

# 2060 Comprehensive Plan Growth

Goldilocks had the luxury of trying on for size the furnishings and food with her infamous break-in and entry to the home of the Three Bears – always finding one item too big, another too little, and finally settling on the one that was Just Right. What size should a community strive for? “Too big” may mean social and infrastructure challenges; “too little” may mean limitations in economic growth and services. So, what is “Just Right”?

Most of life’s elements have a natural life cycle – a point at which they have grown to a maximum, sustainable size or age. Some believe sustainable communities also have an ideal size which optimally balances population size, quality of life, and its need for supporting resources.

Community growth, however, is measured in an interwoven pattern of factors: population, geographic size and configuration, employment levels, balance of land uses and services, and regional influences. Sometimes growth is measured in terms of not what is new to an area, but by what is gone - quiet, wildlife, views, adjacent farmland.

Understanding the patterns and trends associated with the growth of a community can facilitate actions to direct, manage, and attract the desired outcomes of the expansion of a city.

“Would you tell me please, which way I ought to go from here?” asks Alice in Wonderland. To which the Cheshire Cat responds, “That depends a good deal on where you want to get to.” “I don’t much care where,” said Alice. “Then it doesn’t matter which way you go,” said the Cat. So, too, is the course of community planning for growth.

A managed growth strategy employs a deliberate set of policies and standards to address stewardship of natural resources, balanced land use, economic sustainability, community identity, quality of life, and public and private resources necessary to effectively and efficiently respond to development. Successful communities do not grow at the expense of their existing neighborhoods and developments. The goal is to formulate a strategy which supports and sustains the existing community, while managing growth in a practical and desirable manner.

*The distinction  
between past,  
present, and future  
is only a stubbornly  
persistent illusion.*

– Albert Einstein



**I.**  
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**SMART**  
**Thoughtful**  
**Economically viable**

## Introduction & Perspective

### Past

When Greeley was incorporated in 1886, it had a population of 2,177. Nathan Meeker envisioned his Utopian community as one that was fairly compact and it was laid out on a grid, to fit within a one square mile area. That area generally lies between present day 1<sup>st</sup> Avenue on the east, 16<sup>th</sup> Street on the south, 18<sup>th</sup> Avenue on the west, and the Cache la Poudre River on the north, and encompassed 177 city blocks, as well as a number of large tracts. Lots were 25' – 200' wide, with a depth of 190'. The two rows of lots on either side of 8<sup>th</sup> Street (Main Street) were 115' deep. East/west streets were named for trees and north/south avenues were named for famous American men. In 1884, streets and avenues were changed to numeric names, beginning with 1<sup>st</sup> Avenue (formerly Franklin Avenue) and 2<sup>nd</sup> Street (formerly Magnolia Street) to emulate the new "Philadelphia Plan." Meeker's original plan for Greeley was, in essence, its first Comprehensive Plan and it envisioned a community based on temperance, religion, education, agriculture, irrigation, cooperation, and family values with a backdrop of the Rocky Mountains.

By 1910, the population had nearly quadrupled in size to 8,179 and there was an estimated 400 automobiles in the community at that time. The original business district was on 8<sup>th</sup> Street, between Lincoln Park and the railroad. The larger commercial and industrial area encompassed the area between 5<sup>th</sup> and 16<sup>th</sup> Streets, and 6<sup>th</sup> and 8<sup>th</sup> Avenues.

Growth continued to the south, toward the university and west of 14<sup>th</sup> Avenue. By WWII, this growing community had reached 23<sup>rd</sup> Avenue. The first zoning regulations in Greeley were adopted in 1928 and were based on regulations from Bismarck, South Dakota and a report on zoning in New York City. These zoning regulations had 32 different land uses listed. The City's first **Planning Commission** was established in 1954 and in 1955, the first land use survey was conducted to determine existing land uses in the community. Future land uses were projected in the City's "Guide for Growth," which included street classifications, as well as business and general business uses; shopping centers; residential areas; industrial areas; civic center; fire stations; and parks.

In 1958, Greeley's first mall, Hillside Shopping Center, opened with 42,000 square feet of retail space and 350 parking spaces. As the Downtown began to decline, many property owners covered the older, "outdated" buildings with glass and aluminum facades in an attempt to make them look "newer", while other buildings like the Post Office were torn down. The opening of the US Hwy 85 Bypass in 1963 created a way to bypass Downtown Greeley and along with the continued growth to the west, may have hastened the decline of downtown. By 1965, a Blue Ribbon Committee of local residents, appointed by City Council, were asked to address the lagging sales in

*Predictions are very difficult to make, especially when they deal with the future.*

– Mark Twain



**PLANNING COMMISSION**  
- the Planning Commission of the City of Greeley.

Downtown and in 1983, 8<sup>th</sup> and 9<sup>th</sup> Streets between Lincoln Park and 8<sup>th</sup> Avenue were closed to vehicular traffic and pedestrian malls were created to revitalize the area.

