

Colorado Air and Space Port

Subarea Plan



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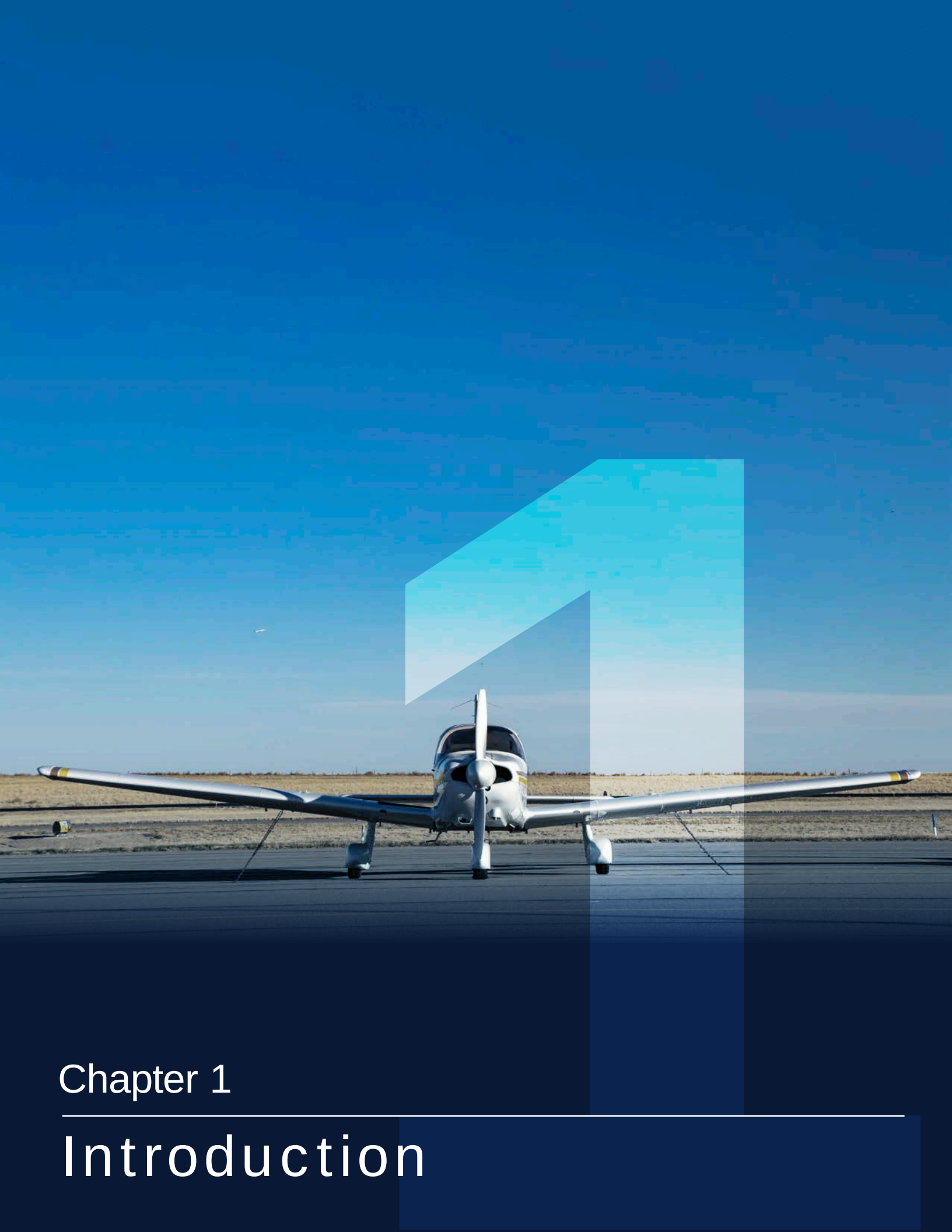
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ACRONYMS

AIZ	Airport Influence Zone
ACRE	Aurora Campus for Renewable Energy
BID	Business Improvement District
BMP	Best Management Practices
CIP	Capital Improvements Program
CASP	Colorado Air & Spaceport
CDOT	Colorado Department of Transportation
DEN	Denver International Airport
EDC	Metro Denver Economic Development Corporaton
GID	General Improvement District
NEATS	Northeast Area Transportation Study
PUD	Planned Unit Development
PIF	Public Improvement Fee
RTD	Regional Transportation District
SCRL	Second Creek Regional Lift Station
SID	Special Improvement District
TIF	Tax Increment Financing
UPRR	Union Pacific Railroad
URA	Urban Renewal Authority



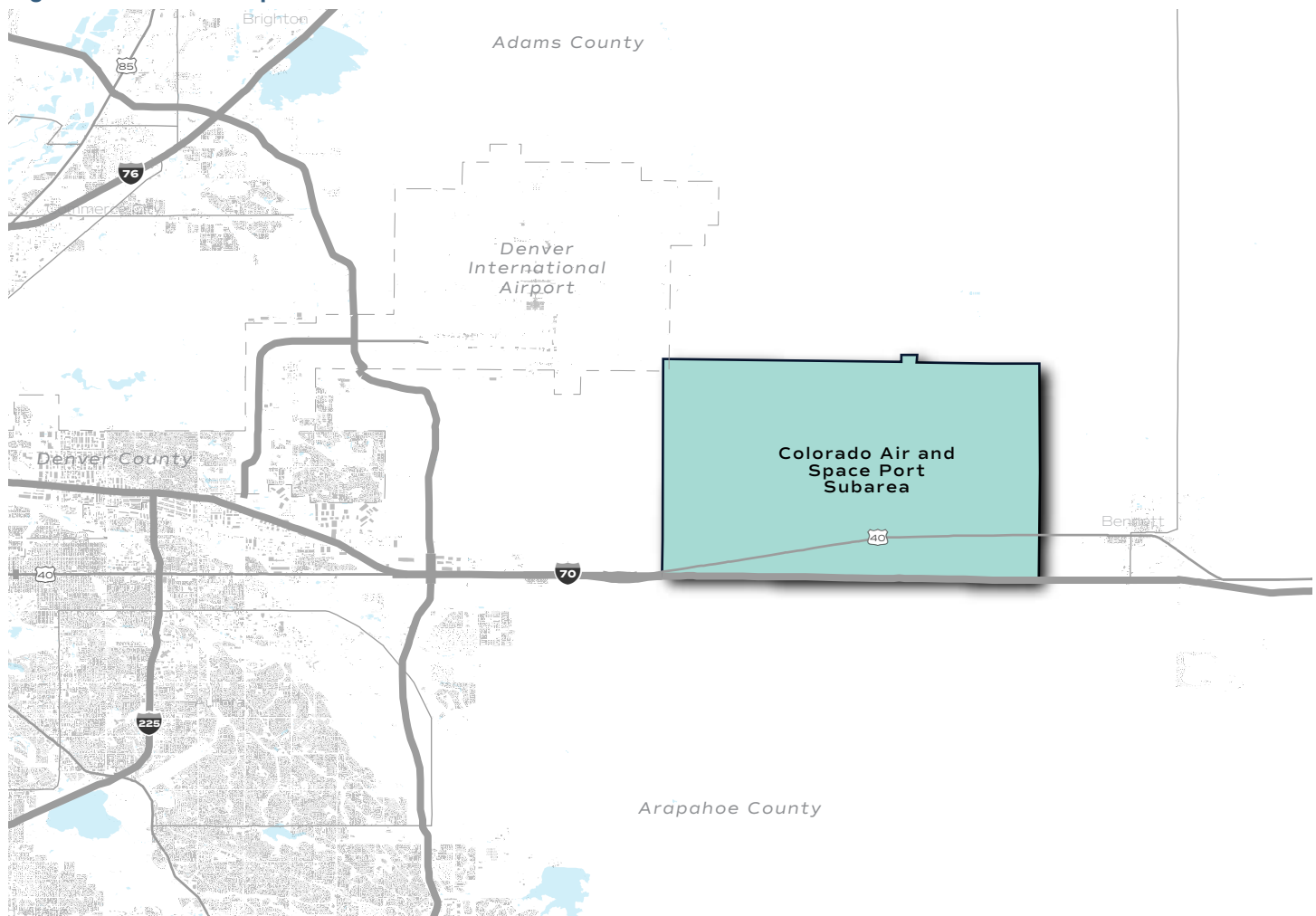
Chapter 1

Introduction

The Colorado Air and Space Port (CASP) is poised to serve as one of the nation's hubs for commercial space transportation, research, and development. Colorado and the Denver-Aurora metropolitan area has a robust aerospace industry, including 280 aerospace related companies and more than 500 suppliers providing space-related products and services. The CASP is located six miles from Denver International Airport (DEN) with regional connectivity provided by I-70 and is in proximity to the Union Pacific Railroad (UPRR) mainline. The CASP is surrounded by multiple jurisdictions, including unincorporated Adams County, the City of Aurora, the Town of Bennett, Arapahoe County, and the City and County of Denver. Each of these jurisdictions play a key role in development around the CASP and will be integral to the success of the airport-related mixed-use employment area surrounding DEN (also referred to as the aerotropolis region).

The CASP subarea, shown in **Figure 1-1**, is located 22 miles east of Downtown Denver in Adams County within the Denver-Aurora metropolitan area, which is expected to grow by more than one million in population by 2050. Development is increasing in the area, which is why it is important to envision near- and long-term goals for the planning area. I-70, just south of the subarea, connects the subarea to the Midwest region to the east, Denver's western suburbs, foothills communities, and beyond to the West. The UPRR mainline links the subarea to 23 states in the western two-thirds of the United States, along with connecting to Canada and Mexico's rail systems. Other municipalities and unincorporated areas within a 30-minute drive of the subarea include Aurora and Denver to the south; Brighton and Lockbuie to the north; Watkins, Bennett, Strasburg, and Byers to the east; and Commerce City, Lakewood, Arvada, Wheat Ridge, and Westminster (among others) to the West.

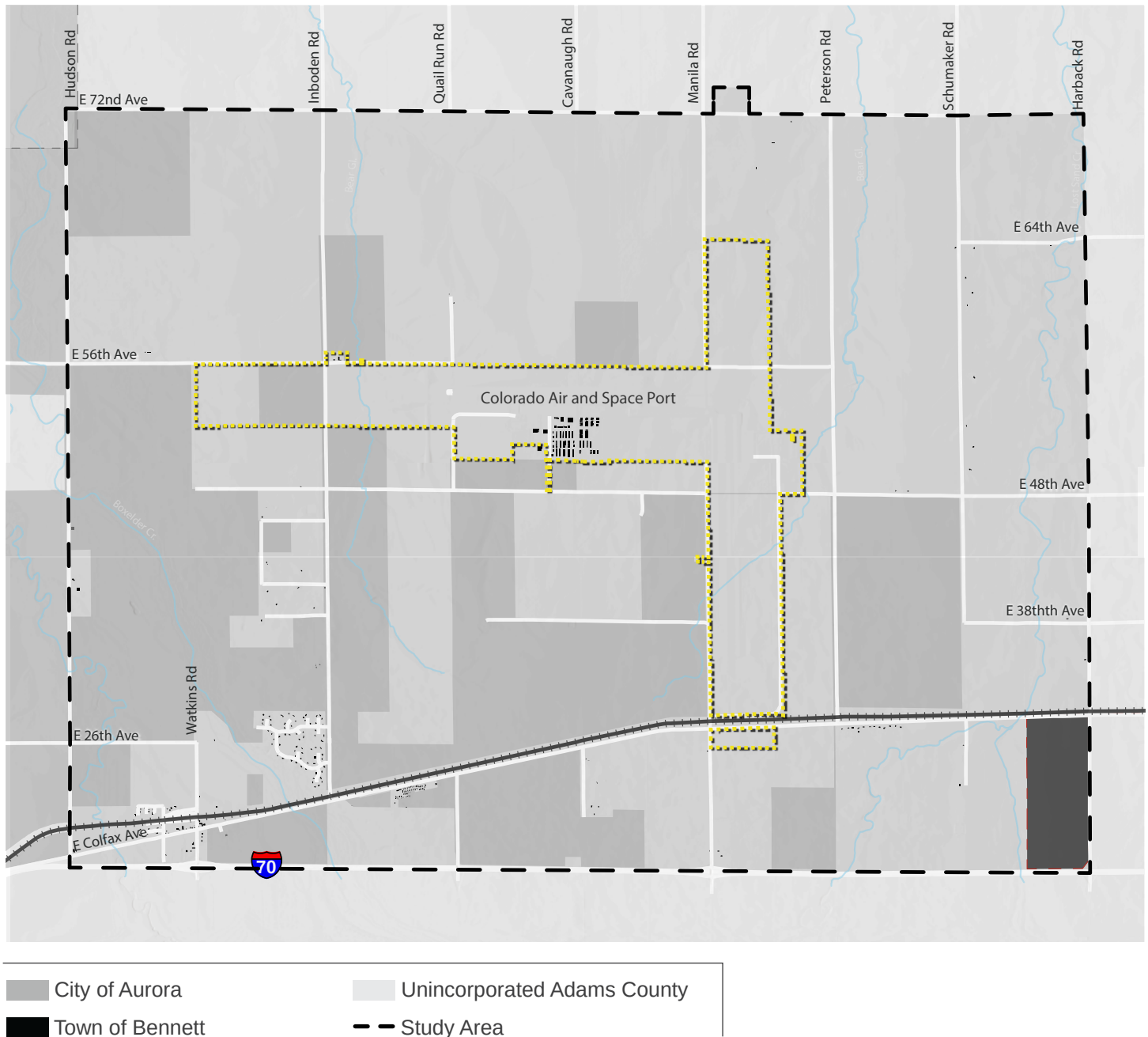
Figure 1-1 Context Map



Plan Area

The study area boundaries include I-70 to the south, Harback Road to the east, 72nd Avenue to the north, and Hudson Road to the west. The subarea is shown in **Figure 1-2**. The subarea planning area is approximately 48 square miles and spans multiple jurisdictions including unincorporated Adams County (21,079 acres), the City of Aurora (9,738 Acres), and the Town of Bennett (375 Acres). Landmarks within the subarea include the CASP, Colfax Avenue, Bear Creek, and Box Elder Creek.

Figure 1-2 Planning Area Map



Plan Purpose

This plan sets the vision and goals for future land use, transportation, and infrastructure decisions for the subarea and serves as a guide for public and private investment around the CASP. This plan builds upon other planning efforts and offers plan guidance for future land uses, infrastructure requirements, economic development strategies, and development policies and standards for the subarea. The plan identifies challenges and opportunities while providing appropriate policy guidance, given the area's unique location surrounding the aerotropolis around DEN.

The purpose of this plan is to provide a roadmap for future growth and development that capitalizes on the area's proximity to the CASP without creating any conflicts between future development and CASP operations, while also balancing the goals of existing residents and business owners. It is not too soon to meet this challenge and set a strategic vision for the subarea that will guide future development and change to the benefit of all existing and future residents, business owners, employees, property owners, and visitors.

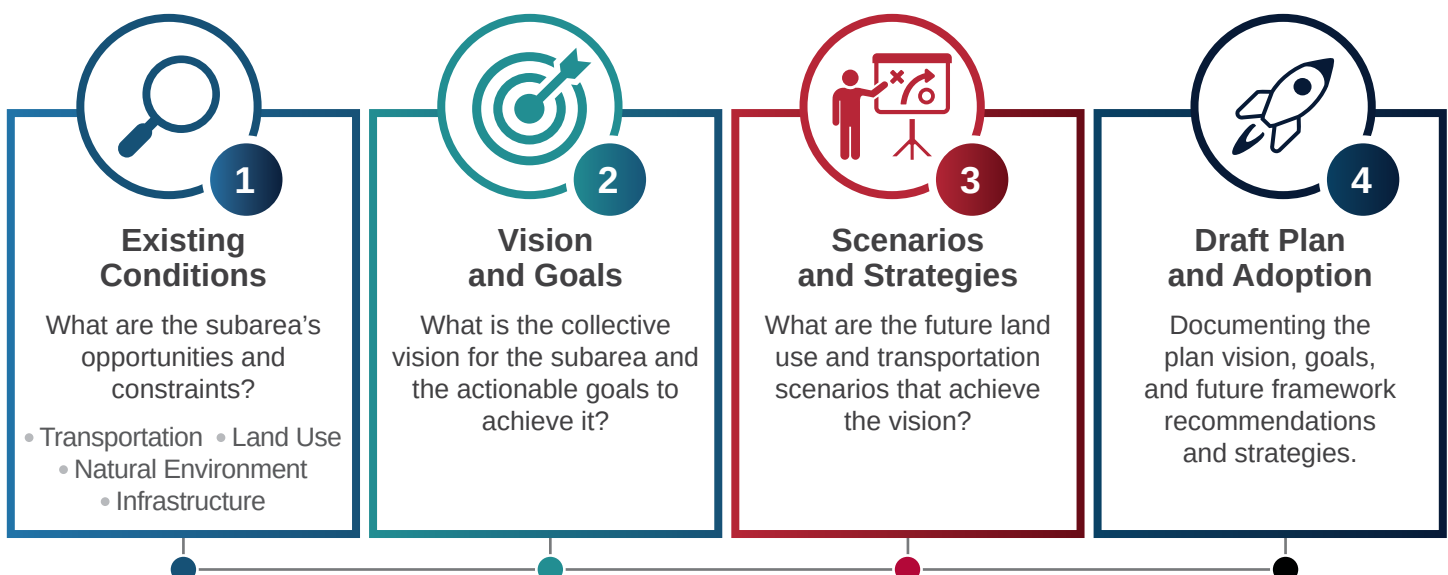
The Planning Process

The CASP Subarea Plan was developed following an extensive planning process. Occurring during the COVID-19 pandemic, the planning process used a multitude of online tools to relay the community's vision into a market-feasible plan that reflects the community's goals to help direct the growth within the subarea.

The CASP subarea planning process, shown in **Figure 1-3** below, started from the ground up, beginning with an existing conditions report (State of the Subarea) which provides a framework of opportunities and constraints that the subarea is currently facing. This report highlights the existing land use, planned development, transportation, mobility, and public utilities throughout the subarea, along with a better understanding of the CASP's standing among other spaceports throughout the country. The market analysis provides a summary of the regional employment analysis, planned development, area forecasts, and residential and commercial market potentials. The market analysis and case study analysis also covers case studies and compares regional employment characteristics of the Denver-Aurora metropolitan area to metropolitan areas around peer spaceport locations throughout the United States. The full State of the Subarea, market analysis, and competitive analysis can be found in the Appendix.

The planning team held three workshops, numerous smaller focus group meetings, and two online surveys to seek input from subarea stakeholders and the community at large to identify planning goals, challenges, and opportunities; review potential future scenarios; and review and comment on the preferred concept. At the workshops, participants evaluated existing conditions, answered questions, identified challenges and opportunities, and took part in a mapping exercise to provide feedback on future land use scenarios for the next 20 years. At the end of the planning process, an additional online workshop was held to review and comment on the draft plan text and policies.

