develop the site for both industrial uses and also residential uses. The owner is also interested in selling the site if the opportunity arises.
- 2. Vacant site used for outdoor storage** – Owned by Ward Road Storage this 2.3 acre site is vacant but is currently used for outdoor storage. The site is well suited for residential TOD or flex-office space similar to the adjacent properties along 52nd Avenue. The owner is interested in selling the site.
- 3. Vacant farm land with single family home** – Three parcels owned by the Hance Family Trust total 6.7 acres. The property is occupied by the owner and used for minimal farming uses. The owner does not have any immediate plans to sell or move.
- 4. Vacant site** – This large site consists of two parcels totaling 55 acres in size. This site is well suited for a mixed for-sale housing products. There is likely demand for compact single family detached and attached housing.
- 5. RTD Park-n-Ride** – This 10.1 acre site is owned by RTD and the transit uses are planned to be relocated to the station area. RTD will likely sell the property once this occurs. The site is well suited for highway, regionally oriented retail and potential a limited service hotel.
- 6. Outdoor storage** – This 5.5 acre site is also owned by Ward Road Storage LLC. The site is used for outdoor storage of RVs and other similar vehicles. The site is well suited for office and flex-industrial development.
- 7. Undeveloped Industrial land** – This 13.2 acre area is consists of several parcels is vacant, industrial zoned pad sites. These sites are well suited for industrial, flex and office development.

Figure 45
Ward Road Station Opportunity Sites



The Economics of Land Use



Final Report

Gold Line Corridor Case Studies

Prepared for:

Gold Line Working Group, and
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January 16, 2015

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1. INTRODUCTION AND BACKGROUND

Introduction

As a component of the *Market and Community Services Analysis*, EPS conducted research on existing rail corridors in the western and central U.S. to identify case studies with applicability to the Gold Line Corridor. The purpose of this research was to assist corridor property owners, developers, and economic development officials with identifying lessons learned with application to economic development growth opportunities and specifically transit oriented development and addressing specific market, infrastructure, and policy issues or impediments.

This report is organized into six chapters, outlined below, with a summary of key findings at the end of each chapter.

- 1. Introduction and Background** – A review of national trends in commuter rail system expansion and related transit oriented real estate factors.
- 2. Collaborative Corridor Efforts** – A summary of two approaches to transit corridor or system wide collaboration.
- 3. Industrial TOD** – A summary of the approaches and experiences of other cities in integrating passenger rail with industrial development, and more broadly on balancing demand for residential and other commercial development with industrial job preservation and attraction.
- 4. Town Center and Main Street Stations** – A profile of four station areas that were created as new Town Centers or a part of a historic downtown or main street.
- 5. Health Care and Transit** – A profile of two station areas where health care services are linked to the transit station.
- 6. Education and Transit** – A profile of two station areas where educational facilities or services are located and linked through transit.

Commuter Rail and TOD

The fact that Gold Line will be built as a commuter rail rather than a light rail line reflects some differences in the nature of the Corridor compared to the light rail corridors. Similarly, commuter rail technology functions differently than light rail which can affect the amount and type of TOD that can be expected to occur in the future. EPS' research on the commuter rail lines built in the U.S. in the last 20 years provides common themes present in these corridors. This section provides an overview of the history of commuter rail in the U.S. and a summary of recent lines built over the past 20 years. It also provides a discussion of the physical, transit operations, and market factors that affect commuter rail TOD in contrast to light rail TOD. The unique characteristics and opportunities associated with the Gold Line are then discussed.

Commuter rail differs from light rail or heavy rail (e.g. San Francisco's BART or Washington D.C.'s Metro system) in terms of its characteristics and markets served; similarly, TOD opportunities associated with commuter rail also have some important distinctions. Commuter

rail is most often passenger transit service utilizing diesel or electric propelled trains on existing track and/or new track within an existing freight rail corridor. It generally provides frequent peak-hour service and work-trip oriented service of longer distances, typically 20 miles or more, with longer station spacing of two to five miles. By contrast, light rail generally provides more frequent service both during the peak hour and throughout the day and evening. Light rail station spacing is closer, generally less than two miles, and even down to blocks in dense urban settings.

Until recently, commuter rail systems were only found in the largest metropolitan areas including Boston, Chicago, Montreal, New York, Philadelphia, San Francisco, and Toronto. These systems are made up of multiple commuter rail lines connecting outlying suburbs to the CBD and also tying into a finer grain light rail, heavy rail, or subway system within the central city. The numbers of destinations that are accessible from these older systems are therefore much larger than some of the newer systems.

In the last 20 or so years, commuter rail lines have been built in smaller urban markets including Albuquerque, Austin, Dallas, Los Angeles, Miami, Minneapolis, Salt Lake City, Portland, and Seattle, as shown in **Table 1**. A number of these lines (e.g., Austin and Albuquerque) are single corridors rather than components of a larger system and typically have approximately 10,000 average daily riders or less. However, like Denver, other commuter rail lines have been built as components of a more multifaceted regional rail system including other modes including Seattle, Portland, Minneapolis, Salt Lake City, and Dallas. Ridership numbers on these lines are generally higher and have the potential to increase as the system develops and provides greater regional accessibility options.

**Table 1
Commuter Rail Systems in the United States**

Rank by Ridership	System	Major Cities Served	Avg. Weekday Ridership	Route Miles	Lines	Stations	Date Opened
1	Long Island Railroad	New York	334,100	321	11	124	1836
4	New Jersey Transit Rail	New York / Philadelphia	302,000	398	11	164	1983
3	Metro-North Railroad	New York	298,700	385	6	122	1983
2	Metra	Chicago	292,600	488	11	241	1984
6	SEPTA Regional Rail	Philadelphia	130,900	280	13	153	1983
5	MBTA Commuter Rail	Boston	124,400	368	13	127	1973
7	Caltrain	San Francisco / San Jose	50,800	77	1	32	1987
8	Metrolink	Los Angeles	40,800	388	7	55	1992
9	MARC Train	Baltimore / Washington D.C.	34,100	187	3	43	1984
10	Virginia Railway Express	Washington D.C.	15,900	90	2	18	1992
11	Tri-Rail	Miami	14,800	71	1	18	1987
16	UTA FrontRunner	Salt Lake City	14,700	88	1	16	2008
13	Sounder Commuter Rail	Seattle / Tacoma	11,900	80	2	9	2000
12	NICTD South Shore Line	Chicago	11,600	90	1	20	1903
14	A-Train	Denton	8,600	21	1	6	2011
15	Trinity Railway Express	Dallas / Fort Worth	8,000	34	1	10	1996
17	NCTD Coaster	San Diego	5,200	41	1	8	1995
19	Capital Corridor	San Jose/Oakland/Sacramento	4,300	168	1	15	1991
20	Altamont Commuter Express	San Jose	4,100	86	1	10	1998
18	New Mexico Rail Runner Express	Albuquerque	3,500	97	1	13	2006
21	Northstar Line	Minneapolis	2,500	40	1	6	2009
23	Capital MetroRail	Austin	2,400	32	1	9	2010
22	Shore Line East	New Haven	2,200	59	1	13	1990
24	Westside Express Service	Beaverton	2,000	15	1	5	2010
25	Music City Star	Nashville	900	32	1	6	2006

Source: APTA, Economic & Planning Systems

H:\143020-GoldCorridorMarketReadinessStudy\Dat a\143020-Commuter Rail Ridership.xls\Ranking

Commuter rail TOD opportunities are different than those associated with light rail or heavy rail systems due to its more limited scope, both in terms of frequency of service as well as the portion of the region that can easily be accessed by transit. Both factors limit the accessibility premiums that translate to increases in real estate market demand and higher land values. The nature of existing land uses in the commuter-freight rail corridor can also be less compatible with adjacent TOD. Sound levels associated with diesel locomotives and horns are louder, there are often larger transit parking fields, and freight rail movements generate impacts less compatible with residential and office-based employment development. As a result, TOD uses are often situated farther away from the station in order to mitigate these impacts.

The existing land development pattern in commuter rail corridors is also often not compatible with TOD, as it can include manufacturing and distribution uses that require direct rail service as well as other heavy industrial uses. Despite these limitations, there remains a great deal of interest in TOD at commuter station locations, particularly on these newer lines where land use and development patterns are less fully built out.

Even in some of the country's largest light and heavy rail systems (e.g., WMATA in Washington, D.C. and BART in San Francisco), it has taken 15 to 20 years from systems opening for any significant TOD to materialize. The scale and land uses in commuter rail TOD are different than light and heavy rail TOD. Since commuter rail often serves more suburban areas, the land use

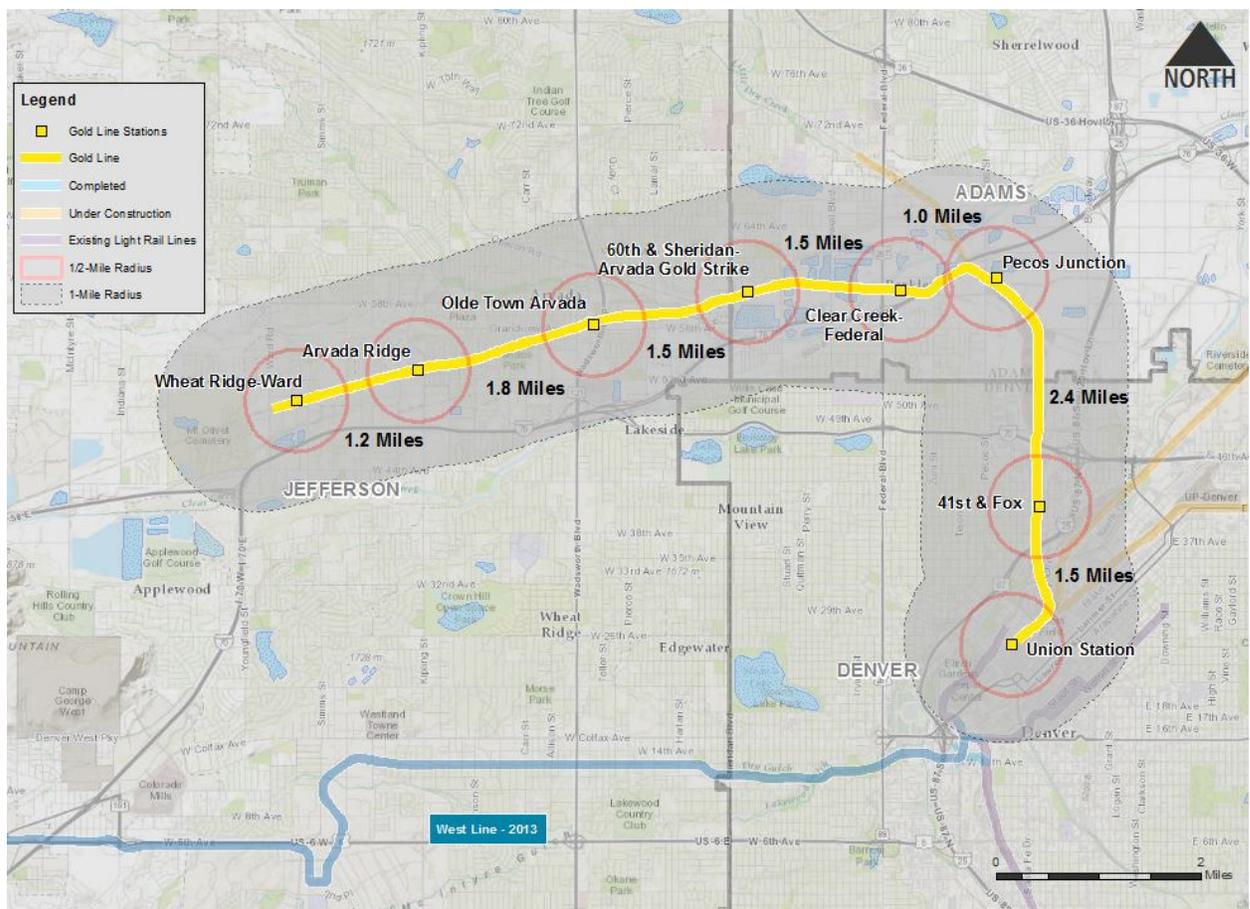
mix appears to be, so far, more weighted to residential development, unless a station already is located in a major employment area. Commercial development tends to be lower intensity as the retail and services businesses that serve surrounding residents do not necessarily depend on the transit service for business.