In 1963, B. H. Cruce, then Greeley's City Manager and Planning Director, presented the City Council with a "Comprehensive Plan Report" which was a compilation of various City plans. His report also suggested plans for a civic center, drainage, solid refuse disposal, sanitary sewer, service center, streets, golf courses, and an industrial park plan. Four existing/future neighborhood areas with future park needs were identified. These future areas covered much of the undeveloped area between 4<sup>th</sup> Avenue and 35<sup>th</sup> Avenue, between the railroad tracks on the north and 28<sup>th</sup> Street (near the Bypass) on the south. In 1963, the business district was 8<sup>th</sup> Avenue, with some business development along 9<sup>th</sup>/10<sup>th</sup> Street. In addition to future plans for new development, the 1963 report also suggested a plan for neighborhood rehabilitation, to address code enforcement and the rehabilitation and conservation of the Colony Quarter.

The largest period of growth in Greeley occurred in the decade between 1970 and 1980, when population increased by over 36.0% (from 38,902 to 53,006). Construction boomed throughout the community, as its first 100 years were celebrated. New buildings on the UNC campus, new shopping malls, and new housing units were built. Western growth was spurred by the purchase and development of the Hewlett-Packard site on West 10<sup>th</sup> Street in 1980. Housing and commercial services that support housing sprung up around the area. The move of the State Farm corporate offices to the Promontory development in 2000 retained this important employer in Greeley. This was followed shortly thereafter with the adjacent construction of the corporate ConAgra headquarters. This western location for offices provided easy access to I-25, but the services to support employees at this location and the housing that followed in Promontory have yet to be built. Residents of this area must still travel over five miles to the nearest grocery store and often further for other daily conveniences. The location of this development at Greeley's west edge has also led to the leakage of sales tax revenues, as residents have found that the retail and restaurant uses in Loveland's Centerra development are closer than many locations in Greeley.

### **Present**

Greeley's population was estimated at 93,543 as of January 2008. Population has grown at a fairly stable rate over the past 20 years, with an average annual growth rate of 2.89% during this period; however, in 2008, population growth hit its lowest point since 1991, when population growth was nearly flat (see Table GR1-Historic Population Growth). Since 2000, the highest single annual growth occurred in 2001, when population increased by 3.79%. The area encompassed by the city also grew, from 31 square miles in 2000, to 46.42 square miles by the end of 2008.

Based on the City's **Capital Improvements Plan** projections, the population growth rate is expected to average just 0.8% over the next six years (ranging from 0.2 – 1.5%). Much of the growth that has occurred in the past five years has been west of 71<sup>st</sup> Avenue and the community now stretches about 15 miles from east to west. This linear pattern of growth has resulted in increased distances for many residents driving to work, school, shopping or for entertainment and for the provision of City services.

Table GR1 – Historic Population Growth 1950 - 2008		
Year	Population	Average Annual Growth Rate (%)
1950	20,354	--
1960	26,314	2.92
1970	38,902	4.78
1980	53,006	3.62
1990	60,536	1.42
2000	76,930	2.70
2001	79,844	3.79
2002	81,502	2.08*
2003	84,145	3.24
2004	85,661	1.80*
2005	88,108	2.86
2006	90,041	2.19
2007	91,045	1.1%
2008	93,543	2.7%**

Source: Greeley Demographic Profile, 2008

\* 2002 experienced an all-time high new housing construction growth rate of 4.14%; a similarly large rate of growth occurred in 2004 at 3.19% with a corresponding highest ever multi-family vacancy rate of 12%

\*\*actual population rate for 2008 was relatively flat; the increase in growth rate is due to an adjustment in the persons per household count from 2.63 to 2.7 pph as put forth from the American Community Survey, and anecdotally supported from City Water Department water use information.

Population density has decreased over time, as a result of the emphasis on building single-family homes during the past several decades. Table GR2 shows the effect lower-density development has had on the physical area of the city and on its population density. The population density between 1948 and 1998, as measured in dwelling units per acre, dropped by more than one-half, as low-density suburban-style development took place of the higher density form of development of pre-WWII. The population and resulting population density projected out to 2060 for full build-out of the City's current Long Range Expected Growth Area (LREGA) show a slight increase in

**CAPITAL IMPROVEMENTS PLAN (CIP)** – a plan for future capital improvements to be carried out during a specific time period and prioritized, along with cost estimates and the anticipated means and sources of financing each project. Improvements include acquisition of property major construction projects or acquisition of equipment expected to have a long life.

persons per square mile; however, if a suburban style of development continues, population density would not be expected to reach a level that is high enough to support, among other things, an efficient transit service, with half-hour headways.