Figure 1-3 Planning Process



Planning Context

Existing Plan and Studies

This plan represents the land use, urban form, transportation, and economic development vision for the CASP subarea. Adoption of this plan updates any comprehensive plan recommendations for the area. This plan incorporates or refines recommendations of previous plans and studies for the area. Any updates to the following plans should incorporate and refine recommendations for the subarea based on this plan:

- Adams County Comprehensive Plan
- Aurora Comprehensive Plan
- Town of Bennett Comprehensive Plan
- Northeast Area Transportation Study (NEATS)
- Adams County Open Space, Parks, and Trails Master Plan

Approved Development Plans

There are numerous approved development plans within the subarea, shown in **Figure 1-4**. This Subarea Plan does not change any of the existing entitlements or approvals of those development plans, but it can serve as an additional resource to help guide the build-out of approved development plans including:

- Northgate Technical Park
- Port Colorado
- Rocky Mountain Rail Park
- Aurora Campus for Renewable Energy (ACRE)
- Prospect Ridge

Other Ongoing Planning Efforts

Several ongoing studies and planning efforts overlap geographically with the subarea. The planning team coordinated with each of these efforts to ensure the most efficient use of resources and to maintain consistency among plan recommendations. The CASP Subarea Plan will coordinate with and inform the following plans:

- CASP Master Plan
- Adams County Comprehensive Plan Update
- Box Elder Basin Utility Planning

How To Use This Plan

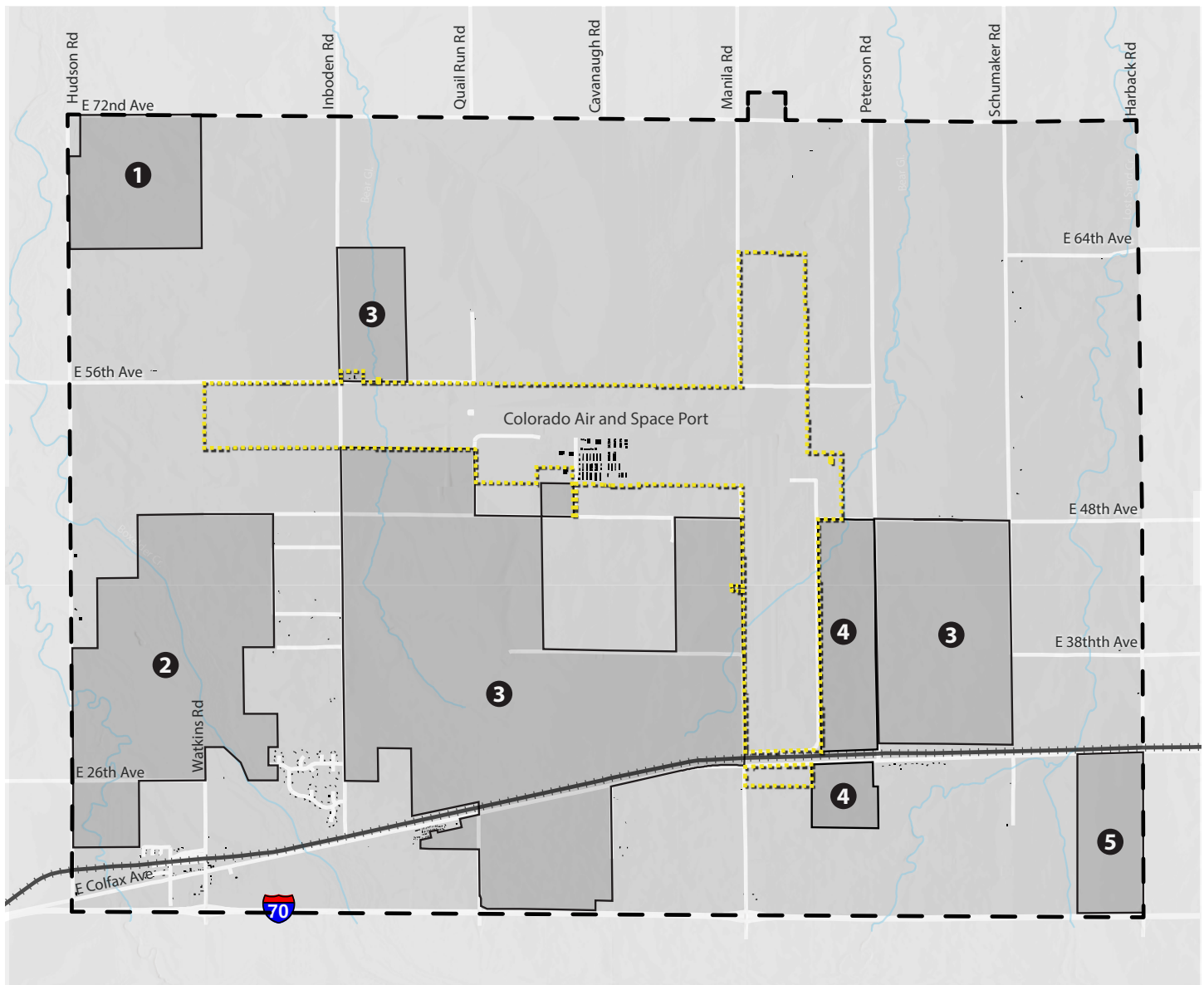
The CASP Subarea Plan outlines the vision, recommendations, and implementation strategies for evolution and enhancement of the planning area. It builds on the area's existing opportunities and regional connections, setting the course for dynamic future. This plan proposes an integrated land use and transportation framework, which is flexible, yet provides predictability and guidance to future development. When implemented, it will also prove to be transformational for the subarea. The plan sets forth a comprehensive and holistic approach, weaving together a nuanced set of strategies that will collectively elevate the subarea into an integrated, innovative, and resilient area.

Most importantly, it will take a concerted and collaborative alignment of resources for the area to attain its vision. Adams County, neighboring jurisdictions, the CASP, relevant local and state government agencies, non-profit stakeholders, residents, business and property owners, and other key parties must all be strong partners in moving the subarea forward. The plan provides a sound policy basis for a thriving subarea. The recommendations identified in the plan provide direction to guide day-to-day decision making related to land use, public investment, private development, and partnerships. The plan is intended to give the latitude needed to pursue unforeseen opportunities that will arise and to respond to new challenges over the coming years.

The plan is divided into the following sections in addition to this introduction:

- **Chapter Two: State of the Subarea** summarizes the key opportunities and constraints, along with an exploration of the subarea's market conditions
- **Chapter Three: Community Conversation** summarizes the community engagement process, outlining the different engagement strategies used during the planning process and the key themes of the community conversation
- **Chapter Four: Vision and Goals**, outlines the future of an integrated, innovative, and resilient subarea
- **Chapter Five: Future Land Use Plan** outlines the future of land use, transportation, infrastructure, the natural environment, and economic development for the subarea
- **Chapter Six: Recommendations** describes additional goals and strategies for the subarea, including mobility, open space, utilities, and economic development
- **Chapter Seven: Moving Forward** describes the types of implementation and priorities for the short- and long-term to ensure the success

Figure 1-4 Planned Developments



Planned Developments

- | | |
|-----------------------------------|-----------------------------------|
| 1 Northgate Technical Park | 4 Rocky Mountain Rail Park |
| 2 ACRE | 5 Prospect Ridge |
| 3 Transport Colorado | |



Chapter 2

State of the Subarea

This chapter summarizes the existing conditions throughout the subarea, which are defined by regional context, zoning, land use and planned developments, transportation and mobility, water and wastewater utilities, market analysis, and a peer spaceport competitive assessment. Each of these components has an important role in setting the foundation for the vision, goals, and future recommendations for the subarea. The complete State of the Subarea Report, Market Analysis, and Peer Spaceport Competitive Analysis can be found within the [Appendix A](#).

Key Takeaways



Regional Context

The CASP is located within multiple jurisdictions including Adams County, the City of Aurora, and the Town of Bennett. With its proximity to Downtown Denver, DEN, UPRR, and I-70, the subarea has begun to see increasing development pressure.

The key takeaways for the regional context of the subarea are:

- The subarea is well-positioned to take advantage of proximity to DEN, UPRR, and I-70 well-positions the subarea for increased commercial and residential growth over the next 20+ years
- Multiple jurisdictions within the subarea will need to work together to implement the Plan's vision and recommendations



Competitive Analysis

The competitive analysis provides an assessment of seven peer spaceports and how CASP's surrounding land uses and economic impact compares. The analysis characterizes the types of unique incentives that can be available to spaceports throughout the United States, including financing opportunities, training, and tax credits. It also characterizes the existing and planned capabilities of the peer spaceports including access to specific orbits, types of testing facilities, and local workforce expertise. This assessment suggests potential areas of differentiation for the Subarea Plan and will help Adams County effectively position itself within the emerging commercial spaceport marketplace. The full analysis can be found in [Appendix A](#).

The key takeaways from the competitive analysis of the subarea are:

- CASP's proximity to existing aerospace companies and its relative geographic accessibility can help the subarea stand apart from its peers and help accelerate economic and local development
- A challenge for CASP's ability to compete with its peers is congested airspace and the lack of a state-level space authority



Market Analysis

The market analysis explored regional employment trends, planned development, area forecasts, and development projections by market sector. The market analysis also covers case studies and compares regional employment characteristics of the Denver-Aurora metropolitan area to peer spaceport locations' metropolitan areas throughout the United States. The full market analysis can be found in [Appendix A](#).

The key takeaways for the market analysis of the subarea are:

- Future labor force considerations are important when considering spaceports and their surrounding supporting development. Access to an educated labor force is important for future employers that would potentially consider a spaceport-adjacent location.
- Overall, about 17,000 acres are designated for office, industrial, and other commercial uses but are yet to be developed in the market area. Port Colorado is a large planned industrial/rail-oriented business park in the subarea at more than 5,415 acres. Rocky Mountain Industrials is also a major land owner within the subarea with similar future land use plans.
- There is currently a 2,000-unit gap between existing supply and forecasted demand for residential units within the subarea.
- Given the long-term nature of development at CASP, interim uses such as solar farms, training and testing, oil and gas, and other uses should be considered.
- Future employment and residential growth would support the need for commercial/retail services within the subarea.

Subarea Plan



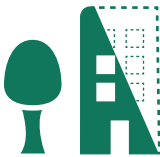
Zoning

The subarea includes a diverse range of zoning districts within the City of Aurora, Adams County, and Town of Bennett zoning codes. While there are a range of different zone districts, the largest portion of the subarea is zoned for agricultural, aviation, industrial, and Planned Unit Development (PUD).

The Airport Influence Zone (AIZ), referred to by Adams County as "Aviation District," protects future residential development from adverse noise and ensures a compatible land use within this district. The AIZ also protects the safe operations of the airport and ensures it is overseen by the appropriate city and county planning and development departments. The AIZ has been adopted by Adams County and Arapahoe County and includes two restriction areas with a series of guidelines for new development occurring within each area.

The key takeaways for zoning within the subarea are:

- Most of the subarea comprises agricultural zoning, which allows for low-density residential development
- Most of the land located between the CASP and I-70 comprises industrial- or aviation-zoned districts (AD, I-1, and I-2)
- The AIZ helps to regulate conflicts with new development and CASP operations, though may not do enough to limit all future concerns
- There are limited areas, primarily in the southern area of the subarea, with residential zoning
- The city of Aurora Airport Overlay includes the AIZ and noise contours, but does not recognize the restriction areas.



Land Use and Planned Developments

The existing land uses within the subarea primarily comprise agricultural, open space/natural features, and vacant land with small areas of residential, commercial, and aviation/energy along Colfax Avenue and Imboden Road. The residential land uses include the Prairie View neighborhood along Imboden Road, which consists of large-lot single-family dwellings, as well as the Galambs Mobile Home community along Colfax Avenue.

The commercial land uses include highway commercial and retail services such as gas stations, hotels, and auto-related businesses. These land uses are located along Colfax Avenue and Watkins Road to accommodate residents and travelers along the I-70 and Colfax Avenue corridors.

The existing land uses do not reflect the wide range of zoning districts within the subarea. However, multiple development plans are advancing and anticipated to implement their respective zoning districts. These approved developments include ACRE, Port Colorado, Rocky Mountain Rail Park, and Northgate.

The key takeaways for the land use and planned developments within the subarea are:

- The existing land uses do not reflect the wide range of zoning districts within the Subarea.
- Port Colorado is the largest landowner within the Subarea and is planning for a series of developments which includes rail-served industrial, mixed-use commercial, data centers, and air-related industries.
- The comprehensive plans within Adams County, Aurora, and Bennett will help guide the vision and goals of the Subarea.



Transportation and Mobility

The CASP subarea includes multiple transportation modes including vehicular and rail networks. The subarea has direct access to I-70, a major east-west interstate highway connecting CASP to Downtown Aurora and Denver and DEN. In addition to I-70 is the rail alignment of UPRR along the northern edge of Colfax Avenue (US 36). Colfax Avenue, Imboden Road, and 56th Avenue are currently the main roadways in the subarea. Both Colfax Avenue and 56th Avenue are designated principal arterials, while Imboden Road is designated as a rural arterial.

The existing rail network within the subarea consists of the UPRR, which runs parallel to the northern edge of Colfax Avenue (US 36). The UPRR alignment provides additional access opportunities for current and future development within the subarea. This alignment also affects the vehicular traffic and access along Colfax Avenue (US 36) and I-70.

There are proposed corridors from the Adams County Comprehensive Plan that connect 56th Avenue to the east, along with a connecting corridor from Imboden Road to Quail Run Road. There are bicycle facilities planned for both Colfax Avenue and Imboden Road in the future along with multimodal trails planned for Colfax Avenue and along Box Elder Creek and West Box Elder Creek.

The key takeaways for transportation and mobility within the subarea are:

- The existing transportation network includes a major east-west interstate highway and freight-rail alignment (UPRR) connecting CASP to Downtown Denver
- The subarea includes a network of paved and unpaved roadways which provide access within CASP and to the outer boundaries of the subarea
- The average daily traffic throughout the subarea is relatively low; however, these counts are projected to increase dramatically over the next 20 years

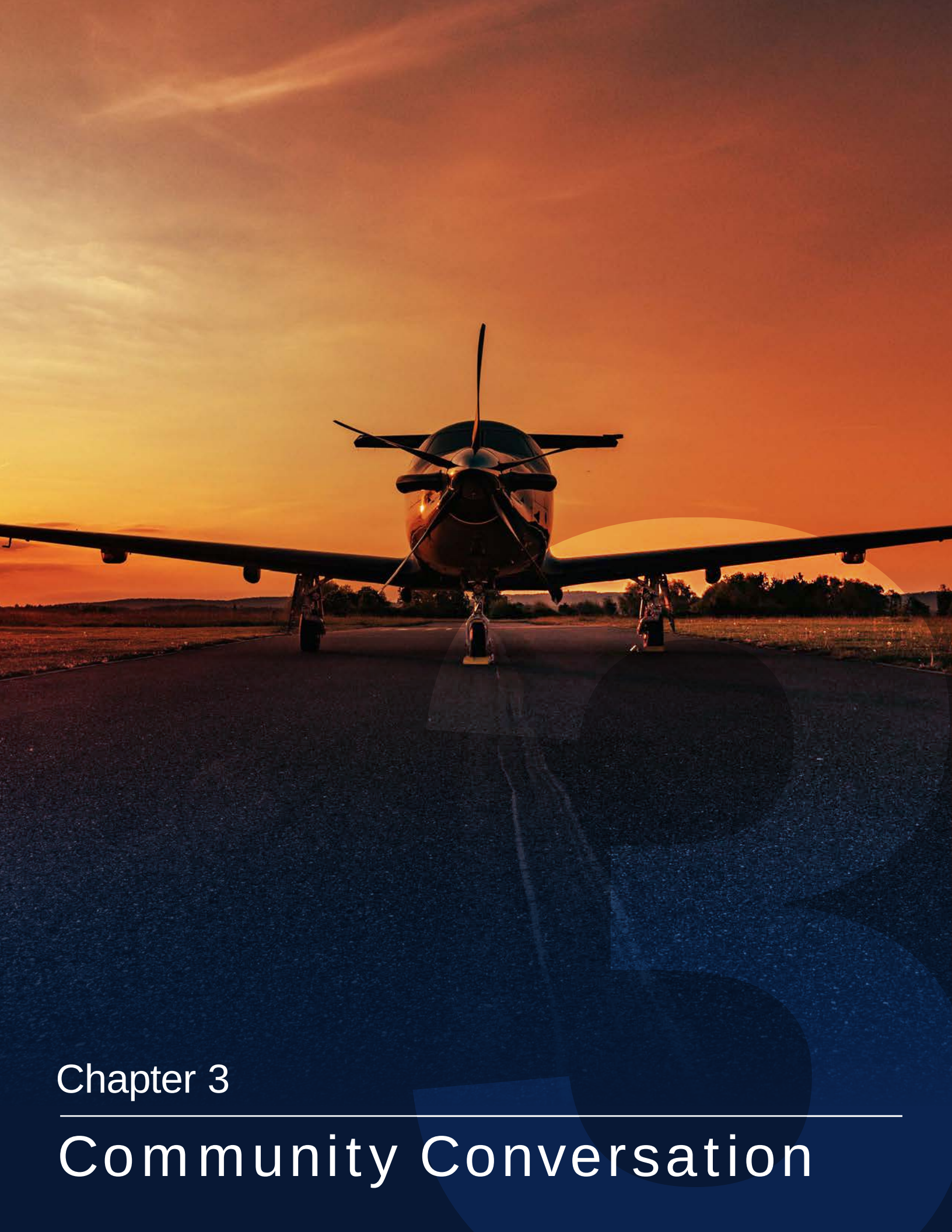


Water and Wastewater Utilities

Most of the utilities throughout the subarea are provided on-site. The 2018 City of Aurora Capital Improvements Program (CIP) included some of the subarea boundary. The Aurora CIP included wastewater projects, such as gravity sanitary sewer interceptors connecting to lift stations and forcemains, ultimately discharging to Second Creek Regional Lift Station (SCRLS). Coordination should be performed with the City of Aurora to understand the allotted capacity of regional wastewater infrastructure and timing of projects BE2 and BE3 to understand whether this infrastructure can support development within the subarea. The subarea is not currently served by any water utilities, but the City of Aurora is exploring options to connect the subarea with its existing water system.

The key takeaways for the water and wastewater utilities within the subarea are:

- New development within the subarea will be dependent on the future water distribution and wastewater systems.
- A multi-jurisdictional effort will be needed to provide adequate water and wastewater infrastructure throughout the subarea



Chapter 3

Community Conversation

The CASP Subarea Plan is focused around creating a community-driven vision for the future of the subarea. Working together with residents, property owners, and business owners within the planning area was critical to developing a vision driven by those who have ownership in reshaping the future of the area. Due to the COVID-19 pandemic, the planning team designed and implemented a completely online engagement strategy, shown in **Figure 3-1**, complete with online workshops, focus groups, digital surveys, and other strategies. The purpose of the online engagement was to solicit feedback from the community on what they believe are the greatest opportunities and challenges, as well as their vision for the subarea. The community also provided comments on the draft plan. Additionally, the plan steering committee provided critical feedback on the vision and recommendations of the plan, and helped guide the planning process. The project management team worked to take the ideas and concepts generated by the community and the Stakeholder Committee and turn them into an actionable yet visionary plan. The Adams County Planning Commission and Board of County Commissioners ultimately adopted and ratified the subarea plan.

Figure 3-1 Community Engagement Process



Steering Committee

The steering committee consisted of representatives from the CASP, adjacent developments, and departments from Adams County, Arapahoe County, City of Aurora, and the Town of Bennett. The Steering Committee helped craft the plan goals, provided invaluable information regarding issues and opportunities, and gave advice regarding the plan process. Steering Committee members were also critical for the success of the plan's community outreach by helping inform the process and spread the word about the plan. A total of five steering committee meetings were held over the course of the planning process.

Steering Committee Representatives

- CASP
- Adams County Economic Development
- City of Aurora Planning
- Aurora Water
- Town of Bennett, Planning and Economic Development
- Arapahoe County Long Range Planning
- DEN
- Rocky Mountain Industrials

Stakeholder Focus Groups

Stakeholder focus groups were held to work directly with residents, business owners, and landowners within the subarea. The Planning Team conducted a series of focus group meetings to help identify the strengths, weaknesses, opportunities, and threats within each focus area of the subarea. These focus areas included regional context, zoning, land use and planned development, future land use, and infrastructure.

Community Workshops



Online Workshop #1 – *State of the Subarea*

The first online workshop asked participants to review the draft state of the subarea report, which highlights the existing conditions of the subarea, including existing land use, transportation, and planning context, among other topics. The community was asked to provide their thoughts on the biggest opportunities and challenges of the subarea based on the key takeaways highlighted in the report, along with sharing some idea for the future vision for the subarea.



Online Workshop #2 – *Future Scenarios*

This workshop focused on collecting feedback on the proposed character areas of the subarea, two potential draft land use scenarios (shown in **Figure 3-3** and **Figure 3-4**), along with the corresponding transportation and utility plans for each scenario. Each of the draft scenarios reflect how the CASP subarea could develop in the future, one following a more status quo approach, while the other provides a more transformative approach to future development for the area. Additional analysis was presented on how each scenario will affect future traffic and utility demands throughout the subarea. This workshop gave the community an opportunity to share their voice on the future land use and transportation vision for the subarea, and provide feedback on what they liked and disliked about each scenario to help the planning team craft the preferred scenario for the subarea.

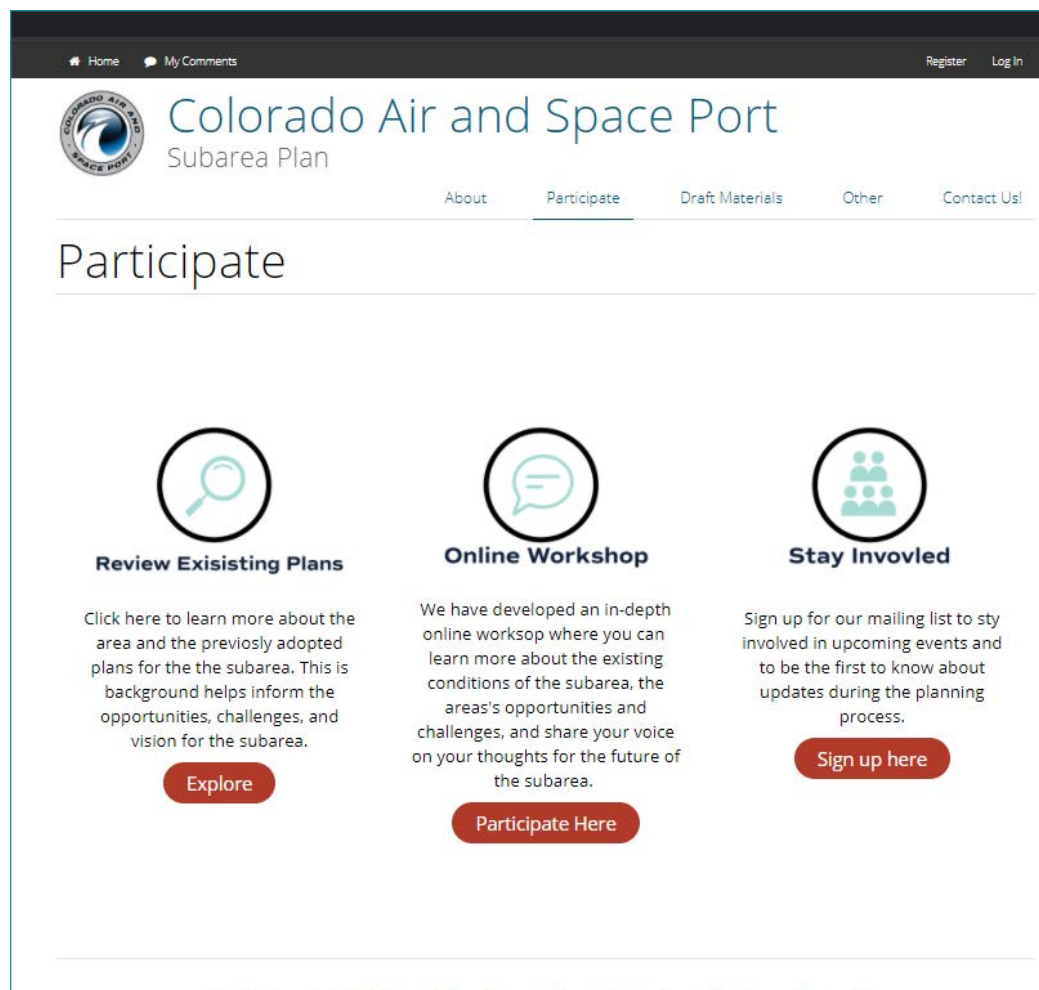
The planning team used the outcomes of this community workshop to develop the future land use and transportation framework on which the rest of the plan's recommendations are based off. The duration of this online workshop was extended to ensure that the entire community had the opportunity to share their thoughts on the future of the subarea.



