



## **DISTRICT DESCRIPTIONS**

KEY ELEMENTS

1. Predominately residential land use with smaller scale complementary employment.

2. District Center near 25th Avenue and Wabash Street.

3. Average densities of 8-15 dwelling units per acre for residential uses, with greater mixed use density between 26th and 29th Avenues.

4. Transportation elements including 26th Avenue discontinuous entering Park Hill on the west, and Syracuse discontinuous entering East Montclair on the south.

5. Parks including treelawn setback on Montview Boulevard, an improved Fred Thomas Park, a neighborhood center park, drainage corridors, and a learning golf course along Westerly Creek.

6. Special sites are reserved for institutional or corporate use.

7. Reuse identified for existing structures that complements residential quality.

8. Elementary school site at neighborhood center.

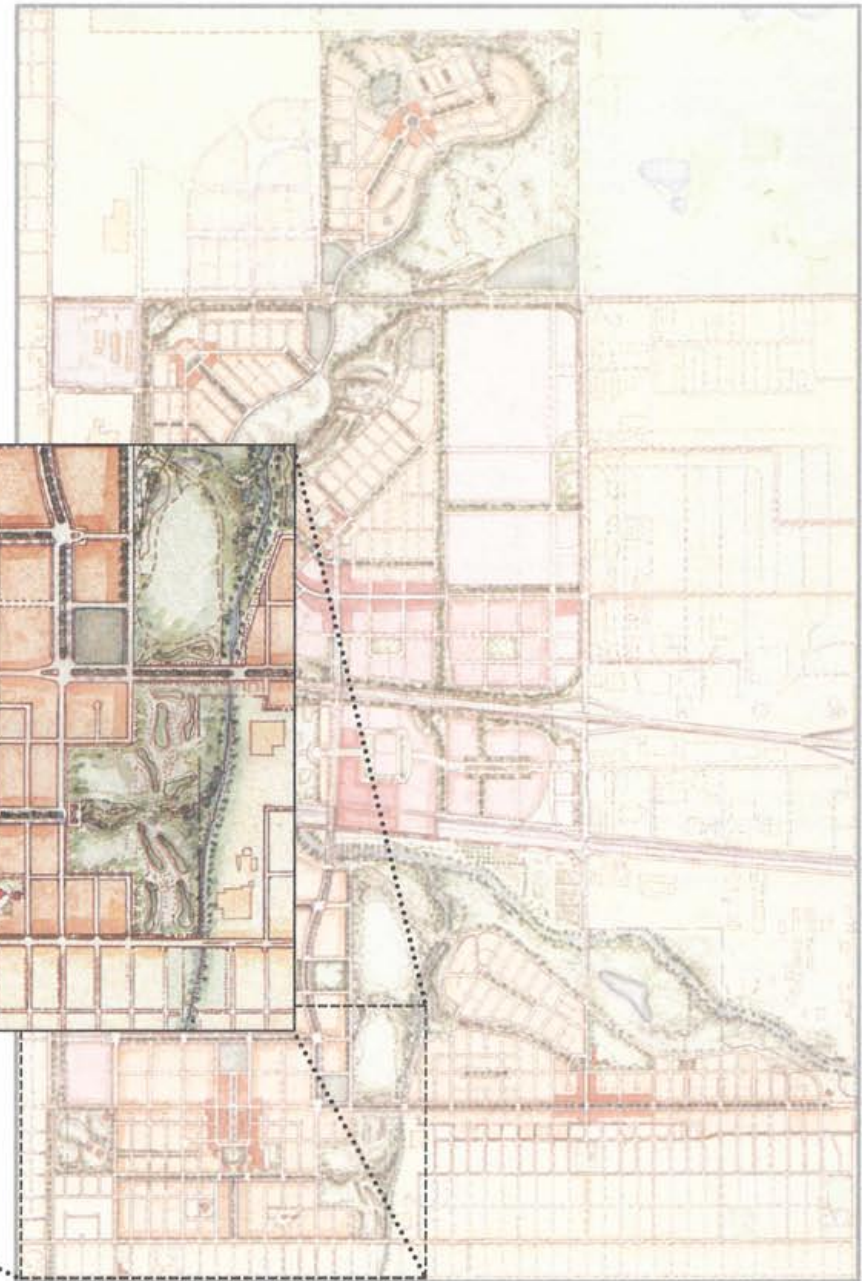
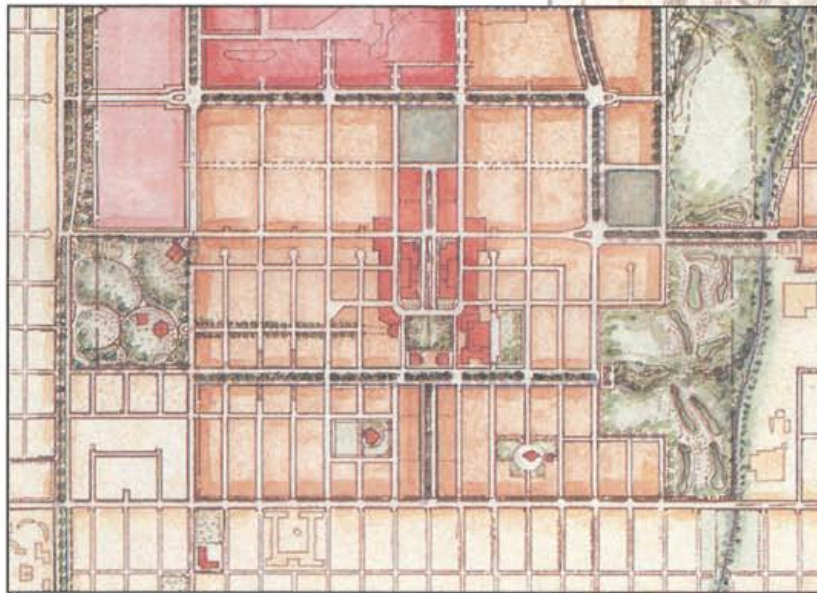
► **DISTRICT I**  
*"Westerly Creek Neighborhood"*

URBAN NEIGHBORHOOD

MODERATE DENSITY

BUILDING REUSE  
OPPORTUNITIES

STRONG TIES TO PARK HILL  
AND EAST MONTCLAIR



District I is a 489 acre residential neighborhood located in the south-west corner of the Stapleton site adjacent to the Park Hill, East Montclair and Original Aurora neighborhoods. It is bounded by Quebec Street and Fred Thomas Park on the west, Montview Boulevard on the south, the Westerly Creek area on the east and extended 29th Avenue on the north.



District I comprises 489 acres in the far southwest corner of the site. The site abuts the existing Park Hill and East Montclair neighborhoods on the west and south. The goal is to create an urban, predominantly single family residential neighborhood connected to — and consistent in scale with — the adjacent residential communities. Some of the site's existing structures can support employment and public uses within the newly created neighborhood.



**Selected aviation structures, such as the AMR Combs Executive Terminal, will become part of the new neighborhood. The balance will be phased out and their materials recycled to the extent possible.**

**A district center is a small mixed-use area providing services and amenities to residential and employment uses in the surrounding neighborhood. Uses in District I would include a park, school, day care, recreation, apartments, community gardens, bus service and limited employment.**



**Birds-eye view of District I looking west from Westerly Creek across rooftops and drainageways to the neighborhood center, and beyond to Park Hill.**





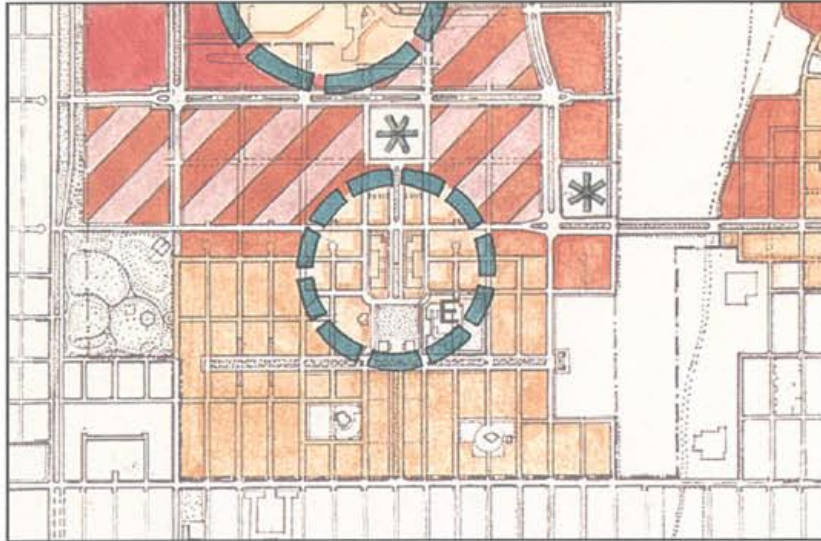
**Moderate density residential projects will comprise the majority of housing south of 26th Avenue. The illustration above depicts single family detached homes currently being constructed in an infill project in northwest Denver.**



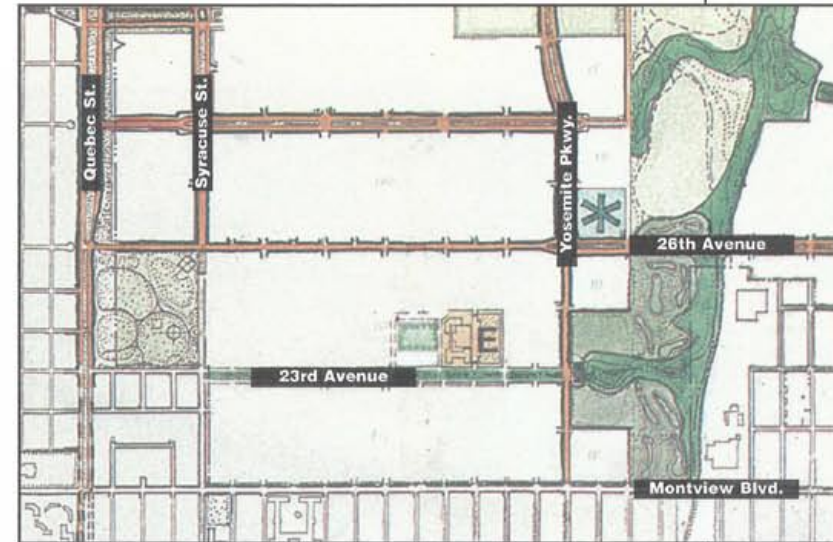
**Housing patterns in neighborhoods such as Park Hill or Washington Park illustrate desirable aspects of a model for new development. Streets are residential in scale with parking, tree lawns and detached sidewalks. Homes are typically single family and duplex structures with porches in front and alley access in the back.**

District I is a moderate density residential neighborhood. South of 26th Avenue, residential densities averaging eight du/acre will blend with those of existing adjacent neighborhoods. Twenty-Sixth Avenue and north will have a mix of more moderate density housing averaging fifteen du/acre, including single family detached, townhouses, duplexes and triplexes, garden apartments and walk-ups, two to four stories. This area will also provide a mix of lower density, two to four story commercial uses, including office campus, research, professional, educational and employment services. A careful selection of existing smaller-scale buildings reused for these types of commercial uses can be interwoven into this neighborhood providing walk-to-work opportunities for residents. The neighborhood will be flanked on its edges by parks and open space — an enhanced Quebec Street and Fred Thomas Park on the west; and a restored Westerly Creek/drainageway/golf course network on the east. Other smaller parkways, boulevards and parks will also become part of the neighborhood. These provide additional opportunities for unique residential settings, including some higher-density, two to three story, single-family residential building types (townhouses, carriage houses, two families, etc.).

A District Center will serve the population of the immediate neighborhood as well as existing adjacent neighborhoods. This center will provide services to allow surrounding residents to meet their daily needs within walking distance. The center will also serve as a focal point for community facilities and resources. Daycare, transit stops and an elementary school with recreation areas, will be located around a two-acre public square. This area could become the setting for a post office, church or community hall, with convenience retail and professional offices focused around 26th Avenue. The District Center will also provide sites for moderate density housing types, including elderly housing and flats above shops and offices.



**Private Development** - At full buildout it is anticipated that District I will contain approximately 2,400 units of housing and 2,100 jobs in 1.31 million square feet of space. Housing densities will vary from an average of eight du/acre (sufficient to support transit) south of 26th Avenue to 15 du/acre north of 26th Avenue transitioning into District II. The District Center will serve the population of the immediate neighborhood as well as adjacent existing neighborhoods, allowing the majority of residents to meet their daily needs within walking distance of their residence.



**Public Realm** - District I is anchored at its east and west edges by parks and recreation facilities. Along its western edge will be an enlarged and enhanced Fred Thomas Park. Along its eastern edge will be a nine hole learning golf course and driving range, a restored Westerly Creek and a large urban park. A landscaped drainageway will serve as a linear park along 23rd Avenue, connecting the eastern and western open space elements. In addition to 23rd Avenue, primary new streets serving District I will be 26th Avenue, 29th Avenue and Yosemite Parkway. Twenty-sixth Avenue will be discontinuous at Quebec Street so that traffic cannot move west across Quebec Street and impact the adjacent neighborhood. Syracuse Street will also be discontinuous near Fred Thomas Park to prevent continuous traffic south through existing neighborhoods. A neighborhood park and school site are located at the District Center. A special site reserved for a public, institutional or civic use is indicated by the star.



#### KEY ELEMENTS

1. Predominately employment land uses with residential areas adjacent to parks.
2. Rail transit District Center at Syracuse Street and Smith Road, serving the entire district including the existing terminal.
3. Higher employment and residential densities throughout, particularly at major rail or street access points. Midrise density average with structured parking.
4. Transportation elements include an improved Smith Road corridor connecting Smith Road to Yosemite Parkway. The street system surrounding the terminal will be heavily influenced by the nature of the buildings' use. Emergence of a major regional traffic generator at the terminal could necessitate modified access and other connections.
5. Midrise housing adjacent to parks. Twenty-ninth and thirty-fifth Avenues include park and drainageway medians.
6. Special sites reserved for institutional or corporate uses.
7. Reuse of all or portions of existing Terminal buildings, as well as appropriate support structures.
8. Incorporate reuse of historic structures into district development plan.

## ► DISTRICT II

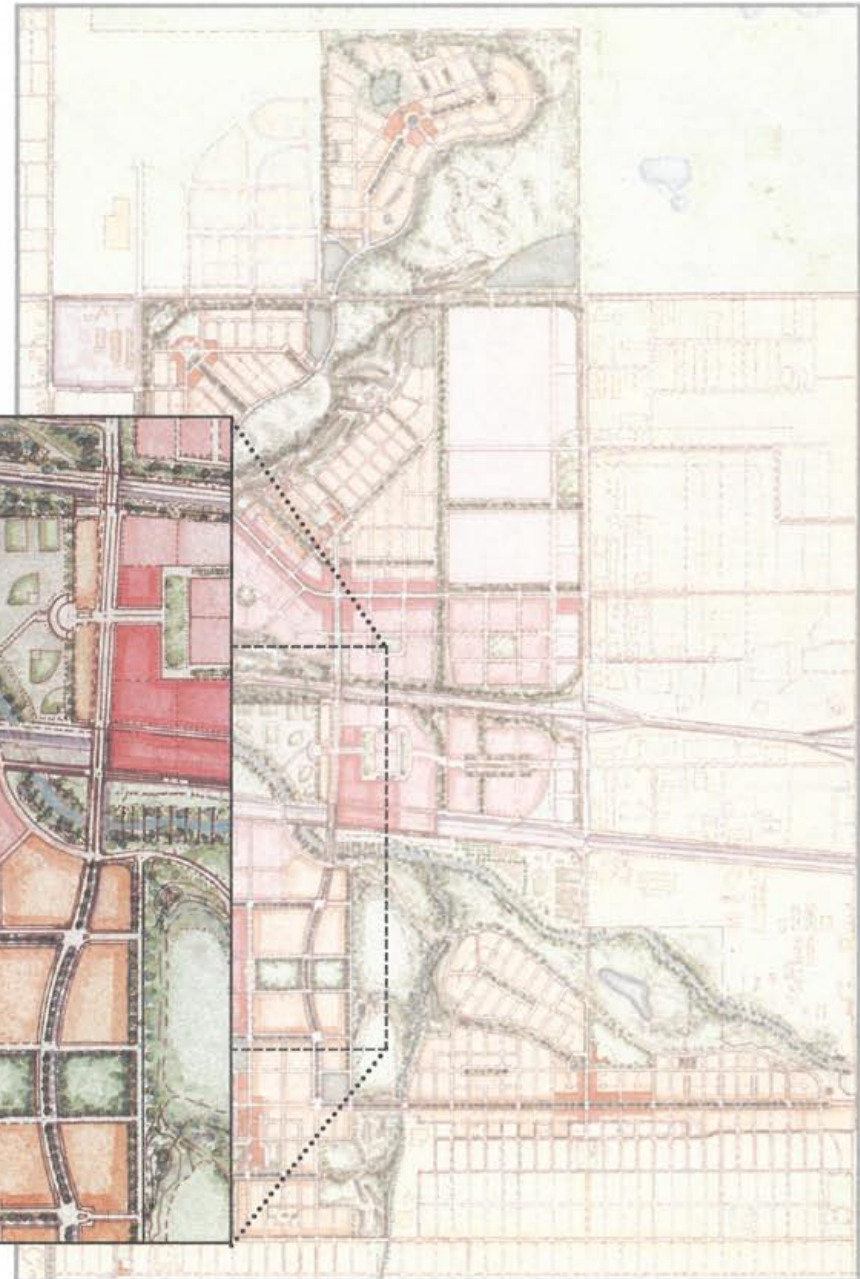
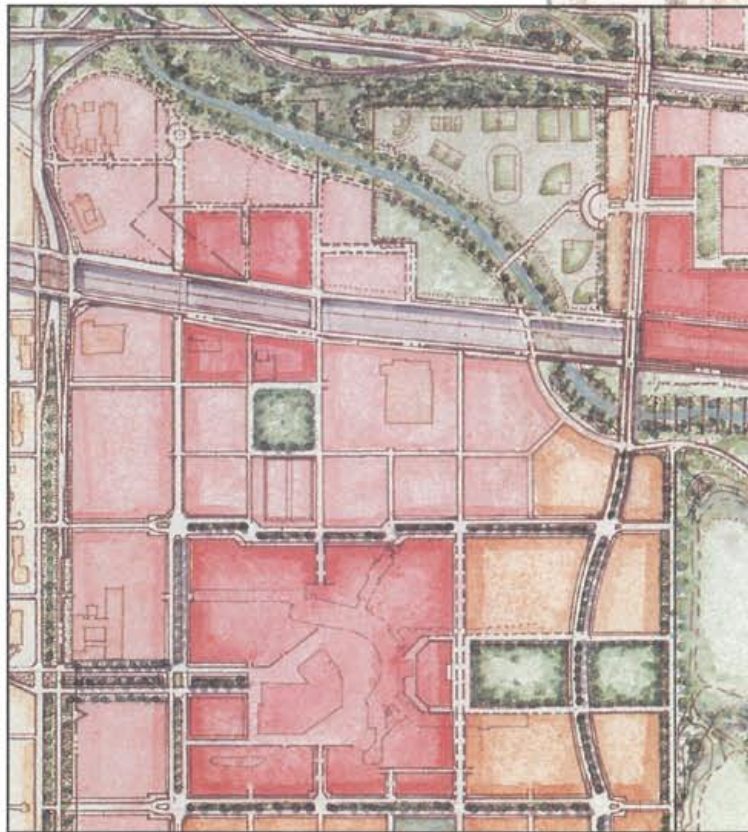
*"Stapleton Park Neighborhood"*

