Strategic Plan for Transit Oriented Development

Revision 0, June 2006

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Approved By:

Liz Rao, Assistant General Manager Planning and Development  June 20, 2006
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1.0 INTRODUCTION

1.1 Regional Context

The Denver metropolitan area is home to more than 2.6 million people. This represents more than half the population of Colorado, which was the third-fastest growing state in the nation during the 1990s and is the eighth-fastest growing since 2000. Metro Vision 2030, the Denver Regional Council of Governments (DRCOG) 25-year plan for growth and development, projects the region to grow by nearly 50 percent to a total of 3.9 million residents—along with 800,000 new jobs—by 2030.

This growth will place a tremendous strain on the region’s already congested transportation system. In its 2003 Annual Urban Mobility Report, the Texas Transportation Institute (TTI) rated Denver as the third-most congested city in the nation. In 2005, about 1,460 lane-miles of the regional roadway system were severely congested for more than three hours per day. By 2030, DRCOG projects this to grow by 82%.

FasTracks, the Regional Transportation District’s 12-year comprehensive plan, responds to the growing transportation needs of the Denver region by planning new rapid transit and expanding and improving bus service throughout its service district (see Exhibit 1-1). Passed by a 58-percent majority in 2004, FasTracks plans for 119 miles of new light-rail and commuter rail service at a proposed 57 new stations, along with 18 miles of bus rapid transit (BRT). FasTracks has the following three core goals:

1. Provide improved transportation choices and options to the citizens of the District,
2. Increase transit mode share during peak travel times, and
3. Establish a proactive plan that balances transit needs with future regional growth.

FasTracks offers an unparalleled opportunity—no other U.S. region today is making this level of commitment to invest in transit. The dividends of this investment will come in the form of an enhanced quality of life, which for decades to come will provide metropolitan Denver with a competitive advantage for economic development opportunities compared to other regions.

One key to realizing these benefits lies with the region’s ability to implement transit-oriented development (TOD). TOD is a specific approach to developing the built environment—not a style of urban design or a description of physical location. At its essence, TOD means development with a functional relationship to transit, allowing it to achieve synergies that enhance the value of both. For example, TOD can make transit systems more efficient and cost effective by increasing off-peak ridership. In addition, studies have shown that proximity to transit can yield a premium for property values. By definition, TOD can only be implemented by collaboration between the parties whose interests converge at transit facilities: the transit agency, local government, private developers, and community stakeholders.

As the regional transit agency, RTD’s primary role is to develop and operate this public infrastructure system. RTD’s expansion of the regional transit system will provide more...
transportation choices and make public transit a more attractive travel option—the first two goals of FasTracks. But local government jurisdictions will play a key role in determining the success of the third goal—as well as a supportive role for the first two—by using their power to regulate land use and development. Private developers will play a critical role by proposing new projects and providing their financing knowledge and construction muscle to develop real estate at and around transit facilities. Community stakeholders will prepare the canvass for this development by articulating a vision for their neighborhoods for which transit can act as a catalyst to achieve.

Exhibit 1-1: FasTracks System Map
1.2 Plan Organization

Implementing TOD requires regional collaboration across political boundaries, institutional sectors, and professional disciplines. This document provides a strategic plan for RTD to perform its role in implementing TOD in the Denver region. It establishes RTD’s TOD policy, offering the agency’s vision for TOD, articulating its goals related to TOD, and recommending strategies for how to achieve each. The plan also describes the process for how RTD plans to implement TOD, defining its role in relationship to those of other major stakeholders, as well as the timeline and milestones for TOD in relationship to the transit project development process. And it describes the process and evaluation criteria for joint development proposals—those both requested by RTD and unsolicited—as well as RTD’s internal review protocols for such proposals.

As part of FasTracks, RTD is conducting a Quality of Life (QoL) study with three main objectives:

1. To identify RTD’s impacts on the region;
2. To provide required New Starts and Before-and-After information to the Federal Transit Administration (FTA); and
3. To identify, collect data for, track, and trend measures of economic activity, changes in land use, and value placed on transportation improvements to know how the FasTracks program is impacting the community.

The plan recommends data collection to measure TOD implementation and impacts as part of this study, including an analysis of where local governments have adopted station-area plans and zoning requirements that support transit usage and TOD, and a database of all proposed and constructed new development around current and planned stations.

Finally, the plan provides the process and criteria for determining annual RTD action items for TOD—such as participation in station-area planning, policy and process guidance, and planning and development of transit-supportive public infrastructure—and defines RTD’s short- and long-term TOD priorities. It also calls for RTD staff to prepare an annual report on TOD action items.
2.0 TRANSIT ORIENTED DEVELOPMENT POLICY

2.1 Policy Adoption
The RTD Board of Directors passed and adopted the following Transit Oriented Development Policy on the 18th day of April 2006 as the framework to support TOD planning and development at existing and future stations throughout the district.

2.2 Definition of TOD
While TOD can have many physical forms, it generally includes the following design principles:

- More compact and dense development around transit facilities compared to existing development patterns in the same area;
- A mix of uses—either horizontal or vertical—usually including residential, retail, and office employment;
- High-quality, pedestrian-oriented urban design and streetscapes

By focusing compact development around transit stations, TOD capitalizes on the value of public infrastructure investments and promotes sustainability. These development synergies promote increased transit ridership for transit agencies. In addition to increased ridership, TOD also is a successful tool for promoting local economic development, helping communities plan for sustainable growth, and increasing the overall quality of life in a region.

Exhibit 2-1: CityCenter Englewood

CityCenter Englewood replaced a declining regional shopping mall with an open-air, mixed-use development adjacent to the Englewood light-rail station. This 55-acre, public-private project focuses development on a central public place and connects the site with walkable streets, civic and cultural uses, public transit, retail and office space, and apartments. It includes 440 residential units, 330,000 square feet of retail space, 300,000 square feet of offices, 50,000 square feet of restaurant space, city offices, public library, municipal courts, and a cultural arts center.
2.3 Basis for TOD Policy
TOD’s ability to increase transit usage while achieving valuable ancillary benefits for the region means that it plays a crucial role in fulfilling RTD’s organizational mission—“To meet our constituents’ present and future public transit needs by offering safe, clean, reliable, courteous, accessible and cost-effective service throughout the district,”—as well as in accomplishing the three core goals of FasTracks, RTD’s long-range transit plan, which are to:

1. Provide improved transportation choices and options to the citizens of the District,
2. Increase transit mode share during peak travel times, and
3. Establish a proactive plan that balances transit needs with future regional growth.

RTD’s mission is to provide transit service, and RTD recognizes that other public agencies and private developers are responsible for the region’s built environment. However, RTD believes that increased coordination among public and private organizations in promoting TOD throughout the land use planning, zoning, and development process will result in higher-quality, sustainable development that meets the varying objectives of all parties.

RTD has the power of eminent domain, or condemnation, to carry out the purposes set forth in its enabling act (C.R.S. 32-9-161). Pursuant to its enabling act, RTD is authorized to operate a mass transportation system (C.R.S. 32-9-107). Therefore, RTD may exercise the power of eminent domain as necessary for the operation of its mass transportation system. RTD does not have authority to exercise its power of eminent domain for any other use, even if it serves a public purpose.

2.4 TOD Vision
RTD’s vision for TOD is to encourage compact, mixed-use, pedestrian-oriented, high-quality development at and around transit stations consistent with federal requirements, regional goals, and community objectives—including sustainable growth—while operating an attractive, comfortable, and convenient transit system for the residents of the district.

Since there is no one-size-fits-all approach to TOD, RTD has identified four key goals to best achieve success:

1. Promoting multi-sector, cross-jurisdictional partnerships:
2. Encouraging sustainable development that supports the transit system;
3. Ensuring a hierarchy of multimodal access; and
4. Protecting and enhancing RTD’s transit assets.
2.5 Goals and Strategies

Goal 1: RTD will foster relationships with local jurisdictions, regional agencies, private developers, local residents and businesses, and other stakeholders to support transit station area planning and TOD.