<b>Table GR2 – Community &amp; Population Growth, 1948 - 2060</b>			
	<b>1948 City Limits</b>	<b>1998 City Limits</b>	<b>2060 Long Range Expected Growth Area (LREGA)</b>
<b>Population</b>	20,000	72,000	282,000*
<b>Square miles</b>	3.67	29.52	90.7
<b>Population density (persons per square mile)</b>	5,450	2,440	2,650

\* Source: Greeley Planning Department; Population projection provided by Greeley Water Department, based on average annual growth rate of 2.10% after 2010

In addition to the changes in the physical growth of Greeley, there have also been demographic changes that have occurred along with this growth. Table GR3 shows the age structure in Greeley and compares the rates of growth between 1990 and 2000. Estimates from the 2006 American Community Survey (ACS) are also included for comparison. For the decade between 1990 and 2000 the 45-54 age range, one of the Baby Boomer age groups, saw the largest increase while the 65-74 year olds had the smallest increase. The growth that occurred between 2000 and 2006 included a loss in population of the under-5 age group, while the over-75 year olds had only a 1.22% increase in population and the 20-24 years old had the largest increase of 43.63%. As the Baby Boomers age, the age ranges of 55 and older will continue to swell, followed by the Echo Boomers (children of the Baby Boomers), who are now in the 10-34 age range and make up more than one-third of Greeley’s population. Over the past decade, gender rates have shifted, with 49.0% of the population being female and 51.0% male in 2006, compared with the 1998 population, where 51.0% female and 49.0% was male.

<b>Table GR3 – Age Structure in Greeley , 1990 - 2006</b>					
<b>Age (Years)</b>	<b>1990</b>	<b>2000</b>	<b>Rate of Growth 1990 - 2000</b>	<b>2006</b>	<b>Rate of Growth 2000 - 2006</b>
<b>Under 5</b>	4,548	5,734	<b>26.07%</b>	5,665	<b>-1.20%</b>
<b>5-9</b>	3,620	5,604	<b>54.80%</b>	6,706	<b>19.66%</b>
<b>10-14</b>	3,954	5,293	<b>33.86%</b>	6,097	<b>15.18%</b>
<b>15-19</b>	5,531	7,869	<b>42.27%</b>	9,608	<b>22.09%</b>
<b>20-24</b>	7,632	9,830	<b>28.79%</b>	14,119	<b>43.63%</b>
<b>25-34</b>	10,009	10,987	<b>9.77%</b>	14,346	<b>30.57%</b>
<b>35-44</b>	8,615	9,992	<b>15.98%</b>	11,426	<b>14.35%</b>
<b>45-54</b>	5,057	8,791	<b>73.83%</b>	10,489	<b>19.31%</b>
<b>55-64</b>	4,022	5,019	<b>24.78%</b>	7,235	<b>44.15%</b>
<b>65-74</b>	3,536	3,804	<b>7.57%</b>	4,210	<b>10.67%</b>
<b>Over 75</b>	3,166	4,007	<b>26.56%</b>	4,056	<b>1.22%</b>

Source: 1990, 2000 Census; 2006 American Community Survey

Greeley’s population has seen an increase in racial and ethnic diversity over the past decade. In the 2000 Census, the population was 82.9% White, while African Americans, Native Americans, and Alaskan Native Americans accounted for about one percent; Native Hawaiian and Pacific Islanders accounted for about one-third of one percent; and 15.4% were people of other races, or mixed races. People of Hispanic or Latino origin accounted for 29.5% of the population. The 2006 estimates do not provide data for all races or origins, but several trends are apparent from recent information gathered in Greeley. These trends are that the Hispanic (or Latino) population appears to be experiencing continued growth, as is the Somali population. Approximately 400 Somali immigrants are living in Greeley, largely due to federal immigration action. Future trends anticipate a growing cultural diversity in the community, which is shown by the 33 different countries represented by students enrolled in the Greeley/Evans Weld County School District 6.

In the 2020 Comprehensive Plan, several growth scenarios were developed and evaluated. The emphasis of these scenarios included whether the City should try to obtain frontage on I-25 and retain a visual and physical separation from other adjacent municipalities as described in the Community Separators study. Because of development that has occurred along US Hwy 34 in Johnstown and Loveland since adoption of the Plan, Greeley was not able to reach I-25. Greeley development along US Hwy 34 currently reaches out to WCR 17 which also mirrors the western edge of the City’s Long-Range Expected Growth Area (LREGA).

The City has evaluated and updated the Mid-Range Expected Service Area (MRESA) on an annual basis, as part of its Capital Improvements Plan (CIP). The CIP is used to identify and prioritize the City’s needed

*We are made  
wise not by the  
recollection of our  
past, but by the  
responsibility for our  
future.*

– George  
Bernard  
Shaw

capital improvements for the following five-year period. The underlying premise of the CIP is to maintain the existing level of services and ensure that future development has this same level of services. Service areas included in the CIP include Water and Sewer, Public Works, Parks and Recreation, Police, Fire, and Leisure Services. The MRESA has been the geographic area intended as the area for capital expansion and new development over the next five-year period. The area has been based on CIP projections for population and housing units and is the area projected to have a full complement of governmental services available to developments planned for the area.

