

BUCKLEY ANNEX *Redevelopment Plan*

Denver, Colorado
February 2008

Prepared for:
Secretary of Defense
Secretary of Housing and Urban Development

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City and County of Denver Community Planning and Development Agency

City and County of Denver Public Works Department

Lowry Redevelopment Authority Board of Directors

Lowry Redevelopment Authority Community Advisory Committee

Lowry Redevelopment Authority Planning/Disposition Subcommittee

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BUCKLEY ANNEX *Redevelopment Plan* Executive Summary



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Introduction and Purpose

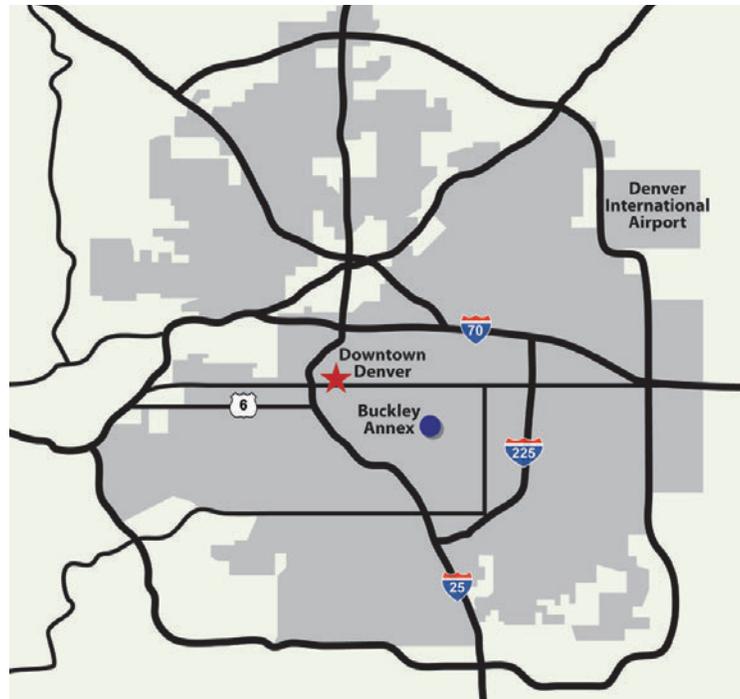
The Buckley Annex neighborhood creates a place where multiple generations of Denver residents can live, work, interact and play in a walkable and diverse environment. The neighborhood will be defined by its integration with and enhancement of the surrounding neighborhoods and by its offering of balanced and diverse housing choices; opportunities to replace lost jobs; and a variety of public spaces and civic destinations. As the regional population grows and causes stress on resources, our city adapts to create livable, vibrant neighborhoods which are defined by choices, quality amenities and a range of housing types. The Lowry Redevelopment Authority (LRA) together with four community task forces addressed these opportunities and challenges to create the Buckley Annex Redevelopment Plan.

Background

The 70-acre Buckley Annex property is the last remaining parcel of land held by the Department of Defense at the former Lowry Air Force Base in Denver, Colorado. The Buckley Annex currently contains the Denver Center of the Defense Finance and Accounting Services (DFAS) and the Air Reserve Personnel Center (ARPC). In November 2005, the decision to close the Denver Center of DFAS became law.

The Department of Defense recognizes a local redevelopment authority as the entity responsible for creating a redevelopment plan for closed facilities before property is transferred for development. The Office of Economic Adjustment (OEA) designated the LRA to manage the public process for the redevelopment plan and ultimately deliver a plan that balances the needs of the community, the Air Force and future developers. The LRA will not be the developer of the property.

Figure 1
Regional Context



Intent

This document captures the redevelopment planning effort for the Buckley Annex site in Denver, Colorado. In doing so, this document serves several purposes:

- Creates a vision for the property
- Frames the future dialogue between the Air Force, potential developer, the City and County of Denver, and the community
- Captures the community guidance and discussions
- Provides performance criteria for redevelopment of the site
- Illustrates plan conformance with HUD requirements

In addition, the LRA is establishing an enforceable agreement between the Air Force and the LRA. This agreement will enforce plan attributes and will set forth the process for how plan modifications may be made.

How to Use This Document

The following document provides varying layers of detail based on the needs of the user. The document is divided into three main components:

- Executive Summary – provides a general overview and critical exhibits describing the plan and planning process including: a summary of the project market analysis; description of the plan development process; presentation of the final plan; and recommended implementation strategies
- Body of the Report – provides significant findings and recommendations of the planning team related to the planning process with the community; site and market research; plan development; final plan; and implementation strategies

- Digital Appendices – provide technical and detailed background information on the compact disc found in the binder.

Site Location and Description

The Buckley Annex consists of 70 acres of land featuring one 600,000 square foot building and three ancillary buildings. The site is located within Denver, Colorado, between Quebec Street and Monaco Parkway (See Figure 1, Regional Context). The existing buildings primarily serve as office, storage and maintenance for the Air Reserve Personnel Center (ARPC) and the Defense Finance and Accounting Services (DFAS), as well as other smaller federal agencies.

Lowry Redevelopment Authority

The LRA is a non-profit, quasi-public organization established by the Cities of Denver and Aurora in August 1994 to redevelop the former Lowry Air Force Base using the Lowry Reuse Plan. The LRA serves as master planner and developer of the original 1,866-acre site (See Figure 2, Lowry Illustrative Plan).

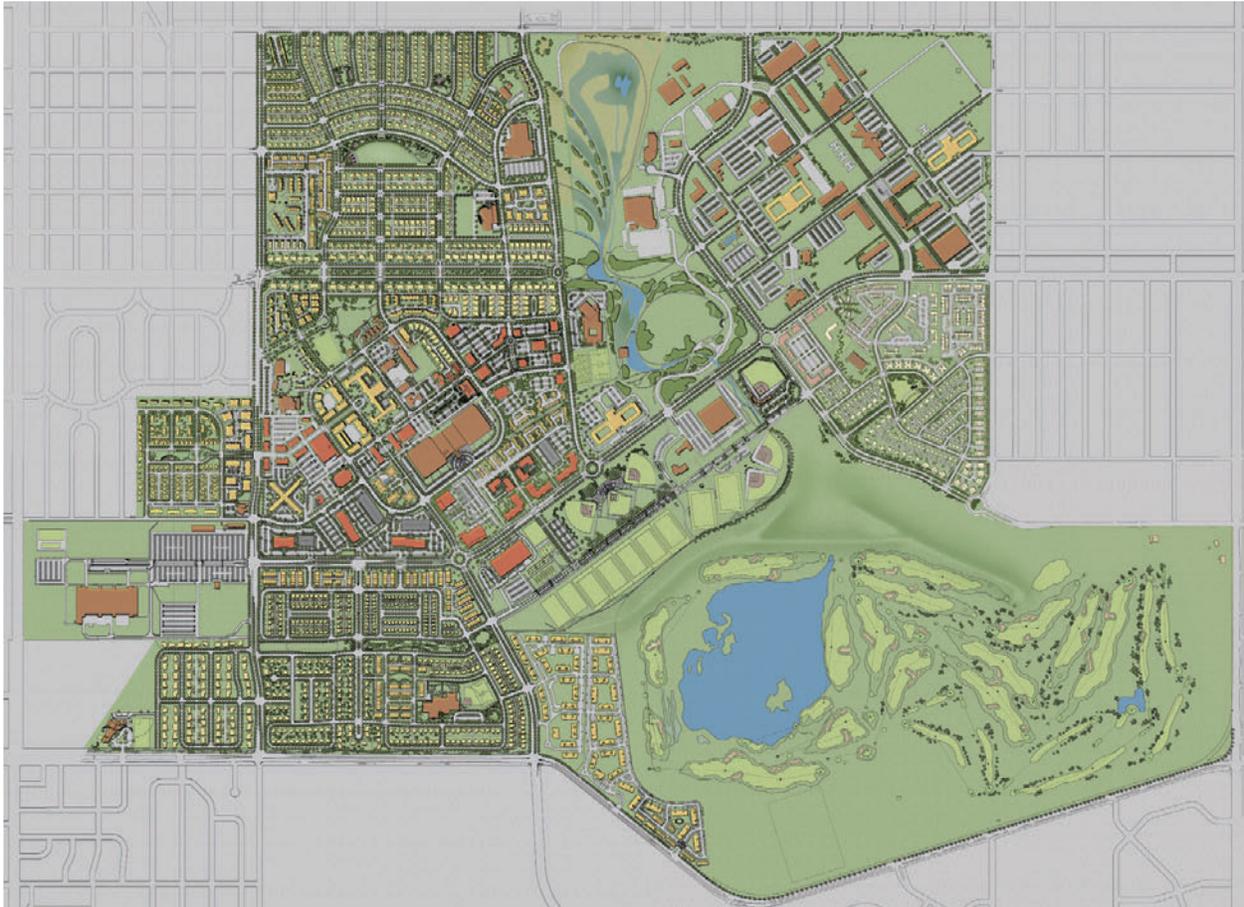


Figure 2
Lowry Illustrative Master Plan

The LRA's mission is to create a mixed-use, master planned community in metropolitan Denver where citizens can live, learn, work and play for generations to come. The Buckley Annex site was not anticipated to change uses at the time of the original 1,866 acre Lowry Community Reuse Plan. For the Buckley Annex site, the LRA has assembled a planning team to work with the community to prepare the redevelopment plan but will not be serving as master developer for the site.

Redevelopment Planning Process

Planning Team

The LRA assembled a planning team to prepare a redevelopment plan for the Buckley Annex site. The team consists of four consulting firms:

- Design Workshop provided land planning services.
- URS Corp. provided engineering services.
- Economic & Planning Systems (EPS) provided the market, financial and economic impact analysis.
- The Osprey Group facilitated the public involvement.

Task Force and Public Process

In the summer of 2006, the LRA, with the help and recommendations of area representatives, including Denver City Councilwoman Marcia Johnson, formed four community task forces to guide the Buckley Annex public process. The four task forces were Market Research/Economic Development, Housing, Transportation, and Planning. All neighborhoods surrounding Buckley Annex had representation on the task forces.

The task force process allowed small groups of volunteers to collaborate with the LRA and the planning team to understand the planning process, identify the opportunities and constraints faced by the site, and serve as an advisory committee to create a well-informed plan. All task force meetings were publicized and open to the public to attend, and many had opportunities for public comment. Through the process, modifications were made to the plan that reflected many of the comments. It is important to note that not all public comments could be addressed or were appropriate to be reflected in the plan; in fact, some comments were in conflict and could not be reconciled.

Vision

This section provides an overview of the context, vision and guiding principles of the Lowry Buckley Annex Redevelopment Plan.

Regional Framework

The Buckley Annex site occupies a central location in the Denver metropolitan area. Based on the site's close proximity to major employment and commercial areas such as downtown Denver (5 miles), Stapleton (2 miles), Fitzsimons (4 miles), the Denver Tech Center (6 miles) and Cherry Creek (2 miles), the site provides a prime infill opportunity to enhance the needs of residents and businesses of the region.

Community Framework

The Buckley Annex site is situated on the western edge of the Lowry community. Development at Lowry began in 1995 and the Lowry community has become a vibrant, mixed-use neighborhood where approximately 25,000 people live, work or go to school. Land uses immediately adjacent to the Buckley Annex site include single- and multi-family residential; a library; Crestmoor Park; an office building; and a private school. The Comparative Densities Diagram in Figure 3 further defines the adjacent land uses based on residential density. Early in the process, the planning team recognized the need to respect these adjacent uses and ensure that the plan had smooth transitions from existing neighborhoods to the proposed neighborhood.

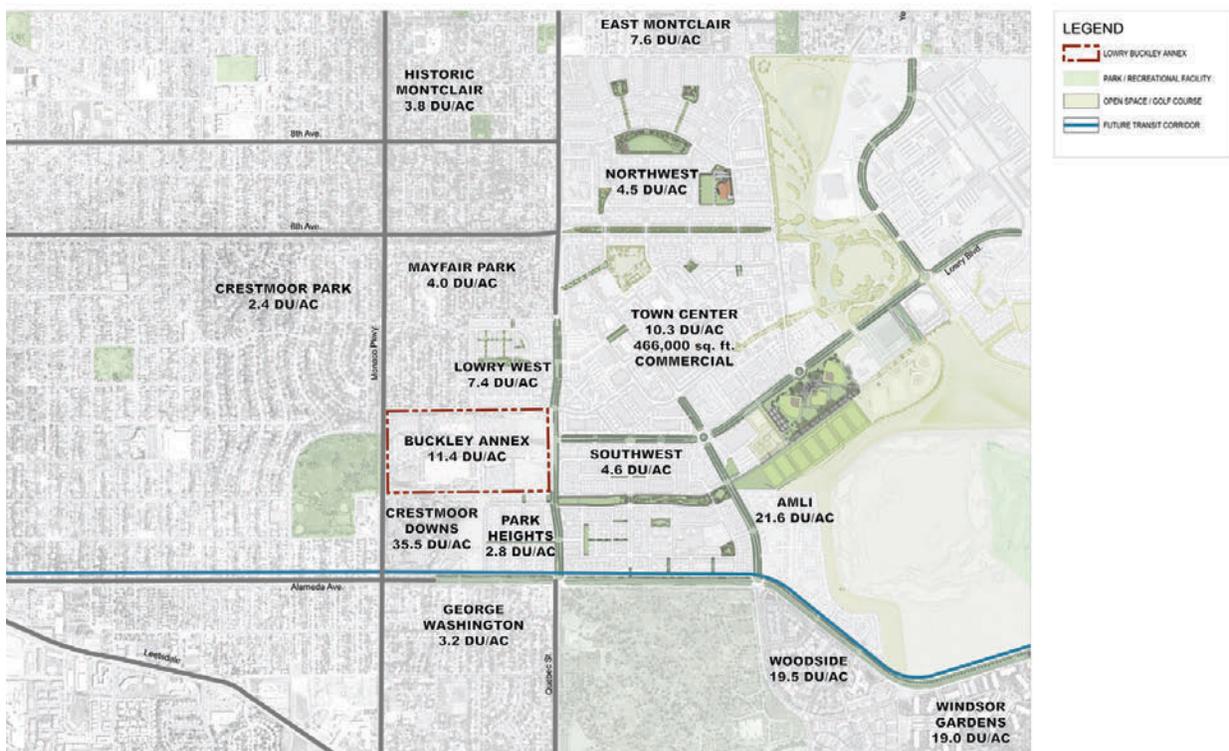


Figure 3
Comparative Densities Diagram

Stakeholders

Given the site's position as an infill site and current status as federal property, the planning team recognized the need to consider the objectives of a diverse group of stakeholders including the community, the Air Force and the U.S. Department of Housing and Urban Development (HUD), the LRA, the market and the City and County of Denver (See Figure 4 Stakeholders).

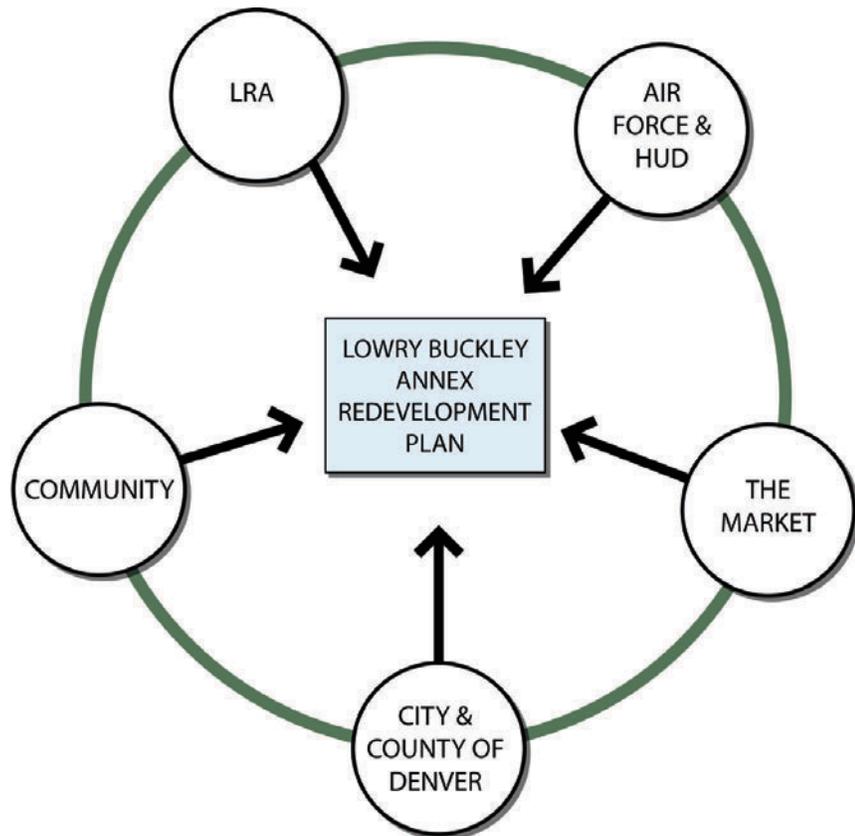


Figure 4
Stakeholders

Project Challenge and Vision

At the February 12, 2007 Task Force Meeting, the LRA, planning team, and the four task forces developed and refined a challenge statement and a subsequent vision to create a successful Buckley Annex Redevelopment Plan.

Project Challenge

How do we reconcile the priorities and expectations of a diverse stakeholder group to create a redevelopment plan for the Buckley Annex that is acceptable to the local community, any future developer(s) of the site, and the Air Force, and balanced within the physical limitations of the property?

Project Vision

We must investigate plan alternatives for the Buckley Annex that are marked by choices, offering jobs, diverse housing, a hierarchy of public spaces and civic destinations that appropriately balance the needs and wants of many interest groups and deliver quality and value and a clear path to implementation.

Guiding Principles

From this vision for the project, the planning team and task forces developed principles for the project to guide decisions regarding the redevelopment plan.

Market Research and Economic Development

- Leveraging existing assets will provide greater overall returns.
- Product diversity promotes higher absorption rates.
- Density will provide greatest return.
- Phasing can be used to advantage for overall dynamic markets, benching and ramped investment return.
- Maximize employment and benefits to city and community.
- Market will drive the outcome.

Transportation

- Transportation options support a diversified, local community, with access for non-motorized travel to the surrounding neighborhoods.
- Support alternative transportation and reduce automobile dependency.
- Connectivity to the surrounding neighborhoods is key to providing an efficient transportation network.
- Distribution choices promote efficient movement of people.
- A mix of land uses will distribute traffic throughout the day.
- Dense mixed-use development requires provision of pedestrian facilities and enhancements.
- Negative traffic impacts will be identified and mitigated to the extent possible.

Housing

- Consider a broad range of housing product types to attract and retain a vibrant and diverse community.
- Demand affordability across different spectrums of population and income levels.
- Ensure high quality residential development that will complement existing portions of Lowry and the surrounding neighborhoods.
- Integrate housing into a dynamic, mixed-use development.
- Relate housing types to surrounding residential context and promote appropriate affinities between building type and street types.
- Pioneer a project that anticipates the market condition and community of the future ten years out while building on the assets and value that have accrued at Lowry to date.

Planning

- A diverse mixed-use plan will be more sustainable in the market place.
- Communities are enhanced by integrating with neighboring areas and systems.
- Integrated and diverse uses promote walkability.
- A large site can accommodate a diversity of uses and presents opportunities for the creation of districts.
- A distinctive destination will draw and lend value to the larger community.
- The quality of open space should be enhanced by its adjacent land uses. Adjacent surroundings confer value on open space.
- Maximize connections into the surrounding areas for all transportation modes.
- Avoid traffic in neighborhoods.
- Direct high capacity traffic away from sensitive interfaces.
- Provide a little bit of both high density and low density housing.
- Use lower density to buffer sensitive uses.
- Meet neighborhood and area needs on-site.

Existing Conditions

The Existing Conditions Report (ECR) evaluates the buildings and infrastructure collectively described as the Buckley Annex. The site is comprised of a 600,000-square-foot building (Building 444) with 30,000 square feet of ancillary buildings (Buildings 407, 409, and 446) on a 70-acre site (See Figure 5, Existing Site). Buildings 444, 407, and 409 serve as office, storage, and maintenance for the ARPC and DFAS, while Building 446 is an abandoned wastewater pump house. The topography of the site is fairly flat, as it was a portion of a runway during the days of the Lowry AFB. The runway has long been abandoned and now serves as parking for Building 444. The only access to the site is from Quebec Street at Lowry Boulevard. Landscaped berms with mature trees buffer the adjacent community from the site on the west and north. A security fence surrounds the site.

The site, as currently utilized, is adequately served by both dry and wet utilities. The condition of the underground utilities is unknown at this time. The general age, alignment and unconfirmed quality of the utility systems makes water, sanitary, storm, and dry utility systems unlikely candidates for reuse.

Roads in the immediate vicinity of the project site consist of principal arterials (Monaco Parkway, Quebec Street and Alameda Avenue) and minor arterials (Lowry Boulevard), as well as collector (1st Avenue) and local streets. The current single point of access for the Buckley Annex is at the intersection of Quebec Street and Lowry Boulevard. The estimated historic peak average daily traffic (ADT) for the site was approximately 9,500 vehicles per day (based on traffic counts by CCD in 1992). At this time the building is only partially occupied and the ADT is approximately 6,000 vehicles per

day. The significant majority of traffic on the adjacent roads is “through” traffic not accessing the site.

The ECR evaluates the physical attributes of Building 444 and concludes that the building is suitable for reuse as a large office building, but can not be economically retrofitted into a parking structure, parceled into numerous individual users or partially demolished and used as a smaller building. The market analysis also showed a low reuse potential for Building 444 and the redevelopment anticipates demolition of the building, parking areas and roads. There is a potential to process the concrete rubble on-site and reuse the aggregate material in concrete or as road base.

Environmental conditions on the Buckley Annex site are documented by the Environmental Baseline Study (EBS) prepared by the Air Force. The property was identified as “uncontaminated property” in March 2007 (prior to completion of the EBS). The Colorado Department of Public Health and Environment (CDPHE) reviewed the Environmental Baseline Study in 2007 and did not agree with the Air Force’s determinations and returned it to the Air Force requesting additional information and coordination with previous studies. Prior to transfer of the land to a developer, CDPHE and the Air Force will need to reach agreement on the EBS and the conditions of an agreement for privatization of any required environmental cleanup or a plan for the Air Force’s remediation of the outstanding environmental issues.



Figure 5
Existing Site

Economic and Demographic Conditions

This section provides an overview of the economic and demographic conditions related to the Lowry Buckley Annex Redevelopment Plan.

1. The Buckley Annex site is located in a desirable neighborhood with strong market demand for residential development making the site a prime location for construction of a variety of residential product types.
2. The Buckley Annex site can support the growth of additional neighborhood community oriented retail uses to serve the surrounding community; however, the existing competition and supply limits the amount of retail recommended for development on the site.
3. The Buckley Annex site does not have the right characteristics to become a major business or office park. However, the site has the opportunity to continue to capture additional users from the niche market created by the existing Lowry development.
4. Demolishing the existing Building 444 and clearing the site for redevelopment provides the greatest site design and planning flexibility. The added developable land allowed by clearing the site will more than cover the cost to demolish the building.
5. Environmental cleanup efforts, if required by the CDHPE to meet standards for the intended land uses, will be performed by and paid for by the USAF.

Plan Development Process

The project challenge statement, vision and principles outlined previously guided the subsequent planning process. With task force guidance and community input, the planning team iterated and refined the plan before arriving at the Final Buckley Annex Redevelopment Plan. Plan development and refinement occurred in four distinct phases:

- The Three Concept Alternatives Considered Initially
- The Two Preliminary Plan Alternatives
- The First Draft Redevelopment Plan
- The Second Draft Redevelopment Plan

Redevelopment Plan

This section illustrates the Redevelopment Plan and provides an overview of some of the plan requirements and recommendations. The information is organized in eight subsections:

- Introduction
- Plan Overview
- Plan Subareas
- Land Use and Development Summary
- Building Height
- Urban Design Elements
- Final Buckley Annex Redevelopment Plan Public Comment
- Plan Evolution

Introduction

The final Buckley Annex Redevelopment Plan evolved from task force principles and the need to balance the interests of diverse stakeholders. In balancing these interests, the plan must provide an appropriate yield that will offset the redevelopment costs and achieve a great neighborhood that integrates with the existing community.

The LRA and planning team presented the final redevelopment plan at the November 14, 2007 Task Force and Public Meeting. Based on public comment from the November 14 meeting, the planning team presented refinements to the allowed building heights at the December 18, 2007 Lowry Community Planning/Disposition Subcommittee and Lowry Community Advisory Committee (CAC) Meeting and at the January 29, 2008 LRA Board Meeting.

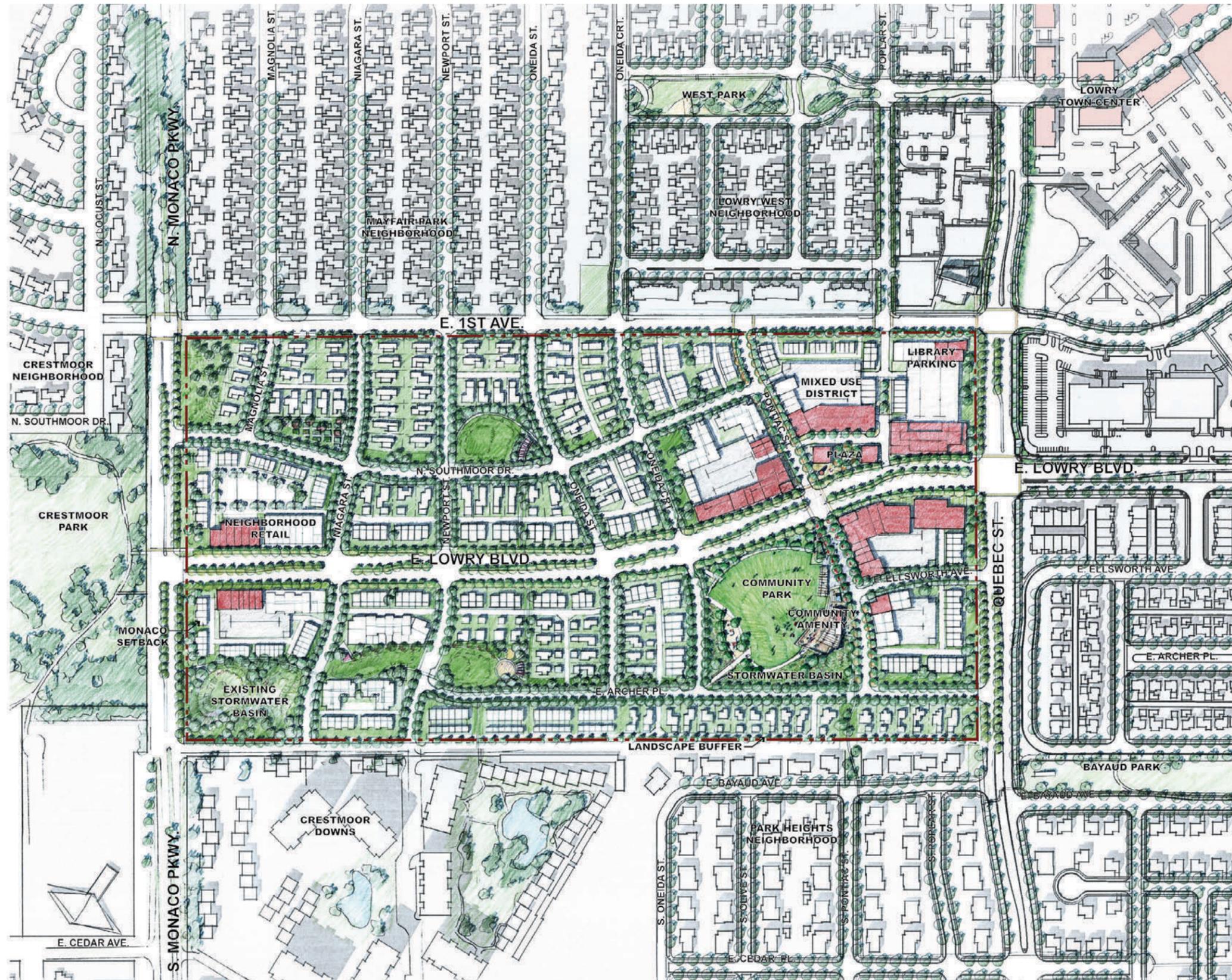
All written and oral comments regarding the final Buckley Annex Redevelopment Plan were recorded. While task force guidance and public input resulted in modifications to the plan that reflected many of the comments, it is important to note that not all public comments could be addressed or were appropriate to be reflected in the plan; in fact, some comments were in conflict with other public comments. However, by balancing the diverse interests, the plan at its core reflects the successful vision of Lowry with diverse housing types, great public spaces and amenities, and opportunities to replace lost jobs.

Plan Overview

Illustrative Plan

The Buckley Annex Illustrative Redevelopment Plan (See **Figure 6**, Illustrative Redevelopment Plan) builds upon the success of Lowry to create a neighborhood that integrates with the surrounding community. The Illustrative Redevelopment Plan provides the vision for how this neighborhood could be developed as a vibrant community hub that will serve multiple generations both inside and outside the neighborhood. The plan is defined by its choices including two mixed-use nodes united by a townhome boulevard and surrounded by a range of attached and detached homes oriented to open space and walkable streets.

Figure 6



LEGEND

- EXISTING LOWRY TOWN CENTER
- PROPOSED RETAIL
- PARK, OPEN SPACE AND STORM WATER DETENTION
- SITE BOUNDARY

Transportation Network

Based on the principles set forth by the Transportation Task Force, the transportation network (See **Figure 7**) creates the framework for a functional community that is accessible by multiple forms of transportation and integrated with the surrounding community:

- Buckley Annex streets connect to the neighboring Denver street grid. Internal to the site, street alignments are slightly curvilinear to create attractive streetscapes and blocks are aligned for optimal solar orientation.
- Lowry Boulevard extends through the site as the primary east-west arterial spine connecting the site to north-south arterials and serving as a gateway into the community.
- With the extension of Lowry Boulevard, 1st Avenue relinquishes its role as a regional east-west traffic corridor and will now serve as a residential collector street, enhanced with pedestrian bulb-outs, streetscaping and on-street parking.
- Assuming 800 residential units and 175,000 square feet of commercial space, traffic modeling indicates that the proposed land uses in 2030 will generate 9,500 trips per day – the same traffic generated by the 600,000 square foot Building 444, were it to remain as an occupied office building. Traffic generated by the Buckley Annex DFAS operations was accounted for in the 1995 Lowry Infrastructure and Transportation Master Plan. Traffic related to the Redevelopment Plan is projected to generate between 5 and 12 percent of the total traffic on adjacent streets, depending on which street the traffic is projected for.
- In conjunction with the land use plan, the transportation network creates the framework for enhanced opportunities for bus service and a main east-west bicycle route through the site.
- Through the task force process, Denver staff and Denver City Council, represented by Councilwoman Marcia Johnson, indicated a commitment on the City's part to fund and conduct in the near future (possibly starting late 2008) a formal study of Quebec Street that would examine the impacts and benefits of public improvements to transportation in the corridor.

Transportation Network Community Concerns

Many members of the public who attended Buckley Annex meetings and/or provided written comment expressed concern about the traffic impact from the Buckley Annex site on the surrounding neighborhoods with regard to cut-through traffic on existing local streets and potential added congestion on the arterials of Quebec Street, Monaco Parkway, Alameda Avenue, E Fairmount Drive and Lowry Boulevard.

The planning team recognizes these concerns, but is moving forward with the plan based on the following reasons:

- Efforts have been made to minimize cut-through traffic where it has been identified as a potentially significant problem.
- The proposed plan is estimated to generate approximately the same amount of daily traffic as the DFAS operations at peak occupancy.

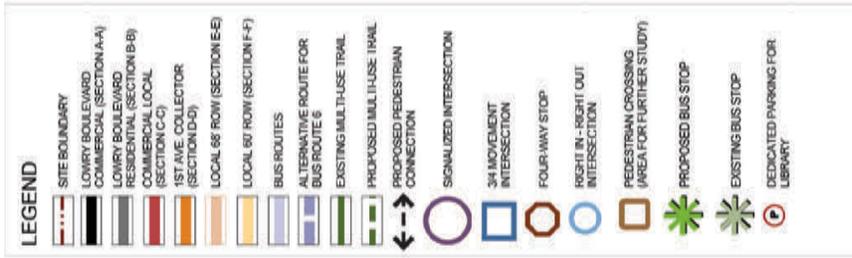


Figure 7
Transportation Hierarchy Diagram

Open Space Network

The Lowry Buckley Annex Redevelopment Plan offers existing and future residents an open space network (See **Figure 8**) that builds upon Lowry's diverse park system, connects the Buckley Annex to surrounding neighborhoods and the larger open space network, and integrates stormwater detention. Key features of the open space system focus on celebrating community spirit, creating identity and connecting people:

- A community park shall be created within the mixed-use district to provide a setting that does not exist in the area today – a gathering place for the larger community where multiple generations can enjoy movies, concerts and recreation surrounded by a variety of land uses that give life to the park.
- A plaza should be incorporated within the Community Park Mixed-Use Subarea to provide the community with opportunities for festivals, café seating and public art while also providing relief and variety to the streetscape.
- A series of pocket parks shall be developed to create identity and to provide a common landscape for smaller neighborhoods while also integrating stormwater detention requirements.
- The existing trees on the site should be saved or transplanted to the extent practical to enhance the character of the new neighborhoods (See **Appendix C.2, Tree Survey**).
- The mature vegetation and berm on the northwest corner of the site shall be preserved.
- A pedestrian and bicycle network provides external connections as well as an internal circuit that links pocket parks while providing opportunities for innovative stormwater management.

Open Space Network Community Concerns

- A few members of the public expressed that they felt the proposed park areas are not large enough for the proposed density. The planning team believes that with 19% of the total site as parks, open space and detention, there will be adequate open space for the proposed density.
- Another member of the public has expressed a desire for the existing stormwater basin on the southeast corner of the property to be kept as is. The planning team recognizes the concern, but notes that the western detention pond was kept in the plan because it contains mature vegetation. The eastern pond contains no vegetation except turf. While it may attract some birds, this type of temporal water body without mature vegetation serves little to no beneficial value for habitat. In reconfiguring and redesigning the detention on the eastern side of the site, the planning team creates usable open space (a desire the task forces initially identified) and possibly creates areas that are more beneficial to wildlife and water quality.

Plan Subareas

Intent

The plan for the Buckley Annex recognizes that remarkable neighborhoods are both cohesive and diverse. A series of six subareas of the Buckley Annex neighborhood provide definition and variety to the Buckley Annex Redevelopment Plan (See Figure 9 Subarea Boundaries).

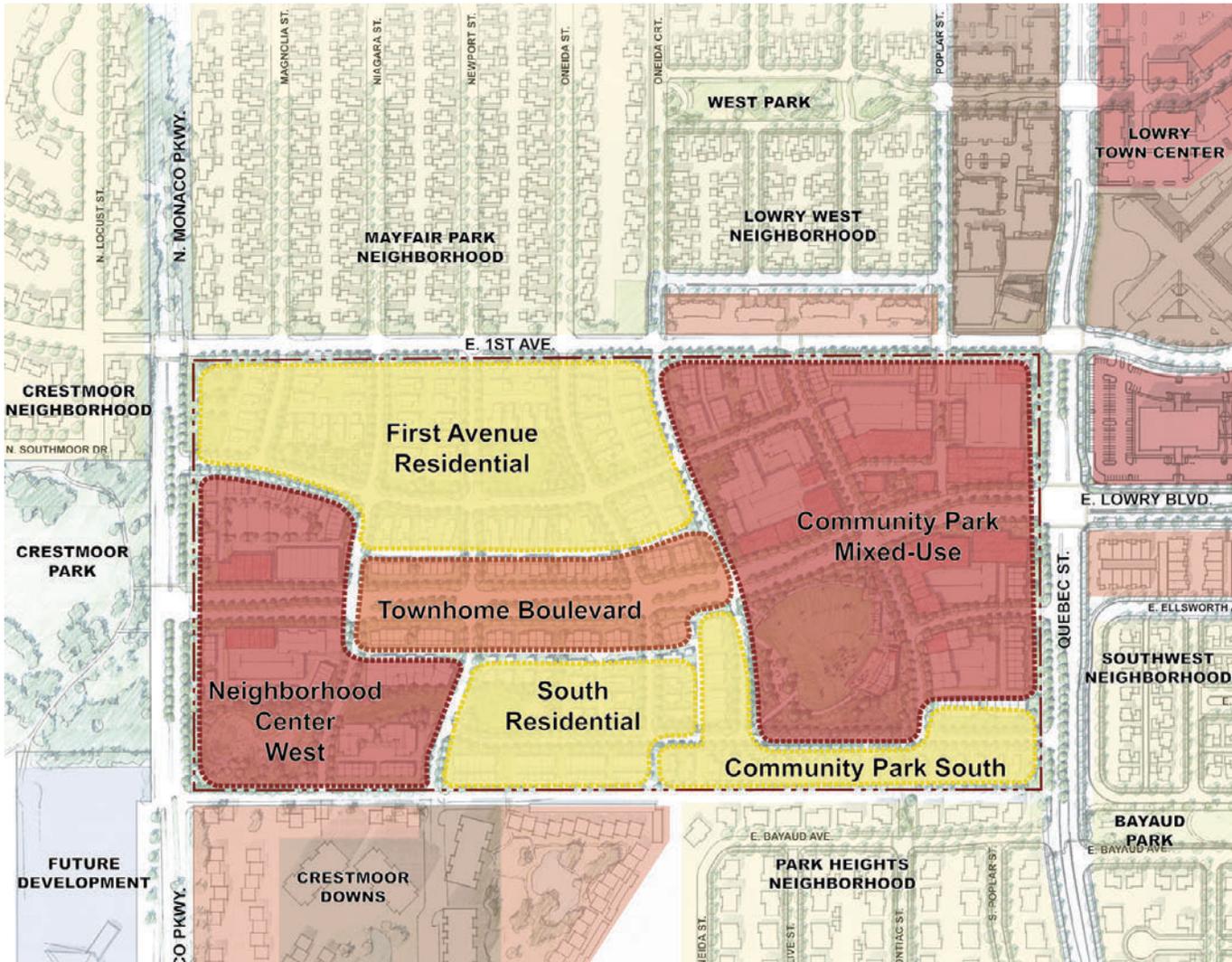


Figure 9
Subarea Boundaries

Community Park Mixed-Use Center

The Community Park Mixed-Use Center serves as a community-wide gathering place that is defined by a significant community park and plaza; new opportunities for park-side retail; and multifamily and single-family residences that look onto the park and plaza. The site provides the opportunity for a community facility within the park as illustrated in **Figure 10**, a perspective view of the mixed-use center and community park. The area for additional library parking shall also be provided in the northeast corner of this subarea to support the existing Schlessman Library at the intersection of 1st Avenue and Quebec Street and to create synergy between library users and the new mixed-use center.



Figure 10
Perspective of Mixed-Use Center

Community Park South

The Community Park South subarea presents an opportunity for single-family attached and detached homes to enjoy a prime location on the community park and serve as a transition to the existing Park Heights neighborhood to the south. This subarea also provides a pedestrian connection that directly links the Park Heights neighborhood to the community park.

Townhouse Boulevard

The Townhome Boulevard subarea connects the entire neighborhood by defining Lowry Boulevard as a comfortably-scaled, urban townhome district. Townhouses overlook a tree-lined median where bikers, joggers and walkers pass by using the trail to and from Crestmoor Park, neighborhood retail, the community park and the surrounding neighborhoods. A perspective view of the Townhome Boulevard is illustrated from the community park in **Figure 11**.



Figure 11

Perspective of Townhome Boulevard from the Community Park

Neighborhood Center West

Overlooking Crestmoor Park, the Neighborhood Center West subarea offers an opportunity to provide small-scale retail on Lowry Boulevard with townhome and multifamily residential in close proximity to Crestmoor Park. The current character along Monaco Parkway is respected through a 35' setback and the preservation of the existing stormwater basin.

First Avenue Residential

The First Avenue Residential subarea is a residential area focused on pocket parks and walkable streets that connect to the existing Mayfair Park and Lowry West neighborhoods. This relationship is illustrated in **Figure 12**, a perspective view of the First Avenue Residential subarea. An enhanced 1st Avenue streetscape further integrates the three neighborhoods.



Figure 12
Perspective of First Avenue Residential Subarea

Areas for Further Study

The plan currently illustrates the removal of the existing 1st Avenue berms between Niagara Street and Oneida Court. This is based on input from the Mayfair Park neighborhood that the preservation of the berms would cause a barrier between the two neighborhoods and continue to shade 1st Avenue causing icy conditions. However, potential grading difficulties due to the removal or preservation of the berms need further study, and other neighbors expressed a desire for the berms and trees to remain in-place. It is recommended that the future developer of this site revisit the berm decision after more detailed grading studies have been completed.

South Residential

This residential area focuses on single-family detached and attached homes connected by a linear park system to the neighborhood center to the west and the community park to the east. Townhomes on the southern edge provide a transition from the higher density uses in Crestmoor Downs to the south of the site.

Land Use Plan and Development Summary

The Buckley Annex Redevelopment Plan provides the opportunity to serve a range of housing, retail and employment needs with up to 800 residential units and two areas for mixed-use commercial space. The Land Use Plan in **Figure 13** describes the plan with four land use categories:

- Mixed-Use (including residential, retail, office and civic opportunities)
- Medium-Density Residential (including single-family detached, single-family attached and multifamily residential)
- Low-Density Residential (including single-family detached and single-family attached residential)
- Park, Open Space and Stormwater Detention

Land Use and Development Summary Community Concerns

While most task force members were in support of the proposed residential density, the majority of written and spoken public comment on record was in opposition to the proposed density.

- Many of those commenting in opposition to the proposed residential density expressed concern about the impact of the proposed density on traffic congestion.
- Some expressed concerns that the proposed density will hurt their property values.
- Several expressed concern about the impact of the proposed density on pollution and noise levels.
- Several expressed a preference for a 450 to 500 residential unit limit.
- Several expressed concern that the proposed density is not appropriate because there is not mass transit service in the area.

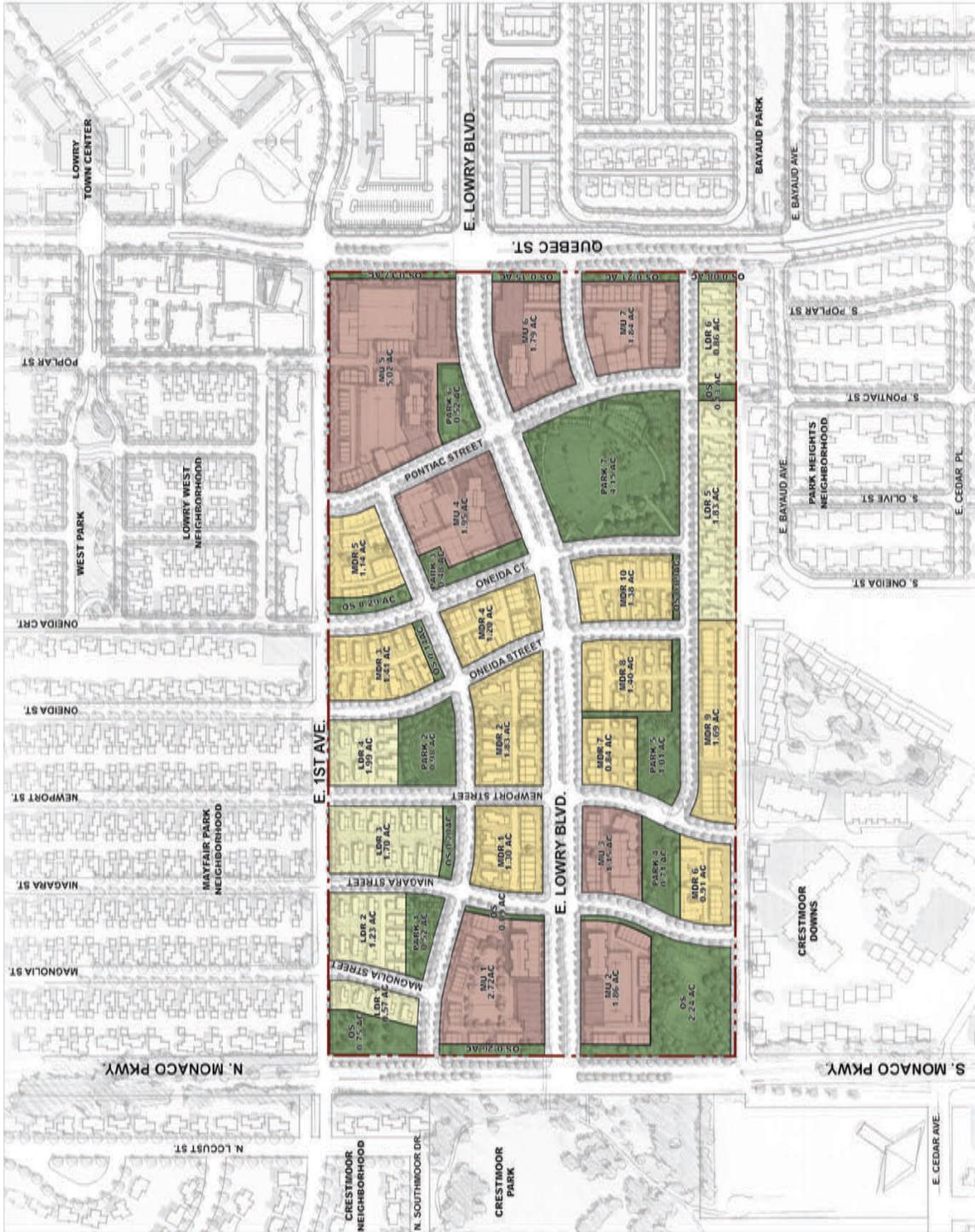
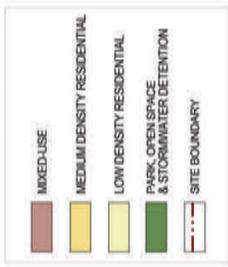


Figure 13
Land Use Plan

Building Height

The Buckley Annex Redevelopment Plan establishes that building heights shall not exceed a 65-foot height limit for portions of the mixed-use and internal residential areas as depicted in **Figure 14, Building Height Zones**. By comparison, the current Lowry Design Guidelines state a maximum building height of four stories or 60 feet.

If a future developer desires to build higher than 65 feet, the developer shall engage in a community-based public process to justify the need for taller buildings. Buildings exceeding 65 feet shall be approved only under the following conditions:

1. The proposed buildings are within the appropriate locations shown in **Figure 14, Building Height Zones**.
2. The developer engages in a community-based public process to justify the need for taller buildings:
 - The area(s) that has (have) a building(s) taller than five stories is (are) zoned as a Planned Unit Development (PUD), or zoning specifically tailored for that area, through the City and County of Denver; and
 - The proposal is overseen by Councilwoman Marcia Johnson's Buckley Annex Community Advisory Committee or its successor.

This flexibility will allow a developer to adjust to changing market conditions, and will help ensure a quality development that complements and enhances the surrounding neighborhoods in and around Lowry.

Further, building heights shall not exceed two to three stories on most of the edges of the Buckley Annex property and then should increase in height so that taller buildings are located toward the interior of the site as depicted by **Figure 14, Building Height Zones**. This strategy allows the development to limit exposure of taller structures to adjacent neighborhoods.

Building Height Community Concerns

The proposed heights for the Buckley Annex Redevelopment Plan have elicited some concern from some members of the public:

- Some members of the surrounding community expressed that a 65-foot building is still out of character for the area and that the maximum height should be between 35-feet to 45-feet.
- One member of the surrounding community expressed concern about the opportunity for a developer to pursue buildings taller than 65-feet.

LEGEND

- PARKS, OPEN SPACE & DETENTION
- TWO STORY MAXIMUM
- THREE STORY MAXIMUM
- 65' HEIGHT MAXIMUM
- CONDITIONAL ALLOWANCE OF BUILDINGS TALLER THAN 65 FEET*
- SITE BOUNDARY

* If a future developer desires to build higher than 65 feet, the redevelopment plan will require the developer to submit a site-specific, site-based public process to justify the need for taller buildings. The locations of any taller buildings would be restricted to the area defined in this diagram. The process for taller buildings will include a PID, or zoning specifically tailored for that sub-area, through the City of Denver, and Councilwoman Johnson's Buckley Annex Community Advisory Committee that she is currently forming.

