

2060 Comprehensive Plan

Land Use

First impressions of a community will rest upon the types of land uses which initially greet the newcomer, as well as how attractively those uses are designed and blend together. Long stretches of strip commercial defined by “franchise architecture” or blocks of cookie cutter subdivisions leave uninteresting and unmemorable impressions and result in a community which is functionally limited.

Decisions about land use are vital to determining a city’s economic health, quality of life, ability to function safely, effectively, and efficiently and the degree of community satisfaction among its occupants. Often, there is a need to weigh what may seem to be opposing interests. A business looking for a community location wants to know if there is adequately zoned land for its use available in attractive locations. Residents tend to seek homes which are protected from disparate land uses which generate heavy traffic, noise, or other undesirable impacts. Public use areas, such as parks, libraries, and recreation facilities, need to be located in convenient, easily accessed areas.

Such land use considerations are sensitive and deserve well thought-out locations for various community uses that offer some predictability for neighboring properties, such as with building and site design that is defined and sustained. Attentive planning and consistent decisions with land use projects will help avoid bitter and expensive zoning battles and unnecessary on-going conflicts arising from poorly gauged development impacts. Good direction concerning appropriate locations for land uses will also allow for better planning and beneficial opportunities for complementary uses, such as schools, parks, detention facilities, and fire stations.

Traditional zoning calls for separation of very different land uses through a series of graduated levels of land use intensity. Many contemporary approaches support new development which blends different uses by employing higher design standards to improve compatibility. Such techniques may reduce automobile use through more integrated neighborhood land uses and result in more attractive developments and, ultimately, a more vibrant and interesting community. Such techniques may be especially productive in older areas which must protect and blend well established uses with newer “infill projects.”

Ultimately, a harmonious balance of land uses should be sought which supports appropriate business interests and sustains desirable neighborhoods, and provides attractive and interesting corridors into and throughout the community.



Introduction & Perspective

Past

Founder Nathan Meeker had a vision of a community of 1,600 people living in a one square mile area; by June 1870, Greeley had 150 homes under construction and a population of 500 people. In 1871, the first church was built and the first school, Meeker School, was built in 1873. By the 1880s, the community was as far west as present day 14th Avenue. The State Normal School, forerunner to the University of Northern Colorado, started in 1889. The commercial area was centered in what is Downtown Greeley today and the decade between 1900 and 1909 saw much growth in and around this area, including Greeley's first hospital, commercial buildings, a new city hall and fire station, library, and municipal water system, along with more residential development. Industrial development during this decade included the Great Western Sugar Factory, a starch factory, and the Kuner-Empson Canning Company. Schools and parks were built to support the residential neighborhoods that surrounded the downtown and areas west to 14th Avenue. The decade between 1910 and 1919 saw new buildings constructed at the college, a new courthouse, new high school, new post office, and construction of the Sterling Hotel and Theatre.

By the 1920s, a full complement of land uses existed in Greeley and, as a result, its first Zoning Ordinance and map were adopted in 1928. This ordinance was written by S. R. DeBoer, planner and landscape architect for the City of Denver and it included zones for residential, commercial, and industrial uses; transportation corridors; and parking lots "integrated with commercial structures." By 1954, the first Planning Commission was formed and in 1955, Greeley had its first land use survey to determine where land uses were occurring. The original portion of the Hillside Shopping Center opened in 1958, with 42,000 square feet of retail space and an adjacent parking lot for 350 cars. In 1961, the City projected future land uses for the first time in its "Guide for Growth." This guide included street classifications, as well as zoning categories for business, general business, shopping center, single-family residential, multi-family residential, industrial, civic center, fire stations, and parks/proposed park sites. In 1963, a Comprehensive Plan Report, which assembled the various plans adopted by the City, and suggested such improvements as a civic center, drainage, sanitary sewer, service center, solid refuse disposal, streets and highways, golf courses, parks, and an industrial park. The first official City Comprehensive Plan was adopted in 1971, in part to consider how to maintain the Downtown as a viable center of commerce while the appeal and attraction of suburbs was advancing. By 1973, the Greeley Mall opened for business, competing directly with the Central Business District and drawing businesses and customers away from the downtown commercial core of the community. As the community continued to grow and greater reliance was placed on the automobile, growth occurred to the west and south of Downtown. The City's zoning regulations were based on a fairly



traditional system that segregated more intense land uses such as commercial and industrial, from the lower intensity residential land uses. As a result, residential areas were clustered together, while commercial areas beyond Downtown were found along the city's busier streets. Industrial areas were typically found in east Greeley, where access to highways and rail corridors was in close proximity. Because of this segregation of land uses over the years, residents in many neighborhoods had to drive farther from their homes for school, shopping, employment, and recreational and leisure activities.

The City's Development Code underwent a major update in 1998, moving toward greater flexibility in zoning and land use location, and was intended to help facilitate newer forms of development. These forms of development include mixed-use, traditional neighborhood design (or neo-traditional or new-urbanist development), transit-oriented development, and **form-based zoning**. Smart Growth has also gained popularity since 2000 in Colorado and the U.S. and incorporates principles common to many of these forms of development. Prior to the adoption of the Development Code, the only way for a development that did not meet all traditional zoning requirements to be proposed was to request Planned Unit Development (PUD) zoning. The intent of this zoning was to encourage a higher level of design and creativity in exchange for allowing development flexibility. Many developments with PUD zoning requested this zoning for such things as allowing smaller lot sizes and narrower street widths, which did not necessarily accomplish the PUD intent. As a result, the Development Code was updated with an eye toward increasing the flexibility in land uses and development approaches.

Present

Today, the Greeley city limits span over 46 square miles, or nearly 30,000 acres, and stretch nearly 15 miles east-to-west. Of this area, 52.57% is zoned for residential (including PUD-zoned land); 6.88% is zoned for commercial; 14.45% for industrial; and 2.85% for conservation purposes (commercial mineral deposits, flood way, farming, parks, permanent open space). Nearly one-fourth, or 23.25% of all land in the city is zoned Holding-Agriculture. This zone was created in 1999 for land that is either used for agricultural purposes, or that has no development plan at the time of annexation and is in a "holding" pattern until development is planned. Table LU1 highlights Greeley's primary zoning classifications, as well as the number of acres and percentages represented by each classification.

FORM-BASED ZONING – an approach to regulating development to achieve a specific urban form, by creating a predictable public realm through controlling physical form, with less emphasis on land use.

Table LU1 Zoning Classifications by acreage 2000 - 2007				
Zoning Classification 2000 - 2007	2000 Total (acres)	2007 Total (acres)	2000 Percent (%) of Total	2007 Percent (%) of Total
Single-family residential	7,703.60	9,379.70	38.83	31.58
Two-family residential	826.70	977.00	4.17	3.29
Multi-family residential	1,461.10	1,947.90	7.37	6.56
Mobile home	324.70	315.20	1.64	1.06
Planned Unit Development (PUD)	3,099.80	2,994.30	15.62	10.08
Commercial	1,736.70	2,042.70	8.75	6.88
Industrial	3,882.90	4,293.20	19.57	14.45
Holding Agriculture	331.90	6,907.20	1.67	23.25
Conservation	471.40	848.90	2.38	2.85
TOTAL	19,838.80	29,706.10	100.00%	100.00%

Source: Greeley Demographic Profile, 2008

Since 2000, nearly 10,000 acres have been annexed to Greeley, which represents an increase of 49.74% in land area within the city limits. Many of the annexations that occurred during 2000 were in response to the proposed Responsible Growth Initiative which was on the November 2000 ballot in Colorado. Although this initiative was defeated, many communities, including Greeley, experienced a large number of annexations as developers and land owners prepared for the potential adoption of this initiative. Much of the area that was annexed in 2000 was zoned H-A Holding Agriculture and must be rezoned in the future before development can take place. Between 2000 and 2007, several notable changes were apparent in the percentages of zoned land. The most notable is the increase in the amount of H-A Holding Agriculture zoned land. All other zoning classifications saw increases in the number of zoned acres with the exception of the Mobile Home and Planned Unit Development classifications. The reduction in Mobile Home zoning of 9.50 acres occurred as a result of a change in property development concept which required the rezone of the proposed mobile home park to multi-family zoning. The PUD zoning reduction of 105.50 acres was a result of rezoning decisions in portions of several developments to other zones.

Residential Land Use Characteristics

Residential land uses include a variety of unit types such as single-family, two-family (or duplex), multi-family, town homes (or attached single-family), residential estate, and mobile homes and there are variations within most of these unit types. The typical single-family lot in Greeley averages about 7,500 square feet with a detached home centered on the lot. A more recent trend has been to build the biggest home possible on a typical lot, which has resulted in homes that may seem out of proportion with the lots on which they are situated. While much of the lower density, more rural forms of development have

taken place in unincorporated Weld County, Greeley has a Residential-Estate Zone, which allows a minimum lot size of 13,000 square feet. This zone has been used when existing areas that were developed in Weld County have been annexed and it has been used for some new developments near the edges of the city limits. Newer housing products include higher density loft units, live/work units, and co-housing, and these units are often found in mixed-use developments that offer a variety of land uses within walking distance of most areas of the development.