The 2008 CIP shows a capacity to build an additional 12,077 housing units within the Mid-Range Expected Service Area and within the existing City limits. The CIP assumes an average household size of 2.7 persons, which results in an additional population of 32,608 people that can be accommodated in the 2008 MRESA. The CIP also looks at a variety of growth scenarios that represent low, medium, and high levels of construction for the purpose of developing population and housing unit projections. Developments must be within the MRESA in order to obtain building permits. Building permit activity has slowed significantly since 2005, when 833 housing units were built. In 2007, only 168 new housing units were built and 2008 only netted 86 new housing units. This is a growth rate of less than one percent. This trend to a slower rate of growth is expected to continue for the next several years until the housing market rebounds. Building permits were issued for 2,341 new single-family homes in the five years between 2003 and 2007 and during this same period, permits were issued for 293 new multi-family units. This 2060 Comprehensive Plan suggests a shift away from the MRESA to a smaller, more precisely defined area within which capital improvements are actually budgeted vs. projected.

The City's Water Department has tracked water usage in Greeley for nearly 100 years. Using a ten-year average for water resources planning purposes, the Department has determined that residents use an average of about 154 gallons of water per person, per day. Drought restrictions put in place from 2002 - 2003 showed a marked decrease in demand, but demand has once again reached the ten-year average levels. With population growth at 2.54% for the past 95 years, and using a population growth rate that drops to 2.25% after 2010, the projected population for water planning purposes is 240,000 people by the year 2050. This projection also means that Greeley's water demand will double in forty years and demand will exceed water supply in 20 years (or by approximately 2030. Water and irrigation have always played an important role in Greeley, from the founding of the community, to the present and will continue to play a key role in future growth.

# Promotes a complete community Sustainable

City of Greeley Projected Population Growth

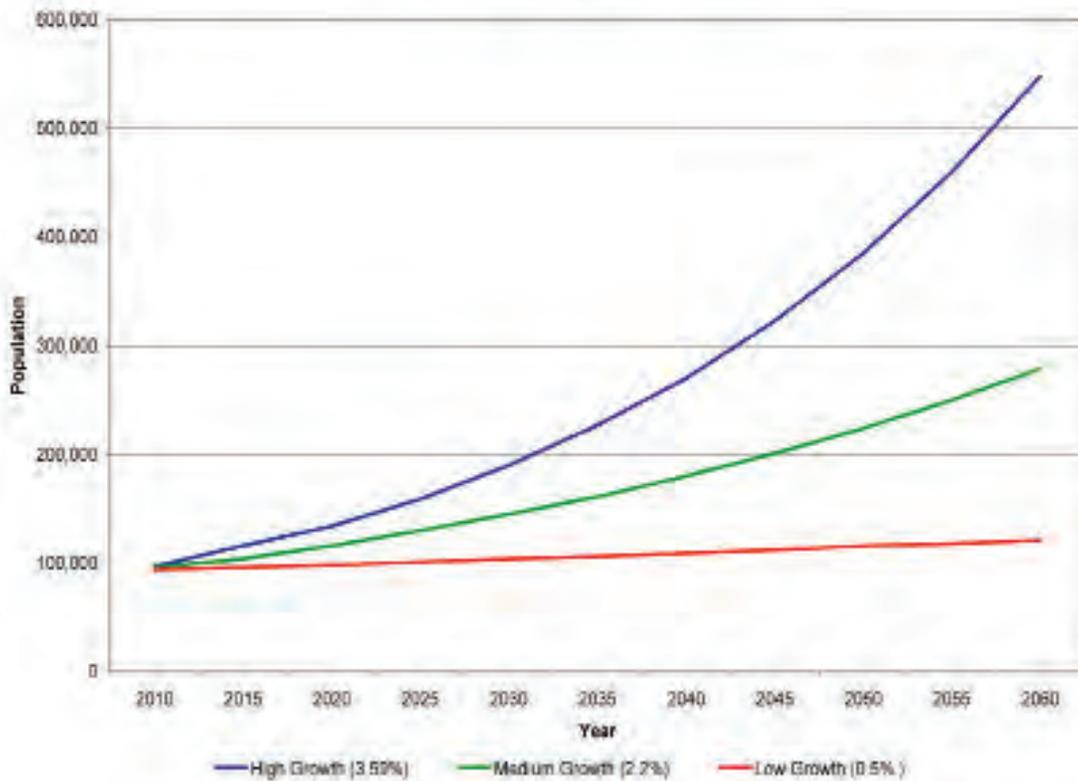


Table GR4 – Projected Population Growth

Source: City of Greeley Planning Department, 2008

The balance between the location of employment and the location of housing units has become more important in recent years. In the past, communities that had more housing units and fewer jobs exported employees out of their community each morning, as these “bedroom” communities were not able to provide employment opportunities for many of their residents. Other communities may have a heavier emphasis on employment, which can result in escalating housing costs. Balance between employment and housing is important for reducing congestion and the amount of vehicle miles traveled (VMT); reducing travel time; lowering personal transportation costs; and for reducing emissions and improving air quality. As transportation costs have increased sharply in recent months, the stress of commuting has increased and the impacts of commuting are felt regionally. In recent years, “drive till you qualify” meant that people were willing to drive longer distances to work in order to purchase a home. Now, commuting costs are making this difficult for many. Employers are looking for ways to help improve this balance by using such techniques as telecommuting, and flexing work schedules while local governments are evaluating the relationship between the location of jobs and housing for the employees who hold these jobs.