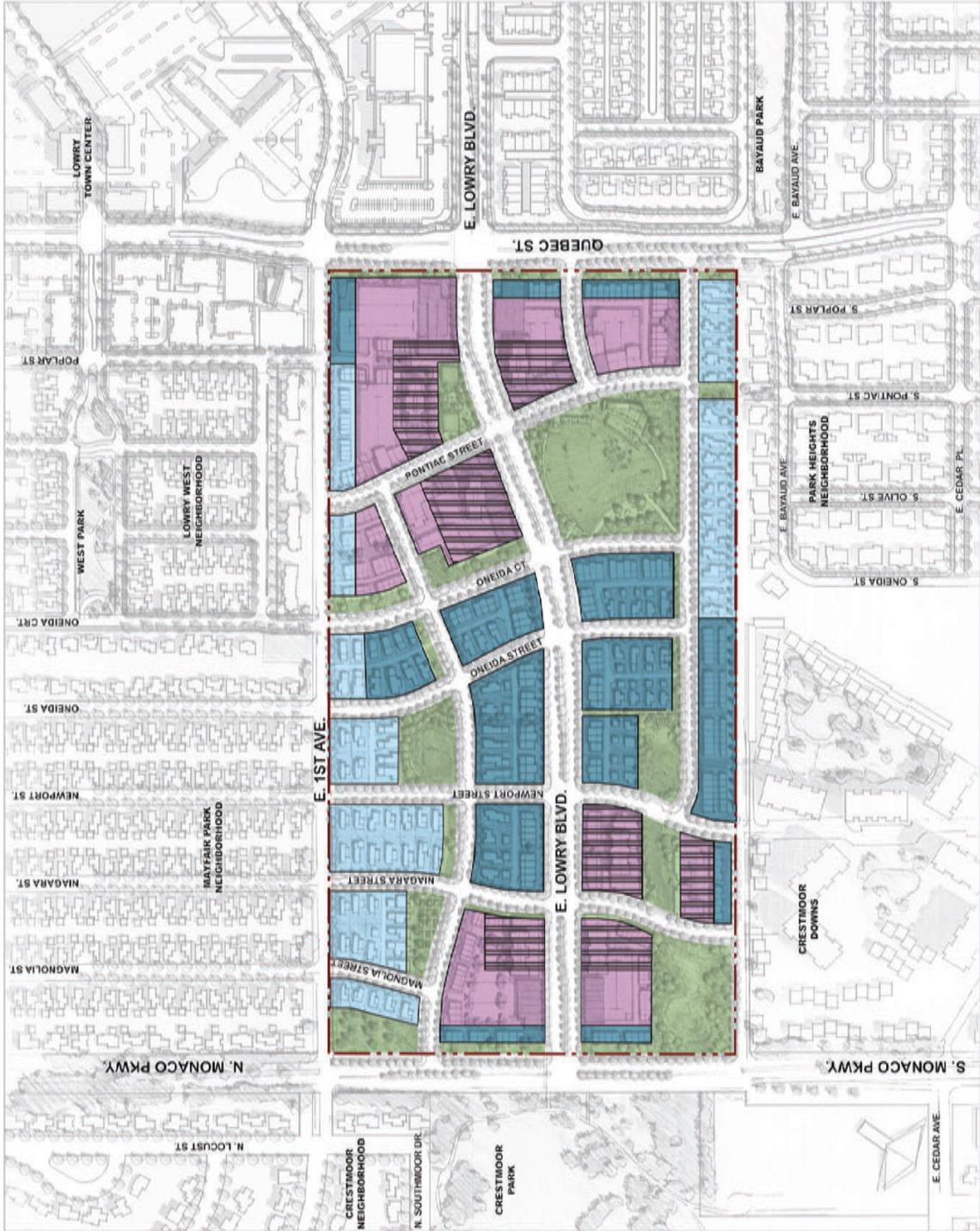


Figure 14
Building Height Zones

Urban Design Elements

Design Guidelines

To build upon the success of the Lowry community, design guidelines shall be developed that are in substantial conformance to the existing Lowry Design Guidelines with the following exceptions:

- Modify the building height limitation to allow buildings up to 65 feet in height.
- Improve guidelines based on new knowledge of building technologies and the lessons of what has and has not worked well in the development of Lowry.

Councilwoman Marcia Johnson has created a Community Advisory Committee to help guide the creation of Design Guidelines. Design Guidelines shall be developed during the General Development Plan and rezoning process.

Final Buckley Annex Redevelopment Plan Public Comment

The task forces and the public provided written and spoken comments regarding the Final Redevelopment Plan. Written comments were recorded from November 7 to January 1. Spoken comments were recorded at the final task force and public meeting on November 14, 2007. Both written and spoken comments are summarized in **Chapter F, Redevelopment Plan**. For detailed written and spoken public comment records, please refer to **Appendix A.1**.

Summary of Plan Evolution

While not all community input could be incorporated into the Redevelopment Plan, the planning team made significant changes based on task force and public input to arrive at a plan that balances the interests of the local community, the Air Force and the U.S. Department of Housing and Urban Development (HUD), the LRA, the market and the City and County of Denver. The Plan Evolution Diagram in **Figure 15** outlines 31 plan elements that the members of the task force and public influenced.



Concept Plan Alternative 2 (April 19, 2007)

PLAN EVOLUTION Task Force & Public Influence

1. Respect adjacent neighborhoods by mirroring existing land uses
2. Provide library parking
3. Turn 1st Avenue into a residential street
4. Create usable open space
5. Provide a community facility, park, and plaza
6. Curve Lowry Blvd.
7. Establish a Townhome District on Lowry Blvd.
8. Distribute traffic to minimize effects on individual streets
9. Structured parking is preferable to surface parking, particularly on the edges of the site
10. Housing above retail provides opportunity to capture views, overlook park, and give life to parks
11. Remove Building 444 (DFAS Building)
12. Modify the street grid to make more interesting places and experiences
13. Maintain a 35' Monaco setback
14. Maintain a 35' Quebec setback
15. Revise retail location and amount on western side
16. Locate community park away from Cresmoor Park and near Park Heights neighborhood
17. Commercial uses should primarily front Lowry Boulevard
18. Locate formerly homeless housing away from the existing affordable First Avenue Townhomes
19. Provide a Park Heights landscape buffer
20. Preserve the western stormwater basin
21. Orient blocks for optimal solar orientation
22. Enhance options for residents, neighbors, and small business owners by providing additional retail choices
23. Front Quebec Street with single family attached residential
24. Reconfigure Poplar Street connection
25. Locate taller buildings internal to the site and build height toward Lowry Blvd.
26. Remove the northbound right turn-lane from Monaco Parkway onto 1st Ave to reduce traffic on 1st Ave
27. Investigate the preservation of the 1st Ave berms
28. Identify trees to save in-place and transplant through a tree survey
29. Provide a right-in, right-out intersection at Quebec St. and E. Archer Place
30. ~~Building height should be no taller than the Hangar with four total buildings having a 7-story maximum and two total buildings having a 6-story maximum. Create a maximum 65-foot height limit for select areas of the site and two- to three- story limits for the rest of the site. If the future developer desires to build higher than 65 feet, the redevelopment plan requires the developer to engage in a community-based public process to justify the need for taller buildings.~~
31. Allow no more than 800 residential units (reduced from 1200 units)



Final Redevelopment Plan (November 6, 2007)

Figure 15
Plan Evolution

Public Benefit Conveyances and Affordable Housing

Public Benefit Conveyances

Process Overview

The Department of Defense makes military property available to communities for many public purposes. Nonprofit organizations can acquire property through a process called a public benefit conveyance (PBC). In 2006, the LRA administered the federal PBC process. The LRA received two notices of interest (NOIs) from organizations. One was from the Denver Public Library, and the other was from a consortium of 12 homeless providers.

Submission

The Denver Public Library submitted an NOI in a PBC for two acres of land near 1st Avenue and Quebec Street for a parking lot to support the Schlessman Family Branch Library.

Public Benefit Conveyance Recommendation

During the plan development process, it was determined that the Denver Public Library's request for additional library parking for the Schlessman Family Branch Library would be better handled as an obligation of the Buckley Annex Redevelopment Plan instead of a PBC. For additional information regarding this PBC, see correspondences from the Denver Public Library, Department of Education and the LRA in **Appendix G.1**. For more information regarding how 70 additional library parking spaces will be incorporated into the Redevelopment Plan, refer to the Community Park Subarea section of Chapter F, Redevelopment Plan.

Affordable Housing

Homeless Submission Plan

In 2006, the LRA administered the federal PBC process, which can make surplus federal property available to qualifying nonprofit organizations and homeless assistance providers. The LRA received NOIs from the Buckley Annex Homeless Consortium, Inc., a consortium of 12 homeless providers. The consortium requested a total of 298 housing units on a total of 15 acres.

Homeless Submission Plan Analysis

The planning team conducted an analysis of the financial and operational feasibility of the components of the homeless housing submittal provided by the Buckley Annex Homeless Consortium. This analysis indicated that the funding structures for the components of the application are viable and the feasibility of the application is sound based on the information provided. The members of the Buckley Annex Homeless Consortium have many years of experience in developing and managing properties in Colorado. This track record would indicate that the Consortium members are well positioned to execute a program of housing and services for the homeless population in the vicinity of the Buckley Annex. The analysis of the homeless applications also examined the need for homeless housing for various categories in the areas surrounding the Buckley Annex facility. This

“gap analysis” reveals that families with children face the most severe shortages of suitable housing.

Homeless Submission Plan Recommendation

Based upon input from the Housing Task Force and Consortium, the redevelopment plan requires a total of 20 rental units for homeless families as part of a mixed-income development located on a 1.5 acre site within the Buckley Annex site. Four potential locations have been identified for the mixed-income development (See Chapter G, Figure G-1).

Affordable Housing Recommendation

The homeless housing recommendation is a part of a larger affordable housing program for the site that includes both affordable for-sale and for-rent residential units.

For Sale

The Buckley Annex Redevelopment Plan shall provide affordable for-sale housing as required by the City and County of Denver’s Inclusionary Housing Ordinance definitions. The City’s requirements are designed to promote the development of affordable housing for the City’s essential workforce, which includes teachers, police officers, fire fighters, and health care workers.

For Rent

In addition to the affordable for-sale units, the Buckley Annex Redevelopment Plan shall provide a total of 10 percent of the for-rent units as affordable. The 20 units of housing for formerly homeless families are included in the 10 percent affordable for-rent requirement. The remaining affordable for-rent units shall be provided for residents at incomes of 60% or less AMI.

Economic Impact and Financial Analysis

Economic Impact Analysis

1. Approximately 930 of the existing 1,960 employees at Buckley Annex are expected to remain in the Denver metropolitan area retaining nearly \$47 million per year in wages. These jobs will support an additional 728 jobs through indirect and induced effects with an additional \$50 million in wages per year.
2. Redevelopment of Buckley Annex will generate approximately \$2.0 million in property tax annually at build-out (estimated in 2021) increasing from \$86,000 in the initial years. In addition, the site will generate approximately \$8.1 million in sales tax over the initial 10 years with an estimated \$2.1 million in annual sales tax revenue at build-out.
3. At build-out the redevelopment is expected to include approximately 400 jobs, which will support an additional 346 jobs through indirect and induced effects.

4. Construction of 800 residential units and 175,000 square feet of retail/commercial space over a 10 year period costing an estimated \$196.3 million will support approximately 3,429 construction and related jobs, \$435.2 million in direct, indirect, and induced impacts on the regional economy of which \$137.8 million will be paid as wages to employees.
5. A number of resources at the local, state and federal levels can provide a variety of assistance to workers displaced by the closing of the Buckley Annex building. Specifically, the State of Colorado, City and County of Denver, U.S. Department of Labor, Priority Placement Program, and Community College System provide assistance to displaced workers in the Denver area.

Financial Analysis

The development of the preferred alternative included a residual land value analysis whereby the cost to develop the site is subtracted from the revenue generated by the proposed development. The residual, or left over portion, is the estimated value of the land based on the proposed development program. Based on the proposed redevelopment plan, which calls for a cap of 800 residential units and approximately 200,000 square feet of commercial development, the residual land value analysis is estimated at approximately \$6.7 million in value or \$4.20 per developable square foot. This estimate of land value suggests that the proposed development program is financially feasible and can adequately fund the redevelopment of the parcel.

Implementation Strategy

Conveyance Plan

Sale/Transfer Options

The LRA acquired portions of the 1,866-acre Lowry property under an economic development conveyance from the Air Force, which is an allowed BRAC transfer method. The Air Force has indicated they now prefer to sell property directly to private developers through a public sale such as an auction. In the case of the Buckley Annex, the OEA has designated the LRA as the local planning agent, but the Air Force will sell the Buckley Annex property directly to a private company or companies for development. There are several sale/transfer options that could be used:

- Property Sales and Disposition
- Negotiated Sales
- MILCON Exchange

Phasing

Pre-development activities could start as early as summer 2009 (if development is phased) or it could be several years before a developer starts any work at Buckley Annex. The Department of Defense aims for closures to occur within three years, though federal law allows for up to six years. The Buckley Annex redevelopment may be done in phases, and there may be an opportunity to develop the eastern third of the site while Building 444 is still housing federal employees.

City Plans and Entitlement

The General Development Plan (GDP), the zoning, site plan approval and platting are the four City and County of Denver entitlements that will be required on the site prior to development activities being undertaken. These entitlements could be initiated by and have involvement by four logical parties - the LRA, Air Force, City and County of Denver, or the future purchaser/developer.

Zoning

At this preliminary stage in the process and due to the planning team's limited knowledge of what a developer will actually need for the zoning, the planning team recommends that the future developer should pursue the zoning for the uses on the site. There may be circumstances where by the zoning could be pursued earlier.

General Development Plan

The planning team recommends that the GDP process be initiated as follows once the Redevelopment Plan is approved by HUD and the Air Force:

1. The GDP scope should focus on a conceptual land use plan, open space areas, a street plan, a traffic study and general infrastructure.
2. If the GDP is to be initiated prior to a developer selection, the LRA believes that parameters such as unit count or density are better determined during the zoning process and should not be included in the GDP.

Chapter A

Introduction & Purpose



The Buckley Annex neighborhood creates a place where multiple generations of Denver residents can live, work, interact and play in a walkable and diverse environment. The neighborhood will be defined by its integration with and enhancement of the surrounding neighborhoods and by its offering of balanced and diverse housing choices; opportunities to replace lost jobs; and a variety of public spaces and civic destinations. As the regional population grows and causes stress on resources, our city adapts to create livable, vibrant neighborhoods which are defined by choices, quality amenities and a range of housing types. The Lowry Redevelopment Authority (LRA) together with four community task forces addressed these opportunities and challenges to create the Buckley Annex Redevelopment Plan.

This chapter provides an overview of the intent and use of this Buckley Annex Redevelopment Plan document as well as a description of the Buckley Annex site and its facilities. It also includes a description of the organizational structure and process used by the Lowry Redevelopment Authority to create the Buckley Annex Redevelopment Plan. The information is organized in six subsections:

- Background
- Intent
- How to Use This Document
- Site Location and Description
- Lowry Redevelopment Authority
- Reuse Planning Process

Background

The 70-acre Buckley Annex property is the last remaining parcel of land held by the Department of Defense at the former Lowry Air Force Base in Denver, Colorado. The Buckley Annex currently contains the Denver Center of the Defense Finance and Accounting Services (DFAS) and the Air Reserve Personnel Center (ARPC). In November 2005, the Department of Defense Base Realignment and Closure Commission's recommendation to close the Denver Center of DFAS and move the ARPC from the Buckley Annex property to Buckley Air Force Base was accepted by Congress and the President.

The Department of Defense recognizes a local redevelopment authority as the entity responsible for creating a redevelopment plan for closed facilities before property is transferred for development. This provides one local point of contact for the Department of Defense (DoD) as well as efficient property transfer and community consensus for development plans. The process is governed by the DoD's Base Redevelopment and Realignment Manual and the associated sections of the Code of Federal Regulations (CFR) that are referenced by the manual. The Office of Economic Adjustment (OEA) designated the LRA to manage the public process for the redevelopment plan and ultimately deliver a plan that balances the needs of the community, the Air Force and future developers.

The LRA has been tasked by the Air Force to manage the public process for Buckley Annex. The LRA will not be the developer of the property.

Intent

This document captures the redevelopment planning effort for the Buckley Annex site in Denver, Colorado. In doing so, this document serves several purposes:

- Creates a vision for the property
- Frames the future dialogue between the Air Force, potential developer, the City and County of Denver, and the community
- Captures the community guidance and discussions
- Provides performance criteria for development of the site
- Illustrates plan conformance with HUD requirements

In addition, the LRA is establishing an enforceable agreement between the Air Force and the LRA. This agreement will enforce plan attributes and will set forth the process for how plan modifications may be made.

How to Use This Document

The following document provides varying layers of detail based on the needs of the user. The document is divided into three main components:

- Executive Summary – provides a general overview and critical exhibits describing the plan and planning process including: a summary of the project market analysis; description of the plan development process; presentation of the final plan; and recommended implementation strategies
- Body of the Report – provides significant findings and recommendations of the planning team related to the planning process with the community; site and market research; plan development; final plan; and implementation strategies
- Digital Appendices – provide technical and detailed background information on the compact disc found in the binder.

Site Location and Description

The Buckley Annex consists of 70 acres of land featuring one 600,000 square foot building (Building 444) with 30,000 square feet of ancillary buildings (Buildings 407, 409 and 446). The site is located within Denver, Colorado, between Quebec Street and Monaco Parkway (See **Figure A-1** Regional Context). Buildings 444, 407 and 409 serve as office, storage and maintenance for the Air Reserve Personnel Center (ARPC) and the Defense Finance and Accounting Services (DFAS), as well as other smaller federal agencies, while Building 446 is an abandoned wastewater lift station.

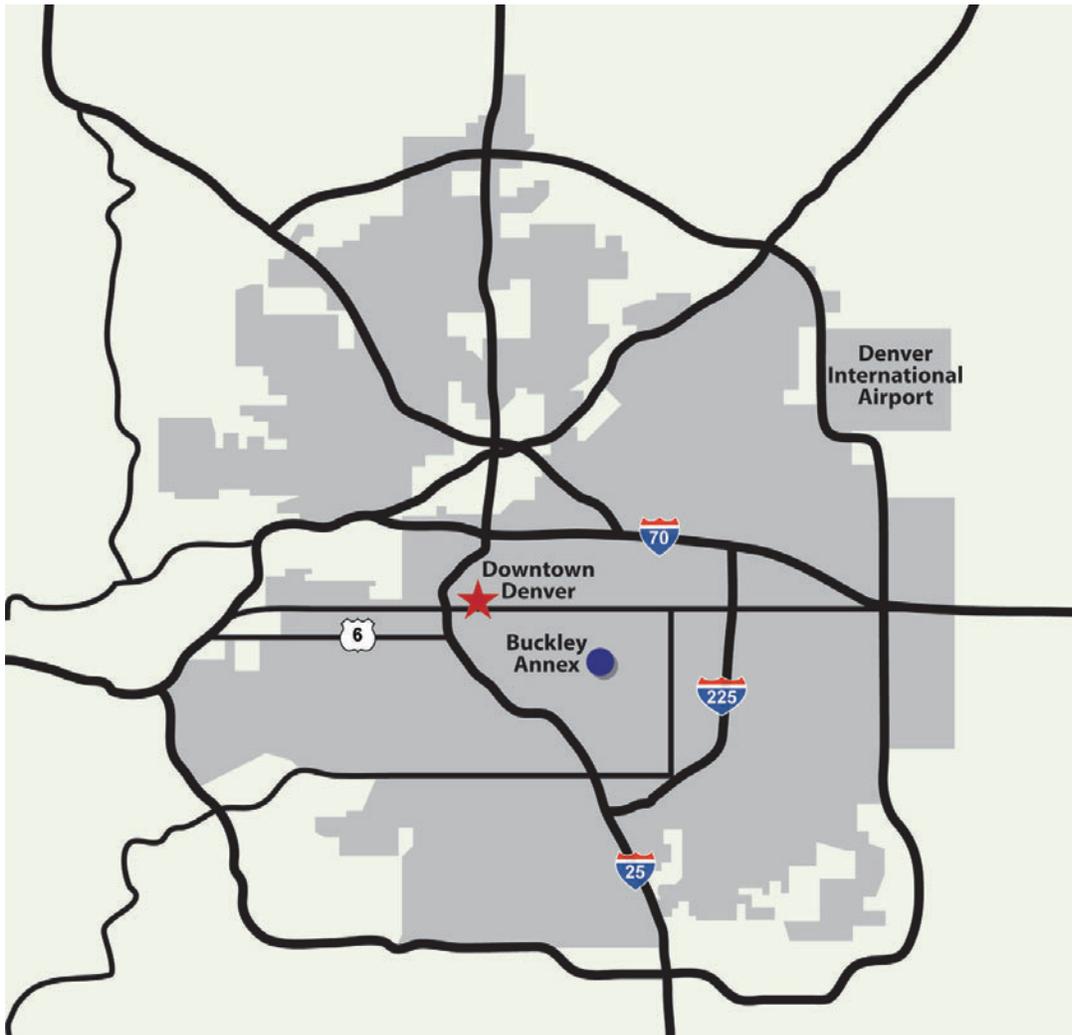


Figure A-1
Regional Context

Lowry Redevelopment Authority

The LRA is a non-profit, quasi-public organization established by the Cities of Denver and Aurora in August 1994 to redevelop the former Lowry Air Force Base using the Lowry Reuse Plan. The LRA serves as master planner and developer of the original 1,866-acre site with responsibility for zoning, infrastructure improvements and real estate sales. The Buckley Annex site was not anticipated to change uses at the time of the original 1,866 acre Lowry Community Reuse Plan.

The LRA's mission is to create a mixed-use, master planned community in metropolitan Denver where citizens can live, learn, work and play for generations to come. Currently, Lowry is envisioned to have 4,600 homes, two million square feet of commercial space, 800 acres of parks and recreational amenities, and schools for children and adults. Approximately 25,000 people now live, work and go to school in Lowry. Lowry is currently about 80 percent built out.

The LRA is governed by a Board of Directors and a Community Advisory Committee. The Community Advisory Committee was established in 1994 and has up to 21 members who advise the Board on potential community impacts of redevelopment activities. Committee members include both Lowry residents and neighbors. Members are appointed by the mayors of Denver and Aurora.

For the Buckley Annex site, the LRA has assembled a planning team to work with the community to prepare the redevelopment plan.

Redevelopment Planning Process

Planning Team

The LRA assembled a planning team to prepare a redevelopment plan for the Buckley Annex site. The team worked closely with task force and community input to balance the multiple and varying interests of the local community, the Air Force and the U.S. Department of Housing and Urban Development (HUD), the LRA, the market and the City and County of Denver.

The planning team consists of four consulting firms:

- Design Workshop provided land planning services. The firm has worked on several projects in the area, including the planning and design of the Lowry West and EastPark neighborhoods, the Lowry Reading Garden, Crescent Park, West Park, East Park, Roslyn Park and Powerhouse Plaza.
- URS Corp., an international firm, provided engineering services and has also worked with the LRA on the Lowry Redevelopment since 1995 and participated in the original Reuse Plan prior to base closure.
- Economic & Planning Systems (EPS) Economic & Planning Systems (EPS) provided the market, financial and economic impact analysis.
- The Osprey Group facilitated the public involvement throughout the planning process.

The planning team and the LRA coordinated with each other throughout the process to ensure the proposed plans adhered to engineering and market realities.

The LRA requested funds and received a grant from the Office of Economic Adjustment (OEA) within the Department of Defense to pay the consultants and the LRA to create the Buckley Annex Redevelopment Plan.

Public Benefit Conveyance Process

In 2006, the LRA administered the federal public benefit conveyance (PBC) process, which makes surplus federal property available to qualifying non-profit organizations and homeless assistance providers. The LRA received two Notices of Interest (NOI's) from organizations. One was from a consortium of 12 homeless providers, and the other from the Denver Public Library. More about the PBC process and requests can be found in Chapter G.

Task Force and Public Process

In the summer of 2006, the LRA, with the help and recommendations of area representatives, including Denver City Councilwoman Marcia Johnson, formed four community task forces consisting of over forty members to guide the Buckley Annex public process. The four task forces were Market Research/Economic Development, Housing, Transportation and Planning. All neighborhoods surrounding Buckley Annex were representation on the task forces.

The task force process allowed small groups of volunteers to collaborate with the LRA and the planning team to understand the planning process, identify the opportunities and constraints faced by the site, and serve as an advisory committee to create a well-informed plan. The goal of the public process was to find balance between the desires of the local community, the Air Force and the U.S. Department of Housing and Urban Development (HUD), the LRA, the market and the City and County of Denver (See Figure A-2).

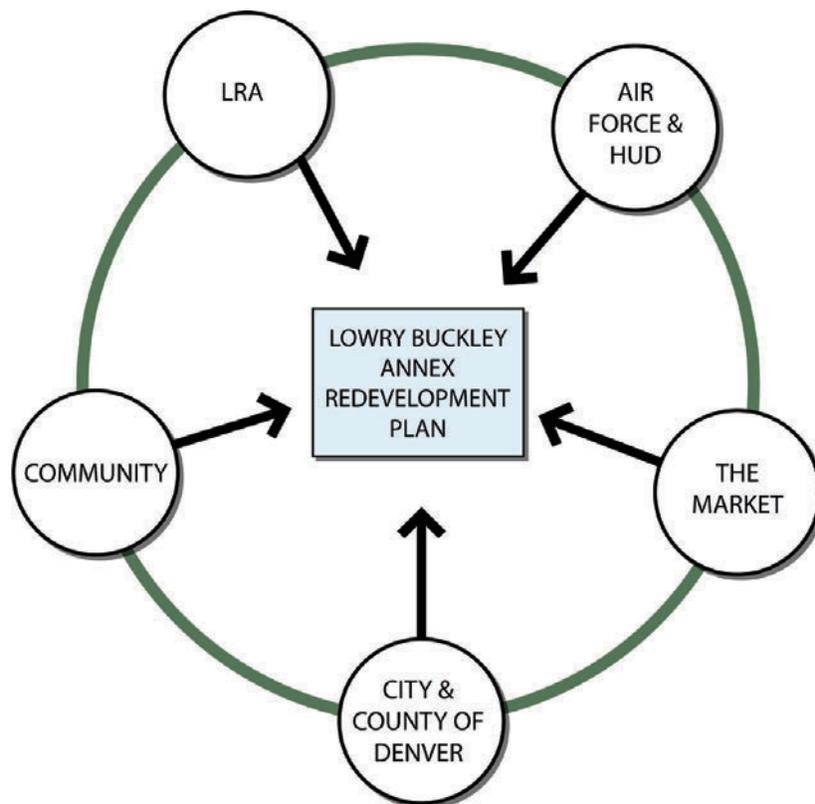


Figure A-2
Stakeholders

Through a series of facilitated meetings (See Figure A-3 Process Diagram), the task forces discussed different aspects of the redevelopment plan as it evolved. The task forces worked with the LRA staff and planning team to gather input, consider various approaches and generate specific development strategies. All task force meetings were publicized and open to the public to attend, and many had opportunities for public comment.



2005

- May 16 - DoD report stated Buckley Annex to remain open with DFAS gaining jobs and ARPC to move to Buckley AFB
- September 14 - BRAC commission report to President revised with recommendation to close the Buckley Annex
- November 9 - Decision to close Buckley Annex became law

2006

- January 23 - Notice of Availability to other Federal Agencies; Department of Veterans Affairs (DVA) expressed interest & entered negotiations with the Air Force
- February - Office of the Secretary of Defense recognition of Lowry Redevelopment Authority for planning the redevelopment of the Buckley Annex and outreach to homeless providers and interests in public benefit conveyances
- April 28 - DVA withdrew its request
- May 30 - Air Force declares Buckley Annex as surplus property
- June 22 - Advertise Homeless and PBC Workshop
- July 18 - Homeless and PBC Workshop
- December 26 - Homeless and PBC applications due

2007

- February 12 - Task Force Meeting #1
- April 5 - Housing Task Force Meeting #1
- April 11 - Planning Task Force Meeting #1
- March 12 - Task Force Meeting #2
- April 19 - Task Force Meeting #3
- June 4 - Housing Task Force Meeting #2
- June 13 - Task Force Meeting #4
- June 26 - Housing Task Force Meeting #3
- July 11 - Homeless Housing Public Hearing and Open House
- August 1 - Task Force Meeting #5 and Open House
- August 22 - Transportation Task Force Meeting #1
- September 4 - Transportation Task Force Meeting #2
- September 6 - Task Force Meeting #6
- September 27 - Planning and Disposition Subcommittee
- October 9 - Community Advisory Committee
- October 10 - Planning Task Force Meeting #2
- October 25 - Planning and Disposition Subcommittee
- November 14 - Final Buckley Annex Redevelopment Public Comment Meeting
- December 18 - Combined Meeting: Planning and Disposition Subcommittee, Community Advisory Committee

2008

- January 29th - Lowry Redevelopment Authority, Board of Directors
- January/February 2008 - Final Redevelopment Plan Document Submitted to the Air Force
- Rezoning, Entitlement and Design Guidelines Process with the City & County of Denver (Timing TBD)

Figure A-3
Process Diagram

Throughout the process, individual task forces requested and participated in additional task force meetings specific to each focus area. Agendas and meeting summaries for all of these meetings are available in **Appendix A.1** and were distributed to interested parties through an expanding e-mail list. They were also made available on the Lowry website (www.lowry.org), and updates about the planning process were consistently published in Lowry Link, an interactive community intranet.

A third-party neutral facilitator was used to help organize and facilitate all public meetings and task force sessions. This allowed the technical consultants to focus on their particular areas of expertise and for the facilitators to structure and guide all meetings so that the process for public engagement was as open, transparent and effective as possible, including, for example, structuring time at public meetings so that everyone who wanted to be heard could be accommodated.

The LRA's original deadline to the Air Force was September 18, 2007, but due to public input, the LRA, with approval from the Department of Defense, extended the process until January 2008. To accommodate additional public input, the LRA added two additional open houses/public meetings (for a total of three), and two additional task force working meetings.

During the public meetings, the Buckley Annex team recorded all comments. The public was also encouraged to submit written comments. All comments were compiled and shared with the planning team, and modifications have been made to the plan that reflected many of the comments. It is important to note that not all public comments could be addressed or were appropriate to be reflected in the plan; in fact, some comments were in conflict and could not be reconciled. For a summary of public comment and issues or concerns, please reference **Appendix A.1**.

In addition to meeting with task forces and the public, the LRA and the planning team met with representatives from the Town Center Merchant Association on July 23, 2007 to attain their suggestions and feedback about the proposed plan. For a record of this meeting, please reference **Appendix A.1**.

The LRA also held a Placemaking Workshop on April 10, 2007, to discuss the development of the five remaining sites around Lowry including the Buckley Annex. Residents of Lowry, Lowry committees and Lowry organizations were invited to attend to hear presentations and discussions from representatives from the LRA staff, the Lowry Board, the city of Aurora, the city and county of Denver, and Design Workshop. Speakers presented case studies of successful places in Denver and Aurora. Discussion followed on how to apply the key principles of these places, such as diversity of uses and residents, walkability, the ability of a place to evolve, distinctive destinations, sustainability and compatibility with adjacent uses.

Chapter B

Vision



This chapter provides an overview of the context, vision and guiding principles of the Lowry Buckley Annex Redevelopment Plan. The information is organized in seven subsections:

- Intent
- Regional Framework
- Community Framework
- Stakeholders
- Community Aspirations
- Project Challenge and Vision
- Guiding Principles

Intent

The overall purpose of understanding the site framework, project vision, and guiding principles is to define the relationship of the site to the surrounding community and the Denver metro area. Key opportunities, constraints and design philosophies evolved from the planning team's continued exploration of the vision of the site.

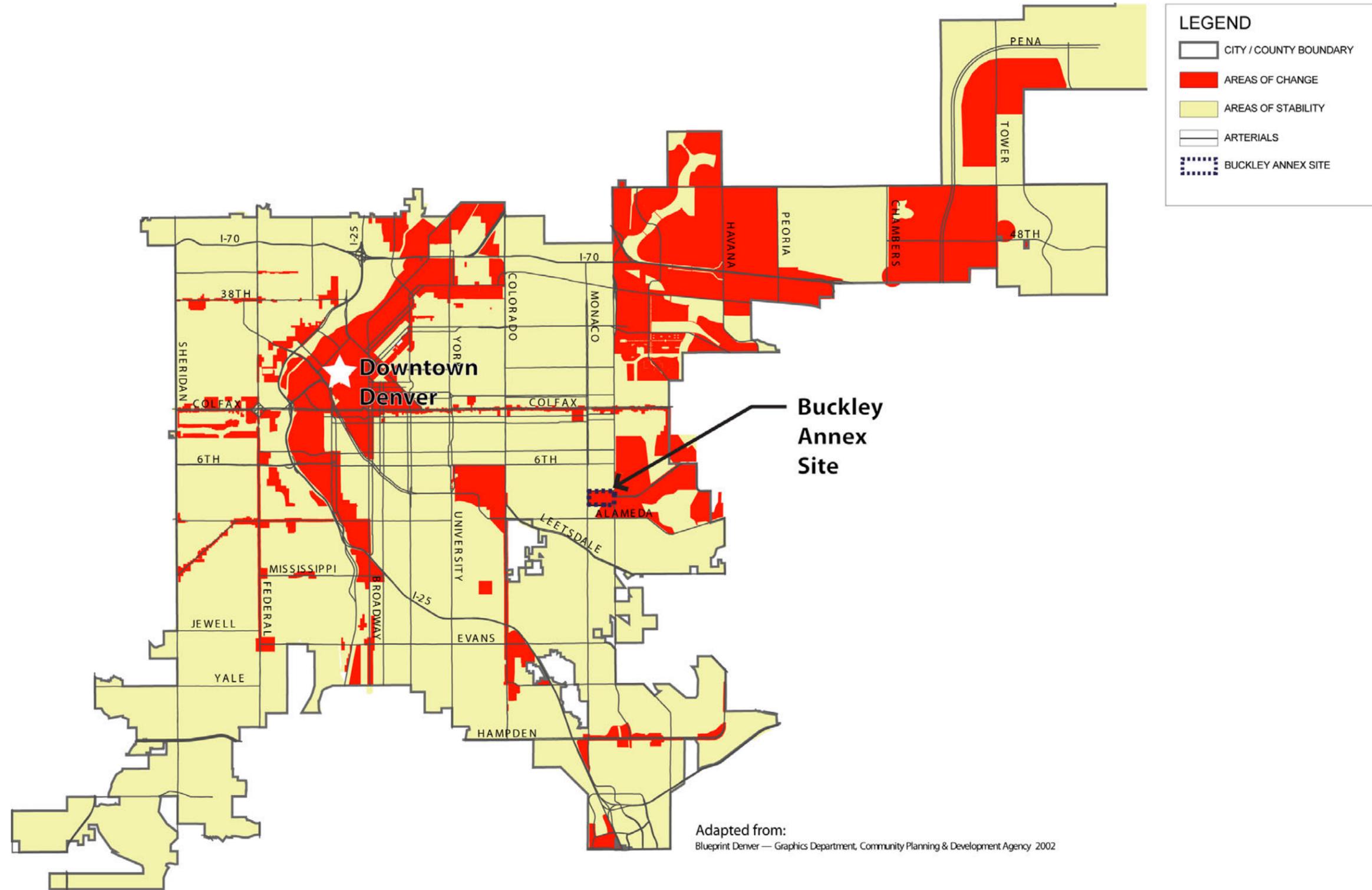
Regional Framework

The Buckley Annex site occupies a central location in the Denver metropolitan area. Based on the site's close proximity to major employment and commercial areas such as downtown Denver (5 miles), Stapleton (2 miles), Fitzsimons (4 miles), the Denver Tech Center (6 miles) and Cherry Creek (2 miles), the site provides a prime infill opportunity to enhance the needs of residents and businesses of the region.

To create a plan for where and how Denver will grow, the City and County of Denver adopted Blueprint Denver in 2002. This vision for Denver identifies Areas of Change and Areas of Stability, and identifies the Buckley Annex site and the rest of Lowry as Areas of Change (See **Figure B-1**). The Denver Planning Department summarizes Blueprint Denver's concept of Areas of Change and Areas of Stability as follows:

“Areas of Change and Areas of Stability. Direct growth to Areas of Change while preserving the character of Areas of Stability. Areas of Stability include the vast majority of Denver and are primarily the fairly stable residential neighborhoods where no significant changes in land use are expected over the next twenty years. The goal is to maintain the character of these areas and accommodate some new development and redevelopment that maintains the vitality of the area. The majority of new development will be directed to Areas of Change; areas that will benefit from, and thrive on, an infusion of population, economic activity and investment. These areas include the new growth areas of Lowry, Stapleton, the Gateway area, downtown, around transit stations, and along major street and/or transportation corridors.”

Figure B-1



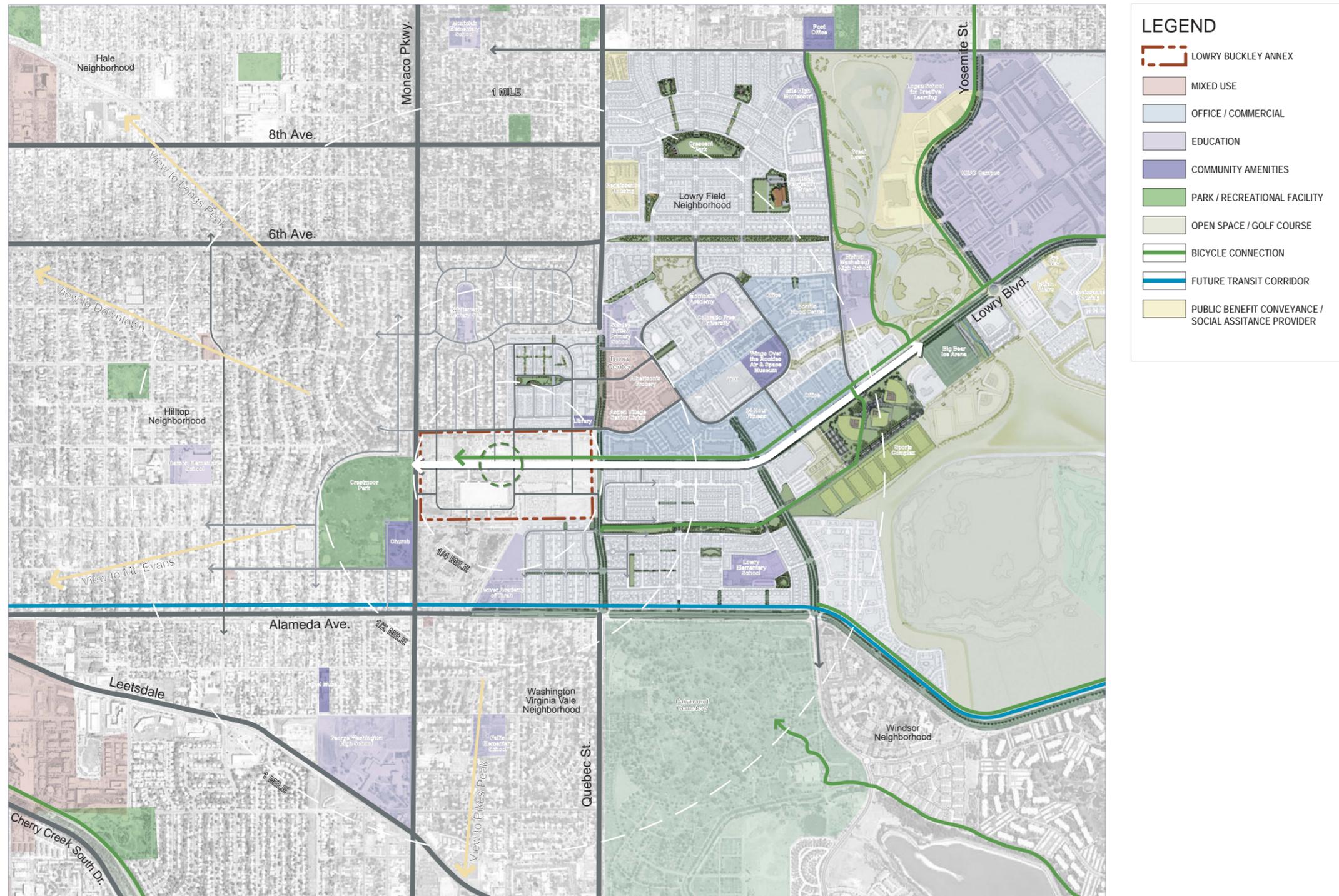
Adapted from:
Blueprint Denver — Graphics Department, Community Planning & Development Agency 2002

Community Framework

The Buckley Annex site is situated on the western edge of the Lowry community, north of Crestmoor Downs, east of Crestmoor Park and the Crestmoor Park neighborhood, and south of the Mayfair Park and Lowry West neighborhoods. The site is bounded by Quebec Street, Monaco Parkway, E 1st Avenue and E Bayaud Avenue. Development at Lowry began in 1995 and the Lowry community has become a vibrant, mixed-use neighborhood where approximately 25,000 people live, work or go to school. Land uses immediately adjacent to the Buckley Annex site include single- and multifamily residential; a library; Crestmoor Park; an office building; and a private school (See **Figure B-2**, Community Framework). The Comparative Densities Diagram in **Figure B-3** further defines the adjacent land uses based on residential density. Early in the process, the planning team recognized the need to respect these adjacent uses and ensure that the plan had smooth transitions from existing neighborhoods to the proposed neighborhood.

From an open space and transportation perspective, Lowry Boulevard currently connects Lowry neighborhoods and open space systems as a primary east-west arterial with multi-use trails. Extending Lowry Boulevard through the site creates opportunities within the plan for mixed-use retail and services while also connecting pedestrians and bicyclists to new recreation opportunities within the Buckley Annex and existing recreation opportunities at Crestmoor Park and throughout Lowry.

Figure B-2



LEGEND

- LOWRY BUCKLEY ANNEX
- MIXED USE
- OFFICE / COMMERCIAL
- EDUCATION
- COMMUNITY AMENITIES
- PARK / RECREATIONAL FACILITY
- OPEN SPACE / GOLF COURSE
- BICYCLE CONNECTION
- FUTURE TRANSIT CORRIDOR
- PUBLIC BENEFIT CONVEYANCE / SOCIAL ASSISTANCE PROVIDER

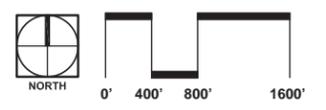
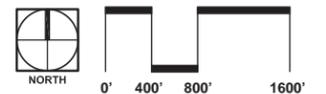
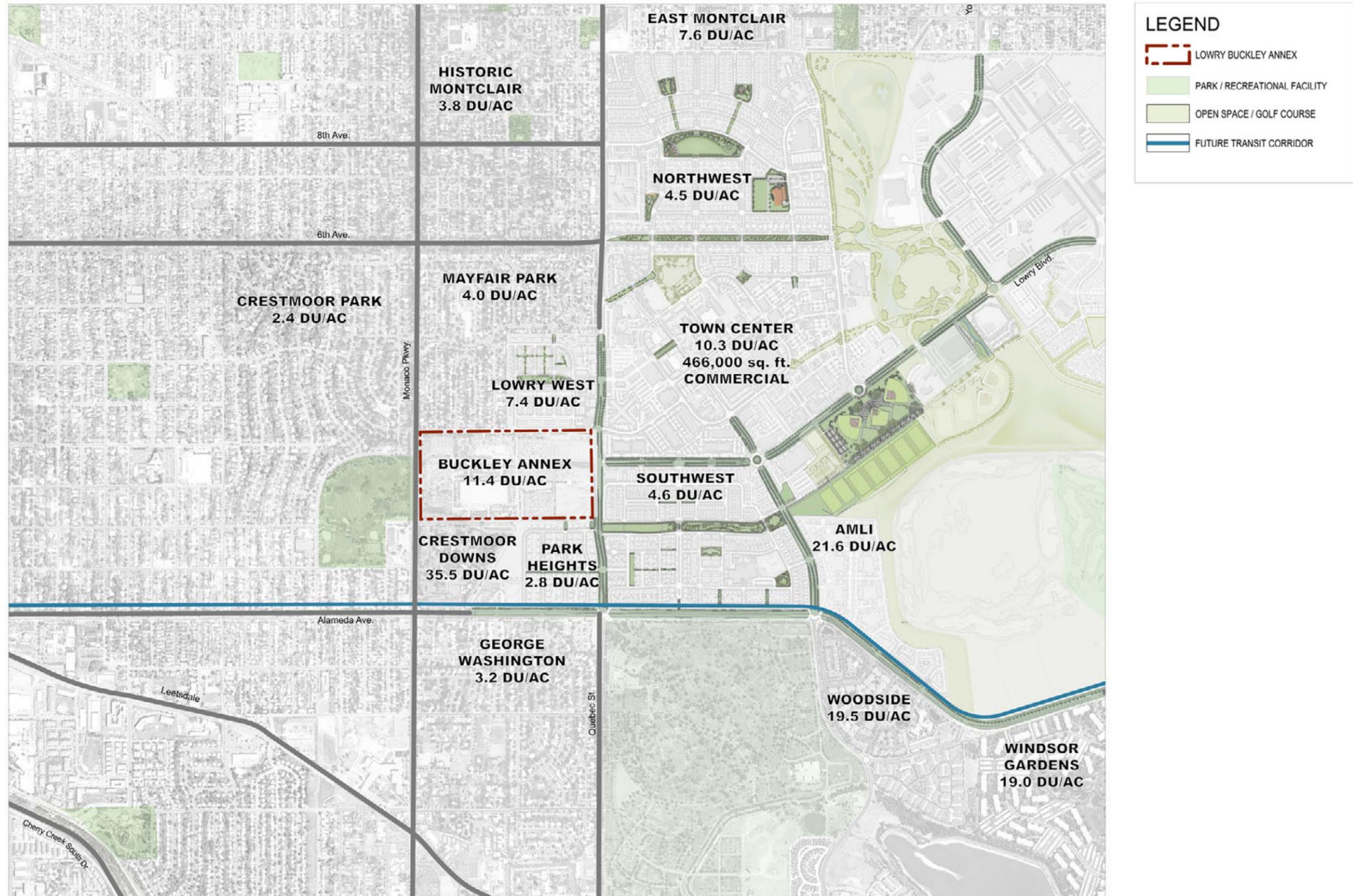


Figure B-3



Stakeholders

Given the site's position as an infill site and current status as federal property, the planning team recognized the need to consider the objectives of a diverse group of stakeholders including the community, the Air Force and the U.S. Department of Housing and Urban Development (HUD), the LRA, the market and the City and County of Denver (See Figure B-4 Stakeholders).

- Community: Represented through the task force process, public meetings and written comments about the plan.
- Air Force and HUD: Represented by the review and acceptance of the Buckley Annex Redevelopment Plan within this document. During the planning process, the Air Force attended and observed the task force and public meetings.
- LRA: Represented by participation on the planning team, by the Community Advisory Committee, and by the Lowry Board.
- Market: Represents the choices for future residents, the needs of future business owners, and the ability of a future developer to create a successful project.
- City and County of Denver: Represented in the task force process by Steve Gordon, Tyler Gibbs, Doug Hendrixson and Chris Gleissner. During the city's involvement in the process, the city stated that the redevelopment plan is consistent with Blueprint Denver.

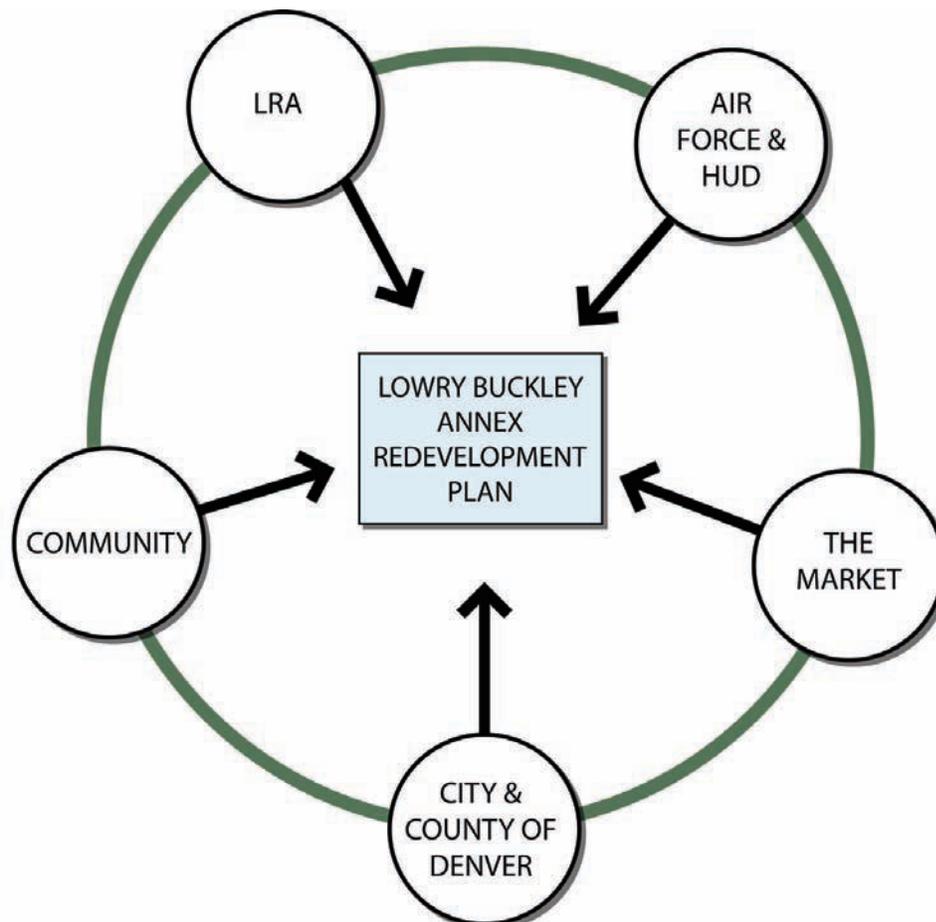


Figure B-4
Stakeholders

Community Aspirations

At the first task force meeting, members of the task forces and members of the public expressed their hopes, fears and aspects of the plan they did not want overlooked (See **Figure B-5**). From this exercise, the planning team summarized these preferences about the future of the Buckley Annex site into five categories (See **Figure B-6**):

- Desire for the plan to integrate with the surrounding community
- Fear of high density development
- Concern about potential traffic congestion
- Fear of low density development
- Desire for a sustainable plan

WHAT YOU SAID SUMMARY:

FEBRUARY 12, 2007



Integration (15)

- Build on the success of Lowry
- Integrate the development with Lowry and the adjacent neighborhoods
- Understand the project's role within Lowry and the region
- Connect the neighborhood to existing street, pedestrian, and bicycle systems
- Retain the charm of Lowry

Fear of High Density Development (12)

- Avoid high density housing and focus on single family residential development

Traffic Congestion Concerns (11)

- Avoid increasing traffic above the capacity of the existing streets

Fear of Low Density Development (9)

- Avoid homogeneity and focus on a range of housing densities and land uses

Sustainability (6)

- Protect human and environmental health
- Maintain long-term sustainability of the neighborhood by understanding of the economic, environmental, and community issues of the development

Figure B-5

Task Force Key Hopes, Biggest Fears, Don't Overlook

WHAT YOU SAID:

FEBRUARY 12, 2007



KEY HOPE

- Functional
- Thoughtful
- That this area is developed using the same successful mix of uses as the rest of Lowry
- Plan which is successful in the market
- Urban density
- A balanced redevelopment that listens to all interested parties
- Maintain mountain views
- Integrated development with existing Lowry
- Single family homes, upper scale
- The final piece would enhance the cachet of Lowry
- Add bridge and parking for library
- Has same look and feel of current Lowry
- Not too commercial with businesses, but keep it environmentally good with the 'holding pond'
- Housing - primarily residential use, \$400K – \$1M, capture views, maintain floor masters
- Seamless integration into surrounding neighborhoods
- I hope the Air Force leaves the site within 18 months
- Property value maintained – single family
- Integrate Buckley into Denver grid street system
- Public pool
- Integration with community
- Long term sustainability
- To add to the Lowry development in a way that may have not been possible in the past (i.e. project maturity)
- The site can be used for a cultural center
- Organized, classy neighborhood
- That the project does not look like Stapleton, that Buckley continues to create what Lowry started
- To plan the Buckley parcel into a valuable focal point for Lowry
- Single family housing
- That development will consider environmental issues and be protective of human and environmental health



BIGGEST FEAR

- Density is too low
- Too much low income housing
- Big box retail
- Increased traffic on Lowry Blvd.
- That it will feel suburban
- Too trendy a development plan that doesn't age gracefully
- The property could be 'junky' and cluttered with too much development
- Environmental issues may creep in and not get consideration
- Too big box, not enough neighborhood feel
- Housing too dense
- That the Air Force will not leave for 4-5 years
- Mega commercial
- That it will merely be single family housing
- More traffic for Quebec
- Too much traffic
- Too crowded
- Nightmare traffic, congestion & noise
- That it could become overpopulated or too dense
- Inconsistent with land uses to the west; retaining Lowry feel
- No balance – that it is tilted too far toward developers, NIMBYism, 'Lowry' powers that be
- Add to traffic congestion
- All single family houses surrounded by gates
- Big box retail
- Traffic/density issues
- Too homogenous
- High density, high-rise housing
- Terrible development crap
- Commercial uses which are not successful
- Over congestion
- High-rise, blocking mountain views



DON'T OVERLOOK

- Noise Impact
- The ambiance that was created in the development at Holly and Arapahoe Road in Greenwood Village (Nicer restaurants, boutiques, and plenty of parking. Small, intimate, and well designed).
- The need for open space
- The environmental issues
- Integration with surroundings
- What the community wants
- The history and charm of Lowry
- Public desires
- An adequate mix of income levels
- Strong pedestrian connections into surrounding neighborhoods
- Traffic capacity
- Traffic issues
- Connection to the rest of Lowry via foot/bike
- Expanded parking, well camouflaged for Denver's busiest branch library
- Wildlife in the area
- Connections to Denver grid street system
- Public participation
- Look beyond adjacent uses to its place in a larger radius
- Major traffic planning needed
- Park access from Park Heights
- Traffic congestion problems
- Beauty and green space
- Mature adults
- Open/community use spaces
- Affordable home ownership opportunities
- Think outside the upper class
- Additional parking for library

Figure B-6

Summarized Task Force Key Hopes, Biggest Fears, Don't Overlook

Project Challenge and Vision

At the February 12, 2007 Task Force Meeting, the LRA, planning team, and the four task forces developed and refined a challenge statement and a subsequent vision to create a successful Buckley Annex Redevelopment Plan.