The densities of urban residential areas vary from a very low density of one unit on three acres, up to the higher densities of 10 – 35 units per acre in apartment complexes. City-wide, Greeley's average net developed density is 5.8 units per acre; however, when the undeveloped acreage is added in, the overall average density drops to 2.4 units per acre. Several recent residential developments have higher densities and include The Heights Townhomes, an infill development, at 14.03 units per acre; UNC's Arlington Park Apartments, at 31.40 units per acre; and Meeker Commons, which has a mix of housing unit types and a density of 35.17 units per acre. Perhaps the most-dense housing development in Greeley is the Greeley Manor Apartments, a multi-story apartment structure built in the 1970's, with a density of 73.56 units per acre. The spring 2008 multi-family vacancy rate in Greeley was 9.0%, which indicates a fairly high number of vacancies and typically results in lower rents. Vacancies may be reducing, as the number of foreclosures increases and former homeowners become renters again.

The City's Annual Growth and Development projections for 2009 - 2114 estimates an additional 1,786 housing units will be built to accommodate the future projected residential growth in the community. Through the end of 2008, building permits for only 86 new housing units had been issued (57 new single-family homes and 29 new multi-family units). This is the lowest number of new housing units in over 20 years, and follows regional and national trends that reflect recent foreclosure and the recession-economy.

A solution for providing a wider range of housing unit types in areas of the city, as well as promoting densities that support a more efficient level of transit, may be the creation of another residential zoning district. A mixed-residential density district could allow greater flexibility for development proposals that achieve higher levels of density, by offering a variety of housing unit types within one development or neighborhood. These higher levels of density will be necessary to improve the level of efficiency for the City's transit system, which in turn, could result in increased ridership. Allowing flexibility in development densities, while still providing predictability for future development, is important to residents who are concerned about development that occurs within their neighborhood, as well as the development industry proposing new or redevelopment projects.

Stimulating sense of place

Commercial Land Use Characteristics

Commercial land uses include retail and restaurant uses, as well as personal, professional and financial service land uses. There are two commercial zoning districts in the Development Code: the Low Intensity and the High Intensity Commercial Districts. These uses were traditionally found in and around the Downtown, as well as along the city's arterial streets, including West 10th Street, 23rd Avenue/U S Hwy 34 Bypass, 35th Avenue, 47th Avenue, and 59th Avenue. Future commercial areas are also anticipated along 71st Avenue, 83rd Avenue (aka Two Rivers Parkway), near Promontory, and north of "O" Street. Many older commercial areas were developed as "strip commercial" areas with multiple access points along the adjacent streets, while newer areas were designed as planned centers, with more limited arterial street access. In the past ten years, most of the new commercial growth has occurred along the West 10th Street corridor between 35th and 71st Avenues, and along the US Hwy 34 corridor, between 23rd and 65th Avenues. The City's 1976 Zoning Code had four commercial zoning districts and when the current Development Code was adopted, these four zones were collapsed into two zones. Some commercial uses do not fit neatly into either the Low or High Intensity Commercial Districts and there may be instances where a combination of uses from both districts may be desirable, such as where neighborhood markets or mixed-commercial areas are feasible. As a result, there appears to be the need for a third commercial, or a mixed-commercial district.

Commercial shopping areas tend to be categorized based on size and magnitude of the area served, beginning with micro-commercial, neighborhood, community, and regional shopping areas. Micro-commercial areas generally serve an immediate neighborhood – either residential or employment-based, with small-scale personal service uses. The commercial area at St. Michael's, US Hwy 34 / 65th Avenue is an example of this type of shopping area. Neighborhood markets serve residential neighborhoods within one mile of the center and are anchored by a grocery store, with other supportive uses. Cottonwood Square and Bittersweet Plaza are neighborhood market shopping areas. Community commercial markets serve a larger component of the community and typically include "big box" stores, such as those found in the Gallery Green/Elk Lakes/Gateway area. Future community commercial sites are planned along the 10th Street Corridor, near "O" Street, and east of the US Hwy 85 Bypass. Regional shopping areas, or regional activity centers, are those that are intended to serve beyond the community. These areas usually include full-line department stores, auto sales and service, and have large-scale entertainment uses, such as multi-screen movie theaters. The Greeley Mall and Centerplace development are examples of regional shopping areas. A future regional shopping area is planned for the Promontory area, near the US Hwy 34 and State Hwy 257 interchange.

Retail vacancy rates for fourth quarter of 2008 for the Greeley area were at about 13.8%, while office vacancy rates were at 17.25%. These



rates have remained fairly stable over the past year. Vacancy rates may be higher in some areas of the community, such as Downtown or at the Greeley Mall, which has seen several national retailers leave in recent years. The creation of a Tax Increment Financing District for the Greeley Mall area is expected to help spur development or redevelopment in this area, offering financial incentives for reinvestment in the area.

Industrial Land Use Characteristics

The Development Code includes three industrial zoning districts: the Low Intensity, Medium Intensity, and the High Intensity Districts. Industrial uses include manufacturing, fabrication, processing, and distribution uses. These uses are typically not compatible with many other uses because of the impacts they can create, including noise, lighting, vibration, and odor. In some cases, special environmental permitting may also be required due to by-products generated by industrial uses. Industrial uses, particularly those related to manufacturing, also quite often represent the most significant economic value in job creation and corollary economic benefits to the community. Industrial land uses have historically been located in northeast and eastern Greeley. While some low intensity industrial uses can be designed to be compatible with residential areas, such as the former Hewlett-Packard site, other heavier industrial uses usually cannot be made compatible and are best located within larger industrial-zoned areas.

The Low Intensity Industrial zoned areas are found in Greeley at the Hewlett-Packard site and at the northern edge of the North Poudre Annexation. The North Poudre Annexation was a 1,500+ acre area annexed in the 1980s as a potential site for an Anheuser-Busch brewery. Approximately 40 acres north of the former Hewlett-Packard site has since been rezoned to High Density Residential. The majority of industrial zoning in Greeley is the Medium Intensity Industrial zoning, which is found in the North Poudre Annexation, the Greeley-Weld County Airport, between the 8th Avenue and US Hwy 85 Bypass, and in several other small pockets around the community. Some of the area that was included in the North Poudre Annexation has since been rezoned to Holding Agriculture, commercial, industrial, and residential districts to facilitate the future development of this area. The High Intensity Industrial district is limited to the meat packing plant and the area in and around the Great Western Sugar Factory site, which is now being redeveloped for Leprino Foods.

Mixed-Use Characteristics

Developments or buildings that have integrated more than one type of land use are referred to as “mixed uses”. Areas that have a mix of land uses can take on a 24-hour atmosphere, improving the level of safety and security in an area that might otherwise be dark and uninhabited in the evening hours. The Development Code allows mixed-use development in the PUD District. The High Density Residential and Commercial districts allow a mix of uses through the design review process, as long as one of the uses is residential. The

Industrial districts also permit mixed-uses, but do not allow residential uses. Mixed-uses on a site should be designed in such a way that is compatible in design (architecture, materials, colors), as well as in function (parking, hours of operation).

While there have been few developments that have used mixed-use to date, several such as Meeker Commons and some of the renovations of older structures in Downtown have incorporated office or commercial uses into structures that also contain residential uses. This trend is expected to continue, as people chose to lessen their reliance on the automobile in exchange for living where most of the necessary services are available within walking distance.

Since the adoption of the Development Code, there has been interest in newer approaches to development, particularly those that encourage and promote the integration of a variety of land uses, as well as a mix of residential unit types, within a neighborhood. These approaches can also help achieve a better balance between the location and number of jobs in the community, with the location and number of housing units.

Neo-traditional or new urbanist development are terms used for a development approach that emphasizes the integration of housing, shopping, employment, parks and other public or civic facilities into communities that are walkable. These communities are typically designed around a central public place such as a school, park, or other similar community use and they offer a wide variety of housing unit types. Smart Growth focuses on concentrating growth in the center of a community to avoid urban sprawl. This approach also advocates compact, transit-oriented, walkable and bicycle-friendly communities that include neighborhood schools, complete streets, and mixed-use development with a wide range of housing choices. Smart Growth also emphasizes sustainability and long-term values over a short-term focus, and strives to achieve a “sense of place” in creating unique places that are valued by residents. The preservation and enhancement of natural and cultural resources is also valued. One of the newest approaches to zoning regulations is through a form-based zoning code. This approach focuses on regulating the relationship between building facades and public space, the form and mass of buildings in relation to one another, and the scale of streets and blocks. While traditional zoning regulates land uses and development intensity (i.e. floor area ratios, setbacks, units per acre), form-based codes focus on the form of the community, rather than land use. Flexibility, predictability, and compatibility are key factors of this type of code.

These approaches all have similar key concepts in common for community design and planning: to provide a fairly dense mix of businesses; a wide range of housing types that are affordable; public open spaces and public services that are widely distributed; and a mix



of housing, employment, services and recreation opportunities in close proximity to one another. In addition, if a community or neighborhood is walkable, safe, transit-oriented, bicycle-friendly, and socially diverse, it is considered a “complete community” or “complete neighborhood” – a quality of life that many communities are now trying to achieve for their current and future residents.

Public Land Use Characteristics

Public land uses include schools, police and fire stations, libraries, museums, civic centers, and parks. The siting of these uses and facilities is critical for future planning of the areas that surround them. Developers of residential areas benefit from being able to market their developments as being in close proximity to a park or elementary or middle school, particularly if the school is designed as a walk facility and doesn’t require busing. Elementary and middle schools are ideally sited with local or collector street access. High schools generate a significant amount of traffic and noise, as many students drive to school. As a result, these facilities are ideally located on, or with close access to arterial streets.