A growing trend in recent years in community planning has been toward “smart growth”. Smart growth is using comprehensive planning to guide, design, develop, revitalize and build communities that:

- have a unique sense of community and place;
- preserve and enhance valuable natural and cultural resources;
- equitably distribute costs and benefits of development;
- expand the range of transportation, employment and housing choices in a fiscally responsible manner;
- value long-range, regional considerations of sustainability over short-term incremental geographically isolated actions; and
- promote public health and healthy communities

In Colorado, smart growth was outlined in a state-wide plan in 1995, which resulted in the Office of Smart Growth being created in 2000. The principles of smart growth include such things as creating a wide-range of housing opportunities; using a mix of land uses and compact building design; creating walkable neighborhoods and communities that have a distinct “sense of place”; preserving open space, farmland, and critical environmental areas; directing development to existing cities; providing a variety of transportation choices; making development decisions that are predictable, fair and cost-effective; and encouraging community and stakeholder collaboration. Some of these principles are already addressed in the City’s Development Code and have been accomplished on recent developments. Others, such as the creation of “sense of place” are more elusive and difficult to define. “Sense of place” may best be described as the result of achieving all of the other principles of smart growth.

The City’s annexation of over 7,000 acres of land and zoning that land H-A Holding Agriculture, offers a significant opportunity to plan the future development of these areas. The H-A District was created in 1999 and is a “holding” or transitional district for land that was annexed at the request of the property owner, yet there are no immediate plans for development of the property. Agricultural use of the land is permitted to continue under this zone. Much of this land area is located to the west/southwest of 71<sup>st</sup> Avenue and US Hwy 34. These areas must be rezoned in order for development to occur and they offer an opportunity to achieve a number of goals and objectives, while planning for and achieving such things as a greater mix of land uses, more compact development, walkable neighborhoods and that “sense of place” promoted by smart growth.

*Cherish your visions  
and your dreams,  
as they are the  
children of our  
soul; the blueprints  
of your ultimate  
achievements.*

– Napoleon Hill



## Patterns

The following key trends related to growth have been identified:

- Increased cultural diversity of the community is expected, particularly in the Hispanic/Latino and African American populations
- Greeley is predominantly a community of single-family detached homes and traditionally, this form of housing has been at a much lower density than may be desirable for the delivery of utility and transportation services
- Transportation costs are expected to be volatile , resulting in a greater emphasis on the balance between employment and housing opportunities, as well as school and shopping locations
- Future growth in other areas of the LREGA could provide more of a balance to the City's current linear east-west growth pattern
- Future growth will be reliant on water supply

## Progress

Since the adoption of the 2020 Comprehensive Master Plan, many of the action steps of the plan have been accomplished, or are in process. The following "report card" summarizes some of the key accomplishments. The full Growth Report Card can be found in the Appendix of this document.

- Adoption of the Key Community Indicators and update to these indicators on a five-year basis
- Annual updates to the Greeley Trends Report, a demographics report prepared by Planning staff
- Annual review of the City's growth and service boundaries
- Adoption and implementation of Intergovernmental Agreements with Weld County for specific areas (US Hwy 34 Employment Corridor; East Greeley area; North Greeley Industrial Rail corridor)

## Potential

The following Growth Themes project a vision of a 2060 Greeley as:

- Smart
- Economically viable
- Promotes a complete community
- Sustainable
- Balance natural resources with growth demands
- Accommodation
- Explore density options
- Intergovernmental cooperation
- Community separators
- Regional cooperation
- Thoughtful
- Integrated open space within the community
- Conservation

## Promise

Sustainable and strategic community growth

*Leaders establish the vision for the future and set the strategy for getting there; they cause change. They motivate and inspire others to go in the right direction and they, along with everyone else, sacrifice to get there.*

- John Kotter



C Develop intergovernmental agreements with adjacent communities to promote the cost effective delivery of municipal services through shared efforts while also complementing the perceptions, distinct boundaries, and identity of each community..... 21

D Explore the options to co-locate oil and gas drilling operations to promote efficient development of surface uses .....22

# Accommodation

## Explore density options

## ◆ GROWTH ◆

**GOAL:** Employ a strategic growth management plan that promotes Greeley as an attractive and appealing community in which to live and work which sustains its high quality of life through the effective and efficient delivery of governmental services and careful stewardship of its natural resources