However, major demographic and economic shifts that have occurred in the past 5 to 10 years suggest that the demand for TOD real estate will continue to increase, enabling development to accelerate. These include the Millennial Generation's preference of renting over owning and lower rates of car ownership; baby boomers seeking downsized low maintenance housing and less desire or ability to drive as they age; rising fuel and construction costs over the long term; and less availability of mortgage financing and personal savings towards housing down payments among younger generations affected by the Great Recession.

FasTracks Commuter Rail

The FasTracks commuter rail lines have some of the challenges and opportunities for TOD identified above. However the design and operating characteristics of the new lines are intended to be more "light rail like" and will likely mitigate some of these limitations. For example, the station spacing on the 11-mile Gold ranges from 1.0 to 2.4 miles which is more akin to a light rail line as shown in **Figure 1**.

Figure 1
Gold Line Corridor



The Gold Line is also expected to operate using light rail service frequencies with headways of 7 to 15 minutes on a 24-hour schedule. Further, the line is fully electric with overhead catenary similar to RTD's LRT lines eliminating much of the noise impacts of diesel engines. It will also have level boarding platforms eliminating stairs, a system that is superior to existing LRT stations.

The Gold Line does have a number of the limitations outlined above typically associated with commuter rail built within existing industrial rail corridors. The Gold Line for the most part runs adjacent to active freight lines and often double track freight lines. Associated with the freight line, there are rail spurs and rail related industrial and shipping uses along the Corridor. There are also limited crossing locations making property access to the station difficult or circuitous from properties on the opposite side of the tracks.

Commuter Rail TOD Considerations

Multiple market, economic, and physical factors that are unique to each urban environment and each rail corridor influence the type of development that occurs, whether it is mixed use TOD or more conventional employment development. It is important to consider the impacts of each factor when comparing TOD and TOD programs across different systems; what has been successful in one market may not be as successful or even feasible in another. Broad observations and experiences from other commuter rail lines and the larger transit systems in which they operate are outlined below for consideration along with the case studies presented in the chapters that follow.

Size and Geography of the Metro Area – The population and employment growth within a metro area determines the overall demand for housing, employment, and commercial space. Larger and faster growing metro areas like Dallas and Seattle have greater demand for housing and commercial development than smaller or slower growing metro areas. Larger cities also tend to have more diversity in housing, partly due to greater demographic diversity and partly due to other market factors such as land costs and physical geographic constraints. High land costs and a constrained land supply will result in higher development densities. The Gold Line has relatively low densities and land costs and at a number of stations also has an abundant supply of undeveloped land. The appropriate level of density at a TOD will therefore be relative to the density of the area surrounding it and will vary by station location and context.

Land Use Policy – State, regional, and local land use planning also affects the demand for TOD and high density mixed use development. Specifically, policies that restrict the amount of land available for development result in greater demand for the land that is available, resulting in higher land values. Higher land values in turn require higher density development in order to be economically feasible. In the case of the Portland metro area, there are strong state and regional level land use and transportation planning and growth management laws that favor high density development along transit corridors over lower density greenfield development. The DRCOG region does have some regional land use control through the urban growth boundary and transportation funding that prioritizes infill and transit development.

Automobile Congestion – In cities with high levels of roadway congestion like Dallas and Seattle, the market places a premium on TOD locations for housing and employment development. When commuting by automobile affects worker productivity and quality of life, employers and households may choose locations with direct transit access to avoid the

frustration of traffic jams and reduce travel times. The rising cost of fuel is also likely to increase the demand for housing and employment in TOD locations. The Gold Line Corridor in particular does not have the same levels of congestion present in these other markets.

Quality and Extent of Transit Service – Having a transit system that provides frequent reliable service, a good rider experience, and relatively complete regional access is directly related to market demand for real estate development at stations. In mature transit markets with a fully developed transit system, one can live without an automobile because of the level of transit access and frequency of service. Like Denver, all of the cities studied including Dallas, Salt Lake City, Portland, Seattle, and Minneapolis are in the process of developing more robust rail transit systems. As these systems expand, the market demand for TOD real estate will grow.

Development Timing – More mature rail systems (e.g., San Francisco and Washington, D.C.) did not start seeing significant TOD until after they were operating for 10 to 20 or more years. In Portland, Dallas, and Seattle, TOD is taking place much quicker in response to proactive local and regional land use and transportation planning and policy that is favoring and encouraging high density development along transit corridors. In addition, fundamental demographic and economic shifts lead many to expect that the demand for transit oriented real estate will increase. These factors include rising energy and transportation costs, higher preferences for renting and for mixed use urban environments among young people, and demand for smaller low maintenance housing accessible to services by aging baby boomers.

2. COLLABORATIVE CORRIDOR EFFORTS

Gold Line Corridor Context

In accordance with the expansion of FasTracks, DRCOG and the Denver region's jurisdictions have begun to develop and expand TOD resources and investment decisions. All of the Gold Line Corridor communities are already steps to make their station areas more transit-oriented. While all of the cities have a general plan in place for TOD at their stations, collaboration is needed not only within a city, but also across municipal boundaries to spur TOD activity along the corridor. Collaboration is essential to ensure that the Gold Line Corridor can become a "complete corridor" and provide residents access to community services and amenities. Cities and regions throughout the country have faced similar coordination obstacles during the implementation of TOD investments and providing access to community services, and they have learned new ideas in the process. Using a collaborative process, a corridor-wide TOD strategy can offer a forum where a common vision and set of goals can be fleshed out by the full set of TOD planning participants, allowing for more efficient coordination.

In an effort to better understand potential methods to address TOD coordination, two national examples were identified with very different approaches to coordination, the Central Corridor Funders Collaborative in Minneapolis-Saint Paul, MN, and the Central Maryland Transportation Alliance in Baltimore, MD.

Central Corridor Funders Collaborative

In 2010, the Federal Transit Administration (FTA) awarded Minneapolis-Saint Paul \$475.0 million in Federal New Starts matching grants to construct a \$950.0 million 11-mile light rail line connecting



downtown Minneapolis and downtown Saint Paul, known as the Central Corridor. Planning for a Central Corridor connection began as far back as 2003, and in 2006 the newly-elected mayor of Saint Paul asked three local foundations, the Saint Paul Foundation, the McKnight Foundation, and the John S. and James L. Knight Foundation, to support the planning process for the new corridor. After successfully funding the initial planning phases, the three foundations determined that there was a critical need for ongoing coordination to support equitable development along the corridor and drafted a Memorandum of Understanding (MOU), establishing the Central Corridor Funders Collaborative. This MOU outlined the role of the foundations moving forward and added nine other local and national foundations to the group. The decision to include grant-funding foundations, at the exclusion of government and non-profit entities, was intentional to avoid conflicts of interest and remain focused on the mission of providing grant-funded assistance to benefit the corridor. The Central Corridor Funders Collaborative continues to serve as a national model for successful TOD investment coordination, as well as the facilitation of stakeholder collaboration.

Program and Process

The mission of the Central Corridor Funders Collaborative is to create and implement corridor-wide strategies aimed at ensuring the adjoining neighborhoods, residents, and businesses broadly share in the benefits of public and private investment in the Central Corridor Light Rail Line. The Collaborative accomplishes this mission by providing technical assistance and investment capital from its Catalyst Fund toward building shared solutions, learning opportunities, and implementation actions. Investments are focused on four corridor issues: affordable housing, strong local economy/workforce development, transit-oriented places/placemaking, and coordination and collaboration. In this way, the Funders Collaborative coordinates organizational policy both internally through its foundation partnership and externally through the provision of technical assistance and grant dollars to various stakeholder groups in an effort to get local organizations to think strategically about critical issues on the corridor.

Internal coordination of the foundation partnerships is primarily executed through the MOU and vision outlined at the establishment of the Collaborative. The Collaborative successfully pools its financial resources and coordinates its funding decisions by targeting investments to stakeholder groups that have successfully developed a formal strategy and identified actions or innovative ideas with a demonstrated need for funding.

External coordination is executed through the facilitation of stakeholder working groups. Working groups are formed around critical corridor issues and membership of these working groups includes a diverse mix of government, quasi-government, non-profit, and community organizations. The Collaborative currently has 10 working groups. The five initial groups include Affordable Housing, Business Development, Contractor and Workforce Inclusion, Investment Framework, and Job Access. In addition to these Collaborative working groups, a handful of additional corridor organizations also receive facilitation support from the Funders Collaborative, including the District Councils Collaborative of Saint Paul and Minneapolis, and the Energy Innovation Corridor.

One of the initial working groups, the Investment Framework working group was specifically formed by the Collaborative to encourage greater public investment coordination among local jurisdictions along the corridor. Membership of this group includes two counties, two cities, the Metropolitan Council (MPO), and the state housing finance agency. Working together, the Investment Framework working group drafted a corridor implementation strategy in 2010. This document provides a comprehensive summary of the vision of the 37 local community-based plans along the corridor and the public investments necessary to fulfill this vision. The strategy is intended to clarify strategies for funding partners and provide informational support to individual jurisdictions to direct public dollars to best attract desirable development. Identified public investments go beyond the line itself and include affordable housing subsidies, improved pedestrian connections from surrounding neighborhoods, streetscape enhancements, and other improvements. In total, the strategy identified a total of \$1.0 to \$1.5 billion of necessary corridor investments, excluding private development. Upon this realization, the framework and working group were forced to identify priority investments for the corridor.

Outcomes

The Funders Collaborative was specifically formed to coordinate foundational investment, as well as facilitate collaboration among corridor stakeholder organizations. Serving as a corridor coordinator for stakeholders is not part of its charge. At one time the corridor set out to establish a coordinating organization to be guided by a consensus-based community compact, similar to the Red Line Community Compact along the proposed Red Line in Central Maryland. However, the Central Corridor was unable to achieve similar corridor consensus and was ultimately unsuccessful in establishing such an organization.

The Funders Collaborative has enjoyed tremendous success in its mission of coordinating internal investment among its foundational partners and facilitating collaboration among various external stakeholders. However, achievements in ongoing policy coordination, in which various organizations continually make collective decisions, has been more mixed. For example, as a one-time guiding document with jurisdictional collaboration, the *Central Corridor Implementation Strategy* generated by the Investment Framework working group is a demonstrated success, particularly bringing to light the magnitude of costs associated with the local community plans and forcing these communities to think in terms of prioritization. However, little ongoing coordination among the working group has occurred since the strategic effort, as individual jurisdictions have decided to prioritize identified investments internally rather than in a coordinated fashion with neighboring communities. Similarly, the Business Development working group was widely successful in easing a highly contentious issue among the business community in regards to business impacts during construction of the transit line. This working group worked successfully across public and private sectors to develop a consensus-based program for construction mitigation. However, once construction of the transit line was completed, the ongoing efforts of this working group are not anticipated to continue.

Despite these facts, the Funders Collaborative continues to establish and support the stakeholder working groups, as well as fund identified actions requiring financial resources. The Collaborative holds an annual conference to present the accomplishments of the working groups and monitor the results of its Catalyst Fund investments. The Collaborative also continues to fund media sources to provide new TOD materials and information to educate the public. The demonstrated success of the Funders Collaborative continues to serve as a national model of TOD investment coordination and has directly resulted in the successful establishment of two similar organizations across the country, including Mile High Connects in Denver and the Great Communities Collaborative in San Francisco.

Central Maryland Transportation Alliance



The greater Washington DC-Baltimore region has experienced tremendous economic growth over the past half-century, most of which has occurred in the region's rapidly expanding outlying communities.