REGIONAL ACTIVITY CENTER

HIGHER DENSITY

INTERMODAL TRANSIT CENTER

SIGNIFICANT BUILDINGS AND  
INFRASTRUCTURE



District II is a 654 acre high density mixed use district located in the southwest part of the Stapleton site at the terminus of Martin Luther King Boulevard. It is adjacent to the Park Hill neighborhood, the I-70/270/ Quebec freeway interchange and the hotels along Quebec Street. District boundaries are Quebec Street on the west, Sand Creek near I-70 on the north, extended 29th Avenue on the south, and a major urban park at the confluence of Sand and Westerly Creeks on the east.



District II is a 654-acre area that includes the existing Stapleton terminal and the major support buildings and airfield improvements that surround it. This district is currently the most urbanized portion of the Stapleton site. It has the greatest concentration of building space, paved surface, infrastructure and environmental remediation requirements. The district has been an important regional destination for 65 years. With regional highway access and a future regional transit center at Smith Road and Syracuse Street, the area will retain the capacity to support large-scale regional activities. Whether the terminal building itself is reused or removed, this site will be important to the entire northeast metropolitan area.



**District II contains the vast majority of existing building space on the Stapleton property.**

**Medium to high density mixed-use development will benefit from excellent access, visibility and many other site amenities.**



**Birds-eye view of District II looking west from the urban park over a mixed-use commercial neighborhood to the Smith Road transit station, and the Quebec Street hotels just beyond.**





**An intermodal transportation facility, linking rail transit with buses, autos, pedestrians and bicycles will be located within the District Center, at the intersection of Syracuse Street and the proposed rail corridor along Smith Road.**

**Historic structures within District II such as Hangars 5 and 6, provide opportunities for creative reuse. These facilities may be suitable for recreational, retail, or entertainment reuse within this special-use district.**



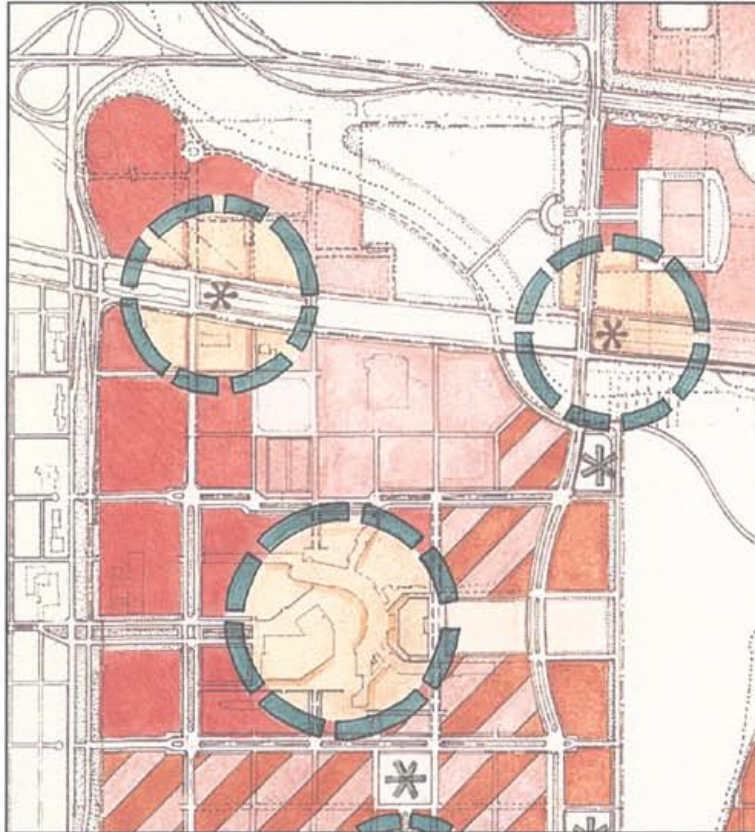
A transit-oriented District Center will be located by a proposed rail corridor along the north edge of the district where Smith Road intersects with Syracuse Street. This Center will serve primarily employment and higher-density residential needs. It will also serve as an intermodal facility linking rail, bus and pedestrian networks.

District II is considered a special-use district, but it is not a single-use zone. The terminal building or site will accommodate a mix of retail/commercial/entertainment/ educational resources for the region. This location of higher-density office/commercial uses may expand over time from the terminal area to Quebec and Syracuse streets, with densities of 0.5 to 1.0 FAR in buildings ranging from three up to seven stories.

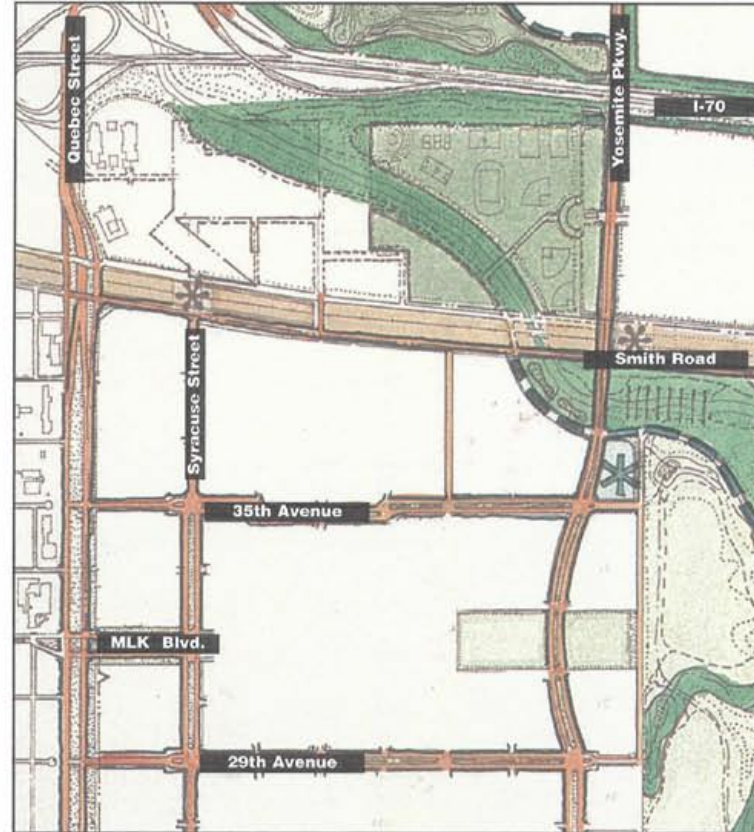
Lower-density commercial, office and research facilities will be located south of the terminal. Average FARs of 0.5 in buildings of two to four stories and higher density housing along Yosemite Parkway and the new urban park will be typical in this area.

Over the long term, this area will become appropriate for concentrations of higher density office/commercial as well as residential space within Stapleton, taking advantage of extraordinary access, amenities, and visibility and the rail stop and bus feeder system. Office densities up to 1.5 FAR and housing densities of up to 40 du/acre could be located here.





**Private Development** - At full buildout, District II could employ more than 15,000 people, roughly 49% of the site's total, in 6.6 million square feet of space. In addition, it will contain approximately 850 housing units at densities reaching up to 40 du/acre. Higher employment and housing densities are consistent with the district's high degree of accessibility to regional transportation systems and the presence of the substantial base of hotels along Quebec Street. While this district will benefit greatly from successful reuse of the terminal building, its long-term viability is not dependent on the terminal structure.



**Public Realm** - The public realm of District II includes several parks and parkway components. The major urban park to the east links Westerly Creek to the terminal area. In anticipation of the terminal area's role as a regional destination, it is surrounded by a street and parkway system including Syracuse Street to the west, Yosemite Parkway to the east, 35th Avenue to the north and 29th Avenue to the south. Parkways on 35th Avenue and 29th Avenue will also act as linear greenways conveying surface water drainage to Westerly Creek. A water quality enhancement area is located adjacent to Sand Creek near a special site reserved for a significant institutional or corporate use, as indicated by the star.



KEY ELEMENTS

1. Predominately residential land use.
2. District Center at Havana Street and 26th Avenue.
3. Density of 6-12 dwelling units per acre for residential uses.
4. Transportation elements including improved Havana Street, which is discontinuous entering Original Aurora to the south, and 26th Avenue connecting east to Peoria St.
5. Sand/Westerly Creek corridor parks restoration. Landscaped setbacks, drainage corridors, and median on 26th Ave.
6. Develop neighborhood rehabilitation and enhancement programs with Aurora.
7. Develop state/city and county correctional facility design guidelines for height, right-of-way improvements, drainage and buffers, access, screening and sound control, etc.
8. Elementary school site at neighborhood center.

► **DISTRICT III**  
*"Bluff Lake Neighborhood"*

URBAN NEIGHBORHOOD

MODERATE DENSITY

SIGNIFICANT NATURAL  
AMENITIES

STRONG TIES TO ORIGINAL  
AURORA



District III is a 429 acre residential neighborhood located in the southwest corner of the Stapleton site adjacent to Original Aurora, Peoria Street and Morris Heights neighborhoods. It is bounded by the 25th Avenue area of northwest Aurora on the south, Peoria Street, Fitzsimons Hospital, Sand Creek Park on the east, Sand Creek to the north and Westerly Creek to the west. Immediately northeast of Sand Creek are correctional facilities of both the City and County and the State of Colorado.



District III is a 429-acre area occupying the far southeast corner of the Stapleton site. It lies adjacent to the existing residential communities in Aurora immediately to the south. District III provides another opportunity to create a diverse, vibrant residential community with strong ties to the adjacent neighborhoods. The future of District III will be heavily influenced by the areas around it. The restoration and improvement of Westerly Creek, Sand Creek and Bluff Lake will allow this district extraordinary access to outdoor amenities, wildlife and recreation.



**Bluff Lake is an important natural amenity along Sand Creek. The area offers significant wildlife and impressive views of downtown and the front range.**

**Single family detached residences, townhouses, and multi-unit structures will be mixed within the natural neighborhood setting of District III.**



**Birds-eye view looking southeast from the confluence of Sand and Westerly Creeks to the neighborhood center, 26th Avenue parkway and beyond, to Original Aurora.**





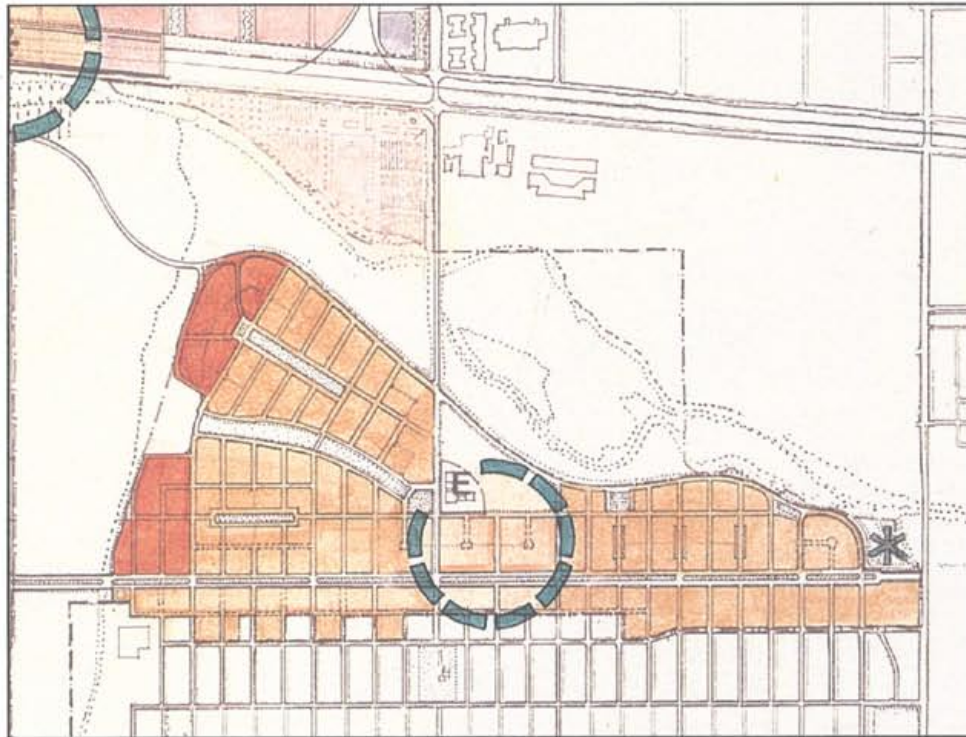
**Bluff Lake will be the focal point of an extensive open space system within and adjacent to District III. This area will be restored along with Westerly Creek and Sand Creek as part of the site's overall open space system. One million dollars of funding has been committed to its development as an Environmental Education Center where local schools will begin on-site environmental education programs in the fall of 1995.**

Access to adjacent open space amenities, coupled with dramatic views of the Front Range and skyline of downtown Denver, will give the site significant appeal. Successful development as an urban village, however, will also require joint efforts with Aurora to improve the edge conditions along the current airport boundary and rehabilitate housing and commercial structures in the area between Colfax Avenue and 25th Avenue. In addition, proposed expansion of City and County and State correctional facilities immediately north of Bluff Lake will need to be managed carefully, so that it does not prevent successful conversion of District III to primarily residential use. Access to correctional sites should be oriented to Smith Road. Buildings should not exceed midrise heights. Facility perimeters should screen ground level activity from view, reduce visibility of security wire and limit sound (loudspeaker) impacts.

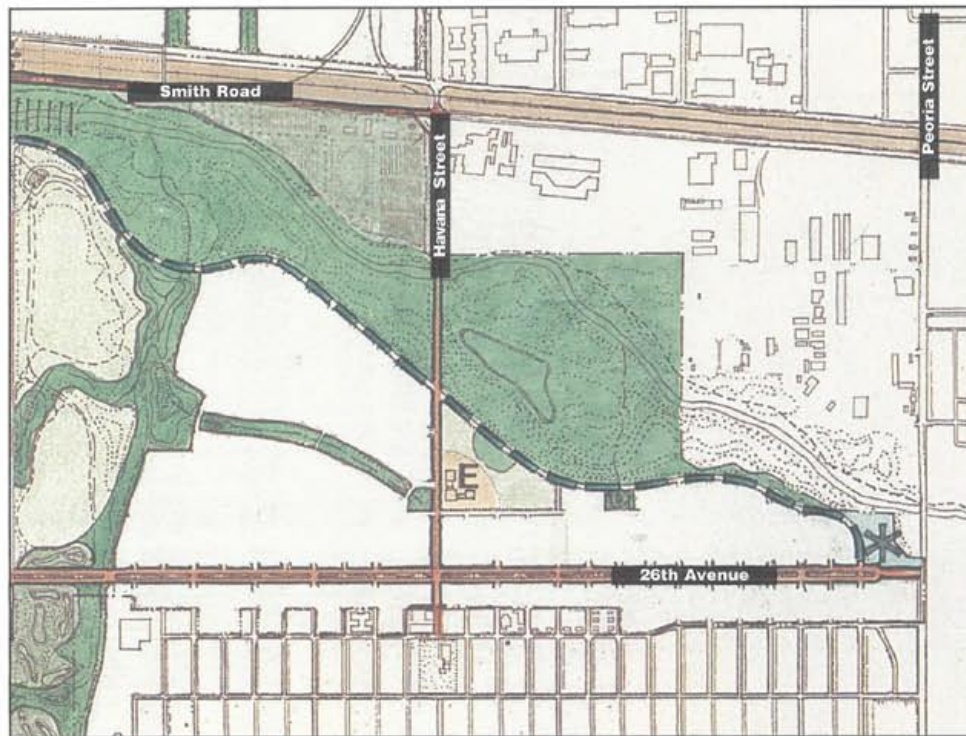
District III is intended as a low-rise, relatively low-density residential neighborhood (at 10 du/acre average) with densities and scale roughly similar to that of adjacent residential neighborhoods. Predominantly a single-family residential district, it will contain a neighborhood center of lesser size, intensity and mix of uses than the District Center in District I or II. This will be the center of community facilities (including elementary school and recreation facilities) around a community park and adjacent to Bluff Lake. A range of more moderate-density housing types (two to three story townhouses, duplexes, flats and apartments) could also be located here.