### OBJECTIVES

#### GR1 POPULATION AND DEMOGRAPHICS

##### A Anticipate needs for infrastructure development and growth demands in a foresightful manner

- 1 Continue to estimate and publish annual population changes using the **Bureau of the Census** as a base from which to estimate community growth
- 2 On a periodic basis, develop population estimates and growth scenarios to help shape desired community development
- 3 Monitor the construction of new dwellings, structures, businesses, and industry to track development trends, estimate impact to other municipal services and budgets and project future infrastructure needs through its annual Capital Improvements Plan
  - a Annually review and update the City's Adequate Public Facilities Area (APFA) as described in the Development Code concurrent with **annual growth and development projections** to assist in the planning and funding of municipal infrastructure to accommodate growth

##### B Calculate trends which measure the community progress in areas of greatest concern

- 1 Identify key indicators which represent trends that have an undesirable impact on Greeley's quality of life standard and work with community agencies and organizations to formulate a strategic response to correct conditions leading to the negative trend

##### C Maintain attention to demographic statistics, trends, and forecasts in order to act on important changes and opportunities affecting community development

**ANNUAL GROWTH AND POPULATION PROJECTIONS** – projections prepared annually by the Greeley Planning Office to estimate future population growth in Greeley.

**BUREAU OF THE CENSUS** – federal agency responsible for gathering demographic and economic data for the United States.

- 1 Adopt, through this Plan, the Community Indicators report (June 2008), which measures Greeley’s status and progress in various area of local concern as it grows in population and physical size (see Appendix B)
  - a Review the indicators and share findings with community agencies most affected by the trends
  - b Monitor the status of key indicators on an annual basis, or periodically if data is collected in such a manner, to ascertain community health and success in sustaining or impacting important trends
  - c Update the full Community Indicators report at 5-year intervals to maintain access and review of important community trends toward desired outcomes
- 2 Evaluate local population trends in order to better anticipate and respond to service needs, such as transportation of an aging population, or bilingual services for non-English speaking citizens

**D Identify and stimulate development in areas of desired growth**

- 1 Collect and evaluate use trends of municipal services, as they relate to population patterns to estimate and plan for the future needs of community residents for such areas as parks and recreation, entertainment and leisure, utility usage, public safety and emergency services,
- 2 Research key population size or economic thresholds associated with certain types of growth to ascertain opportunities or cautions associated with certain community size levels as it relates to community attributes
- 3 Evaluate the cost benefit ratio associated with the size of the community “footprint” in determining the benefits and cautions related to the physical size of the community relative to provision of public services in a cost effective manner

**GR2 NATURAL RESOURCES & GROWTH**

**A Direct growth in a manner which creates the least impact on the natural indigenous environment**

- 1 Cooperate with regional partners in the effective and efficient management of water resources to accommodate future area growth (see also EN2A7)

- 2 Complete a basin wide storm drainage study to identify sites for regional drainage detention facilities and a finance mechanism to provide for their construction in order to effectively establish such improvements in accommodation of urban growth (see also CD1D3, CD3B1, EN2B7, LU6B1 and PR2A3 and PR2B9)
- 3 Encourage the extraction of recoverable resources, such as aggregate material and oil and gas, in advance of **annexation** and/or surface development (see also EN5C1)
  - a Develop intergovernmental agreements with Weld County to assure that the manner of mineral extraction and reclamation is consistent with City standards within its **Long Range Expected Growth Area**. Such an agreement should address the provision of buffer areas from existing development and sensitive natural areas

**B Manage resources to assure that, as development occurs, important natural features are protected or enhanced through effective stewardship**

- 1 Utilize the 2060 Comprehensive Plan’s physiographic and capital improvements maps to ascertain the most logical, cost effective, and desirable areas in which to extend the physical boundaries of the city based upon the location of natural resources, topographic considerations, and other impediments to efficient land development consistent with the policies of this 2060 Comprehensive Plan (see also EN5DE)

**C Secure and protect meaningful public open space areas within and proximate to the city (see also PR2A16)**

- 1 Identify those areas which have natural features which possess special qualities that should be protected from development encroachment and where particular treatments would promote the co-existence of urban and open lands
  - a Review various community master plans including the Parks and Recreation Master Plan, **Poudre River Trail Master Plan**, and the **Comprehensive Drainage Master Plan** to ascertain areas of potential protection
  - b Explore land use tools to assist in the preservation of important natural features, farmlands, and open space while permitting growth conducive to a shared objective (see also PR2B6 and LU7D)

**ANNEXATION** – the incorporation of land into an existing community with a resulting change in the boundaries of that community.

**COMPREHENSIVE DRAINAGE MASTER PLAN** – the storm drainage plan for the City of Greeley, adopted in 1998, revised in 1999.

