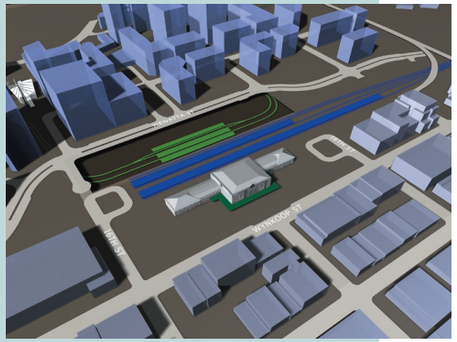
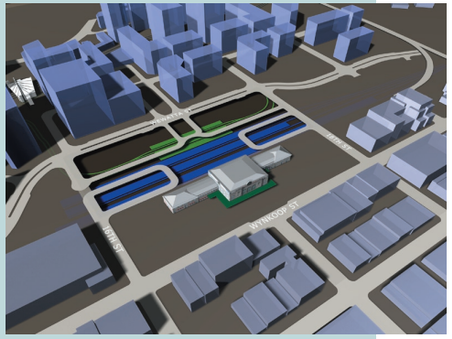
Implementation

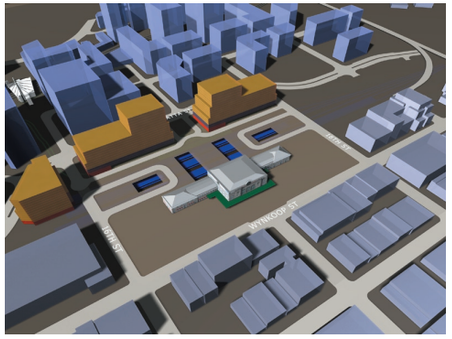
The eight pictures below and on the next page represent one possible plan for phasing the Denver Union Station project. Depending on funding, transportation demand and sequencing, and community desire, the project could be completed in different sequences. This sequence shows light rail as being the first major transportation mode to be constructed.



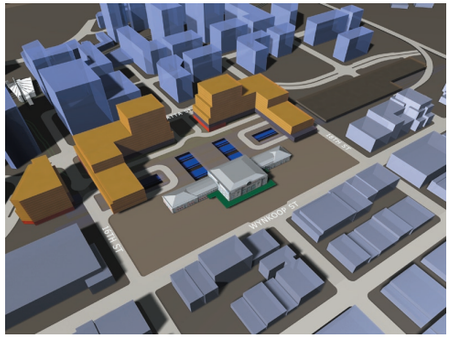
1. Construct light rail facility.



2. Construct passenger rail.



3. Construct development over light rail.



4. Construct development over passenger rail.

Implementation

Phasing Assumptions

The Denver Union Station Master Plan will be a complex project to implement due to many modes and uses and the need to keep the station operating during construction. In development of the phasing strategy for the project, some basic assumptions were made that influenced the phasing possibilities.

- Public and private funding likely will become available in partial and irregular increments over time, creating the need to complete the project in multiple phases.
- The site's space constraints, the need to maintain existing transit operations, and a scarcity of nearby staging locations also contribute to the need for phased construction.
- RTD light rail, Mall Shuttle, RTD regional bus, Amtrak, and Ski Train services will continue operations during site construction and must be accommodated on site or at another location. Service disruptions should be minimized.
- With or without buildout of the FasTracks plan, Market Street Station will continue to meet RTD regional bus demand until around 2015.
- Without buildout of the FasTracks system plan, light rail at Union Station remains practical. FasTracks' implementation will require the build-out of light rail as the Master Plan envisions.
- Without buildout of the FasTracks system plan, passenger rail remains workable for existing RTD, Amtrak, and Ski Train services in its current at-grade configuration. With FasTracks, passenger rail requires new configurations below grade or at grade north of 18th Street.
- Since the site's major transit elements will be located below ground level, other transportation, development, and civic elements at or above ground level cannot be completed efficiently before completing one or more of the below-ground-level elements. Because of their placement on the site, certain project elements must follow the completion of certain other specific elements.
- Due to the unavoidable uncertainty of timing of the project funding and the demand for various project elements, the sequence of major project elements cannot be projected.