Joint usage of public facilities, where possible, can result in a positive result for all involved. The location of a neighborhood park adjacent to an elementary school means that the park design can take advantage of the parking and open areas that are on school grounds, while the school can take advantage of the park for recreational activities. Other joint uses include parks and natural areas as drainage facilities. Being located near public uses such as police or fire stations has both positive and negative aspects. From a safety standpoint it is beneficial to be close to these stations, but from a noise standpoint, hearing sirens on a regular basis is undesirable to most residents.

Agricultural, Open Space and Natural Area Land Use Characteristics

Greeley’s location near the Cache la Poudre and South Platte Rivers, as well as the agricultural lands that surround the community, provide a large amount of open space or natural or ecologically significant areas in close proximity to the urbanizing population. Because of these extensive areas, there is often a perception that there is no lack of open space and it is not important to preserve these areas. Much of the open space area is in agricultural use, while the natural or ecologically significant areas are along the rivers and drainage ways and the bluffs northwest of Greeley. The Northern Colorado Community Separators Study, completed in 1998, identified key areas in the region for protection, or where limited development could take place. The underlying intent of this study was to maintain physical and visual separation between the communities of northern Colorado. The areas identified around Greeley included the area to the northwest, toward Windsor (the bluffs); north of the US Hwy 34 Corridor; and to the south, toward the Johnstown-Milliken area. While this study was not implemented in Greeley, it was referenced in its 2020 Comprehensive Plan and identified those areas that if not otherwise preserved, could result in a significant loss of views and vistas, as well as lands with unique or unusual features. In some cases, development could take



place through the use of setbacks, building height and other design elements that could result in an enhanced corridor. In other areas, acquisition of property was considered the best solution.

The City of Greeley adopted the Areas of Ecological Significance Map prior to adoption of the 2020 Comprehensive Plan. This map identifies high and moderate ecological impact areas. The high impact areas are typically found along the 100-year flood plain, while moderate impact areas are where ecological character would be moderately impacted if development were to occur. Standards for development to address the impacts on wildlife, wildlife habitat, or vegetation of an area are included in Greeley Development Code.

Special Uses and Areas

Special uses and areas in Greeley include the Greeley-Weld County Airport, North Colorado Medical Center, University of Northern Colorado, Aims Community College, correctional facilities, primary employment River Corridors, and transit and heavy train corridors and special area of significance. These uses and areas require a more unique or use-specific approach than do other land uses and they either create fairly significant impacts such as noise, traffic, or visual impacts or have sensitive route or special features that deserve individual attention. Of particular importance for transportation planning is to preserve these routes so that development does not infringe on the ability to acquire and expand these corridors as may be needed in the future.

Future Land Use and the Land Use Guidance Map

The 2020 Comprehensive Plan identified the Long Range Expected Growth Area (LREGA), which is the area where growth is expected in the next 20 or more years, including all growth and service areas for the city. The LREGA is continued in this 2060 Comprehensive Plan and should be reviewed and updated annually. The Adequate Public Facilities Area (APFA) now replaces the former “Mid-Range Expected Service Area” (MRESA), which was the area in which a full range of municipal services was anticipated for the next five year period; building permits could not be issued beyond the MRESA without City Council approval. The APFA will be used to reflect actual budgeted Capital Improvement planning, and infrastructure rather than projected improvements. Development that is proposed outside the APFA must pay for all development-required improvements and will have the potential for reimbursement from other developments that benefit from these improvements, if reimbursement agreements are created and the new development occurs within a ten-year timeframe. Cooperative Planning Areas (CPA), which reflect agreements between adjacent communities to Greeley, as well as Weld County, are also included in the 2060 Plan. These are areas where intergovernmental agreements either exist, or are being pursued to ensure that all planning objectives, efficient installation of infrastructure, and development takes place through a shared vision.

**Well planned, deliberate,
intentional**

The 2060 Comprehensive Plan proposes a hybrid approach to future land use planning that includes a land use map, as well as supplemental land use policies and land use targets to address the location and design of the major land use categories. The Land Use Guidance Map is intended to be used to direct future land use planning decisions, along with the land use goals, objectives, and policies contained in this chapter of the Plan. The map identifies key land use areas, including employment and industrial uses; natural uses, such as parklands and open space; commercial nodes; special uses, such as UNC, Aims Community College, North Colorado Medical Center, Greeley-Weld County Airport, and Downtown Greeley; and multi-modal corridors. The multi-modal corridors on the map include existing and future transportation corridors. The US Hwy 34 Strategic Employment Corridor was established in the 2020 Comprehensive Plan and is also carried forward to this 2060 Comprehensive Plan. A second corridor, the US Hwy 85 Strategic Employment Corridor, is identified on this 2060 Comprehensive Plan. These two corridors are areas where future major employers are expected to locate. Both corridors have good transportation access to key multi-modal corridors and are key regional locations.

Patterns

The following are key trends related to land use development in Greeley:

- Western growth of the community has continued, with over 10,000 acres annexed between 2000 and 2007. Most of this area is located west of 71st Avenue
- Since 2000, there has been an increase in the amount of land in all zoning districts with the exception of mobile home zoning and PUD zoning, which have decreased
- The predominant form of residential development is still larger lot, detached single-family, with the average lot size of 7,500 square feet
- Population growth in the near term is expected to continue at an average annual rate of 1.8%, yet there is an estimated 30 - 40 year supply of residential land that exists in the Long-Range Expected Growth Area
- The large amount of land zoned Holding Agriculture poses a significant opportunity for future planning, since this area must be rezoned in order for development to occur
- New approaches to development, including mixed-use, traditional neighborhood design, transit-oriented development, form-based zoning, and other new development trends are expected to increase as transportation and land development costs increase
- The more traditional existing pattern of development in the older areas of Greeley will be potential areas for redevelopment and will require creative approaches and solutions
- The balance of land uses and zoned land will be emphasized particularly as it relates to employment and housing



-Greeley's role in Northern Colorado will become more apparent in regional issues such as transportation, employment, and water resources

Progress

Since the adoption of the 2020 Comprehensive Master Plan, much progress has been made on the action steps of the plan. The "report card" below summarizes this progress. A more detailed and complete report card of Land Use can be found in the Appendix of this report.

-Amendments have been made to the Development Code to add design standards for single-family homes

-Amendments have been made to the Development Code to encourage and promote mixed-use development

-Cooperative planning with area school districts to address future school sites is underway and City Planning staff has developed criteria to evaluate school locations

Potential

The following Land Use themes were identified to create a vision of a 2060 Greeley as:

Compatible

Inspiring

Complementary

Neighborly

Attractive

Stimulating sense of place

Flexible

Amenities

Sustainable – Maintainable
Creative ~ mixed uses

Environmentally sensitive
Well planned, deliberate, intentional
Sustainable – Maintainable
Creative ~ mixed uses
Retains value
Many points of interest – Not monochrome
Functional
Efficient
“Smart”
Green
Connected
Thoughtful utilization of land... co-location options
Forward-thinking
Synergy
Tolerance
Interactive
Strong character
Diverse
Interesting
Well cared for common areas
Balanced
Walkable

Promise

Complementary, sustainable, appealing and diverse land use development



	B	Assure that commercial development is attractive, compatible with its setting, efficiently located and designed to be aesthetically and functionally related to a defined service	36
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◆ LAND USE ◆

GOAL: Establish clear direction for the location, amount, design, and mix of land uses throughout the community that promotes Greeley as a “complete community” which is sustainable, well designed, efficient, attractive and harmonious

OBJECTIVES

LU1 LAND USE CHARACTERISTICS - GENERAL

A Provide an appropriate and desired development pattern consistent with the goals of this Plan

- 1 Provide direction through the policies of this chapter to guide the general areas where each land use type is desired and which corresponds to other objectives of this Plan
- 2 With adoption of this Plan hereby adopt the Land Use Guidance Map, attached to this Plan as Exhibit LU-A, as a general guide for land use zoning and development within the annexed and Long Range Expected Growth Area
- 3 With adoption of this Plan hereby adopt the Growth Boundaries and Cooperative Planning Area Map, attached to this Plan as Exhibit LU-B, to reflect and direct growth and development timing parameters as a general guide for land use zoning and development
- 4 Anticipate and foster development of a balance of land use types within the developed portion of the city to provide a sufficient supply and distribution of land uses to serve all community residents with basic and desired services and amenities in convenient and appropriate locations and that promote the goals and objectives of this Plan (see also EC4C1b and ED1A4)
- 5 Allow new development that is commensurate with the level of available infrastructure and that can meet the goals of this Plan (see GR3A2 for discussion of development within or outside of the Adequate Public Facilities Area)
- 6 Optimize the public infrastructure investment by promoting multi-purpose development which effectively and efficiently blends land use that provides complementary development (see also PR2A3 and PS1A4a)



- 7 Make prudent use of limited land use resources; use open space to enhance the character of the neighborhood
- 8 Promote high quality design, attention to neighborhood character and an appropriate mix of land uses to serve all residents with effective access to a complete range of housing, recreation, employment, and business goods and services
- 9 Promote the development of land uses which accomplish the goals of the 2060 Comprehensive Plan and the following general standards:
 - a Zoning should support land uses sufficient to accommodate the residential, public use, commercial and employment targets as listed in LU1A.10
 - b Zoning should support commercial services which are convenient to residents and workers
 - c Land use approvals should accommodate a diversity of housing types within each neighborhood area
 - d Zoning decisions should support and enhance the public facilities and improvements, such as parks and schools, which generally serve the immediate neighborhood
 - e Provide recreational, natural areas, and open space proportionate to the density of residential units in the area
 - f Development should be provided in a way that creates a meaningful focal point for the neighborhood and its support services and uses
 - g As appropriate and desired by residents, promote the development of sub-area plans in established neighborhoods to strengthen and guide land use decisions to shared objectives for the area
 - i Defer to the more specific principles set forth in formally adopted sub-area Plans where differences exist or more specific standards are set forth in the sub-area plan from the general elements contained in this 2060 Comprehensive Plan
- 10 Maintain an inventory of the existing and approved land use types established through zoning decisions. Consistent with the location of uses as presented in the Land Use Guidance Map, promote the following proportionate development of land uses throughout the city:

