The City’s redevelopment section, Albuquerque Development Services, conducted a scan of large-scale mixed-use redevelopment projects. Three projects were identified that can inform the implementation of the Planned Growth Strategy’s Preferred Alternative. These are the Lowry Redevelopment Project and the Stapleton Redevelopment Project in Denver, Colorado and the 500 West Park Blocks Project in Salt Lake City, Utah.

The projects were selected based on criteria involving large scale, proximity to Albuquerque, mixed-use future development, surrounding low to moderate income areas, and public-private partnerships as an implementation vehicle. It also was important to understand how redevelopment took place on formerly contaminated sites.

The projects include a range of approaches and funding mechanisms that are appropriate especially to redevelopment activities in the County Southeast area and parts of the Atrisco area. These areas are important resources of the metropolitan area and should not be simply passed over for more easily developed parcels without platting, land assembly, and environmental contamination challenges. Such a turn of events is likely to result in lower quality

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**Table 40 Examples of Mixed-Use Redevelopment Projects**

<table>
<thead>
<tr>
<th>City</th>
<th>Project</th>
<th>Implementing Body</th>
<th>Size/Land Ownership</th>
<th>Use/ Surrounding Area</th>
<th>Environmental Issues</th>
<th>Public Sector Role</th>
<th>Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Denver</td>
<td>Lowry Air Force Base Redevelopment</td>
<td>Lowry Redevelopment Authority (LRA)</td>
<td>2,000+ acres; deeded to LRA in stages by U.S. Air Force</td>
<td>Mixed: residential (single &amp; multifamily, affordable housing, transitional housing), commercial, retail, institutional, open space, and recreational; surrounded by primarily residential neighborhoods; some commercial</td>
<td>Former U.S. Air Force base; contamination related to jet fuel, residential landfill, coal-generated steam power plant, and gas station; known trichloroethylene groundwater plume.</td>
<td>Infrastructure investments (roads, sanitary and storm sewers, burying utility lines); open space and park development</td>
<td>$309 million total development costs; 75% through revenue bonds, bank loans, real estate sales and leasing, 25% from federal, state, and local grants</td>
</tr>
<tr>
<td>Denver</td>
<td>Stapleton Redevelopment Project</td>
<td>Stapleton Development Corporation</td>
<td>7.5 square miles; owned by City and County of Denver</td>
<td>Mixed: residential (including affordable housing), urban wildlife habitats, park lands, open space, commercial, restaurant, and retail; surrounded by older (sometimes historic) neighborhoods, commercial, business, industrial, and institutional</td>
<td>Several areas of surface, subsurface, or groundwater contamination associated with former use as airport facility; also asbestos, PCBs, and lead-based paint associated with on-site buildings.</td>
<td>Sale of property; infrastructure improvements; environmental remediation; demolition of buildings and runways, zoning for entire site</td>
<td>Tax Increment Financing and metropolitan districts for funding infrastructure; developer advances; system development fees; state and federal grants, and General Obligation bonds</td>
</tr>
<tr>
<td>Salt Lake</td>
<td>Gateway District/500 West Park Blocks Project</td>
<td>Salt Lake City Redevelopment Authority</td>
<td>650 acres total; some City owned, some privately owned</td>
<td>Mixed: park and open space, commercial, retail, and residential; surrounded by Central Business District, economically deteriorated properties; low-income levels; high levels of under- or unemployed residents</td>
<td>Soil contamination related to former rail yard use and various industrial uses; primary contaminants were polynuclear hydrocarbons, arsenic, and lead</td>
<td>City’s implementation of Park Blocks project crucial to success of surrounding private development; land acquisition, environmental activities, park development, infrastructure improvements</td>
<td>Total development costs approximately $11 million; Tax Increment Financing, municipal building authority bonds, City capital improvement funds, motor fuel excise bonds, special improvement district assessments, federal grants and assistance (Economic Development Administration, Housing and Urban Development, Environmental Protection Agency, Department of Transportation)</td>
</tr>
</tbody>
</table>
growth in the County Southeast and Atrisco areas and less efficient use of already built urban infrastructure.

The Planned Growth Strategy Preferred Alternative considers these two areas to be important locations for future urban growth, as described in Chapters 2 and 3 above. Realizing their potential will involve a new redevelopment partnership among the City, County, land owners, and the private sector.

4.1 Lowry Redevelopment Project, Denver, Colorado

Located in the heart of metropolitan Denver (6 miles east of the Central Business District), this project encompasses approximately 2,000 acres that was formerly Lowry Air Force Base. The Lowry Redevelopment Authority was formed by the cities of Denver and Aurora to serve as the master planner and developer of the former base. Lowry is being deeded over in stages by the U.S. Air Force to the Lowry Redevelopment Authority.