This growth has created tremendous strain on the region's transportation and highway systems, resulting in high levels of traffic congestion and mobility obstacles. While the Washington DC Metro region, including portions of southern Maryland, has successfully responded to regional transportation issues through the expansion of its Metro system and the development of several national models of transit-oriented development (TOD), the Baltimore Metro region (Central Maryland) has lagged behind in many of these areas. In effort to think strategically about transportation solutions in the region, the Central Maryland Transportation Alliance was formed in 2007. This alliance is composed of a diverse coalition of 34 corporate and civic leaders with the agenda of improving and expanding transportation options in the Baltimore Region. Alliance membership includes:

- Five regional counties
- Maryland Department of Transportation (MDOT)
- Maryland Transit Administration (MTA)
- Maryland Chamber of Commerce
- Baltimore Metropolitan Council
- Various non-profit and transportation advocacy groups

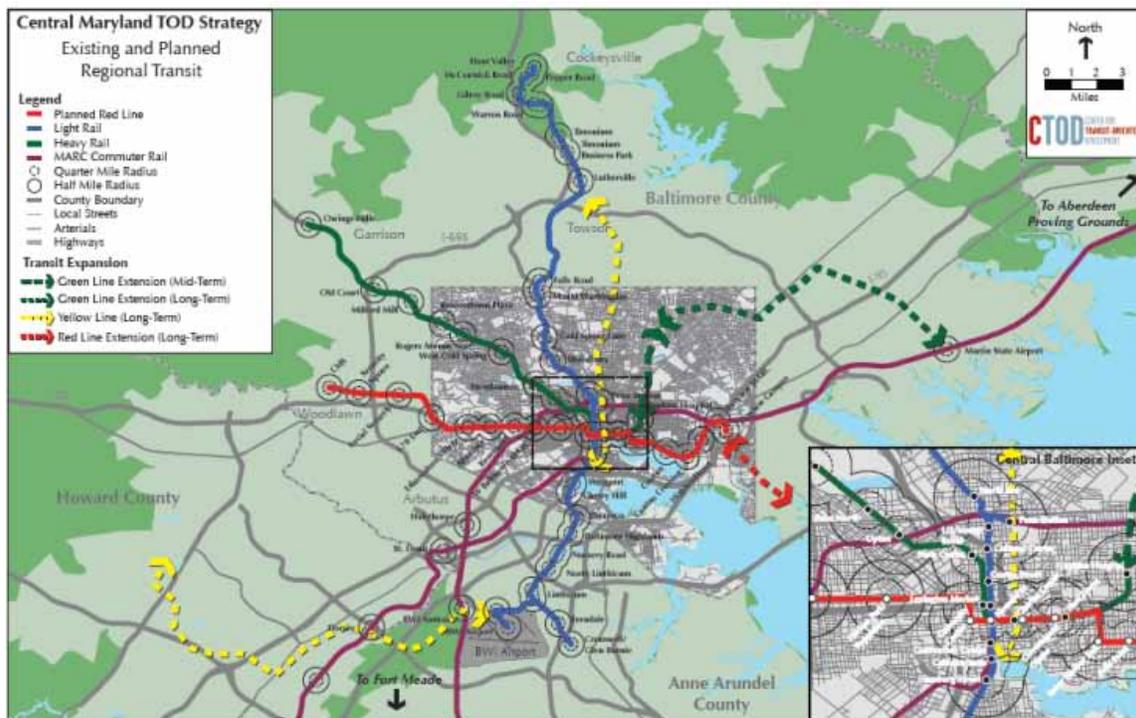
In addition to facilitating a Regional TOD Strategic Plan and working with MDOT on its state TOD Designation Program, the Transportation Alliance provides a clearinghouse for regional participants through its regional TOD Steering Committee.

Program and Process

As the Washington DC Metro area began to benefit from the growth of TOD in its system, Baltimore started to look to TOD as a potential solution to its own regional transportation issues. In 2008, the Transportation Alliance held a regional TOD Summit to discuss the potential for TOD across Central Maryland communities. Ultimately, program participants determined that a number of government and non-profit organizations were working to promote TOD throughout the region; however, these agencies were not working together. With scarce available resources, participants decided that greater regional coordination was required to leverage TOD efforts and maximize investments. Thus, the Transportation Alliance commissioned a regional TOD Strategic Plan in an effort to coordinate regional decision-making and think more strategically about TOD throughout Central Maryland. The plan prioritized station locations (current and future) for TOD investment, outlined potential policy/investment actions by station type, and identified an action plan for regional participants. Altogether, a total of 20 stations were identified as a high priority for investment. However, upon completion, the region quickly realized that resources were not sufficient to target the magnitude of identified priorities and a more narrowed approach was likely required.

Simultaneous to this effort, MDOT desired to implement a state-designated TOD program, providing financial incentives to private developers to construct new TOD at specific station locations throughout the state. Potential incentives included state land contribution, eligibility for tax increment financing (TIF), and TOD tax credits. MDOT took the Strategic Plan’s priority recommendations into consideration in its selection process and ultimately selected five Central Maryland stations for TOD Designation. Two of these stations were identified as high priority stations in the Strategic Plan, two were identified as regionally important stations, and one was identified as a non-priority. Thus, while political pressure ultimately drove state-level decisions for several station designations, the Transportation Alliance’s strategic planning process was successful in promoting its regional stations as investment priorities to the state, and the region was able to move forward with a refined set of priority stations in coordination with state objectives.

Figure 2
Existing and Planned Regional Transit; Central Maryland TOD Strategy; CTOD 2009



Outcomes

As a result of the regional planning process, the Transportation Alliance was able to gain regional “buy-in” from public agencies at the local, regional, and state level. While MDOT did not ultimately follow the recommendations of the Strategic Plan in its state designations, decision-makers were influenced by the planning process and Central Maryland received five station designations, including two identified as high priorities in the strategic planning process. The regional TOD Steering Committee established by the Transportation Alliance provides a high profile platform for ongoing TOD knowledge transfer, as well as the opportunity for better coordination with state-level decisions moving forward.

Successful regional TOD collaboration was not the only achievement of the Transportation Alliance's efforts. After an unsuccessful application for the Federal Sustainable Communities Regional Planning Grant submitted by the Baltimore Metropolitan Council in 2010, the Transportation Alliance realized that the regional collateral developed during the strategic planning process provided a superior platform to advocate for regional livability. Thus, the Transportation Alliance and strategic planning group took an active role in the development of the 2011 application and the region was successfully awarded \$3.5 million for future livability planning, with program dollars specifically earmarked for TOD.

To enhance state and regional policy coordination moving forward, the Transportation Alliance established a regional TOD Steering Committee co-chaired by the Transportation Alliance and the MDOT Department of Real Estate. The TOD Steering Committee meets quarterly to discuss new TOD projects in the region, provide progress updates on TOD action items identified in the TOD Strategic Plan, and evaluate projects in which state-owned land is involved in joint development. The ongoing committee serves as an educational platform and TOD clearinghouse for local jurisdictions planning for TOD in their communities, as well as a legislative platform for specific policies identified by the committee. Recent committee efforts have focused on amending state legislation for the increased use of TIF funds, state tax credits, and Federal TIFIA funding in support of TOD. Finally, the TOD Steering Committee works to promote new transportation revenue sources to expand the regional transit system and enhance the opportunity for TOD throughout Central Maryland.

Gold Line Corridor Findings

1. *Where successful coordination has been achieved, a specific group was established with responsibility of monitoring progress of the identified goals and objectives.*

The continual interaction of the group will ensure the collaboration continues. Success in the collaborative efforts was more easily found in the initial stages of the process and with initial projects. Once the initial focus or objectives were achieved, the collaboration efforts sometimes struggled due to lack of next steps, political issues, lack of resources, and other reasons. Including decision-makers, whether that is elected officials or city/county department heads, was needed and they should be a part of the group that is created.

2. *In many instances, the concept of promoting TOD has proved to be less effective as a "rallying cry" among interested stakeholders than focusing on the creation of better transit-oriented places or communities, which can allow for greater contribution by more peripheral stakeholders.*

Competition for development and jobs make collaboration around TOD difficult, especially since each jurisdiction typically has varying development goals and objectives. Focusing on collaborating on creating transit-oriented places shifts the focus towards improvements (roads, paths) and services (recreation, community, health) that are more typically provided by municipalities and/or non-profit entities. The case studies also demonstrate that limited time and resources often drive policy prioritization, which means focusing on issues that are not already prioritized by the individual cities is an effective way to aid the corridor. Lastly, identifying a collective pot of resources or an approach to funding early on in the process will result in more effective policy decisions.

3. *INDUSTRIAL TOD*

Gold Corridor Context

The expansion of the RTD rail system, FasTracks, is occurring on existing freight rail rights of way on the Gold, East, Northwest, and North Metro lines. As a result, numerous transit stations and associated development opportunities on the transit system are located on adjacent industrial land. Industrial property is a critical economic component to any city or region, providing good paying jobs and key goods distribution and service networks. The strategic location of industrial sites, large parcel ownership patterns, and transportation access surrounding transit stations in industrial locations can create enticing prospects to convert these uses into higher value real estate, including residential, institutional, office, and retail. Thus, the evolution, preservation, or conversion of industrial land is an important consideration facing the communities along the Gold Line Corridor and the surrounding region. EPS prepared case studies from three other cities to examine how they have approached the preservation, attraction, or evolution of industrial development along transit corridors. The key issues that were evaluated are summarized below.

- Can industrial development work in conjunction with other TOD efforts? Should these decisions be made at a station level or in reference to the entire system?
- What types of jobs are attracted to industrial space and industrial districts, and are these compatible with transit-oriented development?
- What land use and economic development policies and strategies have been used to either preserve or expand industrial and other living wage employment opportunities?

This section examines the following three case studies to provide examples of how other cities have approached these issues, and to illuminate some of the challenges and opportunities of industrial TODs: Chicago Green TIME Zone, Chicago-Southland; Cornfields Arroyo Specific Plan, Los Angeles; and Eastern Neighborhoods Plan, San Francisco.

Chicago Green TIME Zone, Chicago-Southland



Beginning in the 19th century, the smaller suburbs of Chicago evolved to combine residential commuter communities and industrial hubs around the extensive rail and highway transportation networks that converged in the region. As the United States grew into a manufacturing power, these industrial hubs provided many steady blue collar jobs, and residential communities expanded in conjunction with their success. Over the last 60 years, however, the erosion of the region's industrial base and the transformation to a more service-based economy led to a pattern of decline and disinvestment in many of these communities. In 2004, the 42-member municipalities of the South Suburban Mayors and Managers Association (SSMMA), along with the Center for Neighborhood Technology (CNT) and several other non-profit organizations, embarked on a six-year planning effort to revitalize the area. This culminated in the 2010 Chicago Southland Green TIME Zone plan.

Program and Process

The planning effort began by identifying key assets common to the communities. These characteristics are also common to many neighborhoods and first-ring suburbs in older American cities, giving this plan broader relevance. However, they are particularly prevalent in the Southland, and fundamentally informed the initial thinking about the correct planning approach. The most important assets identified include:

- **Exceptional transportation assets** – Freight and transit lines, intermodal terminals, and expressways all intersect in this area.
- **Location efficiency** – Household transportation savings and fuel savings for shippers and distributors.
- **Underutilized land** – 4,000 acres of vacant or underutilized land for mixed use and cargo-oriented development.
- **International logistics access** – Canadian National and Union Pacific railroads connect to Canada, Mexico and numerous deep water ports.
- **Green supply chain** – 450 companies and 10,000 workers ready to shift into production of green and other emerging technologies.
- **Workforce readiness** – Over 66 percent of residents in the core area of the Green TIME Zone hold a high school or community college diploma.

The Plan addresses two fundamental challenges with one cohesive strategy: abandoned industrial and redeveloping land and a jobs-housing mismatch. Rather than completely reimagining the area, the favored approach called for restoring the vast tracts of abandoned brownfields. The surrounding rail and intermodal freight infrastructure could reinvigorate economic activity and provide many low and mid-skilled jobs closer to where people live.

Outcomes

The resulting Green TIME Zone plan (December 2010) relies on three interconnected approaches to guide these redevelopment efforts:

- **TRANSIT**-oriented development (to shape livable communities);
- Cargo-oriented development (to capitalize on **INTERMODAL** freight movements); and
- Green **MANUFACTURING** (to engage emerging and sustainable economic trends).

Finally, each of these approaches is grounded in a commitment to protect the ENVIRONMENT.