Thoughtful utilization of land...co-location options

- a In general, and where appropriate, support zoning and development of land which promotes a city-wide jobs/housing ratio of 1.5 jobs per dwelling unit (.55 jobs per capita)
- b Residential uses should not comprise more than 65.0% of the net land area with an average density city-wide of at least 6 net dwelling units per acre
 - i the net area dedicated to residential uses should not exceed more than 312 acres per square mile
 - ii greater density can be achieved with more intense, vertical, and mixed use development in an area
- c Neighborhood markets which provide retail sales and services to the surrounding area should be sized to:
 - i Support a minimum residential population of 5,000 to 7,000 persons that are in residential units located within one square mile of the commercial center in which it is located
 - ii Contain a full service grocery store
 - iii Include retail uses at a rate of between 20-32 acres per square mile to serve the residential population as described in subsection c-i above
 - iv Contain office, professional and personal service uses at a rate of between 16-26 acres per square mile to serve the residential population as described in subsection c i above
 - v The proportion of land area and/or sq ft devoted to the Neighborhood Market may be increased proportionate to the increase in housing density within the one square mile service area
 - vi For purposes of calculating the one square mile area an expressway (US Hwy 34 Bypass, US Hwy 85) or other geographic feature (e.g. Cache la Poudre River) becomes an outer boundary; in other words a one-square mile area shall not include land that is separated from the commercial land use by an expressway or substantial natural feature
- d **Community commercial centers** serve an approximate 6 square mile area with a proportionate increase in population served as a minimum of 30,000 to 42,000 residents

COMMUNITY COMMERCIAL CENTER
 – a commercial area of approximately 20 - 40 acres in size located along major arterial roads and which has a typical trade area of six (6) square miles.

- i Community Commercial Center or uses may include approximately 30 acres as an individual center or represent a net 230-346 acres within the larger 6-mile area inclusive of one or more Neighborhood Markets
 - ii Office and personal services may reach a net of between 96-156 acres
 - e Industrial or employment centers should occupy a minimum net acreage that equates to at least 10.0% of the net land area
 - f Public uses such as schools, fire stations, and storm water detention, should comprise an average of 15.0% of the net acreage of the community and located in accordance with the objectives of this 2060 Plan
 - i Elementary schools are expected at a rate of one per square mile
 - ii Middle schools are expected at a rate of one per two square miles
 - iii High schools are expected at a rate of one per six square mile
 - iv Fire stations are expected at a frequency of one per approximately 3 developed square miles or proportionate to the housing density as described in subsection c-i above, and based upon established standards related to response time, population and land use type (see also PS1C3)
 - v In accordance with the Parks and Recreation Master Plan standards, neighborhood parks and natural areas should average 2.5 acres of parkland per one squaremile or per 1,000 residents
 - An additional average of 5 acres per 1,000 residents should be reserved for community parks
 - Dedicated open space should be reserved per the Land Use Guidance Map and constitute approximately 8.0% of the total net land area suggested for public/community use, recognizing that a substantial portion of this area can be realized in undeveloped flood plain areas and reclaimed sand and gravel mining sites
 - g A higher density of residential population than as a described target allows a proportionate increase in all other categories of land use
- 11 Undertake an assessment to consider the merits of

a mini-public facilities campus of uses within each six square mile areas of the community to determine if a shared facility would promote best practices and land sharing for common needs (e.g. parking). Such a public use campus or node could include a variety of uses such as a fire station, school facilities, drainage facilities, and area parks

SUITABILITY INDEX – a measure of a site or area's suitability for development.

B Define the parameters within which various types of land uses of differing intensity may be located

- 1 To provide consistency with the goals of this 2060 Comprehensive Plan, initiate an update of the standards of the Development Code, as contained in the Greeley Municipal Code (see also TR2D1)
 - a Continue the Development Code standard which requires submittal of a zoning suitability plan at time of subdivision or zone change request that demonstrates the physical suitability and appropriateness of the site for the intended use(s). The Suitability Plan should, at a minimum, demonstrate:
 - i The interconnectivity between all site elements and adjacent uses
 - ii Manage access through shared points of ingress and egress from a site
 - b **Suitability** of the site as it relates to topographical and physical characteristics of the site
- 2 Utilize the goals and policies within this 2060 Comprehensive Plan as a basis for the establishment of zoning on each parcel of newly annexed land to the city of Greeley (see also GR3Ba and RE1B3)
 - a Holding Agriculture (H-A) zoning should be placed on undeveloped tracts as a “default” zoning to allow continued crop production or vacant land until a permanent zoning designation is submitted for consideration
- 3 Utilize the goals and policies within this Plan as the basis for the review of land use referrals from Weld County government and adjacent jurisdictions as it relates to the modification of, rezoning, or development of any parcel of land within the Long Range Expected Growth Area, Cooperative Planning Area, or as otherwise described in related intergovernmental agreements
- 4 Utilize the goals and policies within this 2060 Plan

as the basis for decisions concerning requests for rezoning or land use modifications within the municipal boundaries of Greeley

- 5 Where there is a discrepancy or conflict with a specific land use application as it relates to different chapters within this 2060 Comprehensive Plan, the provisions of the Land Use Chapter shall be considered as primary objectives to meet for the purpose of that land use request
- 6 Establish the type, mix, character and intensity of development desired within each land use category through the designation of zoning for all parcels within the city

C Promote the health, safety and welfare of the public through land use development

- 1 Utilize the policies and objectives of this 2060 Comprehensive Plan and employ a “best practices” approach to its execution, to promote development in Greeley that is progressive, competitive, effective, and efficient in achieving the best interests of the community (see also EC1C2)
- 2 Enhance public safety by supporting land use mixes that foster live/work/play environments that reflect area vibrancy through the development of “complete” neighborhoods (see also PS2A1)
- 3 Promote land use densities and combinations that promote safe and appealing pedestrian use, the viability of transit, bicycle and other non-motorized forms of travel and improved air quality (see also EN3A4a, TR1C1b, TR2A1a, and TR2B1)
- 4 With new and redevelopment proposals, evaluate impacts on the ability of persons who are transportation dependent to access the development (see also HS3A1a)
- 5 Consider environmental impacts with the siting of redevelopment and new projects relative to air and water quality, light and noise compatibility, and related impacts to the natural environment (see also EN3B3)
- 6 Promote logical linkages and graduated levels of impact between land uses of different intensity to achieve a functional, attractive, and effective transition. Such transition can be accomplished

through landscaping, building design and massing, and a blend of mixed land uses, among other strategies

LU2 LAND USE CHARACTERISTICS - RESIDENTIAL

A Promote the location of residential uses in a way as that reinforces the goals and polices of this 2060 Comprehensive Plan related to environmental compatibility, safety, and community appeal

- 1 Apply residential zoning designations to areas intended primarily for residential use
- 2 Distinguish between single-family, multi-family and institutional residential land uses through zoning designations and development requirements
 - a Create distinct zoning categories which define specific land use limitations based upon the predominant type of housing intended, including the following:
 - i Single family estate detached units
 - ii Single family detached units
 - iii Medium density attached units
 - iv Manufactured/mobile home detached units as part of a **land lease community**
 - v High density attached units
 - b Consider the development of a Residential Mixed Density District (“**RXD**”) which defines a minimum density of development (at least 8 net dwelling units/acre), but accomplishes that through a deliberate blend of various residential housing types within a single district by:
 - i Providing a blend of housing products in a single development at a higher density than can be developed through standards and individual zoning districts
 - ii Establishing a cohesive design to accomplish the complementary, interconnected, and dynamic blend of housing types that are well integrated throughout the entire development
 - iii Providing district design such that open space and landscaped areas are effectively provided in strategic locations to facilitate common use of the natural attributes of the site and where supports residential interaction
- 3 Permit non-residential uses within residential zones

LAND LEASE COMMUNITY

– a housing development where homeowners lease the land under their homes from a landowner who typically provides community infrastructure and amenities and which is most commonly found in mobile home parks.

RXD – a proposed Mixed-Residential Zoning District with a minimum density of at least 8 net DU/acre which includes a variety of housing products and densities.

when such a use provides non-retail service which is either necessary to the function of residential neighborhoods (i.e. neighborhood schools, community centers) or are typical and incidental uses which can be compatible with and support residential activity with certain site and building design considerations (e.g. child care centers, churches)

- a The location and scale of the non-residential service area should be proportionate to the development intensity of the neighborhood, including infrastructure support

4 Foster the development of “**Complete Neighborhoods**” that exhibit the following characteristics:

- a Contain a variety of attributes that contribute to a resident’s day-to-day living (residential, commercial, employment, mixed uses)
- b Accommodate multi-modal transportation in an interconnected manner (pedestrians, bicyclists, transit, drivers)
- c Convey architectural features that are visually interesting and add to a cohesive identity, both internally and as a transition to other adjacent neighborhoods
- d Area uses and design encourage human contact and social activities and interaction
- e Promotes community involvement and maintains a secure environment
- f Promotes sustainability and is environmentally astute
- g Has a memorable character or sense of place, conveyed by its design as well as the features associated with its common areas and public spaces

5 Monitor the housing market on a periodic basis to assess the need to implement development policies to influence the housing supply consistent with the policies of this 2060 Plan

- a In cooperation with other agencies, pursue more housing opportunities dispersed throughout the comments for persons of low-and moderate income (see also HS5A4)
- b Continue to annually survey the status of housing occupancy in multi-family and, as possible, single family developments to determine the capacity to absorb and/or need

COMPLETE

NEIGHBORHOODS

– neighborhoods designed to provide a full-range of services and products, such as education, shopping, employment, and recreation opportunities, for residents of the neighborhood.