Strategies to achieve this goal include:

- Providing RTD staff expertise and resources to local jurisdictions for station area planning and zoning
- Supporting efforts to encourage TOD by the Denver Regional Council of Governments (DRCOG), which include conducting research, sharing information, and providing planning assistance to connect transit service expansion to economic and community development that supports sustainable growth consistent with the DRCOG Metro Vision Plan
- Working with trade and advocacy organizations—such as the Urban Land Institute—to promote TOD education and best practices
- Establishing guidelines for how TOD relates to the planning and design of transit projects and RTD’s project development process
- Establishing a framework for developing partnerships with private developers on joint development projects where developers acquire, use, or modify RTD property and stations

Goal 2: RTD will encourage sustainable development that supports the transit system.

Strategies to achieve this goal include:

- Collaborating with local jurisdictions on station area planning and TOD for areas within ½-mile of stations
- Advocating for new development around stations which generally meet the following principles:
  - It is denser than existing development patterns in the area
  - It contains a mix of uses
  - It has a compact and attractive urban design
  - It is oriented to allow easy pedestrian access to transit facilities
- Encouraging local jurisdictions to adopt TOD supportive policies, plans and zoning for transit stations within their jurisdiction that provide a flexible framework for TOD and prevent development which does not support transit
- Considering both the function and relationship of transit stations to the surrounding community when evaluating joint development projects. The objectives of maximizing revenues and ridership should be evaluated in this context.
Goal 3: RTD supports multimodal access to the transit system by all users.
Strategies to achieve this goal include:

- Creating a hierarchy of access which considers the following modes in order of priority: pedestrians, bus riders, bicyclists, vehicles (short-term parking), and vehicles (long-term parking)
- Considering access needs beyond RTD property in the planning and design of transit stations, including:
  - Pedestrian connections to destinations within a 5- to 10-minute walk
  - Regional bus transit and bicycle connections
  - Vehicular access for the station catchment area
- Strategically managing the use and construction of RTD parking facilities to balance vehicular access and the opportunity for TOD to maximize ridership at stations and minimize the need for single-occupancy vehicle trips by transit riders outside of their trips to stations
- Optimizing RTD parking at stations by considering: proximity to Downtown Denver (less parking closer in), local feeder bus service (less parking with higher levels of service), and pedestrian connectivity (less parking with good pedestrian connections)

Goal 4: Protect and enhance RTD’s transit assets and investments.
Strategies to achieve this goal include:

- Considering TOD as an opportunity to increase the value of RTD-owned land near stations
- Encouraging local jurisdictions to support TOD by:
  - Utilizing best practices in TOD planning and implementation around transit stations
  - Encouraging station area planning early in the transit planning process, consistent with the Federal Transit Administration’s New Starts guidelines for transit-supportive land uses
- Leveraging Federal investment in the regional transit system, recognizing that there is significant competition among regions throughout the country for Federal transit support, by:
  - Ensuring consistency of local policy with the FTA’s funding guidelines for transit joint development, which mandate a transit element, economic development, new or enhanced inter-modal coordination, and non-vehicular capital improvements resulting increased transit usage
  - Ensuring consistency of local policy with the Federal Highway Administration’s economic development goals stated in the Federal Transportation Infrastructure Finance Innovation Act
Using surface parking as a strategic land bank for potential TOD opportunities, and utilizing shared and joint-use parking when available to reduce costs to build and maintain parking facilities.

Favoring the acquisition of permanent rights that meet transit requirements or long-term ground leases as an alternative to ownership in fee simple when RTD property is available for joint development projects.

Utilizing joint development as a means to maintain control of and receive long-term revenue from RTD assets, or to identify capital projects that can be funded or developed from land sales or swaps.

Where land sales are pursued for joint development projects, ensuring that the project will support the long-term generation of revenue for RTD through the protection and enhancement of station ridership and the continuing utilization of the land for TOD purposes.
3.0 TOD PROCESS GUIDANCE

3.1 Roles in TOD Implementation
Transit-oriented development can be difficult to implement, especially in a presently auto-dependent region without many existing models. It takes true collaboration between the transit agency, local government, and real estate developers to overcome the sometimes substantial regulatory market and political hurdles. Each party plays a unique role: the transit agency as the infrastructure builder, local governments as the development regulator, and real estate developers as the actual builders and financiers of development. Because of the regional nature of mass transit systems, a number of regional stakeholders can play key roles as well, including the metropolitan planning organization, regional chambers of commerce, and planning and development research institutes and professional organizations. The local community plays a key role in providing input and feedback, and other stakeholders may be involved as appropriate. RTD is supportive of policy goals, such as the development of affordable housing near stations, as reflected by the local jurisdiction’s adopted policies. The various roles in the TOD process are defined in detail below and represented in Exhibit 3-1.

Exhibit 3-1: Roles in the TOD Process
3.1.1 RTD

Roles for RTD in the TOD process include:

- **Landowner**
  RTD owns transit stations, parking facilities, and structures that enable access to these facilities, as well as—in some cases—adjacent land on unused areas of its property. RTD’s primary responsibility is to ensure safe operations of and access to its transit facilities. RTD transit facility access and operations must adhere to local, state and federal standards, for all modes of users. While TOD principles generally enhance station access and safety, RTD will not encourage development that degrades its facilities in any way.

- **Development Partner**
  RTD may entertain development proposals for the joint use of its transit facilities or property with an incidental (non-transit) use. In the case of property not currently used for transit purposes, RTD may entertain offers to become a development partner, enter lease agreements, or sell such property outright, as long as it does not limit RTD’s access and operations if such property would be needed for future transit purposes. In cases where RTD has an active transit facility, RTD will consider joint development in situations where the resulting development maintains or improves the operations of and access to the transit facility. In either case, all parties in joint development proposals on federally funded transit corridors would have to satisfy the FTA requirements governing such agreements. Additionally, constraints imposed by U.S. Treasury regulations related to tax-exempt financing will be considered prior to RTD commitment to any such development proposals. RTD will provide infrastructure that is directly related to the transit project but cannot build or pay for infrastructure for TOD unless it is a transit related element of a joint development. Under the environmental process for transit project development, RTD is responsible for mitigating impacts caused by the project but it not responsible for adjacent development impacts. For example, if RTD would build a new street to provide access to a station that might might facilitate TOD, the TOD rationale does not solely warrant the road’s construction.

- **Planning Partner**
  RTD will partner with local governments to develop station area plans that support TOD in areas where such development is deemed appropriate. RTD will provide support for station area planning by sharing information about its facilities and plans, facilitating collaboration among local governments along the same transit corridors, sharing national best practices and expertise, and providing matching funds in certain instances.

- **Property Assembler**
  RTD has eminent domain powers authorized by the State of Colorado that are narrowly restricted to condemning property for transit use. RTD is not authorized to use condemnation for any other purpose—such as economic development—even if it serves a public purpose. However, because of parcel sizes or common prior ownership, in some instances RTD will have excess or remnant property that is
not needed for transit purposes that may be incorporated into a joint development through a sale or lease of the land.

- **Equity Provider**
  RTD can provide equity for a joint development in the form of real property or transit supportive infrastructure such as parking or pedestrian facilities. Under FTA regulations, RTD must receive the highest and best transit value for the use of federally funded transit facilities rather than a direct cash or fair market value equivalent.

- **Construction Facilitator**
  RTD will provide coordination between developer’s contractors and RTD’s construction contractor when transit and TOD improvements are either adjacent to each other or being jointly pursued.

### 3.1.2 Local Government
Roles for the local government in the TOD process include:

- **Facilitate Community Process**
  Since RTD facilities are located in communities that are part of local cities and counties, it is the role of local government to facilitate interaction with neighborhood-based stakeholders during the planning and development process. RTD, however, will provide any information it can to local governments to assist with community facilitation, and be a willing participant in the process.