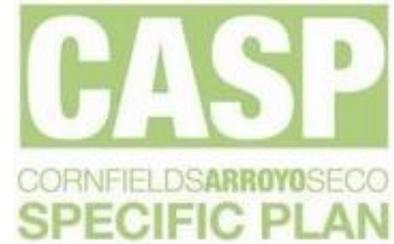
The Green TIME Zone plan's goals include attracting 13,400 jobs, \$2.3 billion in new income, and \$232 million in state and local tax revenue to the area over the next 10 years. Ongoing efforts to achieve these goals include seeking assistance and investment from various Federal, state, regional, and local agencies. Specific areas of emphasis include brownfield clean up and environmental remediation, transportation planning, economic development, housing stabilization and livable neighborhood grants, and workforce development initiatives.

Figure 3
Green TIME Zone Strategic Overview



Cornfields Arroyo Seco Specific Plan, Los Angeles

Approximately one mile northeast of downtown Los Angeles, California, the three neighborhoods of Lincoln Heights, Chinatown, and Cypress Park have been the subject of this six-year planning effort. The Cornfields Arroyo Specific Plan (CASP) defines policies and strategies to transform an industrial area into a more livable, mixed use area while still protecting jobs and attracting green and “clean-tech” businesses. CASP originated because the city recognized that several adjacent planning efforts were likely to impact this area as the neighborhood gained in popularity. Other than the few affordable housing projects built in the area prior to the planning effort, much of the land in the CASP plan was zoned for industrial use.



- The **LA Metro Gold Line** was completed in 2003, connecting Pasadena to East Los Angeles via downtown. The CASP area includes two Gold Line stations and is adjacent to a third.
- In 2006 the 32-acre **Los Angeles State Historic Park** opened on a former industrial site and rail station. The park forms part of the western boundary of the CASP study area.
- After a decade of work, the **Los Angeles River Revitalization Master Plan** was completed in 2007, providing a blueprint for transforming 32 miles of concrete-lined river into green public spaces better connected to adjacent neighborhoods, including those in the CASP area.

These three projects redefined the area and resulted in increased residential development pressure. The city decided to act proactively and avoid a multitude of residential spot zoning requests in the area. Starting in 2007, CASP planners began working with the community to ensure this development could be absorbed while upholding the city's long-standing policy of “supporting industrial and employment generating land uses.”

Program and Process

From the beginning of the planning effort, city staff recognized that this area would need to integrate this substantial new residential development while somehow managing to preserve opportunities for existing and future businesses to thrive and grow in the area, keeping jobs within the city. Finding ways for these uses to mix either vertically or horizontally was a key component of the plan. The city recognized that the nature of industrial uses is changing (especially in the urban core) and that this increasingly makes them more compatible with residential and other mixed uses. Other economic development efforts in Los Angeles were promoting the idea of a “Clean Tech” corridor, and this work further influenced the thinking about how to successfully target industries and jobs within the CASP area.

Outcomes

The CASP plan was approved in 2013, and is projected to attract more than 25,000 new residents over the next 25 years. The plan addresses this expected increase in residential uses by creating four new zoning districts, each of which emphasizes residential, commercial, and industrial uses to varying degrees:

- **Urban Village** zones have a more residential focus - up to 90 percent residential is allowed. These zones are generally located in close proximity to the park. A 3.0 base floor area ratio (FAR) limit is in place unless affordable housing is included.
- **Urban Innovation** zones target the preservation and growth of jobs in the area. Up to 100 percent industrial uses are allowed, but the zoning will accommodate up to 15 percent residential, and between 10 and 15 percent commercial, with a range of 3.0 – 4.0 FAR.
- **Urban Center** zones are generally areas near or around the three Metro stops. They are more regionally focused with an emphasis on jobs and commercial uses, and allow more density with up to a 6.0 FAR.

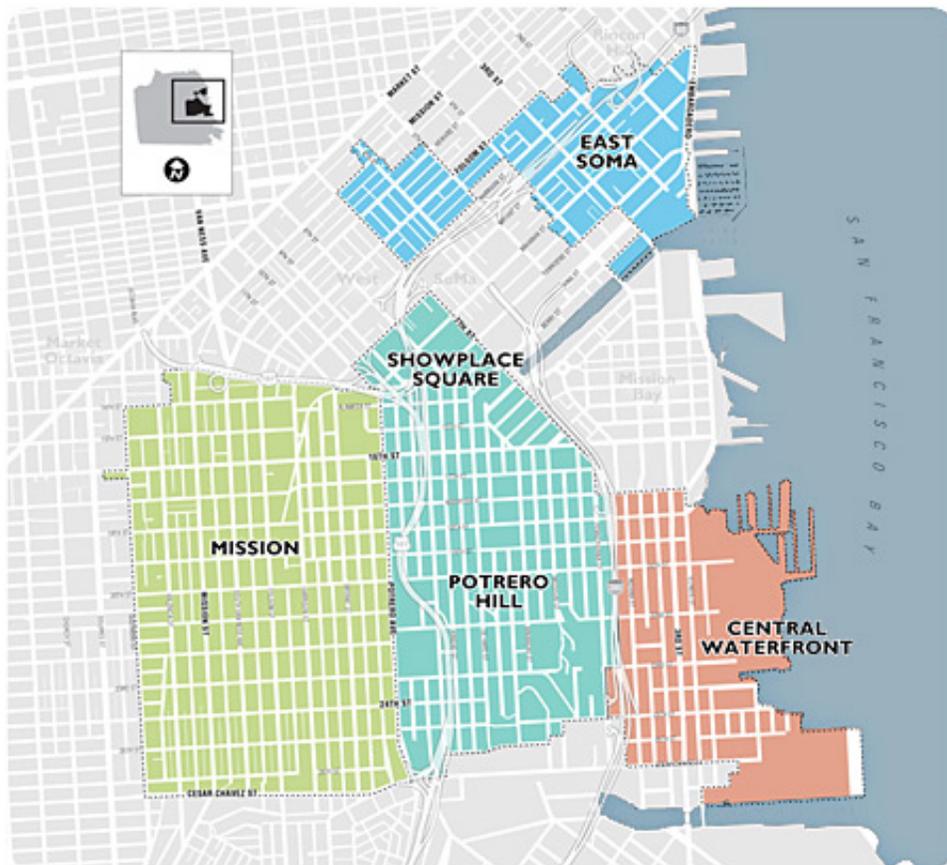
The plan also created a new land use designation called “Hybrid Industrial.” The goal of the Hybrid Industrial designation is to regulate the activities of businesses that can successfully coexist with the residential uses in the area. However, rather than defining those business by use category, the city decided to utilize performance standards that regulate things like air and noise pollution, maintenance and delivery schedules, and storage and vibration standards. These performance standards are based heavily on existing city ordinances, so as to be as consistent as possible with other regulations developers and businesses might encounter elsewhere in the city. To allow more flexibility in the future, the city chose not to limit actual use types because many industries might eventually become clean(er) and fit well within the urban fabric of this type of neighborhood.

Eastern Neighborhoods Plan, San Francisco

Over the last 15 years, the Eastern neighborhoods of San Francisco (The Mission, Central Waterfront, East South of Market (SOMA), and Potrero Hill/Showplace Square) have seen an increasing number of land use conflicts as the nature of the area changes. Much of San Francisco's industrial land is found in these neighborhoods, but as development expanded from downtown, residential and office uses started vying with industrial uses for space. Based on its 2002 study of industrial lands in the San Francisco area, the city recognized the value of protecting the Production, Distribution, and Repair (PDR) employment typically found in these neighborhoods and set about creating a plan to balance job preservation by accommodating the burgeoning residential and office growth. While there was not a specific transit catalyst in this plan, the opening of Phase 1 of the MUNI T Third line in 2007 connected the length of the eastern portion of the Central Waterfront neighborhood into the MUNI system. The construction of Phase 2 (present-2017, opening to the public in 2019) adds further transit orientation in East SOMA.

EASTERN NEIGHBORHOODS Community Planning

Figure 4
Eastern Neighborhoods Map



Source: www.sf-planning.org

Program and Process

The plans focus on three main strategies. First, area plans were developed for each neighborhood to direct the long-term vision and development, specifically for issues like housing needs, job protection, transportation, and community amenities. Second, the city created zoning to balance the needs of newer residential and office development with the existing PDR uses, and had to anticipate how development might evolve in the future. Four main zoning categories were developed:

- **Residential Zones:** to maintain and protect areas currently zoned to residential.
- **PDR Zones:** Intended to protect existing and future PDR uses by prohibiting new residential uses and limiting new office, retail, and institutional uses. This zoning allows existing non-PDR uses to stay in place.
- **Mixed-use Zones:** There are multiple variations of this zoning type, designed to match the differing needs of each neighborhood, emphasizing commercial, residential-retail mixed-use, or PDR uses as appropriate.
- **Special Use Districts:** These two districts will promote “emerging new technology and medical related businesses.”

Finally, a special focus on public amenities and affordable housing constituted an important aspect of each plan. Recognizing that increased residential and office uses will intensify the need for community facilities like transit, bike and pedestrian access, and parks and open space, each plan provides both funding and implementation strategies to ensure these needs are met within each community.

Outcomes

The *Eastern Neighborhoods Community Plan*, consisting of the four neighborhood area plans and the new zoning designations and map were adopted in January of 2009. The city, with input from the Citizens Advisory Committee, is now working on the more detailed aspects of how to implement the various features of the *Community Plan*. Challenges include:

- Preserving the PRD employment base within the Eastern Neighborhoods;
- Encouraging low cost innovation districts; and
- Encouraging “micro-industrial” uses.

The city is also exploring strategies such as zoning amendments and incentives for increasing utilization rates (employment density) of larger buildings that often have a high proportion of unused or rarely used space, allowing them to more easily share the space with smaller companies. For newer buildings, the city also designed the Small Enterprise Workspace (SEW) zoning for a “single building that is comprised of discrete workspace units which are independently accessed from building common areas.”

While the Planning Department staff indicated that the plans have been more successful in preserving PDR jobs in the area, they feel they have been less successful thus far at encouraging low cost innovation districts. Several new strategies implemented or under consideration include: reduced impact fees on PDR uses; allowing accessory retail square footage for certain PDR uses; and the Innovative Industries Special Use District, which is intended to provide affordable office

space to small firms and organizations that are “engaged in innovative activities, incubator businesses, and microenterprises.” The city also examined the possibility of an inclusionary office/PDR ordinance—similar to an Inclusionary Housing Ordinance (IHO)—but found that the numbers did not quite work. Finally, they are working on tax breaks that would help lower the cost of buying buildings within the PDR zones in order to encourage new and emerging businesses to locate there.

San Francisco is justifiably renowned for its start-up culture, but this strength goes beyond the famous technology companies. There is also great momentum in “micro-industrial” uses such as food and beverage production (Vodka distillation and artisanal granola, for example) and design/ prototyping/ small-batch manufacturing units (like Timbuktu). These types of businesses are especially important in the context of the Eastern Neighborhoods (and industrial TODs more generally) because their smaller scale allows them to be less land and space intensive, have higher employment density, and thus have better synergy with transit. These businesses are good candidates to take advantage of previously-mentioned strategies like shared building spaces, Small Enterprise Workspace zoning, and accessory retail outlets.

Gold Line Corridor Findings

1. *Jobs and industrial development strategies along rail transit corridors should consider traditional assets and be linked to a region's economic development strategy.*

The ability of a transit corridor to attract jobs and economic development is a function of its region's competitiveness for the targeted industries and the physical and locational assets present at a selected station on site. The plans profiled in this report show cities leveraging or repositioning their existing economic assets to attract jobs rather than targeting completely new industries or markets. The Chicago Green Time Zone plan aligns its economic development strategy with the strong surface transportation network comprised of highways and freight rail that made that region a manufacturing and distribution center, and the manufacturing-oriented labor force present along the corridor.

2. *In some station areas it is appropriate to limit the types of industrial uses allowed. More flexibility can be allowed between stations, or outside the quarter mile station area walking distance.*

The Chicago Green Time Zone plan recognizes that industrial development and operations requiring large sites, and truck, and freight rail interactions are generally not compatible with station area transit oriented development. The plan recommends focusing mixed use TOD at the stations and allowing the heavier industrial uses to be located further from the stations. There is more flexibility on allowable uses between the stations. In cases where jobs need to be located further from the station, there should be a greater emphasis on area-wide first and last mile connections.