Online Workshop #3 – *Draft Plan*

During the third and final online workshop, the draft plan was presented and summarized, highlighting the major recommendations, vision, and goals for the subarea. The community was invited to review the plan concepts and provide comments and suggestions to be incorporated into the final draft of the subarea plan.

Figure 3-2 Plan Website



Plan Website

The plan website, shown in **Figure 3-2** above, was frequently updated throughout the planning process with community workshop announcements, the materials presented at online workshops, and links to online surveys. It received over 500 visitors throughout the duration of the planning process. An email list was also used to advertise upcoming meetings and spread the word about the planning process.

Additional Engagement

Throughout the planning process, the planning team met with a number of stakeholders, boards, and commissions to introduce the planning process and solicit feedback on plan strategies and recommendations. Social media outreach was used to help spread the word about the planning effort. Additionally, the planning team facilitated focused conversations on specific topics such as economic development and water utilities with subject matter experts to better inform plan recommendations and strategies.

Plan Adoption

The planning team held a work session with the Adams County Board of County Commissioners during the planning process and then a formal adoption hearing. The plan has been adopted by Adams County as a supplement to the Adams County Comprehensive Plan. The plan provides guidance to both the City of Aurora and Town of Bennett and its adoption by those respective municipalities would help to ensure a cohesive vision for the planning area.

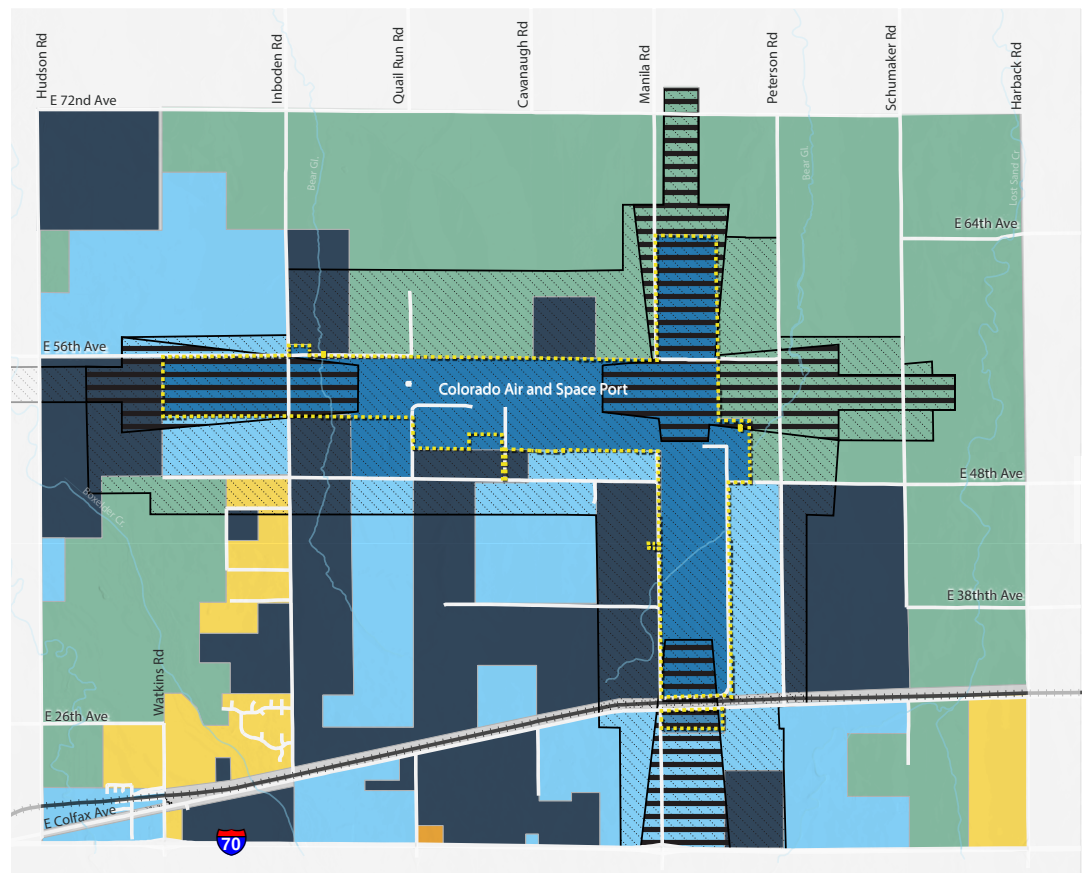
Scenario Planning

There are several ways the subarea could be planned to implement the vision and goals. During the 2nd community workshop, several conceptual land use scenarios were created to explore various future land use concepts. These were used to engage the Steering Committee, County staff, regional partners, and the general public to identify preferred elements to help define the desired future land use plan for the subarea. Future stakeholders can refer back to specific scenario designs to better understand the reasoning behind the final plan. The final Subarea Plan reflects a layering of the ideas generated during the scenario planning process.

Scenario 1: “Status Quo”

Scenario 1, shown in **Figure 3-3**, reflects the previously adopted plans and approved development plans for the subarea and translates them into a future land use plan using the subarea's character areas. This scenario reflects the future land use guidance in Imagine Adams County (2012), Aurora Places (2018), and the approved development plans including the industrial-focused Port Colorado and Rocky Mountain Rail developments and the renewable energy-focused ACRE. Residential areas in Scenario 1 are generally contained to areas that are already zoned for residential development or have been approved for residential development.

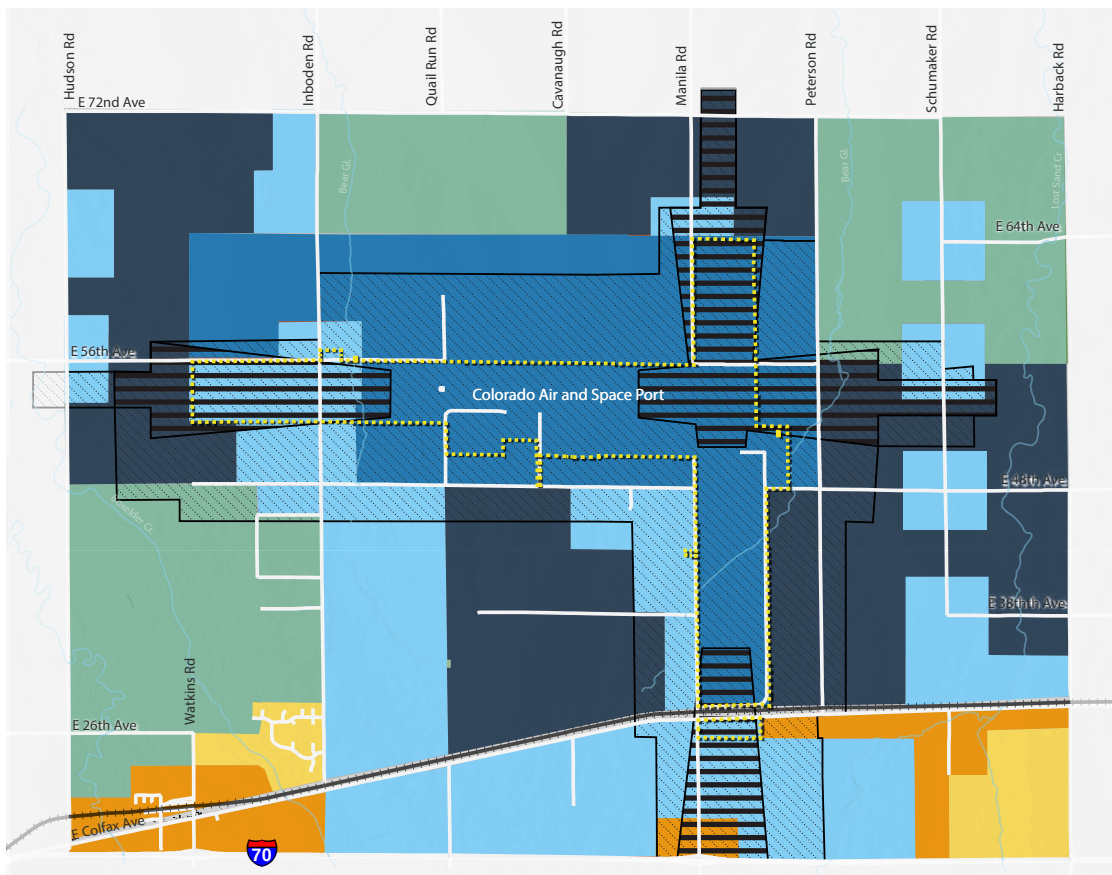
Figure 3-3 Scenario 1



Scenario 2: “Transformative”

Scenario 2, shown in **Figure 3-4**, takes a more ambitious approach to future land use and development within the subarea with a focus on employment. This scenario expands opportunities for aerospace and innovation-related uses beyond the property of CASP, as well as expanding opportunities for employment-related uses throughout the subarea. Mixed-use and commercial land uses are primarily located along corridors such as Colfax Avenue and nodes at primary existing and future intersections. Land reserved for agricultural-related uses are limited, but still exist in multiple areas throughout the subarea.

Figure 3-4 Scenario 2



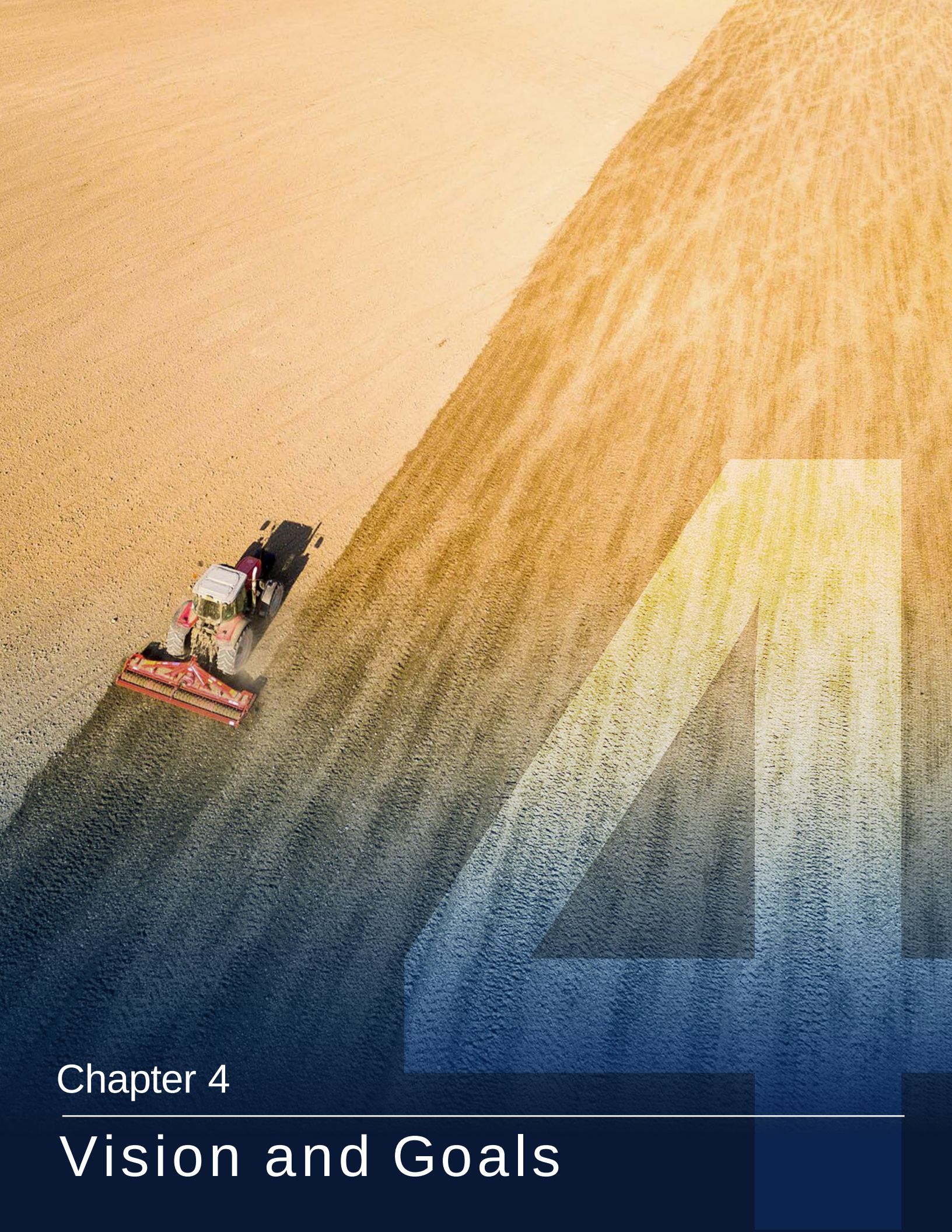
Character Areas

- Industry Hub
- Aerospace and Innovation
- Green Energy and Sustainable Agriculture

- Mixed-Use Industrial
- Community Hub
- Neighborhood Residential

Restriction Areas

- Restriction Area 2
- Restriction Area 1



Chapter 4

Vision and Goals

The vision for the subarea reflects stakeholder input collected throughout the planning process, as well as previous plans and existing policies that helped shape the subarea and its surrounding context. Guided by this vision, the remainder of the CASP Subarea Plan articulates a range of forward-thinking yet implementable strategies and concepts for the future of the subarea.

The following page illustrates the key elements of the CASP Subarea Plan that will set the framework for the future of the subarea and help guide future development and investment in the area. These key elements include:

- **Vision Elements:** The three vision elements—innovative, integrated, and resilient—build upon the previously adopted plans for the subarea while setting a course for a dynamic, interconnected subarea. Together, these elements form a cohesive, long-term vision for the subarea.
- **Concept Plan:** The Concept Plan presents the broad, foundational components for development of a innovative, integrated, and resilient subarea. Natural and physical assets and land uses anchor communities. The specific arrangement of the elements, the links among them, and their character distinguish a community and make it truly unique and desirable.
- **Goals:** Each previously identified vision element has a corresponding array of goals that further define the subarea's ultimate physical, social, and economic environment. These goals better define the overall intentions and ambitions of the broader vision elements.
- **Strategies:** Strategies include the defined strategies Adams County, the surrounding municipalities, and the larger community should initiate over the next 20+ years to make the vision and goals a reality. These objectives must be measurable and tracked over time to gauge the plan's effectiveness. Objectives should be updated as the plan moves along the implementation timeline.

Subarea Plan

This “plan on a page” illustrates the key building blocks of the CASP Subarea Plan that will set the framework for the future of the area and help guide future development and investment in the area. These elements include:

Subarea Vision Elements

The three vision elements:

Innovative, **Integrated**, and **Resilient**, build upon the adopted plans for the area while setting a course for a dynamic, interconnected area. Each of the element work together to form a cohesive, long-term vision for the subarea.

AN INNOVATIVE SUBAREA



The subarea will feature a mix of complementary land uses, with a focus on innovation and employment, served by an innovative transportation and infrastructure network.

Subarea Goals

Each vision element has a corresponding array of goals, that further define the subarea's ultimate physical, social, and economic environment. These goals better define the overall intentions and ambitions of the vision elements.



Land Use

- Develop a land use pattern that is economically vibrant and well-integrated with surrounding communities to create distinctive new employment, commercial, and residential areas for the subarea while also limiting future conflicts between surrounding land uses and CASP
- Provide active nodes and corridors that allow for multimodal connectivity and promote walkability
- Plan for compatible land uses that protect the long-term operations and success of CASP



Mobility

- Create a more complete, connected, and multi-modal transportation network
- Protect existing and future neighborhoods from negative traffic impacts of future development
- Ensure that transportation investments contribute to the subarea's economic development, sense of place, and sustainability
- Ensure the subarea is well connected to the larger metropolitan area

Figure 4-1 Subarea Vision Elements

AN INTEGRATED SUBAREA

The subarea will be highly integrated with its local surroundings and the larger metropolitan area. Additionally, the subarea will have a cohesive set of land uses served by a safe and efficient transportation network.

A RESILIENT SUBAREA

The subarea will be adaptable to changing market conditions and will strive to achieve high levels of environmental sustainability while preserving long-term space access.

Utilities

- Create a physical and financial strategy for future utility improvements that promotes coordinated development
- Provide safe, reliable, and economical utility infrastructure to residents and businesses within the subarea

Economic Development

- Establish the subarea as a nationwide hub for aerospace-related research, development, and employment, along with an economic driver for Adams County and the region
- Attract a mix of development types to provide essential services to surrounding communities
- Develop a plan to maximize the revenue potential to local jurisdictions
- Develop the subarea as a gateway to the Denver-Aurora metropolitan areas

Parks and Open Space

- Create a robust and functional parks and natural open space system that serves the needs of the subarea and the surrounding community, and that connects with and complements the larger Adams County parks and open space system
- Promote sustainable, water-wise, development strategies in the public and private sectors
- Recognize, protect, and enhance greenways and trails as multimodal connections that provide a variety of experiences and habitats for people, plants, and wildlife

Subarea Concept Plan

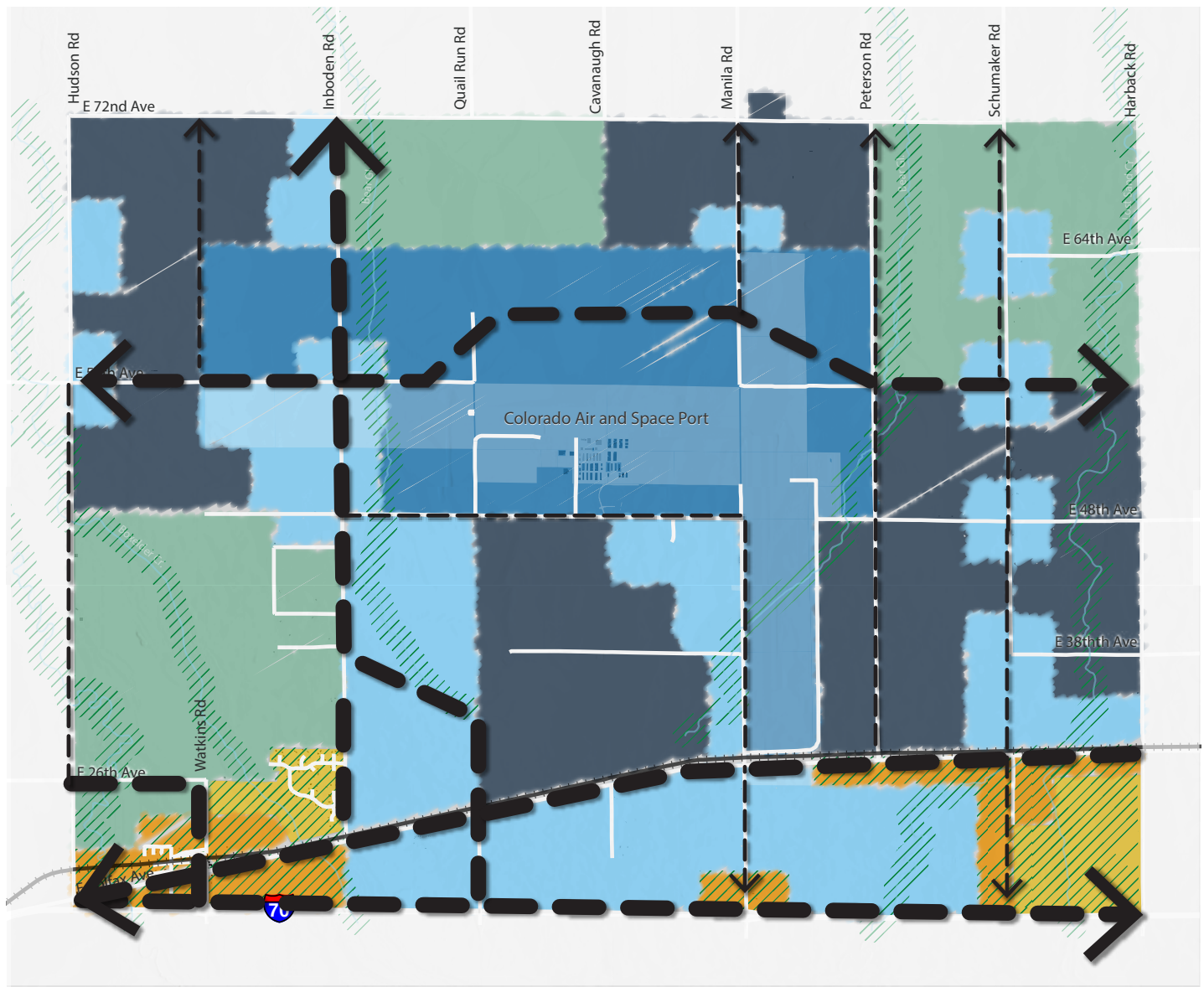
The Subarea Concept Plan, shown in **Figure 4-2**, combines future character areas, regional transportation connections, trails, and open space. Six individual character areas were created to guide development and the urban form within the subarea. This allows the subarea to be planned at the neighborhood level and acknowledges that specific areas will develop with their own identity. Each character area in the Subarea Framework Plan has distinct urban design features, including primary and supporting land uses, development patterns, building forms, intensity, and supporting open space and transportation networks. It is intended that the County and its partner jurisdictions will revise their respective Comprehensive Plan Future Land Use Maps to implement this plan.

