



**APPENDIX**



## GLOSSARY OF TERMS AND ACRONYMS

- Adaptive Re-Use** Conversion of a building to accommodate a new use, usually different than its original use.
- Attainable Housing** Or affordable housing, including rental and ownership housing products priced such that residents in a market, and within a limited income-range, can afford them.
- Blueprint Denver** Denver's integrated land use and transportation plan that was adopted as a supplement to Comprehensive Plan 2000
- BID** Business Improvement District
- CBD** Central Business District
- CDOT** Colorado Department of Transportation
- CPD** Community Planning and Development
- Destination Uses** Real estate land uses and products that draw patrons and visitors from beyond the trade area and immediate neighborhood.
- DIA** Denver International Airport
- DMAP** Downtown Multi-modal Access Plan
- DRCOG** Denver Regional Council of Governments
- DURA** Denver Urban Renewal Authority
- DUS** Denver Union Station
- EIS** Environmental Impact Statement
- Employment-Supportive Products** Generally office or industrial products which house primary employment tenants and users.
- EPA** United States Environmental Protection Agency
- Events** Actions (planning, development, infrastructure) initiated by the private and/or public sector which have an impact on the rate and character of development in a market area.
- FasTracks Vision Plan** The RTD plan to build-out the rapid transit system by asking the voters in 2004 to increase the .6% sales tax.
- Flex Space** A building or facility that is designed to be flexible enough to accommodate (most frequently) either an industrial or office use. This type of space is generally characterized by large uninterrupted spaces and rarely more than one story.
- Freestanding Retail** Commercial retail tenants (uses) that occupy their own structure, rather than occupying space in a multi-tenant building.
- GDP** General Development Plan



**H&NDS** Housing and Neighborhood Development Services

**Infill Development** Development or redevelopment that occurs within the “built environment” rather than on vacant land on the fringe of a city. Infill development happens most often in a city’s central core, as well as in a metro area inner-ring suburbs.

**ITS** Intelligent Transportation Systems

**LOS** Traffic level of service

**Low-Intensity Industrial** Industrial product types with limited outdoor storage or emitting conditions that could potentially impact surrounding or adjacent land uses.

**LRT** Light Rail Transit

**MIS** Major Investment Study

**Mixed-Use** More than one land use either vertically- or horizontally-integrated into the same project.

**MOED/IT** Mayor’s Office of Economic Development and International Trade

**Neighborhood-Serving Centers** Commercial retail centers with tenants who cater to the needs of area residents (which travel there by foot, bike, vehicle or public transportation).

**NWSS** National Western Stock Show

**Owner-Occupied Facilities** A building that is owned and occupied by the same individual or entity.

**Pedestrian Environments** A neighborhood or commercial area designed to facilitate pedestrian movement and accomplished through both the physical realm and business climate.

**Plan 2000** The Denver Comprehensive Plan, 2000

**Products** Real estate product types in the general land use categories of residential, retail, office, industrial and lodging. For example, whereas residential is a land use category, townhomes and condominiums are products.

**PW** Public Works

**RTD** Regional Transportation District

**TOD** Transit-Oriented Development

**Trade Area** That area of geography within which a project will compete with other similar developments and from which the project will draw the majority of its users, residents or tenants.

**vpd** traffic volumes per day

## Zoning Acronyms:

**PUD** Planned Unit Development

**I-1 and I-2** Industrial zone districts

**CMU 10 and 20** Commercial Mixed-Use zone districts

**RMU 20 and 30** Residential Mixed-Use zone districts

**TMU** Transit Mixed-Use zone districts

## GUIDING PRINCIPLES FOR AREAS OF STABILITY AND CHANGE

Every project or plan needing City approval — be it a small area plan, rezoning or site development plan — is expected to contribute to achieving the Blueprint Denver vision for land use and transportation and the overall Plan 2000 vision of sustaining Denver's quality of life. These guiding principles summarize the fundamental concepts of Blueprint Denver. The overall concept of Blueprint Denver implementation is to create as many effective tools as possible at the city-wide level. Similar problems should have similar solutions regardless of the location. Small area plans will be the primary mechanism for compiling a set of implementation strategies tailored to the specific conditions and vision of an area. This will all take time. Many questions have arisen about the effectiveness of Blueprint Denver between the time of adoption and implementation. Projects will surface that need an immediate response from the City and citizens in the affected neighborhood. The concepts in Blueprint Denver provide considerable guidance for projects and situations that arise during this period between plan adoption and implementation. The following are guiding principles to achieve the land use and transportation vision of Blueprint Denver and Denver Comprehensive Plan 2000.