Project Challenge

How do we reconcile the priorities and expectations of a diverse stakeholder group to create a redevelopment plan for the Buckley Annex that is acceptable to the local community, any future developer(s) of the site, and the Air Force, and balanced within the physical limitations of the property?

Project Vision

We must investigate plan alternatives for the Buckley Annex that are marked by choices, offering jobs, diverse housing, a hierarchy of public spaces and civic destinations that appropriately balance the needs and wants of many interest groups and deliver quality and value and a clear path to implementation.

Guiding Principles

From this vision for the project, the planning team and task forces developed principles for the project to guide decisions regarding the redevelopment plan.

Market Research and Economic Development

- *Leveraging existing assets will provide greater overall returns.*
- *Product diversity promotes higher absorption rates.*
- *Density will provide greatest return.*
- *Phasing can be used to advantage for overall dynamic markets, benching and ramped investment return.*
- *Maximize employment and benefits to city and community.*
- *Market will drive the outcome.*

Transportation

- *Transportation options support a diversified, local community, with access for non-motorized travel to the surrounding neighborhoods.*
- *Support alternative transportation and reduce automobile dependency.*
- *Connectivity to the surrounding neighborhoods is key to providing an efficient transportation network.*
- *Distribution choices promote efficient movement of people.*
- *A mix of land uses will distribute traffic throughout the day.*
- *Dense mixed-use development requires provision of pedestrian facilities and enhancements.*
- *Negative traffic impacts will be identified and mitigated to the extent possible.*

Housing

- *Consider a broad range of housing product types to attract and retain a vibrant and diverse community.*

- *Demand affordability across different spectrums of population and income levels.*
- *Ensure high quality residential development that will complement existing portions of Lowry and the surrounding neighborhoods.*
- *Integrate housing into a dynamic, mixed-use development.*
- *Relate housing types to surrounding residential context and promote appropriate affinities between building type and street types.*
- *Pioneer a project that anticipates the market condition and community of the future ten years out while building on the assets and value that have accrued at Lowry to date.*

Planning

- *A diverse mixed-use plan will be more sustainable in the market place.*
- *Communities are enhanced by integrating with neighboring areas and systems.*
- *Integrated and diverse uses promote walkability.*
- *A large site can accommodate a diversity of uses and presents opportunities for the creation of districts.*
- *A distinctive destination will draw and lend value to the larger community.*
- *The quality of open space should be enhanced by its adjacent land uses. Adjacent surroundings confer value on open space.*
- *Maximize connections into the surrounding areas for all transportation modes.*
- *Avoid traffic in neighborhoods.*
- *Direct high capacity traffic away from sensitive interfaces.*
- *Provide a little bit of both high density and low density housing.*
- *Use lower density to buffer sensitive uses.*
- *Meet neighborhood and area needs on-site.*

Chapter C

Existing Conditions Report



The intent of this chapter is to discuss the existing site conditions and determine the potential for building and infrastructure reuse, independent of the redevelopment plan. The existing conditions information is organized in eight subsections:

- Introduction
- Utilities
- Building Facilities
- Personal Property
- Flora and Fauna
- Grading and Drainage
- Transportation
- Review of Environmental Baseline Study (EBS) and Environmental Condition of Property (ECP)

The information in this chapter is summarized from the full Existing Conditions Report that can be found in **Appendix C.1**.

Introduction

On July 19, 2005, the Department of Defense Base Realignment and Closure Commission voted to close the Denver Center of the Defense Finance and Accounting Services (DFAS), move the Air Reserve Personnel Center (ARPC) to Buckley Air Force Base (AFB), and close the last remaining parcel of land held by the Department of Defense at the old Lowry AFB. The Commission's recommendation became law on November 9, 2005.

The topography of the site is fairly flat, as it was a portion of a runway during the days of the Lowry AFB. The runway has long been abandoned and now serves as parking for Building 444. The only access to the site is from Quebec Street at Lowry Boulevard. Landscaped berms with mature trees buffer the adjacent community from the site on the west and north. A security fence surrounds the site.

Utilities

The site, as currently utilized, is adequately served by both dry and wet utilities (See **Appendix C.1, Figure CC-2 Existing Roadway and Utilities**). The condition of the underground utilities is unknown at this time, and it is possible that portions of the underground pipes are wrapped with asbestos containing material (ACM) or Transite. Reuse of any of these utility systems is unlikely, given the random alignments of the existing utilities. It is URS's experience with the balance of the 1,866-acre redevelopment at Lowry AFB, that previous Air Force utilities are not acceptable to CCD.

Water Distribution

Water serves the Buckley Annex from a 12-inch line in Quebec Street, a 12-inch line in 1st Avenue, and an internal 8-inch connection. The internal water service is private and is being maintained by the Air Force. Water is supplied by the Denver Water Department.

In addition to the 12-inch lines located in 1st Avenue and Quebec Street, there is a 72-inch conduit (Conduit No. 28) located in Monaco Parkway. The conduit is for potable water transmission. There is no existing connection from the Buckley Annex water system to the conduit. A non-potable water system serves portions of the Lowry development but current plans by Denver Water do not identify this site as being within the proposed service area.

Sanitary Sewer Collection System

The sanitary sewer system collects wastewater for the existing on-site buildings and conveys the flows to two separate basins in the adjacent public sanitary sewer systems owned and operated by the City and County of Denver (CCD).

The ancillary buildings (Buildings 407 and 409) located on the east side of the site contribute to a private on-site system that flows to the north and east. At Quebec Street near 1st Avenue, the system connects to the public sanitary sewer system.

Building 444 connects to a lift station at the southeast corner of the building. The lift station discharges to a different, private, on-site system that carries flow from the building to the north and west in a 15-inch pipe. This pipe alignment is generally very deep (approximately 20 feet). The system then connects to the CCD sanitary sewer system at Monaco Parkway and 1st Avenue.

Due to the limited capacity available in the system at 1st Avenue and Quebec Street, the majority of the wastewater collection system should convey flows to the northwest outfall. Flows directed to the east need to match the existing flows or the downstream system must be upgraded. The available capacity of the northwest sanitary sewer outfall is estimated to be 2.9 cubic feet per second (cfs) at the site boundary. There is also a 12-inch sanitary sewer line within Monaco Parkway. However, according to the *CCD Master Sanitary Sewer Plan*, this line has no additional capacity.

Gas and Electric

Xcel Energy provides both natural gas and electricity to the site. Electricity is delivered by overhead power lines on the perimeter of the site. The main feed is provided from Quebec Street south of Lowry Boulevard, and a back-side feed is provided from the Monaco Parkway overhead line. The on-site electric is underground and located in easements that have been dedicated to Xcel. All of the electricity around the site is three-phase power that will need to be stepped down to single-phase for residential use. The on-site gas system follows the same alignments as the electric. Gas is provided to the site from Quebec Street (See **Appendix C.1, Figure CC-2 Existing Roadway and Utilities**).

Reuse of the existing electric and gas systems is not a certainty without further evaluation of the system's compatibility with current technology and the horizontal and vertical alignments necessary to serve a selected redevelopment plan. Alternatives should be investigated for relocating the perimeter overhead power underground. Xcel has stated that the system capacity will be able to meet the demands of this development; this needs to be confirmed during design of the redevelopment.

Communications/Cable

Qwest provides communications for the site. Service to Building 444 is provided by an existing fiber optic line from Quebec Street. The fiber optic line is located south of the Lowry Boulevard alignment and connects to existing Qwest facilities located in Quebec Street. Qwest stated that it can abandon that line if it is no longer needed, because the line serves only Building 444. Due to the alignment, it may be difficult to incorporate the fiber optic line into the Redevelopment Plan. If the line were to be relocated, the cost would be the developer's responsibility. Qwest also estimated that the system has the capacity to provide approximately 600 additional phone lines from the existing infrastructure in Quebec Street.

Comcast provides cable to the project from facilities located in Quebec Street, 1st Avenue, and Monaco Parkway. Service is currently provided from Quebec Street and could be realigned to continue to serve the site (See Appendix C.1, Figure CC-2 Existing Roadway and Utilities).

It is important to note that both Comcast and Qwest have the ability to provide similar service, but the consumer has the choice of provider. Therefore, development may allow for each provider to service the entire project.

Building Facilities

There are currently four structures (Buildings 407, 409, 446 and 444) on the Buckley Annex site. Buildings 407 and 409 are just south of 1st Avenue and west of Quebec Street. These buildings are being used as storage. Building 446 is a concrete, below-grade structure that was previously used as a sanitary effluent holding tank. Building 444 is the largest building on the site. It is three stories and consists of approximately 600,000 square feet of office space occupied by the ARPC and DFAS, as well as other military contractors. **Appendix C.1** contains a summary of each of the buildings. Please refer to **Figure C-1** to reference the existing buildings.

Figure C-1



REFERENCE DRAWINGS			
NO.	DATE	DESCRIPTION	BY
REVISIONS			
COMPUTER FILE MANAGEMENT			
FILE NAME: L:\LOWRY\GADP\Buckley\annex\cad\p1\ba01ak02.dwg			
POP FILE: Plot-Hatch.dwg or Plot-Full.dwg			
PLOT DATE: Jan 11, 2007 08:12am			
THE PLANNING IS SUBJECT TO THE DATE AND MAY BE SUBJECT TO CHANGE			

LEGEND
444 - BUILDING DESIGNATION



FOR AND ON BEHALF OF URS, CORP.

LOWRY REDEVELOPMENT AUTHORITY	
BUCKLEY ANNEX	
EXISTING SITE	
DRAWING BY: [Signature] CHECKED BY: [Signature]	EX02

Personal Property

The planning team relied on data provided by ARPC regarding the personal property inventory that will remain on-site when the current tenants have relocated to Buckley AFB or elsewhere. Typical items include modular office systems furniture and miscellaneous other items that support the uses on the site. The potential for reuse or resale of these items is very low. Due to the lack of an available inventory of personal property and the uncertainty of the ultimate disposition/need for the systems furniture, the ARPC has made no determination of the quantity or value of personal property.

Flora and Fauna

The Buckley Annex and Building 444 were established in the 1970s. As part of the development of this site, the Air Force created large berms on the north and west boundaries of the site to screen the building from the adjacent neighborhood. These areas have been well maintained and have developed into mature landscaped areas. In addition, there is a dense area of plant growth in the southwest corner of the site associated with the stormwater detention facility.

Reuse of the existing trees should be encouraged, where possible. The plant growth located in the southwest corner could be reused and continue to serve as a location for storm water runoff, water quality treatment, and detention.

Included in **Appendix C.2** is an exhibit that inventories all existing trees and their potential for replanting or reuse.

Grading and Drainage

When Lowry AFB was operating as an active military base, the location known today as the Buckley Annex was a runway and a concrete apron at the end of a runway. Due to the constraints of runway design, the site is fairly flat, with approximately three to five feet of fall across the site from east to west with the exceptions of the screening berms. Refer to **Figure C-2 Existing Drainage and Grading**.

The site is split into three drainage basins. The first is a small basin adjacent to 1st Avenue. It contains runoff from the north side of the berms that sheet flows north to 1st Avenue and the existing public storm sewer system within 1st Avenue. The second basin flows to the east. It drains from a high point west of Quebec Street and flows to the east and to the south.

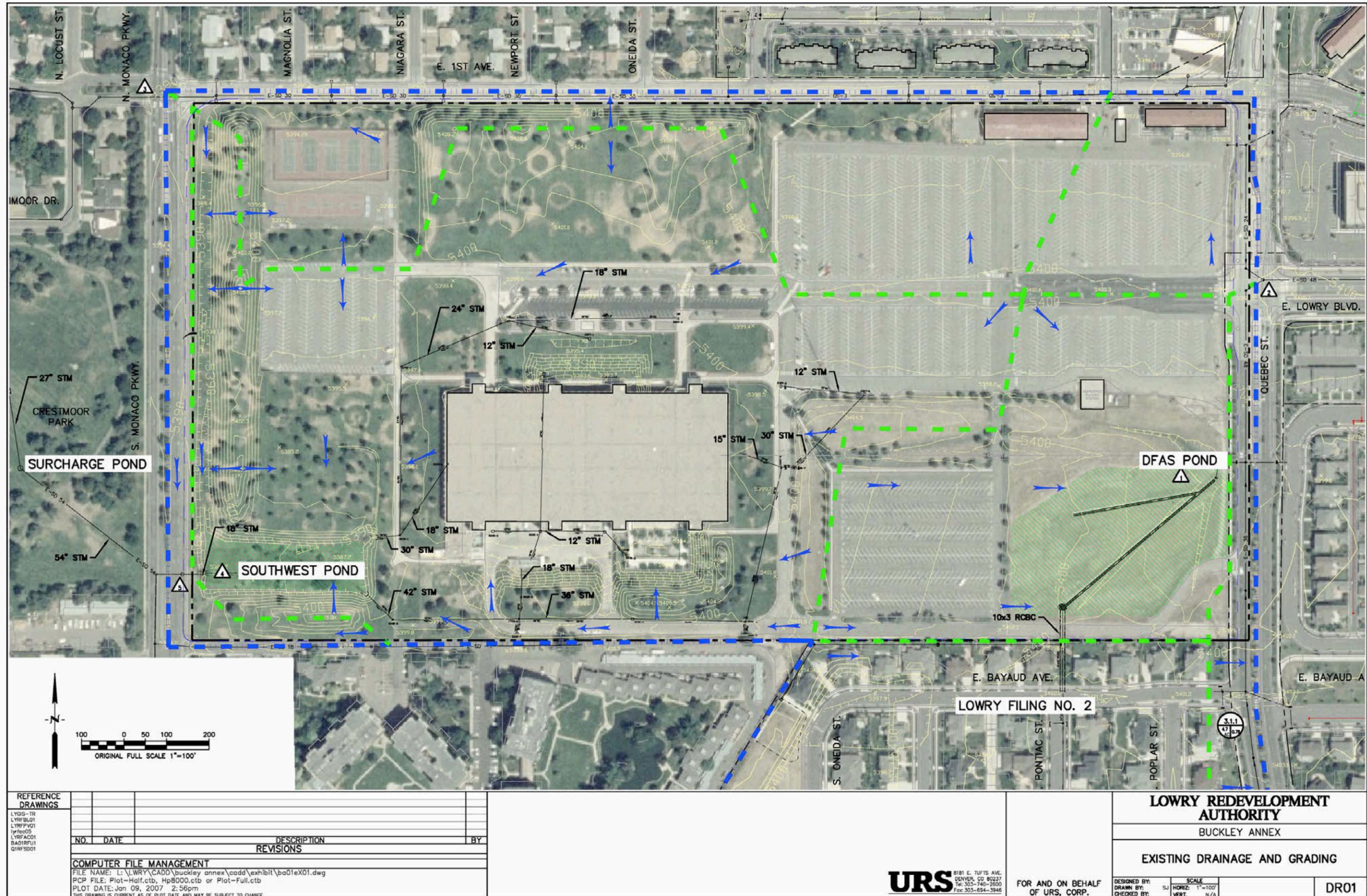
The two major drainage facilities on this site are the storm water detention ponds located at the southwest (Pond 1, or Southwest Pond) and southeast (Pond 2, or DFAS Pond) portions of the site. Pond 1 serves the majority of the Buckley Annex site and appears to have been sized for the 10-year event, with a capacity of 4.7 acre-feet. No offsite flow is detained in this pond. Pond 1 outfalls to an existing system that conveys the runoff through

Crestmoor Park and then to the eventual outfall at Sand Creek. There is limited capacity downstream of the park and flows in excess of this capacity will surcharge into a depressed area within the park.

Pond 2, which has a volume capacity of 11.7 acre-feet, collects a smaller amount of runoff from the DFAS site. The majority of Pond 2's capacity is for the development to the south, Lowry Filing No. 2. Pond 2 provides both water quality treatment and detention for the 10-year and 100-year storms. Runoff from the pond is released at a controlled rate (20 cfs maximum) to the Quebec Street storm sewer system.

Detention and water quality will have to be provided for the entire site with the proposed redevelopment plan.

Figure C-2



REFERENCE DRAWINGS		
LYG5-TR		
LYR5BL01		
LYR5PV01		
LYR5C05		
LYR5AC01		
BA01RFU1		
Q1RF5001		
NO.	DATE	DESCRIPTION
		REVISIONS
		BY
COMPUTER FILE MANAGEMENT		
FILE NAME: L:\WRY\CA00\Buckley Annex\cadd\exhibit\ba01eX01.dwg		
PCP FILE: Plot-Half.ctb, Hp8000.ctb or Plot-Full.ctb		
PLOT DATE: Jan 09, 2007 2:56pm		
THIS DRAWING IS CURRENT AS OF PLOT DATE AND MAY BE SUBJECT TO CHANGE.		

LOWRY REDEVELOPMENT AUTHORITY
BUCKLEY ANNEX

EXISTING DRAINAGE AND GRADING

LOWRY FILING NO. 2

URS
8181 E. TUFTS AVE.
DENVER, CO 80237
Tel: 303-740-2600
Fax: 303-694-3846

FOR AND ON BEHALF OF URS, CORP.

DESIGNED BY:	SCALE:	DR01
DRAWN BY:	HORIZ: 1"=100'	
CHECKED BY:	VERT: N/A	

Transportation

Roads in the immediate vicinity of the project site consist of principal and minor arterials, as well as numerous collectors and local streets. An inventory of the existing road classifications, cross section laneage, average daily traffic (ADT) volumes, and posted speeds is provided in Table C-1.

Table C-1
Existing Road Inventory

Roadway	Classification	Through Lanes	Median Left-Turn Lane	ADT	Posted Speed (mph)
Alameda Avenue	Principal Arterial	6-Lane	Yes	35,500	35
⁽¹⁾ Monaco Parkway	Principal Arterial	6-Lane	Yes	31,000	35
⁽¹⁾ Quebec Street	Principal Arterial	4-Lane	Yes	27,500	35
Lowry Boulevard	Minor Arterial	2-Lane	Yes	11,500	35
1 st Avenue	Collector	2-Lane	Yes	5,500	30
Cedar Avenue	Local	2-Lane	No	850	25

Source: CCD Street Functional Classification Map, February 2007 counts and roadway inventory.

Notes:

⁽¹⁾ *The Denver Strategic Transportation Plan, which is still under development by the City and County of Denver, is expected to identify Monaco Parkway and Quebec Street as part of the north/south travel shed and Alameda Avenue as part of the east/west travel shed. This finding would be consistent with the travel characteristics of arterial roadways.*

CCD's *Blueprint Denver: An Integrated Land Use and Transportation Plan*, which was adopted in 2002 as a supplement to the Comprehensive Plan, considers traditional street classifications too broad to effectively integrate other modes of travel on a consistent basis. Therefore *Blueprint Denver* developed multi-modal street classifications that relate the mobility function of the roadway to the adjacent land use. This refined classification results in a better integration of other transportation modes because the type and intensity of the adjacent land use directly influences the use of alternative travel modes. The refined *Blueprint Denver* classifications for project vicinity roadways are:

- **Mixed-Use**

- **Arterial: Lowry Boulevard**

- Blueprint Denver* Definition – “mixed-use streets emphasize a variety of travel choices such as pedestrian, bicycle, and transit use; on-street parking, bicycle lanes, landscaping, and sidewalk width are higher priorities than the number of travel lanes.”

- **Residential**

- **Arterial: Alameda Avenue, Monaco Parkway and Quebec Street**

- Blueprint Denver* Definition – “balance transportation choices with land access, without sacrificing auto mobility; tends to be more pedestrian oriented, giving a higher priority to landscaped medians, tree lawns, sidewalks, on-street parking, and bicycle lanes.”

- **Collector: 1st Avenue/Local: Cedar Avenue**

- Blueprint Denver* Definition – “designed to emphasize walking, bicycling, and land access over mobility; tends to place a higher priority on pedestrian and bicycle friendliness than on auto mobility.”

Existing Traffic Volumes

The study intersections operate under various controls. Six of the 16 intersections operate under signalized control, while the remaining 10 operate with unsignalized controls on the side streets. Existing traffic counts, to include turning movements and daily directional tube counts, were completed on February 27, 2007. The turning movement counts were completed during the morning (AM) and evening (PM) peak periods at locations shown on the following exhibit.

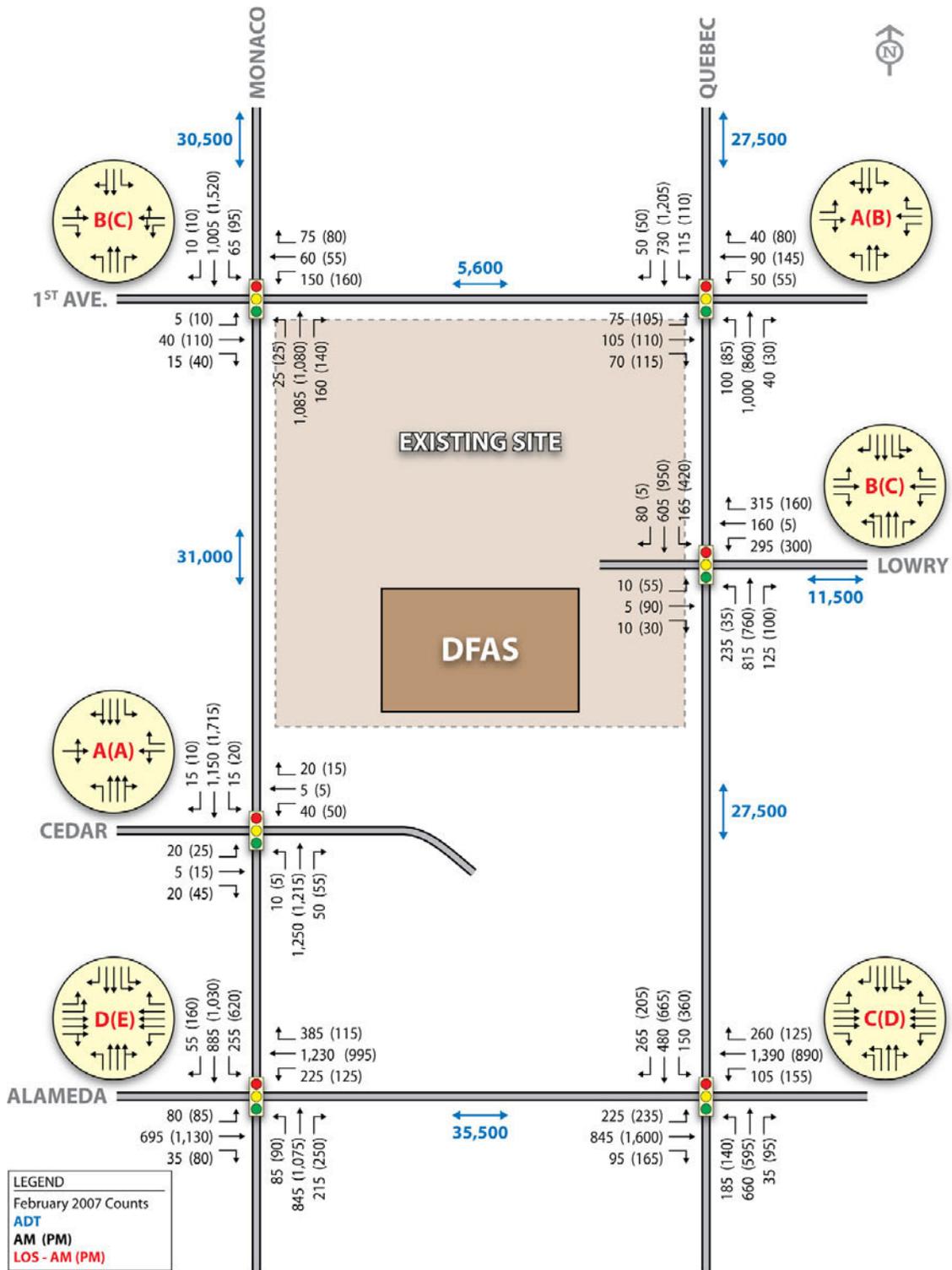


Figure C-3
 Existing Conditions

Source: URS Corporation – February 2007 roadway inventory and analysis with Synchro 6.0.

Existing Bus Service

This project site is serviced by two bus routes. Each route provides only limited service to the DFAS site in the peak hours; only one or two buses actually enter the site during the peak periods. The two bus routes are:

- **Route 6** - Travels east/west on 6th Avenue and north/south along Pecos Street between the Town Center at Aurora and Northglenn. The route diverts through Lowry via Quebec Street and Lowry Boulevard before rejoining 6th Avenue.
- **Route 65** - Travels north/south on Monaco Parkway between Stapleton and the Denver Tech Center (DTC). The buses that divert into the DFAS site use 1st Avenue and Quebec Street to access the site opposite Lowry Boulevard.

Additionally, there are three routes in the area that do not directly serve the site but travel adjacent to or in close proximity to the site.

- **Route 73** - Travels north/south on Quebec Street between DTC and Stapleton. The route diverts through Lowry via Lowry Boulevard, Yosemite Street, and 11th Avenue before rejoining Quebec Street north of Lowry.
- **Route 3** - Travels east/west on Alameda Avenue between the Denver Federal Center and the Aurora Town Center.
- **Route 3L** - Travels east/west on Alameda Avenue between the downtown Civic Center Station and east Aurora.

Pedestrian and Bike Connectivity

The majority of the roadways in the vicinity of the project have sidewalks on both sides of the road. These sidewalks range in width and in the separation provided from the adjacent travel lanes. The majority of the sidewalks in the area are detached, but there are still a few locations where the sidewalks are attached. The two locations where sidewalks are not provided on both sides of the road are:

- **Quebec Street to the south of Alameda Avenue** - sidewalk provided on the west side only.
- **Monaco Parkway to the north of 1st Avenue** - no sidewalks provided, however this design is consistent with this older area of development.

Transportation Summary

The existing transportation system in the vicinity of the DFAS site serves a high demand of both north/south and east/west traffic demand. The current geometry and control provides adequate operations at the majority of intersections while also providing a good multi-modal environment for non-vehicular and transit traffic. The arterial to arterial intersections at Quebec/Alameda and Monaco/Alameda are capacity-constrained components of the adjacent roadway network points in this vicinity. Therefore, as vicinity traffic grows, either from nearby development growth or background traffic growth, these intersections will likely be the first locations where capacity enhancements are warranted. It is estimated that the exist-

ing intersection geometry at Monaco/Alameda can accommodate another 10%-25% increase in traffic, while the Quebec/Alameda intersection can accommodate another 35%-45% increase in traffic before volumes exceed capacity.

Review of Environmental Baseline Study and Environmental Condition of Property Report

The planning team reviewed the *Final Environmental Condition of Property (ECP) Report* and the *Final Environmental Baseline Survey (EBS)*, both dated April 2007. The reports were provided by the Air Force for review and recommendations from the planning team for additional testing needed to fill data gaps. The reports are contained in **Appendix C.3**. The ECP was done in accordance with American Societies for Testing and Materials (ASTM) Designation D5746-98, which classifies the property into 7 Area Types. The property classification categories are listed below as reported in the ECP (See **Figure C-4**):

- **ECP Area Type 1** – An area or parcel of real property where no release or disposal of hazardous substances or petroleum products or their derivatives has occurred (including no migration of these substances from adjacent properties).
- **ECP Area Type 2** – An area or parcel of real property where only the release or disposal of petroleum products or their derivatives has occurred.
- **ECP Area Type 3** – An area or parcel of real property where release, disposal, or migration, or some combination of hazardous substances has occurred, but at concentrations that do not require a removal or remedial action.
- **ECP Area Type 4** – An area or parcel of real property where release, disposal, or migration, or some combination of hazardous substances has occurred, and all remedial action necessary to protect human health and the environment have been taken.
- **ECP Area Type 5** – An area or parcel of real property where release, disposal, or migration, or some combination of hazardous substances has occurred and removal or remedial actions, or both, are under way, but all required actions have not been taken.
- **ECP Area Type 6** – An area or parcel of real property where release, disposal, or migration, or some combination of hazardous substances has occurred, but required response actions have not been initiated.
- **ECP Area Type 7** – An area or parcel of real property that is unevaluated or requires additional evaluation.

ECP Area Types 1-4 are eligible for property transfer, while Types 5-7 are not.

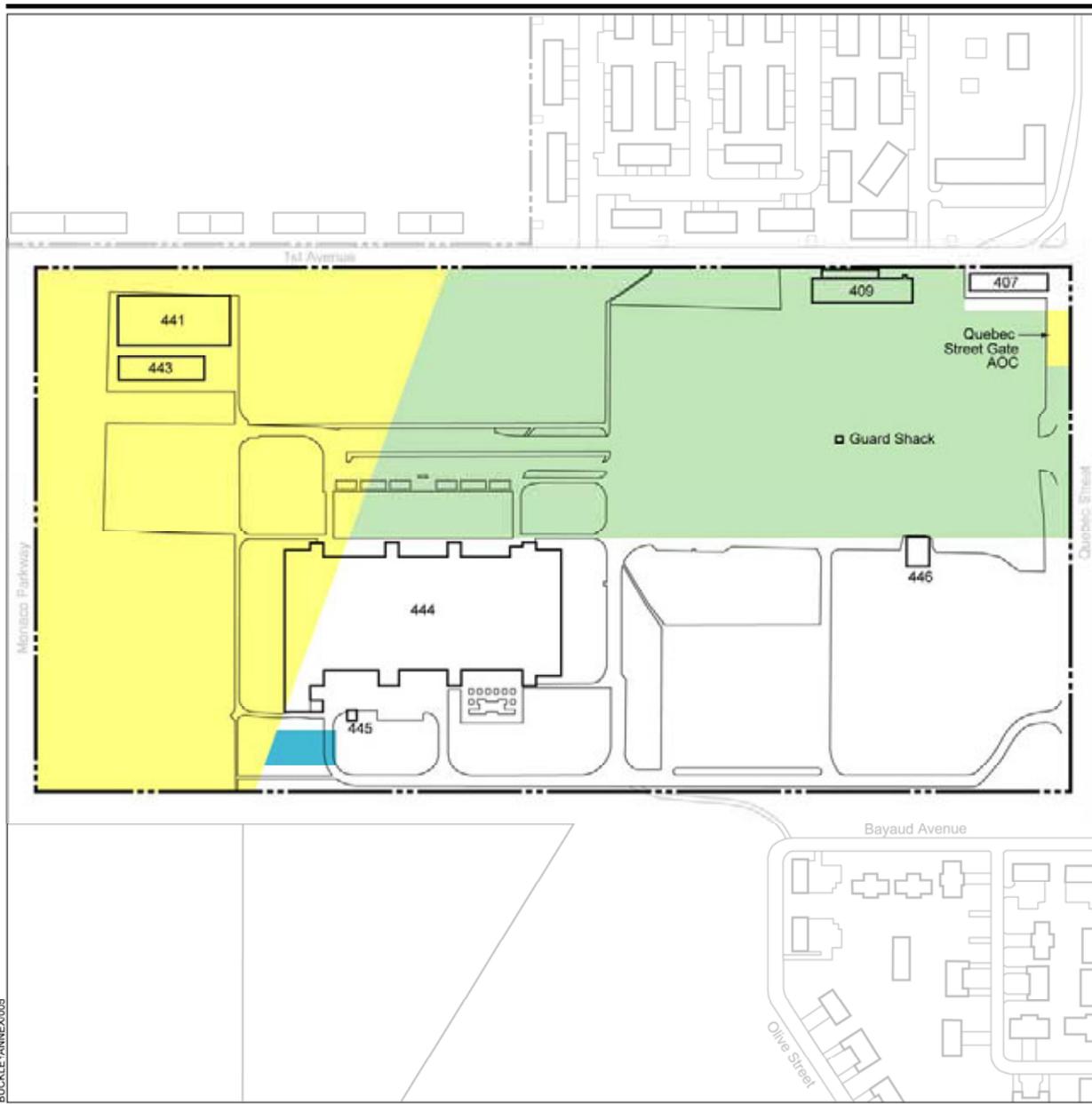
The Buckley Annex has been designated as ECP Area Types 1, 3, 4, and 5.

Approximately 50 acres of the site is designated as ECP Area Type 1, 3, or 4 and is eligible for transfer. Refer to the ECP for additional information on the specifics of the designations.

ECP Area Type 5 encompasses approximately 20 acres in two areas of the site. This includes the area near the Quebec Street gate and the west portion of the site. During the redevelopment of Lowry AFB, the Quebec Street gate was found to have soil contamination near Building 407. Contamination was found to contain low levels of gasoline range organics, volatile organic compounds, and metals, with moderate levels of diesel range organics. Further investigation showed that contamination concentrations were below action levels, and a No Further Response Action Planned (NFRAP) Decision Document was prepared; however, this document has not been submitted for regulator approval due to the transfer of property from Headquarters Air Force Space Command to Headquarters Reserve Personnel Center. The document needs to be approved prior to the transfer of land.

The second area located in the ECP Area Type 5 is in the west third of the site, approximately 20 acres. This area contains groundwater contamination. According to the ECP, the groundwater ranges in depth from 40 feet to 60 feet in this area. Contamination in the groundwater has been identified as tetrachloroethene (PCE), with an unknown specific source. Per the ECP the source appears to be located offsite, south of the southwestern corner of the former Lowry AFB boundary. The ECP also states that, even though the portion of the Buckley Annex above the plume is designated as ECP Area Type 5, the property can be transferred without the Air Force conducting remediation.

The Colorado Department of Public Health and Environment (CDPHE) reviewed the Environmental Baseline Study in 2007 and did not agree with the Air Force's determinations and returned it to the Air Force requesting additional information and coordination with previous studies. Prior to transfer of the land to a developer, CDPHE and the Air Force will need to reach agreement on the EBS and the conditions of an agreement for privatization of any required environmental cleanup or a plan for the Air Force's remediation of the outstanding environmental issues.



EXPLANATION

- Installation Boundary
- Uncontaminated Property (Category 1) (approximately 26.3 acres)
- Petroleum products, release or disposal (Category 2) (approximately 0.2 acre)
- Hazardous substance release, below action levels (Category 3) (approximately 23.8 acres)
- Hazardous substance release, all actions have been taken (Category 4)
- Hazardous substance release, not all actions have been taken (Category 5) (approximately 25.7 acres)
- Hazardous substance release, no actions taken (Category 6)
- Areas requiring additional evaluation (Category 7)



Notes: No Category 4, 6, or 7 property identified.
 The western portion of Buckley Annex designated as Category 5 is a result of groundwater contamination migrating beneath the installation from an off-site source(s). Although this area is designated Category 5, the property can be transferred without the Air Force conducting any remediation.

**Buckley Annex
 Property Categorization**

Figure 5-1

Figure C-4
 Property Categorization (graphic from Environmental Baseline Survey)

Chapter D

Economic & Demographic Conditions



This chapter of the document summarizes the economic and demographic conditions for the Buckley Annex property (See Appendix D.1 for the full market study). The information is organized in four subsections:

- Population and Household Trends
- Residential Development Potentials
- Retail Development Potentials
- Office Development Potentials

Population and Household Trends

The Lowry Market Area (Figure D-1) has experienced a surge of infill development over the past five years. Between 2000 and 2006, the market area population grew by 6,500 to reach 54,520, which accounted for nearly 19 percent of Denver's total growth, as shown in Table D-1. The total number of households grew by nearly 3,700 to over 27,000 during the same time period. Household growth trailed population growth because the average household size increased from 2.04 to 2.11. The Lowry Market Area accounted for 9.4 percent of the total household growth within the City as a whole.

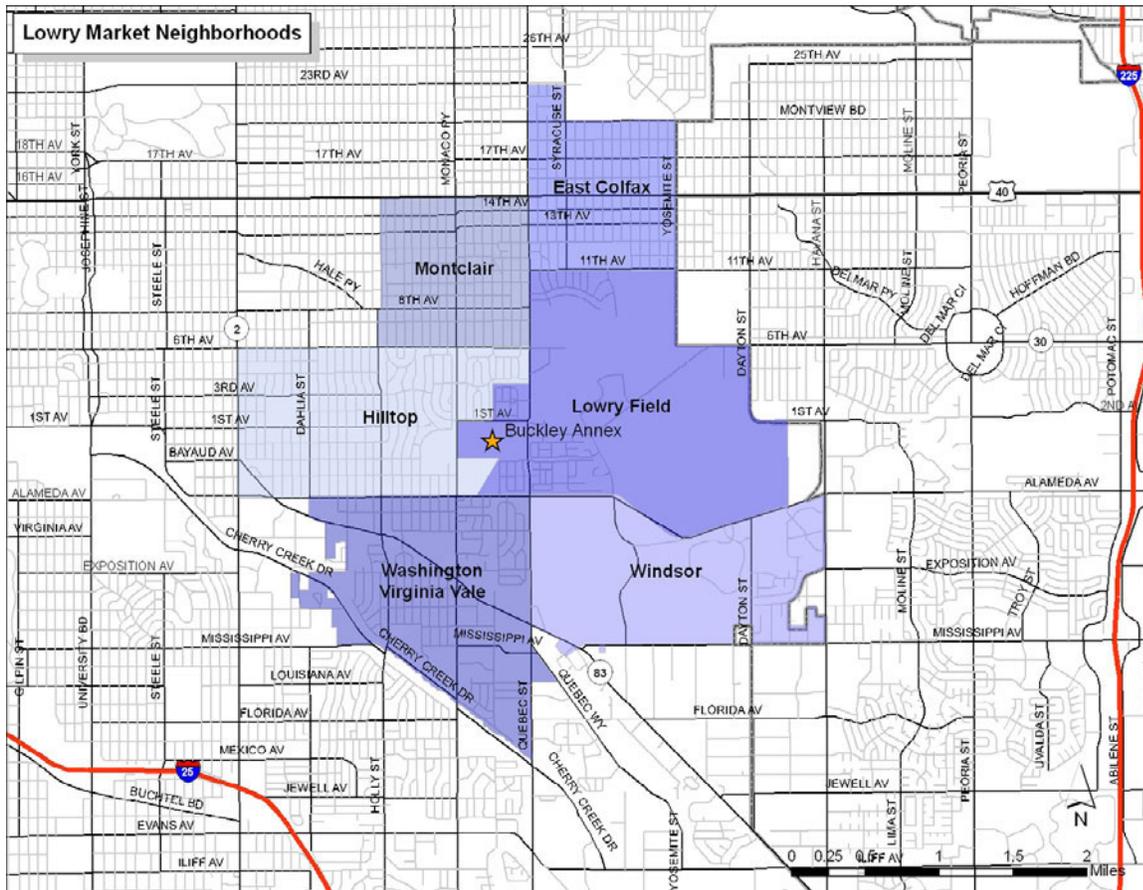


Figure D-1
Lowry Market Neighborhoods

Table D-1
Population and Household Trends, 1990-2006
Buckley Annex Market Study

Characteristics	1990	2000	2006	1990-2000		2000-2006	
				Change	Ann. %	Change	Ann. %
Population							
Lowry Market Area	39,230	48,034	54,520	8,804	2.0%	6,486	2.1%
City & County of Denver	467,610	554,636	585,680	87,026	1.7%	31,044	0.9%
Denver Metropolitan Area	1,848,319	2,405,000	2,699,785	556,681	2.7%	294,785	1.9%
State of Colorado	3,294,394	4,301,261	4,689,832	1,006,867	2.7%	388,571	1.5%
Households							
Lowry Market Area	19,596	23,563	27,260	3,967	1.9%	3,697	2.5%
City & County of Denver	210,717	239,235	260,302	28,518	1.3%	21,067	1.4%
Denver Metropolitan Area	737,806	939,971	1,065,760	202,165	2.5%	125,789	2.1%
State of Colorado	1,282,489	1,658,238	1,800,350	375,749	2.6%	142,112	1.4%

Source: US Census; City & County of Denver; Economic & Planning Systems
 H:\16882-Buckley Annex DEFAS Redevelopment Plan\Data\16882-Economic&Demographic.xls\Pop&HH Summary

Housing Construction

An estimated 16,376 building permits were issued in 2006 across the entire metropolitan area, a reduction of approximately 23 percent from 2005 (Housing activity in 2007 has declined further). Single-family detached permits were down by approximately 36 percent. Only multifamily building permits increased in 2006 over its 2005 level. In the City and County of Denver, housing activity remained strong in 2006. There were 1,691 single-family units permitted in 2006 versus the average of 1,480; 257 duplex units permitted versus the average of 210; and also 1,691 multifamily units permitted, slightly lower than the average of 1,998, as shown in Table D-2. In 2006, Denver accounted for 20.6 percent of the metropolitan area total, up from 15.5 percent in 2005. Between 2000 and 2006 Denver permitted an average of 3,700 residential units annually. Nearly 54 percent of residential units built annually were constructed as multifamily units, with an annual average of approximately 2,000 units.

Table D-2
Denver Metro Building Permits by Type, 2000-2006
Buckley Annex Market Study

	2000	2001	2002	2003	2004	2005	2006	Average 2000-2006
Denver								
Single Family Detached	1,348	1,006	1,555	1,444	1,444	1,875	1,691	1,480
Single Family Attached	279	266	194	119	167	186	257	210
Multifamily	<u>2,243</u>	<u>1,768</u>	<u>3,170</u>	<u>1,673</u>	<u>2,189</u>	<u>1,250</u>	<u>1,691</u>	<u>1,998</u>
Total	3,870	3,040	4,919	3,236	3,800	3,311	3,639	3,688
Denver Metro Area								
Single Family Detached	17,738	16,414	15,511	14,802	19,069	17,903	11,431	16,124
Single Family Attached	764	634	715	393	374	471	206	508
Multifamily	<u>10,957</u>	<u>13,157</u>	<u>8,062</u>	<u>3,059</u>	<u>3,108</u>	<u>2,953</u>	<u>4,739</u>	<u>6,576</u>
Total	29,459	30,205	24,288	18,254	22,551	21,327	16,376	23,209

Source: US Census C40 Series; Economic & Planning Systems

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Residential Development Potentials

Recent trends document strong demand for a range of residential development products in and around Lowry. The 70-acre Buckley Annex site is one of the remaining infill parcels in the Lowry neighborhood. It is therefore an excellent site for both for-sale and for-rent housing. Several factors combine to make the Buckley Annex site a strong residential location, although several constraints limit its total achievable residential density as summarized below:

- **Site Size** – The 70-acre parcel presents an opportunity to develop a critical mass of residential development and create a separate neighborhood within the larger Lowry community. The site size will allow for the development of site amenities that strengthen the success of residential development and contribute to the larger Lowry neighborhood.
- **Adjacent Land Use** – The site is predominately surrounded by residential development including the high density Crestmoor Downs project to the south, the existing Lowry Town Center Neighborhood to the east, and the Lowry West Neighborhood and Mayfair Park to the north. These adjacent uses provide a context and precedent for similar or complementary development on the Buckley Annex site allowing for a range of housing from low-density single-family detached to higher density apartment development.
- **Central Location** – The site is located in the desirable southeast portion of Denver and is close to several major employment centers including Downtown Denver, Denver Tech Center, Fitzsimons, and the Aurora Town Center. This central location makes it attractive for

professionals, including couples, couples with children, and singles that may work in any of the nearby employment centers. In addition, the site has excellent access to the cultural amenities of downtown.

Housing Development Potential

The housing demand for the entire Lowry Market Area is forecast to range from 350 to 500 residential units per year between 2010 and 2020. The site can be expected to capture a portion of the market area annual housing demand based on the following inputs:

- The historic Lowry capture of housing construction activity in the City and County of Denver, which has ranged from 10 to 15 percent.
- The size of the site and its ability to provide a variety of product types and a critical mass of residential units.
- The central location of the site in an established and popular Denver neighborhood.
- Limited competition. Excluding the CCCS campus and the IRG Land-fill site, there are no other major development projects anticipated with the larger Lowry Market Area.

From a marketability perspective, there is a lot of flexibility concerning what could be feasibly developed on the site. Therefore, the real limiting factor of the development potential for the Buckley Annex site will most likely be available land for development on the site, the estimated absorption by product type, and the need to pay for expected redevelopment costs. The Buckley Annex redevelopment project presents an opportunity to continue the successful development trend established by the rest of the Lowry redevelopment.

The Buckley Annex site product pricing and absorption is based primarily on the competitive projects described above within Stapleton and Lowry. Table D-3 presents a variety of residential products that could be developed on the Buckley Annex site. The price range (based on 2007 dollars) and average land value are provided for each product type. The average land value represents the portion of the sale price associated with the underlying land. These ratios are based on recent transactions in the Lowry Redevelopment area.

Table D-3
Housing Development Pricing and Absorption
Buckley Annex Market Study

Product	Average Density (DUs/Acre)	Price Range	Annual Absorption (DUs)	Average Land Value (% of Market)
Single Family				
Custom Lot	3.0	\$1.0 to \$1.5 million	9	20%
Urban Lot	4.5	\$350,000 to \$550,000	36	20%
Patio Home (Upscale)	5.5	\$450,000 to \$600,000	18	20%
Duplex (Upscale)	6.5	\$375,000 to \$550,000	24	20%
Multifamily				
Townhouse (Entry)	14.0	\$250,000 to \$350,000	36	13%
Townhouse (Move Up)	12.0	\$400,000 to \$650,000	18	13%
Condominium (Entry)	30-40	\$225,000 to \$300,000	36	13%
Condominium (Upscale)	30-40	\$400,000 to \$800,000	12	13%
Apartments	30-40	\$1.00 to \$1.50/SqFt	120	13%

Source: Economic & Planning Systems
 H:\16882-Buckley Annex DEFAS Redevelopment Plan\Models\Old\16882-HousingPotentials.xls]Summary

The final development plan product mix will be influenced by transportation constraints, land availability, community concerns, and design considerations. The following points summarize the market factors affecting product mix:

- A development concept that includes a single product type will not generate the highest value. Instead, the development plan should include several product types that attract multiple market segments and, thereby, increase overall absorption.
- Timing and absorption are as important to the creation of value as price and density. High value dense products do not generate significant value if the associated absorption is slow. Finding a mixture of products that include a range of price points and absorption rates will generate the highest value.

Retail Development Potentials

Market conditions and projected residential growth support the growth of additional neighborhood community-oriented retail uses at Buckley Annex. Regional retail uses were determined to be infeasible due to site and access constraints, lack of developable land, and the proximity of major competitive projects.

The strongest anchor use for the site would be a supermarket. It has the potential to establish the site as a place providing a stimulus to both residential absorption and to additional neighborhood level retail demand and supportable space. The most likely opportunity would be for a natural grocer in the trade area. In the absence of a natural grocer, a drug store could anchor a smaller neighborhood center. Finally, an additional increment of neighborhood-oriented retail, particularly more restaurants, could be developed as a second phase to the Lowry Town Center.

- **Neighborhood Center (Small Natural Grocer Anchor)** - The most likely opportunity to attract a natural grocer would be either Sunflower Farmers Market or Trader Joe's. In either case the anchor would range from 15,000 to 25,000 square feet. These retailers could support an additional increment of complementary space between 35,000 to 50,000 square feet. The likely mix of this space would include quick casual restaurants (10,000 to 15,000 square feet), additional full-service restaurant space (10,000 to 15,000 square feet), and ancillary retail and service uses (15,000 to 20,000 square feet). Total commercial space is estimated at 50,000 to 75,000 square feet and could be developed as part of a mixed-use activity node.
- **Neighborhood Center (Drug Store Anchor)** – Another opportunity for the Buckley Annex site would be to attract a drug store to anchor a new neighborhood-oriented retail center. The remaining store mix could be similar to the neighborhood node anchored by the national grocer with a total of 30,000 to 50,000 square feet.
- **Lowry Town Center Phase II** – Absent a strong anchor, such as a small natural grocer or drug store, a modest increment of additional restaurant and ancillary retail and service space could be supported as a second phase to the existing development. This scenario could support a total of approximately 20,000 to 30,000 square feet of space. Because of its relatively small size, it would need to be located on or close to Quebec to have advantage of the existing Town Center draw.