The District will also contain a traditional residential parkway, and a park drive edging the Sand and Westerly Creek corridors, as well as smaller parks and drainage-ways. These locations provide opportunities for a range of housing types.





**Private Development -** District III is comprised mostly of residential housing at relatively low densities (10 du/acre). At build out it is anticipated that District III will accommodate approximately 2,550 housing units and a limited amount of employment. The majority of these jobs will be located in a small neighborhood center. An elementary school will be incorporated within the center adjacent to Bluff Lake.



**Public Realm -** District III is surrounded by public parks and open space amenities. Immediately to the north will be the Bluff Lake Environmental Education Center and the restored Sand Creek, which will be fronted by a scenic roadway. Immediately to the west will be restored Westerly Creek and a large urban park similar in size to Washington Park. A linear drainage/greenway will extend into the district from Westerly Creek. Twenty-Sixth Avenue Parkway will extend along the southern edge of the district terminating at a special site indicated by the star near Peoria Street. As with the other district sites identified by stars, this site is a location where the combination of access, visibility, proximity to open space or other factors suggests that only special public or private uses should occur.

**NOTE:** A handful of half-block parcels along the southern boundary of District III are part of the Stapleton site owned by the City and County of Denver, but lie within the municipal boundaries of the City of Aurora. Ultimate decisions regarding the use and zoning of these parcels must be approved by Aurora. A cooperative effort will be undertaken with Aurora to address the specific circumstances of this southern perimeter of the site.



KEY ELEMENTS

1. Predominately employment land uses with highest quality office and R&D uses along Yosemite Parkway.

2. Transit-oriented District Center at Yosemite Parkway and Smith Road.

3. Density of 1-3 story structures and surface parking, with greater height along Yosemite Parkway.

4. Transportation elements including preservation and use of the existing Yosemite Parkway bridge across I-70, improvements to the Smith Road arterial corridor, realignment of the existing rail spur to the north and full buildout of the Havana Street interchange.

5. Landscape the I-70 setback and restore and develop multi-use trails in the Sand Creek corridor.

6. Reuse existing nursery and weather service site for community agriculture and equestrian activities. Expand the organic composting operation there.

► **DISTRICT IV**  
*"Sand Creek Neighborhood"*

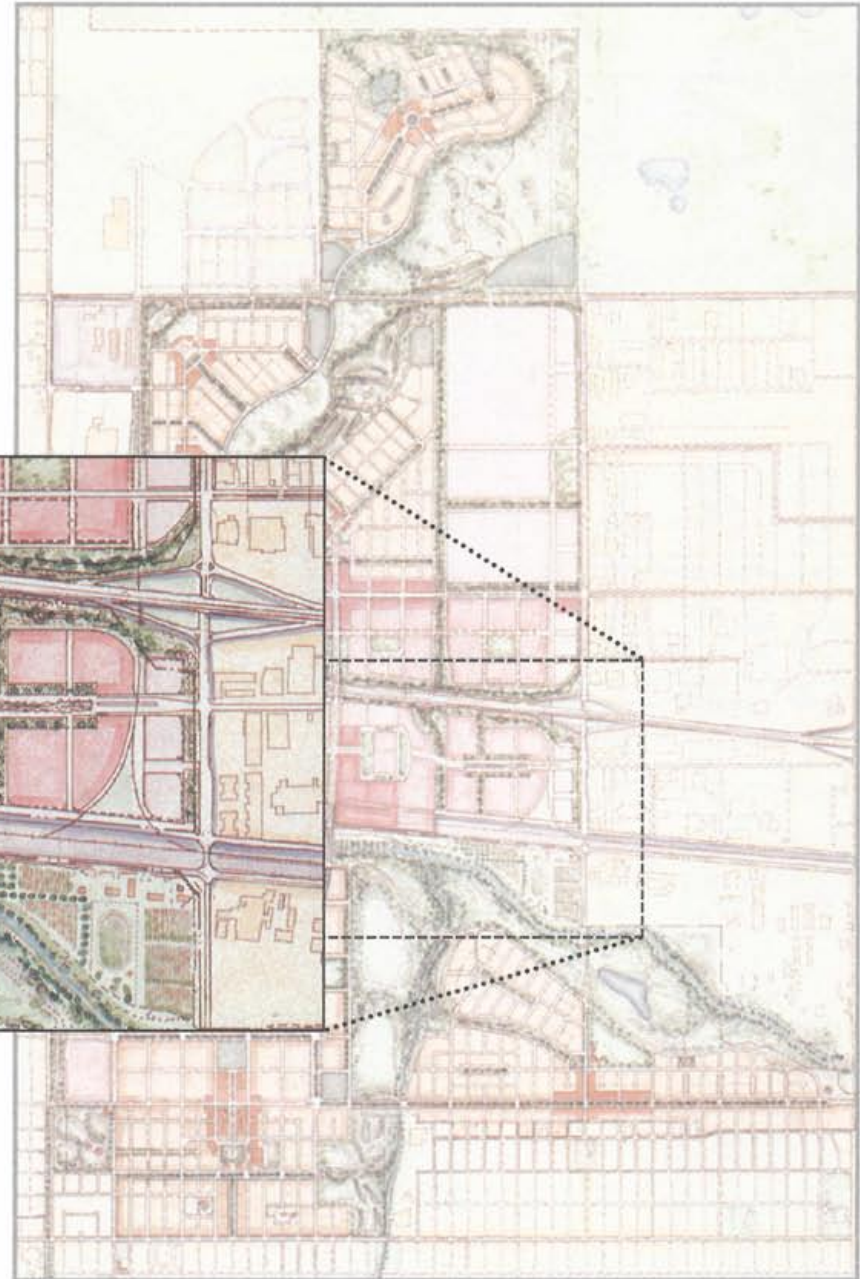
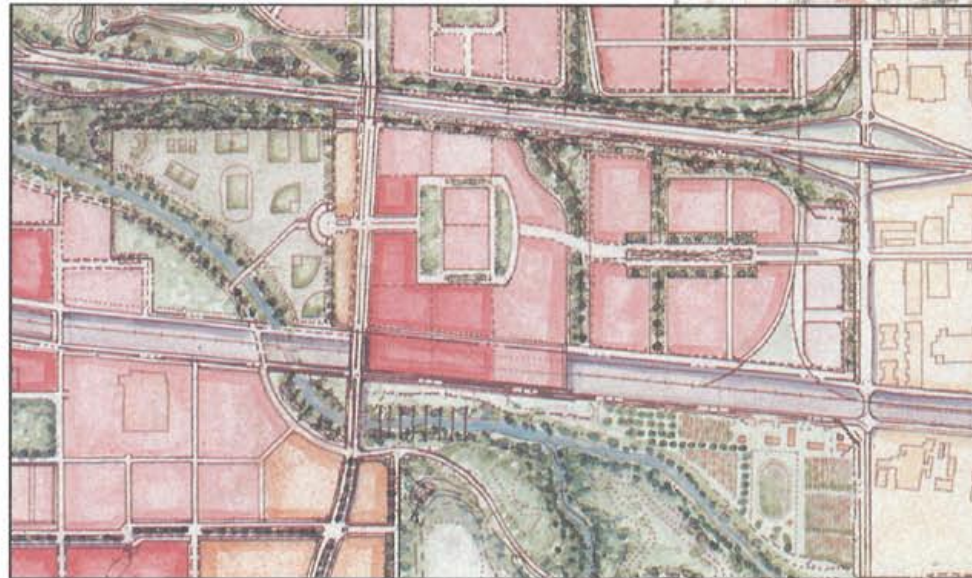
EMPLOYMENT CENTER

OUTDOOR SPORTS COMPLEX

RAIL AND HIGHWAY ACCESS

VISIBILITY AND TRAIL CONNECTIONS

URBAN AGRICULTURE CENTER



District IV is a 279 acre employment-oriented area located in the middle of the Stapleton site flanked by regional highway and rail corridors. It is bounded by I-70 on the north, Havana Street on the east, and Sand Creek on the south and west.



District IV comprises 279 acres between I-70 and the Smith Road/Union Pacific railroad corridor. This area is highly visible from the highway and has direct access to the highway via the Havana Street interchange. Site access is complicated to some extent by the presence of the rail spur running north to serve the Montbello area and the northern portion of the Stapleton site. This district can accommodate a wide variety of employment-related uses. Once the Yosemite Parkway road connections are in place, the portions of the district abutting Yosemite will provide exceptional visibility, dramatic views and good access for business users. A future rail transit stop will become a neighborhood focal point at Smith Road and Yosemite Parkway near the Sand Creek corridor trail system.



**Long-span aviation structures could be disassembled and relocated to the District IV urban agriculture area for use as a horse barn or for other related functions.**

**Transit and highway-oriented business development and related employee services occur in District IV.**



**Birds-eye view of District IV looking east from the Sand Creek ball field complex across transit-oriented business development on Yosemite Parkway to flex and industrial structures, the rail corridor and freeway interchange.**





**District IV will be located immediately adjacent to a regional outdoor Sports Complex of approximately 100 acres. Providing lighted ball fields, basketball courts, etc., this complex will serve all of northeast Denver.**

**In addition to substantial business uses, an Urban Agricultural Center will be located in District IV south of the Union Pacific rail corridor, north of Sand Creek and west of the County jail facility. This unique site will be the home of a community farm, equestrian facilities, composting yards and a nursery. These facilities offer an excellent opportunity to provide job training and experiential education programming for disadvantaged youth, as well as food for the needy.**

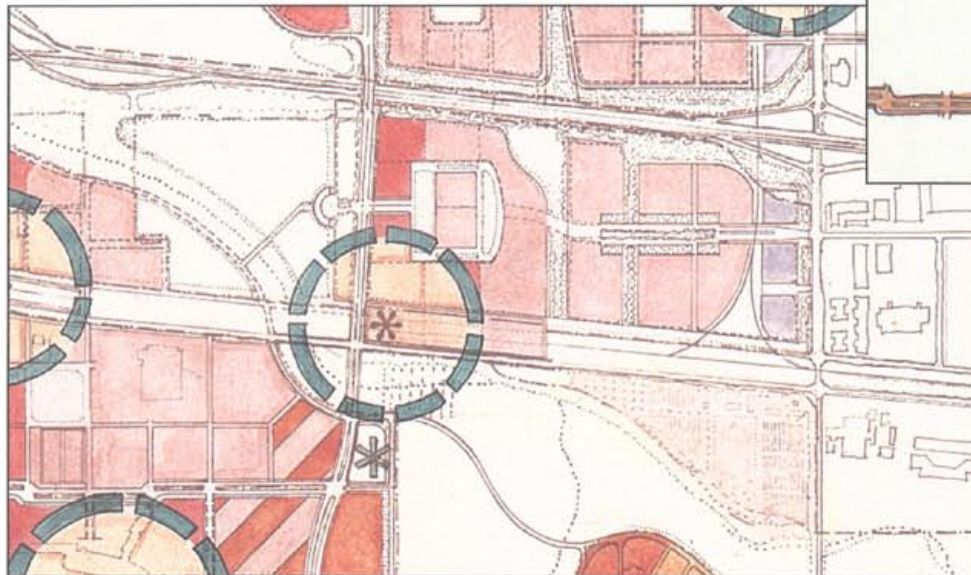
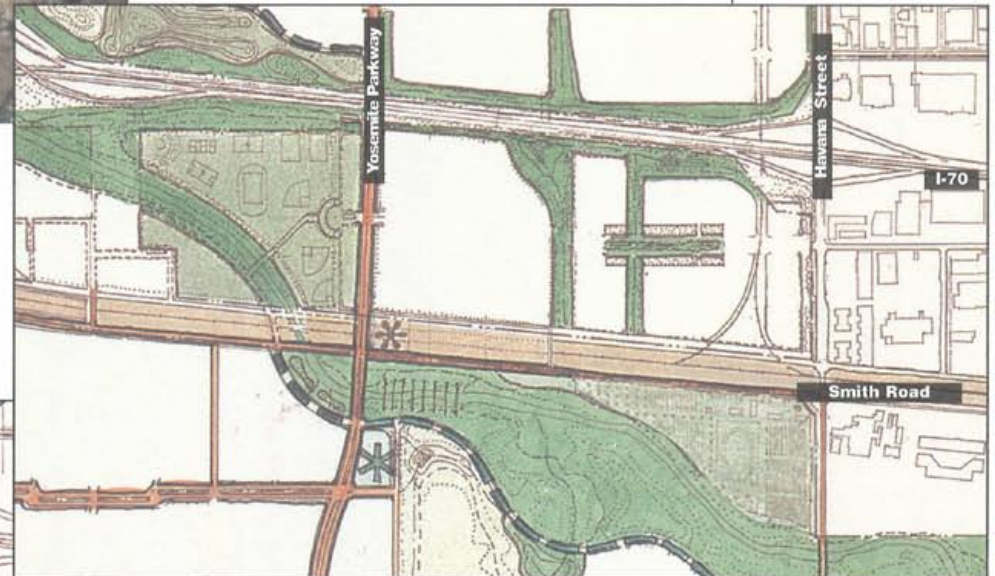


Sites located between Smith Road and I-70 will typically support low-rise, low-density business uses — with the exception of the highly visible frontage along Yosemite Parkway, which could accommodate higher density business uses. A diversity of business uses is encouraged in this district. The western half towards Yosemite Parkway will be reserved for office and office campus uses with site densities up to 1.0 FAR in three to five story buildings oriented to preserve mountain views. The eastern half towards Havana Street, Smith Road and Union Pacific rail corridors will incorporate office campus, R&D and flex-space uses with a density of 0.3 FAR in one to three story buildings.





A Hewlett-Packard Company plant located in East Fort Collins provides a good example of how thoughtful siting of buildings, truck access, parking and landscape buffers can minimize impact to surrounding areas.



**Public Realm** - District IV is enhanced by its relationship to the parks, recreation and open space system. To the west lies the ball field complex and to the south, the restored Sand Creek Corridor. Along I-70 a significant setback will be reserved for landscaping. Stormwater will be transmitted to Sand Creek via surface drainageways which will also serve as linear greenways and parkways.

**Private Development** - At buildout, District IV is anticipated to accommodate approximately 3,250 jobs in 12.3 million square feet of space. No residential units are currently anticipated to be located here.



#### KEY ELEMENTS

1. Predominately employment land use including manufacturing, assembly, distribution, office and research and development with highest quality environment provided closer to I-70 and District VI.

2. District Center serving employees and others near 47th Avenue and Havana Street.

3. Density of 1-3 story structures with surface parking.

4. Transportation elements including relocation of rail spur to the west, minimization of truck traffic on 47th Avenue and truck routing through adjacent residential areas in District VI.

5. Drainage corridors serving as public parks with trails, landscape buffering and habitat. Landscape of the I-70 set-back and completion of the Havana Ditch diversion.

