



STAPLETON

DEVELOPMENT PLAN

Integrating Jobs, Environment and Community

FORESTCITY
DEVELOPMENT

PREPARED BY
STAPLETON REDEVELOPMENT FOUNDATION
CITY AND COUNTY OF DENVER
CITIZENS ADVISORY BOARD
MARCH 1995

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MARCH 1995



Fellow Citizens and Interested Readers:

It is with great pride that we present to you the Stapleton Development Plan. This document and its supporting material have been developed by our community to provide a blueprint for the reuse of the 4,700 acre Stapleton International Airport site.

Stapleton has served the aviation needs of our community for more than 65 years. The relocation of aviation activities to Denver International Airport provides an unprecedented opportunity. The Stapleton site is a community - owned asset whose use will have enormous implications for the future of Denver, the region and Colorado. Our goal is to insure that the reuse program for this seven and one half square mile site addresses important community objectives and can be successfully supported over time by the marketplace and our community.

The Development Plan presented here describes the conversion of Stapleton over a 30 to 40 year period to a series of vibrant, mixed use communities connected by an extensive system of open space and transportation improvements. The elements of the Development Plan are united by a commitment to a sustainable form of development. As a result, the Plan emphasizes such things as the integration of housing and recreation within a regional employment center, walkable scale communities that promote diversity and reduce dependence on the automobile, reduced consumption of resources and impacts on the potential of each citizen. Stapleton will be a place of economic, social and environmental innovation that will provide a new development model for the region.

An additional strength of the Development Plan is in the connections it forges between Stapleton and the surrounding community. Stapleton has been a fenced and secured island for two thirds of a century. The former Rocky Mountain Arsenal to the north and Lowry Air Force Base to the south removed an additional 30 square miles of land from public access. These facilities together have created enormous holes and discontinuities in the urban fabric of northeast Denver. The conversion over time of all three of these sites will produce substantial change. The Stapleton Development Plan creates strong ties between this site and the future wildlife refuge at the Arsenal and the educational, recreational, residential and business activities at the Lowry site. In addition, the Plan seeks to reunite the Stapleton site with adjacent neighborhoods in Denver, Aurora and Commerce City.

This plan is the product of a substantial commitment of time, energy and money by many participants. The effort has benefited from the dedicated participation of many elected officials and staff of the City and County of Denver, as well as the Stapleton Redevelopment Foundation, a talented team of local and national technical consultants, and many other public and private organizations. The creation of the Development Plan has also benefited from an unprecedented investment by the local philanthropic community who provided a large portion of the resources necessary to support the Foundation staff and professional consultants involved. Most importantly, the Development Plan has been enriched by the thousands of hours of effort contributed by members of the Citizen Advisory Board, and by the individual citizens who have taken the time to participate in the process. The effort made collectively by all these people demonstrates the affection they share for this community and their desire to shape its future.

The Development Plan has been formally approved by the Denver Planning Board and adopted as an amendment to the City and County of Denver's Comprehensive Plan by the City Council. The Plan is one part of a package of activities necessary to advance this redevelopment program. Concurrent with the adoption of the Plan are the tasks of establishing a new public development entity to provide long-term stewardship of the site and project, marshaling the human and financial resources necessary to initiate redevelopment and pursuing the initial projects that will begin to give life to the Plan.

Stapleton will be part of the legacy we leave for future generations. If it provides a model for addressing the economic and social needs of people while respecting our natural world, it will be a legacy of which we can all be proud. We benefit daily from the beauty and opportunity created by the vision of DeBoer, Speer, Cranmer and so many others over the last century. In their spirit, we must ensure that a century from today Stapleton will be making a similar contribution to the beauty and vitality of this Queen City at the convergence of the mountains and plains.



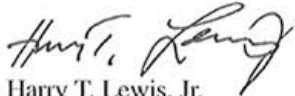
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Mayor, City and County of Denver



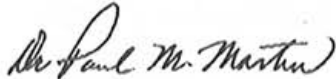
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District 11, Denver City Council



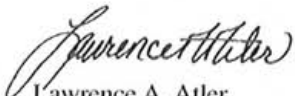
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TABLE OF CONTENTS

I. Executive Summary 1-1

- A. Introduction
- B. Context and Objectives
- C. The Development Plan
- D. Management Structure
- E. Early Action Items
- F. Conclusion

II. Introduction and Background 2-1

- A. Introduction 2-2
 - 1. A New Approach
 - 2. Goals
 - 3. How the Development Plan is Used
- B. Background 2-6
 - 1. Process History
 - 2. Relationship to the 1989 Denver Comprehensive Plan
 - 3. Stapleton Tomorrow
 - 4. City and County/Stapleton Redevelopment Foundation Partnership
 - 5. Citizens Advisory Board
 - 6. Technical Consulting Team
 - 7. Community Outreach

III. Context 3-1

- A. National and International Context 3-2
 - 1. Environmental Challenges
 - 2. Economic Challenges
 - 3. Social Challenges
- B. Community Context 3-4
 - 1. Local Resurgence
 - 2. Local Challenges
 - 3. Local Market Conditions

C. Site Context 3-10

- 1. Site History
- 2. Changes in Regional Land Use
- 3. Surrounding Neighborhoods and Uses
- 4. Site Character
- 5. Legal Framework

IV. Community Objectives and Guiding Principles. . 4-1

- A. Major Questions and Community Objectives . . . 4-2
- B. Guiding Principles 4-4
 - 1. Environmental Responsibility
 - 2. Social Equity
 - 3. Economic Opportunity
 - 4. Physical Design
 - 5. Implementation

V. Development Plan 5-1

- A. Vision 5-3
 - 1. Key Features of the Vision
- B. Highlights 5-8
 - 1. Link With Nature
 - 2. Urban Villages
 - 3. Mobility
 - 4. Best Technologies and Practices
 - 5. "Green" Business Environment
 - 6. Community Linkages
 - 7. Governance, Service Delivery and Participation
- C. Structuring Elements 5-10
 - 1. Introduction
 - 2. Open Space and Parks
 - 3. Transportation
 - 4. Services
 - 5. Land Use and Urban Design

D. District Descriptions	5-40	B. Phase 1 Development Recommendations.....	7-2
1. District I		C. Early Action Items.....	7-3
2. District II		1. Redevelopment Management Structure	
3. District III		2. Regulatory and Institutional Structure	
4. District IV		3. Finance	
5. District V		4. Marketing/Communications	
6. Districts VI/VII		5. Planning and Infrastructure Design	
7. District VIII		6. Project Management	
E. Social and Economic Initiatives	5-68	7. Asset Management	
1. Introduction		8. Demonstration Opportunities	
2. Goals and Principles		9. Additional Studies	
3. Criteria and Next Steps		10. Social and Economic Strategies	
4. Employment Base			
5. Economic Program		D. Current Work on Action Items	7-5
6. Education and Training Systems		1. Bluff Lake Environmental	
F. Financial Analysis	5-73	Education Center	
1. Infrastructure Costs		2. Rocky Mountain Wildlife Refuge	
2. Description of Facilities		3. Sand Creek Corridor	
3. Overview of Financial Strategy		4. Westerly Creek Multiple Use Greenway and	
4. Funding Sources		Water Quality Area	
G. Regulatory and Market Mechanisms	5-85	5. Residential Development Pilot Project	
1. A New Approach		6. "Groundswell" Community Farm and "Just Say	
2. Examples		Whoa" at the Urban Agriculture Center	
VI. Redevelopment Management Structure	6-1	7. Environmental Remediation	
A. The Need	6-2	8. 56th Avenue	
B. Roles and Possible Structures	6-2	9. Runway Recycling	
C. Recommended Approach	6-3	10. Terminal	
VII. Phasing Strategy and Early Action Items	7-1	11. Industrial Land Sales	
A. Phasing Strategy	7-2	12. Asset Management	
1. Location of Development		13. The Denver Smart Places Project	
2. Timing of Development		VIII. Conclusion - Images of the Future.....	8-1
3. Type of Development		A. A New Approach	
		B. Stapleton Technology Incubator	
		C. Westerly Park Neighborhood	
		D. Green Builder	
		E. Stapleton Parks and Open Space	
		IX. Acknowledgments.....	9-1



I. EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

After 65 years of aviation activity, Stapleton International Airport is about to undergo a transformation...



INTRODUCTION

After 65 years of aviation activity, Stapleton International Airport is about to undergo a transformation which will take at least 30 to 40 years to complete. The Stapleton Development Plan describes a physical, social, environmental, economic and regulatory framework intended to guide this transformation over the next several decades. It describes a new approach to development, a real world example of sustainable development of significant scale. Emerging over time on the Stapleton site will be a network of urban villages, employment centers and significant open spaces, all linked by a commitment to the protection of natural resources and the development of human resources.

The Development Plan has been adopted by the City Council as an amendment to the City's Comprehensive Plan. It is supported by the Development Plan Resource Document which contains illustrative examples as well as extensive detailed technical support material. The Resource Document was not intended to be adopted by the City Council.

Planning for the future of Stapleton has been ongoing since 1989, beginning with the Stapleton Tomorrow process and culminating with this Development Plan. This Plan is the product of a partnership between the City and County of Denver, the Stapleton Redevelopment Foundation, a Citizen's Advisory Board appointed by the Mayor and a highly skilled technical consulting team. Throughout the process, more than 100 community presentations and meetings were held to insure community-wide participation and input.

CONTEXT AND OBJECTIVES

The redevelopment program will be presented with many challenges and opportunities. The national and international context requires attention to the economic realities of a more global and more competitive marketplace, as well as the worldwide challenge to reduce natural resource consumption and the potential for global climate change. Locally, the

Stapleton site provides an opportunity to address important community needs resulting from a shifting job base, demographic change and renewed pressures on the stability of many neighborhoods. The Plan must also distinguish the site from other large scale projects within the City and County such as the Airport Gateway, Lowry, the Central Platte Valley and downtown. In addition, the Development Plan must respond to the specific market and neighborhood context of the site, and the significant changes resulting from conversion of the nearby Rocky Mountain Arsenal and Lowry Air Force Base to new civilian uses.

Over the course of the last six years, there has been a great deal of discussion of the variety of objectives held by the community for the reuse of the Stapleton site. The principle questions have been:

- *What is the appropriate role of the Stapleton site in the regional economy and its relationship to other community centers?*
- *How can Stapleton contribute to improvement of the environment for surrounding neighborhoods and increased access and opportunities for their residents?*
- *How can Stapleton respond to the development and environmental challenges we face locally and globally?*
- *How can Stapleton respond to the significant social and demographic changes taking place and create diverse, successful urban communities?*
- *How can Stapleton succeed in the marketplace and fulfill the disposition obligations of the Denver airport system?*

In 1991, the City Council adopted the Stapleton Tomorrow Concept Plan, which identified the following eight basic objectives for reuse of the site. These objectives continue to enjoy broad community support and have provided the foundation upon which the Stapleton Development Plan has been built:

1. Generate significant economic development.
2. Produce a positive impact on existing neighborhoods and businesses.
3. Enhance environmental quality throughout the site and surrounding areas.
4. Create a positive identity unique to Denver and the surrounding region.
5. Promote high standards of urban design.
6. Generate revenues through appropriate asset management to help fund DIA.
7. Create substantial educational and cultural opportunities and support systems.
8. Provide balanced transportation options and spacious parks and open space.

Creation of the Development Plan was guided by a set of principles developed by the project team staff and the Citizens Advisory Board. These principles address the economic, social and environmental objectives of the project, as well as the physical design of the community and the methods used to manage and implement the project over time.

The Stapleton site will be a network of urban villages, employment centers and significant open spaces, all linked by a commitment to the protection of natural resources and the development of human resources.

"THE HISTORY OF A
NATION IS ONLY THE
HISTORY OF ITS VILLAGES
WRITTEN LARGE."

WOODROW WILSON, 1900



Strong Connections



Mixed Use Communities



Walkable Scale

THE DEVELOPMENT PLAN

The Development Plan created for Stapleton is a direct response to the project's community context and the adopted principles. Stapleton will be a unique mixed-use community capable of supporting more than 30,000 jobs and 25,000 residents. More than one third of the property will be managed for parks, recreation and open space purposes. Developed portions of the site will provide an integrated mix of employment, housing, recreation and access to public transportation. Stapleton's reuse will support the health of surrounding neighborhoods and provide strong ties to the adjacent Rocky Mountain Arsenal National Wildlife Refuge and the Lowry education campus.

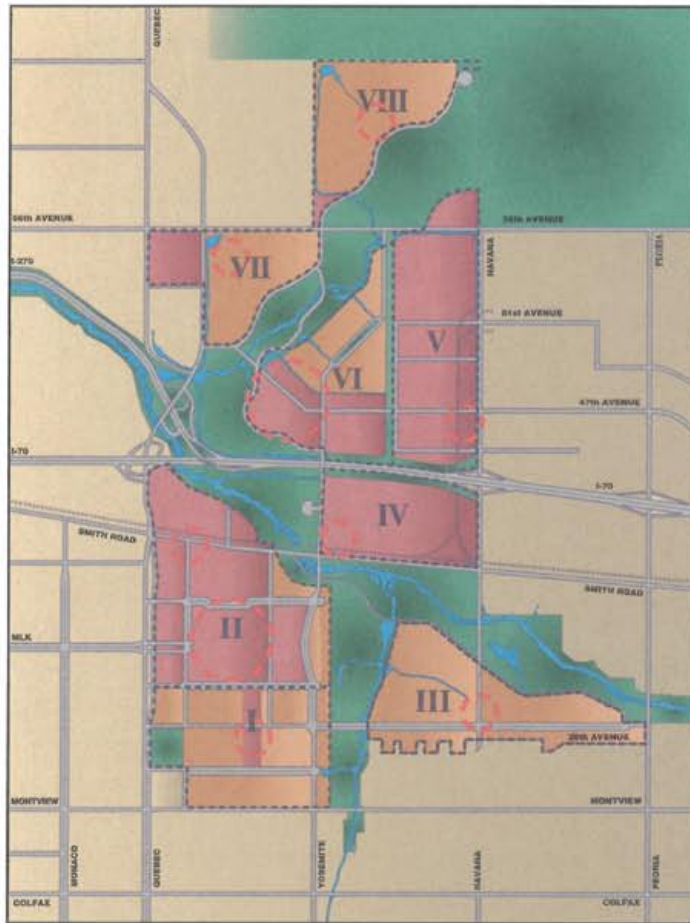
Development is organized in eight distinct districts. Each district contains an identifiable center and emphasizes the integration of employment, housing, public transportation and walkable scale. The Plan reinforces Stapleton's role as a regional employment center through the creation of compact, accessible communities that integrate uses and create strong ties between the Stapleton site and the surrounding community. The open space system serves a major role in unifying the eight districts making effective regional connections and restoring the ecological health of natural systems on and off the site.