Several key features are planned to implement the vision and guide development within the subarea. The Subarea Framework Plan establishes guidance for future land use, streets, trails, and open spaces that help define the vision for the subarea and tie together the individual character areas. Some of these features may act as catalytic projects which will support development and investment within the subarea. Each character area is described in chapter 5. The plan elements in chapter 6 will further describe the projects and policies needed to implement the Subarea Framework Plan.

Concept Plan Elements

- **Character Areas (Chapter 5)** are designated areas within the subarea that are planned to have common characteristics in terms of land use, urban design, and overall character of development
- **Open Space Areas (Chapter 6)** are natural corridors and other recreational areas
- **Mobility Corridors (Chapter 6)** are key multimodal regional connections that serve as the backbone of the subarea's transportation network

Figure 4-2 Concept Plan



Character Areas

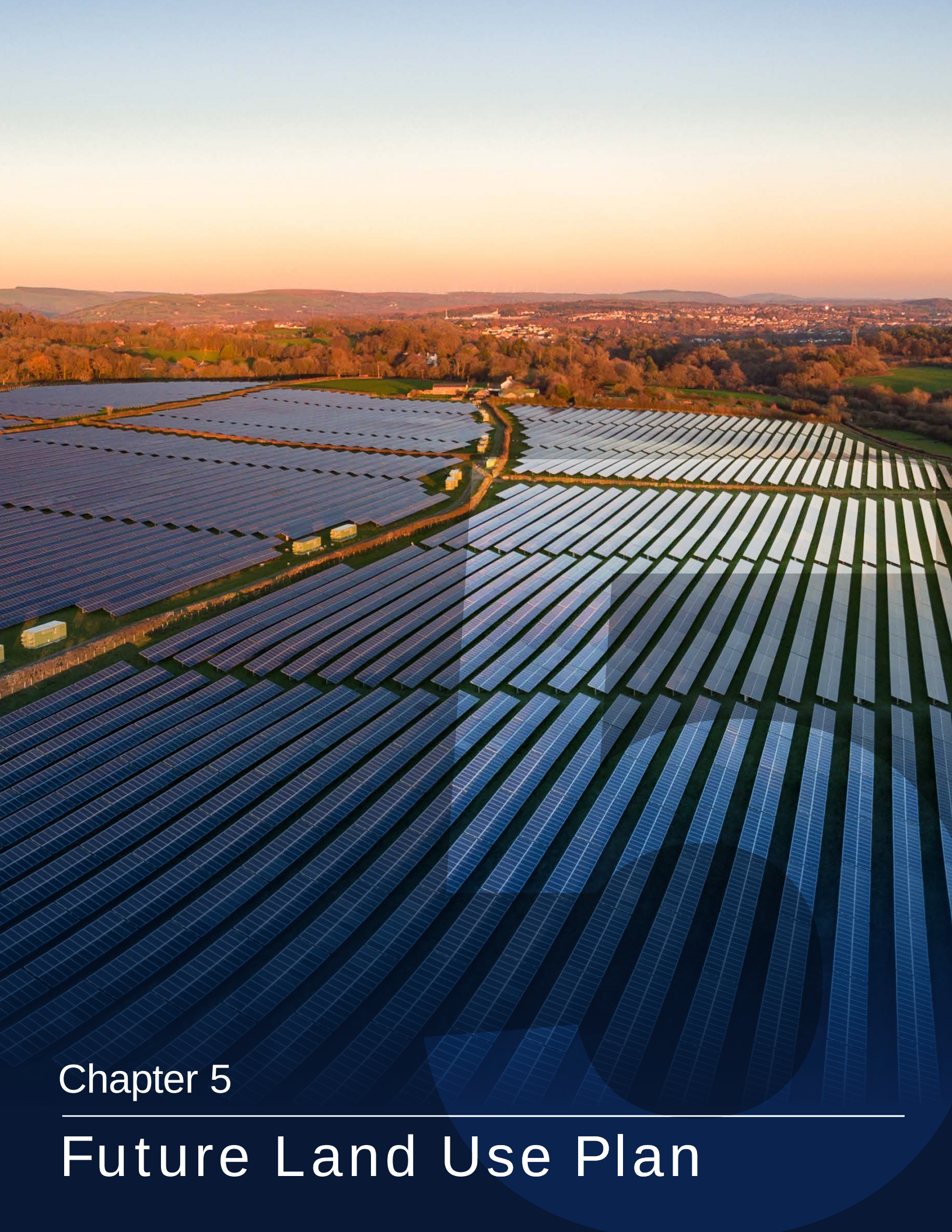
- | | |
|--|--------------------------|
| Industry Hub | Mixed-Use Industrial |
| Aerospace and Innovation | Community Hub |
| Green Energy and Sustainable Agriculture | Neighborhood Residential |

Mobility Corridors

- Primary Corridor
- Secondary Corridor

Open Space Areas

- Focus Areas for Future Open Space

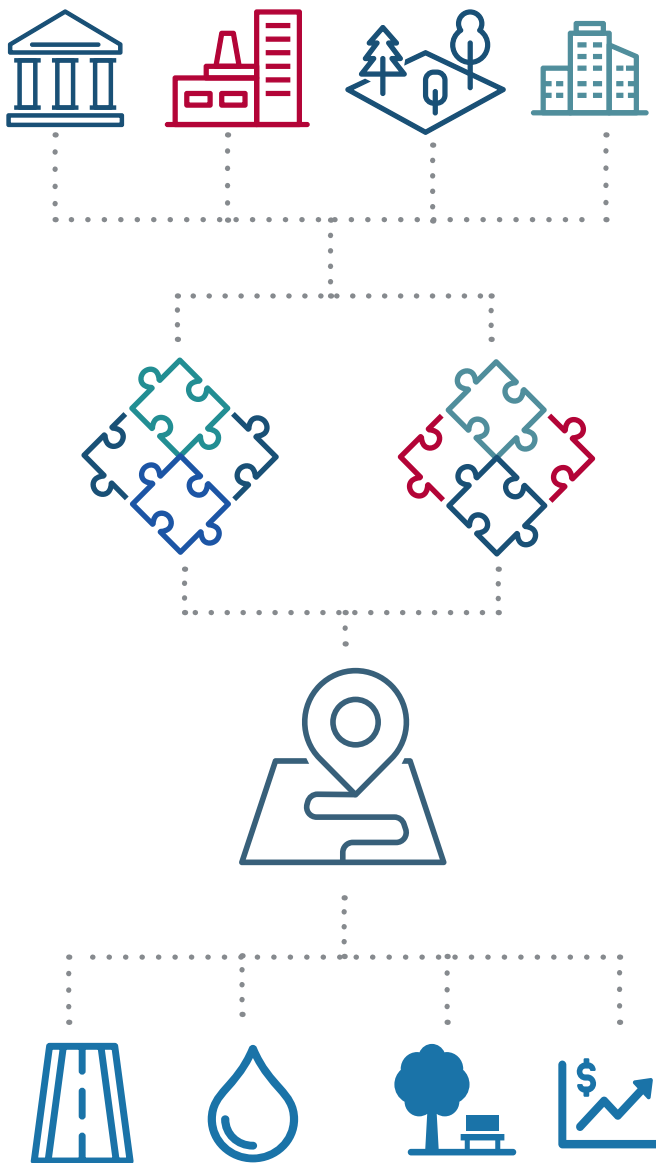


Chapter 5

Future Land Use Plan

The focus of the planning process, shown in **Figure 5-1** below, was working with the community and stakeholders to create a future land use plan for the subarea. The Future Land Use Plan is a combination of the subarea's future land use, urban design, and transportation recommendations. The starting point for the Future Land Use plan is the previously adopted plans for the subarea. From there, a collection of character areas were developed to help further define the future land use and development character of the subarea. Following the development of the character areas, future land use and transportation scenarios were created for community input and discussion. Based on the results of community outreach, a preferred land use scenario was developed. This chapter describes the land use scenarios, characters areas, and transportation recommendations for the subarea.

Figure 5-1 Framework Planning Process



Character Areas

Land use and community design throughout the subarea is not a one-size-fits-all approach, but rather is made up of a number of different place types with their own unique land use mix, mobility priorities, and community amenities.

Scenario Planning

There are multiple options for the future land use and development of the subarea that achieve the plan's vision. Through community conversations, scenarios were developed, and opportunities and challenges with each led to the development of a preferred alternative.

Future Land Use Plan

The combination of the character areas and their preferred locations creates the Future Land Use Plan for development of the subarea and creates the basis on which all of the other subarea plan recommendations are based.

Recommendations

This chapter details the goals and strategies for mobility, open space, infrastructure, and economic development.

Subarea Land Use Scenarios

There are several ways the subarea could be planned and developed to implement the vision and goals. During the planning process, several conceptual land use scenarios were created to explore various spatial arrangements within the subarea. These were used to engage the Steering Committee, County staff, regional partners, and the general public to identify preferred elements to help define the desired future land use plan for the subarea. Future plan readers can also refer back to specific scenario designs to better understand the reasoning behind the inclusion of specific design elements in the final plan. The final Subarea Plan reflects a layering of the ideas generated during the development of the land use scenarios.

Character Areas

Each scenario includes the same menu of character areas in a different spatial arrangement. These character areas were created with the understanding that there is not a one-size-fits-all approach to achieving the vision throughout the entire subarea. The character areas describe various scales, types of development, and supporting infrastructure that define the subarea. The selection of subarea character areas and the vision for their development include:

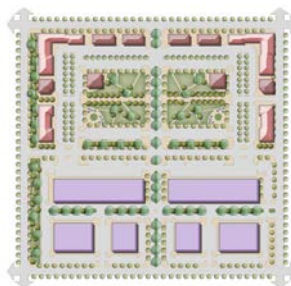


Industry Hub. These areas are primarily dedicated to a mix of commercial and industrial uses and can be a significant employment center. They are primarily focused on manufacturing, warehousing, and logistics. Industry hubs play an important role in the employment base and economy.



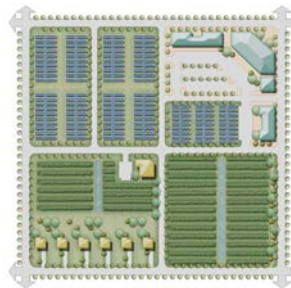
Aerospace and Innovation. This area focuses on employment as well as connecting the aerospace industries within CASP to supporting businesses. Light industrial, business parks, and technical training facilities make up the fabric of the aerospace and innovation character area,

fostering aerospace-related research and manufacturing employment opportunities.



Mixed-Use Industrial. These areas focus on low-intensity flex, light industrial, office, and supporting retail land uses. They provide an essential transition between the higher-intensity industry hub and aerospace and innovation character areas and the surrounding less intense

character areas. Flexible in nature, mixed-use industrial areas provide a wide range of uses for future development.



Green Energy and Sustainable Agriculture.

These areas focus on providing space for solar farms, other forms of renewable energy, higher intensity agricultural uses (such as vertical farms, greenhouses, and hydroponics), along with traditional agriculture. These

areas also provide space supporting office, research, development, and limited residential uses.



Community Hub. These areas are centers of activity supporting the surrounding neighborhoods and employment with retail, daily services, entertainment, and civic uses. They primarily comprise commercial and retail services, mixed-use residential, and parks and open spaces.

The community hub character areas will provide housing, recreation, and civic uses to support the employment centers within the subarea.



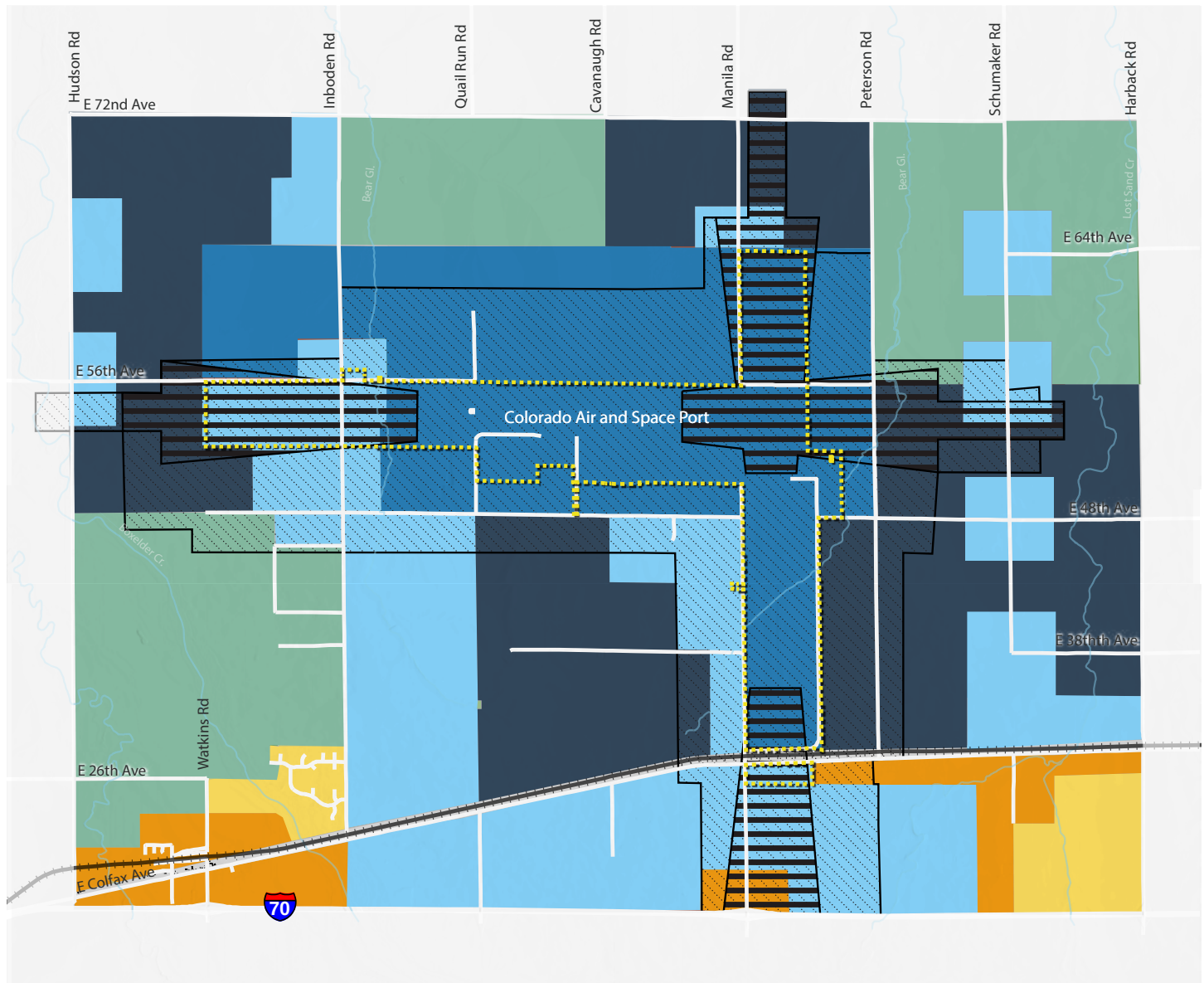
Neighborhood Residential.

These areas mostly comprise single-family residential with supporting neighborhood retail, office, and civic uses such as grocery stores, medical offices, restaurants, and community centers. They are easily accessible to parks and open spaces, schools, public services, and the neighboring character areas.

Preferred Alternative

The Steering Committee, County staff, regional partners, and general public reviewed and provided feedback on the potential scenarios based on the vision for the subarea outlined earlier in the planning process. There was consistent feedback from the stakeholders in favor of the transformative concept with some refinements based on potential future conflicts both between land uses and regarding future CASP operations. Refinements were also made to better align the future land use plan with existing zoning and entitlements in some areas. The future land use plan is shown in **Figure 5-2** below.

Figure 5-2 Preferred Alternative



Character Areas

- Industry Hub
- Aerospace and Innovation
- Green Energy and Sustainable Agriculture

- Mixed-Use Industrial
- Community Hub
- Neighborhood Residential

Restriction Areas

- Restriction Area 2
- Restriction Area 1

Industry Hub

Industry hub character areas are located primarily in the northwest corner, central area, and east-central locations of the subarea, as shown in **Figure 5-7**. The intent of these character areas is to provide opportunities for higher intensity employment in areas that do not conflict with surrounding existing or future residential areas. Industry hub character areas allow the most intense industrial development within the subarea. They can also provide the density and variety of employment opportunities, along with corresponding municipal tax revenue, to support the vision for the subarea as a hub for employment and innovation within the region. These character areas are located along existing and planned regional transportation corridors, including both roadway and heavy rail connections. Manufacturing and industry are the primary uses within this character area, though they also contain supporting office and, to a lesser extent, retail uses. This is illustrated in the representative site plan in **Figure 5-6**. Parks and open space are also included in these character areas. However, these areas are geared towards connecting regional greenways and providing wildlife areas rather than towards creating active public spaces. Industry hub character areas have the potential to generate high volumes of traffic from both employees and associated truck traffic. Adjoining roadways should accommodate traffic without negatively impacting the quieter surrounding character areas or traffic on local streets serving residential areas. Uses permitted only in industry hub character areas include manufacturing plants, factories, large open-air operations, and heavy equipment storage.

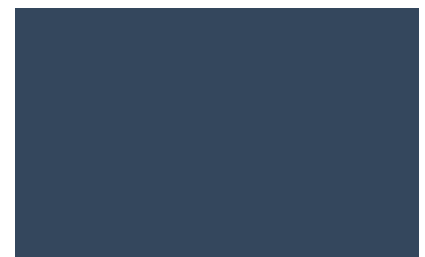
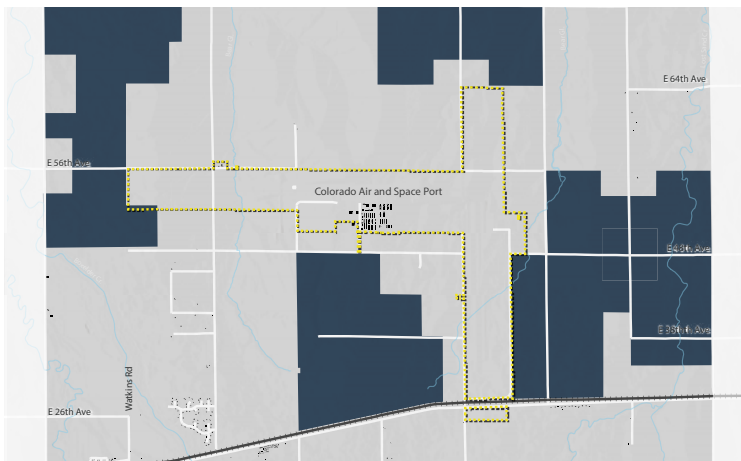
Figure 5-3 Industry Hub Site Plan



Industry Hub Key Components

- A connected street grid and roadway design with a width and layout sufficient to accommodate safe and efficient circulation and access of a high volume of large truck traffic should be encouraged
- Individual development should be planned to accommodate large storage buildings with large paved areas required to facilitate the on-site maneuvering and loading of tractor trailers
- While landscaping requirements in these character areas should not be as high as others, sustainable best practices should be encouraged to mitigate negative environmental impacts of new development (such as native landscaping, water-efficient streetscapes, and medians and low-impact development best management practices [BMPs])
- Industry Hub character areas are encouraged to be located near major roadways and commercial rail lines to provide fast and convenient freight access to avoid mixing industrial traffic with quieter character areas
- Buildings should be clustered together to support the synergy between compatible land uses
- The use of high-quality and durable architecture and landscape should be encouraged to help improve the aesthetic quality of these character areas and help them maintain their desirability over time

Figure 5-4 Industry Hub Site Map



Land Use Focus

Primary Land Uses:

- Heavy Industrial
- Light Industrial

Supporting Land Uses:

- Office
- Commercial Retail
- Urban Agriculture
- Renewable Energy Production
- Retail

Scale and Urban Form

Height: One to three stories

Building Orientation: Large-footprint industrial buildings set back from the street, with smaller retail and office buildings fronting the street

Connectivity and Streetscape: Average sidewalks with street trees and roadways scaled to handle industrial- and manufacturing-oriented traffic

Aerospace and Innovation

Aerospace and innovation character areas are primarily located within the CASP property and the immediately surrounding areas, within the central area of the subarea. This is shown in **Figure 5-9**. The intent of these areas is to capitalize on the subarea's relationship to CASP and promote a mix of uses to support the future growth in operations of facilities, including aerospace-related manufacturing, research and development, office, supporting retail, and limited CASP-related hospitality. These areas allow heavy industrial development. However, more of the focus is in light industrial and office opportunities, as illustrated in the representative site plan in **Figure 5-8**. These character areas are primarily located directly adjacent to CASP to capitalize on any co-location benefits. Parks and open spaces in these areas should be primarily focused on providing recreational opportunities for surrounding employees and providing environmental quality benefits. These character areas have the potential to generate medium to high volumes of traffic from both employees and associated service traffic. Adjoining roadways should accommodate traffic without negatively impacting the quieter surrounding character areas or traffic on local streets serving residential areas. A majority of these character areas fall within the CASP Restriction Area 2, which limits the form and use of new development. Outdoor storage, parking, and other less intensive uses are appropriate for the restriction areas.