The Lowry Redevelopment Project

The area surrounding Lowry consists primarily of residential single- and multifamily, mixed-income neighborhoods. The master plan for Lowry includes residential development (single and multifamily, affordable, custom, and transitional), commercial development (bioscience, telecommunications, computer services, financial firms, and retail), educational institutions (private and public primary schools, as well as a consortium of colleges and universities), and open space and recreational uses (urban trails, parks, playing fields, an ice arena, baseball diamonds, and public golf complex).

Total redevelopment costs are estimated at $309 million. Approximately 75% of the total amount will be financed through revenue bonds, bank loans, real estate sales, and leasing. The remaining 25% will come from federal, state, and local grants. The Lowry Redevelopment Authority will spend approximately $100 million to replace existing infrastructure, including over four miles of four-lane, median divided streets and 30 miles of local and secondary streets. Nearly 30 miles of water mains, 25 miles of sanitary sewers, and eight miles of storm sewers are being replaced. The entire electric and gas distribution systems are being replaced and all overhead utilities will be placed underground.

The United States Air Force is responsible for all environmental remediation at Lowry. Environmental issues at Lowry include a Trichloroethylene plume in groundwater, and other issues related to former uses, such as a coal-generated steam power plant, a gas station, and a residential landfill.
4.2 Stapleton Redevelopment Project, Denver, Colorado

The former Stapleton International Airport is a 7.5 square mile area that is currently undergoing redevelopment. Located 15 minutes from downtown Denver, the plan calls for a mixed-use, pedestrian-friendly, transit-oriented environment. The plan reinforces Stapleton’s role as a regional employment center, through the creation of compact, accessible communities that integrate uses and create strong ties between the Stapleton site and the surrounding community. Uses encompass 12,000 residential units (including affordable housing), urban wildlife habitats, parks, open space, commercial, restaurant, and retail space. The project site is surrounded by older and sometimes historic residential neighborhoods; commercial, and industrial uses; large institutional uses (located at the former Lowry Air Force Base and Stapleton Airport); the 27-square mile Rocky Mountain Arsenal National Wildlife Area; the Denver County Jail; and a State Diagnostic Center.

Formed in 1995 by the City and County of Denver and the Denver Urban Renewal Authority, the Stapleton Development Corporation is a private, nonprofit organization that serves as the vehicle to lease and sell Stapleton property, which is owned by the City. Infrastructure improvements will be funded through the use of Tax Increment Financing. The Denver Urban Renewal Authority is the only entity in Denver with statutory power to fund redevelopment through the use of Tax Increment Financing.

A master developer, Forest City Enterprises, Inc., was selected in 1998 through a competitive process. Forest City Enterprises is a family-owned and publicly traded business with a commitment to mixed-use urban infill projects. The purchase agreement between Forest City and Stapleton Development Corporation obligates Forest City to buy all developable land (approximately 2,900 acres, appraised value $79.4 million) over a 15-year period (1,000 acres acquired every five years, with a minimum purchase of 200 acres in the first year). In addition to the purchase price, the developer is required to pay a $15,000-per-acre system development fee totaling $44 million to be used by the Stapleton Metropolitan District to construct and develop regional parks and open space. The City is required to accomplish all environmental remediation, demolition of buildings and runways, and zoning for redevelopment. Before Forest City is obligated to buy any land at Stapleton:

- the zoning for the entire Stapleton site must be complete;
- Tax Increment Financing mechanism must be established for funding infrastructure and Title 32 metropolitan district (independent political subdivision with the power to tax property within the district’s boundaries) must be created;
- environmental remediation must occur on particular parcels; and
- structures on specific tracts must be demolished.

Environmental contamination associated with the site includes several areas of surface, subsurface, or groundwater contamination (5-10% of the entire site). A number of buildings on the site also contain asbestos, PCBs, or lead-based paint. The City Council has approved the new zoning and work on the balance of the activities is underway.

Infrastructure funding for the Stapleton project is divided into regional and local aspects. Most of the regional infrastructure needs will be funded through Tax Increment Financing, which will be funded by new property and sales tax revenues generated over 25 years. The funding will be used to directly pay for
East 29th Street Avenue - Stapleton

Town Square Building, Stapleton
infrastructure or to repay bonds or developers’ advances used to build infrastructure. The system development fee (see above) is another funding source that will be used for infrastructure. Other sources include state and federal grants, metro district, private/public partnerships, and General Obligation bonds. Local infrastructure will be funded by developer advances and bonds, both of which will be repaid by a property tax mill levy imposed by the Title 32 Metropolitan District on all land at Stapleton.