The definition of the intended built environment in specific portions of station areas and corridors can create clarity for potential new uses. Transition areas can also be used to allow for flexibility instead of a hard line approach.

3. *Industrial, production, repair, and professional and technical services firms engage in a wide variety of activities with correspondingly diverse building and location needs, but are commonly located in "industrial" areas.*

The case studies as well as observations in the Denver market and along the Gold Line Corridor show that "industrial jobs" encompasses a broad array of business types with different space needs. However, it is common in areas with industrial space to have a wide variety of uses and business types within them. The presence of railroad and a highway is attractive to a wide variety of users, but they are valued for different reasons. Understanding the reasons why these firms are located where they are is essential to understanding their value to the area and the underlining value of the land and buildings they are located in.

In many cases, the users of industrial buildings are very compatible to transit and TOD and could work within the context of a more walkable or mixed use environment. At the same time, many traditionally defined industrial businesses have larger site needs to allow more efficient freight movement or equipment storage, and larger building needs. In addition, some of their activities may create a nuisance or conflict with transit station operations. While they may benefit from transit access, they have fewer employees per square foot of building than the higher value firms described above therefore support fewer transit riders.

The City of Los Angeles is using performance based zoning along the Gold Metro line to allow the market to dictate which types of industrial uses can be developed close to transit stations and housing based on their impacts to noise, odor, lighting, deliveries, and other nuisance factors. The use of performance zoning is more effective in providing flexibility for industrial uses within areas that may also have residential uses. This approach has been effective for transitioning out the less transit compatible uses and allowing for a mixture of other uses within the industrial area. Also, hybrid industrial land use designations utilizing performance standards allow more flexibility in the future and can attract emerging technologies.

4. *Connectivity is a critical factor in establishing innovation districts and more broadly for improving access to industrial jobs.*

Part of the success of older industrial districts that have evolved into creative hubs or high value limited production manufacturing districts is due to their connectivity with central business districts and surrounding neighborhoods. These areas, often developed before World War II, frequently have a smaller block structure and a connected street grid, compared to modern truck-based industrial districts with large blocks and arterial roadways and highways. The finer grain development pattern of older industrial districts is more human in scale and allows better bicycle and pedestrian access which is a location factor for the creative workforce and the younger workforce.

As heavier industrial businesses move from older industrial districts and away from transit station areas, their access to transit decreases. In order to provide some transit benefit to these businesses, additional investment in first and last mile connections and street connections are needed. Trying to reinforce the traits of older industrial neighborhoods into more recently developed and lower density industrial areas can be an effective approach to begin creating an environment where industrial spaces and jobs can fit within a transit compatible framework. Introduction of a street grid, sidewalks, and often even curb and gutter, can begin to shift the pattern of the industrial area towards that is more transit friendly and compatible to other uses.

4. TOWN CENTER/MAIN STREET STATIONS

Gold Line Corridor Context

The introduction of transit stations in suburban communities can serve as an opportunity to create a “Town Center” that can serve as a central gathering point and focal point for communities that lack a traditional downtown. As well, historic downtown or main streets that grew up originally around historic rail stations are often given new life through the reintroduction of passenger rail service. A number of communities have been successful in creating a new downtown or town center around a transit station; one notable example is Englewood Civic Center, which was one of the first TODs in the Denver metro area. Even with the initial success of the Englewood Civic Center Station, the City of Englewood is still working to improve the station area and learn from the mistakes made during the station areas first evolution.

To understand the challenges and best practices related to creating/revitalizing a Town Center or commercial Main Street around transit station, this section examines four case studies to provide examples on how cities have approached this issue. The context of these areas range from a greenfield TOD to revitalization of an established but languishing historic downtown.

- Lake Highlands Station Town Center - DART Blue Line, Dallas, TX
- Downtown Carrollton Station, DART Green Line, Carrollton, TX
- Orenco Station - MAX Blue Line, Hillsboro, OR
- Downtown Plano, DART Red/Orange Lines, Plano, TX

Lake Highlands Station Town Center – DART Blue Line, Dallas, TX

The DART Blue Line opened in 1996 as one of the original light rail lines in Dallas. The line has 21 stations with 70 daily trains and an average weekday ridership of 18,900. When initially launched, the line ran from Illinois Station to Pearl Station in the northwest part of downtown. Subsequent extensions expanded the line to Ledbetter, Mockingbird and Garland Stations. The southern terminus of the line is currently Ledbetter Station in south Dallas. From there it runs north under the Dallas Convention and through Downtown Dallas. At Mockingbird Station, the line turns northeast toward the suburban areas of White Rock Lake, Lake Highlands and Garland. Most recently, DART opened a 4.5-mile extension from Downtown Garland to Downtown Rowlett in late 2012.

Lake Highlands Town Center is a mixed-use transit oriented development located at the Lake Highlands Station stop on DART’s Blue Line. The station opened in 2010 as part of the Blue Line extension from White Rock to Downtown Garland and is the first infill station in the DART system. The 70-acre town center project calls for 220,000 square feet of urban-style retail, 30,000 square feet of office and more than 1,200 residential units. The center of the development will be Wildcat Way, a walkable, tree lined promenade with upscale shopping, dining and entertainment easily accessible by DART.

Over \$86 million was spent on the infrastructure improvements, which includes \$73 million from private investment by Prescott Realty and \$13 million from City of Dallas bond funds, Dallas County, and the North Central Texas Council of Governments (NCTCOG). DART's contribution of \$10 million to the light rail station brings total investment in the community to \$96 million. Depending on several factors including when the project is completed and final density, the project could be eligible for up to \$40 million in TIF funds from the Skillman Corridor TIF.

More than 1,000 dilapidated apartments were demolished and improvements such as a pedestrian and bike trail, lake and park areas were constructed in 2011 with funding from the city. After development came to a near halt during the recession, Trammell Crow took over from the previous developer, Prescott Realty. A leasing office for a new apartment project opened in early 2014 and the project is still searching for retail anchors.



Downtown Carrollton Station – DART Green Line, Dallas, TX

The first portions of the DART Green Line opened in 2009 with four stations providing service from MLK Jr. Station in South Dallas to Victory Station near American Airlines Arena. The \$1.7 billion completed route opened in December of 2010. The line is a 28.6-mile route with 24 stations and an average daily ridership of 23,600. The completed Green Line runs from Buckner Station in South Dallas to North Carrollton/Frankford Station. A noteworthy station on the southern part of the line is Baylor University Medical Center. The facility employs nearly 4,800 people and is one of the major centers for patient care, medical training and research in North Texas. The line runs through Downtown Dallas where it shares stations with the Blue, Orange and Red Lines. After passing through downtown it continues to parallel the Orange Line toward Love Field before diverging at Bachman Station. The northern part of the line serves the outer Dallas areas of Walnut Hill and Denton as well as the suburbs of Farmers Branch and Carrollton. The majority of the line runs along I-35. This area has traditionally been the location of much of the industrial space in the metro area and home to many residents with blue collar jobs. The line includes two outer ring suburbs, Farmers Branch and Carrollton, which have used the transit investment as a way to either revitalize their downtown or create a new town center.

In 2009 the City of Carrollton put together a master plan for Downtown Carrollton Station which aims to achieve an integrated vision for a transit-oriented community built around a key transit hub for the Dallas Metroplex. It is the only transit station outside of Downtown Dallas with the capacity for three or more transit lines and it is predicted that it will be the fourth largest transportation hub in the area after Downtown Dallas, Downtown Fort Worth and DFW Airport.

Specifically, it hopes to achieve this vision through a proposed 76-acre pedestrian friendly development centered on the transit facilities and surrounded by new, high-quality residential and commercial mixed uses. Total public infrastructure costs are estimated at \$63 million with \$518 million in a three phase private development process. The first phase, from 2010 to 2015, includes the construction of the station and surface parking, realignment of two roads, as well as streetscape and open space improvements. Proposed land uses in the first phase are primarily multi-family residential with retail and dining facing the major arterial. Phase 2 calls for redevelopment of underutilized industrial and residential property on Belt Line Road. Again most development will be focused on higher density residential with associated retail with some single family townhomes bordering the existing adjacent residential neighborhood. This development is projected to take place from 2015 to 2020. The final phase, from 2020 to 2025, proposes further high density infill development on the existing surface parking lots that will be replaced with structured parking. Stations for the future Crosstown and Frisco Lines will also be added during this phase.



Orenco Station – MAX Blue Line, Hillsboro, OR



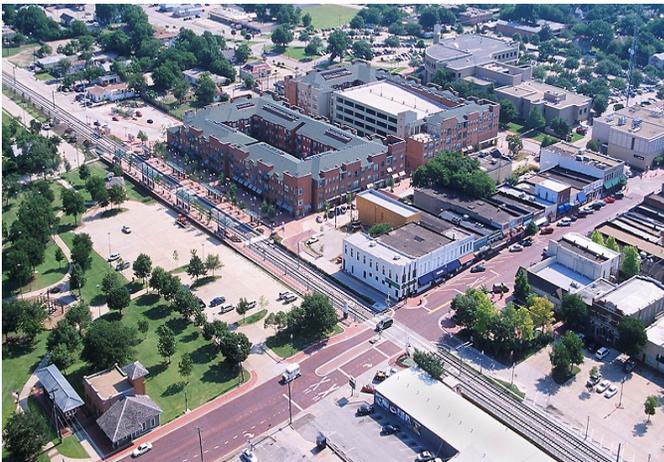
The MAX Blue Line is a 32.7-mile long light rail line opened in 1986. It runs from the western suburb of Hillsboro through Downtown Portland and ends in the eastern suburb of Gresham. It is a combination of the Eastside and Westside Max projects that were completed in 1986 and 1998 respectively.

Orenco Station is a departure from many of the other outlying stations in that it is a pedestrian-friendly, high-density suburban town center on 209 acres in the town of Hillsboro. Development began in 1997 on the transit-oriented community of 1,800

homes with office and retail development. A grid of walkable, tree-lined streets and parks surrounded by a variety of residential styles including cottages, condos and row homes extend out from the light rail station and town center.

When funding for the Westside MAX was approved in the 1990's, Portland's METRO regional government committed to creating new residential developments along the line in order to provide a greater density of light rail users in the new corridor. The Orenco site was a greenfield development that was surrounded by thousands of high tech jobs but very little housing. Master developer Pacific Realty Associates and residential partner Costa Pacific Homes tried to mimic older, pedestrian friendly neighborhoods rather than traditional sprawling suburbs. Several zoning changes were enacted in order to meet this goal including ones allowing narrower streets, alley garages and live-work spaces. Results have been positive with the community winning the Governor's Livability Award in 1998 and Sunset Magazine's award for "Best New Burb" in 2005. Transit ridership has also been impressive. According to a 2002 study by Bruce Podobnik of Lewis and Clark College, 22 percent of people in the area use transit to commute as opposed to 6 percent regionally.

Downtown Plano – DART Red/Orange Lines, Dallas, TX



The Downtown Plano station is located on the DART Red Line in the northeast portion of the metro area. The Red Line is one of the two original DART light rail lines that opened in 1996. The Red Line was extended in from Mockingbird Station to Parker Road in 2002. The Downtown Plano Station opened in 2003 and is the second to last station on the line.

Downtown Plano was traditionally the commercial center for the surrounding farming community. As suburban expansion of the Dallas area reached Plano, new development built around the downtown area remained largely ignored. The City of Plano began focusing on redeveloping the downtown area in the 1990's and built the City Hall, municipal courthouse and a new fire station in downtown. The influx of employment and the introduction of the light rail helped spur demand for transit oriented development.

The City proactively planned for the redevelopment of the area around the transit station and purchased a parcel located between the main street of downtown and station. The City solicited a developer to create a TOD project at the station prior to the opening of the station. Plano's Eastside Village was one of the first TODs on the DART system. Developed in 2002 by Robert Shaw and Amicus Partners, the project contains 500 luxury apartments adjacent to the station platform and 40,000 square feet of ground floor retail/commercial space.