An employment base of 30,000 - 35,000 jobs can be readily accommodated over time on the site. The Havana Street corridor and areas north and south of I-70 provide significant opportunities for creating a manufacturing, assembly and distribution base on the site. These areas offer rail service and easy interstate access. Section 10 on the far north and the interior area above the I-70 corridor provide significant office and research and development opportunities. The area surrounding the existing terminal will become a regional destination offering a mix of exhibition, entertainment, retail, office and other uses. Each neighborhood center on the site will also provide opportunities for employment. In total, the Development Plan allocates roughly 1,200 acres, or 54% of the developable land, to employment use.

The Plan also emphasizes establishing the site as a national center for the development of environmental technologies, products and services; creating an environmental technology incubator to support start up firms; creating training and skill development programs designed to provide area residents with the work skills needed by employers operating on the Stapleton site; and developing programs that encourage the participation of youth and entrepreneurs, particularly from minority communities.

Creation of the Development Plan was guided by a set of principles . . . These principles address the economic, social and environmental objectives of the project, as well as the physical design of the community . . .

Stapleton's mixed use neighborhoods can accommodate an ultimate population of approximately 10,000 households. The average density of residential areas for the entire site is roughly 12 units per acre, sufficient to support reasonable public transportation service. Higher densities are provided for in close proximity to neighborhood centers, transit stops and major public amenities. Each neighborhood on site is organized around a center and provides a variety of mobility options beyond the automobile including walking, bus, bicycling, rail transit (along the Smith Road corridor) and the use of telecommunications to substitute for the need for travel. School facilities will be located in neighborhood centers,



will be multi-use community facilities and will play a central role in the life of the surrounding neighborhood. Stapleton neighborhoods will provide a range of housing types and densities that support diversity.

The Stapleton open space system includes more than 1,600 acres of parks, trails, recreation facilities and natural areas. The principle trail corridors are along Sand Creek, Westerly Creek and the newly created open space corridor connecting Sand Creek with the Rocky Mountain Arsenal National Wildlife Area. The system includes a championship golf course above I-70 and a nine-hole learning course along Westerly Creek. A major ballfield and outdoor recreation complex is located between Sand Creek and I-70 west of Yosemite Parkway. An urban agriculture center and equestrian facility are

accommodated on the north side of Sand Creek just west of Havana Street. A major urban park is provided at the confluence of Sand and Westerly Creeks, as well as a number of smaller scale parks and public spaces. Parkways and landscaped drainageways connect neighborhoods to each other and to the major components of the open space system. Significant areas of prairie and riparian corridor restoration, particularly in the northern half of the site, will dramatically increase the wildlife habitat provided by the site. A 365-acre Prairie Park in the far northern portion of the site, primarily above 56th Avenue, will be the centerpiece of these restoration efforts.

The project's sustainable development philosophy is reflected in many different aspects of the program. Land use planning and community design stress compact, mixed use communities that are walkable and transit-oriented. These characteristics can reduce automobile dependence and emissions and increase the efficiency of service delivery. Approaches to community infrastructure stress water reuse, energy and water conservation, renewable sources of energy supply and innovative stormwater management approaches to maximize opportunities for on-site irrigation and water quality improvement. The solid waste management strategy seeks to achieve a zero net contribution from the site to local landfills, in part through the creation of a "resource recovery village" on site to promote waste minimization, recycling and reuse. Transportation technologies emphasize bus and rail transit, bicycling, walking and alternative fuels for vehicles. The Development Plan also emphasizes the need to support demonstrations of technologies and practices on site that support the project's basic sustainable development objectives.

Funding

Development of the site in accordance with the Plan will require significant infrastructure including major transportation improvements such as public transit, roadways and bridges; utilities; drainage in greenways; parks and parkways; and community facilities such as schools, libraries and recreation facilities. The estimated cost of this infrastructure is approximately \$288 million (in 1994 dollars). Financing will come from a



Parks and Open Space



Habitat Restoration



Stormwater Management

"A GARDEN CITY IS A TOWN DESIGNED FOR HEALTHY LIVING AND INDUSTRY; OF A SIZE THAT MAKES POSSIBLE A FULL MEASURE OF SOCIAL LIFE, BUT NOT LARGER; SURROUNDED BY A RURAL BELT; THE WHOLE OF THE LAND BEING IN PUBLIC OWNERSHIP OR HELD IN TRUST FOR THE COMMUNITY."

EBENEZER HOWARD, 1898



Public Realm



Private Development

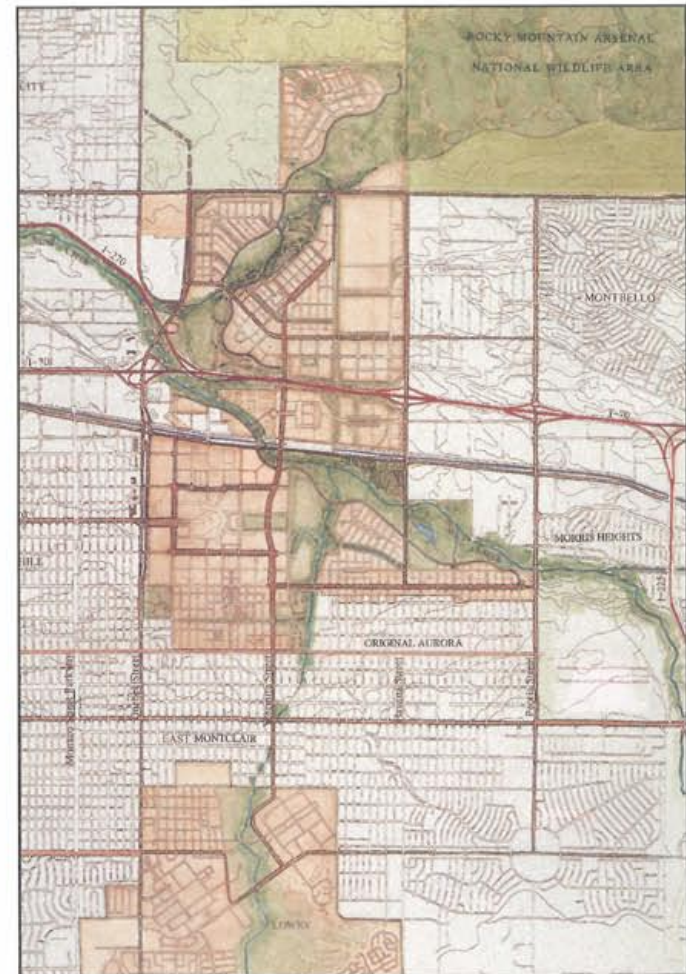
variety of sources, depending upon the type of improvement and the relative benefit to the local community and/or region. Funding will be obtained through a combination of infrastructure fees, local tax and assessment districts, private capital, state and federal transportation funding, grants, general municipal revenues, tax increment financing, Airport System revenues, connection fees and special districts.

Regulatory and Market Mechanisms

Perhaps one of the more significant challenges associated with the Stapleton project is the creation of regulatory approaches, market mechanisms and programs which together can encourage achievement of the project's sustainable development objectives. As an example, creation of the type of mixed use communities desired for Stapleton will require an innovative approach to land use and design regulation. The approach recommended includes three components: 1) broad land use controls defining the general use, density and character of development at a site-wide level, 2) more detailed design controls for individual districts, and 3) a mix of standards and programs applicable at the individual project scale.

MANAGEMENT STRUCTURE

Adoption of the Plan is an important step towards redevelopment. Equally important is the type of management structure created to guide the site's disposition and development. After significant analysis by a work group comprised of representatives of the City and County administration, City Council, the Stapleton Redevelopment Foundation, the Citizens Advisory Board and the Denver Urban Renewal Authority (DURA), a preferred scenario emerged. This scenario involves the City and County and DURA entering into an agreement to create a third structure, a nonprofit development corporation which would assume responsibility for management of the site and redevelopment.



The development corporation would be governed by a board of directors appointed by the Mayor and DURA Commissioners and confirmed by the Denver City Council. The development corporation would function under a contract with the City and County of Denver specifying its authority and responsibilities. It is intended that the corporation ultimately be financially self-sufficient and recover the costs of its operations from the revenues generated by its activities. Initial start up will likely require support from the City and County and/or other public or philanthropic resources.

EARLY ACTION ITEMS

The development corporation will have several immediate priorities to address related to project finance, marketing, communications, planning, infrastructure design, project management, asset management, pursuit of demonstration opportunities and additional studies. These priorities are summarized below. Work has already commenced in many of these areas. In addition, a phasing strategy has been developed which identifies Districts I and V as areas of initial development for residential, business and other uses.

1. Redevelopment Management Structure

- define character and role of the organization
- appoint the Board of Directors
- determine funding mechanisms
- identify and hire staff

2. Regulatory and Institutional Structure

- prepare and adopt site infrastructure and subdivision plans
- adopt master rezoning ordinance
- permanently designate open spaces through conveyance, easement, dedication or other mechanisms, as appropriate
- develop regulatory incentive and programmatic structures to support the development program's environmental, social and economic objectives
- establish a Transportation Management Organization

3. Finance

- develop initial infrastructure funding mechanisms
- identify initial carrying cost funding sources
- identify initial environmental remediation funding sources
- develop open space funding structures
- develop final impact fee structure

4. Marketing/Communications

- develop and implement land marketing program
- develop and implement existing building marketing program
- develop communications and public outreach program
- develop and implement strategies to attract environmental science and technology firms

5. Planning and Infrastructure Design

- develop plans for initial northern site storm drain improvements and diversion of Havana ditch flows from Havana Lake
- identify and design infrastructure improvements for subareas of Districts I and V
- complete design of Sand Creek corridor restoration improvements
- complete design of Westerly Creek channel restoration improvements
- commence planning and design for the learning golf course adjacent to Westerly Creek
- commence design of the District VIII Prairie Park
- continue Section 10 design coordination with the Rocky Mountain Arsenal National Wildlife Refuge planning and Commerce City's planning of Section 9
- prepare tree planting program for Montview Boulevard

6. Project Management

- complete terminal reuse solicitation process
- initiate first phase of airfield recycling program to support new road and site improvement construction
- construct 56th and 51st Avenue roadway improvements
- construct northern site stormwater management improvements and diversion of Havana ditch flows from Havana Lake
- construct infrastructure improvements for subareas of Districts I and V
- commence Sand Creek corridor restoration and trail development
- commence Westerly Creek channel, water quality, stormwater management and trail improvements
- continue on site environmental remediation activities
- coordinate with the Denver Smart Places Project
- complete King Soopers and Union Pacific transactions and manage development of these initial business environments
- initiate tree planting program along Montview Boulevard



Street Connections



Transit Options



Multi-Use Trails



Reuse of Existing Facilities



Recycling of Airfield Paving

7. Asset Management

- implement property management program
- implement site security program
- selectively demolish and recycle structures and airfield improvements
- implement interim management and events program

8. Demonstration Opportunities

- Pursue homebuilding demonstration opportunities for District I with partners interested in promoting resource conservation and other sustainable development objectives.
- Pursue infrastructure demonstration opportunities, including water reuse for golf course and open space irrigation and waste minimization, reuse and recycling through initial elements of a resource recovery program.

9. Additional Studies

- evaluate village scale energy system application to Phase I neighborhood development
- develop a tree planting program
- develop short and long-term water and wastewater management strategy
- identify feasibility of a solid waste resource village
- continue joint visitor facility and program planning with U.S. Fish and Wildlife Service
- participate in the RTD rail corridor alignment
- identify and complete necessary environmental studies
- evaluate and recommend appropriate open space management strategies
- participate in the DRCOG I-70 corridor study
- identify and evaluate options to provide innovative educational opportunities

10. Social and Economic Strategies

- Create a business plan for the Center for Environmental Technology and Sustainable Development including pursuit of an environmental business incubator.
- Develop a program to expand entrepreneurial skills of surrounding and new residents.
- Create a task force to develop an education and job training delivery model for Stapleton and to identify specific K-12 educational options for future residents.

- Pursue establishment of, and funding opportunities for, school to work programs with employers recruited to the site.
- Evaluate Stapleton buildings for reuse as educational or community facilities.
- Initiate collaborative planning efforts with Aurora to rejuvenate the area between Stapleton and Lowry.

Conclusion

Redevelopment of the Stapleton site presents a significant opportunity to shape the future of our community. The Stapleton Development Plan describes a framework and some new approaches — to planning and design, to markets and regulation and project management. The Plan describes a very ambitious agenda, but one that is within the capacity of the community to achieve.

IF THE DEVELOPMENT OF STAPLETON FOLLOWS THE DIRECTION OUTLINED IN THIS DEVELOPMENT PLAN, WHAT WILL THE COMMUNITY HAVE GAINED?

First - a job base that increases the depth and diversity of the regional economy, oriented towards expanding markets. Development of this job base must be accompanied by an increased commitment to develop skills in all segments of the population to participate in this job base.

Second - communities that can work in the 21st Century, combining the best of the old and the new. The communities created at Stapleton will excel in training and educating people. They will be better prepared to support diversity, encourage participation and local control and satisfy the needs of people. Community structure and technology will promote rather than diminish a sense of community.

Third - an unprecedented expansion of open space and recreational opportunities. The benefits of these resources will accrue to the entire region.