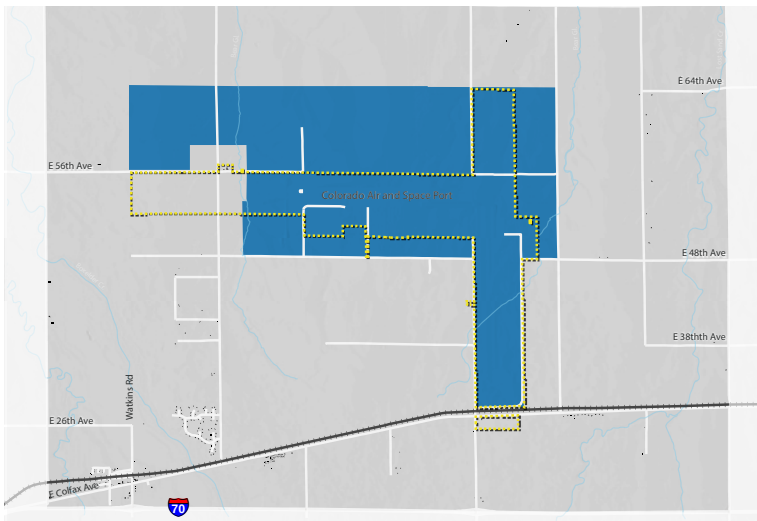
Figure 5-5 Aerospace and Innovation Site Plan



Aerospace and Innovation Key Components

- A connected street grid and roadway design of a width and layout sufficient to accommodate the safe and efficient circulation and access of a medium to high volume of large-truck traffic should be encouraged
- Individual development should be planned to accommodate aerospace-related manufacturing and large paved areas required to facilitate the on-site maneuvering and loading of tractor trailers and aerospace-related materials
- While landscaping requirements in these character areas should not be as high as others, sustainable best practices should be encouraged to mitigate negative environmental impacts of new development (such as native landscaping, water efficient streetscapes and medians and low-impact development BMPs)
- These character areas are located directly adjacent to CASP to provide superior access to aerospace-related services provided by their facility
- Due to the proximity of these areas to CASP, additional noise and safety regulations may be placed on new development
- This area is appropriate for the expansion of the CASP property boundary

Figure 5-6 Aerospace and Innovation Site Map



Land Use Focus

Primary Land Uses:

- Aerospace-related manufacturing
- Aerospace-related research and development
- Office
- Light industrial

Supporting Land Uses:

- Heavy Industrial
- Commercial Retail
- Commercial Services
- Hospitality
- Renewable Energy Production

Scale and Urban Form

Height: One to four stories

Building Orientation: Medium-to large-format industrial and manufacturing buildings set back from the street, with smaller retail and office building front the street

Connectivity and Streetscape:

Detached sidewalks with street trees with a street grid sufficient to accommodate shipping and goods movement

Mixed-Use Industrial

Mixed-use industrial character areas are primarily located along major existing and future corridors, such as Schumaker Road and 56th Avenue, along with the southern part of the subarea, south of Colfax Avenue. This is shown in **Figure 5-11**. The intent of these character areas is to provide flexibility for a range of employment-focused uses, but in a more dense and walkable format than other employment-focused character areas. Mixed-use industrial character areas also provide a more suitable buffer to less intense character areas than the other industrial-focused character areas. These character areas primarily allow light industrial-, light manufacturing-, and logistics and warehousing-related uses with a greater emphasis on supporting commercial office, commercial services, and retail and restaurant uses. This is illustrated in the representative site plan in **Figure 5-10**. These character areas encourage a more urban building form to enhance the aesthetics and overall livability throughout the major corridors and nodes within the subarea. Parks and open spaces within these areas should focus on providing amenities for surrounding land uses and enhancing the environmental quality of the surrounding area. These areas have the potential to generate a significant amount of traffic from both employees and associated truck traffic. Adjoining roadways should accommodate employment and industrial-focused traffic without negatively impacting the quieter surrounding areas or traffic on local streets serving residential areas. Roadways should also provide an appropriate level of amenities for pedestrian and bicycle circulation. These character areas should also be accessed by future transit operations, and therefore should have pedestrian infrastructure in place to support first and last mile connectivity.

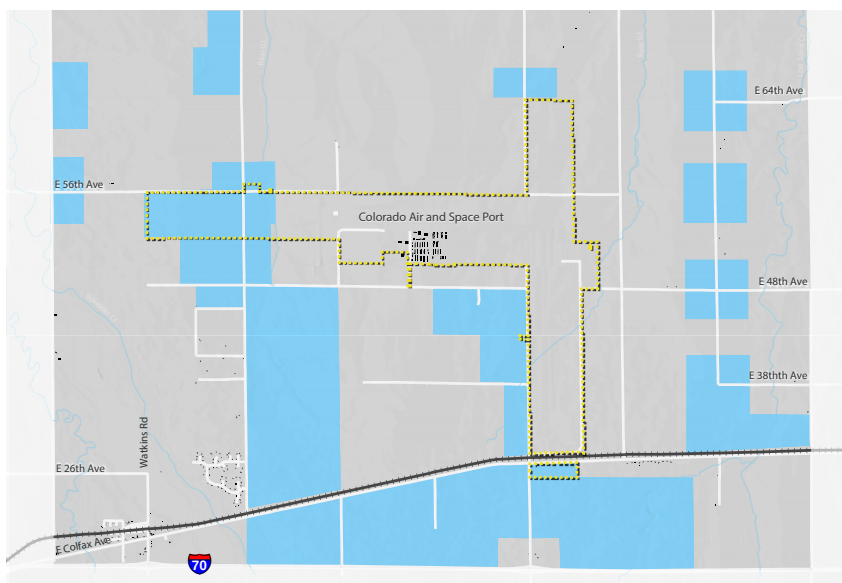
Figure 5-7 Mixed-Use Industrial Site Plan



Mixed-Use Industrial Key Components

- These character areas should encourage a pedestrian-oriented street pattern with buildings built up to the street and an active street level
- These character areas should provide a transition between mixed-use areas and heavier intensity employment areas, like industry hub and aerospace and innovation character areas
- Mixed-use industrial character areas should accommodate a variety of employment-focused land uses, including light industrial, commercial, and civic uses
- These character areas should support retail, office, and commercial services land uses
- A higher level of multimodal infrastructure should be provided, including separated sidewalks, transit stops, and bicycle infrastructure
- Encourage water-wise and native landscaping where appropriate and the incorporation of low impact development strategies.

Figure 5-8 Mixed-Use Industrial Site Map



Land Use Focus

Primary Land Uses:

- Light Industrial
- Logistics
- Warehousing
- Office

Supporting Land Uses:

- Commercial Retail
- Commercial Services
- Hospitality

Scale and Urban Form

Height: One to four stories

Building Orientation: Medium industrial and logistics buildings set back from the street, while smaller commercial office and retail buildings front the street

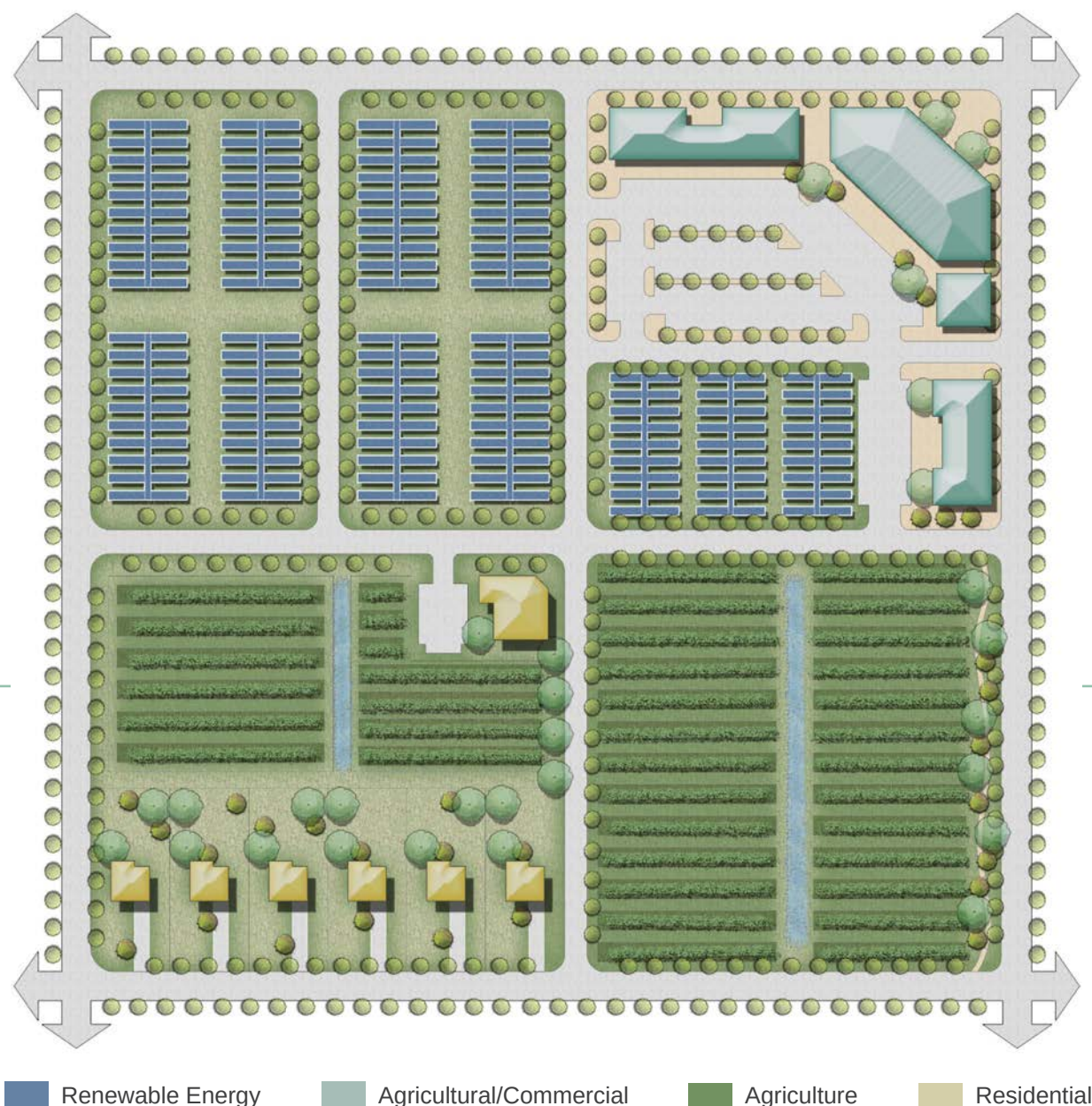
Connectivity and Streetscape:

Wide sidewalks with street trees, on- or off-street bicycle infrastructure, and on-street parking with a street grid sufficient to accommodate shipping and goods movement

Green Energy and Sustainable Agriculture

Green energy and sustainable agriculture character areas are primarily located in the southwest, north central, and northeast portions of the subarea, as shown in **Figure 5-13**. Much of the subarea's land use today is undeveloped agricultural land. There has been a desire from the community members to preserve a portion of this productive land moving forward. As the Denver-Aurora metro area politan area continues to grow and the development pressure continues to increase, the need to preserve agricultural land will also increase. However, its proximity and connection to the Denver-Aurora metro area politan area may demand a higher intensity form of agricultural production. Additionally, renewable energy production (such as solar farms) and associated research and development have seen increased demand throughout the Denver-Aurora metro area politan area. These land uses, along with agriculture, are complementary to the higher-intensity employment-focused land uses within the subarea. The green energy and sustainable agriculture character area is illustrated in the representative site plan in **Figure 5-12**.

Figure 5-9 Green Energy and Sustainable Agriculture Site Plan



Green Energy and Sustainable Agriculture Key Components

- Widely-spaced roads should be suited for agricultural and rural levels of traffic movement
- Buildings are low in density and residential development and processing facilities should be considered “accessory” to the use of the land itself
- There is limited connectivity between lots and developments
- Publicly accessible open spaces should focus on regional trails along with wildlife and natural areas, and larger regional parks incorporating water-wise landscaping where appropriate
- Supporting agriculture support services should be located along major roadways and intersections
- Encourage low water use crops with a focus on produce for local sale to help reduce carbon footprint of agricultural uses.

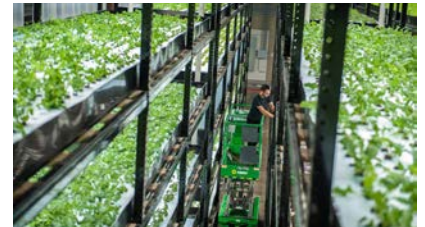
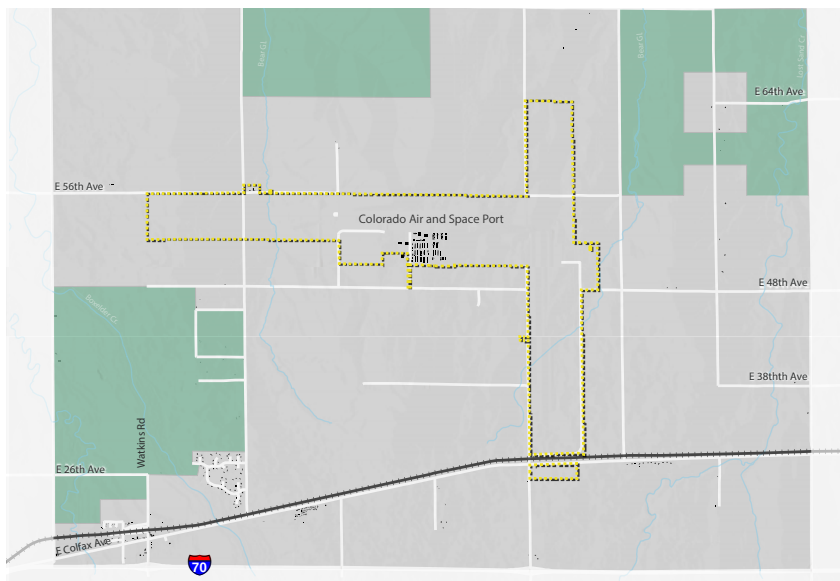


Figure 5-10 Green Energy and Sustainable Agriculture Site Map



Land Use Focus

Primary Land Uses:

- Agricultural Businesses and Farming Operations
- Agricultural Support Businesses and Services
- Renewable Energy Production

Supporting Land Uses:

- Supporting Light Industrial/Office
- Agriculture-Related Large-Lot Residential
- Agri-tourism

Scale and Urban Form

Height: One to two stories

Building Orientation: Low-density buildings are primarily oriented towards the roadways

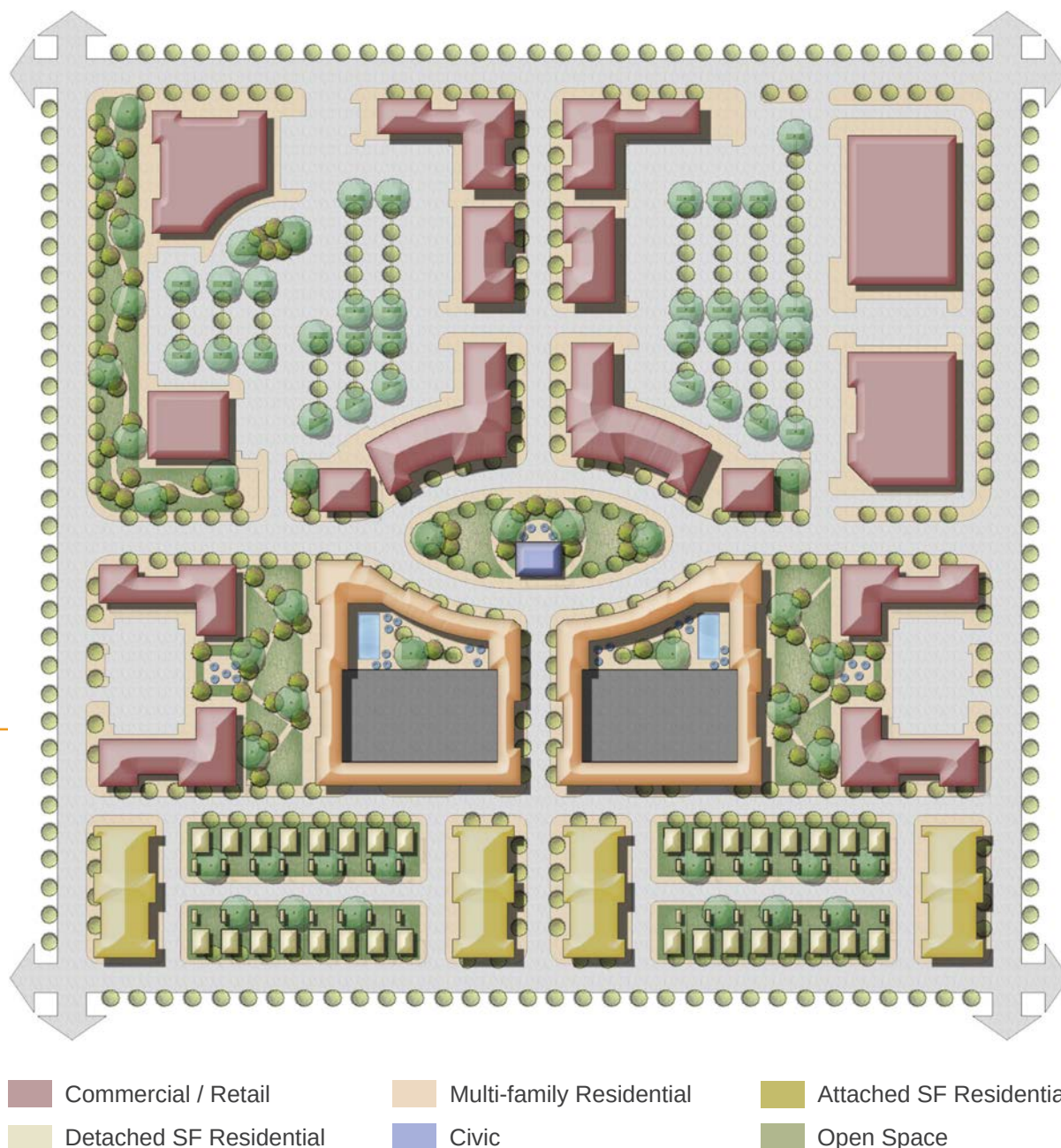
Connectivity and Streetscape:

Sidewalks along major roadways with multimodal infrastructure connecting land uses with a street grid sufficient to accommodate shipping and goods movement

Community Hub

The community hub character areas are categorized by both local and regional serving concentrations of retail, office, and service uses that are typically located at higher traffic intersections along corridors, as shown in **Figure 5-15**. These areas provide goods and services to the surrounding residential- and employment-focused character areas, along with the larger Denver-Aurora metro area politan area. These areas contain shopping centers, office space, civic uses, and higher density multi-family and single-family residential, as illustrated in the representative site plan in **Figure 5-14**. These mixed-use destinations should be well connected to the surrounding character areas for easy and safe access and connections. Community parks, trails, plazas, and community greens should be a core component of development within these character areas.

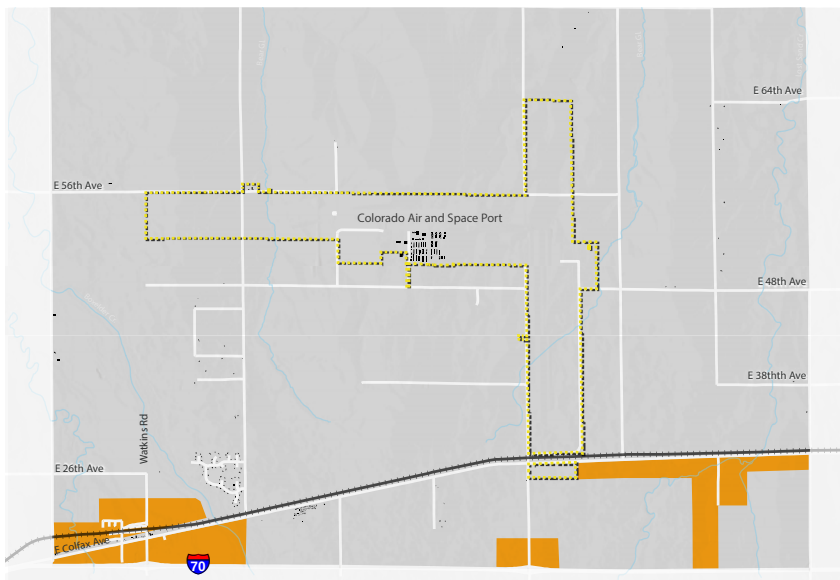
Figure 5-11 Community Hub Site Plan



Community Hub Key Components

- A vertical and horizontal mix of uses should create an active and diverse experience
- A wide array of community-serving retail uses like grocery stores, pharmacy, personal services, and restaurants should be encouraged
- Development should be oriented towards parks and open spaces to create active and vibrant spaces with programmed common spaces surrounded by active uses and buildings to attract or retain customers while conveying a sense of community
- Community hub character areas should be located at the intersection of two arterial streets to be more accessible to the neighborhoods they serve, particularly by public transit
- A range of housing types should be encouraged, including multi-family for rent and for sale, single-family attached, and single-family detached
- Commercial Hub character areas should be connected to surrounding neighborhoods with safe and convenient pedestrian and bicycle connections,
- Encourage low water use landscaping and direct rainwater onto green spaces

Figure 5-12 Community Hub Site Map



Land Use Focus

Primary Land Uses:

- Commercial Retail
- Commercial Office
- Multi-Family Residential

Supporting Land Uses:

- Hospitality
- Civic
- Townhome/Single-Family Residential
- Parks and Open Spaces

Scale and Urban Form

Height: One to four stories

Building Orientation: Buildings oriented to the street and public spaces with high level of pedestrian-oriented design features

Connectivity and Streetscape:

Tree-lined streets with wide detached sidewalks, on-street bicycle infrastructure, and high-quality transit stops, along with dense street work with small urban-scaled blocks

Neighborhood Residential

Neighborhood residential character areas comprise mostly single-family residential with supporting neighborhood-serving retail, smaller office, and civic land uses, as illustrated in the representative site plan in **Figure 5-16**. These character areas provide housing opportunities to support the employment focus of the subarea. These character areas are fairly limited in scale and primarily located in the southeast and southwest corners of the subarea due to the potential for conflicts with residential land uses as well as the operations of CASP and DEN. This is shown in **Figure 5-17**. These character areas should be well connected to neighboring employment-focused character areas, along with providing exceptional access to parks and open spaces. Supporting commercial uses should be located along main or perimeter streets rather than within primary residential areas.