In light of these assumptions, it is logical to expect that the Master Plan will be implemented in phases over time. Phasing is needed to efficiently stage transportation improvements and to match project elements to potential funding sources. Site development must be coordinated with the timing and function of transportation needs. Potential phasing alternatives have been developed based upon the factors set forth above.

Phasing Alternatives

To help understand relationships among major site elements, phasing alternatives were developed that included the following major site elements:

- Light rail (LRT)
- Passenger rail, including all Federal Railroad Administration (FRA) compliant modes, such as Diesel Multiple Units (DMUs) and commuter rail
- Tail tracks
- RTD regional and express bus
- Local buses
- Commercial bus carriers such as Greyhound
- Additional carriers including taxis, rental cars, and station cars
- Historic train station
- Wewatta Street
- Future development
- Parking

Phasing alternatives were then evaluated for the following components of each major transit element:

- Related elements
- Additional right-of-way for transit expansion
- Cost
- Duration of design and construction
- Parking for transit uses and redevelopment
- Pedestrian and site circulation
- Operating issues

Phasing alternatives identified major transit modes with closely related components. For example, the commercial bus facility is directly related to passenger rail because it must be built over the rail component.

Construction sequences were analyzed to determine infrastructure needed before other elements can be added. For example, redevelopment along Wewatta Street cannot be built until the light-rail station and track are in place. The regional bus facility must be completed before construction of the Wynkoop Plaza on the Wynkoop Street side of the historic station.

There is no particular order in which the project phases must be implemented. Each major transit element of passenger rail, light rail, and regional bus can be built

as an independent phase. At the conclusion of the construction of any single project element or phase, the Union Station facility will be fully functional, including complete access to and connections between all transportation and development elements incorporated up to that time. Because of the phased nature of the project and the need to maintain access to and operations on the site during and in between each successive phase, the project over time will likely have the appearance of several different "finished" products.

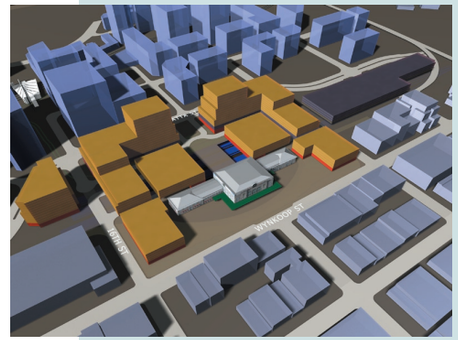
Phasing scenarios could be influenced by several factors, including:

- ***Funding:*** While the total funding from federal, state, local, and private sources through 2025 could approach $820 million, it is likely that funding will be tied to particular project elements, which will influence phasing.
- ***Transportation:*** Since major transportation components will be located at the lower level, transportation construction generally will precede private development on specific portions of the site. Site development must preserve the ability to construct transportation improvements in planned locations and on schedule. Transportation improvements must provide structural foundations for future buildings.
- ***Community impacts:*** Construction and facility operations will affect the surrounding community, possibly dictating aspects of phasing and timing.
- ***Construction efficiencies:*** It may be more efficient economically, logistically, and operationally to construct certain elements in certain sequences.
- ***Development considerations:*** Revenues generated and financing opportunities from early demand for private development of the site could expedite some of the facility's transportation improvements.

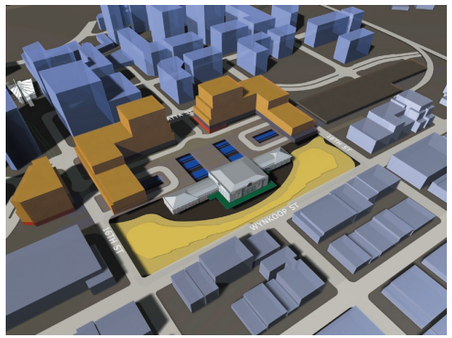
Projects Potentially Impacting DUS Phasing

Separate but related transportation and development projects could influence the phasing of the DUS Vision Plan through the creation of project funding, a near-term need for specific project elements and/or construction efficiencies or challenges. Examples of such projects that are currently underway or under consideration include the following: (It should be noted that funding for these projects has not been secured.)