Fourth - a start in reversing the trend towards living beyond the capacities of the natural environment. Stapleton will consume far less and produce far fewer impacts. It will do so not at the expense of people and economic needs, but as a fundamental part of the community's approach to addressing these needs.



II. INTRODUCTION AND BACKGROUND

A. INTRODUCTION

*T*he closure of Stapleton International Airport in 1995 marked a unique moment in Denver's history. Sixty-five years of aviation activity came to an end.

Stapleton's closure also marked an important beginning. Denver is faced with the largest urban redevelopment opportunity in its history — 4,700 acres of publicly owned land in the heart of the City.

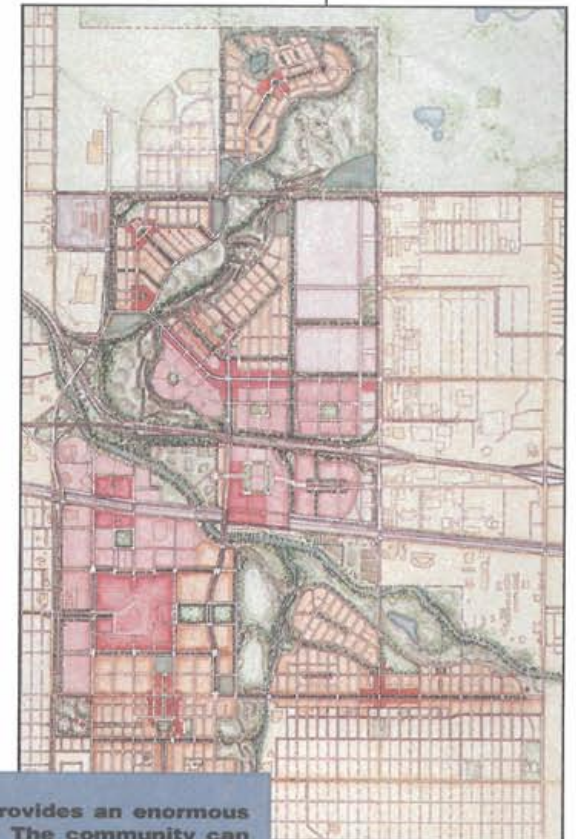
Stapleton sits at the center of a major transformation taking place in the northeast portion of the metropolitan area. Three significant public sites - the Rocky Mountain Arsenal, Stapleton and Lowry Air Force Base - are all undergoing dramatic change. Weapons production, military training and commercial aviation will give way to a major wildlife refuge, mixed-use community and civilian educational and training campus. These changes provide an unprecedented opportunity to shape the future of the Denver area.

What will the people of Denver do with this opportunity?
How can the community make the most of it?

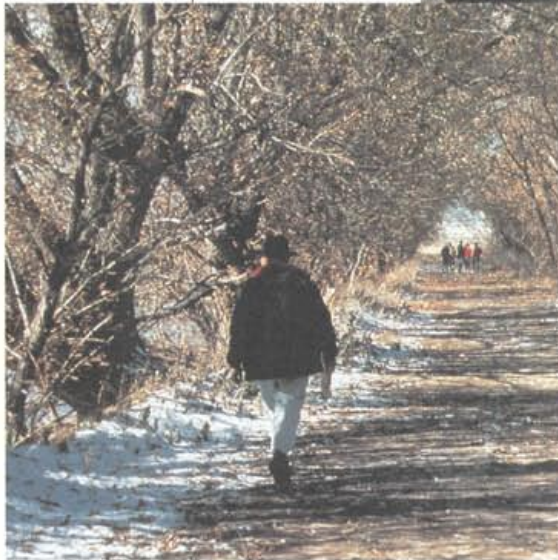
For more than five years, public, private and nonprofit organizations have been working with Denver area residents to answer these questions. The results of these efforts are presented in this Development Plan — a blueprint for the transformation of the Stapleton site and the Denver community.



Stapleton is currently an island. It is a single use asset, with regional exposure but limited access, surrounded by urban development. How should the people of Denver transform such an asset and integrate it with surrounding neighborhoods and communities?



Stapleton provides an enormous opportunity. The community can shape its long-term future by offering a new model for development. Stapleton must succeed in the marketplace and demonstrate the viability and wisdom of a more sustainable approach to economic and human development. This Development Plan describes that path and addresses the challenges that must be faced along the way.



A New Approach

The redevelopment of the Stapleton site will take at least 30 to 40 years to complete. The decisions made with respect to the site will influence the Denver community for many generations to come. Redevelopment presents an unparalleled opportunity for leadership. The world is desperately searching for better examples of how urban communities can adapt and renew themselves. Stapleton can address important local needs and provide an important model. The community planned for the Stapleton site will provide a real world example of sustainable development of significant scale. Sustainable development, in the words of the United Nations, describes a community that can “meet the needs of the present without compromising the ability of future generations to meet their own needs”.

What will emerge over time on the Stapleton site will be a network of urban villages, employment centers and significant open spaces — all linked by a commitment to the protection of natural resources and the development of human resources. Stapleton’s new neighborhoods will reconnect adjacent neighborhoods and promote a strong sense of community. With proper stewardship, Stapleton will become a truly lasting legacy, a tribute to Denver’s ingenuity — and its integrity — for decades to come.

GOALS

The development of Stapleton will be guided by three fundamental goals:

- 1. Economic Opportunity.** Stapleton will be a regional center for job creation in diverse fields, with an emphasis on new technologies and emerging industries. When completed, Stapleton could support more than 30,000 jobs and 25,000 residents, becoming a major contributor to the long term economic health of the city.
- 2. Environmental Responsibility.** Stapleton will demonstrate the economic and community benefits of a long-term commitment to reducing consumption of natural resources and impacts on the natural environment. Human activities will be conducted in a fashion that acknowledges and respects the importance of natural systems.
- 3. Social Equity.** Stapleton will provide broad access to social, cultural and economic opportunities for all segments of the community. Successful redevelopment of the Stapleton site will be a catalyst for improvement in the larger community, and particularly in the neighborhoods surrounding the site.

Fulfilling these goals will require substantial innovation in the physical design of the Stapleton community and the institutional arrangements used to guide its development. A strong commitment to honor diversity and to ensure broad-based participation of minorities and women in all opportunities provided by Stapleton is fundamental to the redevelopment program. In addition, Stapleton must be a pioneer in crafting market-based responses to community, social and economic needs and protection of the natural environment. These attributes will provide Stapleton with a unique identity that will distinguish it locally, nationally and internationally from other large-scale development programs.

How the Development Plan is Used

The Development Plan is the statement of the community's goals for the site's redevelopment and defines the direction for the redevelopment program. It describes a physical, social, environmental, economic and regulatory framework to guide development of the site over the next several decades. The framework is intended to endure over many years and provides the context within which private investment and land ownership can occur. The Development Plan is also intended to provide an effective context for early decision-making regarding important components of the redevelopment program. Although the Plan provides extensive information on the topics mentioned above, no plan can cover every topic in exhaustive detail, and a reasonable amount of flexibility must be retained in any event when addressing the buildout of a community over several decades.

The Development Plan has been adopted by the City Council as an amendment to the City's Comprehensive Plan. It is supported by The Development Plan Resource Document which contains illustrative examples as well as extensive detailed technical support material. The Resource Document was not intended to be adopted by the City Council.



Shattil and Rozinski



Shattil and Rozinski



B. BACKGROUND

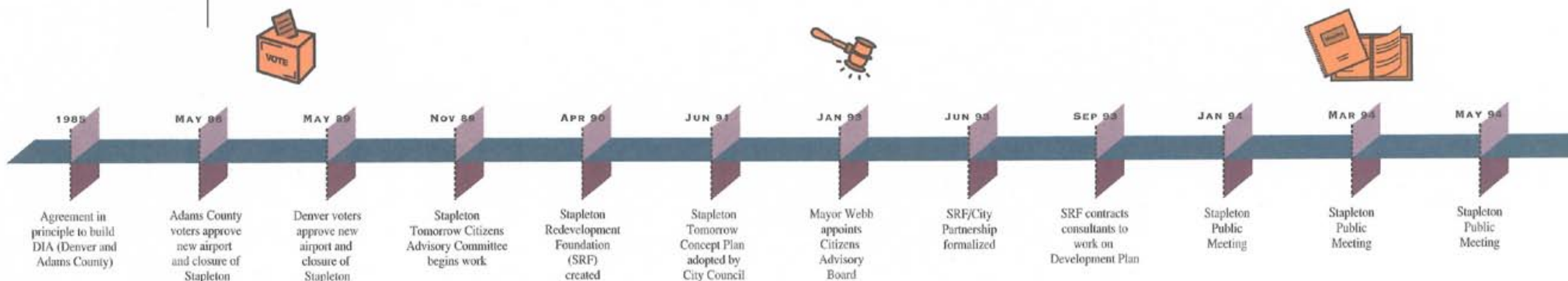


Stapleton Airport has grown dramatically over 65 years. Capacity constraints and community concerns led to the decision in 1985 to relocate aviation activities.

Process History

Stapleton International Airport has served the Denver area's commercial aviation needs for 65 years. Discussion of expansion or replacement of Stapleton began in the 1970s and grew more urgent in the early 1980s. The airport experienced significant growth in passenger volumes and air traffic throughout the 1970s and during the first half of the 1980s. Stapleton's primary capacity constraint was the lack of adequate separation between its runways to support dual arrival streams under reduced visibility conditions. A significant portion of the delays experienced at Stapleton resulted from this limitation. With separation of 800 feet between the east/west runways and 1,600 feet between the north/south runways, Stapleton fell far short of the required 4,300 foot minimum. In addition, dramatic growth in aviation activity led to significant neighborhood opposition to airport operations and expansion proposals.

In January of 1985, representatives of the City and County of Denver and Adams County announced an agreement in principle to relocate commercial aviation operations to a new site northeast of Stapleton. Subsequently, this plan and the agreements required to implement it were approved by the voters of Adams County in May of 1988 and by the voters of the City and County of Denver in May of 1989. Stapleton's closure at some time in the first half of the 1990s thus became a virtual certainty.



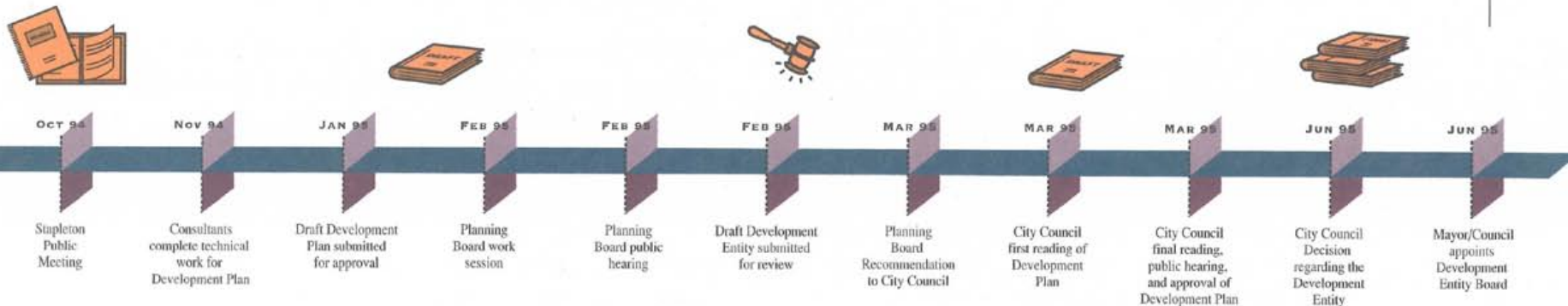
Relationship to the 1989 Denver Comprehensive Plan

In 1989, the Mayor and City Council adopted a new Comprehensive Plan that contains the community's vision for the future and identifies broad policies, priorities and specific actions intended to move the city toward that vision. Because of the size and complexity of the city, the plan cannot contain sufficient detail on every neighborhood or issue in the city. More focused direction is provided through detailed neighborhood or subarea plans, such as this plan for Stapleton, or functional plans, such as the Parks Master Plan. Each plan must be consistent with the overall direction of the Comprehensive Plan and is reviewed by the Planning Board and adopted by the City Council as an amendment to the Comprehensive Plan. Each plan is then used to guide decision-making about the area.

In the Comprehensive Plan, Denver citizens expressed their vision for the city: "the fundamental thing we want Denver to both be and become is a city that's liveable for all its people." The Comprehensive Plan identified ten core goals related to Denver's economic, environmental and social needs. Specifically, these core goals are:

1. Stimulate the economy
2. Beautify the City and preserve its history
3. Protect, enhance and integrate a city of neighborhoods
4. Educate all of Denver's residents with excellence

5. Clean the air, now
6. Meet expanding transportation needs, efficiently, cleanly, economically and innovatively
7. Help the disadvantaged help themselves
8. Revise land use controls, streamline the procedures
9. Celebrate the City's arts, culture and ethnic diversity
10. Share resources and responsibilities in the metropolitan area.



AFTER NEARLY SIX
YEARS OF COMMUNITY
EFFORT, ALL OF THE PARTICIPANTS ARE READY TO
COMMIT TO A VISION AND
BEGIN TAKING THE STEPS
NECESSARY TO REALIZE
THAT VISION.

The final recommendations of the Stapleton Development Plan seek to be responsive to each of these core goals and describe how they can be advanced on the Stapleton site. The Development Plan directly supports the Comprehensive Plan goals through its emphasis on expanding the depth and diversity of Denver's job base; restoring natural areas on site and designating an extensive portion of the site for parks and open space; creating diverse, walkable urban neighborhoods; reconnecting and supporting the health of neighborhoods adjacent to the site; providing public transit, bicycle and pedestrian alternatives to increase mobility and reduce dependence on the personal automobile; linking job creation on site with training and skill development opportunities for low income and minority populations in the surrounding community; reinforcing the central role of education and civic uses and spaces in the organization of neighborhoods; pursuing innovative approaches to land use controls and regulatory mechanisms; and pursuing cooperative activities such as trail construction, open space development and neighborhood rehabilitation with Aurora and Commerce City.