Subsequent apartment projects have been built or are planned in the downtown area. The Eastside Village development served as a catalyst to additional private investment in the area, and connected the Main Street and commercial core to the station and City Hall.

In 2013, the City of Plano created an update to its downtown plan that focuses on expansion of the downtown core, specifically to the south to incorporate a planned transit station along the proposed Cotton Belt commuter rail line that is planned to connect from southeast Fort Worth to the northeast suburbs of the Dallas area including Plano with a major terminal at DFW Airport.

Gold Corridor Findings

1. Successful projects have occurred most often due to a proactive planning and investment approach made by the city.

The cities profiled were proactive and aggressive in land acquisition and investing in the transit station areas in order to guide the TOD at station areas instead of waiting on the market to generate development. Also, planning for and soliciting development prior to a transit line opening is possible and can be more effective in catalyzing additional development once the line opens.

2. Multiple funding sources and partners are often necessary to make projects feasible and provide necessary amenities

In greenfield areas, creating a town center usually means attracting development to an area that has no existing market or community infrastructure. Project financing, despite the greenfield setting, is usually complicated and multi-tiered in order to provide the essential infrastructure and amenities necessary to support multiple sites and not just one development site. Creation of a town center requires a minimal scale of development and uses in order to support development and catalyze market demand. This can be difficult to achieve if projects, especially major trunk components, are done in a piecemeal fashion.

Conversely, redeveloping within a historic area is often more complicated due to the existing conditions and age of buildings and infrastructure. Helping provide financing options for both the public projects and the private sector is necessary to ensure the fundamental elements are created.

3. The rail line and rail right of way are often major barriers to station area development.

The rail often separates commercial and residential uses, existing uses from development sites, and transit riders from existing retail and amenities. Connecting both sides of the tracks is necessary to maximize the opportunities present in the station area and often requires creative approaches and financing to achieve. This is a common attribute of many stations located at historic downtowns or where historic stations exist. The majority of the older, historic buildings are on one side of the tracks but the available development sites that have the ability to drive additional vitality and residential uses are found across the tracks. Priority should be placed on ensuring connections between the transit station and the major destinations (i.e., employers, civic facilities, housing, retail) within the station area.

4. Efforts to minimize the impact of construction of new projects and the transit station are often needed to ensure that the existing uses and businesses in historic commercial areas are able to survive the construction process and ultimately benefit from the transit investment.

Most if not all retail uses are dependent on their customer being able to access them and benefit greatly from visibility and regular traffic. Consideration of their needs during construction is needed and often falls to the city and/or a business/merchant association to ensure.

5. HEALTH CARE AND TRANSIT

Gold Corridor Context

The introduction of transit into new areas presents the opportunity to help better connect the residents to needed community services and amenities. Health care access is often difficult for the neediest residents and the introduction of the Gold Line presents an opportunity to try and connect residents more directly to health care providers, services and amenities that will help to live a more healthy lifestyle. The Gold Line Corridor has areas with gaps in health care service provision, as well as areas that lack the services and amenities needed by existing and future residents to live more healthy lifestyles. The Gold Line Corridor does also have some health related assets including an existing Kaiser Permanente facility on Ward Road and the planned expansion of the Red Rocks Community College campus for health care related education at the Arvada Ridge Station. These assets can be leveraged to address these gaps.

To understand the challenges and best practices related to connecting health care and healthy living to transit, two case studies were explored. The case studies explore health care providers' efforts to locate near transit stations and their efforts to connect to patients through transit.

- Lincoln Station – RTD Southeast Corridor, Lone Tree, CO
- The Gateway Regional Center/Oregon Clinic – MAX Red Line, Portland, OR

Lincoln Station–Southeast Corridor – Lone Tree, CO



In 2010, Kaiser Permanente Health Care announced plans to expand its footprint in Colorado after significant growth of 7.2 percent during the recession. Part of this expansion involved developing a multi-specialty center on a 25-acre site just west of the Lincoln Station in Lone Tree. The facility opened in late 2013 and houses more than 300 medical professionals in a new, six-story 275,000 square foot building. Services include medical imaging, obstetrics-gynecology, pharmacy, anesthesia, allergy and gastroenterology among other specialties. The building is LEED certified and includes

multiple green features such as recycled and low-toxin building materials, xeriscaping and low-flow plumbing and energy use conservation measures developed in conjunction with Xcel Energy. Other unique aspects of the development include outdoor patios with views of the Rockies to the west and a perimeter walkway for walking meetings and exercise for members and staff.

When Kaiser purchased the property for \$20 million in May 2010, one of its stated intentions was to bring specialty care closer to its consumer base. This meant choosing a site close to the significant growth south of the Denver metro area. Also of importance was choosing a site that was readily accessible to its 300 employees and 128,000 new members in the area. Locating in Lone Tree adjacent to Lincoln Station satisfied both of these criteria while also providing an employment center to stimulate other growth near the station area. Although the Kaiser facility has not yet been open for a year, other residential construction is beginning to be developed.

The Gateway Regional Center/Oregon Clinic–MAX Red Line - Portland, OR

The MAX Red Line is a 25.5-mile long light rail line that runs east/west through Portland from the western suburb of Beaverton through downtown Portland east to Gateway Transit Center and Portland International Airport (PDX). While much of the line uses tracks and stations that were already in place as part of the East Side MAX project, the extension between Gateway and the PDX was opened in 2001. The MAX system is run by TriMet, the Tri-County Metropolitan Transportation District of Oregon.

The Gateway Regional Center is a 650-acre urban renewal area (URA) in East Portland surrounding the Gateway Red Line MAX station and at the intersection of I-84 and I-205. Although the URA itself is sparsely populated, the neighborhoods surrounding it are some of the most densely populated in Oregon. Within five miles to the north lies PDX and the commercial development at Cascade Station that currently employs more than 14,000 people. All of these factors combined with the relative blank slate of the URA make Gateway Regional Center a unique opportunity to create a true urban development.



Healthcare is one of the more significant employment fields in the area surrounding the Gateway URA. One such employer is the Oregon Clinic, a 101,000 square foot medical facility, who decided to relocate at the Gateway Transit Center. It is part of the Gateway District Redevelopment Plan that encourages green, mixed-use development supported by multi-modal transit. To this end, the percentage of transit commuters for the Oregon Clinic has gone from 1 percent in 2006, when it was at its previous location, to 11 percent

in 2009. Commuters who drove alone have decreased from 89 percent to 82 percent in the same time frame.

Completed in 2006, the Oregon Clinic was developed in partnership with the Portland Development Commission and TriMet. Phase I is a 4-story LEED Gold project that consolidates medical offices, day surgery, on-site diagnostic imaging and a laboratory in one central location. The structural framing in place allows for subsequent phases to add up to 10 floors for housing or additional medical related uses. The total cost of the project was \$33 million of which \$17.75 million was from New Market Tax Credits (NMTC). In addition, the parking structure was completed with \$6 million in tax increment financing (TIF).

The NMTC Program was established by Congress in 2000 in order to encourage private investment in underserved communities. Underserved communities are defined by three low income community metrics; urban renewal areas, CDFI Hot Zones, or those with less than 60 percent of Oregon median family income. When NMTC financing was arranged for this project, the Oregon Clinic had been considering a move out of state. By keeping the Oregon Clinic in Portland, the city is able to retain high skill jobs in an area that is in need of new employment opportunities. At the same time, new medical services and retail uses are in place for an underserved and aging community.

Findings

1. *The most successful examples of integration of health care and transit are transit stations located at major medical centers.*

The volume of traffic and regional significance of these facilities are able to generate demand and solutions to connectivity that are not present in the Gold Line Corridor.

2. *There is a track record of health care providers choosing to locate facilities at transit stations.*

However, it is not the only or primary deciding factor and the station must be in an area that the provider is already present or considers a good area for a location. Locating at a transit station has shown in some cases a significant increase in the number of patients that use transit to access the facility. Also, the consolidation of many services at one location can make the facility more effective and will have a greater chance of patients using transit. The connection between the facility and station often requires a much higher degree of pedestrian amenities in order to allow all types of patients realistic access from the station

3. *The use of alternative funding sources aimed at community services, and not specifically development or TOD, are often needed to make health care projects feasible.*

New Market Tax Credits are an often cited tool that has been successful in creating health care facilities at transit stations. Targeting a variety of financing tools, grants, and other resources may be necessary to help illustrate the potential viability of a facility to a health care provider.

6. EDUCATION AND TRANSIT

Gold Line Corridor Context

Educational facilities and transit lines are naturally compatible as a transit station located at a higher educational facility provides direct access for students and faculty. Students are often among the most transit friendly and reliant population groups. The Gold Line Corridor has three major higher educational campuses at or near the transit stations on the line including the Auraria Campus just south of Union Station, Regis University a mile south of the Clear Creek Station, and the Red Rocks Community College campus at the Arvada Ridge Station. These three assets may present opportunities to provide housing, services, and connectivity for the students and faculty of these campuses.

To understand the challenges and best practices related to connecting educational facilities to transit stations, two case studies were explored. The case studies explore how a major university is embracing the transit connections made to its campus and how non-traditional education and job training are being linked to transit.

- University of Minnesota/East Bank Medical Center – Metro Green Line, Minneapolis, MN
- Rainer Beach Station - Central Link, Seattle, WA

University of Minnesota/East Bank Medical Center - METRO Green Line, Minneapolis, MN

The METRO Green Line is a new light rail line opened in June 2014 that connects the downtown areas of Minneapolis and Saint Paul. The \$957 million, 11-mile line is operated by Metro Transit, also the primary bus operator for Minneapolis and Saint Paul. The agency reported average weekday ridership of 32,000 in June shortly after the line opened.

The Green Line begins at Target Field in Downtown Minneapolis and serves the same five downtown stops as the existing Blue Line. Once it crosses I-35 the line heads east where the West Bank Station serves the University of Minnesota Business School, Law School and West Bank Medical Center as well as Augsburg College. Across the Mississippi River is the University's main campus and East Bank Medical Center. Once it leaves the University the Green Line heads southeast down University Avenue toward Saint Paul. The corridor is home to nine college campuses and seven medical facilities that account for 67,000 jobs and 115,000 students. The neighborhoods surrounding the stations are making the transition to more transit oriented development by improving bus connections and developing more high density residential and walkable retail around the station areas.

The first stop once the Green Line crosses over the Mississippi is the East Bank Station that serves the University of Minnesota's main campus as well as the East Bank Medical Center. Providing access to these two institutions has not only given commuting students a new option for getting to the campus but has also given patients and families a convenient new transit option for appointments at the medical center. The stop is located two blocks from the main entrance to the East Bank Medical Center and less than one block from the University of Minnesota Health Clinics.

The ridership numbers have reflected the increased connections to the University and other destinations along the corridor. The bus routes that served the corridor carried approximately 24,000 riders per day before the Green Line opened. An increase to 27,500 in weekday ridership was predicted for 2015 with 2030 numbers approaching 40,000 per day. In mid-June, shortly after the line opened, ridership was over 32,000 per weekday. Students using light rail to reach campus at the beginning of the semester spiked the numbers even further to 40,500 meaning that 2030 ridership goals had already been surpassed after only three months of operation.



Rainier Beach Station – Central Link, Seattle, WA

The Central Link is a 15.6-mile light rail line that runs from the Seattle neighborhood of Westlake to Seattle-Tacoma International Airport. The Link system is operated by the Central Puget Sound Regional Transit Authority (Sound Transit), an organization encompassing Snohomish, King and Pierce Counties which also operates express bus and commuter rail service in the city. It is operated under an alliance with King County Metro (Metro), a department of the King County Department of Transportation, the operator of the city's bus system.

The northern terminus of the line is in the neighborhood of Westlake, one of the city's major dining, shopping and entertainment districts just a few blocks east of the iconic Pike Place Market. As it continues south, it passes through Seattle's downtown core and financial district served by University Street Station and the Pioneer Square area. Next are the International District and stadium areas where two new facilities for Seattle's NFL and MLB franchises are stimulating commercial development. The SODO area south of the stadiums was a predominately industrial area that has begun transforming into an arts district. The line then crosses Interstate 5 into the residential area of Beacon Hill before it begins to run in the median of Martin Luther King Blvd. in the Mount Baker area. This stretch is characterized mostly by low and medium density residential development with some commercial. As the line once again approaches Interstate 5 in Rainier Beach, industrial uses become more prevalent.