- to stimulate new housing development
 - i Refrain from supporting housing applications with economic support or stimulus when multi-family vacancy rates are at or above 6%
 - c In cooperation with other local housing interests, monitor the quantity, characteristics, and status of foreclosed residential properties
 - i Assertively engage in community education to assist in efforts to alleviate conditions leading to foreclosure
 - ii To the extent possible, explore avenues to address the negative impacts experienced in neighborhoods with foreclosed properties, including property care, building neglect and similar issues. Consider options for a “green lien” which would extend watering and maintenance of landscaped areas to preserve turf, trees, and vegetation to lessen impacts to neighboring properties and limit loss of the urban forest and related property improvements (see also CD2A2, HS5B3b, LU2A5cii, LU2A11, PS4B2, and RE1C3)
- 6 Promote development patterns which provide an efficient and balanced mix of residential and related land use in each section of land in the city
- a Avoid establishing large areas of a single type of residential zoning or use in order to:
 - i Provide a higher averagedensity of residential use in each area of the community
 - ii Support neighborhood markets
 - iii Support effective transit and transportation movements and also air quality
 - iv Avoid monotonous community design and
 - v Avoid a concentration of a single type of housing use, such as for students, low-income persons, and other types of housing that may create a disproportionate number of neighborhood impacts when concentrated in large numbers
 - b Promote **cluster development** which groups dwellings in closer proximity allowing for more cost effective installation of infrastructure and creative and productive use of common open space
- 7 Use the following criteria to guide the location of residential land uses:
- a Very low density residential (up to 1 unit/3 net acres) should be located in areas:
 - i Adjacent to public open space or environmentally sensitive areas;

CLUSTER DEVELOPMENT

– a design technique that concentrates buildings on a portion of the site while allowing the remaining area to be used for common open space, recreation, and/or protection of environmentally sensitive areas.

PHYSIOGRAPHIC –

geographic elements dealing with the physical features of the land.

- ii With severe **physiographic** considerations
 - iii Primarily served by local streets or with sufficient property setbacks from roads of greater intensity
- b Low density residential (3-6 units/net acre) should be located in areas:
 - i In which the housing will not be adversely impacted by surrounding land use, nor negatively impact land uses of very different intensity and character (e.g. industrial, manufacturing uses);
 - ii With no physiographic or environmental constraints;
 - iii Reasonably free from nuisance noise from business or industry, transportation or similar impacts;
 - iv Within ½ mile walking distance of neighborhood markets or community commercial service and shopping, educational, and/or parks and other recreational facilities
 - v Primarily served by local streets or with sufficient property setbacks from roads of greater intensity
- c Medium density residential (6 - 12 units/net acre) should be located in areas:
 - i Serving as a transitional land use between low and high density residential uses;
 - ii Within one-half mile of commercial shopping and services, educational and recreational facilities;
 - iii Adjacent to minor arterial or collector streets or accessible to such roads without passing through less intensive land uses;
 - iv Where medium density residential uses are not adversely impacted by surrounding land uses, nor would negatively impact land uses of substantially different intensity and character; vWhich are served by public transportation;
 - vi Which are targeted for infill development of a higher density and for which a medium density development provides a reasonable transition in land use
- d High-density residential density (greater than 12 units/ net acre) should be located in areas:
 - i Adjacent to or within walking distance from schools, parks and neighborhood or community-level commercial retail and service uses;
 - ii Proximate to employment centers or regional

Strong character **Diverse**
Interesting

- activity centers;
- iii Adjacent to arterial streets or major collector streets or accessible to them without passing through less intensive land uses;
- iv Where high-intensity residential is compatible with the surrounding neighborhood;
- v Served by public transportation;
- vi Where high-density residential will not adversely impact or create congestion in existing and planned facilities and utilities;
- vii Slated for mixed-use development, of which the high-density residential is a planned component;
- viii Which are targeted for infill development and for which a higher density residential land use is a specific objective and functions appropriately as a transitional land use, provided all other redevelopment criteria are met
- e Discourage the location of any new residential development adjacent to medium or high intensity industrial zoning and land uses involving manufacturing or assembly operations, outdoor storage, heavy truck traffic, extended day or 24-hour shift work changes, or which produce environmental impacts, such as noise, dust, heat or odor
 - i Residential may be located near light industrial zoning or land uses when significant separation and/or buffering and compatible traffic management are provided through site design
 - ii Residential zoning land uses shall be prohibited from locating in the Airport Runway Areas in order to prevent conflicts from noise, vibration and related environmental impacts (see also TR6C)
- 8 Residential land use should be the primary land use adjacent to elementary, middle, and high schools
 - a Discourage zoning or development of property which diminishes residential population in an area which is supported by a neighborhood school, or which poses safety impacts to children (see also ED1A3c)
- 9 Work with residents to preserve the historic or development character of their neighborhoods through historic district designation or character district applications as defined in the Greeley Municipal Code (see also CD1B1, CU1C5, and RE3D1)

- 10 Protect established neighborhoods from encroachment by incompatible land uses
 - a Design and locate public and quasi-public facilities to minimize their negative impact on established residential neighborhoods, such as noise, traffic and nuisance activities
 - b Design transportation systems to support integration of neighborhood elements; avoid the development of major roadways which divide a neighborhood and create hazards for pedestrian travel
 - c Where housing is adjacent to a major roadway, use design techniques to minimize negative impacts and buffer residents from traffic
- 11 Provide active code enforcement to limit the negative impacts to neighborhoods from “broken window” conditions, such as weeds, trash, inoperable vehicles and general property neglect (see also CD2A2, HS5B3, LU2A5cii, PS4B2, and RE1C3)
 - a Maintain a high profile community awareness program of the importance of property care and upkeep, and consequences of neglect
 - b Pursue regulation amendments which provide greater attention and penalties to properties with chronic neglect and code violations
 - c Continue programs, such as “Operation Safe Stay”, that encourage and reward partnerships with land owners and property managers who adhere to higher tenant screening and property care standards
 - d Study the merits of adopting minimum standards for the condition of rental housing properties
- 12 Make measured progress in providing infrastructure such as sidewalks, curb and gutter, lighting, fire hydrants and parks to maintain and enhance established neighborhoods and provide them with equivalent improvements to newer areas of the community (see also RE3C1c)
- 13 Continue to monitor and assess the condition of older, established neighborhoods to determine if areas are exhibiting at-risk conditions which warrant attention to prevent decline (see also PS4B1 and RE3C1)
 - a Identify areas, with neighborhood interest and input, that would benefit from a Sub-area Neighborhood Plan to articulate a strategy for desired land use, stability and area improvement

Well Cared for Common Areas

- 14 Review and revise, as appropriate, development regulations to encourage high-quality residential development
 - a Evaluate zoning techniques available to promote residential projects that incorporate innovative design features
 - b Cultivate public/private partnerships to produce more affordable housing of high-quality design and efficiency
 - c Continue the Excellence in Community Design awards program that recognizes exceptional design of local properties (see also CD1C1)
 - 15 Protect neighborhoods from inappropriate development and transportation impacts by assuring that
 - a New neighborhoods incorporate design elements to assist in transitions between residential areas of differing intensity and character
 - b Area-wide impacts to residential neighborhoods from the re-routing or traffic calming measures planned for an area are fully evaluated
 - 16 Advise residents and landowners of rezoning and development applications in areas close to their homes and encourage participation in the public review process to express sentiments about a given project in an informed and constructive manner.
 - a Encourage developers to work with area residents early in the development of a land use proposal to identify concerns, incorporate suggestions, and provide accurate information on the scope of an intended land use request
- B Encourage a broad diversity of residential products proportionate to the needs and desires of community residents**
- 1 Explore new housing products that appeal to and are responsive to an evolving market of consumers. Evaluate the intent of these products as it relates to their appropriate location and zoning designation, possibly as a form of Alternative Compliance
 - a Encourage appropriate mixed use products, as residential density mixes or as part of a commercial project
 - b Consider “carriage house” or “mother-in-law” units that allow accessory housing to an owner-

Neighborhoodly ATTRACTIVE

“Smart”

- occupied single family dwelling
 - c Evaluate options for “single resident occupancies” (SRO) units in complexes where a combination of common features and individual units are blended to provide optional affordable housing accommodations
- 2 Review and update Development Code standards related to the redevelopment of land lease or manufactured home communities
 - a Consider how the development of these communities can promote ownership of the units and a stable neighborhood setting
 - b Explore modified or transitional standards and incentives that can be applied to older, established communities to encourage their redevelopment or evolution into appealing and well-functioning housing areas
- 3 Review and revise, as appropriate the City’s Development Code to encourage the development of quality housing of all types in balance throughout the entire community
 - a Ensure that code provisions exist that require support facilities and services needed for residential development, such as trash collection, to be continuously provided