Stapleton Tomorrow

Planning for the future of the Stapleton property began in 1989 with the formation of a group of 35 citizens to direct a large-scale community planning exercise known as Stapleton Tomorrow. Over the course of nearly two years, Stapleton Tomorrow sought input from a broad spectrum of Denver area citizens regarding the most desirable approaches to redevelopment of the Stapleton site. Public interest covered a variety of issues, but the predominant concerns included the site's potential to address job creation, open space and recreation, and cultural opportunities.

In 1991, the Stapleton Tomorrow work culminated in the creation of a concept plan for Stapleton reuse. The concept plan emphasized economic development, positive impacts on adjacent neighborhoods, enhanced environmental quality, high standards of urban design, educational and cultural opportunities, and the generation of revenue to support airport revenue objectives. The Stapleton Tomorrow concept plan was adopted by the Denver City Council in June of 1991.



Work on the Stapleton Development Plan has built on the foundation established by the Stapleton Tomorrow Concept Plan. The objectives identified in 1991 continue to enjoy broad community support. Adjustments have been made to respond to changed circumstances, such as the closure and conversion of Lowry Air Force Base to a significant civilian educational campus. Additional areas of emphasis have been explored in the course of creating a more complete development program for the site. The efforts of the last two years have:

- developed a detailed site-wide drainage plan
- produced a more detailed physical Development Plan that emphasizes mixed use communities; walkable scale; a balance between jobs and housing; and a diverse open space system;
- made the redevelopment program more responsive to the site's physical, social and market context;
- given greater priority to sustainable approaches to resource management and economic and social development;
- stressed environmentally related technologies, products and services as an important element of the Stapleton economic base;
- advocated new forms of institutional structures and the creation of an environment that promotes technological and social innovation.

The 1995 Stapleton Development Plan replaces the Stapleton Tomorrow Concept Plan adopted in 1991.

City and County/Stapleton Redevelopment Foundation Partnership

Following completion of the Stapleton Tomorrow process, City and County staff began focusing on initial elements of the redevelopment program. In 1993, the City and County entered into a partnership agreement with the Stapleton Redevelopment Foundation (SRF). The SRF is a nonprofit 501(c)(3) corporation established by community leaders to assist the City and County in maximizing the opportunities provided by the closure and reuse of the Stapleton site. The SRF has raised approximately \$3 million from foundations, corporations and individuals to support its activities and redevelopment objectives.

Working with City and County elected officials and staff, the SRF agreed to take responsibility for management and the majority of funding of the creation of a development plan and physical and financial development program for the Stapleton site. The SRF also agreed to assist the City and County in defining a long-term management structure for the Stapleton redevelopment program and in pursuing desirable first-phase projects and demonstration opportunities.

The City and County of Denver has contributed approximately \$750,000 and considerable staff support from numerous City and County agencies to the Development Plan process. Primary staff support has been provided by the Mayor's Office of Economic Development, the Planning and Community Development Office, the Department of Parks and Recreation, and the Department of Aviation through the Stapleton 2000 office.

Citizens Advisory Board

Redevelopment activities, including creation of the Development Plan, have been overseen by a Citizens Advisory Board (CAB) appointed by the Mayor in early 1993. The Board includes 42 members representing a variety of perspectives and constituencies, including business, neighborhood and professional associations. Board members have devoted hundreds of hours to preparation and review of material created for the Development Plan, as well as participation in an extensive community outreach effort.

Technical Consulting Team

The SRF and the City and County established a Development Plan team of technical consultants representing a variety of skills such as planning, architecture, landscape architecture, urban design, civil engineering, transportation planning and engineering, environmental sciences, market and financial analysis and project management. Team members included firms and individuals from the local community and across the country. Work on the Development Plan commenced in the fall of 1993 and concluded in November of 1994.

The Development Plan is the result of a partnership between the City and County of Denver, the Stapleton Redevelopment Foundation and the Citizens Advisory Board.

The work included three phases, Analysis, Options and Preferred Plan. During the Analysis Phase, the consulting team worked over three months to understand the physical, economic, social and environmental characteristics of the site and its surroundings. All relevant prior planning efforts were also reviewed, such as the Comprehensive Plan, the Stapleton Tomorrow Plan and adjoining neighborhood plans.

As a result of the Analysis Phase, the SRF, City and County, CAB and consulting team adopted a set of principles intended to guide creation of the Plan. The principles covered five specific subjects: Environmental Responsibility, Social Equity, Economic Opportunity, Physical Design and Implementation.

THE LAND LIVES IN ITS
PEOPLE. IT IS MORE
ALIVE BECAUSE THEY
WORKED IT, BECAUSE
THEY LEFT THIS HILLSIDE
AND THAT CREEK BOTTOM
MARKED BY THEIR SHOVELS
AND AXES. THE
MEANING OF THIS PLACE
LIES IN THE ROUGH
WEIGHT OF THEIR HANDS,
IN THE IMPRINT OF THEIR
GUM-BOOTED TRAVEL.

JOHN HAINES

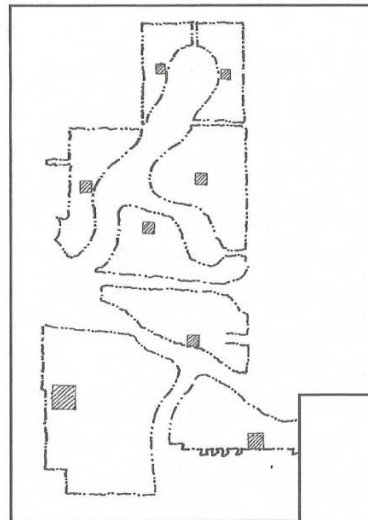
THE STARS, THE SNOW,
THE FIRE

FROM: THE THUNDER TREE

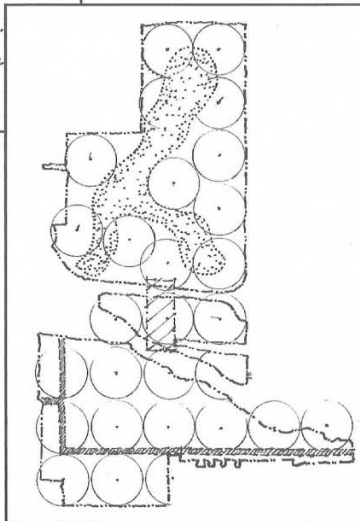
LESSONS FROM AN URBAN

WILDLAND

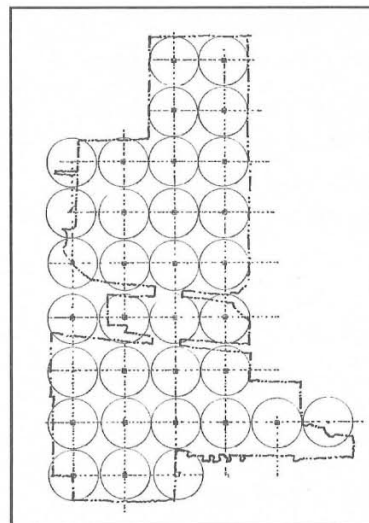
BY ROBERT MICHAEL PYLE



Land Forms Option



Districts Option



Neighborhoods Option

The team also developed a set of framework drawings describing the site's drainage, open space and natural features, transportation systems and potential patterns of urbanization. In addition, a preliminary land allocation and development program was prepared.

During the Options Phase, the team developed three distinct options for the direction the preferred plan should take. Each option accommodated the preliminary land use program and reflected adherence to the principles adopted during the Analysis Phase. The Options Phase concluded with the selection of a preferred option, i.e. the option most responsive to the adopted principles and Analysis Phase findings.

During the final phase, Preferred Plan, the preferred option was further tested for technical and economic feasibility. The Preferred Plan was refined to produce the basis for the Development Plan presented here.

Community Outreach

During the preparation of this Development Plan, more than 100 community presentations and meetings were held, a number of which were televised. Four general public workshops provided status reports on the Plan's progress and collected feedback on interim products. Additional presentations and public hearings were held as part of the final adoption of the Development Plan by the Denver Planning Board and City Council.

All of the participants in this process, including staff and community representatives, remain committed to the belief that the Stapleton site can make an exceptional contribution to Denver's long-term future. After nearly six years of community effort, all of the participants are ready to commit to a vision and begin taking the steps necessary to realize that vision. With closure of Stapleton as an operating airport, this enormous asset can begin to be transformed to address a new generation of community needs. This Development Plan is intended to provide a roadmap.



III. CONTEXT

III. CONTEXT



A. NATIONAL AND INTERNATIONAL CONTEXT

The redevelopment of Stapleton comes at a time of tremendous national and international flux. The speed and extent of social, economic and environmental change is remarkable. The iron curtain has crumbled, ethnic turmoil has increased, a truly world marketplace is emerging, telecommunications technology is shrinking the planet, and global population growth and environmental deterioration threaten the basic capacity of the planet to support life.

Decisions regarding redevelopment of the Stapleton site may not by themselves change any of these trends. The primary objectives and circumstances shaping the redevelopment program will appropriately be local. At the same time, Stapleton's future must be considered in this broader context. The redevelopment of this property should be part of the Denver community's response to the challenges and opportunities presented by this world context. How will we respond? What factors will play the greatest role in influencing the type of community we build, the products and services we produce and the social institutions we rely upon?

1. Environmental Challenges

The world is literally reeling under the combined impacts of population growth and resource depletion. The potential for significant global climate change and irreversible losses of biodiversity are increasingly preoccupying the attention of the scientific community. In the first half of the next century, the world's population will surpass 10 billion. Long before that point has been reached, the world's supply of cropland, rangeland and forest will have fallen on a per capita basis by more than 25 percent.

Third world nations are rapidly emulating the production and resource consumption patterns of the industrialized first world. In 1950, seven of the ten largest metropolitan areas in the world were in the first world. By the year 2000, seven of the ten largest metropolitan areas in the world will be in the third world. Mexico City will lead the list at 25 million plus.

Mexico City, Sao Paulo and Jakarta alone will have more people than New York, London, Tokyo, Paris, Shanghai, Buenos Aires, Chicago, Moscow, Calcutta and Los Angeles had combined in 1950. Replication of U.S. or European patterns of resource use, energy consumption, and waste generation holds the potential for environmental catastrophe of enormous proportions.

Cities as diverse as Hanover, Germany, Curitiba, Brazil and Chattanooga, Tennessee are already among those that have moved environmental protection and sustainable development to the top of their agendas in response to these trends. The United States and Denver will not be immune to the global pressures resulting from population growth, resource depletion, global climate change and food shortages.

Stapleton reuse must begin to address the need for greater efficiency in the use of natural resources, reduced impacts on the natural environment and development of the technologies and practices that will allow the first and third worlds to develop economically without surpassing the capacities of the planet's natural resources.

2. Economic Challenges

Global markets and competition have provided significant economic opportunities for United States businesses. These trends have also stripped Americans of much of the economic security we once took for granted. Average wages in the United States have remained relatively stagnant for most of the past 20 years. The average U.S. manufacturer and producer of goods consumes twice the energy and material per unit of output as our next closest competitors, Germany and Japan. In the United States, the gap between rich and poor has continued to widen. On an international scale, this gap has grown even more profound. In 1960, the richest 20 percent of the world's population absorbed 70 percent of global income. By 1989, this proportion had increased to 83 percent. The poorest 20 percent in 1989 received only 1.4 percent of global income.

Economic trends have placed increased significance on efficiency, trade and workforce skills. Unlike periods of economic expansion in the early portions of this century, the modern economy will provide limited income opportunities and little security to those without significant skills. The globalization of labor markets has served to compound this problem.

Changes in Denver's economy reflect nationwide trends. Job creation is shifting to the high technology and service industries that demand more highly skilled workers. Increasing globalization of the economy is forcing businesses to be highly competitive, particularly in terms of labor costs. As the economy shifts, there is a growing need to retrain workers and for workers to be able to change jobs. Opportunities for life long learning are important to maintaining productivity and competitiveness for individuals and communities. These demands are particularly relevant to the economic well being of minority communities. With increasing frequency, businesses and educational institutions are using experiential learning in the workplace to reinforce the importance of formal education. These trends present challenges and opportunities for Stapleton.

How can the local workforce and Denver's job base be developed to compete in this new environment? Where are the employers responding to these challenges? What resources are available to expand the skills of those least prepared to participate in this new economy?

There is growing evidence that many businesses are responding to these challenges. Corporations in Colorado and worldwide are pursuing gains in efficiency and environmental performance. The 3M Corporation has established the target of eliminating 90 percent of waste from all of its production processes by 2000. Its ultimate goal is to achieve a zero waste state. Volkswagen is designing all of the parts of its cars to be recycled, and experimenting with the first plant to disassemble and recycle automobiles. S. C. Johnson has made great strides in reducing packaging waste and increasing the recyclability of its products.

Employers throughout the world are focusing more on eliminating waste and maximizing their investment in their labor force. Stapleton must develop an environment and capacities that respond to these interests.

3. Social Challenges

America, like much of the world, is also experiencing significant social change. American society is struggling with the challenges of diversity. Immigration, racial and economic divisions and a loss of confidence in virtually all forms of institutional authority are realities for every major urban area. We are creating walled communities and "edge cities" at the same time we are experimenting with transit-oriented and so-called neo-traditional communities that reflect more traditional community patterns of the late 19th and early 20th century. We are reinventing forms of government, education and the corporation. We are seeking new approaches, less bureaucracy and turning more frequently to community-based "third sector" institutions.

More Americans now live in suburbs than cities and rural areas combined. The urbanization of the suburb has brought with it many of the same problems of crime, violence and physical deterioration that caused many people to leave central cities in the first place. Isolated suburban enclaves, insulated from some of these forces, have failed to satisfy the desires of many for a greater sense of community. Even as technology frees more people to perform work outside of traditional urban areas, we face the significant challenge of remaking much of the urban landscape we have fashioned over the last 50-100 years.