- **Planning, Zoning, Permits**
  Only local governments are authorized by the State of Colorado to adopt plans, enact zoning codes, implement financing tools, and issue development permits. RTD cannot plan or implement other land-use guidelines for the areas adjacent to its transit facilities. But as a pivotal stakeholder in station areas, RTD is committed to collaborating with local governments during the planning process to ensure that they adopt land-use guidelines that not only foster TOD, but also discourage development that is unfriendly or incompatible to transit.

- **Realize Tax Revenue**
  Since access to public transit facilities generally enhances land values, station area development should result in greater tax revenue for local jurisdictions. By encouraging denser, more compact, mixed-use development, TOD takes advantage of the tax revenue benefit to local jurisdictions created by the transit infrastructure. This is a direct benefit that RTD’s investment will provide to the community.

- **Implementation Tools**
  In addition to adopting plans and zoning to foster TOD, local governments have other implementation tools at their disposal. For example, local governments have the ability to build infrastructure that will support TOD, create urban design guidelines, and assemble land. Local governments also have the ability to manage parking in their right of ways, for which RTD will be a willing partner although it is unable to act in an enforcement capacity. In the case of areas that have been designated for urban renewal, local jurisdictions have the ability to assemble
land for economic development, and in such areas where future retail uses are envisioned they can use tax increment financing (TIF) as a funding mechanism. RTD will support requests by local jurisdictions for the ability to use implementation tools when appropriate.

- **Land Owner**
  Where local governments own land adjacent to or near stations and other RTD facilities, they may be able to leverage their interest in those properties to implement TOD, either through joint development with RTD or through conveyance to private developers.

### 3.1.3 Developers

The role of real estate developers in this process is to work with local government to draft and finalize a TOD site plan, obtain the necessary zoning and other approvals, secure financing for projects, complete any needed land assemblages, and manage construction and complete the final project. Ultimately developers need to be able to realize a certain level of profit on the development to maintain and grow their private business.

For joint development projects which include the use of RTD property, the developer will have a more direct relationship with RTD. Under these circumstances the developer will be responsible for:

- Integrating RTD facilities into the development – the developer will be required to work with RTD staff to determine the location of RTD facilities (transit parking, rail platforms, and bus layover facilities) and the phasing of the development so that it does not degrade the existing or future operations of RTD facilities.
- Infrastructure financing – the developer will provide the primary funding for infrastructure associated with the joint development. RTD will only contribute funds for the construction of RTD facilities or other infrastructure that supports RTD’s operations. In addition, the developer will be responsible for the pursuing the establishment of any urban renewal designation on RTD land for purposes of gaining access to tax increment financing (TIF).
- Zoning/entitlement approvals for RTD land – prior to the conveyance of any RTD land for joint development, the developer will be required to get all necessary entitlements in place to initiate construction including zoning changes, general development plans or other entitlement mechanisms.

### 3.1.4 Regional Stakeholders and TOD Resources

Roles of additional participants in the TOD process include:

- **Metro Denver Economic Development Corporation (MDEDC)**
  The Denver Metro Chamber of Commerce’s Metro Denver Economic Development Corporation affiliate is supporting implementation of TOD in the region with a funding initiative. RTD strongly encourages participation by the MDEDC in the TOD planning process for corridors and station areas especially since the FTA is
proposing to give economic development a much greater role in its New Starts project evaluation criteria. As a unified voice representing the regional business and economic development agenda, MDEDC can also play a valuable role in facilitating collaboration between local government planning efforts. In support of the MDEDC’s regional role, RTD also encourages the active participation of local and regional economic development councils at the corridor and station level.

- **Research institutes and professional organizations**
  The Urban Land Institute (ULI), the nation’s leading research institute for land use and real estate development, provides technical advice and best practices for implementing TOD. With a funded request by local partners, either the national ULI organization or its Colorado chapter will facilitate a TOD forum for a station area. RTD encourages local governments and other stakeholders to engage ULI for its TOD expertise and will consider contributing to funding such efforts. The American Planning Association (APA) and American Institute of Architects (AIA), the professional organizations respectively for urban planners and architects—as well as their state chapters—can bring additional resources to help facilitate TOD.

- **Denver Regional Council of Governments (DRCOG)**
  As the Denver region’s officially designated metropolitan planning organization, DRCOG plays an important role in facilitating TOD. The region’s long-range plan calls for the greater concentration of development around transit stations, which is consistent with TOD principles. DRCOG has provided funding support for station area planning to local jurisdictions through the authorization of federal Congestion Mitigation Air Quality (CMAQ) grants. DRCOG’s officially adopted TOD program calls for it to provide:
  - Research – identify national TOD success factors and failures; develop an inventory of best management practices; identify common issues all TOD initiatives will need to take into account.
  - Support – Make technical assistance available; collect and distribute TOD planning documents and data; convene TOD workshops.
  - Information – Develop a web site and newsletter for exchanging information and help local communities coordinate planning efforts; compile local station area plans; organize periodic meetings with other regional agencies involved in TOD planning.

- **Local community**
  The local community participates in TOD planning and zoning process by providing invaluable input about how to best integrate TOD into the surrounding community. The local community also benefits from the resulting amenities that come from TOD including expanded living, shopping and entertainment opportunities.

- **FTA**
  FTA participates in the TOD process when there are changes to improvements that are federally funded but not addressed in the project Record of Decision (ROD), or when a proposed development would impact an existing transit facility that was built using federal funds.
3.2 Station Area Planning and Implementation

Federal guidelines dictate the procedure for transit project development. The procedure for TOD planning and implementation must be viewed within the context of this timeline so that key decisions can be made in concert with the federal requirements (see Exhibit 3-2). This coordination will prevent negative impacts to RTD’s project budget and schedule. In order for TOD to be implemented, station area plans need to be created and adopted, and TOD-supportive land-use regulations need to be enabled by the local jurisdiction. It is also important for local jurisdictions to develop a plan for phasing implementation that allows TOD to develop over time and limits non-transit supportive uses in the event that the market for TOD does not materialize quickly or the building of transit is several years away.

Exhibit 3-2: TOD Relationship to Project Development Process

<table>
<thead>
<tr>
<th>Project Development Process</th>
<th>PHASE 1</th>
<th>PHASE 2</th>
<th>PHASE 3</th>
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<tbody>
<tr>
<td>DEIS/EA (Including Alternatives Analysis &amp; Basic Engineering)</td>
<td>PE/FEIS/ Environmental Decision Document</td>
<td>Final Design &amp; Construction</td>
<td></td>
</tr>
<tr>
<td>T.O.D. Assessment</td>
<td>Corridor-wide T.O.D. Workshops</td>
<td>Implementation</td>
<td></td>
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<tr>
<td>Start Station Area Planning</td>
<td>Adopt Station Area Plans</td>
<td>• adopt new zoning</td>
<td></td>
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<tr>
<td>• public/private partnerships</td>
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<td>• design/construction</td>
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3.2.1 FTA Project Development Process

The Federal Transit Administration (FTA) is the federal agency that oversees the planning, construction and operation of public transit in the US. FTA is the regulatory agency that oversees federal transit funding for capital projects and transit operations. FTA is also the lead agency for the National Environmental Policy Act (NEPA) process on those corridors which require federal capital funding. The New Starts program is FTA’s capital funding program for new and extensions of rapid transit projects. New Starts is highly competitive and requires a rigorous application and screening process in order to qualify for federal funds.

The following describes the project development process under the New Starts program as guide or reference for how TOD should be integrated into the project development process. Not all FasTracks corridors will be required to strictly follow the New Starts process because
not all corridors will be applying for New Start funds, but the New Starts process provides the best model to determine how the TOD process relates to transit project development. However, this model in no way precludes the ability of developers from working with local jurisdictions to begin land-use planning around stations areas at an earlier time.