Figure 5-13 Neighborhood Residential Site Plan

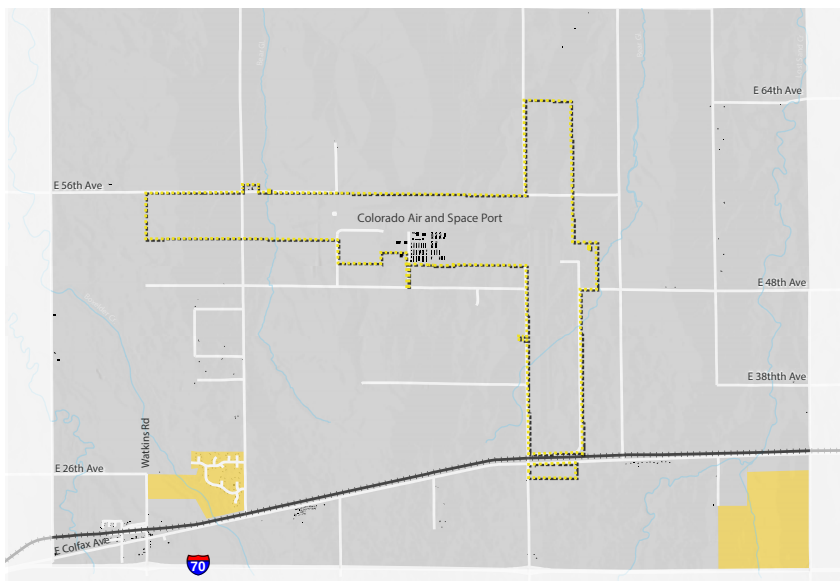


Neighborhood Residential Key Components

- A mix of residential types should provide a choice of housing options including attached single-family, small-lot detached single-family, and large-lot single-family residential
- Neighborhood supporting retail, services, and civic uses should be placed along higher-volume streets and at key intersections
- Active parks and open spaces, along with trails, should be incorporated into new residential development
- A connected street and block pattern should be encouraged that balances all traffic modes, is well-connected to surrounding character areas, and encourages pedestrian and bicycle connectivity
- Low-impact development and water quality practices should be incorporated and use appropriate systems to direct rainwater onto green spaces



Figure 5-14 Neighborhood Residential Site Map



Land Use Focus

Primary Land Uses:

- Single-Family Detached Residential
- Single-Family Attached Residential
- Parks and Open Space

Supporting Land Uses:

- Neighborhood-Scaled Commercial Retail
- Neighborhood-Scaled Commercial Services
- Civic/Institutional

Scale and Urban Form

Height: One to three stories

Building Orientation: Residential buildings in a wide range of layouts ranging from compact, small-lot building forms, to larger, estate-style lots with retail services and civic buildings located at intersections and nodes

Connectivity and Streetscape: Tree-lined streets with detached sidewalks, with wider sidewalks in commercial areas, limited cul-de-sacs and dead ends, and on-street bicycle infrastructure on higher volume streets

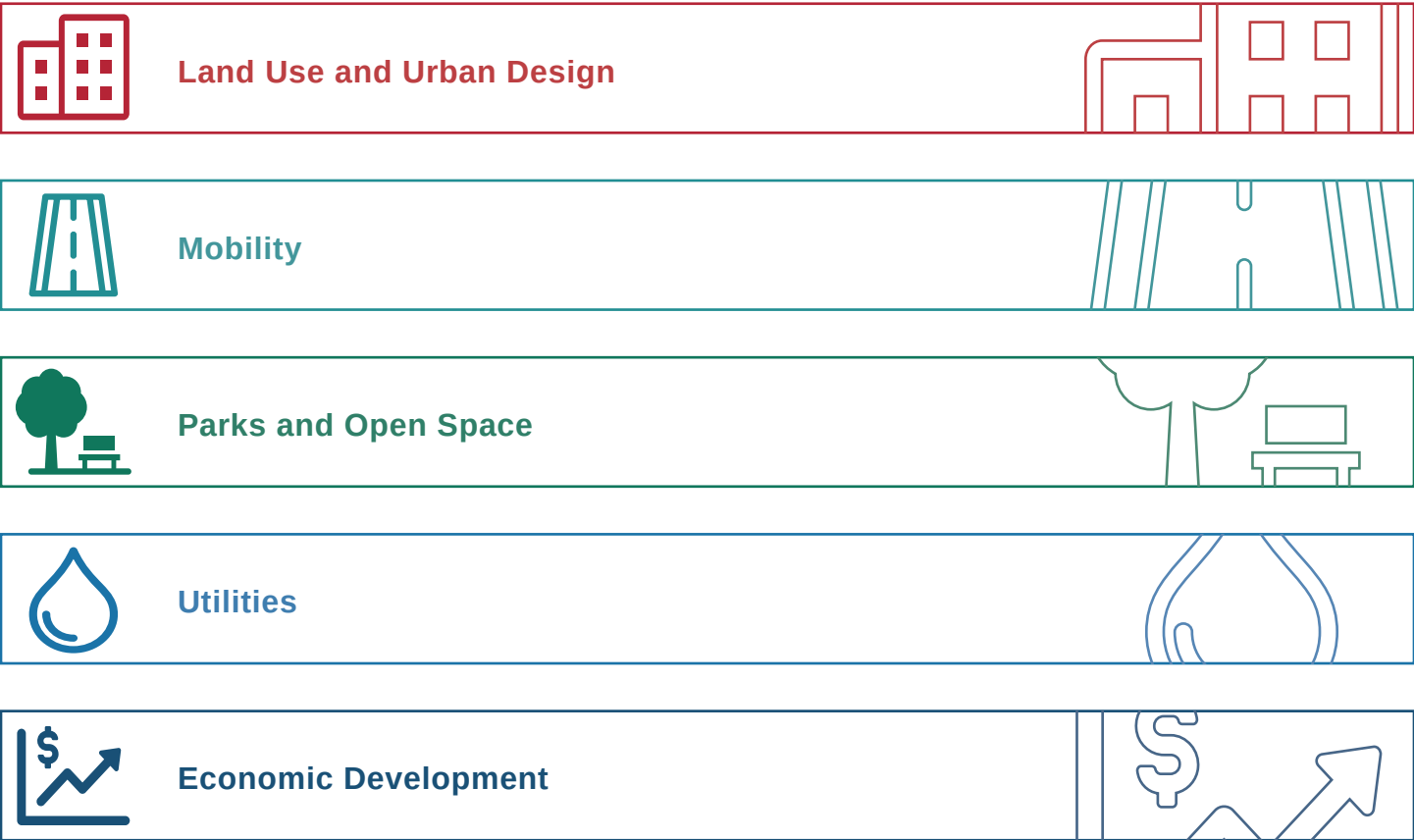


Chapter 6

Recommendations

Attaining the subarea’s vision requires a long-term multidisciplinary approach. The success of the subarea relies not only on an integrated, innovative, and resilient land use plan, but also a coordinated and prioritized set of goals and recommendations for mobility, parks and open space, utilities, and economic development. Together, these recommendations form a comprehensive list of goals and strategies to guide implementation of the plan. While priorities may shift over time, the following recommendations together lay the framework for a successful subarea long into the future. The subarea recommendations are organized by the topic areas shown in **Figure 6-1**.

Figure 6-1 Subarea Recommendation Topic Areas





Land Use and Urban Design

Goals

- Develop a land use pattern that is economically vibrant and well-integrated with surrounding communities to create distinctive new employment, commercial, and residential areas for the subarea while also limiting future conflicts between surrounding land uses and CASP
- Provide active nodes and corridors that allow for multimodal connectivity and promote walkability
- Plan for compatible land uses that protect the long-term operations and success of CASP and Adams County

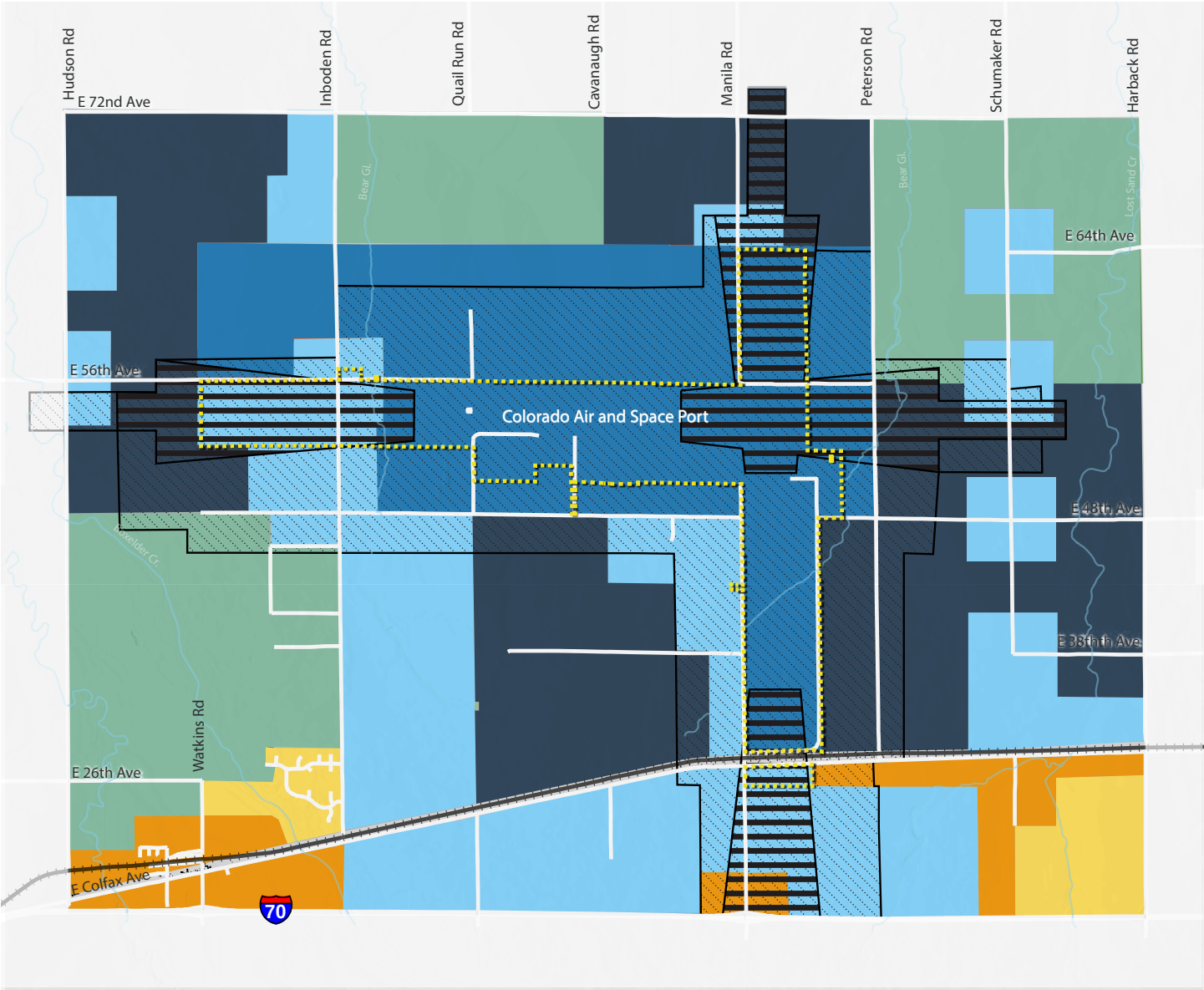
The Subarea Plan's land use vision shifts from today's primarily agricultural focus to a future based on employment and innovation land uses, while accommodating existing uses and minimizing impacts on nearby residential neighborhoods. The intent of the Subarea Plan is to model responsible growth and create a land use type and form that is distinctive for the subarea. A major theme of the Future Land Use Plan is the "nodal" development pattern which concentrates future mixed-use development (mixed-use industrial and community hub character areas) in the vicinity of existing and future intersections. Nodes are envisioned to be areas with sufficient development intensity, amenities, recreation opportunities, and mix of uses that support a high level of pedestrian activity. The Future Land Use Plan also considers appropriate buffers and transitions from existing and future residential areas and higher intensity industrial and aerospace uses to limit potential noise and traffic conflicts.

The Subarea Plan recognizes the economic value, environmental value, and community benefits of the existing agricultural uses in the subarea. The Future Land Use Plan, and more specifically the green energy and sustainable agriculture character areas, retain space for many of these existing uses to continue, while also allowing for other employment-focused uses. Existing agricultural uses, that are conforming under current zoning, are allowed to continue without making them non-conforming under the guidance of this plan.

Strategies

- Develop land uses consistent with the Future Land Use Plan (**Figure 6-2**).
- Encourage mixed-use development, promoting high-quality and desirable destinations to live (where appropriate), work, shop, and recreate within proximity (primarily in the southern area of the subarea in the community hub, mixed-use industrial, and neighborhood residential character areas).
- Encourage building siting and design to incorporate natural stream corridors as a significant on-site amenity while helping to restore and enhance the ecological functions of these corridors using development regulations and incentives.
- Develop and implement landscaping standards that promote sustainable design, water-wise principles, native plants, and encourage natural drainage practices where each is appropriate and feasible. Landscaping standards should differ based on the character area, with less landscaping required in the employment-focused character areas, including industry hub, aerospace and innovation, and green energy and sustainable agriculture.
- Provide high-quality buffers and transitions between new employment and industrial development and existing and future residential neighborhoods.
- Encourage place-making and a dynamic public realm by integrating publicly-accessible plazas, open spaces, and other gathering places with development in public and private projects, especially in community hub, mixed-use industrial, and neighborhood residential character areas.
- Encourage the use of building materials that are of high quality and durability, appropriate for the area climate, and have a sense of permanence.
- Encourage private and public use of public art to enrich the subarea's character, identity, and a sense of place.

Figure 6-2 Future Land Use Plan



Character Areas		Restriction Areas
	Industry Hub	 Restriction Area 2
	Aerospace and Innovation	 Restriction Area 1
	Green Energy and Sustainable Agriculture	
	Mixed-Use Industrial	
	Community Hub	
	Neighborhood Residential	

Existing Aerospace-Related Development Restrictions

The subarea contains a number of existing aviation-related overlays that place various restrictions on both building forms and uses of new development. **Figure 6-3** shows these restricted areas and a summary of those restrictions is below.

Airport Influence Zone (AIZ)

The AIZ, also known as the “Aviation District,” refers to an eight-mile by seven-mile area of Adams County surrounding the CASP. The entirety of the subarea plan study area falls within the AIZ which has been adopted by Adams County, and is in the process of being adopted by Arapahoe County. The AIZ protects future residents by requiring disclosures when homes transfer ownership, informing new owners that they are located near the CASP, which intends to expand operations in the future, including additional flights, larger airplanes, expanded runways, and future growth in traffic.

CASP and DEN Noise Contours

Airport noise can have adverse health impacts and is therefore measured and mapped to determine where restrictions on residential or other noise-sensitive land uses may be necessary. Noise levels around airports are measured by Day-Night Average Sound Levels (DNL), which represents the total accumulation of all sound energy spread out uniformly over a 24-hour period. The noise contours shown in the map are the 55 DNL contours, which represents a moderate amount of daily noise where land use restrictions may be advisable.

DEN Airport Height Overlay (AHO) and CASP Height Restrictions

The AHO and height restrictions around CASP are intended to provide protection to land uses which may be subjected to frequent overflights by aircraft. All developments within these areas must complete a Federal Aviation Administration (FAA) aeronautical study on obstructions to determine if the proposed development could be a hazard to air navigation as well as fully document site elevations. Proposed developments may be required to install and maintain markers and lights to indicate to pilots the presence of a hazard.

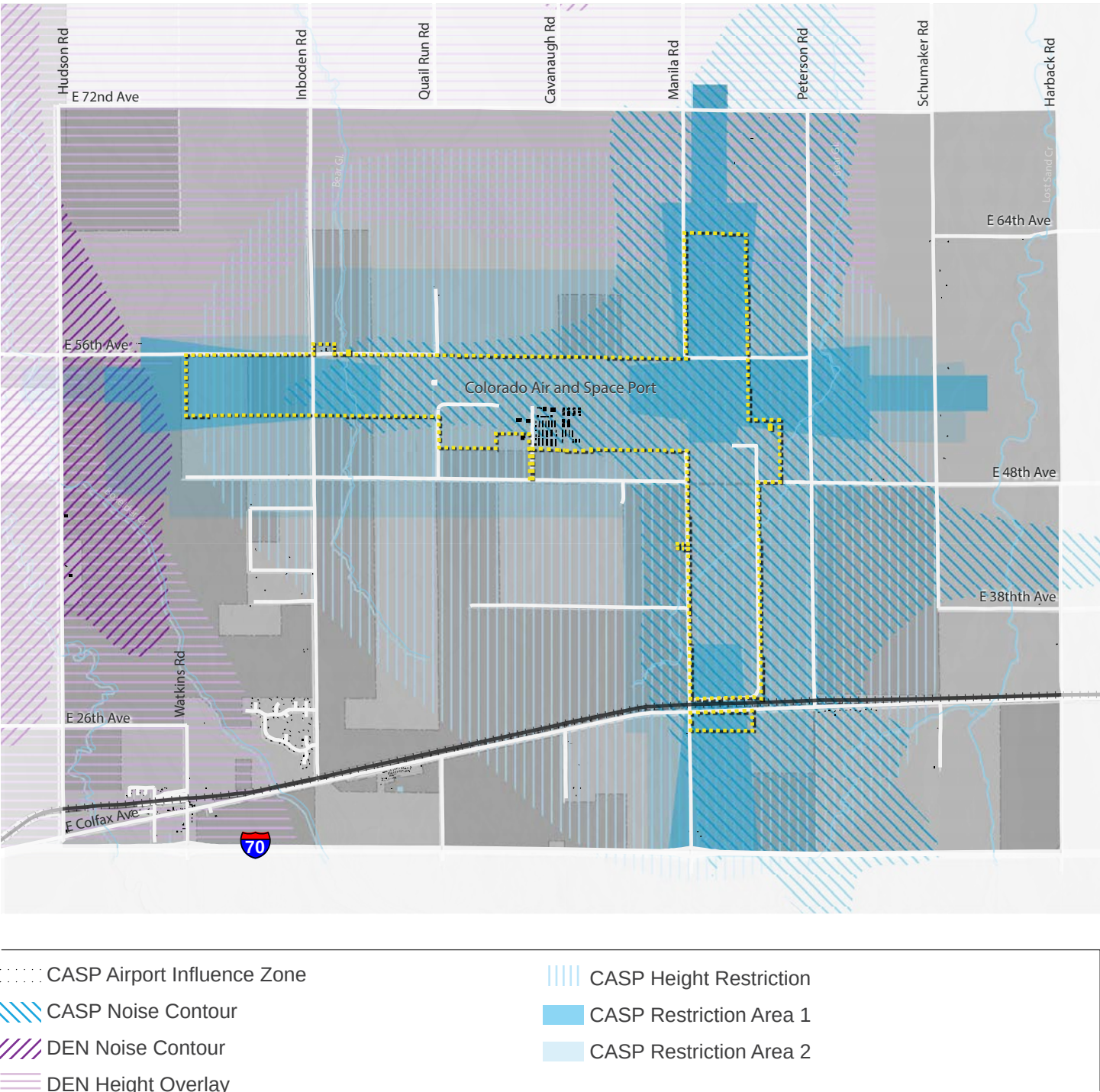
CASP Restriction Area 1

Limited commercial and industrial structures are permitted within Restriction Area 1, which do not conflict with the operational and safety needs of CASP. Structures must provide and include noise level reduction measures in the design and construction to achieve an interior noise reduction level of 25 decibels. Uses permitted within Restriction Area 1 cannot be used as gathering places for a large number of people and are to receive focused attention on dust, smoke, emissions, lights, or other obstructions to airplane navigation.

CASP Restriction Area 2

This area prohibits the construction of residences platted after the adoption of the overlay district in August 1983.

Figure 6-3 Restricted Areas within the CASP





Mobility

Goals

- Create a more complete, connected, and well-balanced transportation system.
- Protect existing and future neighborhoods from negative traffic impacts of future development.
- Ensure that transportation investments contribute to the subarea's economic development, sense of place, and sustainability.
- Ensure the subarea is well connected to the larger metropolitan area.

The plan recommends multiple transportation choices for a variety of users. The new transportation network will provide greater internal circulation between the character areas along with connections to the metropolitan area. This plan identifies goals for future streets, sidewalks, trails, and bicycle facilities that will create greater connectivity in the subarea.