How will Stapleton provide a model of urban communities that work? Can it offer an alternative that accommodates diversity and promotes participation in the life of the community? Are there better answers to urban ills than escapism or walled communities? The development of Stapleton as an integral part of the northeast Denver community will require a direct and thoughtful response to these challenges.



B. COMMUNITY CONTEXT

1. Local Resurgence

The Denver area has much to be happy about in 1995. After a major regional recession in the mid-1980s, Denver's economy has experienced a significant recovery. Denver is at or near the top nationally in terms of every economic indicator.

Unemployment remains relatively low, retail sales and home-building activity are growing and new businesses and residents continue to be attracted to the area.

Denver in 1995 offers many of the qualities that distinguish the small number of truly vital, livable urban centers in the world.

By national standards, the quality of life in the Denver area is also extremely high. Denver has a highly educated population, enviable climate, substantial recreational and cultural resources and relatively affordable and diverse housing opportunities. Recent investments in civic infrastructure include a new international airport, central library, baseball stadium, convention center, stock show facilities, light rail system and expanded theater complex. There is renewed energy and investment in downtown and the Lower Downtown Historic District. The Central Platte Valley will soon host the relocated Elitch's amusement park, a new aquarium and a new sports arena and production studio. Other areas of the city, including Cherry Creek, the southeast I-25 corridor and a number of neighborhood centers, are experiencing a similar resurgence.

In many respects, the people of the Denver area are very fortunate. Denver in 1995 offers many of the qualities that distinguish the small number of truly vital, livable urban centers in the world. Despite all of these strengths, Denver faces many of the same problems that plague cities around the world.

2. Local Challenges

Denver is struggling with a variety of environmental, economic and social problems that threaten to undermine its other successes. For example:

Growth and Environmental Pressures - Colorado is a beautiful and fragile environment. Population growth, loss of open space and high rates of automobile usage threaten Denver's physical environment. Despite recent improvements, regional air quality is likely to once again decline. Each day, Denver area motorists drive more than 30 million miles, or the equivalent of 1,200 times around the circumference of the earth. Urbanization continues to reduce habitat for wildlife, eliminate views and threaten water quality. In recent years, the region's population has grown by 2-3% annually, and is projected to reach 3 million by the year 2025. Denver and the state of Colorado face a significant challenge in coping with these realities.

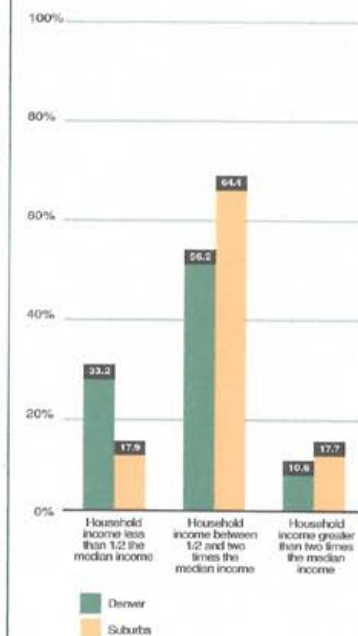
Stapleton must provide an opportunity to accommodate regional growth in a fashion more efficient and far less damaging than continuing urbanization of the outer edges of the metropolitan area.

Poverty - Despite Denver's relative affluence, the gap between the haves and have-nots continues to grow. In 1989, 17 percent of Denver residents lived in poverty, and another 19 percent were defined as being on the brink of poverty. For people of color, the rate of poverty is two to four times greater than for whites. Between 1979 and 1989, poverty increased in 60 out of 78 Denver neighborhoods. For children, the statistics are even grimmer. Approximately 27 percent of all children in Denver live in poverty. In 1990, only 58 percent of children in Denver lived with two married parents. Fully 43 percent of all single parent families lived in poverty.



As one of the largest urban infill projects in the country, Stapleton redevelopment offers an opportunity to enhance the strengths of the neighborhoods which have grown up around it, by providing employment and job-training opportunities, extensive parks, trails and open space, and a diversity of housing options.

DESCRIPTION OF INCOME,
DENVER VS. SUBURBS: 1989



Stapleton must provide opportunities for those at or near the poverty level to earn a reasonable income and improve their lives.

Job Loss - Over the last fifteen to twenty years, the job base of the metropolitan area has grown substantially. In Denver, however, there has been a significant shift in the job base and a loss of jobs for those with the lowest skill levels. In the 1980s, employment in industries that offer the greatest percentage of jobs to workers with less than a high school education declined sixteen percent. While average wage levels increased in the 1980s by four percent in the metro area after adjusting for inflation, wage levels declined in three out of four of the industries employing the highest percentage of low-skilled or unskilled workers. Of the new jobs being created in the regional economy, the majority are in high-skill sectors and the vast majority of these jobs are being created in the suburbs outside of Denver.

Stapleton must respond to these trends, both by capturing a greater share of regional employment growth and by providing entry level and skill development opportunities. Stapleton provides land to accommodate employment opportunities on a scale largely unavailable to the City and County in the last two decades.

In Denver, however, there has been a significant shift in the job base and a loss of jobs for those with the lowest skill levels.

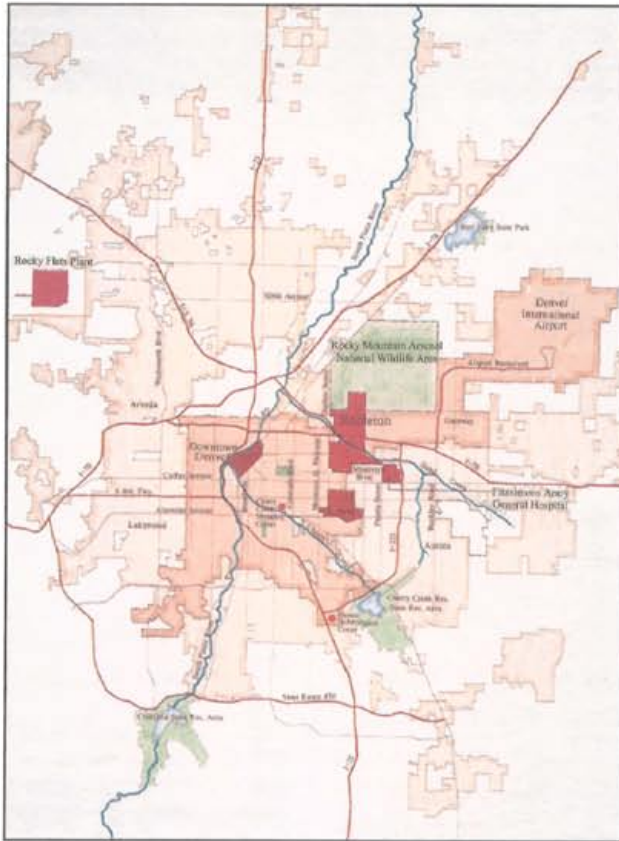
Demographic Change - The City and County of Denver's population is growing older and more ethnically diverse. The City and County's population also tends to have lower average incomes, more single person households and fewer households with school age children than surrounding suburbs. Denver has also experienced a loss of middle income groups. Suburban job

growth and perceptions regarding the quality of public education and personal safety have contributed to these changes. In addition, technology has greatly increased the ability of people to work at home or at locations far removed from traditional centers of employment. Population shifts are reflected in the demographic makeup of the Denver Public School population and the changing demand for housing. Unless these changes are altered, Denver's schools will increasingly serve only the poorest families who cannot afford the costs of private education. The loss of middle class families also reduces Denver's tax base, making it more difficult to financially support public education and services. As the population ages and more women enter the workforce, demand has also increased for a variety of services such as childcare and eldercare that hardly existed in the not-to-distant past.

Stapleton must respond to these demographic changes by providing a mix of housing products, supporting diverse communities, offering a broad range of community services and providing viable alternatives for middle class families.

Loss of a Sense of Community - Many neighborhoods are affected by increased levels of youth violence, rising school dropout rates and the disintegration of community structure. Even residents of affluent suburban neighborhoods express concern for the isolation and loss of connection or commitment to community that many modern neighborhoods engender. Both the urban and suburban community model show signs of failing to satisfy the needs of families and individuals. Demographic changes have compounded these concerns. The traditional American household now represents a minority of the population in most urban communities. Roughly one-third of our population is too young, too old, too poor or physically unable to drive a car, yet our communities continue to be shaped dramatically by the automobile. Our notions of community must be updated and adapted to respond to these changed circumstances and new challenges.

Stapleton must respond by supporting successful communities that promote individual involvement and address resident concerns regarding personal safety, the quality of education and other community characteristics.



3. Local Market Conditions

Land Availability

Upon closure, the Stapleton site will introduce approximately 4,700 acres of new, developable land to the regional real estate market. The regional market is composed of six counties; Adams, Arapahoe, Boulder, Denver, Douglas and Jefferson.

In 1988 there were over 472,000 acres of undeveloped land within this area. Currently, about 25% of this land, or 115,130 acres, consists of 58 projects in excess of 300 acres which are zoned and approved for development. Thirty of these projects, covering 67,630 acres, are under development, and the remaining 28 projects, covering 47,500 acres, have not yet commenced development. Of the 30 projects under development, only three are more than 75% complete.

Land Absorption

Over the last 30 years, private sector development absorbed an average of 4,700 acres annually within the regional market. The

geographic distribution of this activity was approximately 37% to the southeast, 25% to the northwest, 20% to the southwest and 18% to the northeast. Given the existing supply of land in the regional market, and this average annual historical absorption, it is clear that Stapleton will take several decades to develop.

Market Summaries

Following are summaries of each real estate market sector in the Denver region. Because of Stapleton's magnitude, it is likely that each sector, with the possible exception of lodging, will have a significant role in the site's build out.

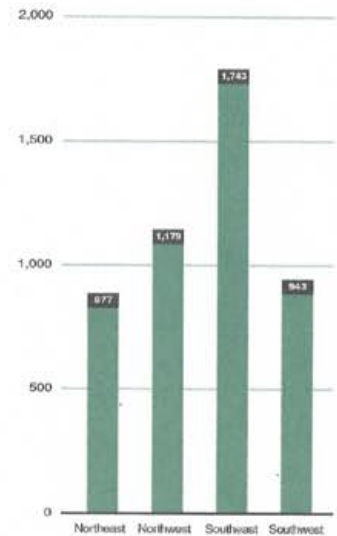
Residential - Current new construction is close to historic averages and substantially above the construction levels of the last five years. Construction is expected to continue at current rates (about 16,000 units annually) as households continue to migrate to Colorado and interest rates remain relatively low.

Office - Current vacancy rates are still high, at 19.1%. Annual absorption has averaged 1.9 million square feet since 1980, but has varied substantially. Current office rents are substantially below revenue requirements which would support new construction.

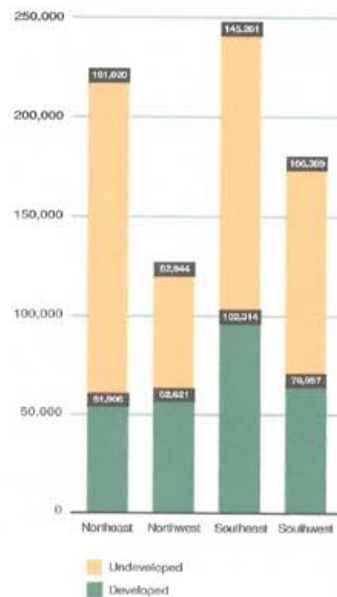
Industrial - Annual absorption for industrial product has averaged 1.4 million square feet since 1980. Current vacancy rates average 8.1% and are declining. Rental rates are still low relative to rates necessary to support new construction. However, as vacancy rates decline, lease rates are increasing and new construction is likely to follow.

Retail - Recent new construction has been primarily for large box users, such as K-Mart and Wal-Mart, and the factory outlet mall in Douglas County. Annual absorption has averaged 1.2 million square feet since 1980. Vacancies in most regional malls are 10% or less. Vacancies in older strip centers are considerably higher. The average vacancy rate among all leasable space is 13.4% and declining. Retail construction is expected to increase consistently with increases in the number of households.

**PRIVATELY DEVELOPED ACRES
AVERAGE ANNUAL ABSORPTION:
1960-1988, SIX COUNTY
REGIONAL MARKET**



**DEVELOPED AND
UNDEVELOPED ACRES: 1988
SIX COUNTY REGIONAL MARKET**



Lodging - Lodging vacancies are relatively low. While there is market demand for new construction in some portions of the metropolitan area such as downtown and adjacent to Denver International Airport, the difficulties associated with current lodging room rates and securing financing have discouraged new construction to date.

City and County of Denver Sites

The Stapleton site is one of several sites located within the City and County of Denver which could attract the above referenced uses. The planning process recognized other significant City and County of Denver development efforts and tried to distinguish the Stapleton site as much as possible from them.

The other most significant City and County of Denver sites are the downtown area, the Central Platte Valley, the former Lowry Air Force Base, the Airport Gateway, the Denver Technological Center (Denver's portion), Cherry Creek area, Montbello, Green Valley Ranch and the Southwest Denver Grant Ranch annexation. Each of these sites plays a distinctive role in the City and County:

Downtown: Downtown is the metropolitan area's most significant employment, entertainment and cultural center. As a major visitors center, it contains numerous hotels, tourist attractions and a convention center. As the region's largest employment center, its product market emphasizes government, financial, legal and insurance services. As the region's cultural center it features the performing and visual arts and historical and educational institutions. There is also a growing number of housing units downtown that support retail, restaurant and entertainment facilities.

Central Platte Valley : The Central Platte Valley is planned as a mixed use development supportive of, but not competitive with, downtown. It will provide tourist/regional sports and entertainment attractions to support convention center business, hotel occupancies, retail, restaurants and entertainment. It will also contain parks, housing and locations for downtown events.

Light industrial, back office and showrooms are intended to provide support services to downtown businesses. Transit and transportation facilities will improve access to downtown. Overall, the Central Platte Valley will play a significant role in increasing Denver's tax base.