**Phase 1–Alternatives Analysis (AA)/Basic Engineering (BE) and Draft Environmental Impact Statement (DEIS)/Environmental Assessment (EA)**

An alternatives analysis evaluates several modal and alignment options, in addition to a “no action” alternative, to address mobility needs in a given corridor. It is intended to provide local officials with information about benefits, costs, and potential impacts of alternative transportation investments so they can identify a locally preferred alternative. Funding sources for implementing each alternative are identified and studied, and information required for the FTA New Starts project evaluation criteria is developed. The alternatives analysis will include development of a draft environmental impact statement (DEIS) or an environmental assessment (EA) if federal action is involved (i.e., funding or permitting). An alternatives analysis is complete when a locally preferred alternative is selected by local and regional decision-makers and adopted by the metropolitan planning organization in its financially constrained, long range transportation plan.

Basic engineering (BE) is established during the AA process and involves the development of a minimal level of engineering design to be able to screen alternatives and determine their environmental impacts. In most situations, BE is the level of design that is completed for a DEIS or EA.

**Phase 2–Preliminary Engineering (PE) and Final Environmental Impact Statement (FEIS)/Environmental Decision Document**

During the preliminary engineering phase, the design of the project is refined to a level of detail necessary to complete the federal NEPA requirements. For New Starts, this usually includes the completion of a final environmental impact statement (FEIS). Preliminary engineering allows for more precise estimates of project costs, benefits, and impacts in which there is a much higher degree of confidence than earlier in the project development process. Preliminary engineering also allows for a refined environmental impact analysis and firm commitment to mitigation measures. Project management plans and fleet management plans are finalized and local funding sources are committed to the project, if they have not already been committed. A comprehensive preliminary engineering effort will also address the New Starts project evaluation criteria. Information on project justification and the degree of local financial commitment is updated and reported, as appropriate. As part of the preliminary engineering activities, localities are encouraged to consider policies and actions designed to enhance the benefits of the project, as well as its financial feasibility. A Full Funding Grant Agreement (FFGA) from the FTA is expected to be signed at the end of this phase for projects requesting federal funds.

**Phase 3–Final Design & Construction**

Final design and construction is the last phase of project development. Final design includes the preparation of final construction plans (including construction management plans), detailed specifications, construction cost estimates, and bid documents. It is expected that there be a high level of confidence in the project’s baseline cost estimate and the sponsor
has identified any risks in maintaining the project cost and schedule, as well as appropriate mitigation measures. Final design activities may also include initiation of right-of-way acquisition, utility relocation, and design of mitigation measures.

Construction is initiated following the completion of final design. The construction procurement method—design-bid-build, design-build, or construction manager/general contractor—will determine the scope and relationship between the construction contractor, RTD staff, and any final design consultants.

3.2.2 Relationship of TOD process to FTA Project Development Process

In the instance of a major assembly of privately owned land around a station it may be appropriate for the local jurisdiction to move more quickly through the land-use planning process in collaboration with that private owner. In cases where there is multiple ownership more public involvement may be appropriate.

Step 1—Assessment of TOD Opportunities and Constraints (to be completed by the AA/DEIS)

In corridors where no significant TOD planning efforts have been initiated at the time of the DEIS, as a part of the AA, RTD in partnership with local jurisdictions will identify TOD opportunities and constraints at each potential station area within a particular corridor. Demographics, market potential, existing land use, multi-modal access, and other elements influencing development will be identified, as well as the status of station area planning and potential adjacent new development, which will yield a range of TOD opportunities at station areas. RTD will work with local governments, DRCOG and other stakeholders during this evaluation, which will culminate in the categorization and identification of TOD potential at various station areas evaluated during the AA/DEIS process. Because proceeds from the issuance of tax-exempt bonds or other securities can only be used for transit purposes, this exercise will help RTD—to the extent possible and practicable—avoid using such funds to acquire sites with high private development potential.

Step 2—Station Area Planning (started during the AA/DEIS, completed by PE/FEIS)

Station area planning efforts are led by local governments. These plans should include a vision for the station area’s future identifying desired future land uses, opportunity areas for redevelopment, an infrastructure framework for development (i.e., streets, pedestrian/bike connections, and other infrastructure to support development), areas desired for preservation, challenges and constraints for achieving desired changes, a transportation demand management plan, and an evaluation of available and desired implementation tools. Station area plans should be created with the collaboration of community residents and other local stakeholders. These plans should identify what future actions are needed to accomplish TOD, such as zoning changes, and need to be formally adopted by the local jurisdiction.

Step 3—Corridor-wide TOD Workshops (undertaken between the DEIS/EA and FEIS)

RTD will convene an intensive TOD workshop with all the local jurisdictions and other major stakeholders for each corridor. The workshop will seek to maximize both transit operations and TOD—transit designed with development in mind—by approaching the station from per-
spective of how it fits in with the broader community and can act as a catalyst to achieve community goals.

The TOD workshop is integrally related to station area planning conducted by local jurisdictions. It can occur during or following station planning efforts by the local jurisdictions. The corridor-wide TOD workshop process ultimately is a tool to formalize how the transit design can better integrate TOD. The level of effort required for the workshop process will vary based on the level of station planning completed at the time the workshop process is initiated.

The workshops will address such topics as station function, pedestrian access, parking location, and community partnerships. By working with all the stakeholders in each corridor, the workshop imparts a corridor-wide perspective and leads to a corridor TOD action plan. This action plan should result in jurisdictions making changes to comprehensive and neighborhood plans and zoning codes, improving infrastructure, offering financial and regulatory incentives, and identifying of private-sector partners to facilitate TOD. The level of effort identified in the action plan will be directly tied to the level of station planning completed by local jurisdictions.

**Step 4 – Implementation (started in Final Design)**

During implementation, the focus will be on implementing the recommendations from the station area planning process and the corridor-wide TOD workshop. Changes to the regulatory environment such as zoning, the development of public/private partnerships for development, supportive infrastructure improvements, as well as the design and construction of actual TOD will occur. This phase will last well after the construction of the transit line is complete and may involve revisiting the recommendations in the Steps 2 and 3 dependent upon the real estate market, the political climate and other issues impacting TOD implementation.

### 3.3 RTD Internal Review and Prioritization Process for TOD

This section establishes how RTD staff is organized to evaluate and partner on TOD projects as well as how RTD prioritizes TOD projects. The review and prioritization process is important because it establishes how RTD will address TOD internally as a transit agency whose primary mission is to operate a transit system. This context needs to be understood because in most instances there is a limited amount of staff and financial resources to address TOD.

#### 3.3.1 Staff involved and roles in process

Exhibit 3-3 highlights the different functional groups within RTD and their role in the TOD process:
### Exhibit 3-3: RTD Functional Groups’ Role in TOD Process

<table>
<thead>
<tr>
<th>RTD Functional Groups</th>
<th>Role in TOD Process</th>
</tr>
</thead>
</table>
| TOD                   | • Primary point of contact for RTD  
                        | • Coordinates internal review and evaluation of TOD plans and projects |
| Property Management   | • Primary negotiator for any property transactions between RTD and another party for joint development |
| Systems Planning      | • Reviews/comments on interface between TOD plans and projects and environmental process |
| Engineering           | • Reviews/comments on interface between TOD plans and projects and the design and construction of RTD facilities, including park-n-Rides, rail stations, rail track and systems elements, and bus facilities |
| Service Development   | • Reviews/comments on interface between TOD plans and projects and rail and bus routing and operations |
| Bus Operations        | • Reviews/comments on interface between TOD plans and projects and bus operations |
| Rail Operations       | • Reviews/comments on interface between TOD plans and projects and rail operations |
| Finance               | • Reviews/comments on potential deal structure for any joint development projects |
| Legal Services        | • Develops legal documents for partnerships with public and private entities on TOD  
                        | • Reviews/comments on the document structure for conformance with applicable legal requirements |
| Public Safety         | • Reviews/comments on public safety issues associated with interface between TOD plans and projects and RTD facilities |

#### 3.3.1.1 TOD, park-n-Ride and Stations Committee

The TOD, park-n-Ride and Stations Committee is one of eleven standing internal management committees for FasTracks. This committee coordinates FasTracks TOD, park-n-Rides and station planning, bike & pedestrian planning, urban design, sustainability features, design and construction issues to ensure that timely decisions are made consistent with the FasTracks budget and master schedule and in support of corridor projects. Related to TOD, this committee will provide an internal forum for sharing information on TOD plans and projects and resolving complicated issues or disagreements among staff on TOD plans and projects. This committee will meet on a regular basis, but a high level of coordination among staff will occur outside the regularly scheduled committee meetings.
3.3.1.2 Role of RTD Board
The RTD Board will provide guidance to RTD staff through the establishment of policies and procedures for the planning and implementation of TOD. The Board will have approval authority over TOD and joint development projects which involve any land transactions or the expenditure of RTD funds. The Board will be updated on TOD plans and projects on a regular basis through presentations and reports by staff.