Rainier Beach Station is located along the southern, more industrial portion of the line. Compared with the rest of the Seattle metro area, Rainier Beach has lower real estate values and capital investments as well as deficiencies in local employment, wages and training and education opportunities. Considering these factors as well as the presence of light rail and major arterials, the station area has been identified as a nexus of access for the community where employment, education and entrepreneurship should come together.



In order to catalyze development in this area, the local community's vision is to create a facility that encourages education, innovation and entrepreneurship which addresses many of the deficiencies listed above. The facility would be focused around food and combine a commercial training and production kitchen and classroom space. Supportive services such as a computer lab, day care and social support agency offices would also be a part of the development in order to foster a community connection and lessen obstacles to participation. The Rainier

Beach Food Innovation Zone had already garnered support from the City of Seattle in the form of a Federal Promise Zone application and additional research on a kitchen incubator business model. Zoning changes have also been enacted designating the station area Seattle Mixed (SM-85) which is similar to a neighborhood commercial zone but with allowances for light industrial, food processing and manufacturing. The goal is to enable development of a major employer or some larger scale community uses such as a community college.

Findings

1. *Students are typically one of the most transit friendly and also transit dependent rider groups.*

Use of transit services will likely be significant if provided in these settings, especially if transit pass are provided or available to students and faculty. The new transit lines in the case studies exemplified led to an increase uses of other modes (i.e. bike, ped., other bus) in relation to the main transit line.

2. *Clustering a variety of education and community services at one station area can lead to efficiencies in development and can make the access to these services more convenient and effective.*

Sharing common infrastructure and even building space can reduce barriers to connectivity to the educational facilities but also create the opportunity to provide other services and amenities. Funding opportunities may be available to aid in the creation of a variety of services and facilities. Being able to utilize multiple funding opportunities will make the creation of these services and facilities more feasible when they are likely not feasible in a stand-alone setting.

The Economics of Land Use



MEMORANDUM

To: Gold Line Corridor Working Group; Denver Regional Council of Governments

From: Economic & Planning Systems, Arland Land Use Economics, OV Consulting

Subject: Gold Line Corridor Market Readiness Study Stakeholder Outreach Summary

Date: January 16, 2015

This memorandum provides a summary of the outreach efforts completed by the consultant team for the Gold Line Corridor Market Readiness Study. The summary is organized by topic area and includes a summary of interviews concerning the following:

- Transit Oriented Development (TOD)
- Economic Development
- Business Owners
- Child Care
- Senior Services
- Community Gathering Places
- Health Care Access
- Higher Education and Job Training
- Social Safety Net Services
- Traditional Grocery Providers
- Community-Based Food Access

The summary provided is meant to highlight the major findings from the interviews and is not a detailed set of notes from each meeting. Comments and opinions provided are not attributed to particular persons unless specifically noted and requested by the interviewee.

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Transit Oriented Development

Summary of Outreach

The consultant team interviewed a number of stakeholders along the Corridor with interests in transit oriented development (TOD). The types of stakeholders interviewed included land owners, developers, real estate brokers, and urban renewal authorities. The interviews were used to inventory proposed TOD projects, gauge the market strength for TOD along the corridor, identified barriers to development, and identify potential tools or strategies that could foster additional TOD once the line opens.

Major Takeaways

- 1) The access to downtown and the region provided by the Gold Line will drive demand for residential uses in station areas. The Gold Line is making higher density development more feasible in the station areas, which traditionally have had no market for these types of uses. The station areas allow developers to capture a premium on land and rents. At the same time, the Gold Corridor is viewed as an “affordable” option for those wanting to live in a downtown environment but cannot afford downtown rents/prices. For-sale condominiums were mentioned as a long-term potential for some sites but the current construction defects laws were cited as the reason condos are not feasible.
- 2) While housing in the most viable TOD use along the corridor, it is important to ensure that projects are not built in isolation and on stand-alone sites. As well, the amenities that allow for TOD to be successful (i.e., services and retail) are essential to project success.
- 3) Development within the unincorporated portions of the corridor is more difficult due to the lack of financing tools and options available to municipalities.
- 4) Office development was seen as not a current viable use. However, there is a strong professional and technical services employment base and an attractive resident workforce in the greater western Denver area. These types of jobs can work within TOD settings, but it can be difficult to determine what building forms will allow for flex spaces that are also TOD.
- 5) Financing tools and options are needed to help TOD due to the added amenities necessary and the infrastructure that supports higher density. All tools and mechanisms are appreciated but tools that can provide upfront cash/assistance to make projects pencil are most useful and impactful.

Outreach List

- Esther Kettering, Cassidy Turley Colorado
- Chuck Perry, Perry Rose/ARIA Development
- Packet Lowry, Jones La Lasalle
- Win King, King Commercial Real Estate
- John Renne, TOD Group
- Rich Schierburg, Peregrine Group
- Fred Baker, Ojala and Company/United Properties
- Tina Lashbrook, Trammell Crow
- Janet Steinkamp, Red Rocks Community College
- Nate Carlson, The Wolff Company
- Maureen Phair, Arvada Urban Renewal Authority
- Clark Walker, Arvada Urban Renewal Authority
- Bill Mosher, Trammell Crow

- Economic Development

Summary of Outreach

The consultant team met with all of the economic development departments and organizations active along the Gold Corridor. The focus of these entities and related TOD employment opportunities varied greatly along the corridor. The interviews were used to identify the strengths of the Gold Corridor businesses and future opportunities for the corridor that are both transit and non-transit oriented.

Major Takeaways

- 1) There was a strong preference from many of the interviewees to preserve the existing industrial uses and land within some of the more employment oriented station areas for primary employment opportunities. The existing employers along the corridor are viewed as significant assets and should be prioritized over potential development opportunities in most cases. The preference to retain the existing industrial and land uses often contrasts with the future land use plans in station areas.
- 2) The market for traditional office space is largely non-existent and limited to smaller scale, boutique-type office opportunities. The opportunity for office space development only exists in two or three station areas.

Outreach List

- Jeff Romine, Denver OED (interviewed as part of East Line Market Readiness Study and Regional Economic Strategy)
- Barry Gore, Adams County EDC (interviewed as part of Regional Economic Strategy)
- Kristin Sullivan, Adams County (participated in project kick-off meeting)
- Ryan Stachelski, Arvada Economic Development Association
- Daniel Ryley, Arvada Economic Development Association
- Steve Art, Wheat Ridge Economic Development
- Kevin McCaskey, Jefferson County EDC

Business Owners

Summary of Outreach

The consultant team initially proposed to hold one or two business forums and invite a large number of businesses to come to the forums. While developing the potential target list of employers to talk to, it became apparent there was not a sufficient enough number of employers to invite to large open house. The consultant team decided to perform a target outreach effort to businesses identified by the Arvada Economic Development Association and Wheat Ridge Economic Development. Therefore the consultant team held one-on-one phone interviews with the business owners. A handful of businesses owners also attended the Ridge Road Catalytic Project open house and were interviewed informally by the consultant team at this meeting. The majority of businesses reached were industrial in nature and located in the Gold Strike, Arvada Ridge, and Ward Road station areas. The consultant team also spoke with a representative of Historic Olde Town Arvada and attempted to solicit feedback and interest from Olde Town businesses owners through this representative. These efforts did not result in any additional interviews.

Major Takeaways

- 1) The majority of businesses interviewed said they chose their locations based on the affordability of land and easy access to the interstate system. Most of the businesses have land available for future expansion and plan to do so in the future. The majority of businesses owned the buildings they are located in, and the majority were small with 10 to 20 employees. The Gold Corridor is attractive to businesses due to the reasons mostly commonly cited by these employers with access and affordability being the top reasons.
- 2) A number of respondents mentioned the lack of hotels in the Arvada area and would like to see one developed along the Gold Line in order to attract new business and to cater to potential clients coming to the area on business.
- 3) Several of the businesses cited a lack of amenities, such as restaurants or retail, near their business. These amenities would help make these areas more attractive to new businesses and could also increase the TOD nature of the areas.

Outreach List

- Bill Dillaman, Rocky Mountain Bottle Company
- Leo Eisert, Priority Plastic
- Gene Baumgartner, Wanco
- Robert Wilson, ICC
- Josh Van Riper, Odyssey Beerwerks
- Randy Hirsch, Dairy Engineering
- Karen Miller, Paws & Play and Historic Olde Town Arvada
- Richard Valdez, RMC Consulting

Child Care

Summary of Outreach

Child care is often cited as a desirable service for station areas because it makes logistical sense for many families. The consultant team discussed the provision of child care and preschool services with community service providers, non-profit organizations involved in the child care issue, and real estate developers. The team also discussed the issue of preschool services in West Denver with the Denver Public Schools.

Major Takeaways

- 1) The provision of affordable child care is a major community-wide issue that is not isolated to TOD stations. While lower income households may be eligible for assistance from the Colorado Child Care Assistance Program (CCCAP), there are few incentives for child care facilities to serve these households since the reimbursement rate is lower than what providers can charge full-tuition paying families. As a result, there is a tremendous need and these households are underserved.
- 2) Access to affordable child care is a major barrier to households wishing to obtain and maintain sufficient employment to move out of public housing.
- 3) There is potentially a need for a financing intermediary between child care providers and real estate developers to help provide more affordable child care options at station areas.

Outreach List

- Chuck Perry, Managing Partner, Perry-Rose Companies
- Jennifer Newcomer, Director of Research, Piton Foundation
- Brian Eschbacher, Director of Planning and Enrollment Services, Denver Public Schools
- Ismael Guerrero, Executive Director, Denver Housing Authority
- Lynne Picard, Senior Resident and Community Services Manager, Denver Housing Authority
- Scott Shields, Chief Executive Officer, Family Tree
- Alberto Torres, Family and Community Engagement Specialist, Catholic Charities
- Brian Eschbacher, Director, Planning & Enrollment Services, Denver Public Schools

Senior Services

Summary of Outreach

The needs of the aging population are not unique to the Gold Corridor; however there are specific gaps in service that exist for seniors in the region. The consultant team discussed these needs with senior service providers, advocates, and senior residents. There are a number of senior services and senior housing facilities throughout the corridor, although interviews indicate a need for greater coordination between these resources. In addition, with the growing senior population and the desire of many boomers to age in place, there is a growing need for services that accommodate this trend.

Major Takeaways

- 1) Interviews with stakeholders indicated that the primary needs for seniors are greater access to healthy food to meet nutritional needs and safe, affordable access to transportation. There is a need for greater resources for meal delivery programs, as well as strategies for ensuring seniors have adequate access to transportation in order to access healthy food resources and additional services.
- 2) Despite a number of senior services present throughout the corridor, interviews with both seniors and advocates indicate a need to better coordinate existing resources and help to connect seniors to these resources.
- 3) Affordable senior housing continues to be a concern throughout the region. This need will increase as the aging population increases, particularly in Jefferson County.

Outreach List

- Shannon Gimbel, Ombudsman Program Manager, DRCOG
- Brad Calvert, Metro Vision Manager, DRCOG
- Ashley Kaade, Planner II: Stakeholder Engagement, DRCOG
- Jefferson County Council on Aging
- Alberto Torres, Family and Community Engagement Specialist, Catholic Charities
- Vincent Baldassaro – Community Activist living near the Sheridan Station

Community Gathering Places

Summary of Outreach

A commonly cited desire on the part of communities during planning processes has been a desire for community gathering places. To some extent, schools, parks and recreation facilities serve that purpose, as do community centers. The consultant team reached out to public schools along the corridor, school administrators, Parks and Recreation facilities, and community leaders.