Lowry: Redevelopment of the former Lowry Air Force Base will include mixed use infill development that is supportive of the surrounding neighborhoods. Lowry will host residential, neighborhood and regional open space and recreational facilities, an educational campus including a community college and UCD facilities, as well as business training and an office park campus.

Gateway Area: The Gateway area is 4,500 acres of undeveloped land adjacent to the entry to DIA. This new mixed-use community will include hotels, light industry, businesses, and residential development. It will also contain retail uses, parks, recreational areas and open space to serve Gateway residents and adjoining neighborhoods. Like the Central Platte Valley, it will also serve to increase the City and County of Denver's tax base.

Denver Tech Center: As the metropolitan area's most successful suburban office park, the City and County of Denver portion of the Tech Center will continue to be a major employment center complementary to downtown. As the Tech Center grows, it will also provide complementary residential and commercial uses.

Cherry Creek: The Cherry Creek area serves a variety of market needs. It contains a significant comparison shopping mall, specialty shops, restaurants, neighborhood retail, office, and high-end housing in adjoining neighborhoods.

Other Developing Areas: Areas of the City and County that still have open, developable land must also be considered. These areas include Montbello, Green Valley Ranch and the Southwest Denver Grant Ranch annexation area. These areas can provide a variety of residential, commercial, industrial and office sites.

Stapleton's Competitive Position

Positioning Stapleton not only requires an understanding of regional conditions and the role of other Denver sites, but an understanding of the site's competitive position relative to the residential, office, industrial, retail, lodging and institutional markets.



Residential: The southern portion of Stapleton in the near term is the most viable for residential development. Other residential projects are dependent on the development of major amenities.

These areas will accommodate a variety of product types — including high-end, as long as appropriate amenities are provided. Among the developments that are likely to be providing housing opportunities in Denver at the same time are Lowry, the Airport Gateway, Central Platte Valley, Montbello and Green Valley Ranch. Significant housing supply will also be added in suburban areas such as Jefferson, Arapahoe, Douglas and Boulder counties.



Office: Stapleton is well positioned to attract single-tenant owner/users who seek location advantages, maintain average wage levels, and do not desire a location in an established office center. The principle supply of potential sites serving these uses

currently lies along the I-25 corridor and the US-36 corridor, as well as in downtown.



Industrial: Stapleton's proximity to rail service, the interstate highway system and DIA will position it well with respect to industrial development. The I-70 corridor currently contains more than 50

percent of the metropolitan area's total market for these uses. The site can also compete favorably for high-quality research and development uses, if an attractive environment can be created.



Retail: In general, the northeast quadrant of Denver is underserved for retail purposes. There is currently a limited set of opportunities for convenience shopping, as well as purchases of clothing, electronics and major household items. Stapleton and the Gateway area

will increase the size of this market over time. Stapleton may be able to respond to a portion of this regional demand. Most on-site retail uses are anticipated to be at the community scale. Since this type of retailing will primarily serve newly developed residential areas, it should not compete significantly with existing neighborhood centers, the East Colfax business district in Denver, or Original Aurora.



Lodging: More than 4,000 hotel and motel rooms now lie within 1/2 mile of Stapleton's perimeter. The site is therefore unlikely to attract new investment in lodging facilities — unless a regional attraction is developed.



Institutions: The present and future growth of a number of local institutions is constrained by a lack of available acreage at or adjacent to their current sites. The Denver Botanic

Gardens, Denver Zoo, Museum of Natural History and University Health Sciences Center provide just a few examples. Stapleton provides a potentially appropriate site for expansion through satellite facilities, or even long-term relocation. It will be important to retain flexibility to accommodate the long-term needs of regional educational, cultural and other institutions as they materialize.

"INDUSTRIAL ECOLOGY
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MENTAL INSULTS, BUT
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BASIS FOR A LONG-TERM,
STABLE, AND SUSTAIN-
ABLE ECONOMY."

BRAD ALLENBY
VICE PRESIDENT -
RESEARCH, AT&T



Stapleton Airport is just the most recent of many land uses on former prairie grasslands. Before aviation, this land supported extensive wildlife populations, native hunter-gatherers, dry land and irrigated farming, dairy operations and gunpowder manufacturing.

C. SITE CONTEXT

Site History

The land where Stapleton Airport now sits has seen human activity, in some form or another, for thousands of years.

Archeological Evidence

Two archeological sites near Stapleton have yielded clues to the area's history. At Henderson Hill, a low grassy knoll just north of Stapleton, archeologists have discovered a variety of prehistoric artifacts, including stone flakes from spearheads and knives, fire-cracked rocks from cooking hearths, and a hammer and grinding stones once used for cooking. The artifacts were probably left between 3,500 B.C. and 1,000 A.D. by Archaic Indians, who hunted game and gathered plants for food.

A second archeological site was discovered along Toll Gate Creek at East Iliff Avenue and Chambers Road. The remains of a man and a boy found at the site were dated 670 A.D.

Native American Activity and Pioneer Settlement:

During the early 1500s, Native Americans reached the Stapleton area in tightly organized agricultural units. The arrival of Spanish conquistadors in the southern mountains of Colorado brought horses to the region in the mid-1700s.

In the early 1800s, the Arapahoe and their allies, the Cheyenne, spread south and west from Canada, the Dakotas and Minnesota, periodically warring with the Ute and Comanche. The Arapahoe near Stapleton were completely nomadic, having no permanent settlements, nor any fixed dwellings. They lived exclusively in tents made of buffalo skins. The Arapahoe also depended on the buffalo for food; they did not practice agriculture.

At the same time, many pioneers — hoping to escape the poverty and land shortages of the east — saw their “Eldorado” in the prairies east of Denver. By the end of the nineteenth century, the area was extensively populated with farmers.

Industrial Development:

In the 1920s, when Mayor Ben Stapleton considered the Sand Creek site for a new municipal airport, the area supported not only ranchers and homesteaders but several industrial users as well. The Standard Meat and Livestock Company, the Dupont DeNumours Powder Company, and the Atlas Powder Company all had facilities on the site — as did Windsor Dairy, the largest operation of its type in Colorado.

The vast Sand Hills prairie had already begun to change. High Line Canal was in place, serving many business and agricultural interests south and east of Denver. Smaller water projects abounded. Remnants of this irrigation system, such as Bluff Lake and the Sand Creek Lateral, are still visible. The urban neighborhoods of Original Aurora, Montclair and Park Hill were beginning development, and thousands of trees were being planted. The Denver park and parkway system had been laid out, but stopped short of Stapleton.

Aviation Use:

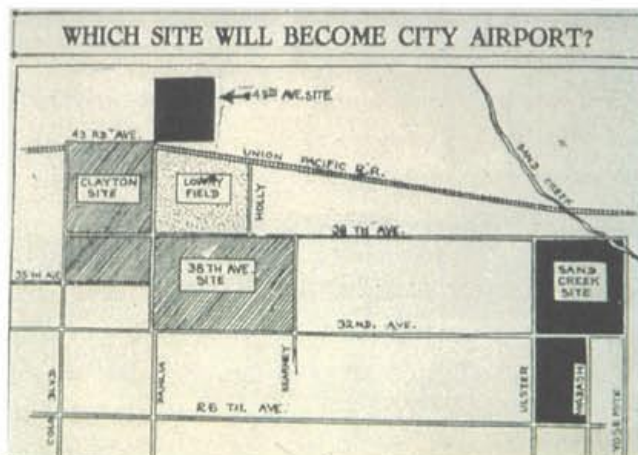
When the Denver Municipal Airport was dedicated in 1929, it was intended to consolidate the growing general and commercial aviation interests in the metropolitan area. The initial site covered 345 acres southeast of 32nd and Syracuse Streets. While improved over time, the aviation complex remained south of Sand Creek and bounded by Syracuse Street, Montview Boulevard and Havana Street — until the great expansions of the jet age.

World War II brought lasting changes to Denver Municipal Airport and the surrounding area. Wartime mobilization resulted in the construction of Lowry Airfield, Fitzsimons Army Medical Center and the Rocky Mountain Arsenal.

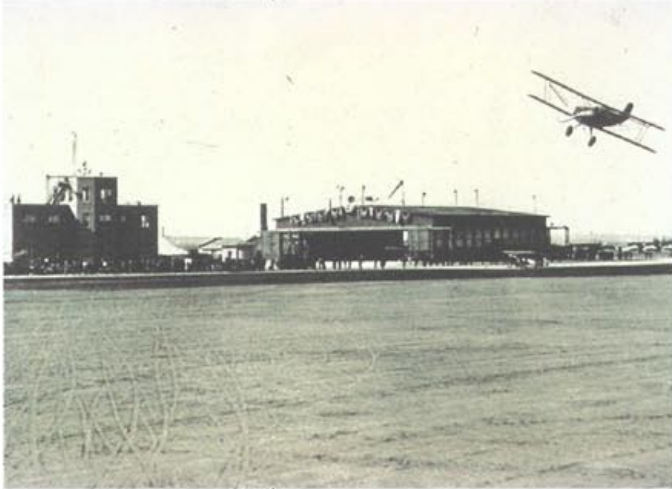
The arrival of the jet age in 1959 prompted a quarter-century of expansion for Stapleton and the entire air travel industry. Land acquisitions to the east and the north gave Stapleton most of the 4,700 acres it covers today. Neighborhoods soon bordered the airport on every side.



The Denver street grid and parkway system organized the eastern expansion of the city and reached the current Stapleton site by the early 1920s.



When selected as a site for municipal aviation in 1929, the Stapleton site represented the far eastern edge of the urban area.



The Denver Municipal Airport opened for business in 1929 on "the Sand Hills site" east of Park Hill - considered by many to be too remote. It was renamed after Mayor Ben Stapleton in 1944.

Changes in Regional Land Use

Northeast Denver is now experiencing a shift as dramatic as any in its modern history. In addition to the conversion of the Rocky Mountain Arsenal to a National Wildlife Refuge, the 1,800-acre Lowry Air Training Center, located nine blocks to the south, has closed and is now in the early stages of redevelopment. The advent of Denver International Airport has opened up an additional 4,500 acres of land for development in the Airport

Gateway three miles east of Stapleton. In central Denver, new infrastructure will allow the several hundred acres of reclaimed rail yard in the Central Platte Valley to develop as well. As these sites are reclaimed and the process of urbanization unfolds, a complete transformation of Denver will occur with profound regional implications.

Surrounding Neighborhoods and Uses:

The Stapleton site is surrounded by many different neighborhoods and land uses. These include Park Hill, East Montclair, Original Aurora, Morris Heights, Montbello, the Rocky Mountain Arsenal National Wildlife Area, Commerce City and state and local correctional facilities. Each of these is discussed in more detail below.

Park Hill

The Park Hill neighborhood located to the west and southwest of the site consists of 4,058 acres. Single and multi-family residences make up the largest land use in the neighborhood. Industrial/commercial uses are located at the north end of the neighborhood along Smith Road.

The Park Hill neighborhood has the distinction of being one of the country's most successful self-integrated communities. Its population is approximately 25,000.

East Montclair

East Montclair is located on the eastern edge of Denver, at the Aurora city line. The neighborhood is bounded to the north and south by the large, institutional uses at Stapleton Airport and Lowry Air Force Base and contains primarily single and multi-family residential uses. It is clearly defined by higher volume streets at its edges, including Quebec Street, 11th Avenue, Yosemite Street and Montview Boulevard. The Colfax Avenue commercial corridor bisects the residential areas of East Montclair. This historic "main street" is currently experiencing renewal in Denver, Aurora and Lakewood.

Original Aurora

Original Aurora is located immediately east of Denver's East Montclair neighborhood, directly south of the Stapleton site. The neighborhood is primarily comprised of single and multi-family residential uses, with the exception of Colfax Avenue which is commercial. As an older neighborhood, it is currently the focus of several revitalization efforts within the City of Aurora.

Morris Heights

Morris Heights is an Aurora neighborhood east of Stapleton along Peoria Street. Business and industrial uses occur on both sides of Peoria Street. Residential development is located east of Peoria Street between Fitzsimons Army Medical Center and Smith Road.

Montbello

The Montbello neighborhood is bounded by I-70 on the south, 56th Avenue on the north, Havana Street on the west and Chambers Road on the east. East of Peoria street, the neighborhood is residential in character, with slightly more than 5,600 single family homes and 1,250 multi-family units. Businesses generally are located in the Peoria Street commercial area south of Albrook Drive and in the Chambers Place Shopping Center at Chambers Road and 48th Avenue. The office and industrial parks located between Peoria Street and Havana Street provide more than 12,000 jobs. Montbello is the largest of Denver's neighborhoods in both land area and population.