4.3 500 West Park Blocks Project, Salt Lake City, Utah

The 500 West Park Blocks Project will involve the creation of a linear park with the reconstruction of 500 West Street, a major north/south street in the Gateway District of Salt Lake City. The 650-acre Gateway District is located just three blocks from the Central Business District of the city, but more than 50% of District properties are deteriorated. The Park Blocks project is expected to help stabilize the area and provide a catalyst for its revitalization.
Project activities include land acquisition; environmental assessment; removal of abandoned railroad tracks by Union Pacific Railroad; removal and replacement of street pavement; construction of curb, gutter, and sidewalk; installation of street lighting and traffic signals; and construction of widened, landscaped “Park Blocks.” The project also will rebuild and upgrade water, sewer, and storm drainage lines; and upgrade other utilities in the area including the burial of overhead electric distribution lines. The total cost of the project is expected to be approximately $11.3 million. The project design was completed, the construction contract awarded, and the project broke ground in year 2000. Project completion is expected in 2001.

The Park Blocks project is critical to the success of the $250 million Gateway Associates mixed-use, mixed-income development that will occupy 30 acres adjacent to the project. In combination, the two projects will stabilize the area, build lender and investor confidence in the Gateway District and support significant job creation. Over 7,300 new jobs are expected to be created. The location of the project is only one block from the City’s Intermodal Transit Hub (currently in the master planning process). Plans to create a park-like corridor west to the Jordan River greenway will provide regional transportation and recreational connections.

Environmental conditions at the site were investigated in Phase 1 and Phase 2 assessments prior to the purchase of the property. An Environmental Assessment was conducted for Gateway Associates before the purchase of land from Union Pacific Railroad, while a Targeted Brownfields assessment was conducted by the Environmental Protection Agency for the City on the remaining parcels. Primary contaminants of concern identified at the site included polynuclear organic hydrocarbons, lead, and arsenic in soil. Soil concentrations exceeded residential and industrial screening levels in some areas but were not characterized as hazardous wastes. Concentrations were generally acceptable for expected adult recreational exposure. The entire project area will be covered with either pavement or landscaping and child play areas will be over-excavated and replaced with clean fill. Solids that cannot be reused on-site will either be sent to an asphalt batch plant or to the local landfill.

Financing for this project involves a combination of sources described below.

- **Tax Increment.** In 1999, the Utah legislature exacted a special two-year authorization that allows redevelopment agencies to use tax increment from an existing project area for cultural or recreational facilities in another project area. As a result, the City was able to use about $1 million in tax increment funds collected in the Central Business District redevelopment project area for the Park Blocks project, which is located in an adjacent area.

- **Municipal Building Authority Bonds.** The City issued a total of $4 million in Municipal Building Authority bonds for a variety of public improvements. Municipal Building Authority bond funding is being used to acquire a portion of the land and to finance the design and construction of the park for the project.

- **City Capital Improvement Funds.** City capital improvement funds were made available for the project through an exchange of funds between the Redevelopment Authority and the City. The Redevelopment Authority had sold tax-exempt bonds to finance a portion of public improvements projects in the Central Business District project area.

- **Motor Fuel Excise Bonds.** A portion of the state gasoline tax is returned to the City. $1.5 million was set aside for the streets work in the Park Block projects using these funds.
- **Special Improvement District Assessment.** A $1.3 million Special Improvement District was created to construct the streets and sidewalks and a portion of the other public utility improvements needed for the project. The remainder of these utility costs will be funded by the City.

- **Federal Grants and Assistance.** This project is supported by the Environmental Protection Agency which conducted the Phase 2 environmental assessment of the property; the Economic Development Administration which provided $1.3 million in funding for street construction; and Housing and Urban Development which made available $500,000 to acquire a portion of the land for future project expansion.
Notes
Section 1


2. Aside from requirements for phasing within new Planned Communities in the Reserve and Rural categories.


4. Memo, Morris Huling, Director Albuquerque Fire Department, to Alan Armijo, Chairman, City Council Capital Improvement Program Committee of the Whole, February 23, 1999.

5. Memo, Morris Huling, Director, Albuquerque Fire Department, to Mike McEntee, Chairman, City Council Budget Committee of the Whole, April 14, 2000.


25. Shared Vision, Creating a Sustainable Future, 7, 15; Planned Communities Forum, 1-5, 11, 12, 18-20, 28-33.


27. Shared Vision, Creating a Sustainable Future, 8.


29. Shared Vision, Creating a Sustainable Future, 12; Planned Communities Forum, 3.

30. Shared Vision, Creating a Sustainable Future, 1, 8, 11, 12, 14, 15.


32. Albuquerque/Bernalillo County, 159.

33. Shared Vision, Creating a Sustainable Future, 8.

34. Shared Vision, Planned Communities Forum, 22-25.


37. Albuquerque/Bernalillo County, 97, 159.

38. Shared Vision, Creating a Sustainable Future, 9, 15.

95. Note that the Transportation Tax has a 10-year sunset.

96. As discussed later, the Planned Growth Strategy recommends evaluating the City’s street rehabilitation need level given widely varying reports.