## ► DISTRICT V

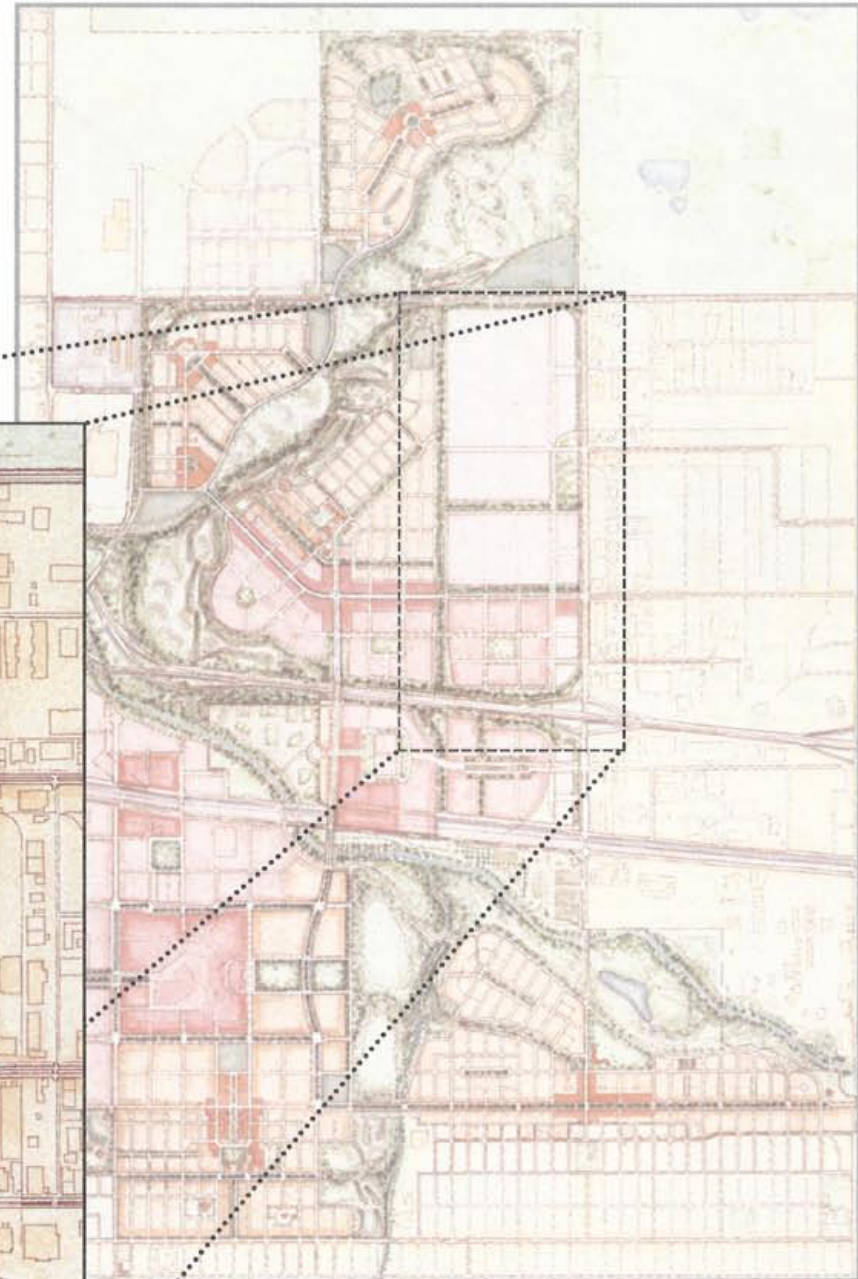
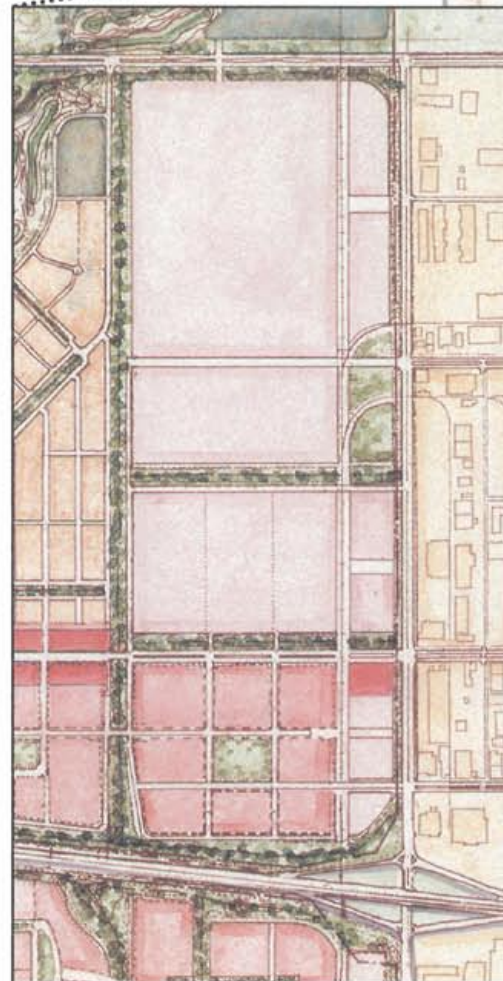
*"Irondale Park Neighborhood"*

PRIMARY EMPLOYMENT AREA

LARGER, FLEXIBLE SITES

RAIL AND HIGHWAY ACCESS

TRANSITION TO  
RESIDENTIAL USE



District V is a 561 acre employment-oriented area located in the northeast corner of the Stapleton site adjacent to the Montbello industrial area. It is bounded by I-70 on the south, Havana Street on the east, the extended 56th Avenue on the north, and a major drainageway and open space area to the west.



District V comprises 561 acres north of I-70 and immediately west of Havana Street. This area has the greatest capacity to accommodate employment activity, particularly larger footprint buildings. The area also provides the greatest access and flexibility for truck and rail service. While this area will be largely employment-oriented, it will abut a residential area immediately to its west. The goal is to create a successful environment for many forms of business activity, while keeping the site walkable, transit accessible, respectful of the natural environment, and completely integrated with the adjacent elements of the community.



**Havana Street provides access to District V. Rail and bike corridors parallel the street. The Havana Ditch, a diversion of Irondale Gulch storm water from adjacent Montbello, also parallels this major street.**

**District V will offer an environment capable of accommodating high quality corporate, research and development and manufacturing facilities.**



**Birds-eye view of District V looking northwest from the I-70/ Havana freeway interchange across generous setbacks to an employment-oriented complex of corporate and manufacturing facilities. Views beyond are to the primary open space corridor and adjacent residential areas.**

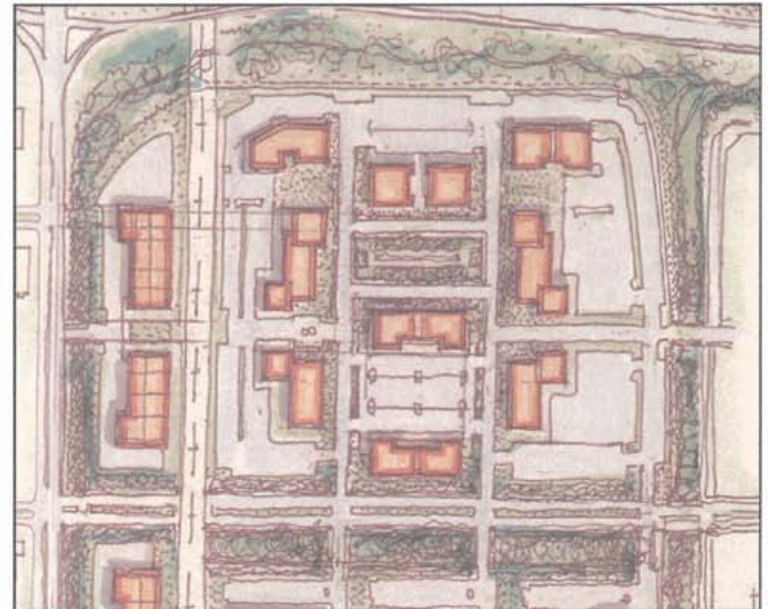




**Major employers fronting the I-70 corridor will have a significant influence on the site's image. These uses will be substantially set back from the landscaped freeway frontage and linked to the interior of the Stapleton community through open space, trail and roadway connections.**

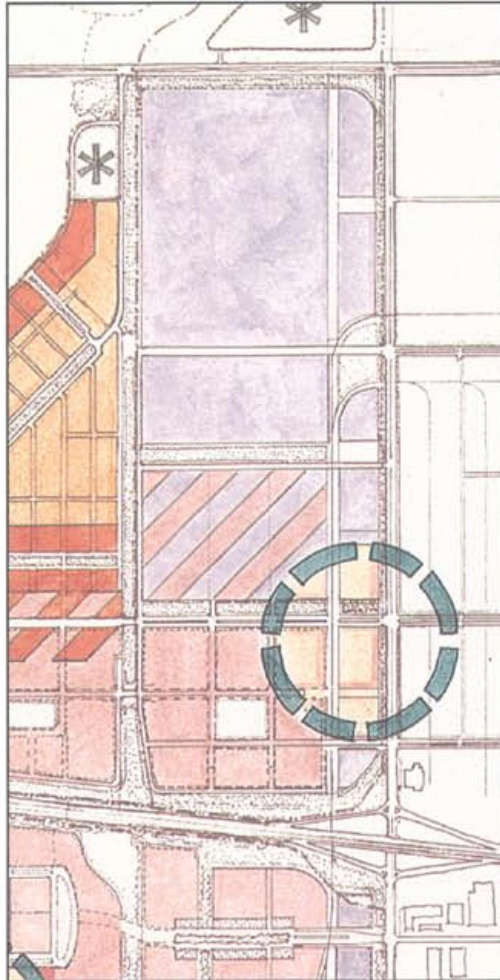
District V will contain a mix of employment uses, including low-density warehouse, distribution and light manufacturing; as well as flex, R&D and potentially office-related uses. The King Soopers site immediately west of Havana Street and south of 56th Avenue, is part of this district. A variety of parcel sizes and configurations can be accommodated, from two up to 30 or more acres. Also, various frontage opportunities will include the Havana and associated rail corridors, a new business boulevard along the extended 47th/49th Street corridor, 51st Street extended, as well as new drainageway/open space corridors and the landscaped I-70 corridor itself. Careful site planning and building criteria will ensure the success of these more visible locations.

A District Center will be located near 47th Avenue and Havana Street, offering transit access, daycare and other services to area employees.



**District V is intended to accommodate a mix of workplace uses, including warehouse, distribution and light manufacturing; low density flex, R&D, and office campus uses; low to medium density office uses; and at a later stage, higher density office uses. The intent is that the land use mix and parcel size become more fine-grained with a greater proportion of office-type uses in the areas closer to I-70 and to District VI.**





**Private Development** - At buildout, District V will employ approximately 5,300 people in about 4.5 million square feet of space. It will offer rail served sites as well as freeway frontage. Densities will be low to moderate (.3 to .5 FAR) with typical building configurations of one to three stories. Limited services that do not compete with the commercial center in District VI will be provided near 47th Avenue and Havana Street.



**Public Realm** - Linear public drainageways of widths up to 200 feet organize District V into larger parcel groupings, reinforced by a modified grid network of streets. These street extensions provide direct connections to the Montbello industrial district directly to the east. Boulevard extensions will occur at 45th Avenue, 47th Avenue and 51st Avenue. Forty-Seventh Avenue provides access across the site to Quebec Street, and serves as the main entry point for this area and District VI. The design of local street systems is flexible enough to accommodate a variety of parcel configurations and uses. Truck loop access is provided from Havana Street at reasonable intervals to distribute traffic through the site without unduly impacting 47th Avenue.



KEY ELEMENTS

1. Mix of residential and employment land uses, with employment oriented along 49th/47th Avenues and near I-70.

2. A Center is located in each District. The District VI Center provides business/retail services to the northern portion of the property.

3. Density of 8-15 dwelling units per acre for residential use.

4. Transportation elements including improvement of the I-70/I-270/Quebec interchange, provision of direct access into the northern portion of the site from Quebec Street and minimization of truck traffic on residential streets.

5. Integrated parks development and management of golf, drainage, trails, natural areas, wildlife habitat and other uses.

6. Special sites reserved for institutional or corporate uses.

7. Elementary school sites in VI and VII and a middle school site in VI.

## ► DISTRICTS VI/VII

*"Sand Hills Neighborhood"*

MIXED RESIDENTIAL/  
EMPLOYMENT ZONE

SIGNIFICANT OUTDOOR  
AMENITIES

TOWN CENTER

WALKABLE SCALE



Districts VI/VII are 808 acres of mixed use neighborhoods located in the northwest corner of the Stapleton site near the I-270/ Quebec Street interchange and Commerce City. They are bounded by I-70 on the south, Quebec and Roslyn Streets on the West, by 56th Avenue on the north and by District V to the east. The Districts are bisected by the major amenity on the northern portion of the site - a multi-use parks and open space corridor which connects to the adjacent national wildlife area.



These two districts contain a total of 808 acres of land. Together, they provide a mix of housing, employment and institutional uses flanking the heart of the open space system on the northern portion of the Stapleton property. District VI will accommodate a variety of employment activities that are less truck-oriented than those in District V and more compatible with adjacent residential use. District VI will also be the site of the “commercial center” for all of the people living and working north of I-70.

Shattil and Rozinsky



**The multi-use parks and open space corridor will be a regionally accessible amenity within the neighborhood. Integrated uses will include storm drainage, water quality enhancement, trails, a golf course, canals and ponds for irrigation, natural areas and wildlife habitat.**

**The District VI Center will be the heart and gathering place for surrounding neighborhoods. Services will occur in this center and will be limited on perimeter arterial roads.**



**Birds-eye view of Districts VI/VII looking northeast through the parks and open space corridor from near the I-270/Quebec Street interchange, across commercial and residential sites to the national wildlife area beyond.**





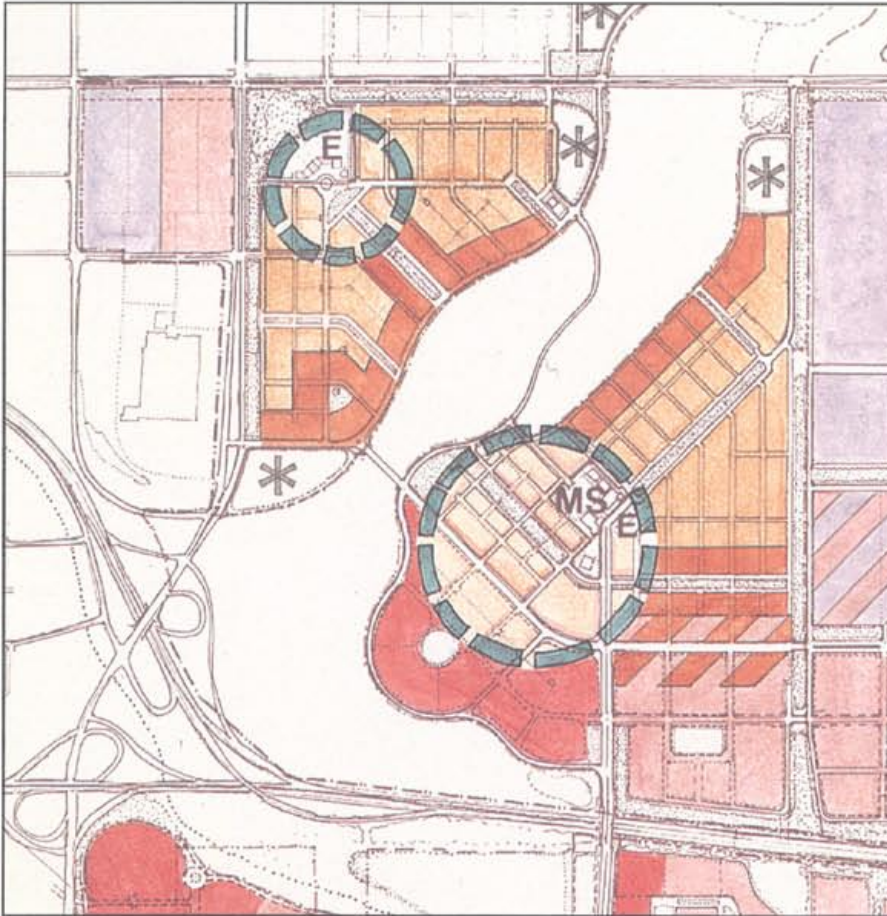
**A highly visible District Center, located at the intersection of 49th Street and Yosemite Parkway, will contain a mix of residential, retail and commercial services, in addition to a transit stop and elementary school. The center will be within walking distance for a substantial number of residents and employees. It will provide commercial services for the entire northern portion of the site.**

District VI is intended as a mixed-use district, containing a balance of residential, office, commercial and retail uses. The southern portions of the district adjacent to the interstate corridor and District V will contain a mix of low density office, office campus or R&D/flex type uses. Higher-density office sites are appropriate along the most visible portions of the site: the drainage/golf course/highway corridors. The remainder of the district will contain residential uses, with a mix of low- and mid-density housing types in one- to three-story configurations. An average density of 8-15 du/acre is called for here.

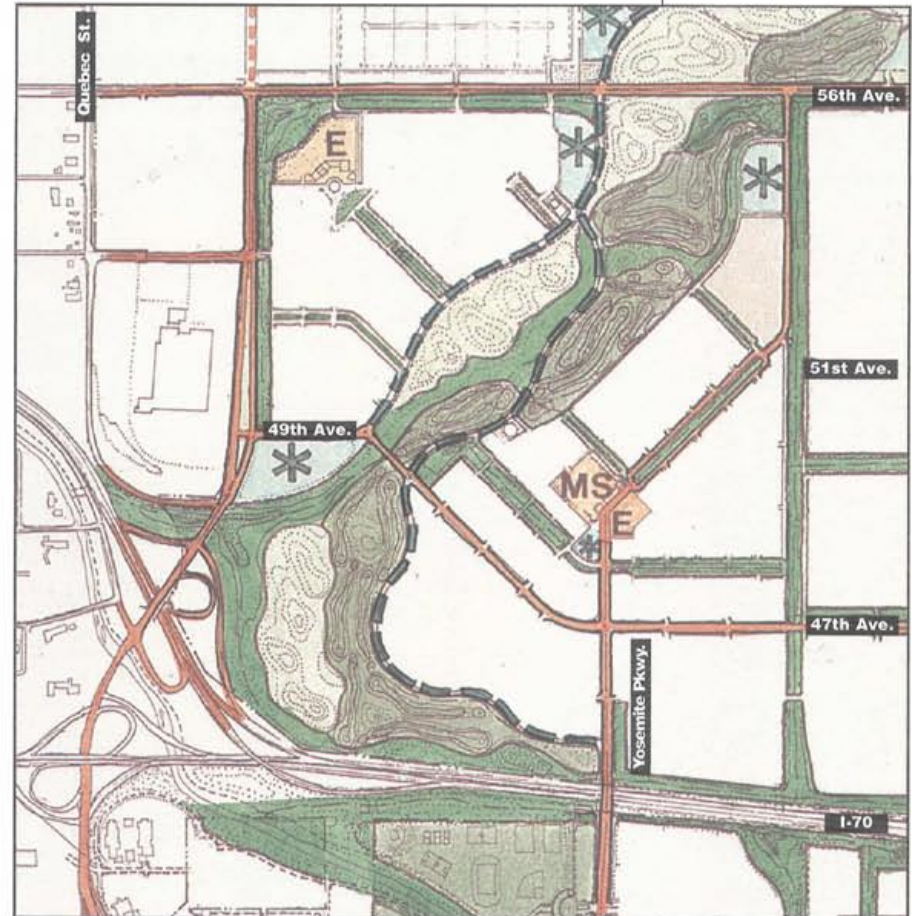
The District Center sits at the crossroads of 49th Avenue and Yosemite Parkway. Highly visible and accessible, this center will contain a mix of mid- to higher-density housing and local convenience retail to serve the residential and nearby workplace populations — possibly anchored by a neighborhood retail center (containing supermarket, drugstore and support retail). Commercial services for the majority of adjacent residential areas and workplaces will be located within walking distance. Competing services will be discouraged in strip commercial centers flanking arterials such as Quebec Street, Havana Street and 56th Avenue on the exterior of the property. The center will contain a transit stop, as well as an elementary school, middle school, and possibly other civic or institutional facilities. A major east/west drainageway connects the center to the major open space/golf course amenity, where the golf club facilities will be located. This center is connected to District VII via bridge and open space connections, where it serves as the location for moderate density housing clustered around specially designated sites for civic or corporate facilities.