National Wildlife Area

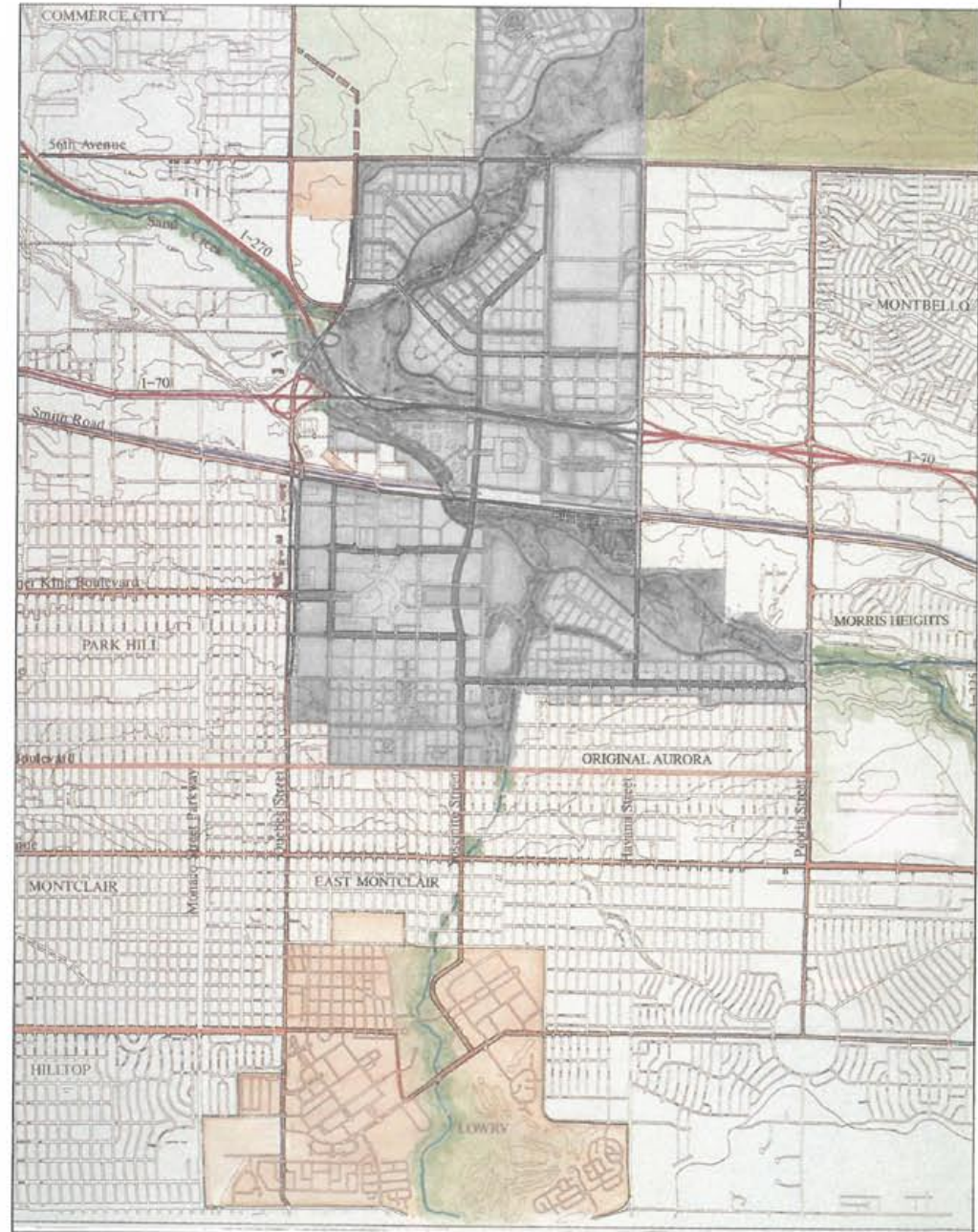
The 27 square mile Rocky Mountain Arsenal National Wildlife Area surrounds the northern-most area of Stapleton on three sides. Formerly the Rocky Mountain Arsenal, it is in the process of being converted to a national wildlife refuge.

Commerce City

Commerce City is an Adams County community which abuts Stapleton on the northwest. Generally, Commerce City is bounded by 48th Avenue (N.E. Park Hill) on the south, Quebec Street on the east and the Platte River on the west. The southeastern and older area of Commerce City is immediately adjacent to Stapleton. The residential population of Commerce City is approximately 16,000, and the area supports a significantly greater number of jobs in manufacturing, distribution and commercial uses.

Correctional Complex

Southeast of Stapleton near Smith Road is a correctional complex containing the Denver County Jail and a State Diagnostic Center. Efforts are under way to identify and minimize the impact of the expansions on the reuse of the Stapleton site. Expansion is planned for both the City and County and state facilities on the site.

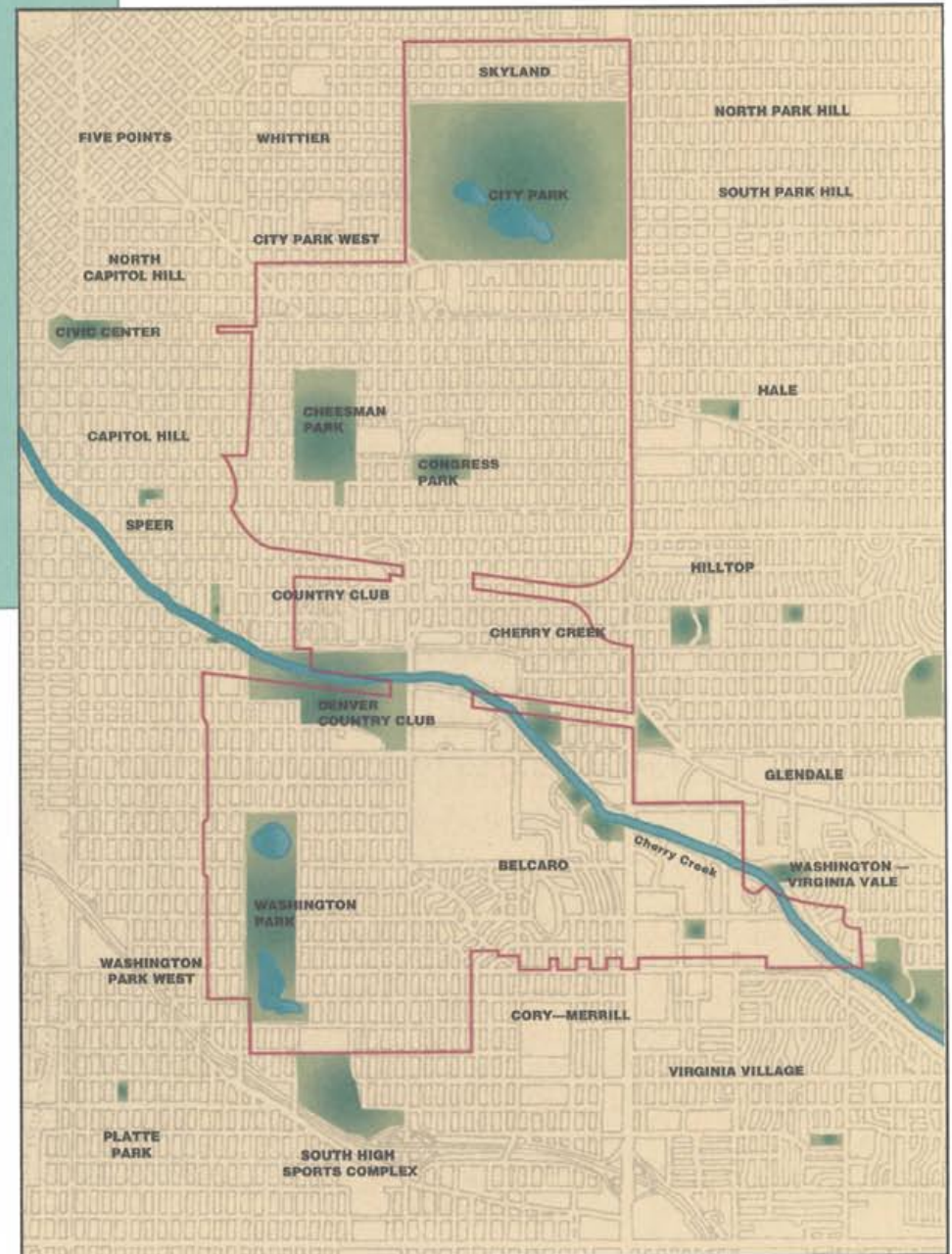


"IN THE EARLY PLANNING STAGES OF THE AIRPORT, MANY POSSIBLE SITES WERE SUGGESTED. THE SAND CREEK SITE, SOMETIMES CALLED "THE SAND DUNES", OR "RATTLESNAKE HOLLOW", WAS EAST OF COLORADO WOMEN'S COLLEGE... THE CENTER OF THE PROPOSED TRACT OF ROLLING, SANDY HILLS WAS AT EAST 32ND AVENUE AND WABASH STREET"

DESCRIPTION OF EVENTS IN 1927 IN STAPLETON INTERNATIONAL AIRPORT: THE FIRST FIFTY YEARS BY JEFFREY B. MILLER

SCALE OF THE SITE

Stapleton comprises approximately 4,700 acres and is located within six miles of downtown Denver. It is truly an urban infill project, but one of enormous size, approximately 7.5 square miles. If the site (shown as red outline) was overlaid onto the existing city, it would extend from City Park south to Washington Park and include the neighborhoods of City Park, North Capitol Hill, East Colfax, Capitol Hill, Congress Park, Country Club, Cherry Creek, Bonnie Brae, Washington Park and West Washington Park, as well as much of the City of Glendale.



The Development Plan must recognize the opportunities and limitations presented by the scale and physical characteristics of the site. As a single-purpose site for many decades, it has many unique characteristics, the highlights of which are briefly summarized below:

Hydrology - All Stapleton runoff south of I-70 flows into existing creeks. North of I-70 soils are sandy and absorb water readily. No stream outfall occurs and there is no outfall to the north onto the Rocky Mountain Arsenal National Wildlife Area.

Physiography - Many areas of the site enjoy spectacular views of downtown and the Rocky Mountains. An existing lake, two streams and bluffs provide attractive natural environments. Distinct sand hills patterning of interconnected low and high areas occurs on a limited basis on the north part of the site.

Wildlife Habitat - A variety of wildlife currently exists on the site. The northern portion of the site serves as range and feeding ground for birds of prey, prairie dog colonies and burrowing owls. The Sand Creek Corridor provides habitat for deer, fox and other animals.

Utilities - Private utilities have been extended into the site to primarily serve the terminal and the area surrounding it. The majority of the site has no internal utility service but does have good utility service up to its edge.

Environmental Contamination - Activities on and off the airport have contributed to several areas of surface, subsurface or groundwater contamination. The total area impacted is approximately five to ten percent of the entire site. Remediation activities are either ongoing or planned for these areas.

A number of buildings on site also contain hazardous substances such as asbestos, PCBs or lead-based paint. Assessment and remediation activities are ongoing.

Existing Buildings and Structures - The site contains about 150 buildings and structures, including hangars, storage buildings, concourses, parking lots, rental car facilities, fuel farms and lighting. Some of the buildings may have either short- or long-term reuse potential, while others may have no reuse potential and should be demolished.

Airfields - Runways, taxiways and apron areas cover over 1,000 acres of the site and are composed of multilayered materials that may reach three to four feet in depth.

Access - One roadway corridor, I-70, crosses the 2½ mile wide site. The interior of Stapleton is largely isolated from the surrounding roadway network, but the site does have good access to its perimeter on several sides.

These and other elements of the site characteristics are discussed in detail in the accompanying Development Plan Resource Document. Each characteristic has specific implications for the final Development Plan.

Site Character

During the Analysis phase of planning, the technical consulting team established an understanding of the essential character of the site which served as a building block for the creation of Development Plan options, and the final Development Plan. The site has many significant attributes which define its character and provide opportunities to define its future.

As an edge site, where the city meets open land, an opportunity exists to create a destination on the perimeter which is nevertheless an extension of the city, and to explore new forms of urban edges using open space systems, vegetation and wildlife habitat, and historic regional development patterns. As an original semi-arid sandhill and prairie environment, an opportunity exists to reinforce the prairie setting with a new landscape aesthetic and vocabulary of landscape prototypes adding a prairie park system to the existing system of city and mountain parks. As part of a regional stream corridor system, Stapleton should take advantage of the site's natural features and systems in setting the tone and character of development and explore innovative approaches to the use and management of water resources, urban drainage and water quality treatment areas.

As a thoroughfare, the site is part of a larger transportation context where various regional highway and rail routes pass through or come together. Lying directly between DIA and downtown Denver, Stapleton can benefit from its relationship to both.

The Stapleton site has distinct places with distinct characters, reinforced by the adjacent context. Therefore, it can accommodate neighborhoods and districts of many different activities and uses, densities, access characteristics, park types and character, each with clearly defined edges and boundaries.

Finally, as a former airport site, Stapleton is a reuse, remediation, reclamation and recycling project of unprecedented scale.

Legal Framework

The Stapleton site and its improvements are owned by the City and County of Denver. The airport is an asset of the City and County's airport system, which is a financially self-sufficient component of the City and County's overall structure. Disposition of the site is subject to specific obligations that arise from FAA grant conditions, commitments to airport system bondholders, lease agreements with tenant airlines and other sources. In general, these obligations require that:

- the City and County dispose of the Stapleton property in an expeditious but prudent fashion;
- the net proceeds of disposition be retained by the airport system to retire bonded indebtedness or otherwise support the requirements of the airport system;
- the City and County receive fair market value for land at the time of its disposition (the only exceptions involve (a) property necessary to support conventional public services; and (b) property conveyed at less than fair market value that enhances the value of remaining Stapleton parcels by a more than offsetting amount).



IV. COMMUNITY OBJECTIVES AND GUIDING PRINCIPLES

Stapleton's Appropriate Role?



SIGNIFICANT SOCIAL AND
DEMOGRAPHIC CHANGES

SUCCEEDING IN THE MARKETPLACE

Surrounding Neighborhoods

Development and
Environmental Challenges

ENVIRONMENT

IV. COMMUNITY OBJECTIVES AND GUIDING PRINCIPLES

What do people want from Stapleton? What role can it play in responding to the context described in the previous section? What principles should guide its development? For nearly six years, questions such as these have occupied the attention of individuals within Denver and beyond.

Members of the community recognize the unique opportunity that Stapleton presents. They are also quite aware of the many challenges inherent in the transformation of such a large and complex site over an extended period of time.

MAJOR QUESTIONS AND COMMUNITY OBJECTIVES

Among the many important concerns identified by the community are the following:

What is the appropriate role of the Stapleton site in the regional economy and its relationship to other community centers?

STAPLETON IS EXPECTED TO:

- serve as a regional employment center that makes a positive contribution to the economic base of the community (rather than simply relocates economic activity from one site to another)
- be absorbed into the marketplace without undermining private property values
- complement rather than compete with other community centers such as downtown, the Central Platte Valley, the former Lowry Air Force Base, DIA, the Gateway or surrounding neighborhood business areas
- position Denver to compete in increasingly global markets and provide opportunities to capitalize on emerging technologies
- address the need to directly link job creation on the site with training and skill development opportunities for those currently least able to take advantage of such opportunities

How can Stapleton contribute to improvement of the environment for surrounding neighborhoods and increased access and opportunities for their residents?