Each of the retail scenarios includes additional ancillary space. This space provides an opportunity to build on the success of the existing Lowry Town Center with additional complementary tenants. Specialty retail and restaurants benefit from large concentrations of similar stores. A wider array of tenants leads to a critical mass that draws additional traffic and creates an activity node that benefits all the retailers and restaurateurs. These additional complementary tenants could include quick casual restaurants, full service restaurants, additional specialty retailers, and additional personal care services.

Office Development Potentials

The existing market conditions indicate Lowry is a niche office location and not a major business or office park destination. Several factors combine to limit the site's ability to develop as a major employment node. However, there are several attributes that would make the Buckley Annex site a strong location for a small increment of neighborhood or community oriented office space. The major site attributes and the impact each has on the retail development potential of the site are discussed below:

- **Site Size** – At 70 acres, the Buckley Annex site cannot support a major employment activity node without consuming the entire site. A 50 to 100 acre site would allow for 1.0 to 2.0 million square feet of development, achieving the critical mass needed to distinguish the site as a new employment node. Office development on the Buckley Annex site will have to build upon the success of existing office and medical space.
- **Central Location** – The central location of the Buckley Annex site, in addition to proximity to the Fitzsimons campus, makes it an extremely attractive location for small independently owned medical practices. However, the existing development at Lowry has attracted a significant number of these users and there remains sufficient additional land in the Lowry Town Center. Also, the existing development character of the CCCS campus property is more conducive to additional office development.
- **Area Vitality** – The Lowry neighborhood is experiencing significant investment, both in terms of new residential space and new office development. This vitality suggests a strong adjacent market. Existing office developers are optimistic about the market for additional office space within the neighborhood. However, recent office developments have only provided a modest increment of new space, ranging from 20,000 to 35,000 square feet.

Chapter E

Plan Development Process



The project challenge statement, vision and principles outlined in Chapter B and the market study summarized in Chapter D guided the subsequent planning process. This chapter summarizes the plan development process and the community's input that influenced the plan's evolution as well as the Final Redevelopment Plan. With task force guidance and community input, the planning team iterated and refined the plan before arriving at the final Buckley Annex Redevelopment Plan (See Chapter F). Plan development and refinement occurred in four distinct phases:

- The Three Concept Alternatives Considered Initially
- The Two Preliminary Plan Alternatives
- The First Draft Redevelopment Plan
- The Second Draft Redevelopment Plan

Concept Alternatives

The three initial concept plans established a framework of alternatives that studied the principles established earlier by the task forces. The framework and exact program of each plan varies, but all three started with the tenet established by the market study and task forces that the Buckley Annex parcel is optimally located to be developed as a mixed density residential neighborhood with some level of commercial space. The planning team presented the three concept alternatives at the April 19, 2007 Task Force Meeting.

Concept Alternative 1 (Figures E-1 and E-2)

Concept Alternative 1 explored how the site could be developed with the existing Building 444 and included the following key elements:

- Preservation of the existing Building 444 with structured parking to serve the building
- Straight extension of Lowry Boulevard through to Monaco Parkway
- Distribution of traffic through multiple vehicular access points
- Creation of a moderate density, mixed-use node on the east side of the plan
- Provision of a mix of land uses, but approximately one-third of the developable land is dedicated to the existing office Building 444 and structured parking for the existing building.
- Focus on linear open space that preserves the Monaco Parkway berms and connects neighborhoods
- Use of structured parking throughout the site to maximize land efficiency
- Residential range estimated at 540 – 900 units

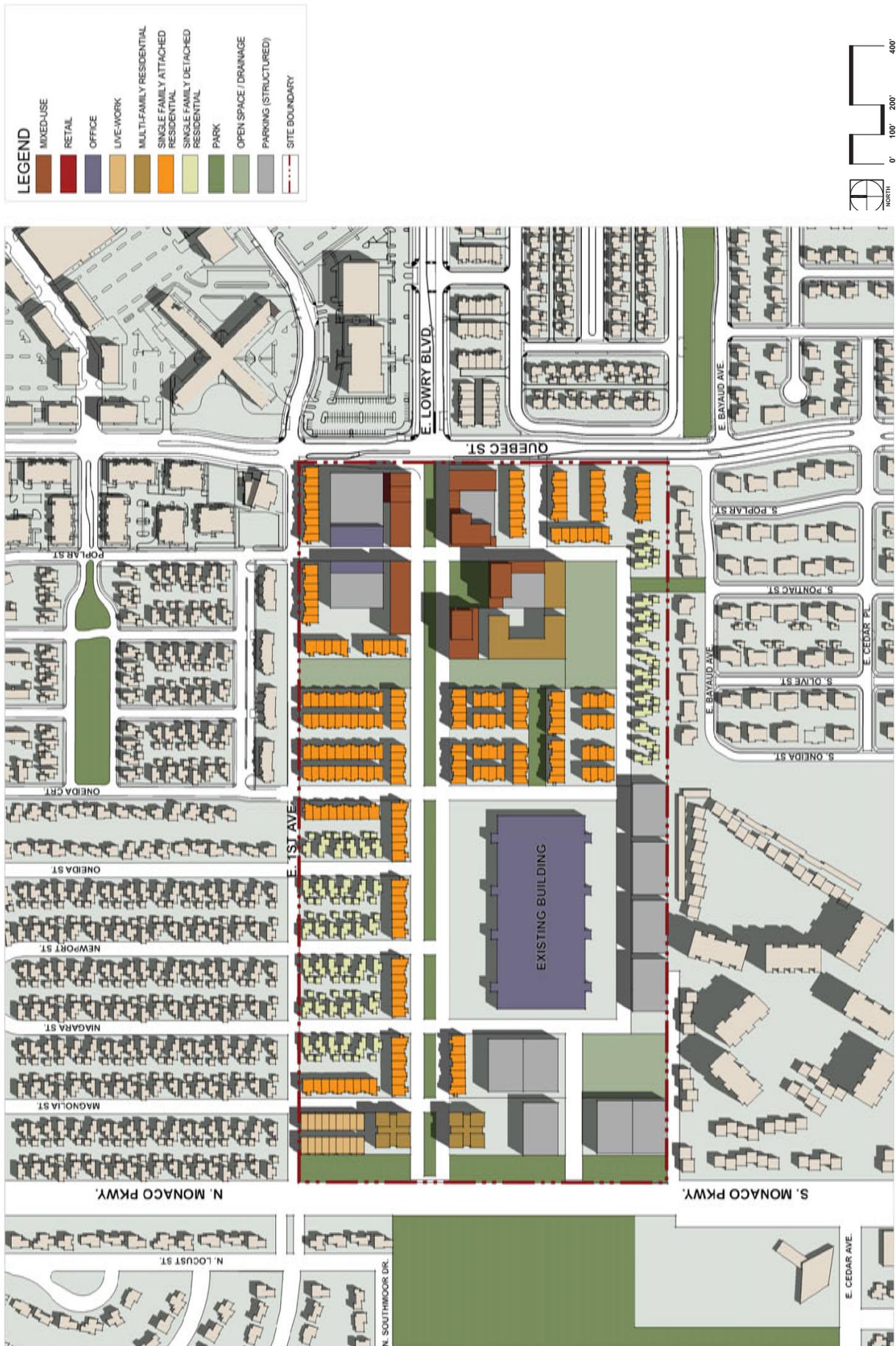


Figure E-1
Concept Alternative 1



ALTERNATIVE ONE FRAMEWORK DIAGRAM



ALTERNATIVE ONE PERSPECTIVE

Figure E-2
Concept Alternative 1 Framework Diagram and Perspective

Concept Alternative 2 (Figures E-3 and E-4)

Concept Alternative 2 explored how the site could be developed without the existing Building 444 and included the following key elements:

- Removal of existing Building 444
- Straight extension of Lowry Boulevard through to Monaco Parkway
- Minimization of vehicular access points along 1st Avenue
- Creation of a moderate density, mixed-use node on the east side of the plan and a moderate density, multifamily node on the west side of the plan
- Provision of a mix of land uses including stand-alone office along Quebec Street
- Focus on linear open space that preserves the Monaco Parkway and 1st Avenue berms and connects neighborhoods
- Use of a combination of structured and surface parking
- Residential range estimated at 530 – 850 units

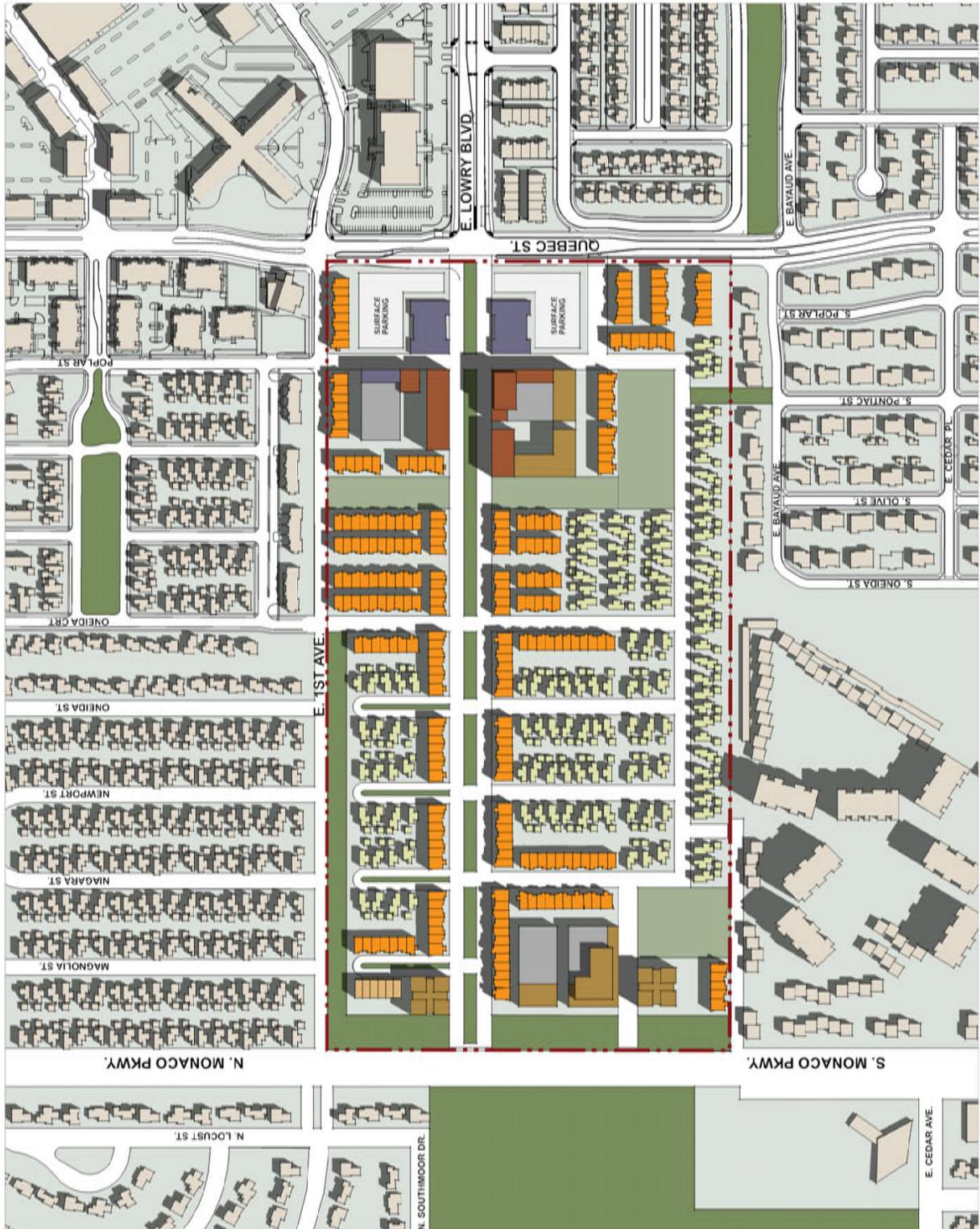
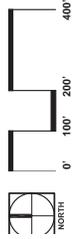
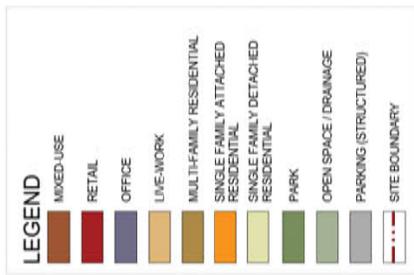


Figure E-3
 Concept Alternative 2



ALTERNATIVE TWO FRAMEWORK DIAGRAM



ALTERNATIVE TWO PERSPECTIVE

Figure E-4
Concept Alternative 2 Framework Diagram and Perspective

Concept Alternative 3 (Figure E-5 and E-6)

Concept Alternative 3 explored how the site could be developed without the existing Building 444, but with a curving extension of Lowry Boulevard. The concept included the following key elements:

- Removal of existing Building 444
- Curving extension of Lowry Boulevard through to Monaco Parkway to allow for more desirable traffic signal spacing and to allow for a more gradual transition from existing neighborhoods to the north to Lowry Boulevard
- Distribution of traffic through multiple vehicular access points
- Positioning of density and intensity along arterial roads
- Creation of the primary moderate density, mixed-use node on the west side of the plan and a secondary moderate density, mixed-use node on the east side of the plan
- Provision of a mix of land uses, but a relatively low amount of single-family detached development
- Focus on a hierarchy of parks linked by smaller linear connections
- Use of structured parking
- Residential range estimated at 800 – 1300 units

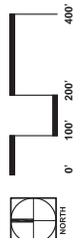
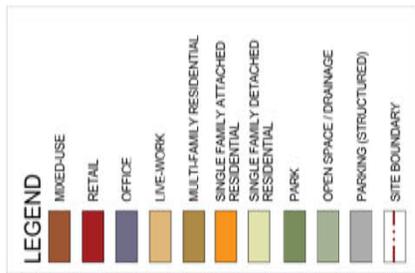


Figure E-5
 Concept Alternative 3



ALTERNATIVE THREE FRAMEWORK DIAGRAM



ALTERNATIVE THREE PERSPECTIVE

Figure E-6
Concept Alternative 3 Framework Diagram and Perspective

Task Force Guidance

The task force members' evaluation of the plans resulted in the following preferences and direction for future plan alternatives:

- The existing Building 444 creates an eyesore, requires too much parking, has an impact on the development of the rest of the property and constrains transportation opportunities. (For more information about the reuse potential of Building 444, refer to **Appendix D.2**, the Building 444 Reuse Analysis prepared by EPS on June 7, 2007.)
- Surface parking adjacent to Quebec Street creates a poor edge and entry into the site.
- The site should integrate and blend with surrounding neighborhoods and provide a mix of land uses.
- A curved Lowry Boulevard provides better traffic signal spacing and creates a modified grid with more interesting spaces (See **Figure E-5** Concept Alternative 3).
- Greater street connectivity and traffic distribution is preferred to few site entrances and exits.
- A townhouse district could provide identity to a portion of the site, but avoid providing too many townhouses in the plan.

The task forces and task force members had multiple viewpoints regarding certain plan elements:

- While Monaco Parkway could be a good location for retail based on traffic counts and access, some task force members were concerned about the introduction of retail onto this primarily residential street.
- Residential uses over retail could provide an opportunity to capture views of the mountains, Crestmoor Park and proposed parks. Some task force members felt these views should be capitalized on through the placement of mid-rise buildings close to the parks while others felt mid-rise buildings should be kept more internal to the site.
- Internal, usable parks were preferred by most, but not all task force members to external open space buffers.
- Most task force members saw opportunity in creating a community gathering place in the plan (As represented in **Figure E-5** Concept Alternative 3), while a few do not want this site to be a destination.

Finally, the task forces requested more information and/or study in subsequent plan iterations regarding the aesthetic treatment of 1st Avenue, area school capacity, traffic impacts, view studies, retail competition with the existing Lowry Town Center and the incorporation of additional library parking.

Preliminary Plan Alternatives

With the guidance provided by the task forces and the LRA, the planning team presented two preliminary plan alternatives to further study the form and character. The planning team presented the preliminary plan alternatives at the June 13, 2007 Task Force Meeting and at the July 11, 2007 Public Hearing and Open House Meeting.

Preliminary Alternative A (Figure E-7 and E-8)

Preliminary Alternative A explored how the site could be developed with the primary mixed-use center and community park on the east side of the plan. The plan included the following key elements:

- Location of an eastern mixed-use center complements the existing Lowry Town Center
- Creation of a minor mixed-use center near Monaco Parkway provides local retail service to adjacent neighborhoods
- Position of the primary community park and plaza on the east side of the plan provides a community gathering place and provides park space for an area relatively underserved by parks
- Range of retail and office space estimated at 95,000 – 145,000 square feet
- Residential range estimated at 485 – 925 units with the opportunity for a few mid-rise (5-12 stories) buildings near high traffic arterials

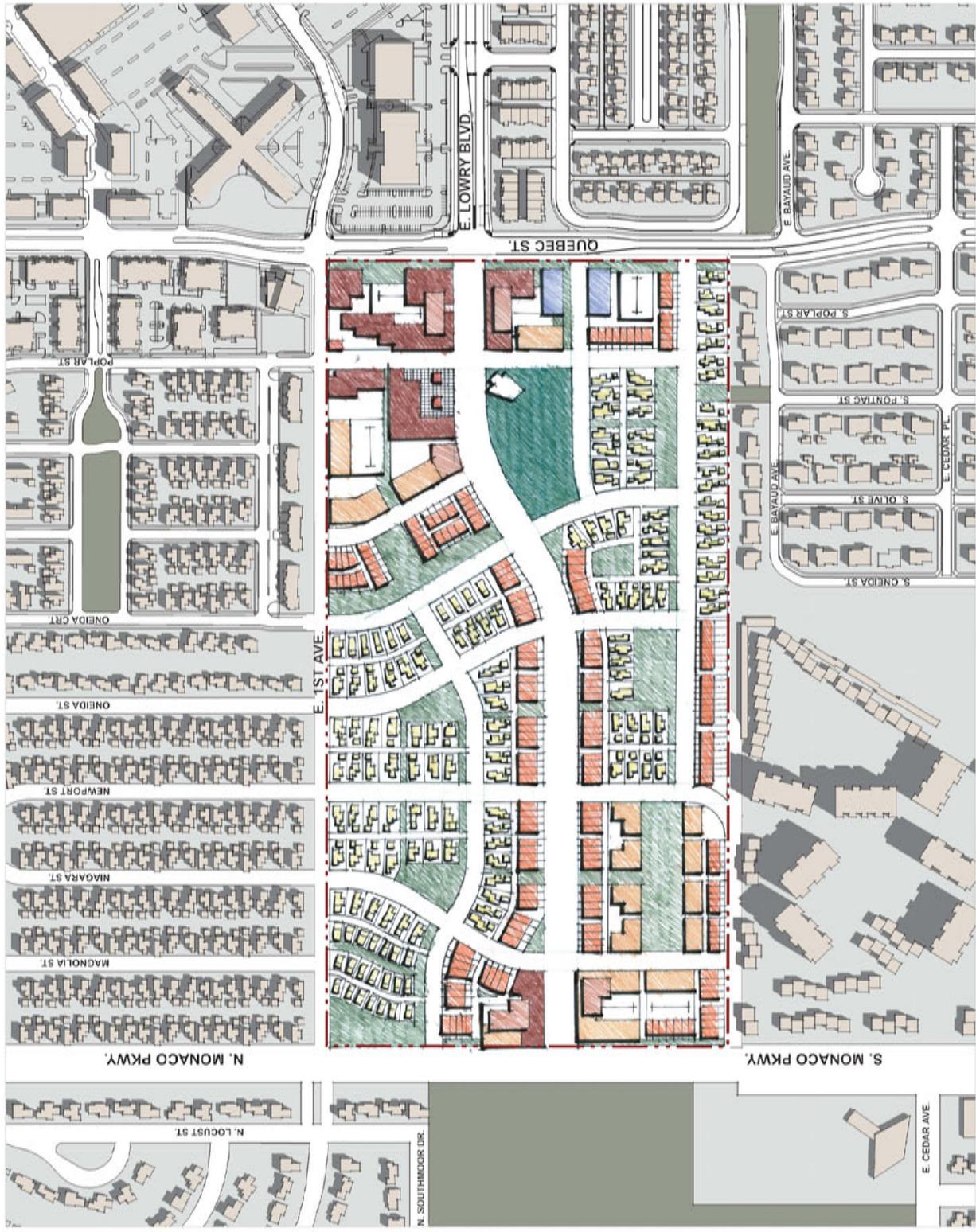
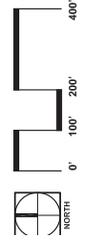
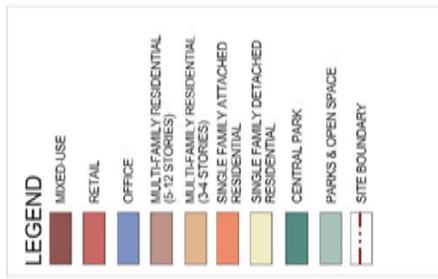


Figure E-7
Preliminary Alternative A

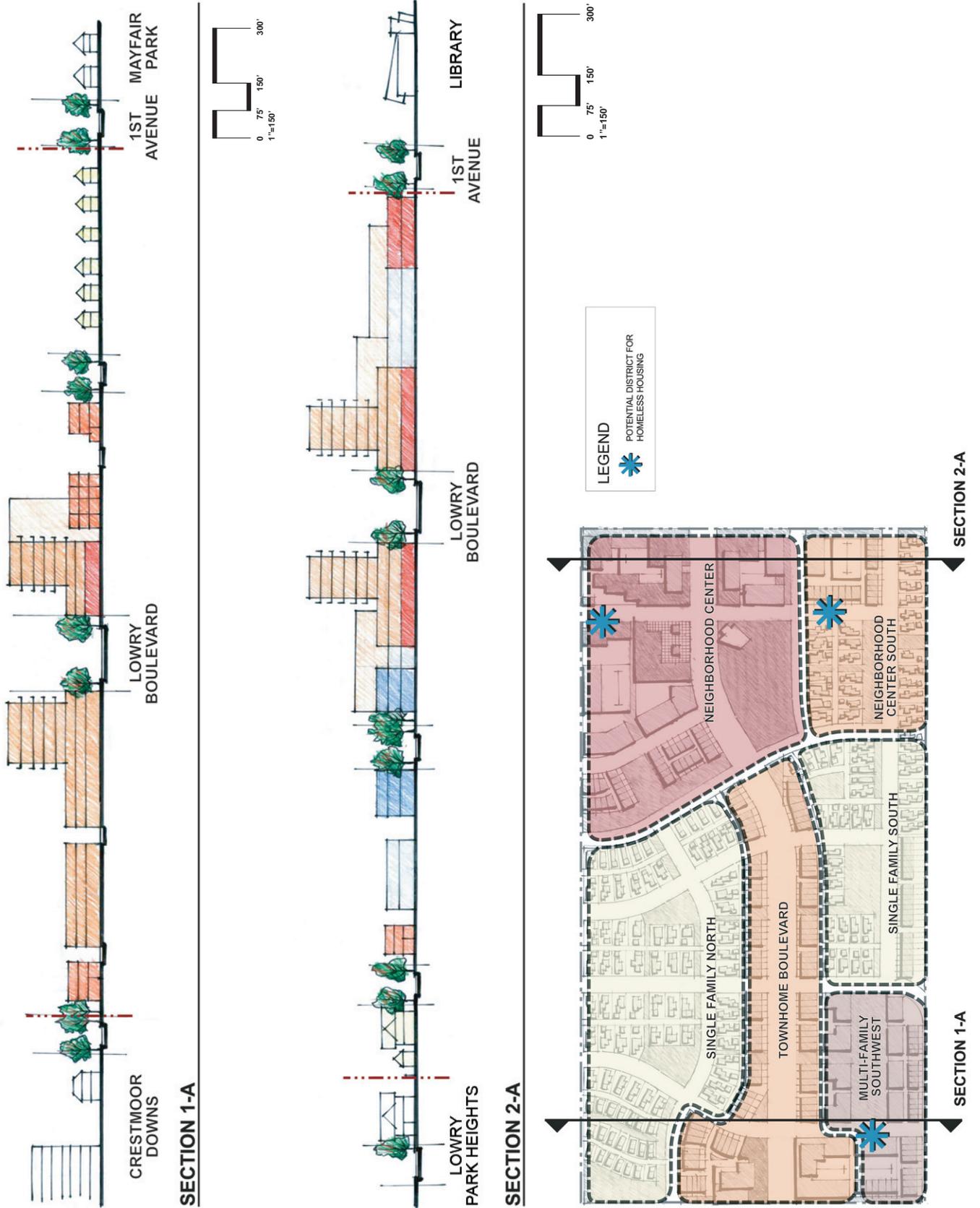


Figure E-8
Preliminary Alternative A Sections and District Diagrams

Preliminary Alternative B (Figure E-9 and E-10)

Preliminary Alternative B explored how the site could be developed with the primary mixed-use center and community park on the west side of the plan. The plan included the following key elements:

- Location of a western mixed-use town center serving a different market than the existing Lowry Town Center and possible anchoring of the center by a full-line natural foods grocer such as a Whole Foods Market as suggested by the market study (See **Appendix D.1**).
- Creation of a minor mixed-use center near Quebec Street to complement the existing Lowry Town Center and capture the synergy of the library and existing Quebec Street traffic
- Position of the primary community park and plaza on the west side of the plan provides a community gathering place and directly connects retail opportunities with the park and plaza
- Range of retail and office space estimated at 155,000 – 230,000 square feet
- Residential range estimated at 635 – 1070 units with the opportunity for a few mid-rise (5-12 stories) buildings near high traffic arterials

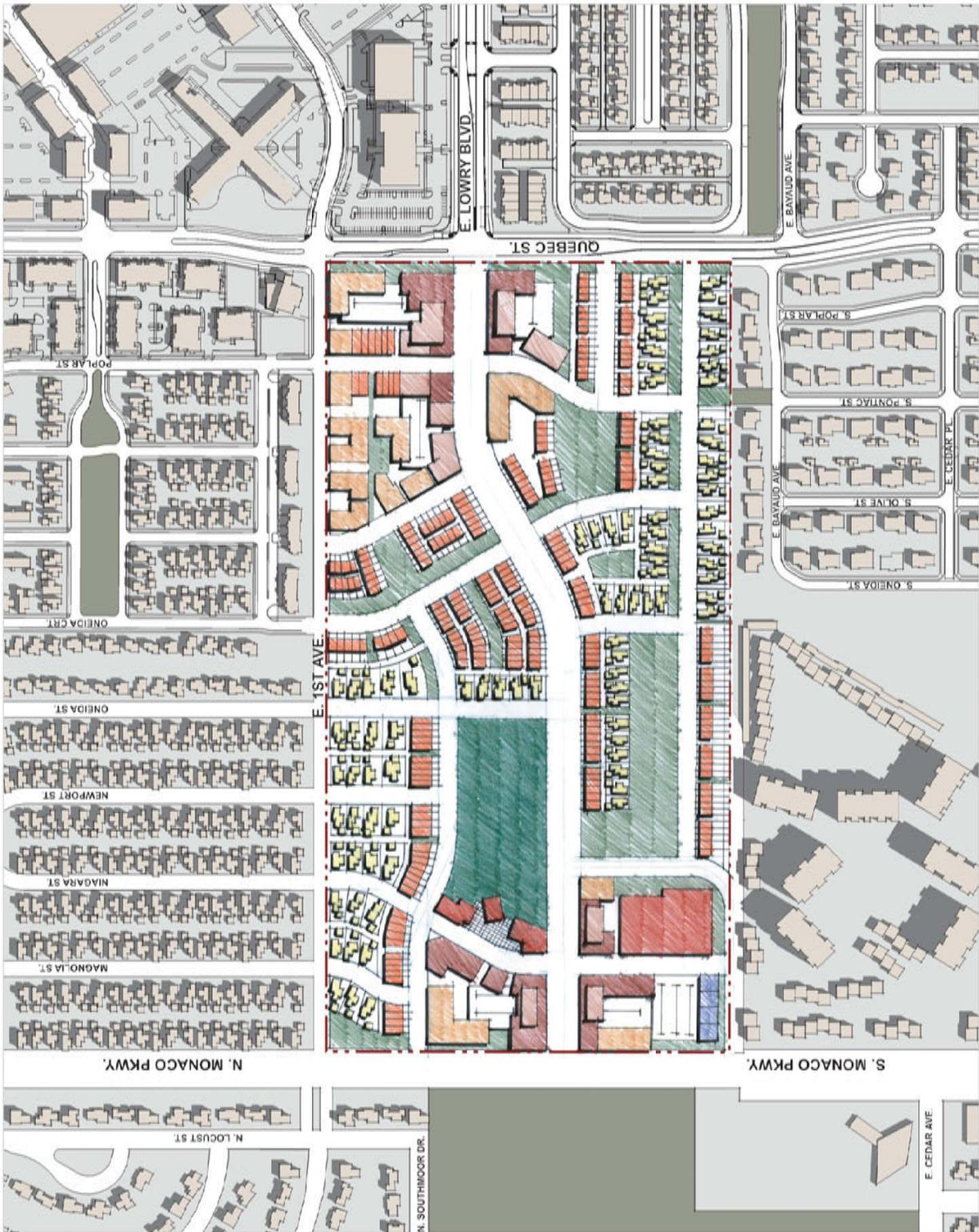
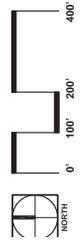
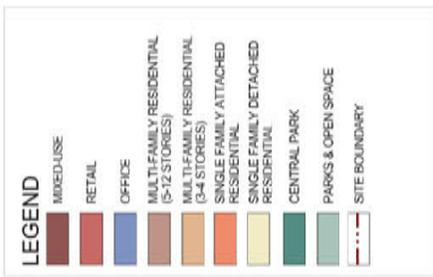


Figure E-9
Preliminary Alternative B

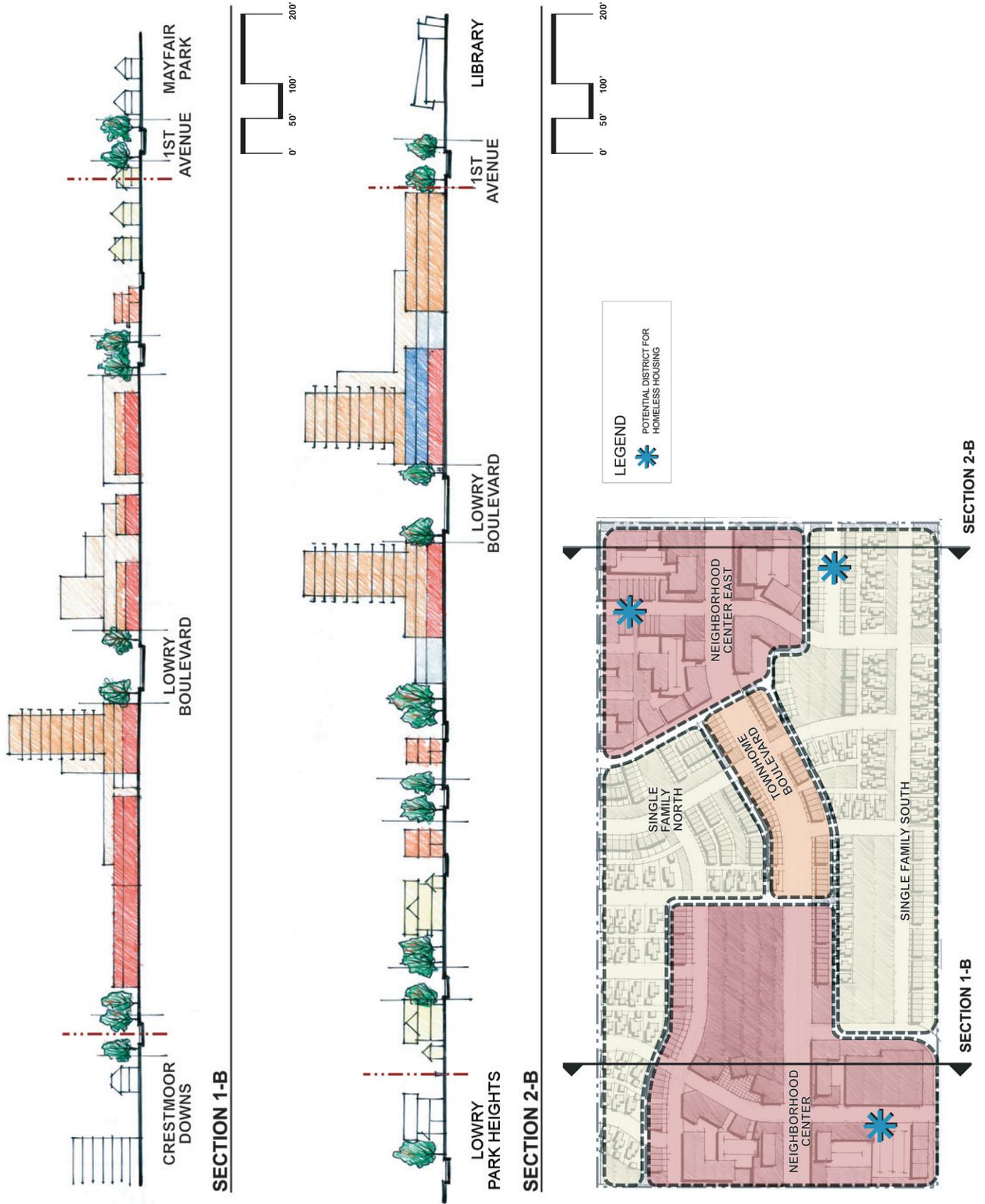


Figure E-10
 Preliminary Alternative B Sections and District Diagram

Task Force Guidance and Public Input

The task force members' evaluation of Preliminary Alternatives A and B resulted in the following preferences and direction for future plan refinements:

- The proximity of retail, a community park, and plaza creates a place for community events.
- Density should build towards Lowry Boulevard.
- A significant median should be provided along Lowry Boulevard.
- The plan should provide seamless transitions between the existing and proposed neighborhoods as represented by both Alternative A and Alternative B.
- The future plans should respect the 35' Monaco Parkway setback.
- The larger community park size illustrated in Alternative B (3.8 acres) is preferred, but the community park eastern location illustrated in Alternative A is more appropriate due to its distance from Crestmoor Park.
- The street framework of Alternative A is preferred due to its flow and lack of "blockiness."
- Homeless housing should not be located near the existing First Avenue Townhomes affordable housing on 1st Avenue between Oneida Court and Poplar Street.
- Retail near Quebec Street could complement the existing Lowry Town Center.
- The southeast quadrant on both alternatives needs further attention and refinement.
- Future plans should explore pedestrian and bicycle connectivity, particularly to southern neighborhoods.

Task force members expressed multiple viewpoints regarding certain plan elements:

- While some liked the concept of a natural grocer, others were concerned about the associated parking, the building scale, and the ability to support such a use on this site.
- The western location of the primary mixed-use retail center was preferred by many, but others were concerned about the introduction of retail onto the primarily residential Monaco Parkway. Most agreed that at a minimum, the plan should provide a small amount of local, neighborhood-serving retail near Monaco Parkway, but that the retail could be setback from Monaco Parkway and oriented towards Lowry Boulevard.
- Some task force members preferred limiting buildings to three stories, while others felt mid-rise buildings along high traffic roads offered protection for single-family homes.
- Some task force members preferred the density range presented in Alternative B while others felt this density was too high.

Significant, non-task force public input also provided the following viewpoints regarding the preliminary plan alternatives:

- Many expressed concerns about the proposed density and its relation to traffic.
- A preferred maximum of 4-5 story buildings was stated frequently.
- Other desires included the protection of berms, trees and mountain views; the preservation of the existing western and eastern stormwater detention ponds; and the need for a safe pedestrian crossing at 1st Avenue and Quebec Street to access additional library parking.
- Suggestions for plan improvement included more specific potential locations for homeless housing and the inclusion of a cultural arts center for such things as theater events, music lessons, lectures and continuing education.

First Draft Redevelopment Plan

Based on task force guidance and public input, the LRA and planning team prepared the First Draft Redevelopment Plan (See **Figures E-11** through **E-14**). The planning team presented the plan at the August 1, 2007 Public Meeting. The first draft redevelopment plan examined the relationships of land uses, transportation, existing neighborhoods and open space. The plan included the following key elements:

- Anchoring of the site with a community park and plaza on the east side of the plan surrounded by the primary mixed-use center as well as townhomes and single-family uses
- Creation of a small neighborhood retail area layered behind a Monaco Parkway setback with townhomes
- Respectful transition from existing land uses to proposed land uses and use of medium density townhomes on high traffic streets
- Inclusion of a hierarchy of open spaces that incorporates the existing stormwater pond along Monaco Parkway
- Provision of a minimum 35' setback along Monaco Parkway and Quebec Street to create landscaped edges to the site
- Preservation of the berms and trees on 1st Avenue and on the north-west block of the proposed plan
- Creation of a landscape buffer on the southeast edge of the site between existing Park Heights homes and proposed homes on the Buckley Annex site
- Residential density range estimated at 800 – 1200 units with the opportunity for six mid-rise (5-12 stories) buildings near high traffic arterials

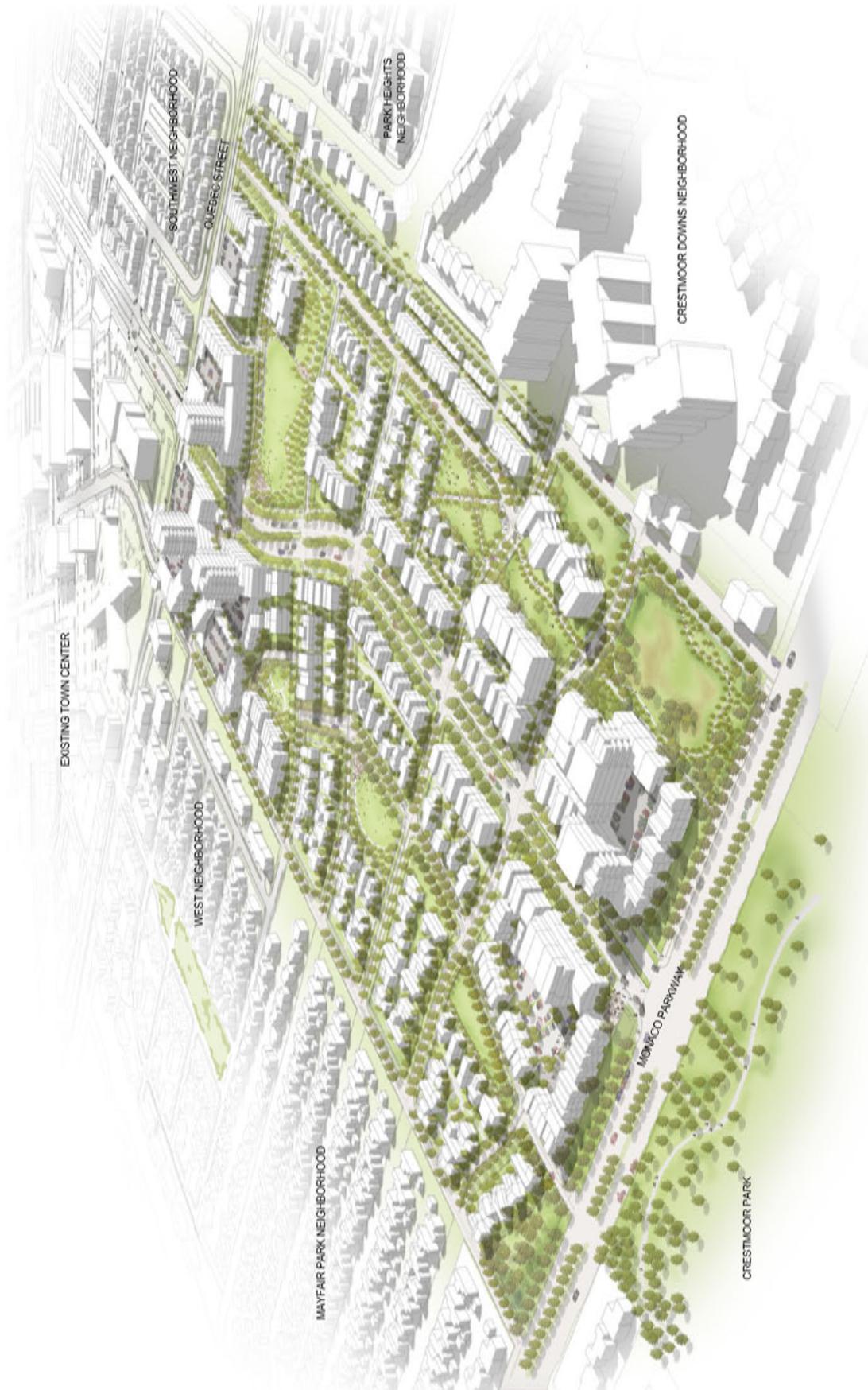


Figure E-12
First Draft Redevelopment Plan Perspective

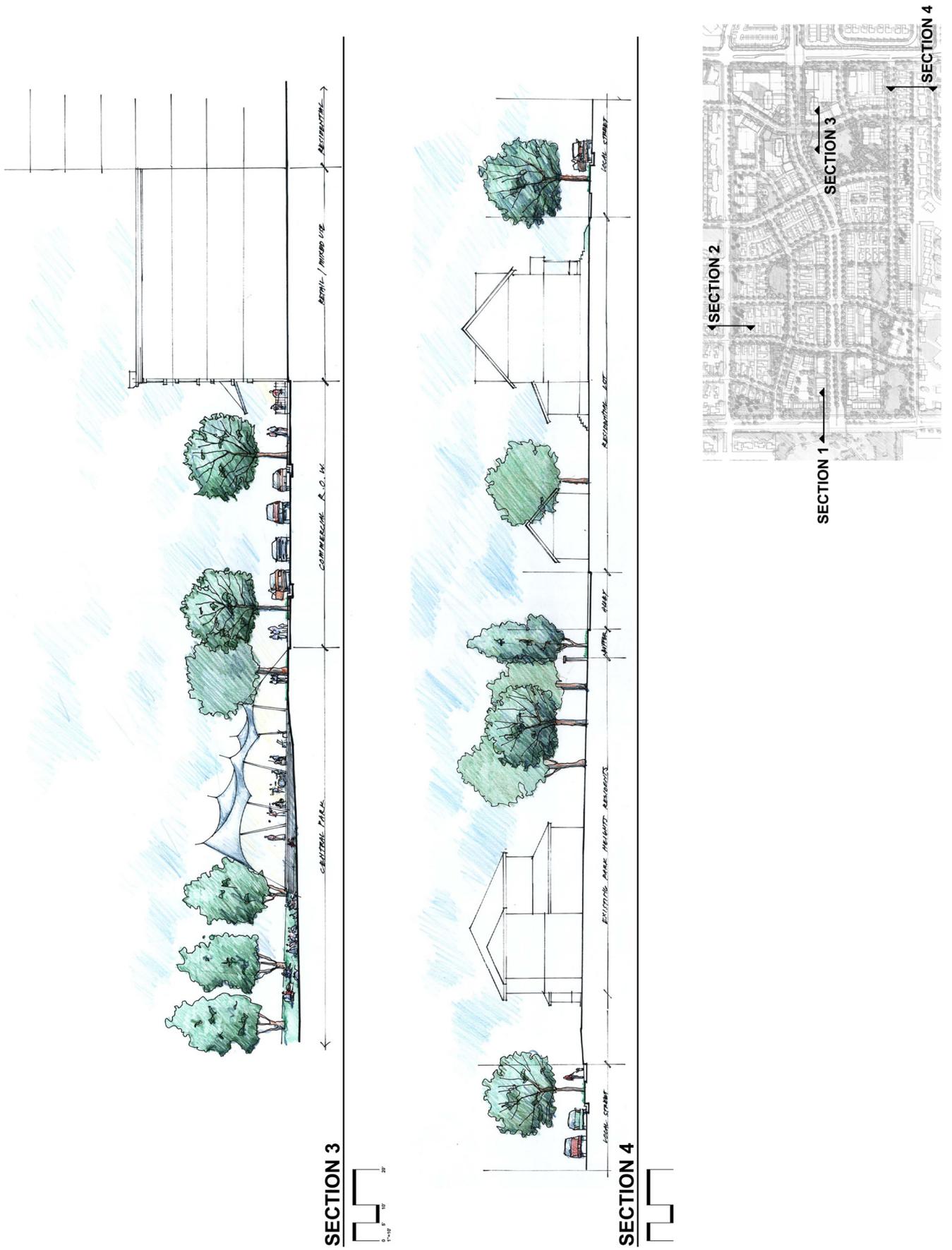


Figure E-14
First Draft Illustrative Sections

Public Response

Members of the general public provided suggested improvements and concerns about the proposed plan:

- Many citizens had concerns about traffic congestion at the community level as well as more localized concerns related to cut-through traffic into existing neighborhoods and pedestrian safety.
- Many were concerned with proposed heights above four or five stories. Alternatively, one of the adjacent neighborhood associations is comfortable with four – eight story buildings.
- Many did not like the proposed residential unit range of 800 – 1200 units (11 to 17 dwelling units per acre). A suggested improvement was to match the density of the existing Lowry Town Center (10 dwelling units per acre).
- While some members of the public expressed concern about additional retail competition, members of the Town Center Merchant Association generally welcomed the addition of retail opportunities with the suggestions that new retail should provide opportunities for tenant-owned space for small businesses and the link between the existing Lowry Town Center and Lowry Boulevard should be enhanced and celebrated.
- Areas for further study included the potential 1st Avenue enhancements and the Quebec Street edge of the plan.

Task Force Guidance

The task forces weighed public input and their knowledge gained through the planning process to offer further suggested improvements to the First Draft Redevelopment Plan:

- The Quebec Street edge south of Lowry Boulevard should be revised to a townhome use to complement the existing single-family homes east of Quebec Street.
- To discourage cut-through traffic, the street network should be revised to provide a mid-block connection to 1st Avenue in the northeast quadrant rather than a connection to Poplar Street.
- Northbound Monaco Parkway should be reduced from three to two lanes north of Lowry Boulevard to reduce the number of people turning onto 1st Avenue from the right-turn only lane and to increase the area of landscaping buffer.
- Many agreed that moving the taller buildings on the west side of the plan to mirror the existing setback of the seven-story buildings in Crestmoor Downs is acceptable and appropriate, but others felt the taller buildings should be closer to Monaco Parkway to capture views of the park and give life to the park.

Second Draft Redevelopment Plan

Based on task force and public input, the LRA and planning team refined the First Draft Redevelopment Plan to create the Second Draft Redevelopment Plan (See **Figure E-15**) with the following key changes presented at the October 10, 2007 Planning Task Force Meeting:

- Revision of the eastern edge of the plan by placing a residential use across from the existing single-family homes on Quebec Way to create a gradual transition from the surrounding neighborhoods to the site.
- Adjustment of the street network by providing a mid-block connection to 1st Avenue in the northeast quadrant rather than a connection to Poplar Street. This reduces traffic entering the Lowry West neighborhood and allows for a greater intersection distance from 1st Avenue and Quebec Street.
- Relocation of the taller buildings on the west side of the plan so that they do not extend farther west than the existing Crestmoor Downs seven-story buildings to the south of the site.
- Removal of the berms along 1st Avenue based on the input from the neighborhood to the north of the site (Mayfair Park) who believe the berms would be a barrier to neighborhood integration and would continue to create shadowing of 1st Avenue that causes icy conditions in the winter (See Berm Study, **Figure E-16**).
- Increase in park sizes to offset the berm removal along 1st Avenue and to create more meaningful parks.
- Provision of a maximum of 800 residential units (reduced from 1200 maximum residential units in the First Draft Redevelopment Plan).

