

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 AFD 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.

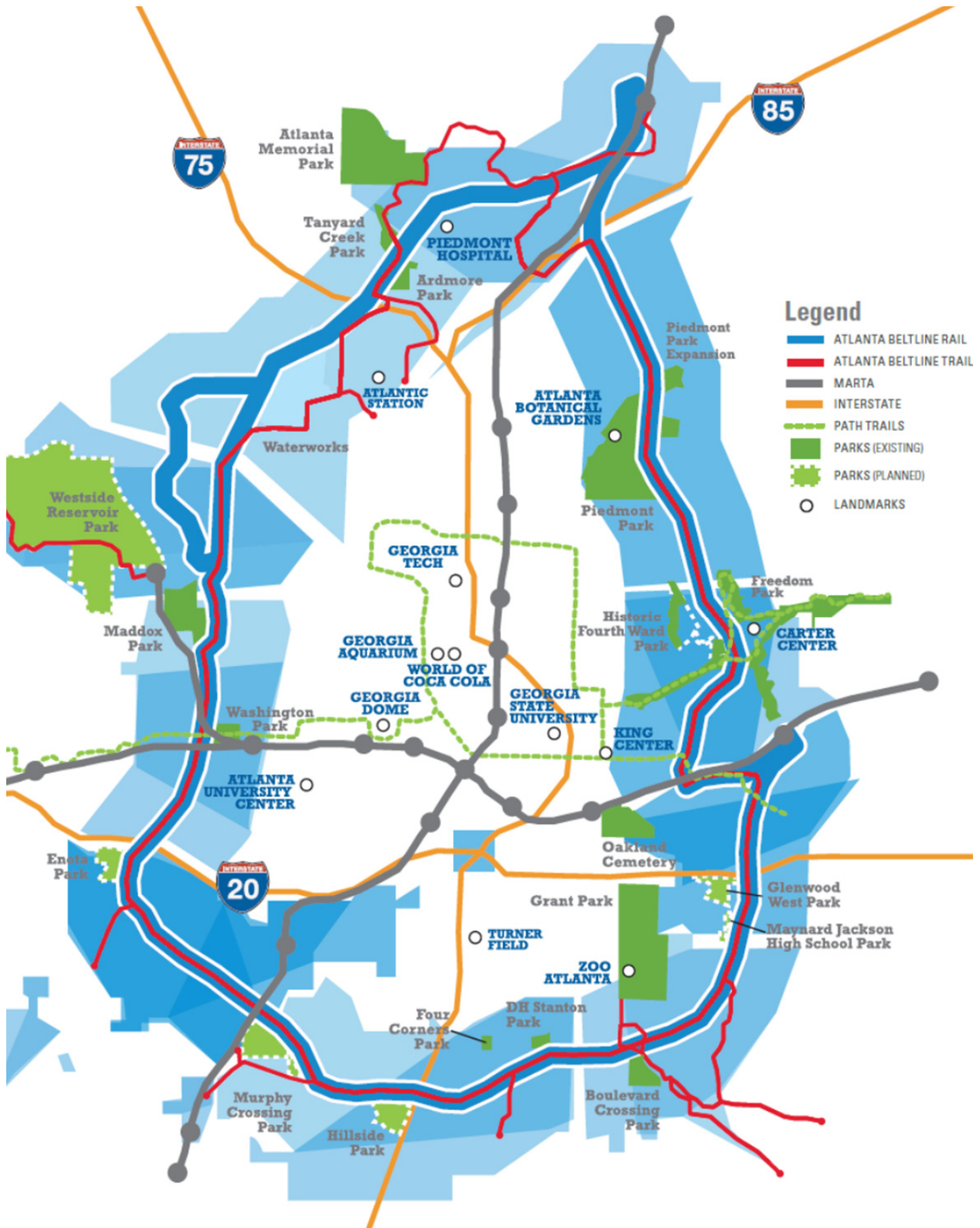
<http://hpdp.unc.edu/research/sustainable-agriculture/projects/>