District VII is predominantly a residential neighborhood, with a mix of low and moderate density housing types. Residential densities will average 10 units per acre in one- to three-story housing types. Some moderate density housing types (townhouses, courtyard apartments, garden apartments and flats) will be located along the open space corridor and public open spaces. A small neighborhood center is clustered around the local elementary school, with access to the adjacent community park/drainageway system, and will contain small quantities of moderate density housing, daycare and public space.





**Private Development -** Districts VI and VII will contain approximately 3,000 housing units and employ approximately 4,000-5,000 people in about three million square feet of space. Many prominent commercial and residential development sites will be located along the significant open space system, either adjacent to the golf course, habitat areas or the prairie park. Given their setting, accessibility and proximity to the airport and downtown, these sites will be difficult to duplicate anywhere in the metropolitan region.



**Public Realm -** Districts VI and VII will include significant public assets including parkways, greenways, special sites, two elementary school sites, a middle school, a community park, and one of the largest open space components found on site. The open space will serve a variety of needs, including addressing local and regional parks, recreation and golf demand, supporting restoration of natural systems, establishing wildlife habitat and trail connections, accommodating 100 year flood requirements and reducing nonpoint source pollution. Major road connections serving the district are Yosemite Parkway running north/south, and 49th/47th Avenues running east/west. A redesigned I-270/Quebec interchange will provide major access for the area.



KEY ELEMENTS

1. Predominately residential land use with opportunities for corporate and institutional use.

2. District Center in the middle.

3. Density of 8-15 dwelling units per acre for residential uses.

4. Transportation including 56th as a limited access parkway with landscaped median through the site.

5. Significant restoration of sand hills prairie character of parks, trails connections using the 56th Ave. underpass, and development of habitat, facilities and programs to complement and connect to the wildlife refuge.

6. Special sites reserved for institutional and/or corporate uses.

7. Joint planning with Commerce City and the U.S. Fish and Wildlife Service for refuge and open space visitor facilities, access, programming, habitat development and management.

► **DISTRICT VIII**  
*"Prairie Park Neighborhood"*

**RESIDENTIAL/  
EMPLOYMENT ENCLAVE**

**MODERATE  
DENSITY**

**REFUGE AND  
PRAIRIE PARK**

**SENSITIVE  
ENVIRONMENT**



District VIII is a 316 acre compact residential neighborhood located at the northern extent of the Stapleton site. It is adjacent to the Rocky Mountain Arsenal National Wildlife Area which, following environmental cleanup, will become a national wildlife refuge and permanent open space. District VIII is bounded by 56th Avenue on the south, and by the wildlife refuge to the north and east. The Arsenal land immediately west, Section 9, is intended to be excluded from the Wildlife Area's boundaries and may ultimately be annexed to Commerce City.

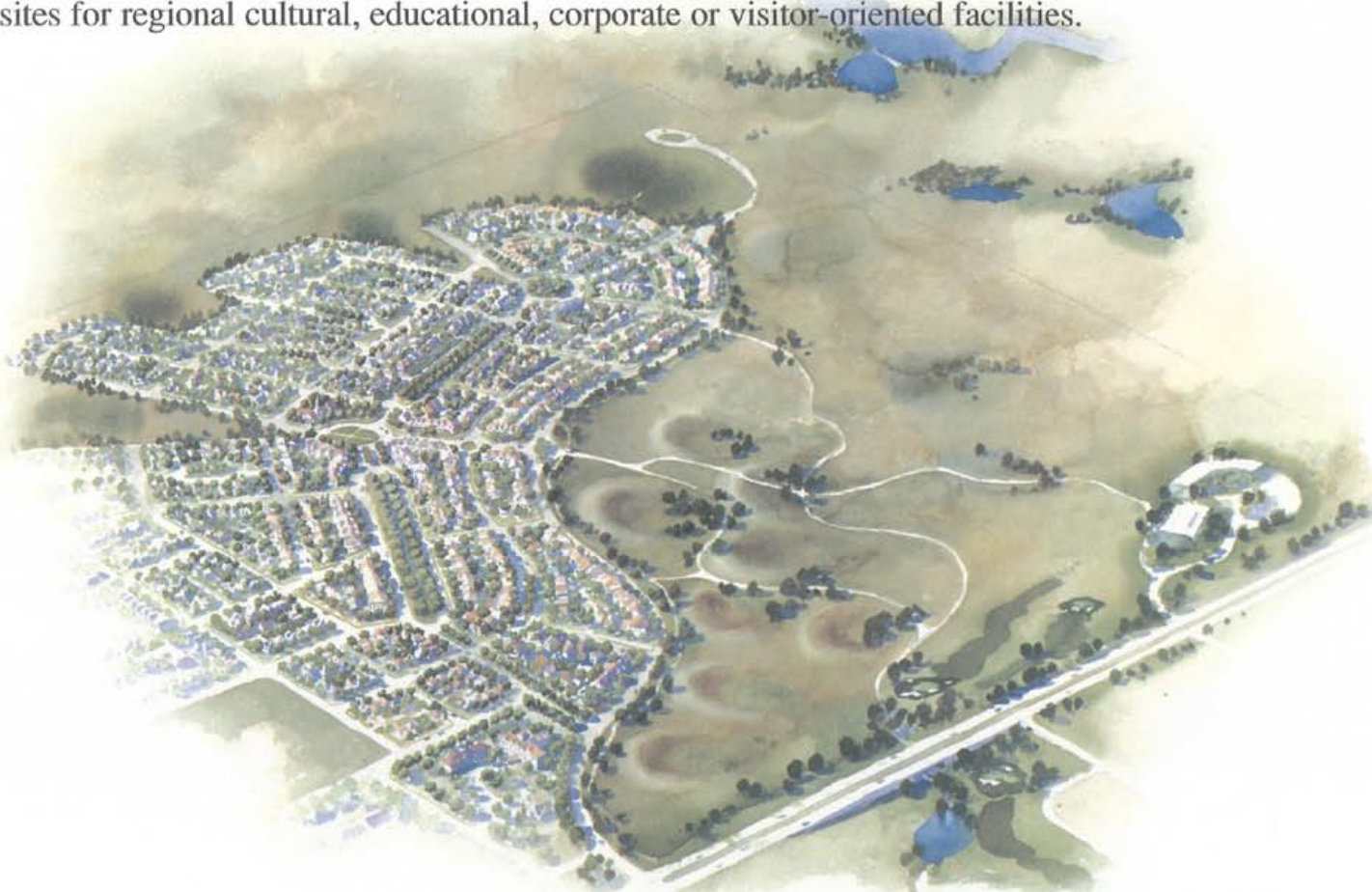


District VIII is a 316-acre parcel located in the far northern portion of the site above 56th Avenue. Today this area is bounded on three sides by the Rocky Mountain Arsenal National Wildlife Area. This district's future is closely tied to the development of the Arsenal National Wildlife Area as a National Wildlife Refuge, and the major Sandhills Prairie Park on the Stapleton site. The uses accommodated in this district must be very well integrated with a sensitive natural environment dedicated to restoration, wildlife and habitat management, and public education. While the district is presumed to be primarily residential, appropriate-scale research or office uses could be incorporated as well. This area also offers several excellent sites for regional cultural, educational, corporate or visitor-oriented facilities.



**The northern areas of Stapleton such as District VIII are vast open spaces which have been regraded to accommodate long paved runway and taxiway structures.**

**Compact development of residential, institutional and corporate uses will front onto natural open space, offering exceptional views and recreation access.**



**Birds-eye view of District VIII looking northeast from the nature trail bridge at 56th Avenue across institutional and corporate development bordering the Sandhills Prairie Park, to a compact residential neighborhood, and finally beyond to the grasslands, lakes and wooded areas of the National Wildlife Area.**





**Residents of District VIII will have unparalleled access to wildlife and the outdoors. Adjacent to the 27-square mile Rocky Mountain Arsenal National Wildlife Area and the Prairie Park, District VIII offers the opportunity to live in an environment dominated by nature, but minutes from the heart of the metropolitan area.**

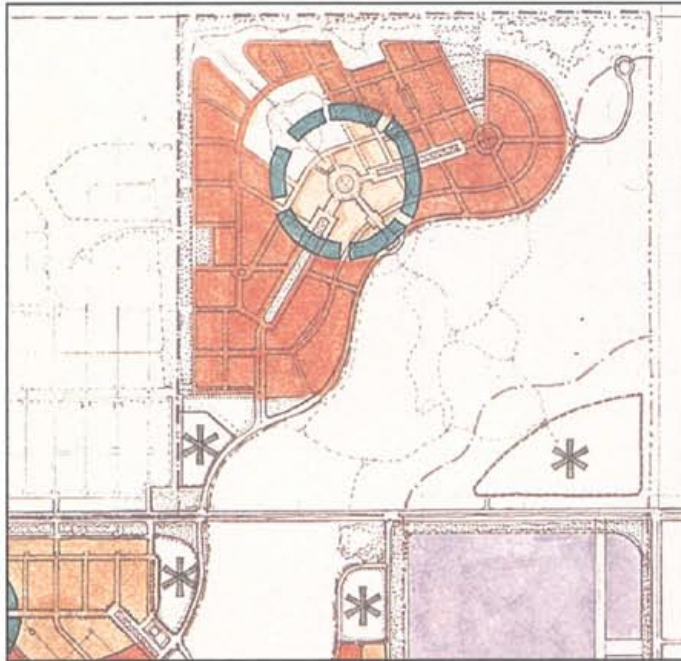
**This district also provides an appropriate setting for businesses and public institutions. Key sites along the prairie park have been reserved for these uses.**

District VIII is a residential neighborhood of moderate-density housing types, with average densities of 8-15 du/acre (single family, townhouses, terrace housing, flats, apartments, carriage houses in two to four story configurations). With orientation, access and/or views to the mountains, Sandhills Prairie Park, wildlife refuge and local neighborhood parks, this neighborhood will offer a unique living environment. A neighborhood center will contain small amounts of public space, community facilities, and a transit stop.

To the east is the National Wildlife Area interpretation site, destination for thousands of visitors. To the west is section 9, an area earmarked for commercial, park and visitor facilities by Commerce City. Cooperative planning regarding District VIII, the National Wildlife Area and Section 9 has already begun, including representatives of Commerce City, Denver, the U.S. Fish and Wildlife Service and the Stapleton Redevelopment Foundation.







**Private Development** - Ultimately, approximately 4,300 residents will occupy 1,900 units of housing in District VIII at densities averaging 8-15 du/acre. An additional 500 or more employees will work in this district as well. Residential units will be oriented around the Prairie Park, National Wildlife Area, and internal greenways as much as possible. Special use sites occur along 56th Avenue fronting the open space. The prominent locations have been set aside for major institutional or corporate users.



**Public Realm** - The dominant public feature of District VIII will be the 365 acre Sandhills Prairie Park. It will be a new type of park for the City and County of Denver and metropolitan region, restoring the original High Plains landscape, the Sandhills Prairie. The park's topography of rolling sandhills, vegetated with tall and short prairie grasses, cottonwoods, willows and other shrubs will attract a wide variety of birds and small mammals. With a direct connection to the National Wildlife Area to the north and east, it will be managed to protect the restored prairie ecosystem, while providing maximum opportunities for public recreation. A grade-separation at 56th Avenue provides connections for animals, trails and drainage between Stapleton and the National Wildlife Area to the north. Special use sites occur along 56th Avenue fronting the open space.



"THE FINAL TEST OF AN ECONOMIC SYSTEM IS NOT THE TONS OF IRON, THE TANKS OF OIL, OR THE MILES OF TEXTILES IT PRODUCES; THE FINAL TEST LIES IN ITS ULTIMATE PRODUCTS - THE SORT OF MEN AND WOMEN IT NURTURES AND THE ORDER AND THE BEAUTY AND SANITY OF THEIR COMMUNITIES."

LEWIS MUMFORD

## E. SOCIAL AND ECONOMIC INITIATIVES

### Introduction

The social and economic aspects of a community are key components of the concept of sustainability. A strong sense of community, healthy and stable households, vital social institutions and a resilient local economy capable of providing continuing support to the population are all necessary elements. These conditions must accompany innovations in the physical environment and resource management if Stapleton is to become a truly sustainable community.

While the Development Plan process did not provide the opportunity to fully explore these aspects, some important directions did emerge. Additional work and community consensus building will be required to more completely define and pursue the social and economic objectives of the Development Plan.

Discussion with a variety of community representatives identified a number of functions and services as important aspects of social and economic development for the Stapleton project. Among those emphasized were the following:

Economic Development	Childcare
Employment Assistance	Family Assistance
Youth Programs	Recreation/Leisure
Business Assistance	Library & Information Services
Education & Job Training	Culture
Senior Care Programs	Elder and Intergenerational Care
Public Safety	Public Art
Health and Wellness	
Housing	

The greatest attention in the Development Plan process was given to housing and the creation of a sense of community, development of an economic base and education and training.



### Goals and Principles

As part of the Development Plan process, project team members and community representatives reviewed goals identified in the City and County's Comprehensive Plan, Overall Economic Development Plan, neighborhood plans and other documents. Each of these documents identified important community objectives regarding the development of neighborhoods, expansion of the community's economic base, advancement of educational and training objectives and most desirable methods for addressing a variety of social and cultural challenges. The project team and Citizens Advisory Board also created a set of principles to guide planning and development of the Stapleton site. Thirteen of these principles related directly to the goals of creating and supporting viable neighborhoods, promoting diverse housing opportunities, fostering a strong sense of community, increasing educational and training capacity and relevance, and expanding economic opportunities for Denver residents.

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### Criteria and Next Steps

Clearly many aspects of social, community and economic development will need to be addressed as the Stapleton development program moves forward. The Development Plan does provide some specific guidance with respect to 1) housing and the creation of diverse neighborhoods and a sense of community, 2) development of the Stapleton employment base and 3) creation of an innovative education and training system. Highlights of the recommendations regarding each are provided below:

#### *Neighborhood Diversity and Sense of Community*

Special attention shall be given to providing a variety of housing at Stapleton and to producing a diverse resident population for the project and for each of its residential neighborhoods. These objectives include diversity in resident incomes, races, ages and family types.



Housing development policies should address a wide range of market segments and income levels.

#### RECOMMENDED HOUSING POLICIES INCLUDE:

- Stress homeownership in the mix of units provided. Stapleton must compete effectively in the metro market by combining the advantages of urban and suburban living.
- Provide a variety of housing types and densities suitable for lower, middle and higher levels of income, special needs and the elderly.
  - Concentrate the highest density housing near transit lines and amenities in neighborhood centers.
  - Provide lower income and special needs housing in a dispersed fashion in all neighborhoods, keeping the proportion of affordable units consistent with the mix found in the larger community.
  - Develop dispersed special needs housing following successful establishment of market rate housing.
  - Emphasize housing for middle income families
  - Provide open space and amenities to attract high end housing necessary to support the site's role as an employment center.
- Address the Plan's sustainability objective by emphasizing such aspects as solar access, water and energy conservation, district and reusable approaches to energy supply, recycling and transit orientation.
- Highlight the positive aspects and amenities of adjacent residential neighborhoods, such as the major parkways in Park Hill, when marketing Stapleton housing and neighborhoods.

A variety of development and private land use controls will be employed to seek a diverse housing population. Housing alternatives such as co-housing, mutual housing, sweat equity programs and continuing care environments for the elderly will be allowed and encouraged together with combined live/work space. Special incentives might be needed to encourage the development of targeted housing types. A design committee may be established to, among other things, carefully incorporate affordable housing into each neighborhood. Zoning and

building codes may require amendment to facilitate the development of a mixture of housing types. Special siting and design requirements, beyond those currently required by City ordinance, shall be created to effectively and appropriately integrate a limited number of "special use" facilities into the overall development plan.

All development decisions shall take into consideration the varied characteristics of those housing neighborhoods that surround the project.

Along with the design and siting of the housing itself the development and management of ancillary facilities such as schools, public facilities, recreation areas, daycare facilities, transportation, job sites and shopping areas shall also be evaluated to determine how they can best effect the creation and maintenance of a diverse residential population for Stapleton.

Successful creation of diverse and healthy neighborhoods and a sense of community will require community participation in decision-making and governance that encourages residents and business owners of neighborhoods surrounding Stapleton as well as those on site, to be part of decisions regarding the development of the property and the delivery of public and quasi-public services. In this regard, a task force should be established to recommend methods of community participation toward these ends.