98. See “Support Infill Development and Redevelopment” in Section 1.3.4.

99. See “Combining Development Inducements and Constraints – Class 1 and 2 Vacant Land” in Section 1.3.6.

100. Memo, Larry Blair, Director, City of Albuquerque Public Works Department, to Mike McEntee, Chairman, City Council Budget Committee of the Whole, March 30, 2000, p. 19.


105. See Part 1, Section 4.3.3 Drainage System Findings, Cost Analysis for Drainage System, and “Projects to Provide New Infrastructure” in Section 4.3.3.

106. See “Infrastructure Rehabilitation and Maintenance Needs” and “Fostering Community” in Section 1.3.4.


109. See Section 1.3.4 Preferences for Albuquerque’s Growth and Development and “Support Infill Development and Redevelopment” within Section 1.3.4.

110. Please refer to “Constraints on Development” in Section 1.3.6 above for a discussion of the reasons for classifying these as separate areas.

111. Note that the blue cross hatching indicating Recently Approved Subdivision turns a blue-green color when printed on top of the yellow color of residential vacant parcels.

112. See “Infrastructure Rehabilitation and Maintenance Needs” in Section 1.3.4. and Shared Vision, Creating a Sustainable Future, 14.


114. Shared Vision, Creating a Sustainable Future, 14, 16.

115. See “Combining Development Inducements and Constraints – Class 1 and 2 Vacant Land” in Section 1.3.6 for the meaning of these terms.

116. Please refer to “Development Inducements – Recent Construction Activity” in Section 1.3.6 for a discussion of the subareas.

117. See “Wastewater system infrastructure” in Section 1.3.6.

118. The 900 acre per year figure was derived in a manner consistent with the Downtown and Balanced Scenarios, i.e., that development intensities would increase somewhat. The Part 1 - Findings Report of the Planned Growth Strategy indicates that average single family residential densities are 5.7 units/acre within the 1960 City Boundary, 4.5 units/acre in the Water Service Area, and 2.6 units/acre outside the Water Service Area. The density increase assumption was endorsed in principle by Shared Vision Town Hall participants. It suggests that average future development (not all development) should be approximately at the current levels within the 1960 City Boundary. (See “Infrastructure Rehabilitation and Maintenance Needs” and “Fostering Community” in Section 1.3.4.) The Preferred Alternative focuses mainly on increased densities along plan-designated corridors and in activity centers. The Planned Growth Strategy also recommends that any increase in development intensity be based upon adopted area, sector, corridor, etc. plans created through the participation of area residents, developers, and other stakeholders. Such policy should result from community participation in a strengthened planning process.


120. Traditional Neighborhood Development principles are summarized below in “Building New Communities on the Fringe” in Section 2.1.3.

121. Traditional Neighborhood Development principles are summarized below in “Building New Communities on the Fringe” in Section 2.1.3.


124. Traditional Neighborhood Development principles are summarized below in “Building New Communities on the Fringe” in Section 2.1.3.

125. For the purposes of the Planned Growth Strategy, Mesa del Sol is considered in Section 2.1.9 dealing with legally defined Planned Communities in the Comprehensive Plan Reserve and Rural Areas although it was annexed during this period.

126. Design Collaborative Southwest Architects.

127. Traditional Neighborhood Development principles are summarized below in “Building New Communities on the Fringe” in Section 2.1.3.


129. Adobe Acres is an exception to this situation.


132. These principles have been described above in “Building New Communities on the Fringe” in Section 2.1.3.

133. These projects are presented in Chapter 4.

134. This term has been discussed above in “Constraints on Development” in Section 1.3.6.

135. These projects are summarized in Chapter 4.

136. These principles have been described above in “Building New Communities on the Fringe” in Section 2.1.3.

137. A summary of the Town Hall participants’ comments are provided in Section 1.3.4 and in the Town Hall reports in Appendix A.

138. See Figure 8 in Part 1.

139. Transfer of Development Rights is described in Section 7.6.

140. See Part 1, Section 2.3.1 Historic Land Absorption, 1990–1997.

141. These areas are described and identified in Chapter 2.0 Preferred Alternative – Subarea Descriptions and on Figures 3 and 18.

142. For a more complete discussion, please refer to “Constraints on Development” and “Combining Development Inducements and Constraints – Class 1 and 2 Vacant Land” in Section 1.3.6.