**LONG-RANGE EXPECTED GROWTH AREA (LREGA)** – the area within which community growth is expected for the next 20 plus years and which encompasses all other growth and service area boundaries for the City.

**POUDRE RIVER TRAIL MASTER PLAN** – a plan for future improvements and access along the Poudre River Trail Corridor adopted in 1995.

**GR3 GROWTH BOUNDARIES AND COMMUNITY FORM**

**A Plan, guide and accommodate growth that promotes the most efficient use of resources and maintains or improves the quality of life standard for its residents**

- 1 Adopt, through this 2060 Comprehensive Plan, the Growth & Service Area Map which depicts the Long-Range Expected Growth Area (LREGA), the Adequate Public Facilities Area (APFA), and the Cooperative Planning Area (CPA), as illustrated on Exhibit B. The CPA's reflect areas with approved development referral agreements or intergovernmental agreements describe shared community development goals to provide a planned area of desired and expected community growth for the life of this 2060 Plan
  - a Review the LREGA boundaries as part of the annual growth projections and preparation of the Capital Improvements Plan. Minor amendments which extend the boundaries up to ¼ mile in any one direction may be approved as part of this annual review. Major amendments must be addressed in accordance with the provisions as set forth in this Plan
  - b The following assumptions and objectives are incorporated into the establishment and amendment of the LREGA boundaries:
    - i No Greeley urban growth is planned east or south of the confluence of the Cache la Poudre and South Platte rivers;
    - ii Political and service boundaries will be considered, as described in intergovernmental agreements which define municipal annexation boundaries;
    - iii Annexation of land is appropriate in areas where no urban development is anticipated if another community goal is achieved such as procurement of open land for a community separator/buffer, or for open space or conserved farmland use;
    - iv Except as it relates to the **Strategic Employment Development Corridors** as identified on the Land Use Guidance Map (Exhibit A), development within the Redevelopment District and the Adequate Public Facilities Area (APFA) will be a priority to accommodate new growth
    - v A compact urban form is desirable to linear physical growth or development patterns which promote **sprawl** or leap-frog development that results in less efficient use of capital improvements or municipal services

**SPRAWL** – development that is usually low-density in nature and located in areas that were previously rural and typically some distance from existing development and infrastructure.

**STRATEGIC EMPLOYMENT DEVELOPMENT**

**CORRIDOR (SEDC)** – a 1-mile wide corridor along U.S. Highway 34 from S.R. 257 to I-25 within which industrial and employment land uses are intended for development.

- vi New residential growth will be encouraged to develop at a target average net density of no lower than 6.0 **dwelling units**/acre
  - vii Growth north of the Cache la Poudre River is desirable and efforts should be proactively pursued, such as water infrastructure and services, to expedite resolution of development challenges in this area of the community
- d The **Cooperative Planning Areas (CPA)** are those areas which represents transitional development and development referral areas between Greeley and adjacent municipalities and for which there is common interest in complementary development
- i Pursue intergovernmental agreements within the CPA which fosters efficient installation of capital improvements and which could also include sharing revenue and land use decisions, such as open space, trails and other area development to the benefit of all area governments and communities
  - ii Include property owners and Weld County Government in all such discussions and agreements
- 2 As adopted through this 2060 Plan, the Adequate Public Facilities Area (APFA) represents the area within which full and adequate municipal infrastructure and services are in place or scheduled within the City's bi-annual budget to accommodate planned growth. The APFA area infrastructure shall include:
- a Streets and associated improvements (e.g. streetlights, sidewalks, bike lanes)
  - b Water and sewer lines and service
  - c Park, trails and open space
  - d Area drainage and detention facilities
  - e Police services
  - f Fire protection & emergency services
- 3 Restrict development to the APFA except where the following occurs under Alternative Compliance:
- a The developer of the area outside the APFA provides the equivalent level, or cash-in-lieu at a rate determined by the City, to install that infrastructure which would otherwise be provided by the City through its Capital Improvements Plan

**COOPERATIVE PLANNING AREA (CPA)** – areas of mutual development interest between Greeley and its adjacent communities for which it has formal agreements.

**DWELLING UNIT** – one (1) room, or rooms connected together, constituting a separate, independent housekeeping establishment for owner occupancy, or rental or lease as a single unit, on a monthly basis or longer, physically separated from any other room or dwelling unit which may be in the same structure and served by no more than one (1) gas meter and one (1) electric meter.