A sense of community can be further developed by creating a level of permanency through the location of institutional uses in the neighborhoods. An aggressive marketing strategy and necessary incentives should be developed to attract the cultural and community institutions sought for the neighborhoods on the site such as churches, educational and research facilities and institutions such as the Museum of Natural History and the CSU Extension Service.

"HUMAN DEVELOPMENT  
REQUIRES A COMMITMENT  
TO APPLY THE BENEFITS  
OF COLORADO'S GROWTH  
SO THAT ALL COLORADANS  
ARE PROVIDED WITH  
ACCESS TO INCOME AND  
EMPLOYMENT OPPORTUNI-  
TIES, HEALTH CARE, EDU-  
CATION, BASIC SOCIAL  
SERVICES, A CLEAN AND  
SAFE PHYSICAL ENVIRON-  
MENT AND THE CHANCE  
TO PARTICIPATE FULLY IN  
COMMUNITY DECISION-  
MAKING."

FINAL REPORT - CHOICES  
FOR COLORADO'S FUTURE  
THE COLORADO TRUST





### Employment Base

Consistent with the Development Plan principle of Economic Opportunity, Stapleton will provide an employment center that serves Denver's needs into the next century and allows Denver residents to prosper through improved job and business opportunities and an enhanced

tax base. Diverse opportunities should be developed and encouraged, including family enterprise, incubator businesses and secondary support businesses. Redevelopment of Stapleton and Lowry can serve as a springboard to stimulate reinvestment in the neighborhoods and business areas surrounding the two sites.

### Economic Program

The project's long-term economic success will not be the result of early identification of one or two substantial users. An economic program for a site of this size will require several components, including:

- **Flexibility:** Stapleton must be able to respond to changing market conditions over a long period of time. A mix of uses will enable the site to offer product in different sectors of the real estate market. As one sector becomes weak, the site will be able to shift emphasis to a stronger sector.

- **Adherence to Vision:** Initial site activities need to demonstrate the "vision" of the project and establish an image. Early actions will also set precedents for how future decisions are made and how future development will occur.

- **Market Creation Strategies:** The size and long-term buildout of the site heighten the need for strategies to attract users, tenants, developers and owners to the site. Prior work under Stapleton Tomorrow identified several potential market creation strategies. These strategies focused on 1) federal, corporate and university-based research; 2) an education and training center; and 3) cultural and tourism attractions. The Stapleton Development Plan has identified an additional strategy which is consistent with the goal of environmental responsibility practiced throughout the site. Based upon the new markets for environmental technologies being created throughout the world and Colorado's large existing base of professional, institutional, academic and organizational resources, the Stapleton site should be positioned as a Center for Environmental Technology and Sustainable Development. Stapleton has the opportunity to provide a physical site that can be identified nationally and internationally as a vital center for the development and application of environmental technology and sustainable development practices, providing a location for research, demonstration projects, training and education, production facilities, related business and institutional activities, environmentally sound communities and infrastructure systems, and a business environment that would provide economic and marketing benefits for firms locating there.

- **Marketing Plan:** Several characteristics of the site, including its scale and proximity to downtown and DIA, will attract national and international user interest. A comprehensive marketing plan must be drafted and implemented to take advantage of this interest. The plan should strive to differentiate the site in as many ways as possible: e.g, by highlighting its open spaces, mixed-use urban villages, mobility, efficient technologies, community ties, "green" business environment and technologies, and decentralized management and service delivery structures.



• **Diverse Funding Base:** One of the keys to Stapleton's economic success will be its ability to pursue grants from state and federal agencies, foundations and corporations. The site's large open space and wildlife habitat corridors, innovative infrastructure and advances in transportation system design, as well as community training and education initiatives, could all be eligible for grant funding under traditional programs or under special discretionary grants. Stapleton's designation as the National Center for Environmental Technology and Sustainable Development would enhance its ability to obtain funding.

**ECONOMIC PROGRAM RECOMMENDATIONS INCLUDE:**

- developing an aggressive marketing strategy to seek and attract firms in the fields of environmental science and technology
- incorporating business areas in early phase development
- continuing to pursue developers for the terminal area
- mounting an aggressive marketing effort to lease existing buildings and facilities
- engaging local telecommunications experts to evaluate installation of advanced information technologies in the business and residential areas of Stapleton
- developing an incubator on Stapleton to nurture emerging environmental technologies and businesses
- providing entrepreneurial development and support programs
- initiating collaborative planning efforts with the City of Aurora, the Lowry Redevelopment Authority and East Colfax business and neighborhood organizations to develop strategies to rejuvenate the area between Stapleton and Lowry
- placing a priority on "signature proposals" for the site which will serve as an economic stimulus for the region.

Existing businesses must thrive and new entrepreneurial businesses must emerge. A program to expand entrepreneurial skills of new Stapleton residents as well as residents of surrounding neighborhoods should be developed. The program could be modeled after other successful economic programs such as entrepreneurial training programs available through the Denver Metro Chamber of Commerce, educational institutions and the State of Colorado. Marketing strategies and incentives should be developed to attract employers to Stapleton who will be active in promoting community and economic goals for Stapleton such as entrepreneurial skill development, innovative education programs, hiring and training youth and local residents, etc.



**Education and Training Systems**

The quality of the public school system and worker training is considered by many in the business community to be the most critical

issue facing Denver and especially its neighborhoods. Image, integration, the representation of different constituencies and quality concerns surround the Denver Public Schools. Elementary school busing continues to be a major issue for parents and the single most important reason why middle class families of all ethnic groups leave Denver while their children are school aged.

In contrast, many believe that the overall quality and special programs of the Denver Public Schools are far better than perceived. Some of the innovative programs that may have applicability to Stapleton include family resource schools; magnet schools, fundamental academies; the career education center; extended day programs; challenged and highly gifted programs; and the High School for the Arts. For Stapleton to have integrated, diverse neighborhoods that include families with young children, an effective approach to public education must be provided. Stapleton must be able to support innovation and experimentation with new models.

"INDIVIDUALS ARE THE  
ORIGIN AND DRIVING  
FORCE OF A CAPITALIST  
ECONOMY. COLORADO  
RESIDENTS CLEARLY  
MUST BE THE CENTER OF  
ATTENTION IN DEVELOP-  
MENT EFFORTS.  
ECONOMIC DEVELOPMENT  
IN PARTICULAR MUST BE  
WOVEN AROUND PEOPLE -  
AROUND THEIR COLLEC-  
TIVE SKILLS AND ABILI-  
TIES, NEEDS AND EXPECT-  
TATIONS - INSTEAD OF  
AROUND ASSUMPTIONS  
THAT PEOPLE'S NEEDS  
WILL BE MET SOMEHOW AS  
THE BY-PRODUCT OF ECO-  
NOMIC DEVELOPMENT."

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THE COLORADO TRUST



The educational goal of Stapleton is to create an innovative public and private education and training system. Educational programs at Stapleton will be linked to and complementary with those at Lowry, as well as with other recreation and social service programs and facilities provided on site. As an example, Stapleton could house school-to-work programs.

School-to-work programs prepare young people for the labor market by integrating school-based learning at high school with structured learning experiences at the workplace. Upon graduation, students are well prepared for a range of post secondary options, including skilled entry level work, technical training and college. Employers enter into structured partnerships with educational institutions and community-based organizations. European versions of such programs typically include structured learning at the work site under the tutelage of a master and certification of workplace skills by employers.

**EDUCATION & TRAINING SYSTEM PROGRAMMATIC  
RECOMMENDATIONS INCLUDE:**

- Establishment of a strategic task force to develop an education and job training delivery model for Stapleton. The task force should include representatives of Denver Public Schools, higher education, experts on innovative approaches to education, training and business representatives, private and nontraditional providers of education and training, and community and political leaders.

The task force should:

- Conduct research on the most effective education and training models both nationally and internationally to identify current innovations.
- Evaluate whether the charter school legislation and successful programs at DPS represent opportunities for Stapleton and how education at Stapleton could relate to the programs being offered at Lowry.
- Evaluate how education can be used as a magnet to attract businesses and families to the site.

- Evaluate new approaches to educating and training at-risk students and integrating intern, training and employment opportunities with firms locating on site.
  - Determine if there are innovative ways to develop entrepreneurial skills and business opportunities for residents in the immediate area.
  - Determine whether the presence of education facilities and programs can provide a center for community life and how the design of neighborhoods or other aspects of community planning would be affected in order to achieve this end.
  - Develop specific recommendations for Stapleton regarding what education services should be delivered, how and by whom; what physical and design implications will arise and how the recommendations can be implemented.
- Pursue school-to-work programs with employers recruited to the site.
  - Pursue funds available through the School-to-Work Opportunities Act of 1994, which provides "venture capital" to states and communities to develop approaches that are consistent with their unique social, economic and political institutions.

Working with a clean slate, an opportunity exists to examine the physical location and facility needs of schools on site and their proximity to other uses. Denver Public Schools is concerned that stand alone, single purpose education facilities will be inflexible and a burden to maintain in the future. Schools on Stapleton should share facilities with other activities or encourage joint use of facilities. Shared facilities located in a neighborhood center could offer private childcare, adult education, recreation, health care, elder care or other services.

Existing Stapleton buildings should be evaluated for reuse as educational or community facilities. A hangar building, for example, could be renovated as a school recreational facility. Specific opportunities for such reuse exist within District I of the site.



## F. FINANCIAL ANALYSIS

### Infrastructure Costs

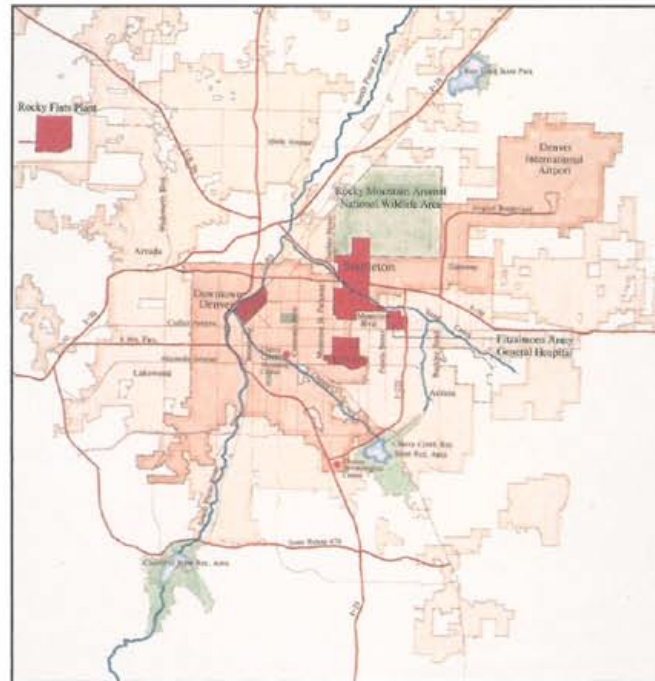
As the Stapleton site changes character over the next several decades, new development will require a significant investment in infrastructure, including major transportation projects such as freeway improvements, public transit, roadways and bridges; utilities; drainage in greenways; parks and parkways; recreation facilities; and community facilities such as schools, libraries, recreation facilities and police stations.

This infrastructure is estimated to cost approximately \$288 million (in 1994 dollars). This estimate assumes:

- that the Airport System is responsible for the costs of abatement of hazardous materials in all buildings and of remediation of all surface, subsurface and groundwater contamination;
- that the Airport System is responsible for the cost of demolition of all buildings and structures not intended for use beyond the interim program; and
- that the cost of runway, taxiway and apron demolition will be fully offset by revenues generated through on-site and off-site reuse of aggregates generated by recycling.

The chart titled Summary of Infrastructure Costs provides a list of infrastructure identified in the Stapleton Development Plan the cost of which is \$287.6 million. Some of the facilities, such as the regional parks and cultural facilities, benefit not only Stapleton but also the Denver region. These facilities are candidates for broad-based funding mechanisms.

The preliminary cost estimates for roads, bridges, water, sewer and parks, recreation and parkways/greenways were based on average quantities and unit costs. The estimates were prepared by BRW, Inc. and Civitas, Inc., engineers and planners on the Development Plan team, with review by City and County staff



**Stapleton will occupy a unique niche among the many new development and redevelopment areas within the region.**

for areas such as parks, recreation and open space. Significant additional engineering work is necessary to refine the cost estimates to account for engineering and design. An additional amount has been added as a contingency allowance. Costs do not include finance charges. All costs are in 1994 dollars.

The cost estimates were prepared based on Development Plan level information and will be updated as the infrastructure items reach more detailed stages of design and engineering. The cost estimates are adequate for purposes of preparing the Infrastructure Financing Plan, but the expected changes in the estimates as better information becomes available will require adjustments to calculations of fees and allocation of costs to various funding sources.





SUMMARY OF INFRASTRUCTURE COSTS (IN 1994 DOLLARS)	
	TOTAL ESTIMATED COST
<b>1 Major Transportation Projects</b>	
Havana/I-70 & Quebec/ I-270 interchange upgrades	\$50,000,000
Light Rail & Air Train Stations	\$3,000,000
<b>Subtotal Transportation</b>	<b>\$53,000,000</b>
<b>2 Roadways/Structures</b>	
Arterials	\$75,118,595
Structures - Bridges	\$14,249,400
<b>Subtotal Roadways</b>	<b>\$89,367,995</b>
<b>3 Utilities</b>	
Sanitary Sewer	\$4,496,118
Water Distribution	\$14,557,172
Utility Abandonment	\$1,557,020
<b>Subtotal Utilities</b>	<b>\$20,610,309</b>
<b>4 Drainage in Greenways</b>	<b>\$13,025,800</b>
<b>5 Parks, Rec., Parkways, etc.</b>	
Major Traditional Park	\$14,875,000
Prairie Park	\$10,950,000
Community Parks	\$8,250,000
Neighborhood Parks	\$8,000,000
Parkways	\$9,866,340
Trail Habitat Corridors	\$6,771,600
Golf Course	\$7,000,000
Other Recreation Facilities	\$8,110,000
<b>Subtotal parks, etc.</b>	<b>\$73,822,940</b>
<b>6 Community facilities</b>	
Schools	\$36,000,000
Library	\$1,125,300
Fire Stations	\$0
Police Stations	\$635,100
<b>Subtotal Community Fac.</b>	<b>\$37,760,400</b>
<b>Total</b>	<b>\$287,587,444</b>

## Description of Facilities

The Stapleton Development Plan identifies the major categories of facilities necessary to serve the redevelopment program. Infrastructure and community facilities will be constructed on Stapleton in response to development demands. As level of service thresholds are approached for each facility, further development will be permitted only with the construction of the next needed increment of infrastructure. Since development will be in accordance with market demand, it is not possible to specify in this report precisely where or when various elements will be required. This section, therefore, will describe infrastructure needed at buildout. With respect to public works projects, Ordinance 717 will apply, requiring 1% of the project cost to be invested in public art. The following paragraphs provide an expanded description of the infrastructure to be funded.

### Major Transportation Projects

NOTE: No specific cost estimates are presently available for the freeway improvements or public transit improvements programmed to serve the Stapleton area. The Denver Regional Council of Governments (DRCOG) will be the source for developing these estimates. DRCOG has programmed over \$325 million for the I-70 corridor which is defined as a Major Transportation Investment Corridor in its 2015 Interim Regional Transportation Plan dated October 13, 1993. A study of I-70 corridor options is ongoing.



**Freeway Improvements** Development of the area will require improvements to the Quebec/I-270 interchange and the Havana/I-70 interchange. The costs of these interchanges are preliminarily estimated at \$50 million, but substantial engineering work is required to determine final cost. No other major freeway improvements are necessary to support development of the project. However, due to regional travel conditions, major expansion of I-70 and I-270 is programmed by DRCOG.

**Public Transit** The Denver Regional Transportation District (RTD) is responsible for providing transit service to the Stapleton site. Initially the site will be served by bus transit. Rail transit is planned to serve the project in later stages of development. Bus stops and park-and-ride stations will be provided at the major activity centers as a means of facilitating public transit.

RTD will be responsible for construction of any rail system alignment between Downtown Denver and the Denver International Airport which will also serve development at Stapleton. RTD is presently studying the implementation of the rail system in the northeast corridor.

RTD has not developed a final strategy for this extension and substantial additional work needs to occur before the alignment can be submitted for funding. In financing for such improvements, it is common for 25% of the funding to come from local sources and 75% from federal and state sources.

Costs assigned to new development at Stapleton will likely be the costs of bus turnouts, bus shelter and station costs at an intermodal station serving buses and rail vehicles.

### **Roadway/Structures**

The road system will include lanes for regional traffic as well as lanes serving local traffic. None of the major roads are programmed for greater than four lanes. Costs of these roadways include clearing and grading, curb, gutter, sidewalk, paving, medians, landscaping, drainage, lighting, street furniture, as

well as a 25% allowance for design and contingencies. Roadway costs do not include costs for associated major sewer and water transmission mains. Further, no cost sharing between Aurora or Commerce City is assumed, although these cities may contribute funding to the roadways benefiting their respective areas.

Major east/west connectors include: 56th Avenue, 47th-49th Avenue, Smith Road, extension of Martin Luther King Boulevard, 26th Avenue and 23rd Avenue.