LU3 LAND USE CHARACTERISTICS – COMMERCIAL

A Adopt commercial land use standards related to type, size, location and design which support neighborhoods and the community’s broader needs

- 1 Provide diverse uses that contribute to the city’s total employment base and provide services needed by community residents and businesses
- 2 Encourage business development, expansion and vitality by allowing a mix of business activities while maintaining compatibility with the area and goals for Neighborhood Markets and Community Commercial Districts
- 3 In order to accommodate desired development which is compatible with adjacent neighborhoods, the City’s Development Code shall establish, review and maintain a range of commercial zone classifications which allow:
 - a Different mixes and intensities of commercial use
 - b Varying scales of development reflective of the

- level of pedestrian or auto orientation
 - c Development that is commensurate with and in relationship to the surrounding area
- 4 Adhere to the following policies when evaluating commercial zoning applications:
 - a **Office/professional services**
 - i Development should be clustered with shared access to adjacent roadways;
 - ii A master plan should be in place which provides effectively integrated site design components, such as parking and pedestrian routes, compatible building design and site layout, and landscaping;
 - iii Where a single development exceeds a 40,000 square foot footprint or which has a long or high wall as part of the building, its design should incorporate building articulation standards;
 - iv Location of development is appropriate in mixed-use buildings and projects and adjacent to most types of residential;
 - v Office uses adjacent to residential uses should be limited in hours of operation, including automated services such as drive-up windows unless it can be designed in such a way that limits late or early off-site impacts, such as noise, lighting, and which considers collateral safety issues to the site and neighborhood
 - b **General Retail**
 - i ***Micro-commercial***
 - Should be allowed as part of a self-contained high density residential or commercial office/employment center, or in a residential area which has a density of at least 6 dwelling units/net acre within a ½ square mile area and a population of at least 2,500;
 - Is incidental to the adjacent residential or as support to the adjacent office uses and does not exceed 5% of the total project square footage it intends to serve, or five acres, whichever is greater;
 - Is multi-tenant and does not exceed 9,000 square feet in a single building unless architectural design is used to reduce the appearance of mass;
 - Design components are low profile, complementary to the adjacent land uses, resist franchise architecture and relate principally to the occupants of the primary

MICRO-COMMERCIAL – small-scale commercial land uses of a personal service nature which are planned and integrated into high density residential or commercial office/employment developments and are intended to serve the residents or employees of these developments.

- land use;
 - Is developed under a master plan which effectively integrates site design components, such as pedestrian and parking routes, compatible building design and site layout, lighting and landscaping;
 - Limit hours of operation;
 - Generally contains land uses of personal service nature, such as laundry, coffee/sandwich shop, bakery and food outlets, small office, child care, and incidental personal products and services;
 - Convenience stores with gas sales, storage facilities, gas stations, automotive uses, and those uses with drive-up and drive through services or 24-hour functions should not be allowed in these centers;
 - Where such centers are not internal to another commercial or mixed use development they should be located at the intersection of collector and arterial roadway classifications with primary access from such streets;
 - When located adjacent to a Neighborhood Market, the combined acreage should not exceed 25 acres
- ii **Neighborhood Market**- Is located to primarily serve an adjacent neighborhood area with an average density of 6 dwelling units/net acre serving a population of at least 5,000 within a primary trade area of 1½ to 3 miles;
- Neighborhood markets are generally separated from the next nearest market by at least two miles, as measured by the most direct transportation route along major roadways;
 - Includes a grocery anchor use and may also have one “junior box” store of less than 40,000 square feet;
 - At least 50% of the uses, as measured in square footage, should be neighborhood related and incorporate design elements that emphasize pedestrian access;
 - Allowed uses include no more than two drive-thru or pick up window restaurants, convenience store with gas and up to one car wash bay, and movie theater with less than four screens. Automotive sales or full repair services and hotels/motels

JUNIOR BOX - a retail or commercial use or combination of retail or commercial uses that are less than forty thousand (40,000) square feet of gross floor area.

DESIGN REVIEW - a process for reviewing development proposals within a Neighborhood Development District.

- should be discouraged;
 - A master plan should be in place which effectively provides integrated site design including access, parking and pedestrian routes, compatible building design and site layout, lighting and landscaping
 - Neighborhood Markets should be located at the intersection of arterial roads and collector/arterial roads with primary access occurring from such streets in locations consistent with the Land Use Guidance Map; and,
 - A Neighborhood Market is generally sized between 5 and 20 acres
- iii **Community Commercial Center**
- Is located along major arterial roads and serves an approximate 6 square mile area with adjacent residential of 6 dwelling units/net acre and population of at least 30,000;
 - Community Centers are generally separated from the next nearest center by at least 3-5 miles, as measured by the most direct transportation route along major roadways;
 - Should be located on a single site or a collection of contiguous parcels which are logically associated and integrated in terms of cross access;
 - The Center site should be able to support up to 50% of the gross land area for 'big box' (large, single-store retail)uses; large-scale recreation uses and multiplex movie theaters with more than four screens; carwash and smaller auto service facilities, and restaurants with drive- thru and pick up windows and related commercial uses which are conducive to location along higher speed and capacity roadways; no single automotive sales use should exceed 5 acres in size with no more than 25% of the total center uses dedicated to automotive uses; all such uses should be subject to special **design review**; mini-storage facilities should be limited to 10% of a site and subject to special design review;
 - A master plan should be in place which effectively integrates site design, including access, parking, and pedestrian routes, compatible building design and

- site layout, lighting and landscaping;
 - Centers are permitted only adjacent to arterial roadways with primary access coming from such streets or from adjacent collector roadways; and
 - Community Commercial Centers are suggested to be sized between 2- 40 acres and should not exceed 45 acres in a single site or within an area of individually developed commercial parcels
- c **Regional and Special Use Districts**
 - i Are intended to serve the full community and region with a population of at least 75,000;
 - ii Are between 45 and 320 acres in a given area;
 - iii As it relates to retail operations, should be located on major arterial roads or exparessways with primary access coming from such streets or adjacent arterial roads; other less traffic-intense commercial operations may be located adjacent to arterials or major collectors
 - iv A master plan should be in place which effectively integrates site design including access, parking and pedestrian routes, compatible building design and site layout, lighting and landscaping, and impact to adjacent neighborhoods;
 - v May include major employment centers, large scale buildings and mixed residential uses with an average target density of at least 6 dwelling units/net acre;
 - vi Regional and Special Use Districts currently include
 - 1) Downtown;
 - 2) UNC,
 - 3) Aims College
 - 4) North Colorado Medical Center
 - 5) Promontory Development,
 - 6) Island Grove Park, and
 - 7) Family FunPlex Complex;
 - vii When the residential density within a Neighborhood Market and/or Community Commercial Center exceeds minimum location standards, additional commercial area may be added proportional to the existing, higher residential levels, as long as all other site use and design considerations are met
 - viii Retail, restaurant, and entertainment facilities and generally discouraged adjacent to school sites. Similarly, schools are discouraged from locating in close proximity

Walkable

Balanced

Walkable Balanced

- to commercial areas (see also ED-1A3C)
- b Consider the development of a Commercial Mixed Development District (“**CXD**”) which defines minimum and maximum proportions of office, personal service, retail and other forms of commercial development to formulate a development which offers a more predictable set of uses within a center with the following objectives:
 - i Provide a blend of commercial development in a single development with a mix of uses that can be developed from a more precise menu of business types and hours of operation that can promote a sympathetic fit to adjacent uses
 - ii When developing the land use menu, consider a mix of uses that promote Transit-Oriented Development and other transportation system linkages
 - iii Establish a cohesive design to accomplish the complementary, interconnected, and dynamic blend of commercial uses that are well integrated throughout the development
 - iv Provide district design such that shared access, parking, lighting, drainage, common area amenities and identification, and landscaped areas are effectively provided in strategic locations to facilitate center identity and use by the adjacent neighborhood
 - v Due to a more defined range of uses, allow Alternative Compliance in the form of reduced parking requirements, pedestrian and bicycle credits if the density in adjacent residential areas is at or above the 6 dwelling unit/net acre target, and trade-offs for a percentage of landscaping with plaza areas, public art or similar common area features

B Assure that commercial development is attractive, compatible with its setting, efficiently located, and designed to be aesthetically and functionally related to a defined service

- 1 Prior to or concurrent with the subdivision of commercial property, a master plan must be submitted and approved which illustrates the following site design elements
 - a Interconnectivity between all site establishments and adjacent commercial properties; and,
 - b Vehicular access management through shared points of project entry
 - i Where applicable, direct access to adjacent

CXD – a proposed Mixed-Commercial Zoning District, which would include a mix of office, personal service, retail and other commercial uses.

- commercial projects should also be shown
- 2 Maintain an active, attractive, accessible pedestrian environment within and between commercial and residential uses which accomplishes the following:
 - a Development of vibrant, healthy business areas which provide essential goods and services for and are compatible with adjacent neighborhoods;
 - b To the degree practical, integrate mixed activity in commercial areas with development in adjacent neighborhoods;
 - c Provide an appropriate transition in the scale, intensity and design of development between areas;
 - d Appealing residential development that is compatible with the adjacent commercial uses; and,
 - e Meets target pedestrian level-of-service standards and interfaces with transit opportunities
 - 3 Prior to issuance of a building permit for development of commercial property, a master plan must be submitted and approved which illustrates the following site design elements:
 - a Continuity in site design elements including landscape theme, signage patterns, lighting, traffic patterns, building materials, building massing, roof lines, and general building design;
 - b Treatment of common area improvements, such as drainage areas, street signage, perimeter buffering, and related areas; and,
 - c Includes a plan that describes how the property will be maintained with particular attention to drainage and open space areas
 - 4 Through street access, subdivision, depth of lot and commercial design standards, prevent the development of **strip commercial** sites which are characterized by shallow lot depth along the facing roadway corridor, multiple curb cuts onto an adjacent street, and long, linear building layout

STRIP COMMERCIAL – a commercial area that is characterized by shallow lot depth; long, linear building design; and multiple curb cuts onto an adjacent street.