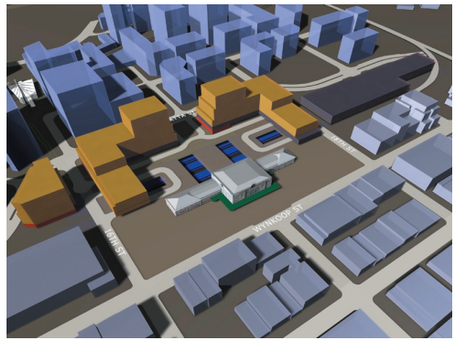
- ***RTD FasTracks Program:*** Implementation of this program for regional transit would require completion of the DUS light-rail station and related off-site light-rail improvements, along with interim improvements to the passenger/commuter rail tracks. Any FasTracks funding plan will have to cover the costs of these DUS-related elements.
- ***DMAP:*** The Downtown Denver Multimodal Access Plan is an interagency planning effort for future access to and circulation through Downtown Denver. Implementation of this plan could influence the sequence and timing of certain elements of the DUS Master Plan, especially those needed to accommodate new downtown circulation programs. In addition to having an impact on phasing, DMAP will identify transit improvements beyond 2025 that should be incorporated into DUS.
- ***HOT Lanes:*** The Colorado Department of Transportation is studying high-occupancy toll lanes on certain roadways accessing downtown Denver. Implementation could influence the timing of DUS project elements by creating a need for HOT lane connection to the site and its parking.
- ***Front Range Rail Corridor:*** Previous study of North Front Range rail service between Denver and Fort Collins identified DUS as the connecting point. CDOT has requested designation by the federal government of the Front Range rail corridor between Fort Collins and Pueblo as a National High-Speed Rail Corridor. This passenger-rail corridor likely would require that the Vision Plan's passenger-rail elements be completed and perhaps expanded.
- ***Relocation of Commercial Bus Service:*** Discussions about the placement and expansion of Denver's commercial bus service may impact DUS phasing by creating near-term need and funding for the DUS commercial bus facility.
- ***Adjacent LoDo and Commons Development:*** Anticipated development or redevelopment of parcels to the south and west may influence phasing by enhancing market demand for DUS or by creating new construction opportunities or constraints.
- ***Relocation of Freight-Rail Service on the CML***: Discussion has started on the possibility of moving much of the CML freight-rail service east of the Denver Metro Region. If this happens, it may effect how the CML is used for passenger-rail traffic.



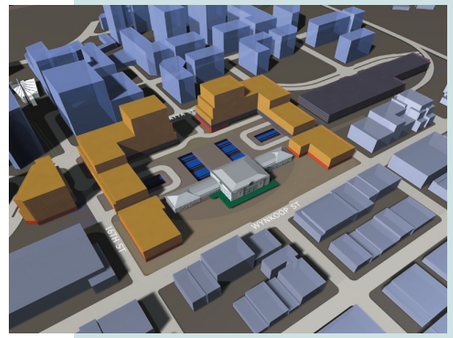
8. Full build-out within the zoning.



5. Construct regional bus facility.



6. Construct parking structure.



7. Construct development over regional bus.

Project Costs and Funding

Cost estimates were prepared from conceptual plans completed before preliminary engineering required for the Environmental Impact Statement (EIS). These cost estimates will be revised when the final EIS is developed. Major costs fall into two categories:

Transportation Elements

- Passenger rail, including the track throat leaving the station north of 20th Street
- A partial deck over the rail component for the 16th Street Mall Shuttle and the proposed Downtown Circulator
- Flexible transportation space north of 18th Street and the commercial bus facility deck
- Light rail, including the off-site underground sections along 16th and 18th Streets, tracks parallel to the CML, and the 15th Street bridge reconstruction
- Covering the light-rail station
- Connections to regional bus, including links to the HOV lane, and 16th and Wewatta Streets
- Vertical circulation for passenger connections
- Foundations for future development along Wewatta and Wynkoop Streets
- Ventilation of the underground transportation facilities

Site Elements

- Restoration and rehabilitation of the historic station including vertical circulation
- Underground connections to the regional bus facility, and new office, retail, and restaurant space
- Station facilities including circulation space and drop-offs
- Parking, including parking decks above the commercial bus facility
- Public spaces, including Wynkoop Plaza and the 17th Street Promenade
- Streetscapes for Wynkoop, Wewatta, 16th, and 18th Streets
- Safety and security, including cameras and barriers
- Public art

Total Public Costs	
Transportation Elements	
Element	**Cost**
LRT	$230 M
Passenger Rail	$120 M
RTD Regional Bus	$125 M
Site Elements	$85 M
Total Cost	**$560 M**

Estimate project costs in millions (2003 dollars.)