The transportation system is critical to the vitality of the subarea to support the movement of goods, connect workers to their place of employment, and provide mobility for existing and future residents. Improving multimodal access to the subarea will allow for growth in jobs while reducing the need to increase capacity of existing roadways to serve vehicle transport.

The subarea roadway system focus on arterial improvements, plus the development of local streets to connect character areas and enhance the connectivity within subarea character areas with smaller block sizes. Traffic modeling shows that transportation capacity improvements are needed throughout the subarea to support both growth within and surrounding the area.

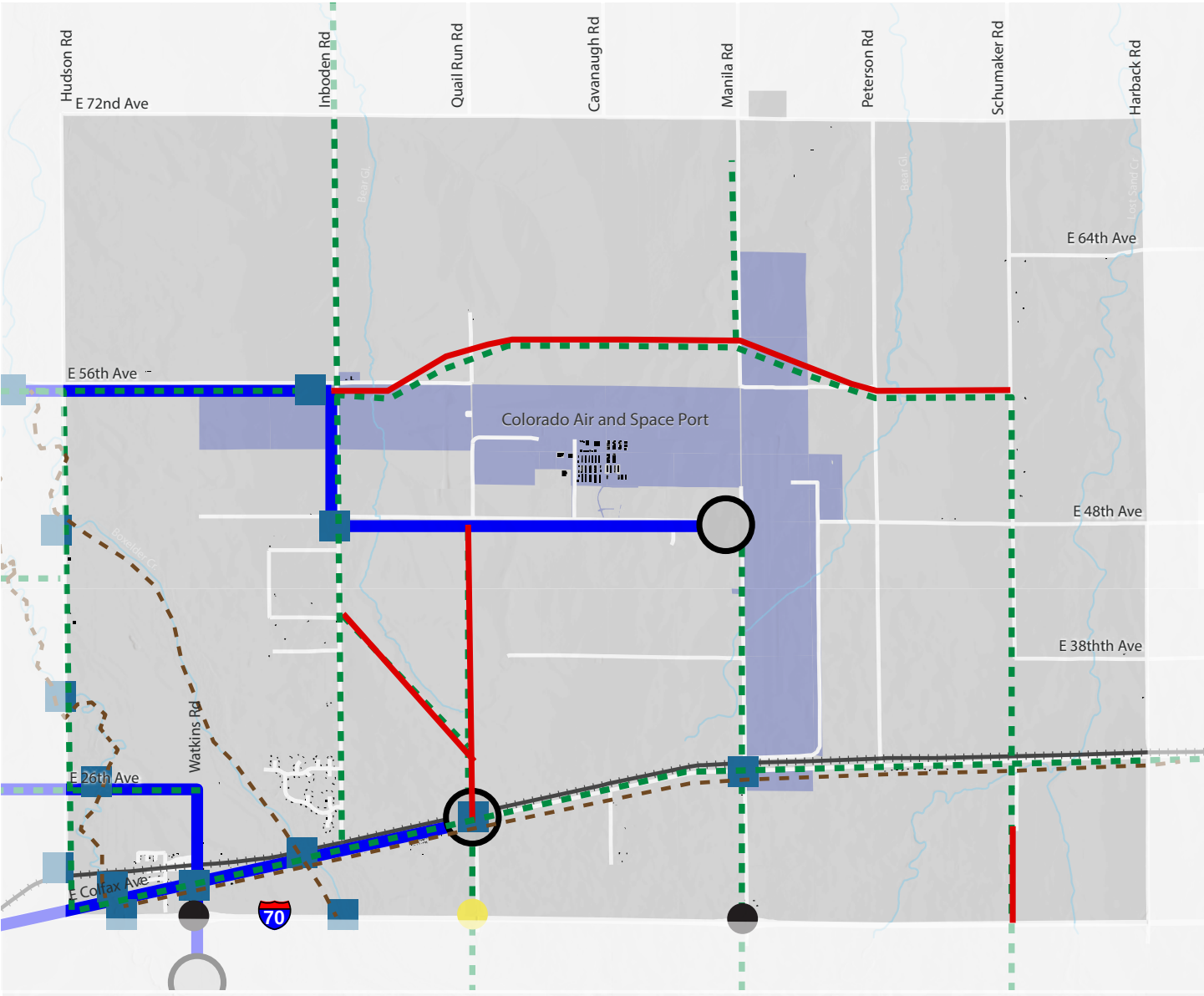
Creating a multimodal transportation system to support a mixed-use environment requires excellent pedestrian and bicycle access, including access for wheelchairs, strollers, and other wheeled pedestrian devices. A wide range of improvements to the non-motorized transportation system is anticipated; from sidewalks and mid-block pedestrian connections, to trails along riparian corridors, and new neighborhoods and roadways that are designed from the start with pedestrians and bicyclists in mind. Proposed bicycle facilities would serve all types of users, from novice to expert, and all types of trips, including recreation and commuting. Links to local parks and connections to the regional system are part of the vision.

Figure 6-4 shows the future mobility improvements for the subarea.

Strategies

- Support the CASP Subarea Land Use Plan with a multimodal transportation system that provides enhanced, multimodal travel connections within the subarea, and to other parts of the county and region.
- Design and develop arterial improvements, including added vehicular capacity, transit facilities, and non-motorized components, to serve travel demand generated by the Subarea Land Use Plan in addition to countywide and regional travel demand.
- Support and develop transportation recommendations from the NEATS including new road connections, grade separations, mobility hubs, high-frequency transit routes, bike routes, and off-street trails shown in **Figure 6-4**.
- As development occurs, develop local streets to establish a new connected system with smaller block sizes, particularly in mixed-use industrial, community hub, and residential neighborhood character areas, emphasizing continuity and connectivity.
- Work with the Colorado Department of Transportation (CDOT) to improve connections to I-70 by completing interchanges at Quail Run Road and Schumaker Road, to better connect the subarea to the region and to facilitate freight and goods movement.
- Design subarea arterials and local streets in a manner that is context-sensitive, enhancing the subarea's sense of place, and reflecting the transportation demands of the surrounding area.
- Include pedestrian and bicycle facilities in the design of arterials and local streets, with a greater focus on providing a denser, connected network of bicycle and pedestrian facilities on neighborhood residential, community hub, and mixed-use industrial character areas.
- Develop a multi-use trail system, focusing along waterways throughout the subarea that provide both local and regional connections.
- Implement a transportation demand management program to reduce subarea single-occupancy trip demand, and increase the share of trips utilizing transit, carpools and vanpools, and pedestrian and bicycle options.
- Ensure subarea recommendations are incorporated in future plans including but not limited to Comprehensive Plan and Long-Range Transportation plans.

Figure 6-4 Future Mobility



- | | |
|--------------------------------------|-------------------------------------|
| Future Mobility Hub | Future Trail |
| New Interchange | Future Bicycle Route |
| Existing Interchange | Future High-Frequency Transit Route |
| Future Grade-Separated Intersections | Future Roadway Connection |



Parks and Open Space

Goals

- Create a robust and functional parks and natural open space system that serves the needs of the subarea and the surrounding community, and that connects with and complements the larger Adams County parks and open space system.
- Promote environmentally-friendly, sustainable development and landscape strategies in the public and private sectors.
- Recognize, protect, and enhance greenways and trails as multimodal connections that provide a variety of experiences and habitats for people, plants, and wildlife.

There are currently no publicly accessible parks and open spaces within the subarea today. As the area evolves, a comprehensive and connected system of parks, open space, and trails will be needed to provide for the recreation and enjoyment of employees, residents, and visitors to new subarea developments. These new parks will also complement and connect to the countywide parks system, for the benefit of surrounding neighborhoods and the broader community. The Subarea Plan envisions a park system with an array of elements including community and neighborhood parks, riparian corridor open spaces, open spaces developed as part of natural drainage treatments and designed as public amenities, passive and active plazas and other more urban open spaces, and a comprehensive trail system on and off roads, including along stream corridors. Beautiful and functional open spaces will help create a unique sense of place, support new employment and residential uses, improve the environment, and be an asset for the broader Adams County community.

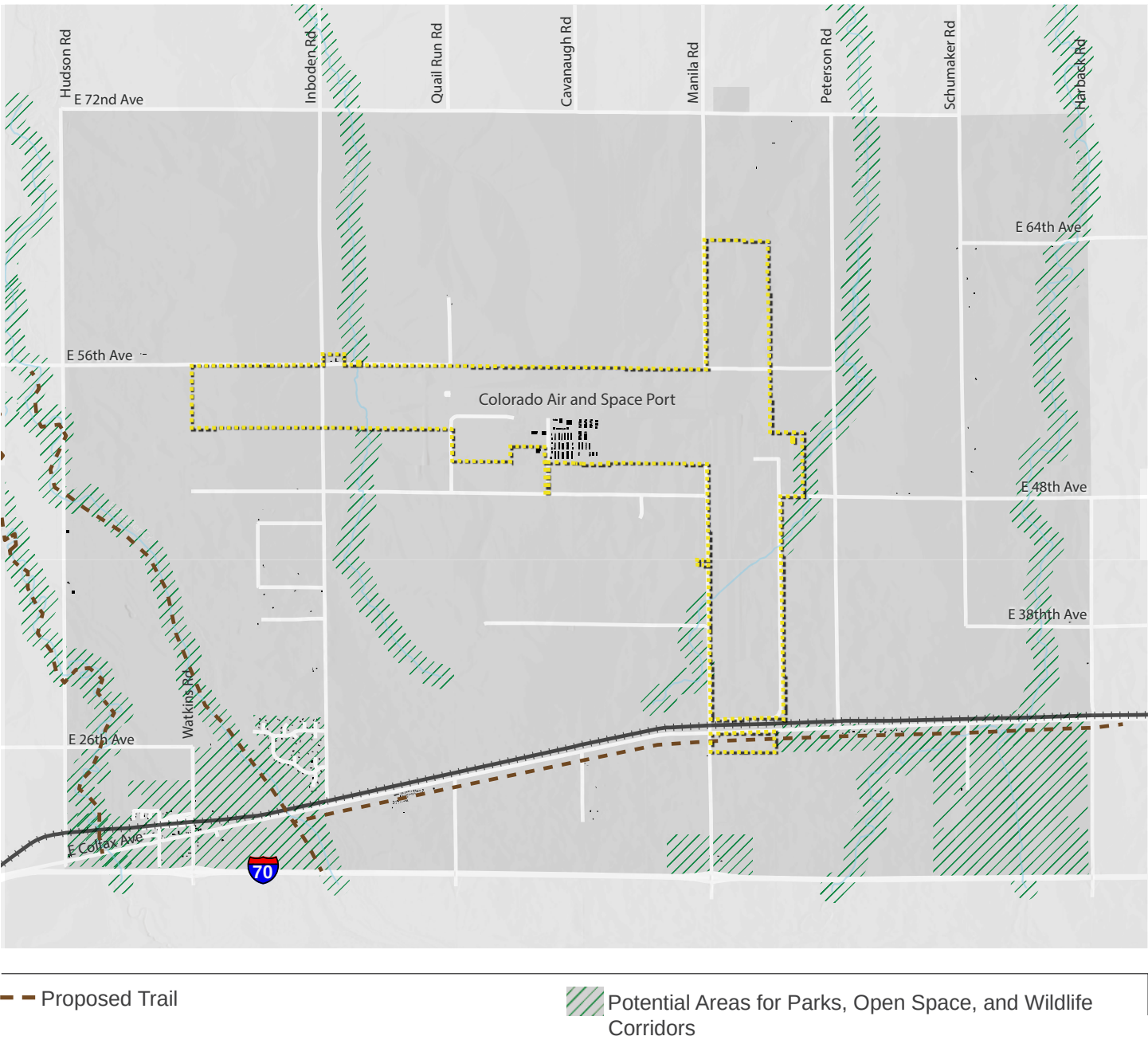
Most of the future open space within the subarea will be provided through specific site development requirements which this plan helps to inform. County staff should ensure that the development of these park assets is coordinated and works towards achieving the vision of this plan.

Figure 6-5 shows the future focus areas for parks and open space within the subarea. New parks and open spaces should be located in these areas ideally. These areas are either existing natural water corridors and areas of potential future residential development.

Strategies

- Create a robust and functional parks and open space system that serves the needs of existing and future residents, employees, visitors, surrounding neighborhoods, and the entire community. This system should connect with and complement the countywide parks and open space system, and include the following:
 - Provide plazas and smaller parks within employment areas (aerospace and innovation, industry hub, and mixed-use industrial character areas) with convenient access to all surrounding character areas.
 - Provide larger community parks serving existing and future residents, employees, and countywide residents within the residential character areas (community hub and neighborhood residential).
 - Locate neighborhood and community parks along stream corridors, linked through a series of trails and other open spaces.
 - Provide natural open space corridors along streams and other waterways throughout the subarea.
 - Focus development of new parks and open spaces along waterways and proximate to residential areas as shown in **Figure 6-5**.
- Provide an interconnected system of non-motorized trails for mobility within the study area, connected to the larger, regional trail system. Trails can be both off-street and along streets to better connect to surrounding development
- Protect and enhance wetlands and other designated critical areas in the subarea using development regulations, incentives, and possibly public funds.
- Develop a long-range maintenance plan for new parks and open space assets within the subarea.

Figure 6-5 Future Parks and Open Spaces Map





Goals

- Provide safe, reliable, and economical utility infrastructure to residents and businesses within the subarea.
- Create a physical and financial strategy for future utility improvements that promotes coordinated development.

Given the relatively undeveloped state of much of the subarea, serving the area by water and wastewater infrastructure will need to be a focus of both the private and public sectors moving forward. While ground water and wells may be a short term option, long-term connections to neighboring jurisdictions' water service are necessary for the full development potential of the subarea to be realized. Adams County will support potential projects that bring water and/or sewer into the area for future development within unincorporated Adams County. Continued coordination with regional partners along with the private sector will be critical to the successful development of the subarea.

Strategies

- Explore district storm water basin planning as a future step to evaluate the feasibility of coordinated stormwater treatment and detention across multiple properties to provide for broader environmental benefits as compared to a site-by-site approach.
- Consider opportunities for off-site or coordinated stormwater mitigation, to provide for a more effective approach to detention needs, and potentially achieve broader environmental benefits.
- Incorporate Mile High Flood District's four-step guidance for the management of runoff including: 1) employing runoff reduction practices, 2) implementing BMPs that provide a water quality capture volume with slow release and/or infiltration, 3) stabilizing streams, and 4) implementing site-specific and other source control BMPs, as needed.
- Encourage onsite water quality BMPs and Low Impact Development (LID) guidelines for all new development.
- Encourage the use of "green infrastructure," the design and development of infrastructure projects in a manner that deliberately achieves multiple environmental and other public benefits.
- Prioritize the preservation of natural drainageways and wildlife corridors throughout the subarea.
- Continue coordination with the City of Aurora to understand the potential capacity of the regional water infrastructure and timing of projects to be completed within the subarea.
- Continue coordination with the City of Aurora to understand the allotted capacity of regional water and wastewater infrastructure and timing of projects within the subarea to understand whether this infrastructure can be used to support development.
- Develop and implement a phased approach to new development so that infrastructure is in place or committed to serve the needs of growth of the subarea.
- Develop a water supply needs plan for the area and identify how/when it is to be addressed.



Economic Development

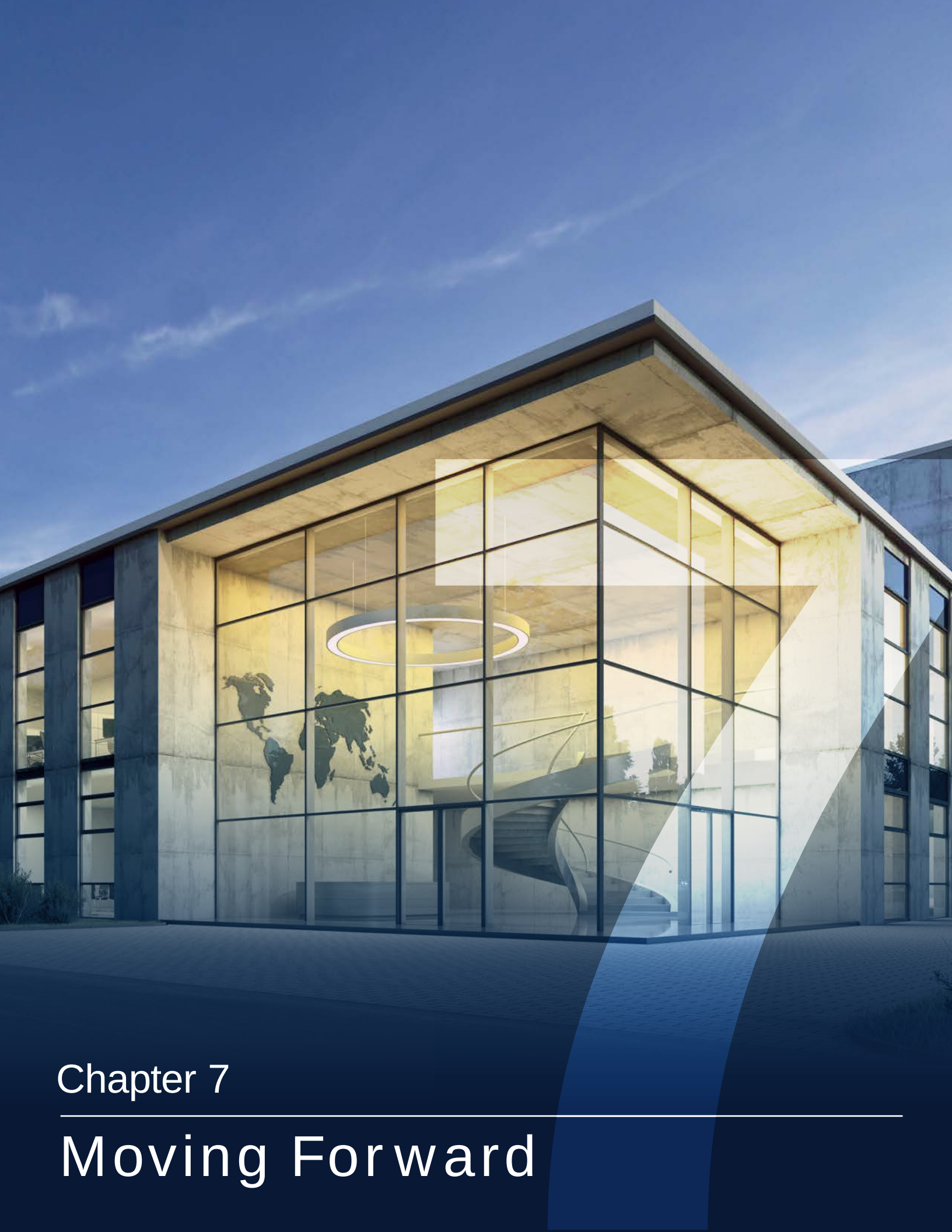
Goals

- Establish the subarea as a nationwide hub for aerospace-related research, development, and employment, along with an economic driver for Adams County and the region.
- Attract a mix of development types to provide essential services to surrounding communities
- Develop a plan to maximize the revenue potential to local jurisdictions
- Develop the subarea as a gateway to the Denver-Aurora metropolitan areas

The CASP is planned to serve as one of the country's primary hubs for commercial space transportation, research, and development. Colorado has one of the nation's largest aerospace economies, with nearly 280 businesses classified as aerospace companies and over 500 aerospace companies and suppliers providing space-related products and services. Most of Colorado's aerospace-related businesses and institutions are located within the Denver-Aurora metro area. The region's private-sector aerospace workers represent more than 80 percent of all aerospace workers in Colorado. The regional connectivity and proximity to CASP position the subarea to play an important role in the county's and larger metropolitan area's continued economic growth. This plan should serve as the starting point for a larger discussion about the role that CASP and the subarea should play in the County and the greater metropolitan area's economic development strategy.

Strategies

- Promote a differentiated economic niche for the subarea, focusing on the synergies with the CASP such as aerospace-related research and development or those which need reliable access to logistics including air cargo.
- Take advantage of opportunities afforded by the subarea's strategic location next to DEN, CASP, and the larger metropolitan area, as well as the opportunities brought about by heavy rail and interstate access through the area.
- Explore different financial incentives such as financing, training, tax credits to attract aerospace- and innovation-related employment to the subarea and help effectively position itself within the emerging commercial spaceport marketplace.
- Encourage space port-related tourism as a secondary economic driver for the subarea including the development of civic/cultural institutions along with hotels and hospitality uses.
- Encourage business diversity, including professional services, retail, restaurants, and hospitality to support the primary employment-driven land use of the subarea.
- Develop a marketing and branding campaign to promote the unified economic development vision of the subarea.



Chapter 7

Moving Forward

The Subarea Plan provides goals and strategies the County and its partners should implement over the next 20+ years. For the vision of the subarea to be realized, the County must be proactive and have the support and participation of neighboring jurisdictions, local leaders, other partner public agencies, community groups, the local business community, property owners, developers, and residents. The County should be the leader in promoting cooperation and collaboration with these partners to implement the Subarea Plan. This chapter presents an implementation framework that the County can use to initiate and undertake key recommendations included in the Subarea Plan. The actions and strategies identified in this section establish the next steps to be taken in continuing the process of community development and investment. It is organized by the three main approaches to plan implementation:

- 1. Regulatory and Policy Strategies.** These strategies will result in changes to County codes, regulations, and processes to foster desired outcomes. Common examples include map or text changes to the Adams County Zoning Code.
- 2. Partnerships.** Partnerships represent the most diverse approach to implementation and can take many forms. The County will rely on other public and private partners to help implement many of the recommendations in this plan.
- 3. Investment Strategies.** The new infrastructure called for in this plan will require creative “financial engineering.” A variety of public and private sources of funding and financing may be appropriate for the subarea.