3.3.2 RTD Prioritization Process for TOD
TOD plans and projects will be prioritized within RTD to establish how limited resources within RTD will be used to support TOD. Prioritization of TOD plans and projects will be based on two different criteria:

1. **Status of RTD project development** – this criterion relates to the stage of project development of the transit corridor where the TOD is identified. TOD planning and projects will have a higher priority the later the transit corridor is in the project development process. For example, TOD plans or projects on corridors in the early stages of an EIS will have a lower priority than projects which are in final design or construction.

2. **TOD project readiness** – this criterion relates to how ready a TOD project is to move forward from planning to implementation. The more ready a TOD project is, the higher priority it will have within RTD. This criterion addresses things such as the status of property assembly for development, developer interest and commitment, status of TOD-supportive zoning, and level of support by the local jurisdiction.
3.4 Joint Development

Joint development is defined as a development project that occurs in, on or adjoining an RTD transit facility (e.g., a rail or bus station, maintenance facility, other transit system infrastructure, or administrative office) that involves another public and or private partner. Joint development may involve air rights development, ground lease arrangements, the outright sale of land or “other initiatives that may promote real estate development at or near transit stations to the mutual benefit of public and private interests.” Joint development is a subset of TOD under which RTD partners with a developer for land use, infrastructure improvements, and shared facilities in addition to coordinating development with any adjacent property owners.

The purpose of RTD engaging in joint development is to increase ridership, provide an opportunity for increased revenue and enhance the overall attractiveness of its transit system. When proposed for facilities in which the FTA has an interest (i.e., federal funding is involved with the transit facility construction), joint development must conform to federal guidelines. Additionally, consideration will be given to potential constraints imposed by applicable U.S. Treasury regulations related to tax-exempt financing. RTD will ensure that labor practices on joint development projects are consistent with its adopted responsible contracting policy.

Joint development can be approached from several different regulatory and funding perspectives depending on the development scenario, its timing relative to the development of the transit project, and the presence of federal funding. For example, a joint development project might be included as a facility in part of the overall corridor transit project prior to its opening for revenue service. In this scenario, the community and transit impacts of the joint development proposal are evaluated as part of the NEPA process. In cases where the NEPA process has been completed, consultation with FTA will be required to determine if any additional documentation and/or analysis is needed. A different joint development scenario could involve a proposal to improve or alter an existing facility after the completion of the transit project. Under this scenario, federal funds could be applied for use in the joint development project if it meets the requirements listed in the next section—although RTD’s priority for the use of federal funds is for the development of transit. If a private or public entity proposed improving or altering a transit facility after it was completed with federal funding but did not seek additional subsidy for the project it would still need to meet the FTA requirements discussed below. In cases where joint development is proposed for a facility where there is no federal interest, the project can be treated as a typical transportation project enhancement, but FTA should be informed and consulted. For example, the federal government has no interest in air rights but a proposal to develop over a transit facility should first be cleared in concept with regional FTA staff.

3.4.1 Joint Development Guidelines and Criteria

Joint development proposals need to conform to FTA guidelines in cases where they involve facilities built with federal funding and IRS guidelines in the event tax-exempt financing is applied to the associated RTD asset. This means that RTD’s financial benefit (the projected revenue stream or one-time payment) of undertaking a joint development proposal must be in excess of the property’s current market or appraised value, taking into account the “highest and best transit use.” While the highest and best transit use is often the use that generates

1 Federal Transit Administration Docket Number 2005-23511
the most revenue from the land in question, in some cases the current highest and best use is not transit supportive (e.g., light-industrial or manufacturing) based on existing market conditions. In those instances, the property’s value is calculated based on the uses that generate the greatest social, economic and financial benefit—including ridership—to the transit system and the community. Joint development for federally funded facilities also requires that there is unimpeded access between the development and the transit facility. For more information, consult the FTA’s Joint Development Guidance.

Every development opportunity site has unique qualities that ultimately determine a range of feasible build-out scenarios. Being located at or near a transit station does not inherently make a development transit-oriented. TOD has to have a relationship to the transit facility, which is usually achieved by a pedestrian design orientation and a land-use program supportive of transit ridership. What makes TOD distinct are the following four principles:

1. It is denser than existing development patterns in the area
2. It contains a mix of uses
3. It has a compact and attractive urban design
4. It is oriented to allow convenient pedestrian access to transit facilities

When evaluating joint development projects, RTD will consider both the function and the relationship of transit stations to the surrounding community. In general, proposals should contain the TOD principles stated above. Specific topics that should be addressed by both solicited and unsolicited proposals should include how the project would:

- Functionally connect to the transit facility
- Increase transit ridership
- Enhance the quality of the rider experience
- Create a sense of place
- Functionally connect to the adjacent community
- Respect or advance the vision of the adjacent community
- Provide the opportunity for increased revenue to RTD

3.4.2 Joint Development Proposal Process
Joint developments may be approached either through a solicited proposal process that is initiated by RTD through a Request for Proposal (RFP) or an unsolicited process that is initiated by a private developer or another public entity. Both solicited and unsolicited joint development proposals need to be closely coordinated with local jurisdictions. The overall steps in the process are discussed in detail below and are shown in Figure 3-5.
3.4.2.1 Solicited Joint Development Proposal Process

**Publish RFP**

The issuance of a RFP for joint development will be initiated jointly by staff from the TOD group and the Real Property group from the RTD FasTracks team. The RTD Board of Directors will be briefed on the contents and the intent of the RFP prior to issuance. The issuance of the RFP will follow RTD’s standard procurement process.
Generally, the RFP will contain a schedule for the RFP selection process including due dates for written proposals, oral interviews and final selection; requirements for the RFP submittal; specific proposal evaluation criteria; and required forms and other materials to be submitted with the proposal.

**Evaluation of Proposals**

RFP proposals will be evaluated by RTD staff in coordination with others outside of RTD including staff from the local jurisdiction. Proposals will be evaluated on specific criteria that are consistent with the general evaluation topics discussed in section 3.4.1. The selection committee which evaluates the proposals will prepare a recommendation to the RTD Board. The recommendation will be reviewed by the Planning and Development Committee of the RTD Board.

**Negotiations with Selected Developer**

Once the selection of a preferred development proposal is complete RTD staff will begin negotiations with the selected developer on the joint development. The negotiation process will involve extensive discussions on the structure of the joint development deal including, at a minimum the following elements:

- preliminary design plans which provide a detailed site layout which identifies the relationship between RTD facilities and the development,
- formal assessment of transportation benefits including an analysis of the physical or functional relationship to the transit facility (i.e., distance to transit facility, access, trip generation impact),
- infrastructure financing responsibilities,
- market and financial assessment with sources and uses of funds including proformas showing initial and projected cash flows,
- details of any proposed land transactions (leases or sales of property), maintenance responsibilities,
- agreement on a cash dollar amount to secure exclusive negotiation rights for TOD on any RTD property, and
- other issues pertinent to the joint development.

For existing or future RTD facilities that involve the use of federal funds, additional requirements may be necessary. Attached in Appendix A is the proposed joint development checklist that has been identified by FTA in their proposed Joint Development Guidance issued on January 31, 2006.