LU4 LAND USE CHARACTERISTICS – INDUSTRIAL

- A Adopt specific location, size and design standards for industrial land uses which achieve the economic and community development objectives as stated in this 2060 Comprehensive Plan
- 1 Consistent with the Land Use Guidance Map, industrial uses should be located as follows:
 - a Heavy industrial and manufacturing uses should be located to take advantage of existing freight rail corridors, air transportation, and major

- arterial roads
 - i Consider strategic design and construction of heavy industrial uses located along major community entryways
 - ii Promote corridor design that presents an appealing and cohesive image of the community
- b Medium-industrial uses should be located along arterial roads and/or as part of an industrial park
 - i Utilize site and building design to effectively screen storage areas and transition into adjacent development
 - ii Design and construct medium-industrial uses to promote the functional and appealing use of materials, building orientation, and other site improvements that are complementary to adjacent development
 - iii Promote the synergistic location of uses within an industrial park that promotes its identity and attracts complementary uses, such as in the airport area
- c Light industrial uses may involve uses that include buildings and development that are lower impact in site design and building profiles from more intense industrial use and, as such, can be located along arterials and collector roads
 - i Design of these uses should involve a higher level of design sympathetic to adjacent uses of less intensity and which accommodates the tendency of industrial uses to carry a higher level of site size and building mass
 - ii Light industrial uses should be promoted along major community entryways, within industrial parks, and as transitional uses between areas of less intense land use, including residential, depending upon the degree to which off-site impacts can be successfully addressed
- d Consider the development of an Industrial Mixed Development District (“IXD”) which defines minimum and maximum proportions of a variety of industrial development, and a limited allowance of commercial uses to provide a setting which complements the flexibility of a range of businesses with the following objectives:
 - i Provide a blend of industrial development in a single development with a range of allowed uses that can be developed in a manner that

IXD – a proposed Mixed-Industrial Zoning District which would include a mix of industrial uses, as well as commercial.

- is sympathetic to adjacent uses
 - ii When developing the land use menu, consider a mix of uses that promote Transit Oriented Development and other transportation system linkages, especially as it relates to employees and shift work
 - iii Establish a cohesive design to accomplish the complementary, interconnected and dynamic blend of industrial uses that are well integrated throughout the development
 - iv Provide district design such that shared access, parking, lighting, common area improvements, and site identification are effectively provided in strategic locations to facilitate center identity and use
 - v Due to a more defined range of uses, allow Alternative Compliance in the form of reduced parking requirements or other site improvements as may be appropriate to achieve a higher level of compatibility and site appeal
- 2 In newly developing areas, residential uses should not be allowed immediately adjacent to medium- or high-intensity industrial uses and zoning districts without a Development Concept Master Plan or other overlay protection in order to:
 - a Prevent unnecessary land use conflicts between uses of significantly different intensity and function; and,
 - b Promote the expansion of industrial sites without undue hardship associated with the need to mitigate or buffer impacts to residential and other low-impact uses from industrial use and operation
- 3 In the Redevelopment District, residential uses may be allowed adjacent to industrial when a specific neighborhood area master plan is in place which addresses design and use compatibility issues
- 4 Disallow high impact agricultural and heavy industrial land uses that create obnoxious impacts, such as noise, fumes, odor, health concerns, or other hazards to the community
- B Promote industrial development which is attractive, compatible with adjacent land uses, environmentally sound, and efficiently located and designed to be functional for its intended use**
 - 1 Facilitate the development of business and industrial

parks to group like uses together with a coordinated design and site development scheme

- a Anticipate how accessory or incidental uses could be allowed if designed or sited to complement and function effectively within a business or industrial park setting
- 2 Allow and encourage on-site employee amenities within industrial development, such as employee child care, health clinics and appropriate recreational facilities
- 3 Encourage reinvestment in older industrial areas to maintain and improve their economic vitality and appearance
 - a Reinvest and improve, where feasible, public infrastructure in older industrial areas;
 - b Evaluate and revise, as appropriate, City development regulations to facilitate the rehabilitation or development of older industrial properties to meet evolving needs of business while making a positive visual impact to the area in which these sites may be located
- 4 Through annexation, land use authority, and capital improvement policies, provide an adequate supply of both finished and raw land sites suitable for industrial/economic development in a range of sizes and locations (see also EC4A)
- 5 Incorporate design techniques to plan and develop new industrial sites that are attractive and compatible with adjacent land uses

LU5 LAND USE CHARACTERISTICS – MIXED USE

A Promote mixed use development that assures compatibility between different land uses through sensitive design

- 1 Recognize opportunities for more efficient land utilization and interesting community form through the strategic and effective development of mixed-use projects
 - a As used in this 2060 Comprehensive Plan, mixed use refers to the combination of traditionally separated land uses (such as commercial and residential) in a single structure or complex, and not the placement of distinctly different uses in separate tracts within a larger subdivision
- 2 Review and update, as appropriate, Development Code standards to promote mixed-use development

through regulatory means as described in this 2060 Comprehensive Plan

- a Consistent with the Redevelopment Chapter of this 2060 Comprehensive Plan, explore the merits of establishing a Mixed Use District (“MXD”) zoning category that sets the parameters for allowing a blend of land and building uses that are typically segregated by land use designation in order to promote land use flexibility in established and transitional areas of the community (see also RE1B1c)
- b Provide safeguards to ensure that design of such projects are compatible with and sensitive to adjacent uses as it relates to project access, odor, noise, hours of operation, general operating practices, and typical patrons or occupants of the mixed use development; and
- c Adopt development standards that prescribe accepted design measures to ensure that mixed land uses are physically compatible within the site and with neighboring developments
 - i Such standards should include, but not be limited to improvements such as landscaping, lighting, building mass, building material selection, and site design

B Utilize land efficiently, reduce the need to travel by automobile to obtain neighborhood conveniences, by producing “complete” neighborhoods which offer better interest, public safety, and add to a sense of community vitality

- 1 Consider environmental consequences and benefits with mixed- use development
 - a Encourage the conservation of energy through policies and regulations governing placement, orientation, and clustering of development (see also EN5B1b)
- 2 Promote mixed land uses in order to integrate a full complement of development within neighborhood and redevelopment areas, resulting in “complete” communities with a presence or occupancy by users in day and evening periods, thereby providing more opportunity for neighborhood vigilance and crime reduction (see also CD1D1, PS2A1, and RE2B3)
- 3 Review Development Code standards to utilize parking standards to promote mixed-use developments with joint use and opportunity for

MXD – a proposed Mixed-Use Zoning District which would include a blend of land uses that would traditionally not be permitted within the same district.

parking space reduction (see also TR2D2)

- 4 Promote the use of mixed-use developments which achieve the other goals of this 2060 Comprehensive Plan, in particular as it relates to the objectives found in the Redevelopment and Transportation chapters

LU6 LAND USE CHARACTERISTICS – PUBLIC LAND USES

A Preserve important areas recognized as environmentally significant

- 1 Using the Areas of Ecological Significance Map, Open Space Plan, and the Land Use Guidance map associated with this 2060 Comprehensive Plan, identify specific properties that should be protected for environmental significance to the community
- 2 Zone areas associated with floodway or natural areas as “Conservation District” to recognize their environmental worth, unique significance to the community, and to protect them from inappropriate development (see also HS5A6)

B Maximize the recreational and open space value of those areas reserved from development due to flood plain or storm drainage limitations

- 1 Promptly undertake the development of basin-wide storm drainage facilities plan which will enhance the handling of community detention needs, foster growth in appropriate locations, and offer new site(s) for community recreational facilities (see also CD3B1, EN2B7, GR2A2 and PR2B29)

C Devise a deliberate strategy to secure and/or develop sensitive or important lands for their intended public purpose

- 1 Work with area school districts to locate schools at sites appropriate to the age of the attendees and, where possible, in combination with neighborhood and other area park sites (see also ED1A5f and PR1C1)
- 2 Through the annual Population Growth and Projections and Capital Improvements Plan, identify the location for new fire stations, parks and other public facilities commensurate with growth patterns,

pending development, and the policies of this 2060 Comprehensive Plan

- a In addition to annual capital improvements funding, the City should pursue a deliberate plan to acquire and develop public facilities consistent with the goals of this Chapter and other adopted master plans

LU7 LAND USE CHARACTERISTICS – AGRICULTURAL, OPEN SPACE, NATURAL AREAS, & NATURAL RESOURCES

A Promote the harmonious co-existence with the natural environment and agricultural uses

- 1 Use the Areas of Ecological Significance Map to direct development to those areas which have the least impact to natural resources and habitats (see also EN1A1a and PR2B3)
- 2 Disallow the establishment or expansion of high impact agricultural uses which produce obnoxious influences such as odor, dust, or noise within the city's expected growth boundaries unless such uses can be fully compliant with local nuisance standards and have ample control over the management of the environmental impacts they produce
 - a Prevent conflicts with an emerging urban population of residents and businesses as a result of new agricultural uses that have significant off-site impacts (e.g. confined animal feeding operations, truck washouts)