Implementation Goals

Several goals have been identified to guide implementation of this plan:

- Work toward the vision of an integrated, innovative, and resilient subarea as defined in this plan
- Take strategic steps that help attract and maintain private-sector investment in the subarea
- Maintain collaboration between the County, City of Aurora, Arapahoe County, Town of Bennett, City and County of Denver, property owners, developers, residents and businesses, community organizations, and other area stakeholders
- Include site and contextual evaluation in public and private investments to understand opportunities to contribute to an integrated, innovative, and resilient subarea

Regulatory and Policy Strategies

Mechanisms for implementation of the subarea's vision include regulatory or policy strategies that will result in changes to county codes, regulations, processes, or design guidelines to affect desired outcomes. Typical examples include Adams County Zoning Code amendments, requirements for infrastructure improvements associated with development projects, and Parks and Recreation requirements regarding open space and landscaping.

Development Guidelines

While the Subarea Plan articulates a vision for the subarea, the County's development regulations are the primary tool to implement the plan. Following this plan's adoption, the County should conduct a full review of its zoning ordinances, subdivision regulations, and public works standards. In doing so, the County should review relevant technical resources that may offer guidance on emerging best practices. Amendments to development regulations and design standards should consider commentary programs and incentives that can be used to achieve the community's vision for economic development, community character, mobility, and other aspects of the plan.

Specific recommendations for the Subarea Plan that development regulations can address include:

- The appropriate scale, design character, and configuration of character area development
- Integration of green infrastructure best practices and innovative stormwater management as new development occurs
- The accommodation of trails, sidewalks, bike infrastructure, and potential transit amenities in new character areas throughout the subarea

Zoning

Zoning is the primary legal tool by which the development of private property can be directed towards the implementation of the plan. Adams County Zoning Code provides many tools for implementing this plan's recommendations regarding land use and urban form.

Zone map amendments may be initiated by property owners or their authorized agents, Board of County Commissioners, or the Planning Commission. Map amendment applications are reviewed by County staff and the Planning Commission before going to the Board of County Commissioners. Zoning code text amendments are initiated by the Planning Commission, Board of County Commissioners, the Director of Community and Economic Development, the Director of Public Works, owners or persons having an interest in land located within the unincorporated area of the County, or residents of the County. Text amendments are reviewed by County staff and the Planning Commission before going to the Board of County Commissioners for final action. **Figure 7-1** below shows a summary of regulatory implementation considerations for each character area in the plan.

Figure 7-1 Character Area Zoning

Character Areas	Agriculture			Residential						
	A-1	A-2	A-3	RE	R-1-A	R-1-C	R-2	R-3	R-4	MH
Industry Hub										
Aviation and Innovation										
Mixed-Use Industrial										
Green Energy and Sustainable Agriculture	●	●	●	●	●					
Community Hub							●	●	●	●
Neighborhood Residential	●			●	●	●	●			●

Industry Hub

Plan Vision

The vision of the industry hub character areas is to provide opportunities for higher intensity employment in places that do not conflict with surrounding existing or future residential neighborhoods. Industry hub character areas allow the most intense industrial development within the subarea. They can also provide the density and variety of employment opportunities, along with corresponding municipal tax revenue, to support the vision for the subarea as a hub for employment and innovation within the region.

Zoning Analysis

The Industry Hub character areas are located primarily in the northwest corner, central area, and east-central locations of the subarea. These areas are primarily zoned Adams County A-3 and PUD, along with Aurora AD and I-2. The City of Aurora zoning I-2 and AD both generally are in line with the vision for these character areas. The Adams County A-3 is primarily designed to provide land in holdings of at least 35 acres for dryland or irrigated farming or other related food production uses. The uses and building forms generally do not align with the vision of this character area.

Implementation Strategy

As development occurs, explore map amendments to align agricultural zoning with the land use vision for this character area. See [Figure 7-1](#) for applicable zone districts.

Aerospace and Innovation

Plan Vision

The vision of the aerospace and innovation character areas is to capitalize on the subarea's relationship to CASP and promote a mix of uses to support the future growth in facilities operations, including aerospace-related manufacturing, research and development, office, supporting retail, and limited CASP-related hospitality.

Zoning Analysis

Aerospace and innovation character areas are primarily located within the CASP property and the immediately surrounding areas, all within the central part of the subarea. These character areas are primarily zoned Adams County AV, PUD, I-1, A-3, and City of Aurora AD and I-2. All these zone districts (except for A-3) implement the vision of the plan. A-3 is primarily for large-lot agricultural uses which does not align with the high-density employment vision of these character areas.

Implementation Strategy

As development occurs, explore map amendments to align agricultural zoning with the land use vision for this character area. See [Figure 7-1](#) for applicable zone districts.

Commercial						Industrial			Other			
C-0	C-1	C-2	C-3	C-4	C-5	I-1	I-2	I-3	CO	PL	PUD	AV
●	●	●	●	●	●	●	●	●	●	●	●	●
●	●	●	●	●	●	●	●	●	●	●	●	●
●	●	●	●	●	●	●	●		●	●	●	
●	●	●	●	●	●	●			●	●	●	
	●	●	●	●	●				●	●	●	
●	●								●	●	●	

Mixed-Use Industrial

Plan Vision

The intent of the mixed-use industrial character areas is to provide flexibility for a range of employment-focused uses, but in a denser and more walkable format than other employment-focused character areas. These character areas also provide a more suitable buffer to less intense character areas than the other industrial-focused character areas.

Zoning Analysis

Mixed-use industrial character areas are primarily located along major existing and future corridors, such as Schumaker Road and 56th Avenue, along with the southern part of the subarea south of Colfax Avenue. The areas are currently mostly zoned Adams County A-3, PUD, and City of Aurora AD and I-2.

Implementation Strategy

As development occurs, explore map amendments to align agricultural zoning with the land use vision for this character area.

Green Energy and Sustainable Agricultural

Plan Vision

The vision of the green energy and sustainable agricultural character areas is to maintain some of the existing agriculture uses within the subarea but expand their potential focus to include green energy production and supporting uses.

Zoning Analysis

Green energy and sustainable agriculture character areas are primarily located in the southwest, north central,

and northeast portions of the subarea. These areas are currently zoned Adams County A-3, A-2, and PUD, and City of Aurora AD zoning. These zone districts currently allow for both agriculture and solar energy production.

Implementation Strategy

No update is needed at this time.

Community Hub

Plan Vision

The community hub character areas are categorized by both local- and regional-serving concentrations of retail, office, and service uses that are typically located at higher traffic intersections along corridors. These areas contain shopping centers, office space, civic uses, and higher density multi-family and single-family residential.

Zoning Analysis

The community hub character areas are exclusively in the southern part of the subarea in the southwest corner along Colfax Avenue, at the I-70 and Manila Road intersection, and along Schumaker Road at the future interchange with I-70. These areas are currently zone Adams County A-2, A-3, A-1, PUD, and C-5, and City of Aurora AD. The agricultural zone districts are focused on allowing food production and ranching and conflict with the vision of this character area. C-5 is in line with the mixed-use commercial-focused vision of these character areas.

Implementation Strategy

As development occurs, explore map amendments to align agricultural zoning with the land use vision for this character area. (See **Figure 7-1** for applicable zone districts)



Neighborhood Residential

Plan Vision

Neighborhood residential character areas comprise mostly single-family residential with supporting neighborhood-serving retail, smaller office, and civic land uses. These character areas provide housing opportunities to support the employment focus of the subarea.

Zoning Analysis

Neighborhood residential character areas are primarily in the southeastern corner of the subarea within the Town of Bennett and the southwestern corner along Inboden Road. These locations are primarily zoned Adams County PUD, A-3, and Town of Bennett PD. Both the Adams County PUD and Town of Bennett PD allow for single-family residential, though do not allow for the neighborhood-serving retail and related services. The A-3 zoning only allows large-lot residential, which is not fully consistent with the vision of these character areas.

Implementation Strategy

As development occurs, explore map amendments to align agricultural zoning with the land use vision for this character area. (See **Figure 7-1** for applicable zone districts). Potentially look to work with property owners to amend PUD/PD zoning better align with the character area's vision.

Figure 7-1 illustrates the Adams County Zone Districts that best align with each of the planned character areas of the subarea. This table should be referenced when analyzing potential rezoning within the subarea.



Annexation and Growth Management

The subarea includes property in three different jurisdictions: City of Aurora, Town of Bennett, and unincorporated Adams County. The vision of the subarea can only become a reality through close collaboration between these three entities. Many parcels throughout the subarea have been annexed into the City of Aurora as they have been sold and planned for development. The annexations have occurred in a patchwork pattern throughout the subarea. In the short term, the partner municipalities should pursue annexation agreements with property owners to provide some predictability to the footprint of the individual municipalities. Over time, property should be annexed in conjunction with a strategic infrastructure investment to manage growth in a sustainable and reasonable way. As incremental development occurs, special consideration should be given to subarea-wide infrastructure systems and services, such as stormwater management, multimodal transportation networks, public safety, and education among others.

Partnerships

Successful plans are the product of feedback and input from a variety of groups working toward a collective vision. Partnerships formed during the planning process will play key roles in accomplishing and implementing plan goals, and in some cases may be the best way to implement a policy or recommendation. The new partnerships identified in this plan will be critical to implementation of the vision. These partners typically include existing residents and business owners, property owners, special districts, boards and commissions, developers, and non-profits.

This plan encourages the strengthening of existing partnerships that contributed to its creation. There are many active non-profits and community stakeholders that have participated in the planning process. These entities, along with the County, have the primary responsibility for the implementation of this plan. An effective partnership among major property owners along with continued collaboration with community stakeholders will be critical to the success of the subarea. More formal partnerships among residents, business owners, property owners, and economic development entities will be necessary to ensure that all stakeholder perspectives are considered as implementation of this plan moves forward.

Steering Committee

The primary roles for the Steering Committee in the implementation of the Subarea Plan will include keeping members updated and engaged in advocating for the vision of the subarea. Stakeholder coalitions can be informal or more formally created as non-profit organizations or special districts. As the plan's implementation progresses, stakeholder coalitions will be important to ensure that all property owners, residents, and business members stay informed of updates and changes in the subarea and stakeholder perspectives are actively considered. A priority task for the Steering Committee would be to explore potential organizational structures that could help to implement key plan recommendations in the future. This organization will play an essential role in advocating for public improvements.

Project Champions

Once the plan is adopted as a supplement to the County's Comprehensive Plan, the County has the authority to begin implementing the plan. Given the number of adopted plans, competing interests in the County, and the budget limitations at all levels of government, little plan implementation will be undertaken without champions for certain actions and advocates for the subarea. Typically, registered neighborhood organizations work with the County Administrator and County Commissioner's representatives to promote certain actions and outcomes. Membership organizations, such as merchants associations, business partnerships, and nonprofits, do the same for business areas. Since these groups often have their own areas of focus, they are ideal candidates to spearhead neighborhood projects related to their specific interests and will continue to advocate for them to the County and its partners.

CASP Master Planning Efforts

The CASP master planning process, occurring concurrently with the development of the subarea plan, will further define the recommended development and implementation strategies for expanding aerospace and spaceport capabilities at CASP. As one of the primary economic development drivers for the subarea, CASP plays a crucial role in providing continued collaboration between CASP and the larger subarea. By aligning the proposed subarea development with the CASP Master Plan future infrastructure can be coordinated and thoughtfully developed to benefit both CASP and the surrounding subarea.

Jurisdictional and Organizational Cooperation

For the Subarea Plan to be successful, there must be leadership from the County as well as strong partnerships with the City of Aurora, Town of Bennett, and other public agencies; community groups and organizations; the local business community; regional aerospace industry leaders; and the private sector. The County should lead the cooperation and coordination with regional partners such as CDOT, Regional Transportation District (RTD), Metro Denver Economic Development Corporation (EDC), among others. In addition, the County should actively work with and encourage developers and the local business community to undertake improvements that conform to the Subarea Plan and improve the quality and character of the subarea.

Some of the recommendations in the Subarea Plan that will likely require coordination and cooperation include:

- Annexation agreement with property owners in unincorporated portions of the subarea
- Advocating for and implementing regional transportation and transit that will serve existing and future residents and employees
- Roadway, intersection, and interchange improvements on corridors under the jurisdiction of CDOT
- Establishing regional train connections to adjacent communities
- Collaborating with regional and state economic development partners to coordinate potential subarea financing and business recruitment strategies

A Living Document

The Subarea Plan should become the County's official policy guide for land use, development, and community improvement, along with the County's other relevant adopted plans. It is important that the plan is referenced on a regular basis by County staff, boards, and commissions to review and evaluate all proposals for improvement and development. County staff should regularly meet with all relevant departments and leadership to explain the purpose and progress of the Subarea Plan. To further educate the community about the Subarea Plan, the County should:

- Offer assistance to the public in understanding the plan and its relationship to private and public investments and other proposals, as appropriate
- Assist the Board of County Commissioners and other relevant boards and commissions in the day-to-day administration, interpretation, and application of the Subarea Plan
- Maintain a list of possible amendments, issues, or needs that may be a subject of change, addition, or deletion from the Subarea Plan
- Create a regular schedule to amend or update the plan to ensure the plan stays current and relevant to changing market conditions and implementation

Investment Strategies

Realizing the vision for the subarea will require considerable public and private investment. While many of the plan's recommendations are likely to be implemented through a public/private partnership, the County should take early action on projects that will significantly improve livability and connectivity, catalyzing additional investment in the subarea. Public investment strategies involve public funding of public infrastructure. Examples include public investment in street reconstruction, new and expanded parks, and utility infrastructure. The County and its partners may take the lead in designing, constructing, and funding these projects and can use a variety of public funding sources, such as the annual CIP, bond funds, or state or federal grant programs.

Capital Improvement Program (CIP)

One of the most critical actions the County and its municipal partners can take to address funding for subarea improvements is including projects in the CIP. The CIP assesses capital facility needs (including streets, streetscapes, parks, and infrastructure) in the County against its overall goals and objectives. It uses a multi-year planning horizon to consider how to fund further-out projects. The Capital Budget is the first year of the CIP that identifies funding and authorizes expenditure for projects on an annual basis.

Establishing long-term local funding sources for transportation and infrastructure is critical, as state and federal grant and loan programs are highly competitive and subject to change. Local funding can be used to leverage competitive grant funds that may require local match dollars to qualify.

Some recommendations in this plan may require Adams County, City of Aurora, or Town of Bennett capital investment. To support implementation of these recommendations, these partner municipalities should ensure CIP planning, schedules, and priorities for the subarea are coordinated. Some of the recommendations of the Subarea Plan that can be included through the CIP include:

- Strategic infrastructure development to emerging development areas
- Regular maintenance of streets, trails, and other transportation systems
- Investments in streetscaping and gateways at highway interchanges and other key corridors
- Transportation investments, including mobility hubs, grade-separated intersections, and multimodal infrastructure
- Investments in new parks and recreation facilities that would meet the evolving demand within the subarea
- Development of green infrastructure that will maximize efficiency of municipal systems, reduce the likelihood of flooding, and minimize the impact on sensitive environmental features

Other Funding Services

Other local funding sources include assessment methods that can be used to generate local funds for improvements, and financing districts that use these assessment methods to both collect and distribute funding.

Assessment Methods

Mill Levy

A mill levy is a tax rate that is applied to the assessed value of a property. The mill levy, which is sometimes referred to simply as a levy, is multiplied times the assessed value of a property to determine the amount of taxes due. For example, 87.925 mill levy x \$15,000 assessed valuation = \$1,318.87 property tax. A mill levy can be increased, for example, to help pay for the cost of improved infrastructure, generally through a Financing District (discussed on next page).

Tax Increment Financing

The purpose of Tax Increment Financing (TIF) is to incentivize and attract desired development within key commercial areas. TIF dollars can typically be used for infrastructure, streetscaping, public improvements, land assemblage, and offsetting the cost of development. TIF utilizes future property and sale tax revenues generated within a designated area or district to pay for improvements and further incentivize additional reinvestment. In Colorado, an Urban Renewal Authority (URA) or Downtown Development Authority must be created to use TIF. These authorities have a lifespan of 25 years. Bonds can be issued and then repaid by the taxes collected on the increases in property value within the TIF district after improvements are made. TIF districts require the approval of the Board of County Commissioners in Adams County.

Impact Fees

An impact fee is a one-time fee that is collected from new development to fund capital improvements. Impact fees are not an initial capital-raising mechanism. Rather, they are a way to meet infrastructure needs instigated by a number of new development projects over time. This funding source requires active development to generate funds.

Financing Districts

Business Improvement District (BIDs)

A BID is a private-sector initiative to manage and improve the environment of a business district with services financed by a self-imposed and self-governed assessment. Services financed by a BID are intended to enhance, not replace, existing municipal services. BIDs can finance a wide variety of services, including marketing, maintenance, economic development, public safety, planning, events, and parking management.

BIDs are accountable to those who pay through a board of directors comprised of property and business owners within the district. Services financed by a BID are usually provided by a private-sector organization, not a government organization. BIDs require demonstrated support from owners of personal and real property representing more than 50% of assessed value and acreage. A BID can help with subarea business recruitment and branding, among other initiatives.

General Improvement Districts (GIDs)

A GID is a public infrastructure district that applies an additional property tax or assessment to a specific improvement area to pay for new public infrastructure. GIDs are commonly used to fund shared infrastructure facilities and can be initiated by a majority of property owners. GIDs are well-suited to provide long-term financing for one-time major public improvements, and for ongoing maintenance funding. Only municipalities can create GIDs.

Special Improvement District (SIDs)

SIDs apply special assessments or charges to specific individual properties that will benefit from public improvements. The special assessment is based on the amount of benefit the specific property receives. The most common improvements to utilize SIDs include roads, sidewalks, sewer lines, and water lines. The assessments are typically distributed in an area based on linear feet of road adjacency, the number of lots, or overall area. Special assessments are not property taxes but represent a lien on a property included in the SID. In these types of arrangements, bonds are issued to finance the improvements and the assessments charged to property owners typically represent the sole source of repayment for these bonds. SIDs are particularly well-suited as a method of finance for discrete, one-time public improvement upgrades.

Local Improvement District (LIDs)

LIDs are special assessment districts that can issue general obligation and special assessment bonds. They are used to finance improvements that enhance a designated area (ie street, street lighting, drainage facilities, water and sewer). LIDs can be used by counties with over 100,000 in population.

Public Improvement Districts (PIDs)

A PID is a taxing entity which can finance, construct and maintain public improvements. A PID may be formed to address any type of public improvement service. It has authority to issue debt and to impose a mill levy against real and personal property within the district. PIDs are like GIDs, but are entities that can be formed by Counties.

Urban Renewal Authority (URA)

A URA is a quasi-municipal organization intended to address or redevelop deteriorating or blighted areas. It is common for URAs to utilize TIF to fund improvements. To form an urban renewal project area, the municipality must pass a resolution stating that blight is being eliminated through the URA process and its activities. In addition, a URA must develop a formal urban renewal plan for each project area outlining the proposed public improvements. The municipality can establish an urban renewal area when one or more redevelopment projects with a significant potential tax increment have been identified and have a strong probability of near-term initiation.

Metropolitan District

Metropolitan districts are quasi-governmental entities and political subdivisions of the state that finance, construct, and maintain public facilities. They may finance and maintain street improvements; water, sewer, and drainage improvements; parks and recreation; fire protection; public transportation systems; solid waste; and limited security improvements. Metropolitan districts often apply additional mill levies to development to pay for infrastructure costs and maintenance expenses. They have the power to issue general obligation and revenue bonds to finance improvements.

Regional Transportation Authority

Municipalities and counties may join together to create regional transportation authorities to finance, construct, operate or maintain regional transportation systems, if the electors within the boundaries approve. These authorities can establish and collect tolls, rates, and charges; levy sales taxes, impose an annual motor vehicle registration fee, levy a visitor benefit tax, impose a property tax, and issue bonds.

Other Funding Sources

Public Improvement Fee

Developers impose a Public Improvement Fee (PIF) on retail and service tenants to fund public improvements. PIFs are collected as a fee charged on sales within a set of negotiated categories and within a designated geographic boundary. General obligation or revenue bonds may be issued based on the revenue collected. Because PIFs are fees, they become a part of the cost of the sale or service and are subject to sales tax. Administered through covenants on retail leases, PIFs are usually collected by a metropolitan district established as part of a project.

Incubators

Business incubators provide low-cost space and specialized support to small companies. Such services might include administrative consulting, access to office equipment and training, and assistance in accessing credit. Incubators are typically owned by public entities, such as municipalities or economic development agencies, that subsidize rents and services with grants. In addition to job creation and generating activity, the goal is to have start-up businesses grow and relocate to larger spaces within the subarea. To share resources and knowledge, an incubator within the subarea should consider working in partnership with higher education institutions and CASP.

Foundation and Specialized Grants

The successful implementation of the plan requires realization of projects that range in scale and scope. One type of funding source that becomes increasingly significant when issue-specific projects or programs, such as tourism or small business assistance, are considered is the foundation grant. The County should dedicate resources to monitoring and exploring foundation grants as a funding tool.

Appendix



APPENDIX

Colorado Air and Space Port Subarea Plan State of the Subarea A-3

Colorado Air and Space Port Market Study A-16

Colorado Air and Space Port Spaceport Competitive Assessment A-59