### Areas of Stability

- ▶ Respect valued development patterns
  - ▶ Relationship of the building to the street
  - ▶ Location of garage, driveway, and parking
  - ▶ Front yard landscaping
  - ▶ Building scale
- ▶ Roof shape
- ▶ Durability of materials
- ▶ Respect valued attributes of area
- ▶ Diversity of housing types and prices
- ▶ Neighborhood-serving retail and services
- ▶ Existing buildings, especially those adding distinctive character and identity
- ▶ Mature landscaping
- ▶ Existing circulation (streets, alleys, sidewalks)
- ▶ Significant views from public places
- ▶ Parks and parkways
- ▶ Respect adjoining property
- ▶ Light, air and privacy
- ▶ Fencing
- ▶ Orientation to the street
- ▶ Alignment of buildings along street
- ▶ Night lighting
- ▶ Expand transportation choice
- ▶ Pedestrian safety and comfort
- ▶ Access to transit
- ▶ Street system continuity
- ▶ Minimize traffic impacts on neighborhood streets
- ▶ Lower traffic speed
- ▶ Less cut-through traffic
- ▶ Not solving one problem only to create another
- ▶ Respect environmental quality
- ▶ Tree canopy
- ▶ Permeable open space
- ▶ Parks and parkways



## Areas of Change

- Contribute to urban design vision
- Orientation to the street
- Alignment of buildings along street
- Location of garage, driveway, and parking
- Front yard landscaping
- Building scale
- Roof shape
- Durability of materials
- Transition to adjacent areas, especially Areas of Stability
- Respect valued attributes of area
- Existing buildings, especially those adding distinctive character and identity
- Economic generators
- Diversity of housing types and prices
- Mature landscaping
- Significant views from public places
- Parks and parkways
- Contribute to economic vision
- Balance of uses
- Transportation access
- Economic opportunity
- Expand transportation choice
- Pedestrian/bicyclist safety and comfort
- Links between modes (pedestrian, bicycle, transit)
- Access to transit
- Street system continuity (streets, alleys, sidewalks, bikeways)
- Transit ridership
- Shared parking solutions
- Improve environmental quality
- Tree canopy
- Permeable open space
- Parks and parkways
- Site lighting
- Noise, vibration, and odor mitigation

## COMPREHENSIVE PLAN 2000 POLICIES

All neighborhood and small area plans are expected to comply with the citywide policies contained in Denver's Comprehensive Plan 2000 and Blueprint Denver: An Integrated Land Use and Transportation Plan. The Brighton Plan is the first small area plan pursued since the adoption of Blueprint Denver. The Brighton Plan implements the following policies from the Denver Comprehensive Plan 2000:

### Communication and Partnerships

- ▶ Engage property owners, businesses and organizations (business and neighborhood) in collaborative efforts to share information, explore creative ideas and plan for the future.

### Land Use and Transportation

- ▶ Encourage a mixture of uses that assure the availability of services and amenities for the surrounding neighborhood.
- ▶ Mixed-use and residential developments should be well-served by public transportation and should be in close proximity to employment centers, amenities and retail.
- ▶ Activity areas should provide housing as one of the mixture of uses so as to provide the population base to support non-residential activities and minimize growth in auto use, air quality, and energy use.
- ▶ Improve access to employment and activity centers in a manner consistent with commitments to provide a full range of travel modes and to protect living quality

and promote good urban design.

- ▶ Land use patterns and zoning must support effective public rapid transit, an efficient roadway system and alternative transportation modes.
- ▶ It is incumbent upon an applicant proposing a zone change to demonstrate consistency with the Brighton Plan and to be aware of any non-conforming uses or structures that may result from a zoning change.