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*Initially the site will be served by bus transit. Rail transit is planned to serve the project in the later stages of development.*

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The major north/south connectors will be Yosemite Parkway and Syracuse Street. Yosemite Parkway will require new bridge construction or reconstruction of the existing bridge over I-70. Quebec Street on the west border and Havana Street on the east border will require substantial improvements to support development of Stapleton. Significant structure improvements are required across I-70 and at the I-270/Quebec interchange to improve capacity, safety and trail connections.

### **Utilities**

**Sanitary Sewer Costs** Sanitary sewer costs are for the major sanitary sewer pipe system both under the roadways and off-road. The only areas presently served by sewer are the terminal complex and existing buildings.

"FOR DENVER TO MAXIMIZE ITS ECONOMIC BENEFIT FROM THE REDEVELOPMENT OF STAPLETON AND THE NEW AIRPORT, INCREASED ACCESS THAT TIES THESE AREAS TO OTHER GROWTH AND EMPLOYMENT AREAS IN DENVER WILL BE REQUIRED."

CITY AND COUNTY  
OF DENVER  
COMPREHENSIVE PLAN  
1988



**Water Transmission and Distribution** The existing looped water supply network ties into existing mains at the 56th Avenue 42" diameter steel conduit and terminates with a connection to an existing 36" diameter RCP conduit in Montview Boulevard. The proposed site service main is a 36" diameter main that runs in Yosemite Parkway. All proposed service loops are tapped into the Yosemite main with taps provided for by future-phased development.

Water transmission and distribution costs include the major water line system both under the roadways and off-road. The only areas presently served by water are the terminal complex and locations occupied by existing buildings.

**Utility Abandonment** The site has numerous existing water, sewer and drainage lines serving the existing airport operation that will likely be abandoned because they are unnecessary, substandard or inadequate to serve the new development programmed for the site. These lines will have to be removed or filled.

**Other Utilities** A cost of other utilities such as telephone, gas and electric has not been included because it is assumed that these are costs recovered directly by the respective utility companies. To the extent that utilities are constructed ahead of reimbursements, the project's cash flow may be impacted.

#### ***Greenways/with Drainage***

The Development Plan includes a natural drainage system that will provide open space, water recharge and recreation opportunities as well as accommodate stormwater management requirements. The drainage system is planned to cost less and be more beneficial to the environment than the more conventional piped storm drainage systems. Costs include grading of swales and drainage basins, landscaping and piping costs.

#### ***Parks/Recreation and Parkways***

**Regional Parks** Two major regional parks are planned. A 175-acre traditional regional park is planned for the area just east of the Stapleton Terminal. This park will be designed for both active and passive recreational activities as well as a site for major institutional uses. North of I-70, a 365-acre prairie park is planned which will border Districts VI, VII and VIII.

**Neighborhood and Community Parks** Six neighborhood parks are planned for each of the major residential areas. Two new 20-acre community parks are planned. Fred Thomas Community Park is planned for a 10-acre expansion. A 106-acre sports complex with both a baseball/softball and soccer/rugby complex is planned in the western portion of the site between the Union Pacific railroad tracks and I-70.

**Parkways** Linear parkways are incorporated into the design of several of the major roads for additional open space and trails.

**Major Trail/Habitat Corridors** Three major trail/habitat corridors are programmed for the site. These include the stream corridors along Sand and Westerly Creeks, the lowland corridor between Sand Creek and the National Wildlife Area and the upland corridor between Sand Creek and the National Wildlife Area..

**Recreation Facilities** A substantial number of recreation facilities can be accommodated in the Development Plan. Facility locations have been identified for a championship golf course, a learning golf course, an outdoor sports complex and equestrian facilities. Additional items such as a recreation center, swimming facilities, ice skating rink, cycling facilities and other items may also need to be accommodated over time on the site.

#### ***Community Facilities***

**Schools** Denver Public Schools (DPS), an independent school district, operates public schools that will serve the project. The development plan includes sites for four elementary schools and one middle school.



Land for school sites would be dedicated by the City and County to Denver Public Schools consistent with the City's Zoning Ordinance. DPS is assumed to be responsible for funding the construction of the schools. The estimated cost of school construction is \$6 million each for four elementary schools and \$12 million for the middle school.

The Development Plan Principles call for innovative approaches to provide delivery of public services, including schools. Programs such as shared facilities development and use, charter schools or other innovative approaches to education may be implemented. Only the basic costs of conventional educational facilities have been estimated to date.

**Library** Although no specific sites have been identified for a library, it is likely that with over 25,000 residents some library facilities will be needed on site.

**Fire and Police** Two fire stations serving the airport are already located on the site. No additional fire stations are necessary.

Denver has relocated its Policy Academy onto the site. If a substation is necessary to serve the project, Stapleton will fund its share in a fashion comparable to the Gateway development area.

The infrastructure facilities described above will be phased in response to the market for housing and commercial/industrial space. The overall project is anticipated to have a lengthy buildout period of 30 to 50 years depending on demand. The site does contain a number of areas where development can be initiated without significant infrastructure cost. Development will occur in these areas in response to market demand and the ability to fund necessary infrastructure. It will be important for the City and County to identify increments of development that are financially feasible. Appropriate phasing will be particularly important for the early stages of development to make certain that the project begins successfully.

#### OVERVIEW OF FINANCIAL STRATEGY

The general requirements for infrastructure and facilities, and the recommended method of funding to implement the Development Plan, are described in the following paragraphs. The infrastructure and public facilities required to serve Stapleton can be grouped into three categories:

**1. Backbone Infrastructure.** This group includes freeway and interchange improvements, major arterial roads, rail and bus transit, roadway medians, sewer trunk system, water transmission system, storm drainage system, basic utilities and neighborhood connector streets.

**2. Community Facilities.** This group includes regional and community parks, open space corridors, schools, library, police and fire facilities.

**3. In-Tract Subdivision Infrastructure.** This group includes neighborhood roads, sewer, water, storm drainage, setback landscaping and street trees and neighborhood parks.

Backbone infrastructure primarily serves the adjacent development but also all land uses within the project area and the broader region. In Denver, most backbone infrastructure is assigned to adjacent development as frontage improvements. However, oversized facilities, such as the fifth and sixth travel lanes of major roads and medians, are financed through a broad based funding system such as a fee program.

Community facilities serve all land uses within the project area and are funded through a financing system that allocates the costs fairly to each benefiting land use.

In-tract subdivision infrastructure benefits only a specific neighborhood and the costs are allocated only to the benefiting properties within that development. In-tract infrastructure will be assigned to the specific property benefitted by the improvements.



Backbone infrastructure typically assigned as frontage improvements and in-tract subdivision improvements are programmed to be financed privately. Regional serving backbone infrastructure costs and community facilities will be funded through a combination of impact fees, connection charges, City and County funding sources, bond financing, grant and private funding. Fees and connection charges include City impact fees, connection fees for sewer and water and storm drainage assessments.

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*The Stapleton Development Plan includes many unique features associated with the concept of a sustainable community.*

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Bond financing mechanisms may be used to fund either the private funding or the fee funding. These mechanisms include local tax and assessment districts, Title 32 Special Districts and General Obligation bonds.

Grant funding may be available from a variety of federal, state, foundation and corporate sources. Many grant funding sources may not even be available today, but will evolve as the result of new policies and programs. Additional funding may be available from the Airport System, as discussed in the previous section, from either the interim use program or profits from the operation of DIA.

The Stapleton Development Plan includes many unique features associated with the concept of a sustainable community. The large open space and wildlife habitat corridors, innovative storm drainage system and advances in transportation system design all merit special attention. Many of these improvements

could be eligible for grant funding under traditional programs or under special discretionary grants. A key to implementing many of the unique characteristics of the Development Plan will be devising a program to aggressively pursue grants from state and federal agencies, foundations and corporations. The concept of Stapleton being designated as a national center for environmental technology and sustainable development may enhance the ability to attract such grants.

Facilities that provide specific benefits to the development projects should be funded through impact and connection fees unless timing considerations and costs require the sale of special district bonds in order to provide the required infrastructure. In addition to connection fees, a Stapleton Infrastructure Fee is proposed to fund many of the required infrastructure improvements. This strategy is meant to allow market demand to dictate the pace of development and to minimize the debt burden and interest carrying costs. In addition, it reflects the anticipated desirability of limiting the use of special district bonds for the financing of Stapleton development.

### **Funding Sources**

The following paragraphs briefly describe the recommended financing techniques.

The financing of Stapleton's infrastructure will come from a 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 revenue, connection fees and special districts. Primary and secondary funding sources for each infrastructure line item are shown in the chart titled Recommended Public Facilities Costs and Funding Sources. Infrastructure commitments associated with on-going negotiations with prospective purchasers of property were not considered in this analysis.



**RECOMMENDED PUBLIC FACILITIES COSTS AND FUNDING SOURCES**

(IN THOUSANDS OF 1994 DOLLARS)

\*P\* = Primary Funding Source

\*S\* = Secondary or Matching Funding Source

	TOTAL ESTIMATED COST (\$000S)	STAPLETON DEVELOPMENT		STATE, REGIONAL, FEDERAL	FOUNDATIONS / SPECIAL INTEREST GROUPS	DENVER CITY-WIDE	SPECIAL DISTRICTS
		1) Stapleton Infrastructure Fee	1) Local Tax and Assessment District 2) Private Capital	1) Grant Programs 2) Transportation Funding Programs	1) Private Foundations 2) Special Interest Groups 3) Parks & Open Space Funders	1) General Fund/- Urban Renewal Tax Increment Financing 2) Connection Fees 3) New GO Bonds 4) Land Sale Profits 5) Airport System	1) Denver Public Schools 2) RTD 3) Urban Drainage
<b>1 Major Transportation Projects</b>							
Havana/I-70 & Quebec/ I-270 I/C Imp.	\$50,000			P			
Light Rail & Air Train Station	\$3,000			P			S
<b>Subtotal Transportation</b>	<b>\$53,000</b>						
<b>2 Roadways/Structures</b>							
Roadways	\$75,119	P	P				
Structures - Bridges	\$14,249	P		P			
<b>Subtotal Roadways</b>	<b>\$89,368</b>						
<b>3 Utilities</b>							
Sanitary Sewer	\$4,496	P	P				
Water Distribution	\$14,557	P	P				
Utility Abandonment	\$1,557					P	
<b>Subtotal Utilities</b>	<b>\$20,610</b>						
<b>4 Drainage in Greenways</b>	<b>\$13,026</b>		P	S	S	S	P
<b>5 Parks, Rec., Parkways, etc.</b>							
Major Traditional Park	\$14,875	P			P	P	
Prairie Park	\$10,950	P			P	P	
Community Parks	\$8,250	P				P	
Neighborhood Parks	\$8,000		P				
Parkways	\$9,866	P	S				
Trail/Habitat Corridors	\$6,772	P		S	S	P	P
Golf Course	\$7,000				P		
Other Recreation Facilities	\$8,110	P			P	P	
<b>Subtotal Parks, etc.</b>	<b>\$73,823</b>						
<b>6 Community Facilities</b>							
Schools	\$36,000						
Library	\$1,125	P					P
Fire Stations	\$0	P				S	
Police Stations	\$635	P				S	
<b>Subtotal Community Facilities</b>	<b>\$37,760</b>						
<b>Total</b>	<b>\$287,587</b>						

Source: BRW, Civitas and Economic & Planning Systems



### *Site Development Sources*

**Stapleton Infrastructure Fee** The Stapleton Development Plan requires construction of a number of facilities that provide benefits solely or primarily to Stapleton. Many of these facilities are of general benefit to the entire Stapleton project. Also, one of the major tenets of the financing plan is to build facilities, where possible, on a pay-as-you-go basis. In order to fund these pay-as-you-go facilities, the financing plan calls for a special Stapleton Infrastructure Fee to be charged at the time of development (building permit). The fee is similar in structure and intent to the proposed Gateway Development Impact Fee that is presently being reviewed by the City and County. The Stapleton Infrastructure Fee may be used to fund the following items:

- major roadways and medians
- bridges and structures
- sewer collection lines and facilities
- water distribution mains and facilities
- library facilities
- police facilities
- community parks and recreation facilities
- trails and habitat corridors

If adopted, the City will establish a special fund for this fee and will determine the construction sequence of improvements funded by the fee. The fee will be adjusted annually for inflation and periodically for cost changes as better information becomes available concerning the facilities.

Many facilities proposed for funding by the Stapleton Infrastructure Fee may instead be funded by a special district bond (e.g. roads, sewer, water, park and recreation improvements) with credits against the infrastructure fee. The amount of funding from each of these sources will evolve over time based on actual needs, the pace of development and the ability to sell bonds. Potential application of these funding mechanisms is discussed below.

The Stapleton Infrastructure Fee has been estimated based on the full buildout of the project. However, due to the lengthy absorp-

tion periods for some of the office and industrial land uses, it is likely that the fee collected will not be sufficient to construct some improvements by the time they are necessary. A similar problem is faced in the Gateway Financing Plan. Financing mechanisms may be necessary to address such timing issues.

**Local Tax and Assessment Districts** Colorado law provides for a variety of local tax and assessment districts. Property owners may establish one of these districts through the City and County to accomplish specific purposes. The City and County may also be able to establish a district on its own developable property. Improvements constructed as part of a special improvement district must confer a special benefit to the real property which is included within the district and against which an assessment is imposed or levied.

The following briefly describes each of four types of special districts that could be implemented as part of the redevelopment of Stapleton:

- **Local Improvement District (LID):** An LID is a geographical area defined in the ordinance adopted by the municipality creating the district. It is not a separate entity, has no power to tax or condemn property and does not have a separate governing board. Facilities funded typically include: street construction, curb, gutter and sidewalk improvements, water distribution or sewer collection lines or facilities. The property to be assessed must receive a corresponding special benefit. Bonds may be issued to fund improvements.
- **General Improvement District (GID):** A GID requires that more than 50% of the registered electors who own real property in the proposed district file a petition. The district is a quasi-municipal corporation and political subdivision of the state. The governing board of the municipality is the ex-officio board of directors of the district, but a separate governing board may be appointed. The district can be established for the purpose of constructing or acquiring any public improvement although the improvement cannot duplicate any existing or proposed municipal improvement. General obligation bonds of the district may be issued following approval by the registered voters of the district.



- **Business Improvement District (BID):** A BID requires that 50% of the acreage shall have been developed and used as commercial property prior to the formation of the district. The district is a quasi-municipal corporation and political subdivision of the state. The governing board of the municipality is the ex-officio board of directors of the district, but the governing board may also be appointed. Improvements authorized for funding are similar to an LID and bonds may be issued.
- **Title 32 Special District:** These special districts give landowners the ability to tax and assess property to support the issuance of their own bonds to finance infrastructure and to control that process within limits. Title 32 Special Districts differ from the LID, GID or BID districts in that the developer, rather than the City and County, controls the District. The City has historically been opposed to such districts, but may consider such a district at Stapleton under restricted conditions and special circumstances. The impact of Amendment 1, which limits the City and County's revenues and expenditures, may also warrant a new look at Title 32 Special Districts.

The use of these districts will evolve over time as debt financing requirements are identified. Different special district applications are likely to occur within specific development areas at Stapleton. However, these special districts will primarily be used to fund improvements benefiting a specific project and not for a significant portion of the general improvements benefiting the entire project.

### *Private Capital*

Private funding from development projects will primarily be used to fund in-tract subdivision improvements and frontage improvements (road, curb, gutter, sidewalk, underground utilities, drainage, neighborhood parks and landscaping). Private funding may be advanced for certain area-wide improvements that must be funded to serve the project with a reimbursement agreement. These funding and construction agreements will be handled with Subdivision Improvement Agreements and Concurrency Requirements. Local tax or assessment districts discussed above may be used to fund some or all of the in-tract improvement.

### *State, Regional, Federal*

#### *Transportation Funding Programs*

Major improvements to the I-70 corridor are presently being planned by the Denver Regional Council of Governments (DRCOG). The 2015 Interim Regional Transportation Plan identifies the I-70 corridor from Downtown Denver to DIA as a Major Transportation Investment Corridor. Currently \$325 million is programmed for investment in the corridor. DRCOG is beginning a Corridor Study to determine the necessary combination of freeway, arterial roads and/or transit facilities necessary to serve the Corridor. It is likely that Stapleton will gain significant benefit from the recommended improvements.

Funding for transportation improvements is available from federal, state and local levels. DRCOG's Regional Transportation Plan describes transportation funding sources in detail. The following paragraphs briefly summarize the major transportation funding sources.

Federal funds are programmed under the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). These funds are designated for highway, transit and paratransit purposes. ISTEA provides unprecedented local discretion for directing the funds to road or transit projects that substantially improve the efficiency of the transportation system. Demonstration grants are available to test new technologies or operating systems.

State funds are primarily provided by the Colorado Highway Users Trust Fund. These capital funds are typically used to match federal projects to leverage as much federal money as possible.

Local funds for highway and road projects are primarily provided by local government general funds or local government special assessments. The E-470 Authority is a special district designed to fund the construction of E-470. Local funds for bus and rail transit are provided by the Regional Transit District sales and use tax and farebox revenues.



**Grant Programs** The innovative features of the Stapleton reuse plan may provide the opportunity to attract grants from a wide variety of sources including state, federal and corporate sources. The extent of grant funding cannot be known with certainty, but will require an opportunistic approach aggressively pursuing grants where available.

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*The innovative features of the Stapleton reuse plan may provide the opportunity to attract grants from a wide variety of sources including state, federal and corporate sources.*

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**Foundations and Special Interest Groups**

The unique features of Stapleton associated with a sustainable community may make improvements eligible for funding from a variety of private foundations, special interest groups, and parks and open space funders. Examples of these opportunities include the large open space and wildlife habitat corridors, innovative storm drainage systems, advances in transportation design, energy efficient communities, and environmental restoration, to name a few.