B Preserve important vistas and locally significant natural areas

- 1 Review development proposals in conjunction with the goals and objectives in the Community Design Chapter of this 2060 Comprehensive Plan to assure design consistency with entryways, major thoroughfares and other significant public areas as it relates to the natural environment (see also CD1A2, CD1A4a and EN7c)
- 2 Review development proposals in context with the goals and objectives in the Environmental Chapter of this 2060 Comprehensive Plan to promote a careful balance between development interests and the natural environment (see also EN4A7 and RE3A3)

C Provide relief from the urban form

- 1 Utilize intergovernmental agreements to protect important natural areas, community entryways, significant agricultural areas, and open space in areas of common interest

D Secure arrangements with land owners, developers, farmers, and environmental interests to identify and protect areas of importance to assure their perpetual availability for future generations (see also PR2B6)

- 1 Consistent with the goals of this 2060 Comprehensive Plan, consider the use of agricultural conservation easements to retain appropriate farming sites in conjunction with the preservation of open land and significant vistas, community separators and related objectives (see also EN7C1)
 - a Support the use of farmland in crop production and without animal confinement feeding operations to achieve important buffers from roadways corridors and other significant land use impacts, where the property rights of the owner are reasonably compensated for or credited with other development trade-offs

E Provide for the extraction of sand, gravel, oil and gas resources in a way that also promotes compatible, efficient and attractive surface development

- 1 Identify and map areas with a probability of sand, gravel, and mineral mining
 - a Consider strategies to work with area land interests to optimize the surface development adjacent to such sites during and following the mining activity
 - i Avoid land use conflicts that may occur as a result of a mining process and the attendant influences such as noise, dust, truck traffic, hours of operation, and visual impacts
 - ii Consider zoning applications in light of both the short- and long-term conditions that will exist proximate to a sand and gravel site and operation
 - iii Evaluate and formally consider the recommendations, as appropriate, of the Army Corps of Engineers Study as it relates to the Cache la Poudre River

- b Review and update, as appropriate, the Development Code as it relates to the standards associated with sand and gravel mining to assure that reasonable mitigation and accommodation of potential impacts to adjacent land uses, such as from transportation, environmental quality, and nuisance conditions, are provided
- 2 Immediately undertake an evaluation of the entire stretch of the Cache la Poudre River corridor in which sand, gravel, and mineral extraction will provide the opportunity to establish a series of lakes that can be used for water storage, recreation, open space, and related public uses (see also EN5C1cii)
 - a Develop conceptual renderings to visually describe the potential for the public use of this corridor
 - b Identify reclamation opportunities and measures that should be put into place to assure the thoughtful and attractive use of this corridor as it is mined
- 3 Identify and map areas with a probability of oil and gas extraction
 - a Consider strategies to work with area land interests to optimize the surface development of property in conjunction with the location of wells, storage tanks and other site appurtenances
 - i Avoid land use conflicts that may occur as a result of the oil and gas extraction process and operation and the attendant influences such as noise, dust, truck traffic, hours of operation, safety and visual impacts
 - ii Consider zoning applications in light of both the short- and long-term conditions that will exist proximate to a sand and gravel site and operation
 - iii Encourage the use of directional drilling to limit surface land use impacts and to optimize the development of the community and use of public resources in an efficient manner
 - b Review and update, as appropriate, the Development Code as it relates to the standards associated with oil and gas drilling, extraction, and storage to assure that standards consider environmental objectives of this 2060

Comprehensive Plan, reasonably accommodate mineral extraction, as well as mitigate impacts to adjacent land uses

BIKE ROUTE – a route on area streets that is identified as a route for bicyclists to use.

- F Consider opportunities to incorporate renewable energy into land use design and development, such as with wind, solar, and other emerging technology**

LU8 LAND USE CHARACTERISTICS - SPECIAL USES AND AREAS

- A Accommodate unique uses which, by their nature, are significant in the form of traffic, noise, appearance, or performance**

- 1 Greeley-Weld County Airport: incorporate by reference the Airport Master Plan and regularly review that plan for its implementation, amendment, and consistency with the objectives of this 2060 Comprehensive Plan (see also TR6A)
 - a Disallow land uses within critical flight routes of the airport, such as residential, which will be impacted by noise and air traffic activity
 - b Encourage the establishment and expansion of land uses surrounding the airport which complement the airport in both use and design
 - c Allow airport development to occur when key infrastructure and support facilities and services are capable of supporting new development
- 2 North Colorado Medical Center: work with the medical center to promote continued development of the facility while paying special attention to strategies and design to mitigate impacts associated with:
 - a Neighborhood traffic and parking patterns;
 - b Building and site design to provide a sensitive transition from modest-scale adjacent residential uses to a multi-story, substantial commercial structure with attendant facilities;
 - c Emergency vehicle and flight routes through and over adjacent neighborhoods
- 3 University of Northern Colorado: work with the university to identify campus growth objectives and expectations and facilitate on-going coordination and mutual cooperation in areas which include:
 - a Off-campus housing;
 - b Transportation systems, parking, **bike routes** and shuttle services;
 - c Security programs and management of neighborhood impacts typically experienced in high student rental areas, such as noise and property maintenance;

- d University curricula and expansion of course offerings and services which support economic development objectives of this 2060 Comprehensive Plan;
 - e Building and site design which provides a sensitive transition between University uses and adjacent neighborhoods in the scale, mass, appearance, and function of land uses
- 4 Aims Community College: work with the college to identify campus master plan objectives and development and facilitate on-going dialogue and mutual cooperation in areas which include:
- a Transportation systems, parking, pedestrian access, bike routes, and shuttle services;
 - b College curricula and expansion of course offerings and services which support economic development objectives of this 2060 Comprehensive Plan;
 - c Building and site design which provides a sensitive transition between college uses and adjacent neighborhoods in the scale, mass, appearance and function of land uses
- 5 Public Schools (K-12): work with school officials to adopt a school location master plan to support the following: (see also ED1A and PR1C1)
- a Joint use opportunities such as with parks and recreational facilities
 - b Age appropriate locations that accommodate safe pedestrian, bus, and vehicular movements for all travelers in the vicinity of the school
 - c Building and site design that provides a logical and appealing fit with other area land uses
- 6 Correctional facilities: work with Weld County government and other parties of interest to develop a wide range of correctional facilities to respond to local needs. Facilitate an on-going dialogue with interested entities to foster cooperation in such areas as:
- a The careful location of such uses only in industrial areas in which the uses will not negatively impact other businesses in the area;
 - b Building and site design which provides a sensitive transition between area uses and the scale, mass, appearance and function of the correctional facility use and adjacent land uses;
 - c Transit and transportation systems needed to support the use of the site and limit impacts to adjacent land uses

7 River Corridor: continue to work within the existing intergovernmental agreement between the City of Greeley, Town of Windsor, and Weld County government to facilitate the protection of the Cache la Poudre River Corridor (see also CD1D5, EN1A2, and PR2B13)

- a Pursue other such agreements for the South Platte and Big Thompson River corridors, with attention to the following areas:
 - i Sensitive and effective trail development
 - ii Attention to cultural, environmental, and other natural **resource management** considerations;
 - iii Sand and gravel extraction and site reclamation; and,
 - iv Consideration of an overlay zone to provide guidance for land use, building and site design for areas adjacent to the river

8 Primary Employment Corridors: take actions to direct the effective development of the US Hwy 85 and 34 Employment Corridors, N 11th Avenue corridor as reflected on the Land Use Guidance Map and consistent with other intergovernmental agreements, with particular attention to:

- a Options to promote desired and attractive primary employment operations and industry, and consistent with the Economy Chapter of this 2060 Comprehensive Plan, such as:
 - i Industrial Water Bank incentives
 - ii Sales and use tax credits
 - iii Expedited development review process
- b In the course of facilitating the desired development of this corridor, consistent with this 2060 Comprehensive Plan, some limited development of incidental uses that are not specifically associated with primary employment may be allowed
 - i Such incidental use would be allowed when it is substantially setback from the US Hwy 34 travel corridor
 - ii Retail uses would be allowed only after the combined residential and industrial uses warrant such commercial development
 - iii Work with corridor property owners to establish a means to accomplish the primary employment uses along the corridor, while retaining important open space, as well as distinction or buffering from other area communities;
 - iv Develop standards for the approved industrial and employment uses which provide high quality design, and setbacks

RESOURCE MANAGEMENT – the management of natural resources so that such resources are protected and enhanced.

from the rights-of-way which effectively create a sense of expansive open area, a attractive site design, and compatible landscape treatment, considering the xeric nature of the area, adjacent land uses, and other objectives of this 2060 Comprehensive Plan relative to entry-way treatment and natural resource management (see also CD-3A1)

- v Use intergovernmental agreements and other available means, work with adjacent communities and Weld County government to cooperate in the provision of infrastructure services to qualified and desired industries

9 Special Areas of Significance; areas that are unique to Greeley and the area due to their historic or physical characteristics (e.g. bluffs) should be identified and accommodated with development to the maximum extent feasible

10 Transit and Heavy Travel Corridors: incorporate the high impact travel corridors as identified in the Land Use Guidance Map in order to promote:
(see also EN5B1d)

- Transit-oriented development
- Higher-density land uses
- Employment corridor development
- Preservation of key view shed and natural areas
- Location of larger utilities
- Effective emergency routes

B Give special attention to the siting and design of such uses as well as the land uses surrounding higher impact facilities to assure that they may operate successfully for the intended purpose while balancing the needs and function of adjacent properties.