### Transit, Mobility and Parking

- ▶ Sidewalks and facilities for pedestrians are integral components of the transportation system. New roads and transit facilities must be designed to include pedestrian facilities and when existing arterials are reconstructed they should be furnished with sidewalks and pedestrian access to neighborhoods.
- ▶ Encourage the shared and structured parking wherever possible.
- ▶ Local streets not designated as collectors must serve neighborhood purposes and through traffic must be diverted from these streets whenever possible.
- ▶ Provide safe and convenient access to existing businesses and new developments.

### Urban Design

- ▶ Develop and maintain a well-designed urban environment, promoting the use of designs and materials that reflect the community's unique industrial character.



- ▶ All projects must be built to the highest urban design standards. New facilities must make a positive design contribution to the neighborhood and include facilities for bicycles, sidewalks, trees, medians, lighting, and other high-quality physical design features.
- ▶ The location and design of public facilities and utilities, including utility rights of way, should be subject to design review to encourage compatibility with surrounding residential areas.

## Housing

- ▶ Encourage and attract a mix of housing type, for sale and rental units and accommodate a mix of incomes.
- ▶ Encourage the preservation and modernization of existing housing stock in adjacent, established neighborhoods and prevent the encroachment of new development into adjacent residential areas.
- ▶ Improvements in the condition of dwelling units and non-residential buildings to bring them into conformance with code requirements should be enforced to improve living conditions and remove blighting influences from neighborhoods.

## Economic Activity

- ▶ Existing businesses should be retained and supported with appropriate access and parking.
- ▶ Economic development programs should emphasize retention and expansion of existing businesses as well as attracting new businesses.
- ▶ Commercial development must be compatible in operation and design with redevelopment.
- ▶ Off-street parking facilities should be landscaped, designed and located in a manner that minimizes disruption and inconvenience to adjacent residential properties and streets.

- ▶ Deteriorated and declining businesses should be revitalized by rehabilitation or replacement with more appropriate uses.
- ▶ Adjacent residential areas should be protected from the activities of shopping areas by adequate buffering and by ensuring adequate off-street parking and circulation is provided.
- ▶ Strip commercial and big box development in new areas should be discouraged.
- ▶ Streetscaping and street amenities should be installed in new commercial areas.

## Neighborhoods

- ▶ Transitions to existing
- ▶ The character of stable residential neighborhoods should be preserved. Requests for rezonings on the periphery of stable residential neighborhoods must be evaluated to ensure that long-term stability is not threatened and the rezoning is compatible.

## METHODOLOGY

### **Market Analysis**

In completing the market analysis for the Brighton Corridor, Leland Consulting Group obtained and analyzed secondary market and economic information to supplement primary data obtained through meetings and interviews with city staff, local real estate professionals, property owners, project managers and other experts on local and regional market conditions. Summary conclusions from this work are discussed in the pages which follow. The detailed market report is presented in the appendix.

The content of the detailed market report includes: a review of market supply conditions, demand estimates for select land uses, identification of “events” which could potentially impact redevelopment in the corridor, and summary findings from financial analyses of potential new development and redevelopment projects. Looking to the experience of similar markets within the Denver metropolitan area which have revitalized over the past decade, as well as the vision for Brighton Boulevard expressed in Blueprint Denver, principle future land uses identified for analysis included: housing, commercial retail, commercial office, and industrial space.

### ***Supply Conditions***

The analysis of supply conditions for each of the land uses included a review of the current operating performance of rental housing projects, for-sale attached projects (both new construction and redevelopment), neighborhood-serving retail including grocery stores, as well as office and industrial projects. Additional consideration was given to known

planned and under construction projects and their potential impact on future supply conditions.

### ***Demand Analysis***

The presence and performance of projects within these competitive locations provided direction for identification of the trade area from which the Brighton Corridor would compete for new development. Other factors which influenced the trade area definition included the presence of physical and psychological barriers (both real and perceived), consumer spending patterns, historical development trends, and preliminary demographic profile information. Given the range of land uses analyzed, and complexity of market forces, which affect investment decisions, a different trade area was identified for each product type. Upon identification of the trade areas, demand analyses were completed for each land use for the years 2002 to 2022. A description of the methodology used for these land use or product types is described as follows.

**Residential:** Future demand for housing is driven by an increase in the population base among income-qualified households already existing in the market or trade area. Specifically, growth in total households in the trade area are adjusted to that portion of households whose income level would be sufficient to afford housing at various payment levels. These income-qualified households are then further reduced to those who would most likely be attracted to select housing products to arrive at potential household-generated demand for new rental and ownership units.



**Retail:** Demand for new commercial development is estimated two ways - by analyzing current consumer expenditures by trade area residents and growing these figures by a factor equivalent to household growth; and, identifying the total square feet current expenditures can support and comparing these estimates to the existing amount of commercial square footage in the trade area. In addition to support from new households, trade area resident expenditures support a greater amount of commercial space than exists in an area when residents make a significant portion of consumer purchases outside the trade area. This represents an opportunity for new development to accommodate this demand. For the purpose of this analysis, demand for commercial space was primarily based on growth in new households within the trade area.

**Office:** Demand for office and industrial space is primarily based on growth in new jobs across select industry groups and turnover in the market. In the detailed market analysis, employment growth forecasts from the Denver Regional Council of Governments (DRCOG) were converted into an annual demand projection for new office and industrial space in the trade area. The conversion is based on the application of penetration rates, which effectively isolate support for specific products based on employment category. The second source of demand for office and industrial development is due to turnover occurring in the market. To project demand from turnover, the analysis uses estimates of existing square footage in the trade area multiplied by an annual turnover rate.

### ***Events Matrix***

Experience has proven that new development and redevelopment in an infill sub-market or neighborhood can be significantly impacted by certain events, the result of which is reflected in absorption activity and value. Critical to interpreting the study area's future competitive position for development growth is an understanding of those potential

“events” which could impact the value, character and quantity of future land uses within the Brighton Corridor. Events which were identified include (1) introduction of major improvement projects (infrastructure); (2) new development and redevelopment projects (development); and, (3) completion of land use and capital planning documents (planning).

Each event, depending on the type and its timing, was determined to have a positive, negative, or no impact on the percent of trade area market share captured by land uses within the corridor. For the purpose of this analysis, infrastructure events were considered to have an impact when money has been committed or construction had begun. Development events were considered to have a significant impact as they essentially served to “prove-up” the market. Planning events were not considered to have any immediate impact in and of itself. Finally it was assumed that regulatory changes would be made to accommodate the vision of the Plan. The detailed market analysis presents the baseline demand estimates prepared for each land use category, as well as adjusted estimates reflective of the potential impact of the identified events at select intervals over a twenty-year period.

### ***Financial Analysis***

The final analysis completed for the study included preparation of several development proformas designed to quantify the potential impact of select factors including land use mix, density, parking requirements and others, on the economic performance of future projects (new development and redevelopment) in the corridor. The results of this analysis informed the recommended elements of the implementation strategy and identified tools for revitalization.

### ***Traffic Analysis***

The following documents the methodology used for the traffic analysis for the plan. Methodology for data collection,

traffic forecasting, and level-of-service analysis are described. Additional detailed information is included in the Technical Appendix that is a separate document not to be adopted with the plan.

### ***Data Collection***

Traffic counts were collected from existing sources and out in the field. Historical 24-hour traffic counts were collected from the City Traffic Engineering Department. These counts were focused on Brighton, York and 38th Street dating from 1990 to 2000. Additional counts from the 40th Avenue Corridor Infrastructure Improvement Study (2002) were utilized for 40th Avenue east of Franklin Street.

New 24-hour and intersection turn movement counts were taken at several intersections including:

- ▶ Brighton / 29th
- ▶ Brighton / 31st
- ▶ Brighton / 38th
- ▶ Brighton / 44th
- ▶ Brighton/I-70 Interchange (north and south ramps)
- ▶ Blake / Downing
- ▶ 38th / Walnut / Marion
- ▶ Walnut / Franklin
- ▶ 40th / Franklin

Data from the Denver Regional Council of Government's (DRCOG) regional model were collected. This information included population and employment forecasts by traffic analysis zone (TAZ) for the study area, 2025 traffic forecasts for the study area, and trip generation information for TAZs within the study area.

Additional data was collected on roadway geometry at key intersections within the study area as well as traffic signal timing information for existing signals within the study area.

### ***Traffic Forecasts***

Traffic forecasts were developed for 2025 using a variety of

sources. Background traffic, or traffic growth that is expected to occur without new development or redevelopment was estimated based on historical growth rates using city traffic count information and traffic growth data from the DRCOG regional model.

Land use forecasts (based on the market analysis described elsewhere) were used as the basis for the trip generation for new development and redevelopment. Traffic from new development and redevelopment within the study area was calculated using the Institute of Transportation Engineers (ITE) Trip Generation Manual, 6th Edition. The Manual provides rates that relate the amount of development (square footage, number of units, etc.) to the number of trips expected to travel to and from that development.

New traffic from development within the study area was distributed based on existing traffic patterns in the study area and logical travel patterns to and from major destinations outside of the study area.

Based on the background growth (from historical and DRCOG data) and the anticipated study area development / redevelopment, both daily and peak hour volumes were calculated for future years. The resulting traffic growth ranged from 1.5% per year to 2.5% per year over various parts of the study area.

### ***Level of Service Analysis***

Using the data outlined above, existing and future year capacity analyses were conducted in the study area. These analyses were performed using nationally accepted methodologies outlined in the Transportation Research Board's Highway Capacity Manual (HCM). The analyses result in a level of service (LOS) that ranges from level of service A (minimal delay and conflicts) to level of service F (significant delays and congestion). The results of these analyses are presented elsewhere in the Plan.



## STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT)

### Strengths:

#### *Location and Access*

- ▶ Good location
- ▶ Gateway to Downtown
- ▶ Good external access - I-70 and I-25; Downtown
- ▶ Proximity to Downtown
- ▶ Staging area for downtown

#### *Recent infrastructure improvements*

- ▶ Infrastructure improvements at two ends; Broadway-Brighton and Fire Station creating a dumbbell effect

#### *Existing employment base and business climate*

- ▶ Existing and future new development across the tracks on Blake/Walnut, etc.
- ▶ Jobs/Employment Base
- ▶ Broadband Cable Access
- ▶ Business synergy (i.e. wrecking yards are conveniently located for businesses who obtain parts in them)
- ▶ Diversity of uses and eclectic character
- ▶ A cool place

#### *Amenities*

- ▶ River as an amenity
- ▶ Historic Denargo Market

### Weaknesses:

#### *Internal circulation in the study area/traffic congestion problems*

- ▶ Not pedestrian friendly — no sidewalks
- ▶ Bicycle access poor within study area and to Platte River trail
- ▶ Dead-end roads
- ▶ Train crossings — lots of sitting at crossings
- ▶ Train tracks, Platte River, I-70 are barriers
- ▶ Connections to future light rail station are poor.
- ▶ Bottlenecks at many locations so people avoid area especially:
  - 40th/Blake/Lawrence/Downing
  - 38th & Washington
  - River/Ringsby Ct.
  - Brighton & 38th
  - Downing & 38th
- ▶ Connectivity missing between 40th and Brighton, across railroad tracks, and with surrounding neighborhoods
- ▶ Congestion at Mousetrap

#### *Environmental/aesthetic problems*

- ▶ Environmental problems and odors (Purina, National By-products), 8" sewer line, River
- ▶ Concrete batch plant
- ▶ North Washington is a mess
- ▶ Dirty — railroads do not maintain land and it is a no mans land

- ▶ Noisy — trains, tractors, UP Intermodal, buses, and trucks
- ▶ Disorganized
- ▶ Uses with outdoor storage
- ▶ Amount of commercial truck traffic
- ▶ National Western complex has the appearance of being underused and blighted
- ▶ Land within the 100 year flood plain (actually very little land is within the flood plain)

#### ***Right-of-way limitations and poor road conditions***

- ▶ Limited right-of-way on Brighton Blvd.
- ▶ Not enough parking for existing businesses to be able to widen Brighton
- ▶ Poor road conditions (especially 40th Avenue)
- ▶ Underpass at 38th Street

#### ***Other weaknesses***

- ▶ Coliseum losing events to the Pepsi Center
- ▶ No grocery store

#### **Opportunities:**

##### ***Land available for development and redevelopment***

- ▶ River development
- ▶ 550+ acres (but 130+ acres is for railroad uses)
- ▶ Cheaper land
- ▶ Vacant land including sizeable assemblages
- ▶ Underdeveloped and underutilized land
- ▶ Subarea west of River - access to river with potential for office and live/work units facing River
- ▶ Stock of historic and other buildings that can be saved/reused
- ▶ Potential move of the UP Intermodal facility

#### ***Market opportunities***

- ▶ Commercial (neighborhood - serving) for Downtown and greater area around Brighton study area
- ▶ Increase in market for retail based on an anticipated increase of 5000 more residents (assuming 20 to 60 dwelling units per acre)
- ▶ Staging area for Downtown
- ▶ Coliseum and National Western Stock Show visitors and spinoff business
- ▶ Potential for rail station that is a major transfer between three lines
- ▶ New businesses that want to have good access to both Downtown and DIA
- ▶ Good balance of uses and opportunities for an even broader spectrum of uses
- ▶ Gateway to Denver

#### ***Transportation Improvements***

- ▶ Improved access potentially provided by new rapid transit lines and enhanced bus service
- ▶ Potential transit lines and station and ability to serve Northeast Denver
- ▶ Reduced heavy train traffic and movement of the UP Intermodal facility

#### ***Ability to create unique area where a variety of land uses co-exist***

- ▶ Sensitivity to existing uses and character
- ▶ Balance between industry and redevelopment - make compatible
- ▶ The vision of the Brighton Small Area Plan
- ▶ Denargo Market which reinforces the history of the area
- ▶ Industrial businesses

#### ***Miscellaneous opportunities***

- ▶ Purina and concrete batch plant moving (Are they moving or it would create an opportunity if they did?)
- ▶ Still need rail to serve local businesses like Pepsi



## Threats:

### ***Insufficient market demand***

- ▶ May not have enough people to support the commercial and grocery store development for 10 or 15 years
- ▶ People may be shifting to commercial areas at Stapleton for their shopping

### ***Environmental problems will not be addressed and will inhibit redevelopment***

- ▶ Environmental contamination
- ▶ Problems and poor existing conditions
- ▶ Widening I-70 will pave over everything
- ▶ Spillover impacts (noise after hours, traffic) from new business uses to adjacent residential development if mixed-use is allowed
- ▶ Increased industrial uses

### ***Traffic***

- ▶ Brighton may become a “Throughway” with high speed traffic between I-70 and Downtown (not just a Gateway)
- ▶ Additional traffic may contribute to existing bottlenecks which could be exacerbated if a RTD park-n-ride is located at the transit station

### ***Major improvements will not take place or not take place soon enough***

- ▶ Length of time for CDOT/RTD EIS without guidance for existing development
- ▶ Rail to airport won’t be built soon enough

### ***Plans for Area will be ignored***

- ▶ Not having a plan between Broadway/Brighton improvements and I-70 and Brighton intersections that have been improved – development will occur without the plan
- ▶ EIS may ignore this Plan

### ***Infrastructure needs may be too costly or difficult to address***

- ▶ Increased demand on city services and infrastructure
- ▶ Difficulty of improving connectivity because of problems of crossing the railroad tracks as well as Rockies parking, Platte River and others
- ▶ Cost of providing infrastructure

### ***Regulatory climate will not be appropriate to implement the plan***

- ▶ Rezoning will too strictly limit uses
- ▶ That residential will not be a part of allowed uses in mixed-use areas and housing will be lost in the area

### ***Miscellaneous threats***

- ▶ Drainage issues and 4” sewer line
- ▶ Railroad yards remain
- ▶ Economics and affordability