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

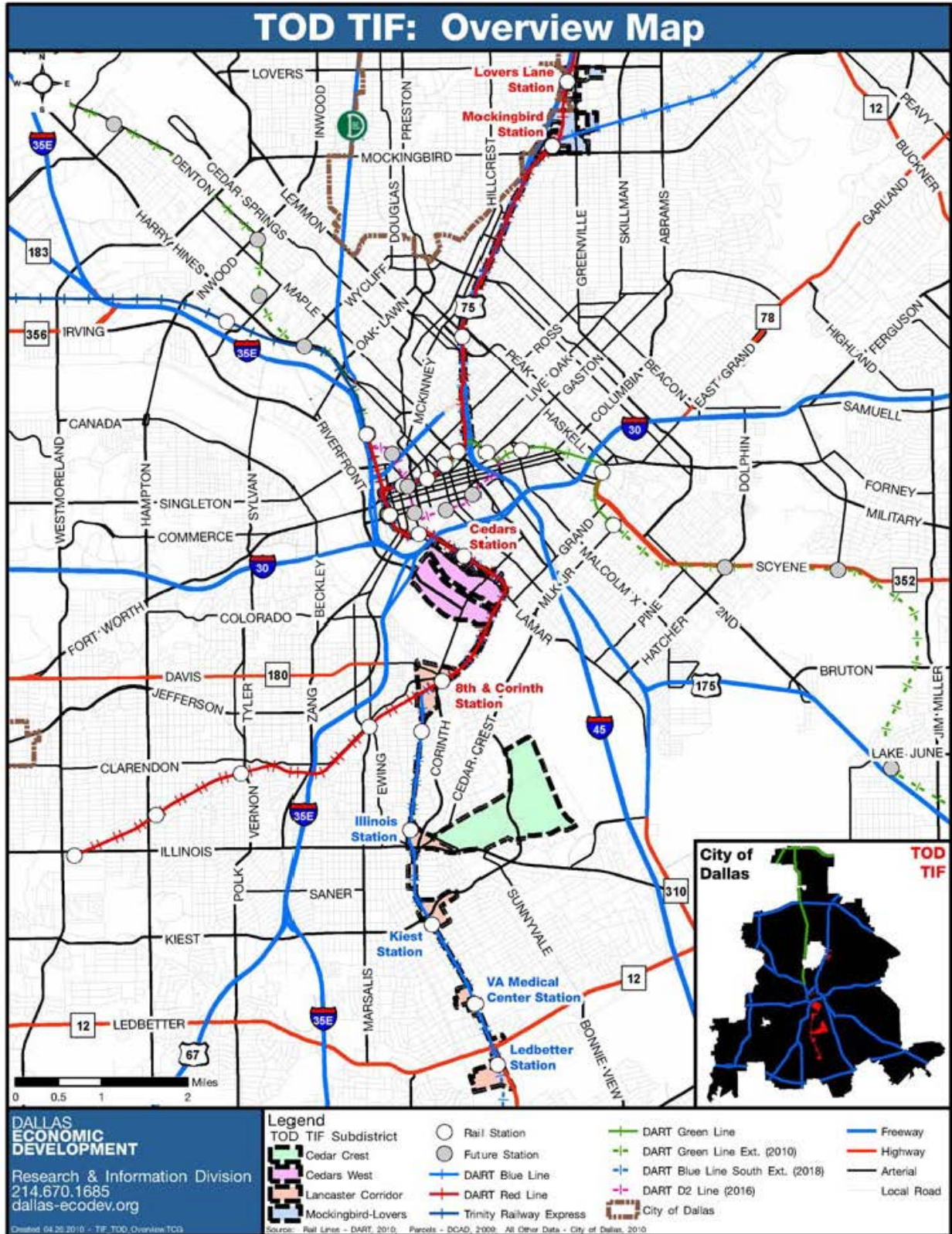
The City of Dallas has a total of 17 TIF districts which were designated under traditional redevelopment criteria, a number of which are located at or near transit station locations. The greatest successes have been in locations with strong development markets, including Cityplace, Victory, Park Lane, 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	Institutional
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.