Further, the planning team presented the Planning Task Force with graphic simulations of what the proposed plan might look like from the surrounding neighborhoods (See **Figures E-17 through E-20**). The simulations studied two scenarios for the six proposed taller buildings:

- 12-story maximum building height
- 7-story maximum building height

LEGEND	
	EXISTING LOWRY TOWN CENTER
	PROPOSED RETAIL
	PARK, OPEN SPACE AND STORM WATER DETENTION
	SITE BOUNDARY

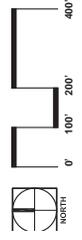


Figure E-15
Second Draft Redevelopment Plan

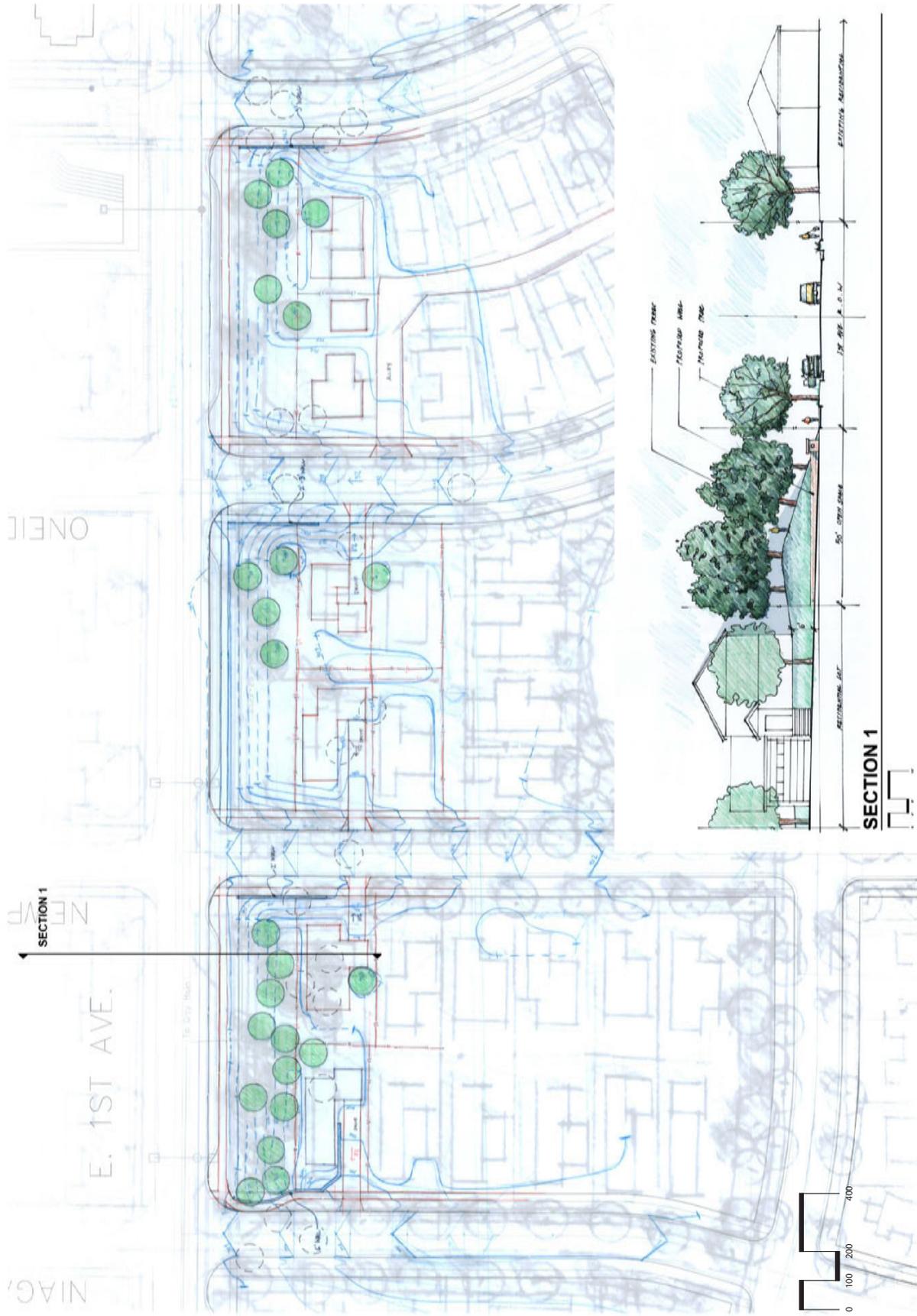


Figure E-16
1st Avenue Berm Study



EXISTING CONDITIONS



12 STORIES



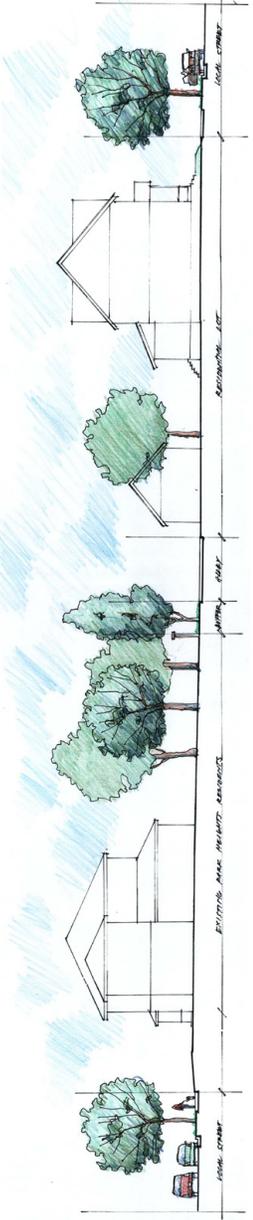
7 STORIES



7 STORIES WITH OPAQUE TREES



KEYMAP



SECTION

Figure E-17
Perspective Views from Park Heights



7 STORIES WITH OPAQUE TREES



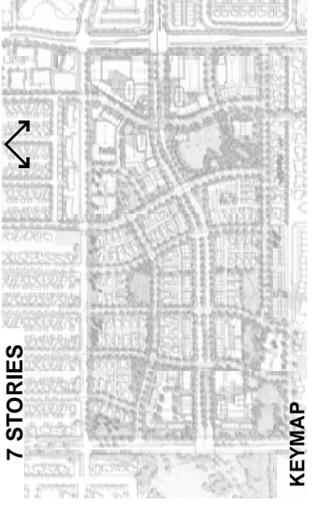
EXISTING CONDITIONS



12 STORIES

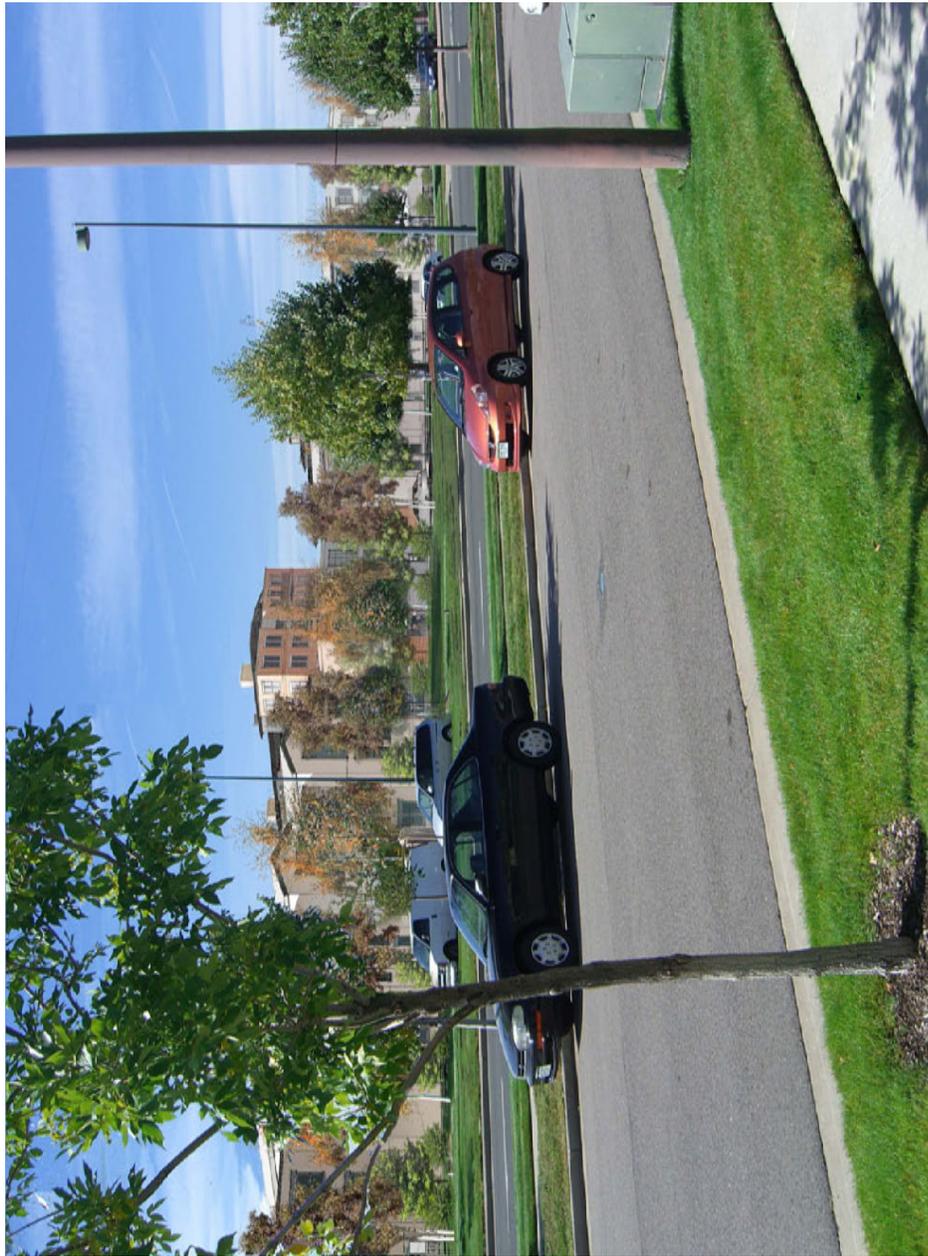


7 STORIES

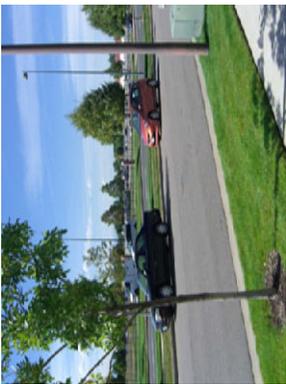


KEYMAP

Figure E-18
Perspective Views from Lowry West



7 STORIES WITH OPAQUE TREES



EXISTING CONDITIONS



12 STORIES



7 STORIES



KEYMAP

Figure E-19
Perspective Views from Quebec Way



EXISTING CONDITIONS



12 STORIES



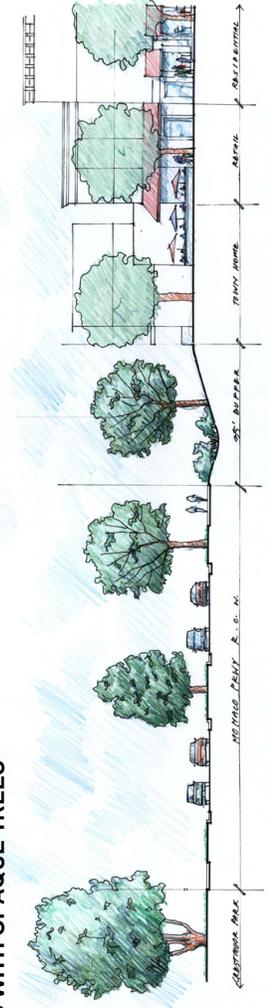
7 STORIES



7 STORIES WITH OPAQUE TREES



KEYMAP



SECTION

Figure E-20
Perspective Views from Crestmoor Park

Task Force Responses

The Planning Task Force evaluated this Second Draft Redevelopment Plan with a particular focus on weighing public input and their knowledge of the plan regarding height, density and edge treatments in the First Draft Redevelopment Plan:

- Several of the Planning Task Force members felt that seven stories was an acceptable maximum for the six taller buildings although some preferred a twelve-story maximum and some preferred a four-story maximum.
- The general opinion of Planning Task Force members was that it was appropriate that any taller buildings on the west side of the plan be setback from Monaco the same distance as the seven-story Crestmoor Downs buildings at a minimum.
- While density was discussed, the Planning Task Force did not discuss density in-depth or provide guidance about the appropriateness of 800 residential units for the plan.
- Although there were alternative viewpoints, most agreed to defer the decision regarding the removal or preservation of the 1st Avenue berms to the Mayfair Park neighborhood that preferred the removal of these berms. Concern about the removal of a portion of the berms along Monaco Parkway was also raised by a Planning Task Force member.

Public Responses

Although the Second Draft Redevelopment Plan was presented at a working session of the Planning Task Force, the Planning Task Force agreed to open the working session to public comments and questions. Members of the audience provided suggested improvements and expressed concerns about the proposed plan:

- It was suggested that an advisory committee should be formed for the next phase of the planning process.
- A concern was raised that seven story buildings might not be compatible with the market.
- A concern was noted that Blueprint Denver does not require the height or densities being studied in the Second Draft Redevelopment Plan.
- A preference was expressed that the Buckley Annex Redevelopment Plan adopt the Lowry Design Guidelines.
- A concern was expressed that the proposed density is not appropriate because Lowry is not a Transit Oriented Development.

Conclusion

The LRA, task forces and planning team created the foundation for the Final Buckley Annex Redevelopment Plan (See **Chapter F**) through a series of collaborative meetings that focused on studying how varying plan alternatives could best balance the interests of the local community, the Air Force and the U.S. Department of Housing and Urban Development (HUD), the LRA, the market and the City and County of Denver.

The public engagement process emphasized the participation of task force members who became familiar with many dimensions of the planning process. In addition, there were opportunities for the public to voice their perspectives. Throughout the process, it was clear that achieving consensus about difficult issues related to height and density would not happen. Despite this difficulty, the input from the task forces and the public helped shape and guide the development of the plan. Many suggestions were incorporated into the final Buckley Annex Redevelopment Plan and the plan was improved as a result of this process.

Chapter F

Redevelopment Plan



This chapter illustrates the Redevelopment Plan and records the plan requirements and recommendations. The information is organized in eight subsections:

- Introduction
- Plan Overview
- Plan Subareas
- Land Use and Development Summary
- Building Height
- Urban Design Elements
- Final Buckley Annex Redevelopment Plan Public Comment
- Plan Evolution

Introduction

The final Buckley Annex Redevelopment Plan resulted from a series of plan iterations to arrive at an implementable plan that balances the interests of the local community, the Air Force and the U.S. Department of Housing and Urban Development (HUD), the LRA, the market and the City and County of Denver. In balancing these interests, the plan must provide an appropriate yield that will offset the redevelopment costs and achieve a great neighborhood that integrates with the existing community. Task force and public input influenced the early plan iterations and the final Buckley Annex Redevelopment Plan as represented in the Plan Evolution section of this chapter.

The LRA and planning team presented the final redevelopment plan at the November 14, 2007 Task Force and Public Meeting. Based on public comment from the November 14 meeting, the planning team presented refinements to the allowed building heights at the December 18, 2007 Lowry Community Planning/Disposition Subcommittee and Lowry Community Advisory Committee (CAC) Meeting and at the January 29, 2008 LRA Board Meeting.

All written and oral comments regarding the final Buckley Annex Redevelopment Plan were recorded. The concerns that were expressed by some of the meeting attendees and public comment authors are characterized at the end of each Redevelopment Plan section. In addition, a summary of all task force and public input is provided at the end of this chapter, and the meeting summary and written comments submitted about the final plan can be found in **Appendix A.1**.

While task force guidance and public input resulted in modifications to the plan that reflected many of the comments, it is important to note that not all public comments could be addressed or were appropriate to be reflected in the plan; in fact, some comments were in conflict with other public comments. However, by balancing the diverse interests, the plan at its core reflects the successful vision of Lowry with diverse housing types, great public spaces and amenities, and opportunities to replace lost jobs.



Plan Overview

Illustrative Redevelopment Plan

The Buckley Annex Redevelopment Plan (See Figure F-2, Illustrative Redevelopment Plan) builds upon the success of Lowry to create a neighborhood that integrates with the surrounding community. The Illustrative Redevelopment Plan provides the vision for how this neighborhood could be developed as a vibrant community hub that will serve multiple generations both inside and outside the neighborhood.

The plan is defined by six subareas (See Figure F-1, Subarea Boundaries) that combine to provide choices within two mixed-use nodes united by a medium density townhome boulevard along the extended Lowry Boulevard. The townhome boulevard and mixed-use nodes are surrounded by residential areas intended to integrate with the surrounding neighborhoods and have a range of attached and detached homes that are oriented to open space and walkable streets. Along the arterial streets of Monaco Parkway, Quebec Street and Lowry Boulevard, medium density residential and mixed-use buildings mitigate the impact of the higher traffic volumes and speeds.

Figure F-1
Subarea Boundaries

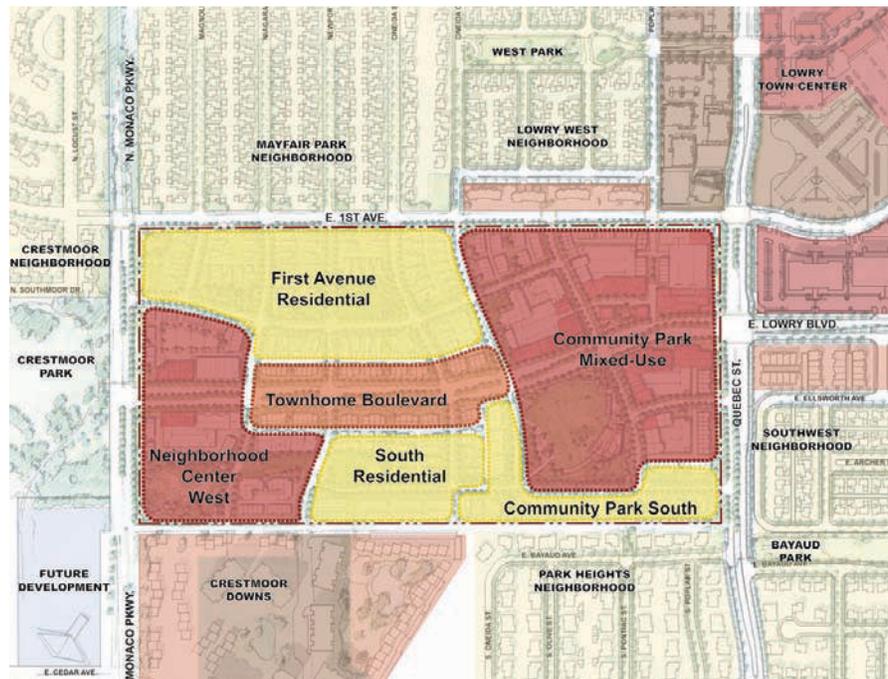
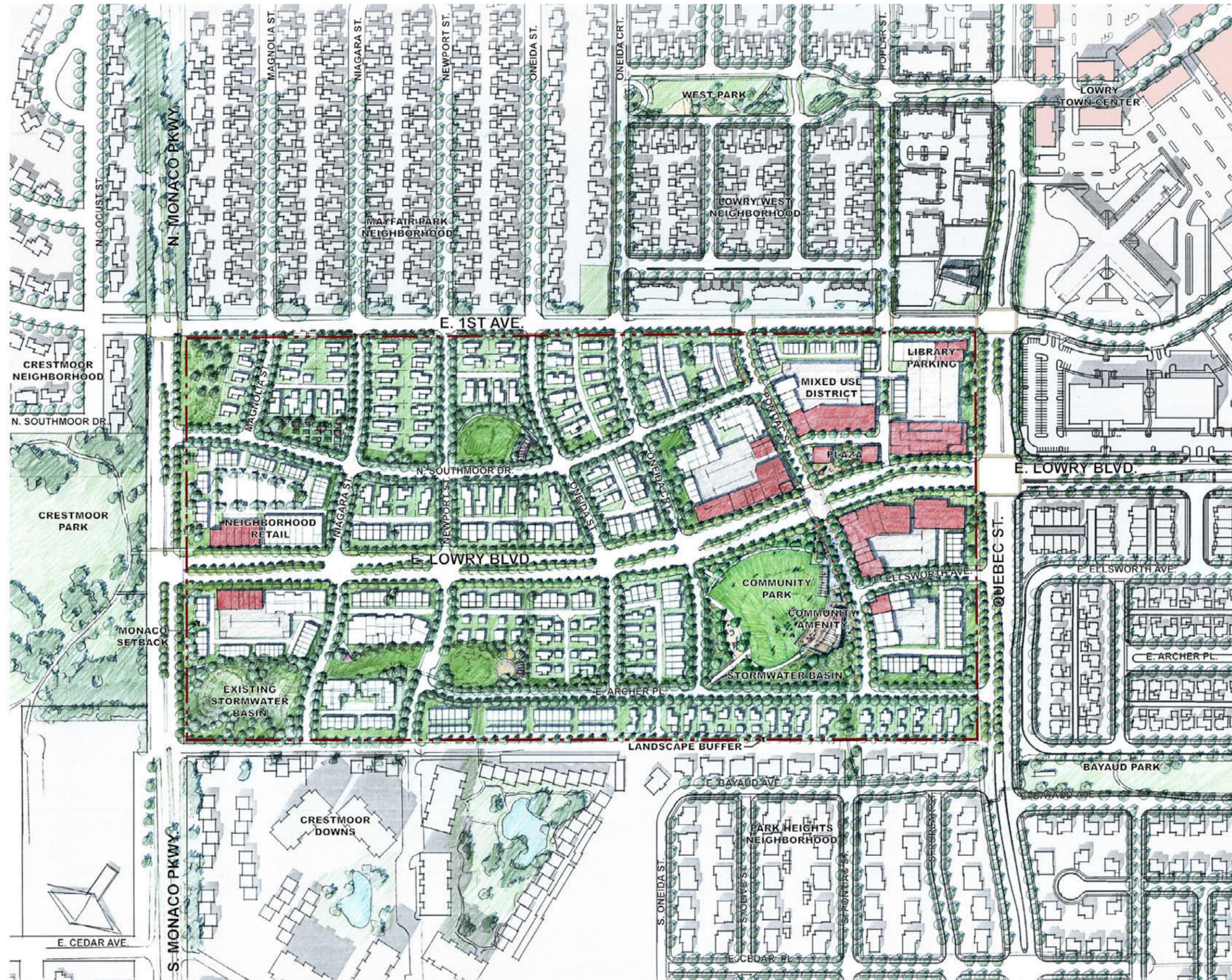
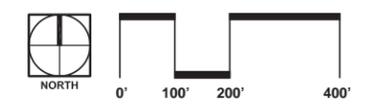


Figure F-2



LEGEND

- EXISTING LOWRY TOWN CENTER
- PROPOSED RETAIL
- PARK, OPEN SPACE AND STORM WATER DETENTION
- SITE BOUNDARY



Transportation Network

Based on the principles set forth by the Transportation Task Force, the transportation network creates the framework for a functional community that is accessible by multiple forms of transportation, has distributed traffic from multiple access points and is integrated with the surrounding community:

- Buckley Annex streets connect to the neighboring Denver street grid. Internal to the site, street alignments are slightly curvilinear to create attractive streetscapes and blocks are aligned for optimal solar orientation.
- Lowry Boulevard extends through the site as the primary east-west arterial spine connecting the site to north-south arterials and serving as a gateway into the community.
- With the extension of Lowry Boulevard, 1st Avenue relinquishes its role as a regional east-west traffic corridor and will now serve as a residential collector street, enhanced with pedestrian bulb-outs, streetscaping and on-street parking.
- Assuming 800 residential units and 175,000 square feet of commercial space, traffic modeling indicates that the proposed land uses in 2030 will generate 9,500 trips per day – the same traffic generated by the 600,000 square foot Building 444, were it to remain as an occupied office building. Traffic generated by the Buckley Annex DFAS operations was accounted for in the 1995 Lowry Infrastructure and Transportation Master Plan. Traffic related to the Redevelopment Plan is projected to generate between 5 and 12 percent of the total traffic on adjacent streets, depending on which street the traffic is projected for.
- In conjunction with the land use plan, the transportation network creates the framework for enhanced opportunities for bus service and a main east-west bicycle route through the site.
- Through the task force process, Denver staff and Denver City Council, represented by Councilwoman Marcia Johnson, indicated a commitment on the City's part to fund and conduct in the near future (possibly starting late 2008) a formal study of Quebec Street that would examine the impacts and benefits of public improvements to transportation in the corridor.

Street Network

The proposed street layout (See **Figure F-3** Transportation Hierarchy Diagram) shall be defined by a hierarchy of street classifications and intersections designed to accommodate vehicular traffic, pedestrians, bicycles and transit opportunities while also complementing the adjacent proposed land uses. External street connection points along Monaco Parkway, Quebec Street and 1st Avenue shall be developed as shown to honor the distribution commitments made to the surrounding neighborhoods. Internal street circulation shown in **Figure F-3** represents the preferred plan. Modifications may be approved if the modified internal circulation meets the task force goals of continuity and distribution. Further, there shall not be a street along the southern Buckley Annex property line immediately adjacent to the Park Heights neighborhood.

The street hierarchy shall be defined by six street sections:

- Lowry Boulevard Commercial Section A-A (**Figure F-4**)
- Lowry Boulevard Residential Section B-B (**Figure F-5**)
- Pontiac Street - Commercial Local Section C-C (**Figure F-6**)
- 1st Avenue Residential Collector Section D-D (**Figure F-7**)
- Residential Local 68' R.O.W. Section E-E (**Figure F-8**)
- Residential Local 60' R.O.W. Section E-E (**Figure F-9**)

Figure F-3



LEGEND

- SITE BOUNDARY
- LOWRY BOULEVARD COMMERCIAL (SECTION A-A)
- LOWRY BOULEVARD RESIDENTIAL (SECTION B-B)
- COMMERCIAL LOCAL (SECTION C-C)
- 1ST AVE. COLLECTOR (SECTION D-D)
- LOCAL 68' ROW (SECTION E-E)
- LOCAL 60' ROW (SECTION F-F)
- BUS ROUTES
- ALTERNATIVE ROUTE FOR BUS ROUTE 6
- EXISTING MULTI-USE TRAIL
- PROPOSED MULTI-USE TRAIL
- PROPOSED PEDESTRIAN CONNECTION
- SIGNALIZED INTERSECTION
- 3/4 MOVEMENT INTERSECTION
- FOUR-WAY STOP
- RIGHT IN - RIGHT OUT INTERSECTION
- PEDESTRIAN CROSSING (AREA FOR FURTHER STUDY)
- PROPOSED BUS STOP
- EXISTING BUS STOP
- DEDICATED PARKING FOR LIBRARY

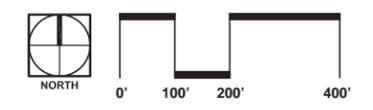


Figure F-4

This section applies to the portions of Lowry Boulevard that bisect the two main mixed-use areas of the site. The street design shall have a minimum 20' median with areas for pedestrian refuge; street parking to access retail, office and residential uses; and bulb outs at intersections to allow for easier pedestrian crossings. A hardscape pedestrian zone creates an active street life with access to private patio zones beyond the right-of-way.

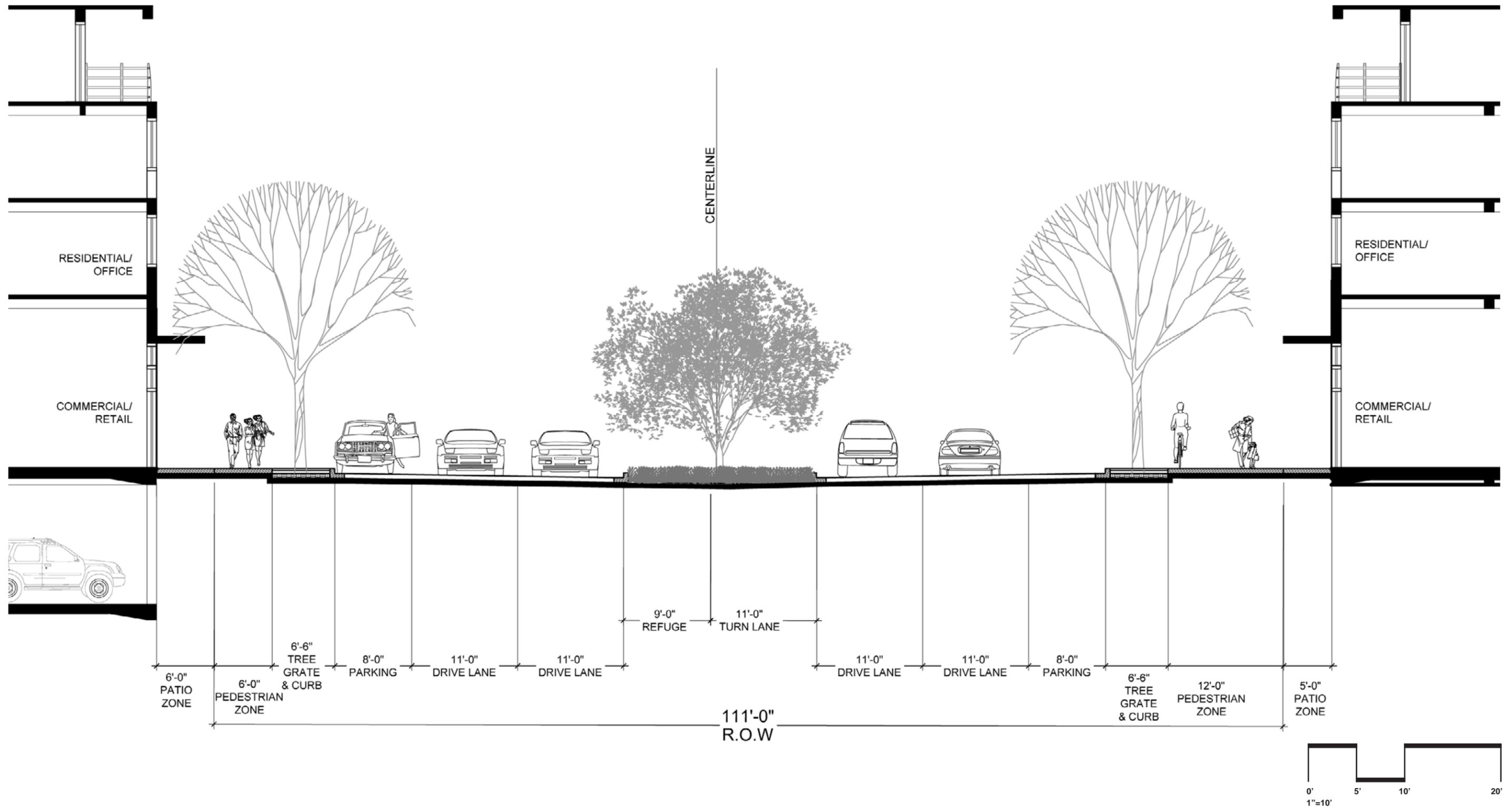


Figure F-5

This section applies to the Lowry Boulevard from Niagara Street to Oneida Court within the Townhome Boulevard Subarea. This residential section has a wider tree lawn than the Lowry Boulevard commercial section to allow for a larger buffer between the traffic along Lowry Boulevard and the proposed residential uses. The street design shall have a minimum 20' median with areas for pedestrian refuge; street parking to access residential uses; and bulb outs at intersections to allow for easier pedestrian crossings.

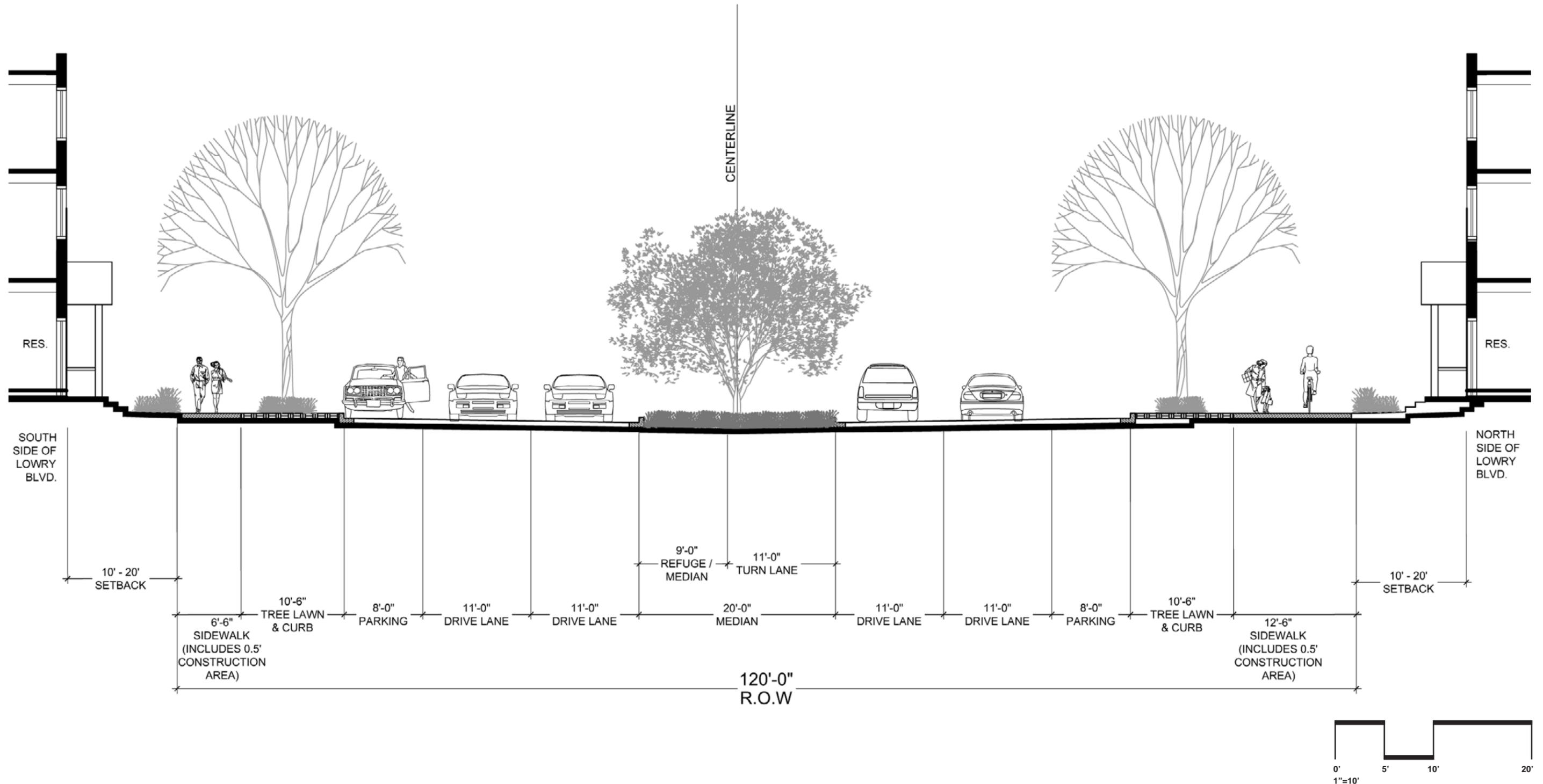


Figure F-6

This section creates an intimate and urban street atmosphere that connects the main community park to a plaza, retail, multi-family residential and townhomes. In addition to two travel lanes and on-street parking, a pedestrian zone provides a rich interface between the street and private patio zones.

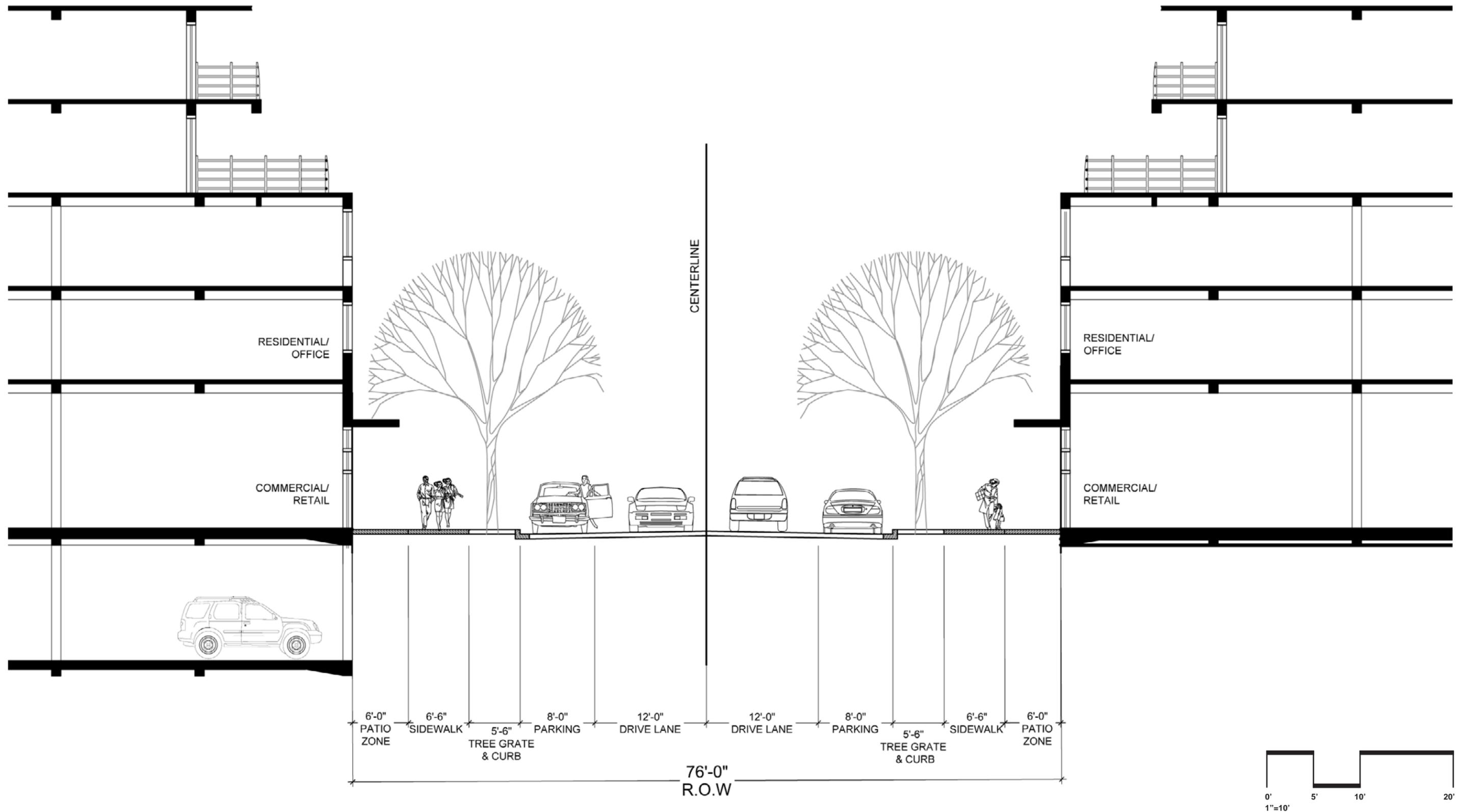


Figure F-7

This proposed section is intended to modify the existing character of 1st Avenue from Monaco Parkway to Quebec Street. On the Buckley Annex side of 1st Avenue, the street design shall have sidewalks, street trees and pedestrian bulb outs combined with parking on both sides of the street to allow for a better pedestrian atmosphere on the street.

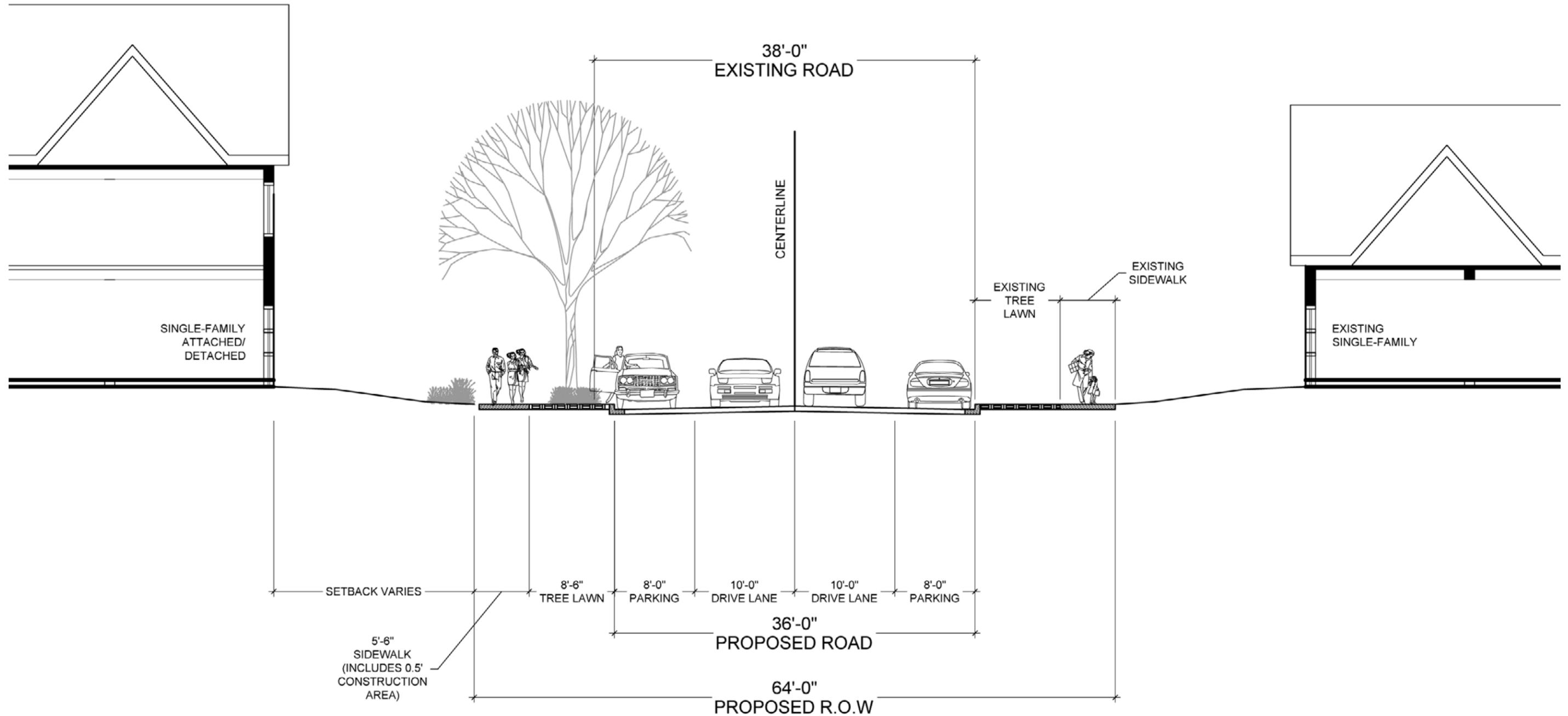


Figure F-8

This local street section creates the framework for a tree-lined, walkable neighborhood for primarily residential uses. The 68-foot R.O.W. is designed to meet the requirements of the City and County of Denver for roads adjacent to buildings with three or more stories and has been anticipated as such in the Transportation Hierarchy Diagram (Figure F-3).

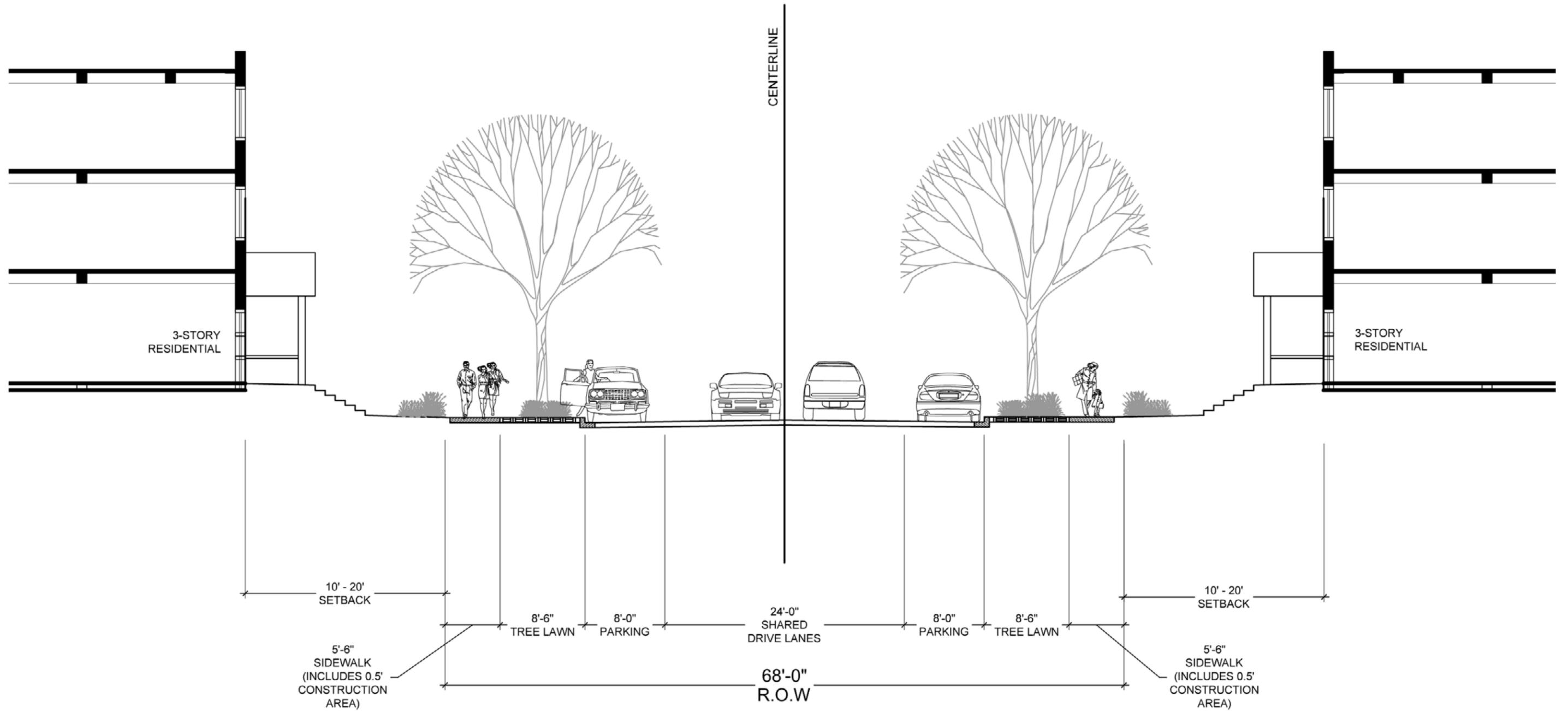
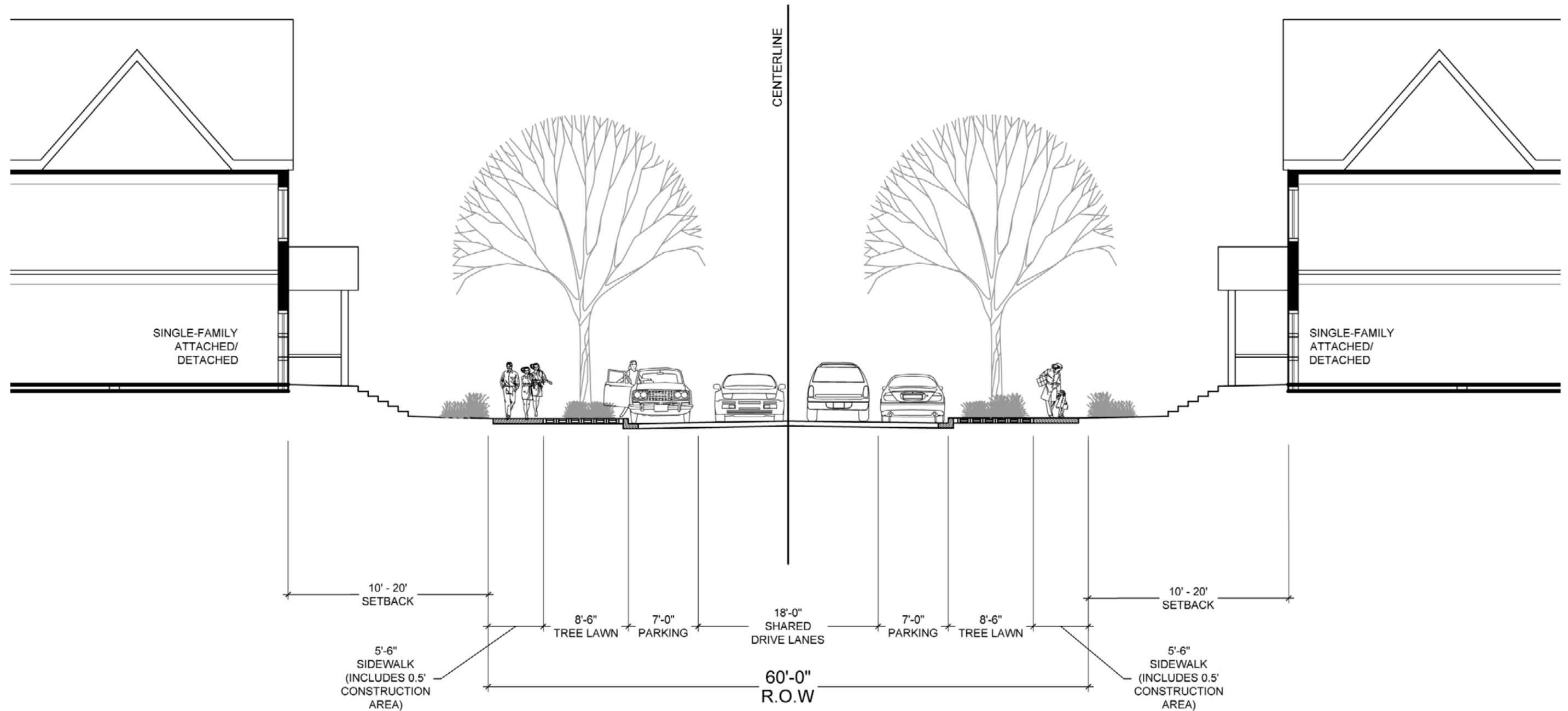


Figure F-9

This local street section creates the framework for a tree-lined, walkable neighborhood for primarily residential uses. The 60-foot R.O.W. is designed to meet the requirements of the City and County of Denver for roads adjacent to buildings with two or fewer stories and has been anticipated as such in the Transportation Hierarchy Diagram (Figure F-3).



Alternative Transportation Modes

The Transportation Task Force identified the need to support alternative transportation and to reduce auto-dependency early in the planning process. In addition to providing a mix of land uses that allow people to live, work and play without relying on a vehicle within the neighborhood, alternative transportation options should also be enhanced so people of all ages and abilities can access on-site and off-site destinations by bus, foot or bicycle.

The site is currently served by bus routes 6, 65 and 73 providing transit to downtown Denver, the Denver Tech Center, the Aurora City Center and Stapleton. The planning team coordinated with the Denver Regional Transportation District (RTD) to create a preliminary proposal that would redirect the existing Route 6 through the extended Lowry Boulevard to provide access to the two mixed-use centers in the Buckley Annex Redevelopment (See Figure F-10, Alternative Transportation). Once Lowry Boulevard is complete, the developer, landowner or homeowners' association should make a formal request for a re-route through either the RTD Board member serving the area or through the RTD General Manager. At that time, the RTD staff would evaluate the proposed Route 6 change more fully with respect to its impact on ridership and other bus routes.



Figure F-10
Alternative Transportation

The street and open space networks organize pedestrian and bicycle travel internal and external to the site. As shown in the street sections (Figures F-4 through F-9) and as required by the City and County of Denver, all public streets shall have sidewalks and tree lawns to create a comfortable pedestrian environment. In addition to travel on local streets, pedestrian and bicycle travel shall be accommodated through a minimum 12-foot-wide trail on the north side of Lowry Boulevard connecting to existing trails to the east and to Crestmoor Park to the west. Smaller trails along Monaco Parkway (8-foot-wide minimum) and Quebec Street (8-foot-wide minimum) shall connect the site to surrounding neighborhoods and the existing Lowry Town Center.

Rear-Loaded Lots

The use of alleys in recent Lowry developments has been successful at creating a walkable and friendly atmosphere. To continue that success, the following parameters shall apply to residential development at the Buckley Annex:

- Streets where rear-loaded lots are required are represented by solid lines in Figure F-11; and
- Streets where rear-loaded lots are recommended are represented by dashed lines in Figure F-11.