**RTD Board Approval**

When the joint development agreement is finalized RTD staff will develop a Board Report with the joint development agreement attached for Board approval. The report and agreement will then be formally presented to the RTD Board for approval. Members of the proposer team will be asked to participate in the presentation to the Board. The Board may request changes to the developer proposal and to RTD staff recommendations.
Local Entitlement Approval (if necessary)
Zoning changes and other entitlement approvals that may be required may be completed either prior to, in conjunction with, or following negotiations with the selected developer. Not all situations may require zoning changes or other entitlement approvals by local jurisdictions. If required, the timing of the local entitlement process will be dependent upon the situation and the prior level of station area planning completed by the local jurisdiction. For situations where entitlements are required, all approvals must be completed prior to the conveyance of any RTD land to a public or private entity for joint development. In most cases the costs associated with the entitlement approval process will be the responsibility of the private developer or public entity that is partnering with RTD on the joint development.

Design and Construction
The final design and construction of the joint development will occur following Board approval of a joint development agreement and completion of any required entitlement changes within the local jurisdiction. In cases where the joint development project will occur on an existing RTD facility, construction phasing plans must be put in place to allow for the continued operation of the RTD facility with minimal disruption. This may include the temporary and/or permanent relocation of parking or bus operations.

3.4.2.2 Unsolicited Joint Development Proposal Process
In addition to RFPs, RTD is willing to entertain unsolicited joint development proposals. Since every development opportunity is unique, unsolicited proposals will be evaluated on a case-by-case basis. Consistent with RTD’s TOD goals, any proposal must clearly state the benefit to and impact on the transit facility and system. Proposals should also provide an evaluation of the trade-offs for RTD comparing what the agency would give versus what it would receive, as relevant over the short-, medium-, and long-term timeframes.

Any unsolicited joint development proposal should be consistent with the local government jurisdiction’s neighborhood, comprehensive and/or station-area plan. Like any private property owner, RTD is subject to local land-use regulation on property beyond its transportation infrastructure. Joint development does not exempt a developer from the local government development review process. RTD will not entertain proposals that are clearly inconsistent with adopted or expressed local land-use plans.

Formal submission of joint development concept
RTD staff will not be able to respond to a public or private joint development proposal until a formal submission of a concept is submitted, although staff will be willing to answer questions posed by potential developers. The concept should be submitted by the proposer to RTD’s TOD Manager with clear identification of a point of contact and members of the proposer’s joint development team. Formal submission should consist of a preliminary proposal with a conceptual level of detail similar to what is customary in a preliminary sketch plan proposed to local jurisdictions.
Strategic Plan for Transit Oriented Development

The concept proposal should include the following elements:

- Land-use program – the proposed type and intensity of land uses.
- Transit interface – the identification of how the transit interface is proposed to work (i.e., will the RTD facility need to be reconfigured or redesigned and how will a redesigned facility work operationally for RTD).
- Nature of use of RTD property (e.g., sale or lease).
- Support of local government – the identification of the position of the local government. Identify proposal’s consistency with local plans, need for entitlement changes, and level of support by the local jurisdiction.
- Plans for staging construction and phasing development (when necessary) – if there is going to be redesign of an existing RTD facility, identify what steps will be taken to minimize the disruption to RTD operations.
- Benefit to RTD – identify the benefit to RTD in terms of increased ridership, potential additional revenue, and advancement of local and regional community objectives.
- Control of property – the proposer’s development team must demonstrate a controlling interest in the property sought for joint development adjacent to RTD property, either through fee simple ownership, a partnership title, option on the land, development easement, or other documentation.

**Evaluation of joint development concept by RTD staff**

RTD staff will review the proposal based on the overall costs and benefits to RTD. RTD staff will provide a recommendation to the RTD Board regarding whether to move the proposal forward and begin formal negotiations with the proposer. The RTD Board will then either authorize staff to start formal negotiations or stop the proposal process.

**Crafting of detailed joint development agreement**

Upon formal authorization by the RTD Board, RTD staff will initiate detailed negotiations of a formal agreement between RTD and the proposal team. The formal agreement will cover, at a minimum, the following elements:

- preliminary design plans which provide a detailed site layout which identifies the relationship between RTD facilities and the development,
- formal assessment of transportation benefits including an analysis of the physical or functional relationship to the transit facility (i.e., distance to transit facility, access, trip generation impact)
- infrastructure financing responsibilities,
- market and financial assessment with sources and uses of funds including pro-formas showing initial and projected cash flows
- details of any proposed land transactions (leases or sales of property), maintenance responsibilities,
- agreement on a cash dollar amount to secure exclusive negotiation rights for TOD on any RTD property, and
Strategic Plan for Transit Oriented Development

- other issues pertinent to the joint development.

For existing or future RTD facilities that involve the use of federal funds, additional requirements may be necessary as identified by FTA. (See FTA’s proposed joint development checklist in Appendix A.)

**RTD Board Approval**
When the joint development agreement is finalized RTD staff will develop a Board Report with the joint development agreement attached for Board approval. The report and agreement will then be formally presented to the RTD Board for approval. Members of the proposer team will be asked to participate in the presentation to the Board.

**Local Entitlement Approval (if necessary)**
Zoning changes and other entitlement approvals that may be required may be completed either prior to, in conjunction with, or following negotiations with the selected developer. Not all situations may require zoning changes or other entitlement approvals by local jurisdictions. If required, the timing of the local entitlement process will be dependent upon the situation and the prior level of station area planning completed by the local jurisdiction. For situations where entitlements are required, all approvals must be completed prior to the conveyance of any RTD land to a public or private entity for joint development. In most cases the costs associated with the entitlement approval process will be the responsibility of the private developer or public entity that is partnering with RTD on the joint development.

**Design and Construction**
The final design and construction of the joint development will occur following Board approval of a joint development agreement and completion of any required entitlement changes within the local jurisdiction. In cases where the joint development project will occur at an existing RTD facility, construction phasing plans must be put in place to allow for the continued operation of the RTD facility with minimal disruption. This may include the temporary and/or permanent relocation of parking or bus operations.
4.0 BENCHMARKING

RTD is undertaking a Quality of Life (QoL) Study over the 12-year course of FasTracks and beyond to evaluate the project’s long-term impacts—regionally, in corridors, and near stations. This purpose is similar to, but considerably broader than, the FTA’s requirement to conduct before-and-after (B&A) studies in the corridors receiving New Starts funding. Those studies—which focus on project scope, service levels, capital costs, operating and maintenance costs, and ridership and fare revenue—are designed to provide the FTA and the transit industry in general with better information about project costs and impacts. In contrast, the QoL Study will evaluate a broad array of project impacts, which will be reported to the RTD Board, community leaders, residents, businesses, and agencies throughout the region.

Another purpose of the QoL study is to provide the RTD Board and other stakeholders with relatively frequent (e.g., annual) updates on a small number of key performance measures relating to the FasTracks goals. These updates will serve three purposes: (1) to demonstrate early impacts of the program in the years before visible construction activity would occur, (2) to provide a high-level summary of the program’s impacts following project openings, and (3) to develop trendlines for key measures that will allow FasTracks’ impacts to be more easily identified in the long term. These updates will occur throughout the life of the FasTracks program, continuing for two years after the final project opens.

Quantifying TOD impacts will be important in this study for measuring travel choice and accessibility, which is an objective for the FasTracks goal of improving regional transportation options. New housing and office development near stations has been proposed as one indicator for this objective. Another proposed indicator is land use: RTD will analyze how station areas have been rezoned to allow future transit-oriented development.

In addition to participating in the QoL study, RTD TOD staff will prepare an annual report on the status of TOD throughout the transit system, providing a quantitative and spatial analysis of development at and near stations and transit facilities. This report will be presented to the Board and made available to the public on DRCOG’s TOD website.