The estimated public cost of the project of $560 million includes costs associated with the development of major transportation modes and required public infrastructure. These costs also include some provisions for future private development that must be built along with the below-grade transportation components. These elements include foundations for future buildings along Wewatta, 16th, and 18th Streets, the deck above passenger rail for the commercial bus facility and its access ramp, and modifications to the HOV lane into the commercial bus facility. These private development costs comprise approximately $35 million of the $560 million. It is anticipated that these costs will be recovered in the future when private development moves to the site.

Project Funding Sources

Funding sources have been identified and will be pursued to implement the DUS Master Plan. While the Vision Plan reflects a longer-term set of goals for the DUS site, current projections assume a 20-year horizon for project funding. The Plan makes no assumptions regarding when a particular funding component will become available, other than the assumption that the projected private development funding will not become available until significant underground transportation infrastructure has been completed.

Cost of Land Acquisition per Agency Partner		
CDOT/DRCOG	$20 M	Federal Congestion Mitigation Air Quality Funds
City & County of Denver	$10 M	
RTD	$19.75 M	

The failure or deferral of any early funding efforts or any related transportation or development projects will not change or negate the Master Plan or its elements. But such circumstances may impact the timing and phasing of project implementation. Completion of project components must be consistent with and allow for the eventual implementation of the full Vision Plan.

The phasing and timing for realizing the Vision Plan will depend in significant part upon the availability of funding. The Vision Plan offers great flexibility in accommodating a broad array of potential funding timelines and strategies. As funding becomes available, the project's primary transportation elements can be completed in a variety of sequences, either in combination with or independent from each other. As a result of this flexibility, the implementation of the Vision Plan can be achieved as quickly as funding becomes available, but can also be extended over a longer period of time if funding comes at a slower pace.

Completion of the Vision Plan will require numerous and varied public and private funding sources. Most transportation infrastructure will be publicly funded through local, regional, state, and federal funds. Private funding will support the transportation elements used by private and commercial transportation providers and will finance the on-site commercial development. It is expected that, over time, the net revenues yielded by private use and development of the site will provide funding for the public elements of the site. The site's physical limitations, however, will dictate that significant transportation infrastructure must be in place before certain private development can occur.

The initial analysis of project funding sources uses a time frame concurrent with the project's 20-year Environmental Impact Statement (EIS) planning period. The specified funding ranges from the various public sources reflect the partner agencies' projections for the levels of funding that may be available for the project over this period, but do not represent funding commitments from any public agency. The funding range for private development and private transportation providers is based upon market analysis of development opportunities over the same period.

The total maximum potential project funding from public and private sources exceeds the projected public costs of the Union Station Vision Plan. This difference between the total maximum potential funding ($820 million) and the projected public costs of the project ($560 million) provides the project a critical financial cushion ($260 million) if funding from one or more sources falls short of projections.

Potential Funding Source

Funding Source	Time Period**	Potential Dollar Range
Federal Funding	**2005 - 2025**	**Up to $250 million**
New Category Funding		
Congestion Mitigation Air Quality Funds(CMAQ)/		
Surface Transportation Program Metro/Enhancements		
Earmark Authorization		
**3-4 6-year reauthorization cycles over this time period		
State Funding	**2005 - 2025**	**Up to $50 million**
Senate Bill 1 (SB-1)		
State Historic Fund		
City & County of Denver	**2005 - 2025**	**Up to $70 million**
Annual Budget		
Capital Improvement Fund		
General Obligation Bond Issue		
RTD	**2005 - 2025**	**Up to $250 million**
Annual budget		
Sales-tax increase		
Sale/refinance of existing properties		
Sale of Market Street Station		
Private Transp. Providers And Private Development	**2005 - 2025**	**Up to $200 million***
Development-Sale/Lease Net Revenue		
Parking		
Private Transportation providers Lease Revenues/Use Fees		
Private Bus Companies, Rail, Shuttles, Limousine, Taxi, Car Rental		
*includes residual value created through future income streams		
Total Possible Funding		**Up to $820 million**