**POLICY** – a statement of intent against which individual actions and decisions are evaluated.

- i Establish a process whereby the developer may submit a plan for infrastructure development, demonstrating its adequate installation, to the satisfaction of the City, commensurate with the private development. Such plan shall also discuss and consider municipal service delivery associated with the capital improvement installation, such as maintenance obligations, personnel (such as fire fighters) and similar impacts to City obligations
    - ii Provide an accounting of the actual investment in required infrastructure (not including interest) and a system whereby the original developer may be reimbursed by other development which is allowed to advance due to the installation of the infrastructure. The period for reimbursement should not exceed ten years and be payable only to the original developer, or assignee if such information is provided in writing to the City in a timely manner
  - b Amend the Development Code to formalize the method of establishing the APFA
    - i If development is proposed outside the APFA boundary, identify what new or expanded infrastructure would be necessary and appropriate for the developer to provide to support the proposed new construction as well as the timing for installation of such new infrastructure. In general, the developer shall provide a complete expansion of the APFA infrastructure at equivalent service levels
    - ii Establish a system that graduates the development fees due by the development, in addition to the infrastructure expansion, proportionate to its distance from the APFA
    - iii Develop a mechanism for subsequent developers who benefit from the new infrastructure to reimburse a pro-rata share of the cost of the new infrastructure if subsequent development occurs within ten years of its initial installation or expansion
- 4 Major influences to the rate of city population growth as described under Comprehensive **Policy** Section GR1 should be monitored to ascertain trend and development patterns and better respond to market changes. Such influences would include items such as:
  - a Annexation and projected urban growth boundaries of adjacent communities;

- b Expansion or growth in major transportation systems including:
    - i US Hwy 34
    - ii US Hwy 85
    - iii Rail Corridors
    - iv Area airports
  - c Pending development of a major employment area or Regional Activity Center
  - d Cost and availability of major utilities and services
- 5 Measure and monitor the cost of development as it relates to the provision of municipal infrastructure and services at equivalent and appropriate levels throughout the community and adjust development fees in a timely manner and as appropriate to provide a predictable and adequate revenue source from which to accommodate growth consistent with the other goals of this 2060 Plan
- a Plan areas in advance of development so the City can identify the level of services that the City and other entities need to provide to accommodate the anticipated development
- 6 Explore options to share governance, costs and revenues in those areas described as Cooperative Planning Areas on the Land Use Guidance Map
- B Establish clear standards under which a property may be annexed and/or developed**
- 1 When considering a proposed annexation, the City should find persuasive evidence that the inclusion of the property into the City’s jurisdiction meets Comprehensive Plan growth objectives and can be developed in a manner which will be a positive addition to the city, improve the quality of Greeley’s neighborhoods, and can be provided with municipal services
- a For each proposed addition of land into the corporate boundaries, an annexation impact report should be completed by the City which discusses the appropriateness of the annexation relative to the LREGA boundaries, impact to taxing districts, financial impact to provide services to the new site, environmental aspects, and other such considerations as may be called out in this 2060 Plan (see also EC4C1b, ED1A4, EN5D, LU1B2and PS1A4)
  - b Develop a method the City can use to anticipate, monitor and respond to the cumulative fiscal impacts of new development as build-out occurs

# Intergovernmental cooperation Conservation

- c Consider annexation of enclave tracts as soon as they are eligible for incorporation into the City
  - d Pursue adjustments to City fee and tax structures related to development, such as arterial street fees, water and sewer plant investment fees, and related areas in order to credit and encourage greater infill and redevelopment (see also RE1B)
- C Develop intergovernmental agreements with adjacent communities to promote the cost effective delivery of municipal services through shared efforts while also complementing the perceptions, distinct boundaries, and identity, of each community**
- 1 Pursue intergovernmental agreements with adjacent governmental entities and property owners to establish cooperative methods of accommodating community development objectives related to the efficient and effective delivery of municipal services to city residents and businesses; community design and development goals concerning key entryways area open lands and community buffer areas; and orderly community growth
  - 2 Take action to annex and manage through intergovernmental agreements the development of the US Hwy 34 route into Greeley from the west, especially along the Strategic Employment Corridor with attention to the following:
    - a Use various means, such as the City's Industrial Water Bank, to provide incentives to promote the location of desired industry and employment in this area, consistent with the Economy Chapter of this 2060 Comprehensive Plan
    - b Work with corridor property owners to establish a means to accomplish development of desirable industrial and employment uses along the corridor, while retaining important open space and distinction, separation, or buffering from other area communities
    - c Develop standards for qualified industrial and employment uses which provide high quality design, generous setbacks from rights-of-way which effectively provide a sense of expansive open areas and entryways, attractive site design, and compatible landscape treatment considering the xeric nature of the area, adjacent land uses, and the objectives of this 2060 Plan relative to entry- way treatment and natural resources management

# Community Separators

# Regional cooperation

- d Work with adjacent communities and Weld County government to forge agreements that reflect a cooperative posture in providing infrastructure services to qualified and desired industries

**D Explore the options to co-locate oil and gas drilling operations to promote efficient development of surface uses**

- 1 Maintain adequate building and land use setbacks and site design standards relative to oil and gas development to limit public exposure and property improvements from risk in the case of explosion or fire (see also PS2A 3)
  - a Allow for Alternative Compliance, such as the construction of blast walls or other engineering solutions which allow the equivalent level of safety as provided by the designated setback standards to allow more productive or attractive surface area development