**Denver City-Wide**

**Denver General Obligation Bonds**

As mentioned earlier, Denver's voters have historically approved general obligation bonds for parks, schools, libraries and infrastructure of significant importance to the City. Some of Stapleton's facilities may qualify as providing city-wide benefit and could be included in future general obligation bond issues.

**Denver General Fund/Urban Renewal Tax Increment**

**Financing** Denver has in special cases shared net new tax revenues from a new development project with the property owner as part of an economic incentive program to achieve City goals. Initially, the Airport System is the property owner, but over time the Airport System will convey land to private owners. In order to achieve specific goals, the City and County, on a case-by-case basis, may elect to provide some general fund money to specific aspects of the Development Plan that provide community-wide benefit.

One method of revenue sharing is through the redevelopment powers of the Denver Urban Renewal Authority (DURA). The authority can create an urban renewal district at Stapleton and use sales tax increment or property tax increment revenues as the source of repayment for bond financing of infrastructure and improvements. The authority can also reimburse developers for eligible infrastructure improvements through tax increment revenues without issuing bonds.

Upon closure of Stapleton, the base levels of sales and property taxes generated by the site will be extremely low. An urban renewal tax increment district created for all or a portion of the site in the early stages of redevelopment could capture some portion of the new increment associated with redevelopment for reinvestment in the site. Revenues from this source have not been presumed in the financial and infrastructure financing analysis provided here. Use of tax increment financing will be a policy decision made by the Mayor, City Council and the DURA Board of Commissioners. It is likely that tax increment financing will play some role, and perhaps an important role, in the financing of infrastructure and site improvements. Use of tax increment financing could reduce the need for infrastructure funding from other sources.



### ***City Profits from the Airport System and Land Sale Projects***

Net revenues of the Airport System may be available to support a limited number of early site transition and improvement costs.

Also potentially available for investment are proceeds from the land disposition program that can be used to enhance the land values of future sales by reinvesting in the infrastructure program. Use of the proceeds of disposition land sales is an open issue and requires negotiation between the City and County, the airlines, the FAA and other interested parties.

### ***Connection Fees*** The major connection fees include the following:

*Water Tap Fee:* funds water treatment and transmission facilities - collected by Denver Water Department

*Sewer Tap Fee:* funds wastewater collection and treatment facilities - collected by Metro Wastewater Reclamation District and Denver Wastewater Management Division.

Stapleton Airport has already funded both sewer and water capacity for the existing airport operations. As a result, some credits for sewer and water system capacity may be available to reduce the amount of connection fees required from the Stapleton redevelopment project. Estimates of these credits are not available at this time. Also, the City and County will need to determine the most appropriate method of allocating these benefits to specific areas or users of the site.

### ***Special Districts***

#### ***Regional Transportation District (RTD) Sales and Use Tax***

Funding for rail transit service and bus service to the Stapleton site will be provided through a combination of federal transit funding matched with local funding. RTD will likely use a combination of Sales and Use Tax revenues and other revenues (passenger fares, etc.) to fund capital improvements. RTD is presently studying a rail alignment from Downtown Denver to DIA along with several other transit corridors in the metropolitan area.

***Denver Public Schools*** Denver Public Schools (DPS), a separate entity from the City and County of Denver, is responsible for providing K-12 public school facilities. School facilities are traditionally funded through the DPS general fund or through general obligation bonds authorized by the voters of the school district. The most recent bond issue was passed in 1989 which included \$100 million for schools construction. However, no schools located on the Stapleton site are presently planned by the school district and no funding is presently available.

In order to attract families to the proposed residential projects included in the Development Plan, a strong schools program will be necessary. Funding for elementary schools at the K-6 level located on the Stapleton site will be of critical concern.

Enhanced funding for schools located on the Stapleton site may be needed to open schools early in the development process. Funds could be provided by adding a schools component into the Stapleton Impact Fee on residential development projects. Charter schools and other alternatives should also be considered for the Stapleton project.

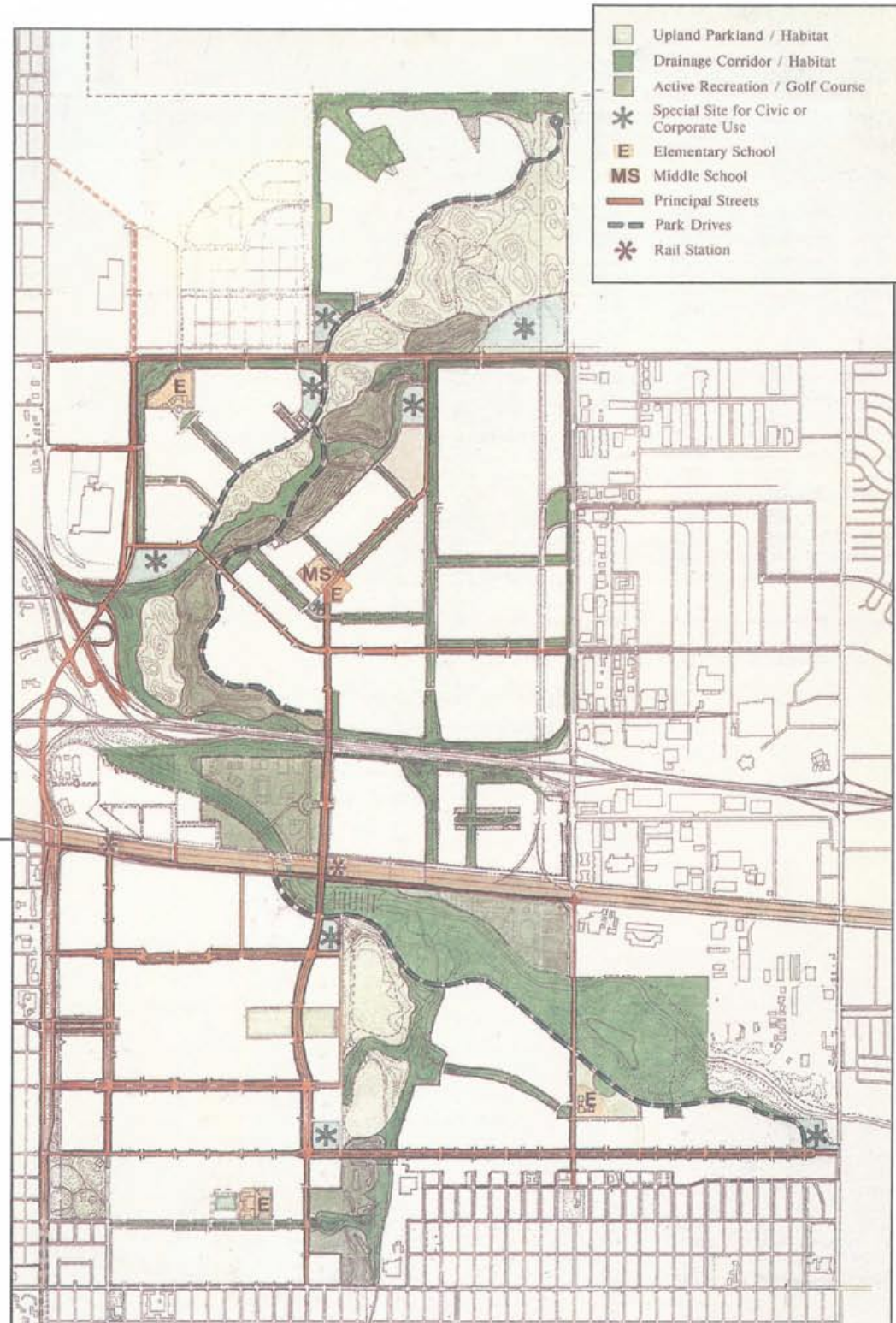
#### ***Urban Drainage and Flood Control District***

Urban Drainage and Flood Control District is responsible for flood control projects and drainage throughout the region. The District's source of funding for capital and operations is a mill levy against the value of property. Recently, the City and County of Denver has been receiving approximately \$1 million annually for flood control projects. Stapleton will have to compete with other City and County projects for a share of this funding. The most likely initial project to be funded is the Westerly Creek/Sand Creek flood control and restoration project.



The Public Framework Mapping Plan illustrates the essential elements of the public realm, such as arterial and principal streets, major open space and drainage areas, and special sites for civic, corporate, or institutional use. The mapping plan identifies the key public decisions that will be necessary to establish the community structure within which development activity can take place.

The mapping plan will be complemented and reinforced by future decisions made as part of zoning, subdivision, platting and district planning activities.





## G. REGULATORY AND MARKET MECHANISMS

Perhaps one of the greatest 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. The development of Stapleton will be influenced by standards, codes and other requirements relating to land use, buildings, environment, public safety and health, commerce and other subject areas. Without changes in our existing methods, many of the social, economic and environmental objectives of the Stapleton development program will be difficult if not impossible to attain. At the same time, the approaches relied upon must be understood and accepted by the development industry and marketplace.

The Development Plan outlines a general approach and provides some specific examples. The responsibility for developing these tools will presumably fall to the newly created development entity and the City and County of Denver, with assistance from interested individuals and organizations within the community. The opportunity also exists to draw upon the experiences of other communities across the United States and elsewhere who have been experimenting with new approaches to these same needs.

Will new approaches really be necessary? Clearly some aspects of our existing regulatory and market structures can be readily adapted. But many aspects of our current practices will inhibit or even preclude efforts to achieve Stapleton's fundamental social, environmental and economic goals. Many land use and zoning controls tend to segregate uses and inhibit walkable community structure. Our inability to account for a variety of externalities and impacts encourages inefficient use of resources. Experimentation continues to determine the most effective means of linking private job creation with skill development and employment opportunities for low income and minority households. New approaches will be essential to fulfill the objectives established in the Stapleton Development Principles.

### A New Approach

How should our current approaches be modified to support a more sustainable form of development? The following guidelines provide a start:

- Regulation is unavoidable, but is not by itself the answer. Market-based approaches that incorporate signals, feedback and incentives must play an increasingly larger role.
- So called "third sector" and community-based organizations can play important roles in advancing community objectives. Such entities already play significant roles in areas such as affordable housing, employment training and social services. Achieving Stapleton's sustainable development objectives will require mechanisms for establishing and operating essential programs. A mix of public, private and nonprofit approaches will be required.
- Where possible, regulatory structures need to become more performance oriented — concerned less with what people do and more with how they do it. Regulation can sometimes be static and respond slowly to continuing changes in markets and technologies.
- Prescriptive regulation ("Use this material;" "Install this equipment") should be used only as a last resort. Instead, regulation should establish objectives (energy use per household, water consumption per capita) and provide incentives and a range of options for achieving those objectives. Standards and methods for achieving them should evolve over time.
- Over time, full-cost accounting will provide the most accurate set of signals to businesses and individuals. These signals may be distorted today by failure to account for externalities, failure to consider life cycle costs, subsidies between activities and users, etc. The challenge will be to move towards more accurate market signals for activities within the Stapleton site without creating a short-term disincentive for site investors and users.

"TO MOVE AHEAD, DEVELOPERS NEED THE POLICY TO RESPOND TO AND THE CERTAINTY OF APPROVALS. THE CURRENT PROCESS IS A VERY REAL AND EXPENSIVE PROCESS."

COMMENTS FROM DEVELOPERS, PLANNERS AND OTHER PARTICIPANTS IN A 1991 FORUM ON SUSTAINABLE DEVELOPMENT AND CALIFORNIA'S FUTURE. COMMUNITY ENVIRONMENTAL COUNCIL. SANTA BARBARA, CALIFORNIA



- Regulatory, market and programmatic approaches should create long-term benefits and value for Stapleton businesses, residents, visitors and investors. Potential benefits include increased competitiveness due to efficiency gains, improved worker productivity, protection from increasing regulatory demands, increased community stability and increased customer/employee/community loyalty.

The enormity of this task should not be underestimated. Attention must be given to a whole variety of land use, design, infrastructure, resource management, service delivery, community linkage and community institution aspects of the program. One of Stapleton's greatest strengths, however, is the fact that the site is publicly owned. This circumstance provides a great opportunity for community innovation in these areas. Stapleton must be viewed as a "zone of innovation", where new approaches to all aspects of the project's institutional framework will be defined and implemented. Success in creating new models that encourage innovation and support sustainable development objectives will contribute greatly to the market identity and appeal of the Stapleton site.

### Examples

The project's institutional framework can be divided conceptually into two components:

1. Those decisions largely within the control of the project's sponsor/master developer (the City and County and new development entity). This category includes such things as basic decisions on community infrastructure, land use, urban design and financial policies. It is essential that the choices involved in addressing these aspects of the development program result in a circumstance that is as supportive as possible of the program's sustainable development objectives.
2. Those decisions that will be made by many businesses, households and individuals.

At this second level, the challenge is to find ways to influence and support the decisions made by businesses, households and individuals over the course of the development and operation

## LAND USE CONTROLS - ZONING AND DESIGN GUIDELINES

One of the most basic and important components of the institutional framework will be the zoning, design guidelines and other tools used to regulate the physical form of the Stapleton community and encourage the pattern of development described in the Stapleton Development Plan. The specific structure will likely be a combination of some existing approaches as well as tools and methods developed to address Stapleton's unique circumstances and objectives.

The structure will include three components, including 1) broad land use controls at the sitewide level, 2) more detailed design controls for individual districts, and 3) a mix of standards and programs applicable at the individual project scale.

**Sitewide Controls** - A Public Framework Mapping Plan and new underlying zone district will be adopted for the site. The mapping plan will identify essential elements of the public realm, such as arterial and principal streets, major open space and drainage areas and sites for public facilities. The underlying zone district will establish the basic framework for private development. The zoning will establish basic use and density relationships, consistent with the Development Plan. It will provide substantial flexibility and encourage the integration of uses and densities in subareas.



**District Level Controls** - District plans and design guidelines will be developed for each District. District plans will provide more detailed definition of street and block patterns, building relationships and the design characteristics of District centers. Enforceable design guidelines will address issues such as construction quality, height, density, massing, setbacks, solar access, pedestrian systems, parking, landscaping, etc.

**Standards, Incentives and Programmatic Activities at the Project Level** - Approaches to encouraging resource efficient design, reduced reliance on the automobile and stronger community linkages will also influence the physical design of individual buildings and subareas. These provisions, in combination with the subarea guidelines, will be extremely important in balancing the sustainable development and market acceptance objectives of the Stapleton reuse program.

Basic components of the land use control system such as the mapping plan and master rezoning will need to be early priorities. District plans can be phased over time as different portions of the site are brought on line. Basic standards, design guidelines and other programmatic elements will be needed to govern disposition of land in Districts designated for first phase marketing and disposition. It is anticipated that the newly created Stapleton development entity will play a significant role in crafting and implementing many of the elements of the land use regulatory structure.

of the site. How will regulation, market mechanisms and programmatic initiatives lead to reduced consumption of resources, support expanded economic opportunities and promote diverse, successful communities?

One major area of emphasis for the project is to substantially reduce the resources consumed and environmental impacts created by employment, housing and other human activity accommodated on the site. The project's basic resource management objectives can be summarized as reduce, reuse and recycle. This philosophy in turn can reduce waste volumes, emissions and other impacts. At the macro scale, the commitment to mixed use villages, intelligent infrastructure, diverse mobility options and restoration and preservation of natural systems will contribute significantly to achievement of these objectives. Beyond these commitments, however, the project also requires successful approaches at the scale of individual projects/developers/ businesses/households.



There is a role for regulation, market approaches and programmatic initiatives in achieving these objectives. Regulatory approaches will be important in areas such as defining overall urban design requirements, preserving solar access, establishing minimum energy and water efficiency standards for buildings, requiring waste separation and facilitating use of recycled materials in new construction. Market mechanisms will play an important role in pricing of resources, providing incentives to consumers and creating market demand for waste products and recycled materials. Programmatic approaches will be most appropriate in areas such as creating renewable energy demonstration projects, providing public education programs, forming a transportation management organization or facilitating recycling of construction waste.



Clearly these are but a few examples of a wide range of approaches that may be necessary for Stapleton to achieve its dual objectives of succeeding in the marketplace and succeeding as a model of responsible resource management. The mix of what is required, what is encouraged and what is actively promoted through programs will vary from one subject area to another. Only a flexible, user friendly and relatively comprehensive approach, however, will succeed in reducing resource consumption and environmental impacts over time.

Similar challenges and opportunities apply with respect to the program's social and economic goals. Objectives such as diversity, improved educational opportunities, job training and placement linkages and support for new forms of child and elder care cannot simply be mandated by regulation. Success in these areas will also require a mix of approaches, with a very heavy emphasis on programmatic activities and market mechanisms. As with resource management, it is essential that the underlying community structure be supportive of these objectives. Good land planning, infrastructure design and financial policies alone, however, will not insure successful communities that effectively address Stapleton's social and economic objectives.

Regulatory approaches can assist with such things as insuring a mix of housing types and densities, or requiring that commercial and public services be located where they are most accessible by foot and transit. Market mechanisms can provide support for private provision of childcare, elder care or specialty forms of housing (co-housing, continuing care environments, etc.). Many of these activities, however, will most likely be addressed through programmatic activities. For example, model education programs, training and placement linkages with the Lowry community college facilities or local youth involvement in site restoration and management will all require a programmatic base of some sort. Stapleton must become a place of innovation in terms of human institutions as well as physical development.