Governance

The Importance of Governance

The vision incorporated in this Master Plan for DUS is ambitious and far-reaching, both in scope and time. It includes a wide variety of public transportation elements, private transportation elements, private development, public space, a highly revered historic building, and a constrained physical site. It is also a project which, given its nature, cannot and will not be fully developed all at once. Contributing to the cumulative and evolving character of the project is the likelihood that many future uses of the site are unknown today. Reflecting this reality, a major guiding principle of the master planning process has been long-term flexibility. A governance structure needs to incorporate flexibility in order to address the complexities of the development, management, operations, and maintenance issues that are likely to impact the potential uses envisioned on the Denver Union Station site.

Governance is the name used for the process of creating and maintaining an organization or alliance of parties to manage – or govern – an enterprise, development, and/or activity, sometimes including physical facilities. Governance can sometimes be accomplished through the creation of a formal legal entity whose function and purpose is to assume direct responsibility for the legal, decision-making, planning, administrative, financial, communications and public outreach elements of the enterprise or facility.

The need for a governance structure is usually not a point of focus when implementation of a project is extremely well-defined and short-term. Understandings are usually incorporated into contracts and then "managed." However, in long-term flexible projects, governance is a critical implementation component. Governance connotes a more formal tactic to create an ongoing determining or guiding influence. It is the process by which policy is made and administered on a continuing basis. In short, a governance structure determines who makes policy, on what issues, and with what powers. This is why decisions on governance are so important and frequently so controversial.

One complication of the governance issue is the inability to utilize a "one size fits all" approach. Successful governance should reflect and be tailored to the specifics of each situation. It is clear from looking at the governance of a variety of multimodal transportation facilities throughout the United States that their structures grew out of circumstances unique to their environments. Denver Union Station has its own unique set of qualities and is different in significant respects from other facilities. While similarities can be explored and lessons can be learned from other facilities, the specific characteristics of Denver Union Station should form the basis for determination of a governance structure.

The governance structure must provide the capability to marshal the necessary political, financial and organizational resources and have the power and expertise to use them effectively. To accomplish this, a governance structure should have legitimacy. Legitimacy is a complicated concept but is fundamentally based upon representation. No governing structure can have legitimacy if it excludes significant interests over which it has policy-making authority or if those interests perceive that they should be included under the governance umbrella. Expertise, good intentions and intelligent participants are all fundamental characteristics of a governance entity, but they do not matter without a prerequisite foundation of legitimacy. Legitimacy is of such fundamental importance in evaluating governance that it should be used as stand-alone screening criterion for evaluating governance options to narrow the candidates for further consideration.

Functions of the Governing Body

One of the most important overall characteristics of a successful governance structure is its ability to ensure that policies and procedures are well-defined, so that the implementation of the Master Plan can be achieved over an extended period of time and not be encumbered by the political climate at a given moment. The complexity of the overall governance structure cannot be underestimated. In addition to setting and executing policy, the governing body also must have the expertise and experience, or access to resources that have them, to handle the following types of issues in a non-partisan manner. The governing entity must:

a. Implement, to the extent of its capabilities, the Master Plan for the Denver Union Station site.
b. Devise and implement, in cooperation with the relevant public sector agencies, elected officials, and private sector organizations or foundations, appropriate funding strategies to support completion of the project.
c. Receive funds from a variety of sources.
d. Ensure that the historic station development is sensitive to all landmark issues while maximizing adaptive re-use within the building.
e. Contract with necessary contractors, vendors, and service providers for current and future site management and operations, as well as site development and project build-out.
f. Manage design and construction of site development and project build-out.
g. Manage and lease commercial transportation space and facilities.
h. Manage and lease space for office, retail, public and other uses on site.
i. Ensure performance of ongoing facility maintenance and improvements.
j. Establish and carry out a process for policy decisions related to the operations and development of Denver Union Station, future expansion to, or modifications of the facility, and potential modifications to the Master Plan for the site that includes participation by the City and County of Denver, Colorado Department of Transportation, Denver Regional Council of Governments and the Regional Transportation District.
k. Create and maintain an appropriate forum for public participation and input.
l. Maintain project quality and standards.
m. Manage overall facility operations.
n. Provide a single point of contact and accountability for dealings with developers, tenants, regulating and funding agencies, contractors, and the public.