Exhibit 4-1: Denver Union Station

Denver Union Station is the proposed location for a Downtown Multimodal Center, a centrally located intermodal hub for the region providing access to nearly every rapid transit corridor included in FasTracks as well as Regional, Express and Local bus service, the 16th Street Mall, Amtrak, the Ski Train, Greyhound, and the new Downtown Circulator. Located on a 19.5-acre parcel in the Central Platte Valley—which is undergoing massive redevelopment—Denver Union Station also provides an opportunity to create a dense, mixed-use TOD adjacent to the transit facility.
5.0 ACTION ITEMS

TOD action items for RTD staff are priorities that stem from three distinct sources: milestones and deadlines from the transit project development process, collaboration with local government jurisdictions and community and regional organizations, and responsiveness to private developers. In general, TOD action items fall under the following broad categories:

- Local land-use planning
- Corridor-wide collaboration
- Regional outreach and education
- TOD planning and design guidelines for RTD facilities
- Benchmarking and data collection and analysis

5.1 Local Land-use Planning

RTD will collaborate with local government jurisdictions as they develop and adopt land-use plans for station areas by participating in the planning process. DRCOG has made available federal Congestion Mitigation and Air Quality (CMAQ) funding for station-area planning in the form of transportation improvement program (TIP) grant awards to local jurisdictions. RTD has agreed to act as the administrator of these grants after they have been approved by DRCOG’s board and funds have been flexed from highway to transit. RTD will develop intergovernmental agreements with local jurisdictions to govern these grant agreements and provide performance requirements. Conducting and adopting a station-area plan does not ensure that a specific station will be located along a corridor; the TOD planning process does not supersede the results of the EIS.

Exhibit 5-1 lists known station-area planning efforts for 2006, 2007, and 2008, along with known funding sources—including those not funded by DRCOG and/or RTD.
## Exhibit 5-1: 2006-2008 Locally Initiated Station Area Planning Efforts

<table>
<thead>
<tr>
<th>Locality</th>
<th>Stations</th>
<th>Corridor</th>
<th>Federal</th>
<th>Local</th>
<th>RTD</th>
<th>Total</th>
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* Private developer also contributed funding toward station area plan

In addition to those listed above, RTD in 2006 contributed $19,500 to the City of Boulder towards an area plan for the 30th/Pearl station along the US36 Corridor, and has agreed to contribute $30,000 in 2006 to the City of Westminster towards a plan for the 71st/Lowell station on the US36 Corridor. Other local jurisdictions are also crafting station area plans in 2006 without funding from RTD: The City and County of Denver will hire consultants to prepare plans for the Alameda station along the Central Corridor and the Southmoor station on the Southeast Corridor, and city staff are creating a plan for Louisana/Pearl on the South-
east Corridor, City of Lakewood staff are creating plans for Oak and Sheridan stations on the West Corridor, and the City of Wheat Ridge has hired a private consultant to create a plan for Ward Road on the Gold Corridor.

Additional CMAQ funds for station area planning, approximately $575,000, will made available through DRCOG in 2007 and beyond. These funds along with funds from local jurisdictions and RTD could be utilized to fund station area planning efforts for stations not identified in Exhibit 5-1. The initiation of station area planning efforts for stations not identified in Exhibit 5-1 will be at the discretion of local jurisdictions. RTD has identified station area planning support funds for 2007 through 2012, but these funds have not been programmed for specific stations (see Section 5.6.2 for more information).

5.2 Corridor-Wide Collaboration

It is essential that local jurisdictions with stations along the same corridor coordinate and share information about their planning activities. RTD will facilitate a corridor-wide TOD workshop for each corridor. The purpose of the corridor-wide workshop is to look at the station from the perspective of how it fits in with the surrounding community and act as a catalyst for realizing corridor and community goals. In addition to the local jurisdictions, participants may include DRCOG, the Metro Denver Economic Development Corporation, large private and institutional stakeholders, and experts from the design and development communities. The workshop for the West Corridor was completed in February 2006.

The ideal time for this process is during the environmental assessment or environmental impact statement (for federally funded projects) process. Exhibit 5-2 provides a tentative schedule for the corridor-wide TOD workshops:

<table>
<thead>
<tr>
<th>Corridor</th>
<th>Timeframe</th>
<th>RTD $</th>
<th>Other $</th>
<th>Total $</th>
</tr>
</thead>
<tbody>
<tr>
<td>US 36</td>
<td>late 2006</td>
<td>$50,000</td>
<td>$100,000</td>
<td>$150,000</td>
</tr>
<tr>
<td>East</td>
<td>early 2007</td>
<td>$50,000</td>
<td>$50,000</td>
<td>$100,000</td>
</tr>
<tr>
<td>North Metro</td>
<td>2007</td>
<td>$50,000</td>
<td>$50,000</td>
<td>$100,000</td>
</tr>
<tr>
<td>Goldline</td>
<td>2007</td>
<td>$50,000</td>
<td>$50,000</td>
<td>$100,000</td>
</tr>
<tr>
<td>I-225</td>
<td>2008</td>
<td>$50,000</td>
<td>$50,000</td>
<td>$100,000</td>
</tr>
</tbody>
</table>

A potential outcome of the corridor-wide workshops is the establishment of a corridor TOD working group. The purpose of the working group is to provide a forum for RTD and local jurisdictions to share information on TOD within the corridor and to implement the recommendations from the corridor-wide workshop. A TOD working group was established for the West Corridor in March 2006.
5.3 Regional Outreach and Education

RTD will collaborate with DRCOG to provide regional outreach and education on the topic of TOD. DRCOG’s officially adopted TOD program calls for it to provide:

- **Research** – identify national TOD success factors and failures; develop an inventory of best management practices; identify common issues all TOD initiatives will need to take into account.
- **Support** – Make technical assistance available; collect and distribute TOD planning documents and data; convene TOD workshops.
- **Information** – Develop a web site and newsletter for exchanging information and help local communities coordinate planning efforts; compile local station area plans; organize periodic meetings with other regional agencies involved in TOD planning.

RTD will support DRCOG’s efforts in these areas, as well as engage other regional and community organizations with presentations and discussions. Some specific action items for RTD related to this effort include:

- **Collaborating with DRCOG on creation of a regional TOD website** – RTD will collaborate with DRCOG to create one regional TOD website that will ultimately contain a comprehensive set of TOD information on every existing and planned station in the RTD system. The initial website was launched in April 2006.
- **Conduct presentations to regional and local organizations that play roles in implementing TOD** – RTD TOD staff will continue in their ongoing role of presenting information to local groups interested in TOD and FasTracks.
- **Develop a regional GIS database on TOD** – RTD will be working with DRCOG on the development of a regional database on TOD. This database will eventually be linked to the regional TOD website.

5.4 TOD Planning and Design Guidelines for RTD Facilities

RTD will develop further guidance for the planning and design of RTD facilities that reflect national best practices to facilitate TOD. This guidance will be in support of RTD’s adopted TOD policy. Specific action items for 2007 include:

- **Developing RTD TOD design guidelines for park-n-Rides** – Design guidelines will be developed to provide guidance on national best practices for integrating park-n-Rides and TOD. These guidelines will identify the key elements of design such as placement of parking and bus bay facilities, design of a pedestrian friendly environment, bus operating requirements, and other pertinent information.
5.5 Benchmarking and Data Collection and Analysis

RTD staff will track proposed and constructed real estate development in the vicinity of current and planned stations, as well as local land-use plans and zoning changes for station areas. These efforts will be done in support of the larger FasTracks QoL study described in section 5.0. Specific action items include:

- **Establishing TOD benchmarks as part of FasTracks QoL study** – RTD will finalize the TOD benchmarking measures to track over the life of the FasTracks program by mid 2006. Assistance will be provided by Reconnecting America and the Center for Transit Oriented Development who have already established a national database on TOD and are doing TOD performance monitoring nationally.

- **Creating a TOD projects database** - RTD staff, with the assistance of DRCOG and local jurisdictions, will create, house, manage, and update the database, which will be used to generate quantitative and spatial analyses of development around transit facilities. This database will be developed in support of the larger regional GIS database on TOD identified in section 5.3. This task will be complete by the end of 2006.

- **Publishing annual status report on TOD** - RTD TOD staff will present a TOD status report to the RTD Board at their November meeting, and make the report available on DRCOG’s TOD website.