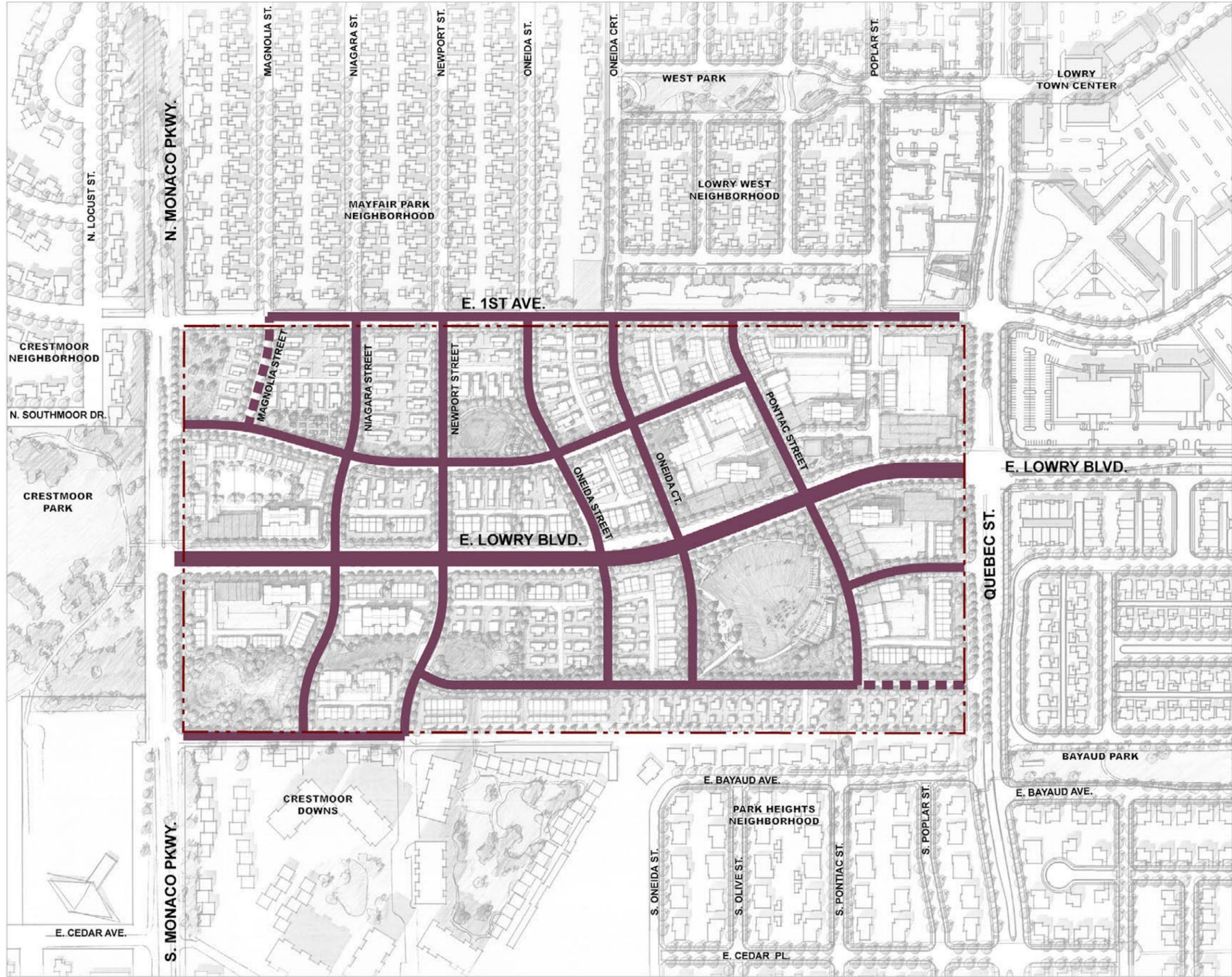
Rear-loaded lots shall be defined as blocks in which residential lots have vehicular access to their unit via a rear alley or lane, and garage access to the street is prohibited.

The intent of the two categories in the plan is to continue the success of rear-loaded lots at Lowry while recognizing the areas of the proposed plan where providing alley-loaded product may be difficult due to grading and alley access challenges. Where lots are accessed from the street, the garage should be set back from the front of the house.

Areas for Further Study

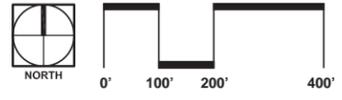
If the future developer chooses to preserve the berms along 1st Avenue, rear-loaded lots are still recommended adjacent to where the berms are preserved, but not required. Further study of the grading relationship is needed to understand the viability of retaining the berms and providing alleys in these locations. This condition applies to the blocks along 1st Avenue between Niagara Street and Oneida Court.

Figure F-11



LEGEND

- SITE BOUNDARY
- STREETS WITH REQUIRED REAR-LOADED LOTS
- STREETS WITH RECOMMENDED REAR-LOADED LOTS



Traffic Analysis Summary

The proposed land use and street network plans for the site were examined using the travel demand forecasting tools and procedures specified by the Denver Regional Council of Governments (DRCOG). The travel demand model for 2030 is used in nearly all significant transportation planning processes in the Denver metropolitan region, including federal air quality conformance modeling. Very detailed region-wide projections of land use and transportation facilities are examined using these uniform, industry standard procedures. Refer to **Appendix F.1** for the full transportation analysis.



Figure F-12
DRCOG Metropolitan Region

The Buckley Annex project was tested in the DRCOG process, and the resulting travel demand projections were analyzed with respect to the planned street network in and around the site. As part of this process, alternative street networks and intersection configurations were evaluated. The street configuration shown, which resulted directly from this evaluation, represents a proactive balance between orderly traffic flow, pedestrian and bicycle considerations, constructability, and appropriate neighborhood design.

The land uses contained in the entire Buckley Annex project are forecasted to generate approximately 9,500 vehicle trips on a normal weekday, using the estimates of the Institute of Transportation Engineers based on field studies. In general, sites with mixed compatible land uses, good transit service, and well-developed and connected pedestrian and bicycle facilities often exhibit lower vehicle trip generation than ITE data indicate. Therefore it is reasonable to expect that actual generation will be less than forecasted. Apart from the extension of Lowry Boulevard, the traffic generated by Buckley Annex is not expected to generate a need for additional improvements to the street network. The proposed access to the Buckley Annex is compared to the existing single access point to the DFAS facility in **Figure**

F-13. Projected 2030 daily traffic entering the intersections around the site is shown in **Figure F-14**, along with the estimated proportion of site-generated versus non-project traffic.

The extension of Lowry Boulevard westward to Monaco Parkway from its existing Quebec Street terminus will provide the primary access for most Buckley Annex traffic to the outside street system. In addition, this extension will also carry as many as 10,000 vehicles per day through the site that does not have one end of its journey in Buckley Annex. Existing traffic analysis of traffic through and around Lowry has shown that Lowry Boulevard is a popular east-west through travel route between Denver and Aurora, carrying about 11,000 vehicles per day.

When Lowry Boulevard is extended, some of the through traffic on Lowry Boulevard that currently uses Quebec Street to get onto Lowry Boulevard is likely to shift to Monaco Parkway. Some traffic that would otherwise use 1st Avenue as a through route between Monaco Parkway and Quebec Street would be more likely to use the Lowry Boulevard extension for the following reasons:

- Lowry Boulevard will provide a more direct connection;
- Lowry Boulevard will have two through lanes in each direction, whereas 1st Avenue only has one; and
- Whereas today 1st Avenue has no requirement for east-west traffic to stop between Quebec Street and Monaco Parkway and the entire south side has no curb cuts, Buckley Annex will re-characterize the street as more of a local residential collector, with on-street parking, more intersections, and streetscaping improvements.
- Removal of northbound Monaco Parkway turn lane north of Lowry Boulevard will discourage the use of 1st Avenue.

Several thousand vehicles are also expected to shift to Lowry Boulevard from Alameda Avenue. The Lowry Boulevard extension through Buckley Annex is expected to carry a total of about 17,000 vehicles per day in 2030. Average weekday traffic volume on 1st Avenue is expected to drop by 1,000 - 2,000 vehicles per day compared to today's levels (about 5,600 vehicles per day) as a result of the Buckley Annex project.

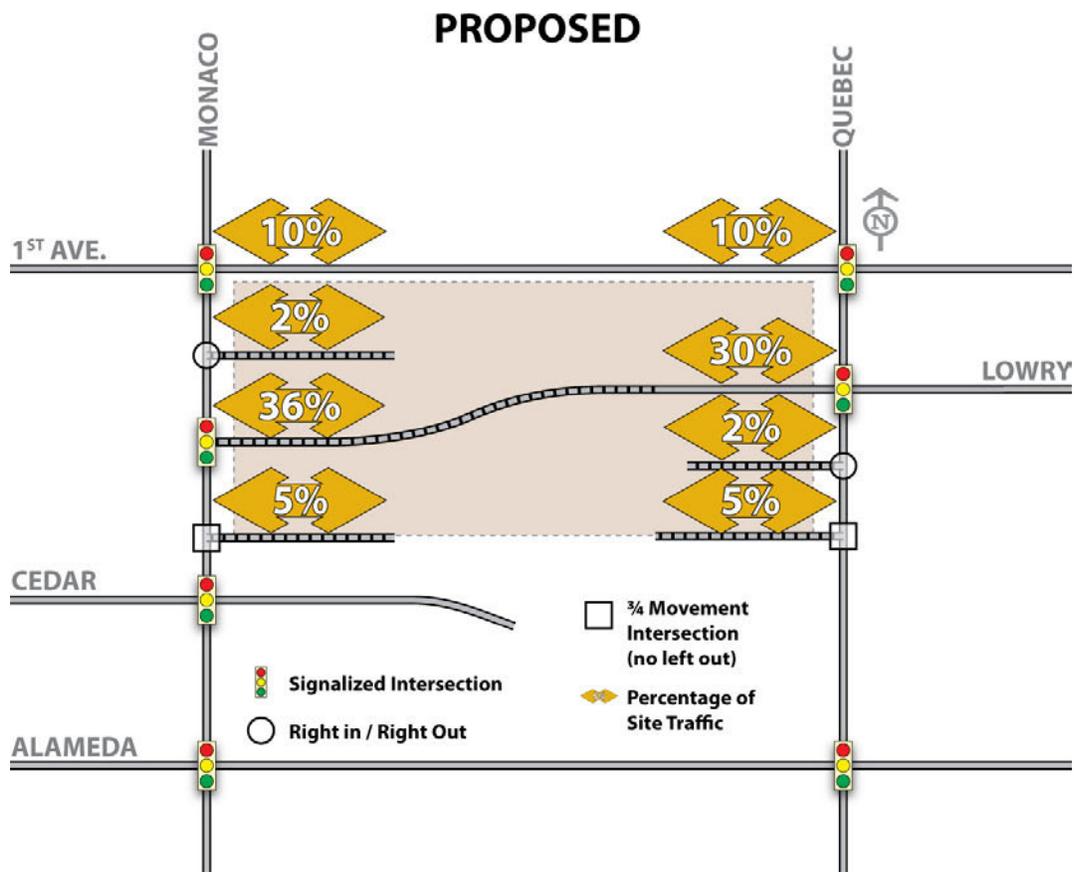
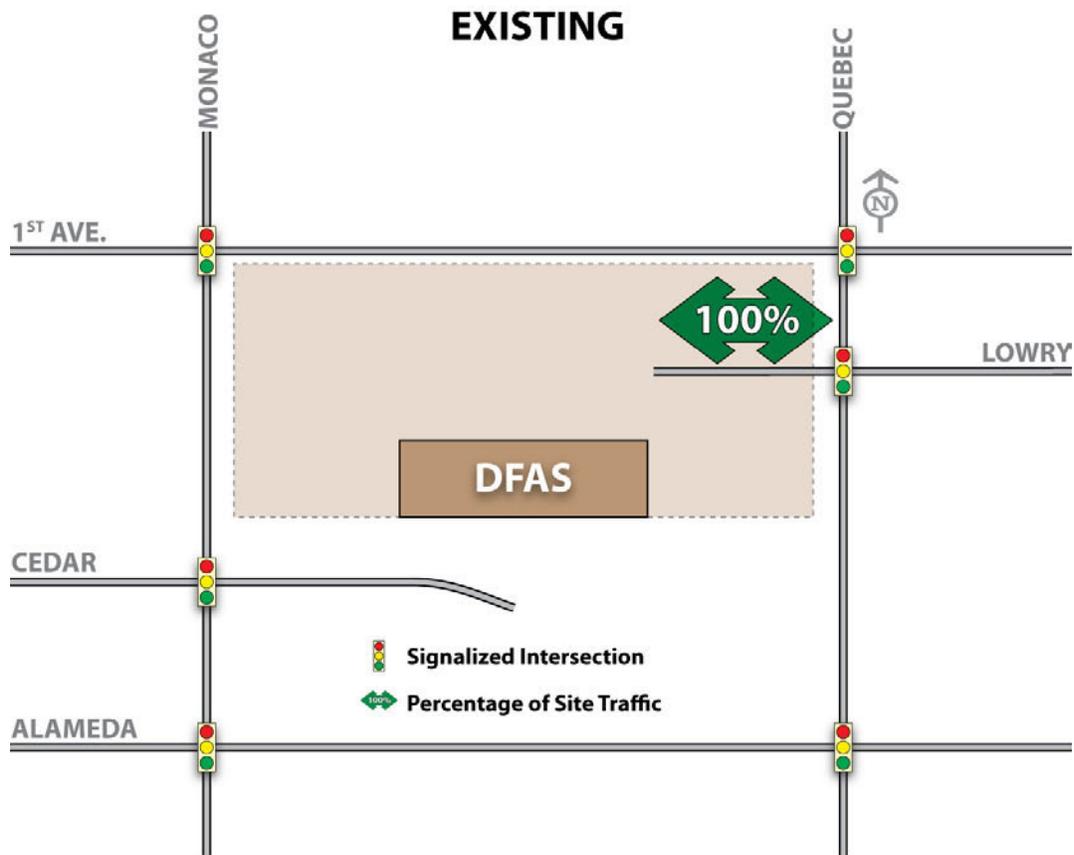


Figure F-13
Site Access

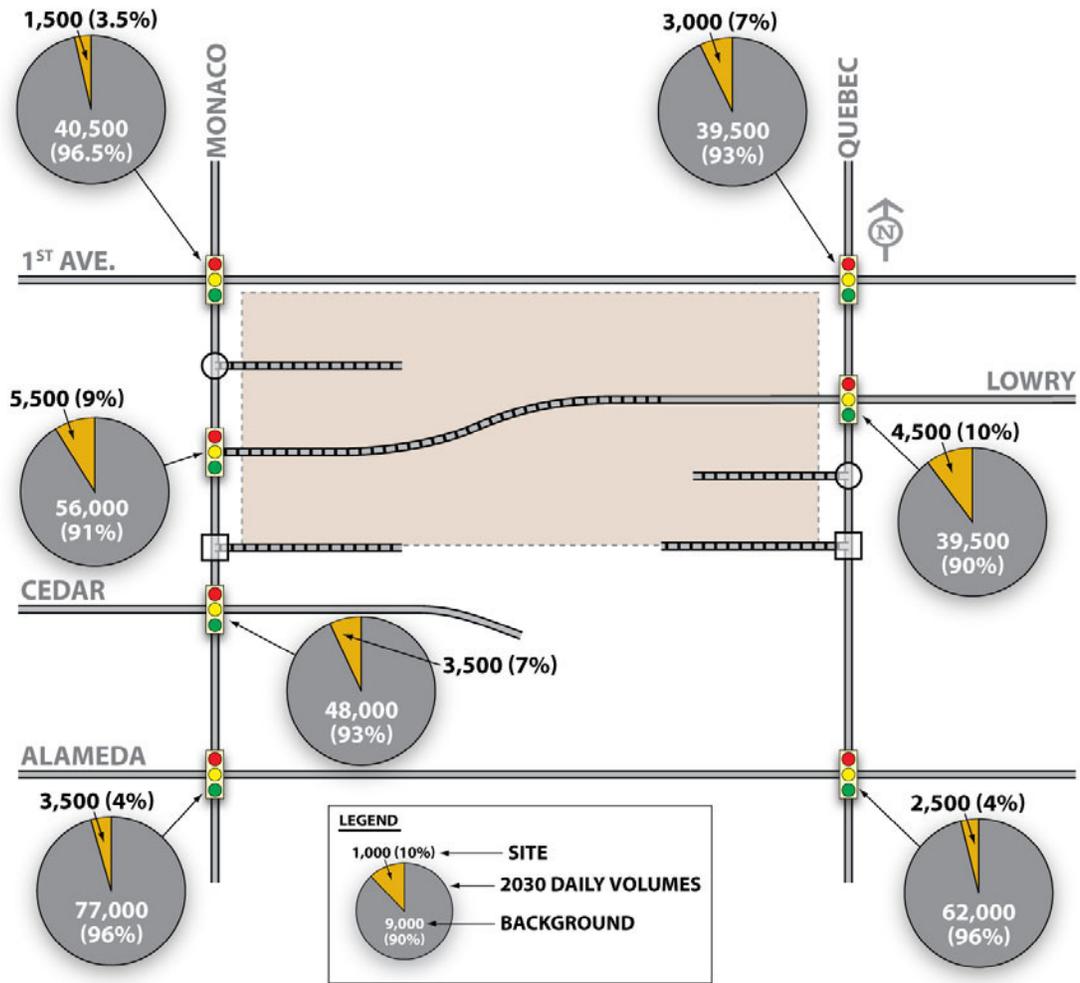


Figure F-14
Projected 2030 Daily Traffic at Major Intersections

Transportation Network Areas for Further Study and Approvals

Although designed to meet City and County of Denver standards, all street sections, horizontal alignments and intersection treatments require approval from the City and County of Denver.

Additionally, the planning team recommends further study of pedestrian crossing strategies. Key pedestrian crossings have been identified on the Transportation Hierarchy Diagram (Figure F-3) based on primary pedestrian circulation and destinations, but particular crossing strategies have not been identified at this time.

Transportation Network Community Concerns

Many members of the public who attended Buckley Annex meetings and/or provided written comment expressed concern about the traffic impact from the Buckley Annex site on the surrounding neighborhoods with regard to cut-through traffic on existing local streets and potential added congestion on the arterials of Quebec Street, Monaco Parkway, Alameda Avenue, E Fairmount Drive and Lowry Boulevard.

The planning team recognizes these concerns, but is moving forward with the plan based on the following reasons:

- Efforts have been made to minimize cut-through traffic where it has been identified as a potentially significant problem. For example, the planning team and task forces identified Poplar Street as a connection on 1st Avenue that shall not be made based on the potential cut-through traffic to 2nd Avenue and the existing Town Center.
- As noted previously, the proposed plan is estimated to generate approximately the same amount of daily traffic as the 600,000 square foot Buckley Annex office building at peak occupancy. Traffic for the building was accounted for assuming peak occupancy in the 1995 Lowry Infrastructure and Transportation Master Plan. In addition, the proposed plan has 15 vehicular access points with the adjacent streets instead of the singular access point on Quebec Street that serves the property today.

Open Space Network

The Lowry Buckley Annex Redevelopment Plan offers existing and future residents an open space network (See **Figure F-15**) that builds upon Lowry's diverse park system, connects the Buckley Annex to surrounding neighborhoods and the larger open space network, and integrates stormwater detention. Key features of the open space system focus on celebrating community spirit, creating identity and connecting people:

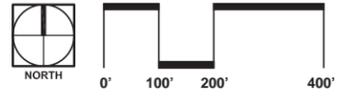
- A community park shall be created within the mixed-use district to provide a setting that does not exist in the area today – a gathering place for the larger community where multiple generations can enjoy movies, concerts and recreation surrounded by a variety of land uses that give life to the park.
- A plaza should be incorporated within the Community Park Mixed-Use Subarea to provide the community with opportunities for festivals, café seating and public art while also providing relief and variety to the streetscape.
- A series of pocket parks shall be developed to create identity and to provide a common landscape for smaller neighborhoods while also integrating stormwater detention requirements.
- The existing trees on the site should be saved or transplanted to the extent practical to enhance the character of the new neighborhoods and soften the transition from the Buckley Annex neighborhood to the existing neighborhoods (See **Appendix C.2**, Tree Survey).
- The mature vegetation and berm on the northwest corner of the site shall be preserved to contribute to the character of Monaco Parkway and the plan.
- A pedestrian and bicycle network provides external connections to Crestmoor Park, the Park Heights neighborhood, the library and the existing Lowry Boulevard trail as well as an internal circuit that links pocket parks while providing opportunities for innovative stormwater management.

Figure F-15



LEGEND

- SITE BOUNDARY
- PEDESTRIAN CIRCULATION
- EXISTING MULTI-USE TRAIL
- PROPOSED MULTI-USE TRAIL
- PARKS, OPEN SPACE & STORMWATER DETENTION
- EXISTING PARKS, OPEN SPACE & STORMWATER DETENTION



Stormwater Management

The goal of the stormwater concept for the Buckley Annex Redevelopment plan is to use stormwater as a resource for the site to create a richer and healthier environment. This goal is accomplished by integrating stormwater into the open space system, linking urban and non-urban areas of the site with stormwater and bringing together landscape and engineering.

Figure F-16 illustrates the stormwater concept for the plan with 10-year and 100-year detention areas outlined:

- The stormwater concept must accommodate stormwater from both the Buckley Annex site and the Park Heights neighborhood to the south of the site.
- The existing stormwater basin on the southwest corner of the site shall be retained. The planning team recommends enhancing the edges of the basin from its current rectilinear form to a more aesthetically pleasing form while also still striving to preserve high quality existing vegetation. Additionally, the eastern edge of the existing basin will need to be modified to accommodate the extension of Niagara Street.
- The concept recommends maintaining or reconfiguring the existing depressions along the northwestern property edge to serve as both a landscape layer with the surrounding neighborhoods and provide detention capacity.
- The concept recommends depressing portions of the larger community park and one of the northern pocket parks for detention. Portions of these detention areas can function as park space when dry similar to the use of the depressed area in the West Park in the Lowry West neighborhood to the north of the Buckley Annex site.
- The concept recommends providing linear detention corridors that have detention capacity and function as part of the open space corridor linking subareas and surrounding neighborhoods to parks and amenities.

Figures F-17 and F-18 illustrate low impact stormwater strategies recommended for the Buckley Annex Redevelopment Plan to accomplish an integrated stormwater system that encourages percolation and groundwater recharge to reduce the impacts of a conventional stormwater piping system that facilitates urban runoff, pollution of streams, erosion, flooding and habitat destruction. These strategies are intended to infiltrate stormwater as close to the source as possible through vegetated swales and porous materials. The strategies have the added benefit of reducing the volume required for water quality and detention, and have the potential to reduce the size of pipes needed.

Open Space Network Areas for Further Study

Task force and public input suggests that the community park or plaza could provide an ideal location for a community facility that would serve the larger community as a cultural and educational center. The programming, funding and responsibility of such a community facility need further investigation.

Open Space Network Community Concerns

- A few members of the public expressed that they felt the proposed park areas are not large enough for the proposed density. The planning team believes that with 19% of the total site as parks, open space and detention, there will be adequate open space for the proposed density.
- Another member of the public has expressed a desire for the existing stormwater basin on the southeast corner of the property to be kept as is. The planning team recognizes the concern, but notes that the western detention pond was kept in the plan because it contains mature vegetation. The eastern pond contains no vegetation except turf. While it may attract some birds, this type of temporal water body without mature vegetation serves little to no beneficial value for habitat. In reconfiguring and redesigning the detention on the eastern side of the site, the planning team creates usable open space (a desire the task forces initially identified) and possibly creates areas that are more beneficial to wildlife and water quality.

Figure F-16

LEGEND

- 10-YEAR DETENTION
- 100-YEAR DETENTION
- PARKS AND OPEN SPACE
- SITE BOUNDARY

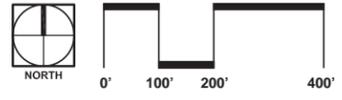


Figure F-17

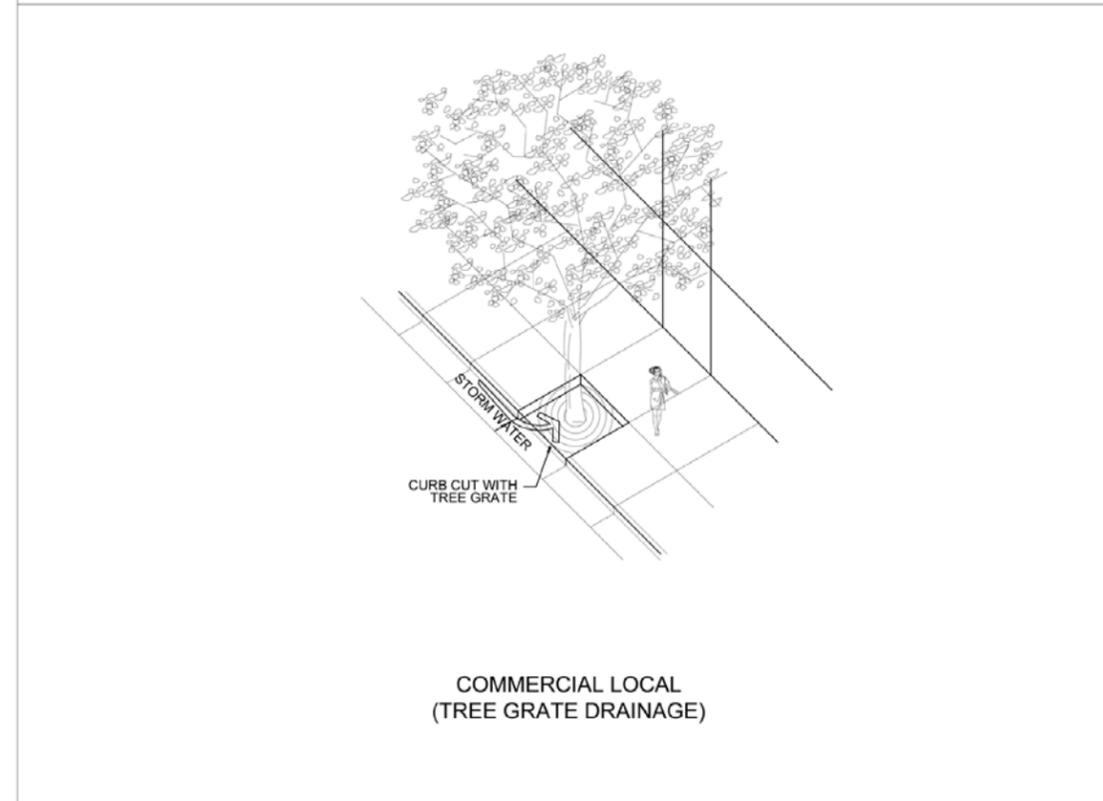
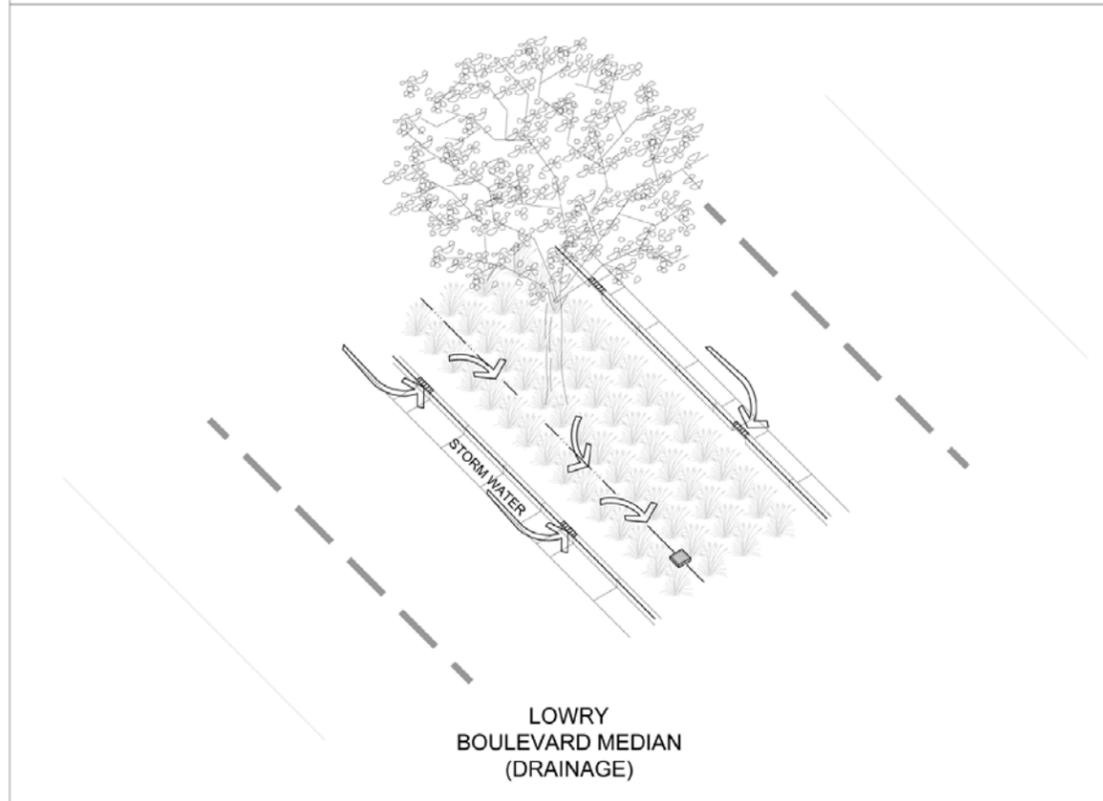
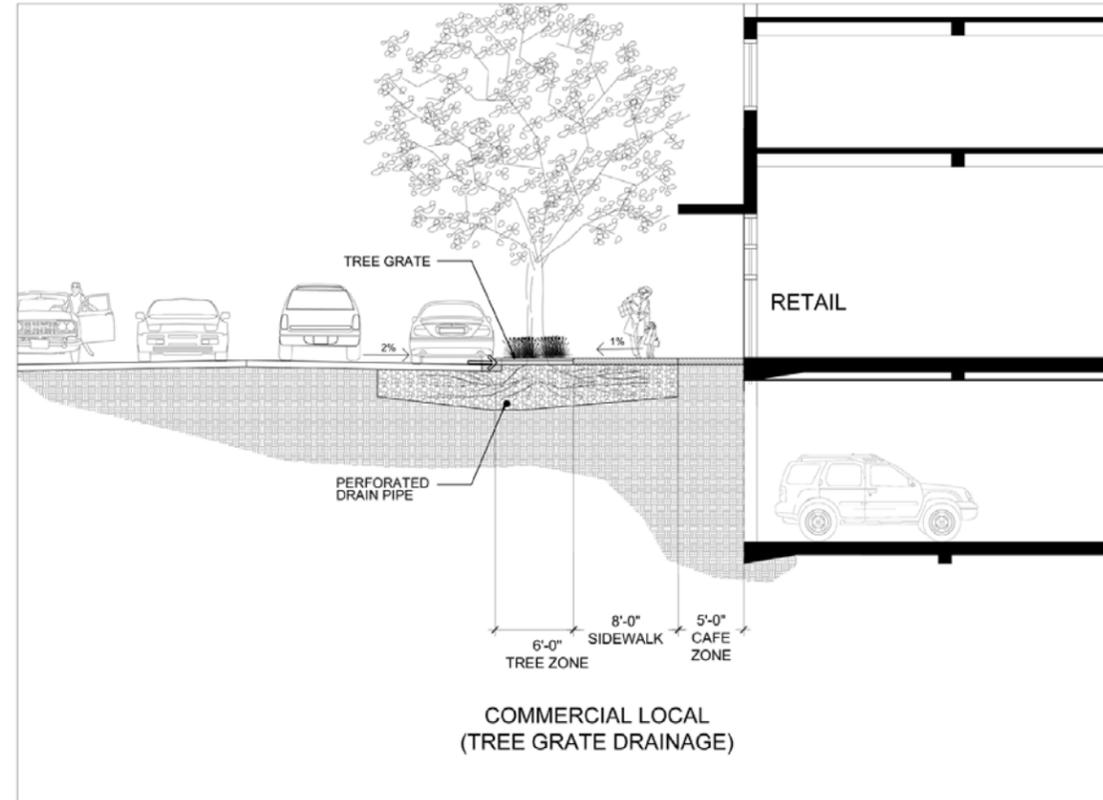
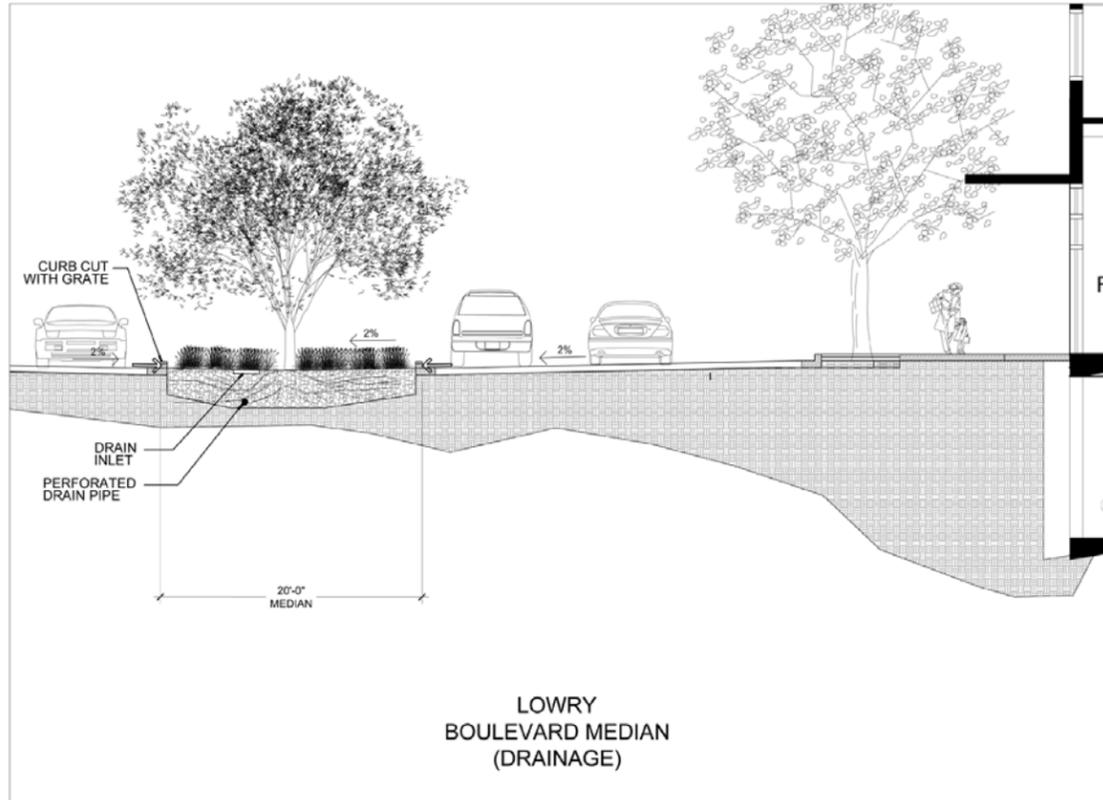
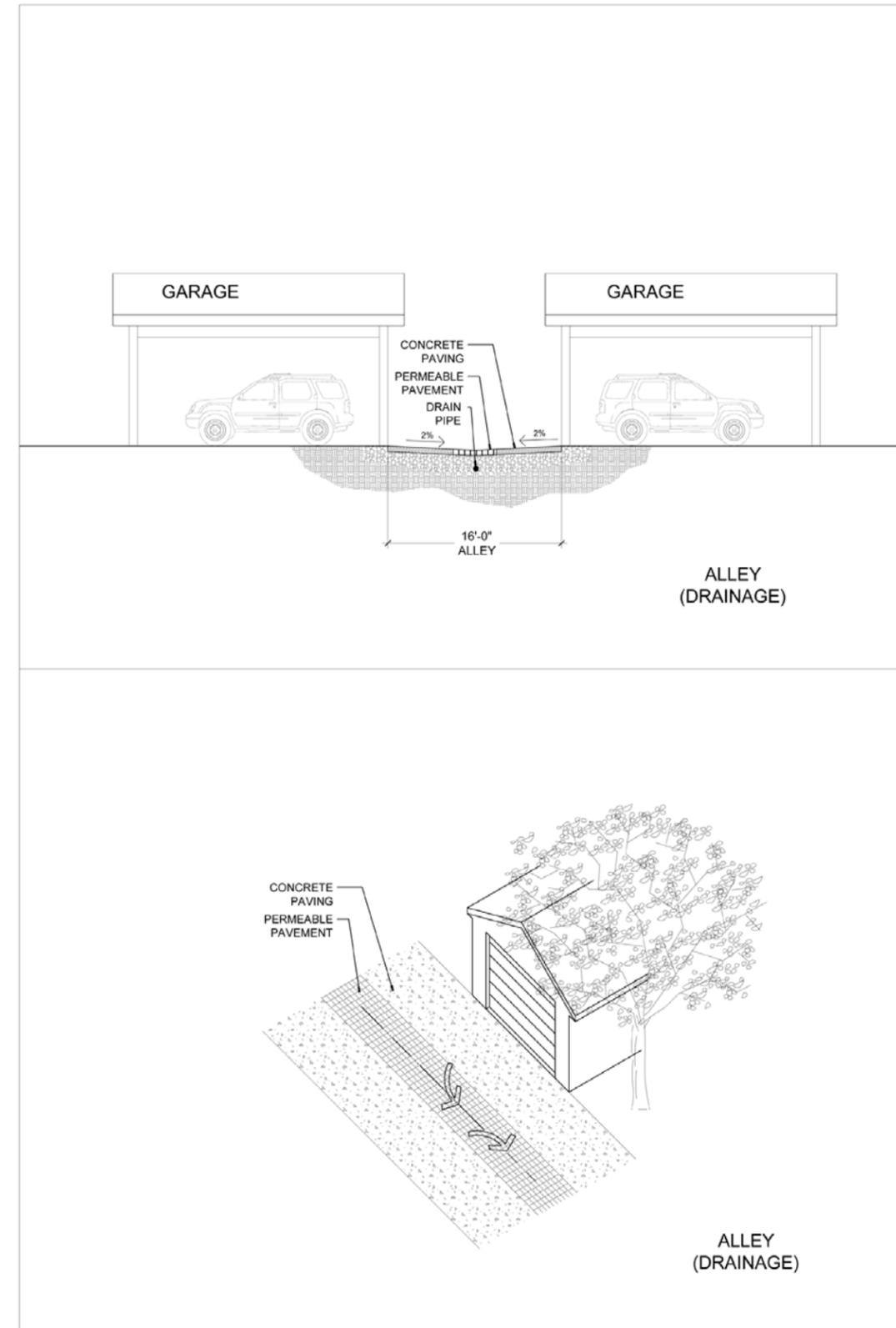
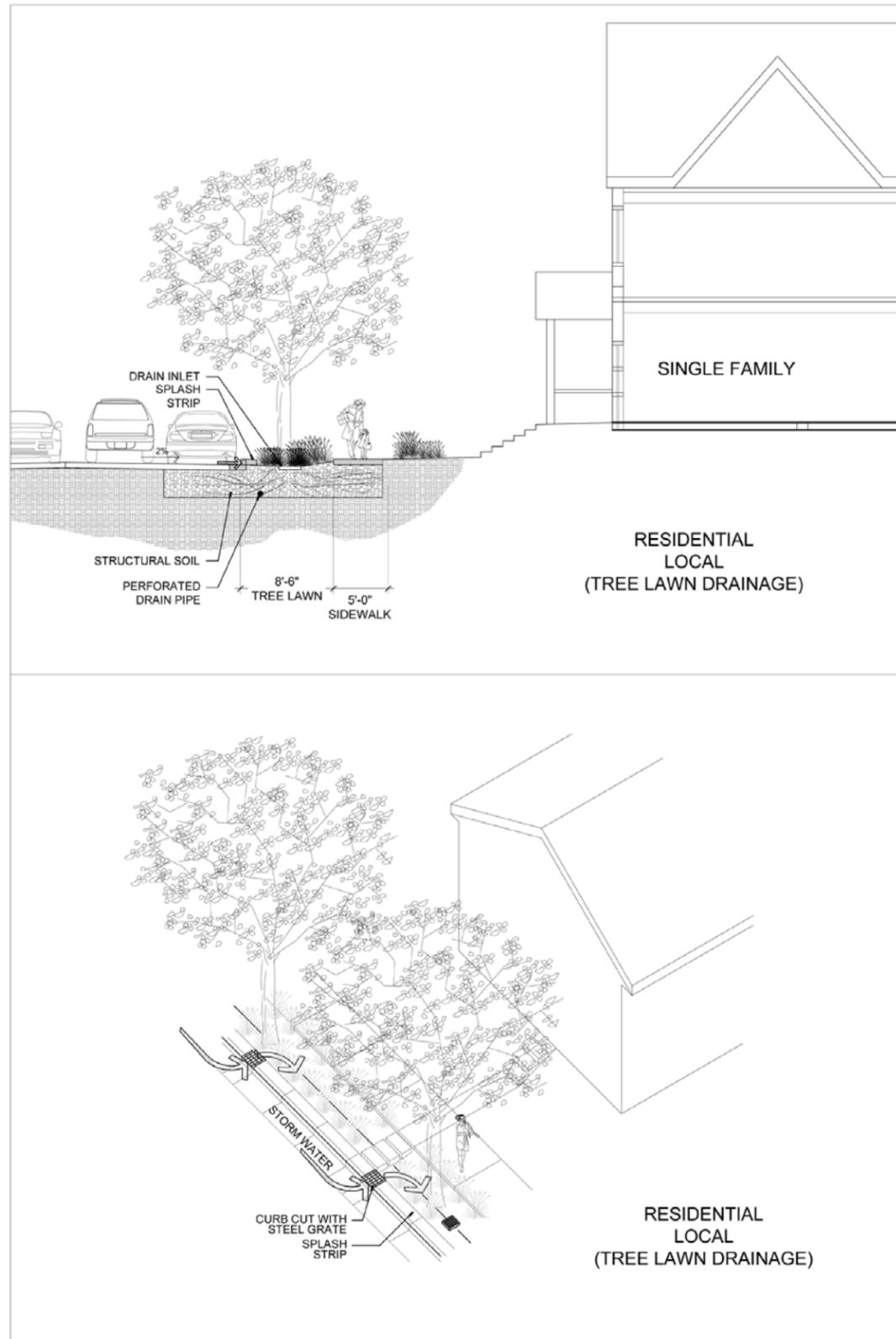


Figure F-18



Plan Subareas

Intent

The plan for the Buckley Annex recognizes that remarkable neighborhoods are both cohesive and diverse to provide choices within a neighborhood. A series of six subareas provide definition and variety to the Buckley Annex Redevelopment Plan (See Figure F-19 Subarea Boundaries).

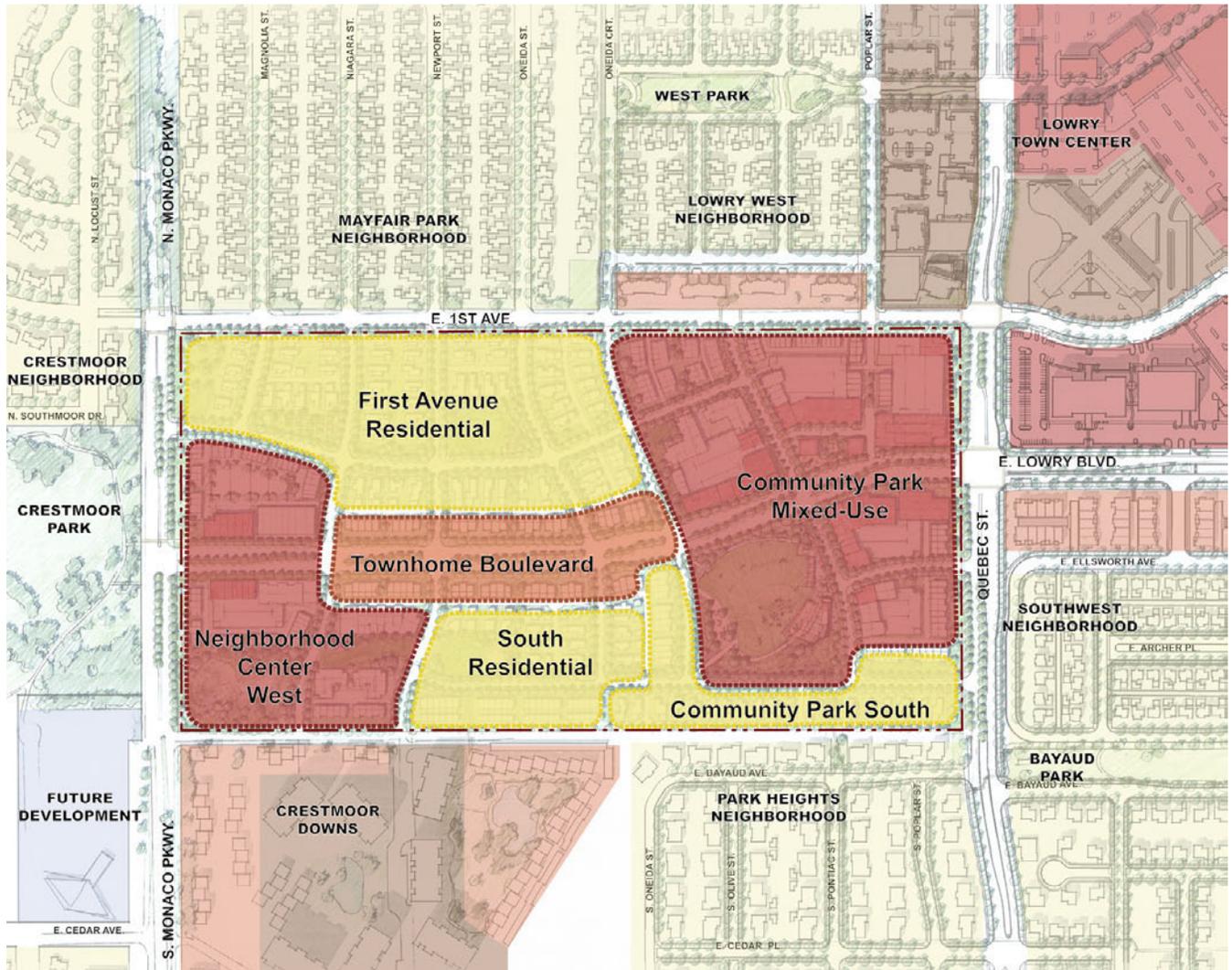


Figure F-19
Subarea Boundaries

Community Park Mixed-Use Center

The Community Park Mixed-Use Center (See Figure F-20) serves as a community-wide gathering place that is defined by a significant community park and plaza; new opportunities for park-side retail; and multifamily and single-family residences that look onto the park and plaza. The site provides the opportunity for a community facility within the park as illustrated in Figure F-21, a perspective view of the mixed-use center and community park. The area for additional library parking shall also be provided in the northeast corner of this subarea to support the existing Schlessman Family Branch Library at the intersection of 1st Avenue and Quebec Street and to create synergy between library users and the new mixed-use center.



Figure F-20
Subarea: Community Park Mixed-Use Center

Land Uses

1. To provide a gradual transition to the existing residential neighborhoods, there shall be single-family-attached residences on the edges of the property near existing single-family residential uses. In addition to creating a transition to surrounding neighborhoods, the planning team suggests that three-story townhomes are appropriate along Quebec Street because a three-story townhome typically has garage and service uses on the first level with the majority of living space on the second and third levels. This

arrangement makes a three-story townhome ideal to tolerate higher traffic volumes while also defining a comfortable pedestrian environment.

Open Space Character and Program

2. A plaza should be incorporated within the Community Park Mixed-Use Subarea. The location of the plaza has optimal solar orientation and serves as a destination along a pedestrian corridor that connects the library, mixed-use retail and the community park.
3. A community park shall be created with this subarea that is no less than 4.15 acres. The potential programming of the community park could include: children's playground; amphitheater and stage; picnic and seating areas; community and cultural building; and hardscape promenade for festivals and markets.
4. The open spaces and community park shall incorporate stormwater detention as a resource for differentiating the open space system.

Streetscape Character

5. To provide an attractive edge to the redevelopment and to buffer the impact of the Quebec Street traffic, a minimum 35' landscaped setback shall be provided from the Quebec Street R.O.W. to any future buildings. See **Figure F-22, Quebec Street Illustrative Section**, for a depiction of this condition.

Parking

6. Based on task force guidance and the desire to utilize land efficiently, structured parking should be used instead of surface parking for multi-family and mixed-use buildings, particularly where the parking is exposed to the edges of the property.
7. The area for 70 dedicated parking spaces for the Schlessman Family Branch Library shall be allowed adjacent to 1st Avenue between Quebec Street and Poplar Street.

Community Concerns

Some concerns have been expressed by meeting attendees and in written comments regarding this subarea of the plan:

- Many expressed concern about the traffic generated by commercial and multifamily uses in this subarea. Refer to the Transportation Network section of this chapter for more information about future traffic associated with the plan.
- Some expressed concerns about potential cut-through traffic and parking in existing neighborhoods. Refer to the Transportation Network section of this chapter for more information about future traffic associated with the plan.
- Some expressed concern about the need for safe pedestrian access to the additional library parking. The planning team recognizes this concern. The transportation hierarchy diagram (**Figure F-3**), illustrates up to three opportunities for safe pedestrian crossing for the library. A pedestrian may cross 1st Avenue at the traffic signal on Quebec Street or at the proposed mid-block 3-way stop. The planning team also recommends further study of a potential pedestrian crossing at the intersection of Poplar Street and 1st Avenue.

- A few expressed concern about the loss of mountain views from any development. The planning team recognizes this concern. However, sight line studies indicate that even two-story development on the Buckley Annex site would block most views to mountain peaks (See **Figure F-22**, Quebec Street Illustrative Section)
- One member of the public noted that there is nothing taller than two stories south of Lowry Boulevard today, and it should stay that way. The planning team notes that to the southwest of Lowry Boulevard, there are several seven-story buildings at Crestmoor Downs. Further, the team believes that the appropriate height transitions have been made from the surrounding neighborhoods.