STAPLETON IS EXPECTED TO:

- improve the neighborhood physical environment and strengthen the identity of adjacent communities
- increase resident access to jobs, business, education and cultural opportunities
- increase the supply of middle and upper end housing to improve the diversity of housing options in the northeast area
- improve public safety and reconnect long-separated neighborhoods
- provide amenities and services that can be shared by adjoining neighborhoods
- ensure that the benefits of eliminating jet noise are not offset by deterioration of the site and its surroundings during transition
- provide continuing opportunities for meaningful citizen participation throughout the life of the redevelopment program

How can Stapleton respond to the development and environmental challenges we face locally and globally?

STAPLETON IS EXPECTED TO:

- provide an opportunity to restore the health of natural systems on site and make important regional connections to significant natural resources off site
- demonstrate effective approaches to development that emphasize efficiency, reduced resource consumption and reduced impacts on the natural environment
- help solve rather than compound existing problems by providing open space and trails, addressing regional transportation needs in the northeast metro area, reducing air emissions and providing adequate fiscal support for education and service delivery

How can Stapleton respond to the significant social and demographic changes taking place and create diverse, successful urban communities?

STAPLETON IS EXPECTED TO:

- attract middle income families and provide an environment that supports a stable and diverse population
- promote the integration of employment, housing and recreation, and insure diversity in age, income and ethnic groups
- provide walkable scale communities that offer a variety of mobility options and address residents' most basic concerns regarding safety and public education
- encourage community participation and provide opportunities for resident involvement in community governance

How can Stapleton redevelopment succeed in the marketplace and fulfill the disposition obligations of Denver's airport system?

STAPLETON IS EXPECTED TO:

- create value and earn a financial return
- minimize up-front costs of transition and offset these costs as much as possible with revenue generated by the site
- balance long-term value creation objectives with near-term cash flow needs.

"TO WASTE, TO DESTROY,
OUR NATURAL RESOURCES,
TO SKIN AND EXHAUST THE
LAND INSTEAD OF USING IT
SO AS TO INCREASE ITS
USEFULNESS, WILL RESULT
IN UNDERMINING IN THE
DAYS OF OUR CHILDREN
THE VERY PROSPERITY
WHICH WE OUGHT BY
RIGHT TO HAND DOWN TO
THEM AMPLIFIED AND
DEVELOPED."

THEODORE ROOSEVELT
MESSAGE TO CONGRESS
DECEMBER 3, 1907

GUIDING PRINCIPLES

The community and project team have developed a set of principles to guide decision-making in the creation and implementation of the Development Plan. These principles address the economic, social and environmental objectives addressed above, as well as the physical design of the community and the methods used to manage and implement the project over time.



ENVIRONMENTAL RESPONSIBILITY

The challenge of the next century will be the creation and management of urban environments that meet social needs and provide economic opportunity in a manner that preserves rather than degrades the natural environment. Redevelopment of the Stapleton site shall be based on the principle of sustainability, which seeks to manage natural, economic and social systems and resources in a fashion that enhances quality of life yet does not diminish the ability of future generations to also meet their needs. Sustainable design reflects an appreciation of the unique qualities of place and the strong ties between people, nature and the built environment. The Stapleton project will achieve its economic and social objectives, in the context of a high quality sustainable physical environment.

PRINCIPLE 1

Minimize demand for resources (on-site requirements for water, energy, materials, etc.) and maximize opportunities for on-site supply of resources. Resource management will follow this hierarchy of consumption:

- a) *Eliminate the need for the resource*
- b) *Reduce use of the resource*
- c) *Reuse resources*
- d) *Recycle resources*

PRINCIPLE 2

Maximize the use of renewable and indigenous resources in site development and management.

PRINCIPLE 3

Restore and enhance existing natural systems to achieve optimal health and viability.

PRINCIPLE 4

Promote natural, economic and social systems that are diverse and durable. Seek design solutions and development opportunities that integrate systems to produce greater efficiencies and benefits.

PRINCIPLE 5

Place priority on pollution prevention rather than control. Mitigate impacts on site where possible, and as close to the point of impact as possible.

PRINCIPLE 6

Use the following hierarchy in decision-making regarding the use of resources and project impacts:

- a) *First, satisfy resource needs and/or control project impacts entirely on site if possible.*
- b) *Second, where not possible, satisfy resource needs and/or control project impacts within the region.*
- c) *Third, seek to reduce resource demands and project impacts that extend beyond the region.*

PRINCIPLE 7

Include consideration of potential reuse of facilities and improvements over time in site, system and building designs.

PRINCIPLE 8

Support development of environmental technologies, products and services as a significant component of the site's and the region's economic base.

SOCIAL EQUITY

Equity, diversity and opportunity are fundamental to the objectives of the redevelopment program. Stapleton redevelopment shall provide broad access to social, cultural and economic opportunities for all segments of the community. These opportunities will address important community needs and enhance community stability. Successful redevelopment of the Stapleton site will be a catalyst for improvement in the larger community, particularly in the Denver, Aurora and Commerce City neighborhoods surrounding the site.

PRINCIPLE 1

Create a community that accommodates a diversity of people — ages, incomes, races, occupations and lifestyles — and reinforces and enhances the cultural, ethnic and racial diversity of adjacent neighborhoods.

PRINCIPLE 2

Create opportunities for significant minority participation in the development process, employment and residency. Create opportunities for small business participation in the development process.

PRINCIPLE 3

Provide quality neighborhood schools and life-long training and education opportunities.

PRINCIPLE 4

Insure diversity in the job base to provide employment opportunities for a wide range of socio-economic groups, and work with adjacent communities to develop workforce skills and entrepreneurial opportunities for local residents.

PRINCIPLE 5

Facilitate the development of affordable housing as well as attraction of middle and upper income families to the northeast area through provision of a broad mix of housing types, densities and price ranges.

PRINCIPLE 6

Benefit Stapleton and surrounding neighborhoods through the integration of services, public facilities and amenities.

ECONOMIC OPPORTUNITY

The Stapleton site shall be a regional center for job creation in diverse fields with emphasis on emerging technologies and industries. Stapleton will provide an environment that encourages and rewards innovation. The program for the site shall be designed to attract private investment and to provide the financial capacity to support necessary public capital improvements and services over time. The development and operations of the Stapleton community must generate an economic and social return on investment and encourage participation by segments of the community that are often excluded. The characteristics of the community must provide a unique, marketable identity.

PRINCIPLE 1

Establish Stapleton as a major regional employment center and position Stapleton in the marketplace to minimize competition with Lowry, the Gateway/DIA area and downtown. Focus on the quality of jobs created, as well as the quantity

PRINCIPLE 2

Insure public investment in infrastructure, site amenities and institutional support that will attract private investment and the presence of businesses, institutions and residents.

PRINCIPLE 3

Seek partners for demonstration projects to reduce up front capital costs of community and project infrastructure.

PRINCIPLE 4

Provide for a broad mix of land use types, densities and prices to serve multiple markets, and create economic and social diversity.



PRINCIPLE 5

Create an environment that is competitive and adaptable by incorporating advanced telecommunications, transportation, production, environmental and other technologies to anticipate future market opportunities and environmental imperatives.

PRINCIPLE 6

Utilize on-site environmental and open space features to create amenity value for residential and commercial development.

PRINCIPLE 7

Maximize cost-effective public service delivery through efficient land use patterns, appropriate placement of public facilities, use of multi-purpose and shared public facilities, and understanding of the implications of changing demographics.



PHYSICAL DESIGN

Transform the character and image of the airport site in a dramatic and decisive manner. While the site consists of three areas with distinct characters, the overarching physical design principle is to consider the property as a single site with a unique, defining identity. Integration of work, recreation and living environments is essential to Stapleton's success.

A NATURAL SYSTEMS AND LAND FORM:

The form of the site will be heavily influenced by the process of reclamation and the establishment of a series of highly related systems. Critical systems and features include regional storm drainage, wildlife habitat corridors, active and passive recreation areas, transportation, recycling and regrading of runway areas, and soil and groundwater remediation. A comprehensive open space system can accommodate a wide variety of uses and serve multiple functions.

PRINCIPLE 1

Use the pre-existing environment as a basis for change. The site's topography, drainage flows, stream corridors and historic channels will give shape, form and structure to the basic site plan.

PRINCIPLE 2

Support development of the adjacent Rocky Mountain National Wildlife Area as the premier urban wildlife refuge in the U.S., and use the Stapleton open space system to make vital connections between the Wildlife Area and the regional open space system using the Sand Creek/Westerly Creek corridors.

PRINCIPLE 3

Program the Stapleton open space system to serve multiple needs, including: storm drainage, water treatment, wildlife habitats, active and passive recreation and the creation of superior sites for institutional uses.

PRINCIPLE 4

Achieve multiple benefits by using earth moving activities to create necessary drainage basins and swales, improve habitat, provide visual amenity and recreation opportunities and improve soil and water quality.

B TRANSPORTATION SYSTEMS AND CORRIDORS:

Take advantage of the Stapleton site's potential to provide extremely high levels of mobility and alternatives to the automobile for residents, employees and visitors. Organize a flexible transportation system which provides superior access to the site from the arterial system and seeks to minimize impacts to air quality. Dramatically reduce reliance on the automobile and vehicle miles generated by activity on the Stapleton site.

PRINCIPLE 1

Organize community form to provide walkable centers of activity which can be connected to regional public transportation systems on-site. Maximize accessibility of future rail systems and use local and regional bus service to provide access to regional systems and destinations.

PRINCIPLE 2

Establish an intermodal facility on site which will ultimately be capable of serving light rail, heavy rail, bus, auto, truck, bicycle and pedestrian traffic.

PRINCIPLE 3

Clarify and extend the mile-by-mile arterial system through the site wherever possible. Evaluate the feasibility of this system for 56th Ave., 48th Ave., 26th Ave., Quebec St., Yosemite St., Havana St. and Smith Road, working with adjacent jurisdictions and communities where relevant.

PRINCIPLE 4

Design the 56th Avenue corridor as a major parkway connection that will serve as an important connection between downtown and Denver International Airport.

PRINCIPLE 5

Provide a continuous bikeway system throughout the site connecting to the bikeway system described in the recently adopted Bicycle Master Plan and to the Aurora bikeway system.

C CITY STREET GRID AND URBAN DEVELOPMENT PATTERNS:

Incorporate the patterns of the Denver street grid and extend it through the site, adjusting and transforming them to accommodate natural features, large scale parcels and facilities and the building program for the site. Create effective physical and social linkage with adjacent neighborhoods on the southern, southwestern and eastern perimeter of the site.

PRINCIPLE 1

Extend the surrounding street and block configuration into the southeast and southwest portions of the site as an extension of the city.

PRINCIPLE 2

Extend the City and County's parkway system onto the site for streets of major image and character.

PRINCIPLE 3

Plan the site as a mixed-use, balanced community incorporating a coordinated grouping of neighborhoods, specialized districts and special corridors.

PRINCIPLE 4

Utilize a village concept in each of the site's neighborhoods which will incorporate multiple uses, transit access, walk-to-work possibilities, public services and appropriate public spaces.

PRINCIPLE 5

Preserve structures of historic significance and seek to the maximum extent possible to integrate and reuse existing structures and improvements.

PRINCIPLE 6

Evaluate the potential of the terminal building to serve as a regional destination for multiple uses.

PRINCIPLE 7

Ensure flexibility of the physical design to respond to changing market conditions affecting housing densities, transportation systems, types of open space, etc.

D PARKS, RECREATION AND OPEN SPACE:

Utilize portions of the Stapleton site to dramatically alter the identity of the site, create value and add significant new park, recreation and open space resources to the City and County's system. Explore new open space types, designs and management systems and their relationship to urban development.

PRINCIPLE 1

Effectively define the transitions from urban uses to less intensive uses such as open space and the Rocky Mountain Arsenal National Wildlife Area.

PRINCIPLE 2

Connect the Stapleton open space system not only with regional resources, but also with adjacent neighborhoods.

PRINCIPLE 3

Extend the existing park system legacy of a formal network of parks and parkways and an informal system of open spaces and trails associated with regional drainage. Introduce new variations emphasizing a more natural setting, indigenous vegetation, reduced irrigation and alternative forms of management and maintenance.

PRINCIPLE 4

Use natural features and the pre-existing environment as a basis for the design of the park system.

PRINCIPLE 5

In addition to the prairie park, natural areas, and stream corridors, the open space system should also provide at least one new major urban park.

PRINCIPLE 6

Create open space settings as addresses for value creation and as central elements of a phasing strategy for site buildout over an extended period of time.

PRINCIPLE 7

Insure that the open space system and its development and management structure are all designed to be supportable over time.

PRINCIPLE 8

Insure that appropriate recreation facilities are provided on an equitable basis to meet community needs.

IMPLEMENTATION

In order to create a sustainable community that insures a range of housing choices, creates opportunity, celebrates diversity and encourages personal choice, the processes of development and management will also require attention. Success will

depend in large part on the ability to create and implement new institutional structures, forms of governance and market mechanisms. The broad goal is to create substantial community access to the benefits generated by Stapleton's reuse.

PRINCIPLE 1

Create a development/management entity with the authority, skills and financing capabilities to successfully pursue community-wide goals and carry out the requirements of development and disposition of the site over many years.

PRINCIPLE 2

Formulate a phasing program that seeks to strengthen the site's market identity and respond to market opportunities while effectively managing financial risk.

PRINCIPLE 3

Establish innovative mechanisms for service delivery and the development and management of open space, amenities and infrastructure.

PRINCIPLE 4

Guide development activity to meet the policy standards of the City and County and achieve important program objectives through a creative blending of regulatory controls, market mechanisms, incentives, financing programs and direct investment.

PRINCIPLE 5

Pursue catalytic uses that embody both the innovative vision and the economic significance to attract public (Federal, State, local) and philanthropic financial support.

PRINCIPLE 6

Incorporate the broadest possible spectrum of citizenry in decision-making regarding the design, development and implementation of the reuse program, and make substantial use of decentralized and community-based governance structures.