5.6 Funding

This section outlines the level of funding will be required to accomplish each of the five categories of action items identified above. Services related to design guidelines and data collection and analysis will be funded through the FasTracks Program Management Consultant (PMC). A summary table, Exhibit 5-3, is provided at the end of this section related to funding needs for the 2007-2012 Transportation Development Plan (TDP) for RTD.

5.6.1 Funding from the PMC

RTD will use $40,000 from the 2007 PMC budget for developing planning and design guidelines for RTD facilities. RTD will also use $25,000 per year for support with data collection and analysis from Reconnecting America’s Center for Transit Oriented Development, which is a part of the PMC.

5.6.2 Funding from the TDP

*Station-area Planning*

In some instances, RTD has contributed funds or agreed to contribute funds towards local land-use planning at station areas. This decision is based on what stage the station is in the project development process, the potential for TOD at that station, and the commitment by local jurisdictions. Funding requests for stations that are under construction or final design will receive priority from RTD, but are still subject to budget constraints and fund availability.
Corridor-wide Collaboration
Funding for the corridor-wide workshops will come from a variety of sources including RTD, local jurisdictions, DRCOG TIP funds for station area planning, and the Metro Denver Economic Development Corporation. RTD is budgeting $50,000 per workshop for each FastTracks corridor. DRCOG has agreed to provide $75,000 in federal matching funds for the US36 Corridor TOD Workshop, and RTD will apply for additional funding for the other workshops from the funds remaining in the TIP pool. For the Southeast and Southwest extensions, a budget of $20,000 has been established. It is expected that there will be additional funds provided by other stakeholders including local jurisdictions within the corridors, the business community, and other pertinent stakeholders.

Regional Outreach and Education
RTD has committed staff resources as well as $10,000 annually, between 2006 and 2008, to DRCOG to support development and maintenance of a regional TOD website and database.

Exhibit 5-3: 2007-12 Transit Development Program for TOD Action Items

<table>
<thead>
<tr>
<th>Action Item</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>Station-area Planning</td>
<td>$100,000</td>
<td>$100,000</td>
<td>$100,000</td>
<td>$150,000</td>
<td>$150,000</td>
<td>$150,000</td>
</tr>
<tr>
<td>Corridor-wide Workshops</td>
<td>$150,000</td>
<td>$50,000</td>
<td>$40,000</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td>Education/Outreach</td>
<td>$10,000</td>
<td>$10,000</td>
<td>$10,000</td>
<td>$10,000</td>
<td>$10,000</td>
<td>$10,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$260,000</strong></td>
<td><strong>$160,000</strong></td>
<td><strong>$150,000</strong></td>
<td><strong>$160,000</strong></td>
<td><strong>$160,000</strong></td>
<td><strong>$160,000</strong></td>
</tr>
</tbody>
</table>
### 6.0 APPENDIX

#### 6.1 FTA Proposed Joint Development Checklist

**Exhibit 6-1: FTA Proposed Joint Development Checklist**

<table>
<thead>
<tr>
<th><strong>Transit Joint Development Checklist</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I. PROJECT DESCRIPTION</strong></td>
</tr>
<tr>
<td><strong>A. Project Name</strong></td>
</tr>
<tr>
<td><strong>B. Project Location (City and Street Address)</strong></td>
</tr>
<tr>
<td><strong>C. Project Contact</strong></td>
</tr>
<tr>
<td><strong>D. FTA Project Number (if known)</strong></td>
</tr>
<tr>
<td><strong>II. MATERIALS SUBMITTED</strong></td>
</tr>
<tr>
<td>1. Joint Development agreement</td>
</tr>
<tr>
<td>2. Market and financial assessment of the project with sources &amp; uses of funds and cash flow projections</td>
</tr>
<tr>
<td>3. Initial cash flow statement</td>
</tr>
<tr>
<td>4. Stabilized occupancy cash flow statement</td>
</tr>
<tr>
<td>5. 10 year projection cash flow statement</td>
</tr>
<tr>
<td>6. Statement of the outcome of planning and coordination between the public parties and Transit Agency</td>
</tr>
<tr>
<td>7. Documentation of project's benefit to transit and impact on transit</td>
</tr>
<tr>
<td>8. Appraisal/Review Appraisal (if selling property)</td>
</tr>
<tr>
<td>9. As developed Appraisal (if Transit Agency is the Lessee)</td>
</tr>
</tbody>
</table>

**III. APPLICATION OF POLICY CRITERIA**

<table>
<thead>
<tr>
<th><strong>FTA Joint Development Policy Requirements</strong></th>
<th><strong>Description</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Capitol Project Definition (§3 USC 5302(a)(4)(6))</td>
<td>Note property value, method for determining highest and best land use, and cumulative impact on TOD portfolio</td>
</tr>
<tr>
<td>Economic Link</td>
<td>Enhances urban economic development, or</td>
</tr>
<tr>
<td>Transportation Benefit</td>
<td>Enhances transit project effectiveness, and is</td>
</tr>
<tr>
<td>Financial Benefits</td>
<td>Physically and functionally related to public transportation</td>
</tr>
<tr>
<td>Continuing Control Legal Agreements</td>
<td>Ensures anti-discrimination and anti-discrimination agreements</td>
</tr>
<tr>
<td>Crosscutting Requirements</td>
<td>Complies with other requirements including:</td>
</tr>
<tr>
<td>Local Supportive Actions (Optional)</td>
<td>Builds on local policies and strategies promoting:</td>
</tr>
</tbody>
</table>

---

**Rev. 0 6-1 June 20, 2006**
### 6.2 List of Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AA</td>
<td>Alternatives Analysis</td>
</tr>
<tr>
<td>AIA</td>
<td>American Institute of Architects</td>
</tr>
<tr>
<td>APA</td>
<td>American Planning Association</td>
</tr>
<tr>
<td>B&amp;A</td>
<td>Before &amp; After Study</td>
</tr>
<tr>
<td>BE</td>
<td>Basic Engineering</td>
</tr>
<tr>
<td>CDOT</td>
<td>Colorado Department of Transportation</td>
</tr>
<tr>
<td>CMAQ</td>
<td>Congestion Mitigation Air Quality</td>
</tr>
<tr>
<td>DRCOG</td>
<td>Denver Regional Council of Governments</td>
</tr>
<tr>
<td>EA</td>
<td>Environmental Assessment</td>
</tr>
<tr>
<td>DEIS</td>
<td>Draft Environmental Impact Statement</td>
</tr>
<tr>
<td>FEIS</td>
<td>Final Environmental Impact Statement</td>
</tr>
<tr>
<td>FFGA</td>
<td>Full Funding Grant Agreement</td>
</tr>
<tr>
<td>FTA</td>
<td>Federal Transit Administration</td>
</tr>
<tr>
<td>GIS</td>
<td>Geographic Imaging Systems</td>
</tr>
<tr>
<td>IRS</td>
<td>Internal Revenue Service</td>
</tr>
<tr>
<td>MPO</td>
<td>Metropolitan Planning Organization</td>
</tr>
<tr>
<td>PE</td>
<td>Preliminary Engineering</td>
</tr>
<tr>
<td>PMC</td>
<td>FasTracks Program Management Consultant</td>
</tr>
<tr>
<td>QoL</td>
<td>Quality of Life</td>
</tr>
<tr>
<td>ROD</td>
<td>Record of Decision</td>
</tr>
<tr>
<td>RFP</td>
<td>Request for Proposals</td>
</tr>
<tr>
<td>RTD</td>
<td>Regional Transportation District</td>
</tr>
<tr>
<td>TDP</td>
<td>RTD Transit Development Program</td>
</tr>
<tr>
<td>TIF</td>
<td>Tax Increment Financing</td>
</tr>
<tr>
<td>TIP</td>
<td>Transportation Improvement Program</td>
</tr>
<tr>
<td>TOD</td>
<td>Transit-Oriented Development</td>
</tr>
<tr>
<td>TTI</td>
<td>Texas Transportation Institute</td>
</tr>
<tr>
<td>ULI</td>
<td>Urban Land Institute</td>
</tr>
</tbody>
</table>