Major Takeaways

While there is a wide range of community center activities along the corridor, there is none in the current station areas. As the corridor system matures, there may be opportunities for some of these services to locate in the station areas, although careful planning about service provision would be necessary as these types of services tend to require subsidization. Another critical component would be to ensure transit accessibility from the station to the facility or destination. Opportunities include:

- 1) The current recreation facility in the Sunnyside neighborhood of Denver, near the 41st and Fox station, is not large enough to provide adequate space for community classes, meetings, and other gatherings. This station area could be a potential location for future community gathering types of activities. The local Denver Public Schools also provide meeting and gathering spots available to community residents.
- 2) The City of Arvada is currently looking for an East Arvada location for a recreation center. Residents in the Columbine neighborhood near Olde Town feel underserved. The City is planning to undertake a Parks and Recreation master planning process in 2015. The primary challenge to additional smaller neighborhood recreation facility is financial feasibility.
- 3) The Hyland Hills PRD has been acquiring land over the past ten years to develop a regional destination park. The west entrance to the park will likely be on 58th Avenue, thus offering relatively easy connection to the Gold Strike station.

Outreach List

- Erica Heller, Healthy Living Program, P.U.M.A.
- Rose Chavez, Healthy Places Coordinator, City of Arvada
- Jessica Prosser, Sustainability Coordinator, City of Arvada
- Barbara Barth, Columbine neighborhood activist, Olde Town Arvada
- Brian Eschbacher, Director of Planning and Enrollment Services, Denver Public Schools
- Gordon Reusink, Director, Department of Parks, Golf and Hospitality, City of Arvada
- Mike Miles, Director, APEX
- Lawrence Elementary School, Arvada
- Peter Lozano, Director, Aztlan and Globeville Recreation Centers
- Geoffrey Gardella, Community Activity living near Olde Town Station

Health Care Access

Summary of Outreach

The consultant team reached out to the major medical facilities and educational institutions along the Gold Line Corridor. The corridor has a number of health care service providers interested in expanding access to services and in partnering. The corridor also has a variety of urgent care providers as well as Federally Qualified Health Centers (FQHCs), safety net health care providers that receive federal grants and qualify for enhanced reimbursement from Medicare and Medicaid to serve the under or uninsured. Red Rocks Community College is a major health educational institution along the Gold Line in Arvada in the process of renovating and expanding into a health careers campus. Other potential long-term medical care additions to the Gold Line Corridor include a clinic at the Aria development, in affiliation with Regis University, and Red Rocks Community College.

Major Takeaways

- 1) Along the Gold Line Corridor, an average of 21 percent of the population is uninsured, which is a primary barrier to health care access including regular primary care and preventive care strategies. Although the FQHC serving Gold Line corridor residents report having the capacity to meet the current demand, there appears to be a need to expand outreach and education efforts to create greater awareness of and access to existing clinics and services. Station areas potentially provide an opportunity to display information to connect residents to nearby health care resources.
- 2) Conversations with health care stakeholders indicate that there is a need for greater coordination and alignment of resources, particularly across jurisdictional boundaries, for consolidation of existing plans and assessments, and for a corridor-wide health care needs assessment.
- 3) Walgreens and King Soopers are also offering walk-in clinic services for vaccines, physical and wellness visits, health care screening and testing, treatment for some non-emergency illnesses and injuries.

Outreach List

- Pamela Craig, Vice President Community Services Metro Community Provider Network (MCPN)
- John Reid, Vice President of Fund Development, Metro Community Provider Network
- Janet Steinkamp, Associate Vice President, Red Rocks Community College
- Troy Long, Physician, Kaiser Permanente
- Kraig Schmidt, Medical Office Director, Kaiser Permanente
- Jim Bergman, Real Estate Acquisition Manager, Kaiser Permanente
- Thomas Currigan, Senior Director of Stakeholder Relations, Kaiser Permanente
- Molly Hanson, Health Policy Analyst, Jefferson County Public Health

Higher Education and Job Training

Summary of Outreach

The consultant team reached out to the two higher educational institutions along the corridor, Regis University and Red Rocks Community College, as well as organizations and agencies that provide job training support and resources. Although technically not on the corridor, the team also reached out to the Auraria Higher Education Center as it has a broad reach, and because the Regency student housing facility is located near the 41st and Fox station. The corridor has few job training resources; however there is interest from all of the higher education institutions and job training facilities to connect with potential employers throughout the corridor. Regis and Red Rocks are heavily focused on the health professions and are interested in utilizing the rail corridor and increased connectivity as an opportunity to meet health care needs of underserved residents. Youth unemployment was cited as an issue along the corridor, as is ensuring greater access for youth to transit to access employment opportunities.

Major Takeaways

- 1) The presence of two higher education institutions directly on the corridor, as well as close proximity to Auraria Higher Education Campus downtown, provides a tremendous opportunity to create greater job training opportunities and connect job training with employers, particularly in the health professions. All of the higher education institutions would like greater connectivity to transit.
- 2) Incorporating job training support and resources into affordable housing developments, along with co-locating these services with additional community services, would greatly benefit residents along the corridor. Denver Housing Authority has a very successful model for assisting public housing residents with obtaining and maintaining employment.
- 3) There is a need to create greater awareness of existing job training resources, such as the Adams County Center for Career and Community Enrichment, as well as providing additional resources for youth employment.

Outreach List

- Janet Steinkamp, Associate Vice President, Red Rocks Community College
- Erika Hollis and Michael Redmond, Regis University
- Barbara Weiske, Executive Vice President for Administration/ CEO, Auraria Higher Education Center
- Carl Meese, Senior Campus Planner, Auraria Higher Education Center
- Donald May, Executive Director, Adams County Housing Authority
- Christopher Auxier, Director of Development, Adams County Housing Authority
- Ismael Guerrero, Executive Director, Denver Housing Authority
- Lynne Picard, Resident and Community Services, Denver Housing Authority
- Randy Weinert, Community & Volunteer Relations Manager Arvada Community Food Bank
- Peter Lozano, Director, Aztlan and Globeville Recreation Centers
- Sharon Whitehair, Community Activity living near Clear Creek/Federal Station

Social Safety Net Services

Summary of Outreach

The consultant team reached out to the primary social safety net service providers such as food and clothing banks, rent and utility assistance, and homeless support in the vicinity of the Gold Line Corridor. There are very few social safety net service providers along the corridor, and most of them have geographic boundaries that limit where residents can access services. All service providers interviewed stated that they do not have the capacity to meet the demand and that many of their clients must travel relatively far to access services, particularly in the more suburban areas of Jefferson County. A shift in funding priorities and the suburbanization of poverty are creating greater strain on service providers.

Major Takeaways

- 1) Conversations with social safety net service providers indicate that although there is a high level of coordination and collaboration among service providers, there is a need for greater resources devoted to service provision in order to meet the existing and growing demand.
- 2) The cost of transportation is a primary barrier for residents in accessing social safety net services.

Outreach List

- Randy Weinert, Community & Volunteer Relations Manager Arvada Community Food Bank
- Brooke DeGroat, Director of Program Services, The Action Center
- Scott Shields, Chief Executive Officer, Family Tree
- Alberto Torres, Family and Community Engagement Specialist, Catholic Charities

Traditional Grocery Providers

Summary of Outreach

After an analysis of grocery store market areas and conversations with stakeholders about grocery store desires in the market area, the consultant team reached out to the following retailers for feedback on potential interest in Gold Line Corridor locations. They included:

- Safeway
- King Soopers
- Natural grocers by Vitamin Cottage
- Wal-Mart Neighborhood Market
- Sprouts
- Save-A-Lot
- Lucky's
- Trader Joe's
- Tony's Market
- Mi Pueblo Market

Major Takeaways

- 1) Grocery store conditions and location criteria are constantly changing. Based on the market analysis, the stations with the greatest potential for a grocery store location in the short and longer term futures include the Olde Town Arvada station and the Clear Creek/Federal station, potentially in conjunction with the Aria development.
- 2) The interviews indicate that the market continues to be challenging. The feedback indicates that the number of households in the market area and income levels are still of concern.
- 3) The most concrete near-term interest has been shown at the Olde Town Arvada station. Most of the grocers interviewed prefer horizontal instead of vertical mixed use development environments.
- 4) Although there is a strong desire on the part of the City and neighborhood for a small grocery store at the 41st and Fox Station, one of the current challenges is that the market is bisected by I-25. Additional residences in the area would bolster demand for grocery and neighborhood services.

Outreach List

- Eric Swan, Retail Specialist, Office of Economic Development, City of Denver
- Erica Heller, Colorado Fresh Food Financing Fund, P.U.M.A.
- Rose Chavez, Healthy Places Coordinator, City of Arvada
- Jessica Prosser, Sustainability Coordinator, City of Arvada
- Chuck Perry, Perry / Rose, Aria
- Christopher Smith, Senior Program Officer, Colorado Health Foundation
- Steve Markey, David Hicks Lambert, Lucky Stores
- Julie Walker, Senior Real Estate Manager, Save-A Lot Groceries
- Joel Starbuck, Assistant Director of Real Estate, King Soopers
- Keith Deighen, Timberline Real Estate, Trader Joe's
- Brian Shorter, Sullivan Hayes, Sprouts

Community-Based Food Access

Summary of Outreach

There are several community-based food providers and food access advocates along the corridor, with two new sizeable food production projects planned at Aria near the Clear Creek/Federal station and the Hyland Hills regional park between the Clear Creek/Federal and Gold Strike stations. However, there continues to be a need for community-based food strategies to improve access to healthy affordable foods along the corridor, particularly for communities underserved by traditional grocery retailers. In order to better understand which strategies are best suited for the Gold Corridor, the consultant team reached out to numerous community-based food providers, food producers, and food access advocates along the corridor including community garden leaders, urban farmers, food banks, farmers' markets, and community health leaders.

Major Takeaways

- 1) Many the stakeholders interviewed indicate a strong interest in collaborating through a Gold Corridor Wellness Coalition in order to coordinate strategies and resources that will improve access to healthy affordable foods and other healthy living opportunities.
- 2) There is an opportunity to connect food producers along the corridor to communities that need access to healthy affordable foods. Key partners need to be identified to coordinate distribution of produce.
- 3) The Healthy Corner Store Initiative appears to be a viable alternative for communities wherein traditional groceries are not likely to locate. Denver's Department of Environmental Health is piloting this program with five stores in 2014 and will be scaling up to 50 stores in 2015.
- 4) The Colorado Fresh Food Financing Fund is a potential funding mechanism for healthy food retail strategies.

Outreach List

- Heidi Hoffman, Food Access Program Administrator, Denver Environmental Health
- Lindsay Saperstone, Denver Environmental Health
- Erica Heller, Colorado, Fresh Food Financing Fund, P.U.M.A.
- Rose Chavez, Healthy Places Coordinator, City of Arvada
- Jessica Prosser, Sustainability Coordinator, City of Arvada
- Molly Hanson, Jefferson County Public Health
- Jennifer Wiczorek, Denver Public Health
- Britta Fisher, Wheat Ridge 2020
- Rachel Hultin, LiveWell Wheat Ridge
- Troy Long, Physician, Kaiser
- Erin Mooney, Executive Director, Community Enterprise/LiveWell SW Adams County
- Greg Adams, GIS/HIA Specialist, Tri-County Health
- Maria Bumgard, Jeffco Conservation District
- Mary Sanchez, Garden Leader, Globeville Community Garden
- Ana Chavez, Garden Leader, Troy Chavez Memorial Peace Community Garden
- Chris Armijo, Garden Leader, El Oasis Community Garden
- LeAnne DeVos, Garden Leader, Mount St. Vincent Community Garden
- Celeste Melville, Garden Leader, Regis University Community Garden
- John Chisum, Rose Roots Community Garden
- Turner Wyatt, Denver Food Rescue

- Randy Weinert, Community & Volunteer Relations Manager Arvada Community Food Bank
- Kimberly Mudd, Arvada Farmers' Market
- Michael Ross, Highland Farmers' Market
- Jackie Raehl, Star Acre Farms
- Chuck Perry, Perry / Rose, Aria
- Damien Thompson, Associate Professor, Regis University
- Candice Orlando, Executive Director, Urbiculture Community Farms
- Terry Barnhart, Planner, Hyland Hills Park and Recreation District
- Christopher Smith, Senior Program Officer, Colorado Health Foundation