Figure F-21

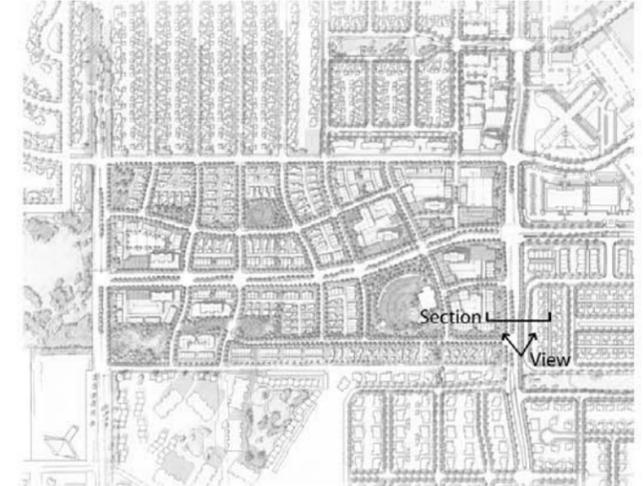


KEYMAP

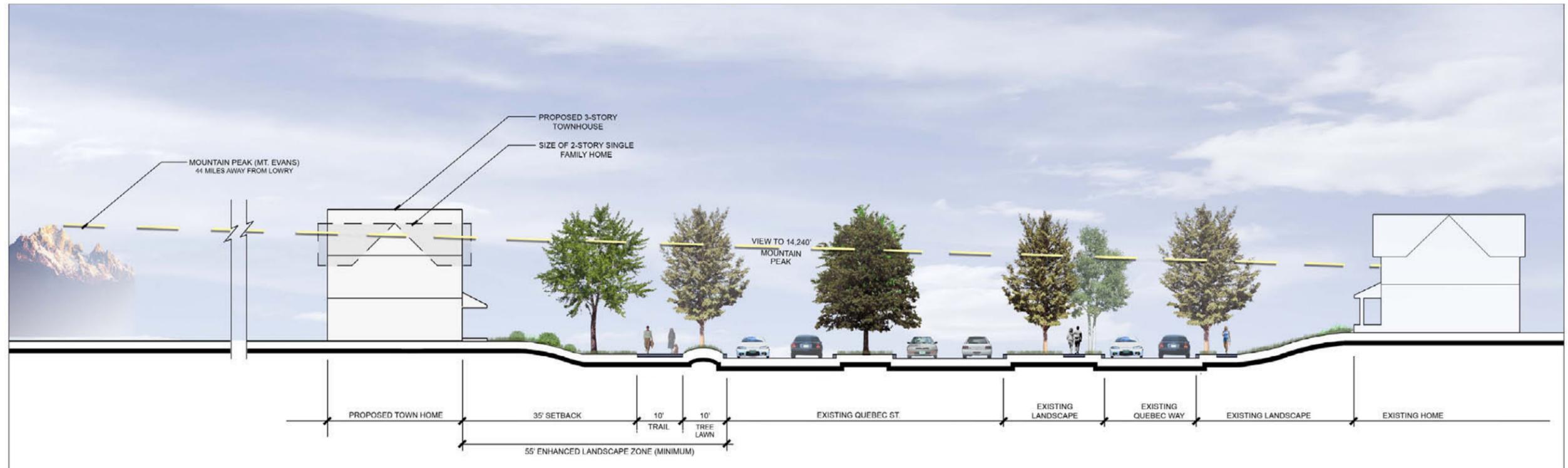
Figure F-22



View: Existing Condition



Keymap



Section

Community Park South

The Community Park South subarea (Figure F-23) presents an opportunity for single-family-attached and detached homes to enjoy a prime location on the community park and serve as a transition to the existing Park Heights neighborhood to the south. This subarea also provides a pedestrian connection that directly links the Park Heights neighborhood to the community park.

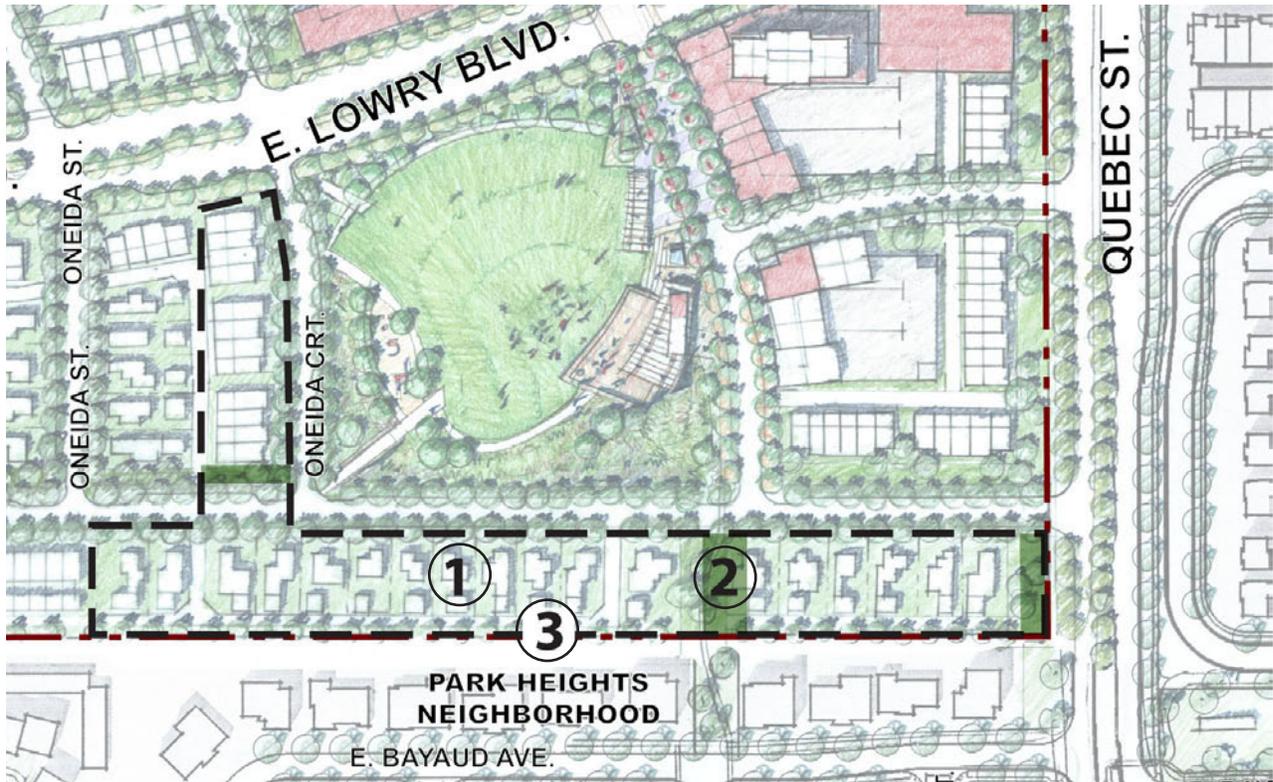


Figure F-23
Subarea: Community Park South

Land Uses

1. To provide a transition to the existing Park Heights neighborhood, there shall be single-family detached residences on the southern edge of this subarea.

Open Space Character and Program

2. A pedestrian connection shall be provided to the existing easement within the Park Heights neighborhood.
3. An additional transition of a 10' landscape buffer shall be provided between the existing Park Heights homes and any alleys serving the new development.

Areas for Further Study

The interface of the pedestrian connection, alley, and street on the southern property line needs more study to understand vehicular access points and the relationship between pedestrian and vehicles.

Community Concerns

Some concerns have been expressed by meeting attendees and in written comments regarding this subarea of the plan:

- Some expressed concern about the loss of mountain views from the Park Heights neighborhood. The planning team recognizes this concern. However, sight line studies indicate that even two-story development on the Buckley Annex site would block most views to mountain peaks.
- A few also expressed a preference that the proposed single-family homes adjacent to Park Heights homes should have a lot size similar to the Park Heights homes. The planning team recognizes this concern, but notes that the Buckley Annex Redevelopment Plan does not specify lot sizes. A developer may choose to build larger lot sizes adjacent to the Park Heights homes.

Townhome Boulevard

The Townhome Boulevard subarea (See Figure F-24) connects the entire neighborhood by defining Lowry Boulevard as a comfortably-scaled, urban townhome district. Townhouses overlook a tree-lined median where bikers, joggers and walkers pass by using the trail to and from Crestmoor Park, neighborhood retail, the community park and the surrounding neighborhoods. A perspective view of the Townhome Boulevard is illustrated from the community park in Figure F-25.



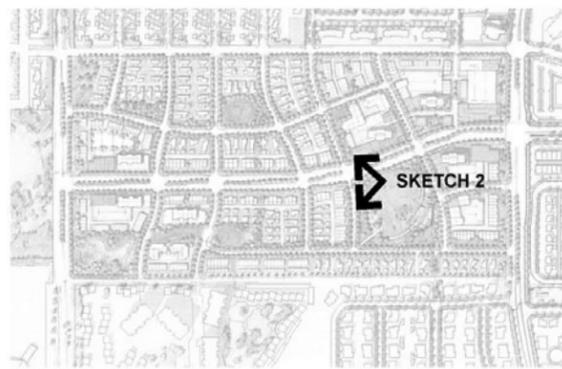
Figure F-24

Subarea: Townhome Boulevard

Land Uses

1. In addition to creating an identity to the development, the planning team suggests that two- or three-story townhomes in this subarea are appropriate. A three-story townhome typically has garage and service uses on the first level with the majority of living space on the second and third levels. This arrangement makes a three-story townhome ideal to tolerate higher traffic volumes while also defining a comfortable pedestrian environment.

Figure F-25



KEYMAP

Neighborhood Center West

Overlooking Crestmoor Park, the Neighborhood Center West subarea (Figure F-26) offers an opportunity to provide small-scale retail on Lowry Boulevard with townhome and multifamily residential in close proximity to Crestmoor Park. The current character along Monaco Parkway is respected through a 35' setback and the preservation of the existing stormwater basin.



Figure F-26
Subarea: Neighborhood Center West

Land Uses

1. To provide a gradual transition from Monaco Parkway, there shall be single-family attached residences on the edges of the property near Crestmoor Park.
2. Given the residential character of Monaco Parkway, any small-scale neighborhood retail should be layered behind residential uses on Monaco Parkway and retail and retail signage should be oriented to Lowry Boulevard instead of Monaco Parkway.

Open Space Character and Program

3. The existing stormwater detention location shall be retained and enhanced for additional capacity, if necessary.
4. A pocket park shall be provided to create identity and provide open space for the subarea.

Streetscape Character

5. To provide an attractive edge to the redevelopment and to buffer the impact of the traffic on Monaco Parkway, a minimum 35' landscaped setback shall be provided from the Monaco Parkway property line to any future buildings. Further, the northbound Monaco right turn lane onto 1st Avenue north of the proposed Lowry Boulevard shall be removed to reduce the ease of traffic turning from Monaco Parkway onto 1st Avenue and to increase the size of the tree lawn along Monaco Parkway. See **Figure F-27, Monaco Parkway Illustrative Section**, for a depiction of this. Of note, this area of the Buckley Annex site along Monaco Parkway has existing berms and trees which are recommended for removal to consolidate open space in usable parks within the Buckley Annex Redevelopment Plan. However, as previously noted, the existing trees on the site should be saved or transplanted to the extent practical to enhance the character of the new neighborhoods and soften the transition from the Buckley Annex neighborhood to the existing neighborhoods (See **Appendix C.2, Tree Survey**).

Parking

6. Based on task force guidance and the desire to utilize land efficiently, structured parking should be used instead of surface parking for multi-family and mixed-use buildings, particularly where the parking is exposed to the edges of the property.

Community Concerns

Some concerns have been expressed by meeting attendees and in written comments regarding this subarea of the plan:

- Many expressed concern about the loss of the berm and trees on the berm. The planning team recognizes this concern, but notes that the southwest detention basin is being retained in the plan. Further, the plan notes that existing trees should be saved to the extent practical based on the tree survey (See **Appendix C.2**).
- A few expressed that regardless of whether the berm is removed, there needs to be a wider landscape area adjacent to Monaco Parkway before any buildings begin. The planning team believes that the 35' landscaped setback in addition to the 20' tree lawn is a significant landscape area along Monaco Parkway.
- Some expressed concern that although retail uses are no longer proposed directly on Monaco Parkway, the retail is still too close to Monaco Parkway. The planning team believes that the small amount of neighborhood retail is appropriate in this location.
- Many expressed a preference that the buildings be limited to four stories in this area. Refer to the Building Height section on page F.72.

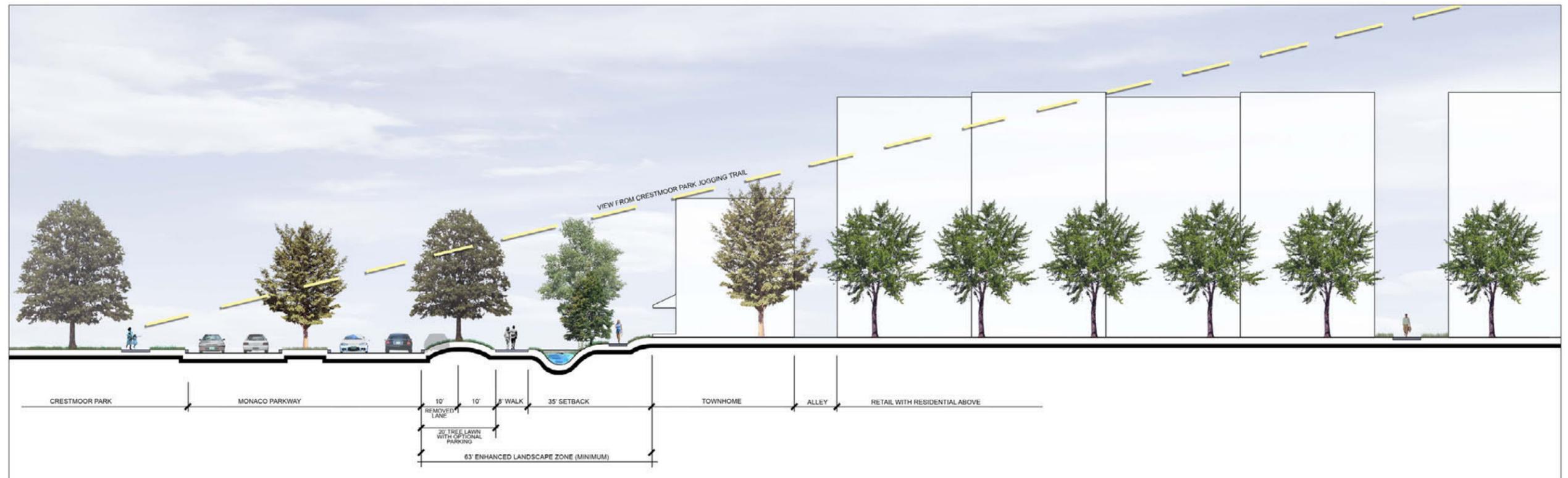
Figure F-27



View: Existing Condition



Keymap



Section

First Avenue Residential

The First Avenue Residential subarea (See Figure F-28) is a residential area focused on pocket parks and walkable streets that connect to the existing Mayfair Park and Lowry West neighborhoods. This relationship is illustrated in Figure F-29, a perspective view of the First Avenue Residential subarea. An enhanced 1st Avenue streetscape further integrates the three neighborhoods.

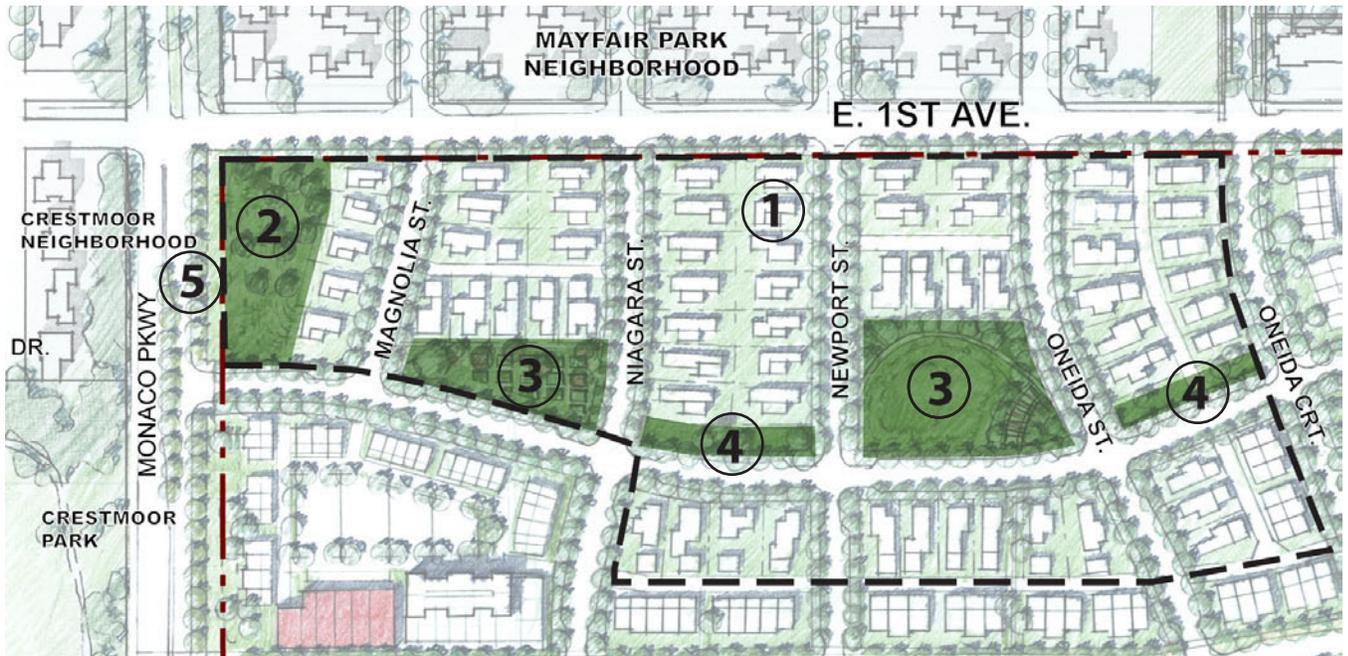


Figure F-28

Subarea: First Avenue Residential

Land Uses

1. To provide a gradual transition to the single-family Mayfair Park neighborhood to the north, there shall be single-family detached residences within 200 feet of 1st Avenue. Any single-family attached residences in this subarea shall be at least 200 feet away from 1st Avenue.

Open Space Character and Program

2. The mature vegetation and berm on the northwest corner of the site shall be preserved to contribute to the character of the Monaco Parkway and the plan.
3. Park area shall be provided to create identity and provide recreation opportunities for the subarea. The configuration of the park space may vary, but at a minimum, the acreage of park space not including the open spaces represented by numbers two and four in Figure F-28 shall be no less than 1.5 acres (the combined area of the two pocket parks shown in this subarea).
4. An extended landscaped street edge provides an opportunity for storm-water detention and provides a clear connection to the larger open space system. The exact location of this connection may vary within the subarea as long as the intent to connect the open space network is achieved.

Streetscape Character

5. The northbound Monaco right turn lane onto 1st Avenue north of the proposed Lowry Boulevard shall be removed to reduce the amount of through traffic turning from Monaco Parkway onto 1st Avenue and to increase the size of the tree lawn along Monaco Parkway.

Areas for Further Study

The plan currently illustrates the removal of the existing 1st Avenue berms between Niagara Street and Oneida Court. This is based on input from the Mayfair Park neighborhood that the preservation of the berms would cause a barrier between the two neighborhoods and continue to shade 1st Avenue causing icy conditions. However, potential grading difficulties due to the removal or preservation of the berms need further study, and other neighbors expressed a desire for the berms and trees to remain in-place.

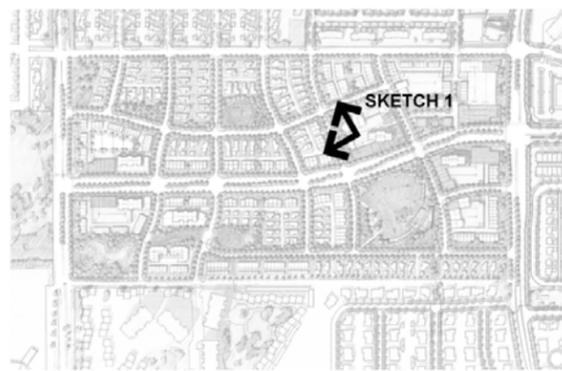
The berms along 1st Avenue extend as a gradual slope south into the site. Detailed grading studies were not completed as part of this planning effort. It is recommended that the future developer of this site revisit the berm decision after more detailed grading studies have been completed. The developer should determine how to best manage the grading to meet these three goals which express the desires of the neighborhoods: 1) Keep the existing and mature landscaping to the extent possible, but also 2) link the two neighborhoods and 3) minimize shadowing on 1st Avenue to mitigate icing in winter.

Community Concerns

Some concerns have been expressed by meeting attendees and in written comments regarding this subarea of the plan:

- A few expressed concern that the 1st Avenue side of the plan has relatively more vehicular access points compared to the other sides of the plan which may lead to cut-through traffic in the existing neighborhoods. Refer to the Transportation Network section in this chapter for more information about transportation decisions and traffic impacts.

Figure F-29



KEYMAP

South Residential

This residential area (Figure F-30) focuses on single-family detached and attached homes connected by a linear park system to the neighborhood center to the west and the community park to the east. Townhomes on the southern edge provide a transition from the higher density uses in Crestmoor Downs to the south of the site.



Figure F-30
Subarea: South Residential

Land Uses

1. There shall be single-family detached and attached residences in this subarea to complement the townhomes to the south and the single-family detached homes to the southeast.

Open Space Character and Program

2. A pocket park shall be provided to create identity and to provide open space for the subarea. Linear connections to the pocket park provide opportunities for stormwater detention and a clear connection to the larger open space system. The configuration of the park may vary, but at a minimum, the acreage of park space shall be no less than 1 acre.

Land Use Plan and Development Summary

The Buckley Annex Redevelopment Plan provides the opportunity to serve a range of housing, retail and employment needs with up to 800 residential units and two areas for mixed-use commercial space. Table F-1 describes the land allocation across three general categories: developable land; parks, open space and stormwater; and road right-of-way.

Table F-1
Land Allocation by Category

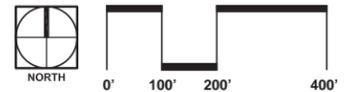
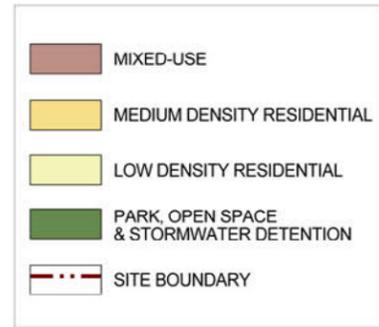
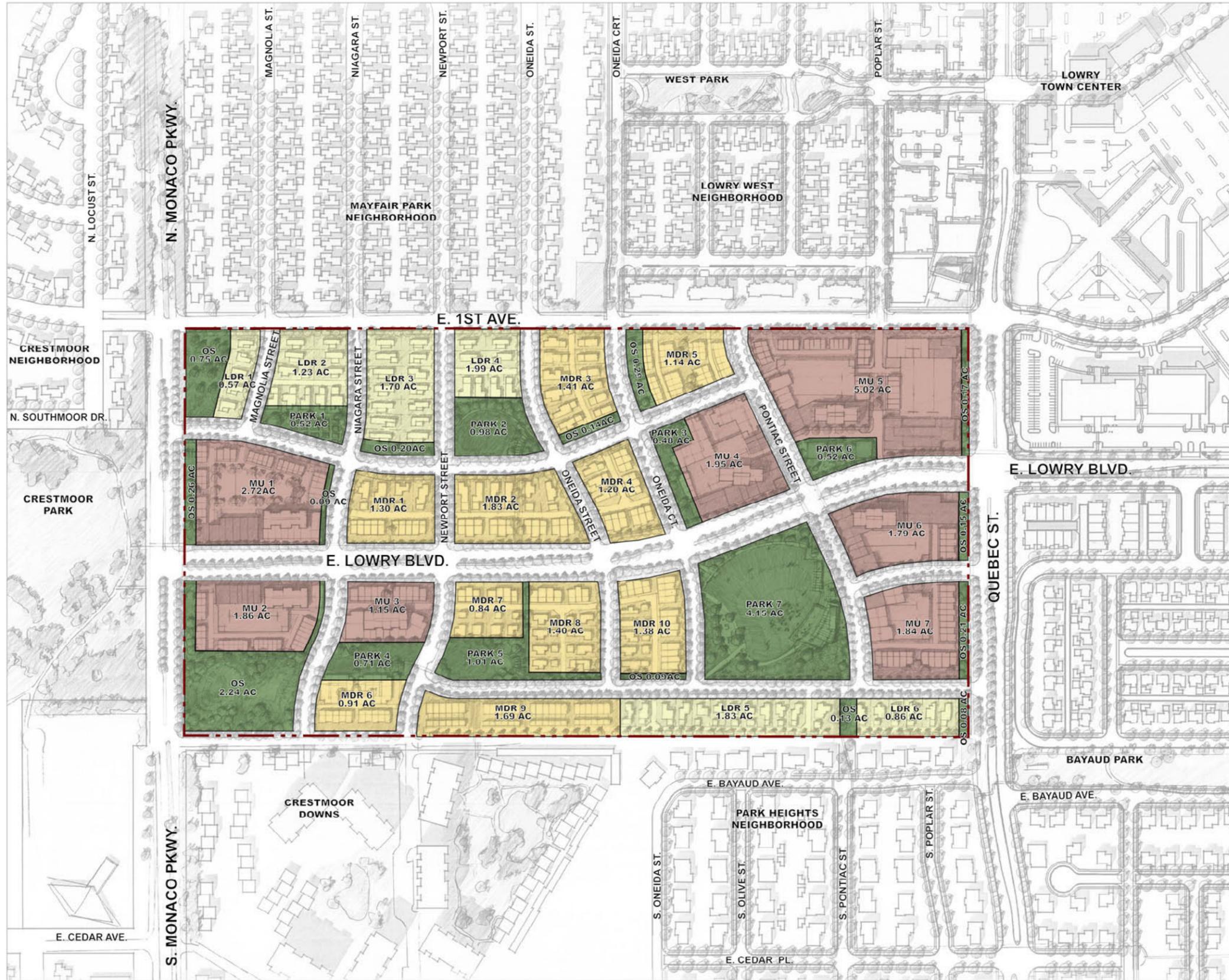
Land Allocation by Category

Category	Land Area (AC)	Per. of Total
Developable	36.6	52%
Parks, Open Space and Stormwater	13.2	19%
Right of Way	<u>20.4</u>	<u>29%</u>
Total Site	70.2	100%

The Land Use Plan in Figure F-31 describes the plan with four land use categories:

- Mixed-Use (including residential, retail, office and civic opportunities)
- Medium-Density Residential (including single-family detached, single-family attached and multifamily residential)
- Low-Density Residential (including single-family detached and single-family attached residential)
- Park, Open Space and Stormwater Detention

Figure F-31



The developable land acreage is allocated within three categories as shown in Table F-2: Mixed-Use, Medium-Density Residential and Low-Density Residential. In addition to these land uses, the planning team and task forces have created recommendations and requirements for affordable and homeless housing as outlined in Chapter G.

Table F-2
Developable Land By Category

Developable Land by Category

Land Use Category	Land Area (AC)	Per. of Total
Mixed Use (Residential, Office, Retail)	16.3	45%
Residential		
Medium Density (10-40 du/ac)	13.1	36%
Low Density (5-10 du/ac)	<u>7.2</u>	<u>20%</u>
Total Developable	36.6	100%

Total residential: 800 units

Site gross density: 11.4 dwelling units/acre (70.2 acre site)

The estimated residential density range per parcel of developable land is outlined in Table F-3. Parcels are defined as Mixed-Use (MU), Medium Density Residential (MDR) and Low Density Residential (LDR). It is important to note that these are estimated ranges and that if a developer were to attempt to maximize each parcel, the total number of units would exceed the maximum of 800 residential units for the property. The maximum number of residential units shall not exceed 800.

Table F-3
Residential Density Range Per Parcel

Parcel	Acres	Density (range)	
		Low	High
MU 1	2.7	30	50
MU 2	1.9	30	50
MU 3	1.2	30	60
MU 4	2.0	30	60
MU 5	5.0	20	50
MU 6	1.8	30	55
MU 7	1.8	20	55
Subtotal Mixed Use	16.3		
MDR 1	1.3	8	14
MDR 2	1.8	8	14
MDR 3	1.4	8	14
MDR 4	1.2	8	14
MDR 5	1.1	14	30
MDR 6	0.9	14	50
MDR 7	0.8	6	16
MDR 8	1.4	6	16
MDR 9	1.7	6	16
MDR 10	1.4	6	16
LDR 1	0.6	5	10
LDR 2	1.2	5	10
LDR 3	1.7	5	10
LDR 4	1.0	5	10
LDR 5	1.8	5	10
LDR 6	0.9	5	10
Subtotal Residential	20.3		
Total Developable	36.6		

Land Use and Development Summary Areas for Further Study

Air Force work to date indicates there are no environmental constraints on the property that would prohibit the proposed development. The Colorado Department of Public Health and Environment (CDPHE) reviewed the Environmental Baseline Study in 2007 and did not agree with the Air Force's determinations and returned it to the Air Force requesting additional information and coordination with previous studies. Prior to transfer of the land to a developer, CDPHE and the Air Force will need to reach agreement on the EBS and the conditions of an agreement for privatization of any required environmental cleanup or a plan for the Air Force's remediation of the outstanding environmental issues.

The planning team has been in contact with the Denver Public Schools (DPS) regarding the future school plans for the Lowry area and how the redevelopment might affect future school needs. At this time, DPS has no plans for new or expanded schools in the Lowry area. DPS is currently undertaking a district-wide, long-term planning effort for school needs. This planning effort is anticipated to be completed within the next year. The planning team recommends that the future purchaser/developer of the

property continue to coordinate with DPS to determine how the proposed redevelopment could impact the existing area schools. As the plan evolves with more specific residential unit totals, types and a timeline for residential occupation, DPS will conduct analyses of the impact of new residential development on schools in accordance with its standard projection procedures.

Land Use and Development Summary Community Concerns

While most task force members were in support of the proposed residential density, the majority of written and spoken public comment on record was in opposition to the proposed density.

- Many of those commenting in opposition to the proposed residential density expressed concern about the impact of the proposed density on traffic congestion. Refer to the Transportation Network section in this chapter for more information about the traffic impacts of the redevelopment plan.
- Some expressed concerns that the proposed density will hurt their property values. The planning team shared an article, *Higher Density Development: Myth and Fact*, published by the Urban Land Institute with interested members of the public. According to this article, “No discernible difference exists in the appreciation rate of properties located near higher-density development and those that are not. Some research even shows that higher-density development can increase property values.”
- Several expressed concern about the impact of the proposed density on pollution and noise levels. The planning team recognizes this concern, but has shared with meeting attendees an exhibit created from the Sierra Club Healthy Growth Calculator that illustrates how moderate and higher density development produces less environmental impact per residential unit than lower density development (See **Figure F-32**).
- Several expressed a preference for a 450 to 500 residential unit limit. The planning team recognizes this concern, but believes that the placement of 800 residential units is appropriate based on the need to balance the interests of the varied stakeholders.
- Several expressed concern that the proposed density is not appropriate because there is no light rail service in the area. The planning team recognizes this concern, but notes that transit is not only defined by light rail. Currently three bus lines along Monaco Parkway directly service the site. In addition, the 2030 Metro Vision Regional Transportation Plan created by the Denver Regional Council of Governments (DRCOG) identifies both Alameda Avenue and Colfax Avenue as Tier II Regional Corridors for future rapid transit service. The Buckley Annex plan also creates an environment where people are within walking distance to retail, services and employment.

Households per Acre	3	11	14	17
Households on Lowry Buckley Site	210	770	980	1190
Land Used - Acres per 1000 Households	333	91	71	59
Roads & Sidewalks - Square Yards per 1000 Households	233,333	63,636	50,000	41,176
Water Use - Gallons per household each day	1,032	399	348	316
Local shopping - Service & Retail Employees per acre	1.6	5.5	6.9	8.4
Transit Service - Average buses per hour	0	21	29	37
Vehicles - per Household	2.21	1.59	1.45	1.33
Parking Spaces - per Household	14.2	10.8	10.2	9.7
Mileage - Average vehicle miles traveled per household each year	23,552.4	15,741.2	14,082.6	12,768.4
Gasoline - Average gallons per household each year	1,178	787	704	638
Auto Costs				
Average cost of fuel alone each year	\$ 3,439.00	\$ 2,298.00	\$ 2,056.00	\$ 1,864.00
Total average costs each year	\$ 15,894.00	\$ 11,652.00	\$ 10,851.00	\$ 10,212.00
Pollution				
Pounds of Volatile Organic Compounds per Household per year	62	42	37	34
Pounds of Nitrogen Oxide per Household per year	155	104	93	84
Pounds of Particulates per Household each year	274	182	169	159
Tons of Greenhouse Gases per Household each year	16.5	11.0	9.9	8.9

Figure F-32
Environmental Benefits of Density

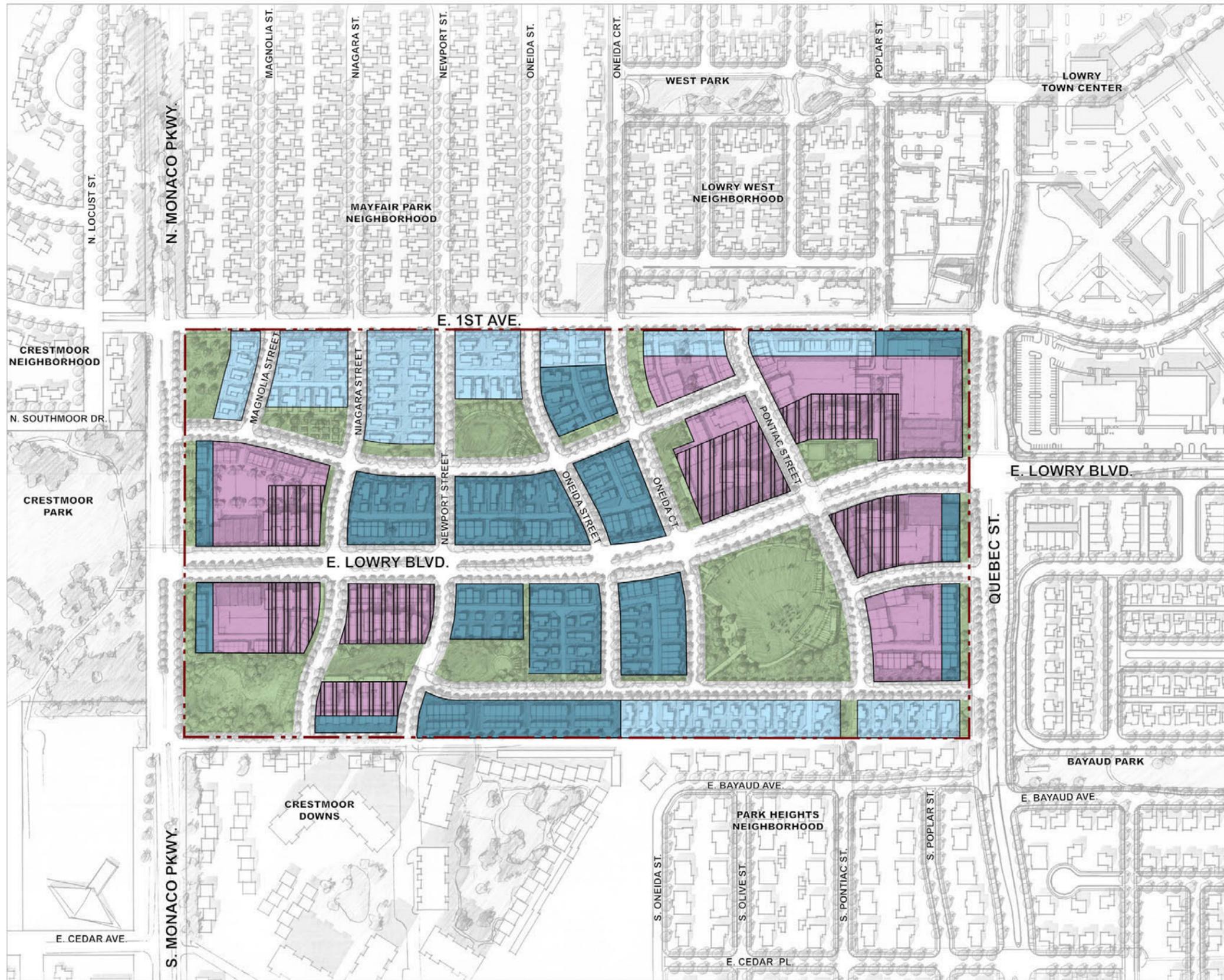
Source: Sierra Club Healthy Growth Calculator, <http://www.sierraclub.org/sprawl/density/>, accessed September 26, 2007.

Building Height

At the November 14, 2007 Task Force and Public Meeting, the LRA and planning team presented a redevelopment plan that included the opportunity to build four buildings at seven stories (not to exceed 100 feet) and two buildings at six stories (not to exceed 90 feet). While a few meeting attendees spoke in favor of the proposed taller buildings in the plan, the majority of written and spoken comment favored the four-story height limit specified in the current Lowry Design Guidelines.

In response to the public comment, the LRA and planning team modified the proposed height limitations for the redevelopment plan. The modified Buckley Annex Redevelopment Plan establishes that building heights shall not exceed a 65-foot height limit for portions of the mixed-use and internal residential areas as depicted in **Figure F-33**, Building Height Zones. Sixty-five feet is the height limit that most efficiently utilizes wood or “stick” construction. This configuration utilizes one floor of podium construction on which four floors of stick construction are built for a total of five stories.

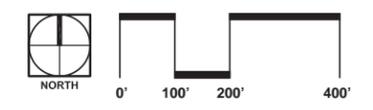
Figure F-33



LEGEND

- PARKS, OPEN SPACE & DETENTION
- TWO STORY MAXIMUM
- THREE STORY MAXIMUM
- 65' HEIGHT MAXIMUM
- CONDITIONAL ALLOWANCE OF BUILDINGS TALLER THAN 65 FEET *
- SITE BOUNDARY

* If a future developer desires to build higher than 65 feet, the redevelopment plan will require the developer to engage in a community-based public process to justify the need for taller buildings. The locations of any taller buildings would be restricted to the areas defined in this diagram. The process for taller buildings will include a PUD, or zoning specifically tailored for that sub area, through the City of Denver, and Councilwoman Johnson's Buckley Annex Community Advisory Committee that she is currently forming.



The parking level is then faced with occupied residential or commercial/retail space, thereby screening parking from view. By comparison, the current Lowry Design Guidelines state a maximum building height of four stories or 60 feet.

If a future developer desires to build higher than 65 feet, the developer shall engage in a community-based public process to justify the need for taller buildings. Buildings exceeding 65 feet shall be approved only under the following conditions:

1. The proposed buildings are within the appropriate locations shown in **Figure F-33, Building Height Zones**.
2. The developer engages in a community-based public process to justify the need for taller buildings:
 - The area(s) that has (have) a building(s) taller than five stories is (are) zoned as a Planned Unit Development (PUD), or zoning specifically tailored for that area, through the City and County of Denver; and
 - The proposal is overseen by Councilwoman Marcia Johnson's Buckley Annex Community Advisory Committee or its successor.

This flexibility will allow a developer to adjust to changing market conditions, and will help ensure a quality development that complements and enhances the surrounding neighborhoods in and around Lowry.

Further, building heights shall not exceed two to three stories on most of the edges of the Buckley Annex property and then should increase in height so that taller buildings are located toward the interior of the site as depicted by **Figure F-33, Building Height Zones**. This strategy allows the development to limit exposure of taller structures to adjacent neighborhoods.

Building Height Community Concerns

The proposed heights for the Buckley Annex Redevelopment Plan have elicited some concern from some members of the public:

- One member of the surrounding community expressed that a 65-foot building is still out of character for the area and that the maximum height should be between 35 feet and 45 feet. The planning team respectfully disagrees that a 65-foot building is out of character for the area. The Hangars in the existing Lowry Town Center are approximately 100 feet in height and Crestmoor Downs buildings south of the site are seven stories in height.
- Some members of the surrounding community expressed concern about the opportunity for a developer to pursue buildings taller than 65 feet. The planning team recognizes this concern, but notes that a developer would have to go through a community-based public process to justify the need for taller buildings and zone the area(s) that has (have) a building(s) taller than five stories as a Planned Unit Development (PUD), or zoning specifically tailored for that area.

Urban Design Elements

Building Placement

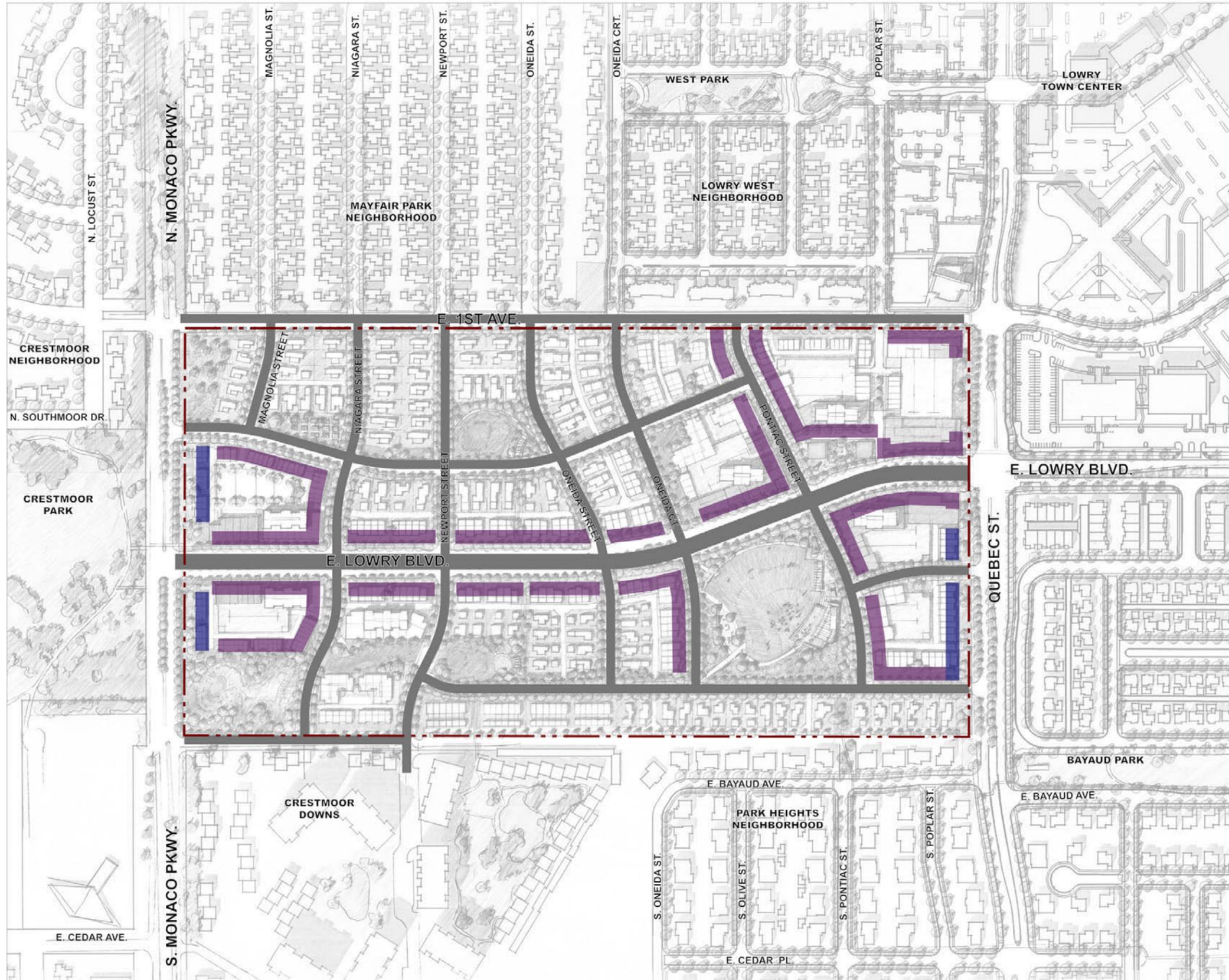
To achieve the desired sense of the street as a “place” and a consistent street edge that defines the public realm as opposed to exposing surface parking, the planning team has designated required and recommended build-to zones as shown in **Figure F-34**.

Build-to zones are required in areas of the plan where a commitment was made to the surrounding community as part of the task force and public process. In these required locations along portions of Monaco Parkway and Quebec Street, build-to zones serve to ensure that the views from surrounding neighborhoods will not include expansive views of parking lots nor the backs of buildings.

Build-to zones are recommended in other areas of the plan where buildings should be used to define the public realm.

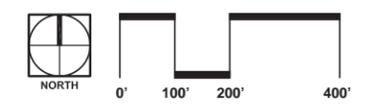
Where designated as a required or recommended build-to zone, the front building façades should be located on or near the designated property line or setback line for a substantial length of the facade (at least 75%). The frontage should be measured along the designated property line, and for corner lots should equal the length of the combined frontage of front property lines.

Figure F-34



LEGEND

- SITE BOUNDARY
- RECOMMENDED BUILD-TO ZONE
- REQUIRED BUILD-TO ZONE



Design Guidelines

To build upon the success of the Lowry community, design guidelines shall be developed that are in substantial conformance to the existing Lowry Design Guidelines with the following exceptions:

- Modify the building height limitation to allow buildings up to 65 feet in height.
- Improve guidelines based on new knowledge of building technologies and the lessons of what has and has not worked well in the development of Lowry.

Councilwoman Marcia Johnson has created a Community Advisory Committee to help guide the creation of Design Guidelines. Design Guidelines shall be developed during the General Development Plan and rezoning process.

Final Buckley Annex Redevelopment Plan Public Comment

The task forces and the public provided written and spoken comments regarding the Final Redevelopment Plan. Written comments were recorded from November 7 to January 1. Spoken comments were recorded at the November 14, 2007 Task Force and Public Meeting. Both written and spoken comments are summarized below. The comments have been condensed and categorized for clarity and consistency. For detailed written and spoken public comment records, please refer to **Appendix A.1**.

General Comments

This is an appropriate infill site for mixed-use and higher density development. It is consistent with Blueprint Denver. The mix of uses proposed will allow families to raise children in a safe environment and for people to continue to live independently as they become older.

This is not a typical Blueprint Denver “Area of Change” because it is not a large site, does not have mass transit access and is adjacent to “Areas of Stability.” The surrounding Lowry neighborhoods should also be considered “Areas of Stability.”

The plan has evolved in a fair and public manner. The design team made changes based on task force and public input. The Buckley Annex plans can achieve success with a top developer that is concerned with enhancing what Lowry has become.

The plan has not evolved in a fair manner. Public concerns were not listened to, and major changes were not made to the plans. The public was not encouraged to participate in the process.

If the plan incorporated the Lowry Design Guidelines, the community could be reassured that this development would follow the same standards that have made Lowry an award-winning community.

Since the Lowry Town Center was built, residents’ quality of life has improved. After the Buckley Annex is built-out, quality of life will improve further. It’s good to see that this area will be developed.

It is good that the DFAS building and surface parking will be going away.

The plan needs to focus more on maintaining the character of the surrounding neighborhoods.

The proposed plan is thoughtful and appropriate.

Density/Housing

The proposed density is fair for the site and in line with what the City and County of Denver proposes for urban infill.

Low density living quarters with open spaces and parks will keep the Lowry neighborhood special.

Greater views from taller buildings come at the expense of existing home owners.

Buckley Annex should follow the Lowry Design Guidelines with regard to existing density and height restrictions. What happens with the Buckley Annex plan could have implications for other development in Lowry and could affect area property values.

Make the residential density no more than the Lowry West neighborhood.

The proposed housing provides a broad spectrum for the needs of future residents and achieves an appropriate balance.

The additional housing could reopen the DPS neighborhood school, Whiteman Elementary, due to increased school enrollment. Density can have its advantages.

The density of this plan is too high and will only compound the intense traffic congestion, noise and pollution in surrounding neighborhoods.

It is not appropriate to compare the density of the Buckley Annex to the Town Center because the Town Center does not have any single-family homes.

The proposed density will support retail and physical amenities for everyone to use, and it will support the existing Lowry Town Center.

Development should be kept to a maximum of four stories with no more than 450 to 500 units.

Six to seven stories is too high. Three or four story buildings would fit better with the character of Lowry.

The Market Study does not support taller buildings.

Taller buildings should not be close to existing neighborhoods. Transitions from the taller buildings to existing neighborhoods are too small.

Developers have built three- to four-story buildings at Lowry in the past so why does this plan need to have taller buildings?

It is hard to see taller buildings such as the Hangars and Crestmoor Downs when you are driving around the Lowry area.

Some people prefer or are not concerned by six- to seven-story buildings.

The Steamplant Lofts in Lowry are approximately the same height as a six-story building.

The density is too high next to Crestmoor Park. This does not represent “mirroring.” There needs to be a better transition from Crestmoor Park to the Buckley Annex.

In Lowry, you can build a seven-story building with the current guidelines through a variance with the zoning board for aesthetics and impacts to the surrounding area. The plan should be approved using the current design guidelines with the possibility for a variance for seven stories with public input.

The Buckley Annex would be a good location for senior cohousing.

Density will not increase property values.

There is nothing taller than two stories south of Lowry Boulevard today, and it should stay that way.

The modified height limit of 65 feet is still too high and out of character for the neighborhood.

A developer should not have the ability to build taller than 65 feet even with the proposed conditional process.

The Buckley Annex land was donated by taxpayers to the Air Force, therefore the community should not be concerned about the value the Air Force receives for the land.

Why are four of the five choices for affordable housing on the west side of the plan? The choices should be more evenly distributed.

Homeless housing should not be close to the Park Heights neighborhood.