Overview of Organizational Models for Governance

There are basically three main models that could be considered for a governance structure for DUS.

The variations within each model for ownership, development, financing and day-to-day management, are extensive. Simply put, the three models are:

1. *Private Developer* – A private developer may serve as the governing entity for a project or facility with public components. This would occur if a private entity were to purchase DUS and lease, or grant an easement, to the transportation providers.
2. *Internal Agency Management* – Under this model, an existing government entity, or agency thereof, is the governing entity.
3. *Separate Special (or Single) Purpose Entity* – A new entity or organization may be created with the sole mission of governing a project. Its mission, authority, powers, and governing board are all defined and are focused on a single project. There are two distinct types of such entities-private and governmental. They can be loosely described as follows:
   a) Private Special Purpose Entity: *The Non Profit Corporation.* A non profit development corporation is a public benefit corporation usually established under section 501(c)(3) or 501(c)(4) of the Internal Revenue Code. While private, the corporation must have a public purpose in order to be eligible to borrow funds or to receive tax-deductible contributions. The corporation is governed by a board of directors, which can consist of public and private sector members representing appropriate interests. Board size and composition is practically rather than legally constrained. A multimodal facility example of this governance structure is the Union Station Redevelopment Corporation which oversees Union Station in Washington, D.C. Locally, the Stapleton Development Corporation was created to govern the redevelopment of the old Stapleton Airport site.

   b) Governmental Special-Purpose Entity: A special-purpose government entity is the most diverse structure and includes metropolitan districts, public corporations such as 63-20 or 57-187 corporations, authorities created by intergovernmental agreement, and others. The defining characteristic of such entities is that they are all governmental entities created and/or authorized by one or more existing governmental entities. Depending upon the specific form chosen, their powers can be extensive or significantly limited, all in accordance with the authorizing legislation. As with private, non profit corporations, the boards of directors of these entities can include public and private sector members. Representation is flexible, though the constraints vary by type of entity. Local examples of this structure include the Lowry Redevelopment Authority and Denver Health.

Union Station Interim and Permanent Governance Structures

Denver Union Station is currently owned by RTD as a result of an Intergovernmental Agreement between, and jointly funded acquisition of the site by, RTD, the City and County of Denver, the Colorado Department of Transportation and the Denver Regional Council of Governments (collectively, the "Agency Partners"). The Denver Union Station Master Plan and Environmental Impact Statement are being governed and managed by a collaborative team reflecting representation from each of these four public agencies. A recommendation for an appropriate long-term ownership and governance structure was included as part of the work scope for the Master Plan.

Based upon the analysis performed as part of the Master Plan formulation and due to the complexities of developing a long-term ownership and governance structure and the timeframes involved, the Agency Partners have concluded that formation of a permanent governance structure prior to the commitment of funding and commencement of project implementation would be premature. However, the Agency Partners agreed that it was desirable to establish an interim governance structure, along with an agreed upon process for forming a permanent governance structure at the appropriate time. As a result, the Agency Partners, on April 20th, 2004, entered into a Third Amendment to the Intergovernmental Agreement for the Acquisition and Development of Denver Union Terminal (the "Third Amendment"), through which matters of interim governance and the process for devising a permanent governance structure for Denver Union Station were addressed.

Under the terms of the Third Amendment, the Executive Oversight Committee (EOC), which was established to make policy decisions concerning and oversee the DUS Master Plan and Environmental Impact Statement, will serve as the interim governance structure for Denver Union Station, pending the occurrence of one of several defined "trigger" events, which will prompt the creation of a permanent governance structure. The Executive Oversight Committee comprises the chief executive (or his/her designee) of each of the four Agency Partners. The trigger events that will signal the need for a permanent governance structure are manifestations of certain minimum thresholds of funding commitments for the project or implementation activity on the DUS site.

Each of the four Agency Partners represents a distinct set of relevant interests and constituencies in the project, which, taken as a whole, are not completely represented by any one existing entity. Consequently, it is desired and expected that the Agency Partners will continue to participate in the ultimate long-term governance structure.

Principles of Governance

The Agency Partners have also agreed that some basic principles of governance should be established to guide both the interim and permanent DUS governance structures. The following governance principles have been incorporated into the Third Amendment and are intended to recognize the various different needs of the Agency Partners, users, and surrounding neighborhoods. They will also help to establish realistic expectations for how the property should be developed and the facility managed, operated and maintained over time.

1. The primary goal of the governance structure is to make the DUS Site function as an efficient transportation facility. However, the governance

structure shall provide for integration of the entire redevelopment of the DUS Site, including the transportation, development and civic components, while taking into account the needs and interests of the Parties, users and surrounding neighborhoods.

2. The governance structure shall provide appropriate opportunities for public agency, general public and private interest involvement to assure the viability of the project.
3. The governance structure shall consider the needs of all the Master Plan Transportation Facilities and treat them all with importance to make a successful multimodal transportation hub.
4. The governance structure shall diligently pursue the full implementation of the Master Plan Transportation Facilities and Master Plan and the vision it sets forth, and the future needs of the historic station and the DUS Site.
5. The governance structure shall be capable of seeking and/or receiving funds from all sources and creating funding mechanisms to fully implement the Master Plan and the Master Plan Transportation Facilities.
6. The governance structure shall be charged with diligently pursuing and using best efforts to secure funding and approval for full implementation of the Master Plan and the Master Plan Transportation Facilities.
7. The governance structure shall provide that Site-Generated Revenues first be used for the reasonable operation and maintenance of the DUS Site; second, for reimbursement of any shortfalls in the reasonable operation and maintenance of the DUS Site if approved by the governing body of the permanent governance structure; and third, to implement the Master Plan to the extent not prohibited by federal statute, court decision, or grant agreement as determined by the appropriate federal agency after the EOC has had an opportunity to present the matter to the appropriate federal agency. Once the Master Plan is fully implemented, all Site-Generated Revenues shall be used for transit projects within the RTD and DRCOG region boundaries consistent with the DRCOG long-range regional transportation plan.
8. All uses of the DUS Site shall be planned, constructed and operated so as to not adversely impact the Master Plan Transportation Facilities or any other Master Plan element as determined by the permanent governance structure.

Summary

Based on the foregoing analysis, and in accordance with the procedures, timelines and trigger events specified in the Third Amendment, the Agency Partners will undertake a more thorough investigation of the models outlined and select the approach that would best serve all interested parties in maximizing public and private opportunity at Denver Union Station according to the parameters established in the Master Plan.

It is unlikely that any of the four Agency Partners would ultimately have the total responsibility and risk associated with the numerous and divergent elements of and interests in the facility. This approach would allow each agency to focus on its core mission, while protecting its interests through ongoing participation in the governance of Denver Union Station. The ultimate governance entity, under the appropriate articles of incorporation or authorizing language, would have flexibility to handle all legal, financial, and administrative issues on behalf of the project.

A single point of contact is also important to help move the process forward from both a public and private point of view. The public should have fewer concerns if a single point of contact can insure that their concerns are heard and promptly addressed. For the private sector, having one point of contact empowered to expedite decisions as well as insure fairness in the process will add credibility and spark private-sector interest in project participation. The DUS governing body will assume responsibility for and ensure compliance with all legal requirements associated with any source of funding for any project element, including but not limited to, any requirements related to construction contracting and construction worker wages.

Next Steps for Governance

While a permanent governing structure for Denver Union Station need not be in place immediately, decisions regarding the ultimate governing structure will take time to adequately explore and resolve, both legally and politically. This process should proceed as soon as possible. Legal actions required to enact governance will take time, and any new governance structure will take time to get organized and become familiar with its tasks.

In the meantime, the interim governance structure will need to address matters related to more detailed planning and design, a comprehensive funding plan, early implementation measures, interim facility operations and the process for selection of a private developer for the site.

Next Steps

The Master Plan and the EIS process are the first steps needed to realize the Vision Plan. The site rezoning and the landmark designation of the historic building are proceeding simultaneously with the approval of this Master Plan.

Near the end of 2004, the draft environmental study documents will be completed for the Vision Plan and made available for public comment. A final environmental document will follow with a Record of Decision (ROD) that summarizes the project selection process and its impacts and potential mitigation. Once the Federal Transit Administration (FTA) approves the document and signs the ROD, the site will be ready for the next phase of the project.

Planning and Design Phase

General Development Plan (GDP)

Transit Mixed-Use 30 (T-MU-30) zoning code requires approval of a General Development Plan (GDP) before development occurs. The GDP establishes a framework for developing large, complex, and multi-phase projects. This framework includes:

- land uses and their locations
- density
- open space

- parking distribution
- roadway, utility, and drainage infrastructure
- general development and design standards
- fixed transportation and rail

However, the rezoning of the DUS site to T-MU-30 included a waiver of the GDP process for specific RTD early-action transit elements.

Denver's Development Review Committee (DRC) reviews GDP applications. However, T-MU-30 districts require the additional steps of a public hearing and approval by the Denver Planning Board.

Design Standards and Guidelines (Rules and Regulations)
Mixed-use zoning designation enables the City to adopt rules and regulations, or design standards and guidelines, for specific areas and projects. T-MU-30 zoning requires design guidelines for each district. The guidelines may be approved as part of the GDP or adopted independently. In either case, design standards and guidelines are required before the city will issue a permit for a building project other than RTD early-action transit elements.

Design standards and guidelines to be developed for Denver Union Station need to address the area within the Landmark Preservation Commission's purview, as well as the rest of the site. These guidelines will be influenced by new development designed to complement the Lower Downtown Historic District and more contemporary new development in the Commons Neighborhood.

These guidelines must address:
- Urban design
- Site design
- Public open space
- Streetscape
- Landscape architecture
- Vehicle circulation and access
- Pedestrian circulation
- Architecture
- Scale and detail
- Materials
- Historic station
- Parking garages
- Temporary uses and structures
- Public circulation space
- Signs and wayfinding
- Criteria for transportation facilities

Public Involvement
The Vision Plan could not have been developed without the involvement of the Union Station Advisory Committee. As the process moves forward, there will be new opportunities for public involvement through the Environmental Impact Statement, the GDP process, and through the partner agencies and future governing entity. Executive Oversight Committee (EOC) meetings, for example, will be open to the public, and the EOC may provide for public comment at regular meetings.

Environmental Impact Statement
The Environmental Impact Statement process includes a public hearing where citizens can comment on the plan, its environmental impacts, and possible mitigation measures.

T-MU-30
The T-MU-30 establishes opportunities for public notification and comment as the Vision Plan is implemented. Some of these involve public notification of a specific action with an opportunity for written comment, while others involve notification of a public meeting at which a certain action is being considered and the public may testify. Typically, the notice is sent to Registered Neighborhood Organizations (RNOs) within 200 feet, and to the district City Councilmember. Opportunities for public notification and comment include:
- General Development Plan: Planning Board review and approval with public comment.
- Design guidelines if not included in GDP: adopt as rules and regulations, which require legal notice and public hearing before the Planning Board.
- Development Plan Review: written notice of application inviting written comments.
- Reduction of parking spaces: written notice of application inviting written comments due within 20 days.
- Special review use or unenclosed use: written notice of application inviting written comments due within 30 days.

Denver Union Station T-MU-30 with Waivers and Conditions
The specific opportunities for public involvment established in the T-MU-30 with waivers and conditions for Denver Union Station are:
- Review of proposed encroachments into the 17th Street view corridor.
  - Applicant notifies property owners, RNOs within 200 feet, and district councilmember.
  - Planning Board reviews and recommends approval, approval with conditions, or denial to Zoning Administrator.

Landmark Designation
Once the station and a portion of the site are designated as a Denver Landmark, the Landmark Preservation Commission must approve exterior alterations to the station requiring a permit, including additions and new construction. Landmark design review has no formal notice requirement. Landmark Preservation Commission meetings are public, and anyone may testify about a design review item. The Landmark Commission also has the authority to adopt site-specific design guidelines as rules and regulations, which requires legal notice and a public hearing at which any person may testify.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