Commercial Development / Retail

The Buckley Annex could offer alternative retail and needs not present in the Lowry Town Center.

Retail should not be close to existing neighborhoods.

Avoid high commercial density which would be out of character with the surrounding neighborhoods.

The proposed density will burden the school system.

Traffic/Connectivity

In order to add safe library parking and reduce 1st Avenue to more local traffic, 1st Avenue should be re-routed from Poplar Street or possibly Pontiac Street to curve further south to connect to Quebec Street. This action would provide adjacent parking and room to expand the library, while making 1st Avenue less accessible and more of a local street than Lowry Boulevard.

Traffic is bad now and can only get worse. Residents don't currently use public transportation and probably won't use it in the future.

The traffic in and around Lowry is already very congested and the original Lowry redevelopment has not been built out. The Final Plan will only make traffic worse and cause more pollution as congestion increases.

Adding more density to the Air Force area will only increase traffic, speed, and danger to Crestmoor residents.

Place "no through traffic" signs around Crestmoor, remove center line painting and install traffic calming barriers, planters, and rises to discourage cut-through traffic.

The traffic on Monaco Parkway. with the proposed plan will be awful, especially when combined with other development in Lowry. Monaco Parkway will become the next Colorado Boulevard. with gridlock 24/7.

The added traffic on 1st Avenue. (which turns into Krameria Street crossing Monaco Parkway) will turn Krameria Street into a freeway. The heavy, speeding traffic (50 miles per hour and faster) will increase and make the street unsafe for everyone, especially kids.

The added traffic from the proposed plan will go through the Lowry Southwest neighborhood.

It is helpful to have traffic dispersed rather than from a single access point as it is now.

The plan was revised and improved to address the neighbors' request not to connect to Poplar Street.

There are too many proposed intersections with 1st Avenue compared to the number of proposed intersections on Monaco Parkway or Quebec Street.

Higher density development increases the benefits of transit.

Parking on 1st Avenue is not a good idea because the road is used by the community to reach their destinations.

Pedestrian connections have not been well enough resolved.

Environmental/Open Space

Increasing the green space to 12% is a good idea.

There is not enough park area for the density proposed.

We need an outdoor pool for Lowry residents in the Buckley Annex property.

Please leave the berms and the beautiful trees on the berms where they are. Preserving the berms on Monaco Parkway would also prevent new intersections and traffic on Monaco Parkway.

There has not been enough attention paid to pollution and toxics on the Buckley Annex site.

Keep the detention pond on the east side of the property.

Library Parking

Safety is a concern for library patrons crossing 1st Avenue from the parking structure.

Please be sure that developers follow through with the dedicated parking for the library.

The new library parking should be designated only for the library and not combined with other uses.

Plan Evolution

While not all community input could be incorporated into the Redevelopment Plan, the planning team made significant changes based on task force and public input to arrive at a plan that balances the interests of the local community, the Air Force and the U.S. Department of Housing and Urban Development (HUD), the LRA, the market and the City and County of Denver. The Plan Evolution Diagram in **Figure F-35** outlines 31 plan elements that the members of the task force and public influenced.



Concept Plan Alternative 2 (April 19, 2007)

PLAN EVOLUTION Task Force & Public Influence

1. Respect adjacent neighborhoods by mirroring existing land uses
2. Provide library parking
3. Turn 1st Avenue into a residential street
4. Create usable open space
5. Provide a community facility, park, and plaza
6. Curve Lowry Blvd.
7. Establish a Townhome District on Lowry Blvd.
8. Distribute traffic to minimize effects on individual streets
9. Structured parking is preferable to surface parking, particularly on the edges of the site
10. Housing above retail provides opportunity to capture views, overlook park, and give life to parks
11. Remove Building 444 (DFAS Building)
12. Modify the street grid to make more interesting places and experiences
13. Maintain a 35' Monaco setback
14. Maintain a 35' Quebec setback
15. Revise retail location and amount on western side
16. Locate community park away from Crestmoor Park and near Park Heights neighborhood
17. Commercial uses should primarily front Lowry Boulevard
18. Locate formerly homeless housing away from the existing affordable First Avenue Townhomes
19. Provide a Park Heights landscape buffer
20. Preserve the western stormwater basin
21. Orient blocks for optimal solar orientation
22. Enhance options for residents, neighbors, and small business owners by providing additional retail choices
23. Front Quebec Street with single family attached residential
24. Reconfigure Poplar Street connection
25. Locate taller buildings internal to the site and build height toward Lowry Blvd.
26. Remove the northbound right turn-lane from Monaco Parkway onto 1st Ave to reduce traffic on 1st Ave
27. Investigate the preservation of the 1st Ave berms
28. Identify trees to save in-place and transplant through a tree survey
29. Provide a right-in, right-out intersection at Quebec St. and E. Archer Place
30. Building height should be no taller than the Hangar with four total buildings having a 7-story maximum and two total buildings having a 6-story maximum. Create a maximum 65-foot height limit for select areas of the site and two- to three- story limits for the rest of the site. If the future developer desires to build higher than 65 feet, the redevelopment plan requires the developer to engage in a community-based public process to justify the need for taller buildings.
31. Allow no more than 800 residential units (reduced from 1200 units)

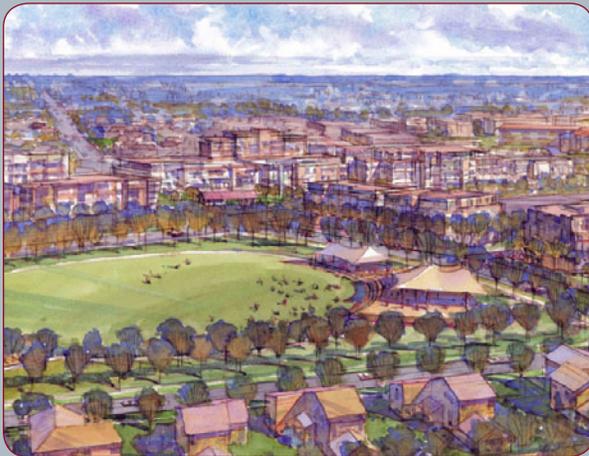


Final Redevelopment Plan (November 6, 2007)

31 Maximum of 800 residential units
(reduced from 1200 units)

Chapter G

Public Benefit Conveyances & Affordable Housing



This chapter provides a review of the public benefit conveyance (PBC) submission and response, and provides an overview of the affordable housing components of the Buckley Annex Redevelopment Plan including the response to the Notice of Interest (NOI) from the Buckley Annex Homeless Housing Consortium, Inc. The information is organized in two subsections:

- Public Benefit Conveyances
- Affordable Housing

Public Benefit Conveyances

Process Overview

The Department of Defense makes military property available to communities for many public purposes. Nonprofit organizations can acquire property through a process called a public benefit conveyance. Federal statute and regulations place the responsibility for implementing the PBC process with the local redevelopment authority. In 2006, the LRA administered the federal PBC process, which makes surplus federal property available to qualifying nonprofit organizations and homeless assistance providers. The LRA received two NOIs from organizations. One was from the Denver Public Library, and the other was from a consortium of 12 homeless providers.

Submission

The Denver Public Library submitted an NOI in a PBC for two acres of land near 1st Avenue and Quebec Street for a parking lot to support the Schlessman Family Branch Library.

Public Benefit Conveyance Recommendation

During the plan development process, it was determined that the Denver Public Library's request for additional library parking for the Schlessman Family Branch Library would be better handled as an obligation of the Buckley Annex Redevelopment Plan instead of a PBC. For additional information regarding this PBC, see correspondences from the Denver Public Library, Department of Education and the LRA in **Appendix G.1**. For more information regarding how 70 additional library parking spaces will be incorporated into the Redevelopment Plan, refer to the Community Park Subarea section of Chapter F, Redevelopment Plan.

Affordable Housing
Homeless Submission Plan (Summary)

In December 2006 the Buckley Annex Homeless Consortium, Inc. (the “Consortium”) submitted an application for a total of 298 housing units for homeless persons in the Buckley Annex Redevelopment, incorporating a total of 15 acres. The application included housing for various groups of people, including families, seniors, veterans and homeless individuals, as outlined in Table G-1.

Table G-1

Category	Developer	Owner / Operator	Units	Acres Requested
Families (Transitional)	Denver Housing Authority	Warren Village	50	3
Families (Permanent)	Archdiocesan Housing	Archdiocesan Housing	50	3
Seniors	Denver Housing Authority	Volunteers of America	50	1.5
Veterans	Aurora Housing Authority	Aurora Housing Authority	48	2.5
Individuals	Denver Housing Authority	Colorado Coalition for the Homeless	100	5
TOTALS --->			298	15

Several of the components of the homeless submission plan designate different parties serving as developer and operator of particular housing programs. The Consortium noted that developing housing units involves different skills than the day-to-day operation of housing units for the homeless. The Consortium designated operators it believes best serve particular segments of the homeless population.

Homeless Submission Plan Analysis (Summary)

The planning team conducted an analysis of the homeless provider applications submitted to the LRA and evaluated the applications in terms of financial and operational feasibility and the demonstrated needs for homeless housing in various categories in the areas around the Buckley Annex and in the City and County of Denver at large. Design Workshop evaluated the applications in light of the City of Denver’s Ten Year Plan to End Homelessness, which emphasizes providing temporary or permanent housing and support services, as opposed to homeless shelters. The housing analysis also draws from the Department of Housing and Urban Development (HUD)’s Housing First model, which calls for care, an emphasis on short-term interim housing designed to move people into permanent housing as soon as possible, an adequate supply of long term housing, and a range of supportive services for homeless individuals and families.

The application packet submitted in December 2006 provides proforma projections for each section of the proposal. Specifically, the Consortium outlined proformas regarding anticipated development costs, operating proformas for the first year of operations, ten-year operating proformas, and anticipated sources of funding for development and construction costs (including loans and grants). The application also outlined the general operational structures of the various components of the homeless submission and provided background information concerning the histories of the potential operators of the homeless housing programs.

The analysis of the homeless applications indicated that the funding structures for the components of the application are viable and the feasibility of the application is sound based on the information provided. Government entities are providing substantial financial support to the applications, through low income tax credit programs, per diems from government agencies, and additional funding from other federal sources, including HUD. The operators of the components of the homeless application have considerable experience in managing properties serving the homeless population in metro Denver. The members of the Buckley Annex Homeless Consortium have many years of experience in developing and managing properties in Colorado. This track record would indicate that the Consortium members are well positioned to execute a program of housing and services for the homeless population in the vicinity of the Buckley Annex site.

The analysis of the homeless application also examined the need for homeless housing for various categories in the areas surrounding the Buckley Annex site. This “gap analysis” reveals that families with children face the most severe shortages of suitable housing. Many families are crowding into units of one bedroom or smaller or are residing in residential hotels in the area. Very few opportunities to occupy affordable two-bedroom units exist in the Lowry area, and wait lists are very long.

Homeless Submission Plan Recommendation

Based upon input from the Buckley Annex Housing Task Force and the Consortium, the redevelopment plan requires a total of 20 rental units for homeless families. This represents a total of 3% of the proposed 800 residential units in the Buckley Annex Redevelopment Plan. This allocation is based on the historic ratio of housing for homeless persons in the Lowry community. Lowry’s current allocation represents 2% of all housing (including for-rent and for-sale units). In addition, the Housing Task Force agreed that a significantly larger provision of homeless housing, such as the 298 units proposed by the Consortium, would be difficult to integrate in a total plan containing a maximum of 800 residential units.

The final redevelopment plan does not outline a specific block within the Buckley Annex development designated for inclusion of the homeless

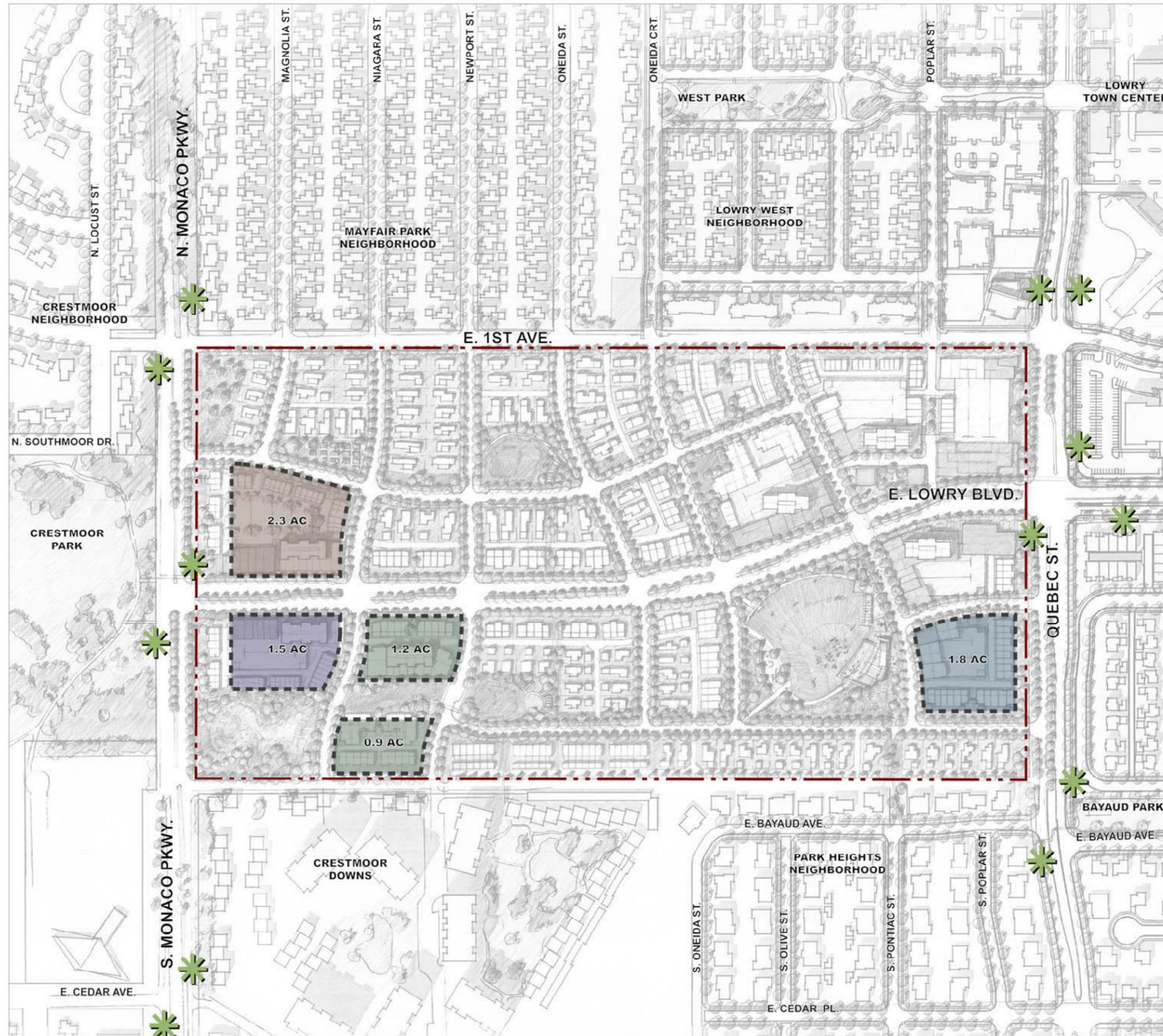
housing program. Instead, the plan requires the developer of the Buckley Annex site to convey a 1.5-acre site to the Consortium for the development of 20 units of housing for homeless families as a part of a mixed-income development (enforced through a legally binding agreement with the LRA). The 1.5-acre site may have up to 80 total residential units including the 20 units of housing for homeless families.

The planning team encourages the Consortium to spread the 20 units for homeless families throughout the 1.5-acre parcel as part of a mixed-income development in order to avoid income segregation and to increase the overall marketability of the development. Confining homeless families to a block of units would highlight the status of the residents as homeless individuals and potentially decrease the marketability of the overall project to market-rate buyers and renters. Dispersing the homeless housing units increases the integration of the homeless families into the mainstream of the community.

With the guidance of the Housing Task Force and public input, the planning team identified four potential locations for the 1.5-acre mixed-income development (See **Figure G-1**). These locations were identified based on the following factors:

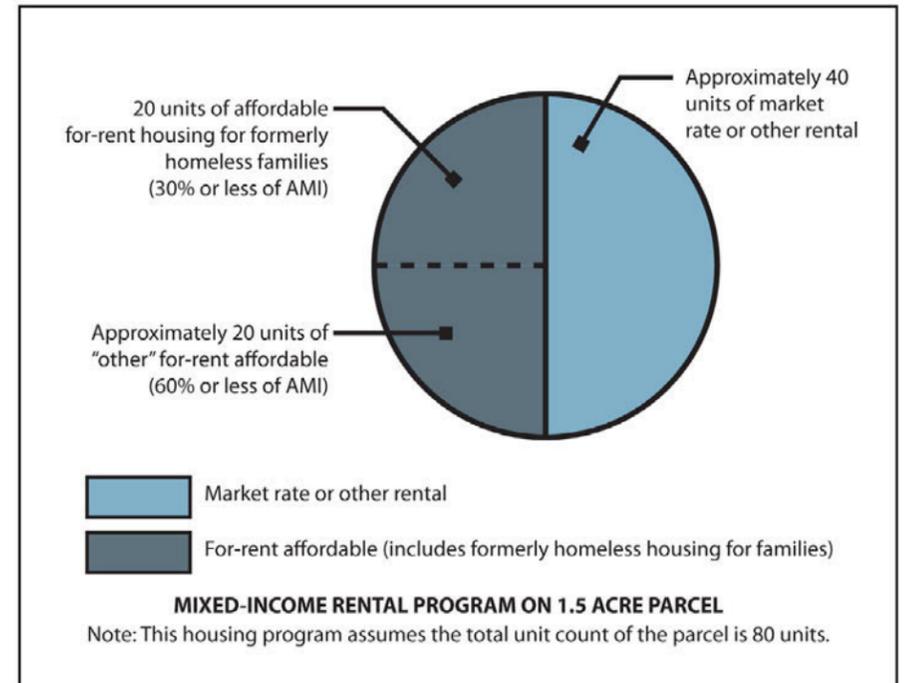
- Access to transit
- Access to retail and services
- Consistency of proposed land use with a mixed-income development

Figure G-1



LEGEND

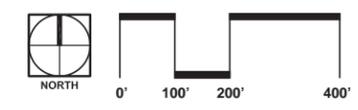
- POTENTIAL MIXED-INCOME HOUSING LOCATION (INCLUDING 20 HOMELESS HOUSING UNITS)
- SITE BOUNDARY
- EXISTING & PROPOSED BUS STOPS



Hypothetical Residential Development Program

Description	No. of Units	Per. of Total
For-Sale		
Market Rate	432	54%
Affordable ¹	48	6%
Subtotal	480	60%
For-Rent		
Market Rate	288	36%
Affordable	12	2%
Affordable for Formerly Homeless Families ²	20	3%
Subtotal	320	40%
Total Residential	800	100%

¹ Percent of for-sale affordable units is based on the City and County of Denver's Inclusionary Housing Ordinance definitions.
² Percent of formerly homeless units is based on the historic provision of formerly homeless housing at Lowry. Lowry is currently providing homeless housing at a rate of 4.4% of total rental units, but 2% of all housing (combined for-sale and for-rent).
 Notes:
 Total number of units is based on the 800 residential unit maximum for the site.
 The current for-sale to for-rent ratio at Lowry is 58% for-sale units and 42% for-rent units.
 A for-sale affordable housing unit will be available at 80% or less of AMI.
 A for-rent affordable housing unit will be available at 60% or less of AMI.



The redevelopment plan calls for homeless housing specifically for families in the area given the findings of the “gap analysis” of the inventory of housing serving lower income residents in the area. Families with children face the greatest difficulties in securing adequate housing in the Buckley Annex area of the city. The gap analysis indicated the area around the Buckley Annex site exhibits zero vacancy for market rate units containing two or more bedrooms. Limited vacancies exist for one-bedroom or studio units, however these units are not considered suitable for families with children. The waiting list for housing for homeless families is significant. Archdiocesan Housing, for example, has a wait list of over 500 for its housing units for homeless families (See **Appendix G.1**).

Legally binding agreement: The recommendation for the homeless housing program at Buckley Annex will be defined in a legally binding agreement. This document will be completed prior to official submission of the redevelopment plan to the Air Force and to HUD for review. The legally binding agreement concerning homeless housing will become part of the final development agreement governing the property.

Public Comment

The LRA and the planning team held a public hearing on July 11, 2007, regarding the homeless housing recommendation. Please refer to **Appendix A.1** for the July 11 meeting summary of public comment from the public hearing.

Affordable Housing Recommendation

The homeless housing recommendation is a part of a larger affordable housing program for the site that includes both affordable for-sale and for-rent residential units.

For Sale

The Buckley Annex Redevelopment Plan shall provide affordable for-sale housing as required by the City and County of Denver’s Inclusionary Housing Ordinance definitions. The City’s requirements are designed to promote the development of affordable housing for the City’s essential workforce, which includes teachers, police officers, fire fighters, and healthcare workers.

For Rent

In addition to the affordable for-sale units, the Buckley Annex Redevelopment Plan shall provide a total of 10 percent of the for-rent units as affordable. The 20 units of housing for homeless families are included in the 10 percent affordable for-rent requirement. The remaining affordable for-rent units shall be provided for residents at incomes of 60 percent or less AMI.

Chapter H

Economic Impact & Financial Analysis



This chapter provides an overview of the economic impacts and financial analysis of the Lowry Buckley Annex Redevelopment Plan. The information is organized in two subsections:

- Economic Impact Analysis
- Financial Analysis

Economic Impact Analysis

This section estimates the economic impacts from the proposed Buckley Annex redevelopment program. The economic impacts include an estimate of the wage impact of relocating the existing federal agencies, future employment on site, property tax revenue generated by the development, and sales tax revenue generated from new retail on site. In addition, the analysis evaluates the impact of the construction of the proposed development program on the Denver metropolitan area economy. These impacts include direct and indirect employment and direct and indirect spending related to the project. Finally, a list of resources for displaced workers is provided.

Relocation Impacts

The Buckley Annex has been an important economic contributor to the Denver metropolitan area and the City and County of Denver. Historically, the Buckley Annex site housed the Defense Finance and Accounting Services (DFAS), the Air Reserve Personnel Center (ARPC), and several additional federal agencies. At one time, the existing 600,000 square foot building housed over 3,000 employees. Today, the site provides 1,960 jobs in the metro area, as shown in **Table H-1**.

DFAS currently employs approximately 1,200 jobs or 61.2 percent of the total on site employment. The ARPC, 4th Manpower Requirement Squadron (4th MRS), and 310th Mission Support Group (310th MSG) combined employ 640 individuals or 32.7 percent of the total. The remaining 120 employees or 6.1 percent include the Secretary of the Air Force/Center of Excellence (SAF/COE), Defense Information Systems Agency (DISA), and various contractors (O&M Contractors).

Table H-1
Existing Buckley Annex Employment
Buckley Annex Redevelopment Plan – Economic Impacts

Organization	2007 (Year 0)	Pct of Total
DFAS	1,200	61.2%
Agencies Relocating to Buckley ¹	640	32.7%
Others ²	120	6.1%
Total	1,960	100.0%

¹ Includes ARPC, 4th MRS, 310th MSG; Assumes the new facility at Buckley Air Force Base will be constructed by Sept. 2011

² Includes SAF/COE, DISA, O&M Contractors, and misc. others

Source: Air Force

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The redevelopment of the Buckley Annex will result in the relocation, transfer, or retirement of all 1,960 employees currently working at the facility. Employment at the site is projected to be phased out over the 2008 to 2012 time period based on the following planned actions:

- **Relocation to Buckley AFB** – The 640 employees of the ARPC, 4th MRS, and 310th MSG will relocate to a new facility on the Buckley AFB as early as 2009. These jobs will therefore be transferred to Aurora but remain within the Denver metro area. Although the City and County of Denver will lose these jobs, there will be no related loss of wages to the metro area economy, as shown in Table H-2.
- **Relocation within Denver Metro** – The 20 employees of DISA are expected to relocate to an existing facility in the Denver Tech Center. Therefore, these employees will also remain as part of the existing Denver metro economy and do not contribute to the impact of the Buckley Annex closure.
- **Transfer to Enduring Sites** – Approximately 40 percent of the existing 1,200 employees of DFAS will be transferred to other DFAS sites around the United States. These jobs will be lost from the Denver metro area and contribute to the impact of the Buckley Annex closure.
- **Transfer to Other Agencies** – An estimated 20 percent of the existing 1,200 employees of DFAS and all existing O&M Contractors are expected to relocate or gain employment with other agencies or companies in the Denver metro area. These employees do not contribute to the impact of the Buckley Annex closure.
- **Early Retirement** – Approximately 40 percent of the 1,200 DFAS employees will be given the option of early retirement. These individuals represent jobs lost to the metro area and contribute to the impact of the Buckley Annex closure.
- **Unknown** – The future location of approximately 70 jobs is unknown at the current time. These include 30 SAF/COE employees and 40 others. These jobs are assumed to be lost to the metro area and therefore contribute to the impact of the Buckley Annex closure.

Although nearly half of the existing 1,960 jobs will remain in the Denver metro area, only a small fraction will likely remain in the City and County of Denver. Only the 20 DISA employees will likely remain in the City and County of Denver if transferred to the Denver Tech Center. An unknown portion of the employees transferred to other agencies, including DFAS and Contract employees, may also remain in the City; however, no exact numbers can be estimated regarding this group of employees.

Table H-2
Buckley Annex Closure Net Employment, 2007-2012
Buckley Annex Redevelopment Plan – Economic Impacts

Organization	2007	2008	2009	2010	2011	2012
	(Year 0)	(Year 1)	(Year 2)	(Year 3)	(Year 4)	(Year 5)
DFAS¹						
Transfer to Enduring Sites ²	480	400	200	100	8	0
Early Retirement	480	400	200	100	8	0
Transfer to Other Agency ²	240	240	240	240	240	240
Subtotal	1,200	1,040	640	440	256	240
Agencies Relocating to Buckley						
ARPC	500	500	500	500	500	500
4th MRS	70	70	70	70	70	70
310th MSG	70	70	70	70	70	70
Subtotal	640	640	640	640	640	640
Others						
SAF/COE ³	30	25	15	5	0	0
DISA ⁴	20	20	20	20	20	20
O&M Contractors ²	30	30	30	30	30	30
Misc. Others ³	40	35	15	10	0	0
Subtotal	120	110	80	65	50	50
Denver Metro Net Employment	1,960	1,790	1,360	1,145	946	930

¹ Three forms of attrition (1) transfer to enduring sites (40 percent); (2) early retirement (40 percent); (3) transfer to other agency (20 percent)

² Number represents an estimate of the total employees remaining at the Buckley Annex site

³ Assumed to relocate within the Denver Metro Area

⁴ Future location unknown

⁵ Assumed will relocate to Denver Tech Center

Source: Air Force

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Based on average wages, the Buckley Annex site contributes an estimated \$98.0 million in direct wages to the metro area economy from the existing 1,960 employees. Including indirect effects from inter-industry purchases and induced effects from the expenditure of wages (calculated using multipliers from the Bureau of Economic Analysis Regional Input-Output Modeling System II), the total metro area employment is estimated at 3,495 employees generating \$203.3 million in wages, as shown in Tables H-3 and H-4.

The redevelopment of Buckley Annex is resulting in a direct decrease in employment and associated wages. However, as described previously, not all of the jobs associated with the Buckley Annex facility will leave the Den-

ver metro area. The reductions of personnel are measured in terms of their net affect to the metro area. The military and civilian personnel reductions will commence in 2008, with a net reduction of approximately 170 personnel. The largest net reduction is estimated to occur between 2008 and 2009, when the number of personnel will drop by 430 to an average of 1,360 for 2009. Further reductions will decrease personnel to 930 by 2012. These net reductions are jobs that will be terminated and represent lost jobs to the Denver metro area.

Table H-3
Buckley Annex Closure Employment Impacts, 2007-2012
Buckley Annex Redevelopment Plan – Economic Impacts

	2007 (Year 0)	2008 (Year 1)	2009 (Year 2)	2010 (Year 3)	2011 (Year 4)	2012 (Year 5)
Direct Employment ¹	1,960	1,790	1,360	1,145	946	930
Incremental Decrease	0	(170)	(430)	(215)	(199)	(16)
Decrease from Base Year	0	(170)	(600)	(815)	(1,014)	(1,030)
Total Employment ²	3,495	3,192	2,425	2,042	1,687	1,658
Incremental Decrease	0	(303)	(767)	(383)	(355)	(29)
Decrease from Base Year	0	(303)	(1,070)	(1,453)	(1,808)	(1,836)

¹ Net of jobs loss due to attrition

² Includes indirect and induced employment from Buckley Annex employees

Source: Buckley Annex Site Manager; Bureau of Economic Analysis (RIMSII); Economic & Planning Systems

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The total net employment loss for the metro area resulting from the Buckley Annex closures is 1,030 military personnel. Including indirect and induced effects the total decrease in employment is estimated at 1,836 (calculated using RIMS II multipliers). Total annual direct wages over the period between 2007 and 2012 is \$181.5 million, as shown in Table H-4. Adding indirect and induced effects this total increases to \$376.3 million. This does not account for wages that will be received by personnel taking early retirement.

Table H-4
Buckley Annex Closure Wage Impacts, 2007-2012
Buckley Annex Redevelopment Plan – Economic Impacts

	2007	2008	2009	2010	2011	2012
	(Year 0)	(Year 1)	(Year 2)	(Year 3)	(Year 4)	(Year 5)
Employment ¹	1,960	1,790	1,360	1,145	946	930
Wages						
Direct Wages (\$000s) ²	\$98,000	\$89,500	\$68,000	\$57,250	\$47,300	\$46,500
Decrease from Base Year (\$000s)	\$0	(\$8,500)	(\$30,000)	(\$40,750)	(\$50,700)	(\$51,500)
Cumulative Decrease (\$000s)	\$0	(\$8,500)	(\$38,500)	(\$79,250)	(\$129,950)	(\$181,450)
Total Wages (\$000s) ³	\$203,262	\$185,632	\$141,039	\$118,742	\$98,105	\$96,446
Decrease from Base Year (\$000s)	\$0	(\$17,630)	(\$62,223)	(\$84,520)	(\$105,157)	(\$106,816)
Cumulative Decrease (\$000s)	\$0	(\$17,630)	(\$79,853)	(\$164,373)	(\$269,530)	(\$376,346)

¹ Net of jobs loss due to attrition

² Employment multiplied by an average wage of \$50,000

³ Includes indirect and induced wages from Buckley Annex employees

Source: Buckley Annex Site Manager; Bureau of Economic Analysis (RIMSII); Economic & Planning Systems

H:\16882-Buckley Annex DEFAS Redevelopment Plan\Models\16882-EconImpact.xls\RIMS Wage

There are no direct property tax impacts associated with the redevelopment of the Buckley Annex. Neither DFAS nor any of the other tenant organizations are subject to these taxes. Indirect property tax impacts are negligible. The impacts on other local excise and use taxes, which are typically calculated on a per capita basis, are also considered to be negligible.

Redevelopment Impacts

The Buckley Annex Redevelopment Plan will stimulate private development on site generating both new property tax and sales tax revenue for the City and County of Denver. Estimates have been made for each of these potential revenue sources. In addition, the site will generate office and retail employees which are assumed to be net new employment as further described below.

Property Tax Revenue

The current use of the site by the military does not generate property tax revenue. Therefore, the assessed value associated with the new development will generate net new property taxes. Property tax revenues are estimated based on the development program accompanying the redevelopment plan. The analysis uses market area average sales prices and rents to estimate the market value of the anticipated redevelopment. The market value is translated into assessed value using assessment ratios defined by the State (7.96 percent for residential and 29.00 percent for non-residential).

Based on these inputs, total property tax revenue would be approximately \$2.0 million annually at full lease-up (estimated in 2022), as shown in Table H-5. Approximately \$792,000 will flow to the City and County of Denver, \$1.2 million will flow to Denver Public Schools (School District #1), and the remaining \$18,500 will flow to the Urban Drainage/ Flood Control District.

As the project develops and absorbs, property tax will increase from \$86,000 in the first year to \$2.0 million by 2021. Over the ten-year development period, property tax will average approximately \$1.1 million annually and generate a total of \$11.3 million in revenue to the City and County of Denver.

Table H-5
Estimated Annual Property Tax Revenues
Buckley Annex Redevelopment Plan – Economic Impacts

Jurisdiction	Rate	Annual Amount
Market Value		\$302,057,500
Assessed Value		\$30,465,185
City & County		
General Fund	9.323	\$284,027
Bond Principal	6.933	\$211,215
Bond Interest	1.500	\$45,698
Social Services	3.992	\$121,617
Developmentally Disabled	1.012	\$30,831
Fire Pension	1.480	\$45,088
Police Pension	1.767	\$53,832
Subtotal	26.007	\$792,308
School District # 1		
General Fund	34.734	\$1,058,178
Bond Redemption	5.599	\$170,575
Subtotal	40.333	\$1,228,752
Urban Drainage/Flood Control District	0.608	\$18,523
Existing Total	66.948	\$2,039,583

Note: Tax rate based on 2006 assessment; taxes are paid one year in arrears

Source: City & County of Denver; Economic & Planning Systems

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Sales Tax Revenue

The estimated 138,000 square feet of retail space proposed in the redevelopment plan will generate retail sales taxes based on an expected mix of store types and average store sales. The plan includes the provision for one 25,000 square foot anchor, most likely a small natural grocer, which the retail sales estimate reflects. Based on sales per square foot figures of \$250

for non-anchor space and \$400 for anchor space, the project will generate approximately \$38.3 million in gross retail sales after buildout and absorption. The State and City do not tax food for home consumption resulting in a reduction in taxable retail sales to approximately \$27.4 million.

The forecast absorption of the project does not include retail space in the initial years; therefore, retail sales will slowly increase as retail space is constructed and leased to tenants. The site will average \$16.3 million in gross sales annually during the 10-year development period between 2012 and 2021 generating a total of \$163.3 million in gross sales. These estimated sales will generate an average of \$810,000 in sales tax revenue for a total of \$8.1 million over the initial 10 years.

Based on the estimated retail sales, the project will generate approximately \$2.1 million in sales tax revenue after project buildout estimated in year 2022, as shown in Table H-6. The City and County of Denver will receive approximately \$993,000 in sales tax revenue, the State approximately \$795,000, RTD approximately \$274,000, and SCFD and the Football Stadium District will each receive approximately \$27,000 annually.

Table H-6
Estimated Annual Sales Tax Revenue
Buckley Annex Redevelopment Plan – Economic Impacts

Jurisdiction	Rate	Annual Amount
Gross Retail Sales		\$38,250,000
Taxable Retail Sales¹		\$27,425,000
State of Colorado	2.90%	\$795,325
City & County of Denver	3.62%	\$992,785
RTD	1.00%	\$274,250
Cultural Facilities District	0.10%	\$27,425
Football Stadium District	<u>0.10%</u>	<u>\$27,425</u>
Total	7.72%	\$2,117,210

¹ Excludes food for home consumption and other tax exempt purchases

Source: City & County of Denver; Economic & Planning Systems

H:\16882-Buckley Annex DEFAS Redevelopment Plan\Models\16882-EconImpact.xls\SALES TAX SUMMARY

Permanent Employment

The redevelopment plan includes two types of commercial development, office and retail space. Based on average square feet per employee factors, the proposed office and retail program can be converted into employment. The proposed development will support over 400 employees—adding indirect and induced employment will increase the number to nearly 800 jobs, as shown in Table H-7.

Table H-7
Estimated Employment
Buckley Annex Redevelopment Plan – Economic Impacts

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
	(Year 1)	(Year 2)	(Year 3)	(Year 4)	(Year 5)	(Year 6)	(Year 7)	(Year 8)	(Year 9)	(Year 10)
Direct Employment										
Office (Professional Services)	0	0	0	0	135	0	0	0	0	0
Retail	0	0	0	0	90	40	40	40	40	26
Subtotal	0	0	0	0	225	40	40	40	40	26
Cumulative Direct Employment	0	0	0	0	225	265	305	345	385	411
Total Employment ¹										
Cumulative Total Employment	0	0	0	0	461	525	588	652	716	757

¹ Includes indirect and induced employment from employees working in the redevelopment

Source: Design Workshop; Bureau of Economic Analysis (RIMSII); Economic & Planning Systems

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Construction Impacts

A construction project, such as redevelopment of the Buckley Annex site, also generates direct, indirect, and induced impacts on the larger economy in which the project occurs. These are one-time impacts during the period of construction only. These impacts add up to the total estimated economic impact of the construction project. The Bureau of Economic Analysis (BEA) Regional Input-Output Model II (RIMS II) was used to estimate these impacts for the redevelopment project. RIMS II was developed by BEA to allow the federal, state, and local governments to estimate the economic impacts of proposed projects. The model evaluates the relationship between activity in one industry and related industries. The resulting multipliers measure the full impact of a project on a defined economy. The three impacts estimated by RIMS II are defined below:

- **Direct Impacts** – Direct impacts represent the value or impact of the action taken, in this case the construction of approximately 800 residential units and approximately 200,000 square feet of commercial space. Direct impacts represent the value of the entire project including supplies, worker compensation, and other direct spending associated with the project.
- **Indirect Impacts** - Indirect impacts represent the increases in economic activity by local suppliers necessary to support the direct impact of the project. The redevelopment of the Buckley Annex site will interact with the local construction companies, subcontractors, surveyors, etc. The increase in purchases from other local businesses by these suppliers and contractors represents the indirect impacts.
- **Induced Impacts** – Induced impacts (often referred to as the multiplier effect) represent the impact on all local industries of the wages derived by local employees from both the direct and indirect effects. The impacts, for example, include the purchase of gas, housing, insurance, and other products and services by the construction workers employed to work on the Buckley Annex redevelopment project.

The impacts estimated are limited to the Denver metro area including Adams, Arapahoe, Boulder, Broomfield, Denver, Douglas, and Jefferson Counties. The RIMS II model provides three multipliers as described below. Dollar amounts are producer prices and jobs are reported as full time equivalents (FTE).

- **Output Impacts** – These impacts measure the economic activity created by the construction spending associated with the redevelopment of Buckley Annex. It refers to the change in the dollar value of production in all sectors impacted by new construction to satisfy the demand resulting from the spending associated with the project. Each time a dollar changes hands for products or services it increases the measure of output. By including products as well as labor, the output measure is inclusive of and typically larger than the measure of earnings. The output impact includes direct, indirect, and induced effects.
- **Wage Impacts** – These impacts measure the change in the value of earnings (wages) that are received by households from the production of regional goods and services associated with the project. The impacts include the direct increase associated with the project, the indirect increase associated with supporting activity and the induced impacts resulting from spending by the workers associated with the project.
- **Employment Impacts** – These impacts measure the change in employment from both direct and indirect spending associated with the construction project. The employment impact includes employees directly employed to construct the project and those employed by supporting industries to fulfill the demand created by the construction project.

Impact Model Results

The Buckley Annex redevelopment is estimated to cost \$196.3 million to construct, which represents the direct impact on output of the project, as shown in **Table H-8**. According to the RIMS II model, this level of construction spending supports approximately 3,429 construction and related jobs over the construction period. The combined impact on regional impact is estimated at \$435.2 million in direct, indirect, and induced impacts. Approximately \$137.8 million of the estimated output will be distributed as wages to individuals, including direct, indirect, and induced effects.

Table H-8

Estimated Construction Impacts

Buckley Annex Redevelopment Plan – Economic Impacts

Items	Factor	Amount (\$000s)
Estimated Market Value		\$302,000
Construction Value	65%	\$196,300
Economic Impacts	Multiplier	
Output	2.217	\$435,197
Wages	0.7021	\$137,822
Employees	17.4677	3,429

Source: Design Workshop; URS; Economic & Planning Systems

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Displaced Worker Assistance

Many of the employees from the DFAS facility facing early retirement or the prospect of relocating out of state may instead decide to pursue other employment opportunities in the Denver area. The Air Force has not established a formal displaced worker program for employees seeking new employment. However, a number of resources exist at the local, state, and federal levels to assist Buckley Annex workers in securing new employment. The following represents a short list of relevant resources. As the Buckley Annex redevelopment moves forward, coordination of these resources would be useful in streamlining the process for displaced workers and more effectively moving former employees to new opportunities in the local area.

City and County of Denver

- Employment services (job placement assistance, education and training information)
- Resource rooms (computers, printers for job seekers)
- Career Assessment services
- Job readiness (training in basic computer skills, job search workshops)
- Education and job-specific training (assistance with locating appropriate educational resources)

Colorado Community College System

- Provides a variety of non-credit programs to both students seeking a job and those already employed seeking to enhance their skills

State of Colorado

- Operates Colorado Workforce Centers throughout the state
- Job listings, computer and Internet access
- Career counseling and training for job seekers
- Recruitment of workers, pre-screening and referral services, tax credits, and training reimbursement for employers

U.S. Department of Labor

- Rapid Response Services to Laid-Off Workers (career counseling, job search assistance, information on education and training, health benefits and pensions)
- Connections to Other Re-Employment Services through One-Stop Network Career Centers.
- The CareerOne-Stop Portal (COS) provides access to all of the One-Stop Career Center electronic tools Web sites: America's Job Bank, America's Career InfoNet, and America's Service Locator.
- Additional career resources: Career Voyages (www.careervoyages.gov) provides career information on high growth industries and high demand occupations. The Occupational Information Network Web Site, <http://online.onetcenter.org>, enables individuals to search for and identify occupations of interest by keyword, job family, or standard occupational code.
- The Relocation Center. This resource provides a link to government and private sector resources that can help in the evaluation of relocation options, learn about financial obligations, and make the most of a new community. This link is available at www.careeronestop.org/relocation/relocationcenterhome.asp.
- BRAC Coach (www.brac-coach.org). To further aid communities impacted by BRAC action, the Department of Labor has created this online tool to assist workers, businesses, and workforce professionals who may be impacted by a local base realignment or closure. The BRAC coach identifies common issues or problems facing those likely to be impacted by BRAC and provides step by step instructions to help users find resources and related information.
- GovBenefits.gov (Partnership between Federal Agencies). This Web site is the gateway to federal and state benefits information on continuing education and training, financial support programs, disability assistance, grants, scholarships, health care, social security, child care, housing, volunteer activities, and more.

U.S. Department of Defense (DOD)

- Civilian Personnel Management Services (CPMS) / Civilian Assistance and Re-Employment (CARE). Through CPMS, DOD administers the CARE program, which is the Department's primary means to provide transition assistance to displaced civilian employees. The CARE program consists of job placement programs, voluntary separation incentives, and other benefits and services. CARE also provides direct program assistance to DOD activities affected by downsizing or reorganization.
- BRAC Transition Assistance (www.cpms.osd.mil/bractransition). This web site provides employees, managers, supervisors, and human resources specialists the latest information on BRAC. It also provides information on the transition assistance programs offered by the DOD and other Federal agencies. It provides information about BRAC and the DOD's transition programs, and provides links to other Web sites that provide information for affected employees.

- Priority Placement Program: A Civil Service Registry which allows displaced personnel to be given priority when jobs for which they are qualified are advertised (applies to all Federal agencies, not just the Air Force)
- Re-Employment Priority List (RPL). The RPL provides priority reemployment consideration for current and former DOD career and career-conditional competitive service employees, who are separated by reduction in force (RIF) or have received a RIF separation notice or Certificate of Expected Separation (CES).
- Military Spouse Resource Center. This resource, known as milspouse.org, is an electronic tool detailing educational, employment and training, and other relevant community resources available to military spouses affected by BRAC closures.

Financial Analysis

The development of the preferred alternative included a residual land value analysis whereby the cost to develop the site is subtracted from the revenue generated by the proposed development. The residual, or left over portion, is the estimated value of the land based on the proposed development program. The analysis relied on inputs from the market analysis completed in May 2007, to estimate the revenue generated by the development. In addition, estimated infrastructure costs have been provided by URS as input into the analysis (See **Appendix H.1**).

Based on the proposed redevelopment plan, which calls for a cap of 800 residential units and approximately 200,000 square feet of commercial development, the residual land value analysis is estimated at approximately \$6.7 million in value or \$4.20 per developable square foot. This estimate of land value suggests that the proposed development program is financially feasible and can fund the redevelopment of the parcel.

This type of analysis provides a useful evaluation of financial feasibility but includes several limitations, including:

- The analysis is a planning level tool and not a developer's pro forma. It provides an order of magnitude estimate of value based on the level of information available at the master plan level. At the time of development a more precise financial analysis can be completed based on a more detailed development program and detailed planning, engineering, and environmental studies and cost estimates.
- The model estimates land value based on the sale of finished lots. It is likely that the eventual developer will also develop a portion of the vertical development, which may provide opportunities to make additional profit not reflected in the analysis.
- The analysis presents the estimate of revenue and cost as a net present value (NPV). NPV corrects for the influence of the time value of money; a dollar earned today is worth more than a dollar earned ten years from now. A discount rate is used in the NPV calculation to re-

flect the relative level of risk associated with the project vis-à-vis other potential development or investment options. The results of an NPV calculation are subject to, and extremely sensitive to, the assumptions of development risk reflected in the discount rate. Therefore, a change in the assumed discount rate will significantly impact the outcome of the analysis. The discount rate was calculated at 14.5 percent (11.75 percent in constant dollars) based on an assumed moderate level of risk.

- In addition, the NPV calculation is also influenced by the timing of revenues and costs. Dollars earned earlier in the development period add more value to the land than dollars earned towards the end of the period. Therefore, the timing of development significantly impacts the overall NPV land value. Changes to the timing will affect the analysis results.

Chapter I

Implementation Strategy



This chapter provides an overview of the implementation strategy for the Lowry Buckley Annex Redevelopment Plan. The information is organized in three subsections:

- Conveyance Plan
- Phasing
- City Plans and Entitlement

Conveyance Plan

Sale/Transfer Options

The LRA acquired portions of the 1,866-acre Lowry property under an economic development conveyance from the Air Force, which is an allowed BRAC transfer method. The Air Force has indicated they now prefer to sell property directly to private developers through a public sale such as an auction. In the case of the Buckley Annex, the OEA has designated the LRA as the local planning agent, but the Air Force will sell the Buckley Annex property directly to a private company or companies for development. There are several sale/transfer options that could be used as described below:

- **Property Sales and Disposition** – The Air Force has used a variety of different public sale approaches, including sealed bid, internet auction, and auction on the site to the highest bidder. Department of Defense (DoD) guidelines state that the sale of the property to a developer is contingent on implementation of the local redevelopment plan. Property that has a strong redevelopment plan in place, backed by broad community and political support, is more valuable to both the property owner and to subsequent buyers who want to minimize risk and development delays.
- **Negotiated Sales** – The Air Force may dispose of property by negotiated sale under limited circumstances. The property may be conveyed to a public body if a public benefit results from the negotiated sale that would not result for another form of conveyance. The property must be sold for fair market value based on an appraisal. In addition, the deed must include an excess profits clause that requires the grantee to remit all proceeds in excess of its costs if it sells the property within three years.
- **MILCON Exchange** - A MILCON exchange seeks in-kind construction of facilities equal to the fair market value (FMV) of the property to be conveyed. The FMV is determined in the market place through an appraisal just as with the other conveyance methods. This conveyance method allows for expedited closures and timely conveyance. The Air Force has indicated an interest in a MILCON exchange for Buckley Annex in order to provide for construction of other needed facilities.

Phasing

Pre-development activities could start as early as summer 2009 (if development is phased) or it could be several years before a developer starts any work at Buckley Annex. The Department of Defense aims for closures to occur within three years, though federal law allows for up to six years. The Buckley Annex redevelopment may be done in phases, and there may be an opportunity to develop the eastern third of the site while Building 444 is still housing federal employees.

City Plans and Entitlement

The General Development Plan (GDP), the zoning, site plan approval and platting are the four City and County of Denver entitlements that will be required on the site prior to development activities being undertaken. These entitlements could be initiated by and have involvement by four logical parties - the LRA, Air Force, City and County of Denver, or the future purchaser/developer.

Zoning

At this preliminary stage in the process and due to the planning team's limited knowledge of what a developer will actually need for the zoning, the planning team recommends that the future developer should pursue the zoning for the uses on the site. There may be circumstances where by the zoning could be pursued earlier.

General Development Plan

The discussion below analyzes how best to proceed regarding the GDP.

General Development Plan Purpose

Per the city code the intent of a GDP is described as follows:

“(a) Intent. The intent of the general development plan (GDP) is to establish a workable framework for the development of large or phased projects. Major transportation, major storm water drainage and water quality systems, major utilities, open space or land use issues within the GDP area shall be identified and a conceptual plan for addressing those issues shall be part of the GDP, so that such issues shall be completely addressed as the development proceeds. An approved GDP constitutes approval of a master plan that will guide all future development within the area defined by the GDP.”

Analysis

There are many factors to consider in determining when a GDP should be initiated and by whom as follows:

- It is important to document the effort of the LRA, the city and the community throughout the planning process of the past 12 months. An approved GDP will bring a level of closure to that process and establish the basis for a future rezoning.

- The GDP process is the next logical step in the development process. There are strong elements of the plan that include open space, land use and street system. A GDP will memorialize those agreed to principles.
- A GDP will document all R.O.W., infrastructure, parks and open space and any on-site and off-site improvements required by the city thus determining city expectations for development of the property.
- An approved GDP grants a “vested right” to the property that gives both the city and owner more certainty in what can be developed.
- Timing is important. There is current political and community momentum that will be lost if a GDP process is not initiated in the near future.
- Approval of a GDP by the Denver Community Planning Department and the Planning Board will provide some level of assurance to a future developer that certain land uses and location of uses will be approved on the site by City Council. Thus the marketability of the site and the value of the property will likely increase with an approved GDP.
- The length of time to process a GDP is approximately 12 months.

Recommendation

The planning team recommends that the GDP process be initiated as follows once the Redevelopment Plan is approved by HUD and the Air Force:

- The GDP scope should focus on a conceptual land use plan, open space areas, a street plan, a traffic study and general infrastructure.
- If the GDP is to be initiated prior to a developer selection, the LRA believes that parameters such as unit count or density are better determined during the zoning process and